

The Department also successfully opposed an attempt by Haiti to include in its new constitution an article which would limit land-holdings by foreigners. Elsewhere in Latin America the Department haggled over the price of coffee, tin, surplus war materiel, and cost of an air base on Galápagos. It argued about loans to the Latin countries and the differential in pay between Americans and Panamanians in the Canal Zone. (The locals averaged \$60.00 per month.) Finally, the Department tried to eliminate Axis business interests in Latin America.

And through it all, we still claimed to have a policy of nonintervention. Philander Knox would have enjoyed being Secretary of State in 1946.

University of Missouri

WALTER V. SCHOLLES

*Engines of Change: United States Interests and Revolution in Latin America.* By GEORGE C. LODGE. Introduction by SAMUEL P. HUNTINGTON. New York, 1970. Alfred A. Knopf. Borzoi Books. Map. Notes. Index. Pp. xv, 411, xvi. \$8.95.

It may be difficult to believe that there is a need for another general survey of contemporary change in Latin America. However, if one can set aside that prejudice, this excellent book merits attention. The thesis is that "revolutionary change is under way; it is inevitable; it is in many ways essential and morally justified; the interests of world peace and of the United States require that this change be assisted." And so the author, billing himself as a "random observer," analyses the forces (engines) of change in Latin America. He also attempts to outline policies which Washington should adopt in reaction to these changes.

Lodge begins with a discussion of the Latin American environment: economy, politics, culture, and some specific case studies of reform efforts. The economics chapter (darkly pessimistic) and the politics chapter (a blend of Samuel Huntington and Charles Anderson) are both illuminating. The culture chapter focuses in a sympathetic manner on barriers to U.S.-style development and makes it clear that Lodge does not want to convert Latin Americans into Spanish-speaking gringos. A chapter on Veragua province in Panama provides an interesting discussion of local development projects in which the author was personally involved. Thus we see the development theories in contact with reality.

The second section deals with the engines of change: the military,

the radical Church, labor, political parties, students, and business. If the chapter dealing with the military is inconclusive on this important phenomenon, it is also even-handed. Lodge is optimistic about the Church's potentialities for encouraging constructive change. This feeling leads to (or grows from) sympathy for the Christian Democratic parties. However, he does not allow this hopefulness to cloud his realization that during these years of high prices for Chilean copper, the administration of Eduardo Frei has performed poorly in terms of the standard economic growth indicators. But he fails to anticipate that the resistance to the Christian Democrats would come as much from the right as from the left. Thus he does nothing to dispel the myth that if moderate (democratic) reformism fails, the totalitarian left will triumph.

As befits an associate professor in the Harvard Business School, Lodge feels that entrepreneurial talents can be better developed and directed toward economic progress. The case he makes, supported by the development projects in Veragua and elsewhere, should be taken seriously.

The author's most interesting policy suggestion comes as part of the inevitable call for a radical reorganization of the foreign aid program. As do many other observers, he favors multilateral efforts in place of AID. But he would also put one-fifth of an increased foreign aid budget into a foundation not directly controlled by Washington which could finance the groups forcing change. At present the assistance program places such strain on bilateral diplomatic relations that AID, as an arm of Washington, cannot help those opposing the government in most countries. Lodge's model is the willingness of the West German government to give significant money to nongovernmental organizations for development purposes in Latin America. It is not difficult to think of valid objections and horrendous problems connected with the idea. But given the current ineptness and indirection of United States policy toward Latin America, radical suggestions of this sort should be seriously considered. The relationship between the United States and Latin America is now so contradictory that horrendous problems are going to result from any program. At least Lodge's suggestion has the benefit of leading somewhere.

It should be added that his policy recommendations and level of analysis are superior to the Rockefeller Report. The reader may decide whether that is much of a compliment.

University of Notre Dame

MICHAEL J. FRANCIS