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Library Trends

American Books Abroad

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Library Trends, a quarterly journal in librarianship, provides a medium for evaluative recapitulation of current thought and practice, searching for those ideas and procedures which hold the greatest potentialities for the future.

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Introduction

Books and periodicals gradually have been recognized as prime instruments of international cultural relations. In their quiet, unspectacular way they perform unusually effective ambassadorial services. Thus, books and magazines have been used consistently in the overseas information services of the United States government: in the established information centers or libraries, in gifts of books to schools and universities, in the translation program by which translation and publishing rights to American books are made available to foreign publishers.

To assist the State Department in formulating basic policies and programs concerning the use of books in the information activities, an Advisory Commission on Books Abroad was appointed by Secretary of State Dean Acheson early in 1952. It included some of the country's most distinguished and experienced publishers and librarians: Martin R. P. McGuire, Professor, Catholic University of America; Cass Canfield, Chairman of the Board, Harper & Brothers; Robert L. Crowell, President, Thomas Y. Crowell Company; Robert B. Downs, Director of Libraries, University of Illinois; Lewis Hanke, Director, Institute of Latin American Studies, University of Texas; George P. Brett, Jr., President, Macmillan Company; and Keyes D. Metcalf, Director of Libraries, Harvard University. With some changes of personnel the Advisory Commission still meets regularly.

Widespread interest in the use of books for information purposes overseas was heightened by the threat to the integrity of the information program posed by the destructive criticism of Senator McCarthy of Wisconsin. Concern for the danger stimulated a group of public spirited leaders from many fields of American life to form the National Book Committee in 1954 as "a society of citizens devoted to the use of books." Among their purposes it was stated: "Good books are especially valuable for the candid communication of ideas and opinions among peoples; the National Book Committee therefore seeks to increase the flow of American books abroad." The Committee also hoped to "identify emerging problems in this and other areas and to work toward their solution through stimulating research and action, taking
counsel with interested groups, and drawing public attention to ques-
tions of public policy which may be involved."

The National Book Committee maintains an office in New York
City, with Charles G. Bolté as Executive Director. Officers include
Gilbert W. Chapman, President, Yale and Towne Manufacturing Com-
pany; Thomas K. Finletter, Lawyer and Partner in Coudert Brothers
Law Firm; and Frank Altschul, Chairman of the Board, General
American Investors Company, Inc.

In September 1955, the National Book Committee sponsored a con-
ference on the topic "American Books Abroad" held at Princeton, New
Jersey. In preparation for the conference, working papers in the form
of geographical area surveys were prepared. It was the feeling of the
Publications Board of Library Trends that these papers deserved to
be made available to a wider reading public.

While Dan Lacy, Managing Director of the American Book Publish-
ers Council, and Charles G. Bolté also have served as advisory editors
for this issue, it has been left to Peter S. Jennison, to prepare the
several papers for publication and to contribute a general introduction.

H. L.
How American Books Reach Readers Abroad

PETER S. JENNISON

Seldom has the essentiality of books in terms of the needs of individuals been more clearly expressed than by the demonstrated demand abroad for books from the United States. The area surveys which follow illuminate both the needs, in a broad sense, and the extraordinary and varied obstacles to the fulfillment of these needs, in the major geographical areas of the world outside Great Britain and the Commonwealth.

As the report of the Princeton Conference emphasizes, the far from negligible cost of disseminating abroad the ideas and information contained in American books is borne by the consumers in the foreign countries concerned:

"When to the wholesale prices paid directly to American exporters are added transportation charges, the costs of editions produced abroad, and the internal costs of distribution through libraries and the book trade," the report states, "we shall not be very far wrong if we estimate the total foreign expenditure incurred for disseminating the content of American books among their peoples at nearly $100,000,000 a year. Slightly less than half this sum must be paid in dollars, and much of it is paid by countries of Asia and the Near East whose dollar credits are reserved for essentials."

It was the sense of the conference that the reasons for this swiftly increasing expenditure on American books—an amount exceeding the annual total appropriations in recent years for the United States Information Agency for all media—had their roots deep in the burgeoning national demands in Asia, especially in the former colonial areas, for complete independence and for mastery of the industrial skills of the West. In Western Europe and Latin America, the use of American books of technology and scholarship has also increased as a result of

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the economic and technical prestige of the United States manifested during the second World War.

The reports that follow refer to specific governmental and private book programs that affect the distribution and use of American books in the areas concerned. Summarizing these major efforts will, perhaps, serve to bring their specific application into focus.

In Continental Europe and Scandinavia, and in Latin America, the economic barrier of import restrictions is gradually easing, as the following studies will show, but the price factor remains a major impediment, particularly in the "open markets" where American editions of trade books must compete with British editions at prices often fifty per cent lower.

The major impediments, insofar as American books in the Near and Far East are concerned, are: (1) 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; (2) 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; (3) the long-standing trade arrangements reserving to British publishers the rights to most American trade books in the British Commonwealth, except Canada, which have the effect of barring from strategic areas (India, Pakistan, Burma, and Ceylon, for instance) inexpensive reprints of American books for which no corresponding British edition exists; (4) the absence of international copyright protection in some areas of the Middle East and Asia; (5) illiteracy and the fact that English comprehension, while increasing, is in many countries a facility of a minority of the population; (6) the scarcity of books suitable for local utilization, without special adaptation, in many Near and Far Eastern countries; and (7) inadequate retail trade outlets and public library facilities in these countries.

Large-scale foreign trade in American books through ordinary commercial channels is of relatively recent origin. In the nineteenth century the United States was a book importing nation; between the first and second world wars the U.S. exported and imported books at the rate of about $5 million a year. Since 1945 U.S. exports have trebled, from at least $12.5 million to some $40 million in 1954. While British publishers export more than thirty per cent of their total turnover, the average of U.S. production exported is around seven per cent, although some individual text, technical, scientific, and medical book
publishers and university presses ship out as much as thirty per cent of their output.

Several of the largest and most diversified publishing firms operate export divisions with resident or traveling sales representatives, overseas branches and/or exclusive sales agencies abroad, serving wholesale import distributors, retailers, and institutions directly. The majority of trade publishers are represented in Europe by one of the European book sales organizations and throughout the rest of the world by others. At least one export agency is equipped to provide world-wide coverage. Several book wholesalers in the United States fill unsolicited orders received from booksellers, libraries, and educational institutions abroad, and another has set up an export depository plan. In most countries channels of book distribution are similar to those in the United States, except that the foreign bookseller seldom has an opportunity to see an American book before he buys it, and once bought it is not returnable. But in other countries the American exporter must deal with highly inadequate methods of distribution and face unusual credit problems.

At the same time the absence of a productive and integrated book industry in these less developed countries means a wider demand for imported books of all kinds and offers the American publisher, especially the textbook publisher, an opportunity to assist in the development of that country by producing elementary and secondary texts and essential reference works, in the local language. The export of college level textbooks has increased as the incidence of adoption of English as the second language has risen. This has not been as true of elementary and secondary texts, and for many reasons, straight translations of them do not fulfill local educational requirements as well as texts specially created or modified. Collaboration between American textbook publishers and ministries of education has developed significantly in the post-war years; such programs have been undertaken in the Philippines, Japan, Pakistan, Thailand, Ethiopia, and Latin America.

The sale of translation rights, commonly reserved by the author or his agent, is complex and subject to many of the same economic barriers as affect the export of original editions, with some countries prohibiting the use of dollar exchange for the payment of advances and royalties. Many works of an advanced technical or reference nature defy translation, and the value of the property may be such that U.S. publishers feel obligated to set a high price for the rights. Commercial sales of translation and publication rights in the major
languages proceed at a generally satisfactory rate and there are several public and private programs in operation designed to expedite or increase the publication of American works in foreign languages not usually covered in private commercial negotiations among publishers. The mutual ignorance, in the main, of American publishers about the capabilities of foreign publishers and the potentialities of foreign markets for American works in translation, and of foreign publishers about how to find good American books and contract for them, is a major impediment to increased commerce in this area.

Bibliographic and other information of assistance to the overseas importer of American books or to the foreign publisher interested in the acquisition of rights reside in a variety of publications and services. In addition to individual publishers' catalogs and export trade promotion materials, the commercial or institutional buyer abroad can refer to: the *Trade List Annual* and its index, *Books in Print*, published by the R. R. Bowker Company; H. W. Wilson's *Cumulative Book Index; Scientific, Medical, and Technical Books*, a comprehensive bibliography edited by R. R. Hawkins for a joint committee of publishers and a bibliographical committee of the National Research Council; and to *Publishers' Weekly*, the trade journal, and, until June, 1956, to *United States Quarterly Book Review*, issued under the supervision of the Library of Congress. Only those importers and institutions with substantial resources can afford the expensive reference tools, and *Publishers' Weekly* has not yet achieved its optimum foreign circulation, partly because it is by necessity tailored to the requirements of the domestic book trade, partly because of its $10 foreign subscription rate. A special overseas edition of *Publishers' Weekly, U. S. A. Book News*, was published in 1945-46 in conjunction with the United States International Book Association. *Publishers' Weekly* has been making a special effort to make the announcement issues serve as effective export promotion and reference numbers. Agents and foreign publishers have indicated the need for a periodical containing current information as to the availability and residence of translation rights. Publication of the export periodical recommended at the Princeton Conference is in progress.

Following World War II, when the United States actively entered the field of overseas information, programs were lodged within the Department of State and conducted on a relatively modest scale until 1948. The Fulbright Act of 1946 financed the exchange of students and teachers, and the Smith-Mundt Act of 1948 (Public Law 402, 80th Congress) assigned permanent legislative authority for the infor-
How American Books Reach Readers Abroad

formation program to the Department of State, to be conducted with this objective: "To promote a better understanding of the United States in other countries and to increase mutual understanding between the people of the United States and other countries." The scope of this activity was enlarged in 1950 by President Truman, who added the "Campaign of Truth" concept to the "full and fair" picture of the United States that the Fulbright and Smith-Mundt Acts implemented. The "Campaign of Truth" was supported by a $121 million appropriation, the largest to date, most of which was for "Voice of America" equipment. On August 1, 1953, by Executive Order, all overseas informational activities except the educational exchange programs were separated from the Department of State and consolidated in the United States Information Agency, whose basic mission, President Eisenhower declared, is "to submit evidence to peoples of other nations by means of communication techniques that the objectives and policies of the United States are in harmony with and will advance their legitimate aspirations for freedom, progress and peace." The fundamental directive developed by the National Security Council to achieve this objective includes: (1) "explaining and interpreting to foreign peoples the objectives and policies of the United States Government; (2) depicting imaginatively the correlation between U.S. policies and the legitimate aspirations of other peoples of the world; (3) unmasking and countering hostile attempts to distort or to frustrate the objectives and policies of the United States; (4) delineating those important aspects of the life and culture of the people of the United States which facilitate understanding of the policies and objectives of the government of the United States." 2 USIA has requested a budget of $135 million for fiscal 1957; in April, 1956, the House Appropriations Subcommittee recommended this be cut to $110 million, $22 million more than the 1956 fiscal appropriation.

The Information Center Service of the USIA operates the overseas book and library programs, as distinct from the press, film and radio divisions and programs. In brief, there are 160 information center libraries in the capitals and principal cities of sixty-seven countries. Book collections total about 2.6 million volumes, with yearly circulations of more than 11,000,000. The libraries are used by some 46,000,-000 people annually. ICS also contributes to the support of about thirty-four bi-national cultural institutes in Latin America and the Near and Far East; presents about 1,000,000 books and periodicals a year to institutions and individuals abroad; fosters the translation and publication of about 700 American books a year in forty-four different
languages in 3,000,000 copies; and administers the Informational Media Guaranty Program.

The selection and maintenance of publications in the overseas library collections and the selection of materials for other program uses, is based on specific criteria. Materials are selected with reference to the following primary purposes:

"(1) Providing useful information about the United States, its people, culture, institutions, policies, problems, achievements, and diverse views on national and international issues, including materials suitable to counteract hostile propaganda campaigns directed against the United States; (2) Demonstrating the interest of the United States in other nations, including provision of needed scientific and technical information; or (3) Furnishing evidence of the American intellectual, artistic and spiritual heritage, and combatting the charge that our people are lacking in cultural background and tradition."

No materials are selected "which, as judged by their content, advocate destruction of free institutions, promote or reinforce communist propaganda, or are of inferior literary quality, as evidenced by salacious, pornographic, sensational, cheap or shoddy treatment, or matter inherently offensive."

The July 15, 1953, directive establishing these criteria also provides that "works of avowed communists, persons convicted of crimes involving a threat to the security of the United States, or persons who publicly refuse to answer questions of Congressional committees regarding their connections with the communist movement, shall not be used, even if their content is unobjectionable, unless it is determined that a particular item is clearly useful for the special purposes of the program. Application of this rule to authors who refuse to testify does not mean that they are presumed to be communists or communist sympathizers but simply reflects the fact that such action by an author normally gives him a public reputation which raises serious questions as to the usefulness of his books in the program." Certain measures of a security nature have been adopted to insure application of this provision.

Books selected in Washington and sent to most information centers include those either exposing communism or asserting the democratic doctrine. Lists of other books of an informational nature are approved in Washington and circulated to librarians overseas for ordering.

Information centers overseas also receive about 100,000 government publications annually dealing with anti-communism, atomic energy,
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and copies of special reports by the President and certain commissions.

In addition to the presentation of special editions of certain books to individual "opinion makers" abroad and of collections to institutions, ICS supplies missions in India and elsewhere in Southeast Asia with "Expendable Libraries," self-contained units of 100 paper-bound books which are set up for the use of readers in libraries, reading rooms, colleges, YMCA's and hostels. More than 3,500 of these sets are now in use.

The publications branch of ICS is also working with publishers in support of a low-cost export edition program. ICS arranges with U.S. publishers for the production and purchase of paper-bound export editions of ICS-approved titles for sale abroad through normal trade channels.

Administration of the India Wheat (Public Law 48, 82nd Congress) and the Finnish War Debt (Public Law 265, 81st Congress) Programs has also been assigned to the presentations branch of ICS. Under the first, institutions of higher education in India can purchase American technical, scientific, and scholarly books at the rate of an estimated $475,000 a year for five years. A fund of approximately $60,000 a year is available for similar purchases by Finnish institutions. With ICS retaining approval-control over the publications selected, procurement, shipment and delivery of the books are administered by CARE.

Under the book translation program, ICS acquires foreign language, condensation and serialization rights from proprietors in the United States (often for a token sum) and makes arrangements with local publishers for publication, agreeing to purchase copies of the translated edition for information center library and presentation use. Recently, the "Expendable library" project has been adapted to include translated titles produced under this program: sets of twenty-six books in Chinese originating in Hong Kong and Taipei are being distributed by posts in Southeast Asian Chinese communities.

ICS also prepares and circulates exhibits of books, art, and special displays dealing with the President's proposal for the peaceful utilization of atomic power, important American anniversaries and holidays, etc.

The Informational Media Guaranty Program, originally authorized under the Economic Cooperation Act of 1948, has been transferred to the USIA. This program has been the chief instrumentality for overcoming the economic barriers to the importation of American books in countries with severe dollar reserve and credit shortages. With an IMG contract the U.S. publisher-investor is able to convert into dollars
the foreign currencies earned by the sale of his books. Operations rest on agreements negotiated through the Department of State with foreign governments. Applications for contracts must be approved by both governments before contracts are issued, thus insuring that the books, periodicals and films shipped abroad will be both "consistent with the national interests of the United States" and acceptable to the foreign government.

The IMG guarantee does not cover conversion of currency received for: "(a) materials advocating or supporting an unlawful purpose; (b) materials prepared or distributed in order to convey, disseminate or reinforce communist propaganda; (c) materials of salacious or pornographic intent, although the inclusion of questionable language, episodes or scenes in a work of bona fide literary or artistic intent shall not automatically be construed to bring it within this category; (d) materials devoted to the sensational exploitation as opposed to the factual reporting of crime, vice or similar conditions; (e) any other materials of so cheap, shoddy, or sensational a character as to bring discredit upon the United States in the eyes of other nations."

More than $6 million in foreign currencies have been converted annually for investors under this program.

The program is currently in effect in Austria, Chile, Formosa, France, Indonesia, Israel, Norway, Pakistan, the Philippines, Turkey, Vietnam, and Yugoslavia. Under the Mutual Security Act of 1953, the United States can conclude an IMG agreement with any country in the world. Some countries have been reluctant to accept the IMG program because it might mean a net loss of dollar income owing to the fact that the local currencies purchased by the U.S. Treasury from contractors are in turn utilized to defray the local expenses of U.S. Missions. This obstacle can be overcome if USIA can secure authorization to earmark the local currency for expenditures on educational and cultural programs, for which Congressional appropriations are provided. The USIA and Department of State are reluctant to negotiate an IMG agreement with a country where the differential between the official rate of exchange at which currency conversions are effected and the open market rate at which the U.S. Mission is able to acquire local currency is so great as to result in a substantial loss to the U.S. Government, and therefore to the U.S. taxpayers, that cannot be justified by strategic considerations such as those surrounding the conclusion of an agreement with Israel. (Drastic measures had to be taken to supplant Russian books with American books, the importation of which was virtually barred by virtue of a critical dollar shortage.) Similarly,
book publishers in the U.S. prefer not to have the program extended to countries unless it means a significant net gain in over-all book imports from the United States; an agreement that in effect freezes imports at the prevailing level, or one that results in the reduction of import quotas by the amount imported under IMG, are not favored.

The selection and procurement in conjunction with such other federal agencies as the Office of Technical Services of the Department of Commerce and the Department of Agriculture of books required in mutual aid projects overseas and by technical study groups and individual trainees brought to the United States are carried out by the International Cooperation Administration. Books are also procured for the agricultural, engineering, public health, public administration, and other educational projects being conducted in conjunction with institutions overseas by U.S. institutions of higher education presently receiving grants from the ICA. The ICA has also made a grant to the United States Book Exchange to enable libraries in countries where technical aid programs are in effect to obtain exchange items from the USBE.

The Division of International Education of the Department of Health, Education and Welfare maintains an Educational Materials Laboratory in Washington with a stock of several thousand textbooks contributed by publishers for the use of trainees and study teams from abroad.

A non-profit membership corporation governed by a board of directors composed both of publishers and public-interest representatives, Franklin Publications works in association with universities, foundations, government agencies, research institutes, and other cultural groups in this country on a program designed to increase publication and distribution abroad by assisting publishers in other countries in bringing out translations of American books selected or developed to meet specific local needs. It has offices in Cairo, Teheran, Lahore, Dacca and Djakarta, and publishes in collaboration with local publishers books in Arabic, Turkish, Persian, Urdu, Bengali and Indonesian. Franklin has sponsored the publication of about 100 titles, and has 300 in process.

Efforts by foundations and other private, voluntary agencies to increase the availability of American books abroad have in general been limited to filling war-bred gaps, replacing devastated library collections, and supporting the development of schools of library science. Foundations have not, in general, undertaken long-range book use programs, with the exception of the Asia Foundation, whose operations
are described in considerable detail in the relevant area studies. The Ford Foundation, in addition to making a grant for the establishment of a library school at the University of Ankara, has, through its East European Fund, supported until this year the work of the Chekhov Publishing House, which has produced and exported Russian-language works by contemporary emigre authors, new editions of Russian works banned in the U.S.S.R., and translations into Russian of important books of American authorship. Ford has also supported the publication in several languages of the quarterly review *Perspectives U.S.A.* by Intercultural Publications; and has made a $500,000 grant to support the establishment of the South India Book Trust. The Carnegie Corporation is making presentations of special "American shelf" collections to small libraries in the British colonies and the Commonwealth. Rockefeller Foundation grants have been made chiefly in the library services field, notably in support of the United States Book Exchange.

In addition to the procurement of books for institutions in Finland and India, CARE, a non-profit organization composed of twenty-six American member agencies, and supported by voluntary public contributions, operates three book programs. More than 1,750 institutions in forty-six countries have since the war received deliveries of books through CARE. New technical and scientific books are supplied to universities, medical schools and research centers abroad under the CARE-Unesco Book Fund. CARE representatives overseas confer with librarians in each country to find out what categories of books are most needed. They are then purchased here and shipped. CARE also supplies English language instruction packages designed primarily for high school and university students and teachers abroad, containing fifteen books, and pamphlets, including a dictionary and books of instruction as well as readers. It may be obtained by individuals as well as schools and libraries. The third CARE program involves the distribution of children's picture books for younger children and sets of story books for older boys and girls learning English as a second language. CARE is stressing now its "American Bookshelf," paper-bound book presentation program.

Among other private programs, supported by voluntary contribution, are the American Library in Paris; the English-Speaking Union's "Books Across the Sea" program; the "Darien Book Aid Plan," which sends books abroad, obtained from publishers and with contributed funds and some assistance from the USIA; "Books for Freedom," the project sponsored by the National Conference of Christians and Jews.
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to send books to the library of the Free University in Berlin; and a campaign announced by the Catholic Students Mission Crusade to have each of its 3,100 affiliated schools purchase selected paper-bound books for circulation by lending libraries and mission centers in Asia and Africa.

For a little more than a century, libraries abroad have been aided in their acquisitions of materials from the United States by the Library of Congress, through a constantly expanding system of inter-governmental agreements and improved exchange techniques. This pattern of inter-library exchange on an international plane has, of course, been essential to the collections of foreign documents assembled by the Library of Congress. The system has evolved to the extent that the Printing Office at the request of the Library of Congress supplies the International Exchange Service of the Smithsonian Institution in Washington with 104 copies of every public document. The Smithsonian sorts these and ships them to libraries abroad. Libraries in forty-two countries, not requiring full sets of government documents, receive only partial collections. The remaining sixty-two receive full sets. Requests for missing issues and extra copies are received by the Exchange and Gifts Division of the Library of Congress, and are filled and shipped in the next regular lot by the Smithsonian. Receipts under this program of reciprocal exchange of government publications come to the Library of Congress either through the International Exchange Service of the Smithsonian or by direct mail.

More than 500 libraries in the United States and abroad cooperate in the United States Book Exchange, a largely self-sustaining, cooperative clearinghouse for the domestic and international exchange of publications established in 1948 and sponsored by leading national learned societies and library organizations in the United States. Member institutions may send in for exchange credit any publications in research fields; monographs in science and technology published during the last ten years, or those in the humanities and arts published in the last fifteen years, as well as recognized older classics. Publications of any date are acceptable. Members here and abroad may send in lists of available publications for USBE to check, but unsorted shipments are accepted and exchange credit assigned. Members receive unit credit according to the number of books, periodicals, etc., which are sent in, one non-monetary unit being assigned per item. All libraries pay shipping charges on publications sent to USBE; only U.S. and Canadian libraries also pay shipping charges on materials received from USBE.
USBE sorts, shelves, and lists publications it receives and sends foreign members lists of available U.S. publications arranged in general subject categories. All member libraries pay a handling fee for each item received, from ten cents in the U.S. to fifty cents for foreign libraries. USBE also handles a gift program for foreign libraries, under which, in 1953, almost 85,000 items were either sent in bulk by USBE or negotiated for and partially handled by USBE. Currently, the foreign program is being rapidly expanded in conjunction with foundation–supported projects and the ICA grant involving exchanges rather than gifts. USBE now has available for exchange more than two and a half million items, the majority of which are professional journals and scientific, technical, and medical periodicals.

On the basis of the facts set forth in the area reports, the discussions and conclusions of the round-tables, Douglas W. Bryant, who served as general rapporteur of the conference, saw two primary reasons for the desirability of increasing the flow of American books throughout the world. One was the need to correct the distorted image of Communist propaganda by projecting as clear a picture as possible of the United States in the actuality of its life and thought. The other, and—in Bryant's words—the "ultimately much more important one," is the "humane interest in broadening the scope of men's lives throughout the world."

References

American Books in the Far East

RICHARD TAPLINGER

One of the purposes of this report, it should be stated frankly, is to encourage all the organizations which believe in books as symbols—as mirrors of the cultures that produce them—and as weapons, to develop cooperatively a plan for making American books more readily available to more of the world's people. The book industry, the federal government and a few private organizations and foundations, each working independently, have made a tremendous start in this direction. To capitalize on this experience and to meet the challenge that is apparent to all who have traveled—particularly in Asia—will take the brains and energy and resources of all these groups working together.

This paper is concerned with the overseas Chinese in Hong Kong and Taiwan, and with Japan and Korea. In nearly every respect conditions are widely different in each of these territories and each will be discussed separately. In some basic and general respects they are similar: all of them want more American books; all of them, not always intentionally, have barriers erected against book imports and translations—unfavorable exchange rates, poor distribution facilities, import quotas, monetary restrictions of one kind and another, distance, and language difficulties. In each country there are other differences, but they are slight by comparison with these major items.

This entire area can be described as strongly non-Communist politically. Hong Kong, a British crown colony, is perhaps the world's greatest stronghold of anti-communist Chinese intellectuals. Japan, although not so militantly anti-Communist as the other territories with which this report is concerned, is in greater danger through a lack of knowledge of America than through any emotional or economic sympathy with Communism. Korea—South Korea—is militantly anti-Communist, as is Taiwan, the legal repository of the Nationalist Chinese government.

In all these areas there is great admiration for American manu-

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factured goods—including our books—and an intense desire to know more about America. In all these areas there are varying inabilities to satisfy these desires. Taking each country separately, this article will attempt to define the factors that have helped as well as hindered the people of these countries in getting a fair picture of Americans as people and of this form of government as a practical mechanism through the writers (who are the most articulate members of this society) and their books.

Hong Kong

Since Hong Kong has been a British crown colony for 114 years, language is hardly a barrier to the reading of American books. English is taught in the schools and every educated Chinese speaks, reads and writes English. There are an estimated 2½ million people in Hong Kong (including Kowloon) and an estimated school population of over 200,000, or about 10%. (U.S. comparison: 33½ million, or about 20%.) English is known by all literate groups to the point where it can be said to present no obstacle to the reading of American books.

Literacy in Hong Kong is high. A 1931 report listed 49% over the age of eleven as literate; the 1955 percentage must be considerably higher since a large percentage of refugees now living in Hong Kong come from the educated or intellectual classes.

Obstacles to the importation of American books are fewer, perhaps, than in the other areas of the Far East. There are no tariffs, dollars are available, there are no import quotas or licensing restrictions. Two obstacles combine to keep American book imports at a low level. Since the Hong Kong dollar is worth about 18 cents U.S., a $3.50 book, which sells for $4 with shipping charges, is equivalent to $20 or more in terms of Hong Kong income. In selling rights to British publishers to publish American books in Britain, American publishers sell what are known as “Empire rights.” This means that American publishers cannot sell copies of the American edition of such books in countries covered by the term “Empire.” Hong Kong is therefore “off limits” for most of the books which Hong Kong readers want, unless they happen to be available in British editions. A brief survey of Hong Kong bookshops which the writer made during the spring of 1955 showed a generally poor selection of U.S. books—even paper-bound ones—in any bookshop except one. The Swindon Book Company in Kowloon is well-stocked with all kinds of American books—scientific, technical, medical, general, juvenile, and paper-back. They do a tremendous business, largely in titles which American publishers cannot
American Books in the Far East

sell in Hong Kong. Since neither the American publishers nor any of their agents sell to Swindon directly, they are innocent of any breach of contract, and the British authorities have no power to prevent Swindon from doing business as he does. His chief business is in American books and his large turnover indicates what the potential market might be if sales could be made here as easily, say, as British publishers sell their books in the U.S.

British and Chinese Communist books dominate the market. There is some local non-Communist Chinese publishing. Distribution is no problem in so small and compact an area. Manufacturing methods are satisfactory, even judged by American standards of quality, and results are good as well as inexpensive. A book which costs $1.10 to manufacture in the U.S. can be produced in Hong Kong for 35 cents and with comparable quality. Poorer quality printing and paper can bring the price down to half of this. Because of the meager finances of most publishers, translations of American books are usually underwritten by the United States Information Service or by American foundations.

There are four libraries—a British government library, two USIS libraries, and one at Hong Kong University. The USIS libraries have a total of 27,500 books and an annual circulation of 132,000. There is also a library for refugee colleges to which the Asia Foundation has given some 1,750 volumes.

Universities, schools, and colleges seem to be getting a fair number of American books through private gifts and purchases. More are needed to counteract the increasing flood of books from Communist China, but the need is not what might be termed acute. The influence of these U.S. books has an immediate effect on faculty and students, and through them to the masses, because of the concentration of population.

In 1954 only about $25,000 worth of American books were imported, probably excluding paper-bound books.

It is this writer's guess that Swindon Book Company alone received more than the number of books indicated by the Department of Commerce figure, but because of his supply channels, no record is shown on official tallies. Largely because he is prevented from selling in Hong Kong books licensed to British publishers, the American publisher makes only a modest effort to sell his books here. However, bookstores were well-stocked with many American books in British editions, both hard- and soft-covered.

Britain and China are the two major suppliers of books to Hong
Kong. Several large bookstores and countless small ones specialize in Communist literature and all but a very few stores stock Communist books with their others. In addition to books, 57 Chinese mainland periodicals are available in one store, ranging from the China Medical Journal to popular “Peoples” picture magazines. Among books in this store are, mainly, classical Communist publications (the works of Stalin, Lenin, Mao Tse-tung), technical books, how-to books, and children’s books. Recently Peiping has begun reissuing many volumes of classical Chinese culture, at least for the export trade, and even the anti-Communist scholars in Hong Kong watch for them avidly in the Communist bookstores. Beautifully-bound volumes of prints and paintings are being sent to Hong Kong from the mainland in limited quantities. Propaganda books are sold at ridiculously low prices (a beautifully made hard-bound book which in the U.S. would cost $6 or $7.50 sells in Hong Kong for $2, the same price as an American paper book). Art and cultural books are slightly higher, but still in the “bargain” category.

The U.S. government has experimented widely in its Hong Kong book programs. Of the United States Information Agency book translation program, on which $139,000 was spent in fiscal 1955 in the Far East, and $177,000 this year, roughly 40% has been allocated to Hong Kong. In the 5 years—June 1950 to June 1955—of this program, 180 American books were translated into Chinese and printed in Hong Kong, for distribution both here and in other Chinese-speaking areas. Some translations have been done in tabloid newspaper form called “Story Newspapers” and sold for the equivalent of five cents. Some have been distributed with newspapers as supplements. USIA is also active in displaying American books at book fairs and trade fairs, in encouraging distribution of American publications which give news of books (such as Publisher’s Weekly, Retail Bookseller, etc.), in presenting books to schools and libraries. Roughly 2,000 books a year are included in such presentation programs.

The Asia Foundation has contributed 1,750 books to the Mencius Educational Foundation, a library widely used by students. The Books for Asian Students program, recently inaugurated, is supplying thousands of college textbooks, either used or in out-dated editions, into the area for use by Chinese students who cannot afford American textbooks and who therefore have been using the cheaper text and reference books coming from the mainland.

Perhaps the greatest need in Hong Kong is for more American textbooks and technical books, since the battle for students’ minds is being waged ruthlessly by the Communists. The Communist-sponsored
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educational plan, whereby Chinese can return to the mainland and receive a university education at government expense, is a tempting one to many ambitious young Chinese who cannot afford an education otherwise. Making books available cheaply will no doubt help some of them stay in Hong Kong. Since Hong Kong plays so influential a part among Chinese throughout Southeast Asia, because of the large number of intellectuals who have gathered there, it is vital that a wide variety of American books be made available, both in English and in Chinese.

Japan

Although there are strong currents of anti- as well as pro-Americanism in Japan, there is a strong desire to know more about America. As in other parts of Asia, ideas of America are nebulous and distorted. Since the war, English has been an elective in high school and college and is the first choice of most students; many university students read English well, as do most professional men and government officials. Few writers and editors read English but most engineers and technical experts do. In the technical and medical fields it has replaced German. Of Japan's 83,000,000 population there is a school population of 18.5 million, including students at 220 colleges and universities.

Aside from price, there are few obstacles to the use of American books. There is no customs duty, dollar credits are available, and there is no government censorship. Until recently, importers had to post a bond for 25% of the total allocation requested, but this has been reduced to 3%. There is no sales tax on books. Price is perhaps the greatest barrier. The average Japanese-language book sells for the equivalent of 30 to 60 cents. American books which sell for $4 in the U. S. are priced at the equivalent of $5 in Japan. This is beyond the income level of most Japanese. Importers suggest that more liberal credit terms by American publishers would enable Japanese stores to keep bigger stocks on hand.

Distribution in Japan is extremely efficient. The publisher plays a smaller part in promotion than he does in the U. S. Most of the promotion and distribution is done by large wholesalers who take 90% of the publisher's edition. Wholesalers get a 27-30% discount and stores get 18-20% (as compared with 33½ to 40% in the U. S.). For imported American books the distribution system is somewhat different. There are some 20 importers, half of whom operate shops of their own. They sell to special clients such as universities, libraries, professors, and industrial concerns.

Students cannot afford American books and the textbooks are rarely
used except as reference material. Charles Tuttle, an American who, since the war, has built up a large-scale book business in Japan, believes that “this available market could be made the basis of a successful reprint program here in Japan.”

Translation of American books have been a problem until recently. Smaller Japanese publishers often published (and some still do) without permission translations of American best sellers, and offset reproductions of technical books. Communications between Japanese and American publishers have not been good, and correspondence has often broken down before a licensing agreement was reached. In the past few years the translation programs of USIA and the Asia Foundation have been responsible for clearing the way for publishing important American books in Japanese.

Japan has a rapidly growing library system consisting of 850 libraries with over 3,000 volumes each. Kyoto and Tokyo Universities have over 1½ million volumes each. While in the past Japan’s finest libraries were private ones, today the government supports a large percentage of the best libraries. Readers still complain that there are seldom open stocks to which they have access, students are rarely allowed to withdraw books, and professors keep books out for unbelievably long periods.

In Japan there are fourteen USIS libraries and they are listed below with holdings, attendance, and circulation in 1954:

<table>
<thead>
<tr>
<th>Location</th>
<th>Holdings</th>
<th>Attendance</th>
<th>Circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fukuoka</td>
<td>16,144</td>
<td>358,675</td>
<td>31,225</td>
</tr>
<tr>
<td>Hiroshima</td>
<td>17,175</td>
<td>512,115</td>
<td>29,055</td>
</tr>
<tr>
<td>Kanazawa</td>
<td>13,849</td>
<td>179,185</td>
<td>27,750</td>
</tr>
<tr>
<td>Kobe</td>
<td>14,628</td>
<td>452,580</td>
<td>41,520</td>
</tr>
<tr>
<td>Kyoto</td>
<td>17,015</td>
<td>718,435</td>
<td>65,565</td>
</tr>
<tr>
<td>Matsuyama</td>
<td>14,400</td>
<td>163,550</td>
<td>26,605</td>
</tr>
<tr>
<td>Nagasaki</td>
<td>15,449</td>
<td>292,585</td>
<td>21,230</td>
</tr>
<tr>
<td>Nagoya</td>
<td>18,792</td>
<td>1,302,215</td>
<td>43,890</td>
</tr>
<tr>
<td>Niigata</td>
<td>15,641</td>
<td>192,360</td>
<td>14,710</td>
</tr>
<tr>
<td>Osaka</td>
<td>16,595</td>
<td>470,445</td>
<td>64,775</td>
</tr>
<tr>
<td>Sapporo</td>
<td>17,999</td>
<td>101,525</td>
<td>39,755</td>
</tr>
<tr>
<td>Sendai</td>
<td>14,598</td>
<td>142,520</td>
<td>27,720</td>
</tr>
<tr>
<td>Tokyo</td>
<td>23,383</td>
<td>655,510</td>
<td>101,835</td>
</tr>
<tr>
<td>Yokohama</td>
<td>15,741</td>
<td>311,560</td>
<td>46,730</td>
</tr>
<tr>
<td></td>
<td>231,387</td>
<td>5,853,260</td>
<td>582,365</td>
</tr>
</tbody>
</table>

Japanese students want, but can’t afford, American textbooks. The
American Books in the Far East

average Japanese student has about $11 a month to cover all expenses —room, board, incidentals, travel, personal, and books. Even an old, thread-bare American text costs him $3. For this reason many students use Communist textbooks imported from Russia, in Japanese and even Russian, which are available at prices as low as 50 cents to $1.25. Students help mould public opinion in Japan to a greater extent than most Americans realize.

In 1954 approximately $800,000 worth of American books were imported by Japan, about 2½% lower than the previous year. American representation in Japan was good. Japanese importers maintain close ties with the American book industry. Four distributors keep abreast of new American books and stores are remarkably well stocked with all kinds of books on all price levels. A good percentage of these, however, are bought by Americans and Europeans, rather than by Japanese.

Although American books are better represented in Japan than in most other Asian countries, British competition is keen. Stores in large cities carry large stocks of British books, in many cases larger than their stocks of U.S. books. Their lower price—about ⅔ of ours—gives them a broader market. A casual survey of the general stores revealed large numbers of Chinese and Russian books at the usual low prices. Both have also invaded the textbook field with cheap books, an area where, as has been pointed out, American books have little distribution.

The USIA translation program assists Japanese publishers in obtaining translation and publishing rights to certain American books at reasonable cost. Since 1950, 215 books have been published in Japan with USIA assistance. This represents over one-half the USIA translation fund appropriation for the Far East, or approximately $90,000 for the current fiscal year. USIA has also been influential in having a library course initiated at Keio University in Tokyo, where leading U.S. librarians are teaching modern library methods to Japanese librarians.

The United States Book Exchange and the International Cooperation Administration are now including Japan in their exchange program for libraries. Twenty member libraries now receive large numbers of professional publications; so far, the bulk of these are periodicals, but since Japan's inclusion in the plan is recent, it is thought that books will be sent in larger quantities. The USBE has sent 1,143 books as gifts to Japanese libraries during 1954, and 872 during the first half of 1955.
Among private foundations, the Asia Foundation program is perhaps the most active. For the past three years the Foundation (formerly named Committee for Free Asia) has assisted Japanese publishers in procuring rights to translate and publish American books in Japan. Most of these were for important books, of limited market appeal, which could not have been obtained in the normal course of business. Emphasis has been on books that give a fair picture of the people of the U.S., of their thinking and living. Recently the Asia Foundation started its Books for Asian Students program for Japan. Books in the humanities and social sciences particularly, but not exclusively, are collected from college students and college libraries and sent for distribution to Japanese students at low cost or in exchange for Japanese books no longer needed. Another phase of this program is the collection from U.S. textbook publishers of stocks, bound and unbound, of recently out-dated editions of selected titles. In the past six months, approximately 50,000 copies of such books have been shipped.

The Asia Foundation has arranged to obtain books from the Committee for Free Europe for the Japanese Institute of Foreign Affairs Library. It is also supplying a total of 1,000 books in the social sciences to ten research libraries. Currently it is preparing lists of books for the American Literature Project at Tokyo University, with plans calling for 10,000 volumes.

CARE in cooperation with Unesco supplies scientific and technical books to educational institutions.

Japan's greatest need is in the educational field—English language college textbooks and technical and scientific books. The primary requirement, assuming a high level of quality, is low price, regardless of format or binding. Also, an accelerated flow of general books is needed to acquaint readers and opinion-makers with the facts of life—and of politics and thinking—in the United States, and to counteract the frequently distorted pictures which the Communists encourage and which natural prejudice and political expediency assist in nourishing. Since bookstores are browsing places in Japan, due in part to the inaccessibility of books in many libraries, it seems important that Japanese bookstores be encouraged to keep representative collections of staple as well as newly published U.S. books.

Korea

Korea, as the name is used throughout this report, means South Korea. For obvious reasons the entire situation here regarding American books is somewhat discouraging. The country is in economic,
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political, and intellectual turmoil. American books can be of great help here, but the difficulties in importing and distributing them are great.

With an estimated population of 19½ million in 1952, Korea had a school population (including those in adult education courses) in 1948 of nearly 4 million. No reliable figures were obtained for the post-war period. Figures for 1930, admittedly out-of-date, showed 69% of those over the age of 10 to be illiterate.

In the words of one Korean college professor, “Even in Korean colleges and universities the professors who meet to grade the entrance examinations invariably laugh, lament and are greatly annoyed to discover how low is the degree of English mastered by the graduates of the high school English curriculum.” Comparatively few Koreans read English with any degree of fluency.

There is no tariff on American books. Import licenses are required but are not hard to get. Stores must purchase dollars on the open (or black) market at twice the official rate. Reportedly, the Korean government supplies funds at the official rate for the import of *Time*, *Life*, *Newsweek*, and *Readers Digest*.

There was no publishing industry in Korea during the years of Japanese rule, and conditions now are poor. Paper is expensive and scarce. Markets are small. Although the number of bookstores is increasing, this being a business one can enter with as little as $300 cash, income is used to cover living expenses and both publishers and distributors find it hard to collect. The entire industry seems to be in a state of disorganization and demoralization. Many professors use Japanese texts because they are used to them, but students would prefer their own books. These either are not being supplied or are considered of poor quality. Few general readers visit bookstores because of the pressure of earning a living, and students have severely limited means for books. Eighty per cent of bookstore customers are students: the adult 20% confine their purchases mainly to cheap magazines.

No local periodicals are devoted to book reviews, but interviews with students and booksellers have established a need for one.

A recent survey of a group consisting of government officials, educators, journalists, cultural organization workers, college students, and business men revealed book purchases in this order: academic essays, specialized studies, social science, national literature, criticism, entertainment. Of this group, % bought books in Japanese, % imports from other countries.
There are in Korea only twelve libraries, of which four are USIS libraries.

In 1954 these centers had holdings, circulation and attendance as follows:

<table>
<thead>
<tr>
<th>Location</th>
<th>Holdings</th>
<th>Attendance</th>
<th>Circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kwangju</td>
<td>933</td>
<td>11,180</td>
<td>7,390</td>
</tr>
<tr>
<td>Pusan</td>
<td>1,430</td>
<td>21,190</td>
<td>26,860</td>
</tr>
<tr>
<td>Seoul</td>
<td>2,719</td>
<td>51,720</td>
<td>15,640</td>
</tr>
<tr>
<td>Taegu</td>
<td>3,232</td>
<td>907,230</td>
<td>23,970</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>8,314</td>
<td>991,320</td>
<td>73,860</td>
</tr>
</tbody>
</table>

The need for books on all levels is great, but especially among high school and university students, since they are virtually the country's only readers. Further, there is a hunger for information of all kinds among the students and a difficulty in obtaining it. Books most wanted in order of preference, are: world literature and classics, natural sciences, law, politics. All should be simply written and easy to understand, taking into account the Koreans' difficulty with English.

Although Korea imported about $85,000 of U.S. books in 1954 (a \( \frac{1}{3} \) drop from 1953) none of these were general books. Paper-bound book publishers reportedly do a big business in Korea, but import figures both here and in Japan are more likely to reflect the purchasing power of American service men than of Korean civilians.

No Communists books are found openly displayed. Japan is the chief supplier of books and periodicals. The older generations know Chinese and Japanese as well as Korean; the present school age children are learning only the new Korean alphabet and also some English.

In five years USIA has had fifty-four U.S. books translated into Korean and has opened four USIS libraries with 8,300 books and an annual circulation of 74,000 copies. The International Cooperation Administration has presented, through American universities, 200 books to Korean colleges. Approximately 1,500 books are scheduled to be distributed this year through the USIA presentation program.

The USBE reports that library facilities in Korea are inadequate for the handling of books, and therefore even where funds or books are available, libraries have not provided means for their use.

The American-Korean Foundation collected 150,000 classroom sets of text and reference books in 1954 from American publishers for its "Help Korea Train" drive. It is sending through the USBE 10,000 individual titles to libraries; and is operating a program with U.S. Army medical services, whereby individual physicians and hospitals
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and local and state medical authorities have contributed 123,000 pounds of books and periodicals valued at $50,000 for distribution to Korean medical schools. It has also purchased approximately $40,000 worth of classroom sets and reference books for teacher-training institutions, medical schools, and programs, such as the National Institute for Prevention of Infectious Diseases.

The Asia Foundation has sent 1,000 books and is sending 1,500 more to the Research Institute of Humanities and Social Sciences. It has also made a grant to the American Geographical Society to send maps, books, and periodicals to the Korean Geographical Association.

CARE in cooperation with Unesco sends scientific and technical books to educational institutions with funds solicited for that purpose. Korea needs assistance in publishing and distributing more Korean books to help develop readership among its adults. It needs translations of American books and of world classics and textbooks (high school and college), technical and scientific books, and science for lay readers. It needs American books of all kinds at low prices, but especially college textbooks and supplementary texts. These must be simply written and inexpensive, regardless of format or binding.

Taiwan

Taiwan, or Formosa, is the seat of Chiang Kai-shek’s “National Republic of China.” Its 1950 population of 7½ million exclusive of troops had a school population of slightly over one million. Present day population is estimated at 9½ million; about 2,000 students a year graduate from one or another of the universities or technical colleges. There are the native Taiwanese who speak and read Japanese as well as Chinese. And there are the mainland Chinese, mostly refugees, who speak and read Chinese.

English literacy is not extensive. Most university graduates speak English and read it with some degree of fluency. Opinion-makers such as engineers, professors, professional men, and government officials are familiar with English. The average working reporter or writer on a newspaper does not know English, but the owners and executives of newspapers do.

There are a number of obstacles to the importation of American books. Although the local exchange rate is 21.55 Taiwan dollars to one U. S. dollar, most money for imports has to be bought on the black market where the exchange is 28 or 30 to one. In addition to this, there is an exchange tax which adds an additional six dollars to this, which means that an importer buying his dollars on the black market
is trading at the rate of roughly 35 Taiwan dollars to one U.S. dollar. Licenses are required for import but are not difficult to obtain; there are import quotas, but they are reasonably flexible. All books coming into Taiwan are subject to very strict political censorship.

There is a well-developed commercial book business in Taiwan. There are a number of local publishers publishing books in Chinese. The bookstores, of which there are a reasonably large number, do a thriving business. Some of the largest stores, such as Cave's, Book World Company and the English Press, carry quite a large stock of American books. Distribution throughout this small country is reported orderly and efficient.

The library situation provides a great deal of room for improvement. In addition to the USIS libraries, of which there are three, there are libraries only at the universities and technical schools. Taiwan University has a large and good library, but devotes most of its space to technical books. National Teachers College and the six or so technical schools have small libraries and are limited in scope. Taiwan Christian University is establishing a small library, also limited to informational and technical books. There are no public libraries in the country and therefore no place where the average non-school person might obtain books easily and at no cost.

Since most of the publishing being done in Taiwan is in the textbook field, schools are well supplied with locally-made books, which are not considered of too high a degree of excellence. A few Japanese textbooks are imported, but these can be used only by the native Taiwanese because the mainlanders living in Taiwan do not know Japanese. There is a tremendous need for college textbooks and technical books; this is not being adequately met in current programs.

During 1954 approximately $100,000 worth of American books were imported. The vast bulk of these, about 75%, were textbooks, Bibles and testaments. Only about three to five per cent were general books. It is not known what number of paper-bound books were sent into Taiwan, but presumably a large amount of this three to five per cent by dollar volume consisted of paper-bound books. Because of the uneven exchange situation and the low prevailing salaries, American books are too high-priced for any but the American colony of approximately 2,000 people. There is a brisk business in American paperback books, which seems to be overbalanced in favor of mysteries and Westerns, and these have a large circulation among the local people. Information about American books is available, although the book
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circulation situation is such that very seldom can a local publisher afford the American price for translation rights.

Unlike many other parts of the Far East, no books from Communist China and no books from Russia get into Taiwan. There are very few British books available because Britain does not recognize Nationalist China and so local businessmen are discouraged from doing any business with Great Britain. Aside from a very few British books, a few more U. S. books, and the Hong Kong and Taiwan-published Chinese books, no others are available.

The USIA translation program has arranged for the translation into Chinese and publication of forty-three books and twelve pamphlets during the five years of its activity. During fiscal 1955 approximately $15,000 was used for this purpose, and for the current fiscal year it is planned to spend approximately $18,000.

The USIS operation in Taiwan is similar in many respects to that in Hong Kong. Its presentation program during the current fiscal year will provide funds for approximately 1,000 books. Three USIS libraries carry a total of 19,000 books and have an annual circulation of 62,000. There is also a USIS bookmobile which circulates both in Taipei and throughout many parts of northern Taiwan.

The United States Department of Health, Education and Welfare is making up a list of representative American textbooks used in elementary and secondary schools, professional books for teachers, educational periodicals and other materials, to form the nucleus of a materials center.

Taiwan has an Informational Media Guarantee program agreement and during the fiscal year 1955 guarantees for books estimated at $186,000 U. S. dollars were issued.

The Asia Foundation has sent about two hundred books in the social sciences and humanities to Central Political University Library in Taiwan. It has sent some five hundred books and research materials to the Institute of Modern History, Academia Sinica. The Asia Foundation has also sent a quantity of books to the International Student Center Library and Reading Rooms. The Foundation’s Books for Asian Students program has been expanded to include Taiwan, and many thousands of used and outdated college textbooks have been sent here within the past several months.

Although Taiwan is not the target for Communist propaganda via books that many other countries in the Far East are, there is a crying need for American books generally. All kinds of technical books are
in demand, including scientific and medical books. And college textbooks are particularly needed. The market for general books, whether American or Chinese, is considered to be very small. A recent contest for the best writing in Taiwan resulted in the publication in Chinese of some sixty titles. Only three of these sold out their first edition of 2,000 copies. On the other hand, aside from the American community there is a rapidly growing book audience of college graduates who, having formed the reading habit in school, would be a logical market for American books. It would seem that this is a secondary market at the moment, being less important than the college and technical market. However, this is a market which is rapidly growing and which should be considered in any plan for distributing American books in Taiwan.

Throughout the entire Far East there are certain facts which make themselves evident. What one does about these facts is largely a matter of opinion and is subject to a certain amount of experiment. But the facts themselves, appear to be obvious enough to lend themselves to only a rather narrow interpretation. In the past the educated classes in Asia have been, and are, now avid and hungry readers. As such, they have always consumed a modest number of American books, particularly cheap reprints which they can afford, and a larger number of British books. The reasons for this are obvious. The British are much more aggressive in selling to Asia and they make it possible for Asians to do business with them. America in the past has done neither of these things. Sales efforts have been mild, distribution vague, shipping time-consuming, monetary and credit restrictions almost strangling.

There might be no particular need to change any of this now if two new facts hadn’t entered the picture since the end of World War II. The first fact is that most of Asia is neither Communist nor anti-Communist, neither pro-West nor anti-West. The American tendency to divide politics into black and white doesn’t work in Asia. Therefore, barring a major war, there will be a long and bitter struggle for the minds of the people in the Far East. Since one must impress the educated classes and the intellectuals in order to reach the masses, books are the first line of attack. Without for a moment pretending to claim that everything America does is pure and perfect, the amount of misinformation about this country and the degree of misunderstanding of America one finds in the Far East is shocking. Misconceptions among the intellectuals, even extremely friendly persons, are almost unbelievable. (A group of college professors in East Pakistan, all of
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them warm and friendly toward America, asked the author to explain why Americans felt insecure and why there were war fears here because "only America could start an atomic war." They were not accusing. They were assuming. Obviously, ideas which did not originate in America have been thoroughly absorbed, and efforts to counteract and inform have been sadly lacking.)

This is not criticism of American efforts, because the author has seen at close range the efforts that are being made, both through government agencies and private ones, and there can be very little criticism of what is being done. But there are a number of things, as there must be, which aren't being done. And it is the opinion of this writer that not enough is being done in enough places in enough intensity and in the right way with American books. This is largely because many of the people in the United States concerned with books have not yet become concerned with Asia. Many of them still regard it as a strange place halfway around the world. The ideological urgency of communicating our ideas to the people of Asia has not sufficiently impressed enough people connected with the writing and publishing of books in this country.

As for the second point mentioned above, more and more Asians each year are learning English. It is rapidly becoming the universal language, the second language in every country in the Far East. With school attendance in the countries covered by this report ranging from 10% to 20%, and going up each year, the number of literate Asians is increasing by leaps and bounds. It would seem that ten years from now, a tremendous potential market of English-reading Asians will exist, and they will read either British books or American books or both. Much depends on what Americans do about trying to supply this demand.

What follows is simply a suggestion as to how the Far Eastern market for American books might be broadened. This, in fact, might be enlarged to include all of Southeast Asia as well, for any plan which would work out for one area could be, with only slight variations, applicable to the others.

Since the American distribution system throughout Asia is sadly out of date and is not equipped to cope with the increasing new market, a modern and efficient distribution system should be set up. The basis of this should be a warehouse and shipping center located, perhaps, in Hong Kong, with easy access to the rest of Asia. From this center salesmen could travel three or four or more times a year, checking stock on staple books and selling new ones. Such a warehouse would
have other advantages besides accessibility. Overhead would be low, and instead of the three-to-four-month shipping lag which now exists, books sent out of Hong Kong would arrive in most areas certainly within a month. A local distribution office would be desirable in New York, but this alone would not adequately handle so remote an area.

Since the prices of American books are a problem, and since production costs are the reason for the high prices, something has to give in this area before this distribution can be vastly increased. There are several possibilities for this. Special Asian editions might be printed in America at the time of the initial printing. This might be in the form of overruns on cheaper paper and with cheaper binding and less expensive jackets. Books which have a potentially large market in Asia should be printed there from mats made in the United States, or by offset. Although the general quality of printing in most of Asia is not comparable to America's, both Tokyo and Hong Kong are equipped to do first-rate work. They do it at 25% to 35% of U.S. prices. Manufacturing books in Asia would not only keep costs down, but would save the time and the cost of transportation across the Pacific. From an economic point of view, vastly increased circulations at low prices would probably yield American publishers higher totals from royalty payments than they now get from book sales.

Since American textbooks are so vitally needed in every country, they might be printed cheaply in a place such as Hong Kong, or they might be overrun on cheap paper in cheap bindings in America. Most textbook publishers do a negligible amount of textbook business throughout the Far East, and yet the clamor among students for American textbooks is intense. It seems illogical to believe that there is no way in which the American textbook publisher and the Asian student can get together for their mutual advantage.

One essential is a plan to permit payment in local currency. The current IMG plan is a tremendous step forward in this respect. Perhaps an extension of this plan on a broader scale would be necessary for the volume of business under discussion. With payments permitted in local currency, a great number of import restrictions would vanish. A credit system is essential which includes the realities of the countries where sales are desired. No industry has yet ever succeeded in selling anyone anything except on what the buyer considered his terms. One might simply ask himself how many automobiles would be in use today if the average purchaser were required to pay cash before he could drive his car away.

A modification of American publishers' contracts with British pub-
American Books in the Far East

Publishers is called for if they are to compete in many markets in Asia generally. (Hong Kong is the only “Empire” market included in the area with which this report is specifically concerned.) The British publishers maintain that this Empire market is essential if they are to show a profit. With the proper distribution system in Asia, an American publisher might find that this market is at least as important to him as it is to the British publisher.

There is no question at all that this is a very difficult order. No matter how enthusiastic it might be, the American book publishing industry couldn’t begin to put it into effect. The cost in time and personnel and money would be far beyond anything that the book industry might envision. On the other hand, it seems to the writer that this is at least as important to the government as it is to the book industry. And since there are a number of wealthy private organizations in America which have demonstrated their interest in spreading American culture, a team might be composed of the book industry, the government, and one or more private organizations. The investment would be tremendous. There is no hiding from the fact that the problems would be enormous. But if anyone suspects that this might be impossible, he has simply to look at the efficiency with which England handles its book business in the Far East.

There is one basic requirement. The need should be regarded as vital and the eventual plan is practical. With America’s ingenuity and combined resources, there is no reason why any thinking person should be ignorant of American beliefs, thoughts, and ways of life. In this, the age of communications, it is sometimes astounding to discover how little communication is used. A modern and practical system for distributing American books throughout the Far East could go far toward eliminating so much current misunderstanding.
American Books in Africa
South of the Sahara

RUTH C. SLOAN

Africa South of the Sahara has an area of approximately 700 million square miles and an estimated population of 170 million people. Included in this number are some 165 million Africans, 3 million Europeans and 750,000 Indians, plus a miscellaneous group with Syrians and Lebanese in the majority. It is a tremendously complex area which because of its natural resources and its strategic position seems destined to play an increasingly important role in world affairs.

Seven university colleges and six technical colleges have been established in British, French, and Belgian Africa, in Liberia and in Ethiopia since World War II. Mass education programs are being carried out in most of the British areas, in Ethiopia and Liberia. While literally hundreds of thousands are becoming literate each year, it has been estimated that 90% use their new found facility only for reading the Bible and for writing letters—primarily due to the lack of other literature adapted to their degree of literacy—either in African dialects or in simple English, simple French, Flemish, Portuguese, or Afrikaans. Universal free primary education has been established in the Gold Coast and in two of the regions in Nigeria in the last year. In the Gold Coast it is anticipated that by 1957 sufficient teachers, buildings and equipment will be available to make primary education compulsory as well as free. This is an advance which Lord Hailey, the top British African expert, estimated in 1939, on the basis of then current educational programs would take 600 years. Some 10,000 British Africans are studying in British colleges and universities and over 500 are enrolled in United States colleges and universities. All these people—the newly literate, the primary school graduates, the university and college graduates—will be demanding additional books, which are yet to be produced.

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While at present Africa South of the Sahara seems definitely aligned with the West ideologically, politically, and economically, it cannot be assumed that it will always be so. In the fields of education and publications—books, pamphlets, periodicals and newspapers—the United States can play a part in contributing to the advancement and stability of the peoples of Africa. However, no single technique can be applied for the entire area, where there coexist so many different races, religions, and cultures in different stages of political, social, and economic development.

The 165 million Africans are divided into innumerable ethnic groupings and speak over 700 dialects and languages, very few of which are written. Lingua francas have been developed in various parts of the continent—Kiswahili in East and Central Africa, Lingala and Kikongo in the western Congo, Hausa in West Africa, etc. and have at times been used as the language of instruction in the lower grades and in mass education and literacy drives. Due, however, to the lack of any extensive body of literature either in the vernaculars or in the lingua francas, the various countries have been forced to adopt a foreign language as the language of instruction in the upper levels of school and in the universities and colleges, as well as for government, professional and commercial transactions. In Portuguese Africa this cultural language is Portuguese; in the Belgian Congo and in Ruanda-Urundi it is French and Flemish; in British East, West and Central Africa it is English; in Liberia it is English; in Ethiopia, English and French, and in the Union of South Africa it is English and Afrikaans.

In computing literacy rates, it is the language of the controlling colonial power which is used for the base in colonial Africa—for example, the 98% illiteracy in Mozambique is 98% illiteracy in Portuguese. In areas where English is the prevailing foreign language literacy rates vary from less than 1% in certain rural areas to as high as 40 to 50% in the urban areas of the Gold Coast and Nigeria. With the introduction of universal free primary education in these two countries, coupled with intensive adult education drives, one finds the literacy rate rising very rapidly from year to year and the demand for reading material practically insatiable.

While less advanced in educational expansion than the Gold Coast and Nigeria, the other English-speaking countries in West Africa, the Gambia, Sierra Leone, and Liberia, are spending larger and larger amounts on their educational budgets and an increased demand for books is being created. British East and Central Africa have lagged behind British West Africa in the field of education, and literacy
rates among the Africans are considerably lower. In French and Belgian and Portuguese territories, on the other hand, literacy in English is practically zero among the African population. In Belgian Africa where 50% of the children of school age are in school, literacy in French and Flemish is estimated at 40%.

Amongst the three million Europeans resident in Africa, English is the language of communication for about two-thirds of the population and is read and understood by many of the government officials, professional men, writers, and editors and many of the engineers and technical experts in the French, Portuguese and Belgian territories. For relaxation reading, however, the native European language is preferred in all non-English speaking areas, and in general English books are used only if French, Flemish, or Portuguese books are unobtainable.

The shortage of dollar credits in Africa South of the Sahara causes the various governments to impose import restrictions on book imports in order to conserve dollar reserves and earnings for more pressing needs.

With but few exceptions, tariffs do not apply to books, periodicals and printed publications going into the various African countries. These exceptions include a 12% duty in French Equatorial Africa on books “with fancy bindings,” and a 10% duty on publicity materials in French West Africa.

Import licenses are required in advance of shipment for all imports in British East, Central, and West Africa, in French West and Equatorial Africa and in Portuguese East and West Africa. In all these areas foreign exchange is strictly controlled, particularly dollars. There are no import or trade restrictions applicable to books and publications in Liberia, in Ethiopia or in the Belgian Congo. In the Union of South Africa there is a restricted list; goods on it may not be imported into the Union from any country unless authorized by a special permit from the Director of Imports and Exports. Included on this list are: magazines and periodical publications of a class or kind embracing science-fiction, fantastic stories, screen, detective, sex, western, love and true or confession stories, and similar publications; publications commonly known as “comics”; publications which present the narrative mainly in pictorial form; and back numbers of all magazines and periodical publications of whatsoever nature shipped on a date more than two months from the date of issue.

In addition to the regulations cited above, there is a clause in the Customs Act of 1944 which prohibits importation of anything obscene
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or indecent or on "any ground whatsoever objectionable." If the
customs official has any doubt whatsoever as to the character of a book
or publication he may refer it to the Board of Censors of the Union,
who may ban it. Certain issues of Time magazine have thus been
censored in the past and complete shipments confiscated. It is re-
ported that there has recently been appointed by the national govern-
ment a committee to investigate the circulation of subversive litera-
ture in the country. Unesco's publications on race questions were
prohibited. In the Gold Coast and Nigeria, Communist literature in
specific categories has been officially banned since 1954. The cate-
gories include literature of such organizations as, the World Federa-
tion of Trade Unions, the World Federation of Youth, and the Afri-
can News Letter of the British Communist Party. A regulation of
February 1955 specifically forbids the importation of subversive litera-
ture into Kenya. Uganda apparently has no specific regulation, but has
consistently tried to exclude materials that were outright subversive.
Tanganyika, probably largely due to its UN status, has no obvious
regulations. Southern Rhodesia has had a specific legal provision
against importation of subversive literature since 1950. Both Northern
Rhodesia and Nyasaland have the authority to exclude subversive
publications. In the Belgian and French areas there are no such
regulations. Though no record could be found of Portuguese regula-
tions, it can be assumed that very definite prohibitions against Com-
munist or subversive literature do exist.

Quite generally the high price of American books when translated
into foreign currencies or rates of exchange means that they are out-
priced in competition with the European books. Especially is this true
in the colonial areas. Likewise there are long-standing trade arrange-
ments which have been made by European publishers reserving to
themselves the rights to most American trade books in the colonial
areas. This same price competition with European books, particularly
British books, is met with in Ethiopia and in the Union of South
Africa. This is not true in Liberia, where the chief deterrent is the
lack of purchasing power on the part of the educational institutions
or the average literate citizen.

The absence of any international copyright protection in most areas
of Africa also militates against distribution of American books in the
area.

Commercial book production facilities in Africa South of the Sahara
are practically non-existent, and up-to-date statistics on what does
exist are generally not available. It is fairly safe to say that outside
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the Union of South Africa a commercial book publishing house of the size of a United States or European book publisher does not exist. According to Unesco's statement on Book Production for 1937-50, the Union published 1,204 titles in 1949 and 1,250 in 1950.

The major production of publications for Africans in Africa South of the Sahara has been and still is carried on mostly by missions or through official and semi-official publication bureaus. Credit should be given to individual missionaries who pioneered in getting the African vernaculars reduced to writing. In addition the work of Frank Laubach in simplifying teaching methods for the many dialects in Africa has advanced the cause of literacy probably more than any one single factor. Missions still carry on publishing enterprises, some small, some fairly extensive, in Belgian, French, Portuguese, and British Africa as well as in Liberia and Ethiopia.

In the Union of South Africa, in French and Belgian Africa, and in many parts of British Africa, commercial bookstores are established in most of the major cities and in some of the villages as well. The Christian Missionary Society and the Catholic Missions have been responsible for establishing many of these stores. In Liberia outside of Monrovia, and in Ethiopia outside of Addis Ababa and Asmara, there do not exist commercial channels for purchase of books.

There has been no established pattern for obtaining translation rights from the United States except in the Union of South Africa.

A few European publishers, particularly the Oxford University Press and Longmans, Green, have entered into the business of producing books for Africa and have been very successful at it. However, it is recognized that in many instances official or semi-official publications bureaus are indispensable and must be subsidized in order to produce books of limited editions at a price which Africans can pay. With the rise of nationalism in the Union of South Africa, there has been a steady increase in the production locally of books in Afrikaans. It is reported that there are now about 10,000 books in this language. Up to 1937 only 3,000 books had been published in Afrikaans.

If by “public library” is meant a free library open to all and meeting the needs of the population of whatever race or culture, there are few public libraries in Africa South of the Sahara. Most libraries are still subscription libraries and in “white settler” areas there are separate libraries for Europeans and Africans. The Union of South Africa and the Gold Coast have taken the lead in establishing public libraries.

Free lending libraries were late in coming to the Union, but by 1900 there were substantial and well-run subscription libraries in most of
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the large towns and reasonably good library collections in a number of the villages, all of which received state financial support. Real library development in the Union dates from the publication of the Carnegie Corporation of New York Commission report in 1929 on the South African library situation. Grants were made for the establishment of libraries and assistance given in the establishment of the South African Library Association in 1930, and a professional journal began publication in 1933.

The first big free public library, paid for by public taxation, was established in Johannesburg in 1924. Within a year its membership had increased 400%. Today it is reported to have a collection of 491,000 volumes with a circulation of over two million, as well as a strong reference library, a number of branches, traveling libraries and numerous extension services. In 1949 the Union had 244 public libraries with holdings of 2,952,681 books, a circulation of 8,908,827, and 245,930 registered borrowers. For the rest of the area, public libraries are few and small. There are a few research libraries in the Congo and French West Africa; several in the Union of South Africa.

Since World War II university colleges have been established in the Gold Coast, Nigeria, Sierra Leone, Uganda, Monrovia, Liberia; Addis Ababa, Ethiopia; Kamapala, Uganda; Dakar, French West Africa; and in Kimuenza, the Belgian Congo. In addition a new university college has been incorporated in Salisbury, Rhodesia, to service the new Central African Federation. In the Union of South Africa there are university colleges in Cape Town, Durban, Bloomfontein, Praetoria, Potchefstroom, Stellenbosch, Johannesburg, and Fort Hare.

The growth of British colonial university libraries, the greater part since World War II, represents a spectacular change in the library resources of the African colonies. It has involved heavy capital and recurrent investments, mostly from the Colonial Development and Welfare funds. All the libraries have received, in addition, numerous gifts and benefactions from governments, from foundations (such as gifts of copies of the Library of Congress catalogs from the Carnegie Corporation) from other universities, especially from the University of London, from business firms and private individuals.

By a generous grant from the Carnegie Corporation, the Inter-University Council in London was able to appoint a library adviser, to provide central services for all colonial libraries. The services are being continued by a government grant. By obtaining microfilm copies of articles and papers in various libraries it was possible to distribute copies to all the libraries. In addition to serving their basic
purpose of service to the teaching and research activities of the universities, the libraries, as the main learned libraries in their areas, are performing other services for their regions, serving as national libraries of deposit and assisting students. In addition to the university libraries, there are libraries attached to the various technical colleges and teacher training institutions established in the different territories since the war. There are central and local governmental archival libraries and government departmental libraries in the various territories.

No evidence could be found of major promotional and sales efforts of American publishers and export sales representatives or agents in the area, or of any commercial sale of translation rights.

Bibliographic information concerning American books can ordinarily be obtained at any of the USIS centers in Africa, or on special request to the consular officers in places where there is no USIS center.

In general, in colonial areas, currency restrictions, inability to read languages other than the major cultural language of the area, and a desire to have the educational and cultural patterns of the governing group dominate, all serve to limit importations from other major countries as well as from the United States.

The British Council has excellent libraries in British East, West, and Central Africa and carries on a very good cultural and informational program throughout the interior of each of the countries. A limited British Council program is carried on in the Union of South Africa as well as a limited British Information program—limited, it is said, primarily because of the anti-British attitude of many of the Afrikaans.

The Alliance francaise has small cultural libraries in the French areas and also in certain other countries including Kenya, Ethiopia, and Liberia.

Russia has an embassy, a library and information program in Ethiopia, but is rather spotty in its propaganda efforts. From time to time it brings out a fancy, well-printed and illustrated magazine of the type of Life or Fortune, but it relies generally on a small library with copies of Russian papers and a few Russian pictures of people like Pushkin (whom they try to relate to the Ethiopians). They also distribute a few motion pictures on Russia (with Amharic subtitles). Groups of young Ethiopians are gathered together for lectures and discussions. The Russian hospital would appear to be a legitimate hospital with only limited propaganda efforts. The influence of the Russians in Addis on the rest of Africa has frequently been grossly exaggerated. Importation of Russian material into the Gold Coast and
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Nigeria is for the most part forbidden, as indicated earlier, but it still continues to come into the area through merchant seamen at the various seaports such as Takoradi. There are reports that this illegal importation has been stepped up recently. The propaganda material is directed mainly to labor groups, youth groups (World Federation of Trade Unions, World Federation of Democratic Youth, etc.), and to the newly literate. The Russians have a consul general in Praetoria and a consular agent in Capetown. Their total staff is eight and no overt propaganda is carried on. The Soviet does not beam radio programs toward the Union. Communist literature in French and Belgian and to a certain extent in British Africa comes directly from the Communist Parties in the master countries.

The Indian government beams broadcasts to the Union and to British East Africa in English, Hindi, and Gujerati in the morning and afternoon on domestic and international affairs—but makes no special appeal to the Indians resident in Africa. It also carries on informational work in British West Africa through the Indian commissioner and has an informational program in British East Africa.

The Dutch government has a bi-lateral cultural relations treaty with the Union to facilitate exchange of persons. It also has a press attaché in Praetoria who issues news bulletins. They also broadcast to the Union in Afrikaans and Dutch.

The United States Information Agency Program has been one of the most effective U.S. government programs in Africa. The first Information Center in Africa South of the Sahara was established in 1947 in Monrovia, Liberia, with one American and three nationals. The Liberian government cooperated enthusiastically in the information program—gave space, lighting, and equipment and looked upon the Center as one of the country's most useful sources for information on political, economic, and educational subjects. High school and primary school teachers and pupils, university and college professors and students, government officials, journalists and businessmen used the library regularly. Closed down during the budget cut of 1953, it has been much missed in Liberia and its re-opening in fiscal 1956 will be welcomed.

Gradually other information centers were opened, in Accra, the Gold Coast, in Lagos, Nigeria, in Addis Ababa, Ethiopia, in Nairobi, Kenya, in Leopoldville, Belgian Congo, and in Dakar, French West Africa. The center in Dakar unfortunately had to be closed in 1953 but much of the collection was transferred to the consulate general where the American consul general personally supervises its operation as a small reference library. The library in Nairobi, Kenya, oper-
ates as a regional center distributing books to other libraries in the three East African territories. It has proved an effective inter-racial center, where Africans, Indians, and whites have intermingled even during the most tense Mau Mau crises. Broadcasts in Swahili have been carried on by the staff of the USIA center. The Leopoldville Center has operated regionally for the Congo, French Equatorial Africa, and Portuguese West Africa.

In fiscal 1956 the USIA will operate overseas book and library programs with ten information libraries in eight countries of Africa South of the Sahara. Book collections today total more than 25,000 volumes with yearly circulations of nearly 60,000. The libraries are used by some 200,000 persons annually. The Information Centers Service also has presented 15,000 books and pamphlets and 360 periodical subscriptions, as well as 220 expendable library sets.

As a part of the above service, USIS in Praetoria successfully supported the Transvaal non-European library service last year to the extent of 3,000 items. This service conducts programs in 45 native schools, scattered throughout the Transvaal province, as well as a mailing service into such native areas as Zululand, Basutoland, Swaziland, Bechuanaland, Southern and Northern Rhodesia and in Nyasaland.

Probably one of the most effective parts of this special presentation program is the special collections and subscriptions which have been presented to the university colleges of the Gold Coast, Nigeria, and British East Africa and the technical colleges of these areas as well as the libraries of other schools and colleges in Nigeria and Kenya. These centers are servicing the newly educated group who will, in the not too distant future, be controlling the governments of British West Africa, and who are insatiable in their demand for books on practically every subject.

U. S. Technical Assistance Programs in our area began during World War II in Liberia, under the Foreign Economic Administration Program and the U. S. Public Health Program, and are being continued today under the International Cooperation Administration. Present programs include extensive health, agricultural and educational projects. Cheap textual materials have been produced under ICA supervision. Within the last year limited ICA educational projects have been started in British West and East Africa.

For many decades the only private American groups to evince an interest in the educational side of African life were the missionary and church groups, both Protestant and Catholic, and they still represent one of the most active channels for distribution of
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American books and literature into the countries South of the Sahara. Pioneer work has been done in the fields of literacy and the production of literature for the newly literate. One of the most productive of these programs has been that carried on by the International Committee on Christian Literature for Africa, with headquarters in London and New York City. It stimulated and guided the production by missions and some other agencies of literature in the vernacular languages as well as in English, French, and Portuguese. In addition, it itself has published a variety of master texts, textbooks, and readers on many subjects; it continues to publish or subsidize certain periodicals and studies library, press production, publication, and distribution problems of all sorts.

With the primary purpose of helping African countries build up their stock of technical and scientific books and periodicals, the United States Book Exchange shipped more than 6,000 gift books and more than 3,000 periodicals in 1954 and 1955 to the various African countries. In addition, the United States Book Exchange in 1955 has facilitated the expenditure of part of the $30,000 granted by the Carnegie Corporation of New York for books and periodicals for African college libraries.

One of the earliest American foundations to become active in British Africa, particularly in the fields of education, libraries, and book distribution, was the Carnegie Corporation of New York, whose name is appropriately inscribed on many of the library buildings there since many were started with Carnegie funds.

Since 1911 the Corporation has made grants in Africa, including both the British colonial territories and the Union of South Africa, totaling nearly 2½ million dollars, of which about half a million dollars has been expended since the second world war. These grants have been made in many fields, including library development, the social sciences, humanities, and natural sciences. In general, emphasis has increasingly been given to higher education, and this trend is likely to continue in the future.

Until recently a far larger proportion of the funds has been expended each year in the Union of South Africa than in the colonial territories. The post-war development of university colleges, technical colleges, and research institutes in British Colonial Africa, however, has tended to increase the Corporation's activity in these areas. In 1953, for example, a grant of $80,000 was made to the East African Institute for Social Research at Makerere College for a team study of African leadership.

In the Union of South Africa the Corporation has contributed to
library development, both university and otherwise (through buildings, equipment, books, staff, etc.), and has supported many aspects of university teaching and research. A relatively large recent grant was one of $102,000 made in 1952 to the University of Witwatersrand for support of the Bernard Price Institute of Geophysical Research. Among non-university institutions which have received support are the South African Institute of International Affairs and the South African Institute of Race Relations. Since 1928 the Corporation has maintained a program of travel grants to enable educators and administrators of South Africa and of the African colonies to visit the United States and other countries.

In addition to the approximately $2.5 million the Corporation has disbursed within the African continent itself, substantial sums have also been given to institutions in Britain whose work is concerned entirely or in part with Colonial Africa. The Institute of International Education has for three years (1953-55) carried on an exchange and assistance program for African students, largely through a grant of $151,000 from the Ford Foundation.

If this paper has shown one thing it has shown the tremendous need for books in Africa South of the Sahara, books not in thousands but in hundreds of thousands and even millions—books of every kind—books for training of craftsmen and mechanics, clerks and traders, books on teacher training, books on general education, books on economics and local government; books on food and health, on agriculture, on dress-making, on athletics, on world affairs and on local history, on arts and sciences and even purely for relaxation.

If one priority were to be established over all others it would undoubtedly be "textbooks"—textbooks on every level. There is an unlimited demand for textbooks in all of Africa today. As one travels in parts of Africa and finds schoolroom after schoolroom where there is but one textbook for 40 to 50 pupils, and that frequently locked up in the desk of the teacher, one realizes that means must be found to correct the situation. In addition to the fact that there are too few textbooks, there is the additional fact that those few that exist are not adapted to the understanding and background of the African pupils and are not written from their point of view. Textbooks in teacher-training centers will be teaching theories and practices long outmoded and disproven by more recent experience. Certain commercial firms have done excellent pioneer work in this field, as have some of the regional literature bureaus, subsidized by colonial governments in Africa—but much more needs to be done if the supply is in any way
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to catch up with the vast demand being created by the universal primary educational schemes being introduced in Africa, as well as the expanding secondary school programs and university college developments.

Governments of countries like Ethiopia and Liberia, which have been going through an over-all modernization program in their governmental and educational, in their economic and social patterns, need books and studies on public administration, on civil aviation, on port and highway development, etc. Countries like the Gold Coast and Nigeria, which are on the threshold of self-government, need books on legislative procedures, on local government, on taxation and finance, on foreign service establishments, etc.

Surveys of reading and purchasing habits among the Africans have been made and reveal patterns not too different from those that might be expected in generally under-developed areas pushing forward toward becoming modern states. A certain utilitarian interest is exhibited —particularly by the post-primary and post-secondary school boy: he wants to read something that will help him advance in his employment; he may be reading for an examination; he may want to read so that he can read and write letters.

For relaxation, post-secondary, and university and college graduates showed an interest in travel and exploration stories, in the classics (particularly in simplified or abbreviated form), stories of the history of their own people, biography, a few animal and mystery stories. Even with the “elite” reader, however, there is a general desire to improve in his profession or career and to keep abreast of developments in his field.

Another large unfilled need is literature for the newly literate in the vernacular. Some 90% are said never to be able to read anything but the Bible and letters written to them. Throughout Africa people being helped by mass education programs to emerge from illiteracy and ignorance need continued access to suitable publications and stimulation of their interest and expert reading guidance. Only very few are served by public libraries. If others are not, they will slide back into illiteracy. This is a field which the Regional Literature Bureaus have tried to meet and which the Communists have been known to exploit; e.g., a few years ago it was reported that the newly literate youth in West Africa were being supplied simple stories in the vernacular, well-illustrated and carefully prepared to indoctrinate readers. There is definite need for the production and distribution of more simple reading matter in Africa South of the Sahara.
American Books in the Middle East

DATUS C. SMITH, JR.

Four basic principles are taken as axioms underlying all thinking about American books in the Middle East, and specifically underlying everything in this paper:

1. It is not unworthy to consider American national interest in planning public or private book programs, but a cynical attitude would defeat any program. Books will serve American interest, public or commercial, only if they serve the people of the Middle East.

2. Lack of education is something very different from lack of intelligence or lack of normal human emotions. Failure to appreciate this would destroy the usefulness of any book program.

3. Every strengthening of any creditable cultural activity relating to America advances the cause of American books. And every advance of American books supports American relations with other countries. It is all of a piece.

4. Every American cultural enterprise overseas should look toward the time when artificial help has been withdrawn. Specifically, in the book trade, all undertakings should be as close as possible to normal business operations which will continue when "project" help is ended.

Twenty-two countries are included in the area studied here, and the total population is about 135,000,000. That is a small fraction of the world total, which is estimated at 2,400,000,000, but all the lessons of economics and geopolitics confirm the high importance of the Middle East in the contemporary world, whatever the population.

As a rough approximation, about 60,000,000 of the Middle East population is Arabic-speaking; 20,000,000 Persian-speaking; 20,000,000 Turkish-speaking; and there are smaller groups speaking Pashtu, Hebrew, Armenian, and many tribal dialects. The area is overwhelmingly Muslim in its religious complexion.

There are virtually no reliable statistics as to literacy for the area. For instance, of the twenty-two countries in this survey, only three

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(Aden, Egypt, and Turkey) reported literacy figures for the basic Unesco publication on the subject. The best one can do is assemble estimates by various observers and hope that an average is somewhere near right. On that basis it appears that there are perhaps 10,000,000 or 12,000,000 literates in the area, or something less than 10% of the total population. Statistics on literacy in English, likewise, are virtually non-existent, and there are not even very many recorded guesses. It seems impossible to put the estimate of literates in English higher than 2,000,000, and it is probably substantially less than that.

But although the number is small now, it is increasing apace, in part as a reflection of increasing general literacy, and in part because of the way in which English is displacing French throughout the Middle East. About half the total population dealt with in this survey is from countries which had French as the foreign language of the educated elite during the colonial period. French continues, of course, to hold the dominant position in North Africa, but elsewhere—even in such French-speaking strongholds as Lebanon, Syria, Turkey, and Iran—English has made astonishing progress in the last decade. As throughout Asia, English is becoming the lingua franca of business, science, and education nearly everywhere, even though it has not yet become the actual second language of all the countries. Because of the expansion of education, and the substantial acceleration of the development of new literates during the decade in which English has been moving ahead, it can be anticipated that the number of people able to read a book in English will increase enormously in coming years. The author believes that the number of book readers in English in the Middle East will at least double and perhaps triple in the next decade.

Even such conspicuous physical objects as libraries seem hard to count in the Middle East, and the researcher finds quite varied reports on the number of public and educational libraries and the number of books they hold. An average seems to be about 200 libraries with combined holdings of about 7,000,000 volumes.

It must be said, however, that these institutions in the Middle East lack the dynamic concept which makes Americans proud of their libraries and of the profession of librarian. The vicious "accountability law" which continues in force in many of the countries requires a librarian to pay from his own pocket for any books lost; so the librarian not unreasonably feels that circulation, far from being anything to encourage, is a source of personal danger. One of the fine contributions that United States Information Agency libraries have made
Throughout the Middle East is in providing an example of a library for use; and the same may be said for certain other American libraries in the area, such as that at the American University of Beirut. Also, the USIA librarians, on their own time as well as officially, have been of substantial help in seeking to train librarians and develop the concept of librarianship in the local countries.

About thirty librarians from the Middle East countries have come to the U.S. on "leader-grants" of the State Department in the last three years, and about a dozen more under foundation and other auspices. Once again, the American Library Association must be praised for the trouble its members have taken to make the foreign librarians' stay in this country both helpful and pleasant.

The USIA library system—the linchpin of all American cultural activity overseas—includes twenty Information Center libraries in the area, and certain additions are being planned for the coming year. The book holdings are modest, about 130,000, but the annual attendance is 2,200,000 and the annual circulation 400,000. The library activity of USIA cannot be overvalued, and it is more extensive than the mere figures suggest. Special aspects of the work are referred to in other parts of this paper. Even the library program itself is wider than the Information Centers. Substantial permanent collections of American books are maintained in nine additional cities, and extensive use is also made of loan collections.

"Compulsory education" is in force in most countries of this area, and the school-leaving age is theoretically eleven to fourteen, or even higher in some cases. But because of shortage of teachers, of buildings, and of funds, only a fraction of the children of the appropriate age group are actually in school. Improvement has been made since 1945, but in that year for which reliable figures are available only 20% of school-age children were in school in Iraq, and only 47% in Egypt. The shortage of teachers is so great that, after the small supply of graduates of teachers colleges has been used up, and then secondary-school graduates, in some countries it is necessary to fill many of the teaching positions with men who have themselves had an education no higher than sixth grade. In a small country such as Kuwait, where heroic educational budgets are being used in an effort at moving suddenly from practically no education to a fully-developed system, reliance must be put largely on foreigners—usually Beirut and Cairo graduates—to fill the teaching staffs.

In spite of the large number of children kept out of school by insufficient teachers and buildings, there is a tendency in most Middle
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East countries to "overbuild the top" of the educational system. There has been a flowering of higher education with all the outward forms of Western universities. Too often, however, the Middle East students in higher education are not selected as an elite, nor are appropriate plans made to use them as an elite after training. University education is on a mass-production, assembly-line basis as if there were universal literacy and elementary schooling.

University enrollments are large, for an incomplete educational system, and thousands and thousands of university graduates are coming out each year into an economy not yet developed so that it can use them. In Egypt, for instance, there are already many more lawyers than the country can use, yet the universities continue to grind out more by the thousand. This problem of the intellectual proletariat, the unemployed and frustrated intellectual—"Communist fodder"—is one of the most serious social and political problems of the Middle East.

Because of the inadequacy of the government schools, and the inability to enroll more than a fraction of the students seeking an education, private schools, both religious and secular, are important.

With only a few noteworthy exceptions, there is a dearth of school textbooks, for all levels, and those that are available are poorly printed, unimaginatively written and designed, and in general are based on no recognizable principles of pedagogy. There is a widespread and healthy dissatisfaction with present school textbooks, however, and a determination to make them better. Large credit for this must be given to the exchange-of-persons program and, more recently, to the International Cooperative Administration educational activity. Politics and corruption are dominant influences in the textbook situation in many Middle East countries, however, and improvement will be only gradual.

A high degree of centralized control of education is customary—and at present is undoubtedly necessary—and this has many attendant evils. But this has an advantage also: the influence of a few enlightened and forward-looking educational administrators is much stronger and more immediate than would be the case in a system enjoying the normal advantages of substantial local autonomy.

School libraries have been virtually unknown in the past, but there is a rapidly growing awareness of the need for supplementary material, both in general school collections and available for purchase by parents and children. Up to very recently the educational book which is not a textbook—one of the finest products of U. S. juvenile publish-
ing—has been non-existent in most countries of the Middle East, but the translation of such American books into local languages is now being urged and encouraged by various ministries of education.

The greatest obstacles to the sale of American books in the Middle East are: (1) low literacy and personal income; (2) high cost of American books in terms of the local economy; (3) shortage of dollar exchange; (4) ignorance of the area on the part of American book publishers, and hence their failure to give adequate service, either directly or through jobbing systems; (5) territorial restriction of markets; and (6) inadequate bookstore credit, aggravated by a general undercapitalization of bookstores.

Lack of copyright protection is not a serious problem as to the sale of American books in their English-language editions, presumably because the market has not been big enough for a particular title to encourage its piracy in English.

To the great credit of the Middle East, tariff is not an obstacle. With the possible exception of minor countries for which data are not available, no duty is charged on printed books anywhere in the Middle East, though there is duty on raw paper and in some cases on unbound sheets.

Censorship is not a serious problem in itself, though occasional books are held up with some frequency in one country or another. A by-product of the system of censorship has graver consequences in some countries: the possibility of delaying clearance of shipments opens the way for blackmail of importers and for other forms of corruption.

Although there are numerous exceptions, the norm in the Middle East is for a vertical structuring of the book trade—a single concern acting as printer, publisher, and bookseller. There are few jobbers in a full sense, though there are several concerns in each country with pretensions to that title. The gullible American publisher has lost both friends and sales on occasion through mistaking a fast-talking retailer for an actual jobber.

A peculiarity of the book trade in several countries is the effort of publisher-booksellers to try to corner the retail sale of the books they bring out, rather than let rival booksellers help enlarge the market—as if Scribner's should decline to let the Doubleday shops have copies of From Here to Eternity. This is of course a real obstacle to book trade development. Happily, the policy is not universal, and the lively young publishing industry in Iran goes to the opposite extreme, with auto-
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matic barter-exchange of published books among all publishers, little money changing hands, and balances being struck through a kind of clearinghouse arrangement.

Of all the countries under review here, only five have genuine book publishing industries: Egypt, Lebanon, Turkey, Iran, Israel. Those five, however, have publishers who can show initiative, imagination, and commercial daring. They do not always display those admirable qualities, and there is too much inclination to watch for opportunities for sure-thing textbooks rather than to take enterprisers' risks in trade publishing, but basic competence is there.

The international aspects of publishing are especially important for publishers in Turkey and Israel, but are (or should be) in the Arab countries because of the need for pan-Arab distribution of books issued in the publishing centers of Cairo and Beirut; and in minor degree this is so in Iran because of the Persian-speaking market in Afghanistan, Pakistan, and certain communities in Iraq.

The importing booksellers of the Middle East form an able, energetic, and courageous group of businessmen. The leading booksellers of Cairo, Beirut, Amman, Baghdad are absolutely top-notch, and it is reported the same is true in Istanbul, Ankara, and Tel Aviv.

The only readily available statistics on American book exports are those of the Department of Commerce. These are notoriously unreliable because they omit book post shipments and all shipments under $100 billing—two categories which are especially significant in under-developed areas. Even more important, for much of the time during the last decade, and for many of the countries under consideration, shortage of dollar exchange has forced Middle East booksellers to buy for sterling through another country instead of direct from the American publisher. Hence, a large part of the volume actually going to the Middle East has been routed through Britain or the Continent and has been inadvertently concealed in the Department of Commerce figures for the United Kingdom and in much smaller degree for the Netherlands and France. Even within the area of the Middle East there are confusions in the figures, resulting from the fact that Lebanon is an important gateway for American books destined for Jordan, Syria, Iraq; Egypt for the Sudan; and there is even a tiny volume for Afghanistan which goes through Pakistan.

Still another kind of modification must be made: where the dollar-exchange situation has changed sharply—as in Turkey through the inauguration of the Informational Media Guaranty plan, or in Egypt,
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where the government is now granting import licenses freely—the figures for a past year cannot be taken as a dependable guide for the present.

And finally, the author agrees with many other observers who are convinced that neither past nor present volume is a proper indicator of the future potential. The volume will increase to some extent automatically, as a result of the educational and other influences described in this paper. But if American publishers make a reasonable effort toward giving the Middle East market the attention it deserves, and especially if government and private agencies lend the support which their different terms of reference will permit, the growth can be sensational.

The major influences and agencies bringing about the publication of American books in translation into Middle East languages are: (1) the USIA translation programs in Arabic, Persian, Turkish, and Hebrew; (2) the translation program of a non-profit corporation, Franklin Publications, in Arabic and Persian; (3) translation programs of Ministries of Education, notably in Egypt and Turkey; (4) several other locally-sponsored translation programs, some quite ambitious as to the future, such as that of the Arab League in Cairo, or a projected "library of world literature" sponsored by a member of the royal family in Iran; (5) the inclination on the part of commercial publishers, especially in Egypt, Lebanon, and Iran, to pirate American books, chiefly by "name" authors, whose works they think will be automatically popular; (6) some stimulus and financial help from Communist and other left-wing groups toward publication of works which will confirm the Soviet image of America; (7) not important as yet, but the influence of ICA missions is beginning to appear. There has as yet been no known instance of an American commercial publisher adapting and translating textbooks for use in a Middle East school system comparable to the projects of the Silver Burdett Company in West and East Pakistan.

No dependable figures as to the number of books translated from English, or indeed from any languages, are available. None of the countries treated here contributes the required data to the useful *Index Translationum* published by Unesco. However, from the known publications sponsored by USIA and by Franklin Publications in their respective programs, and from known other translations (some authorized but more pirated), the following estimates may be given for translations of American books in 1955 and 1956:

[52]
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<table>
<thead>
<tr>
<th>Language</th>
<th>1955</th>
<th>1956</th>
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<tbody>
<tr>
<td>Arabic</td>
<td>66</td>
<td>80</td>
</tr>
<tr>
<td>Persian</td>
<td>45</td>
<td>70</td>
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<tr>
<td>Turkish</td>
<td>30</td>
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<tr>
<td>Hebrew</td>
<td>15</td>
<td>20</td>
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<td>156</td>
<td>200</td>
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Detailed comment is made in connection with the recommendations, but for the record it should be stated that the chief activities of the U.S. government in this general field are:

**USIA:** American libraries; book presentation; translation programs; bi-national centers, including English classes conducted there; exhibits; mention of American books in press and radio; the IMG program; and (of great importance) contact with the leaders of local intellectual and educational life in connection with USIA's overseas administration of the exchange-of-persons program for the State Department; and numerous other activities.

**ICA:** A certain amount of book presentation; assistance to Ministries of Education in developing textbook programs based on American models; assistance to library-science and teacher-training projects; sponsorship of U.S. Book Exchange aid to libraries in the area; influence on library collections through the “university contracts” between American and local universities; and the highly valuable person-to-person influence of opposite-number specialist teams in many fields.

The Ford Foundation directs its work in the Middle East from an office in Beirut manned by three Americans who do a substantial amount of traveling in the area. The Rockefeller Foundation's Cairo office is concerned primarily with work in the field of health, but an associate director of the Division of Humanities makes regular trips to the Middle East. Much of the activity of both foundations bears on the subject of books in one way or another, although the chief specific connections have been:

**Rockefeller:** substantial grants to libraries for book purchase (about $100,000 in the Middle East in four years); support of programs of American studies at several universities; aid to the development of librarianship and bibliography; and a grant of $13,000 to the American Uni-
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University of Beirut for Arabic translations from Western languages.

Ford: assistance to University of Ankara in establishing an Institute of Library Science, including personnel, supplies, equipment; U. S. training for librarians from Turkey, Egypt, Lebanon and Iran; also "the Foundation is looking into possibilities of aiding libraries in other parts of the Near East, and a few proposals for aid to publication in the area."

The Near East Foundation places large emphasis on village development programs, which involve literacy training as well as certain forms of vocational education. Both have important implications for book-reading in the future but not for the immediate present.

The Iran Foundation has thus far confined its work to the field of health and has not yet embarked on programs, even in that field, involving books in significant quantities.

The work of the American colleges and universities in the Middle East can scarcely be over-estimated. For decades the American University of Beirut was an almost solitary beacon of enlightenment in the Arab world, and Robert College in Istanbul, Alborz College in Tehran, and other similar institutions did more for book reading and (in spite of missionary connections) for disinterested secular education in general than present-day Middle Easterners are inclined to remember. The importance of these universities is relatively less at the present time because of the increased number and vigor of purely local institutions, but those which are continuing are still powerful influences for educational progress and especially for introducing American books to readers in the Middle East.

CARE distributes the "American Bookshelf" of selected paper-bound books, in addition to serving as agent for other public and quasi-public book programs.

Of the private business firms active in the Middle East, Aramco is outstanding for its contribution to education in Saudi Arabia, and it has also taken an intelligent interest in encouraging the development of a local book trade. Aramco's work as a teacher of English cannot fail to have an effect, in the long run, on the reading of American books by Saudi Arabians, though the immediate effect is of course greatest at the lowest level of simple educational material, especially of a practical sort.

The American Committee for Cultural Freedom, a private anti-Communist organization which is allied with similar groups in Europe
in seeking to counter the activities of the various Communist "cultural" congresses and associations, has announced plans for the subsidized export of selected American paper-bound books in English for sale by the regular book trade in the foreign countries.

The somewhat controversial American Friends of the Middle East has given considerable attention to cultural interchange in general, but little specifically to books.

Missionary publishing and bookselling, for instance by the Presbyterian Mission in Tehran, is of some importance, and sometimes includes a certain amount of secular material as well as that directly in line with the objectives of the sponsoring organization. But the circulation of such books, whether in English or translation, tends to be limited to the Christian minority without substantial impact on the rest of the literate population. Many other private groups are active in various ways.

The British Council, which at one time had a full and varied program, is proceeding on a much more restricted basis now, because of lack of funds. The wartime system of guaranteeing British publishers' consignment sales to foreign booksellers has been completely abandoned. In the countries where British official influence continues in marked degree (Jordan, Iraq, Kuwait, Bahrein, Aden) the sale of British educational books is considerable. There are occasional examples—for instance in Iran in connection with the English language text *Essential English*—of local printing of British books by arrangement with the original publisher or in outright piracy. In general, Britain's overt official activity is largely on broad cultural lines—library, concerts, lectures.

There is a significant volume of sale of French books in the Middle East—chiefly in the French language, but recently to some extent also in translation, the latter especially in the field of attractively illustrated children's books. In Lebanon and Syria, and to a degree in Egypt and Iran, the French give emphasis to high cultural activities such as learned institutes and lectures and handsomely printed scholarly monographs. In the French area of North Africa, French opposition to the import of non-French books, including Arabic books from Cairo, as well as American and British books is reported.

Because the Communist Party is currently outlawed or in high official disfavor in nearly all of the countries under review, the volume of directly Russian-sponsored material which observers reported in a past period is not now visible. But that does not mean that Communist publishing activity has been abandoned. Classical Marxism has never been very important in the Middle East, and the effective line followed
in the past is still useful: hyper-nationalism, down with the imperialists, defend Islam from Western godlessness, etc. These are doctrines and slogans sincerely espoused by many a sincere anti-Communist in the Middle East; and it is therefore possible to take a Communist line without seeming to do so, and to do it for non-Communist reasons. Although numerous anti-American books and books serving the Party interests are continuing to appear, they are not usually Communist in appearance, and the names of Marx and the Russian leaders are rarely mentioned. Beirut is the chief locus of Party-line publishing in Arabic, but there is some of it in half a dozen other publishing centers. In general these books pass through normal commercial channels and sell at normal going rates. Some of the publishers of these works in Beirut have also brought out anti-Communist material, and their friends offer the excuse that they are merely trying to get on in the world and will do anything for a buck. The volume of Russian-printed material—in Arabic, French, English, and even a few items in Armenian—which is said to follow a route through Bulgaria to Beirut and thence to the rest of the Middle East, is believed to be not nearly so important as it once was. In Iran, where Tudeh Party publishing and bookselling was the biggest cultural activity in the country a few years ago, the Party's current clandestine publishing gains a psychological importance out of proportion to its volume because of its saucy impudence in popping up again after having been suppressed.

In considering Soviet vs. U.S. cultural activity, there is always the danger of coming to feel it is a kind of international popularity contest. But the interest of the United States should not be to persuade the Middle East that Americans are fine fellows. Rather, the whole effort should be directed toward helping the Middle East to attain the intellectual and moral and spiritual strength which gives the insight to expose Communist hypocrisy, just as economic strength gives the inner fiber which prevents countries from being pushed around in other ways. Mere client nations, without the inner strength, would be of small value to this country when the chips are down, no matter what fine views of America they may hold, and no matter how gratifying it may be to American representatives in the field or their principals at home to chalk up technical points scored against the enemy in the international popularity game.

Needs and Recommendations

USIA libraries deserve strengthening in book funds and staff, and in some cases improvement in location or in the nature of the buildings
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in which they are housed. Also, there should be additional libraries at a number of points outside the capital cities, and additional funds, staff, and facilities for aid to other libraries. No other official American cultural activity overseas compares in importance with this basic need for continuing and extending the almost universally praised work of the USIA libraries.

In addition, there is need for more specialized kinds of American libraries under other sponsorship.

ICA needs—but not in all cases does it have—good professional working libraries in education, agriculture, health, and other specific fields in which it has a large stake but for which there is not sufficient local use to justify USIA in diverting large amounts of its limited funds which are intended for more general readers. It should be noted, however, that ICA spent about $500,000 for books in fiscal 1955 ($60,000 in the Middle East), including the presentations to individuals mentioned below.

The same need for professional working libraries in the fields of military aid should also be noted. Provision of such libraries as part of a general program of military aid—along with hardware, raw materials, and technical staff—would seem an obvious requirement, but to a large extent our military aid missions are missing this opportunity altogether or are dependent upon USIA. It may well be that USIA, already in the "library business," is better equipped to serve this function; but if so military-aid funds should bear the cost so that a new responsibility does not attenuate the effectiveness with which USIA discharges its basic responsibility.

There are already a number of American libraries under private sponsorship in the Middle East, and there could perhaps be additions. Examples are the excellent research library on Arabia maintained in Dhahran by Aramco; the small library of the American Mission (Presbyterian) in Tehran; and the libraries of the American-sponsored universities such as Beirut, Cairo, etc. For the most part these libraries are for special purposes, and not always open to the public, but they do increase substantially the availability of American books in the area. Any extension of this service which the private organizations can justify within their own terms of reference is of course to be welcomed.

There are almost limitless possibilities for USIA, ICA, foundations, private organizations interested in particular fields, American corporations with interests in the Middle East, and military aid missions. This procedure of presenting books to other libraries has disadvantages (lack of control being the chief), but is useful because of its flexibility
(no particular number of volumes being necessary); its avoidance of continuing commitment for staff, rent, etc.; its almost universal approval by local governments and people, even in cases where the opening of additional American libraries might be unacceptable at particular times and places; and the fact that the recipient institutions can be of every sort—from school and public libraries to army staff schools, medical and engineering colleges, labor unions, and in-service training programs for government administrators. Through arrangements recently completed, ICA is sponsoring in the Middle East the work of the U.S. Book Exchange in providing material for local libraries. The greatest unexploited opportunity along this line is in encouraging private organizations and military-aid missions to supplement what has already been done by USIA and, in more limited degree, by ICA. But there is also need for continuation and extension of this activity by every agency.

USIA has made highly effective use of this device, but should have funds to do even more, especially in the case of impressive American works of special interest to the Middle East. ICA and most foundations which sponsor American trips by local scholars and other specialists usually provide a certain sum for the individual to purchase books in his field to take home with him. The same principle should be followed in the case of every foreigner making a sponsored trip to the U.S., whether under military or other auspices; and there could probably be a great deal more presentation of books to specialists in the other countries, even if a trip is not involved.

A special possibility which might be explored by the USIA Division of Private Cooperation is the encouragement of American corporations with Middle East offices to use American books, whether in English or in translation when available, instead of cigarette lighters and less creditable items as presents for local employees and business friends.

In addition to the specifically American translation programs—the largest of which are those of the USIA and of Franklin Publications—there are a number of others in the Middle East. These include the Arab League cultural section; the Egyptian Ministry of Education; the Turkish Ministry of Education; and a new program sponsored by a member of the Iranian royal family. These latter, of course, are not confined to American books, but the sponsors are entirely willing to have a proper American representation. However, they are usually so unfamiliar with American books that the list of titles tends to draw largely on British and French; and the rare American works chosen
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are frequently selected by chance rather than as a result of careful study. One of the most useful services that an American organization can perform is to supply these local translating organizations with sample copies of books in the fields in which they are interested, and—where desired—the comment of competent authorities on the virtues and shortcomings of each. This is an opportunity which should be seized whenever it presents itself to USIA, to ICA (this would usually be in a technical field such as education or health), to Franklin Publications, or to a foundation.

Piracy is rife in every Middle Eastern country except Turkey and Israel. Scarcely a handful of authorized translations of American books has even been published commercially in Arabic or Persian aside from those in the programs of USIA and of Franklin Publications. This is only partly because of imperfect copyright legislation and publishers’ confusion between meum and tuum. Most publishers have no idea how to go about securing authorized rights; and some who have done it have been discouraged from doing it again by the naive or unreasonable demand for fees by the American proprietor of the rights. In the case of official programs such as those of the Arab League and the Ministries of Education, there is usually no intention to pirate a book; but the fee demanded by the American proprietors, or often the failure of the American proprietor even to respond to an inquiry, persuades the people in the other country that securing the rights for American books is always “difficult.”

USIA has frequently helped by securing authorized translation rights for books not in its own publication program.

Obviously the requirement under this head is to show that if a local commercial publisher or government-sponsored program wishes to include an American book on its list, authorized rights can be secured with reasonable speed and at a reasonable price. This function is performed and should be continued and extended by USIA, by Franklin Publications, and in rare special cases by certain foundations and even private corporations.

American book publishers, authors, and other proprietors of rights have an important contribution to make through the prompt, business-like, and reasonable handling of requests for rights when they are received; and through recognition of the difference of the book economy of the Middle Eastern languages from that of languages such as French, Spanish, and German. Too often, American proprietors may have noted that they got $500 for French rights to a certain book and
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fail to realize that $50 may be an equally generous offer for Arabic—quite aside from the fact that it is a moral victory to get anything for rights in a Middle East language.

As noted above, there is a certain amount of publishing of translations of American books by official government agencies of Middle East countries, and a small amount, usually pirated, by commercial publishers entirely on their own. The largest amount of translated publishing, however, has been sponsored by USIA and by Franklin Publications. An example of foundation activity in this area was the project at the American University of Beirut with support from the Rockefeller Foundation; also the Ford Foundation reports that it is considering the need for publications in local languages, and presumably some of this would be in translation.

It is incontrovertible that USIA, ICA, all foundations active in the area, private companies with an interest in the Middle East, and even military-aid missions all have their special reasons for furthering publication of American books in translation. Whether as their own operation or by grant to another organization, all of these agencies should continue and extend their work in this field. American publishers should aid the effort by granting rights on reasonable terms—and this not merely for patriotic reasons but also because widespread publication of American books in translation cannot fail to increase the export sale of American books in regular English-language editions.

There is almost unbelievable ignorance, throughout the Middle East, of American books, even on the part of intelligent Western-educated specialists who have a good acquaintance with British and French books. The surgeon-general of a Middle East air force does not know U.S. books in aviation medicine; a student of nationalism does not know the writings of Hans Kohn; a professor of English literature has never heard of Emily Dickinson; a philosopher of religion does not know Paul Tillich. Middle Easterners cannot be expected to want American books if they don’t even know of their existence. The author remembers a question of a not unintelligent Pakistani, “Mr. Smith, is it true that there are no bookshops in America and that you get all of your books from the U.K.?”

USIA libraries throughout the area do a magnificent job of having basic bibliographical information available, and show ingenuity and energy in presenting it to people who inquire for it; but only in rare special cases (e.g., the occasion of the Atomic Energy Conference) do they have the funds or staff to take the initiative of offering it without solicitation, or of doing the sweepingly comprehensive job that the
circumstances require. Foundations have financed bibliographical work in special fields, and this is sometimes true of private companies such as Aramco also. Military-aid missions appear to have done practically nothing in the way of supplying bibliographical information in spite of the relatively high literacy and education of the officer class, and their manifest eagerness to know about American books. American book publishers, who for years did a discreditably poor job of informing the Middle East of the books they had for sale—and were rewarded with correspondingly poor sales—have shown many evidences in the last five years of meeting the challenge more adequately. There should be much more widespread distribution through the whole area of every kind of bibliographical tool, and not merely for the use of booksellers. Through the imaginative help of both the USIA and the H. M. Snyder Co., seasonal announcement numbers of Publishers' Weekly now go to a number of booksellers in the area, but the Middle East also needs the New York Times Book Review, the Saturday Review, U.S. Quarterly Book Review, publishers' catalogs in profusion, selected bibliographies in dozens of fields, and more copies of Books in Print, Publishers Trade List Annual, Cumulative Book Index, the Hawkins Bibliography of Technical Books, etc. Best of all, if it could be financed, would be a monthly bulletin on new books.

There are many reasons why there should be wider distribution of American scholarly journals and other special publications in the Middle East, but the immediate concern—improving the distribution and effectiveness of American books abroad—is sufficient justification by itself. There are too many Middle East professors of history who never see the American Historical Review, too many students of Muslim art who have never even heard of Ars Orientalia, and so on through almost every field in which the U.S. has one of the outstanding journals. There are mechanical difficulties in giving subscriptions, for once started how can they be stopped. However, if USIA or a foundation could make a provision for accepting subscriptions in local currency, perhaps at a reduced rate made possible for this plus-business by the journal publishers, this would bring about an enormous widening of familiarity with American books. American corporations already make some effort toward supplying local employees with relevant journals, but both they and military-aid missions could do much more.

There has been such general recognition in the last year of the importance of American participation in foreign book exhibits that it is necessary merely to mention the now agreed principle that U.S. books should be represented in every major national book fair, and undoubt-
edly in many other exhibits in addition. It might be noted, however, that Americans are continuing to miss the opportunity of displaying books in trade fairs, even when a category “technical and scientific books” is included in the plan of the fair.

ICA has many opportunities to arrange or assist special book exhibits, especially in the field of education; and foundations can sometimes initiate exhibits in connection with more general projects which they are sponsoring. Even exhibits of American books on military subjects (in the broad modern definition of the concept to include physical and economic geography, international politics, certain branches of sociology, etc.) might well be considered by military-aid missions.

Whatever the sponsoring agency, American publishers have a high responsibility to aid this effort by giving priority service to the orders, and by providing the books at maximum discounts in those cases in which gratis presentation cannot be justified.

Book-reviewing media in the Middle East are not numerous. Whenever there are opportunities to encourage existing literary journals, or to suggest addition of a book section to an existing medium, this should be done by any of the agencies concerned. Regular supply of bibliographical information to the editors of such journals is an obvious requirement; many of them are able to use “canned reviews”—a not unworthy device when the review takes the form of factual summary or description, rather than pretended critical judgment. And all editors are pleased to receive review copies. U.S. publishers, being unfamiliar with the quality and special interests of Middle East newspapers and magazines, and not even knowing whether they ever publish reviews, are usually quite unable to select wisely the media which should receive review copies, or even to screen the occasional requests coming in from the field. A highly useful service for USIA to perform, if it were given the staff and funds to make it possible, would be (1) to compile lists of the most important reviewers and reviewing media for the information of interested publishers; (2) to suggest to publishers of particular new books where certain review copies might be sent; (3) to make use of the Presentation Program for supplying review copies in the cases in which this may be important from the point of view of cultural interchange, even if not justifiable on commercial grounds.

Everything that advances literacy, education, or interest in America advances the cause of American books. The following is little more than a checklist of some of the more fundamental steps which are already being taken and which should be encouraged, strengthened, and
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extended at every opportunity by every agency. The fact that these are long-range does not imply that they are of a low order of importance. In fact, these measures are basic and essential prerequisites to almost everything else presented in the paper.

Help should obviously be given by every agency, public and private, to this most basic of all measures for the development of book readers. The effort should not be confined to any one instrument, whether local, American, or international.

This step at which the new literate, just able to read, is led progressively to higher stages is, in the opinion of many observers, the stage of the road from illiteracy to book-reading which is least well taken care of. The pyrotechnics of the publicity accompanying special-interest mass literacy campaigns have obscured the fact that there is little available material on which the new literates can exercise their newly acquired talent. There is great need for simplest works, and of course these must be in the local language, not English. However, translations—preferably heavily adapted—of some of the excellent "easy reading" American books and booklets can be highly useful.

Special note should be taken by military-aid missions of the fact that nearly all military establishments in the Middle East have made the elimination of illiteracy and the conduct of at least some form of mass education a matter of basic policy. This is not to say that all are approaching the problem intelligently or meeting it effectively, but the desire is there.

For influence on the reading habits of the coming generation, nothing can equal the importance of teacher-training. This is especially the case in the Middle East, where the great recent acceleration in educational development means that the educated population can be increased 100% not in a generation or a decade but in just a few years.

ICA is giving justified major attention to teacher-training, and its work should be supplemented at every opportunity by every other agency.

Textbooks for teacher-training in the local languages are almost desperately needed, and they are particularly easy to do without disturbing local interest and without involvement in politics or corruption, as the quantities are small enough to prevent teacher-training books from being commercial plums—unlike the case with elementary textbooks. USIA has produced some books of use in teacher-training, and Franklin Publications has done quite a number, including a large series of popular pamphlets intended for both parents and teachers. In teacher-training, as in other fields, ICA hopes to sponsor the adapta-
tion and translation of books which will extend, in both time and space, the useful contributions it is making through its “university contracts.”

In connection with all of the above, it should be noted that American educational ideas are particularly acceptable to most professional educators in most Middle East countries. Even the people who do not like American international politics or art or literature tend to be convinced that America knows more about “education for everyone” than any other nation.

Exchange-of-persons programs under ICA, State Department, foundation, local government, or other auspices are of high value—both the visits to the area by American specialists and the trips for study and observation in the U.S. by teachers and educational administrators from the local country. These should be continued at all costs.

Although English is a required subject in at least some grades of most of the school systems in the area, and is even the language of instruction in some subjects such as university-level science, there are many literates who drop out of school before English is reached, and in any event hundreds of thousands of adult literates have no English. There is accordingly a great demand for instruction in English. In the past the chief contribution along this line has been by the British Council and by the American and British educational institutions in Beirut, Cairo, Istanbul, Tehran, etc. In recent years, however, USIA has joined in accepting the challenge and at nearly every post is doing at least something to meet the problem. In Tehran, the Iran-America Society is highly successful, with a changing student body in the English classes numbering almost 1,000 at all times; and in Turkey the binational center at Ankara has branches in three other cities. USIA reports having sent 16,000 English-teaching textbooks to our area in 1955. Major English-teaching projects are being carried out or planned by USIA in Afghanistan, Egypt, Lebanon, Libya, Morocco, and Syria.

It must be noted, however, that British texts for English teaching are used almost exclusively throughout the Middle East—the Michael West series and Essential English being the books most frequently encountered. There are occasional small adoptions of American books for English teaching, but the volume is tiny in comparison with the British total. A graded series of instruction books in American English, specifically intended for learners of a particular local tongue—Arabic or Persian or Turkish—would have immediate popularity and usefulness, according to information repeatedly offered by local educators, booksellers, and USIA and ICA personnel in the field.
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The USIA, the International Relations Board of the American Library Association, ICA, and foundations have made important contributions toward this basic responsibility. Schools of library science have been founded in Cairo and Ankara. Library associations have been formed in Egypt and Turkey, and there has been a small but distinguished group of American librarians in the Middle East under Fulbright and other auspices, as well as a number of Middle Easterners brought to the U.S. for training. This subject, of basic importance to the general question of American books abroad as well as to education generally, deserves much fuller treatment than it can receive here. Suffice to say that librarians have perhaps done more—both on their own and as advisers to government units—than any other group of non-official Americans to further the cause of reading and of enlightenment in the Middle East. Their own work should be encouraged, and their professional advice should be sought, by every agency with an interest in the field.

Although trained personnel and adequate book funds are much more serious lacks than masonry, there are some cases in which a building, and its equipment, is the sine qua non. There are perhaps opportunities in such cases for ICA, for foundations, or for companies with an interest in the particular country.

American history and American literature are virtually unknown in all countries of the Middle East, and in both subjects America has been treated as an unworthy and not very interesting appendage of Britain. Yet there is a great eagerness to learn all about America, and university courses in either subject would meet with a cordial response. There are opportunities for testing or aiding a plan of this sort under various exchange-of-persons programs, or as a foundation project. The Rockefeller Foundation has done this at the University of Istanbul and University of Ankara.

Although the point is obvious, it is perhaps worth stating specifically that greater acquaintance with American art and music are in themselves important factors in encouraging interest in American books, and everything that can be done toward increasing the number of American concerts and exhibitions is of interest in relation to books as well as for their own valid usefulness.

Mention has been made above of travel for teachers and librarians, and they deserve special notice because of their unexampled position for influencing others. Mention will be made below of the similar importance of travel by Middle East booksellers. But it is clear that every kind of student brings back bibliographical impressions, information,
and ideas of great value after an American trip, especially if he can be supplied funds for book purchase. Even failing that, however, continuation of American visits by Middle Easterners of every sort—from police officers to philosophers—is the surest way of supplying bibliographical information to the area in a way in which it can become effective.

Maintenance of contact with the chief learned or professional society in a particular specialist's field is of importance not only in encouraging the scholar to set and maintain creditable standards for himself and his students, but also specifically in informing him about American books. The easiest and least formal way of doing this is through scholarly journals, but it would be best if some of the basic learned societies could accept the challenge to help their brothers in other countries in the same way that the American Library Association has.

The total number of Middle Easterners who have had some period of time at an American university is substantial, and in view of the relatively small total size of the educated elite in any Middle East country they hold an influential position. The plan of the American Alumni Council to secure free subscriptions to alumni magazines for foreign alumni, though of marginal importance to the immediate question of books, deserves encouragement. USIA personnel have usefully aided such organizations of Middle East alumni as the Egyptian-American University Fellowship and the Turkish-American University Association; and, in Baghdad, USIA publishes an alumni magazine called Amgrad.

America is unusually fortunate in having the distinguished members of the National Book Committee willing to serve the public interest in the way they do. In no Middle East country is there even the semblance of a disinterested group which can represent the cause of books without the charge of axe-grinding. There is little enough cooperation among book-sellers or among publishers, and the national influence of librarians in the Middle East at the present time is close to zero. Formation of national book committees might be easier than one would guess at first because of the relatively high proportion of scholars and other bookish people in important positions in government, industry, and even the army.

Of the specific and practical aids to the sale of American books in the countries where IMG is operative, nothing else can compare with it in importance. This plan, which permits the local bookseller to pay for his American purchases in local currency, has been sensationally
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successful in Israel and is just starting in Turkey. An IMG agreement was signed with Egypt but has never become operative. However, the discussion of IMG was perhaps responsible for the recent Egyptian freeing of exchange for book imports.

It was believed at first that the tremendous sale in Israel in the first year of IMG's operation was explained in part by the need to fill the pipeline, but business during the last year was even greater, partly because of an exchange arrangement of the Israeli government which makes books a retail bargain. Even if that should be changed, it is believed by some observers that there may be a continuing business of about $1,000,000 per year for American books in Israel as long as IMG continues. Israel has high literacy, widespread knowledge of English, and a high percentage of book-minded people in the population; so it is not anticipated that IMG would have a similar flowering anywhere else. But it is believed that perhaps $250,000 worth of American books will move into Turkey under IMG in the coming year. Needless to say, IMG should be continued, and it should be extended to other countries in the area if it develops that their exchange problems are such that books cannot enter by other means.

Lebanon has an entirely free money market, and to some extent can thus act as a gateway for other Arab countries, especially Syria, Jordan, and Iraq, though this has disadvantages also, as the Lebanese are skilled at levying tribute as the books pass through, thus raising the selling price in the other countries. (Syria's exchange likewise, is free, but technical local rules prevent the country from serving as a "gateway".) But elsewhere in the Middle East there are exchange problems which, in varying degree in different countries and at different times, hinder or almost block the flow of American books and increase the retail prices of those that do get through. Black-market purchase of dollars of course raises costs greatly; and wherever black or gray operations are involved there is a special opportunity for corruption, so that bribes to officials supposedly enforcing exchange control increase costs still more.

At the moment, Egypt, which is the best book market in the Arab world, is allowing dollar exchange for book imports quite freely, but for much of the time in the last three years exchange has been very hard to get. Purchase for sterling through London or Amsterdam has provided a route at times, but often (as also in Turkey during the period just happily ended by the starting of IMG) even sterling exchange has been lacking.

Every legal means should be used to remove exchange barriers
when they appear. There may be occasions in which it would be proper and not indecent for our government to suggest to the local government that books should be on a more favorable exchange rate in cases where there are two or more rates for different categories of goods; sometimes the American publisher can find a legitimate use for local currency himself; sometimes third-country operations are legally possible; and perhaps there may be cases in which American corporations in the Middle East may feel justified in providing dollar exchange to help a local bookseller import more American books.

It should be noted, incidentally, that the Unesco book coupon plan, theoretically so helpful, involves so much red tape in actual use that, except for large bulk orders from government institutions (which would probably be able to get an exchange allowance anyway), the scheme is not of great practical value.

The proposed reduction of U.S. international book postage rates would be a useful contribution toward reducing the selling price of American books, and hence toward increasing sales. Every effort should be made to achieve a lower rate; and to permit shipments of greater bulk would be equally important.

It should be added that, whatever the rate, the U.S. publisher can make a large contribution of his own by care, forethought, and ingenuity in the planning and handling of shipments. For this purpose it is of course essential for him to understand the problems of the importer.

Long credit is essential in international book trade. Few booksellers have enough capital to make substantial purchases "for stock" (that is, books for which a buyer is not immediately in sight). In fact, most importers in the Middle East have a hard time getting enough capital to permit the tying up of funds in letters of credit, or to pay sight drafts on delivery even for assured orders. The exporter, on the other hand, is humanly reluctant to grant any open credit—let alone the 120 days which is probably required in most cases—to a bookseller he has never met, and who writes funny English on an outlandish letterhead from an area noted for continuing economic troubles and political fireworks. Yet there are numerous booksellers in the area who can be trusted, and the publishers who have taken the trouble to distinguish them from the others have found that the granting of reasonable credit has paid dividends.

But merely to grant credit in limited amounts to the booksellers who deserve it is not a complete solution, and certainly does not permit any substantial amount of buying "for stock." One special form of granting credit which would increase American book sales enormously—some
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observers think a doubling or tripling might result—would be a system of “consignment” or “protection” (i.e., guaranteed return privilege), but the practical obstacles are immense. A plan could be worked by the government along the lines of the British Council operation during the war, that being essentially a plan under which the government guarantees the exporter and importer against loss in connection with stock remaining unsold in the foreign bookstores after a certain time. But such a scheme would be costly and administratively complex, unless applied to a very limited number of titles (which in itself would tend to defeat the purposes of the plan), and the question would always remain of what to do with the stock of books which would be taken over from the bookseller when remaining unsold after a given period. Most American publishers would dislike the idea of wholesale gratis distribution or cut-rate sale of large numbers of copies of a title; yet deliberate destruction of the books seems psychologically impossible.

The author of this article regrets that he does not have a solution of the problem. But he wishes to emphasize that anyone who does can make one of the most effective of all contributions to the cause of American books abroad. Pending any over-all solution, individual publishers can aid both their business and our national interest whenever they find that, for particular titles or with particular booksellers, they are able to allow any kind of “consignment” or “protection” privilege.

No over-all formula can be given, but anyone who has talked with Middle East booksellers knows that differences in publishers’ procedure in these matters can make a major difference to the importer—in saving him time and money in clearance of shipments and in the actual cost of accounting and making remittances. Study of specific measures should be a major responsibility of the “Study of the Book Trade.”

The need for providing regular and continuing bibliographical information is mentioned above. But in addition American publishers need to overhaul their whole attitude toward the foreign market. Some few publishers already recognize the importance of this both for their business and their country, and they are being rewarded accordingly. But the vast majority of American publishers still regard foreign trade as a nuisance; and some few of them engage in irresponsibilities in which they would never indulge when dealing with a U.S. bookseller. Almost all of these annoyances are automatically taken care of when publishers’ representatives call on stores in the area
because then the evils are brought directly to their attention by the suffering bookseller.

American authors and publishers, when selling rights to British publishers, frequently toss in the Middle East as an exclusive territory for the British publisher—sometimes of necessity in hard bargaining and sometimes thoughtlessly and without necessity. An outsider cannot intrude on the questions of commercial necessity, and it must be granted that in many cases a British edition selling at a low price does indeed maximize distribution of an American work in the Middle East. But it must be said that by an exclusive arrangement the American publisher is prevented from selling the area, even if the British book is out-of-print or never presented to the Middle East trade; and that in cases where there is a price differential the lower-priced British book will have its automatic advantage in an open market anyway. It seems to the disinterested observer that whenever it is commercially feasible to keep the Middle East as a non-exclusive open market it is to the general advantage of American books to follow that policy rather than to impose artificial territorial restrictions which at best complicate life for both importer and exporter and at worst completely prevent acquisition of the book by the Middle East.

The reference is not to the American concerns which act as export jobbers, but to local book importers who serve, or purport to serve, as jobbers supplying an entire country or area. No more should be said under this head than that numerous cases have been known in the past in which a bookseller without either the desire or the ability to act as a wholesaler has fooled an American publisher by his claims and, by allowing other retailers a niggardly discount or no discount whatsoever, has actually reduced outlets instead of increasing them. The items below on Study of Book Trade and Publishers' Representatives are relevant here, because the error of injudicious jobbing arrangements which permit one store to get a corner on the retail trade will be taken care of automatically as America learns more about the handling of books in the Middle East.

Promotion is extraordinarily cheap in all Middle East countries, and because it is relatively unknown it makes more impression and produces more results than a comparable effort here. Only occasionally will it be worthwhile for an American publisher to share promotion costs with a Middle East bookseller, but in some cases this would be justified. Circulars on particular titles or special-subject catalogs can sometimes be used by Middle East booksellers; and there are even times when it would be worth while for the American publisher to

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share the cost of newspaper or magazine advertising. At the least the bookseller's own promotion could be aided and stimulated. Here again is an example of the advantage of regular visits by publishers' representatives.

As far as personal competence is concerned, the best twenty-five booksellers in the Middle East are probably abler than most U.S. booksellers. But there is much that they do not know, and regarding which they are eager for help and advice, especially in connection with promotion and with window-dressing and all forms of display on the selling floor. It would be a splendid development if the American Booksellers Association should take responsibility for aiding foreign booksellers in underdeveloped areas in the same way the American Library Association is helping foreign libraries. There would be immediate usefulness for a brief manual, with photographs, diagrams, and perhaps even carpenter's plans, on the general subject of book display; and booklets on other bookselling subjects would likewise be welcome. Trips to the U.S. by booksellers are extremely useful, as has been evident in two recent cases arranged by USIA on the State Department's behalf.

All booksellers, including those in America, think that if publishers would only increase discount all other problems in the world would solve themselves. This is disputed by publishers. In any event, each publisher must decide for himself what discount he can allow, and it is proper here merely to record the obvious fact that the high cost of American books (in terms of the local economy and especially in comparison with books from Britain and the Continent) is a major obstacle to sale; and that the simplest way of lowering the retail selling price is to lower the wholesale price. Whether the increase in number of copies sold will be sufficient to offset the loss of income per book is a question which must be decided by the publisher according to normal commercial criteria in each case. The only other alternative (aside from the special projects described in the next paragraph) would be an outright across-the-board export subsidy, which would be extremely costly to the government as well as distasteful to most publishers, and perhaps harmful to general American relations in various countries.

One large American publisher makes it a regular policy to regard any substantial foreign sale of a book as "plus business;" and he therefore allows an especially large discount on foreign sales of certain titles. For those books he makes an overrun at the time of the original printing and, in fixing the discount for foreign sale, he considers only
the overrun cost plus royalty plus modest profit, excluding the portion of preparation and plant cost which those copies would normally have to carry. Other publishers are experimenting with production of English-language reprints, produced at low cost in the area, as a means of reaching the large market from which they have been entirely shut off because of comparative costs.

On every count it is important to have a substantial increase in the number of American bookmen who visit the area. Some few publishers can afford a full-time traveling representative making regular visits to the Middle East, if necessary combining this assignment with coverage of other areas. In other cases, groups of publishers or American export jobbers can maintain traveling representatives. The start of wisdom in the international book trade is to visit the area which you hope to sell. Not until there is a substantial number of American bookmen who know the Middle East will it be possible to assess the merits of suggestions such as those made in this article.

The combined results of observations by publishers' own representatives are indispensable. But, as a supplement and also as a means of getting a point of view broader than publishing alone, there should be an over-all, top-to-bottom study of the Middle East book world under some such disinterested auspices as those of a private foundation.

All sources of information should be tapped. For instance, economic attachés in American embassies could assist in this study. They have in the past been generally uninformed on all aspects of the book trade, and it would be hoped that a high-level policy directive might call their attention to the national importance—including over-all commercial importance—of books and other cultural and informational media, in spite of the relatively small direct dollar volume in comparison with other commodities. Each of the points mentioned in this article, as well as the many overlooked, should be studied intensively and the results made available to publishers, export jobbers, foundations, and all organizations interested in the Middle East or the general question of American books abroad.
American Books in Europe

PETER S. JENNISON

Maintaining a high level of availability of American books in Western Europe is as desirable in terms of cultural exchange, the needs of individuals and institutions, and the unity of the free world, as it is in other major areas.

American books could not and did not contribute to economic reconstruction to the extent that they can and do encourage technological development in Asia. They can, and do, however, add mortar to the Atlantic mutual defense community concept, and could do even more to improve the popular European image of American culture.

Literacy in Europe is in general high, except in Greece, Southern Italy, Portugal, Spain, and Yugoslavia, and aside from those countries, English can be read and spoken by a high percentage of university graduates, professionals, government officials, writers and editors, engineers, and technical and military experts.

With the exception of Italy, there are no (or negligible) duties on English-language books. Import quotas and exchange restrictions have eased and are no longer significant barriers to U.S. book imports. Purchase and/or transaction taxes in many countries do add discernibly to the retail price of American books in their original editions. American book prices, in terms of local purchasing power and in comparison to the selling price of competing British editions priced as much as 50% less inhibit wider distribution. Censorship on moral or political grounds is a factor only in Ireland, Spain, and Yugoslavia.

In general, the book publishing and bookselling trades of Europe are more highly organized than in the United States. European publishers and literary agents, with few exceptions, are in relatively close touch with their U.S. colleagues.

Library resources are not wholly adequate everywhere. Many important collections and facilities were destroyed in the war, and reorganization and replacement have been slow. Textbook needs are

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satisfied by domestic publishing industries. English-language instructional materials are generally of British origin.

There are no precise U. S. book export figures for continental Europe. The Department of Commerce 1954 total for the major categories, $840,682, might be projected to $1.2 million if shipments by book post were included. Three export sales representatives of groups of American publishers maintain offices in Stockholm, Amsterdam, and Zurich. They, and resident representatives of some individual firms, make periodic calls on the chief booksellers of Europe. Direct sales promotional activity on the part of American publishers is, with one or two exceptions, negligible. Participation in book fairs and special exhibits is increasing. Adequate and timely bibliographic information about American books, except where they are published in translation, is meagre. Only the largest booksellers and libraries subscribe to the American book trade press; extra distribution of the seasonal announcement issues of *Publishers' Weekly* is handled by the export sales agencies and the United States Information Agency.

European sales of British books increased last year to 1.5 million; sales were up 50% in the Netherlands, 15% in Germany, one-third in Spain, 20% in France, and 40% in Italy. The British government does not support as extensive overseas book programs as the United States does, but the British Council never misses an opportunity to exhibit representative British books at book fairs and professional or scholarly convocations.

Russia's Moscow-based "book offensive" is not as massive as it is in Southeast Asia, but it does not need to be in view of adequate printing and publishing facilities and the network of local Communist Party publishing houses and book shops, in all countries of Western Europe except Ireland, Portugal, and Spain, where the Party is illegal. Party membership in Western Europe is estimated at about 3 million out of a total population of some 275 million, and perhaps as many as two-thirds of the Western European Communists are in Italy, with the remainder in France. The books and other publications either produced and distributed locally or imported from Moscow are generally aimed at, and reach, a "mass audience."

The United States Information Agency maintains 66 information centers in Europe with collections totaling 1,781,529 volumes. Last year they were visited by 20,589,682 people. Book, pamphlet, and periodical circulation reached 7,215,138. The centers provide a basic reference service on the United States; deposit and loan collections; inter-library loans; participation in national union catalogs; bibli-
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graphic and selection assistance; bookmobile service in Germany and Austria; special exhibits; sale, in some countries, of government documents; and professional assistance to national library systems. Complete United States Information Service holdings have been turned over to local libraries in Bern, Zurich, and Bergen, as have those of 110 reading rooms in Germany.

The United States Information Agency presentations and promotions programs in fiscal 1955 provided some 20,000 books for individuals and institutions under an $81,994 allocation. For fiscal 1956, an allocation of $114,000, of which 20% is earmarked for periodicals, will provide approximately 30,000 books. USIA expects to participate in all major book fairs and in important trade fairs. The translation program, which has achieved a remarkable record, will continue at about the same rate this year as last, with an allocation of $294,000.

During the first ten months of fiscal 1955, the Foreign Operations Administration (now International Cooperative Administration) spent $112,904 for 26,180 books to be used in connection with 252 projects in Europe and for books for trainees from Europe studying in non-academic situations in the United States.

Since 1949, CARE has supplied more than $1.3 million worth of American books to individuals, libraries, and institutions in Europe. Its book programs for this period may be classified as follows: CARE Book Fund, professional and scientific books for universities and libraries, $96,297.31; Children’s Book Fund, $10 packages selected by the International Relations Committee of the Division of Libraries for Children and Young People of the American Library Association, to schools, hospitals, orphanages, and children’s libraries, $54,490; English-language Instruction Packages, $3,220; medical books, $19,679.15; American Bookshelf, kits of 99 paper-bound books, to universities, secondary schools, libraries and individuals, $2,520 (January 1–September 1, 1955); and special programs involving book purchases for various government agencies, including the Finnish War Debt program, $1,143,504.

Established by the East European Fund of the Ford Foundation, the Chekhov Publishing House in New York has produced and exported to thirty-six countries, chiefly Europe, Russian-language books by contemporary Soviet-emigre authors, new, paper-bound editions of Russian works banned in the U.S.S.R., and translations into Russian of informational and other books not available in Russian-language editions. Most Chekhov books have been sold through dealers, but many have been given away in D.P. camps and social agency libraries.
Other pertinent foundation and private programs are noted in the following section of country studies of Western Europe, excluding the United Kingdom and Ireland.

_Austria_

U. S. book exports to Austria (now about $30,000 annually) have quadrupled in the past five years under the Informational Media Guaranty program, the market having been conditioned in part by the information center and translation programs initiated by the Army and carried on by the Department of State and the USIA, comparable in outline but smaller in scale to those in Germany.

USIA now maintains ten information centers and three bookmobiles, having book holdings of 305,526 volumes, more than half of which are in Vienna. Last year these were visited by close to three million people, and circulation reached 1,885,558.

In the past five years 140 broadly representative books have been published or serialized with USIA support.

Before the war the Austrian and German publishing industries were highly integrated, but they are now divorced and competitive. Some 450 Austrian publishers issue about 4,500 titles a year, of which 250 are translations (of the translations, about half are from English). Under the Hitler regime all institutional and public libraries were compelled to decimate their collections, and as a consequence stocks have had to be reconstituted. This process has been aided by U. S. agencies in several ways, including 10,000 technical and scientific books, selected by the Austrian Ministry of Education, presented to school and college libraries by the Department of the Army in 1948.

Since 1949 CARE has provided $8,417 worth of professional and scientific books for universities and libraries under its general book fund.

_Belgium_

English is not the "popular" language in Belgium that it is in Scandinavia, for example, but it can be read and used by a significant number of people who influence public opinion. The percentage of illiteracy generally is negligible, and English, while not required, may be studied through secondary school. More Belgian students are enrolled in colleges and universities in France than in the United States, a departure from the general European trend toward advanced study in the United States.

The Belgian publishing industry is not too well-organized. Some
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300 publishers, including sixty Flemish, issue about 4,500 titles a year, of which slightly more than half (mostly Roman Catholic) are in Flemish, but prominent Belgian authors are frequently published first in Paris. There are about 400 general book stores, and 500 more newsstands and variety stores where books are sold, serving a population of 8.5 million. Practically no translations of American works are published, though some are undoubtedly imported from France.

Important libraries include the Royal Library at Brussels, with some two million volumes; and the university libraries at Ghent, Liege, and Brussels. More than 2,000 public libraries have holdings of close to eight million.

Belgium demonstrated remarkably rapid economic recovery following World War II, and there have been no restrictions on the importation of American books, which now amount to between $50-$100,000 a year.

The U.S. Information Library in Brussels has a 7,812 volume collection, and last year showed attendance of 44,899, and book circulation of 28,857.

In fiscal 1955, ICA supplied $2,982 worth of books in connection with thirteen projects and its trainee program. Two libraries were assisted in obtaining items from the United States Book Exchange.

Denmark

Literacy, including English-language literacy, is uncommonly high in Denmark. English is read and spoken by virtually all secondary and university-level students, by professional men, government officials, writers and editors, engineers, and technicians.

During the past fifty years the Danish book industry has developed swiftly. There are now 110 publishers, twenty of which publish the majority of books. One firm has a staff of 500 employees and issues some 400 titles annually. Danish books are usually paper-bound, but cloth-bound editions, often issued simultaneously, are increasing in popularity. In 1953 a total of 3,117 titles were published, of which 518 were translations. Of the translations, 29 were of Norwegian origin, 45 Swedish, 126 British, 53 German, 156 American, and 75 other. There are approximately 850 book stores, or one per 4,700 inhabitants. The trade is strictly organized and booksellers are highly trained. Readership is especially high. Best sellers, usually novels of foreign authorship, may be printed in editions of 100,000 copies, but the limit for an average best seller is 10,000 copies. Only in exceptional cases do books of Danish authorship reach the best seller lists. Some
English-language fiction and non-fiction works of American and British origin have a wide market in Denmark, and it has been estimated that some 250,000 inexpensive paper-bound books in English are sold annually. Danish imports of books increased markedly in the years immediately following the war in response to the demand for foreign-language books prohibited during the German occupation. Imports from the United States are in the vicinity of $50,000 a year, but are outranked by those from Norway, Sweden, and France. The importation of foreign-language books, including picture books for children, is duty-free, and no import permits are required.

The Royal Library in Copenhagen, as the national library, collects all foreign works about Denmark, and its holdings now comprise about one and a half million volumes. The University Library and the State Library at Aarhus also have extensive collections, as do such specialized libraries as that of the Royal College of Agricultural and Veterinary Science and the Royal Academy of Fine Arts. Some thirty-three “county” libraries each serve some 40-150,000 persons each and hold about seven million volumes, and there are more than a thousand public libraries with collections totaling a million and a half volumes. Each of the larger public libraries has a creditable collection of general English-language books.

The U.S. Information Center in Copenhagen has holdings of 8,183 volumes and showed an attendance record of 32,347, and a book circulation of 38,495 in 1954. Only one title was produced under the translation program in the past five years. During the last six months of 1954 the Center was able to expand its extension services by providing twenty-five collections for three to six months’ circulation on loan to public and school libraries. This loan collection, the Center reports, convinced at least one library to allocate a larger share of its budget for the purchase of American and British books.

During the first ten months of fiscal 1955, $3,480 worth of books were procured for twenty ICA projects in Denmark and for Danish trainees in the United States. The two ICA-USB-E member libraries have received 257 items.

Finland

English literacy in Finland is not as widespread as it is in Denmark and Sweden, but American scholarly, scientific, technical, and medical books are in relatively constant demand on the institutional level.

“Opinion-makers” generally have some command of English, and there is a lively interest in American letters; a visiting professor of
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American literature has been lecturing at the Abo Academy in Turku this past year.

Some forty publishers issue about 1,800 titles a year; of which approximately 10% are translations. In 1950, 142 of the 274 translated titles published were of British or American origin. There are some 600 general book stores, and about 2,000 other book outlets, serving Finland's population of 4 million. Book distribution is in general economically sound and effective, though not as closely organized at the retail level as in most other Northern European countries. Two Helsinki book stores were until recently considered the best individual accounts for American books in Europe.

The Helsinki University Library, with 800,000 volumes, is Finland's national library. There are nine other major libraries connected with institutions of higher education, including those of the Finland Institute of Technology, rebuilt since the war, the Finnish University, and the Abo Academy in Turku. There are in addition several special research libraries and some 3,000 public libraries, supported jointly by the national and local governments.

Four years of English language study are given at the secondary level; of 186 Finnish students enrolled in institutions of higher education abroad in 1951-52, 144 were in the United States.

Except for a negligible duty on children's books, there are at present no barriers to the importation of American books beyond the size of the market. Imports of U.S. books in 1954 were, however, about half the 1950 volume, the latter reported by the Department of Commerce as $11,699. Sweden, Great Britain, Denmark, and the German Federal Republic, in that order, all outranked the United States as sources of Finnish book imports.

The chief factor in the marked decline of imports from the United States is the operation of the Finnish War Debt Book Program. Public Law 265, 81st Congress, authorized the use of interest payments to the U.S. for the procurement of scientific, technical, and scholarly works for institutions of higher education in Finland. Books are selected by the libraries concerned, approved by USIA, and procured and shipped by CARE. Under this program approximately $900,000 was available for books during fiscal 1955; about 23,000 books were supplied. An allocation of $65,000 for some 20,000 books has been made for fiscal 1956.

With Finnish book dealers' institutional customers thus supplied directly through CARE, there is much less incentive for them to maintain adequate stocks of American books.
The U.S. Information Center in Helsinki has 9,647 volumes; in 1954 there were 38,012 users; and book circulation of 30,440, considerably greater than that in Brussels, Amsterdam, and The Hague combined, equal to Copenhagen, and about double Goteborg and Stockholm combined. This indication of interest should be met with an expansion of the Center's holdings.

Since there is relatively close communication between American and Finnish publishers, notably Otava, with respect to translation rights, only three translations into Finnish have been supported by USIA in the past five years.

**France**

Franco-American communications via the book are largely one-way, which undoubtedly contributes to the fact that nowhere in Western Europe are Americans as popularly misunderstood, misinterpreted, and misquoted. Whatever the conditioning factors of American making are, a distorted image of American life and culture exists, and corrective measures should certainly include efforts to increase substantially the flow of American books—of all kinds—to France.

The problem is especially complex in that with the exception of technical and professional books, and a limited number of general books, efforts in this direction need to be carried out primarily by translations. Translations account for about 10% of annual book production in France. In 1953, according to Volume VI of Unesco’s *Index Translationum*, 1,233 translations were published in France, of which 161 were of American authorship. Of these, fifty-two were mysteries and seventy-one were other works of fiction. Despite relatively cordial relationships between French and American publishers, it is not likely that a greater number of serious works will be published in translation through ordinary commercial channels, which suggests the need for additional support of translation projects undertaken outside the normal framework. Translations from the French published in the United States account for a much higher percentage of total published translations (170 out of 593 in 1953) than works of American authorship published in France.

A comparable situation exists with respect to imports of English-language books from the United States, now in the vicinity of $100,000 a year, as compared to nearly double that amount of French books imported into the United States. Import taxes amount to about 12% of the invoice value. Import licenses are required and controls are
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gradually easing for small orders, but only technical and scientific books are imported from the United States in any quantity.

Close to 60% of all books produced in France are published by a dozen major publishers; while some 3,000 publishers are registered with the Ministry of Industry and Commerce, not more than 700 can be considered really active. Approximately 30 trade associations connected with the book industry are also in turn represented in Cercle de la Librairie, Syndicat des Industries du Livre, which functions largely as an institutional public relations and sales promotion agency, together with all major publishers, booksellers, libraries and book manufacturers. Library holdings in France amount to some 30,000,000 volumes, of which one-fifth are in the collections of the Bibliotheque National in Paris. The municipal public library system is being vigorously expanded.

The U.S. Information libraries in Bordeaux, Lille, Lyon, Marseille, Paris, and Strasbourg have combined book collections of 54,679, of which 22,374 volumes are in Paris. While attendance and book circulation records are not especially impressive (at least compared with Germany, Austria, and Italy) the Paris center last year answered more reference questions requiring research (52,500) than any other USIS center in the world except that in Palermo, Italy (58,599). Since 1951, 51 translations have been published with USIA support, all but three of which were non-fiction of a broadly representative nature. One of the most popular and fruitful of the many USIS projects in France was the special exhibit of a model, modern American children's library, including books, equipment, professional materials, staged in Paris last fall in connection with the annual Salon de l'Enfance. Approximately 50,000 visitors of all age groups, including many who were totally unaware of USIS services, received brochures on children's libraries in the United States.

During the first ten months of fiscal 1955, ICA procured $13,970 worth of American books for use in connection with 75 technical assistance projects in France and for participants in non-academic study programs in the United States.

In May 1955 the American Library in Paris, a private non-profit organization, observed its thirty-fifth birthday. It was founded by a group of American residents in Paris with an endowment from the American Library Association. After 1951, with USIS aid, it opened branches in Roubaix, Toulouse, Rennes, Montpellier, Grenoble, and
Nantes. More than 150,000 people visited these branch libraries in 1954 and 294,080 books and magazines were circulated by these branches and the two Paris libraries. Research services and book lists are provided; loan collections sent to French public libraries and to such other institutions as the Foyer International des Etudiantes, Paris, and to the College de l'Europe Libre en Exil, Strasbourg. Book acquisitions are supported by publishers, authors, and many private citizens here and in France.

The Paris bureau of the *Chicago Daily News* recently estimated that there are at least six book shops in Paris which are devoted almost exclusively to the sale of Communist literature, and which offer the works of Marx, Engels, Lenin, and Stalin in either Russian or French. Two volumes of Marx and Engels which cost 24 rubles ($6) in Moscow cost 360 francs ($1) in Paris. *Das Kapital*, which cost 20 rubles ($5) in Moscow, cost 360 francs ($1) in Paris. (The comparative dollar prices should not be construed as indicating a heavy Soviet export subsidy.) "Works of the basic American political philosophers," the bureau reports, "are difficult to buy in France because of the high cost of American books and the current shortage of American foreign exchange available for the purchase of books." Prices "are excessive" from the French point of view. A book costing $5 in New York is priced at 2,250 francs, the equivalent of $6.40. There are reputed to be thirty-eight French publishing firms more or less controlled by the French Communist Party, the bureau states.

**German Federal Republic**

The effects of what might be termed the "Americanization" of Germany during the occupation are still being felt both in terms of the relatively high level of German imports of English-language books (about $250,000 a year) and the number of German translations of American works published privately and with USIA support. The unprecedented task of "re-educating and re-orienting" the twenty million German minds of the American zone was assigned by the Office of Military Government for Germany (U. S.) to the Information Control Division. If there is today any lingering resentment over the stringent controls imposed between 1945 and 1949 they are not evidenced in terms of the importation, publication, and use of American books.

Over-all book production and sales in Western Germany have now resumed their upward climb, following the 1952 depression, and some 15,000 titles are now published by close to 1,800 publishing firms.
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About 10% of these titles are translations, and roughly half of these are of British or American origin (fairly equally divided). The chief suppliers of books imported into Germany are Austria, Switzerland, the Netherlands, United States, France, and Great Britain, in that order. The average selling price of a German book is DM 7.60 ($1.90). Distribution channels have been largely restored, but not to the degree of efficient and economic pre-war organization that made Leipzig and the German book trade the model for the world. Reconstruction of the devastated library system has proceeded slowly, with considerable dependence on tangible and individual professional American aid and encouragement. In view of the almost total destruction of German libraries, the U. S. Information libraries play a more significant and central role, and are more important to more people, in Germany than anywhere else in the world.

The eighteen centers—Amerika Hauser—were organized initially by the Army (ICD, OMGUS) and have since been absorbed first by the Department of State and then by USIA. Including bookmobile stocks, these libraries—which in some cities serve also as community centers—hold 1,142,279 volumes, and last year showed attendance of 11,628,804 people and a book circulation record of 4,381,512. In a number of cities, Amerika Hauser and reading rooms have been, and are being, turned over to local sponsorship, with bookstocks transferred to newly-built public libraries, which have adopted the open-shelf system.

The Translation Rights Program started by OMGUS late in 1945 as the only means by which German publishers could obtain rights to American books is now operated (to a diminishing degree) by USIA. By June 1948 approximately 100 American books had been published, and some, like Barzun’s Of Human Freedom, and Forbes’ Mama’s Bank Account, sold up to 100,000 copies. As normal commercial channels opened up, rights were no longer purchased by the Department of the Army in Washington without prior indication of interest on the part of a German publisher. By March, 1951, some 226 American books had been published under this program and German publishers in addition had, on their own, brought out some 600 more. Copies of the German editions were placed in Amerika Hauser collections, and presented to a number of institutions and government agencies, including a “pipeline” to East Berlin and the East Zone. Since 1952, 150 more broadly representative titles have been published, with State and/or USIA support.

In 1954 the USBE provided 139 books on an exchange basis and 1,634 as gifts to thirteen German libraries.
It is difficult to identify the direct or collateral book-use programs supported by foundations, but notable among them are close to $1.5 million in Ford Foundation grants for the Free University of Berlin, a large portion of which were devoted to the construction and equipping of a library serving some 7,000 students (about 35% of whom are former residents of the East Zone); and the Rockefeller Foundation's support of the International Youth Library in Munich.

Between 1949 and 1955, the CARE Book Fund provided over $19,000 worth of professional and scientific books for universities and libraries, in addition to Children's Book Fund packages.

The Chicago Daily News correspondent in Bonn reported recently that the Communist Party in Germany (KPD) publishes several newspapers and maintains its own bookstores in several large cities, but these publications are not generally found in ordinary bookstores or on newsstands. In general, works of Lenin and Stalin in German translation can be readily obtained only in the Soviet Zone, but they are available in Russian at several large bookstores that specialize in foreign publications.

Greece

Before the war, French was the second language among the educated in Greece, but since World War II English-language study has taken the lead in a country having almost the highest percentage of illiteracy in Europe. English is not read yet, however, with much facility outside the Athenian intelligentsia, but book imports from the United States, estimated at about $50,000 in 1954, account for close to 50% of the total, whereas before the war French and German books dominated the market. There is a high duty (about $80 per 220 pounds) on cloth-bound books in Greek and turnover taxes amounting to about 9% of the invoice value of all imported books. Domestic publishing is not too sound economically, and fifteen Greek houses account for virtually the entire output of some 3,300 titles annually, of which less than a hundred are translations. Readership is limited: general books sell only about 300 to 500 copies during the first few months after publication, partly because of the high prices even of domestically-produced books in terms of the widely fluctuating and devalued drachma. Virtually all publishers operate retail outlets in Athens, and at least two have branches in Salonika. Most imported books are sold by several large book dealers who do their own importing and act as wholesalers, and sometimes as agents for foreign
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publishers. An IMG agreement has been concluded, but has not been activated.

Almost all the chief Greek libraries are in Athens; the National Library and the Library of Parliament hold 650,000 and 750,000 volumes respectively. The Gennadeion Library, housed in a building which was given by Greeks living in America, is a specialized reference library of 80,000 volumes on Greek, Balkan and Near Eastern civilization, supported in part by the American School of Classical Studies in Athens.

USIA at present operates three libraries in Greece—in Athens, Patras, and Salonika, with book holdings totaling 15,949 volumes, and attendance last year of 253,124 and book circulation of 44,882. The Athens USIS library is in many ways superior to local libraries, and it is not uncommon to find cabinet ministers and newspaper publishers visiting it in person. When a series of small USIS reading rooms outside Athens were closed, the collections were transferred to municipalities and have become the nuclei of circulating public libraries. Circulating collections of American books were also established in non-circulation Greek libraries in the important provincial towns of Navplion, Volos, and Pyrgos. In other places, notably Lavrion, Mandria, and Tripolis, the U.S. Information librarian supervised the inauguration of Greek library services along modern lines.

The USIA translation program has been especially active in Greece, with some forty-five representative titles having been published with USIA support since 1952.

Iceland

With not more than one-fourth of Iceland inhabited, and the population of 150,000 concentrated along the southwestern coast, education and readership have for centuries been prominent in Iceland's national life. In those cattle and sheep-raising towns and fishing villages where elementary schools were ill-equipped, instruction in the home and by the Lutheran clergy helped establish and maintain a high literacy rate. Annual enrollment in the six-year primary school term is not less than 16,000, with some 30 pupils per teacher. At the secondary school level, half the students are enrolled in general studies, half in vocational. Secondary school students study English for four years. In 1950, however, only 620 students were enrolled at the University; and of 66 studying abroad at the university level, 24 were in the United Kingdom and 42 in the United States.

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PETER S. JENNISON

Of some 250 books published annually, almost half are in the arts and letters category. Book publishing and other arts are subsidized to a considerable extent by the Cultural Fund of the Icelandic government. The National Library has a 185,000 volume collection.

Exports of U. S. books have grown in five years from practically nothing to at least $21,967. The conclusion of an Informational Media Guarantee Program agreement in 1954 alleviated a severe shortage of dollar credits available for U. S. book imports. Trade book sales are still limited by the price factor, combined with a 6.6% duty. There is a keen demand for general books of U. S. origin in English, but despite their preference for American editions, the British editions are, because of the lower prices, more frequently ordered. An Icelandic official of the publishing division of the Cultural Fund visiting the United States recently expressed the hope that more paper-bound reprints of high quality would be made available.

There is one U. S. Information Center in Reykjavik, with a 5,000-volume collection; and showing an attendance record of 12,000 and book circulation of 3,000 in the calendar year of 1954. Between July 1, 1950, and June 30, 1955, however, only three books were translated into Icelandic and published with USIS support.

Three libraries in Iceland were provided with 176 items (as of June 30, 1955) by the United States Book Exchange-ICA program; and books worth $3,115 were purchased by ICA in the first ten months of fiscal 1955 for use in connection with nine projects.

Italy

The Italian reader's taste for foreign literature is growing markedly, and the work of American writers and scholars both in the original and translation are more popular than those of any other country.

There are close to a thousand publishing firms in Italy, but the bulk of book production is handled by about 200. In 1954 they issued 8,514 titles, of which 1,172 were translations. There are, too, some 3,800 active booksellers, but less than 200 are considered "first class."

Italian library buildings and some important collections were badly damaged during the war, and government-supported reconstruction plans have proceeded rapidly.

Book imports from the United States are now in the vicinity of $250,000 a year. Import licenses are required, and dollar exchange is generally available. The price barrier is, however, more formidable here than elsewhere in Europe. A $5 American book retails in Italy for about 3,500 lire, which is totally out of reach for a university pro-
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fessor, for instance, who may get 40–60,000 lire a month. Indispensable scientific and technical books and paper-bound reprints have made up the bulk of American exports, although there are indications now that the demand for general trade books is growing. There is a 13% duty on books in English.

USIA has done much in Italy to stimulate and satisfy the demand for American books. Its information centers in Bologna, Florence, Genoa, Milan, Naples, Palermo, Rome, Turin, and Trieste have total book holdings of 97,272 volumes. Attendance last year totaled 1,690,771, and book circulation was high—270,063. USIA has in addition been especially active in arranging extension collections, exhibits, translations, and encouraging booksellers to display and advertise American works. Since 1950 the number of American titles published in Italian has increased by a third. Since 1952, eighty-three titles have been translated and published with USIA support.

In 1954 eighteen Italian libraries received fifty-one books on an exchange basis from the USBE and ninety as gifts.

The Chicago Daily News Rome Bureau recently reported that there are many Communist book shops in Rome, usually near neighborhood Communist headquarters which have club rooms and reading rooms. All the Communist classics as well as later writings on Communist education for children, Communist education for workers, labor unions, etc., are available in Italian at approximately half the price of the paper books in Italian on American political and economic thought. The Soviet Union, the Bureau maintains, subsidizes books in Italian with broad mass appeal at a very low price through the large Communist Party, and the books are available in neighborhoods. Americans, on the other hand, the Bureau observes, “concentrate on getting their books into the hands of the intelligentsia, students and professional classes.” The Soviet Union’s information library is operated in Communist Party headquarters, and Communist book shops and reading rooms are always open on workers’ holidays, when “ordinary” people have time to read.

Netherlands

While there are no extraordinary barriers to the availability of American books in the Netherlands, and it continues to be a satisfactory market for U.S. book exporters, the American book as such does not have status comparable to that accorded it in Scandinavia, for example. One reason is that the English language is not as popular and widely used and understood as it is in Scandinavia; another
appears to be a certain resistance to American ideas.

The Dutch book trade itself is productive, efficient, and highly organized. Some 366 publishers issue about 6,700 titles a year, of which about 10% are translations. Of 667 translations published in 1951, 403 were of British or American origin (primarily British). About 1,400 book stores serve the Netherlands' 10.5 million people.

The library system is excellent; the principal research library, and the Dutch national library, is the Koninklijke Bibliotheek in The Hague. Other major research collections are located at the Royal Academy of Science, and the universities of Leyden, Utrecht, Groningen, and the Technical University of Delft. There are 99 public libraries and reading rooms with total holdings of 3 million volumes; the government provides 70% of their support. In addition, special libraries are maintained by government departments and by such major industrial enterprises as Royal Dutch Shell and Philips Electrical Works.

Elementary, secondary, and university enrollments are high. Of 698 students enrolled in institutions of higher education abroad in 1951-52, 385 were in the United States.

Book imports from the United States, now about $150,000 a year, are subject to a 3% import sales tax unless shipped by book post or as printed matter. European sales headquarters in Amsterdam are maintained by the largest U.S. export sales agency for this area. The Netherlands was one of the first countries to sign an Informational Media Guaranty Program agreement, and the first to terminate it when dollar exchange became readily available to dealers in 1953. The United States ranks fourth among countries from which books are imported; Belgium-Luxembourg are the chief suppliers, followed by Great Britain and France.

The U.S. Information Centers in Amsterdam and the Hague, with collections of 3,731 and 9,221 volumes respectively, have relatively modest circulation and attendance records. Eleven translations of American books have been published with USIA assistance since 1952.

During the first ten months of fiscal 1955, the ICA supplied $2,342 worth of books in connection with sixteen projects and trainee visits to the United States. Two libraries are aided by ICA under its contract with the United States Book Exchange.

Intercultural Publications of the Ford Foundation arranged for the publication in 1954 of *Amerikaans Cultureel Perspectief*, a 261-page anthology of the work of Learned Hand, Joseph Wood Krutch, Randall Jarrell, Jean Stafford, Lionel Trilling, and others. The book was
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published in an edition of 700 cloth-bound copies and 2,000 paper-bound, and more than half have now been sold.

Norway

The availability of American books in Norway approximates, on a per capita basis, that in Denmark and Sweden, but is more concentrated, e.g., for institutional use, and in Oslo. English is read by most professional men, government officials, writers and editors, engineers, and technical experts.

Some thirty Norwegian publishers issue between 2,500 and 3,000 titles annually, of which 450 are translations—the majority of British or American origin. Domestic book distribution is organized and effective.

The Oslo University Library, Norway’s national library, is the chief research library in the country, with holdings of about 1,250,000 volumes. The next largest research libraries are the University of Bergen library (350,000 volumes) and the Royal Norwegian Society of Sciences in Trondheim (220,000 volumes). There are more than 1,100 public libraries, 5,240 school libraries. Fourteen central libraries are supported by the state and from six of these, bookmobiles maintain regular deliveries to smaller public libraries and directly to readers. Ship and hospital libraries also receive grants from the government. Many Norwegian librarians receive their training in the United States; a Norwegian School of Librarianship was established in 1939.

In general, American text, technical, and reference books are used only at the higher education and graduate level. Of 850 Norwegian students enrolled in institutions of higher education abroad in 1951-52, 409 were in the United States.

Import licenses and exchange permits for imports of American books are covered under an Informational Media Guaranty agreement, concluded early in the program owing to a severe shortage of dollars in the post-World War II period, but are now also readily available to importers.

U. S. book exports to Norway in 1954 reported by the U. S. Department of Commerce were $88,174, but a more accurate estimate, based on Norwegian import figures, would be $200,000. In fiscal 1955, only $6,000 in guaranty contracts for books were issued, indicating that book imports from the United States are now virtually unrestricted. Norwegian book imports from the United States are exceeded only by those from Denmark; Sweden is in third place and the United Kingdom in fourth.
The U.S. Information Center in Oslo has holdings of 8,457, and in 1954 showed an attendance record of 20,258 and book circulation figures of 20,213. Since 1950, four books have been translated and published in Norwegian with USIA assistance, all but one, of an overt anti-Communist nature.

In fiscal 1955, the ICA purchased books valued at $60,570 for use in connection with seven technical assistance projects and for trainees visiting the U. S., the largest sum spent by ICA for European book-use projects. The USBE provided 1,022 items to four libraries aided by ICA in its exchange program.

Portugal

Portugal is perhaps the European country best insulated against the circulation of works of American origin in English and translation. Its illiteracy rate is the highest in Europe. There are about 130 publishers in Lisbon and Oporto, the chief book trade centers, but only about half of them devote as much as 50% of their resources to book, as compared to periodical, publishing, and less than 2,000 titles are issued annually and distributed through some 250 retailers. Virtually no translations of works of American authorship are published, partly because of the relatively underdeveloped condition of Portuguese publishing, partly because few U. S. publishers and agents have endeavored to cultivate this market, and partly because what readership there is may often be served by imports of translations from Brazil, and in some instances, Spain.

Of eleven state libraries, the best endowed, five are in Lisbon. The most distinguished outside Lisbon is that of the University of Coimbra, with holdings of more than 600,000 volumes, and the legal depository for all Portuguese publications. The largest of the municipal libraries is in Oporto; and of the special libraries, that of the Academy of Sciences in Lisbon is especially notable.

The U. S. Information library in Lisbon has a modest collection of 5,795 books, with rather low circulation, but relatively high attendance last year of 53,318. There have been no USIA-supported translations published, and a negligible amount of ICA project procurement. The ICA-USBE contract, however, has covered some 862 items for three libraries.

In response to the need for broadening the awareness of American literature in Portugal, Intercultural Publications of the Ford Foundation supported the publication early this year of a 320-page anthology of the work of Rosamund Gilder, E. B. White, William Faulkner, Car-
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son McCullers, Robert Frost, Robert Lowell, Robinson Jeffers, Thomas Merton and others, *Perspectivas dos Estados Unidos*, of which 5,000 paper-bound copies were issued by Portugalia Editora, Lisbon. It has been well-received.

Spain

The illiteracy rate in Spain generally is relatively high for Europe, but English language literacy is surprisingly high, among professional circles, at least, judging from the popularity of British books and from the fact that until fairly recently Spanish book dealers were willing to go to extreme lengths to obtain American books whose importation was presumably illegal. Even the Spanish military establishment resorted to "black market" procurement methods. Sales now have been regularized (an IMG agreement has been concluded, but not activated) and are gradually increasing, but the price barrier continues to be formidable when one considers that an American scholarly work retailing in Spain at the equivalent of $10 would cost a Spanish professor one-third of his monthly salary.

The Spanish book trade and publishing industry have expanded substantially in the past 12 years. There are about 245 publishers in Barcelona and 192 in Madrid who issued close to 5,000 new titles in 1954. There are approximately 1,700 book stores, or about one to every 15,300 inhabitants, a low ratio in comparison with that for other countries in Europe. Virtually every aspect of Spanish publishing and bookselling, including approvals of projected translations, is subject to some measure of control by the Institute Nacional del Libro Espanol.

Spain imports approximately ten times as many books from Argentina, and twice as many from Mexico and France, as from the United States, despite a heavy duty on Spanish-language imports. At present, imports from the U.S. are probably in the $25-50,000 range, but quotas are limited except for text and technical books. Importers abide by local censorship mores, and while there is considerable freedom of critical discussion among publishers and booksellers, they avoid involvement with any printed matter that might be controversial in terms of church or state.

The library system made notable progress after 1931, paralleling response to the need for adult education, and since then a large number of school and public libraries have been established and the collections of provincial libraries, overbalanced with religious and philosophical works, have been modernized. In addition to the Biblioteca Nacional in Madrid, there are now about 450 municipal libraries func-
tioning under 20 provincial coordinating centers, 30 university, 57 normal school, 112 secondary school, and 182 vocational and other school libraries.

The U.S. Information libraries in Barcelona, Bilbao, Madrid, Seville, and Valencia together hold 35,445 books and last year were visited by more than three million persons, the second highest attendance record in Europe (Germany was first) and almost as many as visited USIS centers in the entire Near East. Casa Americana in Madrid has been extremely active in aiding provincial libraries in coordinating the municipal library system, through personal consultations and by making available library science and bibliographic materials. It is estimated that about twenty more provincial coordinating centers and 500 more libraries will complete the reorganized Spanish library system.

Since 1953, nineteen American books have been translated and published in Spain with USIA support, including a number of standard works in American literature and a few overt anti-communist works.

**Sweden**

English literacy is high in Sweden; starting at the age of eleven, most students study it for five years; and English is spoken and read with facility by virtually all university students, professional and business men, government officials, writers and editors, engineers and technical experts.

Swedish publishing and book distribution rank among the best organized in Europe; there are about seventy publishers, issuing some 3,500 titles per year, some 570 book stores, and 7,543 institutional, research, public, and specialized libraries serving Sweden's seven million people. American books in translation, especially fiction, are extremely popular; of about 600 translations published annually, 386 are of British or American origin. All major book stores in Stockholm and other cities of any size feature good selections of American trade books, except where British editions of the same titles are also available. There are about twenty-three importing booksellers regularly stocking American books. Imports of American books by Sweden have been on the order of $200,000 a year since 1950, exceeded only by imports from Denmark. Dollar exchange has been readily available, and the only customs barrier is a duty of 100 kronor per 100 kilos on heavily illustrated books and juveniles. American trade books range from five to ten kronor more in price than comparable Swedish books; this con-
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stitutes no special problem in terms of the purchasing power of the krona and the relatively prosperous Swedish economy. Swedish book importers enjoy especially close relations with U.S. publishers, and have an unusual advantage in that one of the three European export sales representatives for American publishers has established an office and display room in Stockholm for this group of ten publisher-clients.

The national library of Sweden is the Kungliga Biblioteket in Stockholm, holding some 70,000 volumes and two million pamphlets, but the largest is the Uppsala University Library, with more than one million volumes and about 500,000 foreign dissertations. The Lund University Library, also a depository, holds about 800,000 volumes and 400,000 foreign dissertations. There are also major libraries connected with the universities of Goteborg and Stockholm. Sweden's well-developed, state-aided public library system consists of more than 900 public libraries, 1,600 school libraries, and 2,500 study libraries connected with trade unions, adult education societies, religious bodies, etc. Twenty town libraries serve as central provincial libraries, and in the other four provinces are state-supported country libraries, an intermediate form between research and public libraries. The Stockholm City Library has a comprehensive English-language collection.

Of 306 Swedish students enrolled in institutions of higher education abroad in 1951-52, 223 were in the United States.

United States Information Centers are maintained in Stockholm and Goteborg, their combined holdings consisting of 11,810 volumes. Attendance and book circulation in Stockholm amounted to 42,749 and 10,170 in 1954, and in Goteborg, 31,507 and 7,121 respectively.

Cultural exchanges, both in terms of personnel, research, and publication (in a limited sense) are aided by the American-Scandinavian Foundation.

Switzerland

There are no restrictions on the importation of American books, and Switzerland continues to be an active, satisfactory commercial market. U.S. book exports now amount to about $75,000 a year. One of the three European export sales representatives for groups of American publishers maintains an office in Zurich. The English literacy rate is especially high. About 3,600 titles are published annually by 70 publishers in Switzerland, of which some 2,600 are in German. The majority of published translations are of American or British origin. France is the chief supplier of imported books. There are over 6,000
libraries, of which about 650 have more than 5,000 volumes. The total of their collections is estimated at 15 million (3 volumes per capita, roughly).

The USIS Information Center collections in Bern and Zurich have been transferred to Swiss public libraries.

**Yugoslavia**

The literacy rate in general is not high, as compared to other European countries, and the knowledge and use of English is limited even in professional and educational circles. Nevertheless, the interest in American books has been active, and owing to the IMG program, under which authors' royalties on translations, as well as export sales earnings are converted, the demand is being largely met.

The inadequacy of current export statistics is particularly notable with respect to Yugoslavia. The 1954 Department of Commerce figures show a total of $29,497, whereas the estimated IMG guaranty for books in fiscal 1955 is $154,000. The latter figure does include some authors' royalties, but not enough to account for this discrepancy. Great Britain and the United States are the chief suppliers of imported books. There is a heavy duty on books in Serbo-Croatian, none on foreign-language paper-bound books, but 40 dinars per 220 pounds on hard-bound foreign-language books.

Some 5,000 titles are published annually by eight state and 26 provincial publishers, of which about 750 are translations. Distribution is channeled through four regional wholesalers, which act as import agents under government allocations. The entire book industry is government-controlled.

There are six national (provincial) libraries, 371 institutional libraries, 270 special and about 10,200 public libraries (according to a Unesco survey).

There are USIA Information Centers in Belgrade, Novi Sad, and Zagreb, with book holdings of 20,479. Attendance at the three last year was 352,221, and book circulation 67,851, one of the highest in Europe.

Since 1953, twenty-one titles have been published in Serbo-Croatian with USIA support, most of them concerned with aspects of American culture.

The chief objective in Europe should be increasing the availability of American works in economics, history, political science, American thought and expression, biography, education, and public affairs. Since the book publishing and bookselling industries of Europe are in general productive and efficient, there is no vacuum that requires large-
scale efforts by the United States to satisfy needs for all kinds of books. The requirements of libraries and institutions of higher education and research for technical, medical and reference works are being met either by domestic publishing industries or by imports through normal commercial channels. Since English is only rarely the language of instruction, textbooks of American origin are not required except as reference works. Contemporary American fiction is reflected on European publishers' lists, but mysteries account for a large percentage of this representation.

Americans need not endeavor to reach a mass audience with a large quantity of American books generally, but to insure that works of significant non-fiction and serious fiction are made easily available, in inexpensive editions, to European intellectuals, scholars, government officials, editors and writers, in an effort not only to counteract deliberate misrepresentation and misinterpretation of the United States, but to provide an antidote for the kind of anti-Americanism which flourishes subjectively. All too often Western European publishers and critics dramatize the charge that American culture, if it exists at all, is immature, derivative, sensational, materialistic, or mechanical. This view is largely based on the American works they select for translation or for importation.

In Europe, to a greater degree than in any other major area of the world, United States publishers can assume the primary responsibility for increasing the sales of the kinds of books that are needed, through normal trade channels, with the least amount of direct or indirect government assistance. As dollar credits become more freely available, American publishers can afford, by utilizing existing channels of export and rights sales, to invest more in sales promotion for virtually all of their books, with special emphasis on serious non-fiction. More review copies could be sent to literary and scholarly periodicals and those newspapers with important book review sections, not in the expectation of securing review space as such, but reaching the reviewers themselves and stimulating articles on various aspects of American literature and scholarship. Participation in book exhibits could be expanded, including displays in connection with meetings of learned societies and professional associations as well as in book trade fairs. These measures should be applied to the export promotion of American trade books generally, and would from a long-range standpoint, result in increased sales.

The price barrier to hard-bound trade books will, of course, remain, and publishers cannot absorb a price reduction of about one-third to
compete with British and European publishers who have the benefit of lower production costs. The chief answer is increasing the availability of inexpensive paper-bound books of high quality. The new series of paper-bound reprints in the 65 cent to $2 range are especially suitable, and they should be vigorously promoted. To narrow the time gap between publication of the original and paper reprint editions in all price ranges, arrangements could be made for the production of the latter for sale overseas prior to domestic distribution.

In response to annual increases in overseas copy-sales, on a worldwide basis, it might ultimately be commercially feasible to produce paper-bound original works in extra printings for export (and for domestic consumption when practicable). In the initial stages of the development of such a plan, and while acceptance abroad was being tested and conditioned, the publishers of a substantial number, if not all, of these titles should be guaranteed against loss, within reasonable limits, under an expansion and liberalization of the USIA's existing Export Edition program. Titles published in this way should not, however, be identified abroad as having received government approval and support. Publishers and literary agents should also endeavor to stimulate the translation and publication in Europe of more serious works of fiction and non-fiction.

In addition to temporary support for an expanded Export Edition scheme, the U.S. Government should:

(1) lower the overseas book post rate by the permitted 50%, thus enabling an immediate reduction of between 5% and 10% in the cost of American books to European consumers; (2) maintain current USIA book operations at least at the present level, continuing the gradual turn-over of information centers to the library systems of Germany and Austria, enlarging information center holdings and services in France and Greece; (3) expand the book exhibit program, both under USIA and the President's special fund for trade fairs and cultural activities, geared to sales-promotion ends; (4) support the publication and distribution of a reorganized U.S. Quarterly Book Review, maintain present USIA assistance in the distribution to institutional consumers of the seasonal announcement numbers of Publishers' Weekly and the major bibliographic tools, and set up a temporary program aiding U.S. publishers to supply review copies to important media newspapers and periodicals; (5) arrange for Department of State Education Exchange grants to bring to the United States publishers, librarians, and book review editors from Belgium, the Netherlands, France, Italy, and

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Greece; (6) insure currency convertibility where essential (as in Iceland) through a modified IMG program; (7) expand ICA book procurement for mutual aid, technical assistance, and trainee programs.

The major foundations could aid in the support of the United States Book Exchange to permit expansion of its gift and exchange program to the libraries abroad that are being reconstituted and do not have sufficient resources to obtain replacement items or current materials; support programs designed to reduce illiteracy generally and encourage English-language instruction programs; make a point of including in their educational exchange programs American and European authors, critics, students, and instructors in American letters; aid American scholarly, educational, and professional associations in making presentations of books in their respective fields and disciplines to their counterpart associations in Europe, and extending honorary memberships to individuals abroad.

Support by foundations, student and civic groups should also be secured for the CARE American Bookshelf Program, reaching university and secondary students with representative collections of paperbound books.

Although this report is concerned primarily with the distribution of American books in Western Europe, it should be noted that imports of American books by Eastern European countries and Russia are significantly increasing. The trend is toward greater direct importation by official agencies and dealers from United States publishers and their export sales representatives, as compared to indirect procurement through dealers in Western Europe. Dollar payments, both by official agencies and dealers, are in general prompt, since in the main book importers are state monopolies. While the emphasis is on scientific and technical books (some of which one or two publishers refuse to ship, even though they may be exported freely as far as the United States government is concerned), our export sales representatives report a growing demand, by official agencies and institutions, for more general materials. American books have been exhibited at recent Leipzig book fairs, and one of the export representatives has completed a selling trip to Moscow.
American Books in South Asia

WILLIAM RUTTER

In speaking of the countries of the subcontinent of Asia—India, Pakistan, and Ceylon—they are often referred to as "underdeveloped." This is an unfortunate term if it is understood to apply to anything except economic underdevelopment. The need for books in India, Pakistan, and Ceylon does reflect the need in these countries to deepen and broaden their educational facilities and their need to be informed about Western culture and technics; however, this need does not imply a primitive culture in these countries.

The greatest cultural need of the peoples of the subcontinent is that of self-identification. The slogan, "Asia for the Asians," may only have a demagogic meaning for the leaders of these countries; however, the Communists and anti-Western leaders have found it useful. Basically, of course, it is a meaningless term, but it does not seem meaningless to foreign business men who face nationalization or exorbitant taxation. But this cultural need for identification is more complex than nationalism. There is an underlying distrust, perhaps resentment, not only of the West, but of neighboring cultures: between Sinhalese and Tamil, between Hindi and Bengali, between Marathi and Gujarati, between Pushtu and Urdu and between Urdu and East Bengali. Some of this distrust is traditional and will take generations of working together, of mobility of individuals within nations, to lessen. Some of this is religious, and this may never die. And some is simply lack of information and understanding. Books can help in providing the latter.

Translations programs are needed within these countries, not only to translate English language books into national languages, but to translate regional language into regional language, so that there can be communication within the nations as well as between the nations; but the need for translation of American books into the languages of these countries, nor the necessity of making the English-language books themselves accessible to English-language readers in these countries should not be underestimated.

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Part of India's heritage from Britain's long rule is the English language. The British imposed the use of the English language as the government language, and this meant that all those nationals who wished to enter government work, teaching, or have social relations with the rulers had to know English. Whether or not this imposition of a foreign language was an asset to the national aspirations of this area, English still exists in all three countries as the government language and the language of the upper economic and social strata. India has a Constitutional provision that the official language of the nation will be Hindi within fifteen years (1965) of the adoption of the Constitution; Pakistan indicates that in twenty years Urdu and Bengali will be the official languages (it does not yet have a Constitution in which this is established); and Ceylon is slowly changing to Tamil and Sinhalese as official languages, but the exact time of final transfer of languages is indefinite.

Because of the mass of records and judicial decisions in English within these countries, English will continue as an essential second language for generations, and although the literacy in English will probably decline, it will not disappear within the next fifty years.

The necessity of English-language books will continue, and the majority of these will have to be imported, for the indigenous publishing industry itself will tend more and more to publish in the national and regional languages. In India, it is likely that Hindi and English will continue side by side as the medium of communication between the scholars, intellectuals, and government servants of the various language areas. This is also even more probable in the state of Pakistan; and as long as Ceylon is a dominion with its close ties to England, she will find English an essential second language.

Accurate information is not available on the reading and writing ability in English. Because of the position of English in government use, all government officials can use English fluently, and in the postal service the ability to read and write English extends down through the lowest grade of clerks. Newspaper editors and reporters of English language newspapers must read and write English, and the editors of the regional language papers have a good grasp of the English language. Most, but not all, reporters for regional newspapers have a working understanding of the language and can speak and read it, even though they may not write it well. Professional men, engineers, technicians, and all university graduates have a fair ability in speaking, reading, and writing English.

A conservative estimate of those able to read and write English in
India is three millions, in Pakistan three-fourths million, and in Ceylon one-fourth million. Against this conservative estimate can be placed the fact that in 1950 at least 896,767 copies of each issue of English-language newspapers both daily and weekly, and English-language magazines were circulated, and in Ceylon about 70,000 copies. Roughly calculating at least six readers to a copy, including family members and neighbors, this would indicate a possible English-language literacy in India of five millions and in Ceylon of 400,000. Government officials in these countries make rough estimates of one per cent English literacy (using reading, writing, and speaking as standards of literacy).

Although the governments in this area recognize the need to know with some exactitude the literacy of their countries, they have only recently been able to start gathering data. No final statistics have been published; however, over-all literacy has been stated—with various results in different announcements.

The United Nations report indicates that except for the Philippines, Ceylon has the highest literacy rate in the Far East. More than two-thirds of the people are Sinhalese, 20% are Tamils, 6% are Moors (mostly Moslem), and the remainder are Europeans, Malays, and other stock. Fifty-eight per cent of the population over five (the compulsory year of entry into school is six) read and write Sinhalese, English, or Tamil.

India has estimated for the UN that it has a literacy of 20% for ages ten and over; although other estimates have been 10 and 15%, this estimate may be for all ages. With eleven major languages and more than 200 dialects, the task of Indian statisticians is tremendous. The percentage of literacy in all India is also not significant unless it is realized that the literacy varies markedly by regions; Travancore-Cochin and Mysore have over 50% literacy, while some of the tribal areas have less than 2% literacy. Hindi, itself, in Hindi-speaking areas is not read and written by as large a percentage as Tamil or Telegu are in their areas.

Pakistan reports that it has 14% literacy, including all ages. East Pakistan has 16.9% literacy, while the North-West Frontier Province falls to 1.3%. Literacy among women in both India and Pakistan is probably about half the national percentages or less.

Ceylon and Pakistan have ratified a Unesco-sponsored pact abolishing duties on books, newspapers, works of art, scientific equipment, and other informational materials. India has not had an import duty or tariff on books since independence.

India's balance of trade with the dollar area has fluctuated; however, it has maintained an Open General License on books over the
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past years—even during periods of unfavorable dollar trade balance—and there is every expectation this will continue.

Of the three countries, Ceylon has had the most favorable dollar trade balances which have depended on its exports of rubber, tea, and coconut. Up to 1952 her dollar exports averaged more than twice the value of her dollar imports. However, where in 1949 the United States imported 44.3% of Ceylon's rubber, the United Kingdom 18.5%, and China 1.5%, in 1953 China imported 60.4%, the United Kingdom 13.9%, and the United States 8.4%. This shift will undoubtedly have considerable effect on her dollar imports; however, it is expected that books will remain on Open General License.

Pakistan has never had a favorable dollar trade balance, and although its early sterling reserves were strong, these are not high today. For the past year, licenses have been issued on a world-wide basis, that is, books from any country can be imported on one license to the extent of the quota allotted by that license. It is not likely that books will be placed on an Open General License in the near future.

There are no purchase taxes on books in this area. On August 1, 1955, the Pakistan rupee was devaluated (Pakistan declined to devalue its rupee when the pound sterling, the Indian rupee, and Ceylon rupee devaluated) to a par with the Indian and Ceylon rupees. All three currencies approximate $.2090 a rupee.

Paper-bound book prices are converted in all three countries at the rate of Rs.6 to the dollar, and hard-covered books are converted at the rate of Rs.5 to the dollar. Shilling prices in Ceylon are converted at 70, 75, or 80 cents (100 cents to the rupee) varying with the rate of discount given by the English publisher. In Pakistan and India the conversion of shilling prices is Annas 12 (16 annas to a rupee) to the shilling, or at approximately the same rate.

Local purchasing power is difficult to estimate, for statistics are not available which separate the purchasing power of English-language readers from others. The income of the agricultural workers (about 70 to 80% of the entire populations) is, of course, negligible and few of these have money to spend on the cheapest of national or regional language books even if they could read them. Many English-language readers are students and teachers with incomes of less than Rs.85 a month ($17.85), and even the senior officers of the governments, editors, and professional workers consider Rs.1,000 a month an excellent salary and many do not make more than Rs.500 maximum. This purchasing level must be measured against the need of these countries to import many of their consumer goods. The mixture of goods im-
ported and goods available from indigenous manufacturers means that the cost of living in these countries is not sufficiently lower to increase the purchasing level and the standard of living to a comparable level with European countries.

It is fairly evident that only inexpensive paper-bound books have a chance for wide bookstore sales, and perhaps 70% of hard-cover book sales are to libraries and schools.

In brief, a five dollar American book would cost twenty-five rupees, and for a teacher this would be nearly as much as his rent or food for a month.

Pakistan's ban on the Communist Party in 1954 also implied a ban on Moscow and Peking books and the books of the People's Publishing House. Aside from this ban, there is no official censorship imposed on books in any of these countries from the national governments with the exception of the usual bans on importing obscene literature. There have been, and there continue to be, local police action sporadically against American paper-bound books. This action is similar to that taken by the Detroit police and is based on the art-covers of paper-bound books. In Calcutta the police raided newsstands' bookstalls—but not bookstores—and removed books mentioning sex in their titles or with covers which appeared lewd to the police inspectors leading the raids. Newspapers have occasionally agitated against American paper-bound books, and Blitz (a Communist-front paper) has frequently published articles against these books.

Pakistan has ratified the Universal Copyright Convention, and Ceylon, though it has not announced its position on copyright, apparently continues under the British proclamations of 1891, 1910, 1915, 1920, 1944, and 1955. Therefore, American copyrighted books are protected in these countries. India and the United States have reciprocal copyright relations, and India has confirmed that United States works have been protected ever since its independence. However, the custom of the book trade in giving "Empire rights" to English publishers when British editions are contracted has meant that many inexpensive editions of American books cannot be sold in these countries. This is a private licensing arrangement and is not imposed by the governments of the three countries.

With a few exceptions, the Indian, Pakistan, and Ceylon bookseller is also a publisher and wholesaler. The notable exceptions are the branches of Macmillan (London), Oxford University Press, and Longmans (Orient), which are primarily publishers and stockists, which supply the trade but are not booksellers themselves. Jaico, India Book
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House, and Rupa and Company are the notable Indian-owned firms which act as wholesalers only. Otherwise, the bookseller wholesales or trades books with other booksellers and supplies the many bookstalls, which are little more than wooden open-ended boxes along the town and city streets. Seasonal lists, travelers, and intensive distribution with the trade outlets are almost unknown. This system results in the major bookstores stocking almost entirely American and English books and only incidentally locally published ones. The few bookstalls and bookstores which specialize in regional-language books must solicit the publisher for the pleasure of selling the publisher’s books.

This is the broad outline of the book trade, and it indicates that it is not well-organized. However, many of the booksellers are alert and intelligent men, and the picture is not as depressing as this brief outline might indicate.

Higginbothams, in Madras, under English management established a system of bookstalls in the Southern Railway system that was one of the best distribution systems in Southern India before Partition. Wheeler, Ltd., did the same in northern India. After independence the Higginbotham and Wheeler operations deteriorated when the English management left; however, with seven years experience, the Indian management has begun to rebuild these systems, and to include in their stocks Indian language books and periodicals. In Ceylon, MacCallum Book Depot, and in Pakistan, Ferozzens, also control railroad stalls. Ferozzens, managed by A. Waheed, has always been well-managed and it does a good job in supplying its railroad bookstalls with the materials available. Jaico and India Book House are striving to set up distribution methods comparable to those of paper-bound book houses in America; however, they must still use the traditional bookstore outlets and have had little success in placing books in non-bookstore outlets.

Since 1947 publishers have been negligent about depositing their publications with any central depository, although India now requires the depositing of copies in regional offices, the Parliamentary library in New Delhi, and the National Library in Calcutta. Books published in Ceylon are supposed to be deposited with copyright libraries in England and the central library in Ceylon; however, publishing in Ceylon has been of such minor importance that neither the Ministry of Education nor the publishers have made any strong efforts to keep bibliographical records of local publishing.

There are trade associations in the major cities, and in India there is the national Federation of Publishers and Booksellers Associations,
founded in 1953. This trade federation is patterned more upon the British model than upon the American, for it aims at regulation of trade discounts, price maintenance, and other activities not allowed by the laws of the United States. Sadanand G. Bhatkal, the youthful and able manager of the Popular Book Depot in Bombay, has changed his *Book Traders Bulletin*, originally a house organ, into *The Indian Publisher and Bookseller*, the Indian equivalent of *Publisher's Weekly*, and it is a useful periodical for reaching the English-language and Hindi Indian book trade. The federation plans on maintaining credit data, records of publishing, and to negotiate with the government of India on postage rates, import and export policies, and other book affairs.

In Pakistan the strong publishers and booksellers associations are both in Lahore: the Punjab Publishers Association, sponsored by Hameedud Din of the University Books Agency, and the Pakistan Publishers and Booksellers Association, dominated by A. Waheed of Ferozzens. There is some competition between the two.

Elementary and secondary textbook publishing in many provinces and states of all three countries is being nationalized (in Ceylon this is true of the whole island). Publishers are disputing this trend, but it appears fairly certain that the governments will continue this policy. At the present time these textbooks are generally substandard. A Pakistan contract with Silver Burdett Company which has helped to raise these standards is discussed later in this paper. There are no book clubs of importance in any of these countries.

At the time of discussing the Universal Copyright Conventions, the Ministries of Education emphasized the need for a liberal statement on translation rights. They endorsed heartily the provision requiring the publisher to provide for translation within seven years or forfeit his right to limit licensing of a translation.

Although this provision has no immediate effect on translating in these countries, the ministries felt that in the future this will be of unusual value because it will enable their countries to have translations within a reasonable time. However, the publishers themselves have indicated little interest in translations, possibly because the regional language publishers have rarely hesitated to make a translation with or without permission. Also, few books, aside from those encouraged by outside agencies, have been published in the regional languages which were not originally written in those languages. There is, incidentally, a remarkable small body of law and precedent in these countries dealing with copyright evasions.
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Nevertheless, the governments are likely correct in estimating that in the future translation rights will be more important, and the seven year protection clause will be important to the American publisher. These countries are technically capable of producing excellent books. Paper shortages do exist in both Ceylon and Pakistan and to a lesser extent in India; however, ordinary editions are so small that it is not difficult to acquire enough paper for books. Good paper is not readily available, but paper mills have been founded in all three countries and they may eventually supply the needs of book publishers without trouble. Craftsmanship is low, unions are weak and do little toward apprentice training, and pride in workmanship is lacking. Some publishers own their own printing plants, but the majority, as in this country, contract for their printing.

Lanston Monotype, Linotype & Machinery Ltd., and other English printing machinery companies supply nearly all the composing machines, presses, and equipment. Binding is done almost completely by hand and is of an inferior nature. Mergenthaler Linotype Co., Brooklyn, retains W. Norman Brown, director of the South Asia Regional Studies of the University of Pennsylvania as a consultant, and this firm is continuing its thirty years of developing typographic materials for South Asian countries. Linotype has matrices for the Devanagari script, which can be used for Hindi, Marathi, and Gujarati, and the refinements on the Hindi matrices are being made in cooperation with Devadas Gandhi, editor of the New Delhi Hindustan Times. The Urdu face is available and in use on some newspapers in Pakistan and India; however, calligraphy on treated paper for lithoprinting processes is preferred on books because of the unfamiliarity of most readers with the machine type script. In India, also, Bengali and Tamil are available for composing machines, and in Ceylon Sinhalese and Tamil are both in daily use on newspapers. Pushtu faces are available but in limited use.

Consideration has been given from time to time of the possibility of Romanizing the scripts of India. This possibility is a remote one and every effort should be made to continue experiments in typographic design of the languages of the subcontinent.

Publishers-booksellers have considerable variation in their discounting policies. On books published in the countries, a discount of 15% to 20% is allowed. On a few books of a general interest 25% is sometimes allowed. American publishers allow 40% on general books and 20 to 25% on textbooks in these countries, and the purchaser must pay postage. British publishers allow 33% and 40% on general books,
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25% on texts, and occasionally 50% on fiction to booksellers in these countries.

There is no organized public library system in Ceylon, Pakistan, or India in the sense there is in American or English cities. There are a number of subscription libraries (a life membership in the Punjab Public Library, one of the oldest and largest in Asia, is Rs.75—approximately $15), and the reading rooms of these are open to the general public; however, the librarians have not been trained in the value of circulating books, and they often consider themselves custodians of the books rather than sponsors of circulation. The librarians are not to be blamed entirely for this concept, for in many instances they are held personally, and financially, responsible for the books in their care.

An exception is the Delhi Public Library, which has been established by the government of India and Unesco as a kind of test library to ascertain the problems of public libraries in India and to experiment with some possible solutions for the problems.

Pakistan is attempting to create a public library system that will provide at least 500 public libraries by the end of 1957. However, one serious obstacle is that there are not enough trained librarians to ensure either this expansion or the continuation of an effective system after it has been expanded.

When public library systems are established, a good part of the books for these libraries may be in English. For example, the Delhi Public Library has a majority of its books in English, and even half the children's library is made up of English-language children's books, principally because of the lack of adequate and well-illustrated children's books in Hindi.

Because the major teaching in the universities of India, Pakistan, and Ceylon is in English, the university and college libraries are generally stocked with English-language books. The University of Ceylon, for example, at both Colombo and Peradeniya, teaches in English, and it only has a small library of Tamil and Sinhalese books. The Ceylon Technical College and the Ceylon Law College are in a similar situation.

An American, Don Dickinson, went to Lahore in 1915 at the request of the Punjab University and he reorganized the university's library at that time. As a result of his work, the library has expanded fairly systematically, and today it is one of the major university libraries of South Asia. There is now an annual budget of Rs.100,000 ($21,000) to maintain this library and for acquisitions. Dacca University Library is the only research and reference library in East Pakistan. The other
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three university libraries in Pakistan have been founded since Partition: Sind University Library, Peshawar University Library, and Karachi University Library.

There are thirty-two universities in India, and each has some kind of a library, most of them being quite good although all requiring expansion of holdings and facilities. The government of India suggested that the India Wheat Loan interest be used to rehabilitate these holdings, and this recommendation is being followed.

There are national and parliamentary libraries in all three countries. The National Library of India, perhaps the most outstanding in the subcontinent, is in Calcutta and was originally the Imperial Library. The National Library of Pakistan is in a temporary and inadequate building in Karachi, although plans exist for a new building. The Pakistan library has holdings of 20,000 volumes and manuscripts, and the Indian National Library has approximately half a million volumes.

Research libraries are maintained in Ceylon at the Tea Research Institute, the Rubber Research Institute, and the Coconut Research Institute. The Department of Industries also has a small technical library for the use of the Industrial Research Laboratory in Colombo and the Rubber Service Laboratory in Kalutara, but the other governmental departmental libraries are limited to the use of the departments themselves. The books are almost all English-language books.

The Indian Institute of Science (originally Tata Institute) has at Bangalore an excellent collection. Each of the new national laboratories has a research library included in its planning at the insistence of Prime Minister Nehru.

Nearly all existing libraries have large English-language holdings.

In Ceylon the free public school system extends through the university, and the only fees that schools may charge are those for dental treatment and for physical education facilities. All children between the ages of six and fourteen must attend school; however, as in Pakistan and India, where compulsory education is also in the law, not all school-age children attend school.

The Ceylon schools require that the mother tongue of the child be the medium of instruction, that is, either Sinhalese, Tamil, or English, and from the third standard upwards, English must be taught as a second language, or, if English is the mother-tongue, Sinhalese or Tamil must be taught as the second language. In practice this means that English will be the second language, for over 86% of the population are either Tamils or Sinhalese.

Unfortunately, although more than four-fifths of the children who
attend schools attend the Tamil or Sinhalese schools, the best schools are those few which use English as a teaching medium. The government is putting considerable pressure on these schools to change from English as the primary teaching language.

If the language teaching in the primary and secondary schools is sound, there will be English readers in Ceylon for the future. If not, English may eventually cease to be an important medium. The need in Ceylon, as in other countries, is for adequate language teachers and elementary language books in English.

Lord Birdwood, former Commander-in-Chief, Indian Army, has said of the education in pre-Partition India: "We planned education in India, but we planned it late; and in the meanwhile the gap between some of the finest brains in the world and aboriginal illiteracy widened." In view of this, there is a possibility that the reaction against the system of higher education initiated by the British, a system that tended to isolate a class of Indians from their own people, could go to the extreme of emphasizing elementary and secondary education to the detriment of higher education. Actually, since Partition four new universities have been opened in India and three new ones in Pakistan. In Pakistan all universities use English as a medium of instruction, and in India 28 of the universities use English and four use regional languages, but the latter use English in graduate studies. New emphasis, however, is being placed on the use of national and regional languages throughout the college level as well as the lower forms.

In the expansion of the lower grades, the regional language will be the medium of instruction, and Urdu or Bengali (in Pakistan) and Hindi (in India) will be the secondary language. Where Hindi is the regional language, the student must learn a language of another region. From about the sixth form upwards in both Pakistan and India, English will be taught. It is apparent, however, that with the exception of Ceylon, English-language texts at the elementary levels will not be required except in a few schools. The colleges and graduate schools will need English-language texts for some years.

The governments of these countries recognize the need to reorganize the education from the primary grades through the colleges to relate this education more closely with their own lands. Although at this moment there are men and women being graduated from the colleges more aware of English literature than of the literature of their own peoples, a change is under way.

The Department of Commerce approximate figures, showing actual
shipments of over $500 and estimated shipments of less than $500 but over $100, do not include shipments through the posts. A comparison of the Department's figures with those of the Ministry of Commerce of India indicates that the Department's figures show about 60% of actual export of American books to these countries. Using this as an approximate guide, the following is an estimate of the import of American books into Pakistan, India, and Ceylon:

India (1954) $792,300
Ceylon (1954) $ 46,600
Pakistan (1954) $179,500

Of the India import, approximately 30% was in texts; of Ceylon's imports, approximately 10% was in texts; and of Pakistan's imports, approximately 70% was in texts. Of the total Indian imports, approximately 20% was in paper-bound books.

The figures of the Department of Commercial Intelligence and Statistics, Ministry of Commerce and Industry, India, show that imports from the United States over the past three years have had some fluctuation. In fiscal year 1952-53, the United States sent into India 18% more than she did in either 1953-54 or 1954-55. The statistics of the United State Department of Commerce figures show that, of those exports it retains records on, 1954 exports to Pakistan were almost twice those of the previous year, and Ceylon's imports have been stable for the past three years.

The Informational Media Guarantee program has now been negotiated with Pakistan, and this should mean a considerable increase in the volume of business with Pakistan over the next years. The negotiations were completed in the first part of 1954; however, the pact did not take effect until this year and so statistics are not available to show the present increase. United States Information Agency shows $215,000 guaranty for books in Pakistan.

Henry M. Snyder & Company represents a large majority of American book publishers in this area. Snyder solicits and accepts orders for books, receives payments and maintains credit information, and the publisher does the shipping of the book orders.

The Indian branch of Oxford University Press, together with Snyder, represents a majority of American university presses in this area. Oxford does import some stocks of books, and the orders it receives for American books are shipped to it for reshipment to the purchaser or directly to the purchaser.

Jaico and India Book House in Bombay are the wholesalers and
WILLIAM BUTTER

distributors for Pocket Books, New American Library (Signets, Signet Keys, and Mentors), Dell, Bantam, Popular Library, Pyramid, Avon, Ace, and Lion. Jaico distributes also in Pakistan and Ceylon, and India Book House is exploring possibilities of distributing in Pakistan, especially since the devaluation of the Pakistani rupee. K. V. G. de Silva distributes for New American Library, World Book Encyclopedia, and Golden Books in Ceylon. Booksellers in Pakistan are reluctant to deal with Indian houses; however, it is doubtful if the Pakistan government will forbid the import of American books from an Indian agent—it is more likely that the Indian government may disapprove extensive re-export of books purchased from its dollar funds.

McGraw-Hill does not have a stockist in this area, but has representatives. Macmillan has been exploring the possibility of opening a branch office in India since its separation from Macmillan (London), and has sent two representatives abroad to explore this market. Asia Publishing House, owned by Peter Jayasinghe, is a distribution center for several American publishers. Silver Burdett has had some publishing experience in Pakistan in cooperation with the government of Pakistan. A few other minor representations are made through booksellers in the subcontinent, but there are none with unusual aspects.

In most instances, the foreign bookseller does not have an opportunity to examine the American book before purchasing it, and he does not have the privilege of returning it unless there is a distribution center in the country. The disadvantages of this method are obvious and are recognized by most publishers.

It is frequently customary among both domestic and foreign sellers of books in this area to consign a shipment care of a bank which charges a small fee for receiving it. Delivery is not made to the retailer until payment has been received.

Through commercial channels the only other exporter of books of any significant volume to India, Pakistan, and Ceylon is the United Kingdom. The only countries beside the United States and United Kingdom which publish books in English for use in the subcontinent are Russia and the People's Republic of China, and these books do not—according to available records—enter these three countries in large quantities through normal import methods.

Books supplied from the Foreign Languages Publishing House, Moscow, and the Peking Publishing House are usually in English, although the Foreign Languages Publishing House has the equipment for publishing in most of the languages of the subcontinent and occasionally may. TASS also publishes Soviet Land, a fortnightly, in English, Ben-
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gali, Hindi, and Telegu. Peking's most widely distributed periodical seems to be a magazine on China.

These books are shipped (without charge) into India and Ceylon to the People's Publishing House which redistributes them at low prices. The money earned by these sales goes for the support of Communist Party activities.

There was a People's Publishing House in Pakistan to July, 1954, when the outlawing of the Communist Party forced it to cease its activities.

In Ceylon the Communist Party has Tamil and Sinhalese weekly papers and an English-language monthly, Forward. Occasionally Soviet books are advertised.

The People's Book House in Bombay, India, has the following branches: National Book Agency Ltd., Calcutta; Current Book Distributors, Calcutta; New Century Book House, Madras; Hindustan Book Mart, Bengalore; Delhi Book Center, New Delhi; People's Book House, Bankipur (Patna); People's Book House, Poona.

Of the government agencies with programs in this area, USIA programs are most concerned with the use of American books: a book translation program, overseas libraries, and a presentation program.

The translation program abroad depends upon the existence of competent publishers and an adequate system of distribution. Although there are adequate systems of distribution in the subcontinent for reaching many English-language readers, it may be questioned whether or not there is an adequate system to reach literates in regional languages. Also, what distribution system does exist, works best in areas of greater literacy: for example, in south India, translations into the Dravidian languages (Tamil, Telegu, Kannada, and Malayalam) may be well distributed because of the greater literacy and the demand for reading materials, while in north India a translation program may be less effective. Bengal represents a special situation: the literate Bengali is intellectual and literary but seems to prefer only Bengali writing for translations from English or Indian languages are rarely sold in large numbers. Books written in Bengali, however are often printed in editions of 5,000 or 10,000. This is true not only of India but of Pakistan and Ceylon, where urban-rural distribution and differences in language literacy determine the effectiveness of a translation program to the same degree.

In Pakistan the book translation program has not been as active as USIA would like it to be because its publication officer was one of those lost in the economy movement—that is, the last economy move-
ment. Because of the personal contact required with local publishers, the program depends on the existence in the field of personnel to see the program through. The selection of the books to be translated is done largely in Washington. Although field personnel are encouraged to make recommendations and suggestions, in practice there may not be close coordination, and many books may be selected which lack significance to the potential audience. The local publisher is supposed to use some editorial judgment; however, in the less sophisticated publishing world of the subcontinent, this judgment is not always used, or the publisher is willing to publish for the sake of additional volume in his business as long as he is protected from loss.

Though it is easy to be critical of any list of books, the author believes the books translated in this area fulfill the requirements of USIA in describing "the fabric and pattern of life and thought, in the United States." The lack of controversial books is obvious, but this lack is not the fault of USIA; it is the expected result of any official information program. If a book translated by Agency funds were ever used by the Communists to ridicule American life, the life of the administrator of that program would be an unhappy one for a time.

Controversial books are needed, for the intellectual in the subcontinent is fully as curious, fully as capable, and fully as thoughtful as his colleague in the United States. And the translation program of the Agency has a tendency to appeal to the mediocre mind rather than to the intellectual, and that leaves the intellectual without satisfying materials in his own language. Foundations and private organizations must supply this material to complement the Agency's program.

During the current fiscal year the agency proposes to allocate $159,000 to the book-translation program in India, Burma, Pakistan, and Ceylon. A large percentage of this amount will be used to subvent the publishers in those countries and the remainder probably will be used for payments to American publishers for translation rights. The Agency has obvious difficulties in getting English-language rights for English-language editions in those countries. Because of the English-language editions in these countries, the Agency has devised a program of guaranteeing American publishers against loss on special paper-bound editions of selected books which are sold through commercial channels at a price of $1.50 or less.

In Ceylon the Agency has only one United States Information Service library. It is located at Colombo and has about 8,000 books. Last year it had an attendance of 85,000, and circulated 27,000 books.

India has USIS libraries in Bangalore, Bombay, Calcutta, Hyder-
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bad, Lucknow, Madras, New Delhi, and Trivandrum. The total number of books in India is 50,862, with a total attendance of 978,642; 273,625 books circulated, and 41,266 questions were handled.

Pakistan has USIS libraries in Dacca, Karachi, and Lahore; the Dacca library was the most active.

The Agency has a book presentation program for which it allotted $128,602 for 1954-55 for India, Burma, Ceylon, and Pakistan. This provided approximately 30,000 books. The current fiscal year has an allocation of $151,500, which will provide approximately 40,000 books. The Agency attempts to devote about 20% of the allocations to periodicals and the remainder to books. In this presentation program is the "expendable library" program, which gives sets of approximately 100 paper-bound books to be used as small libraries for reading rooms, libraries, and organizations.

Under this program librarians and publishers are brought to this country from the Near East, South Asia, and Africa for university study, post-doctoral research, observation and consultation, and practical experience and teaching.

In 1951 the United States loaned India $190,000,000 to purchase wheat in this country. Under the provisions established by Congress, the interest on the loan is to be used for the benefit of India and for the purchase of books and equipment of a scientific, technical, and scholarly nature. It also provides for the exchange of persons. In the first year of the program approximately $221,000 was available for books, and the government of India wished this amount to be allocated for the rehabilitation of libraries. Thirty-one institutions participated in the allotment. CARE was selected as the agency for the purchase of the books from American publishers and for their shipment. CARE's progress report as of June 17, 1955, is available from CARE's New York office; however, the significance of the use of CARE as the agent is that the Indian booksellers protested the direct purchase from American publishers of books they might have in stock or could obtain readily. This protest was received sympathetically by the American Book Publishers Council, but no satisfactory arrangements have been developed as yet for the purchase of books through the Indian booksellers.

This program is administered through USIA. In the area, only Pakistan has contracted for the Informational Media Guarantee program. Under this program the Pakistan publisher can remit in rupees for books imported from America, and the publisher under his IMG contract with USIA is able to exchange the rupees for dollars. The United
States government returns the rupees to its Pakistan rupee bank account and can use these for any non-housekeeping expenditures agreed upon in the pact between the government of Pakistan and the United States government.

The restrictions placed upon the use of IMG are in general summed up in the phrase that the informational media exported under IMG shall be "consistent with the national interest of the United States." USIA has the responsibility for reviewing the materials.

There is an annual legal limit of guarantees issued of ten million dollars, world-wide, and in 1955 fiscal year $7,507,506 was the total guaranty issued. Of this $324,477 was issued for Pakistan, and it is estimated that approximately $215,000 was for books (the term "informational media" includes books, periodicals, motion pictures, music scores, musical recordings, news services, film strips, publication rights, maps and globes, and any other generally used means of conveying information).

Whether or not this program is called TCA, FOA, or ICA, it is still known abroad as Point Four. This program is primarily concerned with economic development; however, in the first ten months of fiscal 1955 it purchased for its overseas projects (and for trainees coming to the United States) the following amounts in books: India, $181,227; Pakistan, $530. It has eleven projects in India and four in Pakistan.

In India the International Cooperative Administration has provided technical assistance to improve the printing facilities of the Indian Government Printing Office, providing approximately $650,000 worth of equipment, including one plant complete with guillotines, perforators, drills, stitchers, sewers, folding machines (all this is bindery equipment), Monotype composing equipment, and offset presses. In addition it has supplied the state agricultural information offices with twenty-one small offset presses with five cameras and the necessary exposure frames, and folding, cutting, and stitching machines to permit the printing of bulletins and other materials for agricultural extension.

ICA has also brought about a dozen Indians to the United States as library trainees, and its Inter-college Exchange Program has provided cooperation between several American and Indian universities.

Ten libraries in India, one in Ceylon, and twenty-five in Pakistan are participating in the cooperative ICA-USBE program. As of June 30, 1955, 4,244 items were delivered to the Pakistan libraries, 4,399 to the Indian libraries; and none to the Ceylon library.

This organization, a non-profit corporation with overseas offices in
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Lahore and Dacca in this area, has no present plans to enter into operation in India or Ceylon.

Franklin sponsors translations of American books abroad, cooperating with local publishers for the actual publication of the book in the national or regional language. It gives assistance to the publisher in many ways, frequently by advising or bringing an American book available for translation to the attention of a publisher. A number of contracts for publication of books have been made between Franklin Publications and Pakistani publishers.

In December 1951, a representative of the Board of Secondary Education in Karachi visited the United States in search of American textbooks which might be adapted or translated for use in the schools of West Pakistan. Out of this grew a publishing arrangement under which Silver Burdett undertook to produce not American textbooks adapted for the Pakistan schools, but books written and produced specifically for Pakistan students. Silver Burdett editors worked in Karachi, where they directed the preparation and production of the first fifteen books, which were printed in the United States, although all the Urdu calligraphy was done in Karachi.

Recently a contract has been signed with the Textbook Board of East Pakistan for five elementary textbooks in history and geography. These books will be in Bengali.

As a private business, Silver Burdett must have a normal profit on the capital it invests in these projects. The Boards of Education have recognized this principle, and the contracts have included a guaranteed purchase and arrangements for specific methods of payment. These agreements have, in turn, been endorsed by the government of Pakistan.

Although the Rockefeller Foundation has no direct program relating to books in this area, its many years of interest in South Asia make it one of the best informed Foundations about the needs and capacities of India, Pakistan, and Ceylon. It has enabled students, teachers, and professional men and women from these countries to study in the United States, and librarians have been included in this list. A new appointee to the Central Secretariat Library in New Delhi is a librarian who studied in the United States on a Rockefeller fellowship, and in the past year five fellowships have been awarded Indians for study in the United States, and one fellowship to a Ceylonese for study in India. Many of its grants to institutions have been used for equipment, including books.
The Asia Foundation, originally known as the Committee for Free Asia, has a definite book program. Its policy not only aims at making American and Western thought and patterns better known to Asians through books, but it also encourages the writing, publication, and distribution of Asian books.

In the area of this discussion, the Asia Foundation has representatives in Colombo, Karachi, Lahore, and Dacca. It has no representation in India. In Ceylon it has no immediate book publishing plans, although it has made an offer to the Ceylon Committee on National Languages to assist in publishing textbooks for use in Ceylon schools. At the present time there is agitation by both Tamils and Sinhalese for a single national language rather than two national languages, and until this situation is determined, no work will likely be done.

In Pakistan the Asia Foundation has assisted in the distribution of an English-language translation of the Koran and helped the Holy Koran Society publish an Arabic-Urdu edition of the Koran. It is at present assisting in the publication of the (Leyden) *Islamic Encyclopedia in Urdu*.

It is interested in an English-language teaching program; however, the South Asian countries would likely be low on the priority list for such a program. There is a special program conducted by the Foundation called "Books for Asian Students."

A total of 18,819 books and 1,511 scientific journals provided by the Asia Foundation are in use in a dozen educational institutions in East and West Pakistan. The Foundation has displayed American books at exhibits sponsored by the Pakistan Publishers and Booksellers Association in Lahore. In cooperation with the Carnegie Endowment, the Foundation is arranging for the display and presentation to Indian institutions of a thousand books, those shown in New York as the World Affairs Book Fair. Other books also have been given to Indian universities, and to youth councils, Jaffna College, and the Jaffna Central Public Library in Ceylon.

The Ford Foundation’s primary work in this area has been in community development projects and not in book work. The Ford Foundation’s book projects have been handled by Intercultural Publications; the South India Book Trust, on a $500,000 Ford Foundation grant, will with the aid of U.S. technicians and advisors, stimulate the publication and distribution of low-cost translations into South India tongues of world classics and contemporary works of importance and usefulness.

As the experience of Silver Burdett shows, the making of a good elementary textbook requires a trained staff. It may not be necessary
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for an American publisher to produce these texts in India, Pakistan, and Ceylon, but they must be produced somehow if the new educational systems of these countries are to develop on a sound basis. Even the best of teachers can be ineffective without proper tools. Unfortunately, the present publishing industry of South Asia does not seem able to cope with the problem.

It is self-evident that a man, or woman, who has learned his alphabet and a few words must have appropriate books in order not to lose rapidly his new-found learning. The government of India has established small prizes for writers of books for new literates, but this work must be extended throughout the area.

The books for children in their mother-tongues are crude, often without illustrations, and if illustrated, without color. There is need for offset printers to be trained, and artists to be encouraged, for attractive color work and better printing of children’s books. Also, at the present time many of the children’s books are unimaginative or a constant repetition of folk tales. The use of folk stories, or religious stories, is not unwelcome in children’s books; but the author of this article protests the constant repetition of the stories of the Ramayana.

The need for public library systems has been emphasized in the comments on the present library systems which are missing in this area.

There is a great need for motivation in the educational systems, not only in the colleges and universities, but from the primary grades on up. The failure of the present systems have been referred to again and again by surveys. The basic need seems to be the identification of the educational system with everyday life. This means vocational training, a change in the social acceptance of work, and opportunities for college graduates outside government employment.

Swadeshi and cottage industry had meaning to Congress Party members in India and Pakistan. However, it cannot attract, except sentimentally, the youth who did not know the struggle for independence; for spinning without accomplishment is emptiness.

Although English continues to be important in these three nations, the educational processes are already lowering the standards of English ability as they begin to shift to using national languages more and more. Even today, a young man graduating from college probably has less competence in English than his elder brother did when he entered college. There is a need, therefore, for easy-to-read books with adult ideas. These are not how-to-do-it books, but rather they are “why” books. They should be stimulating and serious and educational.

The universities need to have research facilities for their own
WILLIAM RUTTER

scholars. To be sent abroad to study on a fellowship from a foundation is a marked service to Asia; however, there are many potential scholars who have never heard of foundation scholarships or fellowships, or who are not able to go abroad. There is a need for an institute of higher learning to serve this area.

In publishing there is need for a trade journal for publishers, booksellers, and printers. There is no trade journal in Ceylon or Pakistan, and the one in India is limited by lack of funds and universal support of the publishers to English-language and Hindu language readers. There is also a need for a national library journal.

There is need to know how effective books are for propaganda in these countries. American travelers to India are struck by the large number of Soviet English-language books they see on street corners and in bookstalls for sale at a very small amount of money. In proportion to the amount of literature available in English from America and England in these same places, the quantity is actually not large, although periodic sales drives by the local Communist Party do get the Communist literature into many homes. Not all the Communist books are doctrinal, and a number are reprints of Stalin prize-winning novels. However, there is a type of prestige in having a handsome cloth-bound book in one's home, even if it is not read, and a cloth-bound book selling at Rs. 1-2-0 (about 24 cents) is more impressive than English or American paper-bound books selling at Rs. 1-8-0 (about 30 cents).

In brief, the author is interested in the number of statements about the flood of Communist literature from the Soviet in India, but he has yet to hear of a critical discussion of the content of this material; and there is need for a careful evaluation of this material in the context of the reading habits, appetites, and purchasing power of Indians and Ceylonese, and of the influence of such books on them. His conclusions are that the really insidious and influential Communist literature is found in the sensational English-language and national and regional language newspapers, not only in India but also in the whole subcontinent.

Recommendations

Direct government measures. Review the present USIA book translation program to give serious consideration to promoting such translations through Franklin Publications or foundation programs. Request competent educators, publishers, and other authorities to make careful study of effectiveness of both American-sponsored translations and Communist literature distributed in these countries.
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Give ICA assistance to training schools for printers for instruction in color printing for children's books, books for new literates, and elementary textbooks. This may require supplying special paper to the governments for such books.

Offer assistance to these governments for teaching aids, personnel, or books for strengthening English-language teaching from sixth standard up.

Government encouragement through commercial or private channels. As noted above, in book translation work, the author would like to see all translations sponsored through private channels or organizations.

Continue the USIA program of assisting American publishers in doing special editions for low-economy countries. However, rather than being a subordinate part of the ICS operation of USIA, the writer suggests a special office be established, perhaps under Franklin Publications or another private organization, to send representatives abroad to sell the special editions, especially easy-to-read adult editions, and to assist in their wider distribution. The present method of using existing trade channels does not give enough emphasis to such books.

Special efforts of commercial programs. The author suggests the possibility of American publishers financing the founding of a book club in India, possibly based on distribution of paper-bound editions. Many English-language readers are not near English-language bookstores and can be reached through the excellent postal systems of these countries. Such a project should be self-supporting, and in time might develop into not only English-language book distribution but might also offer regional language books.

He also recommends that American publishers review the possibility of setting up stocking centers throughout these low-economy countries. This would allow booksellers return privileges, and it might be possible to resell returned books, or a percentage of them, to the government or foundations for book gifts. The American publishers should also make strong efforts to give more complete representation of their books, perhaps through joint exhibits with foreign publisher and bookseller associations, or through the use of slides and projectors to show groups of booksellers what books look like and something of their content.

There is serious need for bibliographical information on new books published in America. At the present time Publishers' Weekly has eighty-four subscribers in India, eighteen in Pakistan, and four in Ceylon.

In addition, American publishers should continue to consult with
British publishers in an effort to retain rights to distribute in these countries the more inexpensive editions of American (or British) titles.

Foundation-supported activities could include:

(1) Subsidy of regional language periodicals for Asian writers; (2) concentration on books for new literates; (3) found institutes of advanced learning for the best scholars, to be operated along the general lines of the Institute at Princeton or the Ford Foundation's Center for the Advanced Study of Behavioral Sciences at Stanford; and (4) assist in the establishing of training schools for public librarians in addition to their present assistance to university librarians.
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CHARLES E. GRIFFITH

Burma

The Union of Burma is one of the countries in Southeast Asia which achieved its independence as a republic at the conclusion of World War II. For more than 125 years the British had controlled parts and finally all of the country, and until 1937 it was administered as part of India.

Although the western world has called the official attitude of Burma "neutralist," the former premier, U Nu, has referred to it as one of "non-alignment." Free elections in the western democratic style have taken place. U Nu has conferred impartially with both western non-Communist and Asian Communist leaders. The Communist rebellion up country is gradually collapsing because of a strong government policy and the apparent satisfaction of the people in the progress and dignity of their new-found independence.

The Burmese government in 1954 asked to terminate Mutual Security Agency aid, a step which was quite generally taken in this country to mean an unfriendly act toward the United States. The Burmese government maintains diplomatic relations with both the U.S.S.R. and Red China.

Burmese leaders have come to this country on inspection tours in the spirit of wishing to help their country "catch up" with the principles of the democratic way of life as demonstrated in America. They had previously been oriented almost exclusively toward Great Britain. They had also been completely disillusioned concerning the reliability of the Japanese "Greater East Asia Co-Prosperity Sphere."

The culture of Burma is closely tied to the Hinayana branch of Buddhism, which has had a profound effect on the lives and attitudes of the people. Perhaps through ignorance, the predominantly Christian western world has overlooked some of the admirable characteristics of Buddhist principles and teaching.

The political leaders and professional men in all categories read

Mr. Griffith is Vice-president, Silver Burdett Company.

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CHARLES E. GRIFFITH

English fluently and speak Oxford English. They know English books, but not too much about American. They readily admit that English is indispensable for world contacts. The local language, Burman, is an Indo-Chinese language reading from left to right in a complicated written script, derived from Pali.

In their new enthusiasm for nationalism, the demand for translations of English and American books into Burmese is a natural concomitant. Nevertheless, and despite orientation toward Great Britain, the importation of American books (not counting shipments by mail) has grown from a total of $6,724 in 1950 to $14,148 in 1954, a tapering off from total sales of $29,824 in 1952. However, textbooks, undoubtedly in technical and scientific areas, have risen steadily from $854 in 1950 to $10,143 in 1954. These figures do not reflect book shipments by mail.

The general impression of the high literacy rate in Burma is confirmed by the Unesco figure of 40%, which is high for an Asian country. This presumably covers both reading and writing in English, Burmese, and Chinese.

Several newspapers with large circulation (which includes the "foreign" community) in Rangoon and reportedly in Mandalay are printed in English.

The overseas Chinese community (about 300,000 out of a total population of eighteen million) is scattered throughout Burma, north to the border of Communist China. The concentration is, however, in Rangoon. As in many Southeast Asian countries, the Chinese are a powerful group in the retail trade; indeed, they almost monopolize it. They are hard workers, frugal and efficient. There are five daily and two weekly Chinese newspapers, three distinctly Communist, one middle of the road, and one anti-communist.

Chinese "elders" control the policy of the independently-supported Chinese schools. The Burmese government has strict control over the overt importation of textbooks, trying hard to keep out both Communist and Kuomintang books, in line with its "non-alignment" policy. Communist books manage to get in. Good neutralist books are not available. Both Chinese and government officials desire sound textbooks which are not partisan either way.

Official obstacles to the importation of American books are at a minimum. There is no tariff, but a sales tax of one anna per rupee. Book import from countries other than the U.S. and Canada are on open general license. Individual licenses are required for U.S. books. Payment may be made with Unesco coupons.
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There is a dollar shortage. The high price of American books as against British and locally-produced books automatically limits imports.

If the Informational Media Guarantee program is instituted in Burma, exports from the U.S. can be substantially increased.

The bookstores in Rangoon are numerous. Their stock of imported books is limited. At least one is run in connection with Christian mission work; it carries British and American books. One store is reported to have an American manager. It specializes in American books and carries anti-Communist titles. Chinese stores cater to the overseas Chinese trade and carry Russian and Chinese books.

By far the largest producer of books is the Burma Translation Society, supported by the Burma government. The U.S. government has supplied the Society with a modern off-set printing plant. So far the Society has published about 100 books in translation, and many more are in process. Editions run to 30,000 copies, of which the government takes 20,000 for school use, with 10,000 reserved for bookstore trade. Great interest is shown in supplying books for children, including textbooks, and very simple adult books for the man in the street.

The Ford Foundation has assigned an American textbook specialist to assist the Society in its production program.

It is estimated that there are about thirty small publishing houses in Burma. Editions run about 5,000 copies; once the book is published and distributed by local agents, who operate from sidewalk stalls, there are no reprints.

The United States Information Service Library in Rangoon serves as the one public library, and is one of the finest in this area of the world. Housed attractively in the downtown area, the reading rooms are crowded at all hours. The children's library and the phonograph record service are noteworthy contributions. Statistics for Rangoon and Mandalay are as follows:

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<th></th>
<th>Book Holdings</th>
<th>Attendance</th>
<th>Book Circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mandalay</td>
<td>10,924</td>
<td>87,515</td>
<td>66,315</td>
</tr>
<tr>
<td>Rangoon</td>
<td>20,643</td>
<td>232,805</td>
<td>175,205</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>31,567</strong></td>
<td><strong>320,320</strong></td>
<td><strong>241,520</strong></td>
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</table>

The United States Information Agency has presented a basic reference collection to the Library of the House of Nationalities, Upper House of the Burma Parliament.

As there were only four trained librarians in Burma, two working with the United States Information Service, the Center gives profes
sional aid, where requested, in organizing libraries. The University of Rangoon was the first to receive such help with a book collection of 30,000 volumes. Nevertheless, the library needs thorough reorganization to make it effective with the students and also a staff of trained librarians. A course in library training has been set up with U.S. and Burmese cooperation, including the Ford Foundation; it provides an intensive four-month training course.

The need for textbooks can be gauged by school enrollment figures from Unesco (1952):

<table>
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<tr>
<th></th>
<th>Primary School</th>
<th>General Secondary &amp; Vocational</th>
<th>Higher Education (1950)</th>
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</thead>
<tbody>
<tr>
<td>(4 years)</td>
<td>596,000</td>
<td>81,000</td>
<td>4,000</td>
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</table>

The import of books from the United States is limited. It is estimated that about 90% of bookstore stock comes from the United Kingdom and 10% from the U.S.A. H. M. Snyder Company, McGraw Hill, and Macmillan representatives make regular calls on the bookstore trade.

Translation rights are secured by the Burma Translation Society from the United Kingdom. Because of the interest in American books, opportunities for expansion exist if American publishers will send samples of the books to the Society and mention their terms for rights in case the book is selected for such purpose.

Russian and Red Chinese books are carried by some bookstores because the prices are low and the discounts high. The Russians are said also to pay postage. With book imports predominantly British, it is impossible to estimate the extent of the infiltration of Russian and Chinese books.

The U.S. government has established several vigorous and effective programs to aid the Burmese.

The Economic Cooperation Administration allocated $170,000 to the University of Rangoon for purchase of scientific equipment, laboratory materials, and other replacements of wartime losses.

Foreign Operations Administration-financed university contracts in Burma are between the Burmese Ministry of National Planning and Cornell University, in the use of aerial photo interpretation, and between the Ministry of Industry and Mines and the Armour Research Foundation in industrial research and development. Obviously technical books are indispensable in such programs.

The book translation program of the United States Information Agency is one of the most intelligently and effectively handled in over-
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seas areas. The list of books is impressive and the titles carefully chosen to present the American viewpoint:

<table>
<thead>
<tr>
<th>Category</th>
<th>1952-53</th>
</tr>
</thead>
<tbody>
<tr>
<td>General U.S. literature &amp; culture</td>
<td>35</td>
</tr>
<tr>
<td>Medical &amp; health</td>
<td>12</td>
</tr>
<tr>
<td>Public affairs</td>
<td>29</td>
</tr>
</tbody>
</table>

As the USIS library in Rangoon is the only public library, and is already well stocked with books, there does not exist an independent library which could become a member of the U.S. Book Exchange program and put into effect its book exchange program.

U.S. textbook publishers have been generous in sending samples of their textbooks to educators and the Burma Translation Society. The Parker elementary science books have been translated into Burmese and shipped out to schools.

The Ford Foundation has cooperated in setting up a library training course.

The Asia Foundation has supplied selected textbooks for the Military and Teachers Training College libraries in Burma. One hundred twenty-six engineering titles were recently sent to the University of Rangoon. Book packet gifts of the Burma Translation Society translations were made to a number of outstanding community libraries and reading rooms. Supplementing the general publications program, the Foundation is providing Burmese publishers with condensations of titles in the political, biographical, and literature fields.

Burma needs:

1. Technical and scientific books in English for university students.
   (Throughout Asia there are very few books for children. These peoples are universally fascinated with our juveniles and want translations.)
3. Books of American literature, in English for student use and in translation. American paper-backs render a great service, as the moderate price is attractive.
4. Books on American public affairs, in English and in translations for the average Burmese reader.
5. Textbooks adapted and translated for elementary school use, through direct arrangement with the Burma Translation Society.

In the special circumstances existing in a “non-alignment” country, the following steps will increase the flow of American books to Burma:
1. Extension of IMG to Burma, the rupees to be used by the U.S. to extend the educational services it is rendering in various areas. The operation of IMG will stimulate book purchases through regular commercial channels.

2. Increase in the appropriation for USIA funds for presentation and promotion programs, earmarked for Burma (not at present on the Southeast Asia list of countries helped).

3. Encouragement of the Burmese government to establish libraries throughout Burma, and a program of training librarians in the U.S.A. at U.S. government expense. This will augment the present library training program set up in the USIS Rangoon library.


**Thailand**

Thailand has been able to maintain itself as an independent kingdom in spite of the upheavals in the last hundred years in Southeast Asia. This independence accounts in part for the quiet self-assurance of a very friendly and delightful people. They show an objective open-mindedness in wanting to learn how they can solve their own economic and social problems, without the inferiority complex occasionally displayed by former colonial peoples.

The government sent its leaders overseas to British and French universities. The second language of the court was French, the prevailing diplomatic language. Since World War II, greater interest has been shown in learning English.

The present eastern boundary of Thailand abuts Laos and Cambodia, whose vulnerably independent status, in the light of the Communist control of North Vietnam, causes the Thailand government uneasy concern. Thailand has always enjoyed an enviable financial position in Southeast Asia as an exporter of surplus rice and metals.

Ten per cent (100,000) of the population of the capital city of Bangkok are overseas Chinese. As in Burma, the small stores and retail trade are controlled by industrious Chinese. Restrictive legislation is intended to reserve many small business opportunities to Thais.

Thailand is another strongly Buddhist country and is completely anti-Communist. Therefore, all aspects of American aid help to strengthen them against powerful external pressures.

The Buddhist temple compound has traditionally been the site for
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the local school, with priests as teachers. In general they have been most cooperative in transforming their old teaching techniques with the aid of American educational experts, who have been welcomed with their recommendations for a modernized school curriculum.

The Unesco pilot project at Cha-choeng-sao, 75 miles east of Bangkok, has been recently headed by an American educator.

Some American textbooks, adapted and translated into Thai, are in use in the schools. New teaching techniques are taught in the teacher training school, which is one step in modernizing the Thai elementary school system. The USIS has cooperated in providing a translation of an elementary geography.

Interest in learning English is growing. Most university students read textbooks in English in political science, economics, sociology, philosophy, world history, and general science. As their comprehension of English is low at this time, the professors offer summaries of such books in Thai.

The Thai government has kept Chinese-supported schools under strict surveillance, as to both the presence of Communist teachers and the kinds of textbooks used.

According to Unesco and the 1947 census, the ability to read among Thailanders of ten years and over is 54%.

Total school enrollment (primary and secondary) is listed, as of 1951, at 3,038,000 students, which is 59% of the estimated population of five to fourteen year olds.

Interest in learning English has shown a surprising increase. A recent survey says 50,000 started learning English in 1954, and in the upper classes about 80,000 are now studying English. Further sharp increases are expected. The best-known newspaper published in English is the Bankok Post, recently edited by Alexander MacDonald, a former Office of Special Services officer.

The price of American books is one deterrent to the importation of more American books. There is no tariff. Import licenses and "certificates of payment" exchange permits are required. Exchange must be procured at the free rate, about double the official rate (18 ticals are equal to slightly less than $1.00). There are strict quotas. Many orders on U.S. publishers are paid for in Unesco coupons.

U.S. book exports to Thailand (exclusive of shipment by mail and noting no bulk shipments in 1951), amounted to $22,000 in 1950 and $51,615 in 1954. Peak shipments of textbooks occurred in 1952-53. Other bound books showed an increase from $16,297 in 1950 to $51,615 in 1954.
CHARLES E. GRIFFITH

Several booksellers specialize in stocking elementary textbooks, mostly locally-produced. Others import technical and scientific books for students at the two universities in Bangkok. The ratio is about 60% from the U.K. and 40% from the U.S.

Unesco (1950 count) lists 352 libraries of all kinds, with 73 public and 253 school libraries, totaling 520,000 volumes; only sketchy information is given about circulation and number of readers. The three foreign libraries are Neilson Hays Library, a subscription library which serves all nationalities, the British Information Library, and the USIS Library.

A Library Training Institute was inaugurated in November 1951, in the USIS Library, with students representing public, university and special libraries, and including personnel from almost every ministry including the armed forces. A special course for the training of librarians was held in April 1955.

The USIS Information Center reports the following statistics for the Bangkok library:

<table>
<thead>
<tr>
<th>Book Holdings</th>
<th>Attendance</th>
<th>Circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>20,516</td>
<td>144,330</td>
<td>41,670</td>
</tr>
</tbody>
</table>

There is a library for teachers in the Department of Technical Education. Many of the textbooks have been donated. The budget for purchases of books has amounted to 5,000 ticals (over $1,000) for the medical and agriculture colleges and Chulalongkorn University.

Those locally produced books for schools, colleges and universities, are without illustrations in color and are unattractive in appearance and of perishable format. Many are printed through the government printing office.

School enrollments (Unesco figures for 1951):

<table>
<thead>
<tr>
<th>Elementary (4-5 years)</th>
<th>General Secondary</th>
<th>Vocational</th>
<th>University</th>
</tr>
</thead>
<tbody>
<tr>
<td>2,857,000</td>
<td>151,000</td>
<td>29,000</td>
<td>5,912</td>
</tr>
</tbody>
</table>

Import of U.S. books are largely in the technical and scientific fields. From enrollment figures, it is obvious that a great need exists for textbooks. The present textbook needs are inadequately supplied by books written within the Ministry of Education. No organized plan exists for securing translation rights from U.S. publishers for better textbooks.

British books predominate in the import field because of familiarity with United Kingdom publications, lower prices, and greater ease in
American Books in Southeast Asia

ordering. A jobber in the U.S. who could consolidate orders would help to bring in more U.S. books.

Because of the exposure of Thailand's borders to Communist influences, and the fear of Chinese infiltration, Communist books, and propaganda are not overtly available.

U.S. government aid in the book field has been of enormous aid in helping Thailand to fill the void in its rehabilitation program.

1. The library program has already been mentioned.
2. The ICA Book Purchase program includes 22 projects and 5,945 items worth $29,782.
3. There are four FOA-financed university contract programs.
4. During the fiscal year 1955, the total sum of $47,000 was allocated for translations by USIA in Thailand, Indonesia, Indochino, and Malaya.

The USIA Book Translation program has helped to provide translations of standard American works in Thailand:

<table>
<thead>
<tr>
<th>Year</th>
<th>General U.S. literature and culture</th>
<th>Educational</th>
<th>Medical &amp; health</th>
<th>Public affairs</th>
<th>Anti-Communist</th>
</tr>
</thead>
<tbody>
<tr>
<td>1952-55</td>
<td>15</td>
<td>8</td>
<td>3</td>
<td>11</td>
<td>23</td>
</tr>
</tbody>
</table>

5. The USIA presentation and promotion programs have allocated $53,762 (providing about 30,000 books) in 1955 and $29,500 (about 7,500 books) for 1956 for Thailand, Indochina, Malaya, and Indonesia.

The number of ICA-U.S. Book Exchange member libraries, as of June 1955, in Thailand was eight. There were no items of exchange listed for these members in 1955. This situation may be attributed in part to the lack of trained librarians in Thailand. The library training program inaugurated by and in the USIS library will undoubtedly correct this situation.

The Asia Foundation has shipped approximately 10,500 titles in the social sciences and humanities and 982 scholarly journals to Chulalongkorn University, Chiangmai Buddhhasathan, the Young Buddhist Association Bookmobile, Mahamakuta University, Suan Kularb School, the Ministry of Education Library, and others. In addition, technical books were provided for the Don Bosco Technical School and Orphanage, one of the few technical training programs in Thailand. Books on community development have been provided to leaders of women's
groups. A modest collection of books was sent to the Foundation for Education in the Art of Right Living.

The need for books exists at all age levels, from elementary school through college and university. Children's books and textbooks should be translated and adapted and the price kept at competitive levels. University and library books are readable in English.

Recommendations for Thailand:

1. The ICA-USIS should allocate more money for every phase of its present work.
2. Efforts should be made to institute IMG.
3. The translation program could be greatly strengthened if Franklin Publications were to operate in Thailand. One advantage of the Franklin program is that the leading citizens themselves select the American books which they consider helpful in gaining a knowledge of American ways and ideals, in developing literates and in forming reading habits.
4. The U. S. government should sponsor classes in English.
5. Private foundations should underwrite specific projects, such as the establishment of a center of American studies at Chulalongkorn University.
6. Special editions of American textbooks should be provided by either government or foundations for such pilot projects as Cha-choeng-sao.
7. A bookstore supported by local and American capital should serve as a jobber for American books, with distribution through already existing retail channels.

Indochina

The military division of Indochina into North Vietnam, controlled by the Communist Vietminh, and South Vietnam, administered by Vietnamese at last nominally independent of France, has worsened the meager opportunity for commercial importation of American books. Very few of the leaders speak English, but are eager to learn it. Vietnamese leaders had studied abroad almost exclusively at French universities.

While asking military, scientific, and technical aid from the United States, the French have nevertheless raised all possible obstacles to the flow of American ideas at the educational and cultural levels.

The level of literacy is low, but the USIS library is always crowded with Vietnamese looking at pictures in periodicals and books, perhaps reading a little, but not speaking English.

The commercial importation of American books is negligible. In
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1951, the U.S. Economic Mission imported technical books to the amount of $25,000. Otherwise there were imports of $1,619 in 1950 and $3,752 in 1954, excluding any shipments by mail.

There is no tariff. However, import licenses carrying right of foreign exchange are required throughout Vietnam, Cambodia, and Laos. Unesco coupons are available, but the climate for the commercial importation of American books is not promising.

Booksellers do not know how to order American books, nor do they wish to do so because there is no reading public for books in English. The "foreign" community orders American books by mail. Book distribution plans to store outside Saigon have probably disintegrated in the present military situation. Translations could only be carried on by USIS.

The library situation in Vietnam (and the former associated states) is deplorable. The figures from Unesco include areas that are now in Communist hands:

**Cambodia (1951)**

<table>
<thead>
<tr>
<th>Type</th>
<th>Number</th>
<th>Holdings</th>
</tr>
</thead>
<tbody>
<tr>
<td>National</td>
<td>1</td>
<td>21,000</td>
</tr>
<tr>
<td>Institutes of higher education</td>
<td>1</td>
<td>2,000</td>
</tr>
<tr>
<td>Special</td>
<td>2</td>
<td>13,000</td>
</tr>
<tr>
<td>School</td>
<td>20</td>
<td>13,000</td>
</tr>
</tbody>
</table>

**Vietnam (1951)**

<table>
<thead>
<tr>
<th>Location</th>
<th>Number</th>
<th>Annual</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Circulation</td>
<td>Readers</td>
</tr>
<tr>
<td>National</td>
<td>1</td>
<td>67,000</td>
<td>62,000</td>
</tr>
<tr>
<td>Central (Hanoi)</td>
<td>1</td>
<td>100,000</td>
<td>—</td>
</tr>
<tr>
<td>Scientific</td>
<td>1</td>
<td>5,000</td>
<td>500</td>
</tr>
<tr>
<td>Institutes of higher education</td>
<td>1</td>
<td>85,000</td>
<td>—</td>
</tr>
</tbody>
</table>

The one bright spot is the report of the USIS libraries operating at this time. The book collection in the fine library in Saigon is marked by a high representation of medical and public health volumes:

<table>
<thead>
<tr>
<th>Location</th>
<th>Book Holdings</th>
<th>Attendance</th>
<th>Book Circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cambodia</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Phnom Penh</td>
<td>1,858</td>
<td>47,100</td>
<td>3,865</td>
</tr>
<tr>
<td>Laos</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vientiane</td>
<td>No report</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vietnam</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Saigon</td>
<td>4,936</td>
<td>57,045</td>
<td>17,445</td>
</tr>
</tbody>
</table>

The educational situation in Indochina is graphically portrayed in the following Unesco statistics:
Any sales of American books for the present are entirely dependent on the personal needs of Americans in Indochina and the official needs of U. S. government agencies. The only book trade that exists at the moment emanates from France. Communist books and literature are officially excluded from Cambodia, Laos, and Vietnam, but do infiltrate.

In the absence of any possibility for the importation of American books through regular commercial channels, the various U. S. government agencies have been rendering invaluable service.

The funds available for the USIS translation program in Southeast Asia are $47,000; Indochina is only one of four countries. Nevertheless, the USIS has carried out a translation program in a very sensitive area. In Cambodia, the USIS program has produced one book each for 1952 and 1953.

For Vietnam, USIS has produced the following:

1951-55

| General U.S. Literature and Culture | 14 |
| Public affairs | 9 |
| Anti-Communist | 22 |

The ICA has purchased $9,464 worth of books in connection with eleven projects.

In 1954 the Franklin Publications survey team observed the excellent USIS production of pamphlets and posters prepared for itself and the U. S. Technical Mission in three languages (Laotian, Cambodian, and Vietnamese) in an effort to counteract the effects of the infiltration of Communist propaganda. Under the auspices of the Asia Foundation the San Francisco Public Library presented a set of books in French to the National Library of Cambodia.

Books in English in all technical and scientific fields should be made available to those who can read and use them. In addition, books in translation should stress what the American way of life means. The Vietminh are as violently anti-American as they are anti-French. In the absence in the foreseeable future of commercial opportunities, all
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U. S. government efforts should be strengthened to meet Communist anti-American propaganda.

(1) Strengthen and expand all present U. S. government operations; (2) Increase the gift and presentation programs; (3) Increase the extent of the teaching of English; (4) Extend the U. S. translation program with greater emphasis on the purposes and ideals of the U. S. STEM, in conjunction with the Ministry of Education, has been trying to work out a publishing program which includes teacher training, books, vocational education books, including agriculture, and perhaps regular school books; and (5) Secure the cooperation of a foundation to establish a center of American studies in the branch of the University in Saigon. The main part of the University is now lost in Hanoi. (Obstacles will be raised by whatever French pressures are still operative in South Vietnam.)

Malaya

The British political control of the Crown Colony of Singapore and of the closely related nine states and two settlements of the new Federation of Malaya has directed substantially the entire book trade toward the United Kingdom. The turmoil in Malaya—the Communist guerrilla warfare up-country, the Federation campaign for independence, and bitter racial rivalries—have somewhat softened the British attitude of "going it alone."

The demand for technical and scientific books has definitely increased. A recent director of education for Singapore stated that he felt it would be very helpful to have more American high school textbooks in his schools, if some way could be found to reduce what he considered high prices. As for the elementary schools, his department was best equipped to work with authors in preparing elementary texts which could be printed and bound by a non-Communist press in Singapore. Several of the presses had been branches of firms now operating in Red China.

English literacy in Singapore is high among officials, educators, secondary school, and university students, and all technical men. English is the language of instruction, except in the Chinese-supported schools. However, English is taught in them, because the parents want their children to get good jobs and English is an essential.

Unesco reports the following statistics for literacy: for the Federation of Malaya, 38% can read and write at the age of fifteen and over; for Singapore, the figure is 46% for the same age level.

There is no tariff on books. The sterling area imports on open general license. Dollar licenses are issued only for technical books, with
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imports of American books (not counting mail shipments) at $325 in 1950, none in '51 and '52, $4,224 in 1953, and $8,229 in 1954.

In other categories, literature, fiction, and non-fiction, there were no reported imports for 1950, 1951, and 1952; $7,281 in 1953 and $5,466 in 1954. Other bound books had a peak year in 1953 with $28,645; in 1954, $22,971. The price levels of all books are high in terms of local purchasing power.

The British firm of Kelley and Walsh is one example of the competent booksellers and distributors operating in Singapore and Kuala Lumpur, capital of the Federation. Penang is reported also to have good book stores. Small stores sell Malay, Tamil, and Chinese in cheap editions through Malaya.

The USIS libraries in Singapore and Kuala Lumpur were observed to have representative collections of books. At least one of the assistants had been sent to this country for library training. The staffs in both libraries were doing efficient work, well rewarded by heavy patronage. The USIA opened two public libraries in January and September 1953 in the Kuala Lumpur District.

<table>
<thead>
<tr>
<th>Location</th>
<th>Book Holdings</th>
<th>Attendance</th>
<th>Book Circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kuala Lumpur</td>
<td>10,860</td>
<td>132,025</td>
<td>96,175</td>
</tr>
<tr>
<td>Penang</td>
<td>10,689</td>
<td>129,360</td>
<td>102,820</td>
</tr>
<tr>
<td>Singapore</td>
<td>12,075</td>
<td>153,830</td>
<td>71,405</td>
</tr>
<tr>
<td></td>
<td>33,634</td>
<td>415,215</td>
<td>270,400</td>
</tr>
</tbody>
</table>

In Singapore there are 530 recognized schools, of which only sixty-six are maintained by local government funds. In 1951 there began a five-year construction program for eighteen new buildings. An attempt was made to encourage children of the different races to attend the same schools. The Chinese community has resisted the amalgamation, but the Crown Colony has found too much use being made of the Chinese schools for the covert dissemination of Communist propaganda.

Unesco report shows the following figures for school enrollment in 1951:

<table>
<thead>
<tr>
<th></th>
<th>Est. Pop. Higher Ed.</th>
</tr>
</thead>
</table>
|                      | 5-14     | Univ./_
|                      | Pri. Ed. | Pupils Teachers Secondary Voc. Total yr. olds Other |
| Federation of Malaya  |          |          |          |          |          |
| of Malaya            | 616,000  | 18,872   | 25,000   | 15,000   | 856,000  | 1,329,000 |
| Singapore            | 135,000  | 4,019    | 21,000   | 1,000    |          |          |
| TOTAL (1950)         |          |          |          |          |          | 837-1,542 |

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American publishers have long recognized the limited sales possibilities of their books, and calls of representatives have been infrequent and usually in transit to more promising areas.

A British agent of twenty-four English publishing houses has estimated his book business at $350,000, which is 10% of the total book business in Singapore and Malaya. Of this amount, 75% represents his sale of school books. There is undercover distribution of Chinese Communist materials.

Again, the ICA-USIS-USIA programs have filled a great need in helping the British to orient a diverse population away from Communist pressures. Government effort is well justified, as the loss of Malaya to Communism would jeopardize the whole of Southeast Asia.

Malaya is one of the four Southeast Asia areas for which $47,000 was allocated for the book translation program.

1953-54

<table>
<thead>
<tr>
<th>Category</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Literature and culture</td>
<td>7</td>
</tr>
<tr>
<td>Educational</td>
<td>1</td>
</tr>
<tr>
<td>Public affairs</td>
<td>1</td>
</tr>
<tr>
<td>Anti-Communist</td>
<td>2</td>
</tr>
</tbody>
</table>

Fifteen units of 750 books each in general categories were supplied for the libraries in new villages of Malaya by the Asia Foundation through the Malayan Public Library Association; 365 volumes were sent to Trinity Theological College.

All U.S. government aid programs where regular commercial programs do not exist should be continued.

The government would help American publishers if USIA were to print in both English and Chinese a monthly booklist of new books for distribution throughout Malaya. Copies of Publishers' Weekly sent to the English bookstores would familiarize the owners with the titles and sources of American books.

Indonesia

Politics in Indonesia are in a constant state of instability. At the time of the writing of this report, the Indonesian government is not anti-American in its sympathies. Its official position could be said to be "neutral" or "non-aligned," as is the case with Burma. However, the government has ruled that English is to be the second language after Bahasa, the local native Malay dialect and language, replacing the Dutch language which is too reminiscent of "colonialism." Dutch has long been the language of culture, education, and commerce. The Dutch in Indonesia resist to the fullest this shift in emphasis and
sympathies, and are fighting a rear-guard action with every resource at their command.

The present need for books is for technical and scientific materials. Indonesian importers as a rule import these types of books for fixed orders, either by the individuals, institutions, or the Ministry of Education. What booksellers import on their own is usually sold, even if the titles will often remain on the shelves for two years before being sold at full price. This condition is due to the fact that the book is of too advanced content, or there is no demand for the particular title. Unfortunately, as compared with the field of technical and economic works, Indonesians are not so aware of American scholarship in the social sciences, nor of American contributions in the literary and cultural fields.

The growth of literacy in the English language, as well as in the Indonesian language, has been phenomenal during the past six years. In 1955, the majority of Indonesian graduate students possess a good working knowledge of English. There are a number of American and British lecturers in the various graduate schools, and of course their students must speak as well as read English. Even among university undergraduates probably more than a third possess a reading knowledge of English, ranging from fair to good.

Although most of the recent growth in literacy in English has occurred in the student population, there is a keen interest in English among the adult population as a whole, or rather among the educated portion of it. Study groups have sprung up in all of the major cities, generally with an American or British instructor. Whereas in 1950 only the smallest handful of adults knew English, today at least one third of the professional men and upper grades of the Indonesian civil service speak and read English.

The English language is used a great deal in business. Government employees on all levels use it in business and foreign affairs. A majority of billboard advertising is done in English, since advertising agencies have discovered it gets the greatest results. Indonesians enjoy American films and are picking up short phrases and words in English.

The Unesco report, published in 1954 on statistics gathered previously, gives the literacy figure as 8% In the past few years, the mushroom development of schools and libraries has probably greatly increased this figure.

The main obstacles to the sale of American books in Indonesia are economic in their nature. First, the exchange situation is bad. How-
American Books in Southeast Asia

However, the Indonesian government does recognize that certain types of foreign books (notably scientific, medical, technical, and economics) are essential, and allows sizable quantities of such books to be imported. Second, and equally important in restricting purchases by Indonesians of American books, is the high cost. Third, Indonesia restricts imports of general books, including those even of educational type such as the humanities, politics, and history. The restriction on such books is both quantitative and financial. Importers may not use more than one-third of their allocations of foreign exchange for such books. (Allocations are made three times a year.) In addition, such books pay a tax of 33\%\%\%, and currently there is talk of placing an additional tax of 50\% on them, making a total of 83\%\%\% if the measure goes into effect. There is no tax at all on imports of scientific, medical, technical, and economics books which are on government-approved lists, and in practice nearly all such books are placed on the government lists.

On the high cost of American books, the main point is that the Indonesian wage scale is so low. Salaries in Djakarta are much higher than in the other large cities, but in Djakarta a clerk with a high school education is apt to earn between Rp. 500 and 800 per month, a junior executive from Rp. 800 to 1,500, and a senior official in a large company anywhere from 1,500 to 4,000. Government employees earn much less. An American book costing $4 in the U.S. will cost about Rp. 85 in Djakarta, or better than 10\% of the monthly wages of a clerk, and as much as 5\% of the salary of an executive. Little wonder then that few can afford foreign books. In the case of students, the government will pay 50\% of the price of the foreign books absolutely needed by the students. Even then many students cannot afford to buy the books which they really need.

Under the present system, importers do not have sufficient capital to finance a steady flow of books and publications from abroad sufficient to meet fully the present demand. Likewise, they do not have sufficient capital to expand present publishing facilities, or to develop new facilities to supply the demand for locally-published materials.

The local distribution system is adequate at this time to disseminate the present volume of imported and locally-produced materials. However, the demand for more material is great. As more material becomes available, the distribution system will improve at a satisfactory enough rate to absorb the increase.

The shortage of paper (due to lack of foreign exchange for its purchase), the high cost of production and often the lack of really good
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material to publish, combined with the lack of capital, are the major factors in holding back a rapid increase in local publishing. Despite these difficulties, publishing in Indonesia is of rather a high quality and is increasing, but not at a rate sufficient to meet the demand.

Before independence, there were no Indonesian-owned book importing or book-selling firms of any importance. Even now the book business does not attract Indonesians with large capital, because the returns are less than from other businesses such as construction, importing technical equipment, etc. Also there is no incentive for book importers to sell their books outside Djakarta when there is so much demand within the capital. Foreign exchange allocations, particularly for general reading material, are not large enough to supply the needs of Djakarta. Therefore the other large cities such as Surabaya and Medan receive very few American or other foreign books.

Franklin Publications is setting up an office in Djakarta in order that more American books translated into Bahasa and manufactured in Indonesia may fill the void in an understanding of American ideas and practices.

Unesco reports the following:

<table>
<thead>
<tr>
<th>Type (1950)</th>
<th>Number</th>
<th>Holdings</th>
</tr>
</thead>
<tbody>
<tr>
<td>National and University</td>
<td>1</td>
<td>400,000</td>
</tr>
<tr>
<td>Central</td>
<td>1</td>
<td>500,000</td>
</tr>
<tr>
<td>Other university</td>
<td>8</td>
<td>99,000</td>
</tr>
<tr>
<td>Administrative</td>
<td>6</td>
<td>297,000</td>
</tr>
<tr>
<td>Research</td>
<td>9</td>
<td>449,000</td>
</tr>
<tr>
<td>General</td>
<td>4</td>
<td>66,000</td>
</tr>
</tbody>
</table>

USIS libraries make an impressive showing in the number of books, readers, and circulation:

<table>
<thead>
<tr>
<th>Location</th>
<th>Book Holdings</th>
<th>Attendance</th>
<th>Book Circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Djakarta</td>
<td>17,000</td>
<td>67,000</td>
<td>341,000</td>
</tr>
<tr>
<td>Medan</td>
<td>12,000</td>
<td>44,000</td>
<td>70,000</td>
</tr>
<tr>
<td>Surabaya</td>
<td>8,000</td>
<td>79,000</td>
<td>131,000</td>
</tr>
<tr>
<td></td>
<td>37,000</td>
<td>190,000</td>
<td>542,000</td>
</tr>
</tbody>
</table>

As mentioned before, libraries have greatly helped in the rapid increase of literacy in Indonesia. The Mass Education Department of the government has established "People's Libraries," graded as preliminary, primary, secondary, and advanced, to conform with the educational level of the people served.

Following the form of social organization which has been known in Indonesia from ancient times, larger libraries have been set up in

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every regency (under direct control of the Central People's Library office), and smaller libraries have been begun in every district (left mostly to the initiative of the people themselves). The larger libraries serve the smaller ones as centers of book and periodical supply, and eventually they will serve as centers of the whole library and staff-training organization for that part of the country. This type of organization has the advantage of being able to conform to the social, cultural, and economic changes within given areas of the country. The small libraries contain mostly books in the regional vernacular, with a small portion in the national Indonesian language. No more than fifteen or twenty possess sizable quantities of even old, foreign books. Only one or two public libraries have anything approaching good selections of recent foreign books.

In addition to the public libraries, most of which are under the jurisdiction of the Ministry of Education, there are several fairly good specialized collections in university libraries. The difficulty with the university libraries is that the collections are scattered among the faculties, and there is little or no co-ordination between the faculties enabling the students and professors to know what books are available other than in the faculty to which they are attached. Similarly it seems to the outside observer that there is insufficient co-ordination in book purchasing by the various faculty libraries.

The Dwan Perpustakaan Nasional (National Library Board) has recently been formed under the Ministry of Education for the purpose of setting up 3,500 libraries and training the personnel to operate them. This Board is also supposed to approve books for use in the libraries and schools. The Indonesian government has sent several librarians abroad (principally to the U.S. and Great Britain) to study foreign methods of library administration. Therefore, the Indonesian library system will probably show remarkable improvement during the next ten years.

The universities of Indonesia are demanding more and more American books, both for reference use in libraries, and as textbooks. As mentioned earlier, the Indonesian government pays half the price for approved textbooks. The principal demand for American books is in the field of technical works, with general scientific works, medical works, and books on economics following closely. Secondary schools in Indonesia do not use foreign texts to any great extent, both because of the lack of exchange and because of the desire of the government to develop a textbook publishing industry within the country.

Ninety-five per cent of the foreign books used in teaching English
in the schools (for here there is some exception to the rule of no foreign texts) and universities come from England rather than from America. This is only partially due to lower prices for the English books. It is due more to the fact that the majority of the higher-ups in the Ministry of Education believe that the students should learn the "King's English." This contradicts a great deal that has been written by Americans in government and in the Ford Foundation. However, a 1955 list of approved texts for use in teaching English in the public schools and universities, with very few exceptions, are all of British rather than American origin.

Books for the Indonesian schools are published under the direction and/or approval of the Ministry of Education, either in the National Printing Office (Balai Pustaka) or by local publishers from whom the Ministry buys the finished books. When foreign exchange was available in sufficient quantities this large-scale printing was done abroad (in the Netherlands and Japan), but this procedure is not followed as strictly as previously, and in fact presently applies only to very small runs for books on the university level.

School enrollments reported by Unesco are:

<table>
<thead>
<tr>
<th>No. years</th>
<th>Pupils Enrolled</th>
<th>No. Pri. Teachers</th>
<th>General Secondary</th>
<th>Vocational</th>
<th>Universities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4, 6</td>
<td>5,318,000</td>
<td>89,825</td>
<td>178,000</td>
<td>101,000</td>
<td>10,041</td>
</tr>
</tbody>
</table>

About $225,000 worth of American books are thought to have been received through normal commercial channels in 1954 (including shipments by mail). The total for 1955 should be from 10% to 15% higher. Bibliographic information on American books is readily available in Djakarta, Medan, and Surabaya. The leading Indonesian importers, all of whom are domiciled in Djakarta, have the latest editions of *Books in Print*.

Concerning sale of translation rights, there is no co-ordinated program for this; but despite the obstacles, such as lack of foreign exchange, there is a surprising amount of translating and publishing of American and British books in Indonesia. Indonesian translations have been made of the better known fictional works published in the U.S. during the past ten years. A start has been made towards publishing scientific works in Indonesian. The operations of Franklin Publications will do much to widen the translation program in the non-technical fields.

Henry M. Snyder Co., sends a representative to Indonesia about once every eighteen months. McGraw-Hill's book export department
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sends a representative to Indonesia about once a year. Macmillan had a representative in Indonesia in late 1953, and one since. Pacific Book & Supply Corporation has maintained a resident representative there since mid-1951, and had a traveling representative visit several times during 1950. Silver Burdett Company sent a representative to Indonesia in 1951. The Franklin survey team visited Indonesia in 1954 and 1955.

There seems to be little or no subsidized distribution of books through commercial channels by any foreign governments other than the Chinese. A number of stores, all second-rate, sell Chinese propaganda material, much of it in the English language. The leading booksellers are Indonesian and Dutch, and neither group helps the Chinese, who therefore rely on back-alley stores for distribution of their material. One should not underestimate their effort, however, for their publications are often well-prepared both from a technical point of view and from a propaganda point of view. Moreover, there are thousands of Chinese businessmen in Djakarta and other major cities who are ready and willing to help in solving distributional problems for the Chinese Communists.

The Dutch still export through normal commercial channels to Indonesia; it is estimated that Dutch book exports to Indonesia will approximate $500,000 in 1955. The older generations still read Dutch; in fact, many educated Indonesians still consider it their first language. If there is any Dutch subsidization of book distribution in Indonesia, it is probably done from Holland in the form of preferential taxes, or possibly rebates to exporters. This is purely speculative, as nothing definite of Dutch official subsidization of book exporting to Indonesia is known. Of course the Dutch Information Service does (as does the United States Information Service) contribute books to libraries and universities. Some American books are received via Holland, but it is becoming increasingly difficult for Dutch and Chinese booksellers to obtain import licenses unless they have Indonesians associated with them in their enterprises.

The British have both their information service and the British Council in Indonesia. The Information Service is in Djakarta, and maintains a small but excellent library. Their building burned down in the spring of 1954, and they are still slowly rebuilding their book collection. The British Council is headquartered in Bandung, and has a small branch in Djakarta. They have a good library in Bandung, and in both Bandung and Djakarta help local schools by providing volunteer English teachers. As in the case of the Dutch, no official
subsidi es granted to book exporters for Indonesian sales are known. The volume of Indonesian imports of British books probably has not exceeded $75,000 in either 1954 or 1955, but is probably close to that figure, at least for 1955.

The Soviet Union has established an embassy in Djakarta within the past ten months, but so far has confined its information activities to press releases to the local papers. However, they are expected to widen the scope of their program soon. So far no word of their intentions regarding a library has been heard, but it stands to reason that they will open one.

British publishers have been making an effort since 1949 to wrest the textbook field away from the Dutch and to obtain a firm grasp on the general imports of technical and trade books to Indonesia in view of the rapid rise in the use of the English language. They have been quite successful. This grew to a certain extent out of a large exhibit of British books in 1950 or 1951 and then a smaller exhibit in early 1954. Also, due to the close proximity of Indonesia to Singapore, British publishers' representatives from there are able to visit Indonesia quite often to gather orders and promote sales of British books.

There is an estimated Chinese population of 2,500,000 in the country, 30% of which are recent immigrants, and 250,000 of their children are served by 100 Chinese schools.

The Franklin survey team was told in 1954 that these schools were equally divided between Communist and non-Communist control. Some books in Chinese are locally produced, and it is reported that Chinese textbooks are smuggled in in the diplomatic pouch. These would be definitely Communist-slanted. With the increasing emphasis on Bahasa, the Chinese are finding it expedient to learn it. Many of them spoke Dutch, and are now replacing it with English.

As no higher education is available in the Chinese language, several thousand secondary school students enter South China each year to enroll in Communist universities.

The United States Information Service maintains lending libraries in Djakarta, Surabaya, Medan, and Padang. They have an exceptionally able staff in Djakarta.

ICA has thirty-six technical, scientific, and agricultural programs in Indonesia. It has provided $145,455 worth of text and reference books used in these projects through its Washington channels. Very few ICA books are bought locally. However, the various ICA projects should have a significant long-range effect on the Indonesian book market, for the Indonesians working with the ICA technicians are
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learning to use American methods, and are becoming familiar with U.S. publications in the process. It is reasonable to assume that these men will buy their new professional books and periodicals from the United States more than from Europe as they have in the past.

The Book Translation Program (USIA) translated six books into Indonesian in 1951; nine books in 1952; four books in 1953; and sixteen books in 1955.

As of June 30, 1955 there were thirteen ICA-USBE member libraries in Indonesia and 4,990 items had been provided.

The Ford Foundation is engaged in a project in Djogjakarta under which Indonesian teachers of English are being trained by American professors. It is thanks to this program that a very few (about 5% of the total used) American texts are now on the list of English texts approved by the Indonesian Ministry of Education. The Ford project is being handled under contract by the University of Michigan, and most of the American teachers in Djogjakarta were drawn from that university.

The Ford Foundation is also paying for a program administered by the William Dunwoody Industrial Institute of Minneapolis. This program is responsible for training industrial arts teachers for about six schools which will later be established in some of the leading cities of Indonesia. Both of these Ford programs will, like the ICA projects, increase the long-run demand in Indonesia for American books.

Books are being provided by the Asia Foundation for library and primary educational projects being developed at the University of Indonesia at Bandung, including a Mothers’ Training School, a leisure reading library and an English-teaching project. A project is also under way in Bali at the state high school, by which the Foundation is providing materials and books in an attempt to develop better methods of teaching English, which is now Indonesia’s second language.

To enable the Universitet Nasional to broaden its curricula in the fields of political and social science, the Foundation has provided a collection of textbooks. Miscellaneous projects include: a modest collection of instructional manuals presented to the Peng Ann Tan schools in Indonesia; a collection of basic books and periodical subscriptions in the fields of journalism and publishing; the payment of transportation costs on a collection of books donated by the Cal-Indo group at the University of California to Indonesian university students; book indexes presented to the National Planning Bureau to assist it in its book purchases. A Library of Congress catalog is being obtained to assist the Library Bureau of the Ministry of Education in estab-
lishing a National Bibliographical and Reference Center, to be the center of inter-library loan.

The greatest unfilled needs are for still more texts for the university students, and if possible for the secondary school students. However, there is also a great need for more general American books and magazines, which are at present so restricted because of foreign exchange difficulties. The general public (the educated portion) is clamoring for American books and magazines, but the supply is so limited that outside Djakarta black market prices must be paid for magazines more than a year old.

Recommendations to improve the Indonesian book program include:

1. The IMG Program, when really operative, should solve many of the problems.
2. Postage rates for books should be lowered, allowing larger packages of books than at present, reducing registry fees for book shipments.
3. Helpful commercial moves should consist of larger discounts, special low-priced editions for Asian markets, more liberal credit terms to reputable firms to cover them between exchange allocations (although books are supposed to come in under licenses, no check at all is made of shipments sent through the mail, only of books sent ocean freight).
4. Send magazines, or enter subscriptions for all of the leading American magazines, to each of the major libraries in Indonesia. This would cost comparatively little. For $1,000, two and three-year subscriptions of magazines could be entered for a number of different magazines for the public libraries in a number of cities.
5. Publishers should find a way to reduce prices on hard-bound books. Even with IMG in Indonesia, the prices of all but paper-back books will be too high for the average educated Indonesian.
6. The publishers in Indonesia are very short of paper, and if there is any way to supply them under IMG, or some other program such as Franklin Publications, it should definitely be done.
7. There is a tremendous need for a well-planned, efficiently executed translation program.
8. The U.S. government, the foundations, and private companies should cooperate in making donations of the best American books in all fields to libraries, both public and university, in Indonesia. If feasible, they should go further and subsidize part of the cost of American textbooks needed by the students. IMG will help tremendously, but
there is so much to be done that all possible sources of help should be utilized.

9. American publishers should consider the advantages to be derived from training people from underdeveloped countries in American publishing and distribution methods. Perhaps the U.S. government could be induced to underwrite certain costs, or all of them, in such a program.

10. Export representatives face an overburdening cost in attempting to supply proper publisher information to customers overseas. Perhaps some assistance could be arranged for in the preparation of specialized bibliographies and announcements of new titles of all publishers that meet the needs of these areas. The USIA bulletin in Bahasa should announce monthly the publication of new and pertinent books, and all libraries should be sent Publishers’ Weekly.

**Philippines**

President Magsaysay has taken a definite pro-American stand in spite of opposition by old-time Nacionalista party members, some of whom had welcomed the Japanese for their avowed “Asia for the Asians” program.

The President’s statement of policy represents the strong undercurrent of popular opinion and the strength of his personal appeal to the man in the streets. Americans for more than fifty years have been appreciated for their many contributions to the development of the Philippine nation. Free trade with the United States channeled the principal exports to America and produced a substantial favorable dollar balance. With this wealth, the Filipinos purchased the articles of everyday American living. A healthy growth in the middle class appeared prior to World War II. The farmers on the large rice and sugar estates still continued to suffer deprivations under an almost feudal system of land tenure. It was in these areas that the Communists found fertile ground for the Hukbalahap troubles after the cessation of hostilities.

The Filipinos read American books and magazines and patronize American films. Most of the older and leading educators, and many of the professional men, have attended schools, colleges, and universities in the United States. They represent a hard core of leadership in wanting to maintain strong economic, educational, and cultural ties with the United States. American books are essential to a continuation of this long-established relationship.

From the earliest days of the American regime, English became the
language of instruction, from the primary grades through the university. Hundreds of American teachers taught schools in remote barrios and in the big cities. English became the only means of communication between peoples. Although there are only about seven main languages, stemming from Malay, there are eighty-seven dialects. In the old days, the Spanish language was current only with the upper classes. When the Commonwealth was established in 1935, Filipino teachers replaced Americans throughout the Philippines. Spoken English has gradually deteriorated since that time. This situation was worsened by Japanese policy, which began systematically to eliminate English and to supplant it with Japanese. The effects on remote peoples were disastrous.

Prior to the war, Tagalog, the native language spoken in Central Luzon, was declared the national language. Due in part to objections from citizens in other language-speaking areas, the Bureau of Education recommended instruction in the lower primary grades in the local dialect, followed by Tagalog, and postponed English to the intermediate grades.

During the American regime, literacy was reported to be the highest in Asia (except in Japan). The figure stood between 75 and 80%.

All university students, professional men, writers, editors, engineers, and technical experts are thoroughly literate in English.

Regrettably, the importation of elementary grade school textbooks had been banned in 1954. This action was taken in an effort to subsidize the Filipino publishing industry, although not sufficient equipment and trained personnel were available to take care of local needs. In the face of an acute shortage of textbooks in public high schools and elementary schools throughout the country, the Bureau of Public Schools recently placed an order in the U.S. for 83,000 textbooks through effecting a redistribution of funds allocated to the Bureau.

The Central Bank of the Philippines has indicated that it would not issue import licenses for elementary school books, in spite of the IMG agreement which cover contracts amounting to $2,093,480 in the fiscal year 1955.

In the light of the very serious dollar shortage, only IMG makes it possible to import American books, especially textbooks in the technical field, in any quantities. Very limited dollar exchange for books is available outside IMG.

Local bookselling channels are capable of distributing books throughout the big centers in the Philippines. Local publishers are
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not yet able to print and bind in mass production the books required for all educational and cultural use.

There are no established patterns for obtaining translation rights of American books. Actually they are not necessary for the dissemination of American ideas. Although Tagalog is a simple spoken language, the man in the street (the tao or Juan de la Cruz) cannot read the synthetic literary Tagalog which the National Language Institute is laboriously developing. The reading public in other dialects is hardly sufficient to warrant large scale production of various books in such languages. The USIA production in 1953 of only one book in Cebuano (a language spoken in Cebu in the Visayan group of islands), three books in Tagalog and one in Ilocano (spoken in the northwestern areas), is an indication of the lack of a reading public in native dialects. The preference is for English.

The attendance at USIS libraries and their holdings demonstrates the interest in books in English:

<table>
<thead>
<tr>
<th>Location</th>
<th>Book holdings</th>
<th>Attendance</th>
<th>Book circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cebu (Visayas)</td>
<td>8,661</td>
<td>439,415</td>
<td>50,835</td>
</tr>
<tr>
<td>Davao (Mindanao)</td>
<td>10,501</td>
<td>124,590</td>
<td>49,520</td>
</tr>
<tr>
<td>Iloilo (Visayas)</td>
<td>8,753</td>
<td>233,375</td>
<td>60,575</td>
</tr>
<tr>
<td>Manila</td>
<td>13,988</td>
<td>2,917,995</td>
<td>73,905</td>
</tr>
<tr>
<td></td>
<td><strong>41,903</strong></td>
<td><strong>3,715,375</strong></td>
<td></td>
</tr>
</tbody>
</table>

Unesco reports the following:

<table>
<thead>
<tr>
<th>Type</th>
<th>Number</th>
<th>Holdings</th>
<th>Annual circulation</th>
<th>Number readers</th>
</tr>
</thead>
<tbody>
<tr>
<td>University</td>
<td>14</td>
<td>631,000</td>
<td>163,000</td>
<td>37,000</td>
</tr>
<tr>
<td>Special</td>
<td>5</td>
<td>98,000</td>
<td>3,625,000</td>
<td>789,000</td>
</tr>
<tr>
<td>Public</td>
<td>141</td>
<td>436,000</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Courses in library work with young people have been conducted by USIS in cooperation with the Bureau of Public Schools. The USIS library extension program is trying to stimulate establishment and maintenance of public libraries in all municipalities. Many conferences held have been sponsored jointly by the USIA-ICS, the Philippine Bureau of Public Libraries and local and regional officials.

The need for elementary and high school tests is evident from the following quotation from the Philippine Newsletter, July 1955: “MANILA: An acute shortage of textbooks developed in the Philippines last week as four and a half million pupils and students trooped back to classes after a twelve-week vacation during the hottest season of the year in the islands. The Bureau of Public Schools was reported
CHARLES E. GRIFFITH

readying a petition to the government to increase the appropriation for textbooks from 2,000,000 to 3,000,000 pesos. It was expected that some 2,600 elementary schools, 300 high schools, and 958 private schools would be able to accommodate all applicants, in spite of an increase in enrollment of about 5% over last year.”

Unesco reports that there are 3,796,000 pupils enrolled in the public primary schools (six years for primary grades), with 76,720 primary teachers. The enrollment shown for secondary schools is 181,000 for general and 36,000 in the vocational schools. There are 221,326 enrolled in universities; four students in higher education are studying in the United Kingdom and 880 in the U.S.

The U.S. Operations Mission has developed a well-stocked Materials Laboratory in the Philippines.

Several American publishers have maintained sales and editorial representatives in the Philippines for many years, while others have sent their editors and representatives to the Philippines at regular intervals to combine promotion with research and cooperation with Filipino educators in producing books. Many books for the elementary and high schools are the result of editorial cooperation between Filipino and American educators, and are in fact Filipino productions to meet local needs.

Since Communist Party is illegal in the Philippines, whatever Communist books are available in the Philippines are either clandestinely published by Chinese Communists or are smuggled in, along with Red Chinese, on the long coast line of about 7,000 islands. The gradual elimination of the Huks has greatly reduced Communist strength.

Four ICA-financed university contract projects are in operation; and ICA has spent $48,628 for books in connection with 47 other projects.

U.S. Book Exchange reports five member libraries and 217 exchange items shipped during January-June 1955 (this included secondary texts, useful in the schools). Total gift books, January 1945 to June 1955, was 4,897. There has been difficulty with imports of books since there is no exemption from customs allowed for gift or free exchange shipments. A U.S. government program, in cooperation with the University of Philippines, on library and education matters, includes acquisitions and in-service training.

The Asia Foundation’s book program has sent 13,694 selected books to twenty-two Philippine universities and libraries, including Silliman University, Philippine Normal College, University of the Philippines, Nellarmine College in Baguio, University of the East, and the Philip-
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pine Chinese Library in Manila, the only Chinese public library in the Philippines. In addition, used textbooks in the social sciences and humanities have been sent to educational institutions and civic groups, including Notre Dame de Bolol, Unesco for use in rural schools, Cotabato Chinese High School, Sacred Heart School in Cebu City, Philippine Girl Scouts, and the Union Theological Seminary.

American elementary and high school textbooks of Filipino-American authorship can be produced in the U.S.A. at lower prices to students and government agencies than those same books printed and bound in the Philippines. Every item in the production of books must be imported into the Philippines and up to now have been subject to import tax before the raw materials can be produced as books. Books in local dialects can best be produced locally.

High school, college, university, and all books in the general trade area can best be continued in their original American editions. Their educational use will be continued for the present. Current bookstore distribution will satisfy in part the demand of over-the-counter trade.

These outlets can be maintained only with the aid of IMG or a similar medium for accepting pesos in payment, with convertibility in dollars to the American publisher.

The fullest operation of IMG will be the greatest immediate aid to the flow of American books. The legislation affecting the operation of IMG should be amended so as to reassure the Philippine government that pesos from book sales will not be used for "housekeeping" purposes, but for the strengthening of present aid programs and for educational and cultural purposes for which the present Philippine government allots insufficient funds. For example, pesos could be allotted to the establishment of many more English teaching classes, manned by teachers from the United States.

Community centers mostly in remote sections are being established slowly throughout the Philippines. IMG pesos should be used to establish libraries in such buildings, the book collection being chosen to fit the reading and informational needs of the particular area.

A USIA monthly pamphlet of new and selected American books should be distributed to bookstores and large and small libraries throughout the Philippines. Subscriptions for Publishers' Weekly should be presented to the major booksellers and libraries in the Philippines.

Although any present attempts through educational channels to rescind the ban, even in part, on the importation of elementary textbooks until such time as adequate book manufacturing facilities are
set up in the Philippines would be looked upon as only self-interest of American elementary textbook publishers, the 4,500,000 children in the schools of the Philippines do not have sufficient books in the basic educational subjects. It will take a long time to correct this shortage in the face of mounting enrollments. Meanwhile educational standards will deteriorate at a time when the new republic needs a literate and well-prepared generation to cope with the problems of a complex technical world. In addition, it is reported that the plan to encourage the infant book publishing industry in the Philippines envisages the early ban on the importation of American-manufactured high school texts. Such a possible development would leave only college, technical, and university texts on the admitted list for a generation of students inadequately prepared to comprehend and apply their instruction at the higher education level. American publishers should therefore be encouraged to invest, along with Filipino capital on the basis of the industrial guarantee program, for the establishment of typesetting, printing, and binding establishments.

The Fulbright or foundation scholarships for Filipino teachers in selected subject areas to study in the U.S.A. should be increased.

Foundation or government aid in bringing more students in library science to this country for training should be given.
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
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
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 by Hubert Herring and the other from Unesco’s Basic Facts and Figures. The only major discrepancy appears in the figures for Paraguay, 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
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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 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 or 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." 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
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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; counter-balancing 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
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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 nonexistent. All of the major book producing countries of Latin America are prone to translate foreign works, the preference going often to
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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.

There are many points of interest in the present situation of the book
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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, Urug-
uy, 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 pub-
lishing 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 in-
volved.

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 Nascimiento, leading publishers in Chile,
center 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
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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
## UNITED STATES BOOK EXPORTS, 1954, 1955

### The Americas

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<tr>
<td>Guatemala</td>
<td>3,111</td>
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<tr>
<td>Honduras</td>
<td>8,283</td>
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<tr>
<td>Mexico</td>
<td>314,160</td>
<td>397,137</td>
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<td>Panama</td>
<td>78,058</td>
<td>88,762</td>
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<tr>
<td>Peru</td>
<td>125,232</td>
<td>72,664</td>
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<tr>
<td>Uruguay</td>
<td>6,824</td>
<td>3,824</td>
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<tr>
<td>Venezuela</td>
<td>193,123</td>
<td>180,383</td>
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### The Near East and Africa

<table>
<thead>
<tr>
<th>Country</th>
<th>1954</th>
<th>1955</th>
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<tbody>
<tr>
<td>Egypt</td>
<td>$41,444</td>
<td>$33,485</td>
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<tr>
<td>Ethiopia</td>
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<td>39,738</td>
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<td>French</td>
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<tr>
<td>Morocco</td>
<td>5,580</td>
<td>2,950</td>
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<tr>
<td>Iran</td>
<td>12,756</td>
<td>12,154</td>
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<td>Iraq</td>
<td>8,840</td>
<td>5,315</td>
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<td>Israel</td>
<td>671,638</td>
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<td>Jordan</td>
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<td>Lebanon</td>
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<td>Liberia</td>
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<td>Nigeria</td>
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<td>Turkey</td>
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<tr>
<td>Union of South Africa</td>
<td>464,466*</td>
<td>323,261*</td>
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### The Far East

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<td>Japan</td>
<td>$591,746</td>
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<td>Hong Kong</td>
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<td>Korea</td>
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<td>Formosa</td>
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<tr>
<td>Australia</td>
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<td>534,319*</td>
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<tr>
<td>New Zealand</td>
<td>290,524*</td>
<td>278,732*</td>
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### Southeast Asia

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<th>Country</th>
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<tbody>
<tr>
<td>The Philippines</td>
<td>$1,346,086</td>
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<td>Indochina</td>
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<td>12,055</td>
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<tr>
<td>Indonesia</td>
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<td>63,047</td>
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<tr>
<td>Thailand</td>
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<td>Burma</td>
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<td>19,237</td>
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### South Asia

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<th>Country</th>
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<tr>
<td>India</td>
<td>$475,397</td>
<td>$566,424</td>
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<tr>
<td>Ceylon</td>
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<td>18,421</td>
</tr>
<tr>
<td>Pakistan</td>
<td>107,711</td>
<td>241,135</td>
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**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.
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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 (Distribuidora 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. 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. 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.

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.
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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 than 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.”

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.
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.
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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
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
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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

[177]
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.

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
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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 [179]
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
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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 forthcoming 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-
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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-
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connected 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
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 populaces.

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.

References

8. Ibid.
13. United States Information Agency—Information Centers Service Memo to H. F. Cline.
Library Trends

Forthcoming numbers are as follows:

October, 1956, *Machines and Appliances*. Editor: Arnold H. Trotier, Associate Director for the Technical Departments, University of Illinois Library.


April, 1957, *Rare Book Libraries and Collections*. Editor: Howard H. Peckham, Director, University of Michigan Library.


The numbers of LIBRARY TRENDS issued prior to the present one dealt successively with college and university libraries, special libraries, school libraries, public libraries, libraries of the United States government, cataloging and classification, scientific management in libraries, the availability of library research materials, personnel administration, services to readers, library associations in the United States and British Commonwealth, acquisitions, national libraries, special materials and services, conservation of library materials, and state and provincial libraries in the United States and Canada.