



## **Chapter Two**

# **SUMMARY OF PROCEEDINGS**

# SUMMARY OF PROCEEDINGS

1. The Chairman of the Seminar Dr. S. J. Cooney introduced the co-Chairman, Mr. M. N. Rao. The purpose and objectives of the Seminar were then outlined. The participants were informed that against a background of the various processes, problems and experiences in the complex business of the provision of books, the Seminar would seek to identify specific problems within individual countries in the Asia-Pacific Region, and consider methods of resolving them. Various aspects of book production would be discussed with a view to formulating recommendations which would assist member countries in their efforts to establish a book industry. The report which would be considered at the end of the Seminar would comprise brief summaries of the discussions of the various topics and a list of practical recommendations.

## BOOKS IN NATIONAL DEVELOPMENT

2. Various suggestions for a definition of a book helped in pointing out the difficulty of agreeing on a satisfactory definition. More important than a definition was the function of books.

3. While books could function as investment, decoration or as status symbols, this Seminar was concerned with their role in national development. Books were an essential instrument in the education process and education is the basis of national development. Books had a role in cultural development in preserving and transmitting a nation's cultural heritage and values. In social development the role of books was penetrating, as books afford the freest expression in democratic terms of popular views as well as those of dissent and of the minority, thus contributing to political and social maturity and stability. In business, industry and commerce, survival in this technological age was impossible without the aid of books which afforded ready access to information. This was true of all professions and walks of life. In every sphere of national activity books had a vital role to play and the per capita consumption and production of books could, therefore, provide a very real index of a country's economic and social development.

4. The advantages of the book over other forms of mass media like radio and television lay in their endurance, accessibility, freedom of choice, and economy. Other means of mass communication should and

in fact do only supplement and not substitute for books. A judicious combination and co-ordination of books, radio, television, etc., could yield the optimum results.

5. To be effective agents of national development, books must necessarily respond to national needs and interests. They had to have a local genesis and reflect the local environment. Foreign books had a part in keeping nations informed of the culture and thinking in other parts of the world and to keep them abreast with events and ideas. But social change and development could only be set in motion by writers, artists and publishers who could produce books relevant to national needs.

6. As the Seminar would discuss the part played by books in the life of nations, the speaker drew the attention of the delegates to the Charter of the Book sponsored by Unesco and adopted by all the international organisations.

7. In the course of the discussion that followed, attention was focussed on the definition of a book, the role of books as a form of mass communication, the need for the availability of books in remote and scattered areas, literacy and a reading public, the training of personnel, and the role of Government in providing and promoting books.

8. The consensus of opinion seemed to indicate that the length of a book was no true indication of its importance. The Unesco recommendation that a publication must have 49 pages to qualify as a book was unrealistic and would exclude much of children's literature. The other requirements of a book, i. e. that it should have a cover, be published and made available to the public, were accepted.

9. As a means of mass communication it was recognised that books could be effective if they were inexpensive and had an appeal to the masses in terms of relevance to their daily lives and if they were available throughout the country. Further they had to be made attractive in terms of production, presentation and content. Paperbacks were, therefore, the answer to the problem of providing suitably attractive and inexpensive books for the population. A vast programme of publishing required the organisation of a body of authors, a pool of editorial and publishing skills, facilities for printing in terms of plant and machinery, material, technicians, and the presence of distribution channels. There was also need for favourable fiscal policies to assist in ensuring that the products reach the consumer at the price he can pay for them. If it was accepted that mass education and enlightenment were essential for the progress of a nation, then the provision of the means for this was necessarily a social service and Governments had a vital part to play in mobilising resources for this purpose. Analysing various means of mass education, Unesco's Tokyo Conference on Book Production agreed that the book was the most inexpensive form of mass communication. It recommended to Governments the establishment of National Book Development Councils, which could bring the various components of a book industry and the Government together to evolve meaningful and effective programmes. There was

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need to see how far and how well this recommendation had been implemented.

10. The need for adequate rewards in monetary terms for authors and others engaged in the book industry, a point emphasised by Mr. Thapar in his inaugural speech, was reaffirmed. Governments appeared to be more ready to provide funds for the promotion of radio and television than to support plans relating to the production of books. Radio and television have an immediate and effective appeal, and no doubt are invaluable to modern society as a fast means of disseminating information on aids in education.

11. With large numbers of illiterates in many countries, books, as well as the modern media, should be used to the maximum extent possible to spread literacy and knowledge.

12. On the other hand the effect of media on the reading habits of the educated has also to be investigated. Do radio and television lead to a loss of the reading habit? Efforts should be made to encourage people, especially the young, to acquire habit of reading.

13. It was emphasised that a programme of book development in any country should be a joint effort by Government and public. What was needed was Government encouragement, not Government monopoly of the book industry.

14. In the textbook field, the link between book production and curriculum renewal was noted and the importance of the participation of teachers in curriculum development and textbook writing emphasized.

15. The use of national languages was also discussed. It was agreed that a national language policy was desirable, bearing in mind the rôle of books not only as a medium of instruction but also a vehicle for the spread of culture as an instrument of national unity.

16. Most speakers underlined the importance of planning for book development and of training personnel in all aspects of book production.

17. The difficulties of small countries were noted. Some of them would not find book publishing a viable proposition, and often had difficulty in interesting publishers in producing small quantities of special books they might require. Regional co-operation would seem to be the answer to some of the problems of these countries.

### Summary of Suggestions

- (i) As they are the cheapest tool for the promotion and development of education, books should command a very high priority in programmes and plans for national development.

- (ii) The provision of indigenous books should be considered as a social service and governments should make available funds for book development.
- (iii) The first priority should be given to the production of textbooks and books for children.
- (iv) National Book Development Councils should be set up in all member countries of the Commonwealth.
- (v) The efforts of authors, illustrators, translators, publishers, printers and booksellers need to be recognised in terms of adequate monetary rewards by those concerned with the book industry and book development.
- (vi) Governments have a dual role as suppliers and promoters. They have to promote books and have to facilitate the availability of raw materials for production of books.
- (vii) Mass media like radio, television and newspapers should in their programmes give adequate publicity to books.
- (viii) Tax concessions, as well as a levy of cess of some kind, can be used to raise funds for establishing a book promotion programme on a national or state wide basis.
- (ix) There is need to educate the public to appreciate the value of books and to promote a reading habit.
- (x) Governmental and private sector efforts in the supply and promotion of books should complement and not compete with each other.

### THE NATURE AND FINANCING OF PUBLISHING

18. Before going on to the methods of financing book publishing various aspects of the nature of publishing were briefly looked into. It was emphasised that the romanticism which used to surround the book industry had disappeared and as far as financiers were concerned the book industry had to compete for funds with other industries on equal terms.

19. In the private sector, a publisher has to get sufficient money to enable him to meet the various requirements of publishing, which could be outlined as follows:

- (a) The purchase of premises and equipment,
- (b) The employment of personnel, for example administrative personnel including accountants, clerks, etc., editorial and production personnel, and authors,

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- (c) Acquisition of manuscripts,
- (d) The arrangements for warehousing. It is often not necessary to acquire a printing plant as printing services could be obtained from printing firms,
- (e) Distribution, including advertising.

20. The financing of a book publishing programme is difficult, because financiers are hesitant to lend money for book production. This means that a prospective publisher would have to provide his own capital. Capital is necessary for paying the author and paying the staff. But suppliers' credit could be available for actual printing of books. Most bankers will not lend money against stocks of books held, as demands cannot easily be gauged. Moreover, books can remain in store for long periods and there is the risk of dead stock. On the other hand, banks are happy to lend money against raw materials like paper.

21. Another difficulty in the way of obtaining capital for publishing is the high rate of interest, especially as the waiting period before profits can show could be anything from five to eight years. Moreover, the book industry faces fierce competition and profit margins are very low; for this reason it could be termed a depressed industry all over the world. It does not enjoy the protection of government. Very few countries have taken any steps to protect the industry against foreign competition. The tendency has been to charge high import duties on materials like paper and newsprint, but to let in printed books and other printed materials free of duty. While general books do not yield much profit, textbooks on the other hand are more profitable to produce.

22. In view of the difficulties of financing book production it would appear that government should step in to encourage the book industry. There are four ways in which governments could participate:

- (a) Government could be a publisher. The danger here is that if government becomes a publisher, it might tend to want to dictate the content of the book. Moreover, government undertakings are usually expensive in terms of time, because of unavoidable bureaucratic processes.
- (b) Government could encourage the establishment of co-operative societies in the book field. Co-operatives thus formed should be financed by government to start with and be semi-autonomous in matters of financial control and administration in order to enable them to do their work in a businesslike manner.
- (c) A book publishing corporation could be established with an outright grant from the government.

- (d) Government could establish a machinery for publishing, for example, premises, printing press, printing materials including paper etc., and print books that have been approved either as general books or as textbooks. In this case government will be responsible for paying royalty to the authors.

23. On the basis of experience and performance it was suggested that the formation of co-operatives and corporations would be the best way for governments to support the book industry.

24. In the general discussion that followed the various points raised were examined and it was emphasised that although textbook production was most profitable, efforts should be made to look ahead and encourage the production of general books and cultural books also in order to ensure that books are made available not only for children and students but also for the general reader.

#### Summary of Suggestions

- (i) In countries which have nationalised their textbooks, there is need for efficiency and accountability of performance in this part of the industry.
- (ii) There is need for favourable discounts to booksellers and for reduction in postal rates in order that books can reach even remote rural areas.
- (iii) Experience in public sector publishing shows that commendable forms of organisation are co-operatives where governments provide the initial share money, and autonomous corporations where again government provides funds but the administration, programming and business aspects of the corporation are carried out by an independent board or body.

#### THE ROLE OF THE EDITOR

25. Whatever the size or constitution of a publishing organisation, the various editorial functions were the most vital of the process. Attention was drawn to paragraphs 13 to 23 and 36 to 48 of the Commonwealth Secretariat Working Paper on "Training for Book Development" in which the basic functions were described, and to the chart included in the Working Paper which illustrated the stages in the production of a book in which the editor is directly or indirectly involved. (See pp. 56-67)

26. The work of an editor could, and frequently does, start before a word of a book is written. It was the editor's job to establish a relationship with the author in which he could give of his best, and to act as a guide and helper in the planning and arrangement of the material, anticipating any problems that may arise during the actual writing of the book. An editor must understand fully not only the creative process of

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writing, but how each of his authors likes to work. He should not be tied to his desk, but should be prepared to go out and visit authors in their homes or places of work. The author/editor relationship was a personal one, and the better and closer the relationship, and the greater the confidence in the editor that the author has, the better will be the resulting manuscript, especially when it comes to making suggestions as to how the manuscript might be improved.

27. Attention was also drawn to Appendix 5 of the Working Paper, in which specimen training programmes for editors are outlined. Particular importance must be laid on copy preparation, the preparing of the manuscript for the printer. The printer could and would set exactly what he was presented with, and an uncorrected manuscript resulted in corrections and delays at the galley proof stage, both of which cause unnecessary expense.

28. In the discussion that followed the presentation of the paper the problems presented by panel editing especially in the case of textbooks were accepted as being very real. However even there the editor must be the person charged with the responsibility for decision when it was a question of language or communication and also of a subject if it happened to be his line of specialisation.

29. There was need to educate authorities about the duties and functions of an editor. State or national Textbook Boards are often not aware of the editorial function. Many of the problems faced currently by Textbook Boards could be obviated by employing competent editors.

30. It was agreed that the qualities and functions of an editor as outlined by the speaker tended to assume ideal conditions for operation within the industry. In several developing countries the publisher has a very small unit, sometimes comprising only one person, but nevertheless the functions should still be performed by him.

31. There was agreement on the need to recommend to the Commonwealth Secretariat to publish a manual on book publishing which could be a guide to developing countries which are proposing or organising local book programmes.

### MARKETING, SUPPLY AND BOOKSELLING

32. First and foremost the emphasis was to be laid on market research. It was not enough just to produce books; the books and the people who need them must be brought together. It was therefore necessary to bring together the editorial, production and marketing functions of the book industry; no one of them can exist without the others.

33. The more precisely one would gauge the prospective market for a book the better it was for the publisher. It was usually inadvisable to print more copies than a careful survey of the market indicated would be required. Different kinds of books called for different techniques

of marketing. For example, producers of textbooks for use in schools would have for a first target not the bookshops but educational authorities who recommend and approve books for school use. Likewise, books for university use should be brought to the notice of professors and lecturers in the relevant subjects.

34. The selling of a book began even before the book was produced. Advance information about the book was necessary; this could take the form of a preliminary blurb, and announcements in an appropriate magazine, advance jacket proofs, etc. Everything possible should be done to prepare the audience for the publication of the book.

35. The library market was a very important one. It was essential to emphasize the importance of the role of the wholesaler as well as of the retail bookseller. Both should be given satisfactory trade terms and the publisher should be generous in the matter of allowing discounts. The advantages and disadvantages of a "firm sale" policy and "Sale or Return" policy were compared. From the publishers' point of view the firm sale was better, but in either case flexibility was necessary.

36. The use of co-operative societies in the distribution of books was recommended.

37. It was useful for countries to do what Australia has been doing over the years with great success, i.e. the organisation of Book Weeks and annual Children's Book Weeks as a way of getting people book-minded. Book Weeks had contributed a lot over the years to raise the standards of authorship, editing, readership, etc.

### MARKETING OF TERTIARY LEVEL BOOKS

38. As a further development of the preceding theme, tertiary level books demanded the emphasis of certain types of marketing techniques. First was a careful choice of wholesaler/retailer in view of the fact that the specific nature of the titles plus their high cost in relation to other books required a considerable administrative skill. In the region frequently the bookseller untrained in arts or science had to decide the titles to be ordered for his local academic community.

39. A possible area of Commonwealth co-operation could be the exchange of advertisements which could be helpful in making countries aware of what books are available in the Commonwealth.

40. Where distances are great and hiring representatives uneconomic direct mail selling could be effective as it was comparatively inexpensive, and results could be directly related to expenditure.

### Summary of Suggestions

- (i) Governments, in consultation with Unesco and the Commonwealth Secretariat, should negotiate with other countries favourable

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postal and air freight rates for books. Postal rates for books in all countries should also be minimal.

- (ii) Bearing in mind the need to sell books as cheaply as possible and also the need to find ways and means of establishing a healthy bookselling trade, discounts to booksellers, particularly in the case of indigenous books, should be as favourable as possible for them to function efficiently and effectively to promote these books.
- (iii) The establishment of a network of libraries in the urban as well as the rural areas should receive priority in the book development programme of countries. The organisation of periodic book weeks, book fairs, and other book festivals is useful in promoting books and the reading habit.

### PRODUCTION TECHNIQUES AND THE ROLE OF THE PRINTER

41. Attention was drawn to paragraphs 49 to 56 and 84 to 92 of the Commonwealth Secretariat paper on "Training for Book Development". Printing is a service industry, and though the printer could be of great assistance to the publisher in recommending methods or techniques which might best be employed in a particular case, it was the responsibility of the publisher to give all the necessary directions and instructions clearly. The printer was entitled to, and would charge for any extra services that he was called upon to give, and adjust his estimate if the initial brief was insufficient or changed while the book was in the process of production. This meant that the publishing organisation must have a person or department with the necessary knowledge of printing technology to give the correct instructions, to work out the most economic method of producing the desired article, and to choose the printer who will give the best service and quality within the budget allowed. The best printer for a job would not necessarily be the one who submits the lowest estimate, and printers' estimates for a particular job often vary widely, according to the particular machinery that he has at his disposal.

42. It was a sign of an unhealthy book industry if a printer, in order to perform his own functions, had to take on roles other than his own, e.g. to install artists and typographers to do or re-do work which is the publisher's responsibility, or, as was the case in some developing countries where there are few or no publishers, actually to handle authors' works direct and distribute them.

43. Economic book production was also founded on an efficient system of scheduling. A correct printer's estimate should be based on his receiving from the publisher the material for each stage in the production of the book on or before the date agreed in advance. One day lost in keeping a schedule could considerably affect the final delivery date, or the quality of the service that he could provide.

44. All these factors applied to Government publishing and printing organisations as much as to those in the private sector. It was unrealistic to take the attitude that because Government subsidised certain factors in the price structure of a book, e.g. overheads, the most economic method should still not be pursued. Even if extra, and unnecessary costs did not affect the ultimate price of the book, these costs were still taken into account when the financial performance of the Government department was analysed.

45. In the discussion that followed, it was emphasised that prompt payment of bills was an incentive to the printer to keep to schedule, and in some cases even payment in advance was seen as an effective means of securing his full co-operation in producing the publication in time. There were creative printers who could advise the publishers. As a principle it was wise to leave nothing to the printer but to accept his suggestions when offered.

46. Costing of print work depended on many factors - one of them could well be the type of machinery used. In some cases the use of the latest machines increased the cost of printing. The production function in an organisation should also be aware of the comparative capacity of machines.

47. As far as possible the functions of the printer, the publisher, and the bookseller should be kept separate as they each required different types of expertise. In the developing countries the publisher was frequently a bookseller or a printer or vice versa; this did not generally lead to efficiency. Inter-dependent as they were the three organs of the industry should develop in their own fields and one should not abrogate the functions of the other two.

48. It was important in developing countries where paucity of funds and trained technical manpower were endemic, to consider the scope offered by intermediate technology. In the case of printing, the silk screen process was definitely economical in terms of initial outlays and training, especially for colour printing. Advanced as it was in printing, Japan still used this process very effectively.

### Summary of Suggestions

- (i) Printing machinery in many developing countries was obsolete and replacement was essential. Expertise was required in the selection of machinery.
- (ii) The Commonwealth Secretariat should provide when requested, the services of a consultant to advise on the planning and setting up of a printing plant.
- (iii) Training at the managerial level in the printing industry was needed in order to rationalise existing practices and for it to function more efficiently.

IDENTIFICATION AND ENCOURAGEMENT OF AUTHORS  
OF TEXTBOOKS

49. The first point to be stressed was the appointment of the author, for without authors books would not exist, although in some countries publishers now use editors to write books. It was important to distinguish the different responsibilities of the editor as opposed to the author.

50. Four factors were to be borne in mind in attempting to identify an author:- First, that the textbook author was likely to be an experienced teacher who understood both the limitations and the opportunities in a classroom. He was the one who was most familiar with individual differences and examination requirements: second, that the teacher should be an enthusiastic teacher and one who enjoyed the teaching role: third, he should feel the need to communicate with his pupils. If he had the ability to communicate, the problems involved in writing the textbooks were more easily solved for the author: lastly, the author had also to be a person who kept himself up-to-date with recent developments in his field. He should be interested in using library services, specialist journals, etc, for this purpose.

51. Adequate reward should be available to the textbook author, for only then would he participate fully in the project that he undertakes. It was not wrong to stress that certain monetary rewards result from having published the textbooks and not wrong that the author should consider these monetary rewards significant in the writing of his textbook. In developing countries where there is no tradition of writing, the editor had the responsibility of familiarising himself with the school situation, with the teaching profession and of going out to seek the authors.

52. Authors, once decided upon, must be encouraged in all stages of their work. And the first important pre-requisite was that the editor establish a systematic and personal relationship with the author. The editor has got to know the textbook author as an individual with his all problems, and with his all interests, and only on the basis of a close and harmonious relationship could the best talents of the author be brought to fruition. Secondly, the financial arrangements between the publisher and the author must be very carefully explained to the author. Many authors do not know the rewards they can expect or their obligations. Details about royalties, advances, payment for permission to use extracts, illustrations, etc, must be explained. Yet another way of encouraging an author was through provision of services.

53. Often the editor was the person most familiar with the syllabus, competing books and market requirements. This information he should communicate to the author, so that he could write his book in the light of the most reliable information. Benefits apart from monetary benefits

that arise as a result of a successful textbook being published should also be stressed, for example, the possibility of more rapid promotion.

54. In developing countries it was important to try and create a pool of indigenous textbook writers. It was probably true that the need was greatest in writers on science and technical subjects, since science and technology are a major means of socio-economic development. Any rational attempt to encourage authors must be done on a systematic basis and the planning could perhaps best be done by National Book Development Councils. It was often true, that a great many problems were faced by National Book Development Councils, but these problems had got to be overcome with active Governmental support and participation before real progress could be made in planned book development, especially in creating textbook authors.

55. It was suggested in the discussion that one way of creating indigenous textbooks could be through the standardisation of curricula and syllabuses for science and mathematics subjects, as this would allow for books to be written which would have a regional appeal. It was recognised, however, that there were many problems in dealing with standardisation of curricula, for each individual country often had different requirements and different examinations. In order to avoid wastage, co-publishing between commercial publishers and the Government should be encouraged. The problem that would arise where the textbook author selected may not have the necessary linguistic qualifications or sufficiently high level of subject competence was discussed and it was felt that various means could be devised to ensure that textbook writer could overcome these particular limitations, by the use of a consultant working through the editor.

### Summary of Suggestions

- (i) Efforts should be made within each country to create a pool of indigenous authors especially in the field of children's books and science books, where there is a shortage of trained authors.
- (ii) Regional Associations should explore the possibility of devising common syllabus and core materials which could be used in more than one country.
- (iii) The National Book Development Councils, where they exist, should be encouraged to play a positive role in the planning and creation of a pool of textbook authors.

### CHILDREN'S LITERATURE

56. The type of book discussed was literature for children - a kind of book that a child should want to and will take down from the shelf for enjoyment, for reference, for background knowledge and for discovery.

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57. Fiction has to be regarded as important in education as any other book of fact or reference as it tells us about other people, their cultures, about ourselves and about our responsibility to other people, particularly to minority groups, and also helps us to enjoy the experiences of others. Fiction therefore is education. The second category, factual books, children will use to discover information for themselves. This element of discovery was important as the object of education was not to instil knowledge into a child but, by giving the right type of book, to teach him how to find out things for himself. Having justified the need for children's literature we must use the public and school library services to ensure that books are available to children, as it was through them that children were going to be exposed to books. Often the attractive children's books were outside the buying capacity of the child and this was one of the basic problems of children's books in the developing countries. One answer was the public and school library system which can absorb a majority of each edition of children's book. In many western countries the children's book industry is underwritten by public and school library services, in U.K. up to 80 per cent.

58. The second priority was encouragement to the authors to write children's books. One of the obvious ways of obtaining authors was the provision of adequate rewards, but, what kind of authors did we need for children's books? The best writers for children were going to be and are those who are already experienced writers in other fields. Poets were very likely to be good writers for children because they are used to putting down ideas very simply, and briefly. The best children's books were written from remembrance of childhood. That was why children's books have a universal appeal - appealing to adults as well as children. They cross boundaries of time; they can be translated and are meaningful to children everywhere, for children are the same the world over. Further when considering children's literature we should rid ourselves of the constrictions of vocabulary and age groups. What was important was the interest level, because the child who was interested in a subject often read at a higher level than normal.

59. Language was another factor in writing for children. The language of children's literature need not necessarily and always be restricted to the grammatical language of the classroom for the children's writer had to be free to use language to create his illusions.

60. Dialogue was also very important and it should read naturally. As far as simplicity of language was concerned the best writers write simply anyway. Some limitations of length were necessary so that the author was forced to concentrate on situation, plot and character to the exclusion of long descriptive passages. It should be remembered that children have a great deal of imagination. The author of a children's book should aim to develop this faculty among his readers.

61. Finally the priorities for generating children's literature in a country. One priority is to put into writing myths, legends, folk tales

etc of a country for these give the children the background of their own culture, and these could be written at many levels. The second priority was the story of everyday life, again at all levels. The cultural and social background of children for whom we were writing matters only at the very youngest level, which meant that at other levels translations from other languages are possible. Other priorities should include the provision of children's picture books, more than 50 per cent illustration with running text which complements the pictures and holds them together.

62. Science books were perhaps the greatest priority, and in science books it was important to write in terms of things they could see and touch. Historical books and science fiction need not have high priority. Yet another field was biographies for children. Since children like to read about subjects in which they are interested, the subjects should be chosen with care. There was need for picture dictionaries, not the one which gave the meaning of the word but one which described how a thing worked.

63. Finally the importance of the diagram, the illustration and the chart should be stressed, for the non-fiction writer has to think visually as well as verbally. Illustrations supplement the text and both illustrations and text make up the whole book.

### READING HABITS

64. The encouragement of reading habits was of basic importance to the development of book publishing in any country for the simple reason that it created an effective demand. Two things were implied in any discussion on the reading habit. The ability to read implied the existence of an educational system, and therefore literacy; and the facility to read implied a network of libraries. One major problem in providing these was that the potential reading public was often handicapped by the lack of purchasing power. The answer lay in large print runs resulting in low unit costs. But large print runs pre-suppose a large readership which could only come about by developing the reading habit.

65. Various measures could be taken to encourage the reading habit. The most important was developing it at a young age; and the school and home must provide all facilities and encouragement for reading at a young age. Further measures included the use of the book as a gift to children on festive occasions and the encouragement of the reading habit by the starting of children's book clubs. Thirdly a network of libraries in the country should be established. An attempt should be made to see that every school has a library. The idea of mobile libraries in the rural areas with a corner for children's books should be encouraged. Book fairs and festivals have a very important role to play and there should be a special section for children's books in every festival and fair. Finally, it should be ensured that reading was done for leisure, for enjoyment and for discovery, because unless

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developed as an automatic activity, outside the classroom, it would not contribute to intellectual growth.

66. It was pointed out in the discussion that followed the two talks that two major problems were the belief of some specialists that the language used in books for children had to be controlled and that correct language was necessary. Other speakers pointed out that often the school system with its examination bias failed to encourage reading and also that teachers themselves were not interested in reading. It was pointed out that since reading was a habit that could be formed, imitation was necessary and teachers should be encouraged to set an example. Other speakers pointed out that it was not profitable to write for children and therefore various measures had to be taken to make sure that adequate rewards were made to those who took up writing for children. It was also stressed that in some cases, local background was important and that not all children's books produced in one country could be used in another. It was agreed that selection was important.

67. On the question of attractive textbooks it was felt that though children's books have to be well illustrated, colour was not always necessary, and this could mean cheaper books.

68. The meeting was also in agreement that though it might still be necessary for school readers and books in the child's second language to be written by those who were primarily teachers, experienced adult writers and poets could prove an even more fruitful source of the new generation of children's authors.

### Summary of Suggestions

- (i) The creation of public and school library system, which can absorb the majority of each edition of a children's book is a necessity for developing countries seeking to encourage the development of education through children's literature.
- (ii) It is necessary to promote, by various means, the creation of a pool of writers and illustrators of children's books in each country so that the children of each country would be reading material best suited to their own environment and characteristics.
- (iii) Some ways of creating this pool could be through the establishment of various sorts of rewards for children's authors and illustrators, and through the organisation of workshops in which those concerned with children's literature could meet and discuss problems and experiences.
- (iv) Further information on a subject in which the writer or performers in authority should be made available nationally and internationally so that authentic material regarding a

country can be produced in books required in another country e.g. a Fijian folk tale written and illustrated by Fijian experts could be part of a book on folk tales of the world produced in Malaysia or India.

## GENERAL AND POPULAR READING MATERIALS

69. An examination of the position of general books and paperbacks in the context of education revealed that the most important thing in developing countries was the provision of textbooks, as education had first priority. Therefore, in developing countries, the proportion of textbooks to general and popular books was 70 per cent to 30 per cent, while in developed countries, the reverse proportion was true. But after having met educational requirements for textbooks, the second priority should be for general books and paperbacks, for these also help in manpower development. Therefore, we should attend to the production of an adequate number of general books, their efficient distribution, and the promotion of authorship for these books.

70. The paperback revolution was also a social revolution. Since the prospects of development were very greatly enhanced by the provision of general books, the State should seek to encourage the development of the general and popular book industry. The State should be concerned with the availability of adequate paper supplies, machinery for printing and binding, and should help in creating the situation whereby better distribution could be achieved by means of low freight and postal rates. It was very important that distribution of these books be seriously considered, for only then could a large number be distributed all over the country. One thing to remember in the production of general books was that standards have to be maintained while the price has got to be low, for readers like even cheap books to be of a good quality. This meant that we had to aim at standards which are prevalent in other countries relative to our own situation and, therefore, that what we need from other countries is not so much imitation but inspiration. It was, of course, true that other means of mass communication like radio and television have an important role to play in education, but the book represents stored knowledge and, further, was comparatively cheaper to own.

71. It was pointed out in the discussion that the author of a popular book faced problems different to those of the textbook author, in that he would have to write meaningfully and yet in a popular manner, and that was very difficult. It was agreed that Governments should seek to encourage the development of publishing facilities for general and popular books and that all concerned should explore unconventional avenues for the promotion and distribution of paperbacks and other mass publications. There was also discussion on the prices of books, and all agreed that to ensure the widest possible distribution price was very important and attention had to be given to the various factors of production which would enable price to be reduced. Book Clubs, it was felt, were one useful means of encouraging book distribution and book reading.

## 24 Summary

### Summary of Suggestions

- (i) Governments and the publishing industry should try to create a more favourable balance between the provision of textbooks and general and popular books.
- (ii) Governments should consider sympathetically the problem faced by general book publishers as regards paper, machinery and distribution.
- (iii) Some form of training should be given to publishers in the development of general and popular reading materials.
- (iv) National or regional seminars/workshops could be held to discuss programmes and to provide training.
- (v) Expatriate publishers should be urged to print as much as possible in the developing countries in order to impart the necessary operative and managerial skills.
- (vi) Efforts should be made to encourage the export of general and popular books from developing countries to developed countries. The two-way flow was beneficial to all concerned.
- (vii) Subsidised programmes like those operated by the National Book Trust of India could be established in countries where no such programmes exist and these should be encouraged as a means of reducing the high cost of books.
- (viii) Book clubs of various sizes and types should be created as a means of ensuring the widest possible flow of books.

### BOOKS FOR NEW LITERATES

72. Writing for new literates was different from writing for any other category of learning. The following points should be considered when programming for the production of books for new literates.

73. First was the level of literacy of the group one was dealing with. Books have to relate to the reading level actually achieved by the group.

74. Secondly in literacy programmes the age group was essentially adult. Care should be taken to see that materials produced do not insult the intelligence of the reader. The problem was to produce books containing adult ideas in simple language. The writer must have a clear idea of what has to be conveyed and should give specific information relating to the actual problems of the readers.

75. The mechanics of writing a book required observation of the class at work, discussion of subjects with new literates, intelligent assessment of the level of knowledge already existing among the readers, and constructive criticism of the manuscript by field workers.

76. For reasons of economy and for psychological impact, in producing reading materials efforts should be related to other current programmes of governmental and other agencies operating in the field.

77. Imparting reading and writing skills was not a once for all exercise. It was essential for new literates to continue to be literate. For this, recognition and appreciation of their achievements in the form of gifts of books on suitable occasions and a provision of subsidised literature were necessary. The cost element for these had to be built in at the planning stage of a literacy programme. The content of the books would also dictate whether or not a new literate would continue reading. Books had to be not only functional; they had also to be enjoyable and entertaining. The organisation of literacy programmes was a comparatively new dimension in education. Books for new literates had necessarily to be local.

78. In the provision of reading materials certain broad principles could be learnt through one another's experience. In view of the magnitude of the demand, an impact could be made only through the pooling of resources in terms of money, expertise and production facilities. Periodic Commonwealth meetings of personnel engaged in this field should be useful, but participants should be those actually involved in producing books, not senior administrators.

79. There was need for the establishment of a Commonwealth Literacy Fund which could finance the production of books for new literates.

80. Comments from the participants focussed on the problem of the lapse into illiteracy of not only those who had acquired initial literacy but also of drop-outs from the school system who were now in the vital age group of 15-25. It was recognised that their needs had to be met through suitable literature. The importance of literacy in self-education was reiterated.

81. The session concluded with the recommendation that the implications of a Commonwealth Literacy Fund needed to be examined. The pooling of resources was to be recommended.

### Summary of Suggestions

- (i) Books have to cater specially for the needs of the group with which one is dealing.
- (ii) Literature for new literates should comprise a large element of books for recreation and relaxation so that the habit of reading for pleasure is created in the new literate.

## 26 Summary

- (iii) Books produced for new literates should be essentially local and immediately relevant to the existing programmes of the community.
- (iv) Free pooling of funds and expertise within the country and between countries is essential. Periodic meeting of personnel is necessary for interchange of experience and information.
- (v) For the production of books in vast numbers for new literates, the setting up of a Commonwealth Literacy Fund should be considered.

### TEXTBOOKS AND SUPPLEMENTARY EDUCATIONAL MATERIAL

82. A textbook could be regarded as a standard work on its subject, combining the elements of authority and what the speaker preferred to refer to as "taste" rather than style. The New Zealand Government Publications Branch had developed to match the general feeling of changing authority and the flavour of life which is centred in the home.

83. The taste of the textbook depended less on the writer or artist than on the literary and art editors, on whom the responsibilities rested of satisfying the reader's sympathies through language and art.

84. There was a change in which material was being presented to the reader, particularly in social studies. The tendency today was to offer him the primary material itself, the presentation of which required a researcher rather than a lecturer and extensive advice to the teachers. The material could be in different forms, of which the book is only one; another was the collection or Study Kit, combining various media.

85. When the Publications Branch proposed to introduce a new syllabus or handbook this was generally because of dissatisfaction with what existed. This would result in a meeting of those most closely concerned, and the ultimate production of a draft for testing. Ideally the editor should be brought in from the beginning or at least at the committee stage.

86. The design and illustration were what gave a textbook its immediate attraction. But a textbook was also a literary object - and a really good book would be the joint conception of the team comprising the editor, the art editor, the author, the artist, and those who guide and approve as educationists and users.

87. In New Zealand there is not great reliance on existing teachers as authors of textbooks. Authors are those with some experience of teaching or are authorities in their subject. In-service training is given to teachers in the use of books and the interpretation of the syllabi. A textbook author is nearer to a researcher, especially where

kits of materials are concerned, the advantage of which is that one single item can be changed if necessary. There is paramount importance placed on design, not just physical design, but also on the way in which the material is organised and presented.

88. In the discussion it was suggested that money was not everything in the production of well-designed and attractive textbooks. Given the right printing machine (a two-colour litho press was instanced as being most suitable as well as being economic) a great deal of variety could be introduced on to the page at a cost which was infinitesimal when one was thinking in terms of printing in millions. But above all, quality in this field came from the expertise of the Editor and Art Editor. Economies could also be exercised by control of the planning and execution of the production programme.

89. It appeared that in a number of countries there was a shortage of suitable illustrators, and it was suggested that a list of illustrators in various fields in other countries, as well as writers on particular topics, would be helpful.

#### Summary of Suggestions

- (i) Money was not necessarily the only factor in providing textbooks of quality in design. One needs the right printing machines, on which technical advice could be obtained, together with editorial and design expertise, for which staff could be trained.
- (ii) Economics in textbook production could be achieved by planning and by careful control throughout all the production stages.
- (iii) The Commonwealth Secretariat should give consideration to compiling a list of illustrators suitable for different kinds of books; of writers on particular topics; and of sources of other illustrative material.
- (iv) The establishment of national standards on certain aspects of book production could settle many basic questions, contribute to cost reduction, facilitate day-to-day operations and generally make for better quality control of editorial and publication mechanics. National standards may be aligned with international standards on the subject wherever possible.

#### THE ROLE OF PUBLIC AND SCHOOL LIBRARY SERVICES

90. The concept of the book as a common wealth was a useful one and the best way of ensuring that this wealth was extensively distributed was to make it available in libraries, for the social purpose of a book was served only if it was read. Those countries where books were published in large numbers were those where libraries of all types exist. Through extensive purchases, libraries ensured a wide and

## 28 Summary

stable book market and it was estimated that as much as 90 per cent of hard cover books published in developed countries was purchased by libraries. Thus we should want to ensure the development of a strong book industry through the promotion of library services.

91. There were various ways in which library services could be developed. It was important for the creation of an efficient library service that there be adequate and comprehensive legislation providing for the administrative set-up and for funds, either through a cess or grants by Central and State Governments. Further it was necessary to have a well defined national library policy of book acquisition for each library and the creation of an integrated public library system allowing for inter-library loan of books. On the point of provision of funds for library services, it should be stressed that demands for subscription and deposit of caution money by library users should be discouraged, for in poor countries citizens were not always able to afford the cost of such subscriptions and were, therefore, denied the opportunity of using library services.

92. Various types of library services could be established. One was the public library. In countries where local administrations were strong, they could be entrusted with the creation of public libraries. One very important aspect of the public library service which needed to be emphasised was that the public library should be a dynamic institution functioning as a community centre and providing a wide range of activities and opportunity for the city. This enabled the modern public library to be more than just a warehouse for books. The public library could also be the centre from which mobile libraries could fan out to other areas.

93. The second category was school libraries, and these were of extreme importance. Unesco had recommended that one per cent of the total expenditure (excluding capital expenditure) on elementary education should be allocated to library services and 2.1 per cent of the total expenditure on secondary education. These libraries should contain more than just books. They should also make provision for audio-visual aids and seek to become educational resources centres. In some areas it may be necessary to integrate public library services with school library services and the best means of achieving this integration should be carefully considered.

94. Another point that needed noting was the function of public and school libraries in the development of social and national responsibility. In most developing countries, democracy was a popular form of government, but democracy depended for its existence on an enlightened and literate citizenry. But unfortunately the educated elite constituted only about 5 per cent of the total population in these developing countries and, therefore, it was of very great importance that public library services should aim at reaching the widest number of citizens. The educated or literate citizen was an important catalyst in economic

development and library services could be considered as contributing to socio-economic growth. Some attention paid to providing facilities for specialists or professionals within the context of an integrated library system would, therefore, aid vigorous socio-economic development.

95. In the discussion that followed, it was pointed out that libraries had to make sure of adequate representation in their collections of books in the local language and in other languages, especially English, since English was the major second language of most Commonwealth countries. It was also pointed out that a start had to be made in providing library services, no matter how small or how inadequate it appeared in the beginning. One participant pointed out that in addition to providing reading material, the library should extend its services to providing extracts, references, documentation and other allied information.

#### Summary of suggestions

- (i) National library legislation should provide the administrative framework and structure, together with the provision of funds for school and public libraries. Libraries in rural areas merit priority in any programme of library service.
- (ii) The requirement of subscriptions to libraries and the deposit of caution fees should be discontinued.
- (iii) Libraries should seek to have a collection completely representative of the type of books produced in the country.
- (iv) Efforts should be made to integrate public library services with school library services in order to achieve economic use of resources.
- (v) Public libraries should seek to become more than just warehouses for books. They should aim at becoming dynamic institutions, offering a wide range of community services and facilities.
- (vi) The Unesco recommendations that a minimum of 1 per cent of the total expenditure (excluding capital expenditure) on primary education and 2.1 per cent (excluding capital expenditure) on secondary education, should be allocated to library services, should be endorsed.
- (vii) Libraries should make special efforts to provide facilities for professional working people requiring such services, especially those in rural areas.
- (viii) Library service development should be an integral part of national economic planning and must be recognised as one of the major contributing factors to socio-economic growth.

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- (ix) The establishment of statutory deposit libraries was recommended as they were the means of ensuring that there was a source of reference for all books published in the country. National bibliographies could be compiled and made available by these bodies.
- (x) Legislation, therefore, should be enacted creating national deposit libraries. Publishers on their part have to ensure that copies are deposited with these libraries.

### PRINCIPLES OF TRANSLATION

96. Introducing the speaker and the subject, Dr. Coockey said that during the last week references had been made to the need for the world's store of knowledge to be made available to as many people as possible, and since much of this knowledge is written in foreign languages, translations were necessary. It was appropriate therefore that this Seminar should discuss the principles of translation.

97. The speaker said that he grew up accepting bilingualism as one of the basic postulates in the field of education, and as a teacher himself, he was dismayed by the present serious disinterest in language study. In the universities effective communication in the classroom and the campus had become difficult except through the local language. Since the mother tongue was not rich enough and the vast majority of the books were in English, the most urgent need was to promote the idea of bilingualism in the university. One of the devices that had been thought of was the production of a bilingual reader as a common textbook for courses prescribed in the mother tongue as well as English.

98. The ideal translator would be a person completely at home in the two languages and in the subject. Talking about the basic needs of translation and quoting from a report on scientific and technical translation published by Unesco in 1957, he said that translation involved much mechanical looking for equivalents of special terms in dictionaries. It was rarely that a word has a true equivalent in another language. Translations were meant to be literary and not literal. A translator had especially to find more than linguistic equivalents, and be imbued with linguistic sensitivity which went beyond syntax and construction. Education must foster this sensitivity.

99. The best introduction to the principles of translation was to study different translations of the same work, and the speaker quoted the example of Rubaiyat of Omar Khayyam. He concluded by saying that in the information field the translation boom had only just started. In the area of creative writing translations representing deeper levels of inter-cultural understanding may come no faster than the willingness of the human race to reach for the goal of one world. In both areas, the translator should be stimulated by the thought that he was making an important contribution to the world traffic in ideas.

100. In the discussion that followed, some questions were raised about how best to popularise a second language. The need for bilingual dictionaries was emphasised. Mention was also made of the need as a prerequisite for the training and development of a pool of lexicographers. It was agreed that translation was a creative art and the real task of the translator was to make the translation faithful to the original and readable. The production of books with parallel texts for school children was useful in promoting linguistic confidence.

101. The difficulty in getting people with the necessary qualifications to be effective translators especially at the university level was discussed. The solution seemed to lie in employing a small team of permanent translators who were also familiar with all the editorial functions. A participant commented that there are greater difficulties in translating books on science and technology than books in humanities and wanted to know whether the translator can be trained for this purpose. The speaker, in summing up the discussion, suggested that translation in the field of humanities was equally, or more, difficult, because of the degree of linguistic sensitivity involved. Those who have this facility and the necessary linguistic experience, could be trained in the principles of translation.

#### Summary of Suggestions

- (i) The role of the translator was crucial in contributing to the world traffic in ideas and understanding.
- (ii) Translation should be acknowledged as a form of creative writing. In translation what was important was linguistic sensitivity. Translations had to be literary and not literal.
- (iii) There was need for authoritative bilingual dictionaries.
- (iv) Ideally a country should have a pool of lexicographers. Currently a need was identified for the training of lexicographers.

#### MULTILINGUAL PUBLISHING

102. The latest advances in printing techniques have made simultaneous publishing in many languages possible. The potential this has generated for the exchange of ideas and knowledge on an international scale as well as within a nation - and historically most developing countries are multilingual - has created a new and exciting dimension in publishing. Co-operation between publishers nationally and internationally had made it possible now to provide illustrated books at a price which the average buyer could afford, and at a price that no individual publisher by himself could offer.

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103. Through the sharing of costs on artwork, blocks or plates, and an enhanced print order which in itself offers economies of scale, the individual publisher catering to a small language population has been enabled to place the books in the market at very competitive prices. The benefit of this technique could be particularly valuable for developing countries faced with problems of promoting national unity.

104. There were problems and these were mainly of adjustment and scheduling necessitated by co-operative functions. But these were essential birth pains in any new direction or development.

105. Indian publishers have been aware of the possibility of co-operation amongst themselves as a means of providing books to the public at reasonable prices. The Central Publication Exchange Unit of the Federation of Associations of Booksellers and Publishers was recently established for this purpose. In the public sector the National Book Trust produces multilingual editions of children's books as well as books for adults.

106. In the discussion that followed, various participants pointed out the very many editorial, production, and administrative problems involved in publishing translations. It was pointed out that if an author knew prior to writing that his manuscript was to be translated, this might possibly inhibit the free flow of style. In this connection, the usefulness of doing a master translation in a link language like English was discussed. Another participant referred to a technique whereby translators were given comments on difficult sections and the translations were broadcast and the feed back on the effectiveness of the translation was considered before the translations were produced in book form. The problems of differing lengths of equivalent words and the manner in which the language was written and read and the problems this posed to production of multilingual editions were pointed out, but all agreed that by means of various production techniques these would be overcome. It was also pointed out that in some instances a person with multilingual competence could perform a very useful service in suggesting words not available in the language of translation. Finally, it was suggested and agreed that it would be useful for governments to help to organise National Seminars and Workshops on problems involved in translations and multilingual publishing.

### Summary of Suggestions

- (i) Countries which comprise multilingual and multi-ethnic societies were often faced with the problem of national integration. Political and economic stability could be established only through an awareness which went beyond the confines of language and race and accepted the concept of nationhood. Multilingual publishing had a vital role as an agent for the cohesion of disparate cultures.

- (ii) Most language groups do not offer a large enough readership for the economic pricing of books needed. Multilingual publishing offered advantages of economies of scale which could ensure that the costs being distributed over a larger number of publishers, prices of books could be considerably lowered.
- (iii) The areas which offered scope for such type of co-operation in publishing were:- children's books, art books, technical books and reference books like encyclopaedias.
- (iv) The establishment of the Central Publication Exchange Unit of the Federation of Publishers and Booksellers Association of India was a step in the right direction in this regard and it would be useful to receive periodic information on the activities of this agency.
- (v) Governments should help by organising National Seminars and Workshops on problems involved in translations and multi-lingual publishing.

#### COPYRIGHT AND THE FLOW OF MATERIALS

107. Dr. Cookey gave a short background to the Commonwealth Secretariat's paper on the subject. The need for a paper explaining clearly the meaning and functioning of Copyright had been expressed by several developing Commonwealth countries, and it was felt that an informative paper, written in simple straightforward language was necessary. The paper was commissioned specially for use at this Seminar. It was by no means a final paper; it was a draft for discussion at the Seminar. Dr. Cookey hoped the Seminar had no objection to his having invited Mr. Kanti Chaudhury, the Joint Secretary and Head of the Bureau of Languages and Book Development in the Indian Ministry of Education, to be present at the discussion of the topic; Mr. Chaudhury had attended several international meetings on Copyright and his presence would be valuable to the Seminar.

108. Participants were requested to consider the following questions:

- a) Would it be a help to publish the paper, after any suitable revision, separately as a pamphlet?
- b) Was it accurate in terms of the situations in developing countries?
- c) Was it clear?
- d) Were further additions necessary to make it more comprehensive but still simple?

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- e) Were there any special points in it to which the attention of governments should be drawn?

109. During discussion of the paper, many participants felt that it was both clear and helpful, and that it deserved as wide an audience as possible by being published as a pamphlet by the Commonwealth Secretariat, in which case the following factors might be added - further historical background to the present situation: guidance as to the relationship between author and publisher, and the various rights which are normally vested in the publisher: and a statement should be provided about the practice of photo-copying. The existence of the Indian Government Clearing Centre was also noted.

110. Most members felt that every country of the Commonwealth should observe international copyright, and as a step towards this each country should formulate its own domestic copyright laws. It was pointed out that certain countries whose names did not appear on the list of those subscribing either to the Berne Convention or to the UCC had, on independence, allowed for the fact that any part of their new legislation which did not cover aspects of the former arrangements made under the auspices of the country to whom they were originally attached, was to be regarded as still covered under the original legislation.

111. It was also pointed out that the Stockholm Protocol was intended to represent the aspirations of the developing countries to publish what they needed while still upholding the principles of copyright. Compulsory licencing should, if possible, remain in abeyance and, indeed, a questionnaire had recently been sent by Unesco to all member States asking for further information about the problems they might be facing. However, piracy could be avoided if the terms of publication were made easy to comply with. International copyright was to be respected, as long as it did not mean that works needed in developing countries become imprisoned in the countries in which they originated.

112. One speaker commented on the statement in the Paper which referred to the fact that under the Paris Agreement "there would be no case for compulsory licencing if a copyright proprietor made freely available a translation or reprint of his book 'at a price reasonably related to that normally charged (in the developing country concerned) for comparable works'." He asked if it was reasonable, in the interests of the development of local publishing, for foreign publishers to continue to take advantage of such guaranteed sales, especially where it was possible for a local edition under licence to compare very favourably in price and production with the original edition. He further suggested that authorities at school and college level should be directed to prescribe only editions of books that were locally printed and published. He raised also the question of British and American market rights, which affected also Australia and New Zealand. On behalf of the developing countries anyway he wished to point out that the importing country should be free to obtain supplies from the cheapest source. There

would be, of course, no harm to the interests of the author, and the speaker called upon publishers in the U.K. and U.S.A. to come to an agreement which would obviate a developing country having to pay a higher price for books which were available more cheaply.

113. Another speaker asked that royalty rates for books whose rights were sold internationally might be standardised. The meeting felt, however, that this would be both difficult and undesirable, and that if necessary bilateral agreements on the exchange and flow of copyright material could be entered into and these could be more effective and advantageous. For instance, a bilateral agreement between India and U.S.A. had resulted in over 45 publishers expressing their willingness to make available translation rights to India on reasonable terms, and a similar arrangement had been made by British publishers through their Association for publications to be brought out under Indian Government or State auspices.

114. As far as the remission of royalties was concerned, this often presented problems of foreign exchange. One speaker recommended the establishment of a Commonwealth Fund in Trust for this purpose.

115. Taxation itself on royalties was not felt to be an unfair imposition, however high it might be: what was unfair was double taxation, and inter-governmental action should be taken to avoid this.

116. Mr. Kanti Chaudhury said that historically the concept of copyright was contrary to Indian tradition. Observation or non-observation of copyright was a moral as well as economic problem. Advances in the field of science and technology would make copyright laws more complex than they already were. Xeroxing pages of books and magazines was already an international problem which had led to an international conference.

117. One member mentioned the need for some national archives, which had been removed to Europe by former metropolitan powers, to be returned to the countries concerned so that their nationals would have material available for writing certain books on history and sociology. This could well be true of other countries and co-operation of the metropolitan powers in this regard should be sought.

118. It was suggested that the Commonwealth Secretariat should co-ordinate with Unesco in this field.

119. With reference to national copyright laws, it was suggested that the Commonwealth Secretariat should prepare for the guidance of countries that needed it a model copyright law.

Summary of Suggestions

- (i) Where a country's educational requirements over a given period indicated estimates of a substantial sale of a publication, that country should be given a channel for producing its own edition rather than being required to import copies from the developed countries as suggested in the Paris Agreement.
- (ii) The Commonwealth Secretariat should strongly urge member states, who have not yet done so, to become members of one or other of the two Copyright Conventions, in the interest of its own authors.
- (iii) As a first step to becoming a member of an International Copyright Convention, a country should establish its own national copyright laws, and the Commonwealth Secretariat was asked, with the co-operation of Unesco, to help devise these.
- (iv) The Commonwealth Secretariat should include the following items in its proposed paper on copyright: information about the relationship between author and publisher; an examination of the various rights which are usually vested in the publisher; a statement about the practice of photo-copying and the laws of copyright with regard to this; further historical background to the present situation including major decisions of the Stockholm, Washington and Paris Meetings.
- (v) The Commonwealth Secretariat should consider the recommendation of standard rates of royalties for the payment of foreign rights in different kinds of books.
- (vi) In order to assist countries faced with foreign exchange difficulties, a Commonwealth Trust Fund might be established to help in the payment of royalties where the publisher would pay in non-convertible currency and the Fund undertake the transfer of this royalty in the currency of the country of the original publisher.
- (vii) Agreements should be reached by member states of the Commonwealth whereby double taxation on royalties was avoided.

THE ROLE AND FUNCTIONS OF NATIONAL BOOK DEVELOPMENT COUNCILS

120. The idea of a systematic and planned book development programme was of recent origin, and the National Book Development Council was a child of this idea. A country should produce its own books because such books would have a national approach and outlook, and would reflect the ideas, culture and traditions of the country.

121. A national book industry was a large complex consisting of four partners - author, publisher, printer and bookseller, whose success depends on teamwork. In addition there were auxiliaries like type-founders and paper-makers, and, of course, the consumers, of whom the most important were the libraries.

122. So that each partner could properly play his role, there needed to be a central agency to co-ordinate creation, production, distribution and promotion in the industry. Such a body could also eliminate clashes of interest between partners, and could fix targets and priorities. Whatever the name of such a body, its object should be to stimulate and co-ordinate the publication and use of books as effective tools of development. Its functions may vary from country to country, but the most common were -

- Creation - Encouraging indigenous authors. Ensuring adequate royalty payments. Guaranteeing freedom of expression within the limits laid down by legislation. Running workshops for authors.
- Production - Devising methods to reduce the cost of production. Ensuring the release of foreign exchange for materials.
- Distribution - Streamlining the system by organising proper channels. Developing the reading habit through promotion. Standardising discounts.

123. Other functions included - the creation and strengthening of professional bodies concerned with the industry, for these are a pre-requisite of the establishment of a National Book Development Council: the organisation of training at all levels: carrying out research and surveys: compiling and disseminating bibliographies and technical information: recommending tariff facilities and securing fiscal concessions: advising both the public and private sector on promotion and liaising between the Government and the industry.

124. Such a central agency should not publish books itself, it should be concerned only with promoting them. It should maintain contacts with similar agencies in other countries, from whom might be obtained advice and assistance.

125. Its constitution and composition would vary from country to country. Where there was no private sector of the industry, it would comprise by and large government officials, and the amount of autonomy it enjoyed would vary according to the circumstances. But where there was a private sector, all facets of the industry and all Ministries concerned should be represented. The status of the body would further be enhanced by the inclusion of prominent individuals who had no vested interest, and who could look at the industry objectively.

126. Full sessions of a National Book Development Council may be held only three or four times a year. In the meantime an Executive Committee can look after and execute their policies. But a Council must be re-activated and rejuvenated every 3 - 5 years, after which time it may even need to be re-constituted. The Book Development Board of India was founded in 1967, re-constituted in 1970, and was due again to be re-constituted in 1973. Among its recommendations which have been accepted by the Government have been: tax dispensations to publishers for a period of five years; the setting up of a training institute; reduction in postal rates for books; the launching of a regional textbook scheme; the rationalisation of imports and the promotion of exports; the abolition of the tender system for library buying; multi-lingual publishing; the publication of bibliographies; the organisation of seminars; and preferential treatment to publishers with regard to the import of paper.

127. The discussion commenced with an account of the establishment, functions and progress of the Karachi Regional Centre for Book Development in Asia. Originally founded in 1958 to assist in the production of reading materials for new literates in a few Member States of the region, it gradually grew in scope and activity and was extended to all Asian Member States. The succession of regional seminars, meetings etc., contributed towards Unesco giving serious consideration to overall national book development which led to the Asian Conference on the subject held in Tokyo in May 1966. The Centre has organised many national, sub-regional and regional activities such as studies, surveys, workshops, training courses and seminars over the years on different aspects of the preparation, production and distribution of books. It was also concerned to co-ordinate and assist the efforts of other bodies in the field like ECAFE, the South East Asian Publishers Association, the Tokyo Book Development Centre and the Regional Office of the International Publishers Association in New Delhi, as well as National Book Development Councils and professional associations. Unesco had particularly directed its close collaboration with the Commonwealth Secretariat.

128. Since 1969, when the role of the Centre was reoriented to deal with Unesco's expanded programme of book development in Asia, it has been consistently pursuing the matter of the creation and strengthening of National Book Development Councils. In December 1972 a Regional Seminar on the Establishment and Operations of National Book Development Councils was organised by the Centre in Manila. Twenty one participants from twelve Asian Member States attended. After exhaustive discussion on the actual functions and operations of such overall development councils, covering planning and co-ordinating, a meaningful book development programme, readership development crucial to sustain the book industry, trade, book production and distribution problems, clearing house activities on publishing policies, trade information, training, surveys, statistics and research functions, import-export book trade and miscellaneous operations, a general framework for the Establishment of National Book Development Councils emerged.

129. The Centre was committed to a one-week seminar cum training exercise for Executive Secretaries of National Book Development Councils to be organised in a suitable Member State offering host facilities in the fall of this year.

130. During further discussion the present situation of the National Book Development Council of Malaysia was outlined, and it appeared that at that very moment the Ministry of Education were considering the far-reaching but practical proposals that an expert committee had devised.

131. Among other points raised were: the funding of a National Book Development Council must come by and large from Government sources, which the Government should regard as an investment, but all other professional bodies associated with the industry should also contribute: a Council could and should in many instances act as a selling agent for rights of books published in the country: and that there was need for such a body, or an organisation or series of organisations performing the functions of a National Book Development Council, in developed as well as developing countries.

#### Summary of Suggestions

- (i) There is need for a National Book Development Council or some other body performing its function in every country of the Commonwealth, developed or otherwise.
- (ii) Governments should regard the outlay of funds to establish and maintain National Book Development Councils as an investment for the future economic and educational development of the nation.
- (iii) National Book Development Councils could have, where relevant, an important role in selling rights of books of its country overseas.
- (iv) National Book Development Councils could urge and remind governments of the vital role played by books in all spheres of life. This importance should be reflected in priorities assigned to book development in National Book Development plans.
- (v) Book Development Councils should be a forum in which the difficulties faced by the book industry as well as governmental or other efforts necessary to alleviate these problems, could be discussed and agreements on action reached.

TRAINING OF PERSONNEL

132. This topic was introduced by the Chairman. He said that during the discussion of the previous topics frequent mention had been made of the need for training personnel for the book industry. If countries were to benefit from the results of this Seminar it might be good to indicate some order of priority to guide those countries which wanted to start a book industry. The guide would be general since circumstances in the various countries differed.

133. The Seminar might make recommendations on the form that the training should take. Various aspects of training could be identified, e.g.,

- (a) Training locally, that is within the country where expertise is required;
- (b) Regional training, where personnel from neighbouring countries are drawn together at one centre; and
- (c) International training, that is, training in another country.

It would appear that by and large training locally was the best. Experts both from the country concerned and other countries could be assembled to provide training for a larger number of people than could be sent to other countries, and at less expense. Moreover, training locally would ensure that the training was geared to the conditions existing in the country.

134. Where problems were similar, regional training had the advantage of serving several countries at the same time. A permanent centre was not necessary for occasional regional training, although it would be necessary if regular courses are to be provided for publishing personnel.

135. There was room for training in countries with developed book industries, provided that basic training had already been given locally. This kind of training could take the form of bursaries to enable personnel to travel to other countries to see the latest techniques in publishing and printing; it could also take the form of attachments to publishers or booksellers or printers.

136. As far as the need for specific personnel was concerned, several speakers reiterated the need for developing publishing skills, and particularly those of the editors, to create the vital link between author and printer. As one put it, "High standards of production and presentation cannot be attained merely by high quality paper and printing; editorial skills have to be developed as much as writing skills if the end-product is to hold the interest of the reader."

137. Mention was made in this connection of the 3-year degree course including book publishing which was instituted at the University of Delhi in 1972, the syllabus of which was outlined in the Secretariat's Paper on Training. A proposal under consideration was the Postgraduate Diploma in Editing, Production or Promotion/Distribution.

138. In response to a suggestion for co-operation between Unesco and the Commonwealth Secretariat the Seminar was informed of the various activities in which the two organisations work in close collaboration. Unesco's proposal for the establishment of a Regional Centre for Training and Research in Book Development in East Africa was noted.

139. Consideration was given to the resources necessary for book development. It was agreed that every effort should be made to persuade governments to recognise the need for developing and financing a book industry. In addition to establishing a National Book Development Council each Government should designate one particular Ministry as being responsible for all matters concerning the national book industry.

140. Assistance could be sought from international bodies like the Commonwealth Secretariat and Unesco. Mention was also made of the assistance that can be received from organisations like the Commonwealth Fund for Technical Co-operation and the Commonwealth Foundation.

141. It was suggested that technical assistance could be obtained by bilateral agreements. It was recommended that countries which had not yet done so should take steps to establish a National Book Development Council and that Regional Book Development Councils should be encouraged to make co-operation among countries in a region feasible. The Commonwealth Secretariat was asked to look into the possibility of establishing a Commonwealth Book Development Council.

### Summary of Suggestions

- (i) There was need for counter-parts to be trained who would in turn be able to conduct training at the national level.
- (ii) It was more effective to get people already engaged in the book industry to train on the job than to train new recruits. In this respect the importance of linking local training with local industry was underlined.
- (iii) It was felt desirable that wherever possible, high level training institutes should be established. These institutes should, in addition to training personnel, undertake surveys and research into the problems of the book industry.

## 42 Summary

- (iv) Several speakers mentioned the need for information regarding facilities for training. Countries should feel free to write to each other offering or requesting information and the Commonwealth Secretariat should through its publications make information available to all countries.
- (v) It was generally felt that local training was the best solution to the provision of personnel. It was important, however, before any actual training started, that both the trainers and the trainees have a clear understanding of the objectives of the training course.
- (vi) Basic style manuals for general and technical writing and editing were essential for training as well as for professional use. As these would help in the establishment of national standards they merited priority of attention of publishers and governments.