

To: Alice H. Palmer, Textbook Publishing Advisor

From: Emerson Brown, TDY Consultant

Subject: By Their Bookstraps - An Implementation Report on the National Textbook Program in Brazil

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The National Textbook Program is an exciting venture carefully thought out and successfully launched. On the basis of our observation it also has the enthusiastic support of the educational leadership in Brazil.

The great advantage of the National Textbook Program is its effect as a multiplier. Not only will the Program help solve the problem of lack of instructional materials, but also it will contribute to the solution of other problems in these ways:

1. By providing each pupil with books for self-study, the Program should reduce dropouts and prevent failures.
2. By providing teachers with both the content and the method for teaching the courses, the Program should help to compensate for inadequate teacher training and insufficient general education.
3. By providing teachers with "assistants" in print in the form of teachers' guides and editions, the Program should enable them to handle large classes more effectively.
4. By making individual and group instruction possible, the Program should help solve the problem of individual differences in ability and interest.
5. By providing textbooks the Program makes available to teachers a framework of instruction to which they add, relate other powerful teaching devices such as charts, posters, illustrations, records, kits for experiments in science and many other forms of "new media". This should accelerate learning.
6. By making textbooks available to all the pupils in the class, the Program frees the teacher from the dictation method of instruction and opens up the opportunity for teaching through discovery, through activities, through small group conferences and other modern methods of instruction.

By improving education at all levels, the National Textbook Program should be of immediate assistance to Brazil in meeting its growing and changing manpower needs, and in the economic as well as the educational development of the country.

In addition to national importance, the Textbook Program has implications for all countries throughout the world that are striving to meet manpower needs and to raise levels of living. If Brazil succeeds in raising its levels of living by its bookstraps, it will provide a case study and a model for other nations of rising expectations. Virtually all the book surveys in developing countries sponsored by USAID and other agencies recommend some form of distribution that will make textbooks available to all pupils in all grades for all courses. Brazil, however, is the first large nation, in area and population, to launch such a program. Hence the importance of the Program as a pilot project.

The National Textbook Program, we should add, is not one of merely publishing and distributing textbooks - it is a whole new pattern of education involving these elements: a teacher education program in textbook utilization; a textbook publishing improvement program; a teacher's edition and teacher manual development program for the titles now without such teaching aids; a teacher training program in developing guidelines and procedures for selecting textbooks; a curriculum coordination and development program; a manuscript development program for areas with an existing textbook gap; and the development of a distribution network that will make textbooks available to all the pupils in all the schools.

The implementation of this program is the concern of this report.

I - Developing Textbook Selection and Adoption Policies and Procedures

For the first phase of the National Textbook Program, COLTED (Comissão do Livro Técnico e do Livro Didático: Textbook and Technical Book Commission) already has carefully delineated the plan for the selection, adoption, purchase, and free distribution of elementary and secondary school textbooks. This plan, stated in its simplest terms, consists of these steps:

First: The compilation of a list of available textbooks, i.e., now in print or in preparation.

Second: The selection from this list by COLTED on the basis of its evaluation a multiple-title list of textbooks for each course and each grade in which the books are currently available. This multiple-title list constitutes the developmental kits or sets of textbooks that COLTED will distribute to selected schools for teacher examination, evaluation, and recommendation.

Third: The distribution to the selected schools -- 6,000 elementary and 1,500 secondary -- of a single copy of each textbook included by COLTED on its multiple-title list for examination and evaluation. On the basis of examination of the titles by the teachers in the selected schools, which may include classroom tryouts, the teachers are to select titles to recommend to COLTED to be considered for official adoption on a multiple-title list. However, the titles the teachers may recommend are not restricted to the titles selected by COLTED. The teachers are free to include other titles as well.

Fourth: On the basis of this feedback from the schools and their evaluation of the titles, COLTED is to select a multiple-title list of textbooks for each subject to be officially adopted for use in the schools. This is to be an exclusive list. To benefit from the free distribution of textbooks, the schools must select a title adopted by COLTED.

Fifth: The schools are to select the titles of their choice from the multiple-title list. Within the limits of COLTED's budget, the books are to be distributed without cost to the schools, which will lend the books to the students, through libraries, for the duration of the courses in which they are to be used. Thus, the books remain the property of the school libraries.

On the basis of this carefully prepared plan, COLTED has already launched the National Textbook Program. COLTED has now completed its first screening and is preparing for the purchase and distribution of the titles to be supplied to the selected schools for evaluation by the teachers.

According to the chairman of the secondary school selection committee, the multiple-title list includes an average of seven to ten titles for each subject in each grade. The number of titles the committee could include on a multiple-title list for each subject and grade was influenced considerably by the number of titles available for examination. For some subjects in some grades the books available for selection were too few in number to permit the committee to select an adequate number to serve the purpose of a multiple-title list. But the chairman pointed out that the teachers examining textbooks in the selected schools could add titles not selected by the screening committee.

When we inquired about the criteria teachers would use to select books, the chairman replied that they might not be able to judge textbooks systematically, but they could select textbooks on a pragmatic basis. Thus they would select the titles that they could teach best.

To assist the teachers in examining textbooks the committee plans to prepare questionnaires that will serve as a guide for selection. In the chairman's opinion, unless teachers are abreast of curriculum trends in content and method, they are not likely to select textbooks that include innovations. The problem the teachers face is to prepare pupils for the examination. Thus this factor is likely to be an overriding consideration in the selection of textbooks. Seminars are to be arranged to teach teachers how to select textbooks.

When we inquired about the tendency of teachers who are unaware of modern trends in method and content to readopt the text book they are using or to select one similar to it, the chairman replied that resistance to change is a major problem which she hopes the National Textbook Program with its seminars on textbook selection and utilization will help to overcome. When we inquired about the procedures to be followed in keeping the multiple list up to date, she replied that crystallization is one of the dangers.

As to the National Textbook Program, the chairman has great hopes for its success. If it should not succeed, the situation, she feels, might become worse rather than better.

Since her field of specialization is history, we inquired about the quality of available textbooks. To this question she replied that good titles are available, but most of them are weak. Some are little more than a compilation of unrelated facts.

To supplement this informative interview, we made several inquiries from publishers about the selection and adoption process prior to COLTED. One publisher told us that his firm dealt only with the state officials. Prior to COLTED the firm called on governors or state secretaries of education to convince them to provide free textbooks. According to him one state adopted a first grade reader for free distribution.

Although this publisher, a small one, called only on state officials, the other publishers we talked to make direct contacts with the schools. All publishers sent out examination copies. When we inquired about the adopting unit, it seemed to be the Municipio rather than a school. Apparently, however, some State Secretariats do recommend titles to teachers through one office under the Orientation Section. That office may have different names such as Pedagogical Orientation Section in Rio, State of Guanabara (Seção de Orientação Pedagógica, GB) or Programs and Textbooks Section, in the State of Minas Gerais (Seção de Programa e Livros Didáticos, MG). As a part of developing an adoption policy it is necessary to identify the school unit that will have the responsibility for making adoption decisions.

The adoption unit should be sufficiently large to justify the marketing costs of direct mail promotion, of examination copies, of personal calls by publishing representatives. Furthermore, the staff of the adopting unit should include teachers with a capability to evaluate and select textbooks. For Brazil with its one-room rural schools and insufficiently trained teachers, selecting and adopting textbooks on a school-by-school basis would be unsound educationally and too costly for COLTED, even though the individual school seems to be the unit most often referred to as the selection agency.

On the other hand, an adopting committee, even for a multiple-title list, in a country as large as Brazil may not be the best solution to the problem of textbook selection and adoption. The selection task may be more than a single committee can undertake. Furthermore a committee inevitably will be subjected to pressures that will make objective evaluation difficult.

Although the committee may be invaluable for the first phase of the National Textbook Program, it may not be the best agency for a long-term program. For one thing, publishers will be extremely reluctant to invest in new titles with the uncertainty of official approval facing them. For a committee to approve titles in the planning or manuscript stage does not permit them to perform their function of evaluation satisfactorily.

With technical assistance from AID, it seems to us it will be to COLTED's advantage to study past and present selection and adoption procedures in the light of COLTED's goals for the purpose of developing procedures that will best meet the needs of the future.

As a basis for providing COLTED with dependable advice, it would be to AID's advantage to do much more fact-finding. For example, what policies have the states developed for the selection and adoption of books? As we learned from our interview with the Textbook Foundation (Fundação para o Livro Escolar) in São Paulo, the State of São Paulo has already developed a procedure for selection of textbooks, including an approved multiple-title list. According to state regulations, government schools are required to adopt titles that are included on the multiple-title list.

Although Fundação para o Livro Escolar is a private foundation, it is the official representative of the State Department of Education. The function of the Foundation, according to the director, is to reduce the cost of books by direct distribution. On their staff they have a distribution specialist and a statistician. The statistician is from the state secretariat. It is his function to supply enrollment figures and other statistics relevant to textbook distribution.

The Foundation acts as a middle-man between the schools and the publishers. The "Schools" order textbooks from the Foundation, which sells them to the schools at the publishers' net price. The Foundation serves as an agency of the State in developing textbook policy. São Paulo has a State Commission for Elementary Textbooks.

At present the Foundation is conducting a survey on textbook distribution: one questionnaire for the São Paulo school district and another for schools outside of São Paulo (See Attachment I and IA). The Foundation sent these questionnaires to mayors of 575 municipalities of São Paulo, who will distribute them to the schools.

On the basis of this interview it seems reasonable to suggest that USAID/HRPA follow up with other interviews in considerable depth, including interviews with mayors and local school authorities. Similar interviews and studies should be conducted in other states and selected municipalities. With the facts gathered from these interviews, USAID/HRPA will be in a better position to advise COLTAD about textbook selection and adoption procedures.

During our rewarding interview with the Secondary Planning Committee, the chairman and the members made the point that the procedures for textbook selection, adoption, and purchase should be an integral part of secondary school planning. The committee, especially its chairman, can contribute invaluable experience to COLTAD's planning for the selection and adoption of textbooks.

In addition to the talent that is already available on the staff, the textbook division may also need additional staff over a two-year period to do the factfinding and to develop the recommendations for COLTAD's consideration. In the appendix of this report I have included a copy of the Textbook Publishing Advisor's recommendation to add to the staff a specialist in textbook utilization, whose functions would include providing assistance to COLTAD in the further development of a plan for the selection and adoption of textbooks (Attachment II).

In COLTAD's further development of a set of policies and procedures for the selection and adoption of textbooks, we would also recommend the active participation of the textbook industry through its Publishers' Association (SNEEL: Sindicato Nacional de Editôres de Livros).

II - TRAINING TEACHERS TO SELECT AND USE TEXTBOOKS

Since teacher education is already an integral part of the National Textbook Program, we shall, on the basis of our participation in COLTAD's Week of Studies, our field studies, and interviews, indicate some of the means by which the program of teacher education might be implemented.

Utilization of Existing Channels - Our observation supports Dr. Monroe Cohen's recommendation that the teacher education program for utilization of textbooks be carried out through already existing channels. For example, the State Secretariat of Education in Pernambuco maintains a center for in-service teacher education and supervision. In addition

to this center, the Secretariat also maintains eleven regional centers, each with its supervisor. For administrative purposes and to share ideas, these supervisors meet periodically with the State Secretariat. Here is an excellent network for a teacher-education program for the utilization of textbooks that could eventually reach all the elementary teachers in the State.

In addition to the teacher education program directed by the Secretariat, SUDENE (Superintendência para o Desenvolvimento do Nordeste: Superintendency for Development of the Northeast) also has a program for the region that could be utilized for workshop conferences and seminars concerning the use of textbooks.

At the secondary level, the Didactic Assistance Service in Commercial Education in São Paulo provides an example of the channels available for utilization of textbook teacher-education programs at the secondary level. In addition to the teacher-education assistance provided at the Service, there are also six teacher-education centers in the State. There are twenty-five such centers throughout Brazil. The "Service" holds meetings for teachers, directors, and secretaries in the region. The Service also has a language laboratory at the Center which could be used for demonstration purposes in a textbook-utilization program. Also, it is equipped with visual aids. The Service distributes a booklet entitled "Didática Mínima" which might be useful in textbook-utilization programs.

The problem, it seems to us, is not one of providing a new structure for the seminars and workshops, but one of utilizing the channels that already exist. This includes the coordination of existing teacher-education agencies so as to avoid unnecessary duplication and to make certain that the network reaches all teachers, particularly those located in sparsely populated areas remote from the centers of teacher education. In addition, it is important to assist these agencies in planning and organizing the workshops and seminars, in providing printed materials and audio-visual aids for them, and in making technicians available to them on an advisory basis.

Conference Leaders and Consultants - Since the program of textbook utilization is nation-wide, and since it includes all elementary and secondary school grades and subjects, the teacher-education conferences and workshops will require a large number of technicians.

If the program is to be made effective, it may need to include specialists both concerning the role of books in general, including reference books and supplementary books as well as textbooks, in the teaching and learning process, and concerning the use of books in teaching particular subjects such as arithmetic in the elementary grades and foreign languages in the secondary grades. To be fully effective, the seminars should probably include actual demonstrations of the ways to use textbooks in the classroom, as well as papers and lectures.

On the basis of our observation, it seems to us that Brazil includes in its school system the technicians or the resource people needed by the textbook-utilization program, if they can be made available. For example, there are over a hundred teachers in the USAID Recife education region who include in their qualifications participant training in the United States. Also, the USAID Recife education division includes on its staff supervisors who are in daily contact with the schools. The demonstration schools sponsored by INEP, for example, include on their staffs teachers experienced in teaching children according to the most modern methods.

It seems to us that the problem is not one of finding persons with a capability to provide instruction concerning the use of textbooks, but rather one of identifying the teachers throughout the nation who have the capability of making them available for the workshops and conferences, of providing orientation and demonstration conferences for them, and of preparing the instructional materials they will need to use in the seminars.

For this cadre of workshop and conference leaders, since they will be involved in directing conferences and workshops, we suggest that the orientation program include methods of conducting workshops and conferences as well as methods of using textbooks effectively. For the purposes of this orientation program for conference leaders, the participants might benefit from the assistance of consultants from the States.

Pre-Service Training - Although the program as outlined is aimed primarily at the in-service teacher, much of the training should be incorporated in the methods courses and demonstration teaching of the institutions for teacher education. Through the participation of the

teachers from teacher-education institutions and demonstration schools in the seminars and workshops, the seminars can have the benefit of their experience and special training, and they in turn will receive excellent orientation in methods of using textbooks, which they can incorporate in their methods course.

For the students currently enrolled in teacher-education institutions, their participation in the workshops should provide indispensable training for their vocation.

Participation Training - The program to educate teachers in the techniques of using textbooks also includes participant training in the United States. The benefits from a participant training program can be of exceedingly high order, since the participants, upon returning to Brazil, can multiply their experiences by sharing them with thousands of Brazilian teachers, supervisors, and administrators.

As tentatively arranged, the participants will have the opportunity to engage in these activities:

1. To observe publishers' consultants demonstrate teaching techniques of titles published by the firms they represent. It is hoped that the titles demonstrated by the consultants will include elementary arithmetic, elementary science, and elementary language.
2. To observe teachers' techniques in using instructional materials in actual classroom situations in different types of schools in different sections of the country.
3. To examine instructional materials being prepared for urban centers.
4. To study the new media, including programmed learning, and the impact it is making on education in the States.
5. To study the work of commissions and centers engaged in curriculum and materials-development projects.
6. To be briefed by elementary supervisors or in-service teacher education programs concerned with the use of instructional materials.
7. To attend seminars conducted by methods teachers in teachers colleges and university departments of education on the pre-service training of teachers in methods of using instructional materials.

From this training program, the participants should gain an in-depth picture of the methods of using instructional materials in the States.

On the basis of suggestions of teachers in Brazil who have participated in similar programs, we recommend that the American advisors be thoroughly briefed in advance concerning the objectives of the textbook-utilization program. They should know, for example, that the use of the textbook as an instrument of instruction is a technique new to many of Brazil's teachers.

Resource Materials - As resource materials for the workshops and seminars, the leaders and consultants are likely to need a variety of materials including both printed and audio-visual.

The printed materials might include a pamphlet describing the multi-dimensional role of the textbook. Such a booklet would explain to the teacher how textbooks provide for common learning for a nation of many regions populated by peoples of diverse origins; how they help to keep the instruction in the classroom abreast of research and events; how they provide for independent study; how they form a nucleus for the use of other types of instructional materials such as charts, filmstrips, records, transparencies, and so on; and how they help the teacher to organize the course.

The printed materials might also include pamphlets on how to use textbooks and teachers' guides effectively. (See Attachment III as an example). The films would give the teachers an opportunity to observe textbook techniques as applied in an actual classroom.

For the benefit of the National Textbook Program, we recommend the preparation and use of resource materials in the textbook-utilization seminars and conferences.

Teachers' Editions and Guides - As part of the program to assist teachers in using textbooks effectively, there seems to be a consensus concerning the need for teachers' guides and teachers' editions. For some textbooks, the teachers' guides are already in print. The textbooks in science and mathematics sponsored by IBCC (Instituto Brasileiro de Educação, Ciência e Cultura; Brazilian Institute for Education, Sciences and Culture) include teachers' guides. But for many titles, we were advised, teachers' guides either do not exist or are inadequate. The problem seems to be: what should the teachers' guides contain and who should write them.

What the guides should contain must be considered on the basis of the possible rather than the ideal. Furthermore, the need to prepare and to publish the guides on a crash schedule is urgent, if they are to be made available to teachers at the same time they receive the textbooks.

In the light of the schedule as well as for pedagogical reasons, the recommendation of Dr. Norman Lyon of the USAID Recife staff to keep the guides simple and direct seems eminently sound. Within the limits of the possible, however, there are several factors that should be taken into consideration in their preparation:

1. There are wide variations in the educational attainments of the teachers, especially the elementary teachers.
For the inadequately educated teacher, the guides probably should be written with a simple vocabulary and at a third or fourth grade reading level.
2. The guides, at least for the first phase, may need to fill the gaps in the textbooks
For example, the history and geography guides may need to include information that will help bring the textbooks up to date.
3. The guides, in some subject matter fields, may need to reorganize the textbook around big ideas and major understandings.
4. The guides should take into account regional differences.
One of the common complaints leveled against textbooks, especially by teachers in the Northeast, is that they do not reflect the experiences of the children living in the region. Perhaps the guides could make a beginning in providing for regional differences.

As an indication of the content and scope of teachers' guides in the United States, we are attaching a description of the format of the teachers' guide being prepared by the Earth Science Curriculum Project to accompany the new high school textbook entitled "Investigating the Earth". If the teachers' guides prepared for the National Textbook Program could be similar in scope and content to this attachment, the guides alone would make the project worthwhile (Attachment IV).

As to the authorship for the teachers' guides, we suggest the possibility of writing centers. The Northeast Center for the Teaching of Science (CECINE -- Centro de Ensino de Ciências do Nordeste) would be an excellent writing center for the preparation of teachers' guides for science textbooks, especially chemistry. The other five centers for the teaching of science could also be writing centers for the preparation of teachers' guides to accompany science textbooks. The Division for Upgrading Teaching (IIEP/DAP - Instituto Nacional de Estudos Pedagógicos/Divisão de Aperfeiçoamento do Professor) in Belo Horizonte would be an excellent writing center for the preparation of teachers' guides for elementary school textbooks. By spreading the assignments over a number of centers and by orientation and planning seminars to establish patterns for the guides, writing time might be made available.

The guides should be published on a schedule that would make them available to the teachers when they receive the textbooks for the pupils. If the teachers establish a pattern for using a textbook before they receive the guide, they are likely to continue with the pattern without benefitting fully from the guide. This is another reason for planning the schedule carefully, and for spreading the assignments to meet it.

If the schedule proves to be unrealistic, it may be to the best interest of the project to make the textbooks available to the pupils on a graduated basis, perhaps over a three-year period. The schedule both for the distribution of the textbooks and for the preparation of the guides seems extremely tight for a project involving 51,000,000 books comprising titles for all elementary and secondary grades and subjects, as well as for the university level.

For the preparation and distribution of the guide, we make these recommendations:

1. In order to secure authorship of the highest professional caliber and to spread the assignments, we suggest that they be prepared through a network of writing centers.
2. Since the task involves many textbooks and many persons, and because of the urgency to get the guides written and published, we suggest that COLTED, with technical assistance from the Textbook Publishing Advisor and staff in US ID/Brazil, begin now to plan for the writing, and to schedule the assignments.

3. For the consideration of COLTSD and USAID, we also tentatively recommend a seminar for the teachers who are likely to be engaged in the preparation of the guides: to explore the general format and content of the guides.
4. As to the technical assistance for the manuals, we suggest it can be made most effective if it combines the capabilities of three specialists:
 - a) A textbook utilization specialist to analyze the teaching situation and recommend the type of guides that will serve the purpose best.
 - b) Curriculum advisors (one Elementary and one Secondary) who will coordinate the guides with the curriculum and also indicate the materials that can be included in the guides to help bring the curriculum up to date.
 - c) An editorial advisor who will assist in planning the writing and publishing schedules, in preparing a budget, and in performing the editorial supervision required to move the guides from idea to printed page.

These three capabilities are provided for in the Textbook Publishing Advisor's recommendations for staff appended to this report. (Attachment II).

Guidelines for Textbook Selection - Publishers and teachers commented on the need to train teachers to select textbooks. Since using textbooks effectively and selecting textbooks thoughtfully go hand in hand, it is only logical to include the selection of textbooks in methods courses for pre-service teachers, and in workshop and seminar programs devoted to textbook utilization.

Since the selection of textbooks may be a new idea to many teachers who are on the threshold of being involved in the process, it would be to their advantage if an educational agency would prepare and publish a pamphlet on procedures for examining and evaluating textbooks. The criteria for the selection of textbooks developed by COLTSD's elementary and secondary committees during the Week of Studies provides an excellent source. Once this pamphlet is published, it should be made available to members of selection committees and to teachers and participants in the textbook utilization conferences.

We recommend the preparation and distribution of this pamphlet, which will provide teachers and publishers with guidelines for the selection of textbooks. We suggest that this pamphlet, be a joint undertaking by educators and publishers with the technical assistance of USAID advisors having experience in textbook marketing and in textbook selection and adoption.

III - EDITORIAL AND PUBLISHING ASSISTANCE

We recommend that a specialist in textbook publishing be added to the staff of USAID/Brazil (see Attachment II) to provide assistance to the National Textbook Program in two directions: to work with the publishers' trade organizations in planning training programs to improve both their profitability and their capability, and to work with COITED in its writing and publishing projects.

As an advisor to the industry, the publishing specialist would assist in training programs. These programs, depending on the wishes of the industry, might take the form of a series of workshops, each devoted to a single aspect of publishing: management; editorial organization; the editorial process; marketing; promotion and advertising; publishing accounting and finance.

In addition to workshops concerned with operation, the advisor would assist the Brazilian publishers in seminars to explore new trends in publishing: the production of systems of learning; publishing programmed materials; in producing instructional materials generally referred to as "new media" such as correlated films and filmstrips, tapes and discs, overhead projection transparencies, and science kits to accompany science textbooks and other printed materials. (The Instituto Brasileiro de Educação, Ciência e Cultura is currently engaged in producing and marketing science kits).

As a technical assistant to USAID, the publishing advisor could also assist the Brazilian Publishers' Association in recommending through the American Textbook Publishers Institute publishing specialists from the States to participate in the training workshops.

By improving its capability and by increasing its financial resources, the industry could make its largest contribution to the success of the National Textbook Program. (Attachment V). A thriving

and capable book industry should make it unnecessary for COLTED to engage in manuscript development, in preparing teachers' guides, in textbook distribution, in providing workshops for authors, or eventually in training teachers to use textbooks, since the publishers, through their sales and consultation staff, can assist the teachers directly.

With publishers assuming many of the above functions, COLTED and the Ministry of Education could give more attention to developing procedures, to curriculum development, and to teacher education.

In his role as a technical assistant to COLTED, the publishing specialist could perform many necessary functions, including:

1. Help interpret the industry to the educators
2. Assist in the preparation of materials for teacher education: "The Role of the Book in Education"; "Guidelines for the Selection of Textbooks"
3. Provide editorial supervision for the writing and the production of the teachers' guides.
4. Assist COLTED in developing selection and adoption procedures for the States.

IV - CURRICULUM COORDINATION AND DEVELOPMENT

In the development of a National Textbook Program for a large country with a division of responsibility for education between the central government and the states, curriculum coordination is a key factor. It is the curriculum, for example, that provides guidelines for authors and publishers. Through curriculum development, teachers are encouraged to change and improve their methods and their instructional materials. Resistance to change of textbooks by teachers, which virtually all publishers mentioned during our conversations, usually can be traced back to a curriculum that does not encourage change in spite of advances in knowledge and methods.

Although our observations in Brazil were limited in time and scope, there did seem to be many curriculum revision projects under way. The science center (IBECC) is developing a new and modern science curriculum on the secondary level, which will eventually include the elementary grades. Several publishers have already published or are in the process of publishing titles on the elementary and secondary levels that will change the curriculum in schools in

which they are adopted. In addition to these programs are the ones being undertaken by the state secretariats of education and the secondary schools.

These programs need to be coordinated if they are to be effective over a large area. To provide technical assistance in curriculum coordination and in curriculum development, we recommend that the USID/Brazil include on its educational staff for a two-year period two curriculum directors - one for elementary schools and one for secondary schools (see Attachment II).

We also recommend that the Education Division of USID acquire the textbook reference library for elementary and secondary schools sponsored by AID/Washington and collected by the University of Pittsburgh to serve both the publishers and the educators. Publishers and educators in Brazil urged this acquisition.

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EB:nc

June 30, 1967

(Capital)

TEXTBOOK FOUNDATION
Av. Paulista 352 - 15^a andar, São Paulo, SP

SURVEY ON DISTRIBUTION AND SALE OF TEXTBOOKS (as established in item "c" article I of Regulation no. 1828, dated 2/23/1967, from the Governor of the State).

Questions

- 1.1 - How are the books sold in your residential area?
- 1.2 - Is the sale done through bookstores or any other type of commercial channel?
- 1.3 - Attach a list with names and addresses of booksellers.
- 1.4 - Do you know of any state authorities, public or private schools that sell books in your zone?
- 1.5 - In case they are, what do you think of the way in which textbooks are sold?
- 1.6 - Have the prices for textbooks and school materials been too high in your zone?
- 1.7 - Suggest a plan through which textbooks could be sold at a lower price.
- 2.1 - Does the distribution network meet the needs of your zone concerning acquisition of textbooks?
- 2.2 - Would you have suggestions on how to improve the above-mentioned distribution?
- 2.3 - How do the schools, and other cooperative agencies function as to contribution in the acquisition of textbooks?
- 3.1 - Are there public or semi-public libraries in your town?
- 3.2 - In case they exist, attach list with the name of such institutions, name of the director and address.
- 3.3 - In addition, provide information on the holdings of these libraries, if they have titles that students need to consult.
- 3.4 - Provide information on the quantity of these books there are, and what are the local needs.
- 3.5 - Would you have suggestions to offer on what steps should be taken to increase the number of library users?
- 3.6 - Would official collaboration - whether municipal, state or federal - contribute to improve these libraries?
- 3.7 - Outline steps that should be taken to improve the conditions of the local libraries.
- 4.1 - What is your opinion on distribution of textbooks at reduced price?

- 4.2 - What do you think of the steps already taken by the Textbook Foundation towards the distribution of textbooks at reduced price?
- 4.3 - In what educational levels (elementary, secondary or higher) should this distribution be larger?
- 4.4 - Since this is an expensive operation, would you have suggestions on how to finance the above-mentioned distribution?
- 4.5 - List other plans that might be adopted in your zone to improve distribution and sales of textbooks.

TEXTBOOK FOUNDATION
Av. Paulista 352 - 15ª andar, São Paulo, SP

SURVEY ON DISTRIBUTION AND SALE OF TEXTBOOKS (as established in item "e" article I of Regulation nº 1828, dated 2/23/1967, from the Governor of the State)

Questions

- 1.1 - How are the books sold in your town?
- 1.2 - Is the sale done through bookstores or any other type of commercial channel?
- 1.3 - Attach a list with names and addresses of booksellers.
- 1.4 - Are textbooks sold in elementary school supervision centers, secondary school supervision centers, public or private schools?
- 1.5 - In case they are, what do you think of the way in which textbooks are sold?
- 1.6 - Have the prices for textbooks and school materials been too high in your town?
- 1.7 - Suggest a plan through which textbooks in your town could be sold at a lower price.
- 2.1 - Does the distribution network meet the needs of the municipality concerning acquisition of textbooks?
- 2.2 - Would you have suggestions on how to improve the above-mentioned distribution?
- 2.3 - How do the schools, and other cooperative agencies function as to contribution in the acquisition of textbooks?
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- 4.2 - In what educational levels (elementary, secondary or higher) should this distribution be larger?
- 4.3 - Since this is an expensive operation, would you have suggestions on how to finance the above-mentioned distribution?
- 5.1 - List other steps that you think that may be taken in your town to improve distribution and sale of textbooks.

NATIONAL TEXTBOOK PROGRAM
RECOMMENDED LONG-TERM SPECIALISTS TO BE CONTRACTED FOR ON THE
ELEMENTARY, SECONDARY AND UNIVERSITY LEVELS

The following consultants would be attached in an advisory capacity, to the Technical Advisory Board, with Brazilian counterparts, to help establish guidelines and criteria, and, by drawing from their experience, to cooperate with the Brazilian consultants in making recommendations concerning full and sound implementation of the program:

- * I - Advisor on Textbook Utilization: on all three levels, but especially on the elementary and secondary, the Advisor on Textbook Utilization would be a technical consultant to the Ministry of Education and to COLTEP's Director of Workshops, and would perform these functions:
1. Assist the COLTEP Director of Workshops to develop a plan for a nation-wide program to carry out in-service training of teachers to use textbooks effectively. In developing the plan the Advisor on Textbook Utilization would help the workshop staff to explore these avenues:
 - a) the possibility of co-ordinating and utilizing the efforts of all agencies now engaged in teacher education programs.
 - b) the development of new agencies if such are required to carry out in-service teacher education programs concerning methods of using textbooks effectively.
 - c) procedures for incorporating the use of textbooks in the methods courses for elementary teachers in the normal schools, and for secondary teachers in the faculties of philosophy.
 - d) the formulation of guidelines for the preparation of teachers' manuals or guides, for teachers' editions of textbooks, and for other types of materials that will assist teachers to use textbooks more effectively.
 2. Consult with appropriate education technicians to help them develop recommended procedures for the selection and adoption of textbooks for the consideration of the Ministry of Education.
 3. Advise on field supervision of in-service training programs on methods of examining, selecting and using textbooks.

4. Help the workshop director to develop means for providing curriculum directors and publishers with feed-back from teachers on textbook problems and needs.

II - Distribution Specialist: to help improve distribution of books for all three levels of the educational system, the Distribution Specialist would assist personnel of the COLTEC Distribution Division to:

1. Study the distribution logistics of Brazil as a basis for developing criteria to apply to distribution firms.
2. Advise the Ministry and the contracting agency on the technical aspects of distribution: inventory control, warehousing, packaging, and shipping.
3. Work with the Brazilian contract firm in improving its distribution capability.
4. Provide a continuous evaluation of the success of the distributing firm in textbook delivery and order fulfillment as a means of removing bottle-necks and avoiding breakdowns.
5. Develop a system of book accounting that provides a continuous record of orders, delivery, and inventories of the schools.
6. Work continuously on procedures to reduce cost and improve efficiency. Recommended for this position: a warehousing and distribution specialist who has developed warehousing centers and a textbook distribution system for one of the large textbook firms in the United States.

III - Elementary Education Curriculum Advisor: as a consultant to the Ministry of Education and to COLTEC's Curriculum Specialist at the elementary level, the Elementary Education Curriculum Advisor would help Brazilian educators to:

1. Develop plans to coordinate the efforts of all agencies currently involved in elementary school curriculum development.
2. Review the current curriculum and propose plans for curriculum revisions.

3. Assist committees and commissions currently engaged in curriculum revision.
4. Develop plans, if such are required, for curriculum centers and for writing centers.

IV - Secondary Education Curriculum Advisor: as a consultant to the Ministry of Education and to COLTED's Curriculum Specialist at the secondary level, the Secondary Education Curriculum Advisor would help Brazilian educators to:

1. Develop plans to coordinate the efforts of all agencies currently involved in secondary school curriculum development.
2. Review the current curriculum and propose plans for curriculum revision.
3. Assist committees and commissions currently engaged in curriculum revision.
4. Develop plans, if such are required, for curriculum centers and for writing centers.

** V - Editorial Advisor - for all three levels: as consultant to COLTED curriculum committees and to Brazilian publishers, the Editorial Advisor would help them develop procedures to:

1. Coordinate manuscript development from the beginning of elementary through the secondary level, including preparing teachers' manuals; fill the areas in which there is a textbook gap, and revise old titles and develop new titles.
2. Recruit authors and illustrators
3. Improve scheduling and budgeting
4. Procure publishing consultants to demonstrate ways of using textbooks.

He will also advise the Brazilian Publishing Association concerning marketing and sales promotion.

*** VI- Library Scientist: this specialist should advise Brazilian library leaders, including COLTED's library director, concerning all levels of the National Textbook Program. Specifically he should:

1. Provide technical advice to Brazilian libraries at all levels and to library schools
2. Participate informally in Brazilian library planning, including textbook rental libraries
3. Maintain a flow of current information on U.S. library information and technology and develop facts and figures on the Brazilian school and university library community.
4. Keep informed on educational and library legislation in Brazil, and would help promote a fuller awareness of the importance of library services.
5. Advise concerning library seminars
6. Help determine the areas of need for research and development in the library and related fields.

*)
**) First, second and third priorities (if any of VI are not
***) provided long-term, provision will be made for short-term).

HOW TO USE A TEXTBOOK

National Council for the Social Studies
A Department of the National Education Association
Washington, D.C., 1966

by William H. Cartwright
Department of Education, Duke Univ.

Textbooks Should be Selected with Care

Because of its prominent place in the instructional program of most social studies classes, the textbook should be chosen carefully. The use of a check list will help to insure that attention is given to such features as the quality of binding, paper, and print; the adequacy and suitability of illustrations and instructional aids; and the inclusion of recent data and interpretations. However, no check list can be made into an adequate rating scale from which satisfactory indices for comparing textbooks may be derived. More important than the criteria for selection previously listed are the suitability of the content and organization of the book to the course which it is to serve, the accuracy and teachability of the material it contains, and the degree to which it fits the approach to instruction which is held by the teacher who will use it. Decisions on these matters can be arrived at only through long periods of painstaking analysis and comparison of the textbooks available from publishers.

The teacher who is responsible for the selection of a new textbook should analyze those parts of the books under consideration which deal with areas of knowledge concerning which he is himself well informed. Because of the broad scope of the social studies and the varying specialized study in which teachers engage, every competent teacher is probably more of an "authority" on some aspects of the subject treated in the textbook than are the authors. On these aspects the teacher can make mature decisions about the accuracy, fullness, and impartiality of the treatment. No book which fails to pass muster in such an analysis is suitable for adoption, no matter how high a standard it may set in terms of physical and organizational features. After he has convinced himself of the adequacy of the book with regard to aspects of the subject with which he is most familiar, the teacher will want to investigate the treatment of those aspects about which he knows least. His purpose in doing this will be to discover whether the coverage is sufficient to make up for his own inadequacy.

The social studies, by their very nature, deal with matters of controversy. For this reason, in the selection of textbooks special attention must be given to the balance and objectivity with which ideas are presented. While black-listing and censorship by non-school agencies should be opposed, wise discretion must be exercised in the adoption of materials of instruction, and the school system must be prepared to answer charges of bias against such materials. Teachers and school officials will receive much benefit in their consideration of this and related matters from two official statements of the National Council for the Social Studies.¹

¹"The Treatment of Controversial Issues in the Classroom" Social Education 15: 232-36; May 1951. "Freedom to Learn and Freedom to Teach" Social Education 17: 217-19; May 1953.

The Textbook Is a Tool

When the industrial arts teacher issues planes for smoothing lumber, he does not merely hand them to the students and assume that they will know how to use them. On the contrary, he devotes a special session of the class to their use. He explains that using the tool correctly is an art which must be studied and practiced if the woodworker is to turn out worthy products. He describes the plane and its uses. Holding one before the class, he disassembles it, names each of the parts, and tells its purpose. He asks the class to name the parts and describe their functions. Similarly, he assembles the plane while the students observe. At a workbench he demonstrates the use of the plane and shows how to hold it and how to adjust it for different types of work. To help fix the information and identify individuals needing special help, he gives written tests. He watches the class at work, corrects individual errors, and retells and demonstrates when necessary. Throughout the year he continues to insist upon proper use of the plane. He knows that without both the introductory lesson and consistent attention to individual work, time and material would be wasted, skills would not be learned, bad habits would become fixed, and the products of the school shop would be unsatisfactory.

In the social studies classroom the textbook is no less a tool for the achievement of the teacher's and students' purposes than is the plane in the shop. The textbook, to be sure, serves different functions and is used in a different manner. Its use does not involve the physical danger or require the manipulation demanded by the plane. The use of the textbook cannot be demonstrated or observed as readily as that of the plane, nor is there so tangible a product to service as an index of the skill of the learners.

On the other hand, the textbook is a very important tool in the social studies. The financial outlay for textbooks in the average classroom is considerable, and efficient use of a social studies textbook is probably at least as difficult an art as planning a board. Yet few social studies teachers devote as much time to careful introduction of the textbook and to systematic observation and correction of its use as do industrial arts teachers to similar processes involved in the use of a plane. Perhaps these important matters are overlooked because the teacher assumes that students understand the mechanics of reading and, having used textbooks in previous classes, already know enough about them. Such assumptions are largely unwarranted. The teacher who investigates will find that many students are deficient in their ability to read and know little about how to use a book.

If the textbook is to serve as an essential tool for the pupils as well as the teacher, it is of great importance that the teacher help the pupils develop the necessary skill in its use and appreciation of its value. As the woodwork teacher instructs in the use of planes, so must the social studies teacher instruct in the use of textbooks. It is probable that too many students are left to discover the values and techniques of textbooks for themselves and therefore never learn them properly. As with other complex skills, one cannot master in a few days the full skill of using a textbook, but continues to improve for years through study and practice. Nevertheless, the teacher who devotes several days at the very beginning of every

course to preparing his students in the use of textbooks will find himself richly rewarded.

The Textbook Involves the Use of Skills

Among the skills which can be developed with a textbook are those which exploit the organization of a book so as to use it wisely. Several of these skills can be taught best when all students have identical tools; that is, copies of the same textbook. Most authors of textbooks devote some attention to this matter through study aids in the textbooks themselves, workbooks, and teachers' guides. But, at best, these devices are superficial. The teacher, himself, can well afford to devote enough class time to these skills to insure that they are really learned. If the activities suggested here are conducted properly, with reference to their applicability to all books, the students should become more efficient in the use of books in the classroom, in the library, and at home.

Of course the needs of the students vary according to grade level and earlier experience. In the elementary grades the introduction to the textbook should be simpler than that outlined in the next few paragraphs. In the high school, if students already possess considerable facility in textbook use, the introductory study should emphasize only those rudimentary skills in which deficiencies exist, and effort should be concentrated on more advanced procedures.

On the first day students and teacher together, each with his own copy, should carefully examine the textbook. The logical place to start is with the cover. Here the student should become aware of the incompleteness of the information given. Only the last name of the author appears, and, whether it is the case with a particular text or not, it will be true of many books that the printer's title is abbreviated. Because of these abbreviations a reference to Adam's American History or Smith's Economics is not adequate, for the same author often writes several books, and several authors of the same name often write in the same field.

This discussion naturally leads to the title page, where the complete title can be found. Because the full title of a school textbook often is given on the cover, the teacher should exhibit other books that make the contrast striking. Henry Johnson's Teaching of History and Adam Smith's Wealth of Nations are good examples. The title page provides the full name of the author, and often tells his position and gives titles of some of his other works. The question may be raised and answered as to where further information about the author can be obtained. The title page of a book is the source of important information other than the title and author. The relative significance of reprint, revision, and first copyright dates should be explained. If there is a date on the title page, it usually tells merely when the book was last printed. Sometimes it indicates the year of the latest revision. While a date of revision is more significant than a date of reprinting, neither should be accepted without comparing it with the first copyright date given on the back of the title page. The student should learn to recognize that when the date on a title page is 1965 and the copyright date is 1915, the book represents the viewpoint and state of knowledge of the author in 1915. If more than one copyright date is given, careful study will be needed to determine whether the revision was substantial or superficial. The reader should understand that the place, as well as

the time, of writing may indicate the attitude of the author. Sometimes this can be deduced from the place of publication, which is shown on the title page. Thus, one would expect to find a very different account of the American Revolution in a book published in London from that in a book published in Boston. Often it will be desirable to know the home of the author, which is seldom shown on the title page. Thus one textbook in American history, written by a New England author, failed to mention the Hartford Convention, while another, written from a Southern point of view, gave a more than usually sympathetic treatment to the plantation system of the Old South. The name of the publisher may indicate the trend of the content. While this is not usually true in the case of textbooks, the introductory discussion may well be used to teach that some publishers are noted for the liberal, and others for the conservative, viewpoint of their books.

The function of a preface in explaining a book's nature and purpose and in acknowledging assistance should be discussed in relation to the particular preface in the text. In this connection, individual acknowledgments may well be discussed with attention to the variety of assistance which the author acknowledges. It may be well to expand the discussion somewhat to give a deeper understanding of the difficult and complex task of writing a textbook.

The adequacy of the table of contents as an outline showing the organization and content of the book should receive attention. By way of a brief overview of the course it is well to go over the table with the class, examine the principal headings and the amount of space devoted to each and perhaps suggest areas in which the course will vary somewhat from the textbook organization.

Such lists of maps, pictures, and charts as are found in the book should be examined and their utility discussed. Specific drills on the uses of these lists are very helpful in explaining and fixing their value. It is well at this point to emphasize and explain by example that maps, charts, tables, and pictures are not merely embellishments but are integral parts of the book which help the student understand the accompanying textual materials. Questions may be asked or problems presented which require information to be derived from certain maps, charts, or illustrations. These problems will develop a need for further information and may lead to those devices found at the back of the book. Such tables as those of presidents, area and population, river lengths, and mountain heights may be discussed in the same manner. Questions and problems, each requiring the use of more than one of these aids, may be put to the class.

When adequate, the index is a very important part of any book because it enables the reader who is searching for particular information to save a great deal of time. Wesley suggests a useful technique for testing the adequacy of the index in a textbook and at the same time bringing its importance home to students. Have each member of the class open his book at random, locate the first proper name on the page, and check to see whether that name is given in the index. Most of these names should be listed there. If they are not, students should realize that the index is not satisfactory. When using this textbook for obtaining specific information, they will turn first to the index, but if they do not find the desired item there, they will supplement the index by appropriate reading techniques.

Should the book contain a glossary, special attention should be given to its nature and use. It is well to point out that many ordinary words have specialized meanings in various of the social sciences and that the glossary will often explain these meanings more clearly and specifically than the dictionary does. In addition, there are many special terms which, for various reasons, do not appear in abridged dictionaries but may be found in the glossary. Examples should be given, and drill on the use of the glossary may reveal individual difficulties which need to be cleared up.

Many social studies textbooks include appendices. Here information is listed or tabulated for ready reference. Often the appendix of a textbook is the most convenient place to find such data as the states, their capitals, and dates of admission; the presidents and their terms of office; important land and water bodies, together with their areas; countries and their populations, names of rivers and their lengths; and significant dates in history. Often, appendices include important source material: for instance the Constitution, the Declaration of Independence, price indices, or case studies. Students ask about these and appreciate an explanation of their nature and usefulness. Probably it is well not to spend very much time on them while introducing the textbook, although the teacher may utilize them at this time to explain the nature and importance of source material and to suggest other sources that will be used in the course. It should be added here that the teacher who fails to utilize documents in the appendix when teaching the Declaration of Independence and the Constitution is omitting an important element from the education of his students.

Turning to the special aids to learning usually appearing at the ends of chapters or sections, the teacher emphasizes their usefulness as study helps and discussion guides. He may explain a little simple philosophy of study in showing the difference between specific fact questions and thought questions. Always these discussions should be clarified by examples and should be conducted with the optimum amount of pupil participation. This will vary depending on the relative knowledge and experience of both students and teacher. The time spent in discussing the various activities suggested for students should be in proportion to the teacher's intent to use them.

While the students are considering the aids for study at the end of chapters their attention will be drawn to the list of reading materials. These are probably the least useful of all the aids provided in the textbook. This is true because no libraries except large public libraries contain even a fair proportion of the books listed in a typical textbook. These lists are usually not even a satisfactory basis for building a school library collection, for there is little relationship between the lists of reading materials in parallel textbooks. Therefore, if a library collection is based on the suggestions in one book, the collection will almost certainly not contain the books listed in the next textbook adopted. Some teachers find it worthwhile to underline in the desk copy of a textbook the titles of those books which are in the school library and to underline in color those which are in the nearest public library. In any case, while introducing the textbook it is proper to describe briefly the various types of reading which will be included in the course. Comment on the resources of the school and public library is in order, although early in the year the class should be instructed with care in the use of the library. As was

mentioned earlier, the teacher should emphasize that progress in learning to use the library will be enhanced by the introductory study of the textbook.

After the various aids at the end of the division have been studied, the class is ready to turn to the reading material itself. Here also aids to study should be pointed out. In general, unit or chapter title indicate the central thought of the division, although a few writers have chosen these titles with so much desire to give color as to leave them little meaning. Many texts have sub-division and paragraphs headings. The value of these headings for preview and review should be demonstrated. Many textbooks begin units and sections with overviews, and close divisions with summaries. The student should be instructed to read these overviews critically, mentally raising questions which he hopes the ensuing paragraphs will answer. Some textbooks include preliminary questions. In this case their purpose and value should be explained. Emphasis should be placed upon the nature of summaries and their use for review purposes both during the first reading and when trying to synthesize the materials from several chapters.

Teaching Skills is Continuing Process

Both during the course of the introductory study and at its conclusion the teacher should by oral and written questioning and the posing of problems satisfy himself that the desired skills are actually learned. He also realizes that, like other abilities, these skills do not stay with the learner unless regularly utilized. There is little purpose in devoting so much time to the study of a text unless the skills referred to above are to be put to regular use.

Throughout the year, therefore, the teacher will check in many ways to see that students are making effective use of the information derived from the preliminary study. In making assignments he will question as to study procedure; in class discussions he will pursue the matter further from time to time; during periods of study he will move about the room, working with individual students to help them clear up problems of textbook use and to apply many of the techniques of the textbook to other reading; at intervals he will test to ascertain which techniques are being used by which students and will give special attention to those who need it.

Functions of the Textbook

As a classroom tool the textbook serves three principal functions: to provide organization for the course, to supply basic content, and to furnish common materials for learning. The organization is necessary and welcome to most teachers. To the alert teacher, however, it is not a limiting feature. Using the text only as a framework, he will expand portions or insert whole units in areas where he is particularly competent, where the local community can be utilized most effectively, where students express unusual interest, or where library materials are richest. Over a period of time, of course, it is to be hoped he will build up the library to meet his needs.

Most teachers use a single book as a text, but some prefer to use several textbooks, believing that in this way the student is exposed to different viewpoints and emphases. There is some question as to whether more is not lost than gained by the latter practice. The similarities among textbooks are more important than the differences. This is necessarily so because competing books are intended to serve the same purposes for the same readers. It is little wonder that the student who is required to reread the same account several times, whether in one textbook or many, soon learns to hate history. The teacher who assumes that his students have read three different accounts of an event because they have read its description in three different textbooks is often wrong. The principal differences are usually in the amount of detail which is introduced. For example, there is almost no agreement as to the names of persons entitled to be mentioned. It is true, however, that textbook accounts sometimes vary, as in the instances previously cited of the Hartford Convention and the plantation system. Differences occasionally exist in such important matters as the description of the nature of the American Revolution or the reasons for the entry of the United States into a war. But assignments should be given in parallel textbooks only when the accounts are known to differ, or, occasionally, for the purpose of comparison. To make such activities possible, it is wise to have a few parallel textbooks in the classroom library. However, the usual procedure after reading one textbook account should be to make optimum use of the library. This involves the use principally of materials other than textbooks - of accounts by historians, biography, travel, sources, historical and contemporary fiction, and periodical literature. Among the things which cannot be taught through textbooks are a love for varied reading and the habit of reading history. Another argument against the multiple-textbook method is that, to a considerable extent, it defeats the organization purpose of the textbook. Also, because of the extreme variation in such details as the names of relatively unimportant persons, which are easily used in inferior testing techniques, the basic content purpose of the textbook is liable to perversion. The social studies library should contain parallel textbooks, but they should constitute a minor part of it. Economy of both school funds and student time, as well as the necessity for teaching good reading habits, requires the maximum use of non-textbook, normal reading material.

The function of the textbook in providing a core of content is particularly susceptible to abuse. Unfortunately there are classes in which the textbook not only provides a core of content but constitutes almost the entire course. In these classes the principal activities consist of studying the textbook and reciting its contents. Making these practices the sole basis for teaching was condemned by writers on social studies methods in America more than a century ago and in the light of present knowledge of the principles of learning is far more to be deplored now than it was then. The good teacher will not regularly assign certain pages and require set answers. Assignments will be carefully planned and made in meaningful terms, and the reading in the textbook will be only a part, although usually the central part, of the total assignment. Class discussion will be a more or less informal procedure, widely varied in nature. Questions from the teacher will not be confined to specific details, although these will be deliberately used when necessary. Other questions will probe the depths of meaning and understanding and will stimulate further research.

Although teacher's questioning is necessary to stimulate, guide, and evaluate learning, a large proportion of the questions should be asked by the pupils, and often the questions of most value will be neither those asked by or of the teacher, but those which pupils ask of each other. Many times they will be more interested in answering each other's questions than those of the teacher. Their questions will particularly aid the teacher in evaluating his own work. The teacher who encourages his pupils to question will frequently find that a matter which he had supposed to be thoroughly understood requires further attention. Questions which seem "foolish" should not be ridiculed but should be utilized for the purpose of clearing up misunderstandings. Pupil questioning will result in amplification of certain points and classification of others. The teacher should encourage pupils to contribute information from other sources and should not hesitate to explain certain points or to introduce additional materials whenever needed. He will firmly discountenance incomplete or slovenly preparation on the part of the class.

The textbook values most commonly thought of are those related to its organization and basic content functions. It is also of great worth in the teaching of certain skills in reading and studying. This phase of textbook use is worthy of more attention than it ordinarily receives. Here again the utility of a single textbook method rather than a multiple-textbook method is apparent, for nearly all the skills learned with the aid of a textbook are most easily taught when all the students have identical materials with which to work.

Adopting Textbooks to the Abilities of the Readers

A problem which most teachers have to meet is caused by the fact that the range of reading ability at any grade level is so great that the textbook chosen for the grade proves too difficult for the slow readers. These students, therefore, not only do not understand what they read but are bored by it. Not achieving any of the objectives of the course, they soon lose interest and sometimes become disciplinary problems. They should be provided with textbooks suited to their reading ability. In most subjects there are some textbooks which are easier to read than others. Many teachers have found help for the slow readers by using textbooks intended for an earlier grade level. This practice is easiest in American history, where the middle grades, junior high school, and senior high school cycles are firmly established, with many textbooks available for each cycle. It can be carried out in other subjects also. There are several cycles of geography books. Civics books can be used in problems of democracy, and "Old World Backgrounds" books are suitable for the early parts of world history. It should go without saying that the teacher will seek to employ a different textbook of the lower cycle from that which is currently used in the same school. The student should not suffer from the direct comparison of his textbook with those of pupils in the lower grades. Often, a slow reader who has grasped the meaning of simple accounts will be able to read with understanding the textbook written for his own grade.

Just as the adopted textbook may be too difficult for slow readers, it may be too simple for superior readers. For them, rapid reading of the adopted textbook may be followed by more

careful reading of the same account in a textbook written for a higher grade level. Here, again, the teacher should be careful not to assign reading in the same textbook that is used in higher grades in his school system. For superior readers, it is especially important that when they have exploited the adopted textbook they should be directed to extensive reading in non-textbook material. To require that they read and reread textbook accounts written below their reading level, and to drill them on those accounts, will defeat some of the principal purposes of teaching social studies.

It is entirely possible to make much provision for individual differences in reading ability even though the same text material is being used by all members of the class. The teacher who will make use of approaches to study which result in varying degrees of difficulty, who is willing to prepare graded study guides, and who will develop the techniques of paired or team study will find study of the textbook increasingly rewarding to his students. Durrell has provided careful explanations, explicit instructions, and specific examples based on an elementary school textbook in social studies.² Chase gives a useful, similar, but less explicit description.³

Reading As a Crucial Skill

Recent studies seem to indicate that reading ability is closely related to the type of material read. The implication is that teachers should teach reading skills needed in the social studies in connection with social studies material.

Research which points to the value of extensive reading suggests that the teacher should use many opportunities to encourage the wide use of varied reading material. Here the textbook references are of limited value. In connection with problems raised while reading the text, the students are taken to the library and instructed in its use.

The teacher should also bring to class and explain the nature and use of many sorts of material - periodical literature, pamphlets, suitable fiction, biography, travel accounts, various secondary works, and source materials. Frequently these can be introduced best to expand or to explain passages in the textbook. The efficiency with which these references are used will be greater if the class has learned to use the textbook properly.

The textbook itself should be used to teach the techniques of intensive reading. Here, as at almost every step in teaching, it is of prime importance that the teacher demonstrate proper procedure. Very early in the year, probably while introducing the text, he should

²Durrell, Donald D. *Improving Reading Instruction*. New York: World Book Company, 1956. p. 285-308.

³Chase, W. Linwood, "Individual Differences in Classroom Learning" in Nelson B. Henry, Editor, *Social Studies in the Elementary School*, Fifty-Sixth Yearbook of the National Society for the Study of Education. Part II. Chicago: Distributed by the University of Chicago Press, 1957. p. 174-82.

set aside a class period for a demonstration of how to read a textbook. Having previously chosen a few pages and carefully read them with this intention in mind, he should, after explaining his purpose to the class, proceed to study their content aloud. The class should not interrupt the demonstration but should be encouraged to discuss it afterward.

The teacher should go through verbally the mental processes involved in intensive study. He therefore anticipates the central thought of sections and paragraphs from headings or topic sentences, asks himself questions, pauses to identify proper names, disputes the author's view and then concedes the point or resolves to look it up later; he rewords phrases to improve them or make them his own, interprets details in terms of his own experience or previous reading, and questions the use of a complex term or guesses at its meaning and derives it from context. He relates the material he is reading to the larger area under consideration and to contemporary events. Upon reading the name of an unfamiliar place he locates it, either on a wall map or by reference to known places. At the end of the reading he summarizes the content, fits it into the unit, and comments on its significance to modern living. He may turn to the end of the chapter and identify such terms and answer such questions from the text as relate to the passage studied.

Thus far the demonstration has been carried on by the teacher, oblivious of the class as though he were actually studying aloud by himself. Now it is proper to invite questions and comments from the students.

In retrospect it should be emphasized that casual reading is not suitable to intensive study, that such study requires mental activity of a high order, and that self-testing is essential to understanding and retention. It is well at this time to indicate that reading methods vary with the kind of material and the purpose of the reader. At other times the teacher will demonstrate other methods, such as reading for the principal ideas, for obtaining specific information, or for enjoyment.

Outlining, summarizing and abstracting can best be taught in connection with the use of the textbook, for all pupils will have it before them, and it is more likely to be arranged in logical order than are other materials. Here again the good teacher demonstrates the processes before requiring students to perform them. These demonstrations can best be performed at the blackboard as cooperative projects by class and teacher working together. The teacher, however, should have selected the passages to be used and should have worked out the product carefully in advance. While the demonstrations should be flexible and students should participate freely in constructing the outline, summary, or abstract, it is the teacher's clear duty to see that an acceptable finished product emerges from the exercise.

Although a healthy respect for scholarship should be encouraged, students should learn that all writers are fallible and that errors creep into the best of works. Sometimes they should compare accounts given by different texts or those given by the text and those of the encyclopedia or other secondary works. They should be initiated into the mysteries of source study and

occasionally should perform such routines as checking textbook statistics against census reports, or textbook accounts against documents. Perhaps a genuine error will be found, in which case the student making the discovery should be praised. The author of the book will appreciate hearing of the mistake, and composing a letter to him will prove to be an unusually stimulating class project.

The Textbook Is One Implement of the Course of Study

Many other techniques in the use of a textbook will occur to the alert, experienced teacher. Enough has been said, however, to indicate a philosophy of textbook use and to suggest a few effective procedures. It is unfortunate that educators have not devoted more thought and research to improving the use of textbooks. It is probably as a result of their neglect of the matter that publishers have produced more and fuller guides to the use of their particular textbooks in recent years. Professional writing on textbooks has been made up largely of three kinds: that which denounces textbooks, that which defends them, and that dealing with textbook selection. The teacher who desires guidance in the use of textbooks must turn to those books themselves and to the guides, prepared especially to accompany them rather than to professional periodicals.

During the past few decades it has been customary in certain circles to condemn any teaching procedure which involves the use of a textbook. The textbook has been said to restrict the teacher and confine the pupil, to formalize the organization and stultify the procedure, to narrow the viewpoint and deaden the interest, to instill an awe of the printed word, and to freeze the content of the curriculum.

Faulty teaching is often blamed on the textbook without examining other possible causes. Likely causes include: (1) those traceable to the want of suitable teaching materials, for example an inadequate library, lack of proper classroom references, or need for such teaching aids as motion pictures, records, maps, and specimens; (2) those resulting from such deficiencies on the part of the teacher himself as lack of competence in the social sciences, insufficient training in educational method, imperfect understanding of children and the principles of learning, or meager experience.

Textbook critics are of three principal classes: those who ignore the advances which have been made during the past generation in selecting, grading, and organizing textbook content; ultra-progressives, who do not believe in a fixed curriculum because they think there are no facts or ideas of enduring value; and those who seem to believe that the typical overburdened American teacher can in a comparatively short time, dash off a course of study and round up materials which will provide a better basis for instruction than a textbook does. Both the textbook and course of study are needed and they should be used to supplement each other.

Textbook authors in general have been responsive to suggestions for improvement. In fact, they have often been their own most effective critics. The modern textbook is a vast improvement over the prototype which many critics have in mind. The typical

textbook is attractive in binding, print, style, and wealth of illustrative material; it is learnable, reflecting comparatively up-to-date information with regard to choice of vocabulary, sentence structure, and pupil interest and information; it is accurate, demonstrating scholarship and insight; it is well organized both logically and psychologically in accord with the best principles now known; it is broad in scope, emphasizing personal, social, and economic, as well as political, aspects of society; it is bigger than earlier texts and therefore fuller in its treatment; and it contains more and better teaching aids than ever before.

This discussion of the textbook has described it as a tool, one of the many used by the teacher and the students. The careful craftsman knows that one tool cannot be successfully substituted for another, for he knows that each has its unique function. Properly understood, therefore, the textbook is used in conjunction with many other tools: the course of study, the motion picture, television, radio and other audio aids, globes, maps, wall charts, periodicals, reference books, supplementary reading books, notebooks, discussions, forums, panels, lectures, and dramatizations.

Often textbooks are cooperative products reflecting the best in scholarship and education. A list of the authors of current social studies textbooks would be a veritable Who's Who of historians, political scientists, sociologists, economists, geographers and specialists in the social studies. Probably most teachers will choose to continue using texts. Without them the typical teacher would find himself severely handicapped and the competent teacher would promptly become a textbook author.

The textbook is probably the best single tool available to social studies teachers. The fact that it may be misused is not a criticism of the tool but of the training or ability of the craftsman. In the case of the textbook, as in the case of the plane in the school shop, the skill with which the tool is used has much to do with the quality of the product.

Note: This How To Do It notebook series, designed for a loose-leaf binder, provides a practical and useful source of classroom techniques for social studies teachers. Elementary and secondary teachers alike will find them helpful. The titles now available in this series are: How To Use a Motion Picture, How To Use a Textbook, How To Use Local History, How To Use a Bulletin Board, How To Use Daily Newspapers, How To Use Group Discussion, How To Use Recordings, How To Use Oral Reports, How To Locate Useful Government Publications, How To Conduct a Field Trip, How To Utilize Community Resources, How To Handle Controversial Issues, How To Introduce Maps and Globes, How To Use Multiple Books, How To Plan for Student Teaching, How To Study a Class, How To Use Sociodrama, How To Work with the Academically Talented in the Social Studies, and How to Develop Time and Chronological Concepts.

Jack W. Miller of the George Peabody College for Teachers is editor of this series. Dr. Miller welcomes comments about the items now in print and suggestions for new titles.

TEACHER'S GUIDE FORMAT OUTLINED

Format for the teacher's guide to the new ESCP text is designed to provide maximum assistance to teachers.

The format is outlined below:

The Approach is a short introduction written specifically for the teacher containing statements of purpose and method, relationships to other chapters, and a brief resumé of content.

The Major Ideas contain basic concepts or primary ideas developed within the chapter. By providing direction and focus, they should be particularly useful in developing lesson plans.

The Objectives are stated in terms of behavioral goals and desired student performance. They can be used as a basis for lesson plans and evaluation of student achievement.

The Suggested Teaching Schedule provides practical help for homework assignments, the number of days recommended teaching the chapter, classroom activities, and questions and problems.

The Section Notes correspond exactly to sections within the text. They contain the immediate practical help deemed most useful in presenting the material - for example, tips on teaching strategy, topics for discussion, class activities, demonstrations, points to stress, appropriate audiovisuals, additional analogies and examples, correlating text sections, discussion of illustrations, and mathematical development. Section notes that serve as guides to investigations explain them in great detail, stating the purpose, sequence of activities, preparation, procedure, analysis, and subsequent activities.

The Answers to Thought and Discussion questions appear immediately following each section of a chapter in the same order and location as they appear in the text.

The Discussion of Unsolved Problems contains background information and ideas to aid the discussion with the students.

Answers to Questions and Problems include both a repeat of the questions and problems from the text and the answers to each question.

The Evaluation Suggestions at the conclusion of each chapter contain ideas that can serve as the basis for constructing quiz questions, essay and objective questions, and laboratory practical questions that reemphasize the conceptual-investigative approach of ESCP. The focus is on evaluating student achievement in relation to the major ideas and objectives.

The Supplementary Materials section lists recommended references and audio-visuals.

Material in Depth is background reading for the teacher to help him expand his knowledge of the subject matter, and to provide resource material for use with interested students.

BRAZILIAN PUBLISHERS' ASSOCIATION
(SNEEL: SINDICATO NACIONAL DE EDITORES DE LIVROS)

For your information, I shall summarize in this memo the substance of a conversation I had with General Propício Alves and the executive secretary (Dr. Helio Araujo) of the Publishers' Association.

According to General Alves, the Sindicato Nacional de Editôres de Livros includes 285 member firms. Of the 285 members, about 60 are textbook publishers. Of these 60, the companies that probably publish about 80 per cent of the volumes are these:

Elementary: Melhoramentos, SP; Agir, GB; José Ozon, GB;
Paulo de Azevedo, GB; Conquista, GB.

Secondary: Nacional, SP; Atlas (Commercial Education) SP;
Editora do Brasil, SP.

University: Agir, GB; Fundo de Cultura, GB; Zahar, GB.

Technical: Ao Livro Técnico, GB; Globo, PA; Guanabara-
Koogan, GB; Científica, GB

Law: Freitas Bastos, GB; Forense, GB

When I asked about the impact COLTED would have on the industry, the General replied that it depended on whether or not COLTED would be prepared to pay publishers in advance of delivery of approved books for big runs and thus make it possible for them to purchase interest-free paper and printing.

As used by COLTED, I am under the impression that the collection of textbooks sent to 6,000 elementary and 1,500 secondary schools are referred to as "developmental kits" or "libraries". The purpose of this collection of textbooks and professional books for teachers, is to provide teachers with examination copies for screening. These kits or "libraries" should be supplemented by a bibliography of textbooks.

After the first phase is completed and the selecting agencies (schools, teachers and educational districts) have adopted the textbooks approved by COLTED and included on its multiple-title list, the textbooks are to be distributed to the elementary and secondary schools without cost, i.e., to be loaned to students through the school libraries. After the students complete the course and are finished

with the textbooks, they return the books to the school "libraries" - the legal owners. On the University level the books will be sold at low cost to students. In addition, COLFED will provide a limited number of multiple textbooks for the university libraries.

Of course the financial problem textbook publishers face is a critical one, since textbook publishing operates on a seasonal basis. For a publisher to have a sufficient inventory to supply dealers or school authorities with the textbooks they need before the opening of the school term, they are forced to buy the paper and the printing in order to fill the orders for which they will not receive payment for several months. This means they usually need short-term loans. In a country with a stable currency, the companies can usually secure short-term loans at a favorable interest rate. In a country suffering from inflation, the loans can be secured only at a high interest rate, which is likely to be ruinous to a publisher. If the purchaser, in this instance, the Ministry of Education, could find a way to advance to publishers a partial payment based on orders to be delivered to the schools at a future date, the publisher would then not face the prospect of being unable to manufacture the books he needs to fill the orders.

It might be possible to develop selection and adoption procedures that would indicate to the publisher each year the number of copies of each title included on the multiple-title list the Ministry is likely to order before the publisher buys paper and schedules press time. Also, the Ministry would know within limits its financial commitment to each publisher several months ahead of delivery. With this information, the Ministry could make advance payment on orders before delivery and even before the books are manufactured.

One suggestion would be for the schools to make their adoptions and report them to the depositories or the textbooks officials on a schedule that would give the publisher the lead time he needs to buy the paper and schedule the printing after he has been informed about the number of copies of each title the adoption states would require. Also, the publisher can base his printing estimates on the adoptions reported to him by the sales staff during the adoption period, which is usually in July with the books to be delivered in January.

Regardless of the policy the Ministry may develop concerning advance payments, COLTEB and the Publishers' Association should be able to work out long term selection, adoption, and ordering procedures that will benefit both parties. With dependable procedures, the publishers will be in a position to estimate their printing and binding more accurately, and the schools will be more likely to have the textbooks they need when they need them.

When I inquired about the technical assistance that would serve the industry best, General Alves replied that they needed, in order of importance, assistance about editorial organization, about marketing, and about distribution.

The industry wishes to arrive at decisions on the basis of an exchange of opinions. If publishers are sent to the United States, they should have the opportunity to observe mainly excellent small and medium-size publishing firms. Also, gigantic complexes such as McGraw-Hill and Prentice-Hall, should be visited as examples for the future.

If Brazilian publishers are to benefit from seminars, they should be specialized: editorial; marketing; distribution; advertising and promotion, etc.

At the present time the publishers produce about 20,000,000 to 22,000,000 copies of textbooks a year. The Publishers' Association has not been a statistical-gathering organization, but they are beginning a statistical service.

The Brazilian Publishers' Association gives every indication of being a viable and vigorous organization with a growing capability to contribute to the growth of the industry, to the improvement of textbooks and their distribution, and, with COLTEB, to the development of sound governmental policies concerning textbook publishing and education.

"TEACHER TRAINING CENTERS HAVE RENEWED HOPE TO NE"
Aliança Reporter II, No. 7 - (July, 1967), page 1

CARUARÚ, Pernambuco - Eleven Teacher Training Centers have been opened in the past two years in the State of Pernambuco, the heart of Brazil's Northeast, as part of a major Alliance for Progress - inspired effort to bring new, better teaching methods to the outposts of one of Brazil's most underdeveloped areas.

Known as "Núcleos de Supervisão Pedagógica", these centers operate in clean, modern buildings, visible sign of the progress brought to the Northeast through the Alliance. They are equipped with the latest audio-visual aids available anywhere with spacious classrooms, libraries, conference halls, and dormitories for resident trainees.

Supervisors of these centers attended training courses at a specialized institution, the Departamento de Aperfeiçoamento de Professores (D.A.P) - formerly known as P.A.B.E.E - in Belo Horizonte, which was set up with the help of the Alliance for Progress. Back home in the interior of Pernambuco, supervisors passed on the up-to-date knowledge they had acquired at the centers, which were built under an agreement between SUDENE, the Ministry of Education and U.S.I.D.

At Caruarú, 150 km west of Recife, nine supervisors are working with graduate teachers and school principals under the guidance of Coordinator Mrs. Elizete Lopes de Lima Pires. Within the group's responsibility are 1,077 teachers spread among the 21 municipalities that fall within Caruarú's jurisdiction.

The center organizes seminars and specialized courses - for short courses supervisors travel around the municipalities, while for longer courses of up to three months, the teachers and school principals come to the centers, where they receive board and lodging, plus R\$ 80.00 for personal expenses.

Pernambuco's 11 centers now assist some 4,700 teachers and principals. Though less than two years old, they have already spurred 20% increase in enrolments. Part of this improvement can be credited to the help extended through the Food for Peace program to the "Campanha Nacional de Alimentação Escolar" (C.N.A.E), which is responsible for distributing snacks and meals to elementary schools all over Brazil.

Farther west in the interior of Pernambuco is another new "núcleo" at Garanhuns, which operates on the same basis as the Caruarú center, serving 500 teachers in 20 municipalities.

Among the facilities at Garanhuns Teacher Training Center are 22 apartments for four students each, with private bath; a health unit with resident nurse, a modern kitchen and a brightly decorated dining hall.

The success of these centers in the Northeast is the result of the skills learned by the teachers at the original

MEMBER in Belo Horizonte, who were later trained in the U.S. with the assistance of USAID. Upon their return to Brazil, these teachers passed on their know-how to their Brazilian colleagues who, in their turn, are now bringing advanced teaching techniques to the distant backlands of Pernambuco.

Their work represents a bold frontal attack on the educational problems in the Northeast, along the principles of the Alliance for Progress. Pernambuco's growing network of centers is laying a solid foundation for the future of an awakening state.