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Library Trends

The Influence of American Librarianship Abroad

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Issue Editor

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Introduction

CECIL K. BYRD

This issue of Library Trends is an analysis of the fairly large-scale overseas book and library assistance programs in which the American library profession has participated during the last twenty-five years. These activities have involved sizeable sums of money, and the energy and expertise of literally scores of librarians and non-librarians on a global basis.

Since its inception as a professional organization, the library movement in the United States has been interested in international librarianship. Activity in this area before World War II was generally confined to donated book programs for war-ravaged libraries, cooperation with library associations, and consultations on problems relating to classification and cataloging—much of which was institutionalized through the American Library Association.

The American library presence abroad has increased in scope and dimension since 1945. Direct assistance has involved gifts of millions of books, funding for library buildings, aid in evolving national library plans, establishment of library education programs, and a wide variety of other library- and book-related projects, financed by both the private and public sectors. Indirect assistance, less visible but of considerable impact, has come from the presence of army and United States Information Service (USIS) libraries overseas as well as from the far-flung international activities of the Library of Congress and the library associations.

In aggregate, the papers which follow do not reveal the full extent of American library efforts abroad. They do, however, detail the various broad avenues of approach which have been traversed in rendering assistance.

The rationale of book donations to individual as well as to institutional recipients, the appropriateness of the gift books for educational, informational and social purposes are discussed extensively by Paul

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Bixler. The efforts of the U.S. book industry to make books available, particularly in developing countries, are admirably summarized by David Kaser.

David G. Donovan has written about the library consultant and the problems with which he is confronted in an alien culture. Robert S. Burgess has critically analyzed representative library education programs financed by federal and private agencies.

The indirect influence created by the presence of U.S. libraries abroad is clearly delineated by A. Elizabeth Schwartz and Joan Collett in their respective chapters on military and USIA libraries. John G. Lorenz and his associates have detailed the ongoing multi-international activities centered in the Library of Congress. Peggy Sullivan has narrated the evolution of the international relations programs of the American Library Association since the end of World War II.

It is clearly evident throughout these papers that overseas book and library activities have peaked and are in decline, due to a loss of funding from foundations and federal agencies. Further, it is evident that these primary underwriters of library aid have funded on an ad hoc basis. Excepting the book activity of the Agency for International Development and the work of the Asia Foundation, no other agencies have given library programs priority as an essential component of educational and economic growth in developing countries.

Two factors have mitigated against the success of library assistance as it relates to developing nations: the absence of a coordinated plan by the funding agencies and the lack of genuine commitment to libraries by the ruling elite in many developing nations. Both foundations and federal agencies have supported duplicate and incongruous programs which have failed to attack basic aspects of national library development. In some instances, short-term programs have created more problems than they have solved. In many of the receiving nations, library development has had to compete with national projects which are considered more urgent and most insistent of quick solution. Library development has been postponed year after year.

Better coordination, from the American end, of future library assistance programs would seem desirable. Perhaps the recommendations of the Advisory Commission on International Educational and Cultural Affairs will, if accepted, lead to a more systematic approach in the future. The subcommittee made five basic recommendations:

1. That there be established within the Bureau of Educational and Cultural Affairs of the Department of State the position of Library
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Development Planning Officer, staffed by someone with a broad knowledge of modern library practice and practical experience in developing countries.

2. That each agency of the U.S. government which is engaged in the development of education, research, or cultural activities overseas designate, if it has not already done so, a qualified member of its Washington staff at an appropriate level as Library Development Officer.

3. That the service of competent library development officers be made available to the various missions in developing countries in which the United States is interested.

4. That in developing and executing library programs government agencies make greater use of appropriate non-governmental, non-profit agencies such as Franklin Book Programs, the International Relations Office of the American Library Association, and the United States Book Exchange.

5. That U.S. government support of the library and information programs of international organizations such as UNESCO and the OAS be increased.¹

In spite of what may be termed the faults of a too generous nature, the impact of the U.S. presence on library development abroad has been important, though difficult to measure quantitatively. The recipients of library assistance collectively agree to the importance of U.S. assistance. Had it not been for American benefactions, many claim there could have been no library development in a great number of countries.

Reference

The Charity of Books

PAUL BIXLER

FOREIGN BOOK DONATIONS can be significant. In 1871 after the disastrous Chicago fire had destroyed the book collections of the Chicago Library Association and other city institutions, an Englishman, A. H. Burgess, wrote a letter to the London Daily News proposing "that England should present a new Free Library to Chicago, to remain there as a mark of sympathy . . . and a token of true brotherly kindness forever." Thomas Hughes, member of Parliament and author of Tom Brown's School Days, saw the letter, organized a general committee and invited book donations from British authors, booksellers, publishers, and learned societies. The response totaled more than 8,000 volumes and included gifts of their own works from such illustrious English authors as Alfred Tennyson, Thomas Carlyle, Matthew Arnold, William Gladstone, Benjamin Disraeli, Herbert Spencer, Robert Browning, Lewis Carroll, Charles Kingsley, Charles Darwin, and Thomas Huxley. The project appears to have been a model of a people-to-people program long before that term came into common use in America. The following year, after a Chicago committee had joined a representative from Peoria in prodding the Illinois legislature into passing a bill authorizing the municipal establishment and support of public libraries, the Chicago Public Library was founded with the British donations as the nucleus of its first book collection. It seems possible that someone in Chicago thought of this British precedent decades later as America began a planned outpouring of book and periodical donations to the war-stricken libraries of Europe.

Book donations divide most easily into those supported by private or people-to-people organizations and those sponsored by government agencies. But there is a third category, the exchange agency which is associated with and sometimes cuts across the work of what might be called the purely gift programs; though the gift-for-gift agencies have received less news space, are more institutional and less numerous,
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their activities are in most cases library oriented and research minded. In the United States they were also the first type of donation agency to appear. The original plan of organization of the Smithsonian Institution in 1847 included a system of exchange of Smithsonian publications with those of similar learned societies abroad. Four years later the institution offered its exchange service to government agencies, learned societies and individuals in the United States. In 1867 the service was officially recognized by Congress when it authorized that all congressional printed documents, through the Joint Committee on the Library of Congress (detailed elsewhere in this issue), be placed for transmittal in foreign exchange through the Smithsonian Institution.

After the Brussels Convention of 1886, calling for international exchange of literary and scientific publications as well as government documents, the Smithsonian accepted a request from the State Department to act as an agency to carry out the purposes of the convention. A number of American universities, museums, societies and a few other organizations and individuals have for some years transmitted their publications for exchange “or as gifts” abroad by the institution’s International Exchange Service, though the greater part of the material shipped out remains government documents. In the fiscal year 1969, the service handled for shipment to and from foreign countries 1,288,646 packages weighing nearly 900,000 pounds; since its beginning in the semi-decennium, 1850-54, the volume by weight has multiplied approximately a hundred times.

Some book aid was given by the American Library Association to foreign libraries in the years immediately following World War I, but the first major book donation programs took place during World War II. Ralph Shaw has told the library assistance story in some detail. The background and the chief facts concerned with book and periodical donations may be briefly summarized from his account. Early in World War II separate committees of the ALA were already at work on a number of projects financed by the Rockefeller Foundation: library cooperation with Latin America, in which library books had a small part; aid to libraries in war areas consisting of the “purchase or acquisition by gift and storage of learned American periodicals for future distribution to libraries abroad unable to secure them during the war years”; and a Books for Europe Project. In 1942 the ALA placed these and other developing wartime international projects under the direction of a newly established Board on International Relations, and in the following year created the board’s operating agency, the Washington-located International Relations Office (IRO). Also, the board and the
IRO were responsible for government-sponsored book and library projects for China, the Philippines, the Near East, and Latin America (by far the largest project).

Shaw lists IRO projects with expenditures as compiled by Marion Milczewski, one-time IRO director, and he notes that the international relations work for these years, 1942-47, required an annual budget larger "than on all of the Association's activities together." An examination of Milczewski's figures shows that the greater part of the total IRO expenditures, 60 percent or $1.1 million, were for books and periodicals.

Shaw concluded his article by giving reasons for the continuation and further development of non-governmental library aid abroad, suggesting that "the advisory services provided by the International Relations Office are now needed by official agencies more than ever before." Shaw's words were generally prophetic, yet neither he nor anyone else could have accurately predicted the shape of things to come in the next two decades.

It is difficult now to recreate the political climate of the time. World War II had scarcely ended when the Cold War began. The people, as well as government officials, were tired of wartime propaganda, yet under the threat of international Communism, a program was quickly mounted in which the chief ingredients were a sense of immediacy, an urge toward propaganda, and a belief in a mass approach to American communication abroad—a combination later examined by Dan Lacy for its effects on the United States Information Agency.

On the donation of books and magazines overseas the effect was major. It has been estimated that the Soviet Union was donating abroad 50 million books in English a year. Henry and Sophie Mayers of Los Angeles, traveling in Southeast Asia, saw so many freely distributed Soviet magazines in English (periodicals from the United States being few and expensive) that through a newspaper in Jakarta they offered to Indonesian readers contact with Americans who would send them used American magazines. Expecting possibly fifty replies, they received over 2,500; thus began one of the more informal people-to-people programs, an enterprise that grew and flourished for more than a decade.

Quite as important as ideological opposition to Communism were two other influences. Coming out of their isolationism during the war, many Americans were accepting the obligation of learning how the rest of the world lives and were recognizing the need to attempt to put some kind of floor of information and understanding under the struc-
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ture of international relations that appeared to be in the making. International periodical and book programs were a simple, immediate method by which the ordinary American could feel that he had become a personal part of this process.

Another influence was America's growing prestige and affluence. Private charity had long been a familiar activity for many Americans, and with more resources available and a wider opportunity to assist the "less fortunate," many were prepared to channel some (or more) charity abroad. The government's foreign aid program of the 1950s and 1960s had to fight annually against indifference and the fact that it had no constituency, but no one could raise objections to personal or people-to-people programs in a worthy foreign cause. The core of one such cause was reading matter, and book donations became a kind of everyman's foreign aid.

No complete roster of voluntary, private agencies for book and periodical donations appears to exist. "Gift Book Programs for Libraries," assembled by the ALA's International Relations Office, includes material about fifteen such domestic agencies in recent operation. The author has been able to examine the policy and performance statements of these organizations plus a half dozen more. In size the agencies run all the way from the Darien (Connecticut) Book Aid Plan, whose recent mimeographed statement says that in twenty-two years since its founding in 1949 it has shipped 840 tons of free books and magazines to "an estimated 25 million people in about 100 countries," down to the "Books-Across-the-Sea" program of the English-Speaking Union of the United States, which sends out annually some 300 to 400 critically selected adult and juvenile books, gifts of publishers, to English-Speaking Union headquarters in five British Commonwealth countries.

The list of agencies also includes:

1. The American Medical Association, with two gift programs: one called doctor-to-doctor and the other for American medical missionaries abroad.
2. The Medical Library Association's Exchange Service (begun in 1899) in which foreign libraries have for some time received equal treatment in requests for medical books and journals with those of American libraries.
3. The Iran Foundation, one of whose programs is strengthening the collections of Iranian hospital and medical school libraries.
4. Freedom House Books USA, a merger in 1967 of two similar, ingenious programs—the Freedom House Bookshelf and Books USA.
Donations are in small amounts of money for book purchase rather than in the books themselves.

5. The International Book Project of Lexington, Kentucky, a vigorous, voluntary book gift organization, one of whose special ventures included sending 900 books in Braille to a school for the blind in India.


7. Rutgers University Press Fund ($200 worth of books as selected for a library abroad from its current catalog at 75 percent discount, mailing prepaid).

8. Readers' Service, a substantial agency of the United Presbyterian Church.

9. Operation Bookshelf, a large program (615,000 volumes shipped overseas in fifteen years), run by volunteer assistance in Scarsdale, New York.

10. UNESCO Gift Coupon Programme.

In the 1950s one of the more ambitious efforts to build up the holdings of foreign institutions was undertaken by CARE, a non-profit organization composed of twenty-six agencies and supported by voluntary public contributions. CARE delivered books through its missions abroad to more than 1,750 institutions in forty-six countries—new technical and scientific works to universities, libraries and research centers under the CARE-UNESCO Book Fund, and more than 83,000 children's books under the CARE Children's Book Fund. The program officially closed in 1962, though a few books in law and medicine, donated by professionals, are still sent to their missions, and some children's projects are carried out on a limited basis.

In 1957-58 the British Dominions and Colonies Program of the Carnegie Corporation provided several hundred libraries around the world with gift collections "illustrative not only of good American writing but of the entire range of American thought and behavior." This is noted here as an exceptional event, for philanthropic foundations do not customarily give book collections unattached to grants for other purposes. Foundation money, of course, has frequently been allocated for book purchases, but these sums are usually included as parts of larger foreign projects for total library, school, departmental or university development—a large, complex area somewhat out of the purview of this article.

Exceptional also in a different fashion is the Books for Asian Students Program of the Asia Foundation, a private non-profit organization incorporated in California. Operating since 1954 under the direc-
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tion of Carlton Lowenberg, Books for Asian Students is the most broadly integrated of book donation programs. Gifts of books of great variety are solicited from private citizens, American student groups, civic and service organizations, state governments, and publishers; the publishing trade is the greatest source giving or donating at a fraction of their publishing cost unsold books which are tax deductible, overruns, and remainders. Donors are encouraged to screen their books for usefulness before shipping them to the foundation's San Francisco warehouse which has a 150,000 volume capacity, but there they are usually screened again before shipping to individual Asian countries.17

A significant story of still another sort is that of the United States Book Exchange (USBE), a non-profit organization founded by professional librarians in 1948 with a stock of 100,000 periodical issues inherited from the wartime clearinghouse, the American Book Center. In the beginning, the USBE was designed essentially for domestic library exchange, but with some small private funds and a combined program in which the U.S. Information Agency (USIA) and foreign libraries shared expenses abroad, a small initial participation by foreign libraries grew proportionately almost as fast as the domestic division. Beginning in 1954, a contract with the Agency for International Development (AID) in support of foreign library costs pushed the service ahead so rapidly that in two years its annual volume was consistently running about twice that of domestic exchange. In 1963 when the contract with AID came up for renewal, an extended union dispute disturbed negotiations and the agency failed to renew.18 The yearly number of publications sent abroad promptly fell off to where it was less than a fifth of the total annual volume of exchanges, and that is about where it has since remained.19

Government agencies with book donation or exchange programs have been fewer than private organizations, but their activities have been varied and some of them more complex. Most specialized government agencies that have material to exchange abroad will send it to the USBE, or more likely, to the Gift and Exchange Division of the Library of Congress where it may be transmitted to a foreign institution through the Smithsonian's International Exchange Service. One agency authorized to run its own publishing and distribution program, however, is the Atomic Energy Commission (AEC). The commission's Reports, both in full-size printed copy and in microform, and its Nuclear Science Abstracts and Technical Progress Reviews are now widely distributed to scientific agencies abroad. After five years' experience with a domestic depository program, the AEC opened a foreign depository
program in 1955 with a shipment of 6,500 selected Reports to eleven foreign libraries. Under a donation program and an accompanying exchange system, the number of foreign recipients grew in the next fourteen years to more than eighty, receding slightly after 1969 when free distribution came to an end. The total number of AEC Reports held in a typical foreign depository is about 89,000.20

If, after the 1950s, foreign aid needed renewed commitment and a thrust into the next decade, it received them from the international charisma of the Kennedy administration, with a strong consequential effect on book donations. Although after the President's death collections of American books were established in unprecedented fashion in a number of John F. Kennedy Memorial Libraries abroad,21 it was the Peace Corps which best embodied his personal idealism in international relationships and which came to symbolize at home and abroad a special concern for the people of developing countries.

By law the Peace Corps had no money for book donations.22 But within its broad mandate it provided each "household" of volunteers with a book locker containing 250 paperbacks, ranging in subject matter from classics and current fiction to reference material, children's books, graded readers and books relating to the geographic area in which the volunteers were serving. Almost 50 percent of the volunteers in the first years of the Peace Corps were in the teaching program, many of them teaching English; although the first book collections were designed essentially for use by members of the corps, book-minded volunteers frequently put them to work as small libraries for the use of local students and teachers. Each year 80 to 90 percent of the titles were changed, emphasizing materials to assist host country nationals in understanding the culture and language of the volunteers as well as to give the volunteer materials to understand the culture in which he found himself.23 As the program developed, the number of annual contributions increased until by 1969 the total distributed in this fashion reached well over 4 million.

In addition to book projects under its own complete control, the Peace Corps cooperated with the USIA in distributing books in a donation program of still larger proportions, called the Donated Book Pool. The bulk of these books were publishers' remainders and superseded editions, but they also included gifts from a number of private donation agencies. An agency like Magazines for Friendship sent its individual donors the list of APO box numbers of American embassies and directed the donors themselves to ship their material abroad. An agency like the Darien Book Aid Plan collected books from private donors and
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did the shipping itself. Such arrangements assisted the private agency
to some extent in locating individuals and institutions abroad who
could use the donated material to the best advantage, and it also al-
lowed the agency to avoid the difficulties and some of the costs of send-
ing shipments to recipients through customs. The USIA was in charge
of the Donated Book Pool, but the Peace Corps played a large part in
making requests for books by subject category and reading level, in
giving out shipping information, and in the large job of distribution.
The total size of this program can be estimated from the fact that it
received for distribution an average of 2.8 million items annually in the
years 1966-68.24

The Donated Book Pool was only one of the several book projects
administered by the USIA. Something of the complexity of the agency's
total program may be gleaned from Table 1 which shows figures sum-
marized from yearly reports made to the Bowker Annual of Library

<table>
<thead>
<tr>
<th>Fiscal Year Ending June 30</th>
<th>Total Vols. Distributed</th>
<th>Translations (Pub. Abroad)</th>
<th>Published Overseas (in English)</th>
<th>Reprints &amp; Simplified Editions</th>
<th>To USIS Libraries</th>
<th>Presentation Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>1961</td>
<td>6,000,000</td>
<td>4,800,000</td>
<td>—</td>
<td>1,000,000</td>
<td>230,000</td>
<td>227,000</td>
</tr>
<tr>
<td>1962</td>
<td>6,600,000</td>
<td>4,900,000</td>
<td>—</td>
<td>1,300,000</td>
<td>219,000</td>
<td>204,000</td>
</tr>
<tr>
<td>1963</td>
<td>11,200,000</td>
<td>7,000,000</td>
<td>2,300,000</td>
<td>1,500,000</td>
<td>201,091</td>
<td>208,507</td>
</tr>
<tr>
<td>1964</td>
<td>13,121,000</td>
<td>9,600,000</td>
<td>1,300,000</td>
<td>1,800,000</td>
<td>203,615</td>
<td>217,708</td>
</tr>
<tr>
<td>1965</td>
<td>14,175,000</td>
<td>10,751,000</td>
<td>1,724,000</td>
<td>1,300,000</td>
<td>201,115</td>
<td>200,000</td>
</tr>
<tr>
<td>1966</td>
<td>12,661,000</td>
<td>9,100,000</td>
<td>1,600,000</td>
<td>1,600,000</td>
<td>175,362</td>
<td>186,000</td>
</tr>
</tbody>
</table>

Source: The Bowker Annual of Library and Book Trade Information. New York, R. R.

In the grouping only the Presentation Program was an out-and-out
donation operation. Its books were distributed to foreign libraries, bi-
national centers, schools, and other educational institutions, in some
cases supporting such activities as American Studies Abroad. Other
programs received partial subsidies or were assisted financially in other
ways, with the USIA giving material aid of various kinds to publishers
at home and abroad. Such assistance included: obtaining foreign-lan-

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language rights for overseas publishers, paying translation and promotion costs, supplying support to lower the retail prices of American export editions, or purchasing part of a foreign edition. All translations were published abroad because of the lack of suitable translators in America, the higher cost of American publication, and the cost of shipping overseas.25

The agency was interested in promoting the indigenous book trade abroad as well as, where possible, putting American books in a competitive price position with foreign books. It has also sought, basically, to support American foreign policy and to promote abroad the use of books which illustrate important aspects of American life and culture.

In late 1966 a revelation that the USIA had been secretly subsidizing manuscripts for domestic publishers26 drew fire from a number of quarters including the ALA.27 Coincidentally or not, in 1967 the agency began to phase down commercial assistance programs—coincidentally perhaps because such programs had reached their apogee, and because AID was by then well into large book development programs abroad of an associated type.

In 1962, the International Cooperation Administration handed over responsibility for a modest technical books program to its successor, AID, which greatly broadened and expanded its technical assistance program. In a conference sponsored by AID in 1964 at Airlie House near Washington, D.C., the agency recognized that “it is the policy of the U.S. Government to foster and promote the participation of private enterprise in our foreign economic programs,” and it noted further the agency’s responsibility for calling on the skills of U.S. publishers abroad and for encouraging them to “invest in the less-developed countries,”28 a policy presently much broadened to include assistance to foreign publishers in a greatly expanded program for mass-producing elementary and secondary textbooks in numerous indigenous languages.

At the Airlie Conference the agency took note that its “interest and responsibility in the book and printed materials field includes all fields except fiction and cultural materials,”29 which were left to other agencies. AID viewed books as tools for its many development projects in education, industry and assistance to foreign governments. In 1967 the Bowker Annual of Library and Book Trade Information reported that:

The Agency does not conduct a book program per se. Book activities are planned and carried out as a part of other programs and projects. Major book-related activities of AID have involved (1) the provision of U.S. reference books and texts in support of Agency-funded projects; (2) assistance to in-country development of books, including new manuscripts,
adaptations, translations, and low-cost reprints; (3) assistance in building the local capability to produce books. (Such assistance has included training of people and help in building physical plants. This help has been provided to privately owned book publishing firms, government ministries responsible for writing and distributing texts, centers for coordinating public and private contracting for translating, printing, and book writing); (4) local support of effective distribution systems, and planned programs for use of books. Among the agency's achievements noted in the same report were that: 300 AID projects in 1966 included a significant book element; programs for the development of elementary and other school textbooks had been carried out in many countries; the largest textbook program to date had taken place in the Philippines where in six years, in cooperation with the local Bureau of Public Schools and private local printer-publishers, 25 million texts had been produced; similar programs in Vietnam and Laos would provide texts for every elementary school student; seventeen university libraries had been established with AID book assistance in such countries as Nepal, Ethiopia, Liberia, and South Vietnam; and over the years the agency had provided a total of more than a million books at some 400 other academic libraries. Two years later under an expanded policy statement, "The Use of Books in the A.I.D. Program," the agency reported that it had initiated large-scale bilateral textbook development programs, based on long-term, low-interest loans to the governments of Brazil, Chile and India; under the Brazil program, in support of the Brazilian Ministry of Education, efforts were under way to produce 51 million Portuguese-language textbooks, covering the needs of the national school system from the elementary to the college level.

If it seems ambiguous that an agency whose efforts have sponsored more book production and greater book distribution than any other operation since the invention of charity has "no book program per se," this is because of the nature of the agency. Books are distributed principally as related to other projects. AID conducts its work through contracts with other organizations. Books are a minor commodity within the agency's manifold responsibilities. In 1970, the Franklin Book Programs, which has successfully managed many translation programs abroad, was under contract with AID to bring some measure of efficiency into the procurement of books by the agency's overseas missions.

How effective have the book donation programs been in achieving their purposes? What of the screening and book selection? What about distribution and reception of books abroad? Has there been coopera-
tion and coordination among the private and government agencies? What has been the effect on libraries abroad?

Answers to these questions must be varied. Most established private agencies performed the chief elementary tasks acceptably. They prescribed the material wanted in clear terms: good physical condition; no technical or scientific books more than, say, ten years old; no comics or pulp magazines; and no popular periodicals older than the current year (except for the National Geographic). When they were in the business of providing expectant donors with addresses, they gave out clear rules for mailing and they warned that no material should be mailed without a request. And if they ran a center for assembling material for shipment for themselves, they generally insisted on the rule of nothing sent without request. Clearly, the closer the control by the central agency of its screening and shipping, the more effective its program.

Selection has often been an unsolved problem. Requests might be very specific and impossible to fulfill. Or they could be vague or general: some children's books, something on the English language, or something like the any-old-books-you-don't-want category. Where the mailing list was stabilized, a method of solution was to mail out periodically a list of available material. One of the most effective operations has been that of Readers' Service of the Commission on Ecumenical Mission and Relations of the United Presbyterian Church. It not only sends out occasional statements of the categories of books wanted from donors, but to potential recipients it mails an extended list of books to become available for shipment abroad. Mailed out January 1, 1971 was a list of 3,092 items "to be assigned Monday, April 12, 1971." For each item title, publisher, and date of publication (overwhelmingly in the 1960s) is given. These are broken down into broad subject areas: children's books, by age groups—38 titles; recreational reading—513 titles; education—1,345 titles; religion—1,047 titles; collective works and reference—147 titles. Most of the books under education could be found in any good college library, and many of those under recreation and religion would not be out of place there. The Readers' Service mails material overseas to about 2,000 individuals and over 200 institutions—schools, colleges, seminaries, hospitals.34

The agency of scattered or more general interests cannot define its recipient clients so closely; in fact, it sometimes does not understand who they are. In 1961 after his first six years as chief of the Asia Foundation's book program, Carlton Lowenberg remarked:

It is a widely accepted premise that any and every book can be used in these emerging societies, now or later. The premise is false and has
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resulted in the forced feeding of mountains of material to people incapable of ingesting them. Indeed, these materials have constituted burdens on communities too polite to refuse them. The more articulate Asian educators, administrators, and professional people point out that the need is selective. Wise assistance depends on the establishment of realistic goals for the use of books, and frequent reappraisals of the methods by which these goals are sought. 35

The keynote of the Asia Foundation’s program has been selectivity according to Lowenberg, but he added, “bulk distribution [from many sources] over wide areas has tended to dilute this selectivity.” 36

The selection of books has an important position in the organization of the U.S. Information Agency, to be specific, within the agency’s Information Center Service. The importance of the Bibliographic Division, which evaluates books for use in the book programs, goes back to the Joseph McCarthy era, “when some books were withdrawn from library shelves under fire of public criticism because authors were Communist or pro-Communist or the subject matter was considered unsuitable.” 37

The selection process, of course, is cumulative. Robert E. Elder, who studied the workings of the agency extensively in the period 1963-67, relates the process to foreign policy and continuity:

Reviewers are likely to judge books on the basis of four criteria. How closely does the book support policy? What might be “domestic” or congressional reaction to the use of this book? Is the book comprehensible to a foreign audience? Is it acceptable to readers with a different cultural background? The reviewers were well aware of the shift of emphasis after 1961 in the book programs. . . . During the Murrow period, a higher proportion of books selected were chosen for quick impact; fewer were aimed at a more diffuse or long-range result. There is a better balance in 1967. If a particularly lurid book arouses controversy when it is placed on sale in American cities or placed on the shelves of small-town libraries, USIA can be certain that an enterprising reporter will check USIA’s book lists to see if the Agency has placed it in its libraries overseas or supported its publication abroad. Even if such a book had favorable policy overtones, the review staff would probably respond negatively to it. . . . The Bibliographic Division now has more than thirty-five thousand book reviews on hand, and believes it can assist the field in meeting requests for books of almost any type and fulfilling a wide variety of policy needs. 38

Though the agency has been technically well organized for selection of its own books, it could hardly have been prepared for the problems in selection which arose after President Eisenhower suggested in 1956 that people-to-people programs could establish cultural communication abroad in a way the government could not. John D. Henderson, in his
book on the USIA, comments somewhat ambiguously on the agency's early cooperation with people-to-people groups: "Probably USIA's most successful program of cooperation with private agencies has been with donated books. The program began with appeals to the public to turn over used books culled from attics and basements. The Agency was flooded with volumes that were unsuitable for use abroad." What Henderson apparently means by "successful," is that the people-to-people groups came bearing many gifts, not that the gifts were generally usable.

The agency dropped this program, but some years later, a successor to it was inaugurated by another section of USIA, the Office of Private Cooperation. It may have had its problems in selection too, but they seemed more manageable. As Elder describes it:

The emphasis in recent years was on securing donations of publishers' returns (books returned to publishers from customers) and acquiring books collected at dead-letter centers of the Post Office Department. USIA wives, some seventy of them, worked half a day each week as volunteers on these programs, sorting and cataloging. The Agency in 1963 was obtaining fifty to sixty thousand books a year from these sources—but field requests based on notices of books available ran over one million a year.

There are no accounts and few hints concerning the selection of such materials.

Informal cooperation among two or more agencies has been a common occurrence in book collection and distribution. As already noted, the Peace Corps and the USIA not only collaborated with each other but assisted a number of the larger, better organized private groups in distributing books overseas. In recent years the chief function of the Smithsonian's International Exchange Service has been shipping and receiving materials for other agencies in and out of the country. Another whose role has been almost entirely cooperative is the U.S. Navy's Project Handclasp; with branches on both east and west coasts the navy's agency has frequently provided free transportation for books going abroad. More varied, with its many contacts in collection and distribution, the Asia Foundation's Books for Asian Students Program has supervised cooperative operations both domestically and abroad.

If informal cooperation among individual agencies has been frequent, overall or general coordination has not. A call from Africa for an American national clearinghouse, for example, went unheeded. Indeed, there is some evidence that if it was noticed at all, it was ignored or misunderstood. In the printed proceedings of the 1964 Airlie House Conference on book development, it is noted that in the fiscal year end-
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ing June 30, 1964, the USIA's Office of Private Cooperation had shipped out 457,666 books to Africa, largest of its area USIA/Peace Corps Donated Book Programs at that time; on another page appears the statement of the African American Institute: "It is evident that the time has passed when it is useful to send used books to Africa. There is grave risk of giving offense to people proud of their growing educational systems. This risk far outweighs any possible benefit to be gained by gifts of used books, even in those remaining areas where books are truly rare." Nowhere is any comment or notice taken of this dichotomy in policies and performance.

Since 1962 efforts have been made to establish coordination in book programs at the government level. In that year the secretary of state under the Fulbright-Hays Act established a Government Advisory Committee on International Book Programs "for the purpose of advising the Government on the policies and operations of its various overseas book and library programs and of serving as a liaison between the Government and the book industry and library profession to achieve closer coordination of public and private book and library activities overseas." Confined to membership from the American book trade, the committee's first accomplishment was a mutual exchange of knowledge between leading commercial bookmen and officials responsible for book programs. In 1966, the committee's membership was broadened to include two educators and a librarian, and about the same time another attempt to improve coordination occurred in the formation of an Interagency Committee on Books, chaired by the assistant secretary of state for educational and cultural affairs.

Nevertheless, the effect of these changes has been limited. A report to the National Advisory Commission on Libraries three years later noted that "these two committees have continued to devote their attention predominantly to book programs of the United States Government and have made little attempt to coordinate their actions with either private assistance programs or the developmental efforts of American libraries." Most private book donation agencies have mentioned libraries as among the recipients of their gifts abroad, but this remark often seems to be included in vague terms for the record. The conception of libraries has been that of a miscellaneous collection of books, large or small—something nice to have in a special kind of way or for an individual to have for his own, not something that requires purpose, organization, professional library personnel and a definite reader clientele.

Such a misconception, however, has had a less deleterious effect on
foreign library development than some of the unceremonious dumping of large collections on foreign doorsteps. Carlton Lowenberg singled out this problem when he noted the effect of bulk distribution on selectivity. In Vietnam Richard Gardner wrote of the “avalanche of books” which began to assume “the proportions of a tremendous burden to the recipient institutions.” In 1967 when Indonesia had a dramatic change in government, officials agreed that one of the nation’s immediate needs was books for its 40 million students. Within a short time, USIA acquired and shipped to Indonesia half a million American books. This appears a remarkable response to a foreign crisis, but crisis or not, one asks what eventually happened to the books.

Harold Lancour suggested some of the possible answers to such outpourings as he saw them in Africa: “As any librarian knows a donation of gift books to a library can be a great trial and expense and bring nothing of value. Once a local and community problem, it has now become an international one. The characteristics of the problem remain the same—inadequate selection, poor condition, and quantities beyond the capacity of the receiving institution—but the dimensions of the problem have increased many-fold.” Although Lancour paid his respects to examples of careful planning and selection in a number of African book projects, he cited other examples of extensive collections sent to areas where the few available librarians were without preparation or tools to evaluate the materials, of books in such poor condition or so inappropriate as to be valueless, of books deteriorating in warehouses for lack of available attention, and of professional time spent in unrewarded sorting when it was needed elsewhere.

This may have about it an air of déjà vu. In 1954 Dan Lacy wrote that an adequate program of presentation of American books must be done with intelligence and care:

Indiscriminate gifts will be wasted and resented; gifts of books unrelated to a larger purpose will generally be useless. Every gift of books should be part of a specific undertaking: to create, for example, or to strengthen a medical school at one university; to create an advanced department of economics at another; to establish an institute of international relations at a third; to strengthen the research resources of a ministry of agriculture. Each such undertaking should be sought by, and in significant part supported by, local authorities.

More recently the conditions and attitudes toward book donations to libraries have been under pressure of change. Where once crash programs may seem to have been in order and where the foreign recipients were often pleased to ask and receive anything in the shape of a
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tome, the purpose and use to which library materials are to be put is being raised. Adam Curle, writing about a new role for Franklin Book Programs abroad, has summarized the changing atmosphere:

A few years ago the developing countries, with few exceptions, did not really know what they wanted nor, to the extent that they had ideas, how to achieve them. Anything we could give them was accepted and they listened to the contradictory advice of innumerable "experts" with a combination of naive expectancy and suspicion.

But, and this is the great difference, they are now beginning in a few places to know this for themselves. The outside advisor is in a very different position than he was a little time ago because, instead of having the role of itinerant sage, he is sought for his particular skill in contributing to the solution of a particular problem.

Under a contract with AID since 1968, the ALA's International Relations Office has been engaged in analyzing and planning improved assistance for overseas library development programs. A recent report on library-related collections of donated books in Asia took note of such problems needing examination or review as the following: that the prestige of owning books in Asia makes some librarians prone to accepting any gift offered; that cartons of a large private book donation can be stored out of the way (and away from any use) in the basement of a new national library, or that a still larger collection in science, technology and education given to a university which has no place to house it, may be kept in limbo in the expectation that the books will somehow attract a building and adequate shelving; and that the general proposition that book presentations need not be tied to other institutional requirements should be either abandoned or reexamined.

Three recent informal reports to IRO stress the idea that recipients of book donations should be involved in the selection of titles, and one suggests that a basic collection of evaluative book selection tools be an early selection for libraries expecting either donations or new book funds. A report on Indonesian science libraries includes the conclusion that the recent application of a lower AID book budget to a few well organized libraries will be more useful and effective than the previous larger book funds spread around to a greater number of libraries that "didn't know how to handle them effectively." A companion report on university libraries in Indonesia recommends that AID and USIS give up their book procurement activities (which fortuitously circumvent Indonesian governmental regulations, currency restrictions, and shipping problems) and give recipient institutions the responsibility of selecting their own books and acquiring them directly.
from foreign and domestic dealers. Why? Because although it poses "very serious problems in U.S. Government regulations for accountability of funds," it has the great "potential for building institutional capabilities."  

Recently American foreign aid has been in a period of reevaluation, if not of outright recession. Gone is some of the confidence and optimism with which Americans spread development aid abroad in the years 1953 to 1967, and disappearing also in some of the developing countries is the reciprocal confidence shown by those countries' leaders in direct acceptance of U.S. aid. As one economic expert has pointed out, "We are no longer so sure about the product we were selling so energetically around the world just a few years ago," and our uncertainty arises from "reasons that go far beyond Vietnam."  

As part of foreign aid, donation book programs reflect the current climate of questioning and change. The year 1967 was a kind of climax that saw the issuance of the significant National Policy Statement on International Book and Library Activities by President Johnson. The subsequent directives for implementation, however, brought no follow-through. It was about this time that the USIA began phasing down its gift book programs. Private agencies like the Darien Book Aid Plan no longer sent book cartons to American embassies abroad, and some like Darien shifted part of their book aid attention away from foreign countries to domestic recipients. In 1969 the Peace Corps ended its book program (although cooperation between Peace Corps volunteers and some private donation agencies still continues on a limited basis).  

Currently, although its book activities have not come to general attention, the complexity of AID, "the only comprehensive aid agency in the world," has drawn criticism. Harvard Professor Samuel P. Huntington, member of President Nixon's Task Force on International Development, points out that "AID is simultaneously a bank, foundation, management consultant service, operations agency, economic developer and planner, political manipulator, and technical advisor." He adds that during the 1960s AID's dominance in the area of foreign assistance has been in the process of erosion by other foreign affairs agencies, and he concludes, "What has developed, in short, is not so much an aid crisis as it is an AID crisis." What this portends for the multi-faceted agency or for the multiplicity of its book assistance programs cannot be foretold at this time.  

None of this is to say that organized book donations are coming to an end, or any more perhaps than that they are seeking their own level.
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Book gifts have an honored place in foreign aid. The giving and receiving depend on careful selection, knowledgeable and well proportioned distribution, and on the consciousness that a process which is essentially human and thoughtful should not be smothered in a mass or a machine approach.

Effective programs continue. The private Asia Foundation services contracts with AID, though association with a government agency, as critics point out, occasionally embarrasses or hampers relationships in a foreign country. On balance, however, the Books for Asian Students program is in a position of visible priority within the foundation. Operating with an annual budget of about $250,000, the program has combined professionalism and continuity, quantity along with quality, to produce a good track record; in its seventeenth year of operation in 1971, it passed the 10 million mark in book distribution. A significant feature of the program is that terminal distribution of books to individuals and institutions abroad is in the hands of field or country representatives, some of whom have their own sub-warehouses on which they can draw and do further screening, and all of whom know the people and the book needs of their particular territory. The program, further, is unique in that library-associated projects naturally grow out of the book program. In the foundation's annual reports for 1968 and 1969 there appear forty-six grants in assistance to libraries for books, equipment or other aid, to library associations for meetings and seminars or to librarians for training and travel. The sums for these projects are modest, usually between $1,000 and $7,000, but all are directed to indigenous library improvement in Asia.

No performance in book donation today surpasses that of Freedom House Books USA, the result of a 1967 merger of Freedom House Bookshelf founded in 1959 with Books USA initiated in 1963 by Edward R. Murrow when he was head of USIA. A people-to-people program, it accepts no gifts of new or used books, but ships overseas only new soft cover books of quality purchased with funds privately contributed to support the program. From the initial, tentative list of titles chosen by a small group, final selections are made and reviewed by a book selection committee of fifty-three prominent American writers representing a wide spectrum of taste, political views, and writing specialties. Most books are listed and offered in packets of ten under such headings as American History and Society I and II, Reference, Literature I and II (for adults), Literature I and II (for young people), Science (for adults), and Science (for young people). These groups include ninety titles, but under a heading Personal Bookshelf there are another thirty
titles generally more advanced in writing and subject matter.\textsuperscript{62}

Given liberal discounts by American publishers, a packet of ten books may be contributed abroad for $6, a set of the Personal Bookshelf for $15; these are for presentation to individuals, but occasionally the complete set of 120 titles is made available (contribution cost $60) to a library, school or college. Distribution abroad is made by application through American field staffs of such agencies as the institute for International Education, the AFL-CIO, church service groups, and voluntary agencies with specialized activities in Asia, Africa and Latin America. Freedom House Books USA has distributed more than a half million books abroad, a number that only partially satisfied the demand by request. In the quality of selection and distribution, particularly in its Personal Bookshelf, it appears to come closer than any other donation program yet in operation to the ideal expressed by Dan Lacy,\textsuperscript{63} that a book program should reach foreign professionals and intellectual leaders (some of them potential leaders).

There remains the United States Book Exchange, the sleeping giant of international book exchange. Its processed stock of over 4 million items, many of them periodical issues of research value, would be an invaluable resource for foreign library collections if they had access to the relatively small dollar account which would allow them to participate in the program. Nor would a substantial expansion of foreign participation put a strain on the basic stock of resources, for not only is the exchange operation a cooperative effort among libraries by which demand and supply are largely coordinated, but "much of the material USBE has to discard as surplus to its present distribution, much not yet shipped to USBE, as well as what is on the shelves, would . . . be useful to foreign libraries."\textsuperscript{64}

The experience of the years 1954-1963 when AID supported foreign library costs indicates some of the possibilities in an active foreign exchange participation. In that decade USBE distributed more than 2.7 million publications overseas and in the peak years 1962-1963 the annual average ran to approximately half a million pieces, a number estimated to have tapped no more than a fourth of the potential.\textsuperscript{65} In succeeding years, left to its own support and in the face of rising costs in processing and shipping, foreign distribution has fallen to less than a shadow of what it could be. In January 1971, the total of participating libraries in developing countries (in Asia, Africa, Latin America), in which the need is greatest, was only 104 and the distribution a fifth of what it was in 1963.\textsuperscript{64}

Recently the USBE received a modest grant of $48,000 from the
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Council on Library Resources to improve staff salaries. This will put the exchange in training to perform the substantial job which was once expected of it domestically. But what it needs to reach its true potential abroad is a steady, basic infusion of government support.

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The United States Book Industry Abroad

DAVID KASER

Since the beginning of time, the book and library communities have been interconnected in many ways with similar if not overlapping goals, problems, and responsibilities. Although in the vast complexity of Western society today the interwoven nature of these several characteristics is not always easily discernible, it remains abundantly clear in certain developing parts of the world where social phenomena often exist distilled to scales more easily perceived by the human intellect.

In the quarter century since World War II, Western librarians and publishers alike have been pitting their minds against the monumental problems in developing countries of helping to raise educational, professional, technical, and economic competences to levels commensurate with current needs. In 1945, many of these developing countries found themselves suddenly faced with the necessity of advancing their levels of development from eighteenth- to twentieth-century adequacy in the short span of a decade or two.

Books, it was promptly recognized, would be an indispensable component in the success of any such program of national growth. For almost every need encountered in these nations' drives for advancement, there was already a superabundance of technical knowledge in the more developed countries, knowledge that was already encapsulated within the covers of their tens of thousands of books. Western publishers who knew how to bring authors, printers, and markets together into a single developmental sequence, and librarians who knew how to abet these distributory efforts in the interest of national development, found themselves engaged in the same worthy cause of nation building through information dissemination. The work of librarians in this cause is being reported elsewhere in this issue; this brief chapter will review the work of American publishers.

There has been a clear need in developing areas of the world during this time for greatly increased traffic in two specific kinds of books.

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The first type needed is vernacular titles in limited diversity but large editions to serve as school texts, popular reading materials, books for neo-literates, and texts for persons seeking basic technical skills. Such books are needed to stock the schools, the street and village libraries, and the bookstalls and shops of developing countries.

The second type of book needed is one for more advanced technical, educational, and professional interests. These books are needed in limited numbers of copies, but in a wide selection of titles to stock the universities, the institutes, and the private collections of highly sophisticated scholars. Potential use of this second kind of book is usually too small to warrant either original authorship, or even translation and publication in the vernacular, and thus these books are distributed in their original Western languages. This requires, of course, that anyone who would tap the advanced expertise of the world has to master a Western language—usually English, which has come to be a scholar's lingua franca—and leaves the book industry open to charges of bibliographic and linguistic imperialism. Nonetheless it seems for the present to be the only economically viable route available to many developing countries; it appears cheaper for these nations to teach their scholars to read a Western language than it would be to prepare a wide range of vernacular literature adequate to their needs.

American publishers have been very active in recent decades in helping developing nations to improve methods of access to both these kinds of books. They have worked individually and through a variety of cooperative mechanisms, both private and quasi-public in sponsorship, and both bilateral and multilateral in scope.

Direct exportation of American published works, of course, constitutes a substantial segment of the contribution made by individual book publishers to national development abroad. An impressive $170 million worth of American books are estimated to have been exported from the United States during 1970 alone. Who can appraise the impact of this huge "knowledge transmission" upon the importing nations except to realize that it was doubtless enormous?

Yet despite this accomplishment, direct book export has always been fraught with problems, including the following:

1. Political obstacles. For political reasons importing nations are sometimes wont to impose barriers in the way of the free flow of books.
2. Censorship. Importation of particular titles is sometimes blocked for moral, religious, or political reasons.
3. Inadequate monetary exchange. Book importers are sometimes frus-
trated by their nation's need to keep tight control over the outflow of currency so that imported books cannot be paid for.

4. Lack of distribution mechanism. Few American publishers are large enough to be able to maintain sophisticated distribution channels into a wide range of countries.

5. Economic factors. This category of problems "includes the troubles caused by systems of import licenses . . . the levying of import duties and other taxes, differences in exchange rates resulting in increased selling prices, the expense of shipment and insurance to foreign customers, the difficulty in collecting money from foreign debtors, and the extraordinary amount of time between the retailer's placing of an order and his receipt of the book."

6. Price. American-produced books are often of necessity among the most expensive in the world and are therefore frequently priced above the ability of an import market to pay.

For these reasons individual American publishers with properties needed abroad have sometimes found it desirable to develop alternate routes to export. Some publishers have concluded workable, exclusive, regional distribution agreements; Encyclopædia Britannica in particular has been successful in such an effort. Others have chosen to ally themselves with foreign publishers, giving them exclusive reprint and regional distribution rights for low-priced, locally manufactured editions of their more desirable titles.

In recent years several American textbook publishers have gained widespread distribution of their wares in Asian markets through the republication in Japan of so-called "Far East" or "Asian Students" editions of their best books at from one-third to one-half of the price of American editions. McGraw Hill has produced more than 350 of its titles in low-priced reprints in alliance with the Japanese firm of Kogakusha. More recently the same firm has also concluded arrangements with firms in Singapore, Kuala Lumpur, and India for similar distribution of its works in those regions.

In addition, of course, many American firms simply made ad hoc authorizations for their books to be reprinted in local markets in return for a 10 to 15 percent royalty on sales. In some locales where international copyright observance is either non-existent or weak, however, such authorizations can become quite confused. Book pirates sometimes produce unauthorized editions, only to have other pirates pirate them, producing clandestine reprints of clandestine reprints on which no royalties are paid to the original publisher. At the present time the Republic of China is the largest non-signer in the free world of any
international copyright conventions, and it is estimated that there are
now more than 10,000 English-language titles in print in unauthorized
editions in Chinese reprint warehouses. As recently as mid-June 1971,
however, the Republic of China avowed its intent to relinquish piracy
and subscribe to the Universal Copyright Convention.

Perhaps no other industry has been more aggressive than book pub-
lishing in seeking answers to some of the book problems of developing
nations through collective action. These efforts have been vigorous in
both the private and the public sectors, and they have often proved
effective.

Doubtless, the most important joint activity in the private sector has
been the support over the past two decades of the Franklin Book Pro-
grams. Established in 1952 with the somewhat circumscribed purpose
of arranging the translation of American books for publication in devel-
oping countries, Franklin Book Programs in recent years has moved in-
creasingly toward aiding in the creating and strengthening of indige-
nous book industries. In 1968/69, Franklin Book Programs merged with
another private, joint enterprise of American bookmen, the Interna-
tional Book Institute, which had been organized originally as a non-
profit corporation designed to facilitate the flow of books and related
educational and cultural materials between the United States and other
nations.

Franklin Book Programs now maintains offices in New York and six-
teen cities of Asia, Africa, and Latin America. With funds drawn from a
variety of public and private agencies, contractors, and philanthro-
pies, it strives to aid the printing, publishing, and book-selling
infrastructure in developing countries so as to maximize to their peo-
bles the benefit of American published knowledge. To this end it has
expanded printing plants, encouraged school library growth, trained
teachers as textbook writers, furthered book trade association develop-
ment, and supported experiments and innovation in publishing. Its proj-
ects are so extensive that its last annual report required 100 pages just
to list them all.

The American book industry has also expended considerable effort
working with U.S. government and multilateral agencies to aid the flow
of the nation's published knowledge into areas of the world where it is
vitally needed. Among federal agencies concerned in one way or an-
other with this problem are the Agency for International Development,
the U.S. Information Agency, the U.S. Department of State, the U.S.
Office of Education, the National Science Foundation, and the Peace
Corps.
This direction for the American book industry was encouraged by President Lyndon B. Johnson in a special message to Congress on February 2, 1966. In that message the President urged federal agencies “to increase the flow of books and other educational material” between this and other countries. A National Policy Statement was issued soon thereafter. Activities to support this increased flow in the federal establishment have fallen under the purview of an Interagency Book Committee which has had substantive guidance from an Advisory Committee on International Book Programs which is comprised of representatives from the book publishing, library, and related fields. American publishers, both corporately and individually, have worked extensively with governmental agencies abroad as advisors, consultants and contractors to further their missions through increased book activities.

The Agency for International Development (AID) especially has used information and knowledge of publishers and librarians in its studies of book activities in a large number of developing countries. As early as 1962, AID issued Policy Directive 12, which formally set forth that agency’s intent to reduce the book deficits in developing countries through its programs. In 1964 Wolf Management Services contracted with AID to send a team of experts to Turkey to conduct a pilot study of the role of book activities in national growth. Four of the seven experts were American publishers. Similar studies have since been conducted under AID auspices in a number of countries on three continents, all with substantial representation from the publishing industries. These studies have been used in several nations as guides for the strengthening of local book and publishing industries.

American publishers have also vigorously participated in multilateral efforts to raise the level of publishing competence in developing areas of the world. The UNESCO Programme for Book Development was launched in 1964 to foster national book production and distribution. This program sponsored meetings of experts in Asia (Tokyo, 1966), Africa (Accra, 1968), and Latin America (Bogota, 1969), and encouraged the establishment of National Book Development Councils in a number of countries for purposes of promoting the reading of books and the development of indigenous book industries. Representatives of the American book and publishing communities have been active in all of these and other similar efforts.

This brief account of the activities of American publishers in support of international book development is remiss in at least one important sense; it has not stressed the fact that in virtually all of the activities named herein publishers and librarians have worked together. They
served together on the Advisory Committee on International Book Programs, they served together on the teams that studied national book activities under AID sponsorship, and the National Book Development Councils strive for the establishment of libraries as well as book stores. The interlocking nature of librarianship and book publishing is perhaps nowhere more clearly to be seen than in their joint responsibility for upgrading literacy and book use in developing areas of the world.

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Library Development and the U.S. Consultant Overseas

DAVID G. DONOVAN

The decades since World War II have been years of accelerating change in library development. The work of the U.S. library consultant overseas has been no exception. During World War II, American and Allied forces came in contact with the peoples of more remote and less developed countries, and, not unexpectedly, the aspirations of these people were raised. They saw education as a way of breaking through the roadblock of great wealth and social status as prerequisites for positions of leadership and decision-making. They accepted Western values and all that such acceptance implies and does not imply.

The pressure of these people for education placed new demands upon the all-too-meager national budgets of less developed countries. Government officials tried to meet the crisis by emphasizing quantity rather than quality in their educational programs, only to find neither possible. Well meaning outside assistance agencies frequently urged improved quality in educational programs, gave financial help, and loaned expertise in support of such programs. In return for their aid, the donating agencies often asked the developing nations to provide some of their most effective educators for training abroad or to work with the agencies in the development of educational reforms. The educators requested were usually those very individuals whom the ministries could least afford to spare from other urgent national tasks.

Officials in developing countries are naturally reluctant to divert scarce national resources, human or material, from traditional and ongoing activities to support new and untried programs. They have had limited understanding of the value of libraries, documentation centers, and archives as an integral part of educational planning and less recog-

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nition of the role of these services in all sectors of the economy. What a resident representative of a foundation or an official of the Agency for International Development (AID) may have seen as a new and exciting challenge and opportunity, host country officials saw only as a problem and a commitment for continuing expenditures when the foreign assistance project was terminated.

F. Lalande Isnard, reviewing the state of librarianship in Africa, summed up the problem: "Library services, however, are valuable and there are few other national expenditures of such a modest amount which ultimately prove so profitable. Unfortunately, it is often difficult to show that this is so, for those who have a good library at their disposal cannot imagine what it would be like to be without one, and those without a library cannot imagine what services it could render them."

The need for library development and library consultants is frequently not recognized until late in a project, and, too often, supplying books or money for books has been considered library development. On occasion, development loans have provided funds for the construction of library buildings without the advice of consultants or an understanding of the activities which will be carried out within the building. Loan funds may have little or no provision for adequate staff, development of collections, or fiscal plans to meet recurring operating expenditures.

Money for library buildings and books is desperately needed by many countries. However, money alone is an inadequate solution to the problem of strengthening library services so that they might have a significant part in national programs of economic and social development. The philanthropic foundations supported library development when it was evident that such support would help achieve objectives of foundation projects. Carl White makes this point when he writes of the three major U.S foundations: "Legally, trustees and officers of none of them are committed in the slightest to library development; yet they have all, as F. Champion Ward of The Ford Foundation once put it, found themselves 'backed into it.'"

J. George Harrar, president of the Rockefeller Foundation, expressed a similar view when describing grant-giving policies of foundations: "Many people think of them as repositories of funds which are available for almost any purpose upon persuasive demand, rather than as philanthropies with carefully designed and continuing programs. . . . But it is obvious that The Rockefeller Foundation, if it is to continue to be true to its original mandate of combining continuity with a readiness to
change when circumstances require it, will necessarily have to decline to provide funds for purposes which, although worthy, are extraneous to its basic policy and program."

White also illustrated the positive role of the foundations with the example of the Rockefeller Foundation, which, to avoid spreading itself too thin, gave library development an implementive role in the furtherance of special program objectives. Foundations, such as Rockefeller and Ford, working in concert, have provided initial support for a number of research centers, including the International Maize and Wheat Improvement Center in Mexico, the International Rice Research Institute in the Philippines, the International Institute of Tropical Agriculture in Nigeria, and the more recently established International Center of Tropical Agriculture in Colombia. U.S. library consultants, working with their host country colleagues, helped to organize and develop documentation and information centers at these institutes, to train local employees, and to smooth the transition to locally managed institutions.

In the field of agriculture, foundations and foreign assistance agencies have attempted to establish an information management base at regional centers in a specific subject discipline. The foundations' efforts have been a significant force in the extension of modern philosophies and practices of library service in the lesser developed countries. Although assigned to develop libraries in support of these centers, the influence of U.S. consultants extended far beyond their host institution's and their sponsoring foundation's original concepts of the consultants' jobs. David Wilder's original assignment in Iraq, for example, was modified to enable him to advise the Ford Foundation on library development opportunities in the Middle East. John Urquidi's influence extended beyond his responsibilities at the University of Algiers, and at the end of his work he was a library advisor to the Ford Foundation office in North Africa. Paul Bixler is one of the U.S. librarians most knowledgeable about the current status of Burmese librarianship, and is an advisor to governments and foundations. Charles Gosnell is an advisor on Brazil. Robert Downs is noted for his knowledge of recent developments in Turkey. Verner Clapp is known for his past advisory services on the organization and management of the Diet Library in Japan, and Harold Lancour and Irving Lieberman are noted for librarianship in Nigeria. Paul Miles and Marion Milczewski are well known for their work as foundation consultants in Latin America, as is Frances Lander Spain for her achievements in Thailand.

Perhaps the greatest asset of U.S. or other foreign technical assistance advisors or consultants is their personal knowledge of those indi-
individuals and institutions in their own countries which enable them to provide quickly the information needed to solve unique and unexpected problems in the field. In addition, the consultant’s parent institution or organization routinely provides a continuing flow of material and information which may be adapted to local conditions. When the advisor leaves at the end of his tour or at the termination of the project, this linkage with the outside world frequently ends, and there is often no substitute planned or proposed. Foreign assistance agencies have focused their efforts on the development of specific institutions. They have not included as part of their program the establishment of a nationwide information management capability.

Isnard described developing countries as “countries without documentation.” When speaking of Africa, he declared that the vast store of information available in published works such as yearbooks, manuals, and directories is little known. Moreover, information known to some may be unknown to others who need and can use it because an adequate dissemination system is lacking. One can estimate the cost of such a system, but “it is extremely difficult to estimate the cost of ignorance: can one calculate, for instance, what would have happened if the local fodder crops had been better used?”

Those economists who were among the chief architects of the U.S. foreign assistance program of the 1960s held the view that if the gross national product of a developing country could achieve a healthy rate of growth, other aspects of nation-building would subsequently take place. Experience has shown that an increase in the gross national product does not necessarily mean that people will be better off than before. On occasion, their condition has worsened. For a nation to develop, the people must be literate, but millions of children now alive will never be able to attend school because developing countries are unable to create a comprehensive educational system such as the United States has; nor could they afford to maintain such a system if they had it. On the other hand, the educationally disadvantaged cannot be expected to wait indefinitely for change.

Some ministry officials concerned with social and economic development programs have indicated that books, library equipment, buildings, and the development of local professional leaders are important and needed. They have also recently indicated that an important immediate need is advice to help replace present project-oriented and uncoordinated library programs with planned, nationwide library service suited to their particular needs. United States officials could help these countries identify development needs and plan, organize, and imple-
ment feasible programs including library services, which would help narrow the gap between the have and have-not nations. At the same time, the current President of the United States has indicated that his administration intends to reduce substantially the number of U.S. government personnel overseas.

The decline in direct support by foundations and the U.S. government for library development projects and programs overseas through contracts with U.S. institutions and organizations has been somewhat compensated for by foundation grants made to local institutions, and by increased U.S. government contributions to multilateral assistance agencies such as the World Bank, AID, Inter-American Development Bank, and the Organization of American States. If the multilateral assistance agencies were to insist on the safeguard of professional library advisory services, including review and evaluation, as a condition of loans and grants, the result could be an improvement over existing methods of providing library development support. National interests will undoubtedly require the U.S. government to continue bilateral assistance programs, but the number and level of such programs will be reduced under the administration’s present legislative proposals for foreign assistance.

If the development process depends upon national attitudes and institutions rather than primarily upon economic and technical factors, and if increased amounts of U.S. government technical assistance funds are to be channeled through designated institutions and international organizations, then UNESCO’s Department of Documentation, Libraries and Archives will have an increased opportunity to play a role in the developing countries. The department could encourage UNESCO member states to use some of the available assistance funds for programs within its area of interest and continuing concern. Such programs might include research on the nature of library development and its impact on economic development, planning of national library services, cooperative systems for the exchange of information and materials, development of standards for library activities and reporting, planning of school library systems, and studying the role of the public library in fundamental education.

Public library service in support of adult and fundamental education has long been a central theme of UNESCO programs. In 1947, Emerson Greenaway surveyed war-damaged public libraries in Europe at the request of UNESCO and drafted guidelines for public library service. In 1950, the UNESCO Seminar on the Role of Libraries in Adult Education, held in Malmö, concerned itself with the role of the public
library in planning and implementing fundamental and adult education programs in developing countries. Among the results of the Malmö Seminar were (1) the initiation of a program of experts to work in member states on specific projects; (2) a fellowship program for training abroad; (3) assistance for model public libraries, which later resulted in demonstration units in Delhi, Medellín, and Enugu; (4) a UNESCO publications program, and (5) the establishment of the international meeting as an instrument in library development.

The Malmö Seminar and subsequent international meetings have demonstrated that the problems of library development are shared by many and can be solved through cooperative or joint action. Librarians at the operating level and ministry officials have worked together during international meetings to attack problems, many aspects of which up to that time had not been understood nor been the concern of governmental officials.

Since 1951, more than twenty U.S. nationals have served as technical experts by helping member states carry out such recommended UNESCO programs as: organizing documentation centers in Argentina, India, and Mexico; planning or organizing schools of librarianship in Israel, Greece, and Jamaica; organizing archival services in Tanzania; developing public library services in Colombia, Madagascar, and Israel; establishing library service in rural areas of Thailand; and developing university library service in Turkey and Thailand.

The recommendations of the UNESCO meetings of library experts since Malmö, which have been summarized in *Libraries in International Development*[^1], reflect the thinking of the profession on the techniques of library development as well as a shift from UNESCO support for the establishment of pilot libraries and documentation centers to creating an environment in which library and documentation services might come into being and expand. During his tenure as director general of UNESCO, Luther Evans sought to encourage a more powerful and centralized direction to UNESCO’s library programs through a better understanding of the nature and methodology of library development. With the arrival of Carlos Victor Penna at UNESCO headquarters, greater emphasis was placed on national planning for library services. His article on library planning[^2] remains a significant work, and the principles set forth have for some time been accepted and practiced by other organizations.

In speaking of the need for library planning, Marietta Daniels Shepard, chief of the Library Development Branch of the Organization of American States, declared: “The first step in library development in
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Latin America should be the planning of library services on a national basis as an integral part of educational planning. Educational planning, in turn, should be an integral part of a country's national economic planning."

Requests to the American Library Association for technical assistance overseas have increasingly been in the area of planning library services on a nationwide basis and for consultants to work in what the host country has identified as key problem areas in major sectors of library development and educational planning.

With an enlarged and more responsible role for the library consultant in the development process, the personal qualities of the consultant become a more important factor in the success or failure of his work. The dynamic personality and character traits sometimes prized in our competitive professional circles are not always welcomed in other cultures. Mannerisms and personality traits, ignored or overlooked in the United States, have on occasion taken on added importance in overseas situations and have so prejudiced colleagues and counterparts that effective two-way communication was difficult if not impossible. The consultant may be unaware that his very competent work will not be carried on simply because he has not been accepted fully as a person by the local authorities.

The overly organized librarian may find it hard to adjust to unstructured and changing work situations. On the other hand, the individual who lacks self-discipline may find it easy to accept the slower work schedules, delays and procrastination as a way of life, but more likely he will become disillusioned or frustrated by the hardships and problems of simply trying to live and work in a developing country.

The successful consultant will not project a stateside timetable for himself, set his sights too high, or push too hard. He should be sensitive about his role as an outsider advocating change; he should arrive at his post with a clear understanding of the objectives he wishes to achieve; and those objectives should appear realistic to local authorities. Final details are usually worked out in cooperation with host country officials. The consultant should feel no pressure to duplicate U.S. institutions or practices. His objective is to develop people, not institutions; his goal is to leave behind something lasting to which the local authorities will have a feeling of commitment. He works with his local counterpart as an equal and a partner. He is neither condescending nor subservient.

The consultanship should be long enough to achieve desired results. Too often the length of time required is underestimated and commit-
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ments and funds wane with the lack of immediate and visible achievements. However, quickly established, imported carbon copies of U.S. institutions only complicate further an already difficult condition in developing countries. What is needed are solutions which draw upon external ideas and experiences adapted to local needs, resources and situations. Creativity and adaptation require sustained efforts by imaginative and talented people—and take time.10

A good library consultant does not need to be an outstanding leader in his profession, but he should be able to transfer to a developing country all the knowledge and skills needed at a particular time and in a particular situation. He has probably developed a high level of listening comprehension because much of his work is done orally. He listens and observes; he sees and perceives. He is alert to cultural and attitudinal subtleties. He must be aware, at least in general terms, of the social organization and social dynamics of the host country, the aspirations and recent history of the people. The consultant's project manager—whether a foundation representative, embassy official or in the private sector—helps to guide the consultant around difficult or sensitive situations and helps him to anticipate and understand better the actions and reactions of his counterparts. However, the consultant should be capable of recognizing situations of impending difficulty before a crisis arises.

If the consultant is accepted, his professional relations with his counterparts will be relaxed and informal. When his counterparts feel free to visit the consultant's office or home to discuss matters not necessarily connected with work, the chances are that the consultant has been tested and accepted and the host country has committed itself to support rather than simply acquiesce to the consultant's project. The likelihood is great that the consultant's impact will be lasting and that his experiences will be professionally rewarding and personally satisfying.

References

4. Isnard, op. cit., p. 244.
5. Based on the comments of John Hannah, Administrator, Agency for Inter-
national Development, to members of U.S. voluntary agencies in Washington, D.C., on April 21, 1971.


The primary purpose of this chapter is to supply an analytical rather than reportorial review. At some time the hundreds of American efforts to assist library education overseas which were noted in preparing this review ought to be tabulated according to sources of financing (governmental and private), the channels through which assistance was organized (individuals, professional associations, library schools, governmental agencies), the location and nature of the assisted institutions (areas and countries of the world), and perhaps other categories.

This review’s omission of these hundreds of small and large efforts should not be interpreted as a judgment as to their relative importance or influence. Scores of Fulbright lecturers have acted as instructors in library science programs around the world, and they continue to be requested. Many United States Information Agency (USIA) and armed service librarians have been drawn officially and unofficially into library training programs in many countries. Almost every individual associated with a library project abroad for any length of time finds himself involved in library education as well.

It is tempting in passing to cite interesting individual unsung efforts, like that of the librarian of the Evangelical Seminary in Puerto Rico, Wilma Mosholder, who used her sabbatical leave to conduct workshops for seminary librarians all over Latin America. But the nature of this review mandated that the main examples drawn on were to be from among those major efforts which are already adequately documented, or about which the author could secure extensive information.

The involvement of the federal government and of American foundations in library education outside the boundaries of the fifty states, though extensive, has not resulted from any key priority assigned to it. Like library development as a whole it has been supported primarily as a peripheral adjunct to other concerns. Programs supported to solve

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some nation’s or society’s problems many times involve funds for books, journals and other library acquisitions. Heavy burdens are placed on inadequate library facilities, particularly when it is expected that materials will be organized and made available for use. The step from these concerns to that of improving the quality and augmenting the quantity of trained librarians is a small one.

The Peabody project in Korea illustrates nicely a program whose purposes were judged best accomplished by the inclusion of assistance to library education. The contract the Agency for International Development (AID), then known as the International Cooperation Administration, had with Peabody College concerned with upgrading and improving of teacher education in the Republic of Korea, also included assistance to the newly established Library Science Department at Yonsei University, primarily to assure a continuing supply of professional librarians for the more than twenty institutions of teacher education being assisted and upgraded.

Fortuitous circumstances may be involved in the planning of any large-scale programs of assistance. The inclusion of library education in the Korean program mentioned above may have resulted solely from the presence of a library school in the contracting institution, since in similar programs in other countries, whether financed by AID or by foundations, this has not been the case (e.g., the Ford Foundation financed assistance to institutions preparing teachers in Indonesia). Even programs of national library development have not always included library education as a principal ingredient; where it has been so included, success has been noteworthy. Whatever the circumstances, fortuitous or otherwise, which bring their involvement, both the foundations and the U.S. government have been influential “in furthering the cause and growth of library education in many parts of the world.”

Five programs of assistance have been chosen for analysis and comment. Each is analyzed for ideas which are generally applicable to programs of assistance. Difficulties in achieving objectives are identified, and an attempt is made to gauge the ultimate success of each program.

Keio, Japan. The Japan Library School in Keio University is now twenty years old. It offers a full graduate program, sponsors workshops in various aspects of library and information science, finances visiting professorships, and issues a stream of publications. By any criteria it is an overwhelming success, fully warranting its choice as a model of “how to start a library school.” Perhaps it should be noted that the

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Japanese were not in a naive state of library development when the school opened. Japanese students were more sophisticated about the publishing world, and more bookish than students in some underdeveloped countries. And the acceptance of American models in education was at its height at the period of the school's initiation.

The element of success which has been pointed to most frequently is the year-by-year replacement of American instructors by Japanese, ultimately leaving the school with a Japanese faculty which has proved to be quite stable. The very success of the school frees the author to use it to call attention to typical difficulties it has faced and solved—difficulties which would likely be even more accentuated in less successful situations. Such difficulties include the following:

1. **Two Curriculums.** Schools organized in Japan, Taiwan, Korea and perhaps elsewhere in the Orient typically offer two sets of courses—one Oriental, one Western—in bibliography, in reference, and even in cataloging and classification. This situation in part reflects the pattern of organization and use of materials in the libraries themselves.

2. **Inbreeding.** Oriental institutions typically recruit their own graduates into their advanced programs. In programs like that at Keio, the implementation of an American model, which recruits or even favors applicants from other institutions, may be a source of suspicion.

3. **Only American Input.** The nature of financing, planning and personnel recruiting for American-sponsored programs of assistance leaves out the ready use of Indians, British or other non-American visiting professors who might provide a variety of approach, and increase the ultimate acceptability of the program. The author found students in Korea and in Puerto Rico anxious to read the non-American references on his reading lists. The school at Ibadan has made considerable use of non-American, non-Nigerian faculty. The judgment of this author is that there they have been equally as successful as the American faculty, even in implementing the strongly American-influenced objectives of the program.

4. **Conflict with the Library Establishment.** This problem has been identified not only in Japan, but in Korea and Nigeria. A new school, with higher requirements and a longer, more theoretical program of study than the short courses which have gone before, may threaten those already in library posts. The solution is normally that of involvement: consulting with practicing librarians about the program, offering inservice courses or workshops for them, or sending them under school auspices on a study-tour of libraries in the United States.

5. **The Interpreter Problem.** Although students desire to hear English, good interpretation is still essential. At Keio students with experience
in U.S. information centers were used as translators; in Korea faculty colleagues acted as co-instructors and counterparts. The most successful interpreters are those who themselves have a stake in the situation.

Medellín, Colombia. Better opportunities for education in librarianship have been of concern to the Rockefeller Foundation since the early 1940s when it provided support through ALA to three short courses in Colombia, Ecuador and Peru. Among several grants, the most substantial ($27,500) was in support of the Escola de Biblioteconomia of the Escola Livre de Sociologia e Politica in São Paulo which is influential in furnishing library science teachers to the other ten schools in Brazil.

The Rockefeller Foundation's major contribution has been aid to the Inter-American School of Library Science at the University of Antioquia in Medellín, Colombia. Although expectations for the school have been high since its opening in 1957, difficulties have been many, and the total achievement of the school has been far less than was anticipated in the program to which the foundation made grants of over half a million dollars.

The most difficult problem of the school has been that of personnel. Special supplementary assistance from the foundation for post-graduate training of potential faculty did little to solve the problem since the majority of the fellows did not remain in their teaching positions for long. Securing visiting faculty from the United States has frequently been on an emergency basis. A comparison with the success of the Japan Library School in building a permanent faculty points up the necessity for careful planning in any program of assistance.

The story of the school has been sympathetically told by Krzys and Litton and by many others associated with the school as advisors and visiting faculty. Four major items of success may be noted:

1. In 1963-64 under the direction of Luis Florin and with Rockefeller funding, three study groups concerned with library education in Latin America met at the school and adopted a set of standards for library education.

2. In 1964 the program was upgraded from three to four years.

3. In 1965 the school was made an integral part of the university with which it had been affiliated, with the university assuming responsibility for the general education component of the curriculum.

4. The school, so long dependent on foundation grants, has secured permanent funding from the Organization of American States. Perhaps such financial sponsorship will serve to make the school more truly inter-American and less Colombian than it has been in the past.
The Institute of Librarianship, University of Ibadan, Ibadan, Nigeria was financed from 1960-1968 by the Carnegie Corporation of New York, with a total expenditure approaching $300,000. The foundation, in fact, initiated the school in 1957 by financing a survey of libraries and librarianship in British West Africa by Harold Lancour, who strongly recommended the establishment of, and foundation support for, a school in West Africa, preferably at Ibadan. The choice of Ibadan was fortunate, since Ford Foundation support for several other schools and departments was secured independently, placing the library school in a rapidly developing university.

In ten years, even with the interruption of the civil war, the school has made phenomenal progress, graduating around 100 librarians. It has moved from a semi-autonomous state to incorporation in the permanent structure of the university, within the faculty of education. Assurance of its continuance has been provided by the National Universities Commission and the university. Nigeria has been closely tied to British education tradition which places education for librarianship along with most professional and technical education outside the traditional university structure. One of the long-term goals of American assistance to higher education, here and elsewhere in the former colonial world, has been to move professional education, including that in librarianship, inside a multi-purpose university structure. Recent criticism of the program at Ibadan as too theoretical may be further evidence of success in moving away from a trade school to the discipline orientation of the university.

One of the hopes involved in all programs of assistance is that of demonstration. The School of Ibadan has provided the example for a restructured school at the University of Ghana, to which John Harris, the “father” of the Institute for Librarianship, was called on his retirement from Ibadan in 1968.

The author has commented elsewhere on the establishment of the Department of Library Science at Yonsei University, Seoul, Korea, with assistance from AID. In these articles several points were made which are pertinent to the more general considerations of this review.

1. Special inservice education for already employed librarians is helpful in creating a favorable psychological climate that allows for the employment of graduates of the regular program. The special course at Yonsei and the diploma program at Chulalongkorn University in Thailand, in each case offered prior to the development of their reg-

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ular undergraduate program, are noteworthy examples. Krzys and Litton point out the failure of the school at Medellín to concern itself with upgrading practicing Latin American librarians.

2. Curriculum construction is complicated by the typical requirement that undergraduate majors take over half the total available credit hours. A partial solution has been to include non-library courses, such as typewriting, Chinese, or music appreciation, as "library science" requirements. As is true in Thailand and Japan, the requirement of an undergraduate major in Korea, in the same field in which graduate work is done, complicates the development of a non-repetitive graduate curriculum.

3. A program of text translation and preparation is needed to reduce dependence on expensive and inappropriate American textbooks.

4. The development of a colleague relationship with non-American faculty is an essential ingredient of a successful program. Achieving objectives involves change. A sympathetic colleague can provide some understanding of the organizational and power structure and some insight as to acceptable ways of presenting new ideas. Developing such a relationship takes time; several persons interviewed about their experience as advisors stressed the importance of appointments abroad for more than one academic year.

5. The United States Information Service (USIS) libraries are important assets to programs of assistance, providing points for field trips, for practice work, and for employment of graduates.

The library science department at Yonsei University has operated now for fifteen years. The excellent placement record for graduates stimulated three other private universities in Seoul to offer majors in library science so that an oversupply of trained librarians is now being produced. Graduates have moved into posts of responsibility slowly since these positions traditionally have been filled by professors or political appointees. In certain respects the leadership in library education has shifted to Ewha University, which has received modest American assistance for its library and library education programs through its affiliation with the Methodist Church.

University of Puerto Rico. The other major programs to which we have referred have been well documented, and we have had only to describe them briefly, and to refer to relevant literature for details. Because it has not had such documentation and because it illustrates many of the facets typical of successful programs of assistance (prior survey, established country need, institutional readiness, foundation and governmental assistance, American personnel on a phased-in or
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phased-out basis, and additional education for potential faculty), included here is a more extended discussion of the establishment of the graduate program in library science at the University of Puerto Rico, Rio Piedras campus (San Juan).

Prior to 1966 two reports concerning the university library, one by Robert B. Downs and one by a Middle States team, suggested, in view of the difficulty in staffing the library, the early establishment of a continuing program of professional education in library science at the university. In September 1966, Thomas E. Benner, adviser to the president, who had undertaken a study of the library personnel situation in the entire university, invited this writer to visit the several campuses of the university, and to offer some counsel on the initiation of a program in library education in the near future. The subsequent report reviewed the library personnel needs of the island, suggested a manpower study, and emphasized the importance of establishing a school strong enough to warrant ALA accreditation. We suggested, in view of the difficulty in securing qualified bilingual personnel as instructors, a temporary affiliation with the School of Library and Information Science at the State University of New York at Albany, which had expressed willingness to lend faculty and otherwise assist in the initial period of the new school's existence. Two supplementary reports suggested details of a possible program of cooperation between the two schools, and estimated costs of a fully operative graduate library school. In Benner's final eight-page report in November 1968 on "Staff Problems in the University Libraries," he urged the establishment of a graduate school of library studies as the only feasible solution to the worsening personnel situation, recommended an affiliation with one of several accredited library schools which had expressed interest, and gave some estimates on costs. Following this report this writer was asked to come to the university on loan for a semester or longer to assist in the planning for a school, under a general contract which could be amended to include other faculty members and other services.

The writer began work as visiting professor and advisor in January 1968, with seven tasks to be accomplished: (1) teaching graduate courses in the spring and summer sessions, (2) advising on the curriculum and writing course descriptions, (3) assisting in the preparation of an application for a federal grant for a year-long institute, (4) helping to recruit faculty and special lecturers, (5) surveying and making recommendations regarding acquisitions, (6) conducting the initial screening of new applicants for the extension courses and for the year-long institute, and (7) advising faculty appointees who were to be sent to
the U.S. for an additional year of study. Since these tasks or some combination thereof would be common to most American advisers to newly established programs of library education abroad, it is perhaps worth commenting on how they were carried out in this assignment.

1. **Teaching.** Actual classroom teaching enabled us to get the feel of the library situation better than any amount of statistics or library visits. Knowledge gained was helpful in several of the other tasks, including that of admitting students to the institute.

2. **Curriculum.** As a starting point the course of study at the School of Library and Information Science at Albany was used, but two principal modifications are worth noting: (a) The problem of acquisitions and collection building was given special attention through a required course. University libraries in Puerto Rico all were expanding rapidly, and the problems involved in selecting and acquiring materials in Spanish require special expertise. (b) Groups of elective courses available at Albany and elsewhere in larger schools were combined to provide a modest variety of electives. For example, the contents of several courses at Albany were tapped to provide a general introduction to documentation and information retrieval.

An important consideration in planning the curriculum was to provide a base for easy expansion into school and public library specialization in the school which was to follow the institute. To state this another way, we planned a general curriculum with only one specialization developed (university librarianship); other specializations could be added later.

3. **Federal Grant.** Benner had gradually committed the university to the opening of a library school, even to the extent of including quarters in an extension to the main library. But the initial local funding of the projected school proved difficult. As is often the case, the prospect of outside assistance for the first year proved to be the stimulus needed for a long-term commitment. In July 1967, the U.S. Office of Education announced grants for the funding of institutes for the training of persons in librarianship. The University of Puerto Rico applied for an institute for the purpose of professional upgrading at the post-baccalaureate level of a select group of twenty-five professional library workers through a forty-nine week, full-time program of training in university librarianship which would qualify them to serve as professional librarians. The hidden agenda was that this institute would actually constitute the first year of a continuing graduate library school. Initially the proposal was discouraged, but a scarcity of applications for institutes elsewhere enabled the Office of Education to finance the institute with a grant of approximately $200,000.
4. **Personnel.** In addition to faculty on loan from Albany (this writer and Dorothy E. Cole), the following temporary faculty were recruited by Benner as director of the institute, with major assistance from Marietta Daniels Shepard of the Pan American Union; Rudolph H. Gjelsness, former head of the library education program at the University of Michigan, who had been involved in library training programs in Colombia and Mexico; Antonio Rodriguez, a Peruvian on the staff of Peabody Museum Library, Harvard University; Yadwiga Kuncaitis, head science librarian, Millis Science Center Library, Case Western Reserve University, who had had experience as a lecturer in Argentina; and Maria Casas de Faunce, a native of Spain and one of Gjelsness's students who was chosen to replace him after his death by accident shortly after his arrival in Puerto Rico. Faunce remained with the school after the close of the institute.

5. **Collection Building.** Correspondence was conducted with the faculty selected which advised them about library holdings and provided them where possible with course outlines and reading lists to assist them in developing their own courses.

During the period prior to the opening of the institute, several hundred books were selected for addition to the general library, or for use in the special collection set up for use by the institute members in the School of Planning Library. Procurement in Puerto Rico is slow normally, and a strike held up the arrival of materials even further; thus in spite of our work prior to the institute, the year was well along before needed books began to be available, and many supplementary materials never did arrive. It was suggested to each faculty member that he or she bring along personally owned professional materials—an important piece of advice for anyone going overseas to teach or lecture in library science.

6. **Admissions and Advisement.** These tasks are a heavy responsibility for outsiders. We depended mainly on credentials and a personal interview to verify competence in English, since instruction was to be in both Spanish and English during the initial year. Each candidate had to present an affidavit from a university library offering him employment at a professional level at the completion of the year of study. Final approval of the selection of participants was made by the director who added "political" factors such as representation from private universities, representation from all campuses of the University of Puerto Rico, etc., to our recommendations.

7. **Future Faculty.** The faculty for the institute year was temporary, to be replaced by a locally recruited permanent faculty. Benner secured a grant from the Charles E. Merrill Trust to finance a sixth year of study for two prospective faculty members, and a supplemental allowance for the prospective dean who became a visiting professor at the University of Illinois where he was able to observe
closely the operation of the dean's office at that school. As anyone who has tried it knows, securing the prompt admission of foreign protégés to American library schools, while coping with problems of financing and leaves of absence, which also have deadlines attached, calls on all the skill and professional contacts of an American adviser.

One measure of the success of the institute is the fact that its acceptance led to the formal approval by the University of Puerto Rico in the spring of 1969 of a graduate school of librarianship which began operations in August 1969. The institute demonstrated that a student and an institutional demand existed in Puerto Rico and the Caribbean area. The Academic Senate of the university provided a mechanism whereby the graduates of the institute could be included in the first graduating class of the new school, and be granted the master's degree.

Although the school is designed to furnish professional librarians for the island, it seems likely that in the future it will attract students from Latin America and the continental United States, particularly if it succeeds in its efforts to be accredited by ALA. Since instruction is in Spanish it may well become the American graduate library school to which Spanish-speaking Latin American librarians would go. Continentals preparing for positions as Latin American bibliographers, or as public librarians serving Spanish-speaking populations may also find this school increasingly attractive.

New library schools have been established or existing ones strengthened with U.S. assistance in, among other places, Colombia, Japan, Korea, Mexico, Nigeria, Puerto Rico, the Philippines, Thailand, Iran, Turkey, and Uruguay. In some instances a concern for library education has arisen through its inclusion in some larger program of assistance, while at other times such a concern has been an independent one. Aid to programs of library education has not had a continuing high priority by any U.S. foundations or by agencies of the U.S. government involved in overseas aid. At present there are no new major undertakings to report.

Major programs of assistance, those involving $100,000 or more in American funds, have often been preceded by a survey, sometimes by several, which pointed up both the need and the leverage involved in a particular situation for changing libraries, affecting education, and undergirding efforts at modernization. One cannot ignore the fortuitous circumstances involved in many grants—someone being ready at the right time, being persistent, and having good personal and institutional contacts.
Education for Librarianship

What do those offering assistance to provide education for librarianship abroad hope to see accomplished? Typically one aim has been to establish education for library service permanently in a university setting at the graduate level, or if that were not appropriate to the educational pattern, as an undergraduate major. In most of the countries to which aid has been channeled, the profession of librarianship has not been held in high esteem, pay has been low except in top positions which often go to non-librarians, and training has been offered on a purely technical, short-term, non-academic basis. In the examples chosen for analysis this objective of establishing education for librarianship at the graduate level was accomplished.

Another aim of those providing assistance has been that of changing the definition of the proper scope of library activity. The function of librarians in a culture and economy in which books are scarce and relatively valuable has been seen as custodial and classificatory. Stacks are closed; reference service is minimal or nonexistent. Students and librarians evince high interest in classification and cataloging. A library school curriculum which covers the broad scope of library activity, and emphasizes public service activities is designed to change this definition, and to change it first of all in the minds of library school students themselves.

Finally, a long-term objective is to prepare a generation of professional librarians who will move into posts of responsibility. Some schools (Medellín, Ibadan) have experienced difficulty in recruiting the number of quality students needed for the accomplishment of this objective. In all countries the move of graduates into positions of responsibility is a slow process, but it has begun to happen in several, notably in Korea and Japan.

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American Libraries Abroad: U.S. Military Libraries

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While the United States Information Agency libraries abroad are designed to serve non-Americans, the United States military libraries in foreign countries are there to serve the American communities that have developed in response to U.S. military commitments abroad. These communities normally consist of men and women in uniforms, their families, and U.S. civilian employees accompanying the armed forces to perform numerous professional and technical duties.

Most of the military libraries overseas fall into two categories: the libraries in the schools for dependent children and the special services or post libraries. The latter were originally categorized as public libraries but now are referred to as general libraries, for lack of a more descriptive term, since by demand their services blend those of the public, college and special libraries. They are the primary source of library materials and services for adults at a U.S. military installation abroad. In addition there are the medical and legal collections in hospitals and judge advocate offices. Library clerks normally take care of these specialized collections. The general libraries and the librarians who operate them will be the primary concern of this article.

Most U.S. military communities abroad range in size from 1,000 to 10,000 people, although in a few concentrated areas the population will be greater. Other than in combat areas, such as Vietnam is currently, the military personnel and U.S. civilian employees make up only about 50 percent of the total population. Babies, toddlers, school age children, wives and grandparents complete the community. The great range of reading levels and tastes represented perhaps is most comparable to that found in a college town in the United States, and the general library's book collection and other materials reflect this wide

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variety. A review of the books on the shelves in one of the libraries reveals three basic differences when compared with a public library of comparable size in the United States: (1) the emphasis on reading of primary interest to men, (2) the presence of much basic college reading material, and (3) the recency of the books. The latter primarily is due to generally cramped quarters and the continued need to weed out the less appealing books and those of little informative value in order to make room for the latest publications and currently popular titles.

The United States Air Force, Army, Navy and Marine general libraries abroad total approximately 460. They are located in seventeen countries and are operated by approximately 240 American librarians, most of them with a master's degree in library science or with equivalent academic training. In addition to the libraries there are hundreds of field collections of hardbound or paperbound books, or both, to make reading materials as accessible as possible to the men regardless of the isolation of a military unit. The cost of these sizable library programs is about $13.5 million per year. The libraries in the elementary and secondary schools operated overseas for the dependent children of the American military are staffed by approximately 190 librarians. Some have teaching responsibilities in addition to operating the library.

The general libraries originally were established overseas at or toward the end of World War II to furnish recreational reading to the men. However, during the 1950s demands for a different type of library service began to be felt. Social and political pressures as well as rapid technological changes required new skills and knowledge of the men and women in the armed forces. Throughout the services existing education programs were expanded and many new ones established, often without thought to the library support needed. As military duty assignments became more involved with new techniques in management, with complex and sensitive political questions and with the application and maintenance of highly sophisticated weapons and other equipment, the need for ready access to current, factual information in order to get the job done became apparent. In the overseas areas these accumulating demands for more and more library materials and services fell on the general library.

The United States Armed Forces operate extensive education programs for their personnel. In the overseas areas these programs are confined largely to off-duty classes held in the evenings. Education centers offer courses in basic high school subjects, languages, and vocational subjects related to military occupational specialities.
level correspondence courses with the United States Armed Forces Institute and contracts with U.S. universities for the provision of on-post classes help military personnel acquire baccalaureate and master's degrees. The world-wide campus of the University of Maryland reaches nearly every air force base and navy and army installation in Europe, the Middle East and the Pacific area. Florida State University offers graduate and undergraduate courses in the Canal Zone and other parts of the Caribbean. In Europe courses leading to the master's degree in international relations, education, systems management and business and public administration are offered by a number of universities. The Universities of Hawaii, Oklahoma and Maryland offer graduate programs in the Pacific area.

The general military libraries have the responsibility of supporting these college courses and must meet accrediting association standards if the courses are to be accredited. During the past decade this responsibility has accounted for considerable effort and funds to expand book collections, reference materials and back files of periodicals in designated libraries. Library services to support college extension courses present unique problems even in the United States and this is especially so in foreign countries where sources of English-language materials are limited, supply lines are long, and students located at several installations commute many miles after a workday to attend class. Wide duplication of materials, union lists of holdings, liberal interlibrary loan and individual borrowing policies are used to the utmost to assist military scholars in their studies. It is not uncommon for graduating students at the annual University of Maryland graduation ceremonies in the banner-draped old hall of the University of Heidelberg to have studied for their degrees while on two or more overseas assignments as well as in the United States. One of them could name every one of the army librarians that had assisted him along the way.

Just as industry depends on published information and technical reports on which to base many of its decisions, so do the armed forces. In the overseas areas, the general military library must supply most of this type of technical information required for normal work performance. Military librarians often term this service “mission support.” Information needs range over many disciplines from complex engineering data to foreign protocol. The base or post libraries located in areas where there are large concentrations of U.S. military personnel generally have extensive reference collections and specialized materials in one or more subject fields and in particular media. They serve as regional reference and interlibrary loan centers to which the librarians in the smaller li-
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libraries can refer when they have exhausted their own resources.

The series of articles under the heading, "Armed Forces Libraries," in the Encyclopedia of Library and Information Science furnish an excellent picture of current military library programs, including historical background and policies governing the general libraries both in the United States and overseas. The overseas military librarian operates under the same general policies as those governing his stateside counterpart. However, some regulations applicable to military libraries in the United States are considered only as guidelines for operations overseas since a flexible response to local conditions is necessary. Geographic and other environmental factors, as well as the mission of the military force, influence the organization and type of library services and operating procedures. As a result there is considerable variance between overseas commands even within the same branch of service.

The library programs of the two largest overseas army commands are excellent examples of geography influencing organization. The command in Europe is confined primarily to the southern part of West Germany. The 114 libraries and 662 field collections are organized into one library system headed by a staff librarian with an administrative office centralizing funding and personnel administration; a large reference library with a specialized collection to serve the army headquarters staff and to provide backup support to all of the other libraries; and a library service center providing centralized acquisitions and cataloging, although selection of materials is decentralized to individual librarians. The service center with its union catalog of all holdings also serves as the interlibrary loan center for the total system. Area librarian supervisors are assigned to the subordinate military districts and serve as consultants and advisers to the less experienced operating librarians.

In contrast, the army command in the Pacific stretches from Japan and Korea in the north to Vietnam in the south, from Hawaii west to Thailand. Six library systems each with its own administrative office, library service center, and command reference center support the six subordinate army commands located in five countries and the state of Hawaii. The six systems together total 138 libraries and 423 field collections. Each system is administered by a librarian on the staff of the army commander. Within recent years U.S. Army command in the Pacific has increased policy guidance to the six subordinate commands by the establishment of a staff librarian position at its headquarters in Hawaii. To further improve library services throughout the Pacific area, the army and the United States Air Force in the Pacific have launched several cooperative ventures. Among these are a joint interlibrary loan
regulation, union lists of periodical holdings, publicity materials and annual training workshops for the librarians. Other activities to bring greater cohesiveness to the six army library systems are actually in existence or under discussion, but geographic influence on communications and supply lines, differing missions of each subordinate command, and host country considerations force continuation of a basically decentralized army library program in the Pacific area.

The general military library's services are designed to attract non-readers as well as readers. This policy may have originated with one of those good commanders who through the ages have recognized the value of providing many forms of recreation for their men in order to combat boredom. Librarians have grasped the policy as a unique opportunity to expose men who are not library users to the information and life enrichment to be found in books. When suffering the shock of being in a foreign country for any extended period, removed from family and home community, most individuals long for and seek the security of familiar surroundings. Capitalizing on this urge, the overseas military librarian attracts the non-reader by changing the image of the library from an impersonal public building to that of a home.

Architecture and interior design are key factors in this subterfuge. Libraries in overseas military installations are usually in prefabricated or cement block buildings with dimensions appropriate to a homelike interior design. Domestic-type living room furniture in the reading areas and music listening rooms creates a relaxed, informal atmosphere. Other furniture is selected as much for its homelike appearance as its functional use. Bright draperies, rugs, pictures (many of them good art reproductions), plants and flowers further develop the desired effect. Many of the books, looking new in their plastic covers, are shelved within easy reach of a comfortable armchair. A few with provocative titles or jackets are placed on end tables with studied casualness. Racks prominently display familiar-looking magazines from home, and there is usually a music room where one or more men may listen to favorite records. Smoking is permitted throughout the library. Except in quiet study rooms, there is generally a low hum of voices and activity. The staff is friendly and purposely takes time to chat with those who want to talk with someone.

The inexperienced library user is constantly kept in mind in designing the procedures for using the library and in the organization of the library materials. Most of the overseas libraries have 5,000 to 15,000 current books, except those libraries designated as central or main libraries, which have approximately 30,000 or more volumes. Although
Library of Congress cards are used as much as possible, simplified cataloging is normal and the use of many cross references helps guide the user. Some librarians, following the example of many foreign libraries, have divided the card catalog into three separate files for author, title and subject and they report that users find those indexes easier to use than the dictionary catalog. Well placed directional signs and numerous shelf labels lead browsers in their search for something to read. Circulation systems are simple and fines are not charged for overdue books.

Overseas military librarians may have been among the first to realize the potential of the paperback book for turning non-readers into readers. The special armed services editions distributed overseas during World War II effectively demonstrated the appeal of a pocket-sized book. As the paperback book industry has grown, the military librarians have used these relatively cheap books more and more to get reading material to the men no matter where they are or where they are going. Collections of paperbound books of 1,000 to 2,000 books including mass market and quality trade titles are used in the combat areas to satisfy some of the recreational reading needs. The low overhead cost of handling these collections, the ease with which reading material can be made easily accessible to the men, and the appeal of the paperbound book for young people make it almost certain that the use of paperbound book collections will increase both overseas and at military installations in the United States.

The military libraries overseas are small and serve a relatively small community. Because of the mobility and frequent changes in military structure, many of them are short-lived. Complicated library procedures designed to assist scholars doing historical research are out of place and can often work against accomplishment of the general military library’s mission. The successful overseas military librarian must be highly creative in adapting, and sufficiently fearless to ignore if necessary, traditional library practices in order to provide the varied library materials and services that will meet the needs and interests of the heterogeneous group of library users and non-users normally found in an overseas military community. Except for the librarians assigned to the large central libraries, the service centers or the headquarters offices, most overseas librarians are responsible for two or more libraries and work independently. Days are seldom routine and the unexpected becomes the norm. It is not unusual for a librarian to be called on the telephone at one library and told that one of his other libraries is being moved. Although much of the work can be catego-
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rized as administrative, since he or she is the only librarian available, duties run the gamut of library functions. For example, a day’s work may include locating information for the commander or one of his staff, helping a child select a book, discussing with a professor the supplemental reading for his next course, instructing some soldiers on how to use the library, selecting books for a book order or a bibliography, training a new assistant, helping one of the wives find material for a club program, or joining one of the men in a laugh about a cartoon he wants to share with someone.

The influence of the American military library abroad on the people or library profession of the host country is primarily indirect. One of the generally recognized missions of the overseas military library is the promotion of an understanding and knowledge of the culture and history of the country in which the installation is located. Most Americans arrive in a foreign country with only a superficial knowledge of the country and its people, and to most the language is foreign. This is especially true for those assigned for the first time to a country in the Far East and Middle East. In most of the overseas libraries, special collections on the host country are separated from the main book collection and displayed with pertinent pictures and artifacts. In some of the larger overseas libraries, these collections are extensive and include out-of-print English-language materials. Even in the smaller libraries, however, the collections offer a range of books appealing to many reading levels and interests. As much as possible, local books and periodicals in English are included. Recordings of local music, art reproductions, and other audiovisual materials that can be used to transmit a knowledge of the country are collected. Programs featuring local speakers, films, demonstrations, tours, bibliographies and short book lists promote these special collections. Language recordings and textbooks are available for home use, and local publications in the host country language promote language proficiency as do television sets in some of the libraries. The host country collections are some of the most used materials in the libraries. Numerous duplicate copies and the continual purchase of replacements put some titles in a local best seller category.

Many local citizens work in the military libraries as clerks and technicians. In some instances these individuals have worked with the American libraries since World War II. Others have used their experience to progress to responsible positions in local libraries. Also, former library assistants have become interested in librarianship as a ca-
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reer and have, or are currently working toward, a library degree. Recently established library schools in Japan and Korea list among their first students former employees of the U.S. Armed Forces who gained their practical knowledge of library work in the military libraries. Wherever possible, there has been both personal and official support as well as continual encouragement by American library supervisors to any local employee showing potential and having a desire to pursue studies for a library career. The American librarians have personally sponsored and financed some of these employees who otherwise would not have been able to go to school. Three local assistants working in military libraries in Thailand, Japan and Okinawa were sent to Hawaii to take the library science course sponsored by the International Technical Institute and the East-West Center. These courses were for upgrading skills and providing exposure to American library systems; the U.S. military libraries in Hawaii assisted by providing on-the-job training opportunities to the thirty-five students who attended.

In some of the countries where there are U.S. military libraries, library schools have been established and professional publications and other materials have been donated. If proximity of the military installation permits, library school classes visit the libraries. The free services, the music listening room, the circulation of phonograph records, the open book stacks and the rental collections of rotating popular best sellers subscribed to by some of the libraries are some of the services that provoke the most favorable comment from students and, in fact, from most practicing librarians who are visitors. Not long ago, a library school student at the Hamburg Bibliotekarschule in Germany, on her own initiative, spent two weeks at the U.S. Army’s large library in Frankfurt to observe American techniques and operations. She worked as one of the staff and reported the experience to be one of professional growth and rewarding personal accomplishment. She found the ease with which a patron could use the library particularly impressive.

Interlibrary loan often serves as the bridge between American military librarians and the librarians of the host country. The search for information or a particular book initiates a friendship leading to exchange visits, attendance at meetings, swapping of excess materials, or even collaborating on a project. Two years ago the frustration of locating formation about the countries and people in Asia led an ambitious group of American librarians in the Pacific area to start compiling directories of the library resources located in the various Asian countries where they were stationed. Working closely with local librarians and library associations, they are beginning the identification of the
vast information resources in these Asian countries. The directories include the names and addresses, holdings, special collections and other pertinent information about local libraries and collections, and about U.S. libraries and those of other governments. The directory on Korea alone gives detailed information on forty-four libraries, excluding the U.S. military libraries, and general information on the total library resources and library activities in Korea.

For several years, one or more of the military librarians have attended German Library Association meetings, and the Korean Library Association lists several as members who attend the meetings. The armed forces librarians in Europe have held annual meetings in Wiesbaden, Frankfurt, Berlin and Vicenza and local librarians are invited. At the most recent meeting the director of Bertoliane Library, Vicenza, spoke on the Italian library system. She revealed that at the 1971 Italian Library Association meeting she was to present a paper about American libraries in Europe, and that she would promote open stacks, reading rooms in libraries, smaller libraries closer and more accessible to people—all based on her visits to the U.S. military libraries and from her contacts with the American libraries.

The influence of the American military libraries perhaps has been more pronounced on the countries in the Pacific area than on the European countries where public libraries as we know them have existed for many years. In Okinawa local librarians and officials wanted to broaden the annual library week celebrated in the military libraries to a Ryukyan-American Library Week to promote citizen support of local library programs. Each year thousands of Okinawans tour the U.S. military libraries in celebration of the week and have an opportunity to observe American libraries in action. Host country persons working at U.S. installations abroad are sometimes authorized to use the U.S. libraries. Those with a knowledge of English usually take advantage of this privilege and learn of the services given in an American library. In Korea, special collections of Korean books, magazines and newspapers are in some of the libraries located in areas where there are many Korean employees. Altogether the collections include approximately 7,800 titles which may be borrowed for home use or read in the library. The reaction of one of these Korean employees to the U.S. military library which he uses was recently published in the Korean-language section of the American unit's newspaper. The translation reads:

An ordinary looking building, surrounded by trees, stands almost invisibly on the way to the swimming pool and Korea House in the recreational area of Camp Red Cloud, it is the I Corps Library.
Far different from its outward appearance, the interior decoration is a view of splendor. It is comprised of a book collection, music room, reading room, lounge, and office. The book collection that covers all the branches of science is filled with 13,000 volumes in English plus 800 volumes in the Korean language for KATUSAs [Koreans Augmented to U. S. Army] to borrow for a two-week period.

In the music room, a highly efficient phonograph is provided for stereo music which includes a selection of 1,000 records and 50 tapes with 3,000 tunes. This enables us to appreciate music from around the world here at Camp Red Cloud.

When you get tired of reading books and listening to the music, you can relax in the lounge with a cup of coffee. In the lounge, Korean daily newspapers, weekly news magazines, and monthly magazines are always ready for you so you can keep up with what is happening in the country.

In this library, with its fantastic facilities, which we always dream of, for our own community, there is one more attraction that adds to the pleasant atmosphere... the librarian assigned to the library, pleases your eyesight with tasteful flower designs and encourages you to utilize this library more.

The suitable interior temperature plus an academic atmosphere, four Korean employees and one KATUSA personnel plus... exerting their utmost efforts to offer better service, are there for your reading, music enjoyment and meditation.

Several foreign military organizations have sought the assistance of U.S. military librarians in order to study and observe library services provided military units. Three countries, Sweden, India and Vietnam, sent librarians to the United States for this purpose. The U.S. Armed Forces and their overseas librarians have assisted in establishing or enlarging both military and civilian libraries in many of the countries in which they are located. Primarily this assistance has been in the form of materials. As libraries close, if the books are not needed elsewhere, many are donated to host country colleges and universities or public libraries rather than suffer the heavy cost of shipping used books to the United States. Their normal heavy workload prevents most American military librarians from taking an active part in local library activities; however, one librarian in Vietnam who was fluent in French worked closely with the Vietnamese in planning and establishing several public school libraries, giving talks to groups of Vietnamese, helping in the training of teachers to operate the libraries, and arranging for the donation of thousands of books by organizations in the U.S. to various institutions in Vietnam including the Vietnamese National Library and the Buddhist University of Saigon.

This article has been based on personal experience and information on current activities furnished by many librarians with more recent
knowledge. American military librarians have been stationed outside the United States for twenty-six or more years. The actual number of individuals is unknown and the many professional contacts they have had with local librarians are unrecorded. The U.S. military libraries abroad serve to demonstrate one means—American style—of providing a great variety of library services to a community. They are not laboratories from which local librarians learn philosophies and techniques that are always suitable for their own communities. It remains for the many librarians in the countries which have played host to the Americans to assess and record the good and bad influence of the U.S. military libraries on their own library systems.

References

American Libraries Abroad: United States Information Agency Activities

JOAN COLLETT

At the end of World War II, when the U.S. Department of State assumed responsibility for United States informational and cultural programming abroad, several types of libraries were included. In the Western hemisphere, the American Library Association in cooperation with the Department of State, had already established and was administering four libraries modeled upon U.S. public libraries. The first of these, the Biblioteca Benjamin Franklin, had opened in Mexico City in 1942. There were also binational centers in Latin America. These autonomous organizations were primarily institutions teaching English, but they usually included a lending library for members. The first of them had opened in Buenos Aires in 1928; the Office of Inter-American Affairs began giving them some assistance in 1941, and by 1945 there were thirty-eight.

In other parts of the world, the Office of War Information had established reference libraries in major cities of the British Commonwealth between 1943 and 1946. These libraries, known as information centers, had a clearly defined role and were “designed to service writers, the press, radio, American missions, local government agencies, and educational, scientific, and cultural institutions and organizations. They are not lending libraries for casual readers, nor are they in any sense propaganda centers or distributors of pamphlets. A small, highly selective library containing reference material produced in the United States provides information which can best reach the masses of people in an allied country through the media of the press, the radio, and educational institutions.”

After 1945, the American military government of the United States Army opened a fourth kind of library in occupied areas of the world. These libraries were also called information centers, except in Germany.

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where the term Amerika Haus was used. These information centers attempted to supply "as representative a collection of significant United States publications in all fields of knowledge as may be secured under budgetary limitations,"\(^2\) and provided a wide range of community programming. As is evident, these four types of libraries began with different service goals and different book collections, but shared the general role of libraries in U.S. cultural and information programming.

All four types of libraries were placed under the Department of State by Public Law 402, known as the Smith-Mundt Act of 1948, which was designed to promote the better understanding of the United States in other countries, and to increase mutual understanding between the people of the United States and people of other countries. Re-organization Plan No. 8 of 1953 Public Law 402 established the United States Information Agency as a separate organization of the executive branch of the government and transferred to it many of the functions previously vested in the secretary of state by the Smith-Mundt Act.

When the United States Information Agency (USIA) was established in 1953, there were 196 information centers and reading rooms in 53 countries as well as 34 binational centers, the majority of them in Latin America, for a total of 230 centers in 75 countries. In 1970, there were 188 information centers and reading rooms in 87 countries and 131 binational centers in 31 countries for a total of 319 centers in 97 countries.\(^8\) As the number of centers in the developing nations has grown, the number of centers in the cities of the developed world has decreased.

At the present time, information centers and binational centers require "roughly one-fifth of the overseas expenditure of USIA."\(^4\) What does this figure represent? And what are some characteristics of the centers? Before dealing with these questions, a word of caution on the meaning of the word "center" is advisable, since it is used to describe a number of different entities. There are information centers without a library, the center on rue Dragon in Paris, for example; there are information centers for reference use only; and there are binational centers without a library in cities where there is a separate United States Information Service (USIS) information center. Not only are these all called "center," but the library may be considered one part of a center while films, lectures, drama, cultural- and community-oriented programming may be viewed as other aspects of center programming that may have little if any direct connection with the library.\(^5\)

There are also basic organizational differences between USIS information centers (or reading rooms) and binational centers. Information
centers are staffed by American and local employees of USIA (which is known as USIS overseas), are funded by USIS, and are part of the official USIS program within each country under the jurisdiction of the cultural affairs officer and his superior, the public affairs officer, who is the ranking USIS officer in each country. Binational centers, on the other hand, are local entities with a board of directors of locally resident U.S. citizens and host country nationals. These are usually incorporated under the laws of the host government and receive most of their financial support by holding classes in English. USIA provides directors for some binational centers, funding for English-language teaching materials, library books and supplies, and consultative service for the teaching of English and for the library. Loans and grants, usually matched by local funding, have been made by USIA to construct some new binational centers. But one must remember that the binational centers are autonomous. The coordinating channel in USIA in Washington, D.C., for both information centers and binational centers is the information center service of USIA.

Most information center and binational center libraries strive to emulate American public libraries in some basic ways, even though they are fundamentally special libraries. Freedom of access, open shelves, an atmosphere of walk-in hospitality, free loan of books—these are American public library characteristics that can still cause astonishment in some parts of the world. The book collections are not only cataloged and organized for use, but generous loan privileges encourage the users to take the books home with them.

It is, however, important to remember that the centers are special libraries with defined goals, defined audiences and collections of limited scope. The primary function of the USIA is “to support government action programs abroad by informing and persuading.” The USIA role has been redefined with increased explicitness. In 1957, President Eisenhower instructed USIA “to submit evidence to people 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.” President Kennedy in 1963 directed the USIA “to help achieve United States foreign policy objectives by . . . influencing public attitudes in other nations.” Priority themes have been defined on a world-wide basis. The list, as revised on August 16, 1967, included the following points: “I. Building understanding of the U.S., its institutions, culture and ideas, as a necessary basis for interpreting U.S. actions and intentions throughout the world. . . . II. Building understanding of, and sup-
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port for, the U.S. position on international issues. . . . III. Supporting U.S. efforts to help developing nations build the foundations of independent, modern states, responsive to the needs of the people."

Within each country, the country public affairs officer (PAO) clarifies the purposes, emphases, and activities of his program in relation to and based upon the official statement of current U.S. national policy objectives within that country. His plan for his country "enumerates the groups and individuals that USIS should concentrate on reaching as well as the programs and media through which the target audiences can best be approached." The library is but one of the resources available to the PAO for the achievement of country objectives, but it must also compete with other equally desirable programs for funding and personnel.

What are the resources of the centers? Book collections are usually small. In 1970, sixty-five information centers and reading rooms had less than 5,000 volumes each; ninety-two had 5,000 to 15,000 volumes; twenty-two had 15,000 to 25,000 volumes; and three had more than 25,000 volumes. Binational center collections tended to be even smaller: seventy-five of them had less than 5,000 volumes, thirty-seven had 5,000 to 15,000 volumes, five had 15,000 to 25,000 volumes, and only one had more than 25,000 volumes.

Obviously, the centers must be most selective. Even so, the collections strive to achieve balance since "each collection is expected to have a wide range of viewpoints on topics controversial in American life such as politics, labor, and race. The religious collection is required to maintain a balance among major U.S. faiths—Catholic, Protestant, and Jewish—and within Protestant faiths." The U.S. Advisory Commission on Information recommended in its 1970 report that collections should offer "balanced presentations of responsible and relevant currents of American thought—conservative as well as liberal." The collections depend on the judgment of the staff in the field. Titles are suggested in bibliographies sent from Washington, D.C., on a regular basis, but field workers initiate their orders and are free to use standard professional reviewing tools as selection sources. The rate of volume replacement varies and averages are not particularly informative. However, actual purchase of books in English from the United States in fiscal year 1969 showed 188 information centers purchasing 168,669 new books and the 131 binational centers buying 23,543 volumes.

Efforts are also made to have as many appropriate books as possible in the local language. Books in the local language are consistently used at least two or three times more heavily than books in English. The
Advisory Commission recommended that the collections should be evenly balanced between English and the local language, or, if possible, weighted toward the local language. In actuality, the proportion of books in English is more often two-thirds of the total. Some centers purchase books locally; all of them receive whatever titles are available through USIS Book Translation Programs; in some languages, order lists and centralized ordering through USIS posts in major publishing centers can be provided.

Every center has a reference collection and receives some annuals and biennials on a regular basis. All have a periodical collection. “The periodicals found in USIS libraries are mostly the ones available in small libraries in the United States, covering the political spectrum from left (Nation and New Republic) to right (Reader's Digest and National Review) and including a number of scholarly and specialized journals.” Small centers may subscribe to from 10 to 50 titles, medium-sized centers will average 100 to 150 titles, and large centers may have 300 or more titles. Since timely information is that which is most often in demand, and because space is limited, most centers donate their back files of magazines to national libraries or university libraries after three to five years. The centers have vertical files, a representative collection of U.S. government documents, some U.S. telephone directories, and some U.S. college catalogs. All of these are replaced on a regular basis. Film loans and film programming are usually separately administered, staffed and housed, but music collections are generally a part of the center. Some centers have listening booths, a collection of scores, and an active loan program of many kinds of music and spoken records. Others have a small record collection that is primarily used by local radio stations and other institutions. Some centers have slides and film strips for loan.

Who are the users? The highest percentage of users is made up of university and secondary school students. The median age of the world population is dropping and these young people flock to the centers largely to do research and read material connected with their studies. Information centers have phased out their juvenile collections because of budget, space, and program considerations, but some binational centers still have small juvenile collections. Teachers at the secondary and university levels, government officials, journalists, professionals, and business people are other typical users. Generalizations are difficult because of the disparity of literacy levels, educational facilities, curriculums, and other sources of information in different parts of the world. If the resources of local institutions are limited, the variety of demands
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upon center collections inevitably increase. All centers are likely to receive requests ranging from simple directory demands and informational questions to specialized research material needs. Most users have specific goal-directed information needs, and recreational reading, except magazines, is minimal.

Many centers publish subject bibliographies and book lists on a regular basis, and usually distribute these effectively to individuals and institutions. Centers do considerable extension work by mail, book lockers, and other means, to other areas within their countries. Sometimes this becomes a very personal and competent readers' advisory service. Some centers notify individual patrons of new material individually and effectively. Some send out copies of the title pages of specialized magazines to selected patrons to inform them of new material. Some centers have loan collections at education institutions or specialized organizations. The centers try to utilize displays, articles and other means as much as possible to publicize and promote their materials and services. The USIS Information Center in Montevideo, Uruguay, won a John Cotton Dana publicity award in 1969 for its efforts of the previous year.

As in all libraries, whether or not potential users are being reached is an ever-recurring question. Personally, this writer has been more successful in finding a center abroad through casual questioning of the man in the street or a taxi driver than she has been in locating U.S. public libraries by the same method. However, effective use of books and libraries is a learned skill. Binational centers have library orientation classes for their students of English; many information centers offer orientation for classes from secondary schools. But the volume of people often forces many centers to rely on written material and to develop simple folders or indexes on how to use a card catalog or where to find the various kinds of material.

Circulation can be most impressive as a few statistics from fiscal year 1970 show:

<table>
<thead>
<tr>
<th></th>
<th>Book Stock</th>
<th>Book Circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mexico City, Mexico</td>
<td>34,340</td>
<td>172,082</td>
</tr>
<tr>
<td>Madras, India</td>
<td>22,451</td>
<td>112,607</td>
</tr>
<tr>
<td>Manila, Philippines</td>
<td>13,680</td>
<td>105,070</td>
</tr>
<tr>
<td>Georgetown, Guayana</td>
<td>8,577</td>
<td>48,024</td>
</tr>
</tbody>
</table>

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That same year, thirty-one of the information centers or reading rooms and eighty-two of the binational centers reported a circulation below volume count. Attendance figures are consistently much higher than book circulation and represent high use of materials within the libraries. In fiscal year 1970 attendance was twice as high as the book circulation in information centers and three times as high as in binational centers. This level of attendance, 10 million in information centers and 2.5 million in binational centers world-wide, can present problems. The availability of a quiet, well lighted, well ventilated place to read or study is so enticing that many centers have long lines waiting to enter in the morning, and persons literally wait for a chair to become available throughout the open hours. Centers must often therefore require that non-library materials be checked at the door, as is sometimes done in university browsing rooms in the United States.

Space facilities, staffing patterns and customs affect the extent of centers' involvement in general USIS cultural programming within each country. Musical activities are often allied with the centers; some centers have jazz clubs, others regularly schedule recorded or live performances and work closely with the local musical community on programming American material. Book exhibits of representative samples of American university presses or outstanding U.S. printing are consistently popular. In the last several years programs in conjunction with space flights and showings of moon rocks have broken all attendance records. Series of classic and avant-garde films meet with great success; showings of computer-based and black light art have been well received, while exhibits, lectures and programs on such topics as environmental control, urban planning, and the role of youth are currently as popular abroad as in the U.S.

There has been a steady decrease in the number of American professional librarians staffing USIS libraries "who numbered 131 prior to the RIF [reduction in force] in 1953 and 22 last year" according to an official USIA task force report. Since 1970 the USIS has not only undertaken active recruitment of librarians, but has also sent some young officers, previously generalists, to library school for professional training. American librarians have either country-wide or regional responsibilities in the field. USIA aspires to have local librarians at least on a par with other librarians in their country; because of a steady emphasis on inservice training, they are frequently among the library leaders in their countries. USIA brings twelve local librarians to the United States annually for a three-month training program. They spend one month together at USIA in Washington, D.C., and then travel individually for
two months. The program is geared to provide familiarization with the U.S. in general, rather than to library training per se, although a short work period in a U.S. library is often included.

Another training procedure used by the USIS is the field workshop, using outside consultants as well as USIS personnel. These workshops are frequently held in different parts of the world for local librarians. Last year two were held in India for USIS librarians from the Middle East, and one was held in Mexico for USIS Latin American librarians. Some local staff in the overseas centers have U.S. library degrees, some have U.S. library experience, and the USIA has arranged U.S. library school attendance for some. However, this does not imply that all local librarians abroad have U.S. graduate library degrees or even the equivalent of a U.S. college degree. But because of the example the American centers give of openness, degree of organization, and service to users, many host country libraries work out arrangements with USIS libraries for training their own personnel. In this hemisphere alone, the information center or binational center libraries in Argentina, Chile, Guatemala, Mexico, Panama, and Uruguay cooperate with the local library schools and government agencies on a regular basis to provide work-study internships, credit courses, and training programs.

What are the major challenges confronting the information centers and binational centers? Former USIA director, George V. Allen, noted in 1969 that centers "are perpetually short of money, manpower, and space;" and the U.S. Advisory Commission on Information recommended that same year that the centers "need to be redesigned, refurbished and restocked." In 1970 a USIA task force report noted "a decrease in general quality of program, personnel and physical quarters that needs the Agency's closest attention." More affirmative evaluations are also found. Allen said further that "in my own view, U.S. Information Service libraries ... are the finest things we have done in many foreign countries," and the U.S. Advisory Commission on Information called the centers "in many respects the heart of the Agency's overseas operation."

In its 1965 report to Congress, the U.S. Advisory Commission on Information had mentioned sixty-eight major incidents of damage and destruction to USIS libraries in twenty years. To the commission, attacks on the centers "attest to their effectiveness ... for two reasons. First, there would be no point in attacking ineffectual operations. Second, outpourings of deep regret, and in some instances of financial contributions for building repair and book restoration, testify to the more favorable views of an appreciative and more permanent library clien-
JOAN COLLETT

tele." Allen also remarked upon this: "Paradoxically, our overseas libraries are more admired and appreciated by the people who use them, and at the same time are more often attacked, and more bitterly, than any other American installation abroad." As a check of any recent New York Times Index will verify, attacks continue to demonstrate effectiveness.

Currently, attempts to upgrade physical facilities are under way in a number of places. USIA staff consultants with design and architectural backgrounds are actively working with field officers to improve the appearance and effectiveness of centers. In the Near East, for instance, all the USIS centers have been repainted, indeed transformed, with arresting graphics. Efforts to improve staff by inservice training, to maintain balanced and pertinent collections, to reach important potential users are constants for centers as for any other library. At this time, reference service and cultural programming are also receiving special attention. USIS personnel and library consultants are working out more centralization, regionalization, and mechanization of reference service for two areas. Centralization and regionalization are also being used in programming assistance. Speakers with supporting exhibits, books and films on specific themes have been sent to a number of centers.

In their first quarter century, the USIS centers abroad, assessed for what they are and what they strive to be, have been a significant part of American library presence abroad.

References

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10. U.S. Advisory Commission on Information. Report to the Congress. Wash-
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The Library of Congress Abroad

JOHN G. LORENZ, et al.

From its earliest beginning the Library of Congress has been aware that to serve the needs of the government and the nation it must evolve a highly developed foreign acquisitions program. The effective founding of the Library might be said to date from the placing with a London dealer in June 1800 of the first order for an initial shipment of books. The first exchange of official publications with a foreign country, France, took place in 1837. However, foreign documents did not begin to arrive at the Library in quantity until after 1867, when Congress passed a resolution authorizing the exchange of public documents. The previous year, the acquisition of the 40,000-volume Smithsonian Institution Library gave the Library of Congress an outstanding collection of foreign scientific publications. The Smithsonian exchange system provided for its continued growth and also served as the mechanism for the exchange of official publications.

As might be expected, the emphasis in the development of the Library’s collections concerning foreign geographic areas was on Western Europe. However, by the end of the nineteenth century, the Library had also accumulated a considerable Chinese collection (exchange with China started in 1869), and its acquisition in 1907 of the private library of Gennadius Vasilievich Yudin placed it among the foremost institutions in the Russian field. Collections covering other areas of the world were gradually developed but it was not until the 1940s that emphasis was placed on the prompt and comprehensive acquisition upon publication of all materials the Library might later require. The increased attention to publications from overseas is reflected in the “Canons of Selection” by the then Librarian of Congress, Archibald MacLeish, which read: “The Library of Congress should possess, in some useful form, the material parts of the records of other societies, past and present, and should accumulate, in original or in copy, full and

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representative collections of the written records of those societies and peoples whose experience is of most immediate concern to the people of the United States.  

American involvement in World War II and subsequent developments made it clear that any society or peoples of the world could be of immediate interest to the United States and the Canons of Selection were broadened accordingly. Following the war, the Library of Congress, in cooperation with other major American libraries, established a cooperative acquisitions project for European war-year publications. During its three-year existence, the project shipped from abroad a total of 819,000 books and periodical volumes, representing approximately 2,000,000 pieces. Of these items, 231,000 went to the Library of Congress and 588,000 to other libraries. This project was the forerunner of later efforts of a more permanent character, to be discussed below.

THE PROCESSING DEPARTMENT

INTERNATIONAL EXCHANGES

Turning to the present scene, the Library of Congress, through its Exchange and Gift Division, operates the largest program in the United States for the exchange of publications. In addition to administering the official exchanges of sets of United States government publications with other nations, the Library also maintains more than 22,000 unofficial exchange arrangements with educational institutions, learned societies and governmental agencies—national, state and municipal—in nearly all countries throughout the world.

The official exchanges stem from two primary sources: (1) the Brussels Conventions of 1886, which provide for the exchange of official documents of the signatory and adhering nations; and (2) executive agreements concluded with foreign governments by the United States Department of State, in which the Library is named as the recipient of the foreign documents and is charged with implementing the agreements for the United States. Under these agreements the Library supplies either a full or partial set of U.S. official publications in return for a set of the official publications issued by the other government.

The historical background of the present official exchanges is briefly as follows: in 1886, as a result of the signing by the United States of the first Brussels Convention, the Library of Congress commenced the exchange of official documents with other signatories. Henceforth all negotiations for the official exchanges of U.S. government publications have been handled by the Library, since 1943 through the Exchange
and Gift Division, while the International Exchange Service of the Smithsonian Institution functions as an agency for the transmission of these publications.

Bilateral or executive agreements, negotiated on behalf of the Library by the Department of State in the form of notes exchanged with the foreign offices of other countries, have been used to supplement the Brussels Conventions since the first such agreement was concluded with Peru in 1936. Forty-eight such agreements are now in effect. This type of dual-nation agreement is specifically sanctioned by the Convention Concerning the Exchange of Official Publications and Government Documents between States adopted by the general conference of UNESCO at Paris on December 3, 1958.

The remaining exchanges conducted by the Library, constituting the vast majority of such arrangements, are considered “unofficial exchanges.” These are negotiated directly with potential exchange partners by the Exchange and Gift Division and do not stem from conventions or executive agreements. The principles upon which these unofficial exchanges are based fall into the following categories:

1. Piece-for-piece exchange (which should also include subscription-for-subscription exchanges for serials)—publications are exchanged for others of nearly the same value and character. In nearly all cases the periodicals are the publications of the exchange partners; the books may be their own publications or duplicates.

2. Priced exchanges—each partner agrees to supply publications of a set monetary value to the other in a stated period of time, thus requiring bookkeeping to insure that exchanges are balanced at the end of the period. Such exchanges, because of administrative costs, are usually limited to organizations in countries which lack a national bibliography or a reliable book trade, and where such an exchange is the best possible means of obtaining the publications of that country.

3. The open exchange—there is little or no accounting of the monetary value of the materials involved. The philosophy of such an arrangement is that if each partner supplies the other with one copy of all its publications or certain specially designated ones (perhaps also duplicates), the exchange will tend over a period of time to be balanced. As with the piece-for-piece exchange, efforts are made to strike an approximate balance.

During recent years the Library has been receiving well over 500,000 pieces annually from all exchange sources. In return for the publications received, the Library sends its exchange partners its own publica-
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tions and those of other agencies of the United States government. It is authorized (under 44 United States Code 1719) to requisition for use on international exchange up to 125 copies of each publication issued by the Government Printing Office. The Library also offers books selected from its large collection of duplicates, covering almost all subject fields.

A large and growing number of books are received as gifts by the Library directly from publishers in overseas countries. Between 1,000 and 2,000 pieces per year have come from this source in recent years.

The Library also currently supplies depository sets, consisting of monthly issues and quarterly and annual cumulations of The National Union Catalog, the Library of Congress Catalog—Books: Subjects, [the National Library of Medicine Catalog], and New Serial Titles, to some fifty-seven foreign libraries and institutions. These publications are furnished at the Library's expense to recipient libraries selected because they are major, centrally located libraries which, by virtue of their importance, serve as regional bibliographical centers. When this program was begun in 1949, it was the Library's intention that these printed catalogs should replace the depository sets of printed Library of Congress catalog cards previously sent to foreign libraries. Many of the recipients had also already received from the International Relations Office of the American Library Association sets of A Catalog of Books Represented by Library of Congress Printed Cards (August 1898 through July 1942) and the Supplement (August 1942 through December 1947), which were purchased with funds provided by the Rockefeller Foundation.

PURCHASING ABROAD

The policy of the Library of Congress in the acquisition of publications by purchase is to buy current publications in the country of publication whenever possible. Since the emphasis on the acquisition of current materials is to acquire them as soon after publication as possible, the purchase in the country of origin not only helps meet this purpose, but enables the recommending officers to make full and judicious use of national bibliographies where they are available. To further expedite the receipt of publications as well as to keep unwanted duplication as low as possible, a blanket order system is in effect throughout the world utilizing one dealer in each country (an exception is made where the distribution of law books or the distribution of serial publications is better served by one dealer while another dealer supplies all other categories of publications).

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The blanket order contract authorizes the dealer to select and send new publications produced in his country without further request from the Library of Congress according to the guidelines set forth in the agreement. These indicate the number of multiple copies required in numerous categories and identify the types of publications not to be supplied. This system of dealer selection coupled with the use of national bibliographies wherever available has resulted in a smoothly operating purchase acquisition program for publications desired for the collections of the Library. In those countries having no national bibliography, it is necessary to rely on the abilities and interests of the dealer for an adequate supply of current publications. In areas where no organized book trade exists or no adequate dealer can be located, the Library requests the State Department agency available in the country (embassy or consulate) to purchase new publications.

The advent of the National Program for Acquisitions and Cataloging (NPAC), which is designed to acquire all current publications of value to scholarship for the production of catalog cards rather than primarily for the collections of the Library, made necessary greatly expanded acquisition methods. The regular general and law blanket orders for books required for the collections have been retained, as have been the selections by Library of Congress specialists; however, these have been greatly augmented by books supplied for the NPAC cataloging operations as a result of their acquisition by other American libraries.

The acquisition of non-current materials recommended for purchase from citations, individual offers, dealer catalogs, auction catalogs, or other sources is through specific orders to the individuals or dealers making the offers, or by bids at auctions.

The expanding use of and need for microforms and microreproductions have greatly increased not only the number purchased but also the complexity of the problems involved in their procurement. The latter is especially true with microreproductions and moving picture films produced in countries where technical standards are often insufficient to meet archival needs. In an attempt to resolve some of these problems, the Library has joined in several international acquisition programs developed by the Center for Research Libraries—namely the Foreign Newspaper Microfilm Project (FNMP), the Cooperative Africana Microform Project (CAMP), the South Asia Microform Project (SAMP), and the South East Asia Microform Project (SEAM).

Since 1925 the Library has had a continuous and extensive program of acquiring serviceable reproductions by the best existing methods (usually microfilm) of manuscript material on American history in Eu-
ropean archives. The program has not only enriched the collections of the Library but also has assisted the archives involved in producing preservation copies of archival materials. A further advantage of programs of this nature is that they make copies of foreign archival collections available to both American and foreign investigators without disturbing the original documents. The reproduction of foreign archival materials is supported in large part by the income from the James B. Wilbur Bequest, administered under the Library of Congress Trust Fund Board, augmented from time to time by gift funds from individuals, associations, and foundations.

Subscriptions of all kinds normally are placed with the publisher or with an agent in his country, usually the blanket order dealer.

THE PUBLIC LAW 480 PROGRAM

In 1962 the Library of Congress began a limited acquisitions service for American research libraries authorized under Public Law 83-480 (PL-480), as amended. This legislation governs the sale of surplus agricultural commodities to foreign countries and authorizes the use of local currencies which accrue when they are in excess of the needs of the U.S. government, for the purchase of library materials in multiple copies.

Since 1962 offices staffed by local personnel and administered by an American field director have been established in India, Indonesia, Israel, Pakistan, the United Arab Republic, and Yugoslavia. In the New Delhi office responsibility for bibliographic coverage of Nepal was added in 1966 and of Ceylon in 1967. In that same year a transition from the PL-480 sales of surplus agricultural commodities for local currencies to sales for U.S. dollars was initiated, resulting in the gradual reduction and, in some cases, elimination of U.S. government holdings of local currencies. In the case of Indonesia, U.S. government-owned rupiahs are no longer considered “excess.” Consequently, it was necessary to terminate the PL-480 program in Indonesia in June 1969. In July a cooperative acquisitions program supported jointly by the Library of Congress and ten other research libraries replaced this office.

There are now over forty institutions receiving comprehensive sets of publications from one or more of the countries involved. Each participant is required to contribute $500 toward the general cost of each program in which it participates.

In addition to the larger programs, under which research libraries receive comprehensive sets of materials, a smaller program has distributed since 1964 a limited number of English-language periodicals and
monographs to approximately 300 American libraries in fifty states, the District of Columbia, and Puerto Rico. At the present time publications from Ceylon, India, Nepal, and Pakistan are acquired through this English-language program.

The PL-480 programs have not been limited to the acquisition and distribution of library materials. An attempt is made to catalog in the country of origin the publications acquired. Before shipment to participants, each publication is given preliminary cataloging by the overseas office which acquires it. This preliminary cataloging information accompanies the publications and is made available to other libraries through the wide distribution of accessions lists published by the various overseas offices. In the countries now covered by the programs, each PL-480 office issues an accessions list, except for the office in Yugoslavia which is administered as a joint PL-480/NPAC operation. Catalog copy is adapted from the Yugoslav National Bibliography and made available through LC printed catalog cards more rapidly than is now possible in the case of other PL-480 countries, thus obviating the necessity of an accessions list.

In 1965 a grant from the Rockefeller Foundation made possible the establishment of a microfilming program in New Delhi. Newspapers and gazettes from Ceylon, India, Nepal, and Pakistan are being filmed and made available for purchase through the Library's Photoduplication Service.

THE NATIONAL PROGRAM FOR ACQUISITIONS AND CATALOGING

In order to meet the urgent need of the American library and information community for immediate access to current research materials, the Library of Congress initiated in 1966 the National Program for Acquisitions and Cataloging under the authorization of Title II C of the Higher Education Act of 1965, as amended. Leaders in librarianship had long recognized the economic waste and administrative incongruity of cataloging the same book more than once. However, under its traditional programs, the Library of Congress cataloged only 50 percent of the materials of potential value to scholarly research, and this cataloging information became available only after considerable delays. The practical solution was the development of a centralized cataloging effort, so comprehensive and so rapid that all libraries could depend on it to produce needed cataloging copy almost simultaneously with the receipt of books. Recognition of the national need for complete centralized cataloging, together with a growing interest in foreign bibliographical resources, led to the development of NPAC.
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Under NPAC, the Library of Congress at present seeks to acquire, catalog immediately, and disseminate cataloging data rapidly for all current monographs and monographic series of research value. To avoid unnecessary duplication of cataloging already done in other countries, the Library has adopted "shared cataloging" techniques wherever possible in cooperation with national libraries and producers of foreign national bibliographies—using the descriptive cataloging data already prepared for recent publications in their countries of origin and speeding the data to Washington, D.C., for completion and distribution as quickly as possible.

With NPAC appropriations totaling $33,369,950 to date (fiscal years 1966-1972), the Library has increased its cataloging and support staff; arranged to "share" the cataloging data of twenty-four foreign national bibliographies, before publication of these bibliographies; established ten shared cataloging centers abroad (staffed chiefly by local personnel in the countries where they are located); inaugurated a specialized Shared Cataloging Division in the Processing Department; altered its recommending procedures for acquisitions so as to speed book selection and ordering; established three regional acquisitions offices abroad which publish accessions lists covering several countries where there is neither a current national bibliography nor an effective book trade; initiated an extra printing shift to hasten the production of printed catalog cards in the library branch of the Government Printing Office in Washington, D.C.; and arranged to distribute daily to major research libraries complete depository sets of all currently printed LC catalog cards.

In implementation of the policy of shared cataloging and in agreement with the resolutions of the informal Conference on Shared Cataloging held in London on January 13, 1966, the Library of Congress describes on its printed catalog cards all current foreign monographic titles received from certain countries in the same terms used by the respective national bibliographies. This means that the title transcription, the collation, and the imprint reflect the foreign practice, which is considered to be as comprehensive, or more so, than current LC practice. The price in foreign currency and the distinctive registry number in the issue of the national bibliography are indicated when available to identify the source of the description and to facilitate the ordering of books directly from the catalog card information. The choice and form of author entry and secondary entries, the repetition of the author statement, the subject headings, and the LC and Dewey decimal classification numbers continued to follow LC practice. The first cards pro-
duced according to the principle of shared cataloging were printed during the week of April 15, 1966. Since that time several hundred thousand titles have been cataloged by LC according to this revolutionary principle, in addition to its traditional cataloging output.

The present shared cataloging centers abroad—in London, Vienna, Wiesbaden, Paris, Oslo, the Hague, Belgrade, Florence, Tokyo, Barcelona—acquire publications and cataloging information not only from the countries in which they are located, but also from Switzerland, Sweden, Denmark, Finland, Belgium, and East Germany. At the Library of Congress shared cataloging practices are also applied to publications of Canada, New Zealand, Australia, South Africa, the U.S.S.R., Czechoslovakia, Bulgaria, and Romania. Since speed is considered essential to NPAC's success, the books are selected and bought as quickly as possible according to blanket order specifications by dealers abroad, preliminary cards are prepared and matched with the appropriate books in the overseas shared cataloging offices, and are sent, generally by weekly air freight shipments, to the Library.

As a result of NPAC efforts, catalog cards are usually available now for about 75 percent of the books within a few weeks after their arrival in other major research institutions. Provisions have been made for LC’s dealers in countries covered by shared cataloging to duplicate for LC, orders which they fill for other American libraries, thus ensuring the acquisition and ultimate cataloging of currently published titles of research value, in the broadest sense of the term.

In preparing shared cataloging cards, cooperation is received from the following national bibliographies (dates in parentheses show when cooperation began): Australia (1966), Australian National Bibliography; Austria (1966), Oesterreichische Bibliographie; Belgium (1966), Bibliographie de Belgique; Bulgaria (1969), Bulgarski knigopis; Canada (1966), Canadiana; Czechoslovakia (1969), České knihy, Slovenske knihy; Democratic Republic of Germany (1966), Deutsche Nationalbibliographie; Denmark (1966), Det danske bogmarked; Finland (1968), Suomen Kirjallisuus; France (1966), Bibliographie de la France; Federal Republic of Germany (1966), Deutsche Bibliographie; Italy (1967), Bibliografia nazionale italiana; Japan (1968), Nōhon Shūhō; Netherlands (1966), Nieuwsblad voor de boekhandel, Brinkman’s Cumulatieve Catalogus; New Zealand (1966), New Zealand National Bibliography; Norway (1966), Norsk bokhandler tidende; Republic of South Africa (1966), South African National Bibliography; Romania (1971), Bibliografia republicii socialiste România; Spain (1971), Bibliografía Española; Sweden (1966), Svensk bokhandel;
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Switzerland (1966), Das Schweizer Buch, Le livre Suisse, Il libro svizzero; U.S.S.R. (1968), Knihna letopis'; Vsesojuznaja knizhnaa palata cards; United Kingdom (1966), British National Bibliography; and Yugoslavia (1966), Bibliografija Jugoslavije.

This significant step toward the international sharing of cataloging may well lead to other developments in international bibliographical cooperation and standardization. Although much progress has been achieved since the Paris Conference of 1961 on the principles of cataloging, many differences in cataloging still persist, and efforts toward international standardization are continuing both formally and informally.

In addition to the implementation of shared cataloging techniques, three regional acquisitions centers have been established under NPAC in areas where there is no comprehensive national bibliography and where the Library does not already have PL-480 programs in operation. These centers are located in Nairobi (covering Ethiopia, French Territory of the Afars and the Issas, Kenya, La Reunion, Malagasy Republic, Malawi, Mauritius, Seychelles, Somali Republic, Sudan, Tanzania, Uganda, and Zambia); Rio de Janeiro (covering Brazil); and Djakarta (covering Indonesia, Malaysia, Singapore, and Brunei). The chief concern of these offices is to track down and obtain either through purchase, gift, exchange, or other means virtually all current publications in these areas. Based on the materials thus acquired accessions lists are published as follows: Accessions List: Indonesia/Malaysia/Singapore/Brunei which is distributed monthly by the Library of Congress Office, c/o American Embassy, APO San Francisco, 96356; Accessions List, Eastern Africa which is distributed quarterly by the Library of Congress Office, P. O. Box 30598, Nairobi, Kenya.

When the lack of excess currencies brought the PL-480 program in Indonesia to an end in 1969, an arrangement was developed under NPAC permitting multiple set acquisitions to continue under a system of joint support. Participation was opened to all interested American libraries. Uniform sets of monographic publications are provided to all participants, though serial publications are distributed on a selective basis depending on the needs of the individual recipients. Each participant contributes a uniform amount based on the average cost of a set of publications, including shipping and related charges as well as a share of the administrative overhead cost. Depending on funding, it is anticipated that such cooperative acquisitions endeavors can be extended to other areas of the world where the book trade is not yet fully developed.

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The NPAC program has been received with a great amount of interest and enthusiastic response both nationally and internationally. Two articles about the program which are significant from an international point of view were written by Liebaers and Wells.

MACHINE-READABLE CATALOGING AND OTHER INTERNATIONAL DEVELOPMENTS

The activities already described point up the fact that in practical terms the world is becoming smaller and the volume of published material to be controlled is increasing geometrically. It is no longer enough for a national bibliographic service to handle just its own country's publications. The needs of the intellectual community require that the scope of available material be broadened to include the important literature of all countries. In order to accomplish this and to avoid costly duplication, economics dictate that bibliographic information must be pooled.

Machine processing of this information will be a vital part of all future large-scale systems if speed of access is an important criterion for the success of such a system. While standardization has been important in information exchange in manual systems, the need for standards becomes critical in machine systems. In recognition of this need, the Library of Congress, with the support of the Council on Library Resources, took the first step in 1966 by implementing the MARC (Machine Readable Cataloging) Pilot Project. The purpose of this project was to test the feasibility and utility of exchanging bibliographic data in machine-readable form. With the success of the project, emphasis turned to the standardization of a machine format for bibliographic records. The MARC format developed at the Library of Congress subsequently served as the basis of the American National Standards Institute Format for Bibliographic Information Interchange on Magnetic Tape. It is now under consideration by the International Standards Organization.

The MARC Tape Distribution Service began at the Library of Congress in March 1969. Weekly tapes containing records for the Library's current English-language cataloging are sent to approximately sixty subscribers in this country and abroad, including Canada, Great Britain, Australia, Japan, and Denmark. The operation of the distribution service has also served as an impetus to the development of similar services in other countries and in international agencies.

The British National Bibliography (BNB) has instituted a United Kingdom MARC Project to produce machine-readable records for the
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compilation of the bibliography and for distribution purposes similar to the MARC Distribution Service. BNB has also begun a project to produce a bibliography called *Books in English* from LC and BNB MARC tapes. Data from both tapes are transferred to microfilm using the computer output microfilming (COM) technique which in turn is transferred to a transparency by using the photo chromic micro image (PCMI) system. This project is significant not only because of the use of the above techniques, but also because it has merged large quantities of records from two sources. Minor differences exist between LC and BNB MARC records, and programs were written to make some adjustments. In addition, other national bibliographic services based on the MARC format have been planned or implemented in Canada, Japan, Australia, and France. Studies are also under way in West Germany and Italy.

During the developmental work on the MARC format, one of the most important requirements was that this format be designed to handle a variety of materials, ranging from printed books to single photographs. The structure of the MARC format is identical for all types of material, but the contents and content designators (e.g., tags, indicators, and subfield codes) of each format may vary according to the kind of material being described.

It would seem that the requirements of the library community in the United States are not the same as those of the scientific and technical community in this country and abroad in terms of recording bibliographic data. Although the Committee on Scientific and Technical Information (COSATI) in the U.S. and the International Nuclear Information System (INIS) have adopted the MARC format structure as a standard, their methods of representing bibliographic data are quite different from those used by the Library of Congress; hence, the contents and content designators of the COSATI and INIS formats differ from the MARC format for printed book material used at the Library. Although these dissimilarities in content reflect the differences in function of the bibliographic services concerned, they present a fundamental problem in our current attempts to control information exchange. Therefore, standardization in this area should receive a high priority at the national and international level.

With the adoption of a standardized machine format structure, attention has turned to another critical area, the standard bibliographic description. An International Meeting of Cataloging Experts Working Party of the International Federation of Library Associations was established in 1969 to develop a standard for the descriptive portion of a

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bibliographic record and to adopt this standard for use in catalogs, listings, and bibliographies (including national bibliographies). The adoption of such a standard would make it possible for users to recognize the elements in a bibliographic record, regardless of language, and would facilitate the conversion and exchange of these records in machine-readable form on an international scale. A member of the Library of Congress staff is a member of this working party.

The progress in the development of a standard machine format for bibliographic records has coincided with the development of unique numbering systems for books and serials. The International Standard Book Number (ISBN) is presently used by the British National Bibliography as the control number for their machine records. (Since the ISBN has not been assigned to all titles included in the MARC Distribution Service, the Library of Congress has not been able to use it as a control number.) The Library of Congress has worked closely with the American National Standards Institute in the development of a standard serial number (SSN), and when the resources become available, the Library has indicated a willingness to serve as the U.S. agency to assign the SSN to serial publications.

The international acquisitions and cataloging programs have provided the Reference, Law Library, Congressional Research Service and other departments of the Library of Congress with world-wide resources to exploit through reference and other user services.

OVERSEAS INTERESTS AND IMPACT OF THE REFERENCE DEPARTMENT

The international aspects of the work of the Reference Department are reflected in three major activities, which can be broadly categorized as: (1) general bibliographic and reference services of importance to foreign users and all others interested in international affairs; (2) reference, research, and bibliographic services concerning foreign geographic areas and based, primarily, on the Library's extensive collections; (3) the development and utilization of foreign and international collections in the Library's large special format collections, i.e., music, maps, motion pictures, and manuscripts. The department's area, language, and subject specialists actively participate in the Library's overseas acquisitions programs and in international conferences, meetings, and projects.

GENERAL BIBLIOGRAPHIC AND REFERENCE SERVICES

Throughout the Reference Department, requests for information on subjects related to foreign nations or international affairs are answered
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by telephone, by correspondence, and in person. Foreign patrons, including representatives from diplomatic missions, are frequently assisted, and foreign visitors to the department’s many sections are welcomed. Inquiries by letter from overseas often request information regarding the United States and American publications. In response to this demand, the General Reference and Bibliography Division annually compiles a report for UNESCO on U.S. national bibliographic services and related activities. The Library’s *A Guide to the Study of the United States of America* (1960) was undertaken initially in response to foreign inquiries about the United States and the books needed to support American studies in foreign institutions.

The Reference Department’s Union Catalog and International Organizations Section provides specialized reference and bibliographic service on the aims, activities, and publications of international groups and, particularly, their conferences. Its *International Scientific Organizations; A Guide to Their Library, Documentation, and Information Services* (1962) is still a basic reference source. General bibliographies of international importance prepared by the Reference Department include *Arms Control and Disarmament* and the *Bibliography on Cold Regions Science and Technology*. Another important, but more specialized bibliography prepared in the department was *Nuclear Science in Mainland China; A Selected Bibliography* (1968). The Children’s Book Section’s *Children’s Literature: A Guide to Reference Sources* (1966) contains many references to foreign literature.

**AREA STUDIES ACTIVITIES**

There are four units within the Reference Department which are directly concerned with reference and bibliographic work regarding specific geographic areas: the African Section of the General Reference and Bibliography Division, the Hispanic Foundation, the Slavic and Central European Division, and the Orientalia Division. The activities of the language and subject specialists within these sections are focused on developing, utilizing, servicing, and facilitating the access to the holdings of the Library of Congress.

The African Section advises and cooperates in the Library’s acquisitions program, provides reference and bibliographic services, and maintains liaison with other institutions in the United States and abroad concerned with African studies. The major activity of the section, however, has been its bibliographic compilations, which bring the rich and varied collections of the Library to the attention of scholars and librarians throughout the world. In the past decade the section has
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The Hispanic Foundation serves as a center for the pursuit of studies in Spanish, Portuguese, and Latin American culture. The foundation holds international conferences and seminars related to library problems, such as the International Conference on Cuban Acquisitions and Bibliography, held in 1970, which was designed to improve the flow of scholarly materials between the United States and Cuba and to provide better bibliographical control of Cuban library materials. The proceedings and working papers of the conference, Cuban Acquisitions and Bibliography (1970), constitute a valuable working tool for scholars and librarians. Like the African Section, the Hispanic Foundation is bibliographically oriented. The Handbook of Latin American Studies, the oldest continuing bibliographical record of materials published about Latin America, is prepared by the foundation with the cooperation of an international group of over eighty contributing editors; a number of which are Latin American scholars, each a specialist in his own discipline. The National Directory of Latin Americanists and Latin America: An Annotated Bibliography of Paperback Books are other representative Hispanic Foundation publications. Both are periodically updated. Latin America in Soviet Writings: A Bibliography (2 vols., 1966) was prepared in cooperation with the Library's Slavic and Central European Division. The Archive of Hispanic Literature on Tape, another continuing program of the foundation, represents a unique collection of original voice recordings of selections from the works of over 200 poets and prose writers from the Iberian Peninsula and Latin America.

The Slavic and Central European Division provides reference service and prepares bibliographies and special studies relating to the U.S.S.R. and the Baltic, Central, and Eastern European countries. Division specialists, as in other area studies divisions, not only aid scholars in the use of the Library's collections, but also provide information to scholars and officials preparing for trips abroad. In quest of up-to-date informa-
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tion on cultural developments, the Slavic Division also maintains continuing official contacts with the cultural staffs of foreign embassies in Washington, D.C. The division's publications program has the dual objectives of increasing awareness of research sources related to the countries within its field of responsibility, and of bringing U.S. scholarly contributions to the attention of interested foreigners. For example, its publications list includes: Newspapers of East Central and Southeastern Europe in the Library of Congress (1965), Czechoslovakia: A Bibliographic Guide (1967), The USSR and Eastern Europe: Periodicals in Western Languages (1967), and Poland in the Collections of the Library of Congress (1968).

The Orientalia Division's geographic area of responsibility includes Asia and the Middle East, and the division maintains and provides reference service on the Library's Chinese, Korean, Japanese, Southeast Asian, South Asian, Near Eastern, and Hebraic collections, totaling over 1 million volumes in over forty different languages. The division also assists visiting librarians from the Orient engaged in survey and study tours and aids foreign students and scholars by making available, through direct loan or photoreproduction, rare or unique materials in its Oriental-language collections. It works closely with other Library units involved in the acquisitions process, particularly the Exchange and Gift Division and prepares bibliographies, such as Southeast Asia: An Annotated Bibliography of Selected Reference Sources in Western Languages (1964). Individual staff members participate directly in the acquisition of material from abroad, frequently making trips to acquire material or arrange for its acquisition. The language and subject specialists also participate in international conferences. For example, the Orientalia Division was represented at the first Japan-U.S. Conference on Libraries and Information Science in Higher Education (Tokyo, 1969) and the Library Seminars on International Cooperation in Oriental Librarianship of the twenty-eighth International Congress of Orientalists (Canberra, 1971). Members of the staff also work in and with the various international committees and the International Relations Office of the American Library Association and in professional associations.

SPECIAL FORMAT COLLECTIONS

The music and map collections of the Library of Congress are particularly strong in international holdings, and the specialists from the Music and Geography and Map Divisions, along with those from the Motion Picture Section, actively participate on international committees and in international projects.
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The international music holdings of the Music Division are among the largest and most comprehensive in the world, and unrivaled in at least one important branch of music, the history and development of opera. A large proportion of the division's reference service by correspondence is directed to scholars in foreign countries, and researchers from abroad frequently visit the division to use unique material not elsewhere available. The foundations established by Elizabeth Sprague Coolidge and Serge Koussevitzky regularly commission distinguished foreign composers to write new works of chamber music, and the resultant holograph scores are added to the Library's collections. Thus, the division's holograph holdings of the twentieth-century composers are probably unparalleled anywhere (e.g., Bartók, Britten, Chávez, Dallapiccola, Ginastera, Henze, Hindemith, Honegger, Malipiero, Martinu, Messiaen, Milhaud, Prokofiev, Ravel, Schoenberg, Stockhausen, Stravinsky, and Villa-Lobos). Music Division specialists serve as officers in the International Association of Music Libraries and the International Association of Sound Archives.

The Geography and Map Division receives approximately 90 percent of its foreign cartographic acquisitions through the Interagency Map and Publication Acquisitions Committee (IMPAC), a committee which provides for the acquisition of cartographic materials through geographic attachés attached to U.S. embassies abroad. Division staff members helped establish a Geography and Map Subsection within a section of the International Federation of Library Associations (IFLA) and are responsible for the listings of U.S. cartographic publications which appear in two international serials, Bibliographie Cartographique Internationale and Bibliotheca Cartographica.

The collections of artists' documentary and photographic prints as well as posters and political cartoons in the Prints and Photographs Division are international in scope. They are frequently used by publishers and researchers from abroad, as well as by Americans seeking pictorial material in Europe and Asia.

Along with the other special format sections, the Library's Motion Picture Section answers numerous international requests for information about its holdings. The section participates in an active program of preserving and making available to scholars a large and unique collection of films acquired from the Department of Justice after World War II. Because the commercial rights to these films were returned to the countries of origin, the Library established cooperative preservation programs with leading national film archives in the countries involved: Germany, Italy, and Japan. Through this program reference copies of
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the films are available for use at the Library. Since 1969, Motion Picture Section staff members have participated in the work of the International Federation of Film Archives.

As a result of its program to acquire copies of European manuscripts related to America, the Manuscript Division has accumulated a collection of reproductions of more than 3 million manuscripts copied from several hundred libraries in twenty-three foreign countries. Between 1965 and 1970, its Center for the Coordination of Foreign Manuscript Copying identified extensive photocopying projects in foreign archives, recorded the location of copies of foreign collections in the United States, and disseminated this information to the scholarly community in its publication, News from the Center.

THE LAW LIBRARY

Since the United States emerged as a world power in the twentieth century, the Law Library of Congress has been developing its foreign legal collections and expertise in order to meet the informational needs of Congress, federal agencies, academic institutions and numerous other publics. Though its primary responsibility in the areas of foreign, international and comparative law is to respond to the research needs of Congress and then to the judicial and executive branches of government, the Law Library answers numerous reference queries from international organizations, diplomatic missions, foreign governments, foreign citizens living both in the United States and abroad, and United States citizens living overseas.

The Law Library is organized in five divisions, each responsible for developing and maintaining the collections of legal literature of its assigned jurisdictions and for providing scholarly research on them. The American-British Law Division covers the law of the United States, the United Kingdom and its colonies, and the British Commonwealth countries. Latin America, Puerto Rico, the Philippines, Spain, and Portugal are assigned to the Hispanic Law Division. The European Law Division is concerned with the remaining countries of Europe. The Far Eastern Law Division handles Nationalist and Mainland China, Japan, Korea, Southeast Asia, Tibet, and Indonesia. The Near Eastern and African Law Division deals with Islamic law and with the countries of the Middle East and Africa (except the Spanish and Portuguese possessions).

The Law Library, as far as possible, staffs its foreign law divisions with persons who have received their legal education in at least one of the countries whose laws they are to interpret and who have met the
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requirements to serve as lawyers, judges or administrators. Twenty of the twenty-six foreign legal specialists are qualified to practice law abroad and nine are members of an American Bar. The specialists perform research in over forty languages.

As an aid to foreign legal research and scholarship, the Law Library began, in 1912, the publication of a series of guides to the law and legal literature of selected foreign countries. During the 1940s the Hispanic Law Division compiled guides to the law and legal literature of the Latin American jurisdictions and is now engaged in the revision of these guides. The Mid-European Law Project, created in 1949 with funds from Free Europe, Inc., and staffed by lawyers from Eastern Europe, helped to provide legal scholars with the studies and bibliographic tools necessary to make a reasoned evaluation of the legal, economic, political and social conditions of the new Soviet Bloc countries. The project culminated with the publication, in the late 1950s and early 1960s, of the *Legal Sources and Bibliography* of Bulgaria, Czechoslovakia, Hungary, Poland, Romania, the Baltic States and Yugoslavia.

In addition to the compilation of guides, several of the foreign law divisions index legal periodicals and primary legislative materials. The Hispanic Law Division has had published four folio volumes covering fifteen years of legislative indexing for Latin America. The second supplement to this index is now being prepared. The Far Eastern Law Division indexes twelve Japanese, Chinese and Korean legal journals and the European Law Division indexes the Ukranian journal *Radians'ke Pravo* for the *Index to Foreign Legal Periodicals*. The Law Library is considering plans to index primary legal materials from the Far and Near East.

Law Library personnel are regular contributors to foreign legal and library journals. Recent articles have appeared in *Osteuropa-Recht* (Germany), *Law in Eastern Europe* (the Netherlands), *The Review* of the International Commission of Jurists (Switzerland), the *Bulletin* of the International Association of Law Libraries (the Netherlands), and the *Bulgarische Jahrbucher* of the Bulgarian Academic Society (Heidelberg, Germany).

THE FOREIGN AFFAIRS ROLE OF THE CONGRESSIONAL RESEARCH SERVICE

The Library of Congress was created in 1800 primarily as a parliamentary library to assist in the work of the Congress and has included since 1915 a Legislative Reference Service which has concentrated solely on matters of legislative interest. After more than thirty years of service to Congress, the Legislative Reorganization Act of 1946 gave
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the Legislative Reference Service an expanded role and a permanent statutory basis as a separate department of the Library of Congress. The legislative role of the service was redefined and enlarged by the Legislative Reorganization Act of 1970 which changed the name of the service to the Congressional Research Service (CRS) and expanded its responsibilities and services to Congress in order to meet its growing need for increased and improved access to information and research. Throughout this development of the CRS, the primary focus has remained the needs and concerns of the members and committees. For this reason, the foreign affairs role of the CRS directly reflects the broad foreign affairs interests of the Congress, and consequently a large part of its work is internationally oriented.

To meet the research and information needs of the Congress, one of the seven subject divisions of CRS is specifically concerned with foreign affairs. The Foreign Affairs Division has twenty-five research analysts who are dealing with the problems of U.S. foreign policy, international relations and organization, international development, as well as following the significant events and problems in every foreign country or region in the world. These researchers deal with most of the requests that come to CRS from members and committees for information and research on foreign affairs questions. However, the entire service is involved in doing work in this area. The other CRS research divisions also have the resources to meet the need for the analysis of the international aspects of the economic, scientific and technological, environmental and other problems which are of continuing congressional concern. Since the Congress is constantly aware of the international implications of the actions of the U.S., as well as the impact of actions elsewhere on problems and events here, the CRS must be prepared in all policy areas to provide the needed information and research support.

The research in international affairs done by CRS serves Congress in many ways. Members of Congress making overseas visits for first-hand looks at particular problems of concern to the United States, or attending international conferences such as NATO parliamentary meetings and the annual conferences of the Interparliamentary Union, may receive research and writing assistance from CRS specialists before, during, and after the occasion.

Committees holding hearings on such matters as U.S. overseas commitments, international trade agreements, or support of the United Nations look to CRS for help in assessing proposed legislation and in writing or contributing to committee reports. The results of the work of this research arm of the Congress are often found in documents published
by the House of Representatives and the Senate. These publications form a continuing literature on the foreign relations of the United States and the international problems of concern to the nation.

The Congressional Research Service is thus one of the mechanisms by which Congress can gain information about international affairs and the conditions and legislative activities in other countries. In order to fulfill this role, CRS relies heavily on the material acquired for the general collections of the Library of Congress through its overseas programs. In addition, the service does acquire for its own use material not available elsewhere in the Library which is needed to meet the congressional information requirements in the area of foreign affairs. The acquisitions program of the service is, therefore, a direct outgrowth of the wide foreign affairs interests of the Congress. The relevant material that comes into the service is then fed into the legislative issue tracking systems of the research divisions so that there can be easy retrieval of the needed information in order to answer specific congressional inquiries.

In order to increase the control of this input of material the Library Services Division of CRS has a staff of bibliographers working on current material which is of top priority and importance to modern legislative research. A product of this work is a computer-based selective dissemination of information (SDI) system which generates weekly selected bibliographic reports to 250 subscribers. By this means, CRS researchers, congressional offices, and congressional committees (including the House Committee on Foreign Affairs and the Senate Committee on Foreign Relations) have access to the significant research in the area of foreign affairs and information about international events.

The foreign affairs role of the Congressional Research Service is not static. As the responsibilities and functions of the service have expanded, the international aspect of the service to Congress has also grown. As the focus and concerns of the Congress have shifted with events and the development of new problems, CRS has responded with the appropriate resources to meet these congressional needs.

**Copyright Office**

The role of the Copyright Office in international activities is worldwide in scope. It encompasses the development and implementation of copyright relations with other countries at the multilateral and bilateral levels.

Foremost among the activities of the Copyright Office is the representation of the United States at international copyright meetings.
amples include meetings of the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Intellectual Property Organization (WIPO) which administer, respectively, the Universal Copyright Convention and the Berne Convention for the Protection of Literary and Artistic Works. These conventions, multilateral in scope, are revised periodically with resultant changes in the level of international copyright protection. Such revisions are, therefore, of great interest to United States authors, publishers, producers, and others interested in literary and artistic rights.

In addition, the Copyright Office sends representatives to attend meetings of working groups, committees of experts, and other bodies established by the United Nations, its specialized agencies or other intergovernmental, international organizations. These groups often adopt recommendations concerning changes or improvements in particular aspects of international copyright protection which affect domestic law and practice.

Further, the Copyright Office maintains a continuing dialogue with interested officials in foreign countries for the exchange of information concerning foreign regulations, practices, and procedures. Such information is brought to the attention of appropriate groups and private interests in the United States. Based upon its knowledge of the comparative copyright laws of other countries, the Copyright Office, in cooperation with the Department of State, may assist United States citizens seeking to obtain protection for their works in foreign countries.

Finally, through its contacts with officials in foreign governments, and by its attendance at international meetings, the Copyright Office seeks to improve the level of copyright protection throughout the world and, thereby, to foster the creation of literary and artistic works.

OTHER LIBRARY OF CONGRESS ACTIVITIES ABROAD

The foregoing describes major international programs administered by the Library relating to international activities. In addition to these, several other unique library-related programs relate to the international scene.

THE PHOTODUPLICATION SERVICE

The Photoduplication Service has contributed scholarly, technical, custodial, consultative, and financial assistance to a variety of foreign projects in the past thirty years.

In late 1949 at St. Catherine's Monastery on the slopes of Jebel Musa, traditionally identified with the Biblical Mt. Sinai, preliminary
arrangements were made between Verner W. Clapp, then of the Library of Congress, and Wendell Phillips of the American Foundation for the Study of Man; these arrangements provided that the latter would furnish the Library with negative microfilm of selected manuscripts from the Sinai collection. The foundation engaged Kenneth W. Clark of Duke University to carry out all scholarly responsibilities; Wallace Wade from the Library's Photoduplication Service headed the technical team assigned to the actual filming. Complete cooperation by monastery authorities was instrumental in making the project productive in spite of inevitable delays and difficulties in communications. By late July 1950, Wade returned to Cairo after seven months on the mountain with 1,694 reels of 35 mm. film of Greek and Arabic manuscripts. By July 1951 Clark and his wife had completed the long task of assembling and editing the film. The final *Checklist of Manuscripts in St. Catherine's Monastery, Mt. Sinai* was published by the Library of Congress in 1952.

In early November 1949, about a month before the start of filming on Mt. Sinai, the same combination of the scholarly and technical expertise represented by Clark and Wade was utilized in similar operations in the Greek and Armenian Patriarchates in Jerusalem under the sponsorship of the American School of Oriental Studies and the Library of Congress.

After the Mt. Sinai interlude, the Jerusalem activity resumed in early August 1950, when Wade returned to the Greek Patriarchate to continue filming under the direction of Clark, now joined by Lucetta Mowry from Wellesley College. In late August, Mowry assumed the chief scholarly direction on Clark's return to the States.

As with the Mt. Sinai film, Clark and his wife assembled and edited the 1,030 manuscripts and 1,187 miniatures. The *Checklist of Manuscripts in the Libraries of the Greek and Armenian Patriarchates in Jerusalem, Microfilmed for the Library of Congress, 1949-50* was published in 1953.

Somewhat similar in its filming of manuscripts in a unique environment was the one-man expedition of Ernest W. Saunders of the Garrett Biblical Institute. On a United States Educational Exchange Grant, Saunders was welcomed by the monks of the monasteries on Mt. Athos in Greece. Early 1953 saw the termination of a six-month period needed to film 200 selected manuscripts. A *Descriptive Checklist of Selected Manuscripts in the Monasteries of Mt. Athos* was published in 1957.

Also of interest was the grant in 1942 by the Rockefeller Foundation
to the American Library Association of funds for the establishment of a photographic laboratory in Mexico City. In 1948, when the American Embassy undertook the administration of the Benjamin Franklin Library in Mexico, the State Department requested that the Photoduplication Service of the Library of Congress operate the laboratory. George T. Smisor directed this activity and also headed technical teams in the filming of official records in Mexican state capitals and in Guatemala. These operations were concluded in 1951 when it was felt that the groundwork was well established for subsequent local supervision. The results of the project are summarized in Library of Congress Microfilm Clearing House Bulletin (Supplement No. 1 published in 1953).

A Japanese Microfilming Project was undertaken in 1948 to film Japanese archival material for the Library of Congress and other depositories in the United States. In 1949, filming was greatly expanded by a microfilming team which worked for two years under the auspices of the U.S. Department of State to film for the Library of Congress over two million pages of archives of the Japanese Ministry of Foreign Affairs. A total of 2,116 reels were completed, and are indexed in a Checklist of Archives in the Japanese Ministry of Foreign Affairs (Tokyo, Japan, 1868-1945) which was published in 1954.

Surveys of material of possible interest for later filming were undertaken in Western Europe in 1949-51, by Lester K. Born, special assistant on the Microfilm Program for the Library of Congress. Visits were made to Italy, France, the Netherlands, England, Belgium, Scotland, Switzerland, and Germany. Although actual filming was negligible, important groundwork was accomplished.

Several additional undertakings may be identified briefly by country. The Library’s involvement varies in regard to camera, technical film, and bibliographical advice. These factors or combinations of the same were present in varying degree in Argentina, Burma, Chile, India, Indonesia, Israel, Italy, and the Philippines.

Newspaper projects of importance that have been recently concluded were: La Prensa of Buenos Aires in cooperation with the U.S. State Department; El Sol; diario independiente of Madrid, combining the holdings of five American libraries with those of the Library of Congress; and O Estado de Sao Paulo, an important source for historical research.

Notice should be taken of answers by the service to many requests for advice on equipment, storage, and procedures, not only for these ongoing operations just noted, but also from many other foreign sources.
Several on-the-job training programs have been conducted for foreign technicians in the service's laboratories. For example, in 1952 and 1953, Boh Thein Sive, Ichiro Sugi, and N. K. Nagarajan from Rangoon, Tokyo, and Karachi, respectively, spent varying periods in the Library in actual laboratory training to prepare themselves to assume technical positions of responsibility in their own countries.

Another index of the service's international activities is the fact that of the more than 92,000 orders and requests for estimates processed in fiscal year 1970, approximately 22 percent originated outside the United States.

**Preservation Activities**

The preservation and restoration of books, documents and other library materials have been a matter of growing concern for libraries and archives around the world. For many years the Library has exchanged information concerning developments in this field with interested institutions both in the United States and abroad.

From time to time the Library has made available its expertise in preservation matters to other countries needing assistance in preserving documents of national importance. Of particular interest in this connection was the restoration in 1951 of the 375-year-old manuscript "True History of the Conquest of New Spain," by the Conquistador Bernal Diaz del Castillo, for the Guatemalan government. In 1966 the Library undertook to restore a second document for the National Archives of Guatemala, the "Libro Viejo de la Fundacion de la Ciudad de Guatemala." This work was performed in the Library's restoration shop, at that time under the jurisdiction of the Government Printing Office. (These functions were transferred directly to LC in 1968.) During the mid-1950s the Library also undertook the restoration of a number of valuable historical maps for the National Library of Peru.

In 1967, the Library arranged with the Government Printing Office to send a hand binder and restorer from the Library staff to Florence, Italy, to assist in the restoration of the collections of the Biblioteca Nazionale damaged in the 1966 flood of the Arno.

During recent years, LC's participation in the international aspects of preservation has increased. In 1970, the Library's assistant director for preservation was one of two United States representatives to a conference convened in Florence to discuss the establishment of an International Training Center for the Restoration of Books and Manuscripts, and continues as a member of the organizing committee for the proposed center.
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Following congressional approval in 1970 of U.S. participation in the Rome Center, officially known as the International Center for the Study of the Preservation and Restoration of Cultural Property, the Library was asked to appoint a representative to the U.S. Standing Committee for the Rome Center and as a result has taken an active part in the important work of this international preservation activity.

Increasingly, then, the Library of Congress participates in restoration activities on a broad international level. At the same time, it is called upon with increasing frequency to assist libraries and archives in other countries with the solution of preservation problems. Such assistance usually takes the form of general advice on preservation problems. Less frequently, the Library’s well equipped and expertly staffed restoration shop undertakes the actual restoration of some national treasure or item of special value. In addition, the Library’s Restoration Officer occasionally serves as a consultant to the Biblioteca Nazionale in Florence and to the Gulbenkian Museum in Lisbon, and with the assistant director for preservation serves on the organizing committee for the proposed International Training Center in Florence.

LIBRARY OF CONGRESS EXHIBITIONS ABROAD


The Library of Congress cooperates with the U.S. Information Agency in lending materials from its collections for display abroad, subject to certain conditions of loan, which are agreed to by the agency in advance. These include conditions to be observed in the field to assure careful handling and adequate protection. The agency also agrees to reimburse the Library in case of damage or for repair (if the material can be repaired) or to indemnify the Library in case of loss. Such loans have in the past included the full preparation of traveling exhib-
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PUBLICATIONS

Publications are created and designed for the exchange of information. Because in a free society their distribution has no geographical limits, Library of Congress publications of value and interest are distributed around the world, wherever their contents are valued and needed. The publications of a national library, through international exchange agreements and active library acquisitions programs, are valuable assets in the free flow of information between scholarly communities. To bring its publications to the notice of individuals and institutions in other countries, the Library of Congress has exhibited books and periodicals at the Frankfurt Book Fair, the London International Periodical Exposition in 1971, and the International Biennial of Scientific Publications of Universities and Academies of Science. The latter, held in Bologna, September 4-14, 1969, resulted in an award contributed by the Italian Ministry of Defense to the Library's quarterly bibliography Arms Control and Disarmament. The award was made because of the publication's importance to the study and research in the field of military science and the maintenance of peace. The Library's publications have also been exhibited at U.S. conferences, many of which are attended by librarians and scholars from abroad.

International exchange of ideas and information enters into the publishing effort long before the work reaches the distribution stage. Frequently, U.S. scholars writing for the Library of Congress will check a particular point of information with a colleague abroad who specializes in the particular field under study. The Quarterly Journal of the Library of Congress draws upon writers and institutions of other countries for many of its articles. In the last few years its pages have carried articles by a Dutch authority on papermaking, by French scholars on research resources for American scholars in France, by an Australian
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poet and professor of literature, and by an English author of children's books. From this side of the Atlantic there have appeared uncounted articles on the bibliography, libraries, learned institutions, history, and the literary, historical, and leading figures of other nations, as well as accounts of such special Library of Congress collections as Slavica and Orientalia.

The weekly Library of Congress Information Bulletin which contains up-to-date information on library activities here and abroad in addition to being a staff bulletin is made available free to many libraries and related institutions abroad.

Printing has been called the art preservative; it is also a medium of international scholarly exchange, whose value is unaffected by declining stock markets or rising interest rates.

INTERNATIONAL VISITORS

From many parts of the world librarians look toward the Library of Congress as the preeminent library in the world—partly because of its vast collections and partly because of the many staff members who participate in international library affairs. There is a continual flow of foreign librarians who visit LC with the aim of broadening their professional knowledge and widening their personal contacts. Planning for such visits involves much preliminary correspondence which is handled by the Library's International Relations Office. It assists with arrangements for the visitors at the Library and elsewhere in the Washington area, if needed, and also is prepared to offer suggestions about other appropriate American libraries to be included in the itinerary. Another type of correspondence received regularly comprises requests for advice on possible sources of financial support or employment for foreign librarians who wish to obtain further library training in the United States. In reply to these queries, the International Relations Office supplies the most promising and practical suggestions possible.

AMERICAN REVOLUTION BICENTENNIAL

Since the fall of 1969 the Library has had a team of historians specializing in the period of the American Revolution at work on a program for the celebration of the two-hundredth anniversary of American independence. Part of their work involves the writing of a comprehensive guide to manuscripts in the Library of Congress relating to this momentous event, including documents copied in public and private archives in Great Britain, France, Germany, Spain, Holland, and Belgium. Guide entries will provide considerable detail on these collec-
tions and should supersede previously published descriptions in the works of Charles M. Andrews, Waldo G. Leland, Marion D. Learned, David W. Parker, and Grace Gardner Griffin. Guides to maps, music, and cartoons are also planned. The Library’s major bicentennial project, the publication of letters of delegates to the Continental Congress and to the Congress of the Confederation, will include materials on foreign relations during this crucial period of U.S. history. In addition, the Library plans to call attention to many English pamphlets in its collections that were written in support of the American colonies. One volume of select pamphlets entitled *English Radicals in Support of the American Revolution, 1774-78*, will appear later in 1971. A series of five symposia on the American Revolution, to be presented from 1972 to 1976, will examine other contributions of foreign nations and nationals to American Independence and will involve scholars from abroad as well as from the United States. Special exhibits at the Library of Congress will also feature the significant roles played by America’s allies. In short, the Library’s bicentennial program will follow its theme “Liberty and Learning” without regard to national boundaries, just as many of the Library’s other programs know no national limitations.

The foregoing is indicative of the scope of the Library of Congress abroad which is interested in and interfaces with all parts of the world. As developing countries expand their publishing activities, the Library of Congress will expect to be there to acquire this material and join with librarians from all countries of the globe in advancing the international exchange of ideas and information.

References


The International Relations Program of the American Library Association

PEGGY SULLIVAN

There have been several historical reviews of the international relations program and interests of the American Library Association. Customarily, they open with reference to the longstanding welcome ALA has accorded to foreign librarians, to the tradition of American attendance at conferences of the Library Association of the United Kingdom, to active leadership in the origin and development of the International Federation of Library Associations, and to direct and indirect assistance provided by the association to library programs in other countries. When that has all been said, there remains the cold fact that the association’s leaders who have sought international involvement have often done so with ill-informed and casual support or, in stormier times, with outright hostility and suspicion from the membership. Explaining and defending an international program is never an easy task. When the program competes with others more visible to the membership, the explanation and defense become heavy burdens indeed.

The character of the leadership in the association has commanded the respect and the trust of the membership. When, over several generations, men of the caliber and prestige of Herbert Putnam, Ernest C. Richardson, Louis Round Wilson, William Warner Bishop, and Carl H. Milam encouraged interest in international library development, they were not always entirely understood or appreciated, but their enthusiasm and experience carried ALA into such enterprises as the American Library in Paris, the American influence in the development of the Vatican Library, and assistance to libraries in areas devastated by World War II.

During World War II, the number of ALA staff engaged in the inter-

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national relations program probably reached an all-time high, because in that period when American foundations and government agencies were just beginning to develop programs of overseas assistance, the ALA was an energetic association eager to assist in the administration of programs of assistance. The two major areas of assistance served to (1) provide materials to be made available to scholarly and research libraries in war areas, and (2) develop plans for acquisition of materials published abroad during the war but needed for U.S. collections. At that time, as often since, ALA's actual dollar investment was small, but its administration of foundation and government funds was the basis for its program. In recent years, when the association has been challenged by membership on the spending of its funds, this distinction has been equally true, but seldom understood by those who look at totals without being able to distinguish sources.

That brief view of ALA before and during World War II is necessary in this study of what the association's leadership has done in international relations since then. The philosophy and direction of the International Relations Office have been determined by the terms of the financial grants which provided for its operation. The office's lean times have been caused by the gap in understanding which seems always to have existed between the association's leadership and its member-critics. Sometimes this has been further complicated by the priorities set in international programs of major interest to some divisions within the association. These have fallen within the purview of the International Relations Office and the International Relations Committee, which have attempted to correlate such activities with an overall program for the association. This they have done with varying degrees of success. Still another dimension has been added by the International Relations Round Table, an informal membership group within the association which includes among its members many librarians who have had or who desire overseas library experience. Its three-fold statement of purpose relates to the development of libraries' interest in international library relations, the maintenance of communications and advice with the International Relations Committee and the ALA membership, and the provision of hospitality and information for foreign visitors.¹

It is probably inevitable that the regions of the world which have received the most emphasis from ALA have shifted as the U.S. governmental and cultural spheres of influence abroad have shifted. In the Rooseveltian Good Neighbor days of the 1940s, South America was prominent. Since World War II, concern for developing countries has meant that, except for participation in the International Federation of
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Library Associations (IFLA) and its links with European library leadership, the ALA has tended to focus on the nations of Africa, Asia, and the Middle East. One of the offbeat forays was the provision of, first, an observer, and later, funds and technical assistance when the floods of 1966 wrought great damage to the libraries of Florence, Italy. Lester Asheim's perceptive and persuasive Librarianship in the Developing Countries, based on his Phineas L. Windsor lectures at the University of Illinois, is a highly readable statement of the ALA's concerns and expectations for the areas with which it has been most concerned in recent years.

To approach the program of international relations within ALA on a somewhat chronological basis, one might note the report of the International Relations Board (the equivalent of the later International Relations Committee) of 1946-47. The coming year, 1948, was seen as one "when A.L.A. international activities will be comparatively free from the overwhelming details of such well-received and worth-while, but possibly self-confusing projects—a year in which we may more definitely determine the place of A.L.A. in international librarianship in relation to UNESCO, I.F.L.A., F.I.D., and new concepts of education and mass communication." It was recognized that new policies and attitudes would be essential in the post-World War II era, and for that reason, the board had requested a major study by Ralph Shaw. As a librarian with special expertise in management and policy making, but with an outsider's view of the International Relations Office (IRO) as it then existed, he was uniquely qualified for the task. His major recommendation was that "the primary long-range functions of the International Relations Office should be advisory and planning."

The International Relations Board, in implementing such a recommendation, became a critic and gadfly for other programs relating to library development abroad. It endorsed the establishment of U.S. information libraries abroad, noting in words that were to be remembered in the McCarthy era just a few years later, that their objective should be "a broad, honest, non-propagandistic interpretation of United States life and thought." The $2,500 grant which the board received from the Carnegie Corporation in 1948 funded the seminar on international library work at Williamstown, Massachusetts, where the International Relations Round Table was begun by the fifty-eight participants, many of them fresh from their first overseas experiences in World War II.

As the wartime programs for provision of books and periodical subscriptions were phased out, interest in exchange of personnel was
aroused, but these exchanges tended to be conducted on an informal basis. Rosters of interested personnel were complex and expensive to maintain, and the short time available when persons were needed in other countries often meant that availability became a criterion as significant as competence. Advice in the area of personnel also comes from various units of the ALA, so that responsibility for it is not limited to the staff or committee most concerned with international relations.

It was with the U.S. Army that the association worked in making recommendations, establishing, and conducting a library school in Japan during the period of occupation. Robert B. Downs visited Japan in 1950 to assess the situation and to recommend a site. The problems of language, selection of students, rapport with universities and the army loomed larger as the project developed. The school, which was finally located at Keio, was extended from a fifteen-month project by a four-year Rockefeller Foundation grant, and by 1956, Robert L. Gitler, who directed the school, could report to the ALA executive board that "the philosophy of librarianship has been difficult to get across but that has been overcome to a certain extent and good persons are being graduated and placed in desirable jobs." The success of the school no doubt was related to the fact that at the same executive board meeting where Gitler's report was presented, ALA President John Richards and Executive Secretary David H. Clift reported on an informal and confidential meeting with a representative of the Rockefeller Foundation. The foundation expressed an interest in having ALA add staff "to study and make investigations in several areas of the world concerning the need for library schools."

This reasonably specific commitment to an international relations office as an aid to the establishment of library schools abroad characterized the first office, as established by a Rockefeller grant, which was announced at the Miami Beach ALA conference of 1956, where it was also announced that Jack Dalton of the University of Virginia would serve as its director. The office's primary concern was to be education for librarianship, and its major areas of interest were to be Asia, Latin America, the Middle East, and Africa. The arrangement for exchanges of personnel was specified as the concern of the International Relations Round Table, rather than the foundation-funded office.

ALA's relationship with the Rockefeller Foundation had extended over several decades and throughout several arms of the foundation. Besides the foundation's major grants, chiefly for books and materials, during World War II, the Japan Library School was an ALA-Rockefeller activity, as was the Ankara Library School in Turkey. The initial partic-
ipation of ALA was considerably different in the two instances, for in
the latter ALA had become active only after the foundation had made
a $95,775 grant to the institution where the school was to be located.
The careful planning and site selection in Japan were not followed in
the Turkish school, and, as the International Relations Committee re-
ported, much of its time “has been spent in consultation and negotia-
tion with the Foundation in efforts to achieve more realistic support for
the Institute.” There were problems enough in Japan; in Turkey, al-
most every one of these was magnified. The reports from the library
school directors and the observations of committee members and IRO
staff who visited the schools point up the difficulties at the Turkish
school and, at the same time, dramatize the need for effective partici-
pation in pre-planning and initial stages of the work.

The annual budget proposed for the IRO was $37,959 over a three-
year period. Ten years would be the limit of extensions. By providing
for a small staff but extensive travel, the proposal stressed the need for
the director to develop as “a valuable source of advice, independent
and unofficial, for foundations, Government agencies, and library
groups concerned with assistance to foreign countries.”

From this point on, the travel diaries of the directors and, later, the
assistant directors of the IRO provide kaleidoscopic, sometimes vary-
ing, sometimes converging views of what was really going on, not only
in American programs related to library development overseas, but also
in the internal development of the countries, and in some other pro-
grams, such as the UNESCO programs. As Luther Evans, former Li-
brarian of Congress, had outlined it in 1955, UNESCO’s program in-
cluded three kinds of projects: continuing projects, conducted from
headquarters or regional offices, such as clearinghouse projects;
planned projects, intended to achieve specific aims within a limited pe-
riod, such as special seminars or conferences; and, third, projects to aid
member nations in response to their expressed needs and priorities.

A major task of the IRO staff was to be well informed about the vari-
ous interests of such agencies, in order to be able to recommend proj-
ects to the appropriate agency and to give the best advice to persons
drafting proposals for grants in other countries. There were many po-
tential and real overlaps, but these could be minimized by thoughtful
planning and counsel. Added to this complex responsibility was the ne-
cessity for an awareness of the political and social problems of various
countries, which profoundly affected the nature and extent of library
development. Obvious examples of these would be the need to under-
stand how permanent the establishment of the Nationalist Chinese gov-
ernment on Taiwan would be or how patterns of educational and government agencies might shift with a change of governments or with the setting of new priorities within a country.

The travel diaries mentioned above were intended as on-the-spot commentaries for the members of the International Relations Committee and as reminders for the IRO staff about necessary follow-ups for action or correspondence after their tours of observation had been concluded. The diaries are confidential documents housed at ALA headquarters, but they have been made available to this writer. Some themes that come through the diaries are striking for their repetition: concern at evidence of much unintelligent American giving, notably in book drives organized in response to appeals which indicated that anything at all would be useful; the growing problem of how to advise the numbers of working librarians who wished to study or travel in the United States, and who often considered a library degree more essential than programs of education, travel, and work experience which might have been more individually tailored to their interests and needs for the future; apprehension at the attitude of some personnel responsible for programs of library development who seemed assured that money could solve all problems; and, finally, a fascinating view of the varieties of competence and attitudes represented by Americans abroad engaged in library programs, including Peace Corps volunteers, United States Information Service personnel, consultants for specific programs, and others. Jack Dalton may not have coined the word, “outpostitis,” but in expressing his concern for “how long a person can remain away from the States and still keep in touch with things,” he was foreshadowing a problem that arose repeatedly as IRO staff sometimes found themselves working at cross purposes with U.S. librarians who had been in longer residence in the foreign countries, but who were also somewhat out of touch with recent library developments in the U.S.

The establishment of the IRO on a firm basis of 1956 doubtless gave impetus to general ALA interest in international relations. In an enthusiastic and well-informed statement rare for an ALA president, Lucile Morsch, in her inaugural speech at the Kansas City ALA conference of 1957, stressed international relations.12 With her own professional background in cataloging, an area which had benefited from international cooperation perhaps longer and more directly than any other, Morsch was an effective spokesman. She stressed the need for interest and support from individual members and for broad interpretation of library and international programs, pointing out that libraries should be included in the itineraries of foreign visitors who represented other spe-
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cialties, and that alert American librarians could be effective in getting International Cooperation Agency contracts to include libraries as units of universities that should receive technical assistance. She also noted that, although foundation and other grants had provided initiative for ALA's international program before, it was time for the association to stimulate support for services known to be needed.

A cooperative program of the U.S. Department of State, the Special Libraries Association, and the ALA was set up that same year, 1957. As Verner Clapp noted, the program differed from earlier ones in being focused on individuals rather than groups and on employment in U.S. libraries rather than on travel or formal study. Foreign service officers abroad were to publicize the program, and participating libraries were to provide employment for foreign librarians for eleven months, paying an untaxable grant of ten dollars a day.

As exchange programs on an individual basis flourished during the 1950s when the U.S. went through a period of severe shortage of librarians, many libraries and some other groups, such as the New York Library Association, developed their own machinery for recruiting and employing librarians from other countries. While the number of persons assisted by ALA remained sizable, it probably represented a smaller proportion of those interested, since other channels of information and assistance were open to them. Also, throughout the reporting of ALA's international relations program, there is an on-again-off-again attitude toward the responsibility for exchange programs for personnel. It was probably inevitable that the IRO directors' visits would lead to their being engaged in offering some assistance in placement, and the multi-national program administered by the IRO under the sponsorship of the State Department was certainly a facet of an exchange program, but it was one which was always shared with a cooperating library education program, and which has since been removed from the ALA program entirely. William L. Williamson's account of the 1967 program at the University of Wisconsin indicates the nature of the program and the particular administrative and instructional problems encountered in planning and conducting it. As of 1970, these workshops or seminars are being conducted for the State Department by the Graduate School of Library and Information Sciences of the University of Pittsburgh.

In Dalton's tenure as IRO director, the proposal for assistance to the University of Rangoon, Burma, was drafted for funding by the Ford Foundation. A significant feature of this plan was that the effort to improve the library was related to the creation of a new faculty (or, to

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use the U.S. term more comparable, a new department) of social sciences. It was recognized that new instructional techniques and interdepartmental emphases to be introduced would mean little unless the library’s program was geared to them. This appeared to be an opportunity to assist in university library development at a time when the university’s organization and administration were ready and able to relate U.S. concepts of library service for students and faculty to the new programs. In a separate project, also administered by the ALA, the University of Mandalay engaged in the improvement of its library. Joseph Reason, in his account of the projects which came to an abrupt end in late 1962 when the Burmese embassy notified the Ford Foundation that it wanted to finance all Burmese scholars studying abroad, commented on some of the accomplishments at the two universities. Three American librarians, including Reason himself, had served as experts; nine Burmese had attended library schools in the U.S.; almost three times as many Burmese had received on-the-job training in clerical and subprofessional tasks; modern library equipment had been installed in both universities; thousands of books and periodicals had been added to the collections; and the existing libraries had been made more accessible by cataloging.\textsuperscript{15} Ironically, these projects were prevented from becoming memorable successes because political events led to the decision of the Burmese government to withdraw from participation. It was a dramatic example of the fact that no association’s or other American agency’s programs or plans could be implemented in isolation from the nation’s overall program of international relations.

Another accomplishment of the Dalton years was the establishment of the ALA panel on UNESCO, intended “to provide a channel through which every member of ALA can reach Unesco with all the ideas and suggestions, big and little, that they may have.”\textsuperscript{16} As an advisory subcommittee to the ALA International Relations Committee, this group still functions.

In July 1959, Raynard C. Swank succeeded Dalton as IRO director. He, too, spent most of his time in travel, and had little or no staff assistance, although it began to be recognized that the follow-up work required more attention. Also, there was need to centralize some of the activities related to the ALA’s international relations program within the ALA headquarters. Even before that was achieved, however, the continuity and the consistency of IRO policy and practice were established, as Swank built on the work of Dalton. In Latin America, where there was a fairly long tradition of association with the U.S. in library development, he noted: “Let no number of failures cloud the truth that
everywhere . . . the founders of modern librarianship are almost without exception U.S. trained and inspired . . . The human and intellectual qualities are far more important [than the ability of American librarians to speak Spanish or Portuguese]." Swank's ability to form long-range recommendations based on his observations showed in a memorandum he prepared in December 1959 on the kinds of library assistance that might be most constructive for Latin America. This, with its emphasis on institutions of higher education, also indicated the shifting of focus to other areas of library development, in addition to library education.

Swank, in this memorandum and elsewhere, stressed the need for demonstration or pilot public libraries, for stimulation of faculty interest and understanding of the library's potential, for translation of library literature from the U.S., and for the establishment of library science libraries. Here it might be noted that although the history of the ALA's international relations programs follows that of its successfully funded projects, there is a shadow-history of the might-have-been, the projects which did not receive funds and which were never implemented. Often, these were survey or demonstration projects such as Swank envisioned.

Swank saw the job of the IRO director as that of "a kind of cultural relationist who travels abroad to study library conditions and needs and to promote programs of library assistance, especially in library education." Like other IRO directors before and since, Swank appreciated the fact that itineraries had to include offices of publishing programs, agencies to encourage literacy, and bookstores, as well as libraries, government and foundation offices, and other U.S. representatives abroad. When the five-year report was prepared for IRO in 1961, a dozen or more non-governmental agencies were listed as those with which rapport was maintained, and, in referring to the several different U.S. government agencies, it was noted that IRO had had more direct personal contact with United States Information Service libraries overseas than had United States Information Agency headquarters in Washington. Seventy-four specific programs in which IRO was to some extent participating included thirteen for library training overseas, sixteen for technical assistance, eleven for training of foreign librarians in the U.S., seven for visits to the U.S. by foreign librarians, and twenty-seven for general library development.

One attention-getting activity in that period was the group exchange program for delegations from the U.S. and the U.S.S.R. In November 1959 an agreement for such an exchange was signed in Washington,
D.C. Four members of the Soviet delegation toured the U.S. from April 5 to May 2, 1961, and seven U.S. librarians traveled through the Soviet Union in May and June of the same year. Even before the book-length report of these travels appeared, the Americans presented highlights of their experiences at the ALA conference in Cleveland in July. Swank led the U.S. delegation, and also accompanied the Soviet visitors on their U.S. trip. The anticipated increase in such exchanges did not materialize, but there have been reunions of the delegations at IFLA meetings, and, of course, a number of U.S. librarians attended the Moscow meeting of IFLA in 1970 and had opportunity to travel and visit Soviet libraries.

With the perspective and tolerance which time provides, it is interesting to note the report of two of the Soviet visitors, which in some respects complements American reactions to Soviet libraries by judging U.S. libraries according to Soviet objectives. In other ways, it might serve as the American reaction to Soviet libraries, with only the descriptive national adjectives changed, as in the comment on the collections’ suffering from “extreme tendentiousness. . . . They are surfeit with literature eulogizing the American way of life and American ‘democracy,’ anti-Communist and anti-Soviet literature. . . . The attention of readers was everywhere deliberately directed to slanderous books distorting Soviet reality.” They noted that lists of recommended books in public libraries “serve to bring to the reader extreme reactionary literature causing the American inhabitant to fear the ‘Communist threat’ allegedly threatening the USA from the Soviet Union and other socialist countries.”

In the last months of his directorship, in another example of his long-term recommendations based on experience, Swank talked to a meeting of the Association of American Library Schools on the problems of educating foreign students in U.S. library schools. He pointed out differences in the social backgrounds of librarianship in various countries; differences in the content and scope of library collections which affect selection and cataloging practices; differences in the customary methods of instruction; and, finally, the variation in preparation of students for library education. He dismissed an oft-discussed and controversial topic by declaring, “There can probably be no such thing as a truly international library school curriculum.” But he did offer seven specific and still-relevant suggestions for making the education of foreign students in U.S. library schools as consistent with the schools’ standards, yet as individualized and helpful to the student, as possible.

In the fall of 1961, Lester E. Asheim was appointed director of IRO
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for the next five years. The Rockefeller Foundation grant was extended at the same time to provide $175,560 through September 30, 1966, and to make two separate grants of $38,850 to develop a library training program at National Taiwan University, and $56,795 to assist in the establishment of a graduate program in library science at the University of the Philippines. Major continuing projects still included the Turkish and Japanese library schools and the two projects in Burma at Rangoon and Mandalay. The increased support for the office allowed for the employment of an assistant director at ALA headquarters, and Joseph F. Shubert filled that position. A grant from the Council on Library Resources supplemented the Rockefeller funds.

With increased staff, IRO participated more actively in the preparation of itineraries for foreign librarians visiting the U.S., and served somewhat as a clearinghouse, rather than a placement service, for libraries interested in receiving applications from foreign librarians. In an April 1964 memorandum, Asheim categorized IRO activity for the International Relations Committee as field activities and home office activities. The former included general overview visits which increased the "considerable reservoir of knowledge and expertise about librarianship abroad,"28 visits to ongoing projects, visits to contemplated projects, consultation and advice overseas, visits to give talks or speeches, and finally, trips to report to foundations and other agencies. Work at the home office included assistance with travel arrangements, management of certain small projects, handling of American applications for British Library Association internships, assistance in the education of foreign librarians in the U.S., and preparation of such materials as book lists. Planning for the future, Asheim noted the need for continuity of program, a shift of emphasis toward more intensive work on specific projects and away from overview or random visits, a need to investigate more about the role of U.S. government agencies and trends in U.S. librarianship, and, as possibilities, the need to take a more active role in obtaining desirable grants for overseas projects and the extension of the geographic limits of the IRO’s area of responsibility.

Some months later, Asheim noted that IRO’s relationship to ALA often helped to focus the interest of foreign library leaders on ALA as a model for the library associations of other countries. He was conscious of ALA member-critics who felt they did not get enough information about the work of IRO, and he pointed out the need for secrecy in some instances, and discretion in all instances, of negotiations or reporting on various international projects or activities.24 In another review of IRO activities prepared for the 1965 IFLA General Council
meeting in Helsinki, Finland, Asheim commented on the kinds of agencies with which the office worked, including the ALA Panel on UNESCO, the Special Intergovernmental Committee for the International Standardization of Statistics Relating to Book Production and Periodicals, the ALA Statistics Coordinating Project, the Children's Services Division of ALA in its listing of American children's books recommended for translation, the International Conference on Cataloging Principles, and others.\(^{25}\) Included in his account are several other groups within ALA itself which, perhaps because they are handled on a kind of intramural basis, have not always been formally linked with the overall program of IRO.

Of these groups within ALA, the Children's Services Division (CSD)' probably has the strongest tradition of international interests since World War II. Its predecessor organization before ALA's 1956 reorganization was the Division of Libraries for Children and Young People, which had been active in stimulating and maintaining the interest of the Rockefeller Foundation in the International Youth Library in Munich, Germany, and which participated in several programs to encourage exchange and translation of children's books between the U.S. and other countries. More recently, after some attempt to form a group with major interest in school libraries within IFLA, the American Association of School Librarians (AASL) has taken the lead in the formation of an international school library organization under the aegis of the World Conference of Organizations of the Teaching Profession. Besides AASL and CSD, two other of ALA's fourteen divisions have international relations subcommittees which work in liaison with the ALA International Relations Committee and the specific division. The other two are the Association of Hospital and Institution Libraries and the Resources and Technical Services Division.

One of the IRO tasks which was a logical outcome of Swank's talk to AASL was reported to the same group by Shubert in January 1965. The office had written to heads of accredited library schools to ask whether special conditions for admission were possible for exceptionally able students from other countries where higher education requirements were different. Shubert noted such problems as the difficulty of establishing an equivalent for the U.S. baccalaureate degree, the difficulty of judging proficiency in English, and problems in personal, cultural, and instructional adjustments.\(^{26}\) It was clear that the problems identified by Swank and others were far from solution.

As the ten-year limit for Rockefeller Foundation funds for the support of IRO neared, the association prepared proposals for other possi-
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ble sources for funds, and Clift, as executive director, called a meeting in March 1965, of representatives from the Asia Foundation, Carnegie Corporation of New York, Ford Foundation, Rockefeller Foundation, and Council on Library Resources. Topics for discussion were related to evaluation of the office, such as whether there was evidence that its activities had contributed to the attainment of foundations' goals, which activities were most useful and which least useful, what ways there might be to improve existing services, and whether there were services that ALA might undertake to serve better the overseas programs of the foundations. There was hope that one or more of the agencies invited would continue the IRO, but instead there were lean financial times.

After Asheim's five-year appointment was concluded, Thomas R. Buckman served as consultant on international programs for IRO from November 1, 1966, through May 31, 1967. He reported to the ALA executive board that two areas of international opportunity complemented each other: the development of American resources in support of international education at all levels and overseas library development. He energetically prepared proposals in these areas, but without success. Finally, it was in a contract with the Agency for International Development (AID) that the IRO found means for survival in the fall of 1967. In an open-ended contract, as described by Ralph Esterquest, IRO director for a one-year period, AID was to provide funds for two staff members who were to be responsible for setting up machinery to perform tasks in international library development. It was recognized that IRO ran the risk of becoming "a tool of government policy," but that risk was taken. For the first time, ALA put a significant portion of its own funds into its international program, instead of getting full support from foundation and government grants. Nevertheless, Esterquest and his successor, David G. Donovan, have probably encountered the close scrutiny and severe criticism as a result of this reliance on association funds, for, as noted earlier, the association's membership is probably more generous with both scrutiny and criticism than even the most tightly controlled foundation or other agency.

The link with AID meant that the emphasis on developing countries was greater than before. However, the background work which Buckman had done on a major program of cooperation with Japanese libraries concluded with a joint conference held in 1969, with the Japan Library Association on the role of libraries in higher education and research, and almost immediately a follow-up meeting was being planned.
Other projects were related to AID programs for secondary school libraries and universities in Colombia.

As it happens, the reliance of the IRO on ALA funds coincided with a time when association funds were extremely limited, when program demands in other areas were heavy, and when movements to reorganize ALA and to place more emphasis on assistance to the library profession and on U.S. social and cultural problems were gaining in strength. These have drastically affected the sense of continuity which Asheim and others have recognized as essential for the IRO, as well as for the overall international relations program of the association. As this is written, the future is, to say the least, uncertain, and experience indicates that, unpromising as the prospects for continued support are now, they could indeed worsen.

One of the unfortunate results of the scramble for funds in recent years is the feeling that the association might tailor its program to make it more appealing to a potential donor; and, to some extent, this has happened. It may be that the need to reevaluate and reconsider, occasioned by the exigencies of budget, could lead to a more cogent program of international relations for the association, and that one aspect of it would be a continuing effort to make the membership and, beyond them, the library community of the U.S. more cognizant of the real and potential impact that the program could have on them.

Swank, in a statesmanlike paper presented at the Cornell Library Conference in October 1962, noted six characteristics valuable for export from the U.S.: the concept of the library as an organized collection of books, the evolution of a library profession, the attitude of service, the function of the library as an educational institution, the role of the library in the advancement of intellectual freedom, and the conception of organized information as a public resource and responsibility. He recognized that not all were specifically or exclusively American, and that Americans needed to remind themselves of the contributions of other countries and other cultures to librarianship.

At the best, the outcome of this period when ALA membership activity and attention have been drawn toward more limited organizational interests may be a clearer recognition of what the association is and can offer. From that recognition might come a more thoughtfully conceived and more clearly defined international relations program which would have as a major aspect the development of a greater sense of internationalism within the ALA membership and the American library profession.

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7. ALA Executive Board Minutes, Jan. 29-Feb. 4, 1956, p. 22.
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Forthcoming numbers are as follows:

April, 1972, Current Trends in Urban Main Libraries. Editor: Larry Earl Bone, Assistant Director of Libraries for Public Services, Memphis Public Library and Information Center, Memphis, Tennessee.

July, 1972, Current Trends in Reference Collections of Recorded Sound. Editor: Gordon Stevenson, Assistant Professor, Graduate School of Library Science, State University of New York, Albany.
