

METHODS UTILIZED BY STATE AND CITY
TEXTBOOK SELECTING AGENCIES IN TEXTBOOK EVALUATION
AND A RECOMMENDED PROCEDURE FOR THE KANSAS STATE
BOARD OF EDUCATION

A THESIS

SUBMITTED TO THE DEPARTMENT OF
EDUCATION AND THE GRADUATE COUNCIL OF THE KANSAS STATE
TEACHERS COLLEGE OF EMPORIA IN PARTIAL FULFILLMENT OF
THE REQUIREMENTS FOR THE DEGREE OF
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CHAPTER I

INTRODUCTION

The Nature of the Study

Much criticism has been made of the methods used in the selection of textbooks for schools. Especially has this criticism been leveled at state textbook selecting agencies which select textbooks for the entire state on a uniform basis. The fact that twenty-five of the forty-eight states in the United States have some type of state control of the selection of schoolbooks indicates that the sentiment of the people in most of the states has been somewhat in that direction. Especially has this been true of the southern and western states. Adopting bodies, whether state, county, or local, have had many of the same problems.

Kansas has two laws in force at the present time by which textbooks may be tried out in the classroom. These laws are as follows:¹

Laboratory Tests, Schools. The state school book commission is hereby authorized and directed to use such schools in Kansas, up to and including the eighth grade, as in the judgment of said commission are needed to conduct laboratory tests of school textbooks which are being considered for adoption by the school book commission for use in the schools of Kansas.

Textbooks to be Used in Laboratory Tests, Source. Whenever there is submitted for adoption for use in the schools of Kansas a textbook which, in the judgment of the state school book commission may be superior to the textbook then in use, the school book commission

¹ School Laws of Kansas Revised (Topeka, Kansas: Kansas State Printing Plant, 1937), p. 256.

is then authorized and directed to secure a sufficient number of said textbooks to use in forty or fifty of the average schools of the state for such period--not less than one year nor more than two years--as, in the judgment of said commission, is necessary to make a comparison of the progress which can be made by pupils in the same number of average schools using the texts then in use in the same subject.

W. T. Markham, state superintendent and chairman of the state board of education of Kansas, appointed an advisory committee of five members to devise plans of procedure for laboratory tests. The members of this committee are as follows:

Doctor H. E. Schrammel, Director of the Bureau of Educational Measurements of the Kansas State Teachers College of Emporia, who is chairman of the committee;

Professor O. F. Grubb who is a faculty member of the Kansas State Teachers College of Pittsburg;

Miss Maude McMinder who is Director of Teacher Training of the Kansas State College of Fort Hays;

Miss Alta Hendrickson who is County Superintendent of Hodgeman County;

Miss Ernestine Leasure who is General Supervisor of the Arkansas City Schools.

The purpose of this study was fourfold--to study (1) legislation limiting the selecting agencies in some states; (2) procedures used in textbook evaluation; (3) some scientific methods of textbook evaluation which have been developed; and to present (4) some recommendations for the Kansas State Board of Education.

Previous Studies

The "National Society for the Study of Education"² made a study of

² Guy Montrose Whipple, editor, The Textbook in American Education, Eighteenth Yearbook of the National Society for the Study of Education, Part II (Bloomington, Illinois: Public School Publishing Company, 1931), 364 pp.

textbooks in 1931. This was one of the best studies of the American textbook that was ever made. This study dealt not only with the making of textbooks, but also with the conditions under which textbooks were selected for use in the public schools. The members of the committee who prepared the material for the yearbook have since written articles for the leading educational magazines on the subject of textbook selection.

Whipple³ made a study of methods of selection used by different school systems. She has written a number of very valuable articles on textbook selection.

There have been others in the fields of psychology and education who have experimented with different types of procedure which have been applied to the evaluation of textbooks.

The words of Averill⁴ in regard to the science of textbook selection were as follows:

. . . the science of textbook selection is still in its infancy. While decisions about textbooks have been made as long as the books have been marketed, attempts at scientific appraisal date from very recent years. Little of the experience gained from examining and comparing textbooks has been recorded. The actual work has usually been done by busy superintendents and teachers in their spare time as an occasional or an emergency task. Most of the decisions have been based on subjective opinion, often on a single feature of the book selected or a single objection to the text rejected. Objective measurement did not enter into the procedure. Indeed, there is still today much of the same feeling toward the objective measurement of textbooks that there was with regard to measuring the results of classroom instruction in the days when standard tests were first proposed.

³ Gertrude Whipple, "Procedures Used in Selecting Schoolbooks," Elementary School Journal, 36:665-75, May, 1936.

⁴ William A. Averill, "Technics for Teachers in Judging Textbooks," Application of Research Findings to Current Educational Practices, (Washington, D. C.: American Educational Research Association, July, 1936), pp. 242-43.

Trusler⁵ made an analytical study of textbook legislation in which he studied the textbook laws of the various states. He found that Kansas legislation compared favorably with that of other states. A proposal was made for legislative changes but in his study he did not venture into the field of textbook evaluation.

Davis⁶ made an analysis of general science textbooks used in Kansas since 1915 and then developed a score card for evaluating them. His study was not, however, a study of current procedures used in textbook selection.

Scope of the Study

In this study the writer has limited his work to that of textbook evaluation and selection. Certain legislative limitations were studied with respect to their relationship to textbook evaluation. State laws of certain states having state selection of textbooks were studied in order to note what influence they had on textbook evaluation and selection. Not only legal procedures as designated by law were studied, but also the methods actually used by the different states having state selecting bodies were utilized. Although the purpose in mind was to formulate recommendations for the state board of education of Kansas, city methods of textbook selection and evaluation were studied to find what might be offered by them which would be of value in the formulation of these recommendations for the state of Kansas. Scientific aids in the selection and evaluation of textbooks were studied,

⁵ Willard W. Trusler, "An Analytical Study of Textbook Legislation in the Various States and a Recommended Textbook Law for Kansas," (unpublished Master's thesis, Kansas State Teachers College, Emporia, 1938), 81 pp.

⁶ Charles M. Davis, "An Analysis of the General Science Textbooks Used in Kansas Schools Since 1915," (unpublished Master's thesis, Kansas State Teachers College, Emporia, 1937), 71 pp.

such as, criteria for textbook evaluation, score cards, and trying out books in the classroom.

Method of Procedure

An inquiry was sent to the state superintendents of every state in the United States asking them if they had state adoption of textbooks for the elementary schools and, if so, what methods were employed for the evaluation of publications submitted for adoption. They were also asked for any printed literature covering their methods of selection.

From the material sent by state superintendents having state adoption of textbooks, a chart was made recording the material which might be used in the study.

The laws of the states whose superintendents sent literature regarding their textbook legislation were studied to find any restrictions they might have on textbook evaluation.

Books, periodicals, publications of learned organizations, and unpublished materials on textbook selection were read to find any procedures used in textbook evaluation.

After this survey of the field an outline was made and additional material collected as it became available.

Sources of Data

The answers to the inquiry sent out by Doctor H. E. Schrammel, chairman of the advisory committee of the Kansas State Board of Education, supplied a large part of the data on current practices of states having state

adopting bodies. Although the replies from states not having state adopting bodies contributed very little, the substance of the letters may be seen by turning to the appendix. They were added chiefly as a matter of record from the questionnaire in regard to whether or not the state had state adoption. In some instances, such as in the reply from Pennsylvania, there was a definite contribution as to the procedure used in that state. Replies to this inquiry were received from all the states except Delaware, Kentucky, Montana, Oklahoma, Maryland, and Illinois.

Valuable data were also obtained from various studies made by learned societies. Periodical articles which dealt with studies made by some of the leading educators were also used. Opinions of the leading educators were also obtained from professional periodicals.

There were a few books which dealt with the selection of textbooks. Although they were of little use in the actual writing of this thesis, they were carefully studied and undoubtedly influenced the writer's conclusions.

The school codes of various states were also used in making this study. In most cases the most recent codes were sent with the reply to the inquiry which was previously mentioned.

Definition of Terms

Legislative limitations. In this study legislative limitations were referred to as those restrictions made by state legislatures. Laws which limited authority were interpreted as legislative limitations.

Selecting bodies or selecting agencies. Selecting bodies or selecting agencies were interpreted as meaning those committees which advised or re-

stricted the adopting bodies.

Adopting bodies or agencies. Those bodies which bound a given area or areas by contract for textbooks to be used within that given area or areas were interpreted as adopting bodies or agencies.

Adopting authority. The group or committee given the right by law to make adoptions was defined as the adopting authority.

Professional. The term "professional" was interpreted to mean those persons actively engaged in the field of education. The county and state superintendents were considered professional.

State adoptions. When a state adopting agency adopted the books for a given state, it was interpreted as having state adoption.

Local adoption. When adoption of textbooks was made by the local school district or the city school system, it was interpreted as local adoption.

Textbook evaluation. Methods whereby a value might be assigned a textbook, either of an individual or a comparative nature, were considered as methods of textbook evaluation.

Open committees. Textbook selecting committees which were open to suggestions from the public were defined as "open" committees.

Closed committees. Textbook selecting committees which were secret and closed to suggestions from the public were defined as "closed" committees.

Presentation of Data

The data in this thesis were presented in the form of (1) direct quotations from selections read, (2) tables constructed from material received, (3) tables taken from selections read, and (4) summaries made from material read.

CHAPTER II

LEGISLATION LIMITING STATE SELECTING AGENCIES

IN SOME STATES

The legislative limitations studied were principally those affecting textbook selecting agencies in eight states which had state selecting bodies. In some states the adopting and selecting bodies were the same while in other states they were designated by law as separate bodies. In this chapter some of these legislative influences were studied to show some of the limitations placed on selecting bodies. In order to give background to this thesis the organization of selecting bodies was studied.

Organization of Selecting Bodies in Eight States

After studying the school codes of a number of states which had state selection of textbooks, it was found that selecting bodies usually advised or restricted the adopting bodies. The selecting bodies rated or evaluated textbooks which were submitted for adoption. Just what specific methods they used were not found for many of the states.

The adopting agency was found to be the body which after receiving the recommendations or in some cases restrictions of the selecting body bound a given area or areas by contract for textbooks to be used within a given area or areas.

Coffey¹ classified the adopting authority in five different ways according to the unit in which the adoption was made. He classified the forty-eight states as shown in Table I. It will be observed that there are five types of adopting authorities, namely, state textbook commission or committee; state board of education, state textbook commission or state board of education and local school board; county board of education and local school board; and local school board.

It will be noticed that North Carolina was listed under three of these classifications. North Carolina had a state control system which chose a multiple list of books. From this list the county and district were allowed to select textbooks. City units were dealt with directly by the state school authorities the same as the county units. Georgia also had state, county and local control.

Although Table I indicates that the adopting authority in Tennessee was the state textbook commission or committee, the adopting authority was given to smaller units. This fact was borne out by a quotation from the school laws of Tennessee² which follows:

The county boards of education in the counties are hereby authorized and required to adopt textbooks to be used exclusively in the elementary and high schools of said counties, from the list of textbooks listed for adoption by the State Textbook Commission, . . .

¹ W. L. Coffey, "Legislative Agencies for Textbook Selection," Thirtieth Yearbook of the National Society for the Study of Education, Part II (Bloomington, Illinois: Public School Publishing Company, 1931), p. 250.

² R. D. Best, Supplement to the Public School Laws of Tennessee (Nashville, Tennessee: Department of Education, 1937), p. 72.

TABLE I

CLASSIFICATION OF STATES WITH REFERENCE TO THE TYPE OF ADOPTING AUTHORITY

State Text-book Commission or Committee	State Board of Education	State Text-book Commission or State Board of Education and Local School Board	County Board of Education and Local School Board	Local School Board
Ala.	Ariz.	Ark.	Iowa	Colo.
Fla.	Idaho	Calif.	Ga.	Del.
Mont. ^a	Ind.	Conn.	Md.	Ill.
Okla.	Kansas	Ga.	Mo.	Me.
Tenn.	La.	Ky.	N.C. ^b	Mass.
Texas ^c	N.C. ^a	Miss.	S.Dak.	Mich.
Utah ^d	S.C.	Nev.	Wash.	Minn.
	Va.	N.Mex.	Wis.	Nebr.
		N.C.		N.H.
		Ore.		N.J.
		W.Va.		N.Y. ^e
				N.Dak.
				Ohio
				Penn.
				R.I.
				Vt.
				Wyo.

Read table thus: In Alabama the adopting authority was the textbook committee. (a) Adopts elementary school books. (b) Adopts high-school textbooks. (c) Adopts closed list for elementary schools, multiple list for high schools. (d) Cities of first and second class excluded. (e) The people at their annual meeting adopt the textbooks for the common schools (rural schools); the school boards for other districts.

From data derived from the recent school codes of eight states, Table II was compiled. This table shows the selecting and adopting bodies for Alabama, Florida, Indiana, Kansas, North Carolina, Tennessee, Texas, and West Virginia. North Carolina had two separate selecting bodies: the textbook commission for the elementary schools and the state committee for the high schools.

The methods of these eight states shown in Table II were studied somewhat in detail to ascertain how their selecting bodies were organized. The reason for choosing these particular states was that they sent literature regarding their most recent textbook laws. The states sending letters with quotations of the law were Indiana and West Virginia. Laws in effect at the present time were obtained from the remaining six states in booklet form.

Table III shows the selection and membership of selecting bodies in eight states. The common practice in these states was to have the governor of the state or the state board of education appoint the selecting body. In three instances this was done on recommendation of the state superintendent. When the state superintendent was considered a professional member of the selecting body, as he was considered in Table III, the states of Alabama, Florida, North Carolina, Tennessee, and Texas had professional selecting bodies. The state superintendent was an ex-officio member in the states of Alabama, Florida, Indiana, Tennessee, and West Virginia. It was interesting to note the legal qualifications for the selecting bodies of West Virginia and Kansas. In Kansas a majority of the members of the textbook advisory committee were to be professional; while in West Virginia the selecting body was to consist of the state superintendent and six members selected by the governor from the two major political parties. This would make the state superintendent the only necessary professional member as required by law to serve on the selecting body in West Virginia. The advisory committee of Kansas was to consist of not more than nine members. The term of office was not designated by law. In Indiana the selecting body was professional with the exception of the governor and lieutenant governor who were

two of the ex-officio members. The other ex-officio member was the state superintendent.

TABLE II
SELECTING AND ADOPTING BODIES IN EIGHT STATES
HAVING STATE SELECTION OF TEXTBOOKS

State	Selecting Body	Adopting Body
Alabama	textbook committee	textbook purchasing board
Florida	textbook rating committee	state textbook purchasing board
Indiana	state board of education	state board of education
Kansas	textbook advisory committee	state board of education
North Carolina (Elem.) (H. S.)	text-book commission state committee	state board of education state board of education
Tennessee	state textbook commission	county, city and district boards of education
Texas	textbook committee	state board of education
W. Virginia	state board of education	state board of education

Read table thus: In Alabama the selecting body was the "textbook committee" and the adopting body was the "textbook purchasing board."

TABLE III

SELECTION AND MEMBERSHIP OF SELECTING BODIES
IN EIGHT STATES

State	Appointive Members	Professional Members	Ex-officio Members	Term of Office	By Whom Appointed
Alabama	7	8	1	6	state board of education on recommendation of state superintendent.
Florida	7	8	1	1	president of state board of education on recommendation of state superintendent.
Indiana	6	7	3	4	governor.
Kansas	*	*	0	*	state board of education.
North Carolina (H.S.)	5	5	0	5	governor and state superintendent.
(Elem.)	7	7	0	5	governor and state superintendent.
Tennessee	6	7	1	3	governor.
Texas	5	5	0	2	state board of education.
W. Virginia	6	1	1	6	governor from the two dominant political parties.

Read table thus: Alabama had seven appointive members appointed by the state board of education on recommendation of the state superintendent. There were eight professional including the one ex-officio member who was the state superintendent. The term of office was six years. (*) The law did not state definitely.

In most of these eight states more than one book was submitted by the selecting body and the adopting body chose one of these books. Table IV shows the number of textbooks selected and the number of textbooks adopted. Indiana made exception of the high school sciences of botany, zoology, physics, chemistry, agriculture, and agricultural botany in which there were four elective textbooks.

TABLE IV

NUMBER OF TEXTBOOKS SELECTED AND NUMBER OF TEXTBOOKS
ADOPTED IN EIGHT STATES

State	Textbooks per Subject Selected	Textbooks per Subject Adopted
Alabama	3	1
Florida	3	1
Indiana	1 (H.S. science excepted)	1
Kansas	2	1
North Carolina	4 to 6	1 or 2
Tennessee	4 to 6	*
Texas	*	1 (Elem. schools) 3 to 5 (1st class H.S.) 1 (other H.S.)
W. Virginia	1	1 (large cities ex- cepted)

Read table thus: In Alabama the selecting body was required by law to select three textbooks in each subject and the adopting body adopted one of these textbooks. (*) The number was not stated by law.

In Tennessee the state textbook commission selected from four to six books in each subject and from this list counties, large independent districts

or large cities were to adopt for schools unless they met certain population requirements, organized certain committees for textbook evaluation, and adopted books recommended by these committees.

In Texas although the law stated that the state board of education ". . . shall have the authority to select and adopt. . . ." ³ it also made provision for a textbook committee and the duty of this textbook committee was ". . . to examine the books submitted for adoption and make their recommendations in writing to said State Board of Education" ⁴ The textbook committee was considered a selecting body because it recommended books to the state board of education who could accept or reject their recommendations. The textbook committee was to make their recommendations in writing relative to the teachable value of the books submitted for adoption. All the high schools of Texas were to have uniform adoption, as well as the elementary schools, with the exception of those considered first class high schools. These schools could select from a state adopted list which contained from three to five books in each subject.

West Virginia had a uniform system of adoption of textbooks except in classified high schools and in towns and cities which had a population of thirty-five hundred or over.

In Alabama and Florida there were "courses of study committees" whose duties were to examine the course of study of the state as well as the textbooks and submit recommendations to the state superintendent who sub-

³ W. A. Stigler, Textbooks in Texas (Austin, Texas: State Department of Education, 1935), p. 23.

⁴ Ibid., p. 23.

mitted these recommendations together with his own to the state board of education. This was the method used to inform the state board of education as to the subjects which should be offered and as to the textbooks which should be changed. The textbook selecting committees were then given the duty of evaluating these textbooks submitted for adoption.

In Kansas the advisory committee was to select and submit

. . . at least two texts at least one of which must be a book which may be printed by the state printer, together with an abstract which shall state definitely the reasons for their recommendations. . . .⁵

State Limitations on Textbook Evaluation

in Eight States

Legislative limitations imposed on the selecting bodies in the eight states of Alabama, Florida, Indiana, Kansas, North Carolina, Tennessee, Texas, and West Virginia were studied to get a better understanding of the conditions under which textbooks were to be evaluated. Table V shows a list of these items.

It will be noted that the price was the most uniform item considered by law. A limitation on price was considered in each of these eight states. Printing ranked second, and mechanical make-up and binding were next. This showed that the state laws considered principally the price and mechanical execution of textbooks. The impression is not to be given here that just because state laws did not mention other items besides mechanical execution

⁵ School Laws of Kansas Revised (Topeka, Kansas: Kansas State Printing Plant, 1937), p. 251.

and price that their methods of textbook evaluations were faulty. Few limitations on a good committee should enable them to evaluate textbooks with much greater ease than if they were restricted by law.

TABLE V
ITEMS TO BE CONSIDERED IN TEXTBOOK EVALUATION
IN EIGHT STATES

Items	Ala.	Fla.	Ind.	Kans.	N.C.	Tenn.	Texas	W.Va.
Authorship							*	
Educational Quality				*				
Subject matter	*	*		*				*
Merits	*						*	
Suitability	*	*				*		*
Desirability	*	*				*		
Treatment		*						
Gradation			*					
Usability		*						
Non-partisan			*				*	
Non-sectarian			*				*	
Content					*			
Mechanical make-up	*	*	*	*			*	
Binding	*		*	*		*		*
Printing	*	*	*			*	*	*
Size			*					
Quality			*		*		*	
Price	*	*	*	*	*	*	*	*
Material			*	*			*	

Read table thus: Subject matter was to be considered in the evaluation of textbooks in Alabama, Florida, Kansas, and West Virginia. (*) The state law mentioned this item.

Indiana had the greatest number of restrictions placed on its selecting body with a total of ten, while Tennessee had the least with a total of three.

In Kansas the physiologies to be selected were required to place special emphasis on alcoholics and narcotics.

Although Oregon was not one of the eight states studied, a requirement of its history books was included for the purpose of making a contrast between specifications of history books in the northern states and those in the southern states. The following requirement was made in the selection of American history and civil government texts in Oregon:

It shall be the duty of every board, commission, committee or officer charged with the selection of textbooks for use in the public schools to select and install textbooks on American history and civil government which adequately stress the services rendered by the men who established our form of constitutional government, and who preserved our federal union. No textbook shall be used in our schools which speaks slightingly of the founders of the republic, or of the men who preserved the union, or which belittles or under-values their work.⁶

In listing the history book to be adopted Texas limits the selection of a history book to one ". . ." (in which the construction placed on the Federal Constitution by the fathers of the Confederacy shall be fairly represented),"⁷

⁶ Rex Putnam, Circular of Information Pertaining to the Adoption of Schoolbooks in Oregon, State Board of Education, 1938, p. 19.

⁷ Stigler, op. cit., p. 26.

CHAPTER III

PROCEDURES USED IN TEXTBOOK EVALUATION

The procedures used in textbook evaluation have been divided into two groups: (1) methods commonly used by city school systems having local adoptions, and (2) methods used by state textbook selecting agencies. The reason for making the division in the above manner was because many states which had state adopting bodies exempted cities of certain size. An example of this was Oregon which exempted districts having a population of twenty thousand or more children of school age. This applied particularly to the school district of Portland where the school board was allowed

. . . to prescribe textbooks and courses of study for the use of such schools, and to change the same whenever in the judgment of the board a change is desirable; provided, that any textbooks once adopted and in use shall not be changed for a period of four years.¹

METHODS COMMONLY USED IN CITY SCHOOL SYSTEMS

HAVING LOCAL ADOPTION

Although the final authority in the selection of textbooks in the larger cities was given to the local boards of education in practice the responsibility for the selection of textbooks rested with the superintendent of schools. The common practice among the superintendents of schools was to

¹ Rex Putnam, Circular of Information Pertaining to the Adoption of Schoolbooks in Oregon, State Board of Education, 1938, p. 20.

receive advice in regard to this selection of textbooks from the teaching staff.

According to Whipple² the common procedures used in the selection of textbooks in city school systems may be classified as follows:

(1) selection based on consensus of opinion of all the staff members concerned with the book, (2) unguided selection by the principal and teachers, (3) guided selection by the principal and teachers, (4) selection by central book committees, (5) selection by central curriculum committees, and (6) selection by central staff members.

In this study it was found that most city school systems selected books by central book committees. The following was stated regarding the selection by the central book committee:

Of these different types of procedure 64 per cent of the city school systems reported the use of selection by central book committees. The type of committee which was reported most often was composed of teachers, principals, and the superintendent. Occasionally a normal school instructor, a high school principal, a high school department head, a junior high school principal or a member of the board of education served on the committee. Sometimes the school librarian was included for the selection of library books.³

This procedure of selection of books by central book committees left the authority of textbook selection in the hands of the superintendent. He appointed the committee in most cases and then had the right to accept or reject the report of the committee. The common practice, however, was to accept the textbook committee's report.

In a study made by Jensen⁴ an attempt was made to ascertain whether

² Gertrude Whipple, "Procedures Used in Selecting Schoolbooks," Elementary School Journal, 36:666, May, 1936.

³ Ibid., pp. 668-69.

⁴ Frank A. Jensen, "Current Practices in Selecting Textbooks," Thirtieth Yearbook of the National Society for the Study of Education, Part II (Bloomington, Illinois: Public School Publishing Company, 1931), pp. 134-38.

the committees chosen were open or secret. Table VI shows the results of the study.

TABLE VI
OPEN AND SECRET TEXTBOOK COMMITTEES IN 159 CITIES

Type of Committee	Number	Per Cent
Open	130	81.8
Secret	23	14.4
Secret and Open	6	3.8
Total	159	100.0

Read table thus: 130 or 81.8 per cent of the textbook committees reported were open committees. Read in like manner for other committees.

The textbook committee which was so organized that the personnel, size, and functions were guarded was known as the secret committee. The reason for such a committee as given by some superintendents was to eliminate any influence book agents might have on the members of the committee.

In some cities the representatives of the publishing companies were allowed to interview a part of the textbook committee, and in others it was open except to representatives of publishing companies. Such committees were classified as "secret and open" committees.

The publishers' representatives could interview "open" committees and present their books to them. A comment from Georgia was as follows:

We find that there is no such thing as a secret committee. We have had trouble due to leakage--there is no perfect way, but we prefer to be open and above board for the most of the work.⁵

⁵ Ibid., p. 135.

In a study of 154 school systems having superior reading programs the following procedures in textbook selection were mentioned in replies from supervisors in 102 school systems which had local adoption of textbooks:

1. Trial use.
2. Use of score-card.
3. Extensive analyses (new words per page, total vocabulary, etc.).
4. Several teachers, working independently, rank samples in order of merit.
5. Conferences, after examinations of samples.
6. Checking with a list of defects in the series to be abandoned--those which constitute the reason for changing.
7. Analysis of the methods and materials recommended or implied by the materials of the text.
8. Comparison with local syllabus and word lists.
9. Visits to schools using the books under consideration.⁶

In the above study where textbooks were adopted locally, the teachers were usually called upon for assistance. In only two of the 154 school systems reporting did the school board select the reading textbooks. In only fifteen the selection was made by the superintendent, the supervisor, or the two working cooperatively without the help of the teachers.

Jensen⁷ summed up his study of current practices in the selecting of textbooks in cities with a population of from twenty-five thousand to two

⁶ "The Selection of Reading Textbooks," Research Bulletin of the National Education Association, 18:509, November, 1936.

⁷ Jensen, op. cit., pp. 141-142.

hundred fifty thousand in the following manner:

1. Practices in cities of a population between 25,000 and 250,000 indicates that the city usually operates as a unit in the selection of instructional material and has full power to select its own textbooks.
2. The authority for selecting textbooks rests legally upon the city board of education.
3. The board of education almost invariably delegates this authority to the superintendent of schools, but holds his recommendation subject to its (commonly perfunctory) approval.
4. The superintendent of schools calls upon his assistants, the actual users of textbooks, to advise him on the problem of selecting textbooks.
5. The advisers to the superintendent of schools are usually organized as a committee.
6. The superintendent of schools, who is responsible for the selection of textbooks and makes recommendations to the board of education, appoints the members of the textbook committee.
7. A distribution of membership in a textbook committee in keeping with practice in city schools and the opinion of city superintendents would comprise about 50 per cent teachers, 25 per cent principals, 15 per cent supervisors, and 10 per cent superintendent's staff. The board of education is rarely directly represented.
8. Large textbook committees are not practical; the effective committee has from three to seven members.
9. The efficient textbook committee is an open committee--open both to school people and to publishers' representatives.
10. Textbook committees are in most cases temporary; they cease to exist after they have solved their problems and made their reports. Permanent committees are usually associated with the committees working on curriculum revision.
11. The reports of the textbook committee are regarded as being only recommendations to the superintendent of schools, but the recommendations are usually followed.
12. The superintendent of schools, in appointing the committee, generally states its problem. The committee, however, sets up its own standards of evaluation for the instructional material considered.

METHODS USED BY STATE TEXTBOOK SELECTING AGENCIES

The answers to the inquiries⁶ sent out to the various state superintendents of public instruction furnish most of the material for state procedure in the evaluation of textbooks. From the states having state adopting bodies were received bulletins, pamphlets, printed circulars, and many other items which were used in an attempt to furnish the necessary information. Of all those replies received there was only one which furnished material which explained the procedure used in a very detailed manner. That state was Louisiana. The material obtained from Louisiana read as follows:

PROCEDURE IN ADOPTING TEXTBOOKS

Inquiries are frequently received from within and without the State requesting information concerning the procedure used when textbooks are adopted. A statement of the steps taken in the last adoption is presented for the purpose of answering such inquiries and informing parish-school officials, teachers, and the public of the manner in which textbooks are adopted.

On February 25, 1931, the State Board of Education adopted elementary and high-school textbooks for use in the schools for a period of two years. The adoption included all basal textbooks. The Board accepted, without change, the list of books recommended by Superintendent Harris. Though vested with full authority, the Board has always delegated the selection of books to a committee appointed by the State Superintendent. As has been the custom on previous occasions, the Committee was composed of members of the State Department of Education and a carefully selected group of school people representing not only different parts of the State but more particularly the elementary, high school, and special educational fields. This group examined the offerings of the various publishers, selected the books found to be most suitable for use in the schools, and recommended them to the State Superintendent who in turn recommended them to the State Board of Education. No changes were made in the list submitted.

⁶ See appendix for a copy of the inquiry.

More than fifty publishing houses submitted approximately one thousand different titles in response to the call to submit textbook bids, samples, and prices. Nearly one hundred representatives of the publishing houses came to Baton Rouge and appeared before the Committee for the purpose of advocating the merits of the books of their respective companies. The hearings required one week with the committee sitting each morning, afternoon, and evening. Among the representatives were authors, editors, and the principal officers of several of the largest publishing houses. When the hearings were completed all representatives were requested to leave Baton Rouge so that no influences whatsoever could be brought to bear upon any member of the Committee.

A systematic plan of procedure was adopted and followed in arriving at the recommendations. The Committee was divided into two groups on the basis of their special interest and knowledge of the textbook offerings, one to select books for the elementary grades and the other to select books for the high-school grades. After the hearings had been completed each group proceeded to examine the books offered according to subjects. For example, language was taken up first by the elementary group and the acceptable offerings in this subject were carefully read and examined. Primary attention was given to educational merit, with due regard to prices and special attention to mechanical construction or manufacture. As soon as each member was ready to vote upon the four or five language offerings which he considered best, the group was called together and each member voted for the books of his choice. Those receiving the least number of votes were eliminated by agreement and, after discussion and further examination, a second vote was taken. This process continued until a majority of the members agreed upon a selection. The procedure was varied from time to time in order to give any members of the group opportunity to further examine books entitled to more consideration.

Whenever the members of either group felt that a book possessed superior merit to the one adopted and could be obtained at the same or a lower price and was reasonably durable from the standpoint of mechanical construction, it was accepted in lieu of the book in use. As the reasons for restricting the number of changes no longer exist under the free textbook law and as many of the books in use were unsatisfactory, a number of changes were made. Two-thirds of the books on the elementary list and more than half of those on the high-school list were displaced by new adoptions. Thus, more changes were made than at any adoption in the past.

When the call for bids was sent to the publishers emphasis was placed upon the fact that more consideration than usual would be given to prices and the mechanical make-up or manufacture of the books. Both the elementary and high-school groups gave serious attention to each of these items. The results of their efforts are

apparent. In many instances the new books cost less than those replaced. The same is true of books which were readopted. It is not likely that any previous textbook committee has ever examined so thoroughly or learned so much about the construction of textbooks. In many instances they were torn to pieces in order to determine the kind and quality of paper, sewing, board, cloth, and re-enforcements used in manufacture. In several instances where educational merit and price were about equal on two competing books, the superior qualities of manufacture determined the final selection. There can be but little question that the books now adopted are better made and will wear longer in school service than those replaced. A serious effort was thus made to improve the durability of the textbooks in order that the heavy mortality due to defective manufacture would be partially avoided.

After due consideration the elementary group decided to recommend several "combinations," that is, two different textbooks containing material for use in the same grade bound under one cover so that an individual pupil has one volume instead of two. Economy is the primary purpose. When two books are so bound they cost but a few cents more than does each book when bound separately. Five to ten cents per copy will cover the difference. The books selected must be published by the same company, for, quite obviously, no two companies would agree to manufacture their books under any joint arrangement. The plan is also limited in use on account of size, for it is inadvisable to attempt to combine large books. The combinations made are limited to lower-grade readers, third-grade arithmetic and health, language and health in grades four to six, and civics and Louisiana history in the sixth grade. The idea of combining textbooks in this manner is an innovation and the results will be watched with considerable interest. If it is found that such an arrangement serves the educational needs as well and the books are equally durable as the same books would be if bound and distributed under separate covers, then the experiment will be successful.⁹

The procedure used in the selection of textbooks in California indicated that California had gone into the evaluation of textbooks in a very scientific manner. Of the material received from various states, it was by far the most scientific. The plan that has been worked out in that state by the California State Curriculum Commission involved four steps.

⁹ Jno. M. Foote, State-owned (Free) Textbooks, State of Louisiana: Department of Education. July, 1933, pp. 14-17.

In speaking of California's plan of procedure in the evaluation of textbooks the following was stated:¹⁰

. . . In California, a State Curriculum Commission, composed of the superintendent of public instruction and ten representatives of the educational profession, is designated by law to recommend textbooks for adoption to the State Board of Education. During the past several years the commission has adopted a rather definite plan of textbook evaluation. The essence of this plan is its analytical approach to the study of the comparative merits of the books under consideration. Briefly characterized, the plan involves (1) the development of a set of criteria by which the books may be judged; (2) the formulation of a score card based on the assignment of numerical values to the items of the criteria; (3) the completion of a series of studies, primarily objective in character, designed to secure data with respect to the relative merits of the books on all items of the criteria; and (4) the interpretation and the utilization of these data in rating the books on the score card. . .

Each text submitted for adoption was studied by this curriculum committee in the light of specific objectives set forth for each school subject.

In Oregon the state adopted textbooks for the elementary schools and high schools, except in districts having twenty thousand or more children of school age. The state board of education appointed the state board of textbook commissioners who adopted the books. The members of the state board of textbook commissioners were selected from the ranks of the teaching profession. Criteria had been set up in order to indicate the nature of the various courses for which textbooks were selected. These criteria were also to be used as a basis for evaluating textbooks submitted for adoption.

There were no established methods of evaluation in Arizona. The state adopted the textbooks for the elementary schools. An investigation was made

¹⁰ Ivan R. Waterman and Irving R. Melbo, "A Plan of Procedure for the Evaluation of Textbooks in Reading," Elementary School Journal, 36:662, May, 1935.

some years ago on the advisability of setting up mechanical and material specifications for books, but the idea was dropped. Adoptions of textbooks were made by the state board of education. Six of the eight members on the board were professional.

Florida had a courses of study committee appointed by the state board of education. Their duties were to evaluate instructional materials including the textbooks currently in use. After considering the recommendations of the courses of study committee and the state superintendent of public instruction, the state board of education made the final decision as to what changes should be made. Publishers were notified and bids were received. Then the president of the state board of education appointed, upon recommendation of the state superintendent, a textbook rating committee who reported on the three most suitable books in each subject for which an adoption was to be made. The board of education after receiving the report handed it to the state purchasing board who made the adoption.

Idaho had state adoptions for the elementary schools and high schools. The state board of education appointed from the ranks of education a state textbook commission who established criteria for judging the books under consideration and from these criteria developed a score card for the evaluation of textbooks. After receiving the evaluations of the textbooks, the state board of education adopted the books.

Indiana had state adoption of textbooks for both the elementary schools and the high schools. The individual members of the state board of education, which constituted the state board of textbook commissioners, had various methods of evaluating textbooks submitted for adoption. Some members appointed committees of teachers, administrators and others, to study the books and report to them the relative merits of each.

There were two separate adopting bodies in Mississippi. One was for the elementary grades and the other was for the high school. The adopting bodies were called state textbook commissions. The law stated in detail the items to be considered in the evaluation of textbooks.

The textbook commission of Nevada was composed of the state board of education and four members appointed by the governor. Adoptions for the elementary schools were made every four years. The textbooks to be adopted were placed in the hands of the adopting board. Each member studied each text individually. The four appointive members of the board were generally prominent elementary teachers or principals and it was upon their recommendation to the other members of the commission that adoptions were made. No definite standards of textbook evaluation had been set up by the commission.

The state board of education was the governing authority of textbooks in New Mexico. In appraising and evaluating textbooks committees were appointed; and before final adoption was made, the recommendations of the committees were carefully considered.

North Carolina considered instructional value, appearance, price, durability and wearing qualities, and conformity with the North Carolina plan of distribution in the awarding of contracts to publishing companies. North Carolina also had minimum textbook specifications which took into consideration paper, sewing, and binding.

In Georgia professional committees were appointed by the state superintendent of schools to examine and recommend textbooks for both the elementary grades and high school grades. The committees made their reports to the state board of education who purchased the textbooks upon competitive bids. Since

the law did not require any specific laboratory test or any specific standards, it was left entirely with the state board of education to pass upon this quality.

Alabama's procedure was very similar to that of Florida. The state board of education first appointed a professional committee known as the committee on courses of study. Its duty was to prepare for approval and adoption the compulsory maximum contents of the courses for each grade of the elementary schools. The state board on receiving the recommendations of the committee on courses of study appointed a textbook committee consisting of professional members whose duties were to grade or rate each book taking into consideration subject-matter, printing, binding, material, and mechanical make-up. Other factors to be considered were the merits, suitability, and desirability of the book. After receiving the report of the textbook committee the textbook purchasing board adopted the books to be used in the schools of Alabama.

The state textbook commission was the selecting body of Tennessee. This commission selected from four to six books in each subject, and county or other units legalized by law were to make their adoptions. In the last selection of textbooks made by the textbook commission, which was in 1936, score cards were used by members of the commission in evaluating the publications submitted. The commission was allowed to call in advisors and specialists, but these advisors and specialists were bound by the same regulations as the members of the commission. The relative prices were taken into consideration as well as the ratings. It was also necessary for the textbooks to conform to a set of specifications dealing with the mechanical make-up.

In the reply from Texas no methods of textbook subject-matter evaluation were received. They did have minimum manufacturing specifications and

standards for textbooks. The adopting body was the state board of education who appointed a textbook committee of experienced, active Texas educators. After receiving the report of the textbook committee the state board of education adopted the books.

Utah had a textbook commission appointed by the state board of education which made inquiries of various groups of classroom teachers and teachers institutions on the appraisalment of the textbooks selected. The tendency in Utah was to work more and more to an open list. Two basic and several supplemental texts were usually adopted in each department.

Virginia had a state board of education, from the membership of which was appointed a committee on textbooks which devoted as much of its time in April, 1938, as possible to the selection of books. Representatives of publishing companies were asked to contact only members of the committee on textbooks except on invitation of the other members.

In West Virginia the state board of education was the adopting body. The adoptions were uniform except in towns and cities having a population of thirty-five hundred or over. The items to be considered in the selection of textbooks were specified by law.

The replies from states not having state selection of textbooks were not shown here because of the lack of information received from them, but they were included in the appendix.

CHAPTER IV

SCIENTIFIC METHODS OF TEXTBOOK EVALUATION

The textbook has always occupied a place of questionable value in American education. The good teacher, as well as the poor teacher, has been influenced by it. Belding¹ writes the following in regard to this relationship of the textbook to teaching:

The only thing that can in any degree make up for poor teaching, where this exists, is a good textbook.

A high school girl recently remarked that she didn't mind studying her lessons at home or in school study periods, but she hated to waste so much time in recitations. Here was a tribute to the importance of the textbook.

Only the most gifted teacher can teach without a textbook. Usually such teacher, if he attempts to dispense with textbooks, refers his pupils to several books instead of one.

It would be out of the question to think that the textbook could be selected so that all school children would express themselves as this girl did, but better methods of evaluation of textbooks should be used. Edmonson² has analyzed the present situation pretty well when he stated:

One way to prevent the placing of inferior books in the hands of pupils is to establish more scientific methods of evaluation. Too many books are adopted as a result of salesmanship, and too few books are selected as a result of critical examination of available textbooks in terms of standards that have been carefully framed. . . .

¹ Anson W. Belding, "Save the School with Books," Kansas Teacher, 38:14-16, November, 1938.

² James B. Edmonson, "Frank Discussion is Needed of Textbook Problems," Nation's Schools, 11:61, May, 1938.

The results of Whipple's³ study of the causes of difficulty encountered in book selection are shown in Table VII. She found that the principal cause of difficulty was the lack of adequate methods of selecting books. Another factor mentioned a number of times was the incompetency of staff members who selected or used the books. Other causes mentioned were lack of certain types of books, lack of funds, unfair practices of publishers' representatives, lack of valid standards of evaluation, limited time, ill effects of certain state requirements, and dissatisfaction with previous selections.

Eye⁴ felt the need for the establishment of more scientific evaluation when textbooks were selected. His idea of present needs was as follows:

State textbook commissions should seek methods of improving their plan for the study of textbooks, allowing ample time for this study. When a decision is made as to which subjects are to be opened for adoption, a set of criteria should be established as a basis for studying the textbooks that are submitted. This would put much of the consideration on an objective basis. At the close of the adoption, the committee should be required to publish a report of its selections, basing this report on the criteria set up in the beginning and including a summary of the analyses made and a statement of the reasons for adopting the books.

In the study of the methods used by different states in the evaluation of textbooks there were indications that some of the states had begun to make steps toward scientific evaluation of textbooks. Among these were Oregon, Idaho, and California with their plan for establishing criteria; California, Tennessee, and Idaho with their rating sheet plan; and Kansas with its

³ Gertrude Whipple, "Procedures Used in Selecting Schoolbooks," Elementary School Journal, 36:773, June, 1936.

⁴ Glen G. Eye, "Who Should Choose Textbooks," Nation's Schools, 20:42, October, 1937.

laboratory test plan.

TABLE VII

CAUSES OF DIFFICULTY ENCOUNTERED IN BOOK
SELECTION AND FREQUENCY OF MENTION OF EACH

Cause	Frequency of Mention	Percentage of Total Frequency of Mention
Lack of adequate methods of selecting books	33	27.2
Incompetency of staff members who select or use books	26	21.5
Lack of certain types of books	22	18.2
Lack of funds	12	9.9
Unfair practices of publishers' representatives	8	6.6
Lack of valid standards of evaluation	6	5.0
Limited time	6	5.0
Ill effects of certain state requirements	4	3.3
Dissatisfaction with previous selections	4	3.3
Total	121	100.0

Read table thus: The lack of adequate methods of selecting books was mentioned 33 times or 27.2% of the total frequency of mention.

CRITERIA FOR TEXTBOOK SELECTION

Jacobs⁵ lists eighteen criteria which he offers to teachers in the choosing of new textbooks. These criteria are:

⁵ Leland E. Jacobs, "18 Criteria for Choosing New Textbooks," Clearing House, 11:485-86, April, 1937.

Authorship

1. What training and experience has the author had to qualify him to write this particular book?
2. Does the author's point of view best serve the present needs?

Curriculum Needs

1. What purposes or objectives are recognized in this book?
2. Is the relationship between avowed objectives and the choice arrangement of subject matter consistently and definitely established and maintained?
3. Is the material organized in keeping with the present progressive concepts of learning?
4. Does the material included give adequate consideration to the fundamental social aspects of the educative process?

Adaptation to Children's Use

1. Is the material so written that it meets the needs and interests of the children in an engaging and appealing manner?
2. Is the material well adapted to provide for individual differences among children and classes?
3. Does the arrangement of the various units promote consistent and integrated thought and development, study habits, and growth in power to solve problems among children?

Adaptation to Teachers' Use

1. Is the material arranged in convenient units for teaching?
2. Is the subject matter presented in a sequence that is psychologically sound?
3. Do all the suggested related activities--study helps, suggested readings, etc.--possess a high degree of utility?
4. Can this material be efficiently adopted to individual and community interests and needs?

Format

1. Is the general appearance of the book artistic, and appealing to children?

2. Is the book a convenient size?

3. Is the durability of the book insured by high quality materials and workmanship?

4. Are the illustrative materials in the books attractive, authentic, and in sensible proportion with the other content of the book?

5. Are the hygienic standards--finish of paper, size of print, margins, and page arrangement--consistently high?

In Oregon the first step in textbook evaluation was the formulation of criteria for textbook selection. The purpose of these criteria was to indicate the general nature of the courses for which textbooks were to be selected, and to be used as a basis for evaluating the textbooks submitted for adoption.

The criteria for the selection of arithmetic textbooks in Oregon were as follows:

ARITHMETIC

1. The text should be well bound, durable, printed on good paper, easily read, attractive, and inviting in appearance.

2. The language of the text should be simple and clear and the vocabulary well within the grasp of the children at the different grade levels. Long involved problems containing many parts on a page and verbose problem situations should be avoided.

3. In the presentation of the different topics, emphasis should be placed upon adequate explanation based upon facts and illustrations which are accurate and adapted to the maturity of the child. Sufficient drill material should follow, properly graded as to difficulty, in order that understanding may be achieved.

4. The problems presented in connection with each topic taught should be adequate, meaningful, practical, and properly graded for difficulty. In so far as scientific investigations warrant, a variety of material of social value to the children should be provided.

5. Diagnostic tests with keyed remedial instruction and drill material should be provided for each topic or phase of the subject.

6. The text should make reasonable provision for individual differences. It should provide additional work for the brighter pupils in connection with each topic together with progress tests in order that pupils may check their own advancement.

7. A teacher's manual containing instruction aids should accompany the text.

8. The grade placement of topics should be approximately as shown in the attached chart.

Criteria were formulated for every subject in which an adoption was to be made. In addition to this material there was established a chart which showed the recommended grade placement of topics in arithmetic. Table VIII shows the grade in which each topic was to be introduced and the grade in which it was to be stressed.

In Idaho the criteria for the selection of spelling books were classified under

1. Authorship
2. Accord with spelling objectives
3. Content
4. Provisions for effective teaching
5. Mechanical features
6. Intangible values.

After setting up criteria each criterion was weighted in order that the textbooks submitted could be rated on the basis of these criteria. The weighted criteria became a score card or what is sometimes called a rating sheet.

This plan of formulating criteria for the selection of textbooks was worked out on a very elaborate scale in California as is shown in the following:

The first step in the procedures used by the State Curriculum Commission for the evaluation of arithmetic textbooks consisted in formulating a set of criteria to be used as standards in determining the extent to which the several series of books under consideration fulfilled the requirements of arithmetic textbooks in the elementary school, and in determining the relative merits of the several series. A subcommittee, after a thoroughgoing survey of the literature of the field, attempted the formulation of an extremely comprehensive set of criteria, one which purported to indicate in a complete way all of the principles to which a series of arithmetic texts for elementary schools should conform.⁶

TABLE VIII

RECOMMENDED GRADE PLACEMENT OF TOPICS IN ARITHMETIC

	1B	1A	2B	2A	3B	3A	4B	4A	5B
Counting	X	XX	..	..	..	..	..	..	..
Reading and Writing Numbers	..	X	XX	XX	..	..	..	..	..
Addition Facts	X	XX	XX	..	..	..
Subtraction Facts	X	XX	XX	..	..	..
Column Addition (No carrying)	X	XX	XX	..	..	..
Column Addition (Carrying)	X	XX	..	..	..
Roman Numerals	X	..	..	..	..	XX
Subtraction (No borrowing)	X	XX	..	..	..	..
Subtraction (Borrowing)	X	XX	XX	..	..
U. S. Money	..	X	XX	XX	..	..	..	..	..
Multiplication Facts	X	XX	XX	..
Division Facts	X	XX	XX	..
Multiplication (No carrying)	X	XX	XX	..
Multiplication (Carrying)	X	XX	XX	..
Compound Multiplication	X	XX
Long Division	X	XX
Meaning of Fractions	X	XX	XX

Read table thus: Grade where first introduced (X). Grade where stressed (XX). Counting was first introduced in grade 1B and stressed in grade 1A.

⁶ Evaluation of Arithmetic Textbooks (State of California Department of Education Bulletin; California State Printing Office, 1932), p. 2.

TABLE VIII (CONTINUED)
RECOMMENDED GRADE PLACEMENT OF TOPICS IN ARITHMETIC

	5A	5B	6A	7B	7A	8B	8A	9B	9A
Short Division	X	X	X	..	..	..	..	..	..
Addition and Subtraction of Fractions	XX	XX	..	..	..	..	..	..	..
Multiplication of Fractions	XX	XX	..	..	..	..	..	..	..
Division of Fractions	XX	XX	..	..	..	..	..	..	..
Meaning of Decimals	..	X	XX	..	..	..	..	..	..
Addition and Subtraction of Decimals	..	X	XX	..	..	..	..	..	..
Multiplication of Decimals	..	X	XX	..	..	..	..	..	..
Division of Decimals	..	X	XX	..	..	..	..	..	..
Denominate Numbers	..	X	XX	..	..	..	..	..	..
Meaning of Per Cent	XX	..	..	..	..	..
Case I -- Percentage	XX	..	..	..	..	..
Case II -- Percentage	XX	..	..	..	..	..
Case III -- Percentage (Optional)
Graphs	X	XX
Business Accounts--Sales Slips, checks	XX	XX	..	..
Commission & Discount	XX	..	..	..	..
Interest	XX	XX	..	..	..
Banking	X	XX	..
Formulae	XX	..
Ratio & Proportion	XX	XX	..	..
Insurance	X	XX	XX
Taxes	X	XX	XX
Square Root (Optional)
Mensuration (Solids)	X	XX	XX
Stocks & Bonds	XX

Read table thus: Grade where first introduced (X). Grade where stressed (XX). The recommended grade placement for the introduction of short division was 5A, 6B, and 6A.

The tentative criteria were submitted to publishers who submitted books for adoption and to the leading educators of the state. Suggestions for modifications of criteria and suggestions for additional items to be included were solicited. The criteria were then formulated.

California has also set up criteria in other subjects in an attempt to select textbooks which would best fit the needs of the state.

THE SCORE CARD

Although the origin of the score card idea of textbook evaluation dates a number of years back, only in recent years has it been used to any great extent as an instrument for textbook evaluation. It has been criticized in the past because in many instances it represented the judgment of the individual making it and for that reason had no scientific justification. It was true that many score cards were made without justification for the items included or for the weighting of these items. A study made by Maxwell⁷ however, indicates that in fifty per cent of the items there was practically unanimous agreement. Buckingham⁸ stated the following about the score card:

. . . I think a score card of some sort is desirable, even if it is no more than a series of topics to be thought about. But a score card does not insure scientific methods or results. Science calls for something more than an instrument. In the first place, the instrument must be a good one. In the second place, the instrument must be properly used--used so as to yield a valid measure. In the third place, the user of the instrument must have a scientific attitude.

Regardless of the accuracy of any scientific measure which might be used, the key to the whole situation lies with the user of the measure. If this scientific attitude is not assumed the measure becomes worthless.

⁷ C. R. Maxwell, "The Use of Score Cards in Evaluating Textbooks," Thirtieth Yearbook of the National Society for the Study of Education Part II (Bloomington, Illinois: Public School Publishing Company, 1931), p. 150.

⁸ B. R. Buckingham, "The Scientific Development and Evaluation of Textbook Materials," Official Report of the Department of Superintendence of the National Educational Association (Washington, D. C.: Department of Superintendence, 1933), p. 160.

Whipple⁹ made a study of items considered in textbook selection when score cards were used in textbook evaluation and when score cards were not used in textbook evaluation. It was found, as shown by Table IX, that the score card compared very favorably with the judgments of people as to what items should be considered in the evaluation of textbooks.

It might be noted, however, that there were a few relatively wide variations. One of these variations was in "adaptations to specific needs," another in "aids to instruction," and still another in "price." The tendency was for the score card to consider less frequently the "adaptations to specific needs" and "price," but to consider more frequently "aids to instruction."

Score cards have been made of both a general and a specific nature. Those of a general nature could be used for the evaluation of any textbook while those of a specific nature were used for a particular subject. A good example of a score card of a general nature is the one shown in Table X. This was the score card used by Tennessee in making the 1936 selections.

While this score card used by Tennessee was a good guide in the selection of textbooks, it did not take into consideration the individualities of each subject. California has gone a step farther and has set up not only criteria for each subject but also developed score cards for each subject based on the criteria formulated.

Buckingham¹⁰ indicates that in every score card there should be a minimum score for every item considered on a score card below which it would

⁹ Gertrude Whipple, "Procedures Used in Selecting Schoolbooks," Elementary School Journal, 36, 760-75, June, 1936.

¹⁰ Buckingham, op. cit., p. 161.

be necessary to reject a book regardless of how good the other items were. For example if the printing dropped below a certain score because of its illegibility, this would disqualify the book. The score cards that the writer has examined have made no such provision.

TABLE IX

A COMPARISON OF THE FREQUENCY OF ITEMS MENTIONED WHEN SCORE CARDS WERE NOT USED AND WHEN SCORE CARDS WERE USED

Item	Per cent when score cards are not used	Per cent when score cards are used
1. Content	29.2	33.1
2. Physical make-up	28.5	23.9
3. Adaptation to specific needs	10.	1.
4. Aids to instruction	8.1	24.5
5. Method	6.6	6.8
6. Organization	5.3	2.4
7. Author or authors	3.3	2.4
8. Objectives	----	2.9
9. Price	3.7	.2
10. Type of book	1.1	.5
11. Scientific basis	1.8	.6
12. Teaching use	1.5	----
13. Purpose of book	.7	----
14. Comparative merit	.5	----
15. Point of view	.5	----
16. Recency of copyright date	.7	.3
17. Adaptation to local conditions	.3	----
18. Usefulness in all sections of city	.3	.2
19. Special features	.3	.2
20. General merit	.3	.2
21. Publisher	----	.2
22. Series to which book belongs	----	.6
Total	100.0	100.0

Read table thus: Content was mentioned 29.2 per cent of the total number of items mentioned when score cards were used to select textbooks and 33.1 per cent of the total number of items mentioned when score cards were used for the selection of textbooks.

TABLE X

SCORE CARD FOR RATING OF TEXTBOOKS IN TENNESSEE

Bases for Rating Books	Possible Score	Score
A. General considerations:	<u>100</u>	
1. Training and educational experience of author qualifies him as an authority.	50	
2. Reputation of publisher assures a dependable text.	10	
3. Copyright is of recent date.	20	
4. Point of view is well defined and in accord with accepted aims of the school.	10	
5. Style is clear, attractive, stimulating, and adapted to the level of the pupils.	10	
B. Subject matter:	<u>500</u>	
1. Selection: 250		
(a) Subject matter is adapted to the needs of the community for which the text is to be chosen.	75	
(b) Material has been selected with due regard to the principle of relative values.	75	
(c) Enough details are included so as to give meaning to main topics.	50	
(d) Sufficient material is included from which selection may be made to meet the needs, capacities, and experiences of individuals of differentiated groups.	50	
2. Organization: 250		
(a) Material is organized with regard to the psychology of the pupil rather than to the logic of the subject.		
(b) A few main topics are treated intensively rather than an encyclopedic treatment of many.	50	
(c) Arrangement of material is cumulative in effect and yet independent enough to permit the omission of parts.	50	
(d) The book, as a whole, gives an unified impression.	50	

TABLE X (CONTINUED)

Bases for Rating Books	Possible Score	Score
C. Helps and aids to instruction:	<u>200</u>	
1. The teacher's preface explains the particular point of view of the author and gives suggestions for the use of the text.	15	
2. An intimate and provocative introduction for pupils is included.	20	
3. The table of contents is full enough to show the outline of the book.	15	
4. The index is so complete and so arranged that the material may be easily found.	10	
5. The Glossary gives the meaning and pronunciation of unusual and difficult words.	5	
6. The appendix contains adequate drill material, tables, charts, etc.	10	
7. The illustrations, maps, sketches, etc., are simple, clear, suitable, and attractive.	30	
8. The references are definite, annotated, evaluated, and adapted to the pupils.	25	
9. The summaries and reviews at the end of each unit are pointed and thought-provoking.	25	
10. The study helps are definite and varied.	30	
11. At the end of the book there are general reviews requiring thought and reorganization of subject matter.	5	
12. Sufficient, interesting, and varied drill material is included in the charts as well as in the appendix.	10	
D. Mechanical Make-up:	<u>200</u>	
1. The binding is durable, flexible, and pleasing.	25	
2. The paper is suitable for cuts as well as for reading without eye strain.	50	
3. The type is clear, properly spaced, and of size that is easily read.	50	
4. The material is well arranged on the page with distinct topic headings.	50	
5. The whole make-up of the book is attractive.	25	

Read table thus: Mechanical make-up counted two hundred points. The binding of the book counted twenty-five of these two hundred points.

California, as was shown earlier in this chapter, established criteria for the selection of arithmetic textbooks. Then on the basis of a thousand point scale the committee, individually assigned a value to each major item of criteria. The average weightings of the committee as a whole were then taken and these were rounded off to the nearest ten points. The criteria were then examined on the basis of the objectivity or the subjectivity of the studies which could be made. These studies were classified as "(a) largely objective, (b) partially objective, or (c) largely subjective."¹¹ All but six of the fifteen textbooks were eliminated in this manner. The six were reserved for further analysis. California had in reality developed a score card from its criteria.

TRYING OUT BOOKS IN THE CLASSROOM

Textbooks have been tried out in the classroom in order to make evaluation of them, but as far as the writer has been able to learn there have been no elaborate testing programs worked out in connection with these classroom procedures. Whipple¹² attempted to find the methods used in evaluating textbooks. The results of her study are shown in Table XI. The most common method of evaluating textbooks and supplementary books was by trying them out in the classroom. Other common methods of evaluation of textbooks were by score cards, by comparing and discussing personal judgments, and by making personal examination.

¹¹ Evaluation of Arithmetic Textbooks, op. cit., p. 5.

¹² Whipple, op. cit., p. 770.

TABLE XI

FREQUENCY OF MENTION OF ELEVEN GENERAL METHODS USED IN EVALUATING TEXTBOOKS AND SUPPLEMENTARY BOOKS

Method	Textbooks		Supplementary Books	
	Frequency of Mention	Per Cent	Frequency of Mention	Per Cent
Trying out books in the classroom	80	26.4	81	26.6
Comparing and discussing personal judgments	59	19.5	75	24.7
Making personal examination	59	19.5	76	25.0
Consulting book reviews and other printed material	24	7.9	37	12.2
Making score-card evaluation	71	23.4	20	6.6
Securing judgments of specialists	1	.5	2	.6
Making preliminary eliminations	6	2.0	6	2.0
Analyzing materials with respect to topics treated	2	.7	3	1.0
Applying statistical procedure to content			3	1.0
Analyzing materials with respect to duplication of selection			1	.5
Formulating guiding principles	1	.5		
Total	303	100.0	304	100.0

Read table thus: 80 school systems or 26.4% of those answering evaluate textbooks by trying them out in the classroom.

In speaking of classroom procedure used when books were tried out in the classroom, Whipple¹³ states the following:

Many different forms of classroom trial were reported by co-operators. An analysis of specific statements made revealed numerous variations in procedure. Only one teacher may try out the books, or several teachers, or all the teachers of a grade. Only one title may be tried out, or several different titles; or after elimination of certain titles through trial, the best two titles may be tried again. Only one pupil may participate, or part or all of a class, or several different classes; and only one type of pupil or several different types, such as accelerated, average, and retarded pupils. The teacher may be asked "to give the books a trial," to carry out a certain general procedure, or to follow written directions for making the test. In order to determine a book's teaching value, the teacher may make general observations as pupils use the book, or she may give tests on the material read. To determine its interest value she may read or tell part of a story and note the effect, or she may place the book on the reading shelves and note the number of times it is chosen by the pupils. After it has been on the reading table for a time, the story may be discussed and observations made on pupils' interest, or pupils may be asked to state their reactions on a form or to name the best book they have ever read. The trial may extend over a few days, a semester, a year, or several years. The success of the book in the classroom may be observed by the central staff or be reported by the teachers concerned. Such differences in method suggest the possibility of wide variations in the validity of conclusions based on trial use.

These findings show that much unsystematic experimentation is in progress and that there is need for more carefully controlled procedures. A valid trial is dependent on the observance of principles of experimental technique. For example, only one characteristic should be tested at a time, and identical procedure should be followed in making comparative trials of different titles. Again, the number of pupils participating should be sufficient to insure statistical reliability of the data.

Buckingham¹⁴ in speaking of the actual tryout in the classroom states that this method was used to notable success a few years ago in the case of a series of arithmetics. He further states:

¹³ Ibid., pp. 771-72.

¹⁴ Buckingham, op. cit., p. 165.

. . . I have sometimes imagined a great publishing house organizing its own school for testing purposes. Such a school might even carry its own financial weight if it were staffed with excellent teachers and made so attractive that people would be willing to pay rather high tuition rates. With such a school as a manufacturer of rubber tires or of typewriters may guarantee his product through testing. Such a dream may not come true in my day, but I am convinced that I have often dreamed more idly.

Scherling and Edmonson¹⁵ in speaking of techniques employed by authors in the writing of textbooks reported the following methods of classroom procedure:

Authors of one series of arithmetics printed their material in an experimental edition which was used throughout a large city under the personal supervision of one of the authors. The material was also used and criticized by teachers of arithmetic in approximately twenty other school systems. By means of a very complete questionnaire sent to these teachers every month, many helpful suggestions were received. On the questionnaire the teachers gave the scores their pupils made on the progress tests, and these scores were used in modifying the decisions concerning grade placement. The city-wide trial of material under a supervisor who gives her full time to the study of pupil responses is undoubtedly an advanced step in curricular research.

Authors of another series of texts required a criticism from about eighty teachers on each article of the book. They used 3 x 5 cards and classified these by article numbers. It is asserted that the cards when massed totaled three feet in thickness, and two of the authors assert that they read all the material very carefully.

The authors of a third series submitted tabulations of records secured from each of about eighty teachers on each drill exercise. These tabulations show in great detail how the commercial edition of the book was adjusted in the light of the data secured through the use of the experimental edition.

An organization known as "The Textbook Clinic"¹⁶ sponsored by the

¹⁵ Raleigh Scherling and J. B. Edmonson, "The Techniques of Textbook Authors," Thirtieth Yearbook of the National Society for the Study of Education Part II (Bloomington, Illinois: Public School Publishing Company, 1931), p. 88.

¹⁶ "Textbook Clinic Elects Officers," Publishers' Weekly, 35:1880-81, May 7, 1938.

American Institute of Graphic Arts held its first meeting January 28, 1938. The purposes of the clinic, according to statement of policy, were as follows:

"To further a knowledge and appreciation of book production and related problems among all who are concerned with textbooks.

"To acquaint writers, illustrators, editors, publishers, designers, and educators with each others' problems and requirements;

"To discuss new materials, processes and techniques.

"To place the specialized knowledge of each member of the clinic at the disposal of all other members.

"To encourage friendship and interchange of ideas among a group of people who are all working in different ways toward the same end: the improvement of educational books.

"Through exhibitions, lectures and publications to inform those who buy textbooks, and those who use them, the technical problems and progress in book-making."

The writer suggests that in the classroom trial of books various sources such as "The Textbook Clinic" be contacted and any usable material that can be offered or any aid that can be given be utilized in giving this method of textbook selection a fair trial.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

In the study of material for the foregoing chapters the writer has tried to show current practices in the selection and evaluation of textbooks. The literature on the subject has been limited. Although the material was quite limited, it did enable the writer to show the lack of adequate scientific evaluation which exists today.

Summary and Conclusions

The following summary or conclusion was derived from the study made of present practices in textbook selection and evaluation:

1. Adopting agencies and selecting agencies were usually separate bodies.
2. The adopting agency received the recommendations or restrictions of the selecting agency before making adoptions.
3. Selecting bodies were usually professional.
4. Items considered most commonly by state laws which affected textbook selection and evaluation were those concerning price and material.
5. The common procedure in the selection of textbooks in city schools was to select books through a central book committee which consisted of about fifty per cent teachers and fifty per cent administrative and supervisory officers.

6. Trying out books in the classroom was reported as a common procedure in textbook evaluation, but there was also much unsystematic experimentation in connection with it. More carefully controlled procedures were needed.
7. The committees which selected books were usually of the "open" type--open to the public and open to the publisher.
8. Each committee usually set up its own procedure for the evaluation of textbooks.
9. California had the most scientific procedure for state evaluation of textbooks of all those replying.
10. There was a need for more scientific methods of textbook evaluation.
11. Teachers needed training in textbook selection.
12. A selecting committee should first set up criteria to be used as a guide in the selection of textbooks.
13. Criteria should be set up for every subject in which selection of textbooks is to be made.
14. The authorship, course of study, curriculum needs, adaptation of material to children's use and teacher's use, as well as the format should be considered in the formulation of criteria.
15. A selecting committee should make a survey of recent experiments of each field in which textbooks are to be selected.
16. Score cards should conform to the criteria set up as a guide in textbook selection.
17. Score cards should have a minimum score on each criterion below which a book would be disqualified regardless of the total score.
18. The score card which was made for a particular subject was used more commonly than one which was made so as to rate any subject.

RECOMMENDED PROCEDURE FOR THE KANSAS STATE BOARD OF EDUCATION

Establishing Criteria

It is recommended that the advisory committee selected by the state board of education first set up criteria which they will follow in the selection of textbooks.

Weighting Criteria

After the criteria have been established the criteria will then be weighted. This will be done by studying the weightings given by a number of the more reliable score cards as well as the judgment of qualified persons. The weighted criteria will contain a minimum score on each criterion below which a book will be eliminated regardless of the total score the book might otherwise receive.

Scoring the Books

After books from various publishers have been submitted, they will be rated according to the weighted criteria set up by the committee. This will give each publisher an opportunity to submit books. After scoring the books, the committee will select a number not to exceed two in each subject upon which they will report to the state board of education.

Experimental Procedure

The state board of education upon receiving the report of the advisory committee is then requested to take the two books and either subject them to an objective test together with the text now used in the schools of Kansas, or try them out in the public schools of Kansas under as carefully controlled conditions as it is deemed advisable to make.

Laboratory Tests

It is recommended that the state board of education appoint an advisory committee at whatever time it is deemed advisable to make a series of laboratory tests on textbooks submitted for adoption. This committee is to consist of competent educators in the field of measurements and leading superintendents and teachers of the state. After deciding on the method of procedure to be used, this advisory committee will submit its plan to the state board of education and upon acceptance will proceed with its plan.

Textbook to be Used

It is recommended that the plan be first tried in the adoption of a textbook in fifth or sixth grade arithmetic and that two texts in addition to the present adopted text be used. It is recommended that the plan be tried the first year in order to develop an experimental technique and then tried out again if deemed necessary in light of the findings of the first year.

Tests to be Used

It is suggested that the tests given the first year include achievement tests and intelligence tests--the achievement tests to be given at the beginning and at the end of the school year, and the intelligence tests to be given at the beginning of the school year.

Schools Used

Rural schools; small town schools, in which the teacher teaches both fifth and sixth grades; and larger city schools, in which one teacher teaches one grade, are suggested as the types of schools in which the laboratory tests are to be made. Teachers having a minimum of preparation as well as those having a maximum of preparation should be used in the experiment.

Teaching Procedure

The teachers involved in the experiment are to be instructed to follow, strictly, the procedure of the textbook.

Rating of Textbooks

It is suggested that at the termination of the use of a particular text the teacher list the desirable and undesirable features of the text as well as rate the text on an especially prepared rating sheet. If the teacher has in other years taught the text now used in Kansas but is using another text for the experiment, she will make a rating of the state adopted text as well as a rating of the text she has used in the experiment.

Results of Tests

After securing the results of the tests and the summaries of the teachers, the advisory committee will make a report of the findings to the state board of education and also will submit recommendations for the following year if it is deemed advisable to continue it through another year.

Rating by Experts

In addition to the following classroom plan of testing textbooks, it is recommended that the state board of education make a study, or cause a

study to be made, of each of these three textbooks along lines similar to those made in California¹ in order to ascertain what advantages if any the classroom plan has over the method used by California in textbook evaluation.

¹ Evaluation of Arithmetic Textbooks (California: Department of Education, 1932), pp. 28.

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APPENDIX

June 9, 1938

Mr. Jack R. Gage
State Superintendent of Public Instruction
Cheyenne, Wyoming

Dear Mr. Gage:

In this state by recent legislative enactment the State Board of Education is in the future required to base its textbook adoption on a laboratory test of the textbooks which are submitted by the various publishers. For the purpose of devising plans of procedure the State Board has appointed an advisory committee of which the writer is chairman.

As an initial step this committee has decided that it should thoroughly familiarize itself with the methods of making textbook adoptions at present employed in all the states which have state adoption of books. We, therefore, have two questions to ask you.

First, do you have state adoption of textbooks for elementary schools in your state?

Second, if so, what methods are employed for evaluating the publications submitted for adoption?

If you have such adoption you undoubtedly have printed literature covering your methods. If you will be so kind as to send me a copy of every such bulletin or pamphlet you may have I shall be greatly indebted to you. If you do not have state adoption and you know of any of the cities or counties in your state which employ superior plans for making such adoptions for their own schools, I should be glad to have you refer me to them. Any information you may be able to furnish me will be greatly appreciated.

Yours very sincerely,

(H. E. Schrammel)

HES/gh

REPLIES FROM STATES NOT HAVING STATE SELECTION
OF TEXTBOOKS

The following material was taken from the replies to the letter sent out to state superintendents of public instruction:

COLORADO: "Colorado does not have state adoption of textbooks. The local school boards make their own selections."

CONNECTICUT: "In answer to your letter I am pleased to state that in Connecticut there is no state adoption of textbooks. The board of education of each city with the aid of its superintendents makes its own selection."

IOWA: "In reply to your letter of June 7, I will say that in this state the textbooks used in the various schools are those adopted by the local school boards except that in counties that are under what is known as the county uniformity plan, the texts used in the rural schools are those adopted by what is known as a county board of education. Each adopting board makes its own rules and regulations."

MAINE: "I am in receipt of your letter of June 7 and in reply will state we do not have state adoption of textbooks in Maine. Under our law all textbooks must be furnished free but are selected by the local school authorities in each municipality of the state."

MASSACHUSETTS: "The Department of Education in Massachusetts does not issue a State-adopted list of the textbooks for the elementary, junior high or high schools. This is a matter which is subject to local regulation."

MICHIGAN: "Michigan does not have state adoption of textbooks for elementary schools. However, several cities have adopted this plan. Among them are Lansing, Grand Rapids, and Flint." (Refers to trying out books in the classroom.)

MINNESOTA: "Minnesota does not have state adoption of textbooks for elementary schools of the state. The superintendent of each school system makes his own selection of books."

MISSOURI: "Because we do not have the state adoption naturally we have no methods of evaluating books that might be submitted for consideration."

NEBRASKA: "In reply to your letter of June 7 will say that we do not have either a state or county adoption of textbooks in Nebraska."

NEW HAMPSHIRE: "New Hampshire has no state adoption of textbooks. Books are purchased by the local school boards on recommendation of the superintendent of schools."

NEW JERSEY: "Your letter of June 9 addressed to the commissioner of education has been referred to me for a reply. We do not have State adoption of textbooks for elementary schools in New Jersey. This matter is left to the discretion of the local school district. The State Department of Public Instruction renders advisory service only in this connection. No uniform method of evaluating these publications is in use throughout the State. For the rural schools our fifty-six State rural supervisors, called Helping Teachers, do most of the evaluating for the smaller rural districts. In the larger districts it is usually done by the superintendent or supervising principal, with the assistance of his principals and sometimes committees of teachers."

NEW YORK: "New York does not have any State selection of textbooks. In this State each local Board of Education formulates its own rules for the selection of textbooks. The Education Law requires that in cities such selection shall be made upon the recommendation of the superintendent of schools."

NORTH DAKOTA: "Our system of selection in North Dakota is by local districts based on recommended lists by the county superintendent and a large master list by the State Department of Public Instruction. The books selected for the department was done by a large committee. They did take every point into consideration, namely, physical make up, literary qualities, and all such items."

OHIO: "The adoption of textbooks in the State of Ohio is purely a local matter. However, local boards may adopt only such books, a copy of which has been filed in the office of the State Director of Education. Each local district may set up its own criteria for selection of books."

PENNSYLVANIA: "Pennsylvania does not have state adoption of textbooks. In our counties and cities employing superior plans for selecting textbooks for their schools, the administrators are more and more enlisting the aid of their teachers in making the selections. As the teachers are becoming better educated their decisions are better tuned to real needs. As teachers' philosophies and procedures are improving, the tendency is in the direction of using many books instead of one textbook. We find that improvement in textbook selection is intimately related to the problem of teacher education. One cannot go forward without the other."

RHODE ISLAND: "In reply to your letter of June 9th I will say that we do not have state-wide adoption of textbooks in Rhode Island. All texts are adopted by the local school committee."

SOUTH DAKOTA: "In South Dakota we have the county adoption plan for the rural schools and the independent district plan for the town schools. I am quite of the opinion that there is nothing in our procedure that would be of any material assistance to you."

VERMONT: "No."

WASHINGTON: "This State does not adopt textbooks for the schools but leaves the districts to make their own choices. The trend here is to get farther from an adopted text towards the use of several books which may vary easily. In the districts and counties, the selections are, of course, better where the board is of a progressive and enlightened nature."

WISCONSIN: "In reply to your letter of June 9, I will state that Wisconsin has no state adoption of textbooks for elementary or secondary schools." 171

WYOMING: "No."