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FREE TEXTBOOKS FOR
PUBLIC-SCHOOL PUPILS

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FREE TEXTBOOKS FOR PUBLIC-SCHOOL PUPILS.

CONTENTS.—Inception of the movement—Books for indigent pupils—Arguments for free textbooks—Arguments against free textbooks—Cost of textbooks—The practice in States where the law is permissive and not mandatory—State laws providing for free textbooks.

It is now more than a hundred years since textbooks were first furnished free to the pupils of a public school of this country. The movement began in the administration of city schools and, generally speaking, was confined to cities for many years. Philadelphia made provision for free textbooks in its public schools in 1818, and other cities, nearly all in States of the North Atlantic seaboard, followed in the course of the next half-century.

In 1902 there was made in the United States Bureau of Education a study of free textbooks in 159 of the 161 cities then having a population of 25,000 or more.¹ Of these 159 cities, 93 were reported as furnishing free textbooks at least in some of the elementary grades. Below is given a brief table which shows the years in which free textbooks were introduced in the public schools of those cities of this group which provided free books before the year 1884, when the first mandatory state-wide free-textbook law was passed.

Cities among the 159 largest in the United States which provided free textbooks prior to 1884.

Philadelphia, Pa.....	1818	Fall River, Mass.....	1874
Jersey City, N. J.....	1830	Wilmington, Del.....	1875
Newark, N. J.....	1838	Johnstown, Pa.....	1875
Elizabeth, N. J.....	1850	Woonsocket, R. I.....	1877
Hoboken, N. J.....	1855	New York, N. Y.....	1878
Charleston, S. C.....	1856	Lowell, Mass.....	1881
Paterson, N. J.....	1860	Yonkers, N. Y.....	1882
Chester, Pa.....	1864	La Crosse, Wis.....	1882
Norfolk, Va.....	1865	Holyoke, Mass.....	1883
Passaic, N. J.....	1870	Camden, N. J.....	1883

Massachusetts was the first State to pass a state-wide law requiring local school corporations, in that case cities and towns, to provide free textbooks for public-school pupils. This law was passed in 1884 and required that the school committee of every city and town purchase, at the expense of the city or town, textbooks and other school supplies and loan them to pupils free of charge, but subject

¹ Report of the Commissioner of Education, 1902, vol. 2, p. 2390.

to such rules and regulations governing care and custody as the committee might prescribe. Other States which passed mandatory free-textbook laws prior to the beginning of the present century were Maine, 1889; Nebraska, 1891; Pennsylvania, 1893; Rhode Island, 1893; New Jersey, 1894; Vermont, 1895; Maryland, 1896; Delaware, 1898; New Hampshire, 1899, and Wyoming, 1899. At present 19 States require that textbooks be furnished free to pupils in the public schools. In 21 other States, the law specifically permits the expenditure of school funds for providing free school books. Books are provided for pupils of the elementary grades in the District of Columbia.

BOOKS FOR INDIGENT PUPILS.

Many States make special legal provision for furnishing free books to pupils whose parents are unable to purchase books for their children; and those States which have no general free-textbook laws, either mandatory or permissive, have in nearly all cases made provision for the children of poor parents. These laws generally either authorize or direct that local school funds be used to purchase books for loaning to indigent pupils. The Indiana school laws, for example, contain this provision:

It shall be the duty of each township trustee and each school board to furnish the necessary school books, so far as they have been or may be adopted by the State, to all such poor or indigent children as may desire to attend the common schools of his, or its, corporation, as in his, or its, opinion would be otherwise unable to attend such schools.

In Florida, a school board is required to furnish books to an indigent child—

upon requisition made therefor by the teacher of such child, accompanied by the affidavit of not less than two reputable citizens, taxpayers of the county, certifying to such financial condition of such child or its parents, and upon the recommendation of the county superintendent of public instruction.

Most laws providing for books for indigent pupils are of the permissive kind, that is, they permit the use of school funds for furnishing books and authorize local school boards so to expend their available funds.

ARGUMENTS FOR FREE TEXTBOOKS.

Several arguments have been urged in favor of furnishing school-books free to public-school pupils. The more important of these arguments are given here and some discussion is introduced. It has been urged in behalf of free books that the textbook is an essential part of our American public-school systems. It is more used here than in most other countries. In the school systems of this country there are three essentials, namely, the school plant, the teacher,

and the textbook. But the plant and the teacher are provided at public expense. If public funds are to be thus used—and few Americans now question such use—it is urged by the advocates of the free-textbook movement that these funds should be used also for the third essential in the system, that is, for books. There is a generally accepted American principle that every boy and girl should have the opportunity of an elementary and secondary school education, and that State and local moneys should provide this opportunity. To make the opportunity full and complete, the essential means of education should be provided free of cost to the youth of the land.

Another argument for free textbooks is that the school work at the beginning of the year or term can be begun with dispatch when books are publicly furnished, whereas under individual ownership pupils are often slow in obtaining their books. A week or more may sometimes pass before all the children of a class are properly supplied. This arises from the fact that some parents are careless in such matters, and in some families the money for books may not be at hand when school opens. Possibly pay day will have to come before books for the children can be bought.

A third argument for free textbooks is founded on compulsory school attendance. In view of the fact that all children between certain ages are required to go to school, and neither the child nor his parent has any choice in the matter, it would seem only just to furnish him his tools to work with; that is, his textbooks and instruction supplies. Attendance is of little value unless books are available, and to furnish the pupil his books would seem only a natural concomitant of required attendance. The contention that the advocate of free clothing may be expected to appear soon if free textbooks are to be furnished has little force, since clothing is an essential for all general purposes, whereas the textbook is a specific essential for school purposes only.

A fourth argument is that free textbooks are now almost universally provided for indigent children, and to avoid unpleasant distinction in which some children appear as "charity pupils," books should be furnished to all alike. Under the free system the children of poor parents may appear at school as well equipped as children of the well-to-do, and no suggestion of "charity" attaches to the poorer child. And then there are children whose parents are near the border line of poverty. Many such parents have too much pride to claim indigence, and yet the provision of schoolbooks for their children is a distinct help. On the other hand, there are parents indubitably on the safe side of this border line who will claim indigence in order to escape the expense of textbooks, and thus another difficulty arises where books are furnished to indigent children only.

This difficulty can likewise be obviated by furnishing books to all children alike.

A fifth argument is that uniformity of textbooks in each administrative district is better secured by the free-book plan. There are 20 States in which either township or district adoption is unrestricted or adoption may be made in such administrative units from lists approved by State departments of education. Where parents buy their children's books, they often fail to see why the books already in hand will not serve the purpose, and this is particularly true of an old edition of the same text used in the district. Moreover, the disposition of the parent not to buy new books when needed for uniformity is intensified by the frequent removals of families from one district to another. On making such a change of residence, the parent is inclined to want his children's old books to serve in the new place of school attendance. Where books are furnished at public expense there is no difficulty with parental frugality. And where it is proposed to make a complete change of texts, again the parent's objection is out of the way.

Still another argument in favor of furnishing free books is that additional texts and supplementary material may be more easily supplied under the free system. The parent can hardly be expected to buy more than one textbook on any subject, but the best school work can not be done when only one book is used. Supplementary material must be made available.

Finally, it is argued by some that books can be kept more sanitary and attractive by furnishing them as public property. This is doubtless true where a free system is properly planned and managed, but, on the other hand, opponents of free textbooks argue that they are often insanitary and unattractive. It will probably be generally agreed that the turn of the argument here depends entirely upon the management of the system.

ARGUMENTS AGAINST FREE TEXTBOOKS.

The opponents of free textbooks make several arguments against the plan, and that there is some force in these arguments will be admitted. One of the strongest indictments of the free textbook is that it is usually *secondhand*, and in consequence is often worn and unattractive, falling apart in some cases, and even filthy and insanitary. That it is usually *secondhand* is quite true, and yet this argument is without the force that may at first seem present; for the condition of the books depends almost entirely upon the management of the system. Where books are purchased with sufficient frequency to keep the stock reasonably fresh, and children are required to take proper care of books assigned to them, half of the

problem is solved; and the other half is solved by disinfection and other proper measures in the administration of the plan. The fact is, under the plan of individual ownership, children often handle one another's books and thus unhygienic and insanitary conditions are present under that plan.

A second argument against free textbooks is that under the "free" system pupils have no books of their own and therefore have no sense of pride in, or no love of, book ownership. It is contended that individually owned textbooks often become the nucleus of a home library and that these books are in later years highly prized possessions. That this argument carries some force must be admitted, for it is desirable that children acquire the sense of proprietorship of books as well as of other wholesome possessions. But there is doubt if the school book has as much influence in this direction as some would claim for it. In the first place, by no means does a particular book always remain the property of its first user in a family. It very often passes on to a younger brother or sister, and even a third young member of the family may in the course of time come to be its possessor. In such a case the sense of individual ownership must necessarily be attenuated. A second reason for believing that the sense of pride in book ownership is not much promoted by individual ownership under present conditions is found in the wide practice of allowing an "exchange price" for an old book when a new adoption is made and new texts are introduced. By this plan the old book can be turned to part payment for a new one, and no doubt many parents avail themselves of the opportunity to effect a saving in this way. So the individually owned book, after all, may come to be looked upon by the child merely as an object remaining in his hands for a short while, and the sense of ownership may be little promoted. Nor are home libraries much improved or promoted in such cases. But there still remains some force in the argument here considered; where the free textbook plan obtains, the absence of books in the home in vacation time and at other times when needed for reference or like use doubtless makes a distinct loss.

Another argument against free textbooks is that pupils do not take as much care of publicly owned books as they would of their own; but this argument has not generally been sustained by the facts. Some have argued on the other hand that, because free textbooks are public property to be paid for if damaged or lost and frequently inspected by the teacher, they are as well or better cared for by the pupils than individually owned books. According to the results of a study made in the United States Bureau of Education in 1902 and published in the Annual Report of the Commissioner of Education for that year (Vol. I, p. 632 f.), this objection to free textbooks was little in evidence in the reports received from 82

cities. Some would urge that this matter of the pupil's care of books is rather an argument for free textbooks; for it has been pointed out that the pupil can in the handling of books be given the elements of instruction in his duty to the community and the State. A sense of civic responsibility can be propagated by means of the free textbook.

A fourth opposing argument is that under the free system greatly increased taxes necessary for furnishing books either unduly burden the taxpayer and bring his ill will upon the schools or leave less money for other necessary school expenditures. Teachers, already an underpaid class, are likely to receive less wages. Some notice is given elsewhere in this study to the cost of books, but it may be said here that the cost of free textbooks in cities which provide for them probably does not exceed $1\frac{1}{2}$ or 2 per cent of the aggregate salaries paid teachers. And it could probably be demonstrated that in cities and States furnishing free books teachers' salaries are as high as elsewhere. The argument based on cost is therefore without much force. On the other hand, it is argued by the exponents of free textbooks that the aggregate amount which a free-textbook community eventually pays for its school books is less where they are furnished under the free plan.

A fifth argument against free textbooks is that the handling and care of the books impose upon the teacher a custodial duty which involves an unprofessional function and therefore reduces teaching efficiency. It is argued that for this reason teachers are generally opposed to the free-textbook system. This argument would seem to have some validity, but it is doubtful if teachers are so opposed to free books as seriously to affect the plan where in operation or seriously to impair the efficiency of the teaching force. It may be assumed that many teachers see the benefits of free textbooks and are willing to undertake the additional duties connected therewith in consideration of the benefits. In fact, it has been said by some that free textbooks enhance teaching efficiency.

There are some other arguments which have from time to time been advanced against free school books, but these may be considered of little force. For example, it has been argued that parents and children are encouraged by the "free" plan to depend too much upon public largess, but this might with equal force be urged against the free library and possibly some other publicly supported institutions. Even if one entertains a great and abiding fear of "State socialism," he may stand on a free-textbook platform and still be far removed from the object of his fear.

Whatever may be the arguments against furnishing free textbooks, the fact remains that the free-book movement has now spread well over the country and is still gaining ground. As this bulletin is

being prepared, word comes that the legislature of one of the large States of the Southwest has provided for free school books, and these will be furnished with funds from the State treasury.

COST OF TEXTBOOKS.

In a bulletin² published by the Bureau of Education, in 1915, Mr. A. C. Monahan said:

There is a fear that free textbooks will add greatly to the cost of the public-school system and will greatly increase the rate of taxation for school purposes. In districts where the rate is already high there is fear that compulsory free books will result in lower salaries of the teaching force. It is an unnecessary fear for, as a matter of fact, the cost of the books is a relatively small item in the total expenditure for school purposes. Greatly exaggerated ideas prevail concerning the total number of textbooks sold in the United States each year and the annual profits resulting from such sales. Confidential data have been obtained by the Bureau of Education from 43 textbook publishers in the United States relative to their total sales for 1913. This list of 43 includes practically all of the textbook publishers in the United States whose business is more than purely local. They handle probably 99 per cent of the total textbook business. These publishers submitted figures stating their total sales of textbooks for use in public schools and their total sales for both public and private schools for the year 1913. The aggregate for public schools, elementary and high, amounted to \$14,261,768.25. The total enrollment in public elementary and high schools for the year was approximately 18,609,040. Excluding the elementary school enrollment of California, as California prints her own elementary books, the number becomes 18,213,786. Therefore, for each child enrolled in the public schools in the United States, the total annual sale of textbooks is 78.3 cents. The total expenditure per child for textbooks is greater than this amount by from 10 to 15 per cent, as local dealers receive a commission on sales, fixed in many States by legislation at the per cents given. The cost of textbooks is, therefore, but little more than 2 per cent of the total cost of maintenance, support, and equipment. The sale per child on the school population basis (5-18 years of age) is 56.6 cents; the annual per capita sale of textbooks on the total population basis is less than 15 cents.

This statement, it will be observed, was for the year 1913, but the essential points in it are true at the present time, as they were then; that is to say, the cost of textbooks in relation to other costs in the school system is not large at present. It is very doubtful if the cost of school books has increased as much since 1913 as the total cost of school maintenance. In fact, some figures computed from returns made to the Bureau of Education in 1920 would seem to indicate a slightly lower relative cost of books. In 27 cities of 100,000 population or more which reported free-textbook costs for the school year 1919-20; the median per capita cost of books for the elementary grades was 76 cents; in 31 cities of 30,000 to 100,000 population, the corresponding cost was 68 cents; and in 42 cities of 10,000 to 30,000 population, it was 65 cents. It will be observed that these costs are lower than that computed by Monahan in 1913, but it must

² U. S. Bu. of Educ., Bul., 1915, No. 36, Free Textbooks and State-Uniformity.

be remembered that the per capita of 78.3 cents computed for 1913 included the cost of high-school texts.

Pursuing further the relative cost of textbooks, we have taken the average salaries paid elementary school-teachers in certain cities and compared these with the cost of free textbooks in the same cities. This was done by assuming 40 pupils to a room, computing the approximate cost of textbooks for these 40 pupils, and comparing this cost with the salary of the teacher, who was assumed to be receiving the average salary. A group of cities of over 100,000 population was taken, a second group of 30,000 to 100,000 was added, also a third group of 10,000 to 30,000. From this computation it was found that the percentages of textbook costs on teachers' salaries in the three groups of cities were as follows: First group, 1.6 per cent; second group, 2 per cent; third group, 2.1 per cent.

Otherwise expressed, in cities of 100,000 population or more, free-textbook cost was 1.6 per cent of the cost of teaching service; in cities of 30,000 to 100,000 the corresponding percentage was 2; and in cities of 10,000 to 30,000 it was 2.1. This is of course only an approximation, but it would seem to show that textbook costs are relatively not excessive. The higher relative textbook costs shown for the smaller cities are due to the comparatively smaller salaries paid in these cities.

Such discussion of textbook costs as we have introduced in the preceding paragraphs has related to the maintenance of a free-textbook system after the initial cost of installation has been paid. For the initial cost in any considerable number of cities or other districts no recent data are available. Some data for 1915 were collected for the city of New York and were given by Monahan in the bulletin of the Bureau of Education previously referred to in the study here undertaken. At that time an investigation indicated that the probable cost of installation of a system of free textbooks for all the children in the elementary schools of the State of New York would be about \$1.25 per capita. This initial cost would of course be higher at the present time, but would probably not exceed \$2 or \$2.25.

STATE LAWS PROVIDING FOR FREE TEXTBOOKS.

State laws provide for free textbooks in the public schools as indicated in the following paragraphs:

In 6 States, Delaware, Maryland, Oklahoma, Texas, Arizona, and California, textbooks are furnished free to public-school pupils and payment therefor is made from State funds. In Missouri also some funds derived from State sources are available for furnishing free textbooks.

In 13 States, Maine, Massachusetts, Montana, Nebraska, Nevada, New Hampshire, New Jersey, Pennsylvania, Rhode Island, South

Dakota, Utah, Vermont, and Wyoming, local school authorities are required by law to provide free textbooks for public-school pupils.

In 21 States, Alabama, Arkansas, Colorado, Connecticut, Georgia, Idaho, Illinois, Iowa, Kansas, Michigan, Minnesota, Mississippi, Missouri, New York, North Carolina, North Dakota, Ohio, Virginia, Washington, West Virginia, and Wisconsin, local school authorities are specifically permitted by law to provide textbooks for public-school pupils. In a few other States, as in New Mexico, it is permissible to furnish textbooks to poor children.

In the preparation of these lists distinction is not made between elementary and secondary schools, but it may be said in general that most of these laws provide textbooks for secondary pupils as well as for those in elementary schools.

The laws relating to free textbooks are summarized and presented in tabular form in the table on page 11. This table, it is believed, is sufficiently full to show the general nature of free-textbook laws in the several States which have them on their statute books.

THE PRACTICE IN STATES WHERE THE LAW IS PERMISSIVE AND NOT MANDATORY.

The Commissioner of Education recently addressed to the State departments of education of the 21 States¹ which have laws permitting the use of school funds to furnish free textbooks a brief questionnaire in which the following questions were asked:

1. In how many city school systems are textbooks furnished free to pupils in the elementary grades?..... High-school grades?.....
2. In how many rural school corporations (counties, townships, or districts) are textbooks furnished free to pupils in the elementary grades?..... High-school grades?.....

If you can not readily give the detailed information as requested in these two questions, will you not in a more general statement indicate to us the extent to which the free textbook movement has gone in your State?

All but one of the State departments replied to these questions. Several were unable to give detailed data, but sufficient information was received to warrant a brief summary here.

Alabama.—In Birmingham free textbooks are furnished in grades one to six, inclusive.

Arkansas.—Books are furnished free in the elementary grades in one city, Fort Smith.

Colorado.—Textbooks are furnished free "in all but one or two of the 36 first-class districts, which in this State means city systems. Free textbooks are furnished in the elementary grades, but not in the high schools." With respect to rural schools, the Colorado report says: "Free textbooks are furnished in elementary schools in about 1,200 school districts. * * * In high schools they are not generally furnished."

Connecticut.—"Our latest reports show that of 169 towns in the State, 150 supply free textbooks. This number includes both cities and rural towns."

¹ Except North Carolina, whose law was passed in 1923.

Georgia.—Books are furnished free in the elementary grades in two cities. None are furnished free in rural districts.

Idaho.—“We have no data from which we may obtain the information for which you ask. Our observation leads us to the conclusion that the majority of the districts in the State furnish the textbooks.”

Illinois.—“We have no data on which to base a statement.”

Iowa.—Free textbooks are furnished in most of the larger cities in both elementary and high-school grades. Practically no rural school districts furnish free books.

Kansas.—Returning the questionnaire marked “no data,” the State superintendent wrote: “I regret that no further information is available at this office. A number of the cities and rural school districts some years ago adopted district ownership. That is about all that can be said at this time.”

Michigan.—“We have no data showing how many city school systems furnish free textbooks to elementary and high schools by grades. There are a few cities in the State that do this—20, I think, covering the entire number. There are 1,436 districts in all furnishing free textbooks. This includes rural as well as city.”

Minnesota.—“We can not give you absolute and definite figures, but the practice of furnishing textbooks in elementary grades is so general as to be almost universal. It is safe to say that 90 per cent of all the public schools supply texts for elementary grades. In the case of high-school texts the practice is not so general; probably not to exceed 25 or 30 per cent of the high schools are supplying texts free.”

Mississippi.—“No free books in Mississippi.”

Missouri.—No report received.

New York.—“We have no general information as to the number of city or rural school districts which furnish free textbooks. The law authorizes such districts in accordance with its provisions to decide to provide free textbooks.”

North Dakota.—“Out of a total of 2,259 districts in the State, 1,963 furnished free textbooks during the school year ended June 30, 1922. In most cases textbooks are furnished free throughout the whole system. In a few cases free textbooks are furnished to pupils in the elementary grades, while high-school pupils are required to purchase texts.”

Ohio.—“We do not have complete statistics on the number of school districts using free textbooks.”

Virginia.—“Free textbooks are furnished in Virginia in the elementary and high school grades in two cities and in one county.”

Washington.—“(1) Practically all of our cities furnish free elementary textbooks. Very few furnish free high-school texts. (2) The total number of school districts in our State, city and rural, last year was 2,346. Out of that number 1,621 furnished free textbooks for the grades. Very few furnished high-school texts. The total number of free textbooks furnished during the year 1921-22 was 2,495,811.”

West Virginia.—“About 25 per cent of our elementary schools have free textbooks under the optional law. Few, if any, high schools have free books.”

Wisconsin.—In 1922 in elementary grades 46 cities were furnishing free textbooks and 38 cities in high-school grades. In rural communities 3,528 districts furnished free books in the elementary grades and 102 districts in high-school grades.

STATE LAWS RELATING TO FREE TEXTBOOKS.

A tabular digest.

State	Law mandatory or permissive.	If permissive, how adopted.	Territory to which applicable.	Unit of territory with uniformity.	To what schools applicable.	Source of textbook funds.	Textbooks provided by whom.
Alabama	Permissive	By county board of education or board of education of independent city district.	Entire State	State	All	County or district taxes.	By board of education.
Arizona	Mandatory		do	do	Elementary	State school funds	State board of education, on requisition of county superintendents.
Arkansas	Permissive	Majority vote of electors at annual school election.	All school districts	do	do	District school funds	Local school boards.
California	Mandatory		Entire State	do	do	State schoolbook fund	State prints textbooks or may purchase the same. State board of education selects and furnishes books to elementary school pupils.
Do	do		All high-school districts		High schools	High-school district funds	High-school board adopts books from lists prepared by State department of education and furnishes same to students.
Colorado	Permissive	Majority vote of electors of district.	All school districts	District	Elementary and high	District funds or high-school district funds in case of high-school books.	District directors or high-school board.
Connecticut	do	Majority vote of electors of town.	All towns	Town, district	All public schools	Town school funds	Town school committee or board of education.
Delaware	Mandatory		Entire State	State	All	State funds according to budget.	State board of education.
Dis. Columbia	Permissive	By county board of education.	District of Columbia	State	Elementary	District school funds	Board of education.
Florida	Permissive	By county board of education.	One county (one additional county if voted by people)	State	All	County school funds	County board of education.
Georgia	do	Local school board	Entire State	do	All public schools	Any school funds	Boards of education of counties, cities, local systems, and separate school districts may purchase and furnish. State board may determine whether textbooks shall be free and may prescribe regulations under which textbooks shall be furnished.
Idaho	do	Under regulations of State board of education.	do	District	do	District school funds	District board of education or school directors.
Illinois	do	By voters of the district.	All school districts	do	Public schools	do	By district board of school directors.
Iowa	do	do	do	District, county	All public schools	do	do

FREE TEXTBOOKS FOR PUBLIC-SCHOOL PUPILS.

A tabular digest—Continued.

State.	Law manda- tory or per- missive.	If permissive, how adopted.	Territory to which applicable.	Unit of territory with uniformity.	To what schools applicable.	Source of textbook funds.	Textbooks provided by whom.
Kansas.....	Permissive	By voters of the dis- trict.	All school districts and cities.	State.....	All public schools.	School district funds.	Local school boards.
Maine.....	Mandatory		All towns and cities.	Town, city.....	Elementary and high.	Town tax.....	Town school committee.
Maryland.....	do.		Entire State.....	County.....	do.	State appropriation; funds apportioned to counties on basis of enrollment; county boards may supplement State appropriation.	County boards of education adopt text- books and furnish by "competitive bidding."
Massachusetts.....	do.		All towns.....	Town, city.....	All public schools.	Town or city funds.....	Town or city school committee.
Michigan.....	Permissive	By voters of the dis- trict.	All school districts.....	District.....	Public schools.....	School district funds.	Board of district directors.
Minnesota.....	do.	By voters of the dis- trict or by district board in its dis- cretion.	do.....	do.....	do.	Special district funds.	District school board.
Mississippi.....	do.	By county school board or trustees of independent district.	All counties and dis- tricts.	State.....	do.	County school funds or independent dis- trict funds.	County school board or trustees of in- dependent district.
Missouri.....	do.	By voters of the dis- trict.	All school districts.....	County.....	All public schools.	School district funds and appropriation from State tax on foreign insurance companies.	District board of directors or board of education.
Montana.....	Mandatory		All districts and all high schools.	State.....	do.	School district funds.....	District trustees to estimate money needed to furnish books and district tax to be levied therefor.
Nebraska.....	do.		All school districts, cities of first and second classes, and high-school dis- tricts.	District, State.....	do.	do.	Local school boards (district and city) and trustees of high-school districts.
Nevada.....	do.		All school districts.....	State.....	Public schools.....	County school fund apportioned to dis- trict.	District board of trustees.
N. Hampshire.....	do.		All towns and cities.	Town, city.....	All public schools.	Town or districts school funds.	Local school board.
New Jersey.....	do.		All school districts.....	City, township.....	do.	School district funds raised and appro- priated as other school funds.	Local board of education.

State	Permissive	By voters in union free school districts; by boards of education in cities.	Cities and union free school districts.	City, district	School district funds	Local boards of education.
New York	Permissive	By voters in union free school districts; by boards of education in cities.	Entire State	State	County funds or district funds according as county or district furnishes books.	County board of education for county; district board in district.
North Carolina	do	County board of education or trustees of local tax district or special charter district. Voters of any county or any local tax or special charter district may vote free textbooks.	All school districts	District	School district funds	Local district boards and boards of education.
North Dakota	do	By school board or by voters of the district after petition for election.	do	City, district	do	Local boards of education.
Ohio	do	By boards of education.	Entire State	State	State textbook fund	State superintendent purchases and distributes to counties and independent districts.
Oklahoma	Mandatory		All school districts. All towns and cities.	District. Town, city	School district funds. City or town school funds.	Boards of district school directors. City or town school committee.
Pennsylvania	do		All school districts.	County	School district funds	County auditor, or county superintendent where latter has office deputy, buys books and furnishes to districts on requisition of district clerks.
Rhode Island	do		Entire State	State	Fund derived from a State school tax.	State board of education must set aside an amount; not to exceed 15 cents on the \$100, to purchase books.
South Dakota	do		County school districts and independent city districts.	do	School district (county or independent city) funds.	Requisitions made on State department of education by local school authorities.
Texas	do		All towns and cities.	All public "free" schools.	City or town funds	Local board must "supply and loan" to pupils.
Utah	do		do	Public high schools.	Public elementary schools.	Local school board.
Vermont	Permissive	Board of school directors may furnish high-school books.	do	Town, city	do	Board of school directors must provide.
Do	Mandatory					

¹ Supplementary readers must be furnished.

A tabular digest—Continued.

State.	Law manda- tory or per- missive.	If permissive, how adopted.	Territory to which applicable.	Unit of territory with uniformity.	To what schools applicable.	Source of textbook funds.	Textbooks provided by whom.
Virginia	Permissive..	By voters of the dis- trict.	All school districts ..	State.....	All public schools..	District school funds..	Local school board.
Washington.....	.....do.....	By voters in first- class districts; by boards of directors in other districts.	.....do.....	County, district.	.....do.....	Local district funds..	Local board of directors.
West Virginia .....	.....do.....	By district board of education.	.....do.....	State.....	All "free" schools.	School district funds..	Local school board.
Wisconsin.....	.....do.....	By voters of the dis- trict.	.....do.....	District, county.	All public schools..	.....do.....	Local school board or city board.
Wyoming.....	Mandatory..do.....do.....	District.....	All schools of city or district.do.....	District board of school directors.

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