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FREE TEXTBOOKS AND STATE UNIFORMITY

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CONTENTS.

	Page
Preface.....	4
Free textbooks.....	5
Cost of textbooks.....	9
Per capita cost based on total school enrollment in free-textbook States (Table 1).....	10
Average price per book in elementary and secondary schools in New York City (Tables 2 and 3).....	15
Extent of free-textbook movement.....	16
Laws relating to free textbooks (Table 4).....	18
Uniformity of textbooks.....	24
Comparative cost of required basal schoolbooks for elementary schools in uniform textbooks States (Table 5).....	25
State uniformity.....	27
Distribution.....	30
County uniformity.....	34
Other States.....	35
Digest of State laws relating to uniform textbooks (Table 7).....	36
State uniformity.....	36
County uniformity.....	48
Township uniformity.....	52
Appendix:	
History of the State printing of textbooks in California.....	57
State publication of textbooks in Kansas.....	63
Bibliography.....	66

PREFACE.

By P. P. CLAXTON, *Commissioner of Education.*

In the elementary and secondary schools of the United States textbooks play a more important part than in similar schools of most other countries. In almost all subjects teachers and pupils depend on textbooks both for facts and for order or presentation. Few teachers correct errors in statements of facts; fewer still attempt to improve or are able to improve faulty arrangement of material or illogical or unpedagogical development of subjects treated. Lessons are assigned, learned, and recited in the order given in the books. The adoption of textbooks for use in any school or system of schools therefore determines in large degree the courses of study. Of the three factors in every school—building and equipment, teachers, and textbooks—it can hardly be said that textbooks constitute the factor of least importance. Frequently the textbook is the teacher, while the man or woman called the teacher is only a kind of taskmaster or policeman driving the children through the pages of the textbook. This is especially true of a large number of one-room country schools in which the teachers "hear the lessons" of from 25 to 35 classes a day, giving from 5 to 10 or 15 minutes to each lesson. It is therefore a matter of great importance that the best possible textbooks on all subjects of school study be put into the hands of teachers and children, and the methods by which this is attempted in the several States, cities, and individual schools must have interest for all school officers.

The cost of textbooks, like the cost of any other part of the schools, is also a matter of great interest, about which people at large have little accurate information and about which there is much wild speculation. It is frequently stated that the annual cost of textbooks for use in the public schools of some State of average size is many millions of dollars, and the legislators are told that by some new scheme of adoption and purchase of textbooks several millions might be saved annually to taxpayers or to parents. A careful study of the subject, however, shows that the total value of all textbooks manufactured and sold in the United States is not more than eighteen millions of dollars a year, and that the cost of textbooks for eighteen and one-half million children enrolled in the public elementary and higher schools of the United States is not more than fifteen million dollars a year, an average of about 80 cents for each child. This shows that the cost of textbooks is approximately 2 per cent of the total cost of the schools. If the value of the time of the children be counted as a part of the cost of education, then the cost of textbooks is only a fraction of 1 per cent of the total cost.

In view of the very important part which textbooks play in our schools and the insignificance of their cost as compared with the total cost of education, it would seem to be utmost folly to adopt books upon any other consideration except that of merit, or to fail to provide a means by which all children in the schools may be supplied promptly with all the books needed. Only in this way may we hope to obtain satisfactory returns from the time, money, and energy expended on the schools. When school boards remember that a difference of 10 per cent in the cost of textbooks means a difference of less than one dollar in a thousand of the total cost of education, they will hardly adopt inferior books or rely on any means of supplying books which involves any unusual risk of forcing inferior books upon the schools.

In their efforts to find the best methods for selecting textbooks and getting them into the schools, school officers and people will find much help in the results of a study of this subject made by Mr. A. C. Menahan, this bureau's specialist in rural school administration.

FREE TEXTBOOKS AND STATE UNIFORMITY.

FREE TEXTBOOKS.

Furnishing textbooks at the expense of the community, free to the individual school children, is not a new idea in the United States. It began as a movement in city school administration nearly a century ago. Philadelphia made provisions for free textbooks in 1818. Other cities, principally in New Jersey, Pennsylvania, New York, and Massachusetts, soon followed. A list is included in this section, compiled from data, published in the Report of the Commissioner of Education for 1902,¹ giving the names of the larger cities and the dates when free textbooks were adopted. Only those are included which furnished books free before 1884, the year the first State-wide adoption was made. In addition it should be remembered that many smaller cities furnished free books before 1884.

Cities among the 159 largest in the United States adopting free textbooks previous to 1884.

Philadelphia, Pa.....	1818	Wilmington, Del.....	1875
Jersey City, N. J.....	1830	Johnstown, Pa.....	1875
Newark, N. J.....	1838	Woonsocket, R. I.....	1877
Elizabeth, N. J.....	1850	New York, N. Y.....	1878
Hoboken, N. J.....	1855	Lowell, Mass.....	1881
Charleston, S. C.....	1856	Yonkers, N. Y.....	1882
Paterson, N. J.....	1860	La Crosse, Wis.....	1882
Chester, Pa.....	1864	Holyoke, Mass.....	1883
Passaic, N. J.....	1870	Camden, N. J.....	1883
Full River, Mass.....	1874		

Massachusetts was the first State to pass a mandatory State-wide free-textbook law; this became effective in 1884. Before this date 16 towns were furnishing free books. The dates when similar laws were passed in the other 14 States where mandatory legislation is now in force are given in the table on page 10.

The movement for free textbooks is a logical part of the movement for free education. The idea that every boy and girl in the United States shall have an opportunity for an elementary and secondary school education seems to be firmly established; also the idea that the support of the schools where this opportunity is given shall be

¹ See Report of Commissioner of Education, 1902, vol. 2, page 2390. The list there given is of the 159 cities in the United States with a population of 25,000 or over in 1900 which had free textbooks in 1902. The dates of adoption and the grades in which books were supplied are also given. According to this source 93 of the 159 cities furnished free textbooks.

placed not wholly upon the children or their parents, but upon the community or State. The necessity of popular education in a democratic government like that of the United States and of the various States is so generally recognized that compulsory education laws have been passed in all but two of the States, and comparatively little complaint is now heard from taxpayers who are required to assist both through direct and indirect taxation in the support of schools for the children compelled by law to attend. Under the general system of education in the United States the three principal factors are the school plant, the teacher, and the textbook. The textbook is undoubtedly of much greater importance than it should be, but it will hold its position of importance at least as long as the present large proportion of untrained teachers are employed in the public school systems. The untrained and the partially trained teacher must "lean" on the textbook; he or she must rely upon it both for subject matter and for method of teaching. It is important, therefore, that good books, selected by competent authority, be in the hands of all children, rich and poor alike. In no other way can this requirement be met except through free books. There are many children too poor to pay for books, and many others to whom the cost is such an important item that school authorities hesitate to change the books in use even when much better results might be obtained by a change. It is true that, in many States which have not adopted free textbooks, laws have been passed requiring local school authorities to furnish books free to indigent children. This, on the whole, has proved unsatisfactory; it marks as "charity pupils" some who wish to be independent, and it is a direct encouragement to others a little above the "indigent" class to use influence with school authorities to obtain free books.

The movement for free textbooks is also a logical part of a movement for compulsory education. Legal enactments are provided to require children to attend school. Their attendance is of little value unless the children have textbooks. If their parents are unable to buy books for them, or are unwilling to do so, or fail to provide books for the opening days of the school, the work of the school is greatly delayed. A few pupils without books hold the entire class back.

In any educational system where the textbooks are of so much importance as they are in the United States, supplementary books must be furnished. With the untrained teacher using but one textbook, the pupil acquires little information except that included in the book. The instructional work of the school consists largely of the study of textbooks on the part of the pupils, and the hearing of the lessons on the part of the teacher. A general appreciation that the teacher must not rely upon one book is developing. This means that supplementary books must be furnished. Under the

free textbook system boards, of course, have authority to purchase such books; under any other system it is difficult to obtain them.

The principal arguments advanced in favor of free textbooks are: (1) Poor children whose parents are unable to purchase books, or are unable to do so without great sacrifice, may attend school as well equipped in this respect as the richer children; (2) uniformity of textbooks in each school administrative district is secured; (3) texts may be changed with little inconvenience whenever changes are desirable; (4) additional textbooks and supplementary books may be supplied; (5) school work is not delayed at the beginning of the school year while parents obtain books for their children.

It is claimed also that books purchased by school boards, because purchased in quantities, cost less than those bought by individual parents. This is undoubtedly true if only the same number of books is purchased. Under the free textbook system more different books are usually obtained as basic texts and as supplementary books, and changes are made more frequently; on the other hand, books belonging to the school are in more nearly constant use as different classes and different divisions use the same books. It is therefore probable that the total investment is about the same. Also it is probable that the total annual per capita expenditure for books in a State with free textbooks is about the same as in a State where children or parents purchase their own books. Conclusive data to prove this statement do not seem to be available, but figures are given later which support this statement. In examining these figures, it must be remembered that most of the free-textbook States maintain a larger proportional number of high schools than most of the other States, and that the cost of books given includes those for high schools as well as those for elementary schools. This, of course, makes the per capita cost higher than it would be otherwise.

The principal arguments advanced against free books and in favor of the pupils purchasing their own books are: (1) Parents and pupils are made to realize that they can not become wholly dependent on the State, but must continue to assume some of the responsibilities of education; (2) on account of the cost, greatly increased school taxes would be necessary or the amount available for salaries and other expenses would be decreased; (3) children should not be required to use books soiled by other children as they are objectionable to the majority of children and parents both for esthetic and sanitary reasons; (4) by purchasing textbooks home libraries may be built up;¹ (5) books furnished free are not cared for as are those owned by the pupils. On the other hand, because the free textbooks

¹ This does not always follow; second-hand books are sold by one child to another; and when changes in textbooks are made, publishers allow an exchange price. So many of the old books are gathered up in this way that relatively few home libraries of textbooks result.

are public property, intrusted to the pupil, to be paid for if damaged or lost, and frequently inspected by the teachers, it is claimed that they are as well or better cared for. Testimony collected from 39 cities furnishing free textbooks, on this point, is contained in the annual report of the Commissioner of Education for 1902, volume 1, page 630. The great majority reported that books are apparently as well cared for as under the individual ownership plan. The care the books receive depends entirely upon the way in which the system is managed.

The consensus of opinion among teachers, superintendents, and school authorities wherever free textbooks have been furnished to children seems to be strongly in favor of the system. The reports are practically unanimous that the plan is successful. Reference has been made to an inquiry made a few years ago among cities in the United States furnishing free books. This inquiry asked for information as to whether the plan was generally satisfactory; 74 cities reported yes, six cities partially, and no cities reported no.

A Massachusetts official education report gives the following as some of the advantages of the free textbook system as determined by many years of free texts in the State:

Experience has brought some of the benefits of the free textbook system into well-defined and conspicuous prominence, as, for instance, the following:

1. The removal of a serious burden of expense from parents.
2. The ending of the friction that so often arises when parents with old books in possession are called upon to buy new.
3. The banishing of obnoxious distinctions between those who can and those who can not afford to buy their own books.
4. A more generous and varied supply of textbooks at school, with uniformity wherever desirable.
5. Greater ease in keeping this supply fresh and modern.
6. Increased respect for books, as shown in the care of them.
7. Great saving in time and energy, because of having books on hand, in ample supply, when terms begin or new subjects are taken up.
8. A larger and more permanent attendance upon the public schools.
9. A closer approach to the ideal of a free public-school system.

The division of education of the Russell Sage Foundation in 1912 questioned 20 State superintendents, in States in which free textbooks are furnished to all or the larger portion of the children, with respect to the effect of the free textbooks on educational efficiency. The results of the inquiry are as follows:¹

In no single case is there any movement looking toward the repeal of the free textbook law.

Each one of the 20 State superintendents testifies that free textbooks enhance the efficiency of the teaching in the public schools.

¹ Russell Sage Foundation. Division of education. A comparative study of public-school systems in the forty-eight States. New York, 1912.

Seventeen of them testify that the free textbook system tends to prolong the school life of the child. The other three have no data on which to base answers.

Fourteen of the 20 testify that the free textbook system makes the adoption of new textbooks easier. In the other 6 cases new adoptions are regulated by law and so are not affected.

In a similar way 14 superintendents wrote that the free textbook system has no apparent tendency to take away from the child the pride of personal ownership which might come through having privately bought books.

School books bought by the community cost the community about 20 per cent less than they do when they are bought by individuals.

COST OF TEXTBOOKS.

There is a fear that free textbooks will add greatly to the cost of the public-school system and will greatly increase the rate of taxation for school purposes. In districts where the rate is already high there is fear that compulsory free books will result in lower salaries of the teaching force. It is an unnecessary fear for, as a matter of fact, the cost of the books is a relatively small item in the total expenditure for school purposes. Greatly exaggerated ideas prevail concerning the total number of textbooks sold in the United States each year and the annual profits resulting from such sales. Confidential data have been obtained by the Bureau of Education from 43 textbook publishers in the United States relative to their total sales for 1913. This list of 43 includes practically all of the textbook publishers in the United States whose business is more than purely local. They handle probably 99 per cent of the total textbook business. These publishers submitted figures stating their total sales of textbooks for use in public schools and their total sales for both public and private schools for the year 1913. The aggregate for public schools, elementary and high, amounted to \$14,261,768.25.¹ The total enrollment in public elementary and high schools for the year was approximately 18,609,040. Excluding the elementary school enrollment of California, as California prints her own elementary books,² the number becomes 18,213,786. Therefore, for each child enrolled in the public schools in the United States the total annual sale of textbooks is 78.3 cents. The total expenditure per child for textbooks is greater than this amount by from 10 to 15 per cent, as local dealers receive a commission on sales fixed in many States by legislation at the per cents given. The cost of textbooks is, therefore, but little more than 2 per cent of the total cost of maintenance, support, and equipment. The sale per child on the school population basis (5-18 years of age) is 56.6 cents; the annual per capita sale of textbooks on the total population basis is less than

¹ The aggregate for all schools, both public and private, amounted to \$17,274,030.

² Kansas also now prints many of the textbooks used in the State; the plan, however, was not in operation in 1913.

15 cents. Definite data in regard to the cost in free textbook States are included in the table below.

TABLE 1.—Per capita cost of textbooks based on total school enrollment in free-textbook States and in the District of Columbia.

	Date of adoption.	Total cost of textbooks, 1913-14.	Per capita cost based on enrollment.	Percentage of cost of textbooks to total cost of schools.
Arizona.....	1913	\$102,034.00	\$2.43	
California.....	1913			
Delaware.....	1896			
District of Columbia.....	1891	\$34,519.16	.692	1.14
Maine.....	1859	122,477.00	.96	3.40
Maryland.....	1896	166,426.00	.82	3.34
Massachusetts.....	1884	433,256.00	.79	1.93
Nebraska.....	1891	\$300,000.00	1.00	3.25
Nevada.....	1913	\$25,000.00	12.39	
New Hampshire.....	1899	60,318.00	.92	2.72
New Jersey.....	1894	405,714.00	.81	1.78
Pennsylvania.....	1893	1,159,614.00	.82	2.49
Rhode Island.....	1893	102,851.79	1.22	3.78
Utah.....	1904	186,202.00	1.93	4.62
Vermont.....	1895	50,017.00	.76	2.58
Wyoming.....	1899	36,600.00	1.25	3.45

¹ This figure is for the first year with free texts, and is therefore the introductory cost. The annual cost will be from one-fourth to one-half of this amount.

² Elementary schools only.

³ Estimate by State superintendent of public instruction.

⁴ The high per capita cost of free textbooks for 1913-14 was due to the fact that this was the year of changing textbooks, and heavy purchases were, therefore, made. The per capita cost, as stated, was \$1.93, totaling \$186,202 for the year. Adoptions were made for five years, and when the cost for the remaining four years is ascertained the average will be much lower. The cost for 1910-11 was 65 cents per capita; for 1911-12, 58 cents.

Comparison of these figures and others representing the cost in States where free textbooks are not furnished may be made from the data in the following pages, obtained from various authentic sources, principally from the managers of the State depositories. All of the State depositories were asked by the bureau to submit figures showing their total sales for public-school textbooks each year for the past five years. Some have done so and others have not, principally because in many States the textbook business is but a part of a general business, and individual accounts are not kept from which the exact amount of textbook sales can be obtained without considerable work. In reviewing the figures given it must be remembered that in nearly all States books may be purchased directly from the publishers by sending cash to the main offices. Books are then sent by mail or express, and a record of their sale would not appear in the office of the State book depositories. The per capita sales figures presented are, therefore, undoubtedly lower than the actual sales. However, from them an estimate may be made approximating closely the amount of money spent for public-school textbooks by adding 10 to 15 per cent for local commissions.

The State depository of Virginia is the Virginia Book Co., located at Richmond. The manager gives the following figures for the list

value of its sales of public-school textbooks for four years: July 1, 1911, to June 30, 1912, \$146,849.46; July 1, 1912, to June 30, 1913, \$265,617.77; July 1, 1913, to June 30, 1914, \$223,064.94; July 1, 1914, to May 29, 1915, \$215,688.81.

This makes the average annual sale \$212,805.25. The school enrollment was 409,825 in 1911-12 and 427,937 in 1912-13. Later figures have not yet been announced by the State department of education. The per capita sale based on the number of children enrolled was approximately 36 cents in 1911-12 and 62 cents in 1912-13. The enrollment includes both white and negro children; the amount expended by white children was undoubtedly much greater than these figures, the amount by negroes much less.

The State depository of Nevada (Gray, Reid, Wright Co.) reports the average annual sales of elementary-school textbooks for the past five years as \$10,938. This is the cost to the various districts, or, in other words, the retail figures. The per capita sale on the basis of enrollment was from 90 to 98 cents.

The Charles Hfeld Co. of Albuquerque, N. Mex., as State depository, sells approximately 90 per cent of the textbooks used in the State. The firm states that the total amount paid publishers by it for elementary-school textbooks for four years (since 1911) amounts to a little over \$117,000. The firm estimates that the total expenditure annually in the State for all elementary textbooks from all sources is close to \$30,000. This is approximately 50 cents per child on the enrollment basis. This estimate is undoubtedly too low.

No report from the Oklahoma depository was received by the Bureau, but Prof. O. E. Klingaman, of the State University of Iowa, in a recent article published in the January issue of the Iowa Journal of History and Politics on textbook legislation in Iowa, presents figures relative to the total sales of textbooks in Oklahoma obtained from the Oklahoma Book Co. The Oklahoma Book Co. is the State depository, and all textbooks used in the State are obtained from it. The total sales for a five-year period beginning in 1909, according to data submitted by the company to Prof. Klingaman, were approximately \$250,000 annually. The average amount expended per child per year was, therefore, 57 cents. As in Virginia, the expenditure per white child was undoubtedly greater than this, and per negro child much less.

The Kansas Book Co. (State depository) reports the net sales of State-adopted books as follows: 1909-10, \$198,253.32; 1910-11, \$170,410.24; 1911-12, \$144,887.17; 1912-13, \$369,758.37; 1913-14, \$179,818.78. "The largely increased sales of 1909-10 and 1912-13 were due to the fact that new adoptions were put in in these years. Under the laws of Kansas the dealer was permitted to add 10 per

cent for his commission, and so the total cost to pupils would be increased by 10 per cent on above amounts."

The average annual enrollment in elementary schools for these years was from 360,000 to 370,000. The average expenditure for these four school years, which includes 1912-13 with very large disbursements on account of new adoptions, was approximately 58 cents per capita on the school-enrollment basis. The cost to the children would be 10 per cent more, or approximately 64 cents.

The J. K. Gill Co. of Portland, Oreg., submits the following:

Sales of school books in the State of Oregon for the years 1911-1914, inclusive.

Year.	Grade books.	High school.	Total.
1911.....	\$84,209.25	\$33,730.52	\$117,939.77
1912.....	76,057.50	30,665.65	106,723.15
1913.....	220,983.50	66,457.00	287,440.50
1914.....	95,722.00	48,704.90	144,426.90

The above figures include the textbooks that are regularly adopted for use in the State, and which are sold by contract made with the State board of education, by the various publishers. The Gill Co. serves as a depository for the supplying of these books at the contract prices.

In addition to the above, a good many "supplementary" texts, particularly in reading, are sold. These sales amounted to \$23,500, \$21,350, \$25,000, \$25,000, for the years between 1911 and 1914.

The enrollment in Oregon in all public schools was as follows: 1910-11, 118,412; 1911-12, 139,520; 1912-13, 145,488. On the basis of school enrollment the per capita expenditure is, therefore, approximately \$1.06. This includes the sales for 1913, the year of new adoptions, with extra large sales on this account. Adoptions are made every six years.

The State depository of Alabama is a department of a mercantile establishment, Loveman, Joseph & Loeb. They report the total sales of graded textbooks of the State adoption for use in the public schools for the past five years as follows:

1910.....	\$199,357.23
1911.....	204,823.33
1912.....	181,226.87
1913.....	295,373.36
1914.....	344,695.24
Total.....	1,225,476.03

The average enrollment in Alabama for these years was approximately from 430,000 to 435,000. The average annual sale was \$245,095. The per capita sale on the basis of school population was, therefore, approximately 56 cents.

The McNeil Co., State depository of Arizona, expended for textbooks in 1912, \$32,834; in 1913, \$82,343; and in 1914, \$33,125. These were sold to local dealers at an average advance of 10 per cent. When the free-textbook law was passed, the State depository secured a contract with the State and took back the stock of all local dealers and resold to the State. The school enrollment in 1911-12 was 33,310; in 1912-13 it was 35,160.

F. F. Hansell & Bro. (Ltd.), the State depository of Louisiana, report their sales of schoolbooks as follows:

Schoolbook sales by the Louisiana State depository.

Years.	Miscellaneous school-books.	Net schoolbook sales—State books.		Total sales.
	Retail and wholesale.	Retail.	Wholesale.	
1911-12.....	\$7,161.39	\$10,627.95	\$134,152.96	\$151,942.30
1912-13.....	9,596.61	10,376.42	136,026.76	155,899.79
1913-14.....	10,567.00	12,584.39	136,105.74	161,257.13
1914-15.....	18,672.66	9,155.86	117,485.97	145,314.49
Total.....	45,997.66	42,644.02	525,771.43	614,413.71

The school enrollment for the same years as far as figures are available was 287,988 in 1911-12 and 293,522 in 1912-13.

The schoolbook depository for West Virginia, the James & Law Co., Clarksburg, report as follows:

The first year of the adoption we distributed in the 35 northern counties of West Virginia, and the S. Spencer Moore Co. had the 20 southern counties; consequently for the year 1912-13 the figures are only approximate. The law exempts towns of 3,500 or more from the use of these books. The values given are the cost to the pupils.

For year of 1912-13.....	\$260,000
For year of 1913-14.....	123,000
For year of 1914-15.....	114,000

The enrollment in all schools for the year 1912-13 was 289,951; for later years the figures are not available. Data are not available to show the enrollment in towns not using the State-adopted books.

The Southern School-Book Depository, the State depository of Mississippi, report the amounts paid to publishers by them for State-adopted elementary school textbooks as follows: 1910-11, \$233,954.50; 1911-12, \$151,606.74; 1912-13, \$138,632.43; 1913-14, \$165,755.46; 1914-15, \$134,518.05. The school enrollment for the same years as far as data are available was 1910-11, 461,374; 1911-12, 483,771; 1912-13, 484,039.

Further information is contained in the report of the Georgia schoolbook investigating committee to the State legislature (1914).

Georgia has State adoption of uniform books by the State board of education. Free books are not furnished, children or parents being required to purchase the books adopted by the State board. In discussing the annual expense of books in the State, the committee makes the following statement:

Perhaps, also, it is due the general assembly to give the results of our effort to find, approximately at least, about the amount of money expended for schoolbooks in this State, especially since many widely divergent estimates and statements on this subject have been given to the public. So far as the elementary schools are concerned, the sworn figures of the dealers are to the effect that the total sales for the regular adopted texts during the past three years are a little less than \$150,000 annually. Some effort has been made to check these figures, and there were selected for this purpose the counties of Habersham, Schley, and Early, and the figures given appear to corroborate the previous conclusion.

It should be noted that this figure (\$150,000) is the total sales for the "regular adopted texts" only. In Georgia most of the cities and towns are exempted from using the State-adopted books. The State superintendent estimates that \$50,000 additional is expended for books for elementary school pupils in cities and towns not included above.

The total enrollment in the elementary schools of Georgia for the year these sales were made was approximately 575,000. The expenditure per child was, therefore, approximately 35 cents. Both white and negro pupils are included in the above figures; the expenditure per white child was undoubtedly much greater than 35 cents, and per negro child less. The cost of new books in the Georgia State-adopted series is compared with prices paid in other States with State adoptions in Table 5.

A recent estimate of the cost of providing free textbooks for the State of New York has just been completed by the New York State department of efficiency and economy. The results constitute a report to the State legislature, dated January 15, 1915. This report gives an estimate of the probable expenditure necessary to supply all elementary and secondary school pupils in the State with free books. The estimate is based upon figures obtained from New York City relative to the cost in the city school system, where free textbooks have been supplied for 37 years. Uniformity of textbooks does not prevail in New York City. The department of education authorizes books which may be used, the selections being made by each individual school. The official list contains 1,806 titles of books for elementary schools and 2,225 titles of books for secondary schools. The city department had no statistics regarding the average cost of the books purchased, and it was necessary, therefore, to collect individual information from the various schools. A canvass was made of 450 schools with 18,325 teachers and 597,229 pupils in

the elementary grades. The titles and prices of all textbooks in use in 439 of these schools were obtained. A brief summary showing the average unit price paid in the city of New York, according to this report, for the textbooks used in teaching the seven subjects prescribed in the course of elementary instruction is given below; also there is given the cost of supplying pupils with textbooks in the city high schools. It must be clearly understood that these figures do not represent annual expenditures for free textbooks. They represent the cost of new books, which would be the expense incurred by the installation of a free textbook system. The annual expenditure would be approximately these figures divided by the number of years the books are used. The same report publishes the average annual cost of textbooks in 28 New York cities furnishing free books for elementary schools and 17 furnishing them for secondary schools. New York City is included in both groups. The annual per capita cost in elementary schools of 28 cities is \$0.6456; secondary schools of 17 cities, \$1.5833.

TABLE 2.—Average price per book in elementary schools of the city of New York.

Subject.	Grades:							
	1	2	3	4	5	6	7	8
Reading.....	\$0.247	\$0.279	\$0.335	\$0.361	\$0.366	\$0.360	\$0.259	\$0.238
Spelling.....				.123	.132	.137		
Arithmetic.....				.229	.287	.327	.377	.399
Geography.....				.441	.441	.567		
English.....			.104	.273	.30	.326	.394	.454
Physiology.....				.283	.335	.382	.421	.436
History.....							.652	.716
Total per pupil per grade.....	.247	.279	.529	1.775	1.891	2.107	2.103	2.242

TABLE 3.—Average price of textbooks in secondary schools of the city of New York.

First-year subjects.....	\$3.5315
Second-year subjects.....	5.3074
Third-year subjects.....	7.0463
Fourth-year and special subjects.....	5.8395

This investigation indicates that the probable cost of installation of a system of furnishing free textbooks to all the pupils in the public schools of the State would be an average of \$1.2348 for each elementary school pupil, and \$4.8487 for each secondary school pupil, "if purchased from private publishers at prices paid by the city of New York. No estimate has been made of the cost of publication by the State itself. The cost of renewal, or the annual cost of a free textbook system for New York State, is estimated from the annual cost in free textbook cities of the State as follows: In elementary schools, \$0.6456; in secondary schools, \$1.5833."

EXTENT OF FREE TEXTBOOK MOVEMENT.

Free textbooks for all public elementary schools are mandatory in 15 States; in 11 of these they are mandatory for public secondary schools as well. These 11 are: Delaware, Maine, Maryland, Massachusetts, Nebraska, Nevada, New Hampshire, New Jersey, Pennsylvania, Rhode Island, and Wyoming. The four in which free textbooks need be furnished to all elementary school pupils only are Arizona, California, Utah, and Vermont. In the District of Columbia there is no law, but books are furnished by the board of education free to all elementary school children.

Of these States five—Arizona, California, Delaware, Nevada, and Utah—require the use of books adopted by State authorities. Maryland allows county boards to select books, Nebraska and Wyoming leave the selection with the local district boards, and New Jersey, Pennsylvania, Maine, New Hampshire, Vermont, Massachusetts, and Rhode Island with the city or township boards. In Arizona and California all books are secured from State funds and remain the property of the State. In the other instances the books are purchased by the local authorities from local funds, either city, county, township, or district, depending upon the unit of administration and support in each instance.

In 17 other States school districts may supply free books if they desire to do so; this applies to all districts in 16 States and to cities and union free districts only in New York. These "permissive" States are Colorado, Connecticut, Idaho, Iowa, Kansas, Michigan, Minnesota, Missouri, Montana, New York, North Dakota, Ohio, South Dakota, Texas, Washington, West Virginia, and Wisconsin. Texas was put in this list by act of the 1915 legislature. A "permissive" law was passed in Oregon in 1913 but was repealed by the 1915 legislature. In all but 5 of these 17 permissive States the question of whether or not free textbooks shall be furnished is decided by a majority vote of the legal voters in the individual school districts. The matter is left to the discretion of the school boards in North Dakota, Ohio, Washington, and West Virginia; in Idaho it is left to the district, subject to regulations of the State board of education.

The extent to which the permissive laws have been taken advantage of in the various States is indicated in the following statements furnished in all but two cases by the State superintendents (1913-15):

Colorado.—The majority of the larger cities and many towns of 1,500 or over furnish free textbooks. Of the rural districts, probably not more than 20 per cent take advantage of free textbook law.

Connecticut.—One hundred and thirty-three towns (townships) of the State furnish free textbooks; 35 do not. In the public schools of the towns furnishing free textbooks, 85 per cent of the total children of the State are enrolled. The total cost of free text-

books for the year 1913-14 was reported by the State superintendent to be \$126,105, which is a cost of \$0.70 per child.

District of Columbia.—Books are furnished free to all elementary school pupils.

Idaho.—While the State board of education has authority to determine whether textbooks shall be free or not, it has not yet exercised its authority in this particular, leaving the adoption entirely optional with individual school districts. About 75 per cent of the school districts of the State furnish free textbooks. This represents slightly more than 75 per cent of the school children.

Iowa.—Out of a total of nearly 5,000 school corporations in the State, less than 70 furnish free textbooks.

Kansas.—Very few districts and no cities, according to the State superintendent, have taken advantage of the provisions of the law permitting districts to furnish free textbooks. "The practice is so slight that it is hardly worth considering."

Michigan.—A total of 1,177 districts in Michigan have adopted free textbooks. A conservative estimate would place the number of children included as between 95,000 and 100,000. This is between 15 and 20 per cent of the total school enrollment.

Minnesota.—Out of 9,703 districts in the State reporting, 6,599 furnish free texts. Approximately nine-tenths of the children enrolled are in these schools.

Missouri.—Three hundred and twenty-three districts are reported by the county superintendents as furnishing textbooks free. In 207 of these districts \$113,873.60 was spent for books for the 130,541 pupils, which makes the cost about 87 cents per pupil. Free books have been furnished only to the first four grades in 138 of these 207 districts. Approximately 30 per cent of the children in the State receive free books.

Montana.—In 1914 textbooks were provided by 613 out of 1,369 school districts. This makes slightly less than 57 per cent of the school enrollment with free textbooks.

New York.—Many cities and villages supply free textbooks. Union free districts may do so, but few have availed themselves of the privilege. Approximately two-thirds of the children in attendance upon the schools of the State are supplied with free textbooks.

North Dakota.—Free textbooks are furnished in 3,679 schools out of a total of 6,614 in the State. Practically one-half of the children of the State are supplied with free textbooks.

Ohio.—Approximately 20 cities have free textbooks, either in the grades or in the grades and high schools. The enrollment in these cities is about one-sixth of the total enrollment of the State.

South Dakota.—Approximately 5 per cent of the pupils of the State are in districts furnishing free textbooks.

Washington.—First-class city districts furnish free textbooks only on majority vote of the people; other districts in the discretion of the school boards. There are 1,437 school districts with free books, the total number of free books in use being nearly one and a half million. All schools in Denton County have free books. Approximately 70 per cent of the children enrolled in the State are in free-textbook schools.

West Virginia.—Free textbooks are provided in 50 magisterial districts out of a total of 342. This means that approximately 20 per cent of the children are in free-textbook districts.

Wisconsin.—There are 37 cities and approximately 2,836 other school districts providing free textbooks. The total number of city districts in the State is 78 and other districts approximately 7,000. Probably two-thirds of the children are in free-textbook districts.

To summarize: The approximate percentage of the pupils enrolled to whom free textbooks were furnished is: Connecticut, 85 per cent; Colorado, 60 per cent; Idaho, 75 per cent; Michigan, 20 per cent; Minnesota, 90 per cent; Missouri, 30 per cent; Montana, 57 per cent; New York, 66 per cent; North Dakota, 50 per cent; Ohio, 16 per cent; South Dakota, 5 per cent; Washington, 70 per cent; West Virginia, 20 per cent; Wisconsin, 66 per cent. The number in Iowa and Kansas is very small, and the Texas law has not been in operation long enough to allow districts to come under its operation.

In the 16 States where neither mandatory nor permissive laws have been passed, a considerable number of cities and other districts are furnishing books without any legal authorization. This does not refer to books for indigent children. In 9 of these 16 States, legal provision is made for free textbooks for such children—Florida, Illinois, Indiana, Kentucky, Louisiana, New Mexico, South Carolina, Tennessee, and Virginia.¹ The regulations in the different States differ somewhat, but the principal features are the same. In Florida free books may be supplied to any child not over 15 years old "whose father or mother is on roll of the county poor" and to other indigent children upon "requisition made by the teacher, accompanied by affidavit of not less than two reputable citizens." In Kentucky the county and city school superintendents ascertain the number of all textbooks needed for indigent children in common schools and report the number and amount of money needed to purchase them to the county judge, who shall approve for their payment from county funds. South Carolina permits school trustees to furnish books for poor children, but does not make it obligatory. Not more than 5 per cent of the total school fund of any South Carolina school district may be used for this purpose.

TABLE 4.—*Laws relating to free textbooks.*²

State.	Mandatory or permissive application.	If permissive, how adopted.	Territory with unformity.	Source of textbook funds.	By whom provided.
Arizona.....	Mandatory for all elementary schools.	.....	State.....	State school funds.	State board of education. Distributed on requisitions of county superintendents.
California.....	Mandatory for day and evening elementary schools.	.....	do.....	State school-book fund composed of State appropriation and proceeds of sales of books.	State board of education selects books and has them printed and published by the State printing office. Distributed on requisition of teachers.

¹ In many of the permissive free-textbook States school authorities are required to furnish books for children of indigent parents.

² Compiled from a digest of school laws made by W. R. Hood and A. S. Ford of the Bureau of Education.

TABLE 4.—Laws relating to free textbooks—Continued.

State.	Mandatory or permissive application.	If permissive, how adopted.	Territory with uniformity.	Source of textbook funds.	By whom provided.
Colorado.....	Permissive for all districts for all pupils.	Majority vote of school district.	Local district.	District school funds.	Local school district boards.
Connecticut.....	do.....	Majority vote of city or township.	City or township. State.....	City or township school funds. District's portion of State funds before distribution to districts.	City or township boards of education. State board adopts books and makes contracts with publishers. Local district trustees order through State treasurer. State treasurer pays for all books out of State school funds, deducting amount as paid from each district's share of funds before State funds are distributed.
Delaware.....	Mandatory for all pupils in State except in Wilmington City.				Board of education.
District of Columbia. (See p. 16.)			District of Columbia.	District school funds.	
Idaho.....	Permissive for all pupils in all districts.	Under regulations of State board of education.	State.....	do.....	State board is authorized to determine how and under what regulations textbooks shall be adopted, and whether they shall be free.
Iowa.....	Permissive for all districts for all pupils.	Majority vote of school district.	County or local districts. (See p. 34.)	Special district textbook fund.	Local school district boards.
Kansas.....	do.....	do.....	State.....	School district funds.	State school book commission has books prepared or purchases copyrights and has all books printed by State printing office. Books sold at cost to local districts. See p. 39.
Maine.....	Mandatory for all public elementary and secondary schools.		City or township.	City or township school funds.	City or township committees.
Maryland.....	Mandatory for all public elementary and secondary schools.		County.....	State school book funds apportioned to counties on basis of number of pupils enrolled.	County boards of education adopt textbooks and purchase "by competitive bidding."
Massachusetts.....	Mandatory for all public elementary and secondary schools.		City or township.	City or township school funds.	City or township school committees.
Michigan.....	Permissive for all public schools.	Majority vote of school district.	Local districts.	Special local district funds.	Local school district boards.
Minnesota.....	Permissive for all districts for all pupils.	do.....	Local school districts.	District school funds.	Do.
Missouri.....	do.....	do.....	County.....	School district incidental fund.	Do.
Montana.....	do.....	do.....	State.....	School district funds.	Do.
Nebraska.....	Mandatory for all public elementary and secondary schools.		Local districts.	Local district school funds.	Local school district trustees.

TABLE 4.—Laws relating to free textbooks—Continued.

State.	Mandatory or permissive application.	If permissive, how adopted.	Territory with uniformity.	Source of textbook funds.	By whom provided.
Nevada.....	Mandatory for entire State for all pupils.		State.....	Portion of the county school fund belonging to each district.	Local school districts, boards from the State adoptions.
New Hampshire.....	Mandatory for all public elementary and secondary schools.		City or township.	City or township school funds.	City or township school committees.
New Jersey.....	Mandatory for all public elementary and secondary schools.		do.....	City or township funds.	City or township school boards.
New York.....	Permissive for schools in city and in union free districts (see p. 23).	Board of education in cities and majority vote in union free district.	City or local school district.	Special district tax voted for the purpose.	City or district school boards.
North Dakota.....	Permissive for any school district.	Local school boards in their discretion or when petitioned by two-thirds of the voters of the district.	Local districts.	District school funds.	Local school district boards.
Ohio.....	Permissive for all public schools.	Boards of education.	City, village, or township districts.	City, village, or township contingent fund or special tax levied for the purpose.	City, village, or township boards of education.
Pennsylvania.....	Mandatory for all public elementary and secondary schools.		City or township.	City or township school funds.	City or township school directors.
Rhode Island.....	Mandatory for all public elementary and secondary schools.		do.....	do.....	City or township school committees.
South Dakota.....	Permissive for any school district.	Written petition of majority of electors in school district.	County.....	School district funds.	Local school district boards.
Texas.....	do.....	Majority vote of school district.	State.....	Local district funds.	Local district boards.
Utah.....	Mandatory for all elementary public schools.		do.....	do.....	County boards of education.
Vermont.....	Mandatory for elementary schools, permissive for high schools.	Directors may provide books for high schools.	City or township.	City or township school funds.	City or township school boards.
Washington.....	Permissive for all districts.	Boards of school directors in their discretion. See p. 17.	City or local districts.	Local district funds appropriated for the purpose.	City or local school directors.
West Virginia.....	Permissive in all public free schools.	Boards of education in their discretion.	State.....	Magisterial district funds.	City or magisterial district boards of education.
Wisconsin.....	Permissive for all public schools.	Majority vote of school district.	City or county.	Special district tax levy.	Local district boards or city boards.
Wyoming.....	Mandatory for all public elementary and secondary schools.		Local school districts.	Any local district funds except teachers' fund.	Local district school boards.

Other provisions of free textbook legislation than those in Table IV are given below:

Arizona.—County superintendents furnish annually to the secretary of the State board of education lists of textbooks required for each county. The State board furnishes the books to the superintendent, certifying the cost to the State auditor, who draws a warrant on the State treasurer. The county superintendents distribute the books to the local district school boards, the school boards loaning them to the pupils and taking receipts therefor.

Textbooks remain property of the State in the custody of district school boards. Pupils are held responsible for their care, and when furnished a second copy are required to pay for it. Pupils may, if they desire, purchase textbooks at cost. All books must be fumigated before being reissued. Contingent expenses incurred in supplying textbooks are paid out of State school funds.

California.—The State constitution provides for furnishing textbooks "under such conditions as the legislature shall prescribe." The legislature has prescribed that textbooks for elementary schools shall be printed by the State and furnished free. The school code requires teachers or principals to make annual requisitions for books to the State superintendent. Requisitions must not exceed the enrollment in the schools. City superintendents for cities and county superintendents for country districts are held responsible for the care of the State textbooks, which in all cases remain the property of the State. State textbooks are subject to examination by agents of the State board. Desk copies of textbooks are furnished to teachers free of charge. Contingent expenses incurred in supplying textbooks are paid out of the State schoolbook fund.

Colorado.—In addition to the permissive law under which school boards may furnish free texts to all school children is another law requiring them to supply books free of charge to pupils upon the receipt of a written statement by teachers that parents are unable to pay for books.

Connecticut.—An election to determine whether free textbooks shall be supplied or not must be called upon a petition of 20 legal voters. Free textbooks when furnished are loaned pupils subject to rules and regulations of the city or township boards of education. School authorities must purchase books for pupils whose parents are unable to buy them. The cost of such books is included in the incidental expense account.

Delaware.—School committees are required to furnish free textbooks to all pupils, including colored children. School authorities must order from the books adopted by the State board. The State treasurer prepares blank order books for the use of school authorities which contain duplicate order blanks and a printed list of the books adopted by the State board, together with the net contract prices. Orders must be made in duplicate; one copy is sent to the State treasurer and forwarded by him to the publishers. The books are sent direct to the local districts. Upon notice of their receipt, the State treasurer pays for the books out of the State school fund, charging the amounts so paid to the respective districts ordering the same, the amount expended for books being deducted from the district's portion of the State school fund before the fund is distributed. The clerk of every school district is responsible for the care of the books. Books are returned at the close of the school year to the school trustees. The teachers are required to report quarterly upon their condition. Pupils may buy books from the school authorities, and are required to replace those lost or destroyed.

Iowa.—The question of free textbooks shall be submitted to the electors of any school district at the annual school meeting, if a petition signed by one-third of the legal voters is filed with the secretary of the school board 30 days prior to such meeting.

School boards hold pupils responsible for loaned books, and may adopt rules and regulations for the care and preservation of the same. Pupils may purchase books at

cost. School directors in their discretion may furnish schoolbooks to indigent children when they are likely to be deprived of the proper benefits of school unless so aided.

Maine.—School committees make rules and regulations for the distribution, preservation and return of schoolbooks. Parents and guardians are held responsible. They may purchase books for exclusive use of pupils. School committees are forbidden to purchase secondhand books.

Maryland.—The State appropriates annually \$150,000 as a schoolbook fund. This is distributed to the various counties and to the city of Baltimore on the basis of the total number of children enrolled in schools. County boards of education provide for issuing, safe-keeping, care, and return of textbooks. Parents or pupils may purchase their own books. Any surplus of the textbook fund remaining in a county after the purchase of the necessary textbooks may be expended for the purchase of maps of the State of Maryland and supplementary reading books.

Michigan.—Local school boards may submit the question of free textbooks at any annual or special meeting. When free textbooks are voted, notice of such action must be included in the annual report to the State superintendent. The district boards contract with the publishers to furnish books at a price not greater than the net wholesale price.

Textbooks remain the property of the district and are loaned to the pupils under such regulations as the board may establish. Any person may buy his or her books from the district board.

District school boards in their discretion may purchase at the expense of the district textbooks for the use of children whose parents are unable to furnish them.

Minnesota.—The question of free textbooks shall be submitted on petition of five or more legal voters of any school district at any annual or special meeting on due notice. Free textbooks shall carry by a majority vote. The school directors have full charge of the purchase and care of books so voted. School boards in their discretion may purchase books for indigent pupils and pay for same out of school funds of the district.

Missouri.—A vote to authorize school boards to purchase and furnish free textbooks may be taken at any annual or special school meeting provided 15 days' notice has been given. Such books must be paid for from the incidental funds. If such funds are insufficient to supply all of the textbooks during the first year, boards shall supply as many grades as possible, beginning with the lowest. They must, however, furnish free books to all elementary grades within three years from the time free textbooks are voted. Any school district furnishing textbooks free of charge to all pupils in at least four grades shall receive a proportionate share of the county foreign insurance tax monies.

Textbooks remain the property of the districts and are furnished pupils under rules and regulations prescribed by the school boards.

Montana.—The question of free textbooks is carried by a majority vote at any election of school-board members. A vote on this question is taken upon a petition of 100 legal voters in incorporated cities and towns and five legal voters in rural-school districts. School boards by a two-thirds vote may include supplementary books in free list.

If the school-district funds are insufficient to furnish free textbooks, a special tax levy may be made by the county commissioners on the district within 30 days after adoption of free textbooks.

Textbooks are loaned to pupils subject to rules and regulations as to care and custody as the school board may prescribe. Pupils may purchase any of the textbooks furnished at cost.

Nebraska.—All school districts are required to furnish free textbooks. If the general school fund is not sufficient, a special fund may be provided. District trustees

must purchase books from publishers who have filed a bond with the State superintendent with a sworn statement relative to price.

Textbooks are held as the property of the district and are loaned to pupils. Pupils are held responsible for damages or loss.

Nevada—The books remain the property of the district and are loaned to pupils under regulations of the boards. Textbooks and supplementary books may be sold to pupils for cash. Parents and guardians must pay full price for books lost or destroyed. Desk copies of all textbooks are furnished teachers.

New York—Free textbooks may be furnished in any city district and in any "union free-school district" by the school board whenever a special tax for the purchase of such books is voted by the electors of the district. When such a vote is taken, school boards are required to purchase books within 90 days. Books are loaned under such regulations concerning their care and preservation as the board may make. "Union free-school districts" are village districts or consolidated country districts with schools maintaining an academic department or high school.

North Dakota—School boards select and purchase books from publishers who have filed copies and price lists with the State superintendent. The State superintendent is required to distribute the names of publishers and price list to school officials. Local boards have full care of free books. Textbooks may be sold to pupils at cost.

Rhode Island—Textbooks are loaned to pupils free of charge, subject to such rules and regulations as to care and custody as the school committee may prescribe. No person officially connected with the public schools may act as agent for or be financially interested in the introduction of any textbook.

Vermont—School boards are required to provide free textbooks for all elementary schools and may, in their discretion, provide them for high schools. Boards make rules and regulations for the care and custody of textbooks purchased and may sell books to parents or guardians at cost. Books lost, destroyed, or damaged must be paid for by parents or pupils. No school officer shall receive any gratuity or other favor for promoting the adoption of any textbook.

Washington—Boards of school directors are required to furnish free textbooks to be loaned to pupils when in their judgment the best interests of the district will be served thereby. School boards, where books are supplied free, prescribe rules and regulations regarding their care. Boards in first-class districts are required to furnish free textbooks to children of indigent parents on written statement of city superintendent. (See page 17.)

West Virginia—Boards of education in their discretion may furnish free textbooks to pupils in free schools. The books are purchased and kept in charge of the secretary of the board. The secretary delivers books to the teachers at the beginning of the school term and takes receipt therefor. Teachers distribute books and at the end of the term collect them and return them to the secretary. Books damaged or destroyed must be replaced by the pupils.

Wyoming—Boards are authorized to contract with publishers for books, the prices not to exceed prices paid for the same books elsewhere in the United States. Publishers must furnish bond from \$2,000 to \$20,000 and sworn price lists of books to the State superintendent, who prints and distributes the price lists to the school officers and furnishes a form of contract.

Textbooks are held as property of districts and are loaned to pupils free of charge. Pupils are held responsible for damage or loss of books. They may buy books at cost. Boards may designate some local dealer to handle books at an increase in price to cover cost of transportation and handling. No school officer shall be interested in the sale of school supplies in his district.

UNIFORMITY OF TEXTBOOKS.

In some of the States classed as "uniform textbook" States the adopted books must be used as basic texts in all public schools, elementary and secondary, and in all districts; in others, high schools are permitted to select for themselves; and in others, city districts and special tax districts may adopt whatever books they may desire. State uniformity does not, therefore, necessarily mean that all books used in public schools in the State are the same in each subject.

Laws for State uniformity have been enacted for many reasons. Probably the reason which has carried the greatest weight in causing the passage of legislation has been the question of cost. State adoption of uniform books has been taken as a means of regulating prices to prevent sales at exorbitant prices or at prices greater than the same books are sold in other places. In this the plan on the whole has been successful. State adoptions are made under regulations requiring contract prices with deposits of bonds to be forfeited in case of any violations of the terms of the contracts. It is undoubtedly true that lower prices prevailed after State uniformity had been established and adoptions made. Textbook publishers could afford to make lower prices when all the schools in the State were required to use their books, as the cost of selling was then made comparatively small. The high prices formerly paid were often the work of the local dealers rather than of the publishers. The legislation providing State adoptions has in all cases set the price to be paid by the users and has therefore prevented local dealers from overcharging. The establishment of State uniformity for State adoptions in 24 States has caused lower prices in other States; in many instances legislation has been passed prohibiting the sale of books in a State at prices higher "than such books are sold for elsewhere under similar conditions." Prices for which books are sold in 23 of the 24 "uniformity" States are given in Table 5.

TABLE 5.—Comparative cost of required basal school books for elementary schools in States having uniform textbook adoption.

(The figures in parentheses before prices show the number of different texts. In other cases one only is used.)

State	Primer.	First reader.	Second reader.	Third reader.	Fourth reader.	Fifth reader.	Arith- metic.	Gram- mar.	Geog- raphy.	History.	Agricul- ture.	Physi- ology.	Civics.	Spelling.	Writing.	Total number of books and cost.
Alabama	\$0.22	\$0.20	\$0.25	\$0.30	\$0.35	\$0.40	(4) \$1.24	(3) \$1.09	(2) \$1.28	(3) \$1.80	\$0.60	(2) \$0.98	\$0.55	(2) \$0.41	(6) \$0.30	(30) \$2.83
Alaska	.30	.25	.35	.40	.40	.40	(2) 1.10	(3) 1.45	(2) 1.75	(2) 1.90		(2) 1.03		(2) .85	(6) .25	(20) 2.95
California	.20	.25	.25	.25	.30	.30	(3) .55	(3) .71	(2) 1.05	(2) 1.64	.60	(3) 1.35	.50	(2) .18	(6) .25	(23) 2.95
Colorado	.25	.25	.35	.45	.45	.55	(3) 1.09	(2) .71	(2) 1.28	(3) 1.70	.65	(3) 1.50	.44	(2) .20	(9) .45	(31) 10.10
Georgia	.14	.16	.18	.25	.40	.40	(2) .55	(3) 1.55	(2) 1.75	(3) 1.70		(2) 1.10	.54	(2) .20	(7) .45	(27) 7.90
Idaho	.40	.35	.40	.45	.50	.60	(2) .85	(3) 1.55	(2) 1.90	(3) 1.00		(2) 1.10	.54	(2) .20	(4) .45	(20) 10.25
Illinois	.15	.15	.20	.25	.30	.40	(2) .80	(2) .65	(2) .90	(2) .75		(2) .80	.45	(2) .10	(5) .25	(20) 10.25
Kansas	.10	.10	.15	.20	.25	.30	(3) .80	(2) .55	(2) 1.05	(2) .50		(2) .45	.40	(2) .10	(5) .25	(23) 1.87
Louisiana	.25	.25	.30	.35	.40	.45	(4) .96	(4) 1.65	(2) 1.20	(3) 1.75		(2) .90	.45	(2) .12	(7) .35	(30) 2.53
Maine	.20	.20	.25	.30	.35	.40	(4) 1.01	(3) .82	(2) 1.28	(3) 2.50	.60	(2) .90	.60	(2) .18	(6) .40	(31) 9.54
Massachusetts	.30	.30	.30	.30	.30	.30	(3) 1.15	(3) .87	(2) 1.28	(3) 1.70	.60	(2) .82	.54	(2) .25	(8) .40	(32) 8.54
Minnesota	.30	.30	.30	.30	.30	.30	(2) 1.09	(2) 1.10	(2) 1.35	(2) 1.80		(2) 1.10	.65	(2) .25	(8) .45	(27) 10.65
Montana	.20	.20	.25	.30	.35	.40	(3) 1.09	(3) 1.10	(2) 1.35	(2) 1.80		(2) 1.10	.65	(2) .25	(8) .45	(27) 10.65
New Mexico	.20	.25	.35	.40	.40	.40	(3) 1.09	(3) 1.10	(2) 1.35	(2) 1.80		(2) 1.10	.65	(2) .25	(8) .45	(27) 10.65
North Carolina	.25	.25	.35	.40	.45	.55	(3) 1.09	(3) 1.10	(2) 1.35	(2) 1.80		(2) 1.10	.65	(2) .25	(8) .45	(27) 10.65
Oklahoma	.25	.25	.35	.40	.45	.55	(3) 1.09	(3) 1.10	(2) 1.35	(2) 1.80		(2) 1.10	.65	(2) .25	(8) .45	(27) 10.65
Oregon	.25	.25	.35	.40	.45	.55	(3) 1.09	(3) 1.10	(2) 1.35	(2) 1.80		(2) 1.10	.65	(2) .25	(8) .45	(27) 10.65
South Carolina	.25	.25	.35	.40	.45	.55	(3) 1.09	(3) 1.10	(2) 1.35	(2) 1.80		(2) 1.10	.65	(2) .25	(8) .45	(27) 10.65
Tennessee	.25	.25	.35	.40	.45	.55	(3) 1.09	(3) 1.10	(2) 1.35	(2) 1.80		(2) 1.10	.65	(2) .25	(8) .45	(27) 10.65
Texas	.18	.18	.25	.30	.35	.40	(4) 1.16	(3) 1.02	(2) 1.36	(3) 1.60	(3) 2.10	(3) 1.60	.75	(7) .25	(7) .25	(29) 9.09
Utah	.25	.25	.35	.45	.48	.48	(3) 1.16	(3) 1.65	(2) 2.55	(3) 2.55		(3) 2.33	.20	(2) 1.50	(8) .40	(34) 11.93
Virginia	.18	.15	.22	.28	.30	.30	(3) .66	(3) .52	(2) 1.28	(3) 2.75	.60	(3) 1.40	.53	(2) 1.50	(8) .40	(31) 11.41
West Virginia	.25	.25	.31	.41	.41	.41	(3) 1.05	(2) .84	(2) 1.28	(4) 2.81	.60	(2) 1.15	.53	(2) .22	(9) .45	(31) 11.97

1 Compiled from the report of the Georgia School Book Investigating Committee which collected the data from the State departments of education in 1914.
2 The estimates of the State board of the cost of preparing, printing, and distributing books.



The second reason for the adoption of State uniformity has been the desire to secure for all districts of the State equally good books. The State textbook commission when composed of persons of wide experience in education is more competent to select books than the average school board. State adoptions have driven a large number of unfit books out of use, including some books never satisfactory from a pedagogical standpoint and others satisfactory at some time but not conforming in content or arrangement to present ideas and not adaptable to present methods of teaching.

Other advantages of State uniformity are the saving of expense for new books when families move from one district to another, and the comparative ease with which a State course of study can be made and followed when the same texts are used throughout the State.

On the other hand there are many disadvantages. State adoptions put into the hands of a few in each State the awarding of contracts which determine whether or not any publisher may do business in the State. Each publisher, therefore, must use all legitimate means to secure the adoption of his books, and the temptations to use illegitimate means are many. It is believed by many people that publishers resort frequently to bribery; it is undoubtedly true that bribery has played a part in some instances, but the number of instances is very much smaller than is usually imagined. There are many other ways, however, in which influences may be brought to bear on members of textbook boards which consciously or otherwise become factors in the selection of books.

One of the principal objections to State adoptions is that adoptions must be for definite periods, in practice from 4 to 8 years. A book once adopted must remain the basic text for the entire period, regardless of better books that may become available or data included which may become out of date.

Another objection is that in many subjects books suitable for one locality are not suitable for another, on account of the character or employment of the people or on account of the character of the school. In the past most textbooks have been prepared by educators engaged in city work and the books were made for city children and city school conditions; such books often are not suitable books for a rural school. Books best suited for the nine-months school year of a city with graded schools usually are not the best for the six-months school year in a rural ungraded one-teacher school a dozen miles from the city. Books best suited for a factory town with a large percentage of American born children usually are not the best for the neighboring mining town with a large percentage of foreign born.

Many of these objections may be met in part by the selection of several texts on, each subject by the State text book commission,

allowing the local authorities to choose from among the number those best suited to local needs. This is done in several States, as, for example, in Ohio.

In favor of local adoptions it may be said that there is a growing movement on the part of school trustees to allow the school superintendent, where professional educators are employed as superintendents, to select the texts for them. This is particularly true in several States with the county unit of administration and in most of the States with the township unit of school administration. For instance, a study made in Massachusetts in 1900 by Mr. John T. Prince, agent of the State board of education, showed that in 233 cities and towns from which information was obtained the superintendents had full power of selection in 92; joint power with the school board in 44; advisory power only in 85; and no power whatever in the remaining 12. There are 283 cities and towns in the State. Since that time practically all cities and towns in Massachusetts have given the superintendent full choice.

Many of the arguments for and against State adoptions are used for or against county adoptions. Many educators, however, are advocating, as a happy medium between State uniformity and local district adoption, county or township adoptions, according to the unit of organization in the various States for administration purposes. The practice in the various States is summarized in the following pages:

STATE UNIFORMITY.

Regulations for uniform textbooks for public schools are in force in 24 States: Alabama, Arizona, California, Delaware, Florida, Georgia, Idaho, Indiana, Kansas, Kentucky, Louisiana, Mississippi, Montana, Nevada, New Mexico, North Carolina, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Utah, Virginia, and West Virginia. In these States a State board selects the basic textbooks for the public schools. In 11 of these States this board is the State board of education; in 3 the State board of education or a part of the board together with additional appointed members; in 1 the State board of control of institutions of higher learning; and in the 9 others special textbook boards.

The 11 States in which the State boards of education select textbooks are Arizona, California, Delaware, Georgia, Idaho, Indiana, Louisiana, New Mexico, Oklahoma, South Carolina, and Virginia. In Georgia the State board of education is assisted by a "subcommission" composed of teachers and superintendents appointed by the governor. This subcommission examines all textbooks submitted relative to their merits, taking no consideration of the prices. It reports to the State board its first, second, and third choice of

books on each subject. The State board makes the adoption, taking into consideration the report of the subcommission and the prices and quality of the books submitted. The subcommission has no vote; its function is purely advisory.

In Idaho, in practice, the selection is made by a subcommittee of the State board of education consisting of 4 persons. The names of the 4 persons who from time to time constitute the membership of this subcommittee are not publicly announced. The State superintendent notifies publishers when adoptions are to be made and requests 4 samples of books on the subject to be adopted together with contracts and prices. The samples and contracts submitted by the publishers are turned over by the State superintendent to the subcommittee of the State board and considered by them. The subcommittee in this way is able to make adoptions wholly on the merits of the books submitted, uninfluenced by arguments presented by the publishers.

The 3 States in which the State board of education forms a part of the textbook board are North Carolina, Nevada, and Tennessee.¹ The North Carolina board of education is assisted by a subcommission composed of teachers and superintendents appointed by the governor, with functions similar to those of the Georgia subcommission. The adoption, however, is made by the State board and the subcommission sitting together in executive session, the members of both bodies voting. In Nevada the textbook commission consists of the State board with the addition of 4 persons appointed by the governor. In Tennessee the board is composed of 3 members of the State board of education selected by the governor, and the governor and the State superintendent of public instruction. This textbook commission selects a subcommission of 5 teachers and superintendents who make an examination of all books submitted and report on their merits irrespective of price. The members of the subcommission have no vote in the final adoption.

In Florida the State board of control for the State institutions of higher learning is the textbook commission. This board is selected for the work rather than the State board of education, because the State board of education is a board composed of ex officio officers at the State capitol. In the selection of textbooks the board is assisted by a subcommission of 9 members, including 4 county superintendents and 5 teachers. The subcommission has powers and duties similar to those of the subcommission in Georgia, having no vote in the final selection of books.

¹ In Utah the State superintendent, the president of the State university, and the president of the State agricultural college are ex-officio members of both the State board of education and the State textbook board.

In the other 9 States that have made State adoptions special textbook commissions are provided. The board is usually the State superintendent and from 5 to 9 persons engaged in educational work, appointed by the governor. Few definite qualifications are required in any of the States for appointment to the various textbook commissions. In several instances the law requires that teachers or superintendents be appointed. In Texas the governor must make his selection of 9 from a list of 30 prepared by a committee of 3—the State superintendent, the president of the State University, and the president of the College of Industrial Arts. The requirement that no member of the committee shall be "interested in any publishing house" is quite general. Members are usually paid from \$4 to \$6 per day and expenses for the days actually employed. In 4 States the governor is a member. In 2 States the presidents of State institutions of higher learning and of State normal schools are ex officio members. In 2 States neither the State superintendent nor any member of the board of education is on the textbook commission or has any voice in the adoption. These States are Montana and Oregon. The Montana State board is in practice the board of regents of the State University, the State Agricultural and Mechanical College, and the State Normal School and has very few functions relative to the public elementary and secondary schools. In Oregon the State board of education is an ex-officio board made up of State officers, the governor, secretary of state, and the State superintendent.

The tendency seems to be toward merging the State textbook commissions with the State boards of education wherever such boards are composed of appointed members and not of members serving in virtue of their election to some political position. In the 24 States with State uniformity of textbooks, 23 have State boards of education; Alabama has none. Six have ex officio boards composed of State officers elected to political positions; 16 have boards composed of appointive members or appointive members with ex officio members, distributed among the governor, the State superintendent, presidents of State institutions, and other education officers. The relation between the 2 boards is shown in the table below. There seems also to be a tendency toward the appointment of subcommittees of teachers and superintendents to make preliminary examinations of books without reference to prices.

It will be noted that only 5 of the 15 States with mandatory free textbooks for all public elementary schools have State uniformity in textbooks, and that 2 of these 5 are States in which the free textbooks are furnished by the State, purchased from State funds, and remain the property of the State, so that State uniformity is practically necessary.

TABLE 6.—States grouped according to the composition of the State boards of education and State textbook commissions:

State board of education composed of—		State textbook commission consists of—		
Non political appointments and ex-officio education officers.	Political officers serving ex-officio.	State board of education.	State board of education and additional appointed members.	Specially appointed board.
Arizona. California. Delaware.	Florida.	Arizona. California. Delaware.		Alabama. ¹
Georgia. Idaho. Indiana. Kansas.		Georgia. Idaho. Indiana.		Florida.
Louisiana.	Kentucky.	Louisiana.		Kansas. Kentucky.
Montana. New Mexico. Nevada.	Mississippi.	New Mexico.	Nevada. North Carolina.	Mississippi. Montana.
Oklahoma.	North Carolina.	Oklahoma.		Oregon.
South Carolina. Tennessee.	Oregon.	South Carolina.	Tennessee.	Texas. Utah.
Utah. Virginia. West Virginia.	Texas.	Virginia.		West Virginia.

¹ No State board of education.

The method of procedure in the adoption of textbooks in these 24 States is very similar. The textbook commissions advertise for bids and sample copies of books. Bidders are, as a rule, required to file bonds of from \$200 to \$5,000 with their bids as guarantees of good faith. When the contracts are awarded the bonds are returned. In all States, after adoption, contracts with accepted publishers are required, together with bonds of from \$10,000 to \$50,000 as guarantees for the performance of the contracts. Usually the contracts require that the prices of all books be printed on the books, and guarantees that all books shall be sold at as low a price as in any other State. The exchange prices are often fixed and provisions are made in the contracts for changing terms only by consent of the publishers and practically all members of the board.

Adoptions are for various periods, ranging from four to eight years. In 13 States it is for five years, in 4 for six years. In only a minority of the States is any provision made for changing a book before the period of adoption is ended even when the book proves on trial to be unsatisfactory.

DISTRIBUTION.

Methods of distribution have been designated by law in some of the uniform textbook States but not in others. In general it may be said that publishers receiving contracts in any State are required to estab-

lish a State depository or county depositories. When a State depository is required, county selling agencies as a rule must be established. In practice it is customary for all firms receiving contracts in a State to unite in establishing a single State depository which handles all the State-adopted books for all of the firms. Often some already established business house is designated as a State depository. Each firm pays to the management of the depository a commission on sales. The depository contract provides that the depository shall maintain "absolute neutrality" between publishers whose books it distributes.

The formation of these depositories is purely a business arrangement for economy in management and efficiency in distribution, since in but few instances are the sales in any State of any single firm great enough to warrant the establishment of a separate depository to handle its business. In a few States where individual firms are doing an especially large business independent depositories have been established; in Georgia, for instance, two firms maintain their own depositories apart from the general depository.

The fact that publishers have united in establishing single State depositories has often been cited as evidence of a "book trust." Investigation, however, of the conduct of the depositories does not show any reason for a belief in the existence of such a trust.

Publishers distribute State-adopted books from State depositories in 21 of the 24 uniform textbook States: Alabama, Arizona, Florida, Georgia, Idaho, Kansas, Kentucky, Louisiana, Mississippi, Montana, Nevada, New Mexico, North Carolina, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Utah, Virginia, and West Virginia. As already noted, certain cities and towns in these States are not required to use the State-adopted books. The States bind the publishers by contracts protected by bonds guaranteed by surety companies to have their books constantly on sale at the depositories at the prices fixed by the State boards of education or the school-book commissions, and also in one or more places in every county of the States. Publishers are either expressly required, as in North Carolina, to "maintain one or more joint State depositories at some convenient distributing point or points in the State," or are practically required to do so, as in Alabama, where they must establish one or more depositories subject to the approval of the State textbook commission. In some instances even the terms of discount, etc., are prescribed by the State board or by the commission, the depository, however, being required as stated, to maintain "absolute neutrality" between the publishers whose books it distributes.

For the convenience of the merchants and the school children of these States the publishers have, when a central depository has not been designated by the State board of education or State textbook commission, selected one or more merchants located at the most con-

venient points of distribution, railroad facilities being considered, to act as their general distributing agents. From these general depositories the local agencies obtain all the State-adopted books, thus saving time, trouble, and expense incident to ordering from different places in the State or from the many contracting publishers. This arrangement is manifestly in the interest of the selling agencies and the school children, allowing the agencies, as it does, to secure all the adopted books at a central point in their own State and the children to obtain their books at convenient places when they need them. Publishers are also required by the majority of the States working under the State-adoption plan to mail postpaid or to ship by express or freight to any person ordering, if his order is accompanied by cash, a single copy or any number of copies of the State books at State prices. A citizen has, therefore, the option of ordering from the central depository, the local dealer, or the publisher.

In order to insure the selling of books to school children at State prices, the publishers are sometimes required to stamp upon the back covers of the books which they furnish under their contracts both the retail and the exchange prices. It is made by law the duty of the county superintendent to report to the State superintendent of schools every case known to him of overcharge on the part of a merchant selling or exchanging at a price higher than the State contract price. Both the State authorities and the publishers have tried to work out a plan of selling State adopted books so that the books may be obtained easily and promptly by the local agents, so that school children may obtain the authorized books without delay when needed and so that books may be always obtained at the same place.

The practices in the uniform textbook States, as reported mainly by the State superintendents, are as follows:

Alabama.—The firm of Loveman, Joseph & Loeb, Birmingham, Ala., is the State depository agreed upon by all publishers securing contracts. The State depository must maintain at least three subdepositories in each county. Many more than the minimum number have been established.

Arizona.—A central depository is maintained at Phoenix, The H. H. McNeil Co. to handle all State adopted textbooks.

California.—Books are printed and distributed from the State printing plant.

Delaware.—Local school authorities order books directly from the publishers. There is no State depository.

Florida.—The contract of the State textbook commission with the publishers provides that a State depository may be required, but up to the present time the commission has not required one. Many of the books are obtained through the Southern School Book Depository at Atlanta, Ga.; others are obtained direct from the publishers.

Georgia.—The American Book Co. and Ginn & Co. have each a depository in Atlanta; the Southern School Book Depository is the State depository for all other publishers whose textbooks have been adopted in the State. In addition, there are maintained from one to three agencies with mercantile supply houses in each county.

Idaho.—Four State depositories are designated by the State board in its contracts with book companies. They are located at Boise, Coeur d'Alene, Lewiston, and Pocatello.

Indiana.—Each county superintendent designates a dealer in the county as county depository. This dealer is required to sell to all other dealers in the county at a discount of 10 per cent from the contract price. The law provides that when a township trustee or a school board requests to be appointed a depository for his or its school corporation the county superintendent must make the appointment.

Kansas.—The publishers securing contracts for furnishing school books are required to establish agencies in different parts of the State. They have united in establishing a State depository known as the Kansas Book Co., located at Topeka.

Kentucky.—Books for the State are handled by one house, the State Book Depository, Louisville, Ky.

Louisiana.—The State board of education requires publishers to select a central depository and that this depository shall establish in the different counties a number of local depositories. The central depository is F. F. Hansell & Bro., New Orleans.

Mississippi.—Under the laws of the State textbook companies are required to establish one State depository through which all the books used in the State are distributed. This depository, under the supervision of the department of education, establishes as many selling agencies in each county as may seem necessary. The Southern School Book Depository, Jackson, Miss., is the State depository.

Montana.—The W. A. Moore Book & Stationery Co., Helena, is the general State depository for the publishers of all the textbooks adopted by the State textbook commission.

Nevada.—The firm of Gray, Reid, Wright Co. at Reno has acted as a general depository. Under the new free textbook system, according to the State superintendent, a general depository or agency will be established.

New Mexico.—A central depository, Charles Hield Co., Albuquerque, has been maintained by publishers of the textbooks adopted by the State. State Supt. White says that the method of distribution has proved very satisfactory and will undoubtedly be continued.

North Carolina.—A central State depository handles the textbooks adopted for the entire State, arranging local depositories in each county. Alford Williams & Co., of Raleigh, is the State depository.

Oklahoma.—The Oklahoma Book Co., Oklahoma City, is the State depository handling all adopted textbooks for the State.

Oregon.—The State textbook commission enters into a contract with the publishers whereby the latter agree to keep their textbooks for sale in certain designated towns of each county. The number varies from 2 to 27 in the various counties. Books are distributed to the local dealers through one house in Portland, the J. K. Gill Co.

South Carolina.—A general State depository has been established at Columbia, the R. L. Bryan Co., to handle all State adopted textbooks. This depository is required to operate at least three local depositories in each county unless a smaller number is authorized by the State board of education.

Tennessee.—The law requires that the textbook commission shall designate a depository in each of the three grand divisions of the State. These three are located at Jackson, Nashville, and Knoxville. The commission, however, has established four others—at Cookville, Clarksville, Memphis, and Chattanooga—for greater convenience in the distribution of books. They have assigned a definite number of counties to each depository. The number of counties supplied by each is as follows: Jackson, 16; Nashville, 29; Knoxville, 28; Cookville, 6; Clarksville, 4; Memphis, 6; Chattanooga, 7. In addition one to eight book dealers in each county have been designated as local county depositories.

Texas.—The law requires publishing companies receiving the contract for textbooks to establish at least one general State depository. There are three established: the Southern School Book Depository, Texas School Book Depository, and Ginn & Co., all of Dallas.

Utah.—The Deseret News Book Store and the MacMillan Paper & Supply Co., Salt Lake City, act as State depositories and furnish books to school boards at the contract price made by book companies whose texts have been adopted. Their commission for the sale of books is made with the publishers.

Virginia.—Textbooks are distributed through a central depository known as the Virginia Book Co., located at Richmond.

West Virginia.—The law makes no specific plan relative to distribution except to specify that there must be at least three depositories in each county. A single State depository has been established by the publishers having contracts for books in the State, the James & Law Co., of Clarksburg, as a central State depository from which books are obtained by the local depositories in each county. State Supt. Shawkey states that the plan has worked very satisfactorily.

COUNTY UNIFORMITY.

County uniformity of textbooks is found in six States: Arkansas, Maryland, Missouri, South Dakota, Washington, and Wisconsin, and is permissive in Iowa upon majority vote of the county at any election. Fifty-three counties of 99 in the State have adopted it. The board selecting the books in Maryland and Washington is the county board of education; in the other four States special textbook boards, composed in three cases of the county superintendent and a certain number of teachers, and in Wisconsin of five teachers elected at the annual convention of the district school boards of the county. Members of the boards are paid from \$2 to \$5 per day for time actually spent in this work. In Arkansas, Missouri, and Washington county textbook commissions must make their selections from lists of books which, with prices and samples, have been deposited with the State superintendent. Otherwise county boards in all six States are free to select whatever books seem desirable. Contracts are made with publishers similar to those made in States with State adoptions. Books as a rule are adopted for five years. As Maryland furnishes all pupils with free textbooks, the county boards purchase the books. For the most part they are purchased from booksellers in the State who annually bid on the list of books needed for the ensuing year. The successful bidders order direct from the publishers. In Washington State distribution is made through two general depositories, one at Seattle and one at Spokane, to which most publishers ship books and from which points the books are distributed as ordered by merchants, booksellers, or school boards in the State.

OTHER STATES.

The 18 States with neither State nor county uniformity include 8 in which the unit of organization for administrative purposes is the city and local school district, 9 in which it is the township, and 1, Ohio, in which in 1914 the township unit was changed to the county unit. No change, however, was made in the manner of selecting textbooks, so that in this Ohio remains with the States on the township basis. In 10 of these 18 States there is uniformity in each township, in the other 8 each local district selects its own books. In Michigan, Minnesota, Nebraska, North Dakota, Ohio, and Wyoming books are purchased from a local dealer or from publishers, but only such books may be used in school as are published by firms who have deposited price list and samples with the State superintendents, and also filed bonds of from \$2,000 to \$20,000 to sell to purchasers in the State books as good in quality as the samples submitted and at the prices quoted. In Ohio and Iowa school boards purchase all books and except in free-book districts sell them to pupils at cost.

TABLE 7.—Digest of State laws relating to uniform textbooks.¹

PART I.—STATE UNIFORMITY.

States.	Boards or commissions, methods of adoption, etc.				Regulations relative to publishers or contractors.		
	Title, composition, how appointed.	Qualifications, term, compensation.	Meetings, duties, procedure in adoption.	Period for which adopted, changes.	To what schools applicable, penalties.	Requirements of bids, samples.	
Alabama.....	Textbook commission: Governor, State superintendent and 9 educators, 1 from each Congressional district appointed by governor.	"Known character and ability in school work" and have no interest in any contract that may be made. Term, 5 years. Appointive members receive \$1 per day for time employed and 10 cents mileage.	Commission meet immediately after appointment and may hold special meetings. Commission advertise for bids, which are opened in executive session. "Qualification shall take precedence over price."	Five years. Commission may by a three-fourths vote drop any unsatisfactory book at the end of first year. Supplementary books may be used.	All public schools.	They shall make bids accompanied by one or more samples of each book. Each bidder shall deposit \$300 as determined by commission which shall be forfeited by failure to execute contract; deposit shall be returned after execution of bond.	Commission make rules governing the distribution of books; contractors must establish at least three depositories for the distribution of books in each county. Publishers maintain a single State depository at Birmingham.
Arizona (mandatory free textbooks for elementary schools).	State board of education.		Board is authorized to adopt a "uniform series of textbooks." State superintendent's certificates for bids.	Five years. Not more than one book may be changed in any one year. No change shall be made except at regular meetings.	For all public elementary schools, except in a few cities.	On notice of acceptance a contractor shall give bond for \$10,000 for performance of contract. Sale price and exchange price must be printed on books. Price of books shall not exceed that for which they are sold elsewhere, difference may be recovered on bond. State board and publishers enter into contract for the faithful performance of which publisher shall give bond for not less than \$50,000. Books must not be sold anywhere at a lower price than in Arizona. Contract becomes void when contractor enters competition to control price of books.	Textbooks purchased from State school fund; remain property of State; loaned free to pupils throughout county superintendent and district officers. Publishers maintain a single State depository.

<p>California (mandatory free textbooks for day and evening elementary schools).</p>	<p>do</p>	<p>A period of not less than 4 nor more than 8 years.</p>	<p>Public elementary and evening schools and high schools.</p>	<p>State board orders publishers to make contracts; on receipt of orders forwarded by State treasurer, contractors shall ship books to districts at contract prices.</p>	<p>Fr equitions for books shall be sent to the State superintendent by teachers or principals; price in charge of State warehouse shall ship books on order of State superintendent. School board orders books through State treasurer who pays for the same after 30 days and charge to district, deducting amount due from each district's portion of State school funds.</p>
<p>Delaware (mandatory free textbooks for public schools).</p>	<p>do</p>	<p>Five years. After first adoption not more than 10 per cent of books may be changed in any one year.</p>	<p>For all elementary schools. County board of education may adopt high school books.</p>	<p>State board and publishers make contracts; on receipt of orders forwarded by State treasurer, contractors shall ship books to districts at contract prices.</p>	<p>If commission requires, contractors must maintain in each county not less than 10 copies more than 12 copies for each of books. No dealer shall sell books at a greater price than the contract price.</p>
<p>Florida.</p>	<p>The board of control of State institutions constitutes the State textbook commission. A subcommittee of 4 county superintendents and 5 teachers, holders of first grade certificates, appointed by the governor.</p>	<p>All books submitted to the State commission are referred to the sub-commission which considers their merits regardless of price, and reports its choice. The commission also makes advertisements for bids. Commission may adopt a manuscript but may not make a contract to have the same published.</p>	<p>Bidders shall deposit 10 or more specimens of book they shall also deposit \$300 according to number of books proposed to be furnished, which deposit shall be forfeited on failure to execute contract and deposit for return of bond is executed.</p>	<p>State and contractor execute contract in duplicate; contractor gives bond for not less than \$10,000 for the performance of contract. Contract price and exchange price must be printed on each book. No contract price shall exceed that for which book is sold in any other State.</p>	<p>State and contractor execute contract in duplicate; contractor gives bond for not less than \$10,000 for the performance of contract. Contract price and exchange price must be printed on each book. No contract price shall exceed that for which book is sold in any other State.</p>

1 These tables prepared from digests by W. R. Hood and A. S. Ford, of the bureau staff.
 2 See section on distribution on page 90.



TABLE 7.—Digest of State laws relating to uniform textbooks—Continued.
PART I.—STATE UNIFORMITY—Continued.

State.	Title, composition, how appointed.	Boards or commissions, methods of adoption, etc.	Meetings, duties, procedure in adoption.	Period for which adopted, changes.	To what schools applicable, penalties.	Requirements of bids, samples.	Contracts—prices, bonds.	Distribution, depositaries, dealers.
Georgia	The State board of education, consisting of the governor, the chief justice, the chief clerk, the comptroller, the auditor, the secretary of state, the superintendent of education, and six members to be appointed by the governor, one from each of the six congressional districts.	No more than one member of either commission may come from the same county. Members receive \$4 per day and expenses for not over 30 days.	Specimen copies of books submitted to commission are returned to the submitter. A commission member may examine books without regard to price; each member makes a sealed report of first, second, third choice, and so on. School book commission makes the adoption after advertising for bids.	Five years. Supplementary readers may be used.	For all elementary schools except in cities and towns organized as districts. "Misdemeanor to use other than books adopted."	Publishers shall submit bids and specimen copies. Bidders shall make cash deposit of \$100 to be returned on failure to execute contract. No contract shall be made for a price in excess of that for which books are sold elsewhere. Contractor and four members of commission may change contract.	State and successful bidder execute contract in triplicate. Contractors give bond for \$1,000 to be returned on completion of contract. Contracts shall be printed on books. No contract shall be made for a price in excess of that for which books are sold elsewhere. Contractor and four members of commission may change contract.	Contractors required to maintain in the State a central depository and in each county not less than three centers of distribution. They shall maintain the same in a suitable building in a suitable depository.
Iowa	State board of education.	State board shall determine under what regulations textbooks may be adopted.	State board shall determine under what regulations textbooks may be adopted.	Five years. Revisions, except copy books, histories, and geographies, shall be contracted for shall be for 10 years, but board by two-thirds vote may cancel contract at the end of 4 years.	For elementary schools, cities excepted.	Bidder shall accompany bid with bond for the faithful performance of contract. If awarded, bidder shall take oath that he is in no compact to deny the benefits of competition.	Contractor agrees to furnish books at price named; if books are sold at a lower price elsewhere, contractor must make same price in Indiana, or the governor must order contract canceled. Price must be printed on books. Board may require additional bond when the original is insufficient.	Contractors required to maintain in the State a central depository and in each county not less than three centers of distribution. They shall maintain the same in a suitable building in a suitable depository.
Indiana	The State board of education.	Board advertises for bids for books or manuscripts or for offers to compile books and make the adoptions. With consent of contractor board may order books revised.	Board advertises for bids for books or manuscripts or for offers to compile books and make the adoptions. With consent of contractor board may order books revised.	Five years. Revisions, except copy books, histories, and geographies, shall be contracted for shall be for 10 years, but board by two-thirds vote may cancel contract at the end of 4 years.	For elementary schools, cities excepted.	Bidder shall accompany bid with bond for the faithful performance of contract. If awarded, bidder shall take oath that he is in no compact to deny the benefits of competition.	Contractor agrees to furnish books at price named; if books are sold at a lower price elsewhere, contractor must make same price in Indiana, or the governor must order contract canceled. Price must be printed on books. Board may require additional bond when the original is insufficient.	County superintendent names a dealer as depository to supply the county with books; publisher shall sell to depositories at 15 per cent discount on contract price.

TABLE 7.—Digest of State laws relating to uniform textbooks—Continued.

PART I.—STATE UNIFORMITY—Continued.

States.	Boards or commissions, methods of adoption, etc.				Regulations relative to publishers or contractors.			
	Title, composition, how appointed.	Qualifications, term, compensation.	Meetings, duties, procedure in adoption.	Period for which adopted, changes.	To what schools applicable, penalties.	Requirements of bids, samples.	Contracts—prices, bonds.	Distribution, deposits, fines, delinquency.
Louisiana.....	State board of education.		Board shall prescribe procedure in announcing for bids, awarding contracts, etc. Adoptions of books and high school books shall be in periods 3 years apart.	Six years. A book may be changed at any time upon written application of 40 parish (county) school boards.	For all public schools.	.....	Board determines form of contract for furnishing books.	Board makes rules for the establishment of depositories for the distribution of books. Publishers maintain a single State depository.
Mississippi.....	State textbook commission composed of State superintendents and 8 educators not more than 10 from the same congressional district; appointed by the governor.	Appointive members receive \$5 per day, 10 cents per mile traveling, and necessary expenses for not exceeding 30 days; term, 5 years.	Commission meets after its selection; majority a quorum; it advertises for bids, which are opened in executive session. It notifies successful bidders before school districts may submit supplementary books.	Five years. Not more than 25 per cent of books in use at any State adoption shall be changed. Commission has no power to extend contract beyond 5 years.	For public elementary school.	Publisher submit bids, giving wholesale and retail prices; samples accompany bids; such deposit as commission may require shall be made, and if successful bidder fails to execute contract, "Eight members change price of book's shall not exceed 50 cent of retail contract price.	Commission and successful bidder enter into contract; bidder gives bond for the performance of contract. Books furnished must be equal to samples. Prices on books shall not be sold at a lower price outside the State. Light members and contractor may change contract. Contract and bond shall be forfeited on failure to supply books.	Contractors maintain one State depository and two or more agencies in each county. Books shall be sold at retail contract price to contractor. State superintendent furnishes list of books adopted to county superintendents.

<p>Montana.....</p>	<p>State text-book commission composed of seven members, five of whom are actively engaged in educational work; appointed by governor.</p>	<p>Each member receives \$6 per day and expenses for 10 days in any year; term, 5 years.</p>	<p>Regular meetings are held annually and are open to the public; for members a quorum is 3; chairman shall be called by commission. Commission receives sealed proposals and makes adoptions, but all proposals may be rejected and advertisements for new bids published.</p>	<p>Six years. Changes may be made in not more than three subjects at any meeting.</p>	<p>Books adopted for all the public schools. Supplemental books may be used by school or teacher other than those adopted.</p>	<p>Publisher files proposal, giving wholesale, retail, and exchange prices.</p>	<p>Commission makes contracts for furnishing books. Contractor shall give bond for at least one-half the value of books to be furnished, bond to be conditioned on the future performance of the contract.</p>	<p>Contractor maintains a single State depository and keeps books on sale at one or more places in each county. Books are purchased by school boards in free textbook districts, by pupils in other districts. State superintendent furnishes list of books and prices to school officers.</p>
<p>Nevada (Mandatory; free textbooks for all pupils)</p>	<p>State text-book commission composed of education and four others appointed by governor.</p>	<p>Members must be engaged in educational work; per day for not exceeding 10 days in any year and traveling expenses; term, 4 years.</p>	<p>Meetings are public; four members a quorum; majority of all members necessary for an adoption. Regular meetings are held every four years; special meetings may be called by three members. Commission notifies publishers and receives sealed proposals; it may reject all proposals.</p>	<p>Four years. Changes may be made only at termination of contract.</p>	<p>For all public schools. Supplemental books may be used by teacher or other than those adopted.</p>	<p>Publisher submits proposals, together with inventory, exchange, and retail prices.</p>	<p>Commission and successful bidder enter into contract which stipulates prices not to exceed those for which books are sold elsewhere. Contractor gives bond for one-half the value of books to be furnished in any year, bond to be conditioned on breach of contract.</p>	<p>Contractor maintains a single State depository and depositories in each county. Books are purchased by local boards. State superintendent furnishes list of adopted books, with prices to school officers.</p>
<p>New Mexico.....</p>	<p>State board of education.</p>	<p>.....</p>	<p>.....</p>	<p>For first eight grades of the public schools.</p>	<p>.....</p>	<p>.....</p>	<p>Board may contract with publishers for furnishing books.</p>	<p>Board adopts regulations for the distribution of books.</p>

TABLE 7.—Digest of State laws relating to uniform textbooks—Continued.

PART I.—STATE UNIFORMITY—Continued.

State.	Boards or commissions, methods of adoption, etc.				Regulations relative to publishers or contractors.			
	Title, composition, how appointed.	Qualifications, term, compensation.	Meetings, duties, procedure in adoption.	Period for which adopted, changes.	To what schools applicable, possible.	Requirements of bids, samples.	Contracts—prices, bonds.	Distribution, deposits, rates, dealers.
North Carolina.	State board of education and revision of six teachers or committees appointed by superintendent, appointed by governor and State superintendent.	Members of sub-commission receive \$4 per day and expenses for time employed. No member shall have been agent for textbooks within 2 years; term, 4 years.	Commission advertises for bids; submitters must be approved. No limited regard to price; first choice, second choice, and so on. Commission and sub-commission meet in executive session to open and consider bids and select and adopt books.	Five years.	For all public elementary schools in the State. In grades 1 to 6, books may be taught without adoption. Supplementary books may be used. Teacher using "other" than adopted books shall be dismissed and certificate revoked.	Bidder shall submit sealed bid with prices, to successful bidder. Contractor agrees to sell books elsewhere at a lower price; if books are so sold, commission may sue on bond and recover difference in price. Contractor gives bond for not less than \$10,000 for performance of contract. Four members of commission and contractor may change contract. Books must be printed on books.	Contractor maintains a single State depository for each county, as many agencies as commission orders.	Contractors shall place books and supplies on sale at "as many places in each county as determined by State board." They maintain a single State depository.
Oklahoma.	State board of education.	No member of State board shall be interested in any publishing house offering books for adoption, or in any books offered. No State official shall act as agent for any publisher.	State board is empowered to adopt uniform system of textbooks, giving preference to books by Oklahoma authors, other things being equal. If proposals of publishers are considered "unreasonable," State	Five years. State board, by majority vote, may at end of any school year discontinue use of unsatisfactory books.	For common schools up to and including twelfth grade. Adopted books and supplies as determined by State board. When contracts are made, cash deposits are returned.	Each bid shall be accompanied by sample copies of books, retail price of same, and a cash deposit of from \$500 to \$2,500, as determined by State board. When contracts are made, cash deposits are returned.	When new books are adopted, old books must be taken in exchange at not less than 50 per cent of contract price; exchange period shall not continue longer than 1 year from date of contract. When contract is awarded, the publisher must furnish books in amount of \$10,000. No contract	

<p>may be made for any book in excess of the amount to be charged for such book when where under like conditions. Contract void if publisher and printers combine to raise prices. Contract and exchange prices must be printed on books.</p>	<p>Commission contracts with publishers for adopted books. Publishers file bonds with State board of education.</p>	<p>Publishers maintain a single State depository and at least one depository in each county designated by State board of education; State superintendent shall issue circular relative to adopted books and distribute same to schools. Districts may furnish books free of charge to pupils.</p>
<p>than adopted books.</p>	<p>All public elementary schools; also required work in high schools.</p>	<p>Proposals submitted not later than first day of session of commission and must contain title of copy, rights, exchange price, introductory price, and retail price for period of adoption. A copy of proposed textbook must be sent to each member of commission at least 60 days before meeting.</p>
<p>Six year.....</p>	<p>board may publish books but same "shall not cost more than standard price of such book or books."</p>	<p>Commission meets every 6 months at State capital and continues in session for a period not to exceed 15 days; 4 members a quorum. Every 6 years State superintendent in attendance. Publishing schools in the United States a circular containing (1) name and address of each member of commission; (2) time and place of meeting of commission; (3) general form of bid to be submitted; (4) form of contract; (5) branches of study; (6) law relative to adoption of books; (7) additional important facts. Textbooks are published by commission and reports adopted to State board.</p>
<p>Commission.....</p>	<p>Commission meets every 6 months at State capital and continues in session for a period not to exceed 15 days; 4 members a quorum. Every 6 years State superintendent in attendance. Publishing schools in the United States a circular containing (1) name and address of each member of commission; (2) time and place of meeting of commission; (3) general form of bid to be submitted; (4) form of contract; (5) branches of study; (6) law relative to adoption of books; (7) additional important facts. Textbooks are published by commission and reports adopted to State board.</p>	<p>Commission meets every 6 months at State capital and continues in session for a period not to exceed 15 days; 4 members a quorum. Every 6 years State superintendent in attendance. Publishing schools in the United States a circular containing (1) name and address of each member of commission; (2) time and place of meeting of commission; (3) general form of bid to be submitted; (4) form of contract; (5) branches of study; (6) law relative to adoption of books; (7) additional important facts. Textbooks are published by commission and reports adopted to State board.</p>
<p>Commission.....</p>	<p>Commission meets every 6 months at State capital and continues in session for a period not to exceed 15 days; 4 members a quorum. Every 6 years State superintendent in attendance. Publishing schools in the United States a circular containing (1) name and address of each member of commission; (2) time and place of meeting of commission; (3) general form of bid to be submitted; (4) form of contract; (5) branches of study; (6) law relative to adoption of books; (7) additional important facts. Textbooks are published by commission and reports adopted to State board.</p>	<p>Commission meets every 6 months at State capital and continues in session for a period not to exceed 15 days; 4 members a quorum. Every 6 years State superintendent in attendance. Publishing schools in the United States a circular containing (1) name and address of each member of commission; (2) time and place of meeting of commission; (3) general form of bid to be submitted; (4) form of contract; (5) branches of study; (6) law relative to adoption of books; (7) additional important facts. Textbooks are published by commission and reports adopted to State board.</p>

TABLE 7.—Digest of State laws relating to uniform textbooks—Continued.
PART I.—STATE UNIFORMITY—Continued.

States.	Boards or commissions, methods of adoption, etc.				Regulations relative to publishers or contractors.			
	Title, composition, how appointed.	Qualifications, term, compensation.	Meetings, duties, procedure in adoption.	Period for which adopted, changes.	To what schools applicable, penalties.	Requirements of bids, samples.	Contracts—prices, bonds.	Distribution, depositories, dealers.
South Carolina.	State board of education.		"May adopt and enforce use of uniform series of textbooks in free public schools." Meetings are public.	Five years. State board may not, except with consent of the legislature, change any textbook within 5 years of date of adoption except for violation of contract by publisher. Not more than 50 per cent of exchangeable books may be changed at any one adoption.	Public schools including high schools, certain cities excepted. "No publisher shall use other than adopted books, without written consent of board. Teacher shall pay if using other than adopted books." For all public schools. Adopted books shall be used exclusively; this does not meanor teacher to use others.		State board may enter into contract with publishers to furnish books for fixed period of time and at fixed price; may require bond, not to exceed \$5,000, of any publisher.	Publishers maintain a single State depository. "County depository shall be in office of county superintendent," and superintendent shall designate a depository in each township; not more than 10 per cent allowed dealers for handling books.
Tennessee.	State textbook commission, composed of governor, State superintendent of education, board of State board of education named by the governor. This commission	Commission serves without compensation. Subcommission members receive \$4 per day and necessary expenses or time paid, not to exceed 40 days. Paid out of public-school fund.	Commission submits books to subcommission, who examine them and report to commission the merits of the books in respect to adoption. Commission considers all essential points. The governor issues a	Five years. Any contract may be altered with consent of contractor and at least 4 members of commission.	For all public schools. Adopted books shall be used exclusively; this does not meanor teacher to use others.	Commission advertises for sealed bids from publishers. Bids shall state prices; sample copies shall accompany bids. Bidder shall deposit amount of \$500 to \$1,000 for each book to be printed. Prices of books must not exceed those charged elsewhere under like condi-	Attorney general of State shall prepare contracts, which shall be executed by governor and secretary of state. Contractor files bond in amount of \$10,000 for each book to be printed. Prices of books must not exceed those charged elsewhere under like condi-	Contractors shall maintain a depository in each of 3 grand divisions of State, to be designated by commission; not less than 100 copies of each book shall be maintained for distribution. Books shall be sold for no more than retail price. In practice 7 State de-

<p>appoints a subcommittee of 3 teachers, county or city superintendent, principals from different congressional districts.</p>	<p>proclamation announcing adopted books.</p>	<p>Six years. A board of revision composed of University of Texas, president of College of Industrial Arts, and State superintendent may cause adopted books to be revised from time to time but not occur than 2 years for any book.</p>	<p>For all public teachers. Textbooks adopted shall be gully of a "misde-meanor."</p>
<p>State textbook board, composed of governor, State superintendent, and 9 teachers appointed by the govern-</p>	<p>Textbook board selects and adopts textbooks; it also selects supplementary books for primary and intermediate grades.</p>	<p>The presidents of College of Industrial Arts and the University of Texas and the State superintendent of education nominate 30 teachers from which the board selects 10 members of textbook board; such teachers must have been active, engaged in teaching in State for past 3 years; 1 must be a primary teacher.</p>	<p>Contractors shall maintain 1 central depository in the State and 1 or more agencies in each county containing 500 or more school children, 1 such agency being at each county seat. In other counties books shall be supplied under rules of State board of education.</p>
<p>positions are maintained.</p>	<p>Textbook board makes contracts. The State shall not be liable to any contractor. State may, at its option, cancel the contract. Contractor shall file bond. Secretary of state shall act as agent of nonresident publishers for citation and issuance of writs in cases of suit on account of adopted books.</p>	<p>Textbook board makes contracts. The State shall not be liable to any contractor. State may, at its option, cancel the contract. Contractor shall file bond. Secretary of state shall act as agent of nonresident publishers for citation and issuance of writs in cases of suit on account of adopted books.</p>	<p>Textbook board makes contracts. The State shall not be liable to any contractor. State may, at its option, cancel the contract. Contractor shall file bond. Secretary of state shall act as agent of nonresident publishers for citation and issuance of writs in cases of suit on account of adopted books.</p>

TABLE 7.—Digest of State laws relating to uniform textbooks—Continued.

PART I.—STATE UNIFORMITY—Continued.

States.	Boards or commissions, methods of adoption, etc.				Regulations relative to publishers or contractors.			
	Title, composition, how appointed.	Qualifications, term, compensation.	Meetings, duties, procedure in adoption.	Period for which adopted, changes.	To what schools applicable, penalties.	Requirements of bids, samples.	Contracts—prices.	Distribution, depositories, dealers.
Utah (mandates free textbooks for all pupils).	State textbook commission composed of State superintendent of education, president of University of Utah, president of State Agricultural College, principal of State Normal School, and 3 citizens of State appointed by governor.	Three of appointed members must be superintendents of schools. Appointed commission receive no compensation, but actual expenses. Term, 5 years.	Commission, by majority vote, adopts books by district and by school. Capt in cities of first and second class. State superintendent calls convention of commission 6 months before expiration of any contract.	Five years. No change shall be made except for amendment, to be decided by commission, meeting called for purpose.	Adopted for all schools, except in cities of first and second class. Textbooks must be rejected or use adopted books shall be guilty of misdemeanor in cities of first and second class. The board of education shall adopt books for a period of 5 years and contract with publishers for such books. Adopted for free public schools.	State superintendent shall advertise for sealed bids for books; samples of books and prices must accompany bids.	Publishers, whose bids are accepted, must enter written contract with State superintendent and furnish required bond.	Publishers maintain a single State depository. Division superintendents shall see that books are placed within easy reach of pupils, and sold at contract prices. Price list of
Virginia.	State board of education.	Shall adopt books suitable for schools in cities and counties, respectively. No teacher or school official of the State shall have any pecu-	Period not to exceed 7 nor less than 4 years. Any book may be changed after 4 years use by vote of 6 members of State board.	State board enters into contract with publishers. Price of books must not exceed lowest price elsewhere in United States under like conditions. Prices shall				

<p>West Virginia.</p> <p>State school-books, printed and published by the State, shall be used in all the schools of this State. The State superintendent of education shall have the right to purchase and distribute to the schools of this State such books as he may deem necessary for the use of the schools of this State. The State superintendent of education shall have the right to purchase and distribute to the schools of this State such books as he may deem necessary for the use of the schools of this State.</p>	<p>No. member of text-book commission may be interested in the preparation, manufacture, sale of any text-book submitted for adoption. Five of appointees must be experienced educators actually engaged in educational work; not more than 5 may belong to same political party; compensation, \$5 per day and expenses, not more than 10 cents in any 1 year; term, 5 years.</p>	<p>Primary interest in any book adopted by State board may, however, adopt any book whose author or may be a teacher or school official. Commission uniform use in State. No book may be adopted by less than 3 votes. No partisan or sectarian book shall be adopted.</p>	<p>Five years. No change may be made in any adopted book at expiration of 5-year contract except by vote of 6 members.</p>	<p>For free schools, certain cities excepted. Madisonian or to use other than adopted books. Supplementary books may be used in addition to adopted books.</p>	<p>Commission asks publishers to submit samples and prices. Cash deposit ranging from \$1,000 to \$5,000 required of bidders, the same to be forfeited in case bidder fails to make and bond upon acceptance of his bid.</p>	<p>Chairman of commission shall make contracts with publishers. Contractor files bond of not less than \$10,000; any bond or deposit forfeited shall be paid into school fund. Prices of books fixed by commission. Prices shall be reduced in State when reduced elsewhere.</p>	<p>Contractors shall establish at least 3 depositories in each county. Dealers shall receive no more than 20 per cent profit on books. Any parent, pupil, or teacher may order books direct from the contractor. The publishers maintain cash in State depository.</p>	<p>adopted books shall be kept in every schoolroom.</p>
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TABLE 7.—Digest of State laws relating to uniform textbooks—Continued.
PART II.—COUNTY UNIFORMITY.

States.	Boards or commissions, methods of adoption, etc.				Regulations relative to publishers or contractors.			
	Title, composition, how appointed.	Qualifications, term, compensation.	Meetings, duties, in procedure adoption.	Period for which adopted, change.	To what schools applicable, penalties.	Requirements of bids, samples.	Contracts—prices, bonds.	Distribution, deposits, fees, dealers.
Arkansas.....	County school-book board, consisting of county examiner or county superintendent, 2 teachers, 2 school directors, 2 each appointed by State superintendent, and 2 citizens appointed by the county judge.	The resident teachers must hold first-grade certificates; the two citizens must be interested in the public schools. Each director receives \$2 per day each for time served.	Meeting on first Tuesday in November; session in any one year shall not exceed 10 days. Board shall adopt no book the price of which exceeds that for which it is sold in any other State.	Six years.....	For use in the elementary schools. After 1 year from adoption teacher or director may be fined \$15 or more for using other than adopted books. Special directors may adopt the county series or a different series. Uniformity in any county must be authorized by a majority of electors voting at an election.	Publishers shall deposit samples of books with State superintendent and prices at which books will be sold. Sample shall also be deposited with county examiner or county superintendent.	Publisher contracts with each county to furnish books at the price for which and during the period for which books are adopted. Publisher enters into bond to the State for \$20,000.	

<p>Maryland (mandatory free text-books for all public-school pupils).</p>	<p>County school commission-ers in the counties and city school-com-missioners in Baltimore city.</p>	<p>Members must not have been text-book agents within last two years. Salary \$5 per day and expenses for not exceeding 6 days in the year; term 2 years.</p>	<p>Board shall devise means for the adoption of text-books by com-petitive bidding. Board "shall contract with publishers and report annually to the State board of educa-tion the names of publishers and net prices paid."</p>	<p>Five years. Changes shall not be made without adver-tisement. Mem-ber to vote in case of for-gone expiration for publisher to seek to secure such change.</p>	<p>Board may change books at any time.</p>	<p>For the public schools.</p>	<p>Publishers shall file books and lists and lowest net prices with State superin-tendent, shall agree to furnish books at as low prices as at-tempted in the United States, under like con-ditions. A filing fee of \$10 for each book or series shall be paid. Publisher shall file a sworn statement that he is in no agree-ment to control price of book, or to supply books to any pub-lishing house.</p>	<p>The county board shall purchase books and furnish the same to public-school pupils; the boards or-der direct from pub-lishers.</p>
<p>Missouri</p>	<p>County text-book com-mission composed of county superintend-ent and 2 teachers, 1 appointed by the State board of edu-cation, the other by the county court.</p>	<p>No State depository; dealer may sell books at 15 per cent ad-vance on net contract price. Miscellaneous for any publisher to offer books for sale without first obtain-ing a State license.</p>	<p>Publishers, in order to sell books in the State, must give bond for \$2,000 to \$10,000. They are liable upon bond if books are inferior to sample or sold high-er than contract price. A copy of contract must be filed with each county superinten-dent and board of education. Bond and contract is for-feited if publisher enters combination to control price or proves not to be owner of publishing house.</p>	<p>Publishers shall file books and lists and lowest net prices with State superin-tendent, shall agree to furnish books at as low prices as at-tempted in the United States, under like con-ditions. A filing fee of \$10 for each book or series shall be paid. Publisher shall file a sworn statement that he is in no agree-ment to control price of book, or to supply books to any pub-lishing house.</p>	<p>All public schools, ex-cept that cities having more than 1,000 chil-dren in school are and towns having high schools affil-iated with the State university may adopt books. Mis-sionaries, Mis-sionaries or director to use other than adopted books. Supplemen-tary books may be used but not to ex-clude of adopted books.</p>	<p>Publishers, in order to sell books in the State, must give bond for \$2,000 to \$10,000. They are liable upon bond if books are inferior to sample or sold high-er than contract price. A copy of contract must be filed with each county superinten-dent and board of education. Bond and contract is for-feited if publisher enters combination to control price or proves not to be owner of publishing house.</p>	<p>No State depository; dealer may sell books at 15 per cent ad-vance on net contract price. Miscellaneous for any publisher to offer books for sale without first obtain-ing a State license.</p>	



FREE TEXTBOOKS AND STATE UNIFORMITY.

TABLE 7.—Digest of State laws relating to uniform textbooks—Continued.

PART II.—COUNTY UNIFORMITY.—Continued.

States.	Boards or commissions, methods of adoption, etc.				Regulations relative to publishers or contractors.			
	Title, composition, how appointed.	Qualifications, term, compensation.	Meetings, duties, procedure in adoption.	Period for which adopted, changes.	To what schools applicable, penalties.	Requirements of bids, samples.	Contracts—prices, bonds.	Distribution, deposits—rise, dealers.
South Dakota.	County board composed of the county superintendent, board of education, all city and town districts, county auditor, county clerk, state attorney, members of county board of commissioners, and 1 person from each county district appointed by school boards of district.		County board must advertise for 20 days for sealed bids for furnishing books and adopt books which in addition to other qualifications are to satisfy type, material, and binding. County superintendent shall annually report to county board of operation of book contract; shall notify county board of meeting to adopt books.	Five years; shall not be changed within that time, except on request of two-thirds of school boards of county.	For all public schools.	Publishers furnish sealed bids with price, etc.; cost shall not exceed that of same books furnished during previous year anywhere in United States.	County commissioners contract for books adopted by county board and designate depository for each school corporation; may require bond from such depository. County board shall furnish price list of adopted books to school officials. Any school corporation may furnish textbooks free to pupils.	
Washington.	County boards of education for all districts in counties except those maintaining a 4-year accredited high school. In each dis-		"To select textbooks for district and require use of adopted books."	Five years. County board or officers of school district may select supplementary books. Books adopted by any district shall continue in use until dis-	For all public schools in the county or district. Any district using other than prescribed books, shall forfeit for that year or	Board or commission shall receive bids, an exchange and a retail price must accompany such bids. A copy of any book offered by any publisher for adoption	When any book is sold in any district at retail price agreed upon, the county superintendent shall order and sell such book to such district, at prices agreed on in contract.	Certain districts shall and others may furnish textbooks to pupils free of cost. Districts must require from publishers furnished with adopted books. Publishers maintain 2 State depositories.

<p>districts a district textbook commission composed of city superintendent (or, if there be none, principal) of high school (each a member) of board of school directors, and 2 teachers of district appointed by the directors.</p>	<p>A county board composed of 5 legally qualified persons as county school board convention; or the board of education in any city.</p>	<p>Each member must have had 5 years' experience in teaching or supervision, and in preparing and revising any book proposed for adoption. Members are reimbursed actual expenses; term 4 years.</p>	<p>Placed or replaced by said commission; no such book shall be adopted for period less than 3 years. Supplementary books may be adopted for any period of time.</p>	<p>Five years. Books shall be adopted in all branches required by law to be taught in district schools of State. Textbook in physiology must be approved by State superintendent and board of health.</p>	<p>Vote of majority of entire board necessary to adopt any book. Board meets every fourth year. Books that go to make up a desirable text book: "merit, however, shall be the main point to be considered."</p>	<p>year follow- ing 25 per cent of school fund.</p>	<p>For all districts of county except for districts and cities maintaining a high school and grade schools of the first class. Adopted books shall be used exclusively. State graded schools may, by unanimous vote of school board, adopt books in branches subject to county board.</p>	<p>County boards shall advertise for bids; samples of books and price lists must accompany bids.</p>	<p>shall be filed with State superintendent.</p>	<p>President and secretary of county board shall sign all contracts on behalf of board. Contractors must give bond in sums determined by county board.</p>	<p>County boards designate depositories for adopted books; such depositories shall furnish bond; list of adopted books shall be filed in the school-house. Districts may furnish textbooks free of charge to pupils.</p>
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FREE TEXTBOOKS AND STATE UNIFORMITY.

TABLE 7.—Digest of State laws relating to uniform textbooks—Continued.
PART III.—TOWNSHIP AND DISTRICT UNIFORMITY.

State.	Board or commission authorized to adopt.	Period for which adopted, changes, etc.	Conditions, contract, etc.	Additional data.
Colorado.....	District board of directors.....	When once adopted, book may not be changed within 4 years, unless price is unwarrantably advanced or the quality lowered.	"But one textbook of the same grade or branch shall be used in the same department."	Under the constitution, neither the legislature nor the State board of education has power to prescribe textbooks to be used in the public schools. Additional books in reading may be adopted, but city or township district must purchase and furnish the same free to pupils.
Connecticut.....	City or town (township) school committee, subject to the approval of the State board of education.	State board may not direct any book to be changed oftener than once in 5 years. School boards may not change a book, except by two-thirds vote.		
Illinois.....	Board of school directors.....	Boards authorized to direct what textbooks and apparatus shall be used and to approve uniformly the district. Board shall not permit books to be changed oftener than once in 4 years.		
Iowa (see last column, also p. 34).	Board of school directors, when authorized by vote of qualified electors.	Adoptions may be made for 5 years, but district may vote to change. Books bought from district contingent fund and sold to pupils at cost. Before purchasing books, board must advertise for bids and enter into contract with successful bidder.	Contractors must give bond. If they fail to furnish books at the lowest price sold anywhere else, board shall sue on bond. Bidders submit samples which must be kept in office of county superintendent.	County uniformity may be adopted when authorized by majority vote in the county. Then a county board consisting of the county superintendent, auditor, and county supervisors, adopt textbooks for the county outside of cities and towns; said board may arrange for depositories for the distribution of books and may pay for books out of county funds and sell them to districts. Committee shall purchase books, apparatus, and appliances and furnish the same free.
Maine (mandatory free textbooks for all public schools).	City and township school committee.	No book shall be changed within a period of 5 years unless by vote of the town. Adopted for both elementary and high schools.	Committees contract with publishers for the purchase and delivery of books.	"School committees shall, at the expense of the town, purchase textbooks and supplies and loan them to pupils free of charge."
Massachusetts (mandatory free textbooks and supplies for all public schools).	City or township school committee.	A change may be made in books by a vote of two-thirds of the school committee at any time.	Local school committees contract with and purchase direct from publishers.	State superintendent furnishes school officers with list of books from which adoptions may be made. When authorized by vote of the district board may furnish textbooks free.
Michigan.....	District school board; textbooks on physiology and hygiene must have approval of State board of education.	Books adopted for 5 years.....	Publishers file in office of State superintendent samples, price lists, etc., and five bonds for \$2,000 to \$10,000 conditioned that they will furnish books at list price for 5 years, at the	

<p>lowest price sold elsewhere; that books shall be equal to samples; and that the lowest price shall be paid to county or township boards. In counties may designate dealers to sell books at not exceeding 10 per cent advance on contract price.</p> <p>Publisher files samples with State superintendent and makes sworn statements of lowest prices at which books are sold elsewhere; agrees to furnish books at lowest price; to reduce prices when reduced elsewhere, and to furnish books equal in quality to samples filed; gives bond for \$2,000 to \$10,000.</p> <p>Publisher shall file with State superintendent a bond for \$2,000 to \$50,000 and a list of lowest prices at which books for which books are sold elsewhere in the United States. If publisher enters into combination to control price of books, school board may declare contract null and void.</p> <p>State superintendent shall prepare form of contract between publisher and school boards. Books shall not be sold elsewhere for a lower price than in Nebraska.</p> <p>Local boards contract with and purchase direct from publishers.</p> <p>Local boards purchase direct from publishers.</p> <p>Local boards purchase books direct from publishers or from booksellers.</p> <p>Publishers must file with the State superintendent a list of books and lowest prices and a sample of each; prices of books shall not be raised above listed price as filed; books adopted shall be from list so filed.</p>	<p>When a family removes from a district their books may be purchased by treasurer out of contingent fund to be resold to others moving into district.</p> <p>The State superintendent supplies school officers with lists of books and prices. District board must adopt books from those offered by qualified publishers.</p> <p>School boards are required to purchase books, from firms which have delivered books, price list, and samples with the State superintendent, and loan them free to pupils.</p> <p>School boards are required to purchase textbooks and supplies and loan the same to pupils free of charge. Books shall be sold at cost to pupils wishing to buy them.</p> <p>School boards required to purchase textbooks and supplies and loan the same to pupils free of charge.</p> <p>Qualified voters in "uniform school districts" may vote to furnish free textbooks. Cities may furnish free books.</p> <p>State superintendent furnishes price list of books to the clerks of school boards through the office of the county superintendent. Local school boards must see that books from this list are used.</p>
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<p>Minnesota.....</p> <p>District school board.....</p>	<p>Books are adopted for not less than 3 nor more than 5 years and may not be changed within period for which adopted.</p>
<p>Nebraska (mandatory free textbooks for all public schools).....</p> <p>District school boards, boards of trustees of high-school districts, or boards of education of cities.....</p>	<p>Law does not fix period. School board must adopt books published by State superintendent. List of books published by firms which have filed samples and prices with State department.</p>
<p>New Hampshire (mandatory free textbooks for all public schools).....</p> <p>City or township school board.....</p>	<p>No period prescribed in the law.....</p>
<p>New Jersey (mandatory free textbooks for all public schools).....</p> <p>City or township board of education.....</p>	<p>.....do.....</p> <p>It is not lawful to change textbooks in a city or union free district within 5 years, except by three-fourths vote of board; a textbook designated in a common-school district can not be lawfully changed, except by a three-fourths vote of legal voters.</p> <p>No adoption may be made for a period to exceed 5 years.</p>
<p>North Dakota.....</p> <p>District or township school board from list filed with State superintendent by Publishers.....</p>	<p>.....do.....</p>

FREE TEXTBOOKS AND STATE UNIFORMITY.

TABLE 7.—Digest of State laws relating to uniform textbooks—Continued.
PART III.—TOWNSHIP AND DISTRICT UNIFORMITY—Continued.

State.	Board or commission authorized to adopt.	Period for which adopted, changes, etc.	Conditions, contract, etc.	Additional data.
Ohio	City, village, or township board of education from list filed by publishers with State commissioner of schools.	Adoption is for 5 years, and no change of books may be made within such period except by five-sixths vote of entire board.	Publisher files copies "with wholesale published price list," with five copies of commissioner of schools; also copies of revised books "with published wholesale price list." A commission consisting of governor, secretary of state, and State commissioner of education, shall fix price at which books may be sold to school boards, not to exceed 75 per cent of published wholesale price.	State commissioner of schools furnishes each board of education a list of publishers who have filed with State commissioner, textbooks and price lists and accepted the prices fixed by commissioner; books must be purchased from these publishers. If a publisher fails to abide by his contract his books may no longer be sold in the State, and he shall forfeit the State money to be recovered in name of school fund. Books may contract with local dealers to handle them. Not more than 10 per cent shall be allowed for handling books. No school official shall act as agent for schoolbooks or supplies in district where employed, or was employed during year preceding. School boards shall furnish books free of charge to pupils. School committees of every city and township shall purchase, at expense of town, textbooks and supplies, and loan same to pupils free of charge. No person officially connected with any public school shall receive any favor, remuneration, or exchange of textbooks. No person officially connected with public schools shall receive any gratuity or compensation for recommending or procuring adoption of any book. School directors shall furnish books free of charge to pupils of elementary grades and may to pupils of secondary grades.
Pennsylvania	City and township school directors; adoption may be made by recommendation of district superintendent or supervising principals. City and township school committees.	In all but first-class districts adoption is for 5 years.	Books are purchased direct from publishers.	
Rhode Island (mandatory free textbooks for all public schools).		Books in public schools of any town may be changed by two-thirds vote of whole school committee; and in city of Providence by majority of whole committee. No change may be made in any textbook oftener than once in 2 years.	do	
Vermont (mandatory free textbooks for all elementary public schools).	City or township board of school directors and the school superintendent.		do	

<p>Wyoming (mandatory free textbooks for all public schools).</p>	<p>City and district school directors.</p>	<p>Adopted for period not to exceed 5 years.</p>	<p>School directors may enter into contracts with publishers to supply books. Prices charged by publishers shall not exceed those charged anywhere else in United States; prices shall be reduced when reduced elsewhere. Publishers shall, before entering any contract with any district for supplying books, file with State superintendent a bond ranging from \$2,000 to \$50,000.</p>	<p>Books are paid for out of school land income fund. Any contract with a publisher who enters a combine for selling books shall become null and void. State superintendent shall distribute price list of books to school officials.</p>
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APPENDIX.

The article following, on "History of the State Printing of Textbooks in California," was written by Supt. Hyatt at the request of the Commissioner of Education to present the history of the 30 years of experience in printing textbooks in California from the standpoint of the present State department of education. The article shows clearly that the State superintendent believes thoroughly that the plan is successful and that other States might well adopt the same scheme. On the other hand, there are many prominent educators and others in California and elsewhere who are strongly of the opinion that the plan is not a success, that the cost of the books produced when the interest on the investment and all overhead charges are included is greater than the publishers' net prices, and that in quality they are "decidedly inferior as to material and construction."¹ The bureau has not made a "first-hand" investigation, and therefore is not prepared to recommend the plan to other States as a success. Mr. Hyatt's article points out clearly the weaknesses of the plan, as operated in the past, which caused the greatest dissatisfaction in the State and the passage of legislation intended to eliminate the dissatisfaction. Whether or not the present plan, which includes the legislation of 1913, will prove wholly satisfactory remains for the future to decide. It is certain that any State, before following California's lead in this matter, should make a thorough study. The schoolbook investigating committee of the 1914 Georgia Legislature did so and reported in opposition to its adoption in Georgia. Kansas did so and was well enough satisfied to decide to try a similar scheme. The article by Supt. Ross on the movement in Kansas was prepared also at the special request of the commissioner of education.

These are the only two States that have tried printing their own public-school textbooks. The Province of Ontario has done so for some years. The Massachusetts Legislature (1915) has instructed the State board of education to make a study of the subject and report back in 1916 on the advisability of its adoption in that State. Bills proposing State printing of textbooks were introduced into at least five State legislatures in the 1915 sessions. None, however, were passed.

HISTORY OF THE STATE PRINTING OF TEXTBOOKS IN CALIFORNIA.

By EDWARD HYATT, *State Superintendent of Public Instruction.*

What is known as the California textbook system began when the legislature of 1883 submitted the Perry amendment to the constitution, providing for State publication of textbooks in the following words:

SECTION 7. The governor, superintendent of public instruction, and the principals of the State normal schools shall constitute the State board of education and shall compile or cause to be compiled and adopt a uniform series of textbooks for use in the common schools throughout the State. The State board may cause such textbooks when adopted to be printed and published by the superintendent of State printing at the State printing office, and when so printed and published to be distributed and sold at the cost price of printing, publishing, and distributing the same. The textbooks so adopted shall continue in use not less than four years.

¹ For the principal arguments against State publication see the articles by A. E. Winship, editor of the *Journal of Education*, and W. E. Pulsifer, president of D. C. Heath & Co., referred to on p. 67 in the bibliography in this bulletin.

This was adopted by the people by an almost unanimous vote in November, 1884, and was followed by the necessary enabling legislation in 1885. By 1886 the State board had prepared and the State printer had published four books, by use of an appropriation of \$170,000, of which \$20,000 was for compiling and \$150,000 for plant, material, and labor. The feeling of that time is interesting to observe as reported by W. T. Welcker, the superintendent of public instruction, in his report to the governor in 1886:

The opponents of this measure (the Perry amendment), although they were not successful, were able and fiercely zealous. It was indeed a novel experiment and a great departure from all known methods. In opposition it was urged that the State board of education would prove incompetent; that granting their ability to discharge their appropriate duties, this was a work of expertism of a rare and special kind; that the preparation of school textbooks was a trade in itself which required years of training in that particular business. * * *

So much scandal has gathered about the supply of the public schools with textbooks, so many charges of corruption alleged to have been done by the book houses among school officers, school boards, and legislatures, that many persons would be well satisfied with textbooks published under the scheme now under consideration even were they somewhat inferior in quality and more expensive in cost than those heretofore in use. But the cost of the books is one of the most gratifying things connected with the enterprise. The cost at Sacramento, as determined by the State board of education of the books now furnished, is as follows:

California State books in 1886.

	Cents.
Speller and word analysis.....	20
First reader, 128 pages.....	15
Second reader, 228 pages.....	30
Third reader, 512 pages.....	40

Two years later the legislature, upon the advice and request of the State board of education, made another appropriation of \$165,000: \$15,000 for compiling and \$150,000 for plant, materials, and labor, and authorized the publication of a number of additional books. Other appropriations were made for the State printing office from time to time in subsequent years, for machinery, buildings, etc., but it is not possible to divide the expense accurately between textbooks and other State printing.

This gets us fairly into the first period of the California textbook system, which may be called the *period of State publication and local authorship*. It continued from 1883 to 1903, or 20 years. It was a time of contention, strife, and abuse, very disquieting to those who were responsible for the enterprise.

The newness of the scheme shocked peoples' minds and roused their antagonism. The mechanical difficulties to be overcome were innumerable. Some editions were badly bound. Some books were poorly written. Every teacher preferred to use some favorite textbooks. There were hundreds of book dealers in the State who were deprived of the profits of retailing books. The great publishing houses naturally opposed the whole idea of State publication. The leading educators almost universally followed suit. Institutes, clubs, and associations condemned it. No educational gathering was complete that did not take a fall out of the State textbooks. Undoubtedly, if it had not been planted deep in the constitution itself, State publication would have gone by the board during this period.

The close of the period found the State publishing 14 textbooks, as shown in the following table:

California State books in 1903.

Name of book.	Cost price at Sacramento.
Revised first reader.....	\$0.16
Revised second reader.....	.23
Revised third reader.....	.44
Revised fourth reader.....	.53
Speller.....	.25
Primary number lessons.....	.20
Advanced arithmetic.....	.42
Lessons in language.....	.25
Revised English grammar.....	.47
New United States history (grammar school).....	.51
Elementary geography.....	.50
Advanced geography.....	1.09
Physiology.....	.50
Civil government.....	.46

These books were prepared under the general direction of the State board of education. As a matter of fact, it was quite impossible for the busy and overworked men who composed the board (the superintendent of public instruction and the presidents of the State normal schools) to do the work of writing textbooks, so various plans were tried. W. L. Willis, a teacher and newspaper man of Sacramento, prepared the speller, which remained in use for 20 years. H. C. Kinne, a veteran teacher of San Francisco, offered a set of readers which were adapted to meet the ideas of the board. F. H. Clark, of the Los Angeles High School, was engaged to prepare a history. At least a dozen other teachers of the State were engaged in one way and another in the preparation of these earliest books. Among them were William Carey Jones, Frank Morton, Volney Rattan, George R. Kleeburger, Sarah P. Monk, Elizabeth Wilson, Ruth Royce, and Cornelia Walker.

At last the actual work was placed in the hands of an editor in chief, W. H. H. Raymond, with various expert assistants from time to time. Among these were Miss Anna Murphy, who is now Mrs. Edwin Markham, and Mrs. Mary W. George, who is now on the faculty of the San Jose State Normal School. This editorial board worked at the State capital in connection with the office of the superintendent.

During the 20-year period 4,000,000 books were made and sold to the people for a million and half of dollars.

During the administration of Gov. H. H. Markham, while Thomas J. Kirk was superintendent and Terey L. Ford attorney general, the law and the constitution were very carefully scrutinized, and it was determined that although the books themselves must be manufactured at the State printing office, there was nothing in the constitution that required local authorship, nothing to prevent the State board from leasing or buying copyrights and plates of books already published for the use of the State printer.

This construction was hailed as a godsend. Thus could the teachers of the State have the very best books extant, from the most meritorious, successful, and popular authors, selected in the open markets of the world. The legislature of 1903 passed a new set of enabling laws, providing for the following plan:

A standing committee of the State board of education, composed of the governor, the superintendent, and a third member elected by the board, shall have direct charge of the textbook business. This State textbook committee was given a secretary with a salary of \$2,400, which was regarded as a wild extravagance at the time. Under the general direction of the board it should select books, lease plates, do all necessary editorial work, and report to the board. The books when printed should be sold to the children at cost, as before. A textbook appropriation of \$20,000 was made for the use of the textbook committee. About half of this was still on hand when free textbooks were adopted.

The new committee went to work enthusiastically. It had difficulty at first in getting the publishers to lease the plates of their successful books. They were chary of the scheme. Inertia was to be overcome. The first royalties were high, ranging from one-fourth to one-third the list price of the book. This was the period of State publication and leased copyrights. It lasted from 1903 to 1913. Public clamor somewhat died down. The book companies were ameliorated. The teachers had the same books as other people. The dealers had accepted the situation.

The chief storm center at this time was the cost of the books to the children, alleged to be caused by their frequent change, although the law requiring no change in less than four years and no book contract for less than four years was strictly adhered to. Several of the books stood unchanged from a dozen to a score of years. However, it was found that when a book had been in use for four years so many people were fighting it that it must needs be changed. During the latter part of this period determined efforts were made to lower the cost. The publishers very generally entered into competition and the royalties were reduced from about 20 per cent to about 15 per cent of the list price. No headway, however, could be made in lowering the manufacturing cost. In general, the price to the children was somewhat below the publishers' list price for the same book, and the book in most cases was specially adapted to California use by changes and supplements in the plates. The following table shows books, costs, royalties, and prices at the close of the period:

California State books in 1913.

Books.	Cost of manufacture.	Royalty.	Cost price at Sacramento.
Primer	\$0.172	\$0.048	\$0.22
First reader . . . . .	.153	.048	.20
Second reader . . . . .	.1875	.0525	.24
Third reader . . . . .	.31	.06	.37
Fourth reader . . . . .	.33	.06	.42
Fifth reader . . . . .	.33	.09	.42
Speller—Book I . . . . .	.165	.025	.19
Speller—Book II . . . . .	.15	.025	.19
First book in arithmetic . . . . .	.2675	.0525	.28
Advanced school arithmetic . . . . .	.32	.09	.41
English lessons—Book I . . . . .	.20	.04	.28
English lessons—Book II . . . . .	.34	.12	.46
Introductory history . . . . .	.30	.15	.45
Brief school history . . . . .	.62	.15	.67
Introductory geography . . . . .	.44	.09	.53
Advanced geography . . . . .	.58	.15	.73
Civics . . . . .	.375	.125	.50
Writing—Book I . . . . .	.05	.01	.06
Writing—Book II . . . . .	.05	.01	.06
Writing—Book III . . . . .	.05	.01	.06
Writing—Book IV . . . . .	.05	.01	.06
Writing—Book V . . . . .	.05	.01	.06
Primer of hygiene . . . . .	.17	.06	.23

The State printer and the State board of education in fixing prices all these years had added to the actual cost a small percentage to build up a fund to repay the State its original outlay for the printing plant. At the end of the period this accumulated school-book fund amounted to about \$200,000. It was then added to the appropriations for free books, and expended for that purpose.

The plan followed for adopting books and getting them to the children during this period was as follows:¹

The textbook committee had direct charge of all the textbook affairs under direction of the board. When the contract for the plates of a textbook is about to expire, this committee invites bids from publishing houses for suitable books, renewing or substituting the contract.

¹ This plan is, of course, no longer in operation.

Half a dozen or more expert teachers of the State are designated as readers, and paid about \$25 each to make a detailed study of all books offered in a given branch. The State board meets and considers the various books, giving opportunity for the agents of the books to present arguments, hearing the reports of the readers, and admitting any other testimony or opinion that may be offered. Then it chooses the book by ballot and instructs the textbook committee to make contract accordingly. The complete plates in duplicate are furnished to the State printer by the publishing company gratis, all changes desired by the committee being incorporated.

The books are then manufactured in the State printing office and sold by the superintendent of public instruction to the dealers and school officers of the State. The publishers are paid quarterly from the proceeds of the sales, so much royalty for each book sold. The prices are fixed by the State board of education annually upon the cost reports of the State printer. * * *

Before a dealer can buy books from the State office he must sign an affidavit by which he agrees that he will not sell the books at a price higher than that fixed by the State board of education, and also that he will not sell the books to purchasers outside the State. Upon signing it, the dealer must forward it to his county superintendent of schools, who, in turn must indorse it and forward it to the State office.

The third and last period may be called the time of *State publication, leased copyrights, and free distribution*. It extends from 1913 to the present time.

The legislature of 1911 submitted to the people a constitutional amendment known as the Shanahan amendment, which came to vote in November, 1912, and despite the customary opposition was carried by a great majority. It read as follows:

SECTION 7. The legislature shall provide for the appointment or election of a State board of education, and said board shall provide, compile, or cause to be compiled and adopt a uniform series of textbooks for use in the day and evening elementary schools throughout the State. The State board may cause such textbooks, when adopted to be printed and published by the superintendent of State printing at the State printing office, and wherever and however such textbooks may be printed and published they shall be furnished and distributed by the State free of cost or any charge whatever to all children attending the day and evening elementary schools of the State under such conditions as the legislature shall prescribe. The textbooks so adopted shall continue in use not less than four years without any change or alteration whatsoever which will require or necessitate the furnishing of new books to such pupils.

It was the intention and expectation of all who had to do with this amendment that it would not go into effect until the beginning of a new fiscal year and after proper enabling legislation had been effected. Attorney-general Webb, however, after taking some time for deliberation and investigation, rendered an official opinion stating—

- (1) That the old State board of education and the textbook committee are abolished and there can not be a new plan until it is created by legislative action.
- (2) That the free textbooks should be furnished the schools at once, without waiting for enabling legislation or anything else.
- (3) That all of the functions of the State educational system devolved upon the superintendent of public instruction, as the educational representative of the people.

Thus the superintendent faced an extensive, complex, and difficult task, to furnish free textbooks by hundreds of thousands to the impatient schools and children of a great State; to do it without funds, without precedent, without previous plan, and at once. The State printer put his great plant to work day and night at fullest capacity. The legislature made some emergency appropriations. A scheme of distribution was devised that worked well and that has never been changed in principle since. The books went out in carload lots and reached every nook and corner of the State, in every desert and mountain and plain, from Oregon to Mexico. The teachers of the State were helpful and patient, making their first demands as light as possible, and when necessary doing without the books that were slow in making.

The new State board of education was organized in the fall of 1913. It was a lay board of seven members, appointed by the governor and generously furnished with appropriations for remuneration, expenses, equipment, and all the expert assistants and office helpers that it desires. Up to the present time it has made no changes in

textbooks or in manner of handling them, but it is admirably adapted for investigating and wisely choosing books through its experts in future and for handling the commercial and industrial problems that come up in connection with their production, distribution, and use.

The following table shows the books manufactured at the present time, July, 1915, with their cost and selling price to those who buy. Private schools like to buy the State books. A very few parents buy so that their children can have duplicate books at home or so that they can use individual books. Sometimes children buy to replace those they have themselves lost or destroyed.

California State books in 1915.

Name of book.	Cost price at Sacramento.
Primer.....	\$0.18
First reader.....	.15
Second reader.....	.19
Third reader.....	.19
Fourth reader.....	.24
Fifth reader.....	.14
Speller—One.....	.14
Speller—Two.....	.18
First arithmetic.....	.21
Advanced arithmetic.....	.23
New English lessons—One.....	.26
New English lessons—Two.....	.31
Introductory history.....	.41
Brief history.....	.32
Introductory geography.....	.54
Advanced geography.....	.18
Hygiene.....	.31
Civics.....	.04
Writing book—One.....	.04
Writing book—Two.....	.04
Writing book—Three.....	.04
Writing book—Four.....	.04
Writing book—Five.....	.04

It will be seen that the above prices are very much lower than those of the regular publishers. A comparison is not quite fair, however, in that some of the overhead expense, as the salaries of some managers and editors, the cost of exploiting, the interest and depreciation of plant, the losses by unsuccessful books, is not included in reckoning the above costs. We believe, however, that the State is getting its service of textbooks at a saving of at least 25 per cent, everything considered, over what it would cost if given to private publishers in the regular way.

Certainly the State would not recede from or give up its textbook system under any circumstances. It is running more smoothly, giving more general satisfaction, and meeting with less opposition than ever before in its history. It is alleged by some that our books are not so well bound as those of private publishers. We find, however, that they last as long in actual use as any books.

The present method of adopting, making, and distributing textbooks may be briefly sketched thus:

The preliminary investigation of the textbooks offered to the State board of education by publishers and authors for adoption is made by the three commissioners of education and the superintendent of public instruction. They spend some months in the study and are free to consult and to employ expert teachers actually at work in the schools of the State upon any phase of the examination in which they need help. Finally, they report to the board. The board gives audience to the representatives of every book offered, questions them, listens to briefs, recommendations, and all other testimony offered. It listens to the reports of the commissioners and the expert readers. At last the board makes choice and contracts for the use of the successful

plates for four or eight years at a certain royalty for each book distributed, stipulating any additions, changes, or California supplements that may be desired at the expense of the publishers. The publisher furnishes the completed plates in duplicate to the State printer, who prints the books in 25,000 editions and turns them over to the warehouse.

At the end of each year the teacher or principal sends in a requisition for the additional books needed for the next year, accompanied by a list of the books already on hand. In response the books are sent out to the school clerks by the superintendent of public instruction, with parcel-post, express, or freight rates prepaid by the State. Some shipments consist of half a dozen books by mail to a remote school on a mountain top; others are whole carloads to some city in the valley or on the sea. Later supplemental requisitions are filled when necessary. The necessity and the reasonableness of the demands are verified by requiring all the requisitions to be approved and signed by the clerk of the school and the county superintendent.

When the clerk receives the books for his school he turns them over to the teacher, principal, or superintendent, who in turn distributes them to the children, keeps a record of them, and is responsible for their care and preservation. At the end of the term the books are collected, repaired, re-covered, fumigated, and ready for redistribution at the opening of the new term.

The cost for the the first two and one-half years, including the original stocking up of the schools, was roughly half a million dollars. There are about 400,000 children in the schools, so the total cost per child per year is appropriately 50 cents. This includes the expense of distribution, but does not include such additional or supplementary books as are purchased by the local schools. The law forbids requiring pupils to buy any books whatever.

The question of royalty is an interesting one for the future. The royalty at present is about 15 per cent of the list price of the books or about 50 per cent of the cost of manufacture. Since the beginning of the plan for leasing copyrights the State has expended \$530,756.11 for royalties, or something less than \$50,000 per year. To the ordinary man it seems as if this great sum could be saved in future if the books were written by our own California teachers. However, there are two sides to the matter. As a matter of cold fact, the books in the past cost quite as much under the local authorship plan as they have since. It is possible that we could do it better now, however. The local authors have to be paid in one way or another; and the editorial work, the mechanical work of preparing the books for publication, add to the cost. The royalty represents the author's compensation, the expense of preparing the plates, the cost of exploiting the book into a well-known and popular one that California would accept, the loss by unsuccessful books, and the publishers' percentage of profit. There is room for argument as to whether or not the payment of royalty is the cheapest and best way to try out multitudes of textbooks in order to get the successful and workable ones. Probably the future will see a course somewhere between the two extremes. Some books lend themselves well to local preparation and others do not. It is well to leave the matter in an elastic form, ready to adapt to future ideas, for the future will bring changes no fewer than those of the past.

STATE PUBLICATION OF TEXTBOOKS IN KANSAS.

By W. D. Ross, *State Superintendent of Public Instruction.*

From the organization of the State school system up to 1897, Kansas school boards in rural districts as well as in cities had the power to select the books used in their schools, except that in 1885 a law was enacted providing for optional county uniformity. This law was, however, taken advantage of by very few counties. In 1897,

owing to a popular feeling that school books were costing more than they should, as well as on account of the frequent changes that took place and the objectionable methods of some of the book companies in bringing them about and securing adoptions, a law providing for State uniformity of common-school textbooks and fixing a maximum price was passed. In 1899 the law was extended to cover high-school texts.

This legislation remained in force until 1913. But it was always subject to more or less criticism. The complaints came from many who believed that the prices were so low that the book companies could not or would not submit their best books, and from others who felt that even the best books submitted were sometimes not selected. The first feeling was well founded, but the second, except in a few cases, much less so.

The result of constant dissatisfaction and agitation, however, was the passage, in 1913, of a law making an appropriation of \$150,000 for additional room and equipment for the State printing plant, and providing for the State publication of textbooks.

The only contracts upon common-school books that have expired since the enactment of the law were those on the primer, Kansas history, and agriculture. And these books have now been published by the State.

The primer was written by a Kansas primary teacher and illustrated by a New York artist at a total cost to the State of \$4,500 for perpetual Kansas rights—\$2,000 for the manuscripts and \$2,500 for illustrating, including plates. The author of the Kansas history was a Kansas county superintendent who received \$3,500 for a five-year copyright privilege on the manuscript, including illustrations, but not plates. The agriculture was prepared by various members of the Kansas State Agricultural College without cost to the State except for the expense of securing pictures—a total of some \$200.

In addition to these books a volume of English classics for the seventh grade and another for the eighth grade have been published. These books were made up mostly of uncopyright material, with a few selections upon which copyright privilege was purchased, at a total cost of \$500, including editorial work.

The primer contains 144 pages and retails for 14 cents.

The Kansas history contains 250 pages and retails for 25 cents.

The agriculture contains 473 pages and retails for 35 cents.

Each volume of classics contains 384 pages and retails for 20 cents.

For carrying on the work of State publication the law created the State school-book commission, consisting of the State superintendent of public instruction, the president of the State normal school, the president of the State agricultural college, the State printer, the president of the State board of agriculture, and two other persons to be appointed by the governor.

The 1913 act provided that:

SECTION 3. The said school-book commission shall, as soon as practicable, adopt, write, select, compile, or cause to be written, or compiled, or purchase copyrights for a complete series of school textbooks for use in the public schools in the State of Kansas, or may contract for the right to publish any or all of such books on the payment of an agreed royalty therefor. The said series of school textbooks shall consist of one spelling book; one primer; one each, first, second, third, fourth, and fifth reader; one each, elementary, intermediate, and advanced written arithmetic; one oral arithmetic; one each, elementary and advanced geography; one each, elementary and advanced English grammar; one each, elementary and advanced physiology and hygiene; one history of the United States; one history of the State of Kansas; one civil government and Constitution of the United States, and of the State of Kansas; one elements of agriculture and stock raising; one system of penmanship; textbooks containing collection of masterpieces of American and English literature, one each, for the fifth, sixth, seventh, and eighth grades, and such other textbooks as, in the judgment of the school-book commission, may be desirable to publish or procure for use in the public schools of the State.

SECTION 4. The State school-book commission shall have the power, and is hereby authorized to have written or compiled, or to purchase the several textbooks, and manuscripts to be used in the public schools, and shall fix the remuneration of authors and compilers, and compensation for other necessary services in the preparation and

publication of said books. Said State school-book commission shall also have the power to procure copyrights for the State of Kansas of any school textbook, manuscript, or subject matter thereof, authorized by the provisions of this act, and to contract with authors and publishers upon a royalty basis, upon an exclusive right to publish and use in the State of Kansas any school textbook written or published by them. The State school-book commission shall furnish to the State printer copy and design for all diagrams and illustrations to be used in any school textbook published by the State under the provisions of this act.

SECTION 5. The printing of all textbooks published by the State, and provided for in section 3 of this act, and all mechanical work connected therewith, shall be done by and under the supervision of the State printer, at the State printing plant.

It will be observed that in the sections quoted above high-school books were not specifically mentioned, and since only such parts of the 1897-1899 textbook law were repealed as were in conflict with that of 1913, it followed that if high-school texts were adopted instead of published, it could be only under the maximum price restrictions of the earlier act.

On this account and for other reasons the legislature of 1915 amended section 3 of the 1913 act, as quoted above, to read as follows:

The said State school book commission shall, as soon as, and when practicable, print, publish, or provide for the publication of a complete series of school textbooks, as hereinafter mentioned, for use in the public schools, including the high schools, in the State of Kansas. Also they shall provide, by adoption, under the provisions of the law, for such books of the hereinafter-mentioned series as they find it impossible or impracticable to print or publish. They may also write, select, compile, or cause to be written or compiled, or purchase the copyright or contract the right to publish all such books by the payment of an agreed royalty therefor. The said series of school textbooks shall consist of one spelling book, one primer, one each first, second, third, fourth, and fifth reader; one each, elementary and advanced arithmetic; one each, elementary and advanced geography; one each, elementary and advanced grammar; one each, elementary and advanced physiology and hygiene; a primary and an advanced history of the United States; a history of the State of Kansas; one civil government of the United States and of the State of Kansas; one elements of agriculture and stock raising; one system of penmanship; a graded system of drawing books; textbooks containing collections of masterpieces of American and English literature, for the fifth, sixth, seventh, and eighth grades; algebra (elementary and advanced); geometry (including both plane and solid); Latin grammar; Latin exercises; Cæsar; Cicero; Virgil; English composition; English history; English literature; ancient history; medieval and modern history; rhetoric; botany, chemistry; zoology; word analysis; geology; physical geography; complete texts in German and French (including exercises, grammar, readers, and classics); descriptive astronomy; and a bookkeeping text. Such books to be equal in subject-matter, material, binding, and mechanical execution and approximately in size to the books named in sections 7318 and 7833 of the general statutes of Kansas of 1909. The said State school book commission may adopt, print, or publish, as in their opinion may be desirable or practicable, other textbooks in addition to the books enumerated above and may approve textbooks in subjects not enumerated above for special courses, to meet the needs and requirements of the courses of study prescribed for use in the public schools, including the high schools of the State; provided, that the State school book commission shall have authority to so vary the period of adoption for high school classics as to meet the college entrance requirements: *Provided further*, That 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 book or books are sold for use in any other State, county, city, or district. The distribution of all textbooks adopted under the provisions of this section shall be according to the provisions of section 7820 of the general statutes of Kansas of 1909 except as relates to the 15 per cent commission, allowed in this act: *And provided further*, That any person, persons, company, or corporation who shall contract to furnish textbooks adopted under the provisions of section 1 of this act shall take up any textbooks previously in use and displaced by said adoption which may be offered to the contracting publishers or their agents within one year after the beginning of said contract and shall allow for such displaced books in exchange for new books in the same branch an amount not less than the highest amount allowed on the lowest price in any other State, county, city, or district, and which said amount shall be specifically set out in each bid. Said exchanged books to be returned to the publishers or their agents

within one year after the beginning of said contract according to their direction and at the expense of the said contracting publishers.

Under this provision the State school book commission has just completed the adoption or approval of a complete list of high-school texts for the five-year period beginning May 1, 1915. The prices at which these books are to be furnished to dealers by the various publishers are uniformly 75 per cent of the publishers' list price f. o. b. Chicago, with the privilege on the part of the State of immediate publication of the geometry from plates furnished by its publisher at a royalty of 28 per cent on the list price, and a similar privilege as to the composition and rhetoric, physics, and Latin prose composition at the end of three years. It is, therefore, the plan of the State to print at once geometries for the use of pupils beginning next September.

In addition to those previously mentioned as having already been published, the commission is planning to publish as rapidly as possible a complete series of common-school books, existing adoptions upon all which expire within the next two years.

Owing to the limited appropriation of \$100,000 available for publication purposes, however, it will probably be impossible to provide for the printing of more than half the list within that time.

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[NOTE.—With the exceptions indicated, the documents named below will be sent free of charge upon application to the Commissioner of Education, Washington, D. C. Those marked with an asterisk (*) are no longer available for free distribution, but may be had of the Superintendent of Documents, Government Printing Office, Washington, D. C., upon payment of the price stated. Remittances should be made in coin, currency, or money order. Stamps are not accepted. Numbers omitted are out of print.]

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