

THE SELECTION AND PROVISION OF TEXTBOOKS
WITH SPECIAL REFERENCE TO KANSAS

by

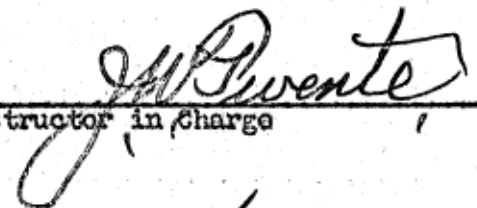
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Chapter I

Introduction

The development of the textbook in American education has been a long evolutionary process. From the Horn Book of the early Colonial period to the modern textbook of the present day, there has been continuous improvement. As a tool in the hands of the child, the value of the textbook to education has been second only to that of the teacher. It is a significant fact that the instructional procedures in classrooms have been greatly facilitated and improved by the methods of presentation and the selectivity of content in first class textbooks.

Probably no single factor has been so helpful as the textbook in bringing the gap between the obsolete practices formerly found in thousands of classrooms and the newer theories and principles advanced by the modern leaders of education. The National Society for the Study of Education in its Thirtieth Yearbook emphasizes this contention.¹

"The significant position of textbooks in the program of American education is so generally recognized that the society seems fully justified in sponsoring a yearbook on the theme 'The Textbook'. It is the textbook that in thousands of classrooms determines the content of instruction as well as the teaching procedures. This statement may not be in accord with the usual theory, but it is supported by the facts reported by supervisors and state inspectors of schools."

Although it is desirable that teachers should be sufficiently prepared, both academically and professionally, to select and adapt the materials best suited to the individual needs of pupils, it is nevertheless true that a great many teachers in the United States are not adequately prepared and consequently must lean heavily upon textbooks.

1. National Society for the Study of Education, Thirtieth Yearbook, Part II, "The Textbook in American Education." 1931 p. 1. Quoted by permission of the Society.

Graves points out in The Administration of American Education:²

"Closely related to classroom methods and to the course of study are the textbooks. Until recently a large proportion of our teachers had little professional training and were obliged to depend in large measure upon them for guidance both in scholarship and methods of instruction. Once adopted, they have largely determined both these factors in education. American textbooks are probably the best in the world, and usually contain features of real service in teaching. They present a compact arrangement of necessary material, and greatly economize the teacher's time and energy. They furnish summaries, points to be emphasized, suggestions for further study, additional references, questions for review, directions for the application of the subject to practical work, and problems and opportunities for original effort. Well-made texts often afford the young teacher fully as much development in the technique of her profession as did the work of the normal school. As a species of in-service training, they are scarcely secondary to her former instructors."

Holton calls attention to the importance of the textbook in the following statement:³

"A distinctive feature of public education in our country is the importance we place on textbooks in building courses of study for our public schools. No other country has given the classroom textbooks so important a place in the education of its boys and girls. In the language of H. G. Wells, the classroom textbooks make up the 'Bible of Civilization' for the children of America. It is out of textbooks that our children get the common elements of democracy."

Engelhardt and Engelhardt corroborate the above statements in Public School Business Administration.⁴

"In American schools, the textbook plays a large part in the teaching process. It may be said in general that the classroom is the workshop where the textbook provides the materials and tools with which pupils work. The tools are receiving increasing attention from school officials.

Legislation in the various states gives further evidence of the importance of textbooks. In twenty-five states the area of uniformity of textbooks is the state. Free textbooks are mandatory in twenty-six states, and permissive legislation for free textbooks is provided in

2. Graves, F. P., The Administration of American Education. By permission of The Macmillan Co., publishers. 1932. pp. 55-56.

3. Proceedings of the National Education Association, Vol. LIX, 1921, p. 425.

4. Engelhardt and Engelhardt, Public School Business Administration, Bureau of Publications, Teachers College, Columbia University. 1927. p. 720.

twenty-one states. In two states textbooks are printed by the state.

TRENDS IN TEXTBOOK LEGISLATION

Probably the most important problem pertaining to textbooks in a majority of the states is state-wide uniformity of adoptions and free textbooks. In Kansas and California, however, the chief problem involves the state printing of textbooks.

State Uniformity.— Table I shows the trends in legislation relating to uniformity and free textbooks for the five decades ending in 1936. As early as 1896, eighteen states had passed laws making the state the area of uniformity; by 1906, five more states had followed; by 1916, one more had been added. The last state to provide for state-wide uniformity was added in 1917; and Tidwell's statement, "Presumably states are finding

Table I

TOTAL NUMBER OF STATES HAVING LEGAL PROVISIONS
RELATIVE TO UNIFORMITY OF TEXTBOOKS AND FREE
TEXTBOOKS AT FIVE DIFFERENT PERIODS

Decade ending 1906*			Decade ending 1916*		
Decade ending 1896*			Decade ending 1926*		
			Decade ending 1936		
Area of uniformity					
State	18	23	24	25	25
County	9	6	7	6	4(a)
District	21	19	17	17	19
Free Textbooks					
1. Type of law					
Mandatory	9	12	15	20	26
Permissive	12	16	17	23	21
No laws	27	20	16	5	1
2. Source of funds					
State	0	0	2	8	10
County	1	1	1	0	1(b)
Local	20	27	29	35	36(c)

a. Optional district or county in Iowa and Wisconsin.

b. County or independent town of first or second class in Utah.

c. District and state or county and state in Florida.

Note: Data in columns marked by an asterisk () were taken from State Control of Textbooks by Tidwell, Contributions to Education, No. 299, Teachers College, Columbia University, 1928, p. 6.

the essential provisions of their uniformity laws generally satisfactory," is corroborated by the findings in 1936. The same twenty-five states which had uniformity laws in 1917 have retained the provision.

Free Textbooks.— Table I shows that twenty-six states have laws making free textbooks mandatory. In the decade from 1926 to 1936, six states were added to the free textbook group. Most of the other states have laws permitting local districts to provide free textbooks by a majority vote; and a number of school districts, principally the large city districts, have taken advantage of this provision. The source of funds for paying for free textbooks is predominantly the local district, although the funds are being provided by the state in increasing numbers.

State Printing of Textbooks.— If the number of states which engage in the practice is taken as the criterion, state printing of textbooks has not proved popular in the United States. California passed the first law providing for state printing in 1884 and since that time has been printing the textbooks for its elementary school grades. No other state adopted a similar policy until 1913 when Kansas embarked on a program of state printing.

THE PROBLEM

The aim of the present investigation is to analyze and interpret the available data for the purpose of answering the following questions: What is the present status of textbook legislation and practices in the various states? What are the educational results of the present textbook policy in Kansas? What are the financial implications of the state printing of textbooks? What recommendations should be made for a sound program of textbook selection and provision in Kansas?

THE PROCEDURE

The procedures employed for the investigation of the problem are as follows:

1. In order to determine the present status of textbook legislation

and practices in the several states, the school laws and codes of each state were analyzed. The principal legal provisions of each state were tabulated on a specially constructed form which was then sent to the chief school executive officer for corrections or additions. When these corrected forms were returned, the current practices and legal provisions were compiled.

2. In the investigation of the educational implications of the present policy of textbook selection and provision in Kansas, answers were sought for the following questions:
 - a. What per cent of textbooks available in other states are not available to Kansas?
 - b. What textbooks are considered most desirable by the subject supervisors in teacher training institutions; and what per cent, if any, are not available to Kansas?
 - c. What textbooks are considered most desirable in each field in the judgment of Kansas teachers; and what per cent, if any, are not available to Kansas?
 - d. What educational loss, if any, does Kansas suffer as a result of its present policy?
3. In order to evaluate the financial implications of the policy of state printing in Kansas, the direct costs involved in selecting and producing textbooks and the indirect cost factors resulting from the present Kansas policy were analyzed. These analyses involved the investigation of:
 - a. The direct costs as shown by the records of the State School Book Commission and the Research Department of the Kansas Legislative Council.
 - b. The indirect cost factors not directly attributable to the publication of school books, but, nevertheless, a part of the cost to the people of Kansas.
4. A program for the selection and provision of textbooks in Kansas was formulated by documentation and in the light of the best procedures in other states.

THE SIGNIFICANCE OF THE PROBLEM

In view of the important place which the textbook occupies in the schools of the United States, the present status of textbook legislation and practices in general, and the policy of textbook selection and provision in Kansas in particular, present a significant problem. An analysis of these laws reveals a tremendous diversity in the degree and area of uniformity, in the personnel of the adopting bodies, in the methods of textbook selection, and in the provision of free textbooks.

The situation in Kansas involves features inherent in the policy of state printing of textbooks, a policy peculiar to Kansas and California.

The constantly increasing dissatisfaction of Kansas educators and parent-teacher organizations, as well as the number of bills introduced in virtually every legislative session concerning the textbook problem, is vitally significant and shows the need for an investigation of the selection and provision of textbooks in Kansas.

Chapter II

THE PRESENT STATUS OF TEXTBOOK LEGISLATION IN THE UNITED STATES

Textbooks in American schools are a significant influence in the educational process. Because education is a function of the state, the legislatures of the several states have enacted laws governing the procedures for the selection and provision of textbooks for school children.

In order to secure the pertinent data, the school laws and regulations of the forty-eight states were analyzed and the important items were tabulated. The tabulation for each state was sent to the chief educational officer of that state with a request that corrections or additions be made in accordance with the most recent laws and practices. Replies to these requests were received from every state. The present analysis shows that few major changes had been made since 1928, the year in which Tidwell made a similar study.¹

On the form submitted to the chief educational official of each state, the data were grouped under the following headings:

1. The textbook adopting bodies
2. The scope and effect of textbook adoptions
3. Administrative safeguards in textbook adoptions
4. The type and extent of provisions for free textbooks
5. The state publication and printing of textbooks

Data pertaining to the states having state-wide uniformity are presented separately, preceding the information relative to states having local areas of uniformity. Otherwise, the tabular exhibitions and discussions in this chapter follow the order indicated above.

STATE ADOPTING BODIES

Of the forty-eight states, twenty-five require uniformity of textbooks in the elementary grades, and sixteen have this requirement for the

1. Tidwell, Clyde J., State Control of Textbooks, Contributions to Education, No. 299, Teachers College, Columbia University, 1928.

high schools. Each of the twenty-five "uniformity states"² has a state agency designated to select and provide textbooks. In some states this

Table II

THE TWENTY-FIVE UNIFORMITY STATES, INCLUDING PRINCIPAL LEGAL PROVISIONS PERTAINING TO PERSONNEL OF THEIR ADOPTING BODIES, AND THE GRADES FOR WHICH THEY ADOPT TEXTBOOKS, 1936

Number of Members				Total Number of Educators on Board				
Specially Constituted Commission				State Supt. a Member of Board				
State Board of Education				Term of Office - years				
Name of State								Salary per diem
								Grades for which textbooks are adopted
Alabama		x(a)	3	1	yes	4	..	All
Arizona	x		8	7	yes	2	5	Elem.
Arkansas		x	9	5	yes	6	5	Elem.
California	x		10	2	no	4	..	Elem.
Delaware	x		6	0	no	3	25	All
Florida		x(b)	7	1	yes	4	..	All
Georgia	x		6	3	yes	4	..	Elem.
Idaho	x		6	1	yes	5	(d)	Elem.
Indiana	x		9	6	yes	(g)	5	All
Kansas		x	7	3	yes	4	5	All
Kentucky		x	9	9	yes	4	..	All
Louisiana	x		11	9	no	4	..	All
Mississippi		x	9	9	yes	5	5	All
Montana		x	7	5	no	5	..	Elem.
Nevada		x(c)	11	5	yes	4	5	Elem.
New Mexico	x		7	4	yes	4	4	Elem.
North Carolina	x		7	1	yes	(h)	..	All
Oklahoma		x	7	3	yes	5	7	All
Oregon		x	5	5	no	4	(e)	All
South Carolina	x		9	8	yes	4	4	All
Tennessee		x	7	4	yes	(g)	10	All
Texas	x		10	8	yes	6	10	All
Utah		x	9	7	yes	4	..	All
Virginia	x		7	2	yes	4	..	All
West Virginia	x		7	1	yes	6	(f)	Elem.

a. State Purchasing Board is the adopting body.

b. In Florida the Board of State Institutions is the adopting body.

c. In Nevada the commission consists of the state board of education, the governor, state superintendent, and four other members.

d. In Idaho the compensation is \$100 per year and expenses.

e. In Oregon the Commission meet semi-annually. The salary is \$100 and expenses.

f. In West Virginia the board members received \$400 yearly.

g. Serve at pleasure of the governor.

h. Ex-officio members serve during term of office.

2. The term "uniformity states" refers to those states in which a state selecting agency adopts textbooks for the entire state.

function is performed by the state board of education, in others by a specially constituted commission. These agencies are designated as adopting bodies; and a detailed discussion of their personnel and functions, together with the legislative provisions governing textbook adoptions, is given in this chapter.

State Board of Education.— Table II shows that of the twenty-five states in which state uniformity prevails, thirteen designate the state board of education as the adopting body.³ The number of members ranges from six in Delaware and Idaho to eleven in Louisiana, seven members being the most common. In only five states do persons engaged in educational work constitute a majority of the board, but in ten states the chief educational officer of the state is a member. Tenure varies from two years in Arizona to six years in West Virginia. In Indiana tenure is at the pleasure of the governor, while in North Carolina the board is composed of ex officio members whose tenure depends on the office they hold. The ex officio members receive no salary, but are paid necessary expenses. Compensation for other members is generally on a per diem basis and ranges from four dollars in several states to twenty-five dollars plus expenses in Delaware. West Virginia and Idaho, on the other hand, pay the members of the adopting body four hundred and one hundred dollars a year, respectively.

Specially Constituted Commissions.— Twelve states have specially constituted commissions for selecting and providing textbooks on a state-wide uniformity basis. The official title of these adopting bodies in ten

3. Tidwell's study lists the adopting body in Alabama as the State Board of Education, but notes that the Textbook Purchasing Board is the actual adopting body. The present study lists Alabama among the states having specially constituted boards in view of the fact that the Textbook Purchasing Board is not the State Board of Education, but consists of the governor, the state superintendent, and the chairman of the State Board of Administration. Other states which do not have the adopting bodies shown by Tidwell are Florida, Idaho and Texas.

states is the State Textbook Commission. In Kansas, it is designated as the Kansas State School Book Commission, and in Alabama, it is called the Textbook Purchasing Board.

The legislatures of the several states have made varied provisions for determining the membership of these commissions. In seven states, the governor appoints the members; in Kentucky and Oregon, the state board of education does the appointing. In Alabama and Florida, the members are all ex officio, being designated by statutory provision. The personnel of the Nevada commission is made up of the state board of education, the governor, the state superintendent of public instruction, and

Table III

LEGAL PROVISIONS AND PRACTICES PERTAINING TO RECOMMENDATIONS
OF COMMITTEES TO THE ADOPTING BODIES IN THE TWENTY-FIVE
UNIFORMITY STATES, 1936

Are Committees Provided Outside this Group who Recommend Textbooks?			Have the Recommendations of Committees been followed?	
Is Selection Left Entirely to Adopting Body?			Of Whom Is the Committee Constituted?	
Name of State				
Alabama	yes	yes	yes	Textbook Committee
Arizona	yes	yes	yes	Outstanding Teachers
Arkansas	yes	no	...	*****
California	yes	yes	yes	State Curriculum Committee
Delaware	yes	no	...	*****
Florida	yes	yes	yes	Seven Prominent Educators
Georgia	yes	yes	yes	City Superintendents
Idaho	yes	yes	yes	Five Educators
Indiana	yes	no	...	*****
Kansas	yes	no(a)	...	*****
Kentucky	yes	no	...	*****
Louisiana	no	yes	yes	Educational Committees
Mississippi	yes	no	...	*****
Montana	yes	yes	yes	Supervisors in State Dept.
Nevada	yes	yes	some	Principals and teachers
New Mexico	yes	no	...	*****
North Carolina	yes	yes	yes	Teachers and Principals
Oklahoma	yes	no	...	*****
Oregon	yes	no	...	*****
South Carolina	yes	no	...	*****
Tennessee	yes	no	...	*****
Texas	yes	yes	yes	Five Active Educators
Utah	yes	no	...	*****
Virginia	yes	no	...	*****
West Virginia	yes	yes	...	*****

a. In Kansas, the commission has frequently received recommendations from committees, and the recommendations have usually been accepted. Generally, however, each member of the commission gets recommendations from individual teachers,

four other educators.

Table II shows that the membership ranges from three in Alabama to eleven in Nevada, seven being the most common. Seven of the twelve commissions have a majority of their members actively engaged in educational work, and the state superintendent of public instruction is a member in ten states. The most common tenure is four years. Except for traveling expenses, no compensation is provided in six states, but of the other six, five pay salaries ranging from five to ten dollars a day. Oregon pays its commissioners one hundred dollars a year plus necessary expenses.

In twelve of the twenty-five states, according to Table II, people engaged in school work constitute a majority of the membership of the adopting body. It is evident that the situation in 1936 does not bear out Tidwell's conclusion in 1928 which states:⁴

"The adopting bodies of the uniformity states are generally composed of members engaged in educational work . . . It is apparent that the law-making bodies of the several uniformity states have had in mind adopting bodies which would be professionally capable and at the same time representative of the various educational interests in the state."

While it is true that in practice several of the uniformity states follow the policy of appointing professional committees to recommend textbooks for adoption, and generally accept their recommendations, very few states make it mandatory for the commissions to select books from those recommended. In no state is there provision for employing and paying experts to make the selections. It can hardly be said at the present time that the state legislatures have made provisions for professionally capable adopting bodies. According to Table III, however, the adopting bodies in Alabama, California, Florida, Georgia, Idaho, Louisiana, Montana, Nevada, North Carolina, Texas and West Virginia, have a definite policy of seeking and accepting the advice of persons actively engaged in teaching.

4. Op. cit., p. 16.

LEGAL PROVISIONS AND ADMINISTRATIVE SAFEGUARDS

The principal legal provisions and administrative safeguards governing the adoption of textbooks in the twenty-five uniformity states are discussed below.

While uniformity is generally interpreted to mean a single list of

Table IV

SINGLE, MULTIPLE OR OPEN LISTS OF ADOPTION IN UNIFORMITY STATES, AND THE GRADES TO WHICH EACH APPLIES, 1936

Type of adoption in elementary grades		Type of adoption in high school grades	
State			
Alabama	single	single	
Arizona	single	open	
Arkansas	single	open	
California	single	open	
Delaware	open (a)	open (a)	
Florida	single	single	
Georgia	single	open	
Idaho	multiple (b)	open	
Indiana	single	single (c)	
Kansas	single	single	
Kentucky	single	single	
Louisiana	single	single	
Mississippi	single	single	
Montana	single	open	
Nevada	single	open	
New Mexico	single (d)	open	
North Carolina	single	single	
Oklahoma	single	single	
Oregon	single	single	
South Carolina	single	single	
Tennessee	single (e)	single	
Texas	single	single (f)	
Utah	multiple (g)	multiple (g)	
Virginia	single (h)	single (h)	
West Virginia	single	open	

- State Board of Education prescribes for certain schools but must prescribe an open list.
- State Board of Education adopts multiple lists but has definite power to determine how and under what regulations textbooks shall be adopted.
- Single for most texts; multiple for others in high school.
- Sometimes co-basal for elementary grades.
- Commission is empowered to adopt multiple list.
- Multiple for first class high schools only.
- Co-basal up to four books.
- Exemptions in free book territory.

books, usually one for each subject taught in each grade, all uniformity states do not make this interpretation. For example, in several states

two or more readers are adopted. Likewise, several of the uniformity states provide a "multiple" or "open list" for certain specified districts or in the high school grades. A "multiple list" means that two or more books are adopted by the adopting agency, allowing the district to make a choice. Where "open lists" are provided, the districts may choose any book listed with the state department of education by the publisher. Open listing usually provides that a publisher may list as many books as he pleases but must pay a fee for each book listed, specify the price at which it is sold and post a bond for meeting these requirements. Open listings are followed in Colorado, Illinois, Iowa, Michigan, Minnesota, Nebraska, North Dakota, Ohio, Washington, Wisconsin, Missouri, and Wyoming.

Table IV shows the type of adoption in the twenty-five uniformity states. It will be noted that, even in uniformity states, three do not have single lists for all elementary schools in the state. Idaho and Utah have provisions for multiple lists for all but certain specified districts, and Delaware provides an open list adopted by the State Board of Education. These states provide state uniformity only to a minimum degree. Among the fourteen states classified as having state uniformity and single adoptions for high school subjects, Indiana adopts multiple lists for some texts, Texas may do so at the discretion of the State Board of Education, and Virginia makes exceptions of all free textbook territory within the state. Thus complete uniformity in the elementary grades is provided in twenty-two states, and limited uniformity prevails in the other three states. In the high school field, complete uniformity exists in eleven states.

Table V lists the provisions pertaining to periodical revision of textbooks, unsatisfactory and supplementary books, price and exchange regulations, terms of adoption, and exemptions which have been incorporated

Table V

LEGAL PROVISIONS PERTAINING TO REVISION, UNSATISFACTORY AND
SUPPLEMENTARY BOOKS, PRICES, AND EXCHANGE REGULATIONS,
TERMS OF ADOPTIONS AND EXEMPTIONS IN THE
TWENTY-FIVE UNIFORMITY STATES, 1936

Supplementary Books				Price Regulations					
Dropping Unsatisfactory Books				Exchange Regulations					
Periodical Revision				Term of Adoptions-years					
Name of State								Exemption for Cities of Specified Classes	
								Exemption for Districts of Specified Classes	
Alabama	yes	yes	yes	yes	yes	6	yes	no	
Arizona	yes	no	yes	yes	yes	5	no	no	
Arkansas	yes	no	yes	yes	yes	6	yes	no	
California	no	no	yes	yes	no	6	no	no	
Delaware	yes	no	yes	yes	no	4	yes	no	
Florida	no	no	yes	yes	yes	8	no	no	
Georgia	no	no	yes	yes	yes	5	yes	yes	
Idaho	no	no	yes	no	yes	6	no	yes	
Indiana	yes	no	no	yes	yes	5	no	no	
Kansas	no	no	yes	yes	yes	5	no	no	
Kentucky	no	no	yes	yes	yes	5	yes	no	
Louisiana	no	yes	no	no	no	6	no	no	
Mississippi	no	no	yes	yes	yes	5	yes	no	
Montana	no	no	yes	yes	yes	6	no	no	
Nevada	no	no	yes	yes	yes	4	no	no	
New Mexico	no	no	yes	yes	yes	6	no	no	
North Carolina	no	no	no	yes	yes	5	no	no	
Oklahoma	no	no	yes	yes	yes	5	no	no	
Oregon	no	no	yes	yes	yes	6	yes	no	
South Carolina	yes	yes	yes	yes	no	5	yes	no	
Tennessee	no	no	yes	yes	yes	5	no	no	
Texas	yes	yes	yes	yes	yes	6	no	no	
Utah	no	yes	yes	yes	yes	6	yes	no	
Virginia	no	yes	yes	yes	no	5	yes	yes	
West Virginia	no	no	yes	yes	no	5	no	no	

into law in the uniformity states. A summary of this table shows that seven states have definite legal provisions for substituting revisions of adopted books before the end of the adoption period; that six provide for dropping unsatisfactory books upon short notice to the publisher; that all but three states provide for the use of supplementary books; that price and exchange regulations exist in twenty-three and nineteen, respectively;

that the term of adoption ranges from four to eight years, readoptions being quite common; and that certain specified cities and districts are exempt from using the state adopted books in ten and three states, re-

Table VI

PRINCIPAL LEGAL PROVISIONS PERTAINING TO ADVERTISING FOR BIDS,
BOND AND DEPOSITORY REQUIREMENTS AND THE ADMINISTRATIVE
SAFEGUARDS OF ADOPTION IN THE TWENTY-FIVE
UNIFORMITY STATES, 1936

Depositories Required				Administrative Safeguards Left to Commission			
Bond Required of Publisher				Specific Provisions Against Efforts to Influence Adoptions			
Must advertise for bids				Specific Provisions Against Combinations to Restrain Competition			
Name of State							Specific Provisions Against Violation of Provisions
Alabama	yes	yes	yes	no	yes	yes	yes
Arizona	yes	yes	yes	no	yes	yes	yes
Arkansas	yes	yes	yes	no	yes	no	yes
California	no	yes	yes	no	yes	yes	yes
Delaware	no	no	no	yes(a)	no	no	no
Florida	yes	yes	yes	no	yes	no	yes
Georgia	yes	yes	yes	no	yes	yes	yes
Idaho	no	yes	no	no	yes	no	yes
Indiana	yes	yes	no	no	yes	yes	yes
Kansas	yes	no(b)	yes	no	yes	no	yes
Kentucky	yes	yes	no	no	yes	yes	yes
Louisiana	yes	no	no	no	yes	yes	yes
Mississippi	yes	yes	yes	no	yes	yes	no
Montana	yes	yes	yes	no	no	no	no
Nevada	no	yes	yes	no	no	no	no
New Mexico	yes	yes	yes	yes(a)	no	no	no
North Carolina	yes	yes	no	no	yes	no	yes
Oklahoma	yes	yes	yes	no	yes	yes	yes
Oregon	yes	yes	yes	no	yes	no	yes
South Carolina	no	yes	yes	no	yes	no	yes
Tennessee	yes	yes	no	no	yes	no	yes
Texas	yes	yes	yes	no	yes	yes	yes
Utah	yes	yes	no	no	yes	no	no
Virginia	no	yes	no	no	no	no	yes
West Virginia	yes	yes	yes	no	yes	no	no

a. In Delaware and New Mexico, the administrative safeguards are not included in the law but are left to the commission.

b. Not a part of the law but is required by the commission.

spectively. In some states the provisions not incorporated in the law are made by the commission.

In Table VI are given the principal legal provisions relative to advertising for bids, the bond and depository requirements, and the administrative safeguards of uniformity states. It will be noted that some of the administrative safeguards are not a part of the law, but are left to the commission to determine. This situation exists in Delaware and New Mexico. In some of the other states, however, which have no legal provisions for advertising for bids or for requiring bonds and depositories, the commission makes such requirements. To what extent this is done, the available data do not show.

LOCAL ADOPTING BODIES

Twenty-three states permit the selection of textbooks by local adopting bodies, either by district boards of education or by county boards. According to Table VII, nineteen of these twenty-three states have legal provisions making the district the unit of adoption. Maryland, Missouri, South Dakota, and Washington provide for county boards of education to select textbooks which must be uniform throughout the county. In Iowa and Wisconsin, county uniformity is permissive but must be voted by the districts.

The membership of the county adopting bodies ranges from three to seven members, whereas the adopting bodies in local districts have the same number of members as do the boards of education. The number varies from three to fifteen members. Their term of office ranges from one to six years, three years being the most common term. Very few receive any pay for their services, but in Maryland and Michigan the compensation reaches several hundred dollars per year.

Usually local adopting bodies are guided in their selection of textbooks by the recommendations of superintendents, principals and teachers.

Table VII indicates the principal legal provisions governing text-

book adoptions in non-uniformity states. The term of adoption varies from an indefinite period to five years, but in no state are there restrictions against readoptions for one or more periods. Regarding price regulations, only ten states make definite provision in the law that no publisher may charge more for a book in that state than he charges in any other state. In practice, however, it is found that many of the local adopting bodies make this provision a part of the contract with the publisher. The same procedure is frequently followed in contracting with a publisher to make

Table VII

ADOPTING BODIES, AREA OF UNIFORMITY AND LEGAL PROVISIONS PERTAINING TO TERM OF ADOPTION, UNSATISFACTORY AND SUPPLEMENTARY BOOKS, AND EXCHANGE AND PRICE REGULATIONS
IN NON-UNIFORMITY STATES, 1936

Area of Uniformity			Term of Adoption - years					
District Boards			Price Regulations					
County Boards			Dropping Unsatisfactory Books					
Name of State			Supplementary Books					
			Exchange Regulations					
Colorado	x	Dist.	4	no	yes	no	no	
Connecticut.	x	Dist.	5	no	no	no	no	
Illinois	x	Dist.	5	yes	no	yes	yes	
Iowa	x(a)	Dist.	5	yes	yes	no	yes	
Maine.	x	Dist.	..	no	no	no	no	
Maryland	x	Co.	3	no	no	yes	no	
Massachusetts.	x	Dist.	..	no	no	no	no	
Michigan	x	Dist.	5	yes	no	yes	no	
Minnesota.	x	Dist.	3-5	yes	no	yes	yes	
Missouri	x	Co.	5	yes	no	yes	yes	
Nebraska	x	Dist.	..	yes	no	no	no	
New Hampshire.	x	Dist.	..	no	no	no	no	
New Jersey	x	Dist.	..	no	no	no	no	
New York	x	Dist.	5	no	yes	no	no	
North Dakota	x	Dist.	..	no	no	no	no	
Ohio	x	Dist.	5	yes	yes	yes	no	
Pennsylvania	x	Dist.	5	no	yes	yes	no	
Rhode Island	x	Dist.	3	no	yes	yes	no	
South Dakota	x	Co.	5	yes	no	no	no	
Vermont.	x	Dist.	..	no	no	no	no	
Washington	x	Co.	5	yes	no	yes	yes	
Wisconsin.	x(a)	Dist.	5	yes	no	yes	yes	
Wyoming.	x	Dist.	..	no	no	no	no	

a. In Iowa and Wisconsin, county uniformity is permissive but must be voted by the districts.

an exchange allowance on an old textbook which is superseded by a new one. Six states make provisions for dropping unsatisfactory books before the end of the term of adoption. In the case of supplementary books, although many states do not make provision for purchasing them, there are few, if any, local boards of education which are prohibited by law from doing so.

A discussion of the many minor provisions for textbook adoption in non-uniformity states will not be included in this study. Reference is made below to the provisions regarding free textbooks in both uniformity and non-uniformity states since free textbooks are required in some states of each type.

FREE TEXTBOOKS

Free Textbook legislation in the United States is of two kinds. It is either mandatory, in which case the state laws require that textbooks be furnished free to pupils, or it is permissive. In states having permissive legislation, the electors of a district may vote to provide free textbooks. In some cases the provision applies only to the elementary grades, while in others it applies to the high school grades as well. Oklahoma appears to be the only state which has neither mandatory nor permissive legislation.

Providing free school books for children of indigent parents is somewhat different from the types mentioned above. Practically all states have laws permitting or requiring the furnishing of school books to children whose parents are unable to purchase them.

States Requiring Free Textbooks.— Table VIII shows that at present twenty-six states have laws requiring free textbooks for the elementary grades. Nineteen of these states require free textbooks for the high school grades.

According to Tidwell's study, twenty states had made the provision

mandatory by 1927. Keesoecker's study in 1935 showed that twenty-five states had this requirement.⁵ Table VIII shows several changes since that study was made. Keesoecker lists Alabama and Ohio among the states

Table VIII

STATES WHICH REQUIRE FREE TEXTBOOKS, GRADES AFFECTED, AREA
OF UNIFORM ADOPTIONS, AND SOURCE OF FUNDS, 1936

Grades for which free textbooks are provided		Area of Uniform Adoptions	
Name of State		Source of Funds	
Alabama	1-2-3 (a)	State	State
Arizona	Elem.	State	State
California	All	State	State(b)
Connecticut	All	Dist.	Local
Delaware	All	State	State
District of Columbia . .	All	Dist.	Dist.(c)
Florida	All	State	State
Kentucky	Elem. (d)	State	State
Louisiana	All	State	State
Maine	All	Dist.	Local
Maryland	All	Co.	State
Massachusetts	All	Dist.	Local
Montana	Elem.	State	Local
Nebraska	All	Dist.	Local
Nevada	All	State	Local
New Hampshire	All	Dist.	Local
New Jersey	All	Dist.	Local
New Mexico	Elem.	State	State
Ohio	All	Dist.	Local
Oregon	Elem.	State	Local
Pennsylvania	All	Dist.	Local
Rhode Island	All	Dist.	Local
South Dakota	All	Co.	Local
Texas	All	State	State
Utah	Elem.	State	Local
Vermont	Elem.	Dist.	Local
Wyoming	All	Dist.	Local

a. Mandatory for grades 1, 2, 3, beginning 1935-36-37, respectively.

b. Local for high school. Elementary textbooks printed by state printing office.

c. Federal and district.

d. Mandatory grades 1 to 8, if funds are available; at present only grades 1 to 5.

e. Local and State

5. Keesoecker, Ward W., Legislation Concerning Free Textbooks, U. S. Office of Education, Pamphlet No. 59, p. 3. (Keesoecker states in footnotes that in Alabama, free textbooks for grades 1 to 6, inclusive, are required in any county having between 105,000 and 300,000 population).

having permissive legislation, but these states passed laws later in 1935 requiring free textbooks. Alabama's law applies only to the first three grades; Ohio's law includes both elementary and high school grades. Oklahoma, which Keesecker classed among the states having mandatory provisions, had a free textbook law operative in 1924; but it was later repealed, primarily because the legislature did not see fit to provide funds for the continuation of the law. North Carolina is now in the process of establishing a state-wide rental system through which school books are rented to pupils for one-third the retail price.

The cost of free textbooks is relatively small when compared with other expenditures for education. According to Henry, the cost of textbooks (1929-30) is 1.4 per cent of the total current expenses for public schools in 134 cities.⁶ The mean annual cost of free textbooks for each pupil enrolled in thirteen states having free textbooks indicates that the amount was \$1.61 in 1920, \$1.33 in 1922, \$1.38 in 1924, \$1.67 in 1926, and \$1.55 in 1928.⁷

The source of funds for free textbooks is either state or local, although in some cases the revenue comes partly from each source. Taxes of various kinds have been imposed for defraying the expenses of this added service. The proponents of free textbook legislation consider it as justifiable and desirable as provisions for free tuition, free buildings, and free libraries. With the exception of Oklahoma, no state which has made free textbooks mandatory has repealed the law.

States Authorizing Free Textbooks.—According to Table IX, twenty-one states have legal provisions permitting the local district to furnish textbooks free. It should be pointed out that many large cities in these

6. Henry, Nelson B., "The Cost of Textbooks," Chap. 12 of the Thirtieth Yearbook, National Society for the Study of Education, Part II, 1931, p. 227.

7. See Appendix for tables showing cost data in free textbook territory.

states are providing free textbooks. Seventeen of these states authorize the local district to furnish free textbooks in both the elementary and high school grades. In four states only the elementary grades are provided for.

Table IX

STATES WHICH AUTHORIZE FREE TEXTBOOKS, GRADES AFFECTED,
AREA OF UNIFORM ADOPTIONS, AND SOURCE OF FUNDS, 1936

Grades for which free textbooks are provided		Area of Uniform Adoptions		
Name of State			Source of Funds	
Arkansas	Elem. (a)	State	Local	
Colorado	All	Dist.	Local	
Georgia.	All	State	Local	
Idaho.	Elem.	State	Local	
Illinois	All	Dist.	Local	
Iowa.	All	Dist.	Local	
Kansas	All	State(b)	Local	
Michigan	All	Dist.	Local	
Minnesota.	All	Dist.	Local	
Mississippi.	Elem.	State	Local	
Missouri	All (c)	Co.	Local	
New York	All	Dist.	Local	
North Carolina	All	State	Local	
North Dakota	All	Dist.	Local	
Oklahoma.	(d)	State	.....
South Carolina	All	State	Local	
Tennessee.	All	State	Local	
Virginia	All	State	Local (e)	
Washington	All	Co.	Local (e)	
West Virginia.	All	State	Local	
Wisconsin.	All	Dist.	Local	

a. State board of education may provide for high schools.

b. Books printed by state printing office and sold at cost to districts and local dealers.

c. State aid.

d. No provisions.

e. State and county aid for all current expenditures.

Table IX shows that the source of funds in these states is always local, regardless of whether the area of uniformity is the state, the county, or the district.

One of the chief arguments for complete state uniformity is economy. Pupils moving from one district to another within the state do not have the expense of purchasing a different set of books if the textbooks are

uniform throughout the state. This argument is valid in states which do not furnish textbooks free. In states where free textbooks are mandatory, however, children are relieved of the expense of buying textbooks, and the argument does not hold. It may be assumed then, that state or local areas of uniformity should go hand in hand with free textbooks. Table IX, nevertheless, does not support such an assumption. The type of free textbook legislation bears no relationship to area of uniformity. Of the twenty-six states in which free textbooks are mandatory, the state is the area of uniformity in thirteen, and the district or county in the other thirteen.

STATE PRINTING OF TEXTBOOKS

It is sometimes assumed that a policy of state printing is inextricably bound up with a policy of state uniformity and single adoptions. This assumption is based on the fact that the two states which print the books for the elementary school have a system of state-wide uniformity and single adoptions. In California, however, uniformity and single adoptions apply only to the elementary grades; while in Kansas both of these provisions also exist in the high school textbook field. Twenty-three other states have uniform textbooks, but many of these have multiple adoptions in the high school grades. Likewise, it might be assumed that a policy of free textbooks is also closely connected with a policy of state printing, inasmuch as the state of California has accepted both policies. That this assumption does not follow is apparent, in view of the fact that twenty-five other states provide free books, but do not print their own books.

While state printing and state uniformity are two separate and distinct problems, it is nevertheless true that a policy of state printing would be less desirable without uniformity in the state. In order that a state may print textbooks as economically as possible, it

is necessary to print a large number of books in each subject so that the cost of each book will not be exorbitant. It is evident, therefore, that regardless of the fact that theoretically the two policies are not interwoven, in practice they apparently go hand in hand. Conversely, free textbooks and state uniformity apparently have little in common because this study shows that of the twenty-six states having laws making free textbooks mandatory, one-half follow the policy of state uniformity and the other half have local areas of uniformity. Likewise, if the state can provide entirely satisfactory textbooks at a cheaper cost by means of state printing than through state purchase, the policy merits consideration. Since the educational and financial implications of the present Kansas policy are the chief problem of this study, a detailed investigation of that problem is presented in chapters VI to X, inclusive.

SUMMARY

This chapter has been devoted to a discussion of the present status of textbook legislation in the forty-eight states. The analysis of the practices and legal provisions in the twenty-five states having statewide uniformity of adoptions has been especially detailed. In twenty-three states having local uniformity of textbooks, the district or county board of education is the adopting body with teachers and superintendents largely responsible for determining the books adopted. In the twenty-five uniformity states, whether the selections are single, multiple or open lists, the adopting body consists of either state boards of education or specially constituted commissions. In twelve of these states persons active in educational work compose a majority of the adopting body. In eight states in which educators do not have majority representation on the adopting body, provision is definitely made to have school people recommend textbooks, and their recommendations are generally followed.

In one state the membership of the adopting body is evenly divided between teachers and non-teachers. In three states the majority of members are persons not actively engaged in teaching, and no provision is made for recommendations by teachers. Thus, in twenty-one of the twenty-five uniformity states, educators largely determine the books to be selected.

Twenty-six states have laws making free textbooks mandatory in the elementary grades, while nineteen of these states have the requirement for high school grades. With one exception, the other twenty-two states have laws permitting local districts to furnish textbooks free.

Chapter III

THE HISTORICAL BACKGROUND OF STATE UNIFORMITY AND TEXTBOOK ADOPTING BODIES IN KANSAS

As far back as 1859, the territorial superintendent of common schools recommended a list of textbooks for use in the common schools of the Kansas territory.¹ In general, state superintendents until 1867 were in favor of making uniformity as effective as possible, but they had no power to enforce their recommendations. In the Seventh Annual Report, however, the state superintendent wrote that "state uniformity of text books is impractical" and recommended district uniformity.²

The first legislation affecting the adoption of textbooks in Kansas was enacted in 1876. It provided that each district board could require a uniform series of textbooks, thereby eliminating the former practice of each pupil using whatever books were available.³ This law was strengthened in 1879 by an act making it mandatory for each district board or board of education to require the use of a uniform series of textbooks in each branch of study in the school.⁴

Imbued with the idea that larger areas of uniformity were desirable, the legislature in 1885 passed a law making county uniformity permissive.⁵ It provided that whenever a majority of districts in each county voted to adopt uniformity, the county superintendent should notify each district of such vote, and delegates should be selected to serve on the county textbook board. It was the duty of the county board to select textbooks for the entire county. Members served for a

1. Report: Territorial Superintendent of Common Schools, 1859, p. 51
2. Seventh Annual Report, State Superintendent of Public Instruction, 1867, pp. 39-45.
3. Kansas General Statutes of 1876, chapter 92, section 67.
4. Kansas General Statutes of 1881, chapter 92, section 60.
5. Kansas laws of 1885, chapter 171, sections 1 and 2.

period of five years, the county superintendent being ex officio chairman. Sixty-two of the 105 counties had availed themselves of the county uniformity law by 1897.⁶

STATE UNIFORMITY

The provision for district and county uniformity existed until 1897, when a more ambitious legislative program was enacted creating a State Textbook Commission and providing for single adoptions and a state-wide system of uniform textbooks, the maximum prices of which were designated in the statutes. The legislature had an abundance of faith in the desirability and practicability of providing cheap textbooks through legislative enactment.

From 1897 to 1913 the School Textbook Commission was prohibited by law from contracting for or selling textbooks to the people of Kansas for use in the public schools "at a price above, or in excess of the following, which price shall include all costs and charges for packing, transportation and delivery to the several places herein named in this state, namely:"⁷

for the spelling book -----	10¢
for the first reader -----	10¢
for the second reader -----	17¢
for the third reader -----	23¢
for the fourth reader -----	30¢
for the fifth reader -----	40¢
for the mental arithmetic -----	20¢
for the intermediate arithmetic -----	25¢
for the complete arithmetic -----	35¢
for the English grammar, elementary -----	20¢
for the complete grammar -----	35¢
for the physiology and hygiene -----	50¢
for the history of the United States -----	50¢
for the elements of natural philosophy -----	50¢
for civil government -----	40¢
for elementary algebra -----	50¢
for physical geography -----	80¢
for bookkeeping -----	40¢

6. McCray, D. O. "Kansas, Wise and Otherwise," Journal of Education, Vol. LXXX (Sept. 10, 1914) p. 200.

7. Kansas Laws of 1897, ch. 179.

for writing books -----	5¢ each
for elementary geography -----	30¢
for advanced geography -----	75¢

The School Textbook Commission adopted such books as were available under these restrictions. How satisfactory to the school people of Kansas these books were, can be gleaned from some of the statements made with reference to them during the sixteen-year period the law was in effect. The Eleventh Biennial Report states:⁸

"The textbook law enacted by the last legislature is now in successful operation. The price of books has been reduced one-half, and a uniform system of books has assisted greatly in unifying and systematizing the school work of the state."

The above statement was made after the books had been in use less than two years. Evidently the durability of these books was not all that was desired because in the Twelfth Biennial Report the state superintendent recommends:⁹

"I know that every true friend of popular education in Kansas is desirous of securing not only better books than we now have, but the very best books that can be secured at the most reasonable prices. A book that is easily worn out and that falls to pieces in the regular and necessary use in the classroom and study is not a cheap book. No book is cheap in an economical sense unless it contains an element of durability."

State Superintendent E. T. Fairchild wrote more specifically of the success of the state uniformity law in 1908, as follows:¹⁰

"Has the uniform text-book law been justified in the light of experience? It has decreased the cost to the consumer. It has a decided tendency to unify the work of the school. Opposed to this is the fact that it has not resulted in every instance in securing the best books the market affords. The remedy is two-fold: Readjust the scale of prices so as to do away with the excuse that the best books cannot be offered; make such provision by law as shall render more definite the personnel of the Textbook Commission."

8. Eleventh Biennial Report, State Superintendent of Public Instruction, 1897-98, p. 22.
9. Twelfth Biennial Report, State Superintendent of Public Instruction, 1899-1900, p. 13.
10. Sixteenth Biennial Report, State Superintendent of Public Instruction, 1907-08, pp. 8-9.

It is clear that the law of 1897 made school books available to Kansas children at a lower cost than was paid for textbooks in other states. There is no evidence to show that other states were using the same textbooks which Kansas had adopted. In fact, the majority of the adopted books of 1897 were furnished by the following publishers:¹¹

Crane and Company, Topeka, Kansas
 Poley Printing Company, Parsons, Kansas
 J. S. Parks, Topeka, Kansas
 Central School Supply House, Chicago, Ill.
 Bechtold Printing and Book Co., St. Louis, Mo.

Although many large school book publishing companies were in business at the time, the only one from whom textbooks were purchased was Scott, Foresman and Company of Chicago, Illinois.

Increasing dissatisfaction with some of the provisions of the law of 1897 was voiced by teachers' associations, boards of education and many other organizations. The Kansas Improved Stock Breeders' Association was aroused to appeal to the legislature for a change that would give the people better school books.¹² The Kansas State Teachers Association passed a resolution in 1911 which called attention to the fact that "the prices fixed by the legislature of 1897 prevent the offering of a number of the best texts," and requested the next legislature to make such changes in the schedule of prices "as will insure the offering of the best books of every grade."¹³ Further evidence of the dissatisfaction with the books used in the schools is contributed by J. O. Hall, president of the Central Kansas Teachers Association.

11. Eleventh Biennial Report, State Superintendent of Public Instruction, 1897-98, pp. 22-23.

12. Journal of Education, Vol. LXXX, p. 202.

13. Western School Journal, Vol. 28 (Nov., 1911) p. 23.

In 1914, he said:¹⁴

"For years the textbooks situation in Kansas has been most unsatisfactory. No one who is at all conversant with the facts will deny that the majority of books that have been furnished the public school pupils of Kansas for the last fifteen years have been inferior to those used in other states."

Within a few years after the enactment of the law of 1897, there was almost universal dissatisfaction on the part of school people with the adopted books. The favorable statements made shortly after the passage of the law probably indicate that the prices at that time were not so far below the current prices that good textbooks were unavailable. As better books were being published and as prices rose, the people of Kansas were forced to use the inferior books which were the only books the schedule of prices permitted them to buy. Not willing to let the best interests of Kansas children go neglected, many school boards circumvented the law by buying supplementary books until they were finally enjoined by the Kansas supreme court.¹⁵

The commission adopted the Winston Primer in 1925. An action was brought in the district court of Shawnee County against the various members of the school book commission, and the court enjoined them from attempting to carry out the contract because the adopted primer was not equal in subject matter to the Werner Primer (specified in the law as the standard of comparison), and did not contain colored illustrations and number lessons as required

14. Address by J. O. Hall, Western School Journal, Vol. 30 (March, 1914), pp. 93-4.

15. Minutes of the Kansas State School Book Commission, July 22, 1925.

by law.¹⁶

After this decision had been made, the members of the commission met and compared the two primers, all members agreeing that the Winston Primer was equal or superior to the Werner Primer. In the meantime, the publishers of the Winston Primer had submitted additional number lessons to the commission for its approval, the same to be inserted as a part of the Winston Primer. The commission resolved to approve the number lessons and incorporate them in the primer. Having met the requirements for adopting a primer as defined by the statutes, the commission proceeded to authorize the chairman and secretary to enter into a contract with The John C. Winston Company for the Winston Primer, as amended. This case illustrates the impracticability of attempting to restrict the actions of the commission by too specific statutory provisions.

16. It was brought out in the trial that the Winston Primer was adopted without reference to the Werner Primer, which the members of the commission admitted. It was further alleged that the Winston Primer did not comply with the statute in that it did not contain number lessons. To this charge the members of the commission replied that a number lesson was given on page 53, which read as follows:

"1,2,3,4,5,

I caught a hare alive,

6,7,8,9,10,

I let her go again.

In enjoining the commission from carrying out the contract for the Winston Primer, the court held that since the statute contemplated several number lessons, and even assuming that the lesson on page 53 might be regarded as a number lesson, the statute had not been complied with in this respect. It also held that since five members of the commission had admitted that they had not made a comparison with the Werner Primer and had not taken it into consideration in any respect in making the adoption, they had not acted in the manner the statute provided. The commission was therefore enjoined from printing the Winston Primer under the adoption made in the manner and under the conditions found by the court.

Such a situation is not likely to result again because the law was modified in 1933 in such manner as to provide for a comparison of the books being considered for adoption with standard textbooks of the day.

Practically every biennial report of the state superintendent of public instruction before 1897 contained a recommendation for a law requiring state-wide uniformity of textbooks. The law of 1897 not only provided for state uniformity, but also specified that only one textbook could be used in a given subject. A large number of schools, nevertheless, continued to provide supplementary books for the use of pupils. After the 1897 law had been in operation for fifteen years without the right to use supplementary books ever having been legally questioned, the supreme court in 1913 handed down a decision to the effect that not only was the use of the state adopted books required but also that the purchase of supplementary books by school boards and the use of them by the pupils were prohibited by law.¹⁷ The absurdity of such a situation is pointed out in the Nineteenth Biennial Report.¹⁸

"The situation with regard to supplementary books is at once acute and absurd . . . It is hardly thinkable that a great, intelligent, prosperous and progressive state like Kansas should ever have found itself under the necessity of protecting itself from itself. And yet apparently such protection was one of the important purposes of the textbook act of 1897. . . . To put the matter plainly, but truthfully, this means that thousands of children of this state, as in no other state in the Union, are being denied one of the privileges that ought to be synonymous with free schools everywhere; that is, the right and opportunity to have and to use such books as will make school life most attractive and most profitable . . . It is high time to talk less about the cost of books, and to consider more the worth of books. What the people of Kansas want is not poor books and too few of them, but good books and enough; for their children and not their dollars are their first consideration."

17. Ross, W. C., "Recommendations on Needed School Legislation." The Kansas Teacher, Vol. I, No. 7, p. 2.

18. Nineteenth Biennial Report, State Superintendent of Public Instruction, 1913-14, p. 42-43.

This situation was remedied in 1915 by permitting school boards to purchase supplementary books approved by the commission. But even today, children are legally required to purchase the state adopted textbook for each subject studied, and teachers are legally prohibited from requiring the pupil to buy any other textbook. The tendency of teachers to require and use other textbooks than those adopted by the commission probably was responsible for this restriction.

THE ADOPTING BODIES IN KANSAS

The law of 1897 provided that the governor with the consent of the senate should appoint a commission of eight members for a term of four years each. The state superintendent was the ex officio chairman, and one member was selected as secretary. Not more than three members of the adopting body could be from the same political party; the compensation was five dollars per diem, plus expenses for each member except those already on the state pay roll. Evidently the provision for choosing the membership from three or more political parties was not satisfactory, since the law of 1907 changed this arrangement, allowing five of the eight members to be from the same party.¹⁹ Designed to prevent control of the commission by any one political party, the provision was probably as desirable as the present one, which limits the membership of the commission to three actually engaged in educational work and to four engaged in work other than education. Apparently the intent of the present law is to make it impossible for persons presumably best qualified to judge the merits of textbooks to have a majority vote in the selection of books. A discussion of this phase of the present law will appear later in this

¹⁹. Kansas Laws of 1907, chapter 328, section 1.

chapter.

In 1913 the School Textbook Commission was abolished; and there was created in its place the State School Book Commission, which is still the official adopting body.²⁰ This commission was composed of the state superintendent of public instruction, the president of the State Normal School, the president of the State Board of Agriculture, and two other persons appointed by the governor. The law provided for the election of a chairman from the membership of the commission, and the appointment of a secretary, not a member of the commission, to serve for two years at a salary of \$2000 a year. This provision has been continued to the present date. The powers of the commission were enlarged, authorizing it to purchase textbooks and manuscripts, remunerate authors, compilers, etc., procure copyrights and to contract with authors and publishers on a royalty basis. The commission was also authorized to provide for the printing of school books by and under the supervision of the state printer.

Minor changes in the composition of the State School Book Commission came in 1919.²¹ The representative of the State Board of Agriculture was changed from that of the chairman to any person it selected from its own membership. The governor retained the right to appoint the other two members.

Little change affecting the personnel of the State School Book Commission for a twenty-year period followed the changes made in 1913. In 1933, however, the law was modified to provide for certain restrictions in the appointment of members of the commission. It provided that only

20. Kansas Laws of 1913, chapter 288.

21. Kansas Laws of 1919, chapter 269, section 1.

two ex officio members, the state printer and the state superintendent of public instruction, be retained on the commission; the other five were to be appointed by the governor. Of these five, the law states, "one shall be a county superintendent of public instruction; one a superintendent of schools in a first or second-class city; and three members who shall be citizens of Kansas and engaged in farming, business, or professional occupation other than teaching."²² Their compensation and term of office were the same as provided in the law of 1913. Under the 1913 law it was the duty of the commission to purchase all materials and supplies for the printing of textbooks. This power was given to the state printer in 1923, but the provision was repealed in 1933 and the duty placed in the hands of the state board of administration and the business manager of the state.²³

Since the first law providing for a state textbook commission, the school people of Kansas have been dissatisfied with the policy which generally has given them minority representation on the commission, and in official meetings have passed resolution after resolution asking that the state legislature amend the law so that the personnel of the commission would be composed of persons actively engaged in school work. The legislature has persistently refused to enact these recommendations into law. From 1897 to 1913, the law gave the governor the power to appoint educators on the commission. From 1913 to 1933, three educators were ex officio members; and, during a part of this time, the governor appointed one or more persons engaged in school work, thus giving them majority representation. Under the present law, however, it is

22. School Laws of Kansas, Revised, 1933, section 814.

23. Kansas Laws, 1933, chapter 289, section 1.

impossible for a majority to be actively engaged in educational work. The teachers of Kansas have felt, and still feel, that they are competent to judge the merits of textbooks for the use of the children whom they teach, and they resent the fact that the legislature has not given them majority representation on the commission.

This attitude is stated clearly in an address given at a meeting of teachers in Hutchinson on February 19, 1914, by J. O. Hall, then superintendent of the Hutchinson schools. In discussing the textbook situation in Kansas, Hall said:²⁴

"Then there is the selection of textbooks in large measure, by persons who are not educators and who are not supposed to be expert judges in such matters, thus going directly contrary to universally acknowledged business sagacity in all other lines, such as the inspection of railroad watches by persons whose business it is to deal with watches, the passing upon the qualifications of a person to practice medicine by persons who are skilled in that line, and so on through the entire list with the exception that almost any and every class of people except educators are called upon to pass judgment upon educational matters."

In an editorial in The Kansas Teacher of September, 1916, the editor voices a protest against the present method of selecting textbooks, as follows:²⁵

"That the teachers of Kansas are opposed to the present method of selecting textbooks, no one who is at all conversant with school affairs in the state, doubts for a moment. The teachers want not the cheapest texts, but the best. They feel that the children of Kansas are as entitled to superior books as those of any other state. They feel that the commission should be composed of those actually engaged in public school work. They are not willing to concede that an editor, a farmer, and a club-woman are better judges of what makes a good textbook than are the members of their own profession . . . There is no better way to show the injustice of the present textbook law than by analogy. Suppose a law were passed making it unlawful for editors to use any type except that selected by a State commission, and then suppose the Governor appointed on this commission

24. Western School Journal, Vol. 30 (March, 1914) pp. 93-4

25. The Kansas Teacher, Vol. III, No. 5, p. 12.

farmers and blacksmiths. Suppose the physicians could use only such drugs as should be approved by a Commission made up of grocerymen, plumbers and ministers. Suppose the brick-layers and tailors selected the law-books used by lawyers. Suppose the farmers should be permitted to use only such brands of farm machinery as should be approved by the State Commission made up of a teacher, a chiropractor, and an undertaker. Just suppose!"

That there is still dissatisfaction among persons vitally interested in the education of Kansas boys and girls is evidenced by the resolutions adopted by the First District Congress of Kansas Parents and Teachers at a recent meeting.²⁶

"Resolved: That it is the sense of this conference that the State School Book Commission should be composed entirely of members whose training, experience, and professional standing are such that their opinions relative to textbooks will be of real value in the selection of texts. Further, that the State School Book Commission be selected on a non-political basis and that its members be removed from outside influence."

That this view is not shared by representatives of the state legislature is shown by the Report of the Committee for Investigation of the School Textbook Question.²⁷ In the findings of this bi-partisan committee the following statement appears:

"The personnel of the Commission, in its majority, is constituted of men engaged in educational activities and businesses, as a result of which, in the determination of the selection of school textbooks for publication by the state, the determinations made from time to time by the Commission have been arrived at largely from the point of view of an educator and with too little concern given to the practical and business-like side of the matter; that is to say, that there has not been represented on the commission that variety of wisdom and judgment, which would be represented if the commission were not so overbalanced with members actively engaged in educational pursuits."

26. The Present Status of Textbooks in the State of Kansas. A bulletin prepared for the Kansas Congress of Parents and Teachers. Vol. I, No. 1, (November 1, 1935) p. 2.

27. Report of the Committee for the Investigation of the School Textbook Question. January 30, 1932, pp. 19-21. (Bi-partisan committee appointed pursuant to Senate Joint Resolution No. 3, Laws of 1931, ch. 269).

Further, the report states:

"Decisions have been reached, changed in adopted textbooks have been made from time to time . . . based largely upon the judgment of the commission, predicated upon the advice of the teaching fraternity."

In other words, the findings of the committee and the resolutions and statements of Kansas school teachers are diametrically opposed. If teachers are not to be considered in the selection of textbooks, there is either something wrong with the teachers of Kansas, or with the findings of this committee.

In its recommendations to the governor, the committee makes perfectly plain what it had in mind in the way of change in the personnel of the commission. Its first recommendation is to the effect that the commission should be composed of five persons thoroughly experienced in business affairs, "no more than one of whom shall be an educator, or actively engaged in any educational pursuits." The committee recommended that the commission should be empowered to call before it such persons as it might deem necessary for the purpose of securing information and advice in connection with the selection and approval of school books for use in the schools of Kansas. That these persons, in the opinion of the committee, should not be educators may be assumed in view of the committee's criticism of the commission in making adoptions "based largely upon the judgment of the commission, predicated upon the advice of the teaching fraternity."

The State School Book Commission in its comments on the report of the investigating committee made the statements:²⁸

" . . . whatever the method employed for selecting the commission, the present commission is convinced that the educational interests of the children of the state demand that a majority of those entrusted with the duties of selecting school books

²⁸. Minutes of State School Book Commission, March 4, 1932.

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must be men and women who by training and experience are qualified to pass upon the qualities of books to be placed in the hands of the children of the state."

The Kansas legislature in 1933 passed a law changing the method of selecting the personnel of the commission, and requiring that three of the appointed members cannot be engaged in school work. This number, together with the state printer, gives the teachers of Kansas a minority on the commission.

SUMMARY

The first period in the historical background of textbook legislation extends from the annual report of the territorial superintendent of common schools in 1859 to the enactment of the state-wide uniformity law of 1897. During this time, textbook uniformity was successively permissive by districts, mandatory by districts, and permissive by counties.

The second period extends from the state uniformity law of 1897, which created the State Textbook Commission, provided for single adoption of textbooks for the entire state, and prohibited the use of supplementary books, to the passage of the law providing for the state printing of textbooks. The 1897 law also established a maximum price for school books sold in the state. From the numerous criticisms voiced by school people during this period, it is apparent that the prices set were so low that a majority of the textbooks offered and sold in Kansas were inferior in both mechanical construction and content to the books generally used in other states. Increasing dissatisfaction with the minority representation of educators on the Textbook Commission is reflected in the current literature of the time.

From the advent of state printing and the creation of the State School Book Commission in 1913 to the present time, the school people of Kansas have sought unsuccessfully to have the commission constituted of persons actively engaged in school work.

Largely because of the efforts of Kansas teachers, in 1915 the legislature repealed the law prohibiting the use of supplementary books. The legislature of 1933, however, enacted a law definitely opposed to the wishes of Kansas educators by giving them minority representation on the State School Book Commission.

Chapter IV

THE DEVELOPMENT OF STATE PUBLICATION OF TEXTBOOKS IN KANSAS

Twenty-three years ago the legislature passed the law authorizing and requiring the state of Kansas to engage in the publication of school textbooks.¹ Precedent for such action existed in the state of California, which had begun the practice in 1885. The province of Ontario, Canada, has published its textbooks for many years. Indiana had the plan in operation a short time, but abandoned it before much money had been spent on it.² Georgia, Oklahoma, and Tennessee have laws which permit the authorities to contract for the printing of school books, but the right has not been exercised. In the Philippine Islands, the Bureau of Printing prints some of the books used in both the elementary and high school fields.

AGITATION IN OTHER STATES

Political agitation for state printing of textbooks has been going on in many states for a number of years. In fact, bills for such purpose have been introduced into the legislatures of the following twelve states: Florida, Indiana, Kentucky, Michigan, Minnesota, Mississippi, Missouri, Nebraska, New Hampshire, Tennessee, Texas, and Washington.³ That state publication is generally a political issue is brought out by Ellwood P. Cubberley, Dean Emeritus of the School of Education, Leland Stanford University.⁴

1. Laws of Kansas, Ch. 288, 1913.

2. National Society for the Study of Education, Thirtieth Yearbook, Part II. "The Textbook in American Education," Public School Publishing Co., 1931. p. 235.

3. In 1936, Louisiana enacted a law providing for the printing and binding of school books within the state of Louisiana, whenever possible, but the law does not mean that the state itself plans to establish its own printing plant.

4. National Society for the Study of Education, Thirtieth Yearbook, Part II, 1931. Quoted By permission of the Society. p. 235.

"State publication of school textbooks in the United States has, from the first, been largely a political issue. There has never been, or is not now, in any American state, any educational demand that the school books used in the schools be printed by the state. In no case has the proposal come from school administrators or from organized bodies of teachers. To the contrary, the chief opposition to the proposal, whenever and wherever advanced, has come from those responsible for the proper education of the children of the state."

The above statement is borne out by the reports of the special commissions in other states, appointed to study the state publication of textbooks. Almost unanimously the conclusions have been unfavorable to the proposal.

The Joint Committee of Eight of the General Assembly of Georgia reported in 1913 that the plan of printing state school books did not appear to be desirable for Georgia.⁵

A special committee of the Sixty-fourth General Assembly of Tennessee reported in 1925 that it was inadvisable and entirely impractical for the state to undertake the publication of its textbooks at that time.⁶

A committee of the Senate of the state of Mississippi reported favorably on a bill to undertake state printing of textbooks, based on figures furnished by the state printers of Kansas and California. Later, the Mississippi Press Association and the Mississippi Education Association called attention to some additional facts, and the bill was defeated.⁷

The report of a committee representing the state printing office and the department of education of the state of Washington was such

5. Brown, John Franklin, The State Publication of Schoolbooks, Revised, 1931. p. 26. By permission of the Macmillan Company, publishers.

6. Ibid., p. 27.

7. Ibid., p. 29.

as to convince the authorities that state publication or state printing was not desirable. In 1925, the governor of Washington stated that state printing would save \$500,000 yearly. It was discovered later that the yearly total cost of textbooks was nearly \$77,000 less than the governor's estimate of saving.⁸

The committee of the Oregon State Teachers Association studied the question in 1930 at the request of the state legislature and reported unfavorably.⁹

The results of the investigation by the research committee of the West Virginia State Education Association is summed up in the following statement from its report:¹⁰

"It finds that the conclusion is inescapable that it would be an exhibition of the poorest possible financial judgment--to say nothing of the far more important educational considerations involved--for West Virginia to embark upon the state publication and printing of textbooks to be used in its schools."

As late as 1930, after forty-five years of experience with the plan, the school administrators of California registered their opposition to state printing. In the Tahoe Convention held on October 2, 1930, the Legislative Committee of the Association of Public School Superintendents of California endorsed the resolutions of the Public School Superintendents Committee on State Printing of Public School Textbooks in California. The resolutions read as follows:¹¹

"Whereas, all the evidence submitted, based on an impartial investigation of the whole question of state printing of school

8. Report of the Committee on Special Research, issued by the West Virginia State Education Association, December 1932, pp. 17-18.

9. Brown, op. cit., p. 30.

10. Report of the Committee on Special Research, issued by the West Virginia State Education Association, December 1932, pp. 17-18.

11. Brown, op. cit., pp. 23-24. By permission of the Macmillan Company, publishers.

books, points to the need for the repeal of the present law and opposition to any attempt to extend it; Resolved, that the committee recommend to the Legislative Committee that they include in their legislative program a vigorous objection to the present law providing for state printing of textbooks for elementary schools, or any extension of the present law."

While it is undoubtedly true that some of the investigations by special committees in some of these states have been biased, the investigation in California on the strength of which the above resolution is based, is probably one of the most comprehensive and impartial studies made. This investigation entitled State Publication of Textbooks in California was made by Percy Roland Davis as a doctoral dissertation in 1930.¹²

DEVELOPMENT IN KANSAS

Contrary to the recommendations of the organized teachers of the state, the legislature of Kansas in 1913, without making a thorough investigation of the entire proposal, enacted the law providing for state publication. An editorial in The Kansas Teacher throws some light on the subject.¹³

"It is well to consider just how state publication started in Kansas. The politicians of the two leading political parties decided almost simultaneously that state publication would be an excellent bait with which to attract votes. The school people were not consulted, and no professional investigation of the question was made. Mr. Fairchild, then state superintendent of public instruction, protested to the Republicans against the proposed plan; and Prof. D. M. Bowen of the State Manual Training Normal School, then candidate for the office of state superintendent of public instruction on the Democratic ticket, protested to his party against the incorporation of this plank until at least a full investigation of its worth should be made. The protests of both these men were ignored, and state publication was endorsed by both Republicans and Democrats."

No comprehensive investigation of state printing of textbooks

12. Davis, Percy Roland, State Publication of Textbooks in California, Society of Secondary Education, Berkeley, Cal., 1931.

13. The Kansas Teacher, Vol. IV, No. 2, (December 1916) p. 10.

was undertaken in Kansas prior to the investigation now under way by the Research Department of the Kansas Legislative Council. Many competent persons, however, commented on some of the early results of state publication with which they were familiar, and on which they were qualified to judge. A few of the conflicting views expressed during the early stages of state printing are recorded in the following paragraphs.

Some of the advantages claimed for the state printing are stated by T. A. McNeal, former state printer and a member of the State School Book Commission, who was one of the early proponents of state printed textbooks. His conclusions, as given in School and Society in 1915, were that state publication was success in that it would save the people of Kansas not less than \$200,000 per annum on the cost of their school books; that the books printed by the state would be on the average of better material and workmanship than the books put out by the school book publishing houses; and that it would free the state from one of the most corrupting influences in our political life; namely, the practice of the representatives of certain book publishing concerns in attempting in the past to corrupt the legislature and to influence the teachers in an illegitimate way.¹⁴

Another interesting statement was made in 1917 by W. R. Smith, then state printer of Kansas, who defended state publication and its results as follows:¹⁵

"Books are furnished to Kansas pupils at 60 per cent of their former cost. The texts are as good or better in every instance than before the adoption of state publication . . . More skilled laborers are employed in the state, and no private publisher is affected . . . Had the Kansas system a tendency to make the schoolbooks inferior physically or in quality of text, I could not give it my support, but inasmuch as highly competent judges

14. Letter from T. A. McNeal to the editor of School and Society, Vol. II, No. 45, (November 6, 1915) pp. 669-70.

15. Letter from W. R. Smith to editor of Elementary School Journal, Vol. XVII, No. 8 (April 1917), pp. 539-40.

assure us that the books compare most favorably in every way with the best texts produced for the same grades, and inasmuch as the system saves 40 per cent for the purchaser, with no direct tax on any money in Kansas, I believe the Kansas plan is working for the best interests of Kansas, Kansas schools, and Kansas children.¹⁶

It is well to remember that the intent of the 1913 law was not alone to print books and sell them to the people of the state at cost, but also to secure manuscripts by encouraging authors, preferably from Kansas, to write textbooks suitable for use in the Kansas schools. These manuscripts were to be purchased outright or contracted for on a royalty basis. The law also contemplated hiring authors to prepare manuscripts to be published by the state.

The following textbooks have been published from manuscript:¹⁶

A History of Kansas by Anna E. Arnold
 Kansas Primer by Anna W. Arnett
 Kansas Speller by M. E. Pearson
 Readers by Searson, Martin and Harris
 Primary Physiology by J. W. Mayberry
 Agriculture for the Kansas Common Schools by Call and Kent
 Kansas Classics by Davis and Thoroman

Besides the manuscripts, from which the books listed above were printed, few other manuscripts have been submitted during the twenty-three years of state printing.

The first two books published by the State of Kansas were from manuscripts, submitted by Kansas authors, and entitled The Little Kansans Primer and A History of Kansas. That the publication of these books was not highly successful is evidenced by the editorial comments of the day. The Wichita Beacon of January 23, 1915, says: ¹⁷

"Some time ago the Beacon wrote an analysis of the first textbooks printed under state publication--that of the History of Kansas. The book fell so far short of the educational standard which Kansas ought to set that it attracted much unfavorable comment, but it is

16. Letter from Olga House, Secretary State School Book Commission, Dated April 23, 1936.

17. School and Society, Vol. II, No. 40, (Oct. 2, 1915) p. 479. Quoted from The Wichita Beacon, January 23, 1915.

in our schools just the same.

Now comes the Kansas primer. The title of it is 'The Little Kansans Primer'. The author or the printer was uncertain whether to put the apostrophe after the 'n' or after the 's', so it was left out altogether.

The illustrations are fairly good. In this respect it is a decided improvement over the Kansas History. This is the only kind word that can be said about the book . . . If you don't believe it, get a copy of the book and examine it for yourself.¹⁸

In the March, 1917, issue of The Kansas Teacher, F. L. Pinet, secretary of the Kansas State Teachers Association, gives his opinion of state publication in general and the Kansas primer in particular.¹⁸

"Perhaps the best example of the evils of state publication is to be found in the primer which the state is now printing. Although many first class primers were offered the Commission, it was thought best to award the contract to a Kansas author. Accordingly the Commission purchased from Mrs. Arnett of Lawrence a primer in manuscript, paying for the same a royalty of \$2,000. An artist was employed at a cost of \$2,500 to prepare the illustrations. Then it was found that the manuscript itself was not satisfactory and special editors were employed to re-write the reading matter. One of these editors has stated that practically the whole book was re-written, the names only of some of the characters being retained. Following this \$7,000 was expended in making the plates. As the primer has gone through at least two editions, if not more, and as thousands of children were forced to purchase the first faulty edition, it is difficult to see where the state profited by state publication in the matter of the primer at least. Especially is this true in view of the fact that prior to state publication the price fixed by the state for a primer was 12 cents while now under state publication the price is fixed at 14 cents with no exchange price and a corrected edition within two years of its first appearance . . . In conclusion let us say again that we have no quarrel with state publication if state publication can give us books that will be satisfactory to the teachers in the Kansas schools. We want the best books regardless of price or of how they are printed."

The Kansas Primer was replaced in 1925; the Kansas Readers in 1926; the Kansas Speller in 1929; and the physiology in 1927. The agriculture text and the Kansas history text are still in use. The latter was first adopted in 1914 and since that time has passed through three or four revisions. At the present time these two books of Kansas authorship, which were purchased in manuscript form, are being printed

18. The Kansas Teacher, Vol. IV, No. 5, (March 1917) p. 8.

by the state.

That a great deal of difficulty attended the first few books published by the state can be readily understood. With additional experience in the printing and binding of books, a tremendous improvement has resulted. This improvement was specially noticeable after the state discontinued purchasing manuscripts and began the present practice of leasing plates from the school book publishing companies.

A search of the literature of the time reveals many reasons advanced by state officials and politicians for state publication; but few favorable and many unfavorable reasons were advanced by the teaching fraternity. The friends of the proposal made much of the allegation that a "book trust" existed which had conspired to charge exorbitant prices for school books. There were also charges that certain representatives of book concerns were influencing the legislature and the teachers in illegitimate ways, especially in working for the repeal of the 1897 law, and in selling and inducing teachers to replace the state adopted books with supplementary books, for which it was claimed unreasonably high prices were being charged. Furthermore, on the strength of information received from the friends of state printing in California, which had printed its school books since 1885, the proponents of a similar plan in Kansas maintained that the state could publish and sell at greatly reduced prices books which were equal or superior in mechanical construction and content to those offered by private publishers. That state publication would give employment to a large number of skilled employees in Kansas was also emphasized.

A state printing plant was erected in 1905 for the purpose of printing state reports, state laws, blanks, forms, and bulletins for state institutions. Under the provisions of the law of 1913 the state

printing plant was remodeled and enlarged, and the necessary equipment purchased to enable the state printer to print and bind school books. The responsibility for carrying out this plan was vested in the newly created State School Book Commission.

FINANCING OF THE STATE SCHOOL BOOK COMMISSION

In addition to its duties as the textbook adopting body, the Kansas State School Book Commission is responsible for transacting the business of a state-owned enterprise. It contracts with publishers for the lease of plates, pays the state printer the cost of printing books, determines the number of textbooks to be printed and distributes them to dealers throughout the state. The commission is responsible for carrying out the provisions of the law providing for the state printing of textbooks.

Appropriations for the State Printing of Textbooks.--In 1913 the legislature appropriated to the commission \$150,000 for grounds, building, and the equipment necessary to manufacture school books, and an additional \$50,000 to pay authors, artists, compilers, stenographers, and to purchase copyrights and plates and other supplies. At a cost of \$79, 153.20 the state printing plant was remodeled and enlarged, and new machinery was installed at an additional cost of \$53,842.52.¹⁹ No "electrotype apparatus", which it was estimated would not cost in excess of \$40,000, was installed.

The total appropriations to the commission from its establishment in 1913 to 1923 amounted to \$610,000. Of this amount \$185,000 was appropriated for the buildings, grounds and machinery, and the remainder for a revolving fund and other funds for various expenses. Of these appropriations \$6,947.90 has reverted to the general fund of the state. The legislature of 1923 authorized the state treasurer to transfer the sum of \$103,052.10 from the funds of the School Book Commission to the general fund of the state. The legislature evidently considered the previous appropriations of \$610,000 as being reduced by the reversion of \$6,947.90 and the transfer of \$103,052.10 to the amount of \$500,000, which according to Session Laws of 1923, Chapter 10, Section 1 was to be the permanent

19. Nineteenth Biennial Report, State Superintendent of Public Instruction, 1913-14, p. 8.

revolving fund of the State School Book Commission.²⁰ The machinery, which cost the commission \$70,179.99, was transferred by the 1921 legislature to the state printer for \$37,500. The profits of the years prior to 1923, however, more than made up the above reductions, and on January 1, 1923, the value of the net assets of the revolving fund was \$544,719.47.²¹ The available records do not show any additional appropriations to the commission since the revolving fund was permanently established at \$500,000.

Business Done by the Commission.—The amount of sales by the commission reached its peak during the year ending June 30, 1927, when

TABLE X

Total Amount of Sales of State School Book Commission by
Years, 1913-1936

Year	Amount
1913-15 (a)	\$ 20,663.04
1915-16	44,696.33
1916-17	29,194.40
1917-18	325,776.20
1918-19	164,796.00
1919-20	177,695.20
1920-21	361,105.16
1921-22	268,810.21
1922-23	327,935.63
1923-24	316,254.69
1924-25	296,918.53
1925-26	327,760.40
1926-27	473,112.00
1927-28	411,637.89
1928-29	405,409.94
1929-30 (b)	351,418.25
1930-31	304,811.19
1931-32	169,641.56
1932-33	152,908.34
1933-34	147,677.89
1934-35	171,860.46
1935-36	169,225.44
Total	\$5,419,308.75
Mean	\$ 235,622.12

a. Data for years 1913-1929 furnished by Olga House, secretary of the Kansas State School Book Commission, 1936.

b. Data for years 1930-36 furnished by Research Department, Kansas Legislative Council, 1936.

20. Report of audit by McCoy and Baker, Certified Public Accountant and Tax Attorneys, August 23, 1932. p. 1.

21. Ibid., p. 2.

books to the value of \$473,112 were sold by the commission. Table X shows the amount of sales by years since the state entered the field of selling books. The total amount of sales is \$5,419,308.75 for the twenty-three years, an annual average of \$235,622.12.

Table XI shows the amounts paid out yearly for authors, plates, and royalties. The total sum amounts to \$1,183,902.73 for the twenty-three years, the mean being \$51,474.02. The range is large because during some years large amounts were paid out on lump sum royalties.

TABLE XI

Amount Paid Out for Authors-Artists-Plates-Royalties, 1913-1936²²

Year	Amount
1913-15	\$ 12,324.75
1915-16	24,023.22
1916-17	32,900.36
1917-18	40,591.35
1918-19	15,216.38
1919-20	13,305.51
1920-21	45,418.98
1921-22	36,328.39
1922-23	56,666.47
1923-24	46,284.94
1924-25	34,038.82
1925-26	200,971.02
1926-27	30,325.65
1927-28	72,628.83
1928-29	81,009.35
1929-30	73,934.50
1930-31	205,726.86
1931-32	40,285.57
1932-33	26,860.54
1933-34	26,679.75
1934-35	31,664.23
1935-36	34,717.26
Total	\$1,183,902.73
Mean	\$ 51,474.02

During the years 1925-26 and 1930-31, the royalties amounted to \$200,971.02 and \$205,726.86, respectively. These were years when many new adoptions were made. Comparatively little money has been paid out in recent years

22. Data furnished by Olga House, Secretary of the Kansas State School Book Commission.

directly to authors because practically all plates are leased from the publishers who hold the copyright and who reimburse the authors out of the royalties paid the publishers by the commission.

Table XII shows the current and fixed assets of the commission for the past eight years. By deducting the liabilities from the total assets, the net worth of the commission for each year is shown.

Current assets consist of such items as book inventory, including books in the commission's warehouse and those on consignment with dealers; prepaid (lump sum) royalties; and cash in the treasury.

TABLE XII

Comparative Statement of the Assets and Liabilities of the Kansas State School Book Commission, 1929-1936²³

Fiscal Year	Assets				
	Current	Fixed	Total	Liabilities	Net Worth
1929---	\$553,893.80	\$147,171.53	\$681,065.33	\$ 49,138.32	\$631,927.01
1930---	680,048.58	147,171.53	827,220.11	203,045.64	624,174.47
1931---	549,594.46	147,171.53	696,765.99	77,710.39	619,055.60
1932---	409,206.52	82,023.78 (a)	491,230.30	22,344.16	468,886.14
1933---	360,474.34	79,891.02	440,365.36	1,203.58	439,161.78
1934---	355,122.64	77,758.26	432,880.90	23,488.82	409,392.08
1935---	325,584.19	75,625.50	401,209.69	19,429.98	381,779.71
1936---	321,778.11	73,492.74	395,270.85	49,658.78	345,612.07

(a) An adjustment of \$65,147.75 was made in the fixed assets. The decrease in net worth would have amounted to \$85,021.71 on the basis of the unrevised fixed assets instead of \$150,169.46.

The items in fixed assets are represented by the value of the land, buildings and machinery. Until 1932 no depreciation charges had been made on these three items. The depreciation on the building was fixed at \$32,467.76 and depreciation on machinery at \$32,679.99, as of June 30, 1932. At this time the machinery originally costing \$70,179.39 was sold to the state printer for \$37,500. On July 1, 1936, the value

23. Data in this table furnished by the Research Department of the Kansas Legislative Council.

of the land and building was set at \$73,492.74.²⁴

The decrease in the net worth of the commission is due to the policy of selling books below cost of production. In computing the cost of doing business, the commission apparently has failed to make sufficient charges for depreciation, royalties, and overhead. Because estimates of sales have not been accurately made, the pro-rating of prepaid (lump sum) royalties has not been accurately determined; the amount of depreciation which should have been added to the cost of each book has been inadequate; and the amount of overhead has not been sufficient to meet operating expenses. As a result the net worth of the commission, as shown in Table XII, has decreased from \$651,927.01 in 1929 to \$345,612.07 in 1936.

SALE OF BOOKS BY OTHER AGENCIES

The State School Book Commission distributes only the books published by the State of Kansas. Transportation is paid to any point in the state, and in the case of authorized bonded dealers, the books are shipped on consignment. All other purchasers must accompany the order with cash.

A large percentage of high school and junior high school books not printed by the state are sold through the Kansas Book Company,²⁵ a depository through which the publishing houses distribute textbooks to dealers and others. Transportation costs are paid by the Kansas Book Company when the amount of the order is ten dollars or more. Whether the books are purchased from the commission or the Kansas Book Company, the dealers are allowed a profit of fifteen per cent.

24. The School Textbook Problem. Research Department, Kansas Legislative Council, Publication No. 55 (In MS).

25. This company is owned and operated by H. L. Shirer as a private enterprise and has no legal connection with the State School Book Commission.

With the exception of the four high school books printed by the state, the Kansas Book Company distributes all high school, junior high school and many of the supplementary books used in the public schools.

No textbooks, supplementary books, or supplies except library books, may be sold to the Kansas schools without first being approved by the State School Book Commission. The commission acts as distributor only for the books printed by the state. All other textbooks or supplementary books adopted or approved by the commission are distributed by the Kansas Book Company, but may be purchased either from this depository or directly from the publishers. Table XIII shows the yearly business done by the Kansas Book Company for the past ten years. How many supplementary books are purchased directly from the publishers is difficult to determine. It is evident, therefore, that the amount of supplementary books sold by the Kansas Book Company does not represent the amount actually spent on them.

TABLE XIII

Amount Received for Book Sales by the Kansas Book Company, For
Ten Year Period, 1927-1936²⁶

Year	HS	JHS	Grade
1926-27	\$207,099.39	\$63,177.66	\$16,447.16
1927-28	175,697.28	42,018.07	16,148.64
1928-29	166,929.89	88,285.04	13,674.54
1929-30	135,927.54	67,714.23	11,686.06
1930-31	236,764.77	50,972.99	10,193.27
1931-32	160,660.84	72,254.27	6,744.21
1932-33	103,205.22	28,782.80	3,961.57
1933-34	104,270.00	27,389.27	3,259.48
1934-35	105,003.01	29,275.60	2,493.85
1935-36	282,701.96	29,554.12	9,243.82
Total	\$1,678,259.90	\$499,424.05	\$93,852.60
Mean	167,825.99	49,942.40	9,385.26

26. Data furnished by the Research Department of the Kansas Legislative Council. 1936.

In addition, the Kansas Library Law specifies that each district shall spend annually for library books at least five dollars for each teacher employed. The sale of these books is handled by the Kansas State Reading Circle and amounts to approximately \$50,000 annually.²⁷

Multiple lists of several junior high school books were in adoption up to July 1, 1936. These books were purchased either from the Kansas depository or directly from the publishers. The Commission, however, has made no adoptions for the junior high school since the former adoptions expired. Presumably new adoptions will be made sometime during 1937. In the meantime, Kansas junior high schools are not restricted in their selection of books.

SUMMARY

Faced with the growing dissatisfaction of the limitations imposed in 1897, Kansas enacted a law for state printing of textbooks in 1913. Satisfied with the apparent success of the California plan, the legislators adopted a similar one for Kansas. The reasons given

27. The Kansas State Reading Circle is a department of the Kansas State Teachers Association created for the purpose of selling those books prescribed in The Kansas School Library Law (Revised Statutes of Kansas, 1923, section 72-1501), which reads as follows:

"That the school-district board or the board of education of each school district in the State of Kansas shall expend annually from the general funds in its possession, a sum of not less than five dollars to be used to purchase books for the library, such book to be chosen in accordance with the limitations prescribed in section 1, chapter 261, Session Laws of 1919, and approved by the state superintendent of public instruction; Provided, That in all schools employing more than one teacher the minimum sum so expended shall not be less than five dollars for each teacher employed."

There is no legal provision for the Kansas State Reading Circle. It operates under a gentleman's agreement between the State Superintendent of Public Instruction and the Kansas State Teachers Association. Under this agreement, the State Superintendent nominates eight county superintendents each year who constitute the Adopting Committee. These nominations are approved by the Board of Directors of the Kansas State Teachers Association at its meeting in December, and, after the adoptions are made, the Kansas State Reading Circle handles the sales of these books. For the past five years, its yearly sales have ranged from \$44,000 to \$58,000.

by the proponents for enacting the law were numerous: (1) A saving to the people of hundreds of thousands of dollars annually; (2) better quality and workmanship, as well as equal or superior content of textbooks; (3) elimination of the political influence of representatives of book companies; and (4) the employment of many skilled workmen in the state printing plant at Topeka. Many of these reasons had no valid basis, inasmuch as no impartial and comprehensive investigation of state printing of textbooks was made by the legislature before the law was enacted.

The political agitation for state printing in twelve other states and the opposition to it by the educational forces in these states have resulted in no extension of the practice, only two states being engaged in printing textbooks at present. The first books printed by the state can hardly be said to have been satisfactory either in mechanical execution or in content.

The number of books printed has grown tremendously, and marked improvement in construction and content has been shown in recent years. The practice of providing manuscripts by local authorship has definitely decreased and, with the exception of a few texts, has been abandoned. The leasing of plates from private publishers has been practiced for many years and undoubtedly has been largely responsible for much of the improvement.

The sales of the commission have fluctuated enormously since 1927 when the sale of books amounted to almost one-half million dollars. In 1936, the sales were less than forty per cent of this amount. The total assets of the commission have steadily decreased from more than \$600,000 in 1929 to less than \$350,000 in 1936.

A large number of textbooks and supplementary books is sold by the Kansas Book Company, and the sale of library books by the Kansas State Reading Circle amounts to approximately \$50,000 annually.

Chapter V

THE SELECTION AND PROVISION OF TEXTBOOKS IN KANSAS

The preceding chapter has dealt with the origin and development of state publication of textbooks in Kansas. The whole procedure in Kansas is so inextricably interwoven with the state printing that an investigation of the problem resolves itself primarily into an investigation of state printing. In order to understand the present policy of the selection and provision of textbooks in Kansas, this chapter will present the legal provisions governing the adoption, printing and distribution of state printed books; some tabular exhibitions of data concerning the textbooks now in use in the state; and several individual views regarding the present procedure in the selection and provision of textbooks.

PRESENT LEGAL PROVISIONS

The principal legal provisions relative to the adoption, printing and distribution of state printed books, and defining the powers and duties of the School Book Commission are summarized below.¹

1. The State School Book Commission shall, as soon as and when practicable, print, publish and provide for the publication of a complete series of school textbooks for use in the public schools, including the high schools and the junior high schools.
2. They may also write, select, compile or cause to be written or compiled, or purchase the copyright of or contract the right to publish these books by the payment of an agreed royalty fee therefor.
3. The State School Book Commission shall also have the power to procure for the State of Kansas copyrights of any school textbook, manuscript, or subject matter thereof, and to contract with authors and publishers upon a royalty basis, and upon the exclusive right to publish and use in the State of Kansas, any school book written or published by them.
4. They shall provide, by adoption, for such books as they find it impossible or impractical to print or publish.

¹ 1. School Laws of Kansas, Revised, 1933, chapter XXXVI.

5. All books contracted for or published by the state shall be in subject matter and educational quality and also in material, binding and mechanical construction at least equal to the standard textbooks of the day.
6. Any change or alteration in the contents of such textbooks requiring in any way the change of the plates or any part of them from which said textbooks is printed shall be considered a change, and is prohibited.
7. Whenever any textbook shall have been authorized or published, the School Book Commission shall issue an order requiring the exclusive use of this textbook in the public schools of the state, and no public school superintendent, principal, teacher, or any other public school authority in this state shall have the power to use or authorize the use of any books for pupils other than those directed to be used by order of said commission. This order shall not exclude the use of reference books or supplementary readers, but they must be purchased by the district, and no patron shall be compelled to buy such books.
8. The printing of all textbooks published by the state, and all mechanical work connected therewith, shall be done by and under the supervision of the state printer, at the state printing plant.
9. Estimates as to specifications and grade of paper shall be furnished by the state printer, and all such supplies shall be purchased in the open market, and then only after bids therefor have been duly called for and notice of the letting of the contract therefor has been published in the official state paper for a period of not less than thirty days.
10. The purchasing power for all supplies and materials of every kind and character necessary to be used in the printing and manufacture of school books is placed in the State Board of Administration and the business manager of the state.
11. The State School Book Commission shall make only adoption for each subject, and shall not change any textbooks which are adopted or which may be adopted for either the public schools or high schools of the state of Kansas until such textbooks shall have been in continuous use for a period of at least five years.
12. The State School Book Commission shall not contract with any person, company or corporation for any of the books provided for in this act at a price in excess of the lowest price at which such books are sold for use in any other state, county, city or district.
13. School book dealers or agents, appointed by the School Book Commission, shall be allowed a commission of fifteen per cent of the cost price of the books. School book dealers thus appointed shall give personal, or surety bond in a sum sufficient to cover all purchased for a period of one year to guarantee settlement for all books purchased. The dealer may return to the commission in good condition and at no expense to the state books for which he has not paid the commission. The dealer may return state published books in exchange for other books printed by the state, but no exchange of a book, the adoption period of which will expire within six months, shall be granted.
14. Dealers not appointed by the commission and district clerks may purchase books, but cash must accompany the order. Bonded dealers

- appointed by the commission are shipped books on consignment and pay for the books sold at stated intervals. All books published by the state and sold by the School Book Commission shall be shipped prepaid.
15. The secretary of the School Book Commission shall pay weekly the money received for the sale of books into the state treasury, which money shall be kept by the state treasurer in a separate fund to be known as the "school-book fund" and shall be used as a revolving fund for payment of labor, royalties, copyrights, and other expenses incurred in purchase, or publication and distribution of school books as provided by law.
 16. The State School Book Commission is authorized to use such schools of Kansas, up to and including the eighth grade, as in the judgment of the commission are needed to conduct laboratory tests of school textbooks which are being considered for adoption for use in the schools of Kansas. The laboratory tests may be made in forty to fifty schools for the purpose of making a comparison of the progress which can be made by the pupils using the proposed text with the progress made by pupils in the same number of average schools using the text then in use in the same subject. The results of these tests shall be forwarded to the secretary of the School Book Commission. The cost of these textbooks and the expense of conducting these tests shall be borne by the State School Book Commission.

DATA CONCERNING BOOKS NOW IN USE

It should be noted that the plates for the books are leased from the publishers with the agreement that the books are to be used exclusively in a given subject, and that the state cannot sell the books to anyone outside the state. It should also be noted that the commission is not compelled to have all elementary school books printed by the state, although in practice, with few exceptions, the commission has followed this plan. At present the state does not print the drawing books or The Music Hour, a one-book course for use in the rural schools. The state printer is not adequately equipped to print the drawing books, and it is considered uneconomical to print the one-book course in music because of the small demand for it. The law also provides that the books must be sold at cost, which includes royalties and a fifteen per cent charge by the commission for overhead, in addition to the cost price submitted by the state printer.

At the present time Kansas prints forty-seven different textbooks,

including two practice pads in arithmetic and a spelling tablet.

Table XIV lists these books and the prices now charged by the commission.

TABLE XIV

Wholesale and Retail Prices of All Kansas State Printed Textbooks,
1936-37

Textbooks	Wholesale	Retail
Primer -----	\$0.30	\$0.35
First Reader-----	.29	.33
Second Reader-----	.32	.37
Third Reader-----	.35	.40
Fourth Reader-----	.39	.45
Fifth Reader-----	.47	.54
Sixth Reader-----	.48	.55
Seventh Reader-----	.49	.56
Eighth Reader-----	.49	.56
Speller-----	.29	.33
Arithmetic, pad one -----	.11	.13
Arithmetic, pad two -----	.14	.16
Arithmetic, grade three-----	.27	.31
Arithmetic, grade four -----	.27	.31
Arithmetic, Book II-----	.54	.62
Arithmetic, Book III-----	.50	.58
Language, Book I-----	.38	.44
Language, Book II-----	.38	.44
Language, Book III-----	.48	.55
Elementary History-----	.48	.55
Advanced History-----	.92	1.06
Civics-----	.62	.71
Health Habits, Book I -----	.52	.60
Health Habits, Book II-----	.54	.62
Agriculture -----	.41	.47
Handwriting, 8 books-----	.08 each	.10 each
Music Hour, First Book -----	.36	.41
Music Hour, Second Book-----	.41	.47
Music Hour, Third Book-----	.42	.48
Music Hour, Fourth Book-----	.43	.49
Music Hour, Fifth Book-----	.51	.59
Music of Many Lands -----	.76	.87
Elementary Geography -----	1.12	1.29
Advanced Geography -----	1.27	1.46
Kansas History -----	.35	.40
Plane Geometry -----	.60	.69
Algebra -----	.50	.58
English Composition (High School)-----	.75	.86
English Grammar (High School)-----	.53	.61

The books listed in Table XV are followed by the name of the plate owner, the date of copyright, the author, and the date of adoption.

These books are all printed by the state, and, with the exceptions of

the last four, are elementary school textbooks.

TABLE XV

Titles, Authors, Plate Owners, Copyright Dates, and Date of Adoption
of the Textbooks Now in Use, 1936

Title of Books	
Bobbs-Merrill Primer-----	(Bobbs-Merrill Co., Copyright 1924 Baker and Baker, authors Adopted in 1931; readopted 1936
Bobbs-Merrill Readers 8 Books -----	(Same; adopted 1926; readopted 1931, 1936
Lennes Tests and Practice Pads----	(Laidlaw Brothers, Copyright 1933 N. J. Lennes, author Adopted 1933
Lennes Essentials of Arithmetic-- Grades 3 & 4 -----	(Laidlaw Brothers, Copyright 1933 N. J. Lennes, author Adopted 1933
Champion Arithmetics, Books II and III -----	(Row, Peterson & Co., Copyright 1933 Brown Mirik, Guy, Eldridge, authors Adopted 1936
Fundamentals of Spelling, Grades 1-8 -----	(J. B. Lippincott Co., Copyright 1928 Horn-Ashbaugh, authors Adopted 1929; readopted 1934, 1935, 1936
Our English, Books I, II, III -----	(Charles Scribner's Sons, Copyright 1926 Denney and Skinner, authors Adopted 1928; readopted 1935
The Making of Our Country -----	(J. C. Winston Co., Copyright 1920-21-26 Smith Burnham, author Adopted 1927, readopted 1932
The Story of Our Republic -----	(World Book Co., Copyright 1932 I. P. Foote, author Adopted 1934
Our Government -----	(Laidlaw Brothers, Copyright 1929-32-34 Smith-Davis-McClure, authors Adopted 1934; 1934 revision adopted 1935
Health Habits, Books I & II -----	(Lyons and Carnahan, Copyright 1925 Burkhard, Chambers, Maroney Adopted 1928; readopted 1933
Agriculture for the Kansas Common Schools -----	(State of Kansas, Copyright 1914-23-32 Call and Kent, authors Adopted 1914, contract perpetual
Human Use Geography, Books I & II -----	(J. C. Winston Co., Copyright 1936 J. Russell Smith, author Adopted 1936

TABLE XV (Continued)

Zaner-Bloser Correlated Hand-writing, grades 1-8 -----	(Zaner-Bloser Co., Copyright 1926-31-35 (F. H. Freeman, author (Adopted 1931 revision in 1935
The Music Hour, Books I-V -----	(Silver, Burdett & Co., Copyright 1930 (McConathy, Messner, Birge, Bray, authors (Adopted 1930; readopted 1935, 1936
A History of Kansas -----	(State of Kansas, Copyright 1914-19-31 (Anna E. Arnold (Adopted 1914, 1919, 1924, 1928, 1933, 1936
Plane Geometry -----	(John C. Winston Co., Copyright 1927 (Strader-Rhoads, authors (Adopted 1930; readopted, 1935
First Course in Algebra -----	(J. C. Winston Co., Copyright 1927 (Engelhardt & Haertter, authors (Adopted 1928, readopted 1933
Speak! Read! Write! -----	(Little, Brown & Co., Copyright 1935 (Elizabeth C. Hannam, author (Adopted 1936
Nelson Handbook of English -----	(Thos. Nelson & Sons, Copyright 1931 (Handford, McLeod, Knowlton, authors (Adopted 1935

DIVERSE OPINIONS REGARDING STATE PUBLICATION

Three divergent views in regard to providing textbooks are reflected in the writings pertaining to the problem. These views may be summarized as follows:

1. That state publication of textbooks from the best available manuscripts which can be procured at a reasonable cost is the most desirable and satisfactory policy.
2. That the production of textbooks from electrotpe plates leased from a restricted number of private publishers on a copyright basis and printed by the state at a reasonable cost is a sane and satisfactory procedure; and
3. That the selection of the best textbooks in the open market regardless of who prints them is by far the most educationally

sound policy.

PUBLICATION FROM MANUSCRIPT

The first view is reflected in the findings of the legislative committee in its report to the governor in 1932.²

"The State of Kansas can purchase manuscripts, or employ authors to prepare manuscripts on any and every subject taught in the schools of the state, including common school, junior high school, and high school, and hire electrotype plates made for printing the same, equal in every respect to the texts copyrighted and owned by private school book publishers, and at less cost than the School Book Commission is now paying in royalties for the use of copyrights and rentals of copyright plates."

The State School Book Commission in its comments on the findings of the committee challenged the above statement in the following manner:³

"Kansas does not write all her own law books, all her own medical books, all her own fiction. She cannot afford to undertake the project of writing all textbooks for the children of the state. The loss to the children of such a policy would be incalculable."

PRINTING FROM PLATES LEASED FROM PRIVATE PUBLISHERS

The second view is held by those persons who are satisfied with the present set-up of providing textbooks in Kansas. It differs from the first policy in that the state is not dependent for its textbooks on the offerings in manuscript form, but may lease plates for textbooks from those private publishers who are willing to rent them. The adherents of this policy feel that Kansas has a sufficient number of good books from which to choose and emphasize the low cost at which Kansas supplies books to school patrons. They argue that the "book trust" is trying to destroy state printing. A recent article in The Kansas City Times voices approval of state printing and opposition to the so-called "textbook trust." Pertinent statements from the article are given below:⁴

2. Report of the Committee for Investigation of the School Textbook Question, 1932. p. 19.
3. Minutes of Kansas State School Book Commission, March 4, 1932.
4. The Kansas City Times, August 14, 1936.

"Charges that the school textbook trust had renewed its periodical undercover fight to break down the Kansas system of state adoption and printing of school books and thus increase prices in the state from 25 to 50 per cent, were made last night . . ."

* * *

* * *

"Only two states in the country adopt and print textbooks used in their elementary schools so that those books can be sold to pupils at a minimum price and eliminate the high book trust profits. Those states are Kansas and California."

* * *

* * *

"The book just adopted for a 5-year period is the Champion arithmetic for grades 4 and 5 and published by Row, Peterson & Co., of Evanston, Ill. The state furnishes that book to the dealer for 54 cents and the price to the pupil is 62 cents. The publisher's list price, effective in other states, is 84 cents."⁵

* * *

* * *

"The fight to destroy the Kansas system of supplying textbooks has been a persistent one for many years . . . 'Who would be interested in destroying something that each year saves the people of the state thousands of dollars? You can bet it is not the purchaser of books. It is the seller'."

Another article in the same newspaper on October 16, 1936, expresses the same viewpoint in reporting a speech made by a nominee for state senator.

"Ever since Kansas inaugurated the system of state adoption and printing of school books, large book interests have leveled their guns at it. Book trust lobbyists infest every legislature. 'The book trust, like any other trust, is selfish' . . . 'It wants to make more money and it can make more money by printing and distributing its own products. Attacks against state printing have come from many sources. The trust has had an efficient, well paid lobby, but, thank God, the majority of legislators have thought first of the interests of the school child.'"

5. According to the Tennessee Educational Bulletin, Vol. XIV, No. 4, August, 1935, page 7, the retail price in Tennessee of Champion Arithmetic Books I and II is 51 cents each; Book III is 55 cents. W. L. Collens, president of Row, Peterson and Co., publishers of the above textbooks, states in a letter to the writer, dated November 2, 1936, that the net price of Champion Arithmetic Books I and II is 45 cents each and the net price of Book III is 50 cents, f.o.b. Evanston, Ill. Mr. Collens further states: "We have absolutely no control over retail prices." The Champion arithmetic books adopted in Texas and South Carolina are the grade edition in color, which the Kansas edition is not. Prices for this edition are higher, of course.

It is a reasonable assumption that public school superintendents in Kansas are in a position to express intelligent opinions regarding the worth of the present method of providing textbooks in Kansas. Here are the views expressed by several city school superintendents in the first and second class cities of Kansas in reply to an inquiry requesting their attitude toward state printing:⁶

"I am not opposed to the state printing plant except as it limits the opportunity of Kansas to secure the best books; and under our present set-up it is quite clear that a large number of excellent publishers will not submit their books to Kansas to be printed. That limits our choice to a very narrow field. As an example, we find that the Textbook Commission had to select from three geographies, two of them impossible, so that it seemingly had but one choice. At the present time there are only two or three outstanding publishers that submit books to the Kansas Commission, or if there are others, the books are ones that cannot be sold to an advantage elsewhere.

"It is very necessary that the State of Kansas have a state printing plant to take care of state printing. If all the pamphlets, forms, and other types of printing had to be done by private plants, the cost would be greater and state officials would be restricted in the amount of printing they could have done. Hence, it is necessary to have this plant. It seems to be good business to have the state print textbooks whenever it can be done advantageously. That state printing does help in keeping the cost of books down can be proven rather easily it seems to me. Take for example our English book. The seventh and eighth grade edition of this book is sold to pupils for fifty-five cents and covers two years' work. This book is printed for use in the state. Our English by the same author and published by the same company but printed by the company rather than by the state for use in junior high school sells at ninety-two cents for the seventh grade edition and one-dollar and four cents for the eighth grade edition. There are some differences in these books, but not enough to make one book cost almost twice the other.

"I am not in favor of regulations whereby all textbooks have to be printed by the state for the reason that it limits the choice of texts, as some companies refuse to submit plates. However, I think this matter has been grossly exaggerated by those who are opposed to state printing.

"In my judgment, there is no particular objection to the state printing textbooks provided the law and the commission permit a wide selection of materials to print. The practice in this state, however, has limited us to a very narrow authorship. I am quite convinced

6. Letters to writer, December 1936. As a matter of policy, the names have been omitted from the above quotations. The letters are on file.

that we have not been able to get for our boys and girls the best books that are available.

"My only objections to state printing is the limited list of books from which our School Book Commission may choose, because the publishers of from 75% to 85% of elementary school textbooks do not lease plates to our State School Book Commission."

W. T. Markham, State Superintendent of Public Instruction, and a member of the State School Book Commission, said in a radio address at Wichita on October 28, 1936:⁷

"When state printing of a textbook gets between a child and a good book, I am for the good book. I believe in state printing, but I do not believe in it except when it is for the best interests of children. There are many texts which we can print in our plant at less cost to the parents than they could be bought upon the open market. But this geography was an exception to the rule, and I voted with the state printer, W. C. Austin, against its adoption."

PURCHASE OF TEXTBOOKS IN THE OPEN MARKET

The third view, that the school children of Kansas are entitled to the best textbooks regardless of who prints them, is presented by several city school superintendents. Their reactions are given below.⁸

"I do not approve of the state printing of textbooks. I cannot readily think of any phases of state printing of textbooks which I fully approve. My reasons for disapproval of state printing are as follows: It is expensive. Where overhead and depreciation are not taken into consideration, but are nevertheless existent, there is no way of telling just what costs are. The state has an opportunity, in many cases, to print only inferior books. Much of the work turned out by the state printer is inferior. The books last but a short time.

"In response to your letter of December 5th, I wish to say as a general policy I do not favor the state printing of textbooks. Whatever financial saving may be presented is more than overbalanced by the inferior quality of books which this system necessitates. I personally see no way to avoid this defect under any system where the state must own the plates.

"I have not approved of state printing or anyone else printing some of the textbooks used during the last quarter of a century. The state has done some good printing and it has published some of the best textbooks. When we get the best available textbooks for Kansas boys and girls at fair prices I care not who prints them.

7. Topeka Daily Capital, October 29, 1936.

8. Letters to writer, December, 1936. As a matter of policy, the names have been omitted from the above quotations. The letters are on file.

"The printing of textbooks is a specialized and technical business. The companies engaged in it must be constantly in touch with the latest and best in educational thought and procedure. They must have facilities for keeping in contact with all scientific, socio-economic, political, and industrial progress throughout the world. In my opinion, a state printing plant cannot well set up the necessary machinery for keeping abreast of the times, keeping up revisions, and maintaining the sort of advisory service that all alert textbook companies are equipped to do. The cost of state publication is necessarily greater than the cost when books are produced by competitive publishing houses. I am aware that there are those who say there is a book trust, but in my forty years of experience I have never encountered such an animal. It is a demonstrated fact that we are paying more for some of our books in Kansas than neighboring states pay for the same books published by book companies. From what I have learned of the accounting methods of the state printing plant, I am satisfied that there are many books being produced there at a loss, and while this may save the purchaser a few pennies the aggregate cost to the taxpayer has to be paid in some way."

A more vigorous statement of opposition to state printing is voiced by Ellwood P. Cubberley, Dean Emeritus of the School of Education, Leland Stanford University, in the Thirtieth Yearbook of the National Society for the Study of Education.⁹

"One often wonders how long the people of California and Kansas, or any other state for that matter, will continue to build school-houses as architects direct, to equip them with needed teaching devices, to employ teachers who have been trained at public expense and selected with care, to pay good salaries to superintendents of schools to direct the education of youth and efficiently manage the schools; and then continue to ignore all expert advice as to teaching tools and to allow politicians to determine plans for textbooks that affect the education of millions of children--all because they promise the public a little pecuniary saving--when the prime question is not cost, but quality and good teaching. With no constructive grasp of the problem involved, with puorile insinuations against the motives of those who oppose them, with open boasts as to the probable attitude of the people, with demagogic claptrap instead of educational argument, these men--impervious to educational ideas and in the sacred name of economy--are allowed to tinker with the educational machinery and drag instructional efficiency down to the level of political necessity for the little state printing and the accompanying political patronage that it affords. It is a serious reflection on the practical efficiency of our form of American government that professional opinion, in a matter of such fundamental importance, has been swept aside so lightly. Viewed, however, from the point of view of the number of states that have recently refused to embark on state publication of textbooks, despite

9. Op. cit., p. 247-48. Quoted by permission of the Society.

the urgings of governors, legislators, state printers, or labor union forces, there is renewed hope that the force of educational opinion may yet be able to prevail in a matter of such national importance."

VIEWS OF PRIVATE PUBLISHERS

Private publishers express their attitude toward state printing by opposing the whole idea. In spite of the fact that they are accused of having an entirely selfish motive in opposing state printing, their views are worth noting. One of the publishers replied as follows to an inquiry in regard to the policy of the company:¹⁰

"The state manufacture of textbooks is based on the idea that the states could have these books written to order. That plan has been universally abandoned, and the only states which succeeded in carrying on were those which leased plates. Most teachers and publishers have recognized of course, that the leasing of plates would presently end the publishing business, and would work greatly to the disadvantage of both publishers and teachers because there would be no books to buy, and the publishers have more or less generally given up the practice. It is equally undesirable to have all books printed in one printing plant, because not all printing plants can print all books equally well. Although we print most of our own books, we find it desirable to print some types of books in other plants which have peculiarly good facilities for handling them."

In a letter to the writer, dated December 22, 1936, Henry H. Hilton, Chairman of the Board of Ginn and Company, states the attitude of his company. Some excerpts from his letter are:

"We decided a good many years ago that we would not lease our plates. It seemed to us poor business policy to do so, for these reasons: If we, together with all other publishers, agreed to lease plates at a nominal rental, other states might be disposed to follow the lead of California and Kansas, and the time might come when a majority of the states of the country would be doing their own printing. As a result, the publishing business would have degenerated into a plate rental business.

The only reason why publishers could afford to rent plates was because they had a considerable business in states where books were purchased and the rental of plates was just so much extra revenue; but the time might easily come when there would be no open territory, in which event there would be no publishing business, for no house could afford to prepare plates merely for plate rental.

10. Letter to writer, dated July 27, 1936.

We believe that the conditions in Kansas and California have been brought about largely by a misconception of the facts. There have always been exaggerated notions of the cost of textbooks. The writer recalls being in Topeka many years ago when one of the legislators urged a state printing bill saying that \$500,000 a year could be saved to the state of Kansas in this way. At that time, according to the depository figures, the total average sales for the five previous years was \$225,000. It is easy to ascertain the cost of books in a state like Massachusetts because the records are available. In some years the cost of all books for elementary and high schools has been less than \$1.00 per pupil and never more than \$1.50. It would be fair to say that the average is not over \$1.25.

Whether or not you will agree with our conclusions as above stated, the fact remains that Kansas today is limited in its selection of plates because at least ninety per cent of all the best textbooks are not offered. That means that the books that are available in Kansas today under plate rental are distinctly inferior to those of any other state where all textbooks are available. Is it desirable for Kansas to continue to have inferior textbooks, even though a small amount of money is saved, when the total cost of all books under a free textbook law would not be over \$1.25 per pupil each year?"

VIEWS OF COMMITTEE ON SCHOOL BOOK ADOPTIONS

Another vigorous expression regarding the present policy of adoptions and state printing in Kansas is contained in the preliminary report of the Committee on School Book Adoptions in Kansas, part of which is quoted below.¹¹

"Your committee on school textbook adoption, together with the Research Department has been at work continuously since their appointment and have compiled extensive data and information, but as yet have not completed their investigation to the extent that they can make a final report or definite recommendations. It is the opinion of your Committee from their work up to this time that the change in the State Textbook Commission law which was made in the 1933 Session of the Legislature, has not produced the constructive results hoped for. In fact, it is the opinion of your Committee that the present arrangement in Kansas should not longer be tolerated.

Your Committee finds that Kansas and California alone of all the states in the union are attempting to publish school text books by the renting of plates and payment of royalty. We find that fifteen or more of the leading publishers do not bid for the business in these two states and that by their action the state is probably deprived of the opportunity of the children having the advantage of some of the better textbooks used in other states.

¹¹. Journal of the Legislative Council, Second Day--Third Session, March 27, 1936, pp. 1-2.

We have not been able, up to the present time, to get accurate data as to the saving in cost of the present method of printing textbooks in Kansas as against buying in the open market.

It is the opinion of your Committee from the investigation made to this date that the final recommendation of the Committee will be either to discontinue the printing of books by the state and to purchase them in the open market; or, to employ Kansas people to write the manuscripts and print them in our own plant, thus eliminating the payment of royalty on any books used in the schools up to and including the eighth grade."

From these excerpts, therefore, it becomes evident that there is opposition by the ardent friends of state publication to the present policy because textbooks in greater number have not been printed from manuscripts of local authorship. There is opposition to the present policy by advocates of state printing because they feel many of the best books are not available as a result of certain publishers refusing to rent their plates to Kansas. There is opposition by the opponents of state printing because they feel the whole idea is not conducive to the best educational welfare of children or the financial interests of school patrons.

SUMMARY

The three divergent attitudes toward state publication of textbooks as set forth in this chapter show that there is no unanimity of opinion among those persons who have expressed their reactions. It is clear, however, that the principal objection to state printing is predicated on the belief that many of the best textbooks are not available for adoption under the policy pursued in Kansas because only a limited number of private publishers will rent plates. Several opinions have been registered opposing practically all phases of state printing. It is generally conceded that the cost of textbooks is only one factor to consider in textbook selection, but opinions as to the amount of saving in cost to Kansas, if any differ widely. A precis of the laws governing the pro-

visions of textbooks is presented, as are also data pertaining to the state printed books now in use. This information should be helpful in getting a better picture of the Kansas situation.

It is the purpose of the following chapters to present the evidence obtained in the investigation seeking to answer the question: What are the advantages or disadvantages of state printing of textbooks?

Chapter VI

THE EDUCATIONAL CONSIDERATIONS IN THE TEXTBOOK POLICY OF KANSAS: LENGTH OF ADOPTIONS AND OBSOLESCENT BOOKS

The most comprehensive and authoritative study of the textbook in American education was made by a committee¹ of leading educators in the United States for the National Society for the Study of Education.² The conclusions and recommendations of these competent experts represent the best thought that has been given to the subject. The basic conclusion which the committee unanimously endorsed reads as follows:

"The educational interest of the pupil must at all times be the primary consideration in appraising the plans for making and selecting textbooks."

That the present Kansas policy does not satisfy this fundamental requirement has been vehemently voiced for several years by the opponents of state printing. The charges made against the policy of state printing in Kansas may be summarized in the following statements:

1. The present Kansas policy results in long periods of adoption, and the consequent use, at times, of obsolescent books.
2. The present Kansas policy results in making many of the best textbooks unavailable to school children because of the restricted choice of the adopting body.
3. State printing results in a distinct educational loss because it does not permit the highest standard of excellence in textbook development.

It is the purpose of the next three chapters to present the evidence produced in this study showing to what extent, if any, the facts substantiate the above statements. This chapter will deal with the first statement.

1. The Committee consisted of the following outstanding educators: W. C. Begley, B. R. Buckingham, G. T. Buswell, W. L. Coffey, J. B. Edmonson, H. B. Henry, F. A. Jensen, C. R. Maxwell, Raleigh Schorling, assisted by E. P. Cubberley and H. G. Richey.
2. National Society for the Study of Education, "The Textbook in American Education." Thirtieth Yearbook, Part II, 1931. p. 505. Quoted by permission of the Society.

Table XVI

HISTORY OF ADOPTIONS FOR KANSAS PRINTED BOOKS SINCE 1913, SHOWING
WHETHER FROM MANUSCRIPT OR PLATES, YEARS OF ADOPTION,
NUMBER OF YEARS IN USE, AND DATES OF COPYRIGHTS

Printed from manuscript (M) or Plates (P)				Contracted to or expired		
First year printed by Kansas				No. years used in Kansas		
First year adopted				Date of copy-right and re-vision dates		
Title of Book						
Kansas Primer (Arnett)	1914	1914	M	1926	12	1914-16
Kansas History (Arnold)	1914	1914	M	1937	23	1914-19-31
Agriculture (Call and Kent) . .	1914	1914	M	1937	23	1914-23-32
Seventh grade Classics	1915	1915	M	1926	11	1915
Eighth grade Classics	1915	1915	M	1926	11	1915
Plane and Solid Geometry (F-A)	1915	1915	P	1930	15	1915
Elementary History (Gordy) . .	1915	1915	P	1921	6	1915
Arithmetic, Book I (Wooster) . .	1915	1915	P	1926	11	1909
Arithmetic, Book II (Wooster) .	1916	1916	P	1926	10	1909
Third Readers, (Searson et al)	1917	1917	P	1926	9	1912-19
Fourth Reader, (Searson-Martin)	1912	1917	P	1926	14	1912-20
Fifth Reader, (Searson-Martin)	1912	1917	P	1926	14	1912-20
English, Book I (Miller-Kinkead)	1917	1917	P	1928	11	1914-16
Sixth Grade Classics	1917	1917	M	1926	9	1917
History of U.S. (Foster) . . .	1912	1917	P	1927	15	1912
Civics (Arnold)	1912	1917	P	1922	10	1912
First Reader (Searson et al) . .	1917	1917	M	1926	9	1917
Second Reader (Searson et al) .	1917	1917	M	1926	9	1917
Elementary Arithmetic (Morey) .	1917	1917	P	1927	10	1911
Advanced Arithmetic (Morey) . .	1917	1917	P	1927	10	1911
English II (Miller-Kinkead) . .	1917	1917	P	1928	11	1914-16
Kansas Speller (Pearson) . . .	1917	1917	M	1929	12	1917
Writing, Books I-VII (Hausum) .	1917	1917	P	1935	18	1917-27
Primary Physiology (Mayberry) .	1917	1917	M	1928	11	1917-22
Fifth Grade Classics	1918	1918	M	1926	8	1918
Physiology (Krohn-Crumbine) . .	1912	1918	P	1928	16	1900-12
Geography I (Tarr-McMurray) . .	1920	1920	P	1926	6	1910-20
Geography II (Tarr-McMurray) .	1912	1920	P	1926	14	1910-20
Beginner's History (Mace) . . .	1921	1921	P	1934	13	1909-21
Our Government (Davis-McClure)	1922	1922	P	1934	12	1922
Algebra, 1st Course (Ford and	1922	1922	P	1928	6	1919
Algebra, 2nd Course. Ammerman)	1922	1922	P	1928	6	1920-21
H. S. English (Clippinger) . . .	1920	1920	P	1925	6	1917
Progressive Music, Books I-II . .	1920	1920	P	1930	10	1914-20
Progressive Music, Books III-IV	1920	1920	P	1934	14	1915-17-20
Progressive Music, One Book . .	1920	1920	P	1935	15	1917
H. S. English (Hitchcock) . . .	1925	1925	P	1930	5	1923
Winston Primer	1925	1925	P	1931	6	1926
Human Geography I (Smith) . . .	1926	1926	P	1936	10	1921-25-30
Human Geography II (Smith) . .	1926	1926	P	1936	10	1921-25
Arithmetic, Books I-III (Stone)	1927	1927	P	1936	9	1925
Making of Our Country (Burnham)	1927	1927	P	1937	10	1920-26
Health Habits (Burkhard et al)	1928	1928	P	1937	9	1925
Bobbs-Merrill Readers I-VIII .	1926	1926	P	1939	13	1924
Bobbs-Merrill Primer	1930	1930	P	1939	9	1924
English I-III (Denney-Skinner)	1928	1928	P	1937	9	1926
Algebra, 1st Course (E-H) . . .	1928	1928	P	1937	9	1927
H. S. English (Paul-Miller) . .	1930	1930	P	1936	6	1929
Plane Geometry (Strader-Rhoads)	1930	1930	P	1940	10	1927
Speller (Horn-Ashbaugh)	1929	1929	P	1937	8	1928
Music Hour Series, Books I-V . .	1930	1930	P	1940	10	1927-30

LENGTH OF ADOPTIONS

The Kansas law provides that adoptions cannot be made for periods of less than five years. As a general rule it may be assumed that books thoroughly satisfactory and up to date would not need replacement within that period. That this rule is not always correct is evidenced by the fact that twelve states have and use legal provisions for dropping books found unsatisfactory before the end of the adoption period. There is no such provision in Kansas. Neither does Kansas follow the policy of making changes in adoptions every five years as permitted by law. Obviously some books are of such outstanding quality that there may be ample justification for extending the time of their use. Likewise, an extension may be justifiable when no better book has appeared on the market. In view of these considerations, the records of the adoption periods in Kansas are significant.

Table XVI shows, with few exceptions, all books which have been adopted by Kansas since state printing began. The books now in use, however, which have not been in adoption for the minimum five-year period are not included. On the other hand, the books now in use on which the adoption period has been extended beyond the first five-year period have been included, regardless of the possibility of their being extended beyond the present expiration date of the contract. It will be noted that several of the books printed by the state in 1917 had been adopted for a five-year period in 1912 and had been purchased from the publishers prior to 1917.

Of the seventy-five books printed by the state, the average length of the period for which these books were adopted and in use is 11.4 years, as an analysis of Table XVI reveals. This compares with a mean adoption period of 19.98 years in California as shown by Davis.³ In neither the study by Davis nor in the present one are revisions of old

3. Davis, Op. cit., p. 33.

Table XVII

ADOPTION PERIODS OF STATE PRINTED ELEMENTARY SCHOOL BOOKS
IN KANSAS, 1919 TO 1936

Books	Number of Books in each Series			
		Number of Years in Adoption		
		Years in Adoption		
Agriculture:				
First Book	1	18	1919-37	
Arithmetic:				
First series	2	6	1919-25	
Second series	2	8	1919-27	
Third series	3	9	1927-36	
Fourth series	4	5	1936-41	
Primer:				
1st Primer	1	12	1914-26	
2nd Primer	1	5	1926-31	
3rd Primer	1	8	1931-39	
Reading:				
First series	4	7	1917-26	
Second series	4	7	1917-26	
Third series	8	13	1926-39	
Civics:				
First book	1	3	1919-22	
Second book	1	17	1923-40	
English Language:				
First series	2	9	1919-28	
Second series	3	9	1928-37	
Geography:				
First series	2	1	1919-20	
Second series	2	6	1920-26	
Third series	2	10	1926-36	
Fourth series	2	5	1936-41	
History:				
One book	1	2	1919-21	
One book	1	8	1919-27	
One book	1	13	1921-34	
One book	1	10	1927-37	
One book	1	5	1934-39	
Kansas History:				
First book	1	18	1919-37	
Physiology and Hygiene:				
First series	2	9	1919-28	
Second series	2	9	1928-37	
Spelling:				
First book	1	12	1917-29	
Second book	1	8	1929-37	
Writing				
First series	7	16	1919-35	
One book	1	8	1927-35	
Second series	8	5	1935-40	

books considered new adoptions. When all revision of any consequence, however, are taken into consideration, the mean length of the adoption period per book in Kansas is reduced to 8.7 years. An investigation of the length of the adoption periods for high school books used in Kansas since 1920 was made for the purpose of determining their mean adoption period. The results indicate that for 43 high school textbooks in use since 1920, not state printed, the average length of adoption is 8 years. This is 3.4 years less than the average adoption period for state printed books computed on the same basis.

In order that some comparison with the length of adoption periods in states not engaged in state printing might be made, an analysis of the adoption periods in Texas was undertaken. Because the records for Texas were not available prior to 1919, this date was taken as the beginning for both the Texas and the Kansas tabulations. In Table XVII presenting the data for Kansas and in Table XVIII presenting the data for Texas, only elementary school textbooks used since 1919 are included. It should be noted, however, that all books now in use in both states, whether in the first, second, or third period of adoption, are included. In neither case are revisions treated as new adoptions because the data for revised editions were not available for Texas. Since the beginning date for any adoption made prior to 1919 is figured from 1919, although many of them were made earlier, the length of the adoption period in each state is lower than is actually the case.

An analysis of Table XVII reveals that the adoption periods for state printed books used in Kansas from 1919 to 1936 average 8.9 years, while a similar analysis of Table XVIII indicates that the adoption periods for books used in Texas during the same years average 6.11 years. In other words, these data show that since 1919 Kansas has kept books in adoption

Table XVIII

ADOPTION PERIODS OF ELEMENTARY SCHOOL BOOKS IN TEXAS, 1919-1936

Books	Number of Books in each Series		
	Number of Years in Adoption		
	Years in Adoption		
Agriculture:			
First book	1	4	1919-23
Second book.	1	4	1919-23
Third book	1	15	1923-38
Arithmetic:			
First series	3	4	1919-23
Second series.	3	6	1923-29
Third series	5	7	1929-36
Primary series	2	5	1922-27
Fifth series	4	5	1936-41
Basal Readers:			
Primary series	3	12	1919-31
Intermediate series.	2	6	1919-25
Intermediate series.	2	5	1931-36
Primary series	2	5	1931-36
Intermediate series.	3	6	1925-31
Other reader	1	11	1925-36
3 last series.	8	6	1936-42
Civics:			
First book	1	5	1919-24
Second book.	1	6	1924-30
Third book	1	5	1930-35
Fourth book.	1	3	1935-38
Fifth book	1	3	1935-38
English:			
First series	3	2	1919-21
Second series.	5	3	1921-24
Third series	5	6	1925-31
Fourth series.	5	5	1931-36
Fifth series	5	6	1936-42
Geography:			
First series	2	4	1919-23
Second series.	2	5	1923-28
Third series	2	6	1929-35
One book	1	5	1933-38
Elementary book.	1	10	1923-33
Fourth series.	3	4	1935-39
History:			
First book	1	2	1919-21
Second book.	1	8	1921-29
Third book	1	9	1929-38
Fourth book	2	5	1933-38
Texas History:			
First book	1	14	1919-33
Second book.	1	5	1933-38
Physiology and Hygiene:			
First series	2	6	1919-25
Second series.	2	6	1925-31
Third series	4	5	1931-36
Fourth series.	4	6	1936-42
Spelling:			
First series	2	7	1919-26
Second series.	2	9	1926-35
One book	1	6	1935-41
Writing:			
First series	7	1	1919-20
Second series.	8	8	1920-28
Third series	8	13	1928-41

practically 3 years longer than has Texas. Whether this difference is attributable to the policy of state printing in Kansas or to the policy of providing free textbooks in Texas or to some other reason, it is impossible definitely to determine, but it has some significance in considering the formulation of a textbook policy for a state.

It should be noted that in Texas, the term of adoption is six years, while in Kansas it is five. Texas, however, has provisions for making periodical revisions and dropping unsatisfactory books, which Kansas does not.

OBSCULESCENT BOOKS

Considering the number of modern and up to date textbooks on the market, any policy of continuing the use of obsolescent books is questionable. That such a practice should be discontinued is asserted by educational writers, as indicated by the following quotation:⁴

"One cause for criticism of textbook use is that the texts are frequently out of date. Teachers often believe that the only remedy is in making outlines, preparing syllabi, and the use of the manual of the course of study. All of these aids are valuable but they should supplement the textbook instead of displacing it. The logical remedy for the out-moded textbook is a new textbook. Publishers are alert in recognizing the desirability of having up-to-the-minute books. It is good business for them as well as a satisfaction in contributing to a most worthy cause."

To what extent a revised book compares in educational desirability with a new book depends upon the extent of the revision and the quality of the new book with which it is compared. It may safely be said that many revisions are of a minor nature, the changes frequently amounting only to some changes in dates, the addition of a few names, an added chapter, some additional exercises or a rearrangement of the old chapters. To place a new copyright date in a book necessitates some kind of change which may be of minor or major consequence. The old copyright is used

⁴ Bolton, Cole, Jessup, The Beginning Superintendent, 1937, p. 383. By permission of the Macmillan Co., publishers.

to protect the old material and the new copyright to protect the new material. Occasionally, the changes are so inconsequential that it may be assumed the purpose of adding a new copyright date is merely to give an old book the semblance of up-to-dateness, even though much of its contents remains obsolete.

The Kansas State School Book Commission has been criticized for requiring the use of textbooks in which the content is obsolete. This has resulted, the critics claim, because the commission has readopted books not recently or thoroughly revised, as well as books bearing an old copyright date.

A comparison of the date of compilation with the last year of use of the 75 state printed books used in Kansas during the past 23 years will show to what extent these textbooks were obsolescent. The necessary data for such a procedure are found in Table XVI.

An analysis of Table XVI, was made in order to determine the average length of this period, i. e., the average age of the books during the last year of use. The following procedure was used: The age of each book was determined by subtracting the date of the last year of use from the first copyright date. These ages were then totaled and divided by the total number of books (75). The result, a period of 14 years, is the average age of the books when their use was discontinued.

This is to say, that during the last year these books were used in Kansas, the pupils were reading material which, on the average, had been compiled 14 years previously.

Many of the revisions, however, were thoroughly done and should be seriously considered before drawing any conclusions. Table XVI was, therefore, analyzed a second time and these revisions were taken into consideration.

The procedure followed was similar to that explained above except that each book having undergone a major revision was counted as two books. For purposes of comparison, it seems reasonable to consider a thoroughly revised old book as equivalent to a new book.⁵ The age of one book was computed by subtracting the date of the first copyright from the date of the major revision; the age of the second book was determined by subtracting the date of the revision from the date it was last used in Kansas. Thus the number of years between the first copyright date and the date of the major revision, plus the number of years between the major revision and the last year of use showed the combined age of a revised book. The total ages of the unrevised books were the same as computed in the first procedure. Thus the total ages of all revised and unrevised books, as computed in the second procedure, were the same as the total ages of all the books, as computed in the first procedure where revisions were not considered. But, since a revised book was counted as two books in the second procedure, the total ages of the books were divided by a greater number of books (105) in the second procedure, and, as a result, the average age was correspondingly less.

Therefore, when major revisions were considered as new compilations, the period between the date of compilation and the last year of use was 10 years, 4 years less than when revisions were not considered.

A few examples will be given to illustrate the above facts.

The Kansas history textbook has undergone three or four revisions. It was first written in 1914, and the revisions in 1919 and 1928 were far from complete. In spite of the changes made in 1919, it probably would have been considered in a state of obsolescence from 1925 to 1931, even though a few names and dates were changed in 1928. The Kansas Speller was written and adopted in 1917 and was used without revision until 1929, a period of twelve years. The publishers of Horn-Ashbaugh Fundamentals

5. Textbooks which had two major revisions, however, were counted as three books, etc.

of Spelling, now in use in Kansas, came out with a new speller, Progress in Spelling, by the same authors in 1935, although the earlier book was published in 1928. It is enlightening to read in the preface of the new book what the authors say:⁶

"Progress in Spelling, a completely new text, contains the fundamental principles which have made its forerunners successful and adds many new features that have been made possible by additional and extensive research which has been carried on since the publication of Fundamentals of Spelling. Progress in Spelling could not have been produced in 1928."

not

Foster's History of the United States was written in 1912 and was used without revision until 1927. To continue the use of a history textbook unrevised for fifteen years is unquestionably an unjustifiable practice. Granted that supplementary materials are available for the pupils's use, which in a large number of schools they are not, the fact remains that the swift moving events in the political, economic and social life of a nation demand a more modern text for educational efficiency.

Krohn-Crumbine's physiology text was written in 1900, revised in 1912, and was the adopted text for advanced physiology and hygiene in the elementary grades of the state from 1912 to 1928, a period of sixteen years. Regardless of the thoroughness of the 1912 revision, the use of an elementary textbook originally compiled twenty-eight years before its discontinuance as a text can be justified by no stretch of the imagination. Because of the startling developments made possible by scientific research in the field of sanitation and hygiene, the prolonged use of an obsolete textbook in this subject is entirely indefensible. Inasmuch as thousands of one-room rural schools in Kansas do not have satisfactory reference material, the short-sightedness of such a policy is especially

6. Horn-Ashbaugh, Progress in Spelling, J. B. Lippincott Co., 1935.

tragic for Kansas boys and girls.

Miller-Kinkead English books, a two book series for the elementary grades, were first copyrighted in 1916. They were in use in Kansas from 1917 to 1928. A Beginner's History by Maco was first written in 1909, revised in 1921, adopted by Kansas in 1921 and used for thirteen years without revision. Smith's Human Geography, Book II, was adopted in 1926. It was written in 1921, and partially revised in 1925 and 1930. From 1926 to 1936, however, Kansas printed only the older (1925) revision of this book. Many complaints were justly registered against its obsolete material. The one-course music book, the contract of which expired in 1935, and which had been in use since 1920, had not been revised for eighteen years. The Hausum writing books which were adopted in 1917 were used without revision until 1930, a 1927 edition being adopted in that year.

The series of texts now in use in Kansas contains several books which have comparatively old copyright dates. Smith Burnham's The Making of Our Country was first written in 1920 and was revised in 1926. When the present contract expires, it will have been eighteen years since it was originally written. The present reading series was adopted in 1926. The books were written in 1924, and although the publishers have a 1935 revision on the market, the commission saw fit to adopt the books copyrighted in 1924 for the third time in 1936 to be used at least until 1939. The Denney and Skinner English books, which were adopted in 1928 and will be used at least until 1937, were written in 1926 and have passed through no revision.

The Zaner-Bloser writing system which was first adopted in 1935 bears copyright dates 1926-1931. The publishers have a 1935 edition on the market. Why Kansas did not adopt the new edition when a change to a new series was made in 1935 can hardly be explained. If the 1935

edition was not available for the 1935 adoption, inquiry from the publisher in regard to the possibility of a new edition would have given the commission the information; then it would have been sound policy to postpone the adoption, if necessary, until the new edition could have been examined. The wholesale price of the Zaner-Bloser writing books in California is four cents a copy; in Kansas the wholesale price is eight cents a copy, but includes 60 small sheets of copy paper. It appears that the 1935 edition used in California is entirely new as it does not contain the old copyright dates of 1926-1931, the date of the present Kansas edition. While the recent Kansas adoption of the older edition of the Zaner-Bloser writing books may be the responsibility of the State School Book Commission, nevertheless, the fact remains that under a policy of seeking the best book available in the entire field, the latest edition of the writing books of this company would have been available for consideration.

Attention should be directed to the fact that the Kansas law states that any change or alteration in the contents of an adopted book requiring in any way the change of plates or any part of them from which the textbook is printed is considered a change, and is prohibited by law. Only when the contract on a book expires, is it possible for a revised edition to be provided. This seemingly unimportant provision serves as an educational handicap in the subjects in which a part of the content should be kept up to date.

The civics book adopted for high school use a few years ago is a case in point. The publisher revised this book every year including in each revision recent governmental changes and other pertinent data. As a result, pupils who purchased new books obtained the latest revision. Pupils who cared to purchase second-hand books were allowed to do so.

Those classes were not handicapped in which a few members purchased new editions, because in the exchange of ideas and class discussions, the new material became available to all students. Hundreds of Kansas high schools availed themselves of the opportunity of having some of their pupils equipped with the latest revision, and at no additional expense. Had the book been printed by the state, such advantages would have been practically and legally impossible. Moreover, there is reason to believe that other books of a later revision than the state adopted texts have likewise been used. The legality of the practice has not been tested.

PRACTICES OF PUBLISHERS SUBMITTING PLATES

What has been the actual practice of publishers in regard to submitting plates to Kansas? In reply to the question, "Have you ever submitted plates for books which you considered less desirable or modern than your best book in that field?", the publishers who are now leasing plates to Kansas wrote some significant statements.⁷ One company stated the case as follows:

"If we have ever offered an inferior book, it was because it seemed that that was the book that would most likely be ordered by the adopting body, especially if it wanted a cheap proposition."

Another company answered:

"Yes, to Kansas with full knowledge of the textbook board. They used . . . which we were displacing with . . ."

A third company answered the question by an unqualified "Yes." Still another company stated its position on the question as follows:

"In some of the recent adoptions in Kansas and California we have not offered plates. We feel that notwithstanding the fact of patronage gladly accepted at one time, conditions with respect to a particular offering may justify our failure to make proposals to lease plates. For example, if it is judged by us that the scale of rental that might be considered by the state is substantially below that which compensates us adequately for what we offer, we prefer to keep out."

7. Excerpts from letters to writer during the fall of 1936. This material is on file.

The above statements are made by some of the largest publishers who still follow the policy of leasing plates to Kansas. Several other publishers who lease plates stated that they did not submit inferior or obsolescent plates.

What do some of the publishers who formerly leased plates and who have discontinued the practice say regarding their position? One of the largest publishers states:

"We formerly leased plates regularly in both Kansas and California and treated the matter exactly as we would any of our publications --i.e., we always offered our very best--but as it appeared impossible to persuade the states to pay royalties consistent with offering the very best plates, we decided to discontinue the practice of offering anything as we were unwilling to offer anything excepting the best."

Another company makes the following statement:

"One one occasion . . . we made a plate bid to the State of Kansas on . . . It was in actuality the difference between our regular wholesale price for the book and the sum of our own manufacturing cost and royalty; in other words, it was not a genuine plate bid. We submitted that bid for policy's sake and very much regret having made it, for it constitutes the one and only exception to our fixed policy."

Kansas did not contract to lease the plates for the book referred to above. The excessive royalty eliminated it.

A third publisher makes the following answer to the question of whether or not he had submitted plates for books which were considered in a state of obsolescence:

"No, but if we by any change of policy should submit a plate bid, it would doubtless be on a book other than a 'leader' at the time."

The statements of these companies which do not lease plates are probably of less significance than are the statements of those on whom Kansas must depend for her plates. Nevertheless, the attitude of those who have discontinued the practice corroborates the belief that Kansas was not, and is not, willing to pay the price demanded for the best books of those publishers. More significant, however, are the statements of

some companies from whom Kansas is or has been leasing plates that they have offered and leased to Kansas plates for books that were obsolescent, not leaders, and books which were being displaced by new ones. These statements offer substantial and objective evidence that some of the Kansas texts are considered obsolete at the time the publishers offer them for the state to print.

There is reason to believe that a policy of state printing is partly responsible for keeping books in adoption over a long period, resulting in the use of obsolescent books. For the state to print a new book frequently costs more than to re-print one already in adoption. One of the differences in cost arises because the owners of the plates which have been in use for five years or more, are willing to renew contracts at less cost. An examination of the prices paid in royalty for plates on the renewal of a contract corroborates this statement, as an examination of Table XIX reveals. The royalty on the Bobbs-Merrill Readers was reduced from \$10,000 per book on the first five-year adoption to \$7,777.77 on the second five-year period. On this basis, the commission computed the royalty of each copy sold as 9 cents. When these books were adopted for a third period, the publishers offered a contract at a royalty of 8 cents a copy. In the meantime the books had undergone a revision and the 1935 copyrighted books were available, but not adopted.

A similar situation existed in the case of the Davis-McClure government text. The old book adopted in 1922 had been revised, and the new edition was offered to the commission in 1933. The 1933 book was offered at a royalty of 21 cents a copy, but the old revision was adopted for an additional year at a royalty of 18 cents. The Horn-Ashbaugh speller, as already mentioned, had been superseded by a new book in 1935 by the same authors, but when the publishers reduced the royalty on the

Table XIX

REDUCTION ON ROYALTIES PAID TO PUBLISHERS ON THE
RE-ADOPTION OF BOOKS

Royalty paid for books on first adoption			Year of subsequent adoption		
Year of adoption				Royalty on 2nd adoption	
Titles					Reduction per copy
B-M Readers (8)	1926	\$30,000	1931	\$70,000	\$10,000 (a)
Mace's History.	1926	.08-ca.	1931	.06-ca.	.02
D-M Government.	1927	.19-ca.	1933	.18-ca.	.01 (b)
Stone Arithmetic.	1927	.10-(c)	1933	.08-(c)	.02
Burnham History	1928	.25-ca.	1934	.22-ca.	.03
D-S English	1928	.12-(c)	1934	.10-(c)	.02
H-A Speller	1928	.10-ca.	1935	.075-ca.	.025
Health Habits	1930	.16-(c)	1935	.14-(c)	.02

- a. Lump sum reduction. The second adoption included 9 books, the first 8; lump sum royalty on first adoption per book was \$10,000; on second it was \$7,777. On third adoption it was 8 cents per copy.
- b. This reduction was for the old edition which was adopted. On the revised edition, the publisher asked 21 cents royalty.
- c. These are two and three-book series and the rate is different for each book. However, the reduction was 2 cents on each book.

older book from 10 cents to 7.5 cents a copy, the temptation to save a few cents was too strong, and Kansas children were again denied the advantages of a more modern text.

Another source of expense to the commission in adopting a new book is the loss accruing from any old books left on hand. Likewise, it is reasonable to believe that the manufacture of a new book, everything else being equal, is somewhat more expensive than re-printing an old one for which all plans, specifications, and materials have been determined. But, the advocates of state printing argue, the private publishers must include the same items of cost in producing a new book and they merely pass on the added expense to the purchaser. This is true in some measure, although with the whole United States as their market the percentage of old books left on hand is undoubtedly smaller. The point of the matter is that a few cents additional cost for new and better books is amply justified if the educational interest of the pupils is the primary consider-

ation.

SUMMARY

An investigation of the periods of adoption and the use of obsolescent books has been presented. While there is no conclusive evidence that a policy of state printing is responsible for the longer periods of adoption in Kansas and California as compared with those of Texas, which purchases its textbooks from the publishers, there is conclusive evidence that books are adopted in Texas for a much shorter period of time than they are in California and Kansas. This difference between Kansas and Texas might be accounted for because Texas furnishes free textbooks and Kansas does not. But when it is remembered that California prints its own books and also furnishes free textbooks, that factor cannot account for the difference.

That many books are retained under the present Kansas policy after they have become obsolete has been shown. The number of books which have been used in Kansas for considerable periods of time after newer books or revised editions of the older books have become available is evidence of this situation. The evidence is further substantiated by statements of private publishers who lease plates that books are sometimes in a state of obsolescence when offered for adoption.

There is unmistakable evidence that the educational interest of the pupil is not the primary consideration in Kansas, which puts a premium on long periods of adoption and the consequent use of obsolescent books.

Chapter VII

THE EDUCATIONAL CONSIDERATIONS IN THE TEXTBOOK POLICY OF KANSAS: LIMITATION IN SELECTIONS

The present chapter presents data showing to what extent, if any, the Kansas policy results in making many of the best textbooks unavailable because of the restricted choice of the adopting body. Since the original practice of attempting to publish school books from manuscripts submitted by authors has been almost entirely abandoned, Kansas has resorted to the policy of renting plates from those private publishers who are willing to lease them; and, at the present time, Kansas, with two exceptions, depends on the private publisher for every book it prints. But all publishers do not lease plates; hence the question arises to what extent, if any, Kansas suffers a loss educationally because of self-imposed limitations of choice.

In reply to a questionnaire sent to practically all publishers whose textbooks are used in the twenty-five uniformity states, the publishers stated their present policy relative to leasing plates; and from these statements the following lists were compiled:

List I--Publishers Who Do Not Lease Plates

Allyn and Bacon
American Book Co.
D. Appleton-Century Co.
Beckley-Cardy Co.
Bruce Publishing Co.
F. S. Crofts and Co.
Doubleday, Doran and Co.
Follett Publishing Co.
Ginn and Co.
Gregg Publishing Co.
Hall and McCreary
Harcourt, Brace and Co.
Harlow Publishing Co.
D. C. Heath and Co.
Henry Holt and Co.
Harper and Brothers
Houghton Mifflin Co.

Laurel Book Co.
Lothrop, Lee and Shepard
Charles E. Merrill Co.
The Macmillan Co.
McKnight and McKnight
Mentzer, Bush and Co.
Newson and Co.
F. A. Owen Publishing Co.
Prentice-Hall, Inc.
Rand McNally and Co.
Scott, Foresman and Co.
Southern Publishing Co.
South-Western Publishing Co.
University Publishing Co.
Webb Publishing Co.
Wheeler Publishing Co.

List II--Publishers Having No Definite Policy--
May or May Not Lease Plates

Little, Brown and Co.
J. B. Lippincott Co.
Lyons and Carnahan

Row, Peterson Co.
Silver Burdett Co.
World Book Co.

List III--Publishers Who Lease Plates

Bobbs-Merrill Co.
Laidlaw Brothers
Iroquois Publishing Co.
Thos. Nelson and Sons

Benj. H. Sanborn and Co.
Charles Scribner's Sons
Webster Publishing Co.
The John C. Winston Co.

The above lists are not complete because a few publishers did not reply. Several publishers to whom letters were written replied that they did not publish elementary or high school textbooks, so their names are not included. All large publishers of textbooks in the elementary and high school field, however, are listed.

Mention should be made of the fact that many of the publishers in the first list have at one time or another submitted plates to lease, but now have a definite policy of not doing so. In the second group, the companies stated that they have no definite policy relative to leasing plates, but are governed by the conditions in each individual case. Sometimes they submit plates, at other times they do not. In list III are given the publishers who lease plates. The above classifications of publishers were made for purposes which will become clear later in the chapter.

Limitations As Shown By State Adopting Bodies.— The purpose of this chapter is to determine the percentage of textbooks not available to Kansas. In order to present this objectively, three procedures were followed. First, all elementary school books adopted in the twenty-five states having state-wide uniformity (See chapter II, Table II) were listed, and the number and percentage of books published by the companies who do not lease plates were computed. Each book is weighted by the

number of adoptions in the twenty-five states. Table XX shows the number and percentage of books not available to Kansas on the basis of books adopted in the twenty-five uniformity states.

Table XX

BOOKS ADOPTED IN THE TWENTY-FIVE UNIFORMITY STATES AND PERCENTAGE NOT AVAILABLE TO KANSAS ACCORDING TO PUBLISHERS' POLICY¹

Total number of books		Number available to Kansas			
Books				Not available to Kansas	
				Per cent not available to Kansas	
Arithmetic	81	41	40	49.2	
Reading	366	176	190	61.9	
Geography	76	28	48	63.1	
Language-Grammar	85	30	55	64.7	
Physiology-Hygiene	68	22	46	67.6	
History	47	32	15	31.9	
Spelling	30	18	12	40.0	
Civics	25	15	10	40.0	
Totals	778	328	416		

Total mean percentage of textbooks not available to Kansas 53.4%.

Read as follows: Of the 81 arithmetic adoptions in uniformity states, 40 arithmetics or 49.2% are not available to Kansas, etc.

Of the 81 arithmetics selected by the adopting bodies of the twenty-five uniformity states, forty of them, or 49.2 per cent according to Table XX, are not available to Kansas. Percentages of unavailable books for the other seven subjects are significant. That an average percentage of 53.4 of the total selection in these subjects are not available to Kansas shows that Kansas is restricted in its choice of books to less than 47% of the best textbooks, according to the opinion of the selecting agencies in twenty-five states. It is not assumed that these adopting bodies are infallible in their judgment; but, nevertheless, all the best textbooks afforded by the entire market could be considered in making

1. For the basis of availability see list of publishers on page 95 who have a definite policy not to lease plates. The books published by those publishers who may or may not lease plates are not included in the unavailable books. Their policy in an individual case might raise the number of books not available, but could not increase them.

the selections in the other states. Kansas, on the other hand, eliminates more than 50 percent of the best textbooks before the selecting process begins.

Limitations As Shown By Teacher Training Institutions.— The second procedure for determining the availability of textbooks was based on a questionnaire sent to subject specialists in teacher training institutions in the Middle West.² To obtain a list of the qualified specialists, a letter was addressed to the presidents of thirty-six such institutions requesting the names of two or three instructors who were considered the best qualified in each of the following subjects of the elementary school field: arithmetic, reading, history, geography, language and spelling. Replies containing the names of subject matter specialists were received from 80 per cent of the thirty-six institutions addressed. Eleven states were represented. Of 210 questionnaires sent to these supervisors, replies were received from 70 per cent.³ State printed books were not mentioned in the letters or questionnaires. The instructions in the letter contained the following statement:

"We are making a study of elementary school textbooks, and the information needed requires the aid of specialists in that field. We would like to have you list on the enclosed questionnaire, in the order of your preference, the titles and publishers of two or three textbooks in (here the subject was inserted) which you consider best suited to the needs of the pupils of your state. In order that you need not hesitate to give your honest opinion, you are assured that your name will not be used in connection with this study."

Letters and questionnaires were sent to 45 specialists in arithmetic, 40 in reading, 29 in history, 32 in geography, 30 in spelling, and 34 in language. The percentage of replies in each subject was as follows: arithmetic 64 per cent, reading 75, history 82, geography 81,

2. A list of the institutions to whom letters were sent is given in the appendix.

3. Four replies came too late to be included in this analysis.

spelling 63, and language 56. Five replies were received on which no selections were indicated. From the titles of books selected by these subject matter specialists, the number and percentage of selections not available to Kansas were computed on the same basis as for Table XX. Table XXI is based on the selections designated as first choice. In Table XXII each choice has been weighted.

Table XXI

PERCENTAGE OF BOOKS SELECTED BY TEACHER TRAINING INSTITUTIONS
NOT AVAILABLE TO KANSAS, BASED ON FIRST CHOICE⁴

Total selections available to Kansas			Total selections not available to Kansas	
Total number of series selected			Per cent not available to Kansas	
Arithmetic	29	10	19	65.5
Reading	30	3	27	90.0
Geography	26	4	22	84.6
History	24	7	17	70.8
Language	19	2	17	89.4
Spelling	19	11	8	42.1
Totals	147	37	110	

Total mean percentage of selections not available to Kansas 74.14%. Read as follows: Of 29 arithmetics selected by specialists in teacher training institutions as their first choice, nineteen selections, or 65.5% are not available to Kansas, etc.

Table XXI indicates that the first choice of arithmetics contains 29 selections; of these 29, Kansas is barred from adopting 19 or 65.5% because of the plate-leasing policy of publishers. The total percentage of selections in the six elementary school subjects gives an average of 74.14 per cent of the best books, in the judgment of specialists in teachers' colleges, which the Kansas commission cannot select. If the adherents of state printing feel that state selecting agencies are actuated by unprofessional motives in selecting texts, of which 53.4% are not available to Kansas, the judgment of these specialists outside the state surely cannot be challenged because of selfish motives. It is

4. For basis of availability see footnote Table XX.

reasonable to believe that the overwhelming majority of them are thoroughly competent to select the best books, and that their primary consideration is the educational welfare of the child. According to the judgment of these specialists, the textbook needs of Kansas children under the present policy must be satisfied by the selection of books from one-third of the best books on the market.

In Table XXI only the first choices of the teacher training schools were considered. Many of the specialists listed first, second and third choices, which provided a more inclusive list of books. In order to include all these books, Table XXII was constructed by totaling the points

Table XXII

WEIGHTED SCORES OF BOOKS SELECTED BY TEACHER TRAINING INSTITUTIONS AS INDICATED BY THEIR FIRST, SECOND AND THIRD CHOICES AND THE PERCENTAGE NOT AVAILABLE TO KANSAS⁵

Total points scored by books available to Kansas			Total points scored by books not available to Kansas		
Total points of books selected			Percentage scored by books not available to Kansas		
Arithmetic	134	50	84	62.6	
Reading	178	40	138	77.5	
Geography	138	29	109	78.9	
History	131	37	94	71.7	
Language	101	28	73	72.2	
Spelling	102	61	41	40.1	
Totals	784	245	539		

Total mean percentage of points scored by books not available to Kansas 68.7%.

Read as follows: Of the three choices of arithmetics selected by specialists in teacher training institutions, the total score was 134 points. Eighty-four of the 134 points were scored by arithmetics not available to Kansas--a percentage of 62.6, etc.

received by each book on the basis of 3 points for first choice, 2 for second, and 1 for third. An examination of this table reveals that the total mean percentage scored by books not available to Kansas is 68.7, approximately 6.5% below that of Table XXI. It should be pointed out that all supervisors did not list three selections. Some listed only

5. Preferences were weighted as follows: 3 for first choice, 2 for second, and 1 for third. For basis of availability see footnote Table XX.

one, and others only two.⁶

Limitations As Shown by Kansas Teachers.— The third procedure was undertaken in practically the same manner as the second. Letters were written to city superintendents of 46 of the largest cities in Kansas requesting the names of the best qualified teachers and supervisors. Ninety-one per cent of the superintendents replied. Letters and questionnaires similar to those sent to specialists in teachers' colleges were sent to the teachers and supervisors designated by their superintendents as best qualified in their respective elementary school fields. Three hundred thirty-six questionnaires were sent, 203 or 60 per cent were returned. From an analysis of these returns certain facts appear.

Table XXIII

PERCENTAGE OF BOOKS SELECTED BY KANSAS TEACHERS NOT AVAILABLE TO KANSAS, BASED ON FIRST CHOICE⁷

Total selections available to Kansas			Total selections not available to Kansas	
Total number of series selected			Per cent not available to Kansas	
Arithmetic	40	21	19	47.5
Reading	42	14	28	66.9
Geography	40	5	35	87.5
Spelling	19	13	6	31.5
Language	24	15	9	37.5
History	30	13	17	56.6
Totals	195	81	114	

Total mean percentage of selections not available to Kansas 58.4%. Read as follows: Of 40 arithmetics selected by Kansas teachers as their first choice, nineteen or 47.5% are not available to Kansas; of 42 readers, etc.

Eight Kansas teachers wrote that they were unfamiliar with any good

textbooks or were teaching some subjects without the use of any textbooks.

6. By including all selections of teacher training institutions without weighting first, second and third choices, the results show for the six elementary school subjects that the number of selections not available to Kansas ranges from 42% in spelling to 75% in geography, an average of 65.6% not available to Kansas. By including only the different titles selected by teacher training institutions, the results show that the number of titles not available to Kansas ranges from 53% in spelling to 77% in geography, an average of 65.1% not available to Kansas.

7. For basis of availability see footnote Table XX.

This was especially true of language and spelling.

Kansas teachers are thoroughly capable of judging the merits of the adopted books in Kansas. Yet, 195 teachers and supervisors, as indicated in Table XXIII, listed as their first choice 114 book in six elementary school subjects which cannot be used as basal texts in Kansas. No other state except California has imposed upon itself such harmful restrictions.

The present geography series was adopted in 1936. Kansas teachers made their geography selections after having used these books for several weeks. It is, therefore, especially significant that 87.5 per cent of the geographies listed as first choice by Kansas teachers are not available for use under the present Kansas policy.

Kansas teachers do not have the same opportunity to examine elementary school textbooks as do teachers elsewhere. In other states, publishers' agents show teachers their products in each of the elementary school fields, thereby enabling them to become acquainted with several textbooks. Consequently, the reply of a Kansas teacher who listed only one speller is significant.

"This is the only speller I am familiar with, but I like it very much."

Another significant contribution was written by a language teacher.

"Suitable textbooks in English for elementary school children are difficult to find. As a matter of fact I cannot recommend a satisfactory textbook. We do not use one except as reference material for teachers. Our work in language arises from reading and other situations of interest to children which present themselves every day. For the little formal work which is done, I use work books."

Another language teacher expressed her choice in a stimulating manner.

"I have recommended only one book because I know of no other which fits the situation as well as that one. Personally I prefer to teach English without a textbook. It seems to me that the English work should be based upon the children's activities and experiences."

Unfortunately, the book this teacher recommends is published by a company which does not lease plates to Kansas. To use this book legally as a basal text, the teacher will have to move to another state.

Table XXIV, constructed in the same manner as Table XXII, contains the first, second, and third choices of Kansas teachers. This includes a larger number of selections than does Table XXIII, which included only the first choices. In view of the greater number of selections listed in Table XXIV, it is worth noting that 56.7 per cent of the points scored by books selected as first, second and third choices of Kansas teachers are not available to Kansas. As in the case of specialists in teacher training institutions, all Kansas teachers did not make three selections.⁸

Table XXIV

WEIGHTED SCORES OF BOOKS SELECTED BY KANSAS TEACHERS AS INDICATED BY THEIR FIRST, SECOND AND THIRD CHOICES, AND THE PERCENTAGE NOT AVAILABLE TO KANSAS⁹

Total points scored by books available to Kansas			Total points scored by books not available to Kansas		
Total points of books selected			Percentage scored by books not available to Kansas		
Arithmetic	233	148	85	36.4	
Reading	245	84	161	65.7	
Geography	218	50	168	77.0	
History	161	61	100	62.1	
Language	103	44	59	57.2	
Spelling	92	68	24	26.0	
Totals	1052	455	597		

Total mean percentage not available to Kansas 56.7%.

Read as follows: Of the three choices of arithmetics selected by Kansas teachers, the total score was 233 points. Eighty-five of the 233 points scored by arithmetics not available to Kansas--a percentage of 36.4, etc.

8. By including all selections of Kansas teachers without weighting first, second and third choices, the results show for the six elementary school subjects that the number of selections not available to Kansas ranges from 25% in spelling to 73% in geography, an average of 50.5% not available to Kansas. By including only the different titles selected by Kansas teachers, the results show that the number of titles not available to Kansas ranges from 33% in spelling to 73% in history, an average of 58.5% not available to Kansas.
9. Preferences were weighted as follows: 3 for first choice, 2 for second, 1 for third.

Limitations Self-imposed by the Commission.— The Kansas School Book Commission has been criticized for some of its selections of textbooks for both the elementary and high school grades. That the judgment of the commission has not been infallible is obvious, inasmuch as the selection of the best book in every case would be too much to expect. In many instances the individual members of the commission have consulted teachers. Committees appointed by the Kansas State Teachers Association occasionally have made recommendations for selections. Generally, the selections of these committees have been respected. This was true of the elementary English books, the speller, and the algebra text adopted in 1928. In bookkeeping, the second choice submitted by a teachers' committee was adopted in the same year. The commission in 1929 appointed a committee to evaluate a Kansas history manuscript and accepted the unfavorable report of the committee. The commission invited a Kansas college faculty member to write a history of Kansas in 1927 and to allow reasonable compensation for the work, but the records indicate the book was not written.

During the past few years there has been less reliance placed on teachers' committees to recommend texts, and, whenever help has been sought, the policy followed has generally been for each member of the commission to get advice on books from individual teachers, if and as he saw fit. The commission might advantageously follow the policy of commissions in many other states which regularly appoint committees for each subject open for adoption and whose first or second recommendations are accepted by the commission. It might procure better adoptions by utilizing the provisions of the law which empower the commission to test several books in a number of designated schools and base the selections on the results produced in actual use under controlled conditions. Theoretically, this plan appears sound; practically, the problem of controlling all factors entering into the situation is so complex as to

require a department of research to supervise it.

But another alternative is open to the commission. Under the present plan the commission has some option as to whether or not an adopted book is to be printed or purchased. This option is exercised in the case of the one-book music course for rural schools and the drawing books, both of which are now purchased from the publishers. If this deviation is possible in these cases, it is possible in the case of other books. Such a procedure has not been followed. The way is open for the commission to ask all publishers to submit bids for furnishing books, either on a royalty or an outright purchase basis. All books in a given subject submitted on this basis would be examined by a committee of teachers who are specialists in teaching this subject. After thorough examination, either by actual classroom use or by scientific analysis, this committee would submit a report to the commission indicating their first and second choices. The commission should be bound to adopt one of these texts, whether it is produced by a publisher who leases plates, or by one who does not. If the latter is the case, the books would be purchased by the commission; otherwise, the plates could be leased and the books printed by the state.

If such a policy is not acceptable to the adherents of state printing, they must admit that the foremost consideration back of state printing is not the best interests of the Kansas children. The present policy can thus be defended only on the basis of "penny-wise" economy or of political expediency. To what extent, if any, the latter is involved in the state printing of textbooks cannot be definitely determined. But the action of a majority of the members of the State School Book Commission in adopting the present geography series is indefensible. The commission knew that the geography books were offered in Indiana at a net price of

94 cents each. They had every reason to believe that this price was below the cost of producing the books in Kansas. This fact caused two members of the commission to vote against these adoptions. What motives actuated the other five members are not known. Economy could not have been one of them. Likewise, the future success of state printing could not have been their chief motive, because this act did much to discredit state printing. This action also subjected the commission to merited state-wide criticisms. The commission was violating the spirit and letter of the Kansas law which specifies that books shall be printed by the state when practicable. Since these books, or others equally good, could have been purchased in the open market for less cost than they could be printed by the state and since the best interests of the people of Kansas would have benefited by such a policy, the action of the majority of the commission cannot be justified.

Had the commission at all times selected the best textbooks on the market, a large percentage of them would not have been available for state printing. Thus, in the past, pressure has probably been brought to bear upon the commission to adopt textbooks for state printing which, otherwise, it would not have adopted. This disadvantage of state printing may be attributed to the fact that because Kansas has a state printing plant and is required to print books "when practicable," certain groups insist on printing books when it is not practicable to do so, and "practicable" has apparently been interpreted to be synonymous with "economical" and "expedient." Were selections of textbooks in Kansas made from the best textbooks produced by all publishers, not alone from those submitting plates, it would be practicable, in the real meaning of the word, to adopt less than 50 per cent of the books now printed by the state.

SUMMARY

This chapter has been devoted to a presentation of data pertaining to selections of elementary school books, indicating that on the basis of the judgments of the adopting bodies in the twenty-five uniformity states, 53.4 per cent of the best textbooks are not available to Kansas; that on the basis of the judgments of 147 subject specialists in twenty-nine teacher training institutions, 74.14 per cent of the best books are not available to Kansas; and that on the basis of the judgments of 195 Kansas teachers from 42 of the larger cities of Kansas, 58.4 per cent of the best books are not available to Kansas. Averaging the results from these three sources indicates that 61.98 per cent of the best textbooks cannot be used in Kansas as long as the present policy of state printing remains.

It has also been shown that the Kansas School Book Commission has made selections which are not for the best interests of the people of Kansas; and that pressure has probably been exerted by the proponents of state printing to have the state print books when it would have been practicable not to do so.

Chapter VIII

THE EDUCATIONAL IMPLICATIONS OF STATE PRINTING OF TEXTBOOKS: DEVELOPMENT OF SUPERIOR SCHOOL BOOKS

The third statement pertaining to the educational implications of state printing which was stated at the beginning of chapter VI is discussed in the present chapter, and data are presented showing that a policy of state printing results in an educational loss because it does not encourage the highest standards of excellence in textbook development.

The early attempt to secure manuscripts directly from authors for state publication of textbooks has been almost entirely abandoned. It was found that the inducements offered by the state were not comparable to those of the private publisher because the sale of books by the former was restricted to the confines of a single state, while the latter offered his books in the world market. Consequently, the authors whose manuscripts were of a high standard submitted them to the publishing firms which gave promise of the greatest remuneration from royalties. It is not that Kansas does not have authors capable of producing desirable books. On the contrary, some widely used textbooks have been written by Kansas people. The New Agriculture by Waters was submitted to and printed by Ginn and Company during the time the author was president of the Kansas State Agriculture College. The present high school text in agriculture, Modern Agriculture, Revised, was written by Holton and Grimes, two faculty members of the above mentioned college. It, too, was submitted to Ginn and Company and published by them. Neither of these two books was offered to Kansas for state publication. Our Dynamic Society, a textbook for secondary school sociology, was written by four authors, three of whom, Elliott, Wright and Wright, are Kansas educators. The manuscript was not submitted to Kansas for publication but to Harper and Brothers, private

publishers. Had their sale been limited to one state, it is doubtful that any of these splendid textbooks would have been written.

One page 51 are listed books written by Kansas authors which were published by the state at an early date, two of which, in revised form, are in adoption in 1936-37. The reason they were submitted to the State of Kansas rather than to private publishers is obvious. One deals with the history of Kansas; and the other, a text in elementary school agriculture, is written primarily for use in the Kansas rural schools. The local nature of the contents of these books precludes their sale in large quantities outside the state. Local authorship of such books in other states is not uncommon, nor is it particularly induced by state publication.

To whom then must Kansas look for the textbooks used in her schools? In the final analysis, manuscripts for school books must be selected and produced by the companies whose business is the publication of textbooks. Whatever may be said about the practices of some publishing houses in their efforts to sell their products, the fact remains that the pioneering, research, experimentation, and development in the field of textbook production must be credited to the private publisher. His part in the evolution of the American textbooks is aptly described in an address by A. E. Winship as reported in the Proceedings of the National Education Association.¹

"It is indispensable that there should be a great American clearing house system to determine possible visions. Our system of textbook making is not only the greatest in the world, but it is very nearly the greatest feature in American education. If a teacher in Fort Kent, Maine, or Chula Vista, California, discovers, or thinks she has discovered, a brilliant idea, she may be sure that some one of the many publishing houses that are the evolution of American education will make inquiries about her work. If they get good reports from the casual visitor, they will send an expert to look into her

1. Proceedings of the National Education Association, "Textbooks: Educationally, Commercially, and Politically." 1915. p. 275.

work with care. If the report continues to be favorable, they will ask her to put her thoughts into the best shape she can and let them see the manuscript. They will then submit this manuscript to specialists in whom they have confidence, and if these specialists report that there is really an idea of value, however crudely expressed, they will ask the teacher to associate with her some man or woman of large experience in school work to help her put it into workable shape; then this product of the original genius and experienced master is turned over to their editorial force, who give it the most effective form and feature that expert book makers can develop. Then, and not till then, this evolution of school-room practice, fertile genius, broad experience, art and skill in book-making is given to the world."

The selection of manuscripts is one of the major problems of publishers. No two follow the same procedure. They all agree, however, that textbook production is a cooperative enterprise of the author and publisher. The investigation made by Jensen and reported in his chapter on "The Selection of Manuscripts by Publishers" probably represents the latest and most comprehensive study of the problem available.² The results of the investigation are clearly stated in his summary, which is quoted below in full.³

1. Textbook selection begins with the publisher, who selects authors, manuscripts, and ideas out of which to make textbooks.
2. The publisher's entire force from the editorial staff to the staff of the field man is on the alert to discover outstanding manuscripts, teaching ideas, and promising authors.
3. The fundamental considerations in the election of manuscripts, ideas, and authors for new textbooks are: (1) the need for a new textbook, (2) the qualifications of the author, and (3) the character of the subject matter and the method of presentation.
4. Ability to write a textbook seems to be the guiding principle in the selection of authors.
5. Publishers prefer authors who are professionally active in educational work, especially as college teachers of the subject matter concerned or as public school workers.
6. Fewer than five per cent of the unsolicited manuscripts are accepted and made into textbooks.
7. Practical school people, experts in their special fields, usually pass judgment on manuscripts before they are accepted and made into textbooks.

2. National Society for the Study of Education, Thirtieth Yearbook, Part II, 1931, pp. 79-92.

3. Ibid., pp. 91-92. Quoted by permission of the Society.

8. The publisher's entire staff, from the editorial force to the field men, are constantly studying the field with a view to anticipating the markets for new textbook material.
9. The publisher's editorial force passes judgment on manuscripts presented and controls the details of their revision and re-organization into a textbook. The editorial staff has a national point of view and understands what the school people as a whole will accept.
10. The materials and methods incorporated in new books have often been tried before publication under actual school room conditions; usually the author, less often the publisher, arranges for such trial.

The above summary gives concisely the practices of publishers in selecting manuscripts for making textbooks. In spite of the care exercised in selecting the material, private publishers often publish books which are not educationally or financially successful. This is only one of the hazards of the business, and the financial loss on unsuccessful books must be made up from the profits of the more successful ones. The keen competition in the field is responsible for maintaining a high standard of quality in books and for keeping the price at a reasonable figure. Undoubtedly, the poor books produced are marketed in limited numbers to less critical purchasers. Nevertheless, the success of the private publisher depends on the experience, training and alertness of the personnel of his entire organization.

After quoting in some detail descriptions of the long period of research and experimentation which preceded the development of a series of health books, an arithmetic series, and Rugg's social science course, Davis comments as follows:⁴

"While all of the work of research and experimentation on the books described above was carried on by the author and his associates, the publishing house has underwritten a considerable financial deficit, which, with the additional investment, brought the total to well over one hundred thousand dollars before any return was forthcoming, according to their statement in the matter."

4. Davis, Op. cit., p. 45.

The above expenditures for the production of a series of social science texts may well be compared with the appropriation of the Kansas legislature which allotted the meager sum of \$50,000 "to pay authors, artists, compilers, stenographers, and to purchase copyright plates and other supplies." In the case of private publishers, cost must always be subordinate to quality. Keen competition keeps the price of books within reasonable limits, and sharp competition makes high quality imperative. In the case of state printing, quality is subordinate to cost. Competition is not so keen in the quality of books which are competing for adoption, but the cost must be low since that is the single criterion for judging the benefits of state printing. It can lay no claim to superiority in the content of the books it issues.

Instead of state printing encouraging the production of manuscripts of a high standard, it does just the opposite. The publishers who submit plates to Kansas could not continue to exist if they had to depend on plate-leasing for their income. It is only the income from the regular sale of books that makes possible the leasing of plates. As stated by one publishing firm:⁵

"If followed to its logical conclusions the country over, state printing would tend to dry up editorial staffs and publication of modern books. . . . Happily, state printing is not a country-wide policy. At any rate we must look to other than "state printing" states for keeping our products up to date. It is from those who are willing to pay a fair price for an open market product that publishers are able to secure the sales that make it possible to maintain a research department, to employ a considerable editorial staff, to do the work which makes the American school book the envy of the educators the world over. State printing breeds stagnation in the industry, invites an inferior product."

As long as private publishers produce satisfactory books and lease the plates to states for printing textbooks, a certain number of desirable school books can be printed by the state. But, if the time comes when

5. Letter dated April 25, 1935, to Mr. Camden Strain, Assistant Director, Research Department, Legislative Council, Topeka, Kansas.

commercial publishers cease to develop the books, there will be no plates to rent. Naturally, if a sufficient number of states resorted to state printing and no plates were available, some new type of cooperative enterprise would have to be developed to do the work now performed by the private publishing concerns. Such a scheme might be possible; but, during the process and probably after its consummation, the loss educationally would be irreparable. The only possible benefits to be derived from such a radical innovation would be the extremely doubtful financial saving. If economy is the watchword in a policy of state printing, which is the chief argument of its proponents, then the state might better squeeze the profits out of the soap used in schools, or the sweeping compounds, deodorants, disinfectants, bristle brushes, chalk, pencils, paper, floor oils, coal, seats, desks, etc., etc. These items are all a part of school costs, and the margin of profits in their manufacture far exceeds that of producing school books.

SUMMARY

This chapter has presented data to show that state printing does not contribute to the development of the best school books; that if the practice were to spread to a large number of states, the present sources of producing and selecting manuscripts for textbooks would be exhausted and the industry as it now exists would be ruined. State printing has continued to survive, not because of its own contribution to educational welfare, but because it has accepted whatever products a limited number of publishers have offered, and because it has closed the door to competition by its mandate that only state printed books can legally be purchased for school use by Kansas school children.

Chapter IX

THE FINANCIAL CONSIDERATIONS OF STATE PRINTING OF TEXTBOOKS: DIRECT COST FACTORS

Preliminary to the presentation of the data pertaining to the financial aspects of textbooks, a few statements regarding state printing in general are in order. The Kansas state printing plant engages in several kinds of printing. In addition to textbooks, it does fee printing, paid for by fee departments; miscellaneous printing, such as the revised statutes, etc., covered by legislative appropriations; and the general departmental or budget printing, also covered by appropriation. The cost of printing textbooks is paid by the State School Book Commission.

During the past eight years, the total charges for state printing of all kinds have amounted to \$3,134,302.23. Table XXV shows the division of these charges. It should be pointed out, however, that the amounts

Table XXV

TOTAL CHARGES MADE FOR ALL STATE PRINTING FOR THE EIGHT-YEAR PERIOD, 1929-1936¹

Budget	\$1,597,197.50
Fee	457,222.11
Blank stock	11,227.00
School books	1,038,599.24
Miscellaneous	30,056.38
Total	\$3,134,302.23

charged for miscellaneous and budget printing are not the actual costs to the state, because in these costs must be included many items, such as interest, taxes, insurance, heat, power, water and depreciation. These items are, however, a part of the charges for textbook printing, and are paid to the state printer by the State School Book Commission. They are likewise included in the fee printing charges which are paid for by the fee departments of the state. A splendid explanation of these charges is

1. Data in this table were taken from the files of the Research Department, Kansas Legislative Council, Topeka, Kansas.

given in a report of the Research Department of the Legislative Council, a part of which is quoted below.²

"The law instructs the state printer to maintain a cost system as taught by the international cost congress of the printing trades, in order that the actual cost of each item of public printing may be shown. Such costs shall include the usual overhead expenses of similar establishments such as light, heat, power, insurance, etc. The law requires taxes and insurance shall be included in the costs, although the state does not pay them. Neither does the state printer pay depreciation, light, heat, water and power. Since the cost of heat, power and water for the printing plant is actually paid by the executive council in connection with the bills for the capitol and memorial building, the exact charges have not been segregated . . . Except for purposes of comparison with commercial printing, there seems to be no reason for the inclusion of amounts for taxes, insurance and interest, as these items do not enter into actual costs paid by the state. The proper amount which should be set aside for depreciation cannot be determined, as accurate records are not available. Until the cost accounting system is revised, reliable figures on the unit cost of school books will not be available. It would appear, however, that the charges on school book printing are at least from 5 to 10 per cent too high."

Since the unit costs of school books as determined by the state printer are not available, the present investigation will not attempt to go back of the cost factors of textbooks as submitted by the state printer. Nevertheless, such cost factors of textbooks as insurance and depreciation on investment constitute a legitimate charge, the above quotation to the contrary notwithstanding. Although no insurance premiums are paid directly by the state, losses usually covered by insurance are costs which the taxpayers of the state ultimately pay. The amounts charged for depreciation of plant and equipment, although not actually paid by the state printer, are also legitimate charges. There is no reason to doubt the conclusion of the Research Department that the rate of depreciation is too large. Neither is there any question as to the validity of its suggestion that the state printer should reimburse the executive council for such items as heat, water, light and power, since these items are included in his charges.

². The School Textbook Problem, Research Department, Kansas Legislative Council. Publication No. 55. (In MS)

According to Davis, many of the above charges are not included in the costs of state printed textbooks in California, although he considers some of them valid.³ While Kansas includes these costs for state printed books, it is pertinent to ask if all other legitimate items of expense are considered in fixing the prices for which textbooks are sold, and if it is more profitable financially for Kansas to print its books or to purchase them.

The financial implications discussed in this and the following chapter are treated in two parts. The first deals with the direct costs of producing textbooks, and the second with the indirect costs for which a policy of state printing is responsible. The direct costs of state printed books will be presented first.

DIRECT COSTS

In addition to the costs assessed by the state printer against textbooks, the State School Book Commission adds the royalty or plate-losing charges of private publishers and the overhead expenses of the commission. At the present time, fifteen per cent is added to the printer's cost of each book for overhead expenses. Royalties are fixed according to the bid of the publisher, either a specified fee for each book sold or a lump sum covering all books sold during the period of adoption. With the expiration of the contract on geographies in 1936, the contract of the last lump sum royalty expired. At present plates of publishers are leased on a per copy basis.

3. In order to determine what items are valid charges in the cost accounting of the state printing plant operated by the state government as a non-profit institution, Davis in his study State Publication of Textbooks found that a majority of the eight institutions of business research and administration to which he made inquiry included the following costs as valid: plant depreciation, proportionate expense of other departments, including salaries of officials concerned, insurance, and cost of defective books. Items which were considered valid in private or corporate business conducted for profit were interest on investment in plant, equipment and stock, and taxes.

Table XXVI

STATEMENT OF NUMBER OF BOOKS SOLD, PROFIT OR LOSS PER BOOK AND
TOTAL PROFIT OR LOSS ON SALES MADE BY STATE SCHOOL
BOOK COMMISSION, JULY 1, 1935, TO JUNE 30, 1936⁴

Number of books sold		Profit or Loss per book		
Book			Loss on Sales	
				Profit on sales
B-M Primer	15714	.09694 Loss	1523.51	
B-M 1st Reader	12020	.13119 Loss	1576.90	
B-M 2nd Reader	12994	.12043 Loss	1564.87	
B-M 3rd Reader	12422	.13599 Loss	1689.27	
B-M 4th Reader	8818	.14179 Loss	1250.30	
B-M 5th Reader	4377	.09033 Loss	395.37	
B-M 6th Reader	8023	.09184 Loss	736.83	
B-M 7th Reader	1684	.11447 Loss	192.77	
B-M 8th Reader	7152	.11121 Loss	795.37	
Speller	34737	.0186 Loss	646.10	
Primary Arithmetic	15302	.04178 Loss	639.32	
Intermediate Arithmetic	12880	.016 Loss	206.08	
Advanced Arithmetic	7856	.0125 Loss	98.20	
English, Book I	11789	.00597 Profit		70.38
English, Book II	9309	.0056 Profit		52.13
English, Book III	7029	.0087 Profit		61.52
Burnham's History	5622	.03821 Loss	291.23	
Footo's History	11682	.0787 Loss	919.37	
Health Habits I	4923	.01833 Loss	90.23	
Health Habits II	4553	.0029 Loss	13.20	
Agriculture	7644	.22296 Loss	1704.37	
Human Geography I	9287	.77775 Loss	7221.51	
Human Geography II	5399	.17123 Loss	3839.97	
Writing Pads (doz.)	3743 doz	.0753 Profit		28.21
Music Hour I	5226	.0192 Loss	100.34	
Music Hour II	4674	.0047 Loss	21.97	
Music Hour III	4149	.0158 Loss	65.55	
Music Hour IV	4327	.01595 Loss	69.01	
Music Hour V	4330	.0164 Profit		71.01
Spelling Tablets	33234	.01513 Profit		502.83
Geometry	6164	.0174 Loss	106.94	
Algebra	8565	.0746 Loss	638.95	
Lennes Pads I	21211	.00394 Loss	83.63	
Lennes Pads II	29415	.02024 Loss	595.62	
Kansas History	3446	.1265 Loss	435.92	
Nelson Handbook	4013	.01344 Profit		53.93
Our Government	21267	.00736 Loss	156.53	
Music --Many Lands	3980	.04132 Loss	164.45	
Writing Books 1-8	235445	.00056 Loss	132.95	
English Essentials	5169	.08526 Loss	440.71	

Totals \$28,182.49 \$ 840.01
Net Loss \$27,342.48

4. Data used in this table were taken from the files of the Research Department, Kansas Legislative Council.

Profit and Loss on Sale of Books.— An investigation of the direct costs of textbooks printed by the state shows that a majority of state printed books were sold during 1936 for less than it cost the commission to produce and distribute them. The cost of each book includes the following items: cost of printing, the royalty paid on each, and the overhead expenses of the commission. In the case of lump sum royalties covering a five-year period, the sum was divided into equal amounts for each of the five years and pro-rated on the basis of sales for each year. Overhead expenses of the commission were pro-rated on the basis of the number of books sold each year.

In order to show the profit or loss on each book, Table XXVI was constructed. The computations were made by the Research Department of the Kansas Legislative Council. This table indicates that on this basis of computation the commission sustained a loss on 40 books, 8 of which were writing books, and made a profit on 7, two of which were the writing pads and the spelling tablets. In Table XXVI the profit or loss on each book is readily determined.

The \$65,000 lump sum royalty on geographies was divided into equal amounts for each of the five years. Dividing this amount (\$13,000) by the number of geographies sold in 1936 shows that the royalty amounted to 88 cents per book as shown in Table XXVII. Had the total royalty of \$65,000 been divided by the actual number of geographies sold during the five-year period (92,174), the amount of royalty on each book would have been slightly above 70 cents. The average number of geographies sold during each of the five years was 18,434, while the number sold in 1936 was 14,676. Thus the loss on each copy of Book I would have been 60 cents instead of 77 cents as shown in the table, and the loss on each copy of Book II would have been 53 cents instead of 71. This probably

represents more accurately the loss sustained on the geography series in 1936.

The royalty on the readers and primer was also a lump sum (\$70,000). These books had been adopted for a second five-year period without being revised and as a result the number of books sold in 1936 approximated the average for the five years. Pro-rating the royalty for each book sold during the five year period, therefore, does not affect appreciably the amount of royalty per book as shown in the table. Instead of 17.7 cents royalty for each copy of the readers, as shown in Table XXVII, it would have been approximately 16 cents.

The commission also sustained losses on many books in 1935, according to the report of the Research Department of the Kansas Legislative Council.⁵ The report states that the readers and primer were sold at a loss of from 10 to 18 cents each, the agriculture text at a loss of 21 cents, the Kansas history 12 cents, the one-course music book 14 cents, the high school English book 8 cents, and Foote's history text 7 cents. A loss of more than \$10,000 was sustained on geographies, Books I and II, which sold at a loss of 60 and 53 cents, respectively. The loss on spellers amounted to \$1,323.04.

The 1935 profits were made on 19 books, 8 of which were writing books. The profit on the writing books amounted to \$4,109.10, or 2.7 cents each. Spelling tablets showed a profit of \$642, or 1.5 cents each, and writing pads yielded a profit of 8 cents a dozen. The intermediate arithmetic books showed a profit of \$210. The eight other books showed a total profit of less than \$100.

Explanation of Losses.— The law specifies that school books printed by the state are to be sold at cost, and that the cost of printing them is

5. The School Textbook Problem, Research Department, Kansas Legislative Council, Publication No. 55. (In MS) 1936.

Table XXVII

STATEMENT OF DIRECT COSTS AND SALE PRICE OF EACH BOOK SOLD BY
STATE SCHOOL BOOK COMMISSION JULY 1, 1935, TO JUNE 30, 1936

Royalty each book*			Overhead each book*			
Printing each book*			Cost per book*			
Book					Sale price per book	Publisher's
						wholesale price f.o.b. factory
B-M Primor . . . . .	.23697	.12727	.0327	.39694	.30	.42
B-M 1st Reader . . . . .	.31179	.17780	.0316	.42119	.29	.45
B-M 2nd Reader . . . . .	.22775	.17780	.03488	.44043	.32	.48
B-M 3rd Reader . . . . .	.27004	.17780	.03815	.48599	.35	.54
B-M 4th Reader . . . . .	.31148	.17780	.04251	.53179	.39	.60
B-M 5th Reader . . . . .	.33130	.17780	.05123	.56033	.47	.63
B-M 6th Reader . . . . .	.34172	.17780	.05232	.57184	.48	.63
B-M 7th Reader . . . . .	.37326	.17780	.05341	.60447	.49	.72
B-M 8th Reader . . . . .	.37	.17780	.05341	.60121	.49	.72
Speller . . . . .	.202	.075	.0516	.3086	.29	.30
Primary Arithmetic . . . . .	.28258	.08	.0392	.40178	.36	.60
Intermediate Arithmetic . . . . .	.2657	.08	.0403	.386	.37	.63
Advanced Arithmetic . . . . .	.27	.09	.0425	.4025	.39	.66
English, Book I . . . . .	.24263	.09	.0414	.37403	.38	.57
English, Book II . . . . .	.233	.10	.0414	.3744	.38	.60
English, Book III . . . . .	.299	.12	.0523	.4713	.48	.72
Burnham's History . . . . .	.63791	.22	.1003	.95821	.92	1.26
Foot's History . . . . .	.3872	.12	.0515	.5587	.48	.93
Health Habits, I . . . . .	.34163	.14	.0567	.53833	.52	.54(a)
Health Habits, II . . . . .	.354	.15	.0589	.5429	.54	.56(a)
Agriculture . . . . .	.53594	.052528	.0447	.632968	.41	. . . . .
Human Geography, I . . . . .	.56086	.885197	.0817	1.527757	.75	1.02
Human Geography, II . . . . .	.78623	.885197	.1177	1.791237	1.08	1.35
Writing Pads (doz.) . . . . .	.55243	. . . . .	.0523	.4047	.48	. . . . .
Music Hour, I . . . . .	.20	.14	.0392	.3792	.36	.51
Music Hour, II . . . . .	.22	.15	.0447	.4147	.41	.57
Music Hour, III . . . . .	.23	.16	.0458	.4358	.42	.60
Music Hour, IV . . . . .	.22905	.17	.0469	.44595	.43	.63
Music Hour, V . . . . .	.258	.18	.0556	.4936	.51	.66
Spelling Tablets . . . . .	.09177	. . . . .	.0131	.10487	.12	. . . . .
Geometry . . . . .	.322	.23	.0654	.6174	.60	.75
Algebra . . . . .	.3201	.20	.0545	.5746	.50	1.02
Lennes Pads I . . . . .	.05195	.05	.01199	.113943	.11	.12
Lennes Pads II . . . . .	.07498	.07	.01526	.160249	.14	.15
Kansas History . . . . .	.3384	.10	.0381	.4765	.35	. . . . .
Nelson Handbook . . . . .	.27876	.18	.0578	.51656	.53	1.00
Our Government . . . . .	.37978	.18	.06758	.62736	.62	.75
Music--Many Lands . . . . .	.41852	.30	.0828	.60132	.78	1.14
Writing Books 1-8 . . . . .	.05309	.01875	.00872	.0805647	.08	.08
English Essentials . . . . .	.42356	.33	.0817	.83526	.75	1.11

Note: Data in columns marked by asterisk () were taken from the files of the Research Department, Kansas Legislative Council.
a. Contract prices in Arkansas and South Carolina.

to be set by the state printer. Reference to Table XXVII will show that a large majority of state printed books were actually sold below cost during 1935-1936. In the case of royalties on plates which formerly were leased on a lump sum basis, the commission had to estimate the number of books to be sold during the adoption period and pro-rate the royalty for each book in accordance with the estimate. Obviously, the calculations of the commission were not always accurate. Neither have the overhead expenses of the commission been correctly estimated. Since these three items of expense depend to some extent on the amount of sales, it has been manifestly impossible to determine exactly the cost of each book until the end of the fiscal year. It should be mentioned, however, that the commission did not raise prices when it was evident that books were being sold at a loss.

A direct cost factor not investigated thoroughly in this study is defective books which are unsalable. Indications are that the loss on this item is comparatively small.

Comparison of Kansas Prices with Publishers' Prices. In order to understand this situation clearly, Table XXVII has been prepared. It provides a list of the books printed during the period from July 1, 1935, to June 30, 1936, and the total costs of each book. Opposite the costs of each is the Kansas wholesale price. In the last column is listed the publisher's price per book f.o.b. the factory. Comparing the wholesale price in Kansas with the publisher's price at the factory indicates that in a large majority of cases the Kansas state printed books are furnished cheaper than are the same books sold by the publisher at the factory. The only exceptions are the eight writing books. When the actual cost of each book is considered, however, it is found that there are several books which can be purchased from the publisher at the factory cheaper than the Kansas cost price. This is true of the speller, the two Human

Geography books, and the Lemmes practice pad, II. The difference in the prices of the Human Geography series is especially large. Book I cost Kansas \$1.52, but is sold by the publisher for \$1.02, a difference of 50 cents in favor of the publisher. Book II cost Kansas \$1.79, but is sold by the publisher for \$1.35, a loss to Kansas of 44 cents per book. It should be pointed out that the publishers' prices are at the factory, and the cost of transportation is not included. Nevertheless, the old geography textbooks, delivered in quantity lots by the publisher, would still be cheaper than the state printed books.

The Kansas State School Book Commission adopted several new books in 1936, which are being used for the first time during the 1936-37 school year. The prices for which some of these books could be purchased from the publishers were investigated. It was found that Books I and II of the Human Use Geography series were offered for adoption in the state of Indiana in the spring of 1936 at a cost f.o.b. Indiana of 94 cents each.⁶ The wholesale price of the same books printed by Kansas is \$1.12 and \$1.27, respectively. Although no Indiana supplement was included in the geography bids, it was understood that the successful bidder would furnish an Indiana supplement without additional cost.⁷ It should also be stated the same publisher offered the books on an exchange allowance of 85 cents each. This is 27 cents cheaper than the wholesale price of Book I in Kansas and 42 cents cheaper than the wholesale price of Book II. The same geographies are sold at retail in Oklahoma for \$1.10 and \$1.15 for Books I and II, respectively.⁸ The Kansas retail price is \$1.29 for Book I and \$1.46 for Book II.

6. Tabulation of Bids Submitted for Geography, Indiana, March 1936. p. 3.

7. Letter to the writer from Floyd McJannet, State Superintendent of Schools, Indiana, dated November 17, 1936.

8. Official Circular of Textbooks Adopted by the State Textbook Commission of Oklahoma. 1933. p.3.

Much of the criticism directed against the commission has resulted because of the geography adoptions in 1931 and 1936. It appears from the evidence that the commission did not exercise the best judgment by contracting for plates and printing textbooks which could have been purchased cheaper from the publisher. One member of the commission explained his vote for the geography series in the following manner:⁹ "I vote 'Yes' in favor of the motion for state printing on geography because I believe state printing is primarily a problem of the state legislature rather than the School Book Commission." State Superintendent Markham explained his vote against the geography series in the following statement:¹⁰

"When state printing of a textbook gets between a child and a good book, I am for the good book. I believe in state printing, but I do not believe in it except when it is for the best interests of children. There are many texts which we can print in our plant at less cost to parents than they could be bought upon the market. But this geography was an exception to the rule, and I voted with the state printer, W. C. Austin, against its adoption."

The commission has also been criticized for adopting two series of arithmetics in 1936. One series was adopted for the third and fourth grades, and another for the four upper elementary grades. As in the case of the geography adoptions, the decision to make these adoptions was not unanimous. In voting on the arithmetic series for third and fourth grades, one member of the commission explained his vote as follows: "I vote 'No' because I am favorable to extending the present books for one year." Another member stated: "I am voting against this motion because I am opposed to dividing a series of arithmetics. I favor the same series of arithmetics for all six grades." These two members registered their votes in the same way in opposing the adoption of the series for the upper four elementary grades.¹¹

9. Minutes of Kansas State School Book Commission, January 27, 1936.
10. Topoka Daily Capital, October 29, 1936.
11. Minutes of Kansas State School Book Commission, January 27, 1936.

The above statements reflect widely divergent views in regard to the Kansas policy of state printing of textbooks.

Furthermore, the arithmetic series for the upper grades (Champion Arithmetics) would have cost little, if any, more had they been purchased from the publishers, as the following evidence indicates. The Champion arithmetics adopted in 1936 have a wholesale price of 45 cents for Book II and 50 cents for Book III, f.o.b. Evanston, Illinois. The Kansas wholesale price for exactly the same edition is 54 cents for Book II and 50 cents for Book III, f.o.b. the dealer. In Tennessee, the retail price of Champion arithmetics, Book II is 51 cents; Book III is 55 cents.¹² In Kansas, the retail price is 62 cents for Book II and 58 cents for Book III. In other words, Kansas children pay 11 cents more for Book II and 3 cents more for Book III than do Tennessee children.

The above examples furnish ample evidence to show that some books printed by Kansas are sold at wholesale for prices above those of the publishers, and at retail for prices above those in at least two other states. In these cases, state printing of textbooks is unquestionably undesirable from a financial standpoint. Nevertheless, considering only direct costs, the evidence shows a financial saving on a majority of the state printed books.

SUMMARY

Data have been presented in this chapter showing the direct costs of producing textbooks in Kansas. It has been shown that a majority of the books printed by the state are sold at a loss. The investigation has also produced evidence to indicate that a few books are sold by the commission at prices substantially higher than they are sold for by private publishers. It should be pointed out, however, that a comparison of the direct costs of state printed books with the prices at which

¹². See reference 5, Chapter V, p. 70.

these books may be purchased from the publishers shows that Kansas children pay less for a majority of the books than they would pay for the same books purchased from the publishers.

The available data do not reveal the reasons why the commission leased plates and printed certain books, inasmuch as the same books, or superior ones, could have been purchased from private publishers for less money. It is not possible to determine to what extent the commission is responsible for this situation. In their efforts to carry out the mandate of the legislature for state printing, it appears that a majority of the members felt that they should adopt such books as could be state printed.

The indirect costs of the state printing of textbooks will be discussed in chapter X.

Chapter X

THE FINANCIAL CONSIDERATIONS OF STATE PRINTING OF TEXTBOOKS: INDIRECT COST FACTORS

The second part of the financial implications of the present policy of the state printing of textbooks will be discussed in the present chapter.

INDIRECT COSTS

Included among the indirect factors are those items which contribute to the costs of textbooks in Kansas, but which are not considered a part of the direct cost of production. These items of expense which do not exist under a policy of state purchase are the following: (a) books left on hand when a new book is adopted; (b) no allowance for exchanging an old book for a new one; (c) the increased number of supplementary books which the district must purchase. The mechanical construction of state printed books will also be discussed.

Books Left on Hand.— Since the commission cannot legally sell any state printed books outside the state, the market for the books out of adoption is extremely limited. Generally, they are sold as waste paper, others are offered to the school districts for supplementary use at reduced prices; and occasionally a few are donated to the state penal institutions. The result is almost a total loss. Table XXVIII shows the number of books left on hand and the loss on each book for each of the seven fiscal years from 1929 to 1936. There were no new books adopted in 1932; and, as a result, there were no replaced books left in the hands of the commission. The average loss for the seven-year period was \$4,150.63. The total loss on the books left on hand for the year 1936 amounted to \$8,674.77. These losses were divided as follows: primary arithmetic \$1,117.38, intermediate arithmetic \$980.43, advanced arithmetic \$60.48, geography, Book I \$5,667.49, geography, Book II \$237.29, and the high

Table XXVIII

NUMBER OF BOOKS AND LOSS ON BOOKS LEFT IN THE HANDS OF COMMISSION
DURING THE SEVEN-YEAR PERIOD, 1930-1936 (FISCAL YEARS)¹

Number of books left on hand		Number of books left on hand each year		
Subjects by years			Loss to Commission	
				Loss by years
1930		32,848		\$11,296.07
Geometry	9,877		\$2,864.33	
Algebra.	6,753		2,431.08	
Hitchcock's H. S. English	16,218		6,000.66	
1931		29,357		4,735.17
Primary Song Book.	3,365		471.10	
Progressive Music I.	6,899		1,510.83	
Progressive Music II	3,444		840.34	
Primer, Winston.	5,843		1,314.68	
Spelling Tablets	9,806		598.17	
1932		None		None
None	None		None	
1933		2,383		953.20
Call & Kent's Agriculture	2,383		953.20	
1934		1,540		704.41
Mace's Beginners History	981		443.51	
Progressive Music III.	264		72.33	
Progressive Music IV	295		188.57	
1935		38,036		2,690.81
Writing Books.	36,259		2,248.03	
Our Government	460		139.84	
Farm Accounting Manual	1,317		302.91	
1936		19,719		8,674.77
Primary Arithmetic	3,956		1,117.88	
Intermediate Arithmetic.	3,690		980.43	
Advanced Arithmetic.	224		60.48	
Human Geography I.	10,105		5,667.49	
Human Geography II	301		237.29	
English Essentials	1,443		611.20	
Total for 7-year period		123,883		\$29,054.43
Mean for 7-year period.		17,697		4,150.63

1. All data in this table were taken from the files of the Research Department, Kansas Legislative Council.

school English book \$611.20.

The loss on each book sold during the five-year period represents a negligible sum except the loss on geography, Book K. Approximately 54,000 copies of this book were sold from 1931 to 1936, but 10,100 copies were left on hand when the book was replaced, which resulted in a loss of \$5,667. This amount divided by the total number of books sold during the five years (54,000) represents a loss to the commission of 10 cents a copy. Adding this amount to the direct costs, as shown in Table XXVII, makes Book I of the geography series cost the commission \$1.62, or 87 cents more than the price charged. Likewise, it is 60 cents more than the wholesale price quoted by the publisher.

According to Table XXVIII, the losses to the commission on books left on hand reached \$11,296 in 1930. No loss was sustained in 1932 because no books were replaced. While the loss to the commission on the six books replaced in 1936 was \$8,674, the loss on only three books replaced in 1930 was \$11,296. Such losses are sustained almost every year books are replaced, and they constitute an item of expense which must be included in the cost of producing textbooks. The records indicate that the Kansas State School Book Commission has not included these expenses in the cost of books. Instead, the losses have been absorbed by the permanent revolving fund which has decreased from \$533,893.80 in 1929 to \$321,778.11 in 1936, a loss of \$212,115.69, as shown in Table XII, page 57.

Exchange Policy.— It is the policy of publishers who receive a contract for books to allow the purchaser credit for old books presented in exchange. For example, in the case of the newly adopted arithmetics in 1936, the publishers selling the books instead of leasing the plates would have permitted the purchaser to buy the new book at a lower price

if he presented one of the books replaced. This practice is concretely illustrated in the case of two new German textbooks adopted in 1934, which were not printed by the state. The exchange allowance amounted to 21 cents on the First German Book and 24 cents on A Second German Book.² Frequently, the exchange period extends over a period of three years so that successive users of the book are potentially entitled to the saving.

Under a policy of state printing no such exchange allowance is provided. Since the state leases the plates or buys the manuscript, obviously it has no interest in accepting the old books in part payment for new ones. Publishers interested in securing adoptions are willing to make this concession in order to replace all old books with their products. Just what per cent of the old books are turned in on new ones is difficult to determine. It may be pointed out, however, that in Texas, the amount received under a policy of state purchase where textbooks are furnished free, the amount of the allowance is a sizeable sum. According to a bulletin of the Texas State Board of Education, the exchange allowance for each year during the ten year period 1925-34 was as follows:³

1925	\$110,033.82	1930	\$56,898.27
1926	69,355.75	1931	34,783.33
1927	29,271.20	1932	14,806.86
1928	17,386.69	1933	37,565.72
1929	3,335.24	1934	7,535.29

This amount represents a total of \$381,773.17, or an average annual saving of \$38,177.31. Savings of this kind are lost to Kansas in the case of all state printed books. How much Kansas loses on exchange allowance each year is difficult to determine; that the amount is large seems reasonable. It should be borne in mind that this loss is not indicated on any tables showing the total costs of any book.

2. Price List, Kansas State School Book Commission, 1934, p. 8.

3. Bulletin, Textbooks in Texas, State Board of Education, Vol. XI, No. 10, October 1935. pp. 151-161.

Increased Number of Supplementary Books.— Under any policy of selecting and providing textbooks, a large number of supplementary books are necessary if the pupil is to have access to the best available material. It is believed by many school people that under the policy pursued in Kansas the number is excessively large. If this is true, it naturally follows that school districts pay out more money for supplementary books under a policy of state printing than would be done in the case of state purchase. The reasons for this situation are not hard to find.

A few examples will serve to illustrate. The present text in Kansas history is so unsatisfactory that many schools have not used the book as a text for many years. Instead, they have relied on other sources for furnishing the pupils with the necessary material with which to work. Such a procedure involved the use of a greater number of books than would have been necessary had the basal textbook been satisfactory in content. The Kansas State School Book Commission remedied this situation by adopting on January 4, 1937, a new book for Kansas history entitled Four Centuries in Kansas by Isely and Richards, Kansas authors. The plates will be leased and the book printed by the state for use beginning 1937-38. In commenting on the present text, The Kansas City Times has the following pertinent statement regarding supplementary books:⁴

"Kansas has been without an adequate history textbook dealing solely with the state's history for many years and has depended on supplements in general histories and special leaflets."

The many complaints registered against the geography series recently displaced, were based on the fact that the material was not up to date and required other sources for desirable material. Schools eager to furnish the most complete data possible were thus forced to buy more books for supplementary use than would have been necessary, had

4. The Kansas City Times, Jan. 5, 1937.

the series been as satisfactory as other books on the market. That books other than the state adopted books are used in many schools as basal texts is practically certain. Although teachers in making their selections of what they considered the best books in a given field did not state definitely that some of the state printed books were not purchased by their pupils, the inference in many instances was strong enough to substantiate the belief that such was the case. A statement from a Kansas city school superintendent corroborates the belief that books other than those printed by the state are sometimes even used as basal texts.⁵

"The policy of state printing in our form tends to avoid the use of improved and up to date books by the schools of the state. In order to avoid this condition, leading school systems are compelled to use an unusually large number of supplementary books." In many cases, the actual practice is to use the best supplementary books as basal texts. The money spent for state printed books simply meets a legal requirement and not an educational need.⁶

Further evidence is furnished by an inspection of the textbooks on the shelves of bonded dealers. They stock only such textbooks as are regularly purchased by pupils or school districts. Since books such as arithmetic texts, workbooks in English, and other books not on the adopted list are found on dealers' shelves, there is reason to believe that these books are displacing the adopted basal textbooks.

The above discussion does not include any objective data to substantiate the claims. Likewise, the opinions given below are subjective, but they also corroborate the above statements. A brief inquiry was sent to 25 of the leading superintendents of Kansas, one question of which read as follows:

"Does the policy of state printing require your school to purchase and use more supplementary books than would be required if Kansas

5. Letter to the writer, dated January 13, 1937.

6. Italics are the writer's.

did not have state printing? (In your answer, please disregard the fact that Kansas has state uniformity and single adoptions)."

Only sixteen superintendents or 64 per cent replied. Nine of the sixteen superintendents stated definitely that state printing was responsible for the purchase of an additional number of supplementary books. Four stated that they failed to see where state printing had any influence on the number of supplementary books purchased. The additional use of supplementary books was attributed to state uniformity and single adoption. Three superintendents did not commit themselves.

Two superintendents answered the question unequivocally "Yes." Four other replies are quoted below:

"Yes, for the reason that the books adopted are not always adequate in scholarship and modern in method."

"There is little doubt but what we are required to buy more supplementary books than would be required if it were possible to adopt basic texts embodying the latest features in educational technique. We are finding it necessary to build up a complete system of supplementary reading books in each building and expect to do the same thing for nature study, certain phases of history, and other fields. While a certain amount of this would be necessary under any system, we feel it is too largely necessary under this system."

"The practice of state printing, as carried on in Kansas, has necessitated our use of too large a number of supplementary books. I do not believe that any selection of subject matter would obviate the necessity of some supplementary books in order to do the very best work."

"I suspect that the fact that we do not have the best books does require more supplemental books; however, this may not be an unmixed evil, for we need to teach children to seek for information, and supplemental books furnish opportunity for training of this kind."

Four replies which indicated definitely that the superintendent did not consider state printing responsible for an increased number of supplementary books follow:

"I do not believe the state printing requires us to purchase and use more supplementary books than we would be required if Kansas did not have state printing."

"I fail to see where the matter of state printing has any great influence on the number of supplementary books which we purchase."

Our purchases are largely for the purpose of enriching our curriculum and providing additional material that can not be had in any one book."

"I do not think that state printing causes us to buy any additional supplementary books. The nature of the adoptions made by the School Book Commission caused us to do this, however."

"I cannot see how state printing affects in any way whatever the number of supplementary books which the school must use."

Another opinion by a Kansas superintendent contains a thought not brought out by others:

"We employ more supplementary books when the textbooks in regular use are unsatisfactory. I am not prepared to say how far state printing is responsible for some of our poor textbooks. We have some poor non-state printed textbooks."

While the above opinions are by no means in agreement, they show that 56 per cent of the superintendents replying are definitely of the opinion that a policy of state printing is responsible for the purchase of an increased number of supplementary books. Twenty-six per cent hold the opposite view. Because of the conflicting nature of the replies, no attempt is made to determine to what extent supplementary books are an added cost to school districts under the present Kansas policy. Suffice it to say, there is considerable evidence to warrant the belief that they are a greater expense because of the inferiority of the state printed books.

The Mechanical Construction of Textbooks.— For the purpose of comparing the mechanical construction of state printed books with the same books produced by private publishers, six state printed books and six privately published books were submitted to nationally recognized institutions for evaluation and comparison. Of these, three sets of comparisons have been returned and are included below. The books were compared on the basis of technical standards and specifications set up by the state of Texas as minimum requirements for any books sold in that state. While these

standards do not represent the highest standards of construction, they furnish a satisfactory method of comparison.

The results of the comparisons were stated in such technical terms that they were submitted to recognized experts in book making for interpretation. Only a few brief statements of these interpretations will be included here. For two sets of comparisons, the statement is made by the experts that from "the technical tests both of these books are within specification limitations." For the other set, more specific statements are made and are given below.

"A quality comparison develops that the Kansas made book is printed on English Finish stock, while the . . . book is on Hibulk Eggshell paper, thus making impossible an accurate comparison of printing quality. The English Finish in the Kansas book is more properly a textbook sheet and permits more clearly printed illustrations and more sharply printed text.

Both books are of the average quality for such productions, with these variations:

1. Kansas Edition: Considerable offset is apparent on blank pages or spaces in the book and through open sections of illustrations. There is a considerable variation in the printing color. The folding is not on an average commercially accurate. In one signature the folding is so imperfect that the head margin runs as close as $5/16$ inch, while supposed to be $5/8$ inch, and the lower part of this signature was not trimmed with the book. The crash on the backbone is short in length and does not extend sufficiently on the boards. The backlining paper did not cover one of the headbands. The squares on the cover are irregular, being nearly $5/32$ inch on the front and $1/32$ inch on the back. The stamping on the cover, both blind and in ink, could be improved. The polishing of the panel is not as smooth as it should be and the one ink impression is insufficient.

2. The . . . edition, because of the eggshell stock, does not have as even a color, uniform impression, and as clearly printed cuts as might be desired. The folding is averagely accurate. The end papers of this book are of a kraft stock. The backing, lining-up and casing is well done and the cover is well stamped. It is observed that in one of the samples pages 403 to 418 have been repeated three times--an obvious error.

These two editions do not offer a fair basis for comparison due to difference in specifications."

For the other two sets of books compared, the statement is made that from the "technical tests both of these two books are within specification limitations."

Apparently the Kansas editions are superior in some respects and inferior to the private publishers' editions in others. It is impossible to say from the available data that one edition is superior to the other. No conclusions regarding the mechanical execution of Kansas state printed books can therefore be made in this study.

SUMMARY

The investigation of the indirect cost factors reveals three definite sources of loss. The State School Book Commission suffers considerable loss because of the replaced books left on hand. This item of expense, not included in the cost of producing textbooks by the state, is absorbed by the permanent revolving fund of the commission.

The people of Kansas suffer a loss because they are denied the privilege of the exchange allowance given by publishers when a new book replaces an old one. The evidence shows that in Texas this represents an average annual saving of \$38,000. While in Kansas, the possible saving would be less than that of Texas, the fact remains that the loss to the people of Kansas represents several thousand dollars annually.

The school districts suffer a loss, the evidence shows, because the use of state printed books necessitates the purchase of an increased number of supplementary books.

The mechanical construction of state printed books appears to compare favorably with that of books printed by private publishers. The analysis of books made by nationally recognized authorities is too technical to warrant any definite conclusion.

This chapter has shown several indirect costs in state printed books which are not included by the commission. The evidence, therefore, warrants the conclusion that the prices charged by the State School Book Commission do not represent the true costs of producing the books.

Until the commission includes both direct and indirect costs in determining the prices of state printed books, the amount of savings, if any, resulting from state printing of textbooks can not be computed.

Chapter XI

CONCLUSIONS AND RECOMMENDATIONS

The analysis of the practices and legislative provisions in the forty-eight states offers little opportunity for drawing definite conclusions; however, the procedures which appear to be most effective will be considered in recommending a program for Kansas. The conclusions regarding the educational and financial results of state printing of textbooks in Kansas are presented herewith.

CONCLUSIONS

What have been the educational results of the present Kansas policy regarding textbooks? The evidence produced appears to substantiate two of the three statements posited at the beginning of the investigation of the educational considerations. The data indicate that the present policy has resulted in periods of adoption averaging 11.4 years since 1913 when revisions are not included, and 8.7 years when major revisions are included. A comparison of adoption periods in Kansas with those of Texas since 1919 shows that the adoptions in Kansas are practically three years longer than in Texas. The evidence also sustains the second part of the first statement that books are used after the content has become obsolescent, as indicated by the fact that there is an average difference of 14 years between the time books were compiled and the last year of their adoption. Approximately half the compilations are older than 14 years and a few were compiled more than 20 years prior to their discontinuance.

The statement that the best textbooks are not available to Kansas, as a result of the present policy, was likewise substantiated. The data show that Kansas has practically abandoned the original policy of publishing its books from manuscripts and now depends on leasing plates from private publishers. As a result of the refusal of many publishers

both large and small, to lease plates Kansas is severely restricted in its choice of books. The evidence shows that 53.4 per cent of the books in adoption in the twenty-five uniformity states are not available to Kansas; that 74.14 per cent of the best textbooks as selected by specialists in teacher training institutions, and 58.5 per cent of the best books as selected by Kansas teachers are not available to Kansas under the policy pursued by the commission.

The third statement that state printing results in an educational loss because it does not encourage the highest standards of excellence in textbook development is at least partly substantiated. The evidence indicates that a policy of state printing has contributed little or nothing in encouraging authors to write manuscripts; that state printing depends almost entirely upon the textbooks developed by private publishers whose present and future success is jeopardized by state printing; and that the policy of a majority of publishers who lease plates would not be financially possible were it not for the sale of books in other states.

What have been the financial results of the policy of state printing of textbooks? The investigation of the financial considerations of state printing shows, on the basis of complete direct costs, that a majority of state printed books are sold by the state below cost. It further shows that several state printed books cost the state more than if the same identical books had been purchased from the publisher.

In addition to the direct costs, other factors enter into the production of state printed books which would not exist under a policy of state purchase. Losses due to exchange allowance, which is denied Kansas, and replaced books left on hand for which there is no market, as well as the necessity for additional supplementary books resulting from the inferiority of content of state printed books, constitute indirect cost

factors for Kansas, which under a policy of state purchase are included in the publishers' wholesale prices. Exactly how much these factors increase the cost of textbooks to the taxpayers of Kansas has not been determined in this study. The evidence permits the conclusion, however, that the prices which Kansas children pay for their school books do not represent the true costs of the books to the people of the state.

On the other hand, the wide margin of difference between the final costs of state printed books and the prices for which the same books are sold by the publishers justifies the conclusion that many of the state printed books cost the state less than if purchased from the publisher. Nevertheless, the complexity of the problem warrants the statement that the present cost accounting records do not reveal the exact costs of any state printed book. On the basis of financial considerations alone, the available evidence does not justify the conclusion that the policy of state printing of textbooks should be completely discontinued.

This study has also revealed that many of the disadvantages of the state printing of textbooks are attributed to the actions of the commission. Almost without exception, the commission has disregarded the provision in the law (72-4101) which states that "The state school book commission shall, as soon as and when practicable¹, print, publish or provide for the publication of a complete series of school textbooks" If the legislature intended that the commission should be free to determine when it is practicable to print a book, the records show that the commission has disregarded this important provision. The only exceptions to this policy are the drawing books, which cannot be printed because the state printer has no off-set press, and the one-course music book, which is sold in such small quantities as to make state printing obviously uneconomical.

The evidence indicates that the state should not have printed

1. Italics are the writer's.

several other books for Kansas schools. Had this policy been consistently followed, many of the limitations attributed to state printing would not have appeared.

On the other hand, a large percentage of the best books are not available for state printing, and the selection of the best books on the market might have reduced the number of state printed books to a small fraction of the present number. Followed to its logical conclusions, such a policy might have found the state printing plant with few textbooks to print, a possibility neither considered nor desired by the advocates of state printing. Recognizing such a possibility, the commission may have felt compelled to adopt certain books which were available for state printing, even though in their judgment the market afforded better books.

If the above assumptions are correct, the criticism of the commission in adopting some books inferior in quality is somewhat mitigated, and the blame rests primarily on the state legislature for enacting a law for the state printing of textbooks--the successful financial operation of which requires, not the selection of the best books on the market, but the selection of books which can be printed by the state. The present policy of selecting textbooks for state printing is, therefore, inimical to the best educational interests of Kansas children.

Most educators agree that the textbook stands next to the teacher in educational influence and that the educational interest of the pupil must at all times be the primary consideration in appraising the plans for making and selecting textbooks. If these statements are accepted, then the evidence is conclusive that the present policy in Kansas can not be justified or defended.

The remainder of this chapter will be devoted to the development of general principles of textbook legislation based on the results of

this study and the conclusions of educational experts who have investigated the problem. The recommendations for Kansas will be formulated in the light of these principles.

GENERAL PRINCIPLES

From the analysis of the best textbook practices and provisions of the twenty-five uniformity states and from the recommendations and conclusions of authorities in the field, what data are available by which sound principles of textbook legislation can be derived? The principles formulated and the data establishing them are presented below.

1. The selection of textbooks should be made by persons actively engaged in school work.

Educational practice and authoritative recommendations of educational experts establish this principle. In twenty-one of the twenty-five uniformity states, persons actively engaged in educational work constitute a majority of the adopting body or determine the books to be selected. The validity of this practice is borne out by two unanimous recommendations of the Committee on Textbooks, which read:²

"The principle is cardinal that the selection of textbooks is the prerogative of the educational personnel of our schools. Hence the Committee urges that educational administrators should defend their exercise of this prerogative against the claims or the interference of others whether they be publishers, members of school boards, politicians, or other laymen

Teachers, as users of textbooks, should have a voice in their selection, but the Committee calls attention to the fact that effective participation on the part of teachers requires special competence."

Other leading educators endorse this principle, as the following statements indicate:

"Obviously the selection of school texts should be in the hands of professional educators."³

2. National Society for the Study of Education, Thirtieth Yearbook, Part II, 1931, pp. 305-6. Quoted by permission of the Society.

3. Graves, Franklin P., The Administration of American Education, 1932, p. 63. By permission of The Macmillan Co., publishers.

"Teachers, or committees of teachers should have a voice and be trained in the selection."⁴

In Kansas this principle is not followed. Only three of the seven members of the selecting agency are teachers or administrators. There is no definite or consistent policy of giving teachers a voice in the selection of textbooks. The provision in the law for making laboratory tests to determine the best books has never been attempted and is not practicable unless a research division is established for the administration and supervision of such a plan.

2. Textbooks should be selected from the best textbooks afforded by the entire market.

Forty-six states follow the principle of selecting textbooks from the best books the market affords, Kansas and California constituting the only exceptions. The recommendations of the Committee on Textbooks support such a policy.⁵

"The educational interests of the pupil must at all times be the primary consideration in appraising plans for making and selecting textbooks."

State publication of textbooks is unwise, uneconomical, and educationally unsound. Our profession should continue to resist its extension."

Other authoritative experts likewise support this principle.⁶

"The sole criterion for choice of textbooks is clearly that the textbook be the best available for the students who are to use it."

While the present policy in Kansas restricts selections to less than 50 per cent of the best books on the market, the commission is not compelled by law to print all school books. The selection could be made

4. Langfitt, Cyr, Newsom, The Small High School at Work, 1936, p. 233. By permission of the American Book Co., publishers.

5. National Society for the Study of Education, op. cit., p. 305-6. Quoted by permission of the Society.

6. Rice, Conrad, Fleming, The Administration of Public High Schools Through Their Personnel, 1933, p. 368. By permission of The Macmillan Co., publishers.

from the best books in the market regardless of the plate-leasing policy of the publishers. If the plates for the book selected can be leased from the publisher and the book can be printed more economically than it can be purchased, it should be printed by the state. If the plates cannot be leased, the book should be purchased from the publisher.

3. Free textbooks should be provided in all public schools.

The provision requiring free textbooks has been enacted in twenty-six states and in many large cities in other states. With the exception of one state, the provision for free textbooks, once enacted, has never been repealed. If the opportunity for free education is to be equal for all, free textbooks are as logical as free tuition, free equipment, and free instruction, according to the consensus of educators in free textbook territory. Leading educators in the United States make a positive recommendation.

"Free textbooks should be provided in all public schools in the interests of better educational opportunities for the children and of economy to the general public."⁷

"To the extent such textbooks, supplementary books, reference books and other instructional supplies are essential to the realization of the state's minimum educational program, the state should assume the responsibility for equalizing the tax burden necessary to furnish them."⁸

"The practice of providing free textbooks has become so widely accepted that it is very generally followed. They can be provided more economically by the districts than by the individuals. It has been found to be the only way of insuring that all children will be provided with the proper books. Because of the employment of so many sets of supplementary texts it is the only feasible method of securing them With the mobility of population the provision of free textbooks at public expense is absolutely necessary."⁹

Kansas has a law permitting school districts to furnish textbooks free to school children, but it is not mandatory.

7. National Society for the Study of Education, op. cit., p. 305-6.
Quoted by permission of the Society.

8. Tidwell, op. cit., pp. 62-3.

9. Bolton, Cole, Jessup, The Beginning Superintendent, 1937, p. 382. By permission of The Macmillan Co., publishers.

4. A multiple list of adopted books for the junior and senior high school grades should be provided.

Of the forty-eight states, thirty-five have open or multiple lists for the high school grades. A few additional states permit multiple lists for certain cities or districts. The necessity of making more than one text available is clearly stated in criteria set up by other outstanding educators and writers.

"Local districts should be permitted to select textbooks from the approved multiple list to suit local needs. Local districts that have peculiar needs not met by books on the approved list should be permitted to adopt other texts, on proper showing."¹⁰

"The major criterion is the adaptability to local needs. Putting aside all other considerations, the committee selecting textbooks may eliminate a number of books in the field by the use of this criterion."¹¹

Kansas has a single list of books adopted for use in the high school grades. The state prints only four of its high school books and, at present, none of its junior high school books; therefore, the acceptance of this principle would not seriously handicap the commission in continuing the state printing of textbooks.

APPLICATION OF PRINCIPLES TO KANSAS

The general principles developed in the preceding pages are applicable in the formulation of a sound program of textbooks selection and provision in Kansas. The following specific recommendations are based upon these general principles.

1. The authority for making adoptions should be vested either in a competent professional body whose members are appointed by the State Board of Education, or in a competent non-partisan group such as the State Board of Education. In either case the adopting body should be

10. Tidwell, op. cit., p. 62.

11. Rice, Conrad, Fleming, op. cit., p. 373. By permission of the Macmillan Co., publishers.

required to appoint separate committees composed of persons trained and active in their respective subject fields. The committee appointed to represent the field in which an adoption is about to be made, should recommend two textbooks, one of which the adopting body should be required to accept.

2. The selection of textbooks should not be restricted to the products of those publishers who are willing to lease plates, but should be selected from all the textbooks the market affords.

3. Free textbooks should be mandatory in Kansas.

4. Kansas should adopt a multiple list of textbooks for the junior and senior high school grades from which local districts may select the texts best suited to their local needs.

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APPENDIX

Table XXIX

PERCENT THAT COST OF TEXTBOOKS IS OF TOTAL CURRENT EXPENSES
FOR PUBLIC SCHOOLS IN 134 CITIES, 1929-30¹

Av. Daily Attendance in Elementary and Secondary Schools	Number of Cities	Total Current Expense	Payments for Textbooks	Percent for Textbooks
20,000 or more	8	\$126,371,000	\$1,743,000	1.4
10,000 to 19,999 . . .	13	21,815,000	255,000	1.2
5,000 to 9,999	23	19,634,000	305,000	1.5
2,000 to 4,999	42	12,380,000	242,000	1.9
1,000 to 1,999	36	4,955,000	109,000	2.2
500 to 999	12	898,000	19,000	2.1
All cities	134	\$186,053,000	\$2,673,000	1.4

Table XXX

PERCENT THAT COST OF TEXTBOOKS IS OF TOTAL CURRENT EXPENSES FOR PUBLIC
FOR PUBLIC ELEMENTARY AND HIGH SCHOOLS IN THIRTEEN
FREE-TEXTBOOK STATES, 1920-28¹

Percent of Annual Current Expenses Paid for Textbooks					
State	1920	1922	1924	1926	1928
Delaware	3.3	3.4	2.6	2.6	2.7
Maine	4.3	3.5	3.2	3.2	2.8
Maryland	2.4	2.1	2.3	2.3	2.0
Massachusetts	1.6	1.8	1.7	1.6	1.6
Montana	2.7	1.7	2.0	2.2	2.7
Nebraska	4.5	2.1 (b)	2.5	2.4	2.4
New Hampshire	2.2	2.6	2.3	2.9	2.0
New Jersey	1.5	1.8	1.8	1.6	1.6
Pennsylvania	2.3	2.6	2.4	2.2	2.2
Rhode Island	2.7	...	...	2.2	2.1
South Dakota	3.7	1.1	1.7	1.5	2.4
Texas	11.2 (a)	2.0 (c)	2.5	4.4	2.4
Wyoming	2.7	2.8	2.0	2.1	2.0
Mean	2.4 (d)	2.2	2.2	2.3	2.0
Median	2.7	2.1	2.3	2.2	2.2

a. Year of introduction of free textbooks.

b. Estimated from data in annual report of State Department of Education.

c. Estimated from data in Bulletin No. 240 of State Department of Education.

d. Excluding Texas.

1. Tables XXIX and XXX were taken from "The Cost of Textbooks," by Nelson B. Henry in the *Thirtieth Yearbook*, Part II, National Society for the Study of Education, 1931, pp. 226-27. Quoted by permission of the Society.

Table XXXI

PERCENT THAT EXPENDITURES FOR TEXTBOOKS IS OF TOTAL EXPENDITURES
FOR PUBLIC SCHOOLS IN THIRTEEN STATES, 1927-28¹

State	Percent of Total Expenditures Paid for Textbooks (a)	Percent of Total Expenditures Paid for Textbooks (a)
Delaware	2.5	New Jersey 1.3
Maine	2.6	Pennsylvania 1.8
Maryland	1.7	Rhode Island 1.6
Massachusetts	1.4	South Dakota 2.2
Montana	2.4	Texas 1.9
Nebraska	2.2	Wyoming 1.9
New Hampshire	1.8	
		Average (13 states) 1.7

a. Computed from data of Tables 24 and 26, U. S. Bureau of Education
Bulletin, 1930, No. 5.

Table XXXII

COST PER PUPIL ENROLLED OF FREE TEXTBOOKS IN THIRTEEN
STATES, 1920-28¹

State	Payment for Textbooks per Pupil Enrolled				
	1920	1922	1924	1926	1928
Delaware	\$1.34	\$1.99	\$1.76	\$1.89	\$1.96
Maine	1.87	1.85	1.87	1.87	1.87
Maryland . . . . .	.77	1.05	1.28	1.38	1.36
Massachusetts . . . . .	.95	1.32	1.37	1.41	1.51
Montana	2.17	1.58	1.80	2.04	2.64
Nebraska	2.59	1.72	1.99	1.73	1.81
New Hampshire	1.26	1.75	1.61	1.65	1.65
New Jersey . . . . .	.91	1.44	1.56	1.52	1.72
Pennsylvania . . . . .	.95	1.41	1.55	1.65	1.66
Rhode Island . . . . .	...	...	...	1.53	1.76
South Dakota	2.28	.80	1.35	1.20	2.01
Texas	3.16	1.00	.89	1.97	1.02
Wyoming	1.99	2.35	2.31	2.21	2.16
Mean	1.61	1.33	1.38	1.67	1.55
Median	1.60	1.51	1.59	1.65	1.76

1. Tables XXXI and XXXII were taken from "The Cost of Textbooks," by Nelson B. Henry in the Thirtieth Yearbook, Part II, National Society for the Study of Education, 1931, pp. 224, 228. Quoted by permission of the Society.

STATE OF KANSAS

DEPARTMENT OF EDUCATION

W. T. MARKHAM

SUPERINTENDENT OF PUBLIC INSTRUCTION

TOPEKA

Mr. W. S. Cawthon
State Superintendent of Public Instruction
Tallahassee, Florida

Dear Mr. Cawthon:

A study is being made of the practices of textbook adoption in the various states, and the object of this questionnaire is to obtain reliable information concerning Florida. The results of the study will be published.

WILL YOU PLEASE COOPERATE IN THIS STUDY BY ANSWERING THE QUESTIONS ON THE INQUIRY BLANK WHICH IS FOUND ON THE FOLLOWING TWO PAGES?

You will note that some questions have been answered. These answers were obtained from an analysis of the school laws of Florida. Will you please correct any errors found in these answers? Some of the necessary data were not available in the laws and we are especially interested in getting this information. If the answer is omitted as indicated by a check on the questionnaire, will you please describe the practice that prevails in your state?

You will find enclosed a self-addressed stamped envelope for your convenience in making reply. An early return of this questionnaire will be particularly welcome.

Thank you very much for your cooperation.

Sincerely yours,

A QUESTIONNAIRE ON THE PRACTICES AFFECTING THE ADOPTION OF TEXTBOOKS

Your name: _____

Address: _____

Official position _____

Please answer the questions listed below concerning the practices affecting textbooks in your state.

PART I

A. Adopting Body for Textbooks

1. For elementary schools

- a. In whom is the authority vested? _____
- b. What is the official name of this body? _____
- c. Are any members ex officio? _____
- d. If so, what are their titles? _____
- e. How many members on the board? _____
- f. How many are educators? _____
- g. By whom are the members appointed? _____
- h. Are members appointed without regard for political affiliation? _____
- i. For how long are members appointed? _____
- j. What is the salary of a member? _____
- k. By whom are the meetings of the body called? _____

2. For high schools

- a. In whom is the authority vested? _____
- b. What is the official name of this body? _____
- c. Are any members ex officio? _____
- d. If so, what are their titles? _____
- e. How many members on the board? _____
- f. How many are educators? _____
- g. By whom are the members appointed? _____
- h. Are members appointed without regard for political affiliation? _____
- i. For how long are members appointed? _____
- j. What is the salary of a member? _____
- k. By whom are the meetings of the body called? _____

B. Scope and Effect of Textbook Adoptions

1. Is the area of uniformity for elementary grades the state, the county, or the local district? _____
2. Is the area of uniformity for high schools the state, the county, or the local district? _____
3. For the elementary schools, does the state adopt a single or a multiple list? _____
4. For the high schools, does the state adopt a single or a multiple list? _____
5. What is the term of adoption for textbooks used in the elementary grades? _____
_____ In the high schools? _____
(Use the last page for additional information)

6. Are there any special provisions for:
 - a. Making periodical revision? _____
 - b. Dropping unsatisfactory books? _____
 - c. Using supplementary books? _____
7. Are prices regulated? _____
8. Are there provisions for exchange regulations? _____
9. Are any districts of a special class exempt from the state regulations? _____

C. Administrative Safeguards in Textbook Adoption.

1. Is the selection left entirely to the adopting body? _____
2. Are committees outside this group appointed to recommend books to the adopting bodys? _____
If so, of whom is the committee constituted? _____
- Have the recommendations of the committee generally been followed? _____
3. Must the adopting body advertise for bids? _____
4. Is a bond required of publisher? _____
5. Must the publisher maintain a depository of books in the state? _____
6. Are there specific safeguards against:
 - a. Efforts to influence adoption? _____
 - b. Combinations to restrain competition? _____
 - c. Against violations of provisions? _____
7. Are these safeguards effective? _____

PART II

D. State Publication and Printing of Textbooks.

1. Is there a law permitting the state to print textbooks? _____ If so, in what year was it enacted? _____ Has it been repealed? _____ When? _____
2. Does the state print its elementary textbooks? _____ Its high school textbooks? _____
If so, is there any considerable tendency to use books not state printed as basic texts? _____
3. Has there been any serious agitation for state printing of textbooks? _____
Has a bill for state printing of textbooks been introduced in the legislature? _____
If so, in what year or years? _____

PART III

E. Free Textbooks.

1. For what grades are free textbooks **mandatory**? _____
2. For what grades are free textbooks **permissive**? _____
 - a. If free textbooks are permissive, is the unit for providing them the state, the county, or the local district? _____
 - b. Does this unit now take advantage of this permissive legislation? _____
If so, what is the procedure? _____
3. Is the source of funds for providing free textbooks the state, the county, or the local district? _____
4. Are free textbooks provided for all indigent children? _____
5. Is there legal provision for fumigation? _____
(Use the last page for additional information).

CITY SCHOOL SUPERINTENDENTS OF KANSAS

List of city school superintendents to whom were sent questionnaires asking for the names of two or three of their best qualified teachers and supervisors. Replies were received from those marked by an asterisk(*).

1. W. D. Wolfe, Atchison.*
2. K. W. McFarland, Coffeyville.*
3. V. M. Liston, Fort Scott.*
4. J. W. Gowans, Hutchinson.*
5. F. L. Schlagle, Kansas City.*
6. Ira J. Bright, Leavenworth.*
7. Rees H. Hughes, Parsons.*
8. M. M. Rose, Pittsburg.*
9. W. S. Heusner, Salina.*
10. A. J. Stout, Topeka.*
11. L. W. Mayberry, Wichita.*
12. F. C. Gardner, Abilene.*
13. C. E. St. John, Arkansas City.*
14. J. W. Murphy, Augusta.*
15. L. H. Petit, Chanute.*
16. John P. Sheffield, Cherryvale.*
17. Clyde O. Davison, Columbus.*
18. E. B. Allbaugh, Concordia.*
19. A. G. Schroedermeier, Dodge City.*
20. J. F. Hughes, El Dorado.*
21. W. H. Richards, Emporia.*
22. W. M. Ostenberg, Eureka.*
23. H. F. Wilson, Fredonia.*
24. J. J. Whitehead, Galena.*
25. Ira O. Scott, Garden City.*
26. H. C. Scarborough, Great Bend.*
27. Clyde U. Phillips, Hays.*
28. E. J. Chesky, Herington.*
29. M. F. Stark, Hiawatha.*
30. J. H. Clement, Independence.*
31. J. A. Fleming, Iola.*
32. W. A. Wood, Junction City.*
33. R. V. Phinney, Larned.*
34. C. E. Birch, Lawrence.*
35. H. B. Molluron, Liberal.
36. Edw. G. Gramert, Lyons.*
37. W. E. Sheffer, Manhattan.*
38. R. W. Potwin, McPherson.*
39. Glenn A. Delay, Neodesha.*
40. J. B. Hoffelfinger, Newton.*
41. N. I. Roist, Olathe.*
42. G. H. Marshall, Ottawa.*
43. Amos W. Glad, Pratt.*
44. Claude Kissick, Wellington.*
45. Evan E. Evans, Winfield.*
46. S. R. Widner, Yates Center.

THE UNIVERSITY OF KANSAS
SCHOOL OF EDUCATION
LAWRENCE

SE OF THE DEAN

Mr. F. L. Schlagle, Supt.
Public Schools
Kansas City, Kansas

Dear Mr. Schlagle:

We are making a study of elementary school textbooks and the information needed requires the aid of specialists in that field. Recognizing the high type of leadership of your institution, and the splendid qualifications of your faculty, we are coming to you for help.

We should like, therefore, to have you send us a list of a few of your best qualified specialists of elementary school subjects. On receipt of this list, we shall send a questionnaire to each specialist asking her to indicate the two or three textbooks in her special field which she considers best suited to the needs of the pupils in her community. So that no one need hesitate to give her honest opinion, the names on all replies will be kept confidential.

If you are willing to aid us in this study, will you please fill out the enclosed blank as indicated and return it in the addressed franked envelope? Thank you very much for your cooperation.

Sincerely yours,

THE UNIVERSITY OF KANSAS

School of Education

Dear Superintendent: In the proper space below, please fill in the names and addresses of teachers or supervisors in your school system who are specialists in the subjects indicated.

Arithmetic

Name

Address

_____	_____
_____	_____
_____	_____

Reading

_____	_____
_____	_____
_____	_____
_____	_____

History

_____	_____
_____	_____
_____	_____

Geography

_____	_____
_____	_____
_____	_____

Spelling

_____	_____
_____	_____
_____	_____

Language (English)

_____	_____
_____	_____
_____	_____

Signed by _____

City _____

THE UNIVERSITY OF KANSAS
SCHOOL OF EDUCATION
LAWRENCE

ICE OF THE DEAN

Miss Bernice Hull
409 West 8th
Junction City, Kansas

Dear Miss Hull:

You have been recommended by your superintendent as being especially well qualified in the field of spelling, so we are coming to you for help.

We are making a study of elementary school textbooks and the information needed requires the aid of specialists in that field. We would like to have you list on the enclosed questionnaire, in the order of your preference, the titles and publishers of two or three textbooks in spelling which you consider best suited to the needs of the pupils of your community. So that you need not hesitate to give your honest opinion, you are assured that your name will not be used in connection with this study.

If you are willing to aid us in this study, will you please fill out the enclosed blank as indicated and return it in the addressed franked envelope? Thank you very much for your cooperation.

Sincerely yours,

UNIVERSITY OF KANSAS

School of Education

Lawrence, Kansas

My dear Colleague:

Please list below the titles and publishers of two or three
textbooks in which you consider best
adapted for the use of pupils in your state.

Title of Textbook

Name of Publisher

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

(Although your name will not be used in connection with this study,
will you please sign the blank so we may have a record of the replies.
Thank you again for your cooperation.

Signed _____

School _____

TEACHER TRAINING INSTITUTIONS

List of teachers training institutions to which were sent questionnaires asking for the names of two or three of their best qualified subject-matter specialists in each of the elementary school fields. Replies were received from those marked by an asterisk (*).

1. State Teachers' College, Duluth, Minn.
2. State Normal College, Ypsilanti, Mich.
3. State Teachers' College, Kalamazoo, Mich.*
4. State Teachers' College, Pittsburg, Kansas.*
5. State Teachers' College, Emporia, Kansas.*
6. Ft. Hays Kansas State College, Hays, Kansas.*
7. State Teachers College, Cedar Falls, Iowa.*
8. State Normal University, Normal, Ill.*
9. State Teachers' College, De Kalb, Ill.
10. Chicago Normal College, Chicago, Ill.*
11. State Normal University, Carbondale, Ill.*
12. State Teachers' College, Wayne, Nebr.*
13. State Teachers' College, Peru, Nebr.*
14. State Teachers' College, Kearney, Nebr.*
15. State Normal College, Chadron, Nebr.*
16. State Teachers' College, Warrensburg, Mo.*
17. State Teachers' College, Springfield, Mo.*
18. Harris Teachers' College, St. Louis, Mo.
19. State Teachers' College, Maryville, Mo.*
20. State Teachers' College, Kirksville, Mo.*
21. State Teachers' College, Cape Girardeau, Mo.*
22. State Teachers' College, St. Cloud, Minn.*
23. State Teachers' College, Superior, Wis.
24. State Teachers' College, Oshkosh, Wis.*
25. State Teachers' College, Milwaukee, Wis.*
26. State Teachers' College, Eau Claire, Wis.
27. State Normal and Industrial School, Aberdeen, South Dakota.*
28. Western State Teachers' College, Gunnison, Colo.*
29. Colorado State College of Education, Greeley, Colo.*
30. State Normal School, Alamosa, Colo.
31. Northeastern State Teachers' College, Tahlequah, Oklahoma.*
32. East Central State Teachers' College, Ada, Oklahoma.*
33. Southeastern State Teachers' College, Durant, Oklahoma.*
34. Central State Teachers' College, Edmond, Oklahoma.*
35. Northwestern State Teachers' College, Alva, Oklahoma.*
36. Southwestern State Teachers' College, Weatherford, Oklahoma.*

THE UNIVERSITY OF KANSAS
SCHOOL OF EDUCATION
LAWRENCE

ICE OF THE DEAN

Mr. John Vaughan, President
Northeastern State Teachers College
Tahlequah, Oklahoma

Dear Mr. Vaughan:

We are making a study of elementary school textbooks and the information needed requires the aid of specialists in that field. Recognizing the high type of leadership of your institution, and the splendid qualifications of your faculty, we are coming to you for help.

We should like, therefore, to have you send us a list of a few of your best qualified specialists of elementary school subjects. On receipt of this list, we shall send a questionnaire to each specialist asking her to indicate the two or three textbooks in her special field which she considers best suited to the needs of the pupils in her state. So that no one need hesitate to give her honest opinion, the names on all replies will be kept confidential.

If you are willing to aid us in this study, will you please fill out the enclosed blank as indicated and return it in the addressed franked envelope? Thank you very much for your cooperation.

Sincerely yours,

THE UNIVERSITY OF KANSAS

School of Education

Lawrence

Dear Sir: In the proper space below, please fill in the names and addresses of specialists of elementary school subjects in your institution who have specialized in the subjects indicated.

Arithmetic

Name

Address

_____	_____
_____	_____
_____	_____

Reading

_____	_____
_____	_____
_____	_____
_____	_____

History

_____	_____
_____	_____
_____	_____

Geography

_____	_____
_____	_____
_____	_____

Spelling

_____	_____
_____	_____
_____	_____

Language (English)

_____	_____
_____	_____
_____	_____

Signed by _____

Name of School _____

THE UNIVERSITY OF KANSAS
SCHOOL OF EDUCATION
LAWRENCE

ICE OF THE DEAN

Miss Effie Saffold
1309 North 6th
Durant, Oklahoma

Dear Miss Saffold:

You have been recommended by the president of your institution as being especially well qualified in the field of arithmetic, so we are coming to you for help.

We are making a study of elementary school textbooks and the information needed requires the aid of specialists in that field. We would like to have you list on the enclosed questionnaire, in the order of your preference, the titles and publishers of two or three textbooks in arithmetic which you consider best suited to the needs of the pupils of your state. So that you need not hesitate to give your honest opinion, you are assured that your name will not be used in connection with this study.

If you are willing to aid us in this study, will you please fill out the enclosed blank as indicated and return it in the addressed franked envelope? Thank you very much for your cooperation.

Sincerely yours,

UNIVERSITY OF KANSAS

School of Education

Lawrence, Kansas

My dear Colleague:

Please list below the titles and publishers of two or three
textbooks in _____, which you consider best
adapted for the use of pupils in your state.

Title of Textbook

Name of Publisher

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

(Although your name will not be used in connection with this study,
will you please sign the blank so we may have a record of the replies.
Thank you again for your cooperation.

Signed _____

School _____

THE UNIVERSITY OF KANSAS
SCHOOL OF EDUCATION
LAWRENCE

OFFICE OF THE DEAN

Supt. K. W. McFarland
The Public Schools
Coffeyville, Kansas

Dear Mr. McFarland:

In order to find out the attitude of some of the prominent educators in Kansas with reference to the state printing of textbooks, I would like to have you answer the following questions:

1. Do you approve of the state printing of textbooks?
2. If you do not approve of all phases of state printing, please state what phases you disapprove and your reasons therefor.
3. Does the policy of state printing require your school to purchase and use more supplementary books than would be required if Kansas did not have state printing? (In your answer, please disregard the fact that Kansas has state uniformity and single adoptions).

This information is needed in a study that is being made of the Kansas textbook situation, and I would like to have your approval to use a part or all of your statements. The study will be published. Please use the enclosed franked envelope for your reply. Thank you for your cooperation.

Sincerely yours,

THE UNIVERSITY OF KANSAS
SCHOOL OF EDUCATION
LAWRENCE

OFFICE OF THE DEAN

Austin Publishing Company
4522 St. Charles Road
Los Angeles, Cal.

Gentlemen:

A study is being made of the state printing of textbooks and the practices of textbook adoption. Some of the information which we need can best be obtained from the publishers. We are enclosing a questionnaire which we hope you will fill out and return.

You may be assured that whatever information you give will be treated confidentially. The only use which will be made of the publisher's name will be in listing those companies which do or do not lease or rent plates to states which publish textbooks. Any other information given may be used, but its specific source will not be divulged. The study will be published.

Your cooperation in this study will be highly appreciated. An addressed stamped envelope is enclosed.

Cordially yours,

SCHOOL OF EDUCATION, UNIVERSITY OF KANSAS
R. A. Schwegler, Dean

The American Book Company

Date _____

By _____ Position _____

QUESTIONNAIRE

1. Do you lease or rent plates to such states as Kansas and California to be used in the state printing of textbooks? _____
2. If not at the present time, have you ever done so? _____ When was the practice discontinued? _____
3. Have you ever submitted plates for a book which you considered less desirable or modern than your best book in that field? _____
4. Have you ever submitted plates for books which you considered were in a stage of obsolescence? _____
5. Have you ever printed so-called "special editions" to be used in one or more states for competitive purposes? _____
6. In how many states do you consistently maintain agents or representatives during the school year, in the elementary school field? _____ In the high school field? _____ In the college field? _____
7. Will you please send me a list of authors, date of copyright and dates of revision of books which you have published since 1925 in the following elementary school fields: arithmetic, spelling, language, grammar, geography, reading, civics? (Use back of this page for reply, if more convenient)

Any additional remarks which you care to make below will be appreciated.

THE SPECIFIC SOURCE OF THE ABOVE INFORMATION WILL BE KEPT CONFIDENTIAL. A LIST OF THE COMPANIES WHICH LEASE PLATES AS WELL AS THOSE WHICH DO NOT WILL BE PUBLISHED.