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A STUDY OF THE ATTENTION GIVEN TO
CANADA AND THE UNITED STATES
IN EACH OTHER'S SCHOOLS
by
GERALD NASON

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by
Gerald Nason

November 21, 1967

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Report to the Department of External Affairs, Ottawa

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THE ATTENTION GIVEN TO CANADA AND THE UNITED STATES

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THE ATTENTION GIVEN TO CANADA AND THE UNITED STATES
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I -- SUMMARY

About the only attention that Canadian history or geography receives in schools in the United States is compressed into a couple of weeks -- usually at the grade 5 or grade 6 level. Canadian schools do little better by the United States. There appears to be very little inaccuracy, in the sense of presenting wrong facts; but there is considerable inaccuracy in the sense that the treatment in each case appears to be brief, superficial (almost cavalier) and directed by the myths which abound in the folklore of each country as is!

It is unlikely that the situation will be improved by merely increasing the number or quality of the kinds of things that we are now doing. The basic problem is that neither country is really convinced that the other is foreign or that there exist any fundamental and interesting differences between the two cultures. Almost every citizen in each country appears to be convinced that he already knows all that matters about the other. He does not; but his smugness is the chief obstacle to instilling any desire for adequate knowledge that will lead to accurate understanding.

There are many things which can be done to improve the volume and effectiveness of the attention which the subject gets in the schools of these two nations. However, most of the actions that can be taken are likely to have very little lasting effect or to hold long-term interest for those involved, unless they are related to a much more fundamental program designed to change the attitudes described above. What is needed appears to be an all-out public relations program designed to convince each country that the other is foreign -- perhaps by highlighting differences for a while,

instead of stressing our by-now familiar similarities. Such a program would be extremely expensive but well worth while. It is, of course, no job for amateurs.

As for the activities that may usefully be conducted to further the objectives of this program, it is quite clear that while there are a number of things that should be done by the Information Division of the Department of External Affairs itself, there are at least an equal number of tasks which can only be successfully accomplished if: (a) they are undertaken by the educational community; and (b) they are quite clearly educational -- rather than governmental -- in their orientation. The Canadian Government is playing an important and laudable role by drawing attention to this problem. At the same time, little more than very modest success can be hoped for, unless the government can persuade the key non-governmental organizations to accept the problem as their own and to work towards its solution within the normal terms of reference of their own programs.

II -- THE PRESENT STUDY

1. Origin and Terms of Reference

The contract for the present study appears to have been the result of a conviction in the minds of various personnel in the Department of External Affairs that the treatment of Canada in American schools was both inaccurate and inadequate. Whether these convictions were based upon objective data or not, these are the terms in which the contract was let.

Fortunately, the Information Division refrained from delimiting the problem too severely. Thus, the original terms of reference provided a great deal of room for that type of flexibility which is so important if one is to have any hope of achieving success in such a mammoth endeavour. Furthermore, those who commissioned the study were far-sighted in agreeing from the beginning that the study could be conducted with a reciprocal objective

in view -- namely the improvement of the treatment of Canada in the schools of the United States and the improvement of the treatment of the U.S. in our schools.

2. Approach Taken

From the beginning it was agreed that the individual conducting the study would have complete freedom in the approach taken to the problem. It seemed clear that this should not be treated as an academic piece of research, but in a more free-wheeling and flexible fashion, since only in this way could promising leads be explored and less promising directions abandoned immediately their qualities became obvious.

The starting point was the considerable list of key contacts among American educators built up over the years by the Canadian Teachers' Federation. Using these as a spring-board, additional interviews were arranged in various parts of the country, often at very short notice. In all, seven cities and four consulates were visited, and personal interviews were conducted with some sixty individuals in addition to those consulted within the Embassy and the consulates. The base for the study was the Canadian Embassy in Washington, an address which greatly enhanced the prestige of the inquiry. Every single person with whom I had dealings at the Embassy went out of his or her way to take a kindly interest in the project and in my own welfare. Their attitude was both considerate and helpful. However, there appear to be such restrictions on virtually everyone who works for the Department of External Affairs that, in very many cases, these kindly individuals were quite unable to facilitate my work. No claim is being made that the authorized procedures and provisions are necessarily harmful to work that falls within the conventional program of the Department of External Affairs. It is simply that in a project such as this one whose short duration requires the ultimate in flexibility and manoeuverability -- both from an administrative and a financial point of

view -- these restrictions can create havoc. Specific suggestions that would improve the prospects for the success of future such studies have already been conveyed privately to the authorities concerned.

A period of time longer than two months would obviously have produced a more complete report than this one can be. However, it has been possible even in this short time to chart certain major alternatives at least in a gross way. It may well be that, at least until the government has made some clear decision about its readiness to take action, the present investment of time and money has been sufficient for the time being.

It should be added that early in the project certain adjustments were made in the approach taken. To begin with, American educators were approached on the basis that "Our Ambassador has become gravely concerned about the inaccuracy and inadequacy of the treatment given Canada in U.S. schools." It was my feeling at the time that the Ambassador would gain credit and the assignment would gain status from this evidence of his concern about such problems. However, the inevitable response to this early approach was the question: "But how do you know that Canada is inaccurately and inadequately treated in U.S. schools?" I had expected that this could be documented from evidence in Embassy or departmental files, but such turned out not to be the case. The approach was therefore adjusted to the more positive one: "Our government feels strongly that much can be done to improve the flow of accurate information on Canada into U.S. schools -- and to improve the reciprocal flow of accurate information on the U.S. into Canadian schools." This appeared to solve the difficulty.

In terms of objectives, it seemed advisable to define (at least privately) the priorities which I felt should exist within the general term "Information". These were placed in the following order: 1) socio-political information; 2) geographical information (in the broadest sense); 3) historical information. With the problem thus clarified -- at least in my own mind -- there began a

search for the kinds of leads which, from the beginning, had seemed to me to be the most promising, namely key American educators associated with curriculum development, and equally prominent figures in the textbook industry and related educational sectors. Before long there was cause to reassess the importance of these two sectors. I found to my regret and enlightenment that I had been assessing American school problems in Canadian terms.

3. Results

The most obvious result of the work done during this two-month assignment is this report. It will be noted that it concentrates largely on the first phase of this project: the examination of the treatment of Canada in United States schools and suggestions for improving that situation. However, some reference is made to the other side of the coin -- the treatment of the U.S. in Canadian schools -- particularly where, as so often happens, some kind of joint or reciprocal approach is going to have to be made if anything at all is to happen.

A less obvious result is what might be called "fall-out" from the mere fact that the assignment was carried out. It is quite clear that in many of the American centres visited, key figures in the textbook, curriculum, and social studies sectors are now more aware of the need to give increased attention to Canadian facts and affairs. This has happened simply because these individuals placed themselves in a situation where they discussed Canada for two or three hours during my visit to their areas. Care was taken to draw to the attention of the appropriate Canadian consulate the names of any individuals who showed a particularly keen interest in the subject, or who appeared likely to welcome material which could reasonably be provided by a consulate. The Centre for International Programs and Services of the New York State Department of Education is considering launching a study in depth of Canadian culture as it has already done in

the case of India. If this is done, it will be, in large part, a result of the fact that this assignment was undertaken.

Lastly, it might be reported that I have been invited to address the National Association of Secondary School Principals next February on the subject of this assignment. It is wise always to view with skepticism the potential lasting effect of any speech to any group, but at least this initiative taken by American educators indicates that a certain interest has been awakened. It remains for us to capitalize on such interest.

III -- THE SITUATION THAT EXISTS

1. Canadian Consulates

It was my impression that individual officers in charge of information at various posts have often worked very hard and to good effect in spite of a large number of other demands on their time. However, I also have the impression that these individuals have been working virtually in isolation and in the absence of any coordination, insofar as efforts related to school programs are concerned.

Probably some of the best work has been in the area of film showings. Consulates have been quick to take advantage of the excellent material provided by the National Film Board of Canada, although there has been some tendency to overlook filmstrips and perhaps still photographs, as well. There has also been a general lack of familiarity with available French-Canadian films. Generally speaking, the approach seems to have been to strive to build up a film library in the consulate itself and, where possible, to provide facilities within the consulate for cleaning, rewinding, processing and distributing these films. Thus it is hardly surprising that, in larger centres, even film libraries of respectable size cannot handle the deluge of demands for their services.

Another major occupation of the consulates in relation to schools has been the wholesale filling of requests by teachers and students for printed

material about Canada. These requests have usually been filled by mailing out teachers' and students' kits that are collated within each consulate. The kits contain a number of publications, most of which may be considered to be of acceptable quality in the absence of more exciting material. In this regard, it was somewhat surprising to see the degree to which even French-Canadian consulate personnel seem to be unfamiliar with the available French-Canadian publications and the uses to which they may be put in school programs.

2. U.S. Schools

The idea of freedom has long been a part of the American ethic. Indeed, any suggestion that they are not completely free can often trigger a conditioned defensive reflex on the part of many Americans. Nonetheless, as must always be the case in any organized society, complete freedom has to be tempered with a certain degree of conformity, and this is as true in U.S. schools as it is elsewhere. Real problems can flow from the carefully nurtured, almost unthinking, support for the idea of complete freedom, and from the resultant need which many otherwise-reasonable Americans appear to feel to interrupt a conversation with fervent protestations of allegiance to this ideal -- especially when these tendencies encounter the kinds of "restrictions" that are implicit in any system. In brief, Americans want to be told that they are completely free, even in a day when their national purpose requires more and more coordination and conformity.

Many of the characteristics of schools and school systems in the United States seem to arise out of the juxtaposition of the two characteristics described above. Some of the state curriculum authorities lament the fact that more and more teachers seem to want guidelines rather than freedom to develop their own ideas. Closer examination, however, reveals that most American school systems are set up in such a way as to discourage individual initiative along any but rather narrow approved lines. In many states (some more than others) state-wide curriculum guidelines are laid down.

Authorities are quick to stress, however, that these are not compulsory and that individual school systems are free to adapt them as they choose. In spite of rather rigid strictures imposed by several states through indirect means (the Regents' Examinations in New York State, state-wide textbook adoption in California, etc.) it is fair to say that most states, at the present time, do leave the final word on curriculum to local school boards. However, it would be unrealistic to expect any but the largest boards to mold their own local curricula to any great extent. Smaller school districts and smaller centres simply do not have the personnel and planning resources required to do anything other than copy either the state guidelines or the guidelines laid down by adjacent large systems.

It will be obvious why my original thought -- that approaches to state authorities would provide as neat and ready access to state curricula as would be true of approaches at the provincial level in Canada -- had to be abandoned. Adjustments were also required in the earlier assumptions that available textbooks had a universal influence on curriculum and that this sector was readily approachable. I decided early -- very early -- that textbook publishers should not be approached with any suggestion that their works were in any way inaccurate, but rather with the more positive approach that it might prove possible to provide writers of their future textbooks with ready access to even wider resources. In spite of this "soft sell", the fact that the approach was made at all was generally viewed with apprehension and with some suspicion.

In the United States, the textbook industry is even more highly competitive than in Canada. Most Canadian textbook publishers are subsidiaries of either American or British firms and many Canadian textbooks are simply adapted or unadapted editions of volumes produced for the parent firms' markets. U.S. publishers naturally tend to "key on" the larger markets, California being a notable case in point not only because of its vast population but also because of its practice of state-wide adoption of textbooks. As new

curricula are designed, it is common for several firms to produce volumes which they believe will stand a good chance of adoption. After the winner is chosen, the others have no alternative but to attempt to peddle their wares to other state and (more usually) local adoption committees in an attempt to recover their investment. Therefore, with an eye to this "escape route" for unsuccessful contenders, volumes designed for any state or local jurisdiction tend to be designed with the strong feelings or prejudices of every other jurisdiction borne in mind. I was told on several occasions that the textbooks tend to cater to the lowest common denominator, with all possible offending passages carefully screened out.

The point of the foregoing is that it is very questionable just how formative a part American textbooks play in school curricula. No doubt for practical reasons, small local areas may tailor their curricula with the available textbooks in mind. Larger areas which offer lucrative markets, however, appear to have considerably more influence on the publishers. In brief, the message which the above information holds for a project like this one is that, by and large, American schools appear to get the curriculum and textbooks that the local public bodies wish them to have.

It will be obvious that such a system is extremely sensitive to local political influence and even prejudice. Even at the state level, the comparatively few rigid curriculum directions given are issued by the state legislature rather than by the state department of education. Thus these directives also tend to be sensitive to political influence, and the entire question of affecting the curriculum becomes, in large part, one of affecting public and political appetite and pressure. The high degree of decentralization of control of curriculum merely compounds the problems. When all is said and done, a history or geography course must be viewed in the full knowledge that, in any case, it is likely to be an option for individual students -- a fact which brings the whole matter back to the question of public appetite.

As if the above situation were not sufficiently lacking in cohesion, it should be added that many of the school districts which consider themselves most progressive permit the local school and even the individual teacher still further discretion in selecting curricula.

In all fairness, it is necessary to add a word about the resulting quality of American schools. It will be obvious that there is greater variation in quality than one would expect to find in the more regulated system in the Canadian provinces. The best schools are very good indeed, and the worst schools tend to fall below the standard of the lowest quality found in Canada. However, it is my opinion that the Canadian myth that American schools are generally inferior to Canadian schools is nothing more than a myth. I believe that the average quality of American schools is higher than the average quality of Canadian schools, if only because of the much higher teacher qualifications in most states. This observation is endorsed by Canadians I consulted, who compared the schooling their children were receiving in a below-average American system with the same children's earlier schooling in a Canadian school system of good reputation. The general opinion was that the American schools were well ahead in their teaching of mathematics, science, music and (of all things) French. True, there were some reservations about the teaching of English literature and composition but, in fairness, the same could be said about many Canadian classes. Every expatriate Canadian I consulted believed that, in general, the standards in this American system were much higher than those in Canada.

While the foregoing is not meant to be conclusive proof, it is hoped that it will at least tend to temper this myth of the generally superior quality of Canadian schools -- a myth which probably originated as a defensive reaction arising out of our remarkable national inferiority complex.

3. Where and How is Canada Taught in U.S. Schools?

To sharpen the picture, let us overlook what might be called incidental teaching. It is obvious that on occasions when Canada and the United States have shared a war or some form of international agreement, it is necessary to make at least fleeting mention of the other participants when telling the story of the United States. Such incidental references do, of course, have a kind of importance and should not be ignored in any attempts to improve the situation. However, leaving them aside for the time being, it is possible to state that where Canada is taught at all, it tends to be in the form of history or geography at the grade 5 or 6 level. History units tend to be extremely brief (not over two week's duration, and often less) and optional; geography units tend to be somewhat longer and are usually combined with study of other American neighbours or, in some cases, as an extension of American geography. Perhaps it should be mentioned that, in an obvious effort to please, many American educators added the information that when events of significance occur in Canada they are usually mentioned during "Current Events" discussions. How the teachers and students become aware of such events is somewhat of a mystery for, of all the newspapers I saw, only the New York Times and The Christian Science Monitor appeared to give Canadian news any continuing attention.

Thus we come to the question of the degree to which teaching about Canada in U.S. schools is inaccurate and inadequate. In my opinion, it is unfair to say that, in the usual sense, Canada is presented inaccurately to American school children. Such a statement would usually mean that a considerable proportion of the facts presented were out of date or false. This is certainly not so. By and large, the textbooks in the schools seem to be as up to date as it is possible to be, and the overwhelming percentage of the facts they contain may be said to be accurate as of the date of publication. I refuse to join those who raise a hue and cry over the announced results of factual polls which one or another enterprising

researcher or journalist conducts from time to time. Many students (and a good many more adults) will tend to come off rather badly if peppered with factual questions about their detailed knowledge in any subject. Surely it would be much more to the point to conduct attitudinal studies such as those conducted during the 1950's by the Canada-United States Committee on Education.

As for adequacy of treatment, the picture is far less bright. In any terms at all, knowledge about Canada and Canadians is presented most unsatisfactorily in schools south of the border. Course requirements are no doubt partly to blame for the situation, but one must not ignore the small amount of interest and knowledge possessed by the teachers themselves. Neither should one ignore the fact that school teachers may often quite properly be viewed chiefly as a specialized segment of the society in which they teach. In other words, deficiencies in American teacher knowledge and attitudes about Canada are largely a reflection of the knowledge and attitudes of the entire American society.

Lastly, it must be noted that where Canada is treated at all, it is usually treated in the blissful stereotype of "The Good Neighbour". The American-Canadian relationship is waved as a glowing example in a world of strife, with overwhelming stress laid on the undefended border. (Perhaps we should begin to call it the border which has not been defended since the last war between the two countries.)

4. Where and How is the U.S. Taught in Canadian Schools?

Since returning to Canada, I have been given access to a two-year old survey of history and geography courses offered in Canadian schools. At the moment, the information is confidential since publication is a consideration.

The picture presented in this survey is quite clear. In the case of history, there is great emphasis in our schools on Canada and on survey

courses in World History. Next most popular are courses on Great Britain and on Ancient History. United States History follows far behind these and, with the exception of an optional course in one province, it is always taught in combined courses such as "Britain, Canada and the U.S.A.". It would even appear that at least three or four provinces teach no American history. While this should be checked, for the survey is two years old and details may be somewhat different today, nonetheless, I suspect that the general picture presented still persists.

United States geography fares somewhat better, perhaps because with the great number of geographical features which run from north to south it is extremely difficult to teach Canada without also teaching the United States. When this survey was made, geography courses of any kind appear to have been offered with far less frequency than history courses, and a surprising number of them ranged over immense areas such as "World Geography". One even finds such fascinating combinations as: "Any three of: Western Europe, U.S.S.R., U.S.A., South and East Asia".

The foregoing, it must be stressed, should not be taken as an authentic pronouncement on the exact state of teaching about the U.S.A. in the schools of Canada. It should, however, prove sufficiently disturbing to those who believe that our schools are deluged with information about the United States to warrant some caution; and it should also serve to indicate the need for a more intensive and up-to-date examination of the situation.

5. The Problem

In both countries, it is tempting to deal with the problem at surface level in terms of inadequate course content, textbooks which construct their teaching around an unrelenting central theme of brotherhood across the border, and the lack of authentic information and personal experience possessed by the teachers in each country. Without doubt, all of these are real problems; but as already indicated, I believe that they are merely

surface problems which are manifestations of deeper distress.

In the case of the United States, the American ethic dictates a very large concentration on self-interest and self-centeredness. United States scholars have long tended to study trouble spots and spots of obvious (preferably exotic) interest because of their distinctiveness. In each country, the vast majority of citizens are sure that they know all they need to know about the other, without any real grounds for their certainty. Both are misled by the superficial and most easily observable similarities into believing that the other culture is much like their own. In the case of Canadians, this temptation is all the stronger because of the deluge of random informational material which descends on every home and every office from across the border. Unfortunately, we in Canada seldom stop to realize that this information is indeed random in nature and fails to provide us with any definitive knowledge about the key characteristics of the American culture.

For there is an American culture; and I believe that there is also a Canadian culture. We stand on the brink of the very most dangerous kind of misunderstanding -- that in which each side has unwarranted certainty that it understands. Until we convince the mass of the public in each nation that the other is really foreign and that, in spite of the superficial similarities, there lie beneath this crust clear outlines of a distinctive and interestingly different culture, we shall fail to really understand one another's point of view for we shall often fail to bring any degree of realism to our dealings with each other. An even more practical point in terms of this study is the fact that until our distinctiveness and foreign-ness are established, the United States public is going to have no appetite for information about Canadian culture. Schools, after all, are public and social institutions. They tend to reflect the appetites -- and lack of appetites -- that exist among the general public.

6. Attitude of U.S. Educators

Almost without exception, the American educators with whom this problem was discussed showed sympathy and even enthusiasm for the valid educational problems that are soon revealed when one begins to examine this subject. There is absolutely no doubt that they are prepared to spend time, energy, and money on their part in a joint search for ways of improving the situation on both sides of the border. It cannot be emphasized too strongly, however, that this enthusiasm depends almost entirely on any efforts being equally concerned with the situation in Canadian and American schools. Just as efforts to improve the situation by limiting activity to official government agencies are likely to be very limited in value, so it can be said that attempts to improve understanding of Canada in U.S. schools without efforts to achieve similar ends north of the border are doomed to failure.

IV -- RECOMMENDATIONS

Before considering the recommendations of this study, it would be wise to pause for a minute to recognize the fact that, between 1944 and 1961, there did exist a "Canada-United States Committee on Education". The members of this committee were some of the most eminent educators on both sides of the border. At least four or five major studies were conducted on such subjects as the attitudes held in each country about the other, the accuracy and adequacy of textbook material being used, and the then-current practices in the interchange of educational personnel. My own observations, reinforced by those of a number of individuals who were prominent in the work of this committee, yield the conclusion that there remains no observable result of the committee's work. This is particularly regrettable since many of the committee's recommendations were sound and would inevitably have led to improvement if implemented. It is important for those who launched the present assignment to question why this is so-- why no action ever resulted from the excellent work of the Canada-United

States Committee on Education over a period of some seventeen years. The answer is simple and important: there was no result because no action was ever taken.

In spite of the fact that External Affairs officials who launched the present study agreed from the beginning that the problem could be approached on a reciprocal basis, the present recommendations are largely restricted to the objective of improving the adequacy of information about Canada in American schools. The major exceptions occur where reference to reciprocal activities is essential if even a one-way effect is to be achieved.

The recommendations are on two levels: the level of fundamental, long-term attitudes; and the level of less-fundamental, activity-oriented programs which might, however, be expected to have a much shorter term of effect. I believe that programs limited to the second level are bound to wither in a relatively short time, because they lack any relationship to an "appetite" or "felt need" on the part of United States schools and the public they serve. Lastly, it must be stressed that there are roles both for the Information Division of External Affairs and for non-governmental bodies of educators and others.

1. The Fundamental Program

As sketched briefly above, the writer has reached the firm conclusion that the basic blockage to any significant increase in the flow of accurate and adequate information on Canada into U.S. schools is an attitudinal one. Americans simply do not believe that Canadians are foreign, or different from themselves. It is, therefore, recommended that a fundamental program be undertaken to change the image of Canada that exists in the minds of the American public, and thus in the minds of those who are in decision-making positions related to U.S. school systems. Only if some such program is undertaken can an appetite for information on Canada be created on any continuing basis, for no society can be force-fed information about another,

at least to any significant degree.

To be truly effective, such a fundamental program could likely be undertaken only as a result of a policy decision at cabinet level, with general orders to all appropriate government departments (e.g. External Affairs, Trade and Commerce, the Travel Bureau, National Film Board, etc.) to see that this matter receives high priority in their departmental programs in the United States. It would probably be necessary for the efforts of all departments to be coordinated under a massive PR-type program, master-minded from one central point. Such a program would certainly be extremely expensive; unless it were, it would likely not be worth undertaking in the first place.

Within such a broad program, the Information Division could well conduct specific activities such as those outlined below. However, these activities would be related to a fundamental Canadian government program. With a receptive attitude on the part of those in the United States who are concerned with curriculum, textbooks, and teacher education, much longer-term results could be expected than might be achieved if the second level of program were undertaken without attention to this fundamental level.

2. The Action-Oriented Program

The following recommendations are not placed in any particular order of priority, mainly because it is felt that in a situation like this, one should be ready to move as quickly as opportunity presents itself in any area. The sooner that the program can be begun the better, if we are to capitalize on the publicity and interest created by our centennial year and by Expo '67.

Because much of this program must enlist the cooperation of many non-governmental educational communities in Canada, it is recommended that the government convene a meeting to announce the program and to appeal for the interest and action necessary to carry it out. Generally speaking, the most

promising approach appears to be a kind of "matching" of Canadian and American groups and an attempt to encourage these "teams" to embark on studies and projects related to this general area.

One of the chief means of encouraging such activity is by means of grants. There appears to be little reason why it would not be appropriate for the Canadian government to create a fund on which approved projects by reputable non-governmental bodies could draw in order to initiate such activities. An amount in the order of \$500,000 ought to be made available for this purpose alone, quite aside from whatever other costs may arise from Information Division activities. /

(a) Publications and Kits

The Information Division and the information sections of the consulates should certainly continue to respond to requests for material on Canada. Most of the consulates respond to school requests with teacher and student kits, the contents of which vary to at least some extent from consulate to consulate. The fact that the requests are a form of initiative taken by the United States schools, themselves, is gratifying. However, one should be somewhat cautious in assuming that this guarantees that eager little pupil eyes, or thankful teacher eyes, will pore over the material supplied. Many of the requests are made "on spec.", as it were, and any unattractive or irrelevant or unsuitable material received will simply be discarded or left on shelves. Nonetheless, the survey conducted by the public relations section of Expo '67 indicates on the use of Expo Edu-Kits that there is a "market" for good material. The same survey mentions the likelihood of a certain un-named government department producing and distributing similar kits on Canada in the near future (see the report of the survey, p. 21). For a number of reasons, I would guess that the body referred to is the Canadian Travel Bureau. With this in mind, the Information Division should get in touch with the Travel Bureau immediately, to see if some basis of

cooperation can be worked out so that one school kit can be produced and distributed to do the job for both purposes. The distribution of two kits -- especially if they are not clearly related to one another -- could weaken the effect of both. Incidentally, if there is no insurmountable obstacle to assembling these kits in Ottawa, or at some central point in the U.S.A., and shipping the assembled kits to the consulates, this would likely save these posts time, trouble, and collating space.

The contents of Information Division school kits should be reviewed. More thought should be given to the exact grade level(s) for which the contents are intended. The material should be examined by teachers familiar with the reading levels involved, to be sure that the vocabulary is of appropriate difficulty, and also to be sure that the presentation of the material is such that it will really interest the age-group. One cautionary note here: I was told by a supervisor in a U.S. city school system that the average reading level of what he called "ghetto" groups is two years below the norms for other urban pupils. This should be taken into account in any review and revision of the material.

Still on the subject of contents, it is recommended that Canadian Neighbour be withdrawn from circulation and that it be replaced by a new publication. I obtained detailed evaluations of this publication from leading American authorities. These form the grounds for this recommendation and have already been conveyed to Mr. Roger of the Information Division in a letter written from Washington.

Surely, all of the material required for kits and other use need not and should not be written or published within the Information Division or, for that matter, within the government. There is likely to be at least one commercial publisher that specializes in every field of interest to the Division and there is no reason why these firms and their specialized writing teams could not be invited to tender for commissions to produce the publications required. Copies could be purchased for Information Division use,

and the companies would also be authorized to sell them on the open market. Since many of the firms concerned are involved in publishing textbooks and so have constant contacts with schools and educators, the advantages of such a scheme are obvious. I believe there is a very good chance that the cost to External Affairs could be sharply reduced, that the quality of the material would be much improved, and that the coverage would be vastly increased.

A good many excellent books on Canada already exist. Some such volumes should be considered for purchase in quantity and distribution by the Information Division, even if certain adaptations had to be negotiated and commissioned. (See footnote) In other cases, the authors of such volumes should be sounded out on the possibility of writing new ones especially for the Division. In every case, the quality of writing should be beyond reproach in terms of the audience it is hoped will read it. Rollicking, good-humoured publications will get far more mileage than "stuffy" ones. It is hard not to finish reading Are Canadians Really? ... or, For That Matter, Is Canada?, first published by the Canada-United States Chamber of Commerce in 1954 and revised at least twice since. This Is the Arctic, written by George Parsons and published by the old Department of Northern Affairs in Ottawa has an atrocious format, but is another excellent example of the way in which facts can actually be communicated more effectively by the judicious use of humour. Above all, it must be remembered that school children may be long-suffering, but that they are no more fond of dull reading than are adults. There is a place for humour in school material, and its added impact makes it well worth the extra trouble required to find the writer who can employ such a style with skill.

As examples, it is worth seeing: Quick Canadian Facts, edited by C.J. Harris for the Toronto-Dominion Bank; A Conspectus of Canada, the Centennial Year publication of the Royal Bank of Canada; and How To Find Out About Canada by H.C. Campbell, published by Pergamon Press, Toronto, for the Libraries and Technical Information Division, Commonwealth and International Library.

One useful addition to teacher kits would be a bibliography of children's books about Canada, with age-levels and reading levels indicated. An excellent one already exists, produced by Miss M.C. MacGillivray, Librarian at the Canadian Embassy, Washington. She feels that it would need periodic up-dating, since children's books are especially likely to go out of date and even out of print quickly. However, the work involved would not be great, and the up-dated list could be run in quantity for school kit use. It seems a pity not to benefit from such a useful document which is already available.

The most glaring omission from the material provided to Canadian consulates in the U.S. for school use is a monthly newsletter containing Canadian and international news in French only. Inquiries indicate that such a newsletter would be readily accepted for supplementary reading in French classes in U.S. high schools. I suggested to the San Francisco Consulate that a bulk subscription to some such newsletter from Quebec, Ontario, or New Brunswick be purchased for the San Francisco School Board's supervisor of French classes. Whether an existing publication is purchased, or a new one produced, there is every reason to believe that the "market" would be large.

(b) Films and Filmstrips

The National Film Board productions have received well-deserved acclaim in the United States, as in other countries, and our consulates have generally taken full advantage of these films for information purposes. Of the consulates I visited, Chicago seemed to have the most active film program, limited only by the number of films available. (It was said that, because of this short supply, one request had to be turned down for every one that could be filled.) The Boston Consulate apparently handles French-

language film distribution for the entire United States. It is no reflection on the excellence of the job being done by that post to suggest that it might be worth reviewing this arrangement from time to time. As Boston stirs up interest in NFB's French productions, the load will likely increase to the point where some decentralization of distribution will be as necessary as it is in the case of the films with English sound-tracks.

For the purposes of this assignment, my interest in the situation described above is primarily in terms of the supplying of films for schools, although the need to arouse and feed other community interest should not be overlooked. The direct influence of local public wishes on the largely-decentralized American curriculum situation has already been stressed in an earlier section of this report.

One medium that may not have been sufficiently explored for communication through school programs is the filmstrip. The National Film Board pioneered in this field and has a large pool of productions of high quality. Prints are ridiculously cheap, and the "market" is larger than may be realized when one considers, for example, that every elementary school in the city of Chicago has its own filmstrip library. One very competent American teacher expressed some skepticism about the value of the filmstrip, but questioning revealed that she was not familiar with the NFB product. In this connection, it might be worthwhile from both the Information Division's and NFB's points of view if someone like Hans Müller, the remarkably capable and personable head of the NFB Filmstrip Unit, could be sent on tours of major U.S. centres. By appointment, he could conduct in-service seminars on, or classroom demonstrations of, the use of filmstrips (especially at the elementary level), using his own productions as examples. Such tours should obviously be arranged with the local school authorities through the consulate in each area.

Even assuming a vigorous program of film and filmstrip distribution from the consulates (I know of no consulate filmstrip libraries at present), expansion of this service for school purposes has practical limits. For this reason, more attention should be given to the possibility of film and filmstrip deposits with the central circulating film libraries of large school systems. I understand that a start has been made in this regard, but not on any planned or coordinated basis. It is therefore recommended that:

1. Each consulate be asked to survey the major school systems in its area to determine the NFB films and filmstrips now held for circulation.
2. A panel of Canadian and American teachers be asked to select about five or eight definitive NFB films, and an equal number of filmstrips, which in their view form the best "basic package" on Canada.
3. A program be devised whereby the Information Division can obtain these "basic packages" from NFB free or at cost for this purpose.
4. The packages be distributed to the consulates for presentation to the film libraries of the school systems mentioned above -- either free or at a token cost.

Such a program would serve a promotional purpose for the National Film Board and would ensure availability of this key source of information to major school areas. It would also lighten the consulate load in regard to film handling, cleaning, repair, etc. An offer to replace prints in the basic package after a certain number of showings would ensure that these deposits continued to be in the kind of condition required for them to fulfill their purpose.

(c) Educational Television

Investigation indicates that computerized education is even farther away for most U.S. school systems than might have been expected. The same is not true of educational television. T.V. sets are already much more common as basic school equipment in the U.S. than in Canada. Educational television (ETV) stations abound and networks are increasing in scope and number. Furthermore, as a result of current large-scale projects funded by the Ford Foundation, these are going to proliferate and increase in effectiveness almost overnight.

The brevity of this assignment did not permit adequate investigation of the situation and the possibilities in this field. The subject really warrants a separate study in considerable depth, so complicated can television arrangements become. The sparse treatment of the subject in this report should in no way be taken as a sign that this medium is unimportant as a potential means of achieving the purposes of the Information Division in the United States.

It is therefore recommended that considerable priority be given to this area. It might be fruitful to begin with joint discussions in Canada with both the CBC and NFB. Consideration could then be given to joint approaches by the Information Division, CBC, and NFB to the ETV section of the Office of Education in Washington, to the appropriate contacts in the Ford Foundation, and to the major ETV networks in the United States.

(d) Specialized Press and Publisher Relations

There are a number of "current affairs" magazines or news-sheets produced especially for schools in the United States. The major ones usually have different editions for different grade levels. In some cases, these start with the primary grades and use skilfully adapted vocabulary. The "big three" of these publications are said to be: Scholastic Magazine, published in New York City; Current Events, published in Middletown, Conn.;

and Civic Education Service, published in Washington, D.C. Among them, these three are said to have a weekly circulation of about ten million a week! (The U.S. school population is estimated at about 44 million.) A more recent arrival in the field is Weekly News Spotlight which is distributed by The National Observer (a weekly publication of The Wall Street Journal) in cooperation with the A.B. Dick Co., 5700 West Touhy Ave., Chicago, Ill., 60648. Other smaller publications aimed at the same market were reported by one or two consulates. These seem to be more local in distribution and less ambitious in format.

This specialized press sector is worth investigating as a channel into U.S. schools for information about Canada. It seems particularly attractive in relation to the communication of information on the current socio-political situation in our country.

However, it would be well to proceed on the basis of careful planning. Rather than encouraging individual consulates to deal with any of these publications in their sector, it is recommended that relations with all such "current events for schools" press be handled from one point -- perhaps from the Embassy in Washington. One possibility that might be explored would be the creation of a special weekly information sheet specially written for this market and distributed only to these publications. Discussions with key editorial personnel in each publication would probably reveal the most useful form for regular releases on Canadian current events. Whatever the machinery evolved, it is recommended that some sort of on-going information links with these publications be established. They are bound to need accurate material on Canada from time to time. With a potential market of one out of every four American school children, a considerable amount of trouble would seem to be warranted on the part of the Information Division and the Embassy.

American textbook publishers form another relevant specialized sector of the industry. Aside from making indirect but very basic approaches through public attitudes, my general impression is that this sector will be a very hard nut to crack. I would judge that the only really fruitful approach may turn out to be through their Canadian counterparts who are far less suspicious of Canadians. However, this tack poses additional complications in that all but two of the Canadian textbook firms are said to be subsidiaries of either United States or English companies. Nonetheless, it is recommended that the Canadian Textbook Publishers' Institute be involved in any meetings convened to discuss the general problem and that direct approaches to the American textbook industry as a whole be left to them. Some ideas that might help justify such approaches are mentioned in the next section: "Centralized Access to Cultural Resources".

A third specialized sector of the press that deserves mention is that made up of professional educational journals. Aside from some recommendations that may arise out of the following section of this report, this particular sector is one best handled by Canadian educators who, in turn, may have to approach the matter through American educators or even by promoting joint projects between the Canadian Education Press Association and the American Education Press Association.

(e) Centralized Access to Canadian Cultural Resources

One of the valid educational problems that lie beneath the subject assigned for this report is how best to communicate and interpret foreign cultures in the schools of any nation. This is the kind of question that leads the educators in any country (and those in the United States are no exception) to take a sympathetic and helpful approach to points which I was engaged for two months to raise. Moreover, they accept the point that before a foreign culture can be intelligently interpreted, it must be adequately communicated.

A country like Canada poses an unusual degree of difficulty in this respect. The Canadian mosaic results in a kind of "non-nation" -- even "non-culture" -- image. It is true that this fact creates great problems even for Canadians who seek to define the Canadian image; but it poses extreme difficulties for the foreigner seeking a definitive image of Canada. The latter point is the one of concern in this study. After all, an accurate grasp by Canadians of the configuration of their own culture is not really a necessary preliminary to achieving an accurate understanding of the same culture by foreigners.

The best that anyone can probably do is to poll a variety of reliable experts on different aspects of this ill-defined culture. But, for a foreigner, identification of such experts is even more difficult than for a Canadian. It is extremely difficult to know where to begin and, as a result, few have the will to persist. A considerable part of the reason that Canada is imperfectly presented abroad very likely can be found in the difficulty of obtaining a reasonably concise but accurate picture of our country, or even of obtaining reasonably reliable data on any one aspect which may be of particular interest.

Out of the situation sketched above arises the next recommendation: that consideration be given to creating a central clearing-house which could provide reliable references to authentic sources of information on various aspects of our culture; or, if it is considered that such an agency already exists at least in embryo (the Canada Council might be one possibility) that steps be taken so to designate this agency and to publicize -- even advertise -- the fact. The expectation would be that such an agency would be able to clear queries about our nation and any aspect of our culture by consulting one or more individuals whose names were filed on a central registry, and that this could be done with sufficient speed to provide the response in a reasonable length of time. In return for allowing their names to be listed on this central registry, these experts should be paid

a reasonable retainer.

The above suggestion may strike the reader as a kind of overly complicated, "Rube Goldberg" kind of invention. But Canada is an overly complicated country, and some such convenient access is required if we really mean to invite -- rather than discourage -- intelligent foreign interest. In far too many cases, Canadian individuals and agencies in Canada and abroad take it upon themselves to provide "definitive" answers to questions about which their knowledge is less than expert -- and this merely compounds the confusion of our image abroad.

In terms of this study, there are a number of prime potential customers for such a service. Chief among these are the curriculum committees, both at the state level and in the multitudinous local school systems in the U.S.A. With the best will in the world, it is extremely difficult for such bodies to obtain reactions to their drafts of new course units on Canada, such that they may place confidence in these reactions. Curriculum planners in the Chicago school system made the useful and spontaneous suggestion that any curriculum planning body in either of our countries would do well to seek the advice of experts from the other country when planning a unit on any aspect of that country or its culture. A laudable thought, and one can only be grateful for the interest that gave rise to it. But where does a curriculum planner begin to look for such experts? So very much depends on the genuine authority of the knowledge of the individual contacted, and the genuine knowledge of any subsequent individuals to which the enquirer is referred. Given one or two unfortunate referrals, it is fairly easy to predict the fate of the original well-meaning impulse.

The textbook industry is another potential customer for an authentic clearing-house of information on Canada. One publisher gave me an address in Japan to which his firm sends all manuscripts dealing with that country. Within a week or two they receive, from the same single address, reactions obtained from the most eminent Japanese authorities in the field concerned.

These are often accompanied by a selection of photographs that may be useful in illustrating the text. In the case of Canada, the same firm sends manuscripts to the Toronto office of its subsidiary. Admittedly, the situation could be worse. It could also be much better. (Incidentally, it is this publisher's impression that the Japanese contact is non-governmental in the same sense as the Canada Council (my simile, not his). Damned clever, these Japanese! They know that convenience can lead to increased use and attention.)

There are, of course, a number of less-comprehensive kinds of central clearing-houses that could be set up for specialized purposes. However, it should not be overlooked that, with a little careful planning, these specialized purposes could all be accommodated in the more all-inclusive type of agency described above.

One of these specialized agencies could serve the textbook sector alone. The Norden Associations in the Scandinavian countries have devised a machinery which has fulfilled this purpose quite effectively in the case of history and geography textbooks. Briefly, the arrangement provides for voluntary submission of manuscripts for reaction from expert panels in any other Scandinavian countries mentioned in those manuscripts. (See "Appendix A" for a more complete account of this arrangement.) The Canadian Textbook Publishers' Institute might well be encouraged to work out some similar arrangement with the American Textbook Publishers' Institute. It would probably be essential for these bodies eventually to involve a number of the educational communities in each country if the machinery were to be successful, but these two would be the logical ones to begin.

Another specialized need might be served by setting up a Canadian agency (or even, in the beginning, one in a progressive province) along the lines of the Centre for International Programs and Services which has been successfully launched in the New York State Department of Education by Dr. Frank Kille and Dr. Ward Morehouse. One of the major purposes of

this centre is to promote the effective study of foreign cultures in the schools of New York State. One means employed is sending a team to another country (e.g. India) to work with nationals of that country in identifying key resource material that will permit accurate communication of information about that culture. These resources are then made available to New York schools. I have suggested to Kille and Morehouse that they send a similar team to Canada for the same purpose. After they recovered from their initial hilarity, they began to take the suggestion seriously and may even launch such a venture. Their justification would be the unique opportunity to demonstrate the dangers of judging even an apparently similar culture solely on the basis of the convenient evidence. Their work would be made much easier if there were a similar body somewhere in Canada that could be used as a contact and base of operations. The reciprocal possibilities for Canadian schools will be obvious, as well as the broader international possibilities that such a centre would open up. In spite of the delicacy of the federal government's position vis-a-vis education, it would be entirely possible for the Information Division to make judicious suggestions to the new Interprovincial Council of Ministers of Education (or to the Ministers of certain progressive provinces) that would speed up the consideration of some arrangement like the one that has been described in this paragraph.

Finally, there are certain specialized needs which could be well taken care of by the comprehensive arrangement sketched at the beginning of this section but which -- in themselves -- could probably also be handled by less ambitious machinery. They might even be taken care of through modest provisions within the Information Division or the Embassy. These are the needs for some kind of "speakers' bureau" and for what I have called in the previous section a "stable of writers".

One of my educational contacts provided me with a calendar listing the major educational meetings in the United States from the present until

July, 1968, insofar as these are now known. Provided that contacts were made far enough ahead of time, it might well prove possible to place Canadian speakers at appropriate meetings. In my opinion, it is not as important that they speak on Canadian subjects as that they be Canadians capable of making a significant contribution to these discussions, but both would be advantageous in certain circumstances. It is therefore recommended that some sort of clearing-house for capable Canadian speakers be set up, and that the Information Division offer to subsidize their appearance at significant U.S. meetings (significant in the view of the Information Division). The subsidization offer gains importance in view of the fact that American conferences are not noted for generous honoraria, nor even for generosity in offering to pay speakers' expenses.

The need for a "stable of writers" is separate but related. If "current events" items are to be produced and offered to the specialized press mentioned in the previous section -- and especially if these articles are to be beamed at different grade levels -- they will have to be written by specialists. If Canadian professional articles (or articles on professional subjects in Canada) are to be offered to professional journals, they will require the same degree of a different kind of specialized writing. Specialists will also have to be commissioned to write some of the material for teachers' and students' kits (see Section (a)). Some of these specialists will be teachers, some will be journalists, and some will be scholars. It is recommended that the Information Division take the trouble to build a "stable" of such specialists, maintaining the most rigid standards for admission to the "stable", and that funds be provided for proper remuneration for their work at rates exceeding those offered on the open market. Quality can be expensive, but the lack of it is even more so.

(f) Exchanges and Study Tours

At least insofar as schools are concerned (and these, after all, were the object of this assignment) nothing happens unless teachers and students are reached. The greatest gap in this report's recommendations thus far is that they neglect first-hand personal experience and concentrate on vicarious experience. If Canada and the U.S.A. were oceans apart, there might be some excuse for such a weakness; but under the circumstances there can be none. Orderly, organized, and -- above all -- purposeful movement of personnel should be thought of as an integral part of any serious attempt to tackle the present problem. "Purposeful" is the key word here, for it cannot be stressed too strongly that the astonishing flow of traffic across the Canada-U.S. border for business and pleasure, welcome though it may be, is no substitute for a visit comprising a planned series of experiences designed to provide first-hand experience with the major characteristics of the other culture.

There have been sporadic efforts to exchange classes, or school bands, or school choirs between Canadian and American communities. Usually these have been in terms of one-day or over-night bus trips with, perhaps, a concert or some other social event as the major purpose. Behind this approach has been the conviction that it is impractical to try to handle lively young students for any greater period of time. However, Expo '67 and the Centennial Youth Travel tours have taught us some lessons in this regard and it is important that we apply them in the international field. When the trips are properly planned and organized, young people measure up very well indeed and can profit greatly.

Any teachers contacted during this assignment were unanimously in favour of exchanges of students -- individually and in class groups, for a week or two or for a year -- as an essential part of any program to improve cultural understanding between our countries. It is therefore recommended that the Information Division take the initiative in promoting

exchanges of classes and classrooms for periods of two weeks at a time. (This period is chosen -- admittedly arbitrarily -- as the most likely minimum time in which a student could begin to get beneath the "surface" of a community and thus could begin to make personal observations about the culture.) By "promoting" such exchanges is meant the usual diplomatic approaches to provincial Ministers of education and their departments, plus the offer of assistance with the contacting of appropriate state or local authorities, plus the provision of incentive funds. It is likely that the Grade 8 level would be the lowest optimum one in terms of the maturity of the students, but the fact that Canada tends to be taught at the Grade 5 or Grade 6 level in the United States warrants consideration. With careful arrangements, such as the billeting of each student in the home of his or her opposite number, the Expo experience indicates that exchange of at least sub-class groups of quite young children should not be automatically ruled out. It could be extremely interesting if the U.S. and Canadian teachers were to stay in their own classrooms and simply exchanged classes, but this might prove too disruptive to the respective students' programs. It would be far more feasible to simply have the teachers continue their regular program for the most part -- but in a foreign school and community setting. The presence of this foreign program in their midst, would provide additional important experiences for the school and the community visited. In such a case, it would be wise to think of a brief advance trip, a couple of weeks or a month ahead of time, by the two teachers involved in each exchange.

Financing on a joint basis would be justified. On the Canadian side, a federal government grant to the province concerned could cover the advance visit by the Canadian teacher. The province could underwrite transportation costs for the class, and pupils' individual expenses for the week (probably minimal) could be left to the pupils, their parents, and the community. On the American side, it seems quite likely that a

combination of federal and state funds could be found to underwrite all expenses other than personal ones which, as on the Canadian side, should be left to pupils, family and community. Amounts of money required would not be large. For example, a chartered bus from Albany to Montreal and return would hold 38 passengers and would cost \$495(U.S.). An individual teacher's round-trip air-fare between the same two centres (for the advance visit) would cost \$42.84(U.S.). There are several advantages to some form of joint financing -- one of the most important of which is the fact that it would spread the commitment (and so the involvement) among the very groups that must be involved and committed if our objective of increased knowledge and understanding is to be achieved.

Other opportunities for student exchange should not be overlooked. The director of French teaching for the San Francisco School Board made a strong case for the value of exchanging one student from her classes with one from a Canadian school where the language of instruction is French, for a one-week period. The two-way value of each student's visit, not forgetting the reporting to each home community after the visit, could be considerable, and the expenses would not be great in terms of the effect. It seems rather important that such arrangements be launched under the auspices of the Canadian government -- and through the appropriate consulate -- so as to keep such ventures accessible to a number of our provinces. Otherwise, the Quebec government seems certain to move into this field (surely only a matter of time) -- a move which could result in a virtual monopoly on the part of that one province.

One possible form of student exchange that -- once launched -- would require little time or trouble on the part of the Information Division is through the program of the American Field Service. This New York-based program sends high school students from the U.S. to other countries and brings a large number of foreign students to the United States. Each

student has a one-year experience in the foreign community, living with a family and attending school with the other children in the area. It is a non-governmental operation.

The question of expanding their program to include Canada and Mexico (neither of which have ever been involved) was raised at a recent meeting of the American Field Service Board of Directors. The Executive Director, Mr. Arthur Howe, Jr., is interested in a scheme whereby Canadians might be exchanged with non-North American communities, but I think it would be possible to end up with some kind of compromise. It is recommended that the Information Division keep in touch with Mr. Howe.

Turning from students to teachers, it must be noted that teacher exchange between Canada and the United States (conducted for many years through the Canadian Education Association, on our side) has declined, probably for the reasons referred to in the earlier section of this report dealing with the fundamental problem and the need for a fundamental solution suggested earlier is tried, and until the effect of such measures are felt in the general population as well as in school curricula on both sides of the border, formal teacher exchange is not likely to become a very large-scale operation. This does not mean, of course, that the Information Division should not study the situation more thoroughly and take every opportunity that arises to promote this program.

From the point of view of early action, a far more fertile field of effort appears to be the promotion of "travel seminars" or "study tours" for American educators, under the auspices of their own American universities. Dr. John Summerskill, the President of San Francisco State University reported that his institution gives academic credit for a number of such tours, provided that they are planned in conjunction with his faculty, and provided that a member of the appropriate faculty goes along as a kind of "travelling professor". The "students" pay their own way. None of the present tours include Canada, but Dr. Summerskill seemed to have

no doubt that a considerable number of teachers in his area would be eager to take part in a trans-Canada venture.

It is therefore recommended that the Information Division open discussions with San Francisco State University, and later with other institutions, with the objective of having such tours offered for credit towards degrees (this is vital). It is further recommended that, to divert "customers" from some of the more exotic tours with which these would be competing, the Canadian tours be subsidized either through the Information Division or the Travel Bureau. Initially at least, the tours should be restricted to school teachers, university professors and teacher educators.

On a somewhat different but related note, it is also recommended that the Information Division encourage curriculum planning sub-committees in major American cities to spend a period of time in Canada when they are preparing courses about Canada. This could be viewed as a kind of study tour, but would be more intensively aimed at on-the-scene observation and discussions with certain key Canadian experts in related fields. Encouragement of such visits should be both "public relations" and financial in nature. As in some other cases, subsidization rather than complete underwriting of expenses is recommended. Subsidization is as likely to achieve the objective as is more generous financing, and it is far less likely to be viewed with suspicion.

Finally, it should be stressed that a major problem in planning some of the more highly specialized exchanges and study tours will be the lack of ready access to reliable information about contacts, current experts in related fields, and other information essential to sound planning. This merely heightens the need for some agency which can clear inquiries quickly and accurately, as has been advocated in the previous section of this report.

(g) Specialized Workshops and Seminars

Recognition of the teacher as a major factor in improving the treatment of Canada in U.S. schools and the treatment of the U.S. in Canadian schools leads naturally to exploration of a variety of means by which one might hope to have some effect on this important sector. Until several years ago, educators in the State of New York were quite dissatisfied with the teaching of the State's colonial history. A plan was devised whereby key teachers from major centres were given the opportunity to attend an intensive four- or six-week workshop on the subject, with all expenses paid. The workshop was held at Cooperstown, N.Y. (where, I understand, there is some sort of reconstructed colonial village) and the resource personnel (or "faculty") were drawn from among the most outstanding authorities on the subject. It was arranged that graduate credit be given for attendance at the course. The only condition of attendance was that these key teachers agree to conduct one or more seminars on the same subject for other teachers in their communities within one year after the workshop experience. Both state and local officials report that the results have been impressive.

It is recommended that the Information Division make plans for similar arrangements for key American teachers to attend intensive summer workshops or seminars on various aspects of Canadian life and culture. These should be held at reputable Canadian universities, should be very intensive in nature, and should be staffed by the most eminent Canadian authorities in the field. (It would obviously be sensible to begin at one institution in one province -- as a pilot project -- and to expand the program to include other institutions and key American teachers from neighbouring states in subsequent years.) At the same time, discussions should be held with American institutions and with educational authorities at the state level, with a view to arranging similar intensive workshops in American culture on the campuses of American institutions. With careful preplanning, it should be possible to arrange reciprocal credits so that these courses could be

counted towards a graduate degree in the teacher's home university. In each case, the object should be to recruit teachers who are actively involved in, or concerned with, the teaching of the other culture. The courses should be heavily subsidized financially and, if at all possible, the teachers' tuition and living expenses during the workshop should be completely underwritten. A panel of Canadian and American educators should be asked to begin drafting plans for such a program without delay.

In many ways, the above recommendation deserves a very high priority indeed. It must be recognized that, by careful selection (in which local supervisors and superintendents should be judiciously involved) it would be possible to select teachers who are "lighthouse" teachers in their own school systems -- teachers to whom the others in the community naturally look for leadership. Furthermore, in the American system, these are the very people who are likely to be selected for local curriculum planning committees, for state and local textbook adoption committees, and for promotion to positions of even greater influence and leadership. What is envisaged is far more than a run-of-the-mill in-service training seminar or summer course. It would be well worth the time and trouble -- and money -- required to get it going.

Although the stress in this section has thus far been placed on workshops for teachers, there are also possibilities in student seminars. Under the auspices of the Department of International Relations at Denver University in Colorado, a most impressive annual program for secondary schools has been evolved. Each spring, a theme is selected (this year it is "China") and material is prepared for in-class study and out-of-class discussion by all secondary schools that wish to participate. Through the early fall months, particular stress is laid on the theme in the participating schools, and the program culminates in a one-day conference on the university campus in Denver. The conference has now had to be limited to ten from each participating school, strictly for space

reasons. Even with this restriction, it was said that over a thousand attend each year. The key organizing figure is Professor Josef Korbel, Director of the Department of International Relations at Denver University. He indicated that he would not be at all unfavourable to the idea of selecting Canada as the theme in some future year. It is recommended that the Information Division keep in touch with Professor Korbel and offer any kind of assistance that will encourage him to make firm arrangements for such a selection. (This is a pattern which might also be encouraged as the occasion permits in other states -- perhaps through the American Council for Foreign Affairs. The idea should also be offered as information to the various universities and departments of education in the provinces of Canada.)

(h) Pedagogical Adjustments

Reference has been made several times to the fact that some of the major recommendations in this report can be implemented only with the active cooperation of educators and, in some cases, only by educators. The most obvious of these lie in the pedagogical field. Because I cannot lay claim to any expertise (as different from interest) in the fields of geography, history, the social studies, curriculum building, etc., the points raised in this section must be viewed more as hypotheses and questions than as conclusions. It is, however, rather important that this kind of speculation be channeled to those who are experts in the relevant fields and it is therefore recommended that the Information Division do so, with suitable encouragement -- financial and otherwise -- to pursue them.

It is my impression that the teaching courses of history, geography, and "social studies" is at the same general level of inadequacy on both sides of the Canada-U.S. border. To whatever extent this impression is true, it must be of concern to those whose perception launched this assignment.

The "curriculum buffs" like to refer to such considerations as "spiral approach" (apparently, this means that the subject is touched on again and again as the child moves through the grades, in accordance with some orderly master plan) and "scope and sequence" (which appears to mean nothing more than how much is taught -- and in what order). In spite of wise pronouncements, couched in such catch-phrases, it is noticeable that, with the exception of incidental and fleeting references on other occasions, Canada tends to be "done" -- once and for all time -- at one point in American curricula, and the same is generally true of the treatment of the U.S. in our schools. This would not be too disturbing if the "concept approach" were followed throughout the grades, with Canada and the U.S. getting their fair share of attention as "cases in point" at appropriate junctures. This is not the case, and thus the question arises of whether or not the concept approach to history and geography -- which seems to have so very much to recommend it -- can really be implemented in today's school systems. The experts might be asked to use the Canada-U.S. situation as a "guinea pig" for intensive exploration of the practical problems involved in such implementation.

Regardless of the extent to which it may be practical to recommend a "world approach", it is quite practical to recommend that geography and certain aspects of history be treated continentally. There is something almost indecent about the butchered map of the North American continent that adorns the walls of many Canadian or American classrooms. The only difference is that each country concentrates on a different segment of the torso. Surely it would be preferable if our nations were always shown on a map of the whole continent. How many Canadian children grow up with any real conviction that Mexico is as much a North American nation as is Canada?

Both the concept approach and the continental context approach can be applied at a variety of grade levels, provided that the material is carefully tailored to the child's level of maturity. For example, at even the primary and junior elementary grade levels, socio-political information about Canada can fit well into a series on "Our Neighbours in...", or "Children in Other Lands". At the secondary school level, the same type of information fits naturally into more intensive courses on "Styles of Democracy" and other studies of societies in which different races and colours must find an effective way to peaceful coexistence and cooperation (U.S.A., Belgium, Canada, Switzerland, Kenya, etc.). In geographical studies, the treatment can range all the way from having Canadian, American and Mexican children colouring political map outlines of North America, (though art supervisors may frown) to a continental treatment of physical geography, resources and climate in later elementary school and at the secondary level. History can include "stories" about all three of the continental nations in the early grades and, later, in-depth study of the continental treatment of indigeneous peoples.

After observing the widespread tendency in most nations of the world to start with the child, then move out to his family, his community, his state or province, his country, his continent -- and so on, in a kind of "spreading ripple" effect -- one begins to ask questions about the ultimate effect that such a practice must have on all our adult views of international affairs. Are we not in danger of producing adults who are convinced that other countries have importance only insofar as they relate to oneself? -- or, indeed, that other places and other peoples have existence only insofar as they relate to oneself and one's own country? This question at least deserves thoughtful examination.

(i) Teacher Education

This section is really included as a kind of "place holder". There was just not enough time to study the possibilities at this level, although certain statements were made indicating that teacher educators may be much more sympathetic to the problem, and more ready to help with its solution, than might be assumed. For the time being, the main practical step that can be recommended is the inclusion of teacher educators in the kinds of "study tours" referred to in Section (f). Such experiences should at least lead to a personal conviction on the part of these rather crucial educational figures that Canadian culture is largely neglected in the U.S.A. and that the opposite side of the coin is found in Canada. This conviction is important, for there never was a teacher -- or a teacher educator -- worth his salt who, being aware of such a lack, did not find opportunities to try to fill the gap regardless of what the course of studies might say.

(i) The University Community

This study was not intended to look directly at the situation at the university level. On the basis of some sideways glances, however, there appears to be a modest but gratifying increase in the number of universities in the United States that are establishing chairs of Canadian studies. (I may be wrong, but I believe they already have Canadian institutions outnumbered in this respect.)

There are those (chiefly in universities) who maintain that the place to start to work for a solution to the problem that gave rise to this assignment is among the scholars at the university level. There are others (chiefly "school men") who argue just as strongly that the elementary and secondary schools are the best places to begin. This can obviously form a most interesting argument for a rainy day when one has nothing more useful to do. For myself, I cannot believe that there is any more

fundamental starting point than the public that forms the society in which these institutions are set -- the society they must serve and to which they must react. After that, my vote is for quick and effective action in any sector where an opportunity presents itself, regardless of academic level or jurisdiction.

(k) Research Studies

There have been a number of full-blown academic research studies of this question* and there will be many more. They can be very enlightening -- or less so -- depending on many factors. It takes a long time to discover which is the case, because thorough academic research just is time-consuming.

In addition to the well-known works of Mason Wade and other current scholars in the field, aspiring researchers would do well to review the work of the Canada-United States Committee on Education, with a view to possibly up-dating some of the studies of textbooks, attitudes, etc., that were conducted by that body.

(l) Conferences -- and the Involvement of the Professional Sector

In involving professional educators in efforts to achieve the objectives of this study, there are no doubt a number of possible approaches. Whichever approach is taken, much depends on the degree to which the Canadian government is prepared to declare its frank interest in the matter.

It seems to me that the government can appropriately play two kinds of roles. First of all, it can and should act directly in programs related to the achievement of the fundamental objective sketched in the first part of these recommendations; and it can also act directly to

*e.g. A doctoral dissertation completed at the University of Oregon in 1962 by Tory I. Westermarck: "A Comparative Study of Canadian and American Sixth-Grade Students' Knowledge About Certain Basic Concepts Regarding Canada and the United States."

improve the effectiveness of programs that are properly part of the work of the Information Division (see Sections (a)-(d)). Secondly, the government can act indirectly through professional educators and their organizations. In the latter case, the government role is obviously to alert these bodies to the problem and sub-problems that exist, to invite them to participate in seeking solutions within their own terms of reference, and to provide incentive grants to launch such activities by these agencies.

It may be helpful at this point to recapitulate the sectors that should be involved in any all-out effort to tackle this problem. They are:

1. Administrators (CASSI and AASA)
2. Provincial and State authorities (CEA, Interprovincial Council of Ministers, and the Education Commission of the States)
3. Teachers (CTF and NEA)
4. Teacher Educators (CAPE, TEPS, and ACTE)
5. Social Studies (CASS and ACSS)
6. Universities (AUCC and ACE)
7. Curriculum (OACD and AACD)
8. Textbook Publishers (CTPI and ATPI)
9. Professional Journals (CEPA and AEPA)

In each of the above cases, it will be noted that the Canadian organization has one or more counterparts in the U.S.A. It is therefore recommended that the Information Division attempt to interest each Canadian organization in initiating joint projects with its American counterparts -- projects that will work towards reciprocal improvement of communication and understanding in the schools of both nations.

To begin with, a planning group composed of representatives of the Canadian bodies should be formed. The first meeting would be for orientation and to enlist their general support for the broad venture. At a second meeting, key U.S. educators could be added to the main body -- or to a sub-committee -- with the objective of planning a broadly representative

seminar. This should be an action seminar -- and should seek to lay out a plan for feasible and early action by every possible agency. The seminar probably should not be convened by the Canadian government, but should be called jointly by the Canadian organizations involved. However, the government should provide a substantial share of the costs. As joint projects emerge from such a series of discussions, they should be eligible for grants from the government or for outright government contracts on a "cost plus 20% for overhead" basis. (If this seems to be a radical suggestion, it might be worthwhile examining the current practice of the External Aid Office.)

In the long run, these educational communities with their well-established channels of communication are probably the best hope for effecting the kind of change envisaged in this second part of the recommendations -- at least on any continuing basis. It is no exaggeration to say that the project could have little lasting effect without their support. Because of the valid educational problems which underlie the problems of immediate concern to the Canadian government, this support should not prove difficult to attract.

November 21, 1967.
/jdb

NOTES ON, AND EXTRACTS FROM:

VIGANDER, Haakon, "Mutual Revision of History Textbooks in the Nordic Countries", UNESCO/ED/78, Paris, 15 July 1950 (36 pages)

The Norden Associations were set up to take an interest in the mutual heritage of the Scandinavian countries. Their approach to textbook improvement was based on three commonly accepted principles - namely, that it should be international, mutual, and positive as well as negative. Most of the success has been achieved in the field of history, with some beginnings made in geography and literature.

A Joint Committee for History Teaching was appointed in 1933 with a couple of members from each country. These two members have usually been the Chairman and Secretary of the Commission of Experts in each country, with the Chairman usually being a university professor of history, and the Secretary being a secondary school history teacher. The Commission of Experts undertook the following tasks:

(1) Following up in their own countries the editing of history textbooks concerned with Nordic history, and trying to make these books conform with the principles that each should give considerable information about neighbouring countries and that each should avoid statements likely to give offense to other peoples.

(2) Examining and reporting to the Joint Committee on all textbooks sent to them by official bodies, by other Commissions of Experts, or by publishers and authors.

(3) Taking any other necessary steps on their own initiative.

Expenses have been borne by the Norden Association in the country concerned.

CONTINUOUS MUTUAL REVISION

"At its session of December, 1933 the Joint Committee requested all Commissions of Experts to provide for the mutual revision of all future textbooks dealing with Nordic history. Consequently, in the course of 1934-35 a newly-written Norwegian textbook and new editions of one Finnish and two Swedish textbooks were sent in proofs to the Commissions for examination before printing. The Danish Commission found the new Norwegian textbook's presentation of material on Denmark to be very unsatisfactory. "The Commission", the Danish experts wrote in their final report of January 1936, "was then obliged, through the Commission in the country concerned, to ask the author to correct numerous words, phrases and passages. The gratifying result was that the author complied, on the whole, with the requests made, so that the book in the final proof copies could scarcely be recognized -- being by then on a level of objectivity with the best of existing textbooks.

"This sort of experience convinced the Joint Committee that the printer's proofs of newly-written textbooks should be submitted for mutual revision before publication. Again it was left to each Commission to decide how this might best be accomplished in its particular country. In Denmark and Sweden this objective was achieved through the voluntary cooperation of publishers. In Finland voluntary cooperation was combined with provisions laid down by the highest school authorities; and in Norway the Ministry of Education, which must approve all textbooks used in the regular school system, decided in 1938 that it would henceforth approve new history textbooks only after they had been examined by the Commissions of Experts of neighbouring Nordic countries. It should be added that in Denmark a somewhat similar decision was taken by the municipality of Copenhagen. The municipality decreed that

no book on Nordic history could be used in its primary schools unless approved by the Commission of Experts of the Danish Norden Association. This Commission, of course, took care that any such book had been previously examined by the other Commissions.

"Naturally, each country decided for itself how far the advice given by the experts of neighbouring countries should be followed, but in most cases the advice was followed closely. After all, if a Commission expected its suggestions to be followed in the other countries, it had to heed the advice of other Commissions with regard to its own country's textbooks. This system of mutual revision of textbook proofs worked smoothly until the outbreak of the second world war."

TREATISES ON DISPUTED QUESTIONS

"Already, at its first meeting in 1933, the Joint Committee had foreseen the need for a series of parallel accounts covering disputed questions in Nordic history. The deliberations in the Joint Committee and the exchange of criticism and counter-criticisms had clearly demonstrated that on many questions there was no agreement because the historians in the different countries concerned had reached dissimilar conclusions. In other cases there was a considerable degree of agreement between experts, while authors of textbooks lagged behind, giving views that were no longer up-to-date.

"At length, a list of eight disputed points of history was drawn up with the intention that scholars from the different countries concerned should give a brief, and preferably joint, treatment of each question or, failing this, resort to parallel accounts, each scholar being responsible only for his own version. All accounts were expected to be based upon accurate and up-to-date information substantiated by references. Also,

clear statements were to be made on all points of agreement among modern historians as well as on all points still at issue.

"During the years 1937 and 1938 the Joint Committee and the Commissions were mainly occupied in carrying out this plan. Many difficulties had to be conquered. The right people had to be found and persuaded to do the work; funds had to be raised by the Norden Associations; conferences between co-operating authors had to be arranged; and draft accounts had to be circulated among the respective authors and commissions. In some cases, notably where Finland and Sweden were concerned, it proved very difficult for the scholars to agree whether "joint" or "parallel" accounts should be used. In other instances scholars were not able to begin or complete their work as quickly as supposed.

"Within the Joint Committee itself opinions differed as to the manner of publication. One group preferred a series of small booklets, each to cover just one disputed question. The other wanted to unite the material on all eight questions in one volume. As time passed, however, some manuscripts were completed while others were not even begun; so it was finally decided to publish those which were at hand in a single volume. The editing was left to the same group that had edited the account of the revision work (a committee of four persons consisting of the secretaries of the Danish, Finnish, Norwegian and Swedish Commissions). Early in 1940 the first volume of Disputed Questions in Nordic History appeared (Norden Associations' Historical Publications II). Within its 139 pages this volume embraced four essays, all of the "joint" type. On a very few points reservations were made by one or other of the cooperating scholars; but for the most part there was agreement on the texts presented. The

subjects covered were as follows:

1. The Viking Expeditions, by four archeologists -- one Swedish, one Norwegian and two Danish. The essay was written partly in Norwegian, partly in Swedish.
2. The Nordic Unions 1380-1523, by three historians -- one Danish, one Norwegian and one Swedish. This essay was in the Danish language.
3. Denmark-Norway and Sweden 1536-1814, by one Dane and one Swede, with both the Danish and Swedish languages being used.
4. Danish-Norwegian Relations 1536-1814, by a Dane and a Norwegian, written in Norwegian.

"The above volume was the last project completed before the outbreak of the second world war."

PLANNING OF OTHER PUBLICATIONS

"Other steps were repeatedly discussed, among them ways and means of producing a popular but trustworthy handbook of Nordic history, a project originally suggested as early as 1932. But neither the right man nor the necessary money could be found.

"Another contemplated project was a series of short surveys on those phases of each Nordic country's internal history which were ignored by outside textbooks. Here too, lists were set up, but it was decided that the project would have to await the completion of the work in progress on the above-mentioned "Disputed Questions".

"The work was interrupted by the second World War and it proved difficult to get it revived, but slowly this was accomplished. Since the second World War, one new feature introduced was a limitation on

the Commissions whereby none of them could take more than three weeks in examining a set of proofs for a new textbook. This was done in order not to delay unduly the process of publication.

"A final word by way of conclusion. In 1676 a battle was fought between the Danish and Swedish armies, the bloodiest battle ever fought between Nordic peoples. At the bicentenary commemoration of this battle, a memorial stone was erected at the battle site near the city of Lund in southern Sweden. On the stone the following inscription may be read:

1676

On the fourth of December
Fought and bled here
People of the same lineage.
Reconciled descendants
Have raised this memorial.

"It is this sense of reconciliation and friendship which has been the keystone of the whole work of the Norden Associations in the field of history textbook revision. If their efforts in any way serve as a stimulus to nations of other regions, the Norden Associations will indeed feel privileged."

List of Individuals Interviewed

(Note: Many who gave incidental advice, and Embassy and consulate personnel -- many of whom gave valuable information -- are not included in this list.)

Montreal, P.Q.

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Expo '67

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Public Relations Department
Expo '67

Washington, D.C.

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