The Value of State Level Textbook Adoption Systems as Perceived by Selected Textbook Publishing Personnel

by

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(ABSTRACT)

The purpose of this study is to examine the perceptions of selected textbook publishing personnel concerning the value of state level textbook adoption systems. The perceived value has been examined in relation to intents for state level textbook adoption systems as identified in an investigation by Tulley (1983). In addition, perceptions concerning appropriateness, importance, achievability, and accomplishment of those intents for state level textbook systems and the influence of state systems beyond textbook selection decisions were investigated.

The method used for the collection of data was a survey instrument, a written questionnaire, developed especially for this study. The questionnaire was designed specifically for selected textbook publishing industry authors and editors of reading programs, and regional and local sales representatives with state level textbook adoption experience. Data were derived from

responses to the questionnaire with frequency count for each alternative tabulated and percentages of respondents selecting each alternative calculated and presented according to total sample, publishing firm and role responsibility of the respondent in the publishing firm. Descriptive and inferential statistics were used for data analysis and domain analysis conducted with written comments.

The results of this study indicate that state systems are perceived as having considerable value. Eleven generalizations related to major strengths for state level adoption systems emerged during this study. In addition, respondents noted eight of these generalizations as appropriate, achievable, and actually being accomplished. The results of this study, however, did reveal some major weaknesses of state level adoption systems. State systems' decisions were viewed by the respondents as having impact which goes beyond the individual state.

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Chapter 1

Statement of the Problem

Purpose of the Study

The purpose of this study is to examine the perceptions of selected textbook publishing personnel concerning the value of state level textbook adoption systems. The perceived value will be examined in relation to intents for state level textbook adoption systems as identified in an investigation by Tulley (1983). In addition, perceptions concerning appropriateness, importance, achievability, and accomplishment of these intents for state level textbook systems and the influence of state systems beyond textbook selection decisions will be investigated.

Background of the Problem

Educational policies governing state textbook adoption practices are under the jurisdiction of state law (Galloway, 1967). It should be noted that the instructional material laws and regulations of both adoption states and nonadoption states pertain only to basic textbooks (National Education Association, 1976).

Although the units concerned with textbook adoption in the United States range from local to statewide structures and vary enormously in their policies and procedures, 22 states have retained authority, in differing degrees, at the state level. The

remaining 28 states, often called "open territory" states, have delegated authority to local school districts (Bridgman, 1984; Tulley, 1983).

Some authorities believe that the influence of state level textbook adoption systems extends beyond the evaluation and selection of textbooks for each individual state involved in the process (Bowler, 1978, Crane, 1975). Some suggest that state level textbook adoption systems influence not only other school district adoption decisions but also the availability and content of textbooks (Bridgman, 1984; English, 1980; Muther, 1986; United States Department of Education, 1983).

With the exception of periodic reviews of individual state textbook legislation and adoption procedures, until recently policies for state textbook adoption had not been researched (Educational Research Service, 1976; National Educational Association, 1972; 1976). Tulley (1983) in a pioneer study described the "intentionality" of those educational policies which prescribe state textbook legislation and adoption procedures. By intentionality Tulley meant, "What are these policies supposed to do?" The actual value and influence of state level textbook adoption systems have not been documented by empirical research, however. A reason for the absence of such research is the difficulty of measuring the outcome of these systems.

One way of determining outcomes is to examine the perceptions of people who are in a position to judge the consequences of state

adoption systems such as selected persons associated with textbook publishing firms directly involved in the process of supplying reading programs for evaluation and selection by state level textbook adoption systems. This study takes such an approach. The perceptions examined include those concerning the value of state adoption systems and their relation to intents of state level textbook adoption systems identified by Tulley in 1983.

Significance of the Problem

Importance of the Selection Process

Because textbooks play a major role in classroom instruction (Bowler, 1978; Brandt, 1978; Bridgman, 1984; Durkin, 1983; Educational Products Information Exchange, 1977; English, 1980; Harris & Lalik, 1985; Lehr, 1979; Shannon, 1983; Soloman, 1978; Spache & Spache, 1973 and 1977), the issue of textbook selection is one of instructional importance.

Because 15,000 districts in the United States adopt textbooks (Dronka, 1985), selection of instructional materials goes on regularly in American school systems (National Education Association, 1976). The textbook selection process is one of widespread and continuous interest.

Because textbooks represent an annual expenditure in the United States of nearly one billion dollars (National School Market Index, 1979), an average estimated expenditure of $24.62 per pupil per year (Association of American Publishers Industry

Statistics, 1983), the selection process has economic significance.

Because state textbook adoptions account for 47.33 percent of total estimated sales of textbooks (Association of American Publishers Industry Statistics, 1983), the textbook selection process specifically at the state level is deserving of professional scrutiny.

Prevalence of Statewide Adoption Systems

Statewide textbook adoption systems are numerous and enduring structures. Slight fluctuation in the numbers of states practicing statewide adoption does occur, but the incidence of state level textbook adoption has remained relatively stable, a range of 22 - 27, from 1905 - 1987 (Tulley, 1983) (see Table 2, Ch. 2).

Influence of Statewide Adoption Systems

Some who write on the topic believe that statewide textbook adoption systems wield considerable influence on subsequent adoptions (Crane, 1975; English, 1980; U.S. Department of Education, 1983) and that some of the larger systems have significant prepublication influence on the development of textbooks (Bowler, 1978; Bridgman 1984; EPIEgram, 1983; Warming, 1982). These beliefs of widespread influence suggest the need to assess the value of these adoption units.

Nature of Study

This study will examine by survey questionnaire the perceived value of state level textbook adoption systems according to selected persons of the publishing industry who produce reading textbook programs. These perceived values will be described with reference to intents mentioned in the published literature, most especially Tulley (1983), to determine from that perspective how well goals are being met. In addition, these same intents will be investigated as to pertinence, significance and feasibility for state level textbook adoption systems. This investigation will also include the perceptions of individuals from the publishing industry that produce reading programs related to the influence of statewide textbook systems on subsequent adoptions and prepublication textbook development.

Need for the Study

Because the efficacy of state level textbook adoption policy in Tulley's model is logically related to policy intent, the need to establish policy intent existed. Until the early fifties the following arguments for state level textbook adoptions were most often cited in the literature: (a) addressed the needs of a mobile population, (b) resulted in cost reduction, (c) made possible curricular uniformity, and (d) resulted in the selection of textbooks of higher quality by persons more highly qualified than local educators (Burnett, 1950, 1952; Butcher, 1919; Dewey,

1920; Henry, 1933; Keesecker, 1935; 1949). The literature also contained a number of rebuttals for those same arguments. Between 1952 and 1983 very few references to issues of policy intent appeared in the literature. Then in 1983 Tulley investigated the intentionality of state level textbook adoption policy.

In his investigation of intentionality of state level textbook adoption systems, Tulley (1983) described a conceptual model for educational policies that had at least three salient dimensions: (a) policy intentionality, (b) policy efficacy, and (c) policy impact. These findings of Tulley's study suggest that future research is most appropriately directed at examination of the efficacy of those identified issues of intentionality. Obviously, an experiment to study the effects of such policies is impractical if not impossible to conduct; however, one approach for data collection is to ask questions of those who are in a position to know.

This investigation will extend Tulley's study by examining perceptions of selected persons concerning the effects of those policies which prescribe state level textbook adoption. It is the second step in Tulley's sequential model applied to textbook policy research.

Tulley reported nine issues of intentionality (a) to control the cost of textbooks, (b) to control the marketing practices of the publishing industry, (c) to provide for public participation in the adoption process, (d) to ensure the periodic review and

purchase of textbooks, (e) to save time and work for local school districts, (f) to provide structure and organization to the adoption process, (g) to allow the state to share with local school districts responsibility for potential controversial textbooks, (h) to ensure some degree of statewide curricular uniformity, and (i) to ensure the selection of quality textbooks.

A need exists to examine the congruence of intents and effects of state level adoption systems. A description of perceived effects is of major interest in this investigation. Research questions will be addressed indirectly because of the complexity of doing a true experiment.

Method of Study

Many potential sources of information related to the effects of state level textbook adoption policy are available such as dissertations, research reports, books, journal articles, agency or society newsletters and/or bulletins, and the knowledge and perceptions of those individuals involved in the process of policy implementation and utilization. A review of the literature revealed that the value of state level textbook adoption policies had not been systematically examined. With the scarcity of empirical data, the knowledge and perceptions of individuals who are involved in policy implementation and utilization are an

important information source to advance the state of knowledge concerning the worth of existing state level textbook policies.

The study will examine perceived value of state textbook adoption systems as judged by groups of persons having different responsibilities from the publishing industry producing reading textbook programs. The publishers were chosen for the sample because of (a) their continuous involvement in producing textbooks for public educational adoption markets including statewide systems, (b) their unique knowledge and perceptions of state level textbook adoption(s), and (c) the absence of textbook authors, editors, and representatives as a data source for state textbook adoption investigations. According to McCaffrey (1971), with few exceptions the textbooks used in American schools are produced and distributed by commercial publishing firms.

Reading textbook adoptions were chosen as the focus for a number of reasons: (a) reading is generally regarded as a basic curricular area, (b) research literature related to the prominence and uses of reading textbooks in reading instruction is available and (c) using one content area narrows the study to a manageable level for data collection and analysis.

Other groups with knowledge about state level textbook adoption systems include state level textbook officials and committee members, and local level textbook officials and committee members in state adoption states. These groups were sampled by Tulley in 1983.

This study focuses on the perceptions of selected textbook publisher affiliates because, in general, publishers must be continuously sensitive to market demands. Their views about textbook adoption are unique and are an important, relatively untapped, information source. It is their perceptions of the usefulness of state level textbook adoptions that this study is designed to investigate.

Scope of the Study

Although the topic of textbook adoption is multifaceted (i.e., policy, organization, procedures, efficacy, impact), primary concern in this study is for the value of state adoption plans as perceived by publishers of reading programs. The investigation will focus on perceived effects as they relate to the intents identified in the literature and most especially by Tulley (1983).

State textbook adoption systems account for approximately half of the textbook market nationwide. Attention will focus on perceived values of statewide textbook adoption systems and will not include local adoption systems, "open territory" states.

The sample includes persons from reading textbook publishing firms only. Textbook users, state level textbook officials, and local level textbook officials no doubt have useful and important views on textbook selection but are not in the sample. The unique relationship of personnel from the publishing industry producing

reading textbook programs for state level textbook adoption systems is the data source in this inquiry.

Even though many publishers do produce texts for multiple subject areas (i.e., math, science, etc.), the thrust of this investigation taps the knowledge of publishing personnel involved in production and distribution of reading programs. The sample will include representation from the reading textbook publishing industry that produces reading programs.

Research Questions

The following questions will be addressed in this investigation to examine the perceived values of state level textbook adoption systems:

1. To what extent are the intents for state level textbook adoption systems:
    a. appropriate?
    b. important?
    c. achievable?
    d. goals which are being or have been accomplished?
2. To what extent do respondents believe that reading adoption decisions by state level textbook adoption systems affect:
    a. subsequent adoptions?
    b. prepublication development through:
        (1) curricular guidelines?

(2) textbook evaluation and selection criteria?

(3) cyclical adoption schedules?

(3) To what extent do respondents rate state level textbook adoption systems as being effective (positive achievements outweight negative consequences)?

(4) How do respondent's perceptions vary for Research Question 1a, 1c and 1d according to:

a. their responsibilities with the publishing firm?

b. publishing firms?

Limitations of the Study

This study is limited by the nature of the survey questionnaire and a lack of flexible interaction with respondent. This limitation has been addressed by using both structured and unstructured questions, allowing the respondents the opportunity to add information they deem appropriate to the issues.

Although other populations may have pertinent insights, only selected individuals from publishing firms producing reading programs will be included in the study. Purposive stratified sampling is an intentional design feature to include publisher representation from individuals with direct experience in supplying reading textbooks for evaluation and possible selection by state level textbook adoption systems.

The study is descriptive rather than prescriptive. It was designed to describe the "state of the art" of the perceived value of state level textbook adoption policy intent. Generation, not testing of hypothesis, is the plan.

Researchers without direct access to or involvement with school systems and publishing firms may have access only to limited information. This happens for a number of reasons; however, the tendency for publishing firms to protect their own internal operations from external scrutiny is certainly a factor. This issue can be somewhat addressed in the future as single intents and individual state level textbook adoption systems are examined.

Summary of Chapter 1

This chapter included a justification for the present study in terms of textbook influence on the instructional process, influences of state level textbook adoption systems on subsequent adoptions and on prepublication design and development of textbooks, the prevalence of state level textbook adoption systems, and the lack of research related to the effects of state textbook adoption systems. Research questions are stated and limitations of the study reviewed. This study was planned to contribute to the understanding of the perceived value of state level textbook adoption systems, particularly in regard to indentified issues of intentionality.

A review of literature reveals no studies which examine the effects of state level textbook adoption systems. Nor has the literature reported research which described the intents of state level textbook adoption systems according to relevance, importance, achievability and accomplishment.

The present study is motivated by the long-term, somewhat stable prevalence of state level textbook adoption systems in the United States accompanied by a lack of research data related to their success or failure in accomplishing goals. An assumption of this investigation is that state level textbook adoption systems may actually be successful or unsuccessful in accomplishing their goals, but the lack of research findings related to intents and effects, leaves the results of the systems undocumented.

By surveying the perceptions of intents and effect of people involved in the process, this study will collect data useful in describing the value of state level textbook adoption systems. In addition, the data represent an empirical basis for evaluating aspects of efficacy (i.e. To what degree do these systems achieve their intents?). Finally, implications resulting from the analysis of the data should be potentially useful to practitioners engaged in state level textbook adoption, practitioners considering the adoption of a state level textbook system, and practitioners who need to communicate with state level legislatures regarding state textbook statutes.

Chapter 2

Review of Literature

Introduction

Decision making processes related to evaluation and selection of basal reading textbooks are important because results of these procedures have an ultimate influence on classroom instruction. Despite the importance of the textbook in American public education relatively little research has been reported and relatively little has been written about the policies or processes used for textbook adoption (Tulley & Farr, 1985). Even less research is available specifically concerning state level textbook adoption. Over the last few years a series of studies have been conducted that provide some data about the textbook adoption process. This study, to examine the perceived value of state adoption systems, is designed to provide information that augments the minimal existent knowledge base concerning state adoption practices.

An examination of the literature concerning state level textbook adoption is provided in this chapter. The review deals with topics pertaining to the impact of textbooks on classroom instruction and society and the context and complexity of the textbook selection process with a focus on state level textbook adoption systems.

The goal of this literature review is to describe the context, both past and present, of state level textbook adoption. Particular attention is given to accomplishments of those systems as they relate to intents and influence on the process of textbook selection and prepublication development.

This review first describes the prominence of the textbook including the impact of the textbook on classroom instruction, and specifically the impact of reading textbooks on reading instruction. Following that, the reality of the textbook as a budgetary item and as a product of a profit oriented textbook publishing industry is considered. Next, the literature related to issues and the context of textbook evaluation and selection, especially state level systems, is reviewed. Then the evaluation and selection of textbooks in the United States is traced historically up to present day. Finally, issues related to the value of state level textbook adoption systems are addressed.

The scope of this review is illustrative inasmuch as the development of state level textbook evaluation and selection spans many years. This review was drawn primarily from Dissertation Abstracts, Reports from the Center for the Study of Reading, Educational Products Information Exchange (EPIE) publications, professional books, ERIC, and CIJE documents. Since this study is concerned with current issues, except for the evolution of textbook adoption, this review concentrates on references of the last twenty years.

The Prominence of the Textbook

Textbooks and Classroom Instruction

The textbook has long been considered an important element in American Schools. Early in this century, importance of the textbook was acknowledged because half the teachers in the nation were not professionally trained (Butcher, 1919); it helped shape the character and career of the pupil (Dewey, 1920); it helped shape the curriculum (Tidwell, 1928), and was viewed as an essential part of the American public school system (Keesecker, 1935, 1949).

More recently, the textbook continues to be viewed as important because the kinds of instructional materials selected and purchased by American schools greatly affect curricula, ways of teaching, student motivation and achievement (Barr, 1987; Bridgman, 1984; National Conference for Education, Policymakers, and Publishers, 1984; NEA, 1976). These in turn affect public attitudes toward the schools. The textbook - basal and standard, single and in series - remains the chief instrument of instruction in America's schools (Goodlad, Klein, & Associates, 1970; NEA, 1976).

Not only is the textbook the chief instrument of instruction in the classroom, it is used for most of the instructional time (Brandt, 1978; EPIE, 1977). With the availability of new technologies some have speculated that the textbook no longer is

the central instructional material; however, teachers apparently are turning again to the textbook as the core of instruction after years of interest in instructional media and technological innovations (U. S. News and World Report, 1979).

American Schools, in fact, have been described as textbook dominated. Researchers have found that textbooks are primary determinants of what is taught in U.S. schools (Dronka, 1985; English, 1980; Goldstein, 1978; Goodlad, 1984; U. S. News and World Report, 1979). Teachers consider textbooks as resources from which to pick and choose. They seldom teach material that is not in the text (Institute on Research on Teaching, 1985).

Michael Apple answered the following question, "How is legitimate knowledge made available in schools?" (Association for Supervision and Curriculum Development Yearbook, 1985)

> By and large it is through something we have paid far too little attention to: the textbook. Whether we like it or not, the curriculum in most American schools is not defined by courses of study or suggested programs, but by one particular artifact, the standardized, grade level specific text in mathematics, reading, social studies, science and so on.
>
> This impact of textbooks on the social relations of the classroom is also immense. It is estimated, for example, that 74 percent of the time that elementary and secondary students are in classrooms and 90 percent of the time on homework is spent with text materials. Yet, even given the ubiquitous character of the textbook, it is one of the things we know least about. While the text dominates the curriculums at the elementary, secondary, and even college levels, little critical attention has been paid to the ideological, political, and economic sources of its production, distribution, and reception. (p. 75)

Pamela Dronka (1985) stated that the textbook:

> is our number one teaching tool. It is a mainstay to the teacher and a sort of curricular baseline for the administrator. Various figures arrived at in divergent ways point to a curriculum that is more than 90 percent textbook-based. (p. 1)

At the June, 1984, Textbook Conference in Washington, Sarah Ashborn, an assistant superintendent for curriculum and instruction stated that "Rather than determining what the student need is and what objectives the student should master and then using textbooks to meet these goals, schools let the textbook drive the curriculum" (Dronka, 1985).

Textbooks, in that they provide the source of 90 percent of instruction, wield powerful influence - both cognitively and affectively - upon individuals, families, communities, and the nation. Warming (1982) in the Encyclopedia of Educational Research agrees:

> Textbooks command attention because they not only provide the basic sources of school instruction but also transmit culture, reflect values, and serve as springboards for the intellectual development of the individuals and the nation. (p. 1933)

Since children will regard as true that which is seen or heard in school, it may mean that the criterion of verity in instructional materials for school use is of far greater importance than we have previously supposed (EPIE, 1967).

When one type of instructional material exerts such a major impact on a country's school systems, the importance of providing the best possible basal textbook is of great significance. "As long as the text dominates curriculum, ignoring it as not worthy of serious attention is to live in a world divorced from reality" (Apple, 1985, p. 86).

Reading Textbooks and Reading Instruction

"Commercially developed basal reading programs are used in most elementary school classrooms in the country" (Dole, Rogers, & Osborn, 1987, p. 283). The majority of the instructional time in reading is used for distribution and explanation of materials (Durkin, 1978-79). Basal readers not only dominate classroom instructional time, they are a major influence on curricula.

Spache and Spache (1973, 1977) in Reading in the Elementary School, stated:

> Today the coordinated series of textbooks, workbooks, and manuals known as a basal reading series undoubtedly forms the core of the American reading program. A survey of 1300 teachers sampled throughout the country indicates that 95 to 98 percent of primary teachers and at least 80 percent of intermediate grade teachers use basal readers every school day. In fact, the basal reader is the only reading instructional material in almost 70 percent of American classrooms (1973). (p. 46)
>
> A New England survey in six states indicates that the manual for a basal series is used as the basis of the reading program in 95 percent of the classrooms. ...The basal is the only instructional material in perhaps more than half of American classrooms (1979). (p. 47)

Although the number and variety of instructional materials constantly grow, the textbook remains the heart of the curriculum especially in reading (Lehr, 1979). Reports acknowledge this dominance of reading textbooks on reading instruction (Borko, Eisenhart, Kello, & Vandett, 1984; Dixon, 1979; Durkin, 1984; EPIE, 1977; EPIE, 1982; Farr, Tulley, & Powell, 1987; Goldstein, 1978). The reading curricula in over 90% of American schools come from the scope and sequence of goals in commercial materials (Chall, 1967; EPIE, 1977). EPIE (1977) concluded that commercially developed reading programs in effect were the course of study.

Teachers and administrators seem to believe that commercial materials can teach reading and treat reading instruction as the application of those materials (Durkin, 1978-79; Goodlad, 1984; Shannon, 1983). Teachers use the materials uncritically (Rosecky, 1978); often they apply the materials regardless of the instructional situation (EPIE, 1977). In examination of teachers' use of basal reading manuals in reading instruction it was found that although no teacher used all the comprehension assessment questions that were in their manuals, all but one teacher used only questions from the manual (Durkin, 1983). The most dependent use of manuals by teachers occurred with question asking and written practice assignments. Every assignment referred to in the skill development segments was used (Durkin, 1984).

Thus, evidence supports the notion that basal readers dominate reading instruction. By providing much of the structure for instructional time and content, their influence is significant. Because reading textbooks continue to play a major role in classroom instruction influencing content, scope and sequence of curricula, and methods of instruction, their selection becomes a major instructional decision.

Textbooks as a Budgetary Item

Funding for textbook purchases seems to be a perennial concern of school systems for at least two main reasons. First, the amount of money involved is a sizeable, recurring expenditure, and, second, it is accompanied by inadequate funding.

According to the National School Market Index (1979) nearly one billion dollars is spent annually on textbooks in the United States. The following table shows the estimated industry sales of El/Hi textbooks by state in 1983.

TABLE 1

ESTIMATED INDUSTRY SALES OF EL/HI TEXTBOOKS

BY STATE 1983

THOUSANDS OF DOLLARS

	State	Est. Industry Sales	Percent of Total Sales
* 1.	CALIFORNIA	$110,698	10.10
2.	New York	78,922	7.20
3.	TEXAS	65,139	5.94
4.	Illinois	64,226	5.86
5.	Pennsylvania	48,558	4.43
6.	Ohio	47,753	4.35
7.	FLORIDA	46,092	4.20
8.	Michigan	43,435	3.96
9.	New Jersey	43,020	3.92
10.	Missouri	28,096	2.56
11.	GEORGIA	26,013	2.37
12.	VIRGINIA	25,695	2.34
13.	NORTH CAROLINA	23,760	2.17
14.	Wisconsin	23,720	2.16
15.	INDIANA	23,661	2.16
16.	Massachusetts	23,281	2.12
17.	Minnesota	21,972	2.00
18.	OKLAHOMA	21,030	1.92
19.	SOUTH CAROLINA	20,797	1.90
20.	KENTUCKY	20,298	1.85
21.	LOUISIANA	19,717	1.80
22.	Arizona	19,355	1.77
23.	OREGON	19,013	1.73
24.	Washington	17,458	1.59
25.	Maryland	16,812	1.53
26.	Iowa	15,924	1.45
27.	Connecticut	15,117	1.38
28.	Colorado	14,728	1.34
29.	TENNESSEE	12,917	1.18
30.	Kansas	12,670	1.16
31.	WEST VIRGINIA	11,095	1.01
32.	MISSISSIPPI	10,999	1.00
33.	ALABAMA	10,290	.94
34.	ARKANSAS	9,438	.86
35.	Nebraska	8,696	.79
36.	NEW MEXICO	8,287	.76

Table 1. (Continued)

State	Est. Industry Sales	Percent of Total Sales
37. UTAH	7,457	.68
28. South Dakota	5,539	.51
39. Maine	5,486	.50
40. HAWAII	5,458	.50
41. Rhode Island	5,070	.46
42. Montana	5,007	.46
43. District of Columbia	4,454	.41
44. New Hampshire	4,440	.40
45. North Dakota	4,408	.40
46. Wyoming	4,083	.37
47. NEVADA	3,885	.35
48. Alaska	3,783	.34
49. IDAHO	3,336	.30
50. Delaware	3,240	.30
51. Vermont	2,219	.20

(Association of America Publishers Industry Statistics, 1983)

*State level textbook adoption systems are capitalized.

"During 1983, the last year for which data are available, the nation's schools spent $1.2 billion for textbooks and related instructional materials. This represents an average of $22.62 per student, an amount that does not vary nationally from adoption to open territory although it is subject to the vagaries of individual states and local district funding in any given year" (Squire, 1985, p. 13).

The amount of money involved in one state for one subject area was described by Raymond English (1980, p. 276) as follows: "If California were to make a single statewide adoption of basal

readers for elementary schools, the total sales at stake could amount to 10 million dollars."

Even though the amount of money spent on textbook purchase is sizeable, it may not be an adequate sum. Expenditures for instructional materials and related services have been, and are, disturbingly low (NEA, 1976). The 1974 per capita expenditure for textbooks for elementary and secondary school students was $11.36. This figure contrasts sharply with the annual expenditures recommended by the NEA Joint Committee as early as 1967, which were $42.00 for each new elementary pupil, $14.00 for each enrolled elementary pupil, $63.00 for each new secondary student, and $21.00 for each enrolled secondary student. These averages have not been approached nationally, despite increased school budgets, infusion of federal aid, and inflation pressures on all prices (NEA, 1976). Figures going back several years show that the outlay for the items labeled "textbooks" has dropped from 1.1 to an abysmal 0.7 percent of the annual expenditure for each pupil (NEA, 1976).

The imprecision of available statistics does not obscure the fact that low expenditures for instructional materials have been a fact of life for a number of years. They have compelled millions of students to use outdated and unacceptable materials (NEA, 1976).

A large annual expenditure of money, even though inadequate in tight economic times, emphasizes the need for carefully

prescribed procedures for textbook selection. Dwindling supply budgets can make the adoption of inappropriate textbooks an extremely costly mistake (Lehr, 1979).

The influence of textbooks on classroom instruction, the influence of basal readers on reading instruction, and the expense of textbook purchase combine to support the need for scrutiny of textbook adoption systems. The context and complexity of the textbook selection task presents challenge for the education community.

The Context of Textbook Selection

The Challenges of Evaluation and Selection

Although, selection of the textbook is the most important consumer decision districts have to make (Muther, 1985a), it is not an easy task (Muther, 1985b). In 1979 Lehr reviewing literature related to textbook evaluation concluded:

> The task of textbook evaluation is time-consuming and often frustrating; yet given the power of textbooks to shape the curriculum, and through it teacher and student performance and parent opinion, it is a task that educators must undertake seriously. (p. 889)

Thomas W. Butcher (1919) stated that difficulties attending the work of a textbook commission are important, unpleasant, and unavoidable. This is true in such a large way as to make most people who have served through an important adoption unwilling to accept a second appointment on a commission of this kind.

Choosing high quality textbooks relevant to student needs and the objectives and processes of the curricula is a demanding endeavor (Conrad, 1981).

A limited theoretical base also contributes to the difficulty of textbook selection. Charles F. Hoban, Jr. states (EPIE, 1967):

> The evaluation of educational materials is theoretically very difficult to do, lacking as it does an adequate basis in behavior theory. But it has to be done. The problem is what and how? (p. 10)

A variety of publishers producing a wide variety of textbook materials (NEA, 1976) adds to the challenge of selection. When the range of alternatives is greatly increased as it has been with educational materials and equipment, the problem of decision is complicated to the point where, if this range is not drastically reduced in a rational manner, decision is randomized or emotionalized (EPIE, 1967). This challenge becomes still greater in the educational and social context of textbook selection.

Textbook selection is subject to a number of factors and influences (Keith, 1981; Kreiner, 1980; Thompson, 1982). First, it must be carried out with due regard for state law, appropriate school board policy and regulation, and the contract negotiated with the local association (NEA, 1976). Additionally, educational policy related to textbook adoption is often described in the literature as result of interactions between groups of involved persons and constituencies. Textbook evaluation takes place in a

larger context of social issues and concerns (Apple, 1982), including the appropriate representation of minorities and women, parent and community involvement in the schools, and the assurance of academic freedom. In a joint publication the National Education Association and the Association of American Publishers (NEA, 1976) put the evaluation of instructional materials in current educational and social context. Seven recent developments were mentioned as having substantial impact on the selection process:

1. The struggle of minority groups toward new status in American life and the beginnings of new appreciation for the value of pluralism.

2. The demonstrations of strength by parents and students who want to change schools and programs and to introduce new ideas and new content into education.

3. The growing power of teachers and their determination to take on major educational roles... including, in many instances, the selection of the materials they use in the classroom.

4. The slow but persistent move toward individualizing instruction to meet the differing interests, needs, and learning styles of each student.

5. The rapid development of new families and generations of teaching tools made necessary by the ever-changing curriculum, new insights into learning and the application of technology to teaching.

6. The emergence, as has periodically been the case in the past, of groups that want to get back to fundamentals and basics in curriculum and content.

7. The rapid change in recent years of the position of women in the society... and resulting in attitudes toward them and treatment of them. (p. 12)

The NEA and the School Division of the AAP have a continuing interest in the creation of high quality instructional materials and in assuring that they reach the students and classrooms of America in adequate quantities at the right time and at the right place. The process of selection plays an important part in pursuance of those objectives. Brief descriptions of three attempts to examine the selection process follow:

1. In 1976 the AAP and the NEA presented the following five-step textbook evaluation process: assembling facts, providing samples, applying criteria and tests, making recommendations and securing approval for them, and assuring that they are effectively used.

2. An instructional materials developer, Meredith Gall (1981), presented a typology of materials selection from awareness of curricular needs to the incorporation of the materials into the curriculum.

3. Deborah Powell (1985) reported some insights into the decision-making process of local adoption committees. The initial results of her study suggest that five general factors influence committee members decisions: publishers, pilot tryouts, politics, processes, and pedagogy. It is not clear which of these factors has the greatest influence, but the study does demonstrate that the textbook adoption process is a complicated one (Farr & Tulley, 1985).

The task of textbook adoption is influenced by many factors both in school and society dictating a selection process that is sensitive to these concerns. Existing in a framework of limited theoretical base, demands and concerns of many and varied constituent groups (i.e., parents, special educators, minorities), and a wide range of instructional needs of students, textbook selection is a complex process. Because of the constantly changing social and educational scene, the selection process requires constant review and adaption to the new factors and requirements (NEA, 1976).

The Role of the Publishing Industry

The selection of textbooks is the responsibility of the school authorities; however, the textbook publisher has a role to play. Resources may be influenced not only by fiscal authorities who control the money to buy the things needed in schools, but also by people who make and market those things (NEA, 1976). The role of the publisher described by Dewey (1920) still seems apropos.

> Changing conditions call for books that measure up to the newer point of view of progressive educators. It is the business of the publishers to provide them and, they are keenly alert to note the trend of education and to anticipate the needs of the schools. At every large educational gathering are the representatives of the publishers. They are present to listen to discussions that their houses may be kept fully informed of the suggestions and recommendations of the people they serve. Publishers are eager to learn the demands of educators and quick to respond to these demands. No type of publisher is more sensitive to public opinion

> than the maker of textbooks. It is the very life of his business. (p. 38)

The interaction between the school and the publisher still seems to exist today. In 1976, the NEA acknowledged the close collaboration of publishers with schools, colleges, and educational leaders as resulting in improved textbooks during the past decade and also in development of new generations of materials.

> Aware of learning needs and instructional trends, the publisher brings into the marketplace materials designed to make the most of the different learning styles of students; materials based on interdisciplinary concepts; materials seeking to promote ungradedness, individualized instruction, and independent study; materials using problem - solving, inquiry, and concept objectives; materials designed to be student oriented and relevant; and finally materials that are boldly traditional. (p. 20)

Even though the publishing industry has a significant role in textbook development, by current standards book publishing is a rather small industry with approximately 65,000 employees. The book publishing industry would rank nearly 40 to 50 positions below a single one of the highest grossing and largest employing American industrial companies.

In 1980 the publishing industry's total sales were approximately six billion dollars (Apple, 1985). Of the six billion total, the textbook market with its one and one half billion sales is the largest segment of that industry (Apple, 1985).

In the basal textbook market, a small number of publishers control the majority of the business. In the "elhi" (elementary and high school) market, it is estimated that the four largest textbook publishers in this field account for 32 percent of the market. The eight largest firms control 53 percent and the 20 largest control more than 75 percent of sales (Goldstein, 1978).

The reality of the competitive marketplace demands that publishers of textbooks be informed and sensitive to market needs. The production cost and the limited market exert pressures on editorial staffs and others to guarantee that such books sell (Coser, Kadushin, & Powell, 1982). At the "elhi" level the trend toward more centralized control over the entire process of publishing materials for the classroom is likely to continue (Apple, 1985). For the "elhi" market the sheer amount of money and the risks involved are apparent in the fact that for every $500,000 invested by a publisher in a text, 100,000 copies need to be sold merely to break even (Goldstein, 1978).

The publishing industry is a small, specialized business with textbook publishing representing the largest segment of the field. The cost for the development, production, and distribution of a textbook is such that a sizeable market is needed just to cover expenses. To further describe the context of textbook selection, the next section will present historical background on textbook selection.

History of Textbook Selection

Textbooks have been used in the United States since early colonial days. Textbooks in America, published by the American Textbook Publishers Institute (1949), traced the history of the textbook in the United States from early beginnings.

> Years ago the pupil brought to the classroom the books that he found in the home, so that he and the teacher would have books to use. No problem of textbook selection existed then and as a result most teaching was on an individual basis. It could be, for education was for the few. With the increase in enrollment brought by the expansion of free public education, came courses of study, the improvement of teaching procedures, and the separation of pupils into rooms and grades. It became necessary to have uniform textbooks in each grade and in all schools under the same jurisdiction. (p. 75)
>
> Following this development, individual schools, and the school district then became the textbook-selecting agency for the various units in the district ...Later the county superintendent, together with an appointed committee, made the textbook selection. In the large cities textbooks were selected by boards of education, upon the recommendation of the superintendent. Further development came when many of the individual states began to exercise supervision and control over state-wide selections, or adoptions.
>
> So you see that, in general, the selection and adoption of textbooks has gradually evolved from a condition of no uniformity to a unified plan of city, townships, county, of finally state-wide selection and adoption, followed by provision of free textbooks in many states.
>
> Responsibility for selecting textbooks rests with the local board of education, except in those states that provide for single basal textbook adoptions. (p. 75-76)

State uniformity in textbook adoptions developed rather rapidly in the latter half of the nineteenth century (Henry, 1933). By 1949, Keesecker reported the following trends evident in

current textbook legislation: (a) A distinct tendency to change from optional to mandatory file-textbook systems. (b) A tendency to provide for State purchase and ownership of textbooks rather than local ownership and purchase.

Textbook adoptions evolved as an efficient, economic, and quality control endeavor. This assertion is reflected in the following statement (American Textbook Publisher Institute, 1949):

> The policy of adoption of textbooks for city, county or state is based on the theory that such procedures bring about a wider, more economical use of money spent and at the same time ensure the best selection of textbooks, that each child may have an equal opportunity. (p. 77)

Burnett (1948, 1950) stated arguments for and against state adoptions.

For State Uniformity

1. State adoption ensures a uniform course of study which is held desirable by many.
2. Textbooks may be purchased at lower prices because of large scale orders.
3. A mobile population makes uniform textbooks necessary for the children who change schools often. (p. 49)

Against State Uniformity

1. No State is a homogeneous unit, so neither uniform texts nor uniform courses of study will satisfactorily apply.
2. The State - adoption plan is a dominating plan that stifles local initiative and irritates teachers.
3. State adoptions involve longer periods of time (four to ten years) during which new and better books cannot be adopted.

> Supplementary claims favorable to state adoptions are: (a) The possibilities of graft are decreased on the statewide level, and (b) The state commissions are better qualified to make expert selection of textbooks. (p. 49)

Those last two assertions might be extremely difficult to prove (Burnett, 1950a). Graft should have no more appeal to the local educator than to a state official and would have much less appeal locally because of "the size of the prize". Teachers could see local needs more accurately than state personnel and could, therefore, make more adequate selections (Flinn, 1947).

Added arguments in opposition to state adoptions are (a) state committees often cannot make the best adoptions because of the problems they face in selecting many books in a short period of time; (b) ill advised actions have statewide repercussions; (c) state adoptions make for mediocrity and penalize the progressive school system; (d) state adoptions limit curriculum developments and the subsequent courses of study and thus breed inflexibility, and (e) there is no best book in any field, anyway (Burnett, 1950b). Burnett (1950b) continued:

> Educational literature for many years has been replete with attacks on statewide adoptions. Virtually nothing has been written in support of state adoptions. It is significant that educators as a group oppose state adoptions; obviously, the support for state texts must be coming from other sources.
>
> In a questionnaire study involving 665 administrators, curriculum directors, and subject-matter supervisors of public school systems and of institutions for teacher education across the nation I found that only 15.8 percent favored state adoptions. (p. 50)

A survey of existing textbook lists in the several states reveals heterogeneous practices including three major types of textbook lists: single, multiple and open (Burnett, 1952). He describes each of these types:

> School authorities following the method of single listing study all the texts submitted by the publishing companies and adopt one single basic text for each subject in each grade. This basic text then becomes the principal source of classroom instruction to the exclusion of all other textbooks. Some states and districts modify this extreme by permitting other textbooks to be used as supplementary materials.
>
> In the case of multiple listings the adoption body studies all books submitted and officially approves several, often as many as eight or ten, in each subject for each grade. Local school systems are permitted to select and use many or all textbooks on the approved list.
>
> Open listings permit local school districts complete freedom in selecting textbooks from the open market. (p. 257).

Total uniformity is no longer an issue as no state currently lists a single textbook for total state adoption (Farr & Tulley, 1985). All the adoption states today adopt a list of permissible texts in a given subject (English, 1980; Farr, Tulley, & Powell, 1987).

A decided shift from local to county adoptions to state adoptions occurred between 1897 and 1927. By 1927 state adoption states had increased to 25 (Tidwell, 1987). Negligible change in areas of adoption between 1927 and 1950 were reported with only one state, Montana, making a change during the interim from state to local control of textbooks in 1941. Barnett (1950b) reported

that the 24 states then using state adoptions had adhered to that plan well over 30 years.

Legislation creating these state-level practices was developed during a relatively short period - from the last few years of the 19th century through the early years of the 20th century. Since that time, the number of "adoption" states and the number of "open" states have remained fairly constant (Farr & Tulley, 1985). Tulley (1983) summarized the categorization of state textbook adoption policy which appeared in the literature during the 1883 - 1981 in the following table.

TABLE 2

State or Local Textbook Adoption Policy

Date	Citation		State	Local
1883	Parr	1889	10	23
1895	Tidwell	1928	10	30
1905	Tidwell	1928	23	25
1915	Tidwell	1928	24	24
1915	Monohan	1915	24	24
1921	Maxwell	1921	24	24
1925	Tidwell	1928	25	23
1931	Coffey	1931	25	23
1933	Henry	1933	25	23
1935	Keesecker	1935	24	23
1941	Lange	1941	24	24
1950	Burnett	1950	24	24
1952	Burnett	1952	24	24
1959	Turner	1959	23	25
1963	NEA	1972	27	23
1971	Smith	1971	23	27
1972	NEA	1972	25	25
1974	Smith	1971	23	27
1975	Crane	1975	24	26
1976	ERS	1976	23	27
1978	Bowler	1978	22	28
1980	English	1980	23	27
1980	Gardner	1980	23	27
1981	AAP	1981	22	28
				(p. 23-24)

Following are four additional recent references.

1983	Tulley	1983	22	28
1984	Bridgman	1984	22	28
1985	Farr/Tulley	1985	22	28
1987	Farr/Tulley/ Powell	1987	22	28

The above citations indicate that the number of states which have maintained some form of state level textbook adoption has remained somewhat stable throughout the period of 1905 - 1987.

This literature search revealed that, until recently, the textbook adoption process was not studied systematically. Textbook legislation and the merits and limitations of textbook policy related to free textbooks and statewide textbook uniformity are topics of recurrent discussion. Writers, until recently, indicated little interest for the method in which textbook policies were implemented, their goals or their effects. Over the last few years, however, a series of studies have been conducted that provide some data about the textbook adoption process (Dole, Rogers, & Osborn, 1987).

Levels of Textbook Adoption

Presently there are two basic levels of textbook evaluation and selection systems in the United States, local and state level adoptions. In the Encyclopedia of Educational Research (1982), Warming reported:

> Textbook adoption procedures throughout the country are varied, but states are known either as "open territory" states or adoption states. In "open territory" local school boards select elementary textbooks in 27 states and secondary texts in 32 states. (p. 1934)

State adoptions were occurring in 23 states for elementary and 28 states for secondary textbooks.

More recently Tulley reported twenty-two states have statewide adoption policies (Bridgman, 1984; Tulley, 1983). Nearly all the southern states have developed state-level processes (ERS, 1976; NEA, 1972; Tidwell, 1928; Tulley & Farr, 1985). All the adoption states today use a multiple list of

permissible texts in a given subject (English, 1980; Farr, Tulley, & Powell, 1987).

Although 22 states have some form of statewide adoption, the procedures and policies in these states differ considerably. Some states adopt a list of not more than five texts, while others include on their lists all those books that match the adoption criteria. Several states adopt texts only at the elementary level. A few states provide the money to purchase new texts when the new list is adopted; other states require that money for purchasing new textbooks come from each school districts' general fund (Farr & Tulley, 1985).

Some authorities feel that local textbook adoptions are preferable. Farr and Tulley (1985) concurred and offered the recommendation that textbook adoption should take place at the level of the local school district or school. The authors acknowledge that their recommendation is based on a picture of the process of textbook adoption that is less than complete but feel that it is possible to use the level of textbook adoption to improve the quality of books used in our school.

Although assumptions are sometimes made by those who write on the subject that the process of textbook selection in open territory is more efficient and keeps controversy at a minimum, a report by Educational Research Service (ERS, 1976, 1979) indicated that these assumptions might be questionable. ERS surveyed 414 school districts in 33 states to determine how

instructional materials were selected. Seventeen states were not included because the selection processes in these states occurred at the state rather than at the local system level. Of the 414 districts, 108 had no selection committees at all. Sixty-one percent had general statements of criteria for selecting textbooks and instructional materials. Of the 306 districts with selection committees, 13.4 percent had no written evaluative criteria for selection, and most had no written criteria for testing materials or verifying that they do what their producers claim they will do (Bowler, 1978). Practices in "open" states vary (Stewart, 1980) even more than in adoption states (Farr & Tulley, 1985). Whether local or state adoptions systems are better is certainly open for debate.

A Contemporary Issue

Textbook adoption systems have been of public and professional concern for many years but the current school reform movement has again drawn special attention to textbook adoption issues in the past four years. In April, 1983, the National Commission on Excellence in Education report, "A Nation at Risk; The Imperative for Educational Reform", stated that during the past decade texts have been "written down" by their publishers to lower reading levels in response to perceived market demands. Former Secretary of Education, Terrel H. Bell, termed it the "dumbing down" of textbooks. In March, 1984, a nationwide conference of school leaders met with the intent to form a "cartel

of excellence" that could exert influence on publishers to improve instructional materials. After deliberating, they instead turned their criticisms mainly on themselves and focused their attention on the need to improve their own selection and adoption procedures as a way of raising the quality of textbooks (Bridgman, 1984).

In declaring that the textbook problems "deserve sustained and careful attention," Chester Finn, Assistant Secretary in the Office of Educational Research and Improvement, was not alone. In summer of 1984, then - Secretary of Education, Terrel Bell called together representatives from various groups that influence textbook quality. Subsequently, the Council of Chief State School Officials (CCSSO) was recruited to review relevant literature and collect data on existing policies. CCSSO eventually cooperated with the National Association of State Boards of Education to produce a catalog of issues and sponsor the June textbook conference in Washington (Dronka, 1985). Current concern about textbook selection is evidently of national scope.

The Value of State Level Textbook Adoption

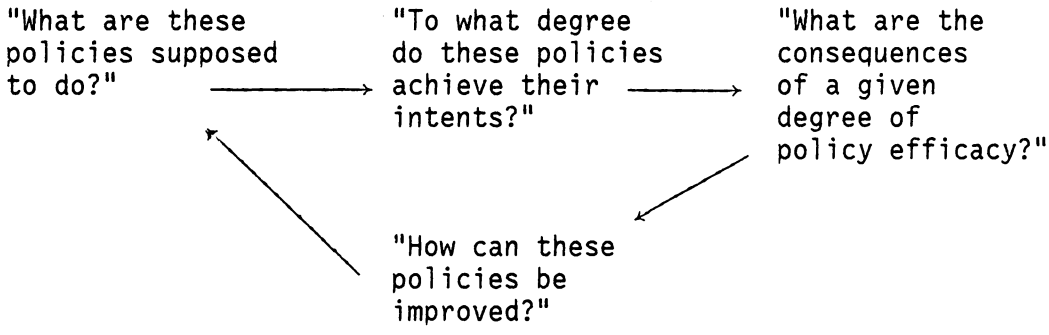
The Intents of State Level Textbook Adoption

No systematic study of the intent of state level textbook adoption policy had been reported until 1983. At that time Michael Tulley directed a pioneer study to identify the intents of state level textbook adoption systems. He described a conceptual research model for educational policy involving intentionality,

efficacy, impact, and modification. His model for guiding educational policy research is one in which issues are pursued in the sequence diagrammed in Figure 1.

Figure 1

Diagram of Policy Research Model



His study focused on intentionality, the first step in his research model.

During the formative stage of his study a review and content analysis of the textbook statutes of each of the 22 "state adoption" states were conducted to identify and compare the most salient dimensions of each, and to gain insight into policy intention.

> While those statutes contained no explicit statements of intent, quantitative tabulations of the prescriptions of each statute led to two conclusions: (1) that there is little evidence which suggests that the intents of these policies are those referred to in the literature (i.e. population mobility, cost reduction, curricular uniformity and the selection of quality textbooks), and (2) that because of the number of restrictions and guidelines related to the textbook publishing industry (which exceed those prescribed for any other dimension of the adoption process), the intent of these policies may be to monitor contractual obligations and marketing

> practices, rather than to address particular pedagogic considerations. (p. 18)

Publications, produced and made available by state Departments of Education (SEA), pertaining to state level textbook adoption policies and procedures were obtained from twenty of the 22 "state adoption" states. Following an initial review of all publications, Tulley (1983) noted four similarities in content:

> (1) prescribed procedures/guidelines,
> (2) provisions for public input and/or participation,
> (3) specified selection criteria, and
> (4) publisher requirements and/or guidelines
>
> It was also noted that explicit statements of policy intention are conspicuously absent from the majority of these documents. (p. 103)

Tulley continued his data collection by interviews with publishing industry representatives, public school personnel at the local school district level and state level textbook administrators from the 22 "state adoption" states.

The Tulley study reported that there may be as many as nine distinct advantages that authorities in the state adoption states believe a centralized adoption process provides to local school districts, many of which are quite similar to those issues discussed in the literature for decades (Tulley & Farr, 1985). The following nine statements of intent were identified:

(a) Control of textbook costs, (b) control of the marketing practices of the publishing industry, (c) provide for public participation in the adoption process, (d) ensure the periodic review and purchase of textbooks, (e) save time and work for

local school districts, (f) provide order and structure to the adoption process, (g) allow the state to share responsibility for potentially controversial textbooks, (h) ensure some degree of statewide curricular uniformity, and (i) ensure the selection of quality textbooks (Tulley, 1983).

Because this study examines the value of state level textbook adoption systems, Tulley's findings were utilized as a partial basis for questionnaire design. The following section discusses each of the nine statements of intent reported by Tulley.

ISSUE: THE INTENT OF STATE LEVEL TEXTBOOK ADOPTION IS TO CONTROL THE COST OF TEXTBOOKS, OR TO KEEP THE COST OF TEXTBOOKS AS LOW AS POSSIBLE (Tulley, 1983).

Some argue that cost considerations are inappropriate and even detrimental to good textbook selection (Butcher, 1919; Henry, 1933). The NEA (1976) agreed that although it is useful to have facts about availability, cost and delivery dates, it is more important to search out evidence of the performance and effectiveness of the materials. Teachers in the United States today are the highest paid in history. It is a waste of costly professional talent to allow them to struggle with inadequate texts or other improperly designed instruments of instruction. In the long run, it is good economy to give the teacher good tools.

People seem to value the avoidance of financial cost of education (Boyd, 1978). Since it is possible to spend many millions of dollars in one year and it takes more than one year to revise even one area of the curriculum and to review instructional materials, the public may demand, and rightly, that the substantial investment made in new materials be a sound one returning full and accountable benefits to the students and the community (NEA, 1976). Although large expenditures are reported for textbooks and instructional materials, it seems to be of general acceptance that the textbook has represented only a small portion of the budget for a school system (Dewey, 1920; Keesecker, 1935, 1949). More recently the same budgetary constraints still seem to be prevalent.

The Council of Chief State School Officials inquiry found that while funding for books is inching up, it is still a tiny percentage of typical budgets (Dronka, 1985; EPIE, 1983). AAP's Ekland cited recent figures that show $27.79 as the average spent per student on books even as total per pupil expenditures tops $3,400.00. Connie Muther, textbook consultant, acknowledges that texts are a line item, that is frequently mauled in budget battles (Dronka, 1985). Much industry information has been made available about the economics of textbooks published; however, there have been few studies of the prices of textbooks (Lynden, 1985).

The Joint Committee for the NEA (1976) believes that during the coming years a great service can be performed for America's

youth and communities by replenishing, improving, and enriching the stores of instructional materials. The effort to be made -- allocation of 5 percent of each districts' per pupil operational cost is critical.

Textbook adoptions evolved originally at least partially as an economic endeavor. In 1949, the American Textbook Publishers Institute reported that the policy of adoption of textbooks for city, county, and state is focused on the theory that such procedures bring about, among other things, wise, more economical use of money spent.

There can be little doubt that lower textbook prices were encouraged through state uniformity. A textbook publishing company could often afford to lower prices when all the schools in the state were required to use one or more of its books (Burnett, 1950, 1952; Keesecker, 1935, 1949).

The prices at which textbooks have been made available through local agencies have generally been cited as an argument for state adoptions. There are many reports of varying and unreasonable price schedules in different localities in the days before statewide regulation of prices became generally established (Henry, 1933). State officials in nine non adoptive states believe that school districts in their states were paying as much or more for textbooks than school districts in adoption states (Farr & Tulley, 1985). In several of these "open" states, laws have been adopted forbidding publishers from selling textbooks in

their states at a cost higher than the price at which the books are sold elsewhere in the United States (Farr & Tulley, 1985).

Other cost issues against state adoption have been mentioned such as: extensive changes in schoolbooks involve losses for the books that are discarded (Henry, 1933), bad choices in textbook adoption result in individual schools spending additional funds to secure better books (Burnett, 1950a), and it may be money saving for local systems but state funds may be used for purchase of texts increasing school taxes (Burnett, 1952).

Generally, in state adoptions the price for the textbook is contracted for the duration of the adoption cycle (Tulley, 1983). Publishers view the new division of authority, local districts choosing from a state approved list, as excessively bureaucratic, time consuming and, above all, expensive (Rosencrantz, 1975).

In summary, textbooks are a regular budgetary item so cost has long been a factor of concern. Some feel that cost is an inappropriate consideration in that primary concern should be for quality instructional materials. It is acknowledged that only a small portion of school budgets is allocated for the purchase of instructional materials. Textbook adoption evolved as an economic endeavor; however, at the present time publishers must price textbooks the same for everyone in some states. Some feel that state adopted texts do not in the final analysis actually cost less.

ISSUE: THE INTENT OF STATE LEVEL TEXTBOOK ADOPTION IS TO CONTROL THE MARKETING PRACTICES OF THE PUBLISHING INDUSTRY (Tulley, 1983).

Controlling the marketing practices for state level adoption systems is not a new concern (Henry, 1933). "State adoption" and "city adoption" of textbooks create temptations to corruption, they tend to eliminate the healthy competition that produces a wide variety of goods to suit the different wants and resources of varied customers (Burnett, 1950a). Others, however, feel that the possibility of graft is decreased on the statewide level (Burnett, 1950b).

After a national investigation of textbook adoptions the NEA (1976) made the following observations. Contacts between the selection committee and a publisher may include formal presentations, small group discussions, interviews and conferences, telephone calls, and correspondence. These contacts, which may continue for many months, must be kept under the control of the selection committee chairperson. Committee members should not be placed under pressure by the firms' representatives. Neither party should waste the time and energies of the other.

All dealings should be businesslike, on the record, and channeled through officially designated persons only. The NEA even recommended that official communication with publishers should be channeled through one individual.

The amount of contact that members of textbook adoption committees have with the representatives of publishing companies

is one of the marketing practices that is often of concern (Farr & Tulley, 1985). In some states and districts, all contact between publishers and committees is forbidden. In others, textbook publishers present and describe their texts at special meetings of the adoption committee. Some committees allow publishers' representatives to visit committee members as often as they like. When publishers get the chance, they use a variety of sales techniques. Committee members are taken to dinner, special textbook presentation sessions are held at vacation resorts, and special favors are provided to committee members in the form of trips to professional conventions and the like (Farr & Tulley, 1985).

In 1987, Farr, Tulley, and Powell, after an examination of textbook selection process, recommended that "Reading adoption committees need to consider carefully how much and what contact to have with publishers' representatives.

> We do not believe that an adversary relationship must necessarily exist between publishing companies and educators. Nor do we advocate strict guidelines governing interactions between representatives of publishers and committee members.
>
> We see no reason why the educational publishing industry should be subjected to any greater - or any less stringent regulation than all other commercial enterprises with which public schools are involved.
>
> It would be naive, however, to discount the potentially powerful influence that representatives of publishing companies can and do exert on committee members. We have seen many adoptions determined by a publisher's marketing efforts rather than by the quality of the basal program. (p. 279)

Publishers do influence not only the final textbook adoption decision but how carefully a reviewer examines a particular textbook program. One of the major influences on text selection identified is the market strategies that the company employ (Farr, Tulley & Powell, 1987). Providing free items that the district might not otherwise purchase, hosting dinners or wine and cheese receptions, trying to influence key people, and providing in-service for added exposure to the company are identified as influential strategies used (Farr, Tulley, & Powell, 1987).

In summary, state adoptions involving competition for sizeable textbook markets provide a setting for various promotional schemes. Practices concerning marketing issues vary among adoption units. The desire for freedom by those involved and the need for control to avoid corruption offers challenge for the individuals and systems involved.

ISSUE: THE INTENT OF STATE LEVEL TEXTBOOK ADOPTION IS TO PROVIDE PUBLIC PARTICIPATION IN THE ADOPTION PROCESS (Tulley, 1983).

The basic question here is who should choose the textbooks. State adoption agencies have been criticized as incompetent (Henry, 1933), for removing a vitalizing center of interest from the community (Henry, 1933), and for placing too much responsibility in the hands of a few persons (Keesecker, 1949). All these criticisms imply a need for change in membership.

Should the public participate in educational decisions? A

lack of research in the preceding decade related to public participation in educational policy is evident (Krist & Mosher, 1969). Nevertheless during the last generation educational policy making has become overtly politicized and fragmented and in the last generation many groups that have been excluded from decision making in education have demanded to be heard (Hansot & Tyack, 1982). Educators have been forced to become responsive to groups excluded from the policy-making process.

Baxter (1964) reports that with every censorship campaign there has been a demand for participation of laymen in the selection of textbooks and that the most active and rigorous campaigns have been waged in states in which public school books are selected and adopted at the state level. Older sources of authority and consensus have been severely challenged (Hansot & Tyack, 1982). Leaders can no longer command esteem securely either as aristocrats or character or as experts. Amid the litigiousness, the competing claims of protest groups the infighting within a once united educational profession, the confusing and sometimes conflicting requirements of the new paperworks empire of categorical programs, educators sometimes wondered if anyone was in charge (Hansot & Tyack, 1982).

In considering school board policy the NEA (1976) suggested that a board might wish to incorporate into its policy statements the concept that views of parents and students shall be taken into consideration. More and more people, lay as well as professional,

are becoming concerned and involved with the selection of instructional materials and parents everywhere have exhibited activism on questions of curriculum (NEA, 1976).

A need exists for wide involvement in school policy decisions related to textbook selection (NEA, 1976). Holding open hearings at which parents, teachers, students and taxpayers find out what the committee is doing may be part of the selection process. Their function should be to assure broad involvement of the community (NEA, 1976). Selection of instructional materials today must be an open process including the participation of students, parents, teachers, and administrators, for it involves professional, budgetary, and human relations complexities (NEA, 1976).

Inclusion of public input may be an effort to avert as much open controversy as possible (NEA, 1976). Textbook evaluation exists in a larger pattern of social issues and concern including among other things parent and community involvement in the schools (Kreiner, 1980). Organized pressure groups are tempted to exercise their influence on the selection (and inevitably the content) of textbooks (English, 1980). In California all submitted texts are received by a "legal and factual compliance" committee (usually including representatives of various ethnic and others pressure groups) that listens to objectors and reports on each text in terms of its compliance with California laws,

especially those requiring fair treatment of women and minorities, labor and entrepreneurs, etc. (English , 1980).

According to Texas adoption procedures, public comment is welcome -- but until recently, only that which specifically objected to content in the adoption contestants. A special ad hoc committee of the State Board of Education recommended that in future textbook hearings, both positive and negative testimony on particular textbooks should be allowed. The committee also recommended that the State Board augment textbook committee staff with lay advisors and require participants at hearings to reveal their affiliation. A bill amending the current legislation governing textbook adoption and including the recommendations of the committee was introduced into the Texas state legislature and passed into law April, 1983 (EPIEgram, 1983).

> Textbook selection is essentially a political process...Are there women on the committee? Blacks? Teachers? Parents? People from this group? That group? A political process...is stacked against what I would call good decisions. So what we have are textbooks that don't violate the sensitivities of people representative of groups... How children learn never gets to be the primary consideration (Dronka, 1985, p. 7).

In summary the constituency of the textbook adoption committee is an issue of concern. The involvement of citizens in school policy in general and textbook selection specifically has evolved over a long period of time. More recently, sentiment seems to support the inclusion, for various reasons, of more lay people in the textbook selection process.

ISSUE: THE INTENT OF STATE LEVEL TEXTBOOK ADOPTION IS TO ENSURE THE PERIODIC REVIEW AND PURCHASE OF TEXTBOOKS (Tulley, 1983).

This intent addresses the question of the currency of instructional materials, when books should be adopted and for how long they should be used for instructional purposes. Textbook purchases usually are adopted for a predetermined period of time, or adoption cycle. The adoption cycle is common practice in recent years for state adoption systems with the length of the cycle varying among the states (ERS, 1976; NEA, 1976).

As far back as 1920 Alabama had a law that provided for adoption of textbooks for five years (Dewey, 1920). More recently about half of the states have laws that could be used to restrict local districts to selecting one or a few books per grade per subject for a specified number of years. These "state adoption" states vary in the rigidity with which their laws are drawn or enforced. In some, the state laws and procedures facilitate the selection process and assure the availability of up-to-date instructional materials (NEA, 1976). It was recommended by the NEA (1976) that school board policy statements incorporate such concepts as the following: Our district desires up-to-date, educationally valid materials, instructional materials should be under continuous review and assessment. The demand for up-to-date programs has at least one serious negative effect, a

lack of time for learner verification or modification on most basal programs (Osborn & Stein, 1985).

Although old texts are not necessarily inadequate, they do have certain intrinsic drawbacks. For example, a book published in 1970 would actually have been written at least two years earlier. It may have been edited and updated to the time of publication, but basically it is a book reflecting the state of knowledge in 1968 (Smith, 1971).

A copyright date occurs frequently as a selection criterion as evidence of an attempt to select current texts. The Council of Chief State School Officers, however, counters that a current copyright date is no guarantee of non-antiquation. Their review of literature found legislation limiting requirements for new copyrights to minor changes has made the use of copyright dates inadequate for evaluating the currency and accuracy of content (Dronka, 1985; Dole, Rogers, & Osborn, 1987).

Ensuring the periodic review and purchase of textbooks, an attempt to assure current instructional materials for the classroom, certainly is an issue to be considered by those involved in textbook selection. At the present time many realize that a recent copyright date is not necessarily an assurance of currency.

ISSUE: THE INTENT OF STATE LEVEL TEXTBOOK ADOPTION IS TO SAVE TIME AND WORK FOR LOCAL SCHOOL DISTRICTS (Tulley, 1983).

A major problem that many textbook committee members identify is the lack of time to conduct the textbook reviews (Farr & Tulley, 1985). Reviewers are most critical of the time limit under which they work (Farr & Tulley, 1985). It is a fact that the time committees have to evaluate possible choices is entirely inadequate (Dronka, 1985). At least three reasons are identified as contributors to the problem: the lack of release time for reviewers, the limited time frame for review, and the number of books under consideration.

Reviewers usually must conduct evaluations of textbooks in addition to their regular teaching and administrative responsibilities (Dronka, 1985; Farr, Tulley & Powell, 1987). Reviewers generally have no release time and do not receive extra pay (Dronka, 1985).

Most districts complete their textbook selection within one school year; the actual amount of time spent examining textbooks is usually much less than this -- usually about 2 months (Dronka, 1985; Farr, Tulley, & Powell, 1987). It is estimated that teachers spend one hour to slightly over two hours per basal reading series to complete an evaluation. This includes examining all the textbooks and ancillary materials, discussing the choices, and making the final decision (Farr, Tulley, & Powell, 1987).

It is estimated that each reading series, including textbooks and ancillary materials, contains the equivalent of 5000 pages of texts (Follett, 1985). Another estimate is 400 books in one series (Dronka, 1985). "Should ten publishers submit materials, the total would come to 50,000 pages. Even if committee members were to spend 30 seconds on each page - hardly enough to scan headlines and notice illustrations - it would take them 417 hours to review all the materials. Even should committee members spend eight hours a day on the review (which is unlikely), the process would take more than 52 work days" (Follett, 1985, p. 19).

To further clarify the magnitude of the task, another description of a reading textbook program follows. Basal readers, regardless of the publisher, include materials for students from kindergarten through the eighth grade. The materials at each grade include a student book, a teacher's manual, a workbook, a set of ditto masters, and a collection of tests (Farr, Tulley, & Powell, 1987). The typical basal reader adoption committee considers an average of eight to ten textbook series of the 15 to 18 basal reader programs that are presently published (Farr, Tulley, & Powell, 1987).

Reviewers feel overworked in trying to get the job done (Dronka, 1985; Farr, Tulley, & Powell, 1987). A predominant review technique has been labeled the "flip test" (Farr, Tulley, & Powell, 1987) or the "thumb" test, during which the pages of the reading text are quickly examined.

In 1983 an EPIEgram reported that state level textbook adoption systems do save time and work for the local school district. Instead of each school district and school having to make a selection of a language arts basal from the bewildering array of choices available, the state education agency can narrow that choice down to manageable proportions and thus allow a more informed decision.

A wide range of textbooks, involving complete series or programs and ancillary materials, make the process of evaluation and selection of textbooks an endeavor demanding a major commitment of time. A way to lessen this commitment of time would seem to be a worthy endeavor.

ISSUE: THE INTENT OF STATE LEVEL TEXTBOOK ADOPTION IS TO PROVIDE STRUCTURE AND ORGANIZATION TO THE ADOPTION PROCESS (Tulley, 1983).

With budgetary restrictions requiring that every dollar be well spent, the need for clearly defined evaluation procedures becomes critical (Lehr, 1979). There are as many structures for adoption as there are adoption states (Farr & Tulley, 1985; Lehr, 1979). Usually an appointed committee is responsible for recommending the books to be adopted. The members are often neither educators nor subject-matter authorities. In most states these people have advisors who are supposed to have expert knowledge. The extent of department of education influence on adoption varies from state to state (Lehr, 1979).

Publishers make oral presentations to the committee, having first submitted a sample for each member and/or advisor. Often the publisher will be given a short period in which to make the presentation - 20 minutes perhaps, with another 10 for questions; sometimes less (English, 1980; Farr, Tulley, & Powell, 1987).

In California and Texas the public is invited to comment. Submitted books are displayed around the state for public examination. In Texas the public can and does submit written protests, citing specific objections with page references. The publisher has the right to answer these; if they are not answered within the allotted time it is assumed that the publisher admits their validity. A publisher's representative is invited to a public hearing at which the objectors can reassert their criticisms and the representative can attempt to answer them (English, 1980).

Most state level textbook adoption systems are regulated by statutes and procedural guidelines (Tulley, 1983). In some, the state laws and procedures facilitate the selection process and assure the availability of up-to-date instructional materials. In others, however, school administrators and faculty have real cause for complaint about the severity of the constraints imposed by law (NEA, 1976).

When a large number of people are involved in a task that requires enormous amounts of time (Farr, Tulley, & Powell, 1987) and has important implications for students, teachers, and the

community, it is imperative that the work be carried on in an orderly, professionally responsible manner (NEA, 1976). Without haste, yet without delay, the committee must move toward substantive work.

Relatively little research has been conducted on how adoption committees function, but the majority of that which does exist consists primarily of surveys that have attempted to document committee structure and organization (Farr, Tulley, & Powell, 1987). The surveys indicate that most reading adoption committees are organized by grade level, committee members review the textbook by using predetermined criteria, time is assigned for the selection process, and the committee meets with representatives of each publishers whose books are being considered. The State of Florida legislation now requires textbook reviewers to receive in service training before they serve on a state textbook adoption committee (Farr, Tulley, & Powell, 1987).

In state level textbook adoption some type of operational format is needed as important instructional decisions must be made within limited time constraints involving many people, books, and companies. The investment of money, a group decision, and limited time constraints all dictate a need for organization. Cyclical adoption schedules, selection of reviewers, establishing selection criteria, sampling, publisher presentations, decision making, appeals procedures, etc. indicate a need for some overall structure and organization.

ISSUE: THE INTENT OF STATE LEVEL ADOPTION IS TO ALLOW THE STATE TO SHARE RESPONSIBILITY FOR POTENTIALLY CONTROVERSIAL TEXTBOOKS (Tulley, 1983).

The NEA supports the inclusion of controversial issues as part of the instructional programs when judgment of the professional staff deems the issues appropriate to the curriculum and to the maturity level of the student (English, 1980). During the Sixties and Seventies dramatic confrontations did occur between agitators and educators during adoptions over textbook content (Bernstein, 1985). Conflict to be avoided is one consequence of the politics of education that people may value (Boyd, 1978).

At least two modifications seem to have lessened textbook adoption conflict. First, most legislatures and school boards have enacted legislation to require fair treatment of minorities and women (Bernstein, 1985). Textbook content now reflects a non-sexist, diverse population(s). Second, not only have textbooks changed since the 1970's, but the process of selection and adoption has changed too. Most jurisdictions have created political structures to monitor the passions of special interest groups and try to defuse them. More teachers participate in the selection process today than ever before; written criteria protect districts from legal challenges; review and complaint procedures channel the energies of would-be censors. The textbook

adoption process, though it varies from place to place, has been shaped to deal with the social and representational issues raised in the Sixties and Seventies (Bernstein, 1985).

Inclusion of public input may be an effort to avert as much open controversy as possible (Kreimer, 1980; NEA, 1976). In addition to lay representation on selection committees, samples of materials are made available for examination by board members, the press and the public (NEA, 1976).

Procedure for Texas textbook selection has allowed hearings for negative criticisms. In April, 1983 Texas amended the legislation governing textbook adoption so that the selection committee would hear positive as well as negative comments about the books considered for adoption (EPIEgram, 1983).

A change in the focus of textbook challenge(s) has occurred (Dronka, 1985). Heretofore, most attention to the content of textbooks has been riveted to what one interest group wanted in and what another interest group wanted out. Otherwise, few people questioned what textbooks contained, how material was presented, whether texts should drive the curriculum, or how textbook adoption procedures affect textbook quality (Dronka, 1985).

The NEA (1976) suggested several textbook adoption procedures that call for more detailed planning. Who is to do what in the event that the recommendations are challenged by the community at large or by the local teachers association or are sent back for review because of problems. In considering policy, a board might

wish to incorporate into its policy statements such concepts as opportunities for review, appeal and repeal of decisions.

One of the procedures recommended by Farr, Tulley, & Powell (1987) for reviewing and evaluating basal readers is that any person who wishes to address the entire adoption committee or any individual committee member should be allowed to do so. The goal is to allow all persons concerned with the adoption an opportunity to make their views known in a comfortable situation. It is also important that all the programs that are being considered are available to anyone who wishes to review them.

Educators as formalized, educational groups usually are not directly involved in textbook selection and adoption processes. The role of educational organizations as an additional influence on the textbook selection process is explained by Fitzgibbons (1985).

Controversy over textbook content does not seem to be a major issue of long duration. Prevalence of this topic in the literature would indicate that it has been primarily a concern of the last two decades. Attention now seems to be diverted toward modifications to lessen controversy and routinization of procedures to handle conflict.

ISSUE: THE INTENT OF STATE LEVEL TEXTBOOK ADOPTION IS TO ENSURE SOME DEGREE OF STATEWIDE CURRICULAR UNIFORMITY (Tulley, 1983).

Reference to statewide curricular uniformity are found in literature from the early 1900's (Butcher, 1918; Dewey, 1920; Henry, 1933). At that time statewide uniformity meant one textbook for an entire state. To avoid the expense of buying new books each time a family moved from one district to another, popular demand for state-wide uniformity grew up in the states where the frequency with which families moved was highest (Keesecker, 1935; Tidwell, 1928). Another argument that was generally urged in furtherance of state textbook adoptions was the ease and convenience with which uniform courses of study could be formulated and administered on behalf of the schools of the state as a whole (Burnett, 1950a, 1952; Henry, 1933; Keesecker, 1949).

Some felt that state uniformity was not desirable (Dewey, 1920) and gave the following arguments:

1. No state is a homogeneous unit, so neither texts nor uniform courses of study will satisfactorily apply (American Textbook Publishers Institute, 1949; Keesecker, 1949).

2. State uniformity stifles initiative and progress. There is no chance for gain except in the more backward areas. If the state list is better than the books in use in such areas, it is also apt to be poorer than the lists in the more progressive communities. Uniformity in general tends to produce uniform mediocrity (Burnett, 1950a; Henry, 1933).

3. Too much responsibility in the hands of a few persons (Kessecker, 1935).

4. Ill advised actions have statewide repercussions (Burnett, 1950a).

5. There is no best book in the field (Burnett, 1950a).

Educators and publishers still recognize the idea that no basal textbook by itself and no single series of texts can serve all students within a grade. We know too much about individual differences to accept lockstep learning. Selection must always concern itself not only with the rough divisions of human ability - average, below average, and high ability - but also with special needs - those of the poor student, the city student, the suburbanite, the foreign-born, the bilingual, the job bound, the college bound (NEA, 1976). In 1980, the NEA urged its affiliates to seek the removal of laws and regulations which restrict the selection of a diversity of instructional materials or which limit educators in the selection of such materials (English, 1980).

Some feel that uniformity is not attainable (Dewey, 1920). "Uniformity recognizes no such thing as the success of a book in the hands of one teacher and its failure in the hands of another teacher. And yet teachers, as well as patrons, recognize the necessity of uniformity" (Butcher, 1918). School district reading objectives seem to be of little importance to reviewers. Instead the reviewers felt that they know what should be included

in the textbooks and did not see their task as matching textbooks to curriculum objectives (Farr, Tulley, & Powell, 1987).

Concerning the relationship of curricular and instructional materials the NEA report of 1976 made the following three observations:

1. Materials must carry out curriculum and instructional goals of the district.

2. The purpose of selection is to identify and channel into use materials that are relevant among other things to the school curriculum.

3. A close relationship in educational practice exists between curriculum development and selection of materials. Constant reference to curricular goals is an imperative for selection committees.

Total statewide uniformity, with one textbook, is no longer the issue as adoption states have a two-tiered evaluation and selection process. In these 22 states, statutes require state authorities or commissions to review all submitted textbooks in each subject area and to approve a multiple list (varying in number from state to state) from which school districts must choose (Farr, Tulley, & Powell, 1987; Lufkin, 1968; Tulley & Farr, 1985). Currently some degree of uniformity is the issue.

Long (1985) reports that Virginia allows school divisions to use other textbooks not on the state list as long as the texts follow the guidelines specified by the state Board of Education.

Despite this option, a majority of Virginia's local school districts tend to use texts that have first appeared on the state list.

> The question of the relationship of the textbook to curriculum uniformity is both an old and a current one. The schools inscribe a pattern, the publishers issue books to fit it thus a gradual transmutation (Hilton, 1969, p. 1470).

Statewide curricular uniformity is an issue of long duration. The basic concern is simply a determination of its desirability. State multiple listing and other variables give total uniformity of curriculum a new perspective. This statement of intent seems to acknowledge that perspective as it specifies not total but some degree of uniformity.

ISSUE: THE INTENT OF STATE LEVEL TEXTBOOK ADOPTION IS TO INSURE THE SELECTION OF QUALITY TEXTBOOK (Tulley, 1983).

At least two reasons are offered to support the premise that state adoptions tend to secure for all the districts or units of the state equally good books (EPIE, 1983). One argument is based on the theory that state selection commissions composed of persons of wide experience are more able to select books than the average school board or the local school officials (Burnett, 1950b, 1952; EPIEgram, 1983; Kessecker 1935, 1949,). An example of this theory in action can be illustrated by review procedures in Texas which turn all texts recommended for adoption over to subject

matter experts within the state educational bureaucracy for review (English, 1980).

Another reason advanced for supporting the selection of quality textbooks by state adoption systems is that it narrows the list of books to be considered for the local district. Instead of each school district and school having to make a selection of a language arts basal from the "bewildering array of choices available", the state educational agency can narrow that choice down to manageable proportions and thus allow a more informed selection (English, 1980).

All who write on the topic, however, do not feel that state adoptions enhance the selection of textbooks. Compromise and accommodation are inevitable in the textbook selection process. Members of a textbook commission do not always agree on the merits of books. They differ as do teachers. The list of books they finally adopt is a compromise. Selecting books that will please all the members of even a small group of interested people is an impossibility. There is no such thing as a book which all the teachers in a state regard as the best (Butcher, 1918). Unfortunately, compromise and accommodation are also responsible for the low quality of many textbooks. Complex adoption systems encourage publisher's hopes of massive sales and intensify the stress on the saleability rather than the educational value of textbooks (English, 1980).

Veto groups, either local or national, manage to eliminate controversy and excitement from texts, leaving a "bland rapid array of platitudes of distorted and propogandistic speculation on debatable subjects" (English, 1980). The textbooks to which young people are exposed in the public schools are the products of a system of constraints, many of which are incorrectable in a pluralistic society (English, 1980).

Two negative effects could be a result of state adoption. First, a mistake that has been made in a state adoption entails much more extensive damage (Henry, 1933). This threat is lessened by the two tier evaluation and selection procedure now in effect for state adoption systems limiting the final transaction to the local school system level (Farr, Tulley, & Powell, 1987). Second, state adoptions involve a period of time during which an adopted book cannot be supplanted by another. The contract prolongs the life of poor books that might otherwise be discarded as soon as their lack of fitness is established. It is also noted that important revisions of adopted books are sometimes brought out during the life of the adoption contract, but the contracting state does not receive the benefit of the improvement because the contract requires the continuance in use of the book originally adopted (Henry, 1933).

Quality is an issue of national concern. Political leaders in Florida recently called for the creation of an interstate consortium "to enhance the quality of instructional materials".

The Florida leaders say that their states' school improvement efforts have been impeded repeatedly by the declining quality of the instructional materials available for student use.

Education officials from 22 states convened in Tallahassee, Florida during March, 1984 to form "a cartel of excellence" that would exert influence on publishers to improve instructional materials and instead turned their criticism mainly on themselves.

> Agreeing with publishers that there is a discrepancy between what the education community says it wants and what it actually buys, the 140 participants focused their attention on the need to improve their own selection and adoption procedures as a way to raise the quality of textbooks (Bridgman, 1984, p. 1).

As reported in Education Week February 29, 1984, members of the Florida Senate Education Committee, the state education officials, leaders of national education organizations, researchers and publishers called together by Gov. Robert Graham of Florida were charged with determining how to reverse what secretary of Education Tarrel H. Bell, termed a "dumbing down" of textbooks. One of the main issues for discussion was strategies used to define quality (Bridgman, 1984). When quality is the issue, it is necessary to establish the features of a successful textbook (National Conference for Educators, Policymakers and Publishers, 1984).

Bernstein (1985) reports that instructional designers are becoming part of a new political configuration surrounding textbook content and pedagogy. The fact that so many students

fail to profit from instruction has led scholars from a variety of disciplines - education, cognitive psychology, computer science, and linguistics - to study textbooks from an instructional rather than a social perspective.

Instructional designers disagree among themselves on other ways to improve textbooks. But, in general, they are asking publishers (and adoption committees) to pay more attention to the organization of the books, to the quality and level of questions, to the reinforcement of new vocabulary and concepts, to the quality of literary selections in readers, and to the depth of coverage of important topics. Some fear that overdesigned textbooks and instructional systems will reinforce teachers' passivity and overreliance on commercially prepared materials (Bernstein, 1985).

The NEA report in 1976 made the following recommendations for selection of quality texts. Selection committees should determine from the publishers (a) the objectives of the program offered for sale, (b) the assumptions the authors and editors made about students for whom the program is designed, (c) the learning theory underlying the materials, (d) the designs used by the publishers for research, writing and validation, and (e) the performance of the materials on the tests and validations the publishers conducted. In A Nation At Risk, The National Commission on Excellence in Education also recommended learner verification, (e) above, in considering textbooks for adoption. States and school

districts should require publishers to furnish evaluative data on the materials' effectiveness (United States Department of Education, 1983).

Controversy or at least uncertainty surrounds the theory that state level textbook adoption systems insure the selection of quality textbooks. A firm description of a quality textbook is elusive but recent efforts at textbook improvement have focused on instructional design. Speculation exists that current efforts to improve selection procedures will improve the textbook choice as well as the selection process.

This section of the chapter has dealt with nine intents (what do they hope to accomplish?) for state level textbook adoption found in the literature and identified by Tulley. The advantages and disadvantages of each were explored. "The debate as to whether these purposes can best be achieved by statewide or local adoption has been going on for a number of years. Nor is the debate likely to be easily resolved, because there are strong proponents on each side of the issue" (Farr & Tulley, 1985, p. 459). The next section of this chapter explores some possible influences of state level textbook adoption systems.

The Influence of State Level Textbook Adoption

ISSUE: State level textbook adoptions, especially the large state systems, influence adoption decisions in other states and school districts.

Beck (1985) suggests that the selection of a basal reader may be based at least partially on what is being used to teach reading in other schools (Farr, Tulley, & Powell, 1987). It would seem that a large state adoption would at least encourage careful attention to these texts included on the multiple list. Being among those basals adopted by a large state generally means increased sales and restricted competition from other publishers (Farr, Tulley, & Powell, 1987).

The "California" or "Texas" effect on the adoption process of other states and school districts is now widely accepted as valid (EPIEgram, 1983). This is the sentiment reflected in the statement, "So goes the state of Texas, so goes the nation". EPIEgram (1984) described the circumstances of a publisher who had lost a bid to be included on Texas multiple list for a grades 1-8 English adoption. "For the losers, their hope was to recoup their losses elsewhere -- a daunting task minus the clout and momentum that the Texas adoption provided." (p. 5)

It would be hard to imagine that a publisher who is fortunate enough to capture the Texas or California adoption would not share the news of this good fortune with other potential customers.

ISSUE: State level textbook adoption systems, especially the large state systems, influence the prepublication development of reading textbooks of your company.

Influence by state level textbook adoption systems on the prepublication development of textbooks is a topic of discussion recently in the related literature; however, little is said specifically concerning the influence on the prepublication development of readers. Robert Follett (1985), chairman of a major educational publishing company, emphasizes the importance of the marketplace for textbooks: "Successful publishers produce textbooks that appeal to adoption committees" (Farr, Tulley, & Powell, 1987, p. 269). Publishers admit that they have to produce what the textbook market adoption committee want, or they won't stay in business (Farr & Tulley, 1985).

The impact of a few states adoptions upon curriculum and textbook content throughout the nation cannot be underestimated. Texas, California, and Florida account for 17 percent of the national textbook market. Publishers eager to produce books based on curriculum objectives of these states, as well as on format and binding regulations, incorporate their textbook requirements so that they become constraints on texts distributed nationwide (Apple, 1983; Bowler, 1978; Crane, 1975; English, 1980; EPIEgram, 1983, Farr & Tulley, 1985; Jenkinson, 1986; Warming, 1982).

A report, "A Nation At Risk: The Imperative for Educational Reform" (1983), to the nation and the Secretary of Education, United States Department of Education by the National Commission on Excellence in Education acknowledged the influence of the marketplace:

> During the past decade or so a large number of texts have been "written down" by their publishers to even-lower reading levels in response to perceived market demands. (p. 21)

In discussing the influences of the adoption processes of other states and districts, large state adoptions particularly, on the prepublication development of basal reading textbooks, Farr and his associates stated that the basal readers available to the rest of the nation were developed first and foremost with the interest of the large "adoption" states in mind (Farr, Tulley, & Powell, 1987).

It is commonly agreed that among the most significant factors that publishers respond to is the timing of their revisions so that they correspond with the adoption cycles of major states or the largest school districts. Because of the magnitude of revenues available in California or Texas and the marketing advantage of having a late copyright, many publishers time introductions to coincide with the call for new programs in two or three of the larger states, or a combination of calls in states and large cities (Bowler, 1978; Farr, Tulley, & Powell, 1987; Squire, 1985).

One consequence of the mass textbook market is that textbooks tend to resemble one another in content, style, and format. If a book or series is successful, the other publications imitate it in a process of protective mimicry. The result of this unabashed and sincerest form of flattery is an inadequate range of textbook

choices (English, 1980). Thus the political and idealogical climate of these primarily southern state level adoption systems often determine the content and form of curriculums purchased throughout the nation (Apple, 1985; Bowler, 1978).

The influence may not come directly from the selection committee. In competitive adoption states like Texas, publishers are vulnerable to protestors and are not leading the way in instructional materials (Bowler, 1978). Objections to specific textbooks during the selection process are often based on the particular prejudices or pedagogic predilections of the critics rather than on strictly scientific or scholarly considerations (English, 1980).

The existence of the publisher's writing team gives some insight into textbook development. The formal "authors and consultants" seldom have such total control over the materials to which their names are attached. The real control lies with anonymous, hardworking, sales and cost conscious groups at the publishers headquarters: market research experts, "field editors", senior editors, junior editors, graphics experts, and reading level experts (English, 1980). The task of these teams is to translate into the textbooks under production a synthesis based on the teaching objectives in the super states, the prevailing pedagogy and pressure group fads or demands, and the features that mark the best-selling textbooks at the time (English, 1980).

Textbooks have content included solely to satisfy the particular interests of the large textbook markets. The pull of the public sector market is very strong (Dronka, 1985). The questions are: "Do we really feel comfortable about a dozen or so influential markets dictating content everywhere else?" (Dronka, 1985).

Prepublication influence could be a positive factor. State adoptions, because of the increased buying power inherent in such a system, means that it is possible to intentionally influence the development of instructional materials so that they are better than before (EPIEgram, 1983). "We can bring the power of the marketplace to bear on publishers and effect major changes in the manner in which they prepare, evaluate, and market instructional materials" (Bridgeman, 1984).

Publishers will produce better textbooks if the adoption committees demand better books. The adoption process does seem to be an available level for improving textbooks. After all, textbook adoption committees decide which publishers' books will be included on statewide adoption lists and which publishers' books will be purchased by individual school districts. There is little question that publishers play close attention to the decisions of these committees. Nor is there any question that those adoption states with large textbook budgets and large school

populations exert a stronger influence on the control of textbooks than do local school adoption committees in "open" states (Farr & Tulley, 1985).

ISSUE: State level curriculum guidelines from state level adoption systems are utilized in the design of reading textbooks.

The importance of certain states in influencing the general character of instructional materials has often been a topic of comment. Texas, California, and Florida, sometimes referred to as "super states", account for 17 percent of the national textbook market (Apple, 1985; Bowler, 1978; English, 1980; EPIEgram, 1983). Warming (1982) in the Encyclopedia of Educational Research acknowledge the "super states" influence when she explained:

> Publishers, eager to produce books based on curricular objectives of these states, as well as on format and binding regulations incorporate their textbook requirements so that they become constraints on texts distributed nationwide. (p. 1934)

Dronka (1985) discusses one of the consequences of reaction to curricular objectives by publishers. About 15,000 districts in the United States are all busily adopting textbooks, and they all list topics that must appear in books they will select. Publishers gather up such lists, many of which have hundreds of objectives, and try to wedge as many topics as they can into their books. Consequently textbooks "mention", that is, they cover too many subjects in too little depth (Dronka, 1985).

Publishers of basal textbooks are often blamed for perceived problems in the content and structure of basal readers. They, in turn, agree that the textbooks are responsive to the demands of the marketplace and that the books they publish are based on curriculum outlines and instructional guidelines that state departments of education and local school districts have developed (Farr, Tulley, & Powell, 1987).

"Successful publishers produce textbooks that appeal to adoption committees" (Farr, Tulley, & Powell, 1987 p. 269). "Because textbook companies publish what school districts and states choose to buy, textbook selection directly influences the quality of basal readers. Operating properly, textbook selection should contribute to the improvement of reading instruction" (Farr, Tulley, & Powell, 1987, p. 267).

ISSUE: Textbook evaluation and selection criteria from state level textbook adoption systems are considered in the design of reading textbooks.

The presence of criteria as part of the selection process in textbook adoption is certainly acknowledged (Burnett, 1952; EPIE, 1980; Farr, Tulley, and Powell, 1987; Hoban, 1967). The importance of textbook selection criteria seemed to be acknowledged in 1884 when a national meeting concerning textbook selection discussed the issue of identification of resources and processes that can be used to develop criteria for evaluating materials (Bridgman,

1984). Dronka (1985) was even more direct concerning the effect of selection criteria on textbook decisions in stating that we get exactly what we communicate to publishers will sell.

Development of selection criteria is not a simple task. "Instructional materials cannot be evaluated on the basis of a rather simple set of operational criteria because there are so many contingencies by which the efficiency and effectiveness of instructional materials are influenced. Such problems derive from the fact that any given piece of instructional material is one hunk of information plunked into the whole context of a whole series of other hunks which are structured and arranged from beginning to end by someone (often the classroom teacher), in an educative climate and environment, with a group of learners with definable and determining characteristics" (EPIE, 1967).

Farr and Tulley (1985) reviewed textbook selection criteria sheets. These sheets listed the factors that a given committee believed were important in the selection of textbooks. The only item being considered that was common to all 70 criteria sheets examined was the copyright date of the textbooks. The number of criteria on any one sheet was overwhelming. The average number of items included on the criteria sheets studied was 73. The longest sheet included 180 items and the shortest included 42. The criteria used for the evaluation of instructional materials are by no means homogeneous from state to state or school district to school district (Keith, 1985).

In March 1985 the California State Board of Education approved a "Mathematics Framework for California Public Schools". This 95 page document redefined the purposes of mathematics education and spells out criteria for textbook content and design. Willoughby (1986) contended that these criteria are so different that almost all publishers will need to develop completely new textbooks. California postponed its deadline for book selection presumably to give publishers more time to try to meet the Framework criteria.

Farr and associates (1987) reported that criteria sheets were a part of almost every adoption process; however, the reviewers often do not actually use them. Only two percent of the reviewers sampled seemed to be very conscious of the criteria on the review sheet. Many of the check lists studied were developed by or were adaptations of instruments available from publishing firms, state departments of education and professional organizations (Farr, Tulley, & Powell, 1987).

Summary of Chapter 2

The significance of the textbook for classroom instruction and specifically the reading textbook for reading instruction was addressed. It follows that the evaluation and selection of textbooks is an important process. The process is described as a difficult task in its complex context including the many pressures from constituent groups in today's society.

It has been suggested that, at least partially, state level textbook adoption systems developed in response to the free textbook movement and a changing, mobile society. Debate related to the pros and cons of free textbook legislation and statewide textbook legislation and statewide textbook uniformity have dominated discussions of state level textbook adoption in the literature for many years.

Until recently the textbook adoption process has not been studied systematically. Recent literature discusses the influence of the state level textbook adoptions upon textbook content and the need to attend to textbook selection and development as a means of improvement of reading instruction. It is reported that market size and special interest groups affect content.

The intentionality of state level textbook adoption policies has been addressed only recently by Tulley (1983). He identified nine intents which served as a partial basis for questionnaire design for this study.

Chapter 3

Procedures

Introduction

The purpose of this study is to examine the perceived value of state level textbook adoption systems from the perspective of selected persons who are involved in the process of textbook publication. This chapter describes the procedures followed in conducting this investigation.

Research Design

This study is both descriptive and analytical as well as ex post facto in nature, with the descriptive survey as an inherent part of the design. Despite its limitations, ex post facto research is conducted simply because "many problems in the social sciences and education do not lend themselves to experimental inquiry" (Kerlinger, 1973). The value of state level textbook adoption seems to be one of those "problems" as circumstances are such that control and manipulation of variables are not instructionally, politically or financially feasible. Further, some researchers favor a survey approach in which a restricted set of variables, generally those susceptible to numerical measurement, are isolated and accepted as indicators of more general concepts (Kirst & Mosher, 1969).

The scope and descriptive nature of this study required that extensive as well as accurate information be collected from a large number of respondents from diverse geographic locations. Survey research methods also have been found to be extremely useful when information about educational issues regarding views, opinions and practices are being sought. Because the topic of this study deals directly with the views and opinions of a diversified and scattered population and is a descriptive study, a survey research method seemed particularly suitable.

The method used for the collection of data was a survey instrument, a written questionnaire, developed especially for this study. The questionnaire was designed specifically for selected textbook publishing industry authors and editors of reading programs, and regional and local sales representatives with state level textbook adoption experience. Responses to this instrument gathered respondents' perceptions regarding the value, as it relates to intent, and influence of state level textbook adoption systems. The written questionnaire is described as having the following characteristics:

1. It is widely employed in educational research.
2. Compared to interviewing, it is typically more efficient and practical and allows for use of a larger sample.
3. Standard instructions are given to all subjects.

4. Personal appearance, mood, or conduct of the investigator will not influence results (Ary, Jacobs, & Razaveih, 1972).

It is generally acknowledged, however, that mailed questionnaires have two major disadvantages. First, the return rate can be low; and second, there is no foolproof way to check the accuracy of validity of responses to the survey questions. Parten stated that response rates to mail questionnaires are generally low with returns of 40 - 50 percent quite common. With the use of follow-up techniques such as letters or reminder, postcards, and duplicate copies of the questionnaire, responses can be increased to 90 percent (Parten, 1950).

> In addition to the main problem of obtaining an adequate response rate, mail questionnaires have four inherent limitations: (1) They can be used only when the questions are simple and straight forward...(2) The answers have to be accepted as final...(3) The researcher cannot be sure that the right person completes the questionnaire...(4) The respondent can see all the questions before answering any one of them...If these limitations are of little significance to a concrete research objective, the mail questionnaire might be used (Nachmias & Nachmias, 1973, p. 108).

This study included a carefully planned follow-up to assure maximum response rate. Respondents and their addresses were carefully chosen to help assure appropriate respondents. Seeing all questions before answering was an advantage in this study as some items called for respondents to rate and rank identical statements. The survey process for this study is detailed in the following sections.

Steps for Data Collection

Analysis of Literature

The first phase of this study involved an investigation and analysis of the relevant published literature. Books, journals, dissertations, research reports, governmental publications, newsletters, and professional organizations' publications and newspapers were identified and reviewed with the assistance of computerized data research services. Except for historical background concerning the development of state level textbook adoption, the literature search is focused on relatively recent reference sources. Most references cited are 1960 or later in order to focus on current concerns and circumstances related to state level textbook adoption systems.

The primary purpose of the analysis of literature was to determine the current state of knowledge concerning state level textbook adoption and what the literature revealed concerning previous discussions related to the merit of those adoption systems. The results of this analysis of literature is summarized in Chapter 2 and served as a basis for the development of the survey questionnaire.

Questionnaire Development

In order to gather responses for this study, a questionnaire was developed. As mentioned earlier, the questionnaire was

designed specifically for authors and editors of reading programs as well as regional and local sales representatives who have had experience with state level textbook adoption. Representatives associated with 12 selected publishing firms were asked to complete the questionnaire. The questionnaire included tasks that sought responses concerning the respondent's perception of the intents and value of state level textbook adoption practice. The topics probed by the questionnaire were based on the related literature regarding those specified dimensions of textbook adoption. Those topics include the appropriateness, importance, achievability and accomplishment of the identified intents for state level textbook adoption as well as influence of state adoption systems beyond individual state textbook selection decisions. Specifics about the questionnaire are given in the next section. The review of the literature reported in Chapter 2 provided the basis on which the initial version of the questionnaire was developed. Several items in the questionnaire were designed to gather demographic information about the respondent.

In order to encourage a high rate of return, the questionnaire was limited in length so that completion time was approximately 20-30 minutes or less. Additional steps were taken to promote a high rate of returns. Specifically, questions were focused on significant and timely topics and respondents who would

be interested in the topic were carefully selected according to a scheme described in this chapter.

The questionnaire included both structured and unstructured or open form questions. Unstructured, open form, questions were included to give the respondents freedom to express additional information not specifically requested in the questionnaire. A conscious effort was made to use unambiguous terms and language so as to encourage complete responses and reduce confusion and misinterpretation.

Items on the questionnaire were designed to encourage respondents to rate and rank alternatives related to the following statements of intent for state level textbook adoption systems and provide additional information in the form of a comment. According to Tulley (1983), intents of state textbook adoption systems are to:

1. Control the cost of textbooks, or to keep the cost of textbooks as low as possible. (See Ch. 2, p. 44)
2. Control the marketing practices of the publishing industry. (See Ch. 2, p. 48)
3. Provide for public participation in the adoption process. (See Ch. 2, p. 50)
4. Ensure the periodic review and purchase of textbooks. (See Ch. 2, p. 54)

5. Save time for local school districts. (See Ch. 2, p. 56)
6. Provide structure and organization for the adoption process. (See Ch. 2, p. 58)
7. Allow the state to share with local school districts responsibility for potentially controversial textbooks. (See Ch. 2, p. 61)
8. Ensure some degree of statewide curricular uniformity. (See Ch. 2, p. 64)
9. Ensure the selection of quality textbooks. (See Ch. 2, p. 67)

First, respondents were asked to rate the appropriateness of each statement as an intent of state level textbook adoption systems. Second, respondents were asked to rank these nine stated intents as to importance as a goal for the state textbook adoption systems according to their understanding of why states use a statewide adoption approach. Third, respondents were asked to rate the achievability of each statement of intent for state level textbook adoption systems. Rated fourth were statements concerning the effectiveness of state level adoption systems in accomplishing each specified issue of intent. A likert Scale (1 = strongly agree (SA) to 4 = strongly disagree (SD) was used by respondents to rate appropriateness, achievability and accomplishment of each statement of intent.

Next, the questionnaire asked respondents to rate several items related to possible influence of state level textbook adoption systems. These items were not included in the previous statements of intent identified by Tulley (1983) and included the respondents' perception of influence of large state adoption systems on:

1. Decisions for subsequent reading textbook adoptions in other states. (See Ch. 2, p. 72)
2. Prepublication development of reading textbooks including (See Ch. 2, p. 73):
   (a) the design by the utilization of:
      (1) state level textbook evaluation and selection criteria (See Ch. 2, p. 79).
      (2) state level reading curricular guidelines. (See Ch. 2, p. 78)
   (b) publication schedules. (See Ch. 2, p. 75).

Last, the questionnaire asked respondents to rate their preference for state or local textbook adoption, and to comment on the strengths, weaknesses and overall effectiveness of state level textbook adoption systems.

In addition to providing information about state textbook adoption systems, respondents were asked to indicate their experience with teaching and with the publishing industry and to describe their current role with their publishing firm. The last page of the questionnaire was in the nature of a nomination form

requesting assistance in identifying and locating other individuals from the respondent's publishing firm who could comment on the value of state level textbook adoption systems. A total of 212 names were obtained in this manner. A copy of the complete questionnaire is included in Appendix A.

The first draft of the questionnaire was submitted to a panel of experts for general review and recommendations concerning substance and format and to determine if the questions met the requirements of clarity. The panel included five faculty in reading from graduate programs in the United States, each from a different state university (International Reading Association, 1981). The panel's comments were used to revise and refine the original questionnaire.

Questionnaire Distribution

The Sample

Selecting the Publishing Companies

The publishing firms involved in this study were selected first from the "elhi" (elementary and high school) textbook market. It is estimated that the 20 largest textbook publishers control most of the sales in the United States (Goldstein, 1978). Presently there are 15 to 18 basal reader programs published (Farr, Tulley, & Powell, 1987), therefore, a relatively few publishers of reading programs provided access to information

affecting the production and distribution of materials used in most schools in the United States.

Publishing companies whose representatives were surveyed for this study were selected on the basis of their inclusion in the following reports concerning reading programs and reading textbook adoptions:

1. Durkin, Delores (1981)
   "Reading Comprehension Instruction in Five Basal Reader Series"
   This Durkin study examined teacher's manuals for five basal reader programs, kindergarten through grade six, to discover their recommendations for comprehension instruction. The series analyzed were chosen because they were leading sellers and were promoted widely.
2. EPIE Institute (1982-83)
   <u>EPIE Materials Reports: Number 82m and 83m</u>
   "Selector's Guide for Elementary School Reading Programs'", Vols. 1 and 2
   These EPIE Reports are intended to be a tool to aid educator's in selecting reading programs that are best suited to their reading curricula and especially, to the teachers and learners who will use them. In all, the two volumes contain comprehensive analysis of 24 reading programs.

3. EPIE Institute (1982-83)

EPIE Materials Report

"Annual State of the Art Report on Instructional Materials: Reading Textbook Programs"

This report concerns the state of the art of the basal textbook programs that are on the market. The report also covers the state of the art in reading instruction in the United States.

4. Pieronek, Florence T.

"Do Basal Readers Reflect the Interest of Intermediate Students?"

The Reading Teacher, (Jan., 1980).

Since basals are constantly revised and new ones marketed, this report investigated current readers to determine to what extent they reflect student's interests, specifically on the intermediate grade level (grades 4-6).

5. Tulley, Michael Allen

A Descriptive Study of the Intentionality of Selected State Level Textbook Adoption Policies

Indiana University, 1983

The purpose of this study was to describe the intentionality of those educational policies which prescribe state level textbook adoptions. One of the data sources for this study was regional and national level representatives of those eleven publishing companies who submitted textbooks during the 1982 Indiana reading adoption.

6. Official State Multiple List of Textbooks 1983

   Group I: Reading, Spelling, American Government 8, Literature - Reading the Driver Education.

   West Virginia Department of Education

   This list was the largest in the history of textbook adoptions for the State of West Virginia. This document represents the final actions of the West Virginia Textbook Advisory Committee and the State of West Virginia for specific curricular areas including the most recent reading adoption.

Publishers included in three or more of the above six reports were chosen for this study (see Appendix B). Selected individuals from the following publishing firms were surveyed:

1. Addison - Wesley Publishing Co.
2. Allyn and Bacon
3. D. C. Heath and Co.
4. The Economy Co.

5. Ginn and Co.
6. Harcourt, Brace, and Jovanovich
7. Harper and Row Publishers, Inc.
8. Holt, Rinehart, and Winston
9. Houghton Mifflin
10. Laidlaw
11. MacMillan Publishing Co.
12. Scott, Foresman, and Co.

Reading series published by the above firms have current copyright dates (i.e., 1981 or later) and include leading sellers that are promoted nationally as evidenced by inclusion in the reports cited earlier. The sample includes the publishers of all five series analyzed by Durkin (1981) and all eleven publishing firms interviewed by Tulley (1983). This study was national in scope in the sense that all firms included in the study published reading programs for national distribution.

Selecting the Respondents

This study focused on the perceptions of selected individuals from the reading textbook publishing industry concerning the perceived value of state level textbook adoption. The four groups of individuals chosen for the sample, who are affiliated with publishing firms involved in the development and national distribution of textbooks for reading instruction, were:

(1) reading textbook authors

(2) reading textbook editors

(3) regional level management sales representatives with state level textbook adoption experience

(4) local level sales representatives with state level textbook adoption experience

Although authors, editors, sales managers and representatives are not directly involved in setting textbook adoption policy, they are necessarily influenced by and are responsive to state level textbook adoption systems.

Two groups, authors and editors, represent the development - production component of the industry. The following description by McCaffrey (1971) depicts the author/editor relationship specifically for textbook publishing.

> The process of publishing textbooks for elementary or secondary schools differs sharply from the process of publishing any other sort of book. Although a few trade books are commissioned, in general, all elementary and secondary school textbooks are commissioned; that is, educators are sought out to work on projects ... The textbook publisher has no such reservoir of experienced writers to draw upon; he must rely upon scholars and expert teachers, some of whom may never have written for children before.
>
> With editorial guidance and trial and error experience, the authors often quite literally learn to write instructional materials. In the process of developing these materials the role of the editor is crucial.

> The editorial role varies with the project and with the quality of the author's manuscript. It may consist only of copy editing and design; it may require reorganization, rewriting, and helping the author in refining his thoughts. At the maximum, the publisher's editorial role passes beyond intervention to creative contribution in which the editor becomes the author's silent partner. This degree of cooperation may occur at any level but it is more likely to be found in elementary and secondary school projects than in college publishing. (p. 205).

In Texas during state adoption procedures responses to critics of textbooks are undertaken by "publishers". The term "publishers" refers to members of the publishers' editorial or marketing staff and is indicative of their significance (English, 1980).

Two other groups, regional sales managers and local sales personnel, represent the selling and distribution components of the publishing industry. In 1920 Dewey detailed the role of the sales representative as follows:

> In almost any large adoption the publisher's representative, the bookman as he is familiarly known, is a very real influence and he ought to be. He is usually a man with varied and successful school experience and his interests are primarily educational rather than commercial. He is a specialist in courses of study and textbooks. He is an indefatigable student of current educational topics. He knows books from cover to cover, his own and his competitor's. No teacher can fail to be benefited by the bookmen's visit; progressive superintendents approve and encourage such conferences. Creditable adoptions are often due in a very considerable measure to the activities of the bookman. There are of course some book peddlers and book agents whose methods and ideals are not those of the bookman. (p. 41)

In 1971 McCaffrey described the role of sales personnel:

> The publisher's representatives play an important role in disseminating new educational ideas among school

> personnel, since they describe the new features in the texts they present for adoption. They also assist the work of selection committees by highlighting the main features of the texts under consideration. They help the committees in building criteria for evaluation of textbooks by presenting the theories upon which their books are based, explaining how subject matter is organized, and demonstrating the use of supplementary aids provided with the texts. (p. 222)

> Once the committee members have had an opportunity to study the books, the teacher's guides, and the promotional material, the bookman is invited to meet with the committee at a specified time. The bookman makes a presentation and answers committee member's questions. Sometimes he is accompanied to the meeting by an editorial advisor or an educational consultant made available by his firm. If his company's book is chosen, the bookman serves as the liaison between the school district and the editors on any questions that may arise. (p. 223)

The views of individuals from the textbook publishing industry are believed to represent a unique perspective for this study and are an appropriate source of information concerning textbook adoption.

It was necessary to generate a list of appropriate respondents from the reading textbook publishing industry because no such lists were readily available. The following methods were used to develop a stratified purposive sample.

1. Brochures and catalogs from the 12 selected publishing firms were examined to identify reading authors and regional and local sales representatives. In the original sample, only representatives working in the identified state adoption states were included.

2. Personnel from the selected publishing firms were interviewed at a state reading conference to identify respondents in all four categories: reading authors and editors, and regional and local sales representatives.
3. Reading materials published by the 12 publishing firms were examined to identify authors.
4. The reference book entitled Who's Who in Educational Publishing 1986, A directory of El-Hi Executive Personnel was used to identify reading textbook editors.
5. Respondents to the questionnaire were invited to nominate textbook publishing personnel in all four categories.

All persons identified through the methods described above were included in the sample.

Three hundred and eighty eight (388) publishing company affiliates were identified in the total sample. The following Tables 3 and 4 categorize the members of the sample by publishing firm and responsibility with the publishing firm.

TABLE 3

Respondents by Company

Company	Frequency	Percent of Total
A	14	5.2
B	15	5.6
C	45	16.9
D	11	4.1
E	31	11.6
F	11	4.1
G	35	13.1
H	14	5.2
I	11	4.1
J	14	5.2
K	19	7.1
L	47	17.6
Total	267	100.0

TABLE 4

Respondents by Role Responsibility

With the Publishing Firm

Role	Frequency	Percent of Total
Authors	34	12.7
Editors	18	6.7
Regional Managers	47	17.6
Sales Representatives	168	62.9
Total	267	100.0

Cover Letter and Questionnaire

A cover letter (See Appendix C) accompanied the questionnaire describing the purpose of the study, the values of the study, and the importance of the unique perspective that members of the

textbook publishing industry bring to the issues investigated in this study. Respondents were assured of confidentiality. The identifying code on the questionnaire was explained as being necessary for follow up procedures and to categorize data for tabulations and analysis. Participation of the respondents was solicited and encouraged. An offer was made to share the findings of the study with the respondent if (s)he were interested. Appreciation for their participation was expressed. Each letter was addressed personally to the respondent using name with reference to his or her role with the publishing firm and was personally signed by the researcher.

First, a questionnaire was mailed to each individual in the original stratified purposive sample. Purposive sampling identified and includes individuals by role or level of participation because they typify the type of perceptions that exist in a given context (Wolf, 1979). Next, questionnaires were mailed to all additional individuals nominated by those who were in the original sample.

The cover letter and the questionnaire were mailed with a self-addressed stamped envelope included to facilitate the return of the questionnaire. A return date of 10 days was specified on the questionnaire.

Questionnaire Follow-up

The three mailings that comprised the complete follow-up sequence for this study are described here, along with a schedule for each step in the follow-up.

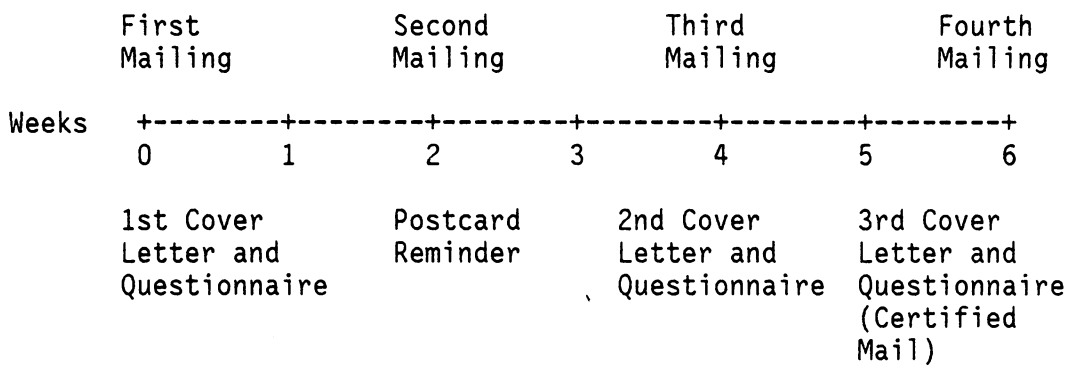
Two weeks later: A post card reminder was sent to nonrespondents as a friendly and courteous reminder. (See Appendix D)

Four weeks later: A letter or reminder and second copy of the questionnaire were sent to nonrespondents only. Nearly the same in appearance as the original mailout, this reminder included a shorter cover letter that informed nonrespondents that their questionnaire had not been received and appealed for participation. (See Appendix E)

Six weeks later: The fourth mailing was similar to the third except that it was sent by certified mail for the sake of emphasis. Another duplicate questionnaire was enclosed with a different cover letter. (See Appendix F)

Data collection continued over a period of five months. The entire original sample and all nominees were contacted and processed through the follow-up design as described above.

Time Line for Follow-up Procedures



Collation and Analysis of Data

Statistical Analysis

Data were derived from responses to the questionnaire. Frequency count for each alternative was tabulated and percentages of respondents selecting each alternative calculated. This information is presented in tabular form in Chapter 4 according to total sample, publishing firm and role responsibility of the respondent in the publishing firm. Descriptive and inferential statistics were used for analysis. More detail and description of statistical analysis follows.

First, demographic data for the respondents from Section VII of the Questionnaire were reported for the entire sample including frequency count and percentages of response by the groups of respondents according to role responsibility with the publishing firm and by publishing firms.

Next, to answer Research Questions 1a, 1c and 1d, data from Sections I, III, and IV of the Questionnaire, were analyzed. Respondents had been asked to rate statements of intent for state level textbook adoption according to different descriptors (i.e. appropriateness, achievability and accomplishment). Response choices were 1 = strongly agree (SA) to 4 = strongly disagree (SD). Frequency count, percentage of responses and converted means in each response category for the nine statements of intent were reported. Converted means were used for ranking purposes. Analysis of variance at the .05 significance level was used to determine the mean differences among groups and among companies. When appropriate, the Scheffe procedure was used to determine which means were significantly different at the .05 level.

In Section II of the questionnaire respondents were asked to rank the nine statements of intent as to importance as a goal for state level textbook adoptions according to their understanding of why states use a statewide adoption approach. Tabulations for each of the nine intents were made according to rankings of importance. The frequency counts for each item of intent were converted according to levels of importance (1 = most important to 10 = not important at all) and the mean used for ranking purposes. Section V and VI of the questionnaire are reported by frequency count and percentage of response.

Ethnographic Analysis

In order to systematically analyze respondents' comments, modified ethnographic procedures developed by Spradley (1980) were used. A systematic examination of each separate set of comments in Section VI of the questionnaire was made to discover the patterns that exist in the data. Domain analysis was conducted on comments for each individual questionnaire item in Section VI. Spradley (1980) described domain analysis and defined domain as categories of learning. The specific procedures which were followed during each content analysis of data (i.e., comments) are described below.

1. A first reading of each set of comments for an individual questionnaire item was completed and all similarities in texts were noted. These similarities served as the domain cover term (i.e., category descriptors).
2. All comments for each individual questionnaire item were read a second time and the content of each grouped according to the domain cover term identified earlier.
3. The unit of analysis was that of remarks explicitly stated in writing by the respondents.
4. All groups were mutually exclusive. Each item of text was included in no more than one category.

5. All categories of content were reexamined, to insure that all entries in each conformed to type and pertained specifically to the questionnaire item and the domain cover term.
6. At the completion of each content analysis all categories were described in narrative form in conjunction with statistical data analysis for each statement of intent.

A summary list of all domains identified through analysis and review were used to help describe (See Chapter 4) and discuss (See Chapter 5) possible implications from this study for future practice and to ascertain possible domains for further research.

Research Questions and Questionnaire Design

The research questions, addressed by this study and designed to examine the perceived values of state level textbook adoption systems, are restated below. Sections of the questionnaire that address each question are then identified.

1. To what extent are the intents for state level textbook adoption systems:
   a. appropriate? (Section I, Items 1-9)
   b. important? (Section II, Items 1-9)
   c. achievable? (Section III, Items 1-9)
   d. goals which are being or have been accomplished? (Section IV, Items 1-9)

2. To what extent do respondents believe that state level textbook adoption systems affect:
   a. subsequent adoptions? (Section V, Item 1)
   b. prepublication development through: (Section V, Item 2)
      (1) curricular guidelines? (Section V, Item 4)
      (2) textbook evaluation and selection criteria? (Section V, Item 5)
      (3) cyclical adoption schedules? (Section V, Item 3)
3. To what extent do respondents rate state level textbook adoption systems as being effective (positive achievements outweigh negative consequences)? (Section VI, Item 2)
4. How do respondent's perceptions vary for Research Questions 1a, 1c and 1d according to:
   a. their responsibilities with the publishing firm? (Sections I, III and IV)
   b. publishing firms? (Sections I, III, and IV)

Summary of Chapter 3

Chapter 3 describes the procedures followed in this study to examine the perceived value of state level textbook adoption systems. The study is descriptive, inferential, and ex post facto in nature using a written questionnaire for data collection.

Steps described for data collection included the analysis of the relevant published literature, questionnaire development and

questionnaire distribution including the selection of the sample and follow-up procedures.

Data analysis was described as using both descriptive and inferential statistics with ethnographic procedures. Raw score frequency, percentage distribution and means were used to report alternative responses. Means were compared by analysis of variance and the Scheffe procedure when appropriate. Domain analysis was used to analyze the comment responses.

The research questions addressed by this study were restated with the sections of the questionnaire that relate to each question identified. The presentation and analysis of the data in Chapter 4 is structured on the research question format. Questions 4a and 4b are answered in conjunction with questions 1a, 1b, and 1c rather than separately, because they are not a separate issue but an investigation of responses to the other questions by role responsibility and publishing firms.

Chapter 4

Presentation and Analysis of the Data

Introduction

The purpose of this chapter is to present an analysis of data obtained from responses to the written questionnaire designed for this study. The results are presented in accordance with the research questions stated in Chapter 3. Because research question 4 examines responses to questions 1a, 1c, and 1d by role responsibility and by publishing firm of the respondent, it is discussed in conjunction with each of those questions.

The purpose of this study was to examine the perceptions of selected textbook publishing personnel concerning the value of state level textbook adoption systems. In response to the survey questionnaires mailed to 388 individuals, 267 were returned for a rate of 69%. Mailings were initiated on March 24, 1986. From the first mailing 62 surveys were returned with 82 additional surveys returned as a result of a second mailing. A third mailing produced 29 additional responses followed by a fourth certified mailing with 94 additional returns. The last response included in this report was received on October 13, 1986.

This study examined the perceived value of state level textbook adoption systems. Specifically answers to the following research questions were sought:

1. To what extent are the intents of state level textbook adoption systems:
   a. appropriate?
   b. important?
   c. achievable?
   d. goals which are being or have been accomplished?
2. To what extent do respondents believe that state level textbook adoption systems affect:
   a. subsequent adoptions?
   b. prepublication development through
      (1) curricular guidelines?
      (2) textbook evaluation and selection criteria?
      (3) cyclical adoption schedules?
3. To what extent do respondents rate state level textbook adoption systems as being effective (positive achievements outweigh negative consequences)?
4. How do respondent's perceptions for Research Questions 1a, 1c and 1d vary according to:
   a. their responsibility with the publishing firm?
   b. publishing firms?

The number of responses in each category for each item in the questionnaire are reported. In Sections I, III, and IV of the questionnaire response choices were 1 = strongly agree (SA) to 4 = strongly disagree (SD). For analysis, the number of responses in these sections were converted to numbers (1 = SA to 4 = SD). A

General Linear Model of Analysis-of-Variance Procedure at the .05 significance level was used for questions 1a, 1c and 1d to test for differences among means. If a significant F - ratio was found, the Scheffe method was used to make pair-wise comparisons of the differences between the means.

In Section II of the questionnaire, the number of responses for each level of importance was reported and converted to numbers for analysis (1 = most important to 10 = not important). Mean scores were used to compare responses to each item.

The number and percentage of responses in each category are reported for each item in questionnaire Sections V, VI and VII. Domain analysis was used to examine comments in section VI. The data are reported in the next section of this chapter, starting with a description of the respondents.

Demographic Data

Respondents to the survey questionnaire were identified by code for mailing and tabulation purposes indicating their publishing firm and role with the publishing firm. Table 5 organizes the respondents by company. Table 6 describes the respondent's role with the publishing firm.

TABLE 5

Respondents Organized by Company

Company	Number Surveyed	Number of Respondents	Percent of Company	Percent of Respondents
A	18	14	77.8	5.2
B	29	15	51.7	5.6
C	57	45	78.9	16.9
D	18	11	61.1	4.1
E	42	31	73.8	11.6
F	22	11	50.0	4.1
G	44	35	79.5	13.1
H	28	14	50.0	5.2
I	16	11	68.8	4.1
J	18	14	77.8	5.2
K	28	19	67.9	7.1
L	68	47	69.1	17.6
TOTAL	388	267		

Responses were received from representatives of all 12 publishing companies with the total number ranging from 11 to 47 per company. Variance in the number of responses is at least partially attributable to differences in the size of the companies, varying organizational structures of publishing firms and range in the number of nominations received. A total of 267 responses were received for a return rate of 69%.

TABLE 6

Respondents Organized by Role

Group	Number in Sample	Number of Respondents	Percent of Role Group	Percent of Respondents
Authors	44	34	77.3	12.7
Editors	32	18	56.3	6.7
Regional Managers	75	47	62.7	17.6
Local Sales Representatives	237	168	70.9	62.9
TOTAL	388	267		

Table 6 presents a breakdown of the sample by area of responsibility of the respondent with the publishing firm. The smallest group was by actual count editors (n=18) and the largest was local sales representatives (n=168). Variance in the size of sub groups is representative of the population as a whole, that is, fewer authors and editors are available for the sample with local sales representatives being the largest potential sub group. Responses concerning current occupational role (Section VII of the questionnaire, No. 6) showed almost no change from information in Table 6.

Additional demographic information was supplied by some respondents with respect to roles and multiple roles. Some authors indicated that they worked on only special parts of the reading program (e.g. readiness text, tests, etc.) and that they also served as consultant. Some editors stated that they were

also a publisher, executive director, or director of sales. Some of the regional sales managers recorded that they were also regional vice president, general manager, national sales manager, consultant, national consultant, or reading coordinator. Seventeen of the local sales representatives mentioned that they also served as consultants. Three indicated that they had formerly been managers. For data tabulation, respondents were grouped by the original role responsibility with the publishing firm coded on the questionnaire.

In Section VI of the questionnaire, question Number 3, respondents were asked to rate their knowledgeability concerning the state level textbook adoption process. Table 7 reports the results.

TABLE 7

Knowledgeability of Respondents

Rating	Frequency	Percent of Respondents
No Response	4	1.5
1 = Very Knowledgeable	142	53.2
2 = Knowledgeable	97	36.4
3 = Slightly Knowledgeable	19	7.1
4 = Not Knowledgeable	5	1.9
TOTAL	267	

Two hundred thirty nine (239) or 89.6% of the respondents rated themselves knowledgeable or above concerning state level textbook adoption. Over half of the respondents, 53.2%, rated themselves very knowledgeable. Four respondents did not respond to this item.

Each respondent was given the opportunity to provide additional demographic information. Table 8 summarizes the age of respondents at their last birthday.

TABLE 8

Age of Respondents

Age in Years	Frequency	Percent of Respondents
No response	7	2.6
under 30	3	1.1
30 to 39	77	20.8
40 to 49	86	32.2
50 to 59	76	28.5
60 or over	10	6.7
TOTAL	267	

The largest number, 86 or 32.2% of respondents, were in the 40-49 years age group. Of the 267 respondents, 239 or 89.5% were between the ages of 30 and 59.

Table 9 describes the level(s) of teaching experience reported by the respondents.

TABLE 9

Level(s) of Teaching Experience

Level	Frequency	Percent of Respondents (n=267)
Elementary	210	78.65
Jr. High School	132	49.44
High School	138	51.69
Undergraduate College	65	24.34
Graduate College	50	18.73
No Teaching Experience	13	4.87
TOTAL	608	

The largest number, 210, a little less than 79% (78.65%) of the respondents, had teaching experience at the elementary level. The second largest number, 138 or 51.69% of the respondents had high school experience, with junior high being third highest. Only 13 of the respondents, a little less than five percent (4.87%), had no teaching experience. Many respondents listed multiple levels of teaching experience thus accounting for the total of 608.

Table 10 describes the total number of years of experience of the respondents with textbook publishing.

TABLE 10

Years of Experience with Textbook Publishing

Years	Frequency	Percent of Respondents
No Response	7	2.6
< One Year	4	1.5
1 or 2 Years	17	6.4
3 to 6 Years	36	13.5
7 to 12 Years	56	21.0
> 12 Years	147	55.1
TOTAL	267	

Two hundred three (203) or a little over 76% of the respondents had over seven years experience with textbook publishing. One hundred forty seven (147) respondents or a little over 55% had over 12 years experience with textbook publishing. Only 21 or almost 8% of the respondents had two or less years experience with the textbook publishing.

Table 11 describes the total number of years experience with the current publishing firm.

TABLE 11

Years of Experience with Current Publishing Firm

Years	Frequency	Percent of Respondents
No Response	7	2.6
< One Year	11	4.1
1 or 2 Years	44	16.5
3 to 6 Years	65	24.3
7 to 12 Years	49	18.4
> 12 Years	91	34.1
TOTAL	267	

Slightly more than 34% of the respondents had over 12 years of experience with their current publishing firm. Almost 25% had three to six years with their current firm. Slightly more than 18% had seven to 12 years with their current firm. Only 11 respondents or approximately 4% had less than a year of experience.

Table 12 indicates the number of years respondents had been in their current occupational role with their publishing firms.

TABLE 12

Years in Current Occupational Role

Years	Frequency	Percent of Respondents
No Response	8	3.0
< One Year	19	7.1
1 or 2 Years	51	19.1
3 to 6 Years	72	27.0
7 to 12 Years	45	16.9
> 12 Years	72	27.0
TOTAL	267	

Two groups, those with three to six years and greater than 12 years of experience in their current occupational role, had the highest respondent representation, 72 (27%). Seventy (70) respondents or slightly more than one-fourth (26.2%) had two or less years of experience in their current occupational role.

The findings regarding age, years of teaching experience and years of experience with the textbook publishing business suggest that the respondents who participated in this study were mature, experienced professionals. The typical respondent having been a former elementary teacher, was a knowledgeable sales representative between 40 and 49 years of age who had been with the company and in his/her current role for more than twelve years.

Analysis of Responses to the Questionnaire

Introduction

Results are presented here in accordance with the research questions. Because Research Questions 1a, 1c, and 1d have similar response format and analysis procedures, they are reported first. Because Research Questions 4a and 4b compare questionnaire responses by role responsibility and by publishing firms of the respondent for Research Questions 1a, 1c, and 1d, these results are reported as each of those questions are addressed.

To address related Research Question 4a and 4b, analysis of variance was used at the .05 level to see if there was a significant difference among the group means and among the means of the publishing firms. F-Ratio Summary Tables report data rounded to hundredths. In instances where significant differences were found, Scheffe's multiple-comparison procedure was used at the .05 level to identify the means that were significantly different.

Appropriateness of Intents for State Level Textbook Systems

RESEARCH QUESTIONS 1a, 4a and 4b

RESEARCH QUESTION 1a: To what extent are the intents for state level textbook adoption systems appropriate?

Related RESEARCH QUESTIONS (4a and 4b)

4. How do respondents' perceptions vary concerning appropriateness of intent according to:

a. their role responsibility with the publishing firm?

b. publishing firms?

SECTION I of the questionnaire asked respondents to rate the appropriateness of the nine statements of intent for state level textbook adoption identified by Tulley (1983). Table 13 summarizes raw score frequency counts, percentages, means and ranking of means relative to the appropriateness of intents.

TABLE 13

Appropriateness of Intents for State Level Textbook Systems
Raw Score Frequency Count

Intents	No Response	Strongly Agree (1)	Agree (2)	Disagree (3)	Strongly Disagree (4)	Mean	Standard Deviation	Ranking for Means
1 Control cost	8 (3%)*	45 (16.9%)	114 (42.7%)	68 (25.5%)	32 (12%)	2.34	0.91	8
2 Control marketing practices	10 (3.7%)	32 (12.0%)	88 (33%)	94 (35.2%)	43 (16.1%)	2.58	0.91	9
3 Provide for public participation	8 (3%)	46 (17.2%)	144 (53.9%)	62 (23.2%)	7 (2.6%)	2.12	0.72	5
4 Ensure periodic review and purchase	9 (3.4%)	143 (53.6%)	110 (41.2%)	5 (1.9%)	0	1.47	0.54	1
5 Save time for local districts	10 (3.7%)	44 (16.5%)	119 (44.6%)	80 (30%)	14 (5.2%)	2.25	0.80	7
6 Provide structure and organization	8 (3%)	78 (29.2%)	163 (61%)	15 (5.6%)	3 (1.1%)	1.78	0.60	2
7 Allow state to share responsibility	10 (3.7%)	41 (15.4%)	143 (53.6%)	55 (20.6%)	18 (6.7%)	2.19	0.79	6
8 Ensure statewide curricular uniformity	8 (3%)	90 (33.7%)	128 (47.9%)	33 (12.4%)	8 (3%)	1.84	0.76	3
9 Ensure selection of quality	10 (3.7%)	89 (33.3%)	115 (43.1%)	39 (14.6%)	14 (5.2%)	1.91	0.84	4

*(% of Respondents)
Mean of means = 2.04

As displayed in Table 13, 253, almost 95% (94.8%), of the 267 respondents strongly agreed or agreed that ensuring the periodic review and purchase or textbooks is an appropriate intent for state level textbook adoption systems. The mean was 1.47 making it first ranked as an appropriate intent.

Two hundred forty one (241), a little over 90% (90.2%), of the 267 respondents strongly agreed or agreed that providing structure and organization to the adoption process is an appropriate intent for state level textbook adoption systems. The mean was 1.78 making it second ranked as an appropriate intent.

Two hundred eighteen (218), or about 80% (81.6%), of the 267 respondents strongly agreed or agreed that ensuring some degree of statewide curricular uniformity is an appropriate intent for state level textbook adoption systems. The mean was 1.84 making it third ranked as an appropriate intent.

Two hundred four (204), or a little more than 76% (76.4%), of the 267 respondents strongly agreed or agreed that ensuring the selection of quality textbooks is an appropriate intent for state level textbook adoption systems. The mean was 1.91 making it fourth ranked as an appropriate intent.

At the other end of the scale, data revealed that 137, a little over 50% (51.3%), of the 267 respondents disagreed and strongly disagreed that controlling the marketing practices of the publishing industry is an appropriate intent for state level

textbook adoption systems. Controlling the marketing practices of the publishing industry was ranked ninth, last, with the mean of 2.58. This is the only statement of intent having more than half of the respondents ranking it as inappropriate.

The answer to Research Question 1a is: The majority of the respondents, ranging from 59.6% up to 94.8%, agreed that all intents except number 2, controlling the marketing practices of the publishing industry, were appropriate as an intent for state level textbook adoption systems.

Related RESEARCH QUESTION 4a
(Section I of the Questionnaire)
How do respondent's perceptions of appropriateness of intent for state level textbook adoption vary according to role responsibility (i.e. authors, editors, regional managers, sales representatives) with the publishing firm?

Table 14 summarizes the results of the Analysis of Variance using means for comparison of responses according to role responsibility of the respondents with the publishing firm.

TABLE 14

Summary of F-Ratios and Probability Levels for Appropriateness as Reported by Role

Intents	F-Ratios	P(<.05)
1. Control cost	1.58	.19
2. Control marketing practices	.90	.44
3. Provide for public participation	.21	.89
4. Ensure periodic review	.21	.89
5. Save time for local districts	1.05	.37
6. Provide structure and organization	.73	.54
7. Allow state to share responsibility	3.21	*.02
8. Ensure curricular uniformity	2.61	.05
9. Ensure selection of quality	1.50	.21

* = significant difference

There is no evidence that significant differences exist among perceptions of respondents when grouped by role responsibility for appropriateness for any intents except number seven. There is evidence that a significant difference exists among perceptions of respondents when grouped by role responsibility concerning the appropriateness of allowing the state to share the responsibility for potentially controversial textbooks with local school districts. Scheffe's test was used to identify significant comparisons, but revealed no significant differences at the .05 level. Therefore, no differences were found for the perceptions

of respondents on any of the intents when grouped by role responsibility.

Related RESEARCH QUESTION 4b

(Section I of the Questionnaire)

How do respondent's perceptions of appropriateness of intent vary according to publishing firms?

Table 15 summarizes the results of the Analysis of Variance using means for comparison of responses according to publishing firm with which the respondents are affiliated.

TABLE 15

Summary of F-Ratios and Probability Levels for Appropriateness as Reported by Publishing Firm

Intents	F-Ratios	P(<.05)
1. Control cost	.77	.67
2. Control marketing practices	1.09	.37
3. Provide for public participation	1.17	.31
4. Ensure periodic review	2.69	*.003
5. Save time for local districts	1.79	.06
6. Provide structure and organization	2.57	*.004
7. Allow state to share responsibility	1.44	.16
8. Ensure curricular uniformity	2.69	*.003
9. Ensure selection of quality	3.41	*.0002

* = significant difference

There is no evidence that significant differences exist among perceptions of respondents when grouped by publishing firm for the appropriateness of the following intents for state level textbook adoption systems:

1. Control the cost of textbooks.
2. Control the marketing practices of the publishing industry.
3. Provide for public participation in the adoption process.
5. Save time for local school districts.
7. Allow the state to share responsibility for potentially controversial textbooks with local school districts.

Significant F ratios were found among perceptions of the respondents when grouped by publishing firms for appropriateness of the following intents for state level textbook adoption systems:

4. Ensure the periodic review and purchase of textbooks.
6. Provide structure and organization to the adoption process.
8. Ensure some degree of statewide curricular uniformity.
9. Ensure the selection of quality textbooks.

Scheffe's tests, used to make further comparisons, did not reveal a significant difference at the .05 level for intents number four, six and eight. Scheffe's test did reveal a

significant difference between companies G and J at the .05 level for intent number nine, ensure the selection for quality textbooks. Therefore, no differences were found for the perceptions of respondents on any of the intents when grouped by publishing firm except between companies G and J for intent number nine, ensure the selection of quality textbooks. Respondents from company G indicated more agreement for appropriateness for intent number nine than respondents from Company J.

Summary for Questions 1a, 4a and 4b

A majority of the respondents disagreed that controlling the marketing practices of the publishing industry is an appropriate intent for state level textbook adoption systems. A majority of the respondents agreed that all the other intents were appropriate.

Ensuring the periodic review and purchase of textbooks, providing structure and organization to the adoption process, ensuring some degree of statewide curricular uniformity and ensuring the selection of quality textbooks ranked highest as to appropriateness of intent.

Authors, editors, regional managers and sales representatives tended to agree as to their perceptions of the appropriateness of the intents for state level textbook adoptions.

The respondents from the 12 publishing firms tended to agree as to their perceptions of the appropriateness of most of the

intents for state level textbook adoption. Scheffe's analysis did yield a significant difference at the .05 level for responses of companies G and J for intent number nine, ensuring the selection of quality textbooks. Respondents from Company G were more likely to agree that state adoption practices could ensure selection of quality textbooks than were the employees of Company J.

Achievability of Intents for State Level Textbook Systems

Research Question 1c, 4a and 4b

RESEARCH QUESTION 1c:

To what extent are the intents for state level textbook adoption systems achievable?

Related RESEARCH QUESTIONS 4a and 4b

How do respondent's perceptions vary concerning achievability of intent according to:

a. their role responsibility with the publishing firm?

b. publishing firms?

SECTION III of the questionnaire asked respondents to rate the achievability of the nine statements of intent for state level textbook adoption identified by Tulley (1983). Table 16 summarizes raw score frequency counts, percentages, means and ranking of means relative to the achievability of intents.

TABLE 16

Achievability of Intents for State Level Textbook Systems

Intents	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree	Mean	Standard Deviation	Ranking for Means
		(1)	(2)	(3)	(4)			
1 Control cost		34 (12.7%)	130 (48.7%)	75 (28.1%)	28 (10.5%)	2.36	0.84	8
2 Control marketing practices		23 (8.6%)	101 (37.8%)	93 (35.2%)	50 (16.1%)	2.64	0.88	9
3 Provide for public participation		41 (15.4%)	177 (66.3%)	43 (16.1%)	6 (2.2%)	2.05	0.64	5
4 Ensure periodic review and purchase		139 (52.1%)	128 (47.9%)	(0.0%)	(0.0%)	1.48	0.50	1
5 Save time for local districts		33 (12.4%)	147 (55.1%)	69 (25.8%)	18 (6.7%)	2.27	0.76	7
6 Provide structure and organization	1 (0.4%)*	77 (28.8%)	175 (65.9%)	13 (4.9%)	1 (0.4%)	1.77	0.55	2
7 Allow state to share responsibility	1 (0.4%)	39 (14.6%)	176 (65.9%)	36 (13.5%)	15 (5.6%)	2.10	0.71	6
8 Ensure statewide curricular uniformity		77 (28.8%)	156 (58.4%)	30 (11.2%)	4 (1.5%)	1.85	0.66	3
9 Ensure selection of quality		70 (26.2%)	149 (55.8%)	40 (15.0%)	8 (3.0%)	1.95	0.73	4

*(% of Respondents)
Mean of means = 2.04

Two hundred sixty seven (267), 100%, of the respondents strongly agreed or agreed that ensuring the periodic review and purchase of textbooks was an achievable intent for state level textbook adoption systems. The mean was 1.48 making it first ranked as an achievable intent.

Two hundred fifty two (252), a little less than 95% (94.7%), strongly agreed or agreed that providing structure and organization to the adoption process is an achievable intent. The mean was 1.77 making it second ranked as an achievable intent.

Two hundred thirty three (233), a little over 87% (87.2%), strongly agreed or agreed that ensuring some degree of statewide curricular uniformity is an achievable intent. The mean was 1.85 making it third ranked as an achievable intent.

Two hundred nineteen (219), 82% of the respondents strongly agreed or agreed that ensuring the selection of quality textbooks is an achievable intent. The mean was 1.95 making it fourth ranked as an achievable intent.

At the opposite end of the continuum, one hundred forty three (143), a little over 51% (51.3%) disagreed or strongly disagreed that controlling the marketing practices of the publishing industry is an achievable intent. Controlling the marketing practices of the publishing industry was ninth ranked, last, with a mean of 2.64. This is the only intent with fewer than half the respondents rating it as achievable.

The answer to Research Question 1c is: The majority of the respondents, ranging from 61.4% up to 100%, agreed that all intents except number 2, controlling the marketing practices of the publishing industry, were achievable as an intent for state level textbook adoption systems.

Related RESEARCH QUESTION 4a

(Section III of the Questionnaire)

How do respondents' perceptions of achievability of intent for state level textbook adoption vary according to role responsibility (i.e., authors, editors, regional managers and sales representatives) with the publishing firm?

Table 17 summarizes the results of the Analysis of Variance using means for comparison of responses according to role responsibility of the respondents with the publishing firm.

TABLE 17

Summary of F-Ratios and Probability Levels for Achievability as Reported by Role

Intents	F-Ratios	P(<.05)
1. Control cost	.75	.52
2. Control marketing practices	.56	.64
3. Provide for public participation	.35	.79
4. Ensure periodic review	.57	.64
5. Save time for local districts	1.55	.20
6. Provide structure and organization	.40	.75
7. Allow state to share responsibility	1.28	.28
8. Ensure curricular uniformity	2.50	.06
9. Ensure selection of quality	2.79	*.04

* = significant difference

There is no evidence that significant differences exist among perceptions of respondents when grouped by role responsibility for the achievability for any of the intents of state level textbook adoption systems except number nine. There is evidence that a significant difference exists among respondents when grouped by role responsibility concerning the achievability of ensuring the selection of quality textbooks. Scheffe's test was used to make a follow-up comparison, but revealed no significant difference between responses by role responsibility. Therefore, no

differences were found for the perceptions of respondents on any of the intents when grouped by role responsibility.

Related RESEARCH QUESTION 4b

(Section I of the Questionnaire)

How do respondent's perceptions of achievability of intent vary according to publishing firms?

Table 18 summarizes the results of the Analysis of Variance Summary Tables using means rounded to hundreths for comparison of responses according to publishing firm with which the respondents are affiliated.

TABLE 18

Summary of F-Ratios and Probability Levels for Achievability as Reported by Publishing Firm

Intents	F-Ratios	P(<.05)
1. Control cost	2.21	*.01
2. Control marketing practices	.97	.47
3. Provide for public participation	.78	.66
4. Ensure periodic review	.70	.74
5. Save time for local districts	1.31	.22
6. Provide structure and organization	1.00	.44
7. Allow state to share responsibility	.72	.72
8. Ensure curricular uniformity	1.72	.07
9. Ensure selection of quality	3.43	*.0002

* = significant difference

There is no evidence that significant differences exist among respondents when grouped by publishing firm for the achievability of the following intents for state level textbook adoption systems:

2. Control the marketing practices of the publishing industry.
3. Provide for public participation in the adoption process.
4. Ensure the periodic review and purchase of textbooks.
5. Save time for local school districts.
6. Provide structure and organization to the adoption process.
7. Allow the state to share responsibility for potentially controversial textbooks with local school districts.
8. Ensure some degree of statewide curricular uniformity.

Significant F ratios were found for achievability of the following intents for state level textbook adoption systems:

1. Control the cost of textbooks or keep the cost of textbooks as low as possible.
9. Ensure the selection of quality textbooks.

A Scheffe's test revealed no significant differences at the .05 level for intent number one. It did reveal a significant difference between companies G and J at the .05 level for intent number nine. Employees of company G were more likely to agree that state adoption practices could ensure selection of quality textbooks than were the employees of company J.

Summary for Questions 1c, 4a and 4b

A majority of the respondents agreed that all the intents were achievable except controlling the marketing practices of the publishing industry. One hundred percent (100%) of the respondents agreed that ensuring the periodic review and purchase of textbooks is an achievable goal for state level textbook adoption systems. A majority of the textbook publishing personnel disagreed that controlling the marketing practices of the publishing industry is an achievable intent for state level textbook adoption systems.

Ensuring the periodic review and purchase of textbooks, providing structure and organization to the adoption process, ensuring some degree of statewide curricular uniformity and ensuring the selection of quality textbooks ranked highest as to achievability of intent.

Authors, editors, regional managers and sales representatives tended to agree as to their perceptions of the achievability of all of the intents for state level textbook adoption. Respondents, grouped by publishing firm, tended to agree as to their perceptions of achievability of most of the intents for state level textbook adoption except number nine, ensuring the selection of quality textbooks. Employees of company G were more likely to agree that state adoption practices could ensure selection of quality textbooks than were the employees of Company J.

Accomplishment of Intents for State Level Textbook Systems

Research Question 1d, 4a and 4b

RESEARCH QUESTION 1d: To what extent are the intents for state level textbook adoption systems goals which are being or have been accomplished?

Related RESEARCH QUESTIONS 4a and 4b

4. How do respondents' perceptions vary according to:
   a. their role responsibility with the publishing firm?
   b. publishing firms?

Section IV of the questionnaire asked respondents to rate the achievement of the nine statements of intent for state level textbook adoption identified by Tulley (1983). Table 19 summarizes raw score frequency counts, percentages, means and ranking of means relative to the accomplishment of intents.

TABLE 19

Accomplishment of Intents for State Level Textbook Systems

Intents	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree	Mean	Standard Deviation	Ranking for Means
		(1)	(2)	(3)	(4)			
1 Control cost	4 (1.5%)*	39 (14.6%)	95 (35.6%)	91 (34.1%)	38 (14.2%)	2.49	.92	8
2 Control marketing practices	2 (0.7%)	20 (7.5%)	95 (35.6%)	101 (37.8%)	49 (18.4%)	2.68	.86	9
3 Provide for public participation	5 (1.9%)	21 (7.9%)	162 (60.7%)	64 (24.0%)	15 (5.6%)	2.28	.69	5
4 Ensure periodic review and purchase	1 (0.4%)	115 (43.1%)	139 (52.1%)	9 (3.4%)	3 (1.1%)	1.62	.61	1
5 Save time for local districts	4 (1.5%)	24 (9.0%)	123 (46.1%)	95 (35.6%)	21 (7.9%)	2.43	.77	7
6 Provide structure and organization	2 (0.7%)	57 (21.3%)	175 (65.5%)	26 (9.7%)	7 (2.6%)	1.94	.65	2
7 Allow state to share responsibility	6 (2.2%)	19 (7.1%)	164 (61.4%)	59 (22.1%)	19 (7.1%)	2.30	.71	6
8 Ensure statewide curricular uniformity	3 (1.1%)	58 (21.7%)	163 (61.0%)	38 (14.2%)	5 (1.9%)	1.96	.66	3
9 Ensure selection of quality	4 (1.5%)	45 (16.9%)	152 (56.9%)	54 (20.2%)	12 (4.5%)	2.13	.74	4

*(% of Respondents)
Mean of means = 2.20

As displayed in Table 19, 254, slightly more than 95% (95.2%), of the 267 respondents strongly agreed or agreed that ensuring the periodic review and purchase of textbooks was an intent for state level textbook adoption systems that was actually being accomplished. A mean of 1.62 for this item makes it the intent on which the greatest amount of agreement occurred.

Two hundred thirty two (232), almost 87% (86.8%)), of the 267 respondents strongly agreed or agreed that providing structure and organization to the adoption process is an intent for state level textbook adoption systems that is actually being accomplished. A mean of 1.94 for this item makes it second ranked in the amount of agreement that occurred.

Two hundred twenty one (221), or almost 83% (82.7%) of the 267 respondents strongly agreed or agreed that ensuring some degree of statewide curricular uniformity is an intent for state level textbook adoption systems that is actually being accomplished. A mean of 1.96 for this item makes it third ranked in the amount of agreement that occurred.

One hundred ninety seven (197), or almost 74% (73.8%) of the 267 respondents strongly agreed or agreed that ensuring the selection of quality textbooks is an intent for state level textbook adoption systems that is actually being accomplished. A mean of 2.13 for this item makes if fourth ranked in the amount of agreement that occurred.

Data revealed that 150, a little over 56% (56.2%), of the 267 respondents disagreed or strongly disagreed that controlling the marketing practices of the publishing industry was an intent for state level textbook adoption systems that was actually being accomplished. Controlling the marketing practices of the publishing industry was ninth ranked, last, with a mean of 2.68. This is the only statement of intent with more than half of the respondents indicating it as not being accomplished.

The answer to Research Questions 1d is: The majority of the respondents, ranging from 50.2% up to 95.2%, agreed that all intents except number 2, controlling the marketing practices of the publishing industry, were being accomplished as an intent for state level textbook adoption systems.

Related RESEARCH QUESTION 4a
(Section IV of the Questionnaire)

How do respondents' perception of whether the intents for state level textbook adoption are being accomplished vary according to role responsibility (i.e., authors, editors, regional managers and sales representatives) with the publishing firm?

Table 20 summarizes the results of the Analysis of Variance using means for comparison of responses according to role responsibility of the respondents with the publishing firm.

TABLE 20

Summary of F-Ratios and Probability Levels for Accomplishment as Reported by Role

Intents	F-Ratios	P(<.05)
1. Control cost	3.42	*.02
2. Control marketing practices	1.14	.33
3. Provide for public participation	.39	.76
4. Ensure periodic review	1.84	.14
5. Save time for local districts	.93	.43
6. Provide structure and organization	.99	.40
7. Allow state to share responsibility	2.39	.07
8. Ensure curricular uniformity	3.14	*.03
9. Ensure selection of quality	4.56	*.004

* = significant difference

There is no evidence that significant differences exist among respondents when grouped by role responsibility for the accomplishment of the following intents for state level textbook adoption systems.

2. Control the marketing practices of the publishing industry.
3. Provide for public participation in the adoption process.
4. Ensure the periodic review and purchase of textbooks.
5. Save time for local school districts.

6. Provide structure and organization to the adoption process.
7. Allow the state to share responsibility for potentially controversial textbooks with local school districts.

There is support for the generalization that differences exist among respondents for accomplishment of intents one, eight and nine. There is evidence that significant differences exist among respondents grouped by role responsibility for the accomplishment of the following intents for state level textbook adoption systems.

1. Control the cost of textbooks or keep the cost of textbooks as low as possible.
8. Ensure some degree of statewide curricular uniformity.
9. Ensure the selection of quality textbooks.

Scheffe's test was used to make a follow-up comparison, but revealed no significant differences between responses by role responsibility except for intent number nine, ensuring the selection of quality textbooks. Local sales representatives were more likely to agree that state adoption practices ensured the selection of quality textbooks than were authors.

Related RESEARCH QUESTION 4b
(Section I of the Questionnaire)
4b. How do respondents' perceptions of accomplishment of intent vary according to publishing firms?

Table 21 presents Analysis of Variance information comparing responses grouped according to the publishing firm with which respondents are affiliated.

TABLE 21

Summary of F-Ratios and Probability Levels for Accomplishment as Reported By Publishing Firm

Intents	F-Ratios	P(<.05)
1. Control cost	1.08	.38
2. Control marketing practices	1.71	.07
3. Provide for public participation	1.52	.13
4. Ensure periodic review	.70	.74
5. Save time for local districts	1.50	.13
6. Provide structure and organization	1.57	.11
7. Allow state to share responsibility	.49	.91
8. Ensure curricular uniformity	1.27	.24
9. Ensure selection of quality	1.55	.12

There are no significant differences among the responses for any of the intents. Evidently company affiliation is not a factor in respondents' judgments about whether the intents of state level textbook adoption are in fact being accomplished.

Summary for Question 1d, 4a and 4b

A majority of the respondents disagreed that controlling the marketing practices of the publishing industry is an intent of state level textbook adoption system that is actually being accomplished. A majority of the respondents agreed that all the other intents were, in fact, being accomplished.

Ensuring the periodic review and purchase of textbooks, providing structure and organization to the adoption process, ensuring some degree of statewide curricular uniformity, and ensuring the selection of quality textbooks were intents on which respondents had the most agreement with respect to them actually being accomplished.

Authors, editors, regional managers and sales representatives were in general agreement on the question except for intent number nine, ensuring the selection of quality textbooks. Local sales representatives were more likely to agree that state adoption practices ensure the selection of quality textbooks than were authors. Company affiliation was not important in the way the respondents replied to questions about the accomplishment of all intents for state level textbook adoption.

Importance of Intents for State Level Textbook Systems

RESEARCH QUESTION 1b: To what extent are the statements of intent for state level textbook adoption systems perceived to be important?

Section II of the questionnaire asked respondents to rank Tulley's nine statements of intent in terms of their importance for state level textbook adoption. The raw score frequency of response is reported in Table 22.

TABLE 22

Importance of Intents for State Level Textbook Systems

Rankings	Cost	Marketing	Public Participation	Periodic Review	Save Time	Structure and Organization	Share Responsibility	Curricular Uniformity	Quality
				(Frequency in each category)					
Most important	30	8	10	59**	2	18	2	45	91*
2nd Most important	16	11	15	55**	1	50	6	62*	47
3rd Most Important	23	9	15	55**	15	59*	16	35	34
4th Most important	21	9	29	45*	21	40	29	41**	26
5th Most Important	28	12	41*	18	33	39**	35	27	24
6th Most Important	23	20	51**	16	53*	31	30	18	10
7th Most Important	35	26	43**	13	50*	14	39	17	7
8th Most Important	35	58*	30	2	44	6	46**	6	9
9th Most Important	38	81*	20	1	31	3	39**	5	8
Not Important	18	33*	13	3	17	7	25**	11	11
Total	267	267	267	267	267	267	267	267	267

* = Most common response.
** = Second highest response.

The three intents ranked highest by frequency count in each category by the respondents were:

Most Important - Ensure the selection of quality textbooks. (91 responses)

2nd Most Important - Ensure some degree of statewide curricular uniformity. (62 responses)

3rd Most Important - Provide structure and organization to the adoption process. (59 responses)

4th Most Important - Ensure the periodic review and purchase of textbooks. (45 responses)

The intents ranked lowest were:

Least Important - Control the marketing practices of the publishing industry. (33 responses)

Next Least Important - Control the marketing practices of the publishing industry. (81 responses)

Next Least Important - Control the marketing practices of the publishing industry. (58 responses)

The preceding Table 22 is helpful in noting the most frequent response for each intent, but fails to take other rankings into account. Converted means which are sensitive to concentration and spread of sample provide a more meaningful representation for overall ranking. Table 23 shows the converted mean rating of the raw score frequencies with 1 = most important to 10 = not important.

TABLE 23

Importance of Intents for State Level Textbook Systems by Converted Mean Rank

Intent	Converted Mean	Standard Deviation	Converted Mean Ranking
Control cost	5.77	2.82	5
Control marketing practices	7.41	2.37	9
Provide for public participation	5.85	2.23	6
Ensure periodic review and purchase	3.17	1.93	1
Save time for local districts	6.62	1.93	7
Provide structure and organization	4.04	2.06	4
Allow state to share responsibility	6.65	2.21	8
Ensure some degree of statewide curricular uniformity	3.76	2.41	3
Ensure selection of quality textbooks	3.27	2.58	2

n = 267
1 = Minimum Value, 10 = Maximum Value
Mean of Converted Means 5.17

When all rankings were reflected in the scores by converted means, the intents ranked highest in importance were:

Most Important - Ensure the periodic review and purchase of textbooks.

2nd Most Important - Ensure the selection of quality textbooks.

3rd Most Important - Ensure some degree of statewide curricular uniformity.

4th Most Important - Provide structure and organization to the adoption process.

The following intents were ranked by converted means of little or no importance:

Least Important - Control the marketing practices of the publishing industry.

Next Least Important - Allow the state to share responsibility for potentially controversial textbooks with the local school districts.

The range in converted means is 3.17 to 7.41. Table 24 orders the intents by converted means for importance. The first four intents fall above the mean of converted means.

TABLE 24

Importance of Intent

Ranking	Intents	Ranked by Mean
Most Important	Ensure periodic review and purchase of textbooks	3.17
2nd Most Important	Ensure selection of quality textbooks	3.27
3rd Most Important	Ensure some degree of state wide curricular uniformity	3.76
4th Most Important	Provide structure and organization to adoption process	4.04
	(Mean of converted means = 5.17)	
5th Most Important	Control cost of textbooks	5.77
6th Most Important	Provide for public participation in the adoption process	5.85
7th Most Important	Save time for local school districts	6.62
8th Most Important	Allow the state to share responsibility for potentially controversial textbooks with local school districts	6.65
9th Most Important	Controlling marketing practices of the publishing industry	7.41

(1 = most important to 10 = not important)

Respondents consistently indicated that controlling the marketing practices of the publishing industry is perceived to be the least important of all the intents.

Summary of Findings for Research Questions One and Four

A summary table was reported in the preceding four sections of this report for research questions 1a, 1b, 1c, and 1d including frequency counts, percentages, means and ranking of means relative to the appropriateness, importance, achievability and accomplishment of the intents for state level textbook adoption. Table 25 displays for comparison purposes the rankings for all the descriptors reported in the preceding four sections.

TABLE 25

Rankings for Descriptors of Intents for State Level Textbook Systems

(Summary Table for Research Questions 1a, 1b, 1c and 1d)
(Questionnaire SECTIONS I, II, III and IV)

Statement of Intent	Ranking by Appropriateness	Ranking by Importance	Ranking by Achievability	Ranking by Accomplishment
		(Rankings by Converted Means)		
1. Control cost of textbooks	8	5	8**A	8*A
2. Control marketing practices of publishing industry	9	9	9	9
3. Provide for public participation in adoption process	5	6	5	5
4. Ensure periodic review and purchase of textbooks	1**A	1	1	1
5. Save time for local school districts	7	7	7	7
6. Provide structure and organization to adoption process	2**A	4	2	2
7. Allow state to share responsibility for potentially controversial textbooks with local school districts	6*A	8	6	6
8. Ensure some degree of statewide curricular uniformity	3**A	3	3	3*A
9. Ensure selection of quality textbooks	4**A **S	2	*A 4**A **S	*A 4*S

*Significant differences among responses according to role responsibility (*A = ANOVA differences) (*S = Scheffe differences)
Significant differences among responses according to publishing firm (A = ANOVA differences) (**S = Scheffe differences)

When data were ranked by converted means, respondents were agreed to a considerable extent on the appropriateness, importance, achievability and actual accomplishment of several intents for state level textbook adoption. The greatest amount of agreement for all four variables was found for the intent of ensuring the periodic review and purchase of textbooks. There was also a high level of agreement concerning the appropriateness, importance, achievability and actual accomplishment of the intents to provide structure and organization to the adoption process, to ensure some degree of statewide curricular uniformity and to ensure the selection of quality textbooks.

At the opposite end of the continuum there was very little agreement concerning the intent of controlling the marketing practices of the publishing industry and controlling costs. Respondents seemed to think those specific practices were not very appropriate or achievable and were not in fact being accomplished very well. The next least agreement on all variables was found for the intent of saving time for local school districts. The next least agreement for appropriateness, achievability and actual accomplishment occurred for intent number seven, allowing the state to share responsibility for potentially controversial textbooks with local school districts.

Respondents grouped by role responsibility seemed to differ on accomplishment of the intent of ensuring the selection of quality textbooks. Local sales representatives were more likely

to agree that state adoption practices ensured the selection of quality textbooks than were authors.

Respondents from the publishing firms differed on responses for appropriateness and achievability of ensuring the selection of quality textbooks. Responses concerning the last intent, selection of quality textbooks, differed for companies G and J. Role responsibility and company affiliation of the respondent were not important in most comparisons. Only a few exceptions to this generalization were found.

Influences of State Level Textbook Systems

RESEARCH QUESTION 2: To what extent do respondents perceive that reading adoption decisions by state level textbook adoption systems affect:

a. subsequent adoptions?

b. prepublication development through:

(1) curricular guidelines?

(2) textbook evaluation and selection criteria?

(3) cyclical adoption schedules?

Section V of the questionnaire asked respondents to rate statements concerning the influence of state level textbook adoption systems. The raw score frequency, percentage distribution of responses, and means (1 = strongly agree to 4 = strongly disagree) are reported in the Tables 26-31. Table 26 reports the data for Research Question 2a concerning the influence

of state level textbook adoption decisions on subsequent adoptions.

TABLE 26

Influence of State Level Textbook Adoptions on Subsequent Textbook Adoption Decisions

Questionnaire SECTION V

Influence	Frequency	Percent	Cumulative Frequency	Cumulative Percent
No Response	5	1.9	5	1.9
Strongly Agree	43	16.1	48	18.0
Agree	101	37.8	149	55.8
Disagree	108	40.4	257	96.3
Strongly Disagree	10	3.7	267	100

Mean = 2.32
(SA = 1 to SD = 4)

One hundred forty four (144), almost 54% (53.9%), of the 267 respondents agreed that they knew of instances in which adoption of a textbook series was notably influenced by its previous adoption in another state adoption system.

Research Question 2a asks: To what extent do respondents perceive that reading adoption decisions by state level textbook adoption systems affect subsequent adoptions? Over half indicated they know of instances in which textbook adoptions had been influenced by other state adoption decisions.

Tables 27 - 30 display the data for Research Question 2b: To what extent do respondents perceive that state level textbook adoption systems affect prepublication development of reading textbooks?

TABLE 27

Influence of State Level Textbook Systems on Prepublication Development of Reading Textbooks

Questionnaire SECTION V

Influence	Frequency	Percent	Cumulative Frequency	Cumulative Percent
No Response	7	2.6	7	2.6
Strongly Agree	123	46.1	130	48.7
Agree	98	36.7	228	85.4
Disagree	33	12.4	261	97.8
Strongly Disagree	6	2.2	267	100

Mean = 1.70
(SA = 1 to SD = 4)

Two hundred twenty one (221), almost 83% (82.8%), of the 267 respondents indicated that they knew of instances in which state level textbook adoption systems, especially the large state systems, influenced the prepublication development of the content and/or the structure of reading textbooks in their company. A little more than four out of five respondents agreed that prepublication of reading programs is influenced by state adoption systems.

Table 28 displays the data for Research Question 2b(1): To what extent do respondents perceive that state level textbook adoption systems affect prepublication development through curricular guidelines?

TABLE 28

Influence of State Curricular Guidelines on Prepublication Development of Reading Textbooks

Questionnaire SECTION V

Influence	Frequency	Percent	Cumulative Frequency	Cumulative Percent
No Response	17	6.4	17	6.4
Strongly Agree	92	34.5	109	40.8
Agree	93	34.8	202	75.7
Disagree	52	19.5	254	95.1
Strongly Disagree	13	4.9	267	100

Mean = 1.94
(SA = 1 to SD = 4)

One hundred eighty five (185), a little over 69% (69.3%), of the 267 respondents indicated that they had personal knowledge of cases in which state curricular guidelines from a state level adoption system(s) were utilized in the design of reading textbooks from their company. This indicates that the criteria used by textbook reviewers also are perceived to serve to alert the publishers to what the marketplace desires in the reading programs for their schools systems.

Table 29 displays the data for Research Question 2b (2): To what extent do respondents perceive that reading adoption decisions by state level textbook adoption systems affect prepublication development through textbook evaluation and selection criteria?

TABLE 29

Influence of Evaluation and Selection Criteria on Prepublication Development of Reading Textbooks

Questionnaire SECTION V

Influence	Frequency	Percent	Cumulative Frequency	Cumulative Percent
No Response	15	5.6	15	5.6
Strongly Agree	72	27.0	87	32.6
Agree	145	54.3	232	86.9
Disagree	30	11.2	262	98.1
Strongly Disagree	5	1.9	267	100

Mean = 1.87
(SA = 1 to SD = 4)

Two hundred seventeen (217), a little over 81% (81.3%), of the 267 respondents indicated that textbook evaluation and selection criteria from state level textbook adoption systems are considered in the design of reading textbooks from their company.

Table 30 displays the data for Research Question 2b (3): To what extent do respondents perceive that reading adoption decisions by state level textbook adoption systems affect prepublication development through cyclical adoption schedules?

TABLE 30

Influence of Adoption Cycles of Large State Systems on the Time of Publication of Reading Textbooks

Questionnaire SECTION V

Influence	Frequency	Percent	Cumulative Frequency	Cumulative Percent
No Response	7	2.6	7	2.6
Strongly Agree	153	57.3	160	59.9
Agree	93	34.8	253	94.8
Disagree	10	3.7	263	98.5
Strongly Disagree	4	1.5	267	100

Mean = 1.48
(SA = 1 to SD = 4)

Two hundred forty six (246), a little over 92% (92.1%), of the 267 respondents agreed that they knew of instances in which the adoption cycles of large state systems influenced the timing of the publication of reading textbooks by their company.

Summary for Research Question 2

Table 31 summarizes data for research question 2.

TABLE 31

Influences of State Level Textbook Adoption Systems

(Summary Table for Research Question 2)

Questionnaire SECTION V

Influence	Extent of Agreement	Means
Research Question 2a: I know of instances in which adoption of a textbook series was notably influenced by its previous adoption in another state.	53.9%	2.32
Research Question 2b: I know of instances in which state level textbook adoption systems, especially the large state systems, influenced the prepublication development of the content and/or structure of reading textbooks of my company.	82.8%	1.70
Research Question 2b (1): I have personal knowledge of cases in which state curricular guidelines from a state level adoption system(s) were utilized in the design of reading textbooks from my company.	69.3%	1.94
Research Question 2b (2): Textbook evaluation and selection criteria from state level textbook adoption systems are considered in the design of reading textbooks for my company.	81.3%	1.87
Research Question 2b (3): I know of instances in which the adoption cycles of large state systems influenced the time of the publication of reading textbooks by my company	92.1%	1.48

(SA = 1 to SD = 4)

All the means were above midpoint, rating (2.5) on the scale of 1 = SA - 4 = SD, in agreement with the statements regarding influence.

More than nine out of 10 (92.1%) of the respondents agreed that the adoption cycles of large state systems influence the timing of publications for reading textbooks in their company. Over 80% of the respondents agreed that state level adoption systems and evaluation and selection criteria have some effect on the prepublication development of reading textbooks for their company. Almost 70%, agreed that they had personal knowledge of the use of state curricular guidelines in the design of reading programs for their company. Slightly over half of the respondents knew of instances in which adoption of a textbook series was notably influenced by its previous adoption in another state adoption system. Thus it seems evident that state adoption systems, in various ways, are perceived as having influence that extend beyond text selection into subsequent adoptions and the prepublication development of reading textbooks.

Effectiveness of State Level Textbook Adoption Systems

RESEARCH QUESTION (3): To what extent do selected persons of the reading textbook publishing industry rate state level textbook adoption systems as being effective (positive achievements outweigh negative consequences)?

Section VI, Item 2, of the questionnaire asked respondents to rate the overall effectiveness (positive achievements outweigh negative consequences) of state level textbook adoption systems.

A raw score frequency count is reported for this item followed by domain analysis of the related comments.

Table 32 reports the raw score frequency and percentage distribution of the respondent's rating of overall effectiveness of state level textbook adoption systems.

TABLE 32

Overall Effectiveness of State Level Textbook Adoption Systems

Questionnaire SECTION VI

Influence	Frequency	Percent	Cumulative Frequency	Cumulative Percent
No Response	2	0.7	2	0.7
1	37	13.8	39	14.6
2	146	54.7	185	69.3
3	70	26.2	255	95.5
4	12	4.5	267	100

(1 = Excellent; 4 = Very Poor)

One hundred eighty three (183) or 68.5% of the respondents rated overall effectiveness of state level textbook adoption systems as good or excellent with 37 or 13.8% of the respondents rating it excellent. Seventy (70), 26.2%, rated it poor. Eighty two (82) or 30.7% rated the overall effectiveness poor or very poor.

Domain analysis of the comments for this item concerning effectiveness revealed three major topics which are elaborated in the next section of this report. The major categories identified for discussion were that state level textbook adoption: (a) provides structure and organization to the adoption process, (b) allows politics to influence textbook selection decisions and (c) utilizes curricular guidelines in textbook selection procedures. Each of these categories will be detailed individually starting with most frequent comments down to least frequent comments. All comments are respondents' perceptions not those of the researcher.

Provides Structure and Organization to the Adoption Process

This topic received the largest number of comments related to overall effectiveness of state level textbook adoption systems. The main idea expressed simply was that state adoption systems do provide more structure and organization for the selection process than found in local level, "open" territory, adoption systems. Comments indicated that structure provides for verifying legal compliance issues and in-depth study of texts. Respondents also indicated that state adoption provides for periodic review and purchase of texts which for the most part ensures that all textbooks are kept current with new developments and educational trends. The adoption cycle is predictable allowing school systems to budget for funding the adoption and publishers the opportunity

to plan for marketing and distribution. Some respondents expressed the idea that the ultimate consumer, the child, is better off with state adoption because s/he is assured of newer copyrights - that local systems historically have been more apt to postpone new adoptions and extend existing ones. One respondent expressed the need to assure that new books once adopted are in fact purchased.

A group of comments concerned with finances related to state adoptive structures. Agreement seems fairly clear among respondents that state systems do provide contractual prices that hold for the length of the adoption cycle. Some thought that these systems require the state to employ people to implement the system which is in itself an expense factor. Diverse opinion existed about funding for purchase of texts for state systems. Some respondents felt that state systems provided more money for textbook purchases. Others expressed the concern that systems do not provide funds. One respondent felt the state adoption process is responsible for the high cost of textbooks -- "a basal reading program costs $10 - $20 million to produce -- UP FRONT. The adoption cycle for new books with "new copyrights" come so frequently that the only way a publisher can recoup his investment is to charge a fortune for the books."

Another issue mentioned by the respondents related to structure and organization was the quality of the reviewers. Some questioned the premise that the caliber of the reviewers at the

state level is higher. The idea that textbook adoptions are only as good as the people involved suggests that selection of committee personnel is an important part of the system. Concern was expressed that care needs to be exercised to assure the inclusion of informed personnel about textbook selection and the content area under consideration for adoption.

Three concerns were expressed about the amount of time involved for the entire process to occur. Respondents felt the state level adoption process was not allotted enough for adequate textbook evaluation. Publisher's presentations are sometimes limited to 20 minutes with little opportunity for questioning. On the other hand a natural delay occurs in the system as state evaluation occurs first and then local districts somewhat redo the same evaluation procedure. One respondent remarked that in many of the states, by following all the procedures, the textbook will be 18 months old before the first use in any classroom.

Allows Politics to Influence Textbook Selection Decisions

Political concerns received the second highest number of comments related to effectiveness of state level textbook adoption systems. The main idea expressed simply was that many state systems allow political pressures to influence the selection of books to be included on the multiple listing. Committee members are frequently influenced by factors unrelated to quality and research. Recommendations for listing are sometimes influenced by

obligations or affiliations of reviewers, and/or is in reaction to intensive and more subtle marketing strategies prevalent in adoption states. The control of the decision is vested in a small number of people with special interest groups sometimes exerting undue pressure.

Provides Guidelines for Selection of Quality Textbooks

The third largest number of comments related to effectiveness of state adoption systems concerned state guidelines for selection. Comments indicated that guidelines serve as a framework to define state curricular standards thus providing some consistency and continuity. These guidelines provide direction for local districts with less resources and/or lacking strong leadership. It was expressed that in some states, knowledgeable review committees work hard to identify new curriculum issues and establish standards for evaluation. Some contend that through the use of guidelines the quality of the programs are enhanced for a number of reasons. The books are more than likely chosen on merit and not on past performance of previous adoptions or personal relationship with influential people.

The competitive market pushes publishers to respond to teacher and student needs. In all areas, publishers try to produce the very best textbooks possible, ones that meet the guidelines, so they can compete effectively in the larger adoptive states. The negative side of the influence on prepublication

development is that it fosters a timid "me, too" attitude that deprives children in those states from the opportunity to learn from fresh innovative materials.

More of the comments concerning the effectiveness of state level textbook adoption were positive rather than negative in support of the system. Variance does occur among the state textbook adoption systems.

Respondent's Preference for Type of Textbook Adoption System

In addition respondents were asked to indicate their preference concerning type of textbook adoption system. Responses to this item are reported in Table 33.

TABLE 33

Type of Textbook Adoption System Preferred

Preference	Frequency	Percent	Cumulative Frequency	Cumulative Percent
No Response	24	9.0	24	9.0
Local Level	131	49.1	155	58.1
State Level	112	41.9	267	100

One hundred thirty one (131) or almost 50% (49.1%) of the respondents reported a preference for local adoptions. One hundred twelve (112) or almost 42% (41.9%) preferred state level textbook adoption with 9% not responding.

Domain analysis of the comments for this item concerning textbook adoption preference revealed five major topics. State

level textbook adoption (a) provides structure and organization to the adoption process, (b) provides benefits for publishers, (c) allows politics to influence textbook selection decisions, (d) ensures the selection of quality textbooks and (e) provides guidelines for the textbook selection. Domain analysis of this section revealed mostly equivocal arguments on both sides of the issue and seldom got beyond opinion. In addition, most categories were repeated in response to Questionnaire Section VI, No. 4 - Strengths and No. 5 - Weaknesses which follows.

Major Strengths of State Level Textbook Adoption

In section VI, of the questionnaire, Question 4, respondents were asked to list major strengths of state level textbook adoption. These strengths were categorized by domain analysis and reported in this section of the report. The categories are reported according to frequency of comment starting with most frequent comments down to least frequent comments. All comments are respondent's perceptions not those of the researcher. It is significant that the categories emerging from the domain analysis resembled Tulley's intents, but this was not deliberate. The fact that high agreement with Tulley exists may be an artifact - i.e. ideas planted by the questionnaire itself. Nine of the 11 categories match Tulley's intents and are marked with an asterisk (*).

*1. Ensure the periodic review and purchase of materials and

textbooks.

*2. Ensure some degree of statewide curricular uniformity.

*3. Ensure the selection of quality textbooks.

*4. Provide structure and organization to the adoption process.

*5. Control the cost of textbooks or keep the cost of textbooks as low as possible.

6. Provides advantages for publishers.

*7. Save time for local school districts.

8. Provides opportunity for input to publishers.

*9. Provides for public participation in the adoption process.

*10. Controls the marketing practices of the publishing industry.

*11. Allows the state to share responsibility for potentially controversial textbooks with local school districts.

Each of these categories will be detailed starting with the most frequent comments. All comments are respondents' perceptions not those of the researcher.

Ensures the Periodic Review and Purchase of Textbooks

State level textbook adoption systems provide for timely replacement of texts through a structure that strongly encourages periodic review and purchase of textbooks. Uniformity in time line for adoptions provide updated textbooks which in turn should upgrade the curriculum. A planning cycle is established which should assist school systems and publishers in organizing to fit the adoption cycle.

Not only do state systems provide for an ongoing review of materials on the part of the local school systems but they provide some guidelines and target dates for the publisher to update and write new material. Local adopting units are forced to reevaluate the effectiveness of their programs and to keep texts fairly current where new texts might otherwise receive lower priority. All books in a certain content field or discipline are evaluated and selected in the same adoption cycle. No subject is ignored. Materials do not become extremely old as all curriculum areas are on an adoption cycle. This allows new instructional designs and techniques to be available to students in the classroom sooner. Teachers are exposed to more current information and trends in that content field.

The individual subject area adoption cycles assist the teacher at the elementary level in that only one or a few texts are replaced each year. Also the individual subject area adoption allows school systems to spread expense of new textbook purchases on rotating annual basis; therefore, not having the expense of replacing all textbooks at any one time.

One respondent cited the advantage of a state adoption cycle that is parallel to the Texas cycle. A parallel cycle with Texas adoption would allow the state to have up-to-date copyrights.

In most state adoption systems funding plans are intact so that local districts regularly receive some financial assistance. Money appropriated for textbooks usually must be spent on

textbooks; however, all states do not supply adequate funding for the purchase of adopted texts. The state system provides a vehicle for requesting funds. Because of the scheduled adoption cycles and contracted prices for the duration of the cycle, budgeting is easier.

Ensures Some Degree of Statewide Curricular Uniformity

Comments for this category indicated that state textbook adoption systems encourage at least minimal curriculum standards. Curriculum leadership is identified within the state at various levels. The state level system provides some leadership in identifying curricular issues and developing curricular guidelines which are also available to local school districts. In this context staff development could help introduce and improve the use of the adopted text. The process is set to ensure that books are selected to meet the educational standards of the state. Conformity of textbooks to state established curriculum guidelines and a uniform set of evaluation criteria provides for articulation from school to school and district to district. Through statewide participation in textbook selection, interaction across district boundaries occurs. Tighter alignment between state curricula and textbooks used by teachers for instruction should make state testing programs more valid.

All state systems are two tier systems using a multiple list from which local districts choose. Various types of programs

listed provide flexibility at the local level for a range of student abilities and community preferences.

Ensure the Selection of Quality Textbooks

The goal for textbook evaluation and selection is to provide the best textbook program for students and teachers. State level textbook adoption, where the process is done well, provides a system that enhances quality selection. This is one approach toward the improvement of test scores mandated by the state. It allows publishers with quality materials a fair chance to be considered. Standards (i.e. education policies, curriculum guidelines, selection criteria) are used in the review process. At the very least, a backdrop is provided that brings to light the latest research and trends in the content area under consideration. State adoption ensures that books will be examined at least every five or six years.

The state system provides an initial screening which eliminates some completely unsuitable texts, those that are weak or biased. A multiple list of "approved" texts is provided for local school districts. Some respondents feel that the state system provides a more careful and intensive review through the availability of time, resources and qualified reviewers. The two tier selection system is completed in a year. The two tiered evaluation is desirable as state committees provide more highly specialized reviewers, a consortium of fairly good

educational minds, but then local committees know their individual needs better. In addition, state systems are more likely to train committees. A state system puts competitive pressure on publishers to produce quality texts.

One respondent made the following observations: "State adoption systems provide a loose framework that establishes a general set of criteria, standards and guidelines -- ensuring a degree of quality and consistency -- yet, within that framework there is generally sufficient freedom for publishers to develop textbooks and programs that reflect their own philosophy, pedagogy, methods and practices thus allowing the customer (schools) choices and the freedom to make those choices. Also it ensures some degree of equality of opportunity for students. In "open territory" areas more affluent school systems are apt to provide much better texts, etc. than poorer communities.

Provides Structure and Organization to the Adoption Process

Comments for this category were fairly numerous and varied. Some indicated that state systems provide some continuity and consistency to the adoption process. Time tables are established for regular adoption cycles. Within the adoption procedure a calendar of events is usually established. Each content discipline is reviewed on a regular cycle. It was expressed that concentration on a single subject made more informed customers. Adoption studies are always known so that all involved

constituencies are aware of the process. The procedure for evaluation is more structured and controlled.

Guidelines for evaluation are established and provide some assurance that programs meet standards and legal compliance requirements. Often a more thorough textbook review is the result. Systematic open procedures are applied to all applicant publishers in an equitable manner. The publisher knows the size of the market. The structure and organization makes it easier for the publisher to work. The present state systems provide choice at the local level. Publishers cannot substitute texts for those adopted unless substitution is cleared by state commission or committee.

Controls the Cost of Textbooks or Keep the Cost of Textbooks as Low as Possible

It seems to be generally agreed that state textbook adoption systems do have some control, with limits, over the cost of texts and that this control is primarily related to the guaranteed price, contract price, which allows no price increase for the length of the adoption cycle. Respondents thought that price setting leads to more consistent pricing. Also, state adoptions were viewed as saving publishers, local districts and tax payers money in two ways. First, by controlling the cost of the textbooks during the adoption cycle and, second, by eliminating weak programs from consideration.

Provides Advantages for Publishers

All publishers have a continual opportunity to participate and receive equal amounts of time for their presentations. If a publisher's text is listed, it provides a potential major source of revenue. Residual business for the publisher during the period of the contract is guaranteed. For publishers, working state adoptions is cost effective. State and local deadlines limit the length of time for selling thus, to some degree, cuts expenses by limiting travel. Marginal programs that don't get listed, don't need to be sampled which is a savings.

State adoption provides better opportunities for management. Scheduling is easier. A focus of resources, and a concentration of effort, allows more efficient presentation of products. At the local level, time is saved because fewer products need to be screened. Competition for the publishers is limited by state adoption systems. Less record keeping is necessary in working state systems.

In state level adoption systems, school districts are more receptive to allowing publishers to contact and provide services to local committees. The structure of the state system provides the opportunity for the publisher to deliver to the greatest markets in any given year. State curricular requirements help publishers design textbooks that support local curriculum.

Saves Time for Local Districts

The comments for this category lend support for the intent that state textbook adoption systems do save time for the local districts. Time is saved because state systems narrow the list of choices before local selection which limits the number of programs to be evaluated by the local reviewers. This was viewed as particular assistance to small, rural districts. This helps eliminate the need for local systems to spend time screening inferior programs.

Provides Opportunity for Input to Publishers

Publishers know the state adoption cycles and if they want to participate in that market they are well advised to gear their publications to that call. The adoption cycle causes the publisher to revise and develop textbooks more often. Pressure on publishers cause them to constantly keep abreast of current research in reading. Also in answer to accountability demands, publishers are depending more on research-based programs.

State systems can improve publishing practices by demanding high quality, research-based practices, "considerate" texts, etc. Needs and concerns of the state and local districts can be communicated to the publisher. Books can be written to meet state guidelines specifically. The states that expend the most money per pupil are more likely to receive custom made books. One respondent offered the following insights. "The instructional

quality of the texts improves as publishers try to incorporate the different state curricula into their texts. This serves as a basic foundation or minimum upon which publishers can build and expand. It is not as restrictive as it is often portrayed. A review of the different curriculum frameworks for the major states will show a concerted effort to include widely recognized skills and appropriate content in courses."

Another respondent made the following observation, "Textbook companies are in business to make a profit. The profit comes if consumers see value in the product. If the product does not meet the needs it won't sell. The publishers are in business to meet the needs of teachers and students. A state adoption program can communicate and control those needs. I believe this is the major strength of a state adoption system."

Provides for Public Participation in the Adoption Process

State adoption systems serve as a vehicle for public input by providing broader public participation. Committee membership usually includes statewide representation, representation from different levels of the education profession and sometimes lay participation.

It was suggested that the public review provided by a state system leads to greater public knowledge and increased interest within the community. Participation by the public is enhanced which in turn can mean that taxpayers will be more apt to get

involved. One respondent felt that providing public participation at the state level takes some stress off local adopting units.

Controls the Marketing Practices of the Publishing Industry

Comments seemed to indicate that state adoption systems keep the process of textbook selection as fair and clean as can be expected under the circumstances. A number of ways that state systems attempt to accomplish this were mentioned. The main idea was that all publishers obstensibly play by the same rules which is described as the fair way for publishers to work.

It was reported that state systems do provide some control and do have good effect on the marketing practices of publishers reducing political textbook adoption decisions. State systems attempt to curb giveaways, to provide for equal competition among publishers, to equalize sampling procedures and to reduce pressures from special interest groups. Some sentiment was expressed that best programs do make the list when marketing guidelines including those just mentioned are enforced. State adoption contracts assure that a text which has been adopted will be available to schools at least for the period guaranteed by the publisher, usually the length of the adoption cycle.

Allows the State to Share Responsibility for Potentially Controversial Textbooks with Local School Districts

Less than ten comments related to this category. Sentiment was expressed that state systems do absorb some of the controversy

over issues and subjects but that the system does at least allow consideration of all materials. It also provides for review by an equal and factual compliance committee.

Sixteen respondents expressed the idea that state adoption systems do not have any strengths.

Major Weaknesses of State Level Textbook Adoption

In Section VI of the questionnaire, Question 5, respondents were asked to list major weaknesses of state level textbook adoption systems. These weaknesses were categorized by domain analysis and reported in this section of the report. The categories are reported according to frequency of comments starting with most frequent comments. All comments are respondent's perceptions not those of the researcher. Seven of the eight categories parallel Tulley's intents although in a negative sense and are marked with an asterisk (*).

*1. Overemphasizes structure and organization in the adoption process.
2. Allows politics to affect textbook decisions.
*3. Results in inappropriate state wide curricular uniformity.
*4. Increases the cost of textbooks.
*5. Restricts marketing practices of the publishing industry.
*6. Overemphasizes periodic review and purchase of textbooks.
*7. Interferes with the selection of quality textbooks.
*8. Defers to special interest groups in the adoption process.

Overemphasizes Structure and Organization in the Adoption Process

Because the state level adoption is very organized, some respondents feel that information flow is restricted. State level structure and organization are consistent with few (if any) local districts. From a publisher's perspective, the rules and regulations involved in filing are too detailed. Then, too, the state adoption process, although there are detailed procedures, is changed yearly with new regulations and new time lines. Inconsistencies in procedure do occur. Policies are sometimes established but not followed.

Some respondents though that the state system requires too much time from submission of texts for evaluation to installation in the classroom. The process requires a lengthy evaluation time because of paper work load, heavy study load and the two tier evaluation system. The load increases because different subject area texts are being evaluated every year.

One issue discussed in this category is the establishment of a fixed number of companies to be listed at the state level as opposed to eliminating only those companies whose product does not meet state standards. Many states limit the number of textbooks to be listed to five or some arbitrary number. Too few programs listed for local district consideration was thought to be restrictive and limiting. It is possible that excellent textbooks do not make the cut simply because of the number of restrictions. Some respondents stated that an arbitrary number restriction

decreases the choices of quality textbooks for consideration at the local level and that local systems should have access to all quality programs. Some state systems, however, have a waiver process for school districts that prefer a non listed program.

States with limited lists do not give local districts a wide range of choices for different ability levels and special populations. Materials developed for unique situations are usually omitted from state lists; and therefore, are less accessible to teachers.

Another main concern expressed by some respondents is the quality of the review criteria. Concerns for this category were numerous and diverse. Some respondents commented that committees do not establish effective selection criteria. Sometimes, however, prohibitive features are required which would require unreasonable investment or time. Special interest groups can have excessive influence on the development of the standards for selection. Sometimes use of specific criteria leads to tunnel vision -- where reviewers are looking for trendy content in texts. Some respondents feel that too much value is placed on the copyright date as an assurance of a current text. Very seldom is any consideration given in selection criteria to how well programs work in schools and why. Publishers are certainly aware of selection criteria and, in some instances, are invited to react to selection criteria and subsequent modifications made before criteria are used for text selection.

Some respondents expressed the concern that administrative detail and paperwork at the state level are cumbersome. Also, state sampling requires large numbers of one product furnished all at one time.

Some were concerned that shallow, quick and superficial reviews can occur which in turn encourage adoption decisions based on the more obvious features with lack of attention to content. Decisions are based on "fluff and not the stuff". A lack of training and active participation by the evaluators are both mentioned as concerns. Having so many subject areas under consideration by one committee at one time is mentioned as a negative feature that could be alleviated. Some were concerned that state department of education staff do influence textbook adoption decisions. Sometimes the evaluators reflect the "philosophy" of the state supervisor. On the other hand, it is acknowledged that good leadership is crucial to the success of the process. Some concern was expressed that this process is under the management of the state director who may be weak.

Also, politically appointed commissions or state boards can and sometimes do vote in contradiction to the accumulated evaluations of the state reviewers. A reading program may receive the highest rating by the curriculum committee and still not make the state list because state board members, in some instances, make the final decision. This makes the work of the committee

merely an exercise and not a recommendation seriously considered which translates into a "waste of time".

Some respondents expressed concern that districts at the local level can be influenced by the states' rating instead of the quality of the book. Local school districts sometimes assume that the textbooks have already been evaluated at the state level so they exercise less care. With the state stamp of approval, it is assumed that further evaluation at the local level is not needed. The state listing gives the local system the false impression that most programs are equally effective. If the textbook is on the state list, it is presumed good -- so local committees sometimes feel that the extra materials, the ancillaries, are the most important items to consider.

Evaluation of textbooks at the state level is too massive a job to insure indepth analysis in a short time frame. Usually, there is no time or provision to try out the books before adopting unless a local district purchases a set prior to adoption. Time also needs to be allotted in the process for training for textbook reviewers. Too few people, reviewing a large number of books, in limited time, puts a lot of pressure on the reviewers. The timeline local districts are given after the state committee completes its review is too limited for quality text selection. Time is so limited that publisher presentations, brief round robin, are too short. Little time is available for publishers to describe and explain programs and answer questions.

Another concern expressed was that the state picks the evaluators or reviewers. Some felt that too much power is in the hands of a few people. That a few people are selecting for many.

Another consideration addressed the qualifications of the reviewers. It was suggested that standards or criteria need to be set for committee membership. The use of non professionals on textbook evaluation committees was questioned.

It was expressed that sometimes state level committees are not thorough or involved in the evaluation and selection process. Being somewhat removed from the direct use of the text lessens the feeling of ownership for the committee members in the decision.

Allows Politics to Affect Textbook Decisions

The general theme of this category seems to be that state adoption systems have great potential to become political so politics is more likely to be involved at that level. When state textbook directors stay in office too long, political allegiances are sometimes formed with individuals representing certain publishers which ultimately leads to leaks in confidential information critical to the adoption process, etc. Usually no written accountability is required so circumstances do get manipulated. Favoritism does sometimes occur.

Political considerations are sometimes involved in the selection of "yes men" curriculum commissioners and teachers to be reviewers. States do not always monitor procedures so graft

sometimes occurs. A potential chance for "payoffs" or "paybacks" is always present. Adoption decisions may be manipulated by "give aways" or political history, administrators or board members to change adoption decisions.

In some states, especially larger states, the extreme competition to get on the approved list can become very political and sometimes unethical. One respondent gave the description, "Book people work individuals just like lobbyists and also try to put their people in influential places and buy them by offering them consulting and reviewing positions." At the state level there is potential for large scale corruption. In open territory, at least, the potential for corruption is at the local level with the results being seen on a smaller scale.

Some people at the state level expect favors (i.e. invitations, dinner, etc.). Some state jobs are created and maintained for state level adoption systems. Sometimes the persons involved use the systems to perpetuate or enhance their position. In some instances preserving personal position and prestige becomes the focus rather than selection of quality textbooks.

Results in Inappropriate Statewide Curricular Uniformity

In some responses it was indicated that there were insufficient state guidelines to be of any assistance. In some instances, it was felt that the state controls the curriculum too

rigidly causing publishers to make ethical compromises in development of texts to satisfy state guidelines. Others felt that state guidelines, restrictive in the development of reading programs to reflect trends, research, etc., forced inflexibility in book choices. In conservative states, the state curriculum framework often avoids mention of controversial subjects. Publishers who include these subjects are often affected by protests from special interest groups that result in changes or deletion of objectionable content, if that will enhance their ability to sell the texts at the local level.

Some respondents felt that state adoption systems unduly influence the conceptualization, development, and content of textbooks without regard for current research and practice. Since programs are designed to meet special objectives of certain states, large adoption states determine the curricula for the whole nation. All states must then select from those programs. Special interest groups often focus their attention on the adoption systems of those states and thus influence the content of all textbooks. There is the risk that publishers may create what will sell rather than materials which reflect best instructional programs. It forces copyright revisions to key states guidelines and adoption cycles and slants the product to what might influence "getting on the list" rather than what is good educational material for students. Specific examples were cited where the respondent's company was writing the reading and language arts

program to insure a fit with a large state framework. Publishers are inclined (almost forced) to "bend" the content of texts to meet the objections of adoption committees.

Their process of conflict avoidance tends to squelch new and innovative ideas in textbooks as publishers must "play it safe" when developing programs. The willingness of publishers to experiment is certainly narrowed.

Large companies may gain advantage over small companies in their ability to spend extra money to customize books for particular states. Large adoption states exert excessive control on the contents of basal programs; other states and the rest of the country are limited to textbooks that include what large states require. Publishing companies overemphasize one or two major states in laying out curriculum designs for their books. One respondent made these observations. "There is a tendency for publishing houses to be influenced by curricular guidelines and deadlines by the largest state adoptions. Usually this influence is benign, sometimes even positive. But generally, it is not healthy for 48 states to have to use books whose structure and content is influenced by Texas and California."

Other confusing circumstances relate to the lack of consistency among large state curricula and the resultant forced speeded development and revision of reading programs. When states issue a textbook adoption call, publishers respond but the development process to textbook revision is hurried. Too little

time is provided to respond to issues ranging from curricular guidelines and selection criteria to the date for delivery of bound texts. In the rush, thinking, planning and field-testing are not fully developed. Not enough lead time is given for publishers to develop materials. This, in turn, affects the amount of serious study given to philosophical development of programs. Publishers have less "flexibility" in developing textbooks.

In general, textbooks are becoming homogeneous rather than a broad variety of approaches. A monolithic view of reading instruction is encouraged. One respondent expressed his view, "Publishers create what the states have selected -- a self-fulfilling prophecy of mediocrity results from the process. Texts become too easy -- mundane in form and style."

Increases the Cost of Textbooks

State systems tend to increase rather than decrease the overall costs of texts nationally because of intense competition in high revenue state adoptions. Textbook companies pour huge amounts of money into large state adoptions, driving up the costs of all their textbooks for everyone. Companies spend fortunes competing for the few slots, particularly when large state adoptions use small multiple lists. These costs are particularly excessive for the small publisher.

Participation for publishers in state system adoption is expensive for many reasons. One frequent complaint of the respondents is the cost of providing excessive numbers of book samples to both state and local reviewers. Some states do buy the samples for the adopted texts. Adoption criteria often require learner verification information from the publisher which is extremely expensive. Advertising and marketing are expensive items. In order to submit texts for consideration, a filing fee is sometimes charged to the publisher by the state. Expense also is involved in preparation of documents necessary for participation in the process.

An increasing problem (in local adoption states as well as state adoptions) is for educators to want "freebies" or "giveaways". The more companies give away the higher the cost of books. Many of the previously mentioned expenses with state adoption are then repeated at the local school district level.

The basic issue of the value of cost over quality considerations was mentioned often by respondents. It was also stated that while a state textbook adoption does ensure a stable price for the length of the contract, considerable price change occurs when a subject area comes up for the next adoption.

State level adoption in addition to being expensive for the publishers, is a lengthy, expensive process for the state. Salaries of state employees, expenses of reviewers, and

reimbursement for time and effort for committee advisors are some of the expense items mentioned.

To compound the problem, publishers go through the expense of the adoption process to find that purchase of textbooks does not always occur. Listing by the state does not insure that each local unit will adopt and purchase textbooks. Funding provided by the state and/or local school districts sometimes is not adequate for yearly purchases. In addition, states only provide the most basic of the materials a publisher offers, not the ancillaries. Local education agencies must purchase the ancillary and supplementary materials of a program with other funds.

In some states the local districts are not required to spend state allotted textbook money but can save it for another time or it may be used for other expenditures. Sometimes local units have the option to adopt or not to adopt.

Restricts Marketing Practices of the Publishing Industry

The challenge mentioned in this category is controlling marketing practices without being too restrictive. Some feel that larger companies have better access to key decision makers through their financial resources. Entertainment of committee members seems to be a marketing effort of some concern. Large publishing firms are viewed as having the dollar advantage, thereby being able to influence selection through consultants and marketing schemes.

Some respondents believe that state adoption procedures do not allow the true free enterprise system to work. Procedures and requirements can inhibit publishers from submitting materials unless the market is large. Regulations can limit how a company works for listing. The bureaucracy can result in excessive sampling and promotions.

Concern is expressed that in some states publishers are allowed too much access to committee members. Yet some respondents feel that guidelines concerning publishers contacting committee members seem rigid and distrusting of all publishers and their representatives. One respondent commented, "I know of specific instances where inferior programs were listed or approved because of "contacts" and marketing strategies, while good programs were not listed due to the lack of effective marketing plans."

A number of respondents expressed concern that marketing regulations need to be enforced. Unlimited gifts of textbook or textbook ancillaries seem to be of some concern. "Giveaways" need to be prohibited or at least regulated.

Publishers in state adoptions also experience either "feast or famine" in sales volume. "Feast", big profits, is possible if they are listed. "Famine", no sales, is for the length of the adoption cycle, if not listed.

Overemphasizes Periodic Review and Purchase of Textbooks

Some respondents point to lack of logic in the policy of changing textbooks according to the calendar instead of when a real need exists. States tend to stay on adoption cycle even when adoption is not really needed or funds are not available for purchase. Also, elementary teachers in state level textbook adoption systems usually have new texts in multiple subject areas to implement each year. This system requires school districts and teachers to begin anew with each adoption cycle the process of building an education program in a subject area, thus limiting the opportunity for refinements over a period of time.

Review time, the adoption cycle, is every 5 - 6 or so years. If not on the adoption lists, publishers are blocked out of selling reading textbooks for the length of the adoption cycle. Most basal programs are published to coincide with adoption cycles for Texas and California; therefore, smaller adoption states are many times at the mercy of publication schedules directed toward the larger states.

State systems lead to a lag in educational creativity as a publisher who deviates from schedule would miss the main thrust of the market place. Products which are in the process of revision or about to be revised are not always available for specific state adoptions. New materials, therefore, developed off cycle are not accessible to the teachers.

A Six or eight year adoption cycle can result in use of out-of-date texts. In addition some states have a readoption clause which allows the continued use of an adopted text for an additional cycle.

Interferes with the Selection of Quality Textbooks

Doubt was expressed concerning the presence of better quality education and educational materials in state adoption systems. One point raised was that the latest copyright may not be available at the time textbook selection is made. When competitive price is an issue, textbooks in order to be "less expensive" may become "cheap" or of inferior quality. State adoption calendars motivate publishers to speed up production, timetables and editing schedules sometimes to the disadvantage of quality.

Defers to Special Interest Groups in the Adoption Process

Some respondents expressed concern that too little general public participation and knowledge exist. Other respondents felt that, at times, special interest groups may have too much influence on the selection process or the selection criteria that are being used. Sometimes a vocal public that knows nothing, or very little, about reading can heavily sway a committee.

As mentioned previously in domain analysis of Section VI, No. 4 concerning strengths and No. 5 concerning weaknesses, many categories emerged that related to the intents identified by

Tulley. Many of the intents, in fact, were identified as both strengths and weaknesses. Table 34 summarizes that information.

TABLE 34

Categories for Strengths and Weaknesses of State Level Textbook Systems

Tulley's Intents	Strengths	Weaknesses
1. Control cost	*5. Control cost	*4. Increase the cost of textbooks
2. Control marketing practices	10. Control marketing practices	5. Restricts marketing practices
3. Provide public participation	9. Provide public participation	8. Defers to special interest groups
4. Ensure periodic review	1. Ensure periodic review	6. Overemphasizes periodic review
5. Save time for local districts	7. Save time for local districts	Not Cited
6. Provide structure and organization	4. Provide structure and organization	1. Overemphasizes structure and organization
7. Allow state to share responsibility	11. Allow state to share responsibility	Not Cited
8. Ensure curricular uniformity	2. Ensure curricular uniformity	3. Results in inappropriate statewide curricular uniformity
9. Ensure selection of quality	3. Ensure selection of quality	7. Interferes with selection of quality
	6. Provides advantages for publishers	2. Allows politics to affect textbook decisions
	8. Provides opportunity for input to publishers	Not Cited

*Strengths and weaknesses are numbered according to frequency of comments starting with 1 = the most frequent comments to 11 or 8 = least frequent comments.

Eleven categories of comments were identified by domain analysis concerning strengths of state level textbook adoption. Nine of those categories were strengths related to each of the intents identified by Tulley. Providing advantages for publishers and providing opportunity for input to publishers were identified as categories in addition to the nine statements of intent.

The four strengths, in order of frequency of comments, were ensuring periodic review and purchase of textbooks, ensuring some degree of statewide curricular uniformity, ensuring the selection of quality textbooks, and providing structure and organization to the adoption process. These four agreed with Tulley's intents.

Eight categories of comments were identified by domain analysis concerning weaknesses of state level textbook adoption. Seven of those categories were weaknesses related to intents identified by Tulley. Allowing politics to affect textbook adoption decisions was identified as an additional category.

The four weaknesses, in order of frequency of comments, were overemphasizes structure and organization, allows politics to affect textbook decisions, results in inappropriate statewide curricular uniformity and increases the cost of textbooks. Three of the four according to frequency of comments were weaknesses related to Tulley's intent. Allowing politics to affect textbook adoption decisions, receiving the second highest number of comments, was not an intent mentioned by Tulley. No weaknesses

were mentioned concerning saving time for local school districts and allowing the state to share responsibility for potentially controversial textbooks with local school districts.

Summary of Chapter 4

Chapter 4 contains the presentation and analysis of data obtained from the responses to the questionnaire designed for this study. Demographic data describing the respondents were presented first. The rest of the results were presented in accordance with the Research Questions.

Because Research Question 1a, 1c and 1d had similar response format and analysis procedures, they were reported first. Because related Research Questions 4a and 4b compared questionnaire responses by role responsibility and by publishing firms of the respondent for Research Question 1a, 1c and 1d, these results were reported as each of those questions were addressed.

Raw score frequency counts, percentages, means and ranking of means relative to appropriateness, achievability and accomplishment were reported for questions 1a, 1c and 1d. To address related Research Question 4a and 4b, analysis of variance was used at the .05 level of significance. In instances where significant differences were found, Scheffe's multiple-comparison procedure was used at the .05 level to identify the specific means that were different.

For Research Question 1b concerning the importance of intents the raw score frequency count was reported and converted to means to provide a representation for overall ranking. Summary tables were reported for each of the Research Questions 1a, 1b, 1c, and 1d as each of those questions were addressed and again in a summary table of rankings for all descriptors (i.e. appropriateness, importance, achievability, accomplishment) for comparison purposes.

Next responses for Research Question 2, Influences of State Level Textbook Adoption Systems, were reported by raw score frequency, percentage distribution of responses, and converted means. A summary table was provided for each sub question for Question 2 and again in a comprehensive summary table for the entire question.

The overall effectiveness of state level textbook adoption, Research Question 3, was reported in tabular form by raw score frequency count and percentage with comments categorized by domain analysis. A table also reported data by frequency count for respondent preference for type for textbook adoption preferred followed by categories identified by domain analysis of related comments.

Last, comments concerning strengths and weaknesses of state level textbook adoption were analyzed by domain analysis and identified categories reported. A summary table was used to show

relationships and strengths of categories with intents identified by Tulley and between areas of strengths and weakness.

Chapter 5 provides a summary of the key findings for the study followed by statements of conclusions. Implications and recommendations for the future will be offered.

Chapter 5

Summary and Conclusions

Summary of the Investigation

Purpose of the Investigation

The purpose of this study is to examine the perceptions of selected textbook publishing personnel concerning the value of state level textbook adoption systems. The perceived value has been examined in relation to intents for state level textbook adoption systems as identified in an investigation by Tulley (1983). Perceptions examined concerned appropriateness, importance, achievability and accomplishment of those intents for state level textbook systems and influences of state adoption beyond individual text selection.

Summary of the Procedures

A survey instrument, a written questionnaire, was developed especially for this study. Items on the questionnaire asked respondents to rate and rank alternatives related to statements of intent for state level textbook adoption systems (Tulley, 1983) and to provide additional information requested in the questionnaire. Representatives associated with 12 selected publishing firms were asked to complete the questionnaire.

Survey questionnaires were returned by 267 of the 388 individuals contacted, a 69% rate of return. Data collection

continued over a period of five months starting in the spring of 1986. Responses were received from all 12 publishing firms and all four groups by role responsibility.

The following questions were addressed in this investigation to examine the perceived value of state level textbook adoption systems.

1. To what extent are the intents for state level textbook adoption systems:
   a. appropriate?
   b. important?
   c. achievable?
   d. goals which are being or have been accomplished?
2. To what extent do respondents believe that reading adoption decisions by state level textbook adoption systems affect:
   a. subsequent adoptions?
   b. prepublication development through:
      (1) curricular guidelines?
      (2) textbook evaluation and selection criteria?
      (3) cyclical adoption schedules?
3. To what extent do respondents rate state level textbook adoption systems as being effective (positive achievements outweigh negative consequences)?

4. How do respondent's perceptions vary for Research Question 1a, 1c and 1d according to:
   a. their responsibilities with publishing firms?
   b. publishing firms?

Summary of the Findings

Demographic data collected indicated the typical respondent was a former elementary teacher, knowledgeable about state level textbook adoption, between the ages of 40 and 49 years who had been in his/her current role with the publishing firm for more than twelve years.

With respect to Research Question 1a, a majority of the respondents agreed that all intents were appropriate for state textbook adoption systems except controlling the marketing practices of the publishing industry. Respondents, grouped by role, were generally in agreement concerning the appropriateness of all intents as were respondents from the twelve publishing firms except for companies G and J for intent number nine, ensuring the selection of quality textbooks. Respondents from company G indicated significantly more agreement with the appropriateness of intent number nine than respondents for company J.

Regarding Research Question 1c, all respondents agreed that ensuring the periodic review and purchase of textbooks is an achievable goal for state level textbook adoption systems. A

majority of the respondents agreed that all the intents were achievable except controlling the marketing practices of the publishing industry. Authors, editors, regional managers and sales representatives generally agreed as to the achievability of all of the intents for state textbook adoption. Respondents from the twelve publishing firms agreed as to the achievability of the intents except for intent number nine, ensuring the selection of quality textbooks. Employees of company G were more likely to agree that state adoption practices could ensure selection of quality textbooks than were the employees of company J.

In connection with Research Question 1d, a majority of the respondents agreed that all intents except controlling the marketing practices of the publishing industry were in fact being accomplished. Respondents grouped by role were in general agreement on the question. A significant difference between responses of authors and salesman with respect to intent number nine, ensuring the selection of quality textbooks, was found. Local sales representatives were more likely to agree that state adoption practices ensured the selection of quality textbooks than were authors. Company affiliation was not a factor in the way respondents replied to questions about the accomplishment of all intents for state level textbook adoption.

The intents ranked highest, listed in order of importance, for Research Question 1b were: (a) ensures the periodic review and purchase of textbooks, (b) provides structure and organization

to the adoption process, (c) ensures the selection of quality textbooks, and (d) ensures some degree of statewide curricular uniformity. Controlling the marketing practices of the publishing industry was ranked last, in terms of importance.

In reference to Research Question 2, a majority of the respondents agreed that adoption decisions by state level textbook adoption systems affect subsequent adoptions. The majority agreed also that prepublication development of reading textbooks is affected in the following three ways:

(1) State curricular guidelines are used in the design of reading programs.

(2) State evaluation and selection criteria have some effect on prepublication development of reading programs.

(3) Adoption cycles of large state systems influence the timing of publication of reading textbooks in their company.

In regard to Research Question 3, almost 70% of the respondents rated overall effectiveness of state level textbook adoption systems as good or excellent with approximately 15% rating it excellent. Domain analysis on comments concerning effectiveness found support for the following generalizations concerning state systems. That state level textbook adoption systems:

(1) Provide structure and organization to the adoption process.

(2) Allow politics to influence textbook selection decisions.

(3) Utilize curricular guidelines in textbook selection procedures.

Almost half of the respondents reported a preference for local adoptions with 42% indicating a preference for state adoption systems. Domain analysis of the comments pertaining to respondent preference supported the following generalizations concerning state systems. That state level textbook adoption systems:

(1) Provide structure and organization to the adoption process.

(2) Provide benefits for publishers.

(3) Allow politics to influence textbook selection decisions.

(4) Ensure the selection of quality textbooks.

(5) Provide guidelines for textbook selection.

Domain analysis on the comments related to major strengths of state level textbook adoption resulted in the following generalizations (listed in order of frequency of comment). It is noteworthy that nine of the 11 categories concerning major strengths match intents identified by Tulley (1983). These are noted with an asterisk (*). That state level textbook adoption systems:

*(1) Ensure the periodic review and purchase of textbooks.

*(2) Ensure some degree of statewide curricular uniformity.

*(3) Ensure the selection of quality textbooks.

*(4) Provide structure and organization to the adoption process.

*(5) Control the cost of textbooks.

(6) Provide advantages for publishers.

*(7) Save time for local school districts.

(8) Provide opportunity for input to publishers.

*(9) Provide for public participation in the adoption process.

*(10) Control the marketing practices of the publishing industry.

*(11) Allow the state to share responsibility for potentially controversial textbooks.

Domain analysis on the comments related to major weaknesses of state level textbook adoption systems resulted in the following eight generalizations (listed in order of frequency of comment). Again, it seems noteworthy that seven of the eight categories for major weaknesses parallel intents identified by Tulley (1983). That state level textbook adoption systems:

*(1) Overemphasize structure and organization to the adoption process.

(2) Allow politics to affect textbook decisions.

*(3) Result in inappropriate statewide curricular uniformity.

*(4) Increase the cost of textbooks.

*(5) Restrict marketing practices of the publishing industry.

*(6) Overemphasize periodic review and purchase of textbooks.

*(7) Interfere with the selection of quality textbooks.

*(8) Defer to special interest groups in the adoption process.

In domain analysis concerning major strengths and major weaknesses for state systems, most categories emerging related to Tulley's intents for state systems (Tulley, 1983). Many of the intents, in fact, were identified both as strengths and weaknesses (See Table 34). While it is not possible to determine to what extent the questionnaire itself contributed to this finding, it is entirely possible that respondents were sensitized to certain issues by the act of completing the questionnaire. Further research could profitably be conducted to disentangle these two matters (i.e. Tulley's intents and respondent's view of the strengths and weaknesses of state textbook adoption).

Conclusions and Discussion

Characteristics of the Respondents

The respondents in this study were selected because of their involvement with the textbook publishing industry and state level textbook adoption systems. Almost all of the respondents were experienced professionals in the publishing business; however, it seems noteworthy that most had worked in the education profession, frequently in several roles and at various levels of teaching, prior to their involvement with the publishing industry.

Some publishing company personnel called in response to the questionnaire, others wrote notes or letters stating that they had worked for more than one publishing firm, expressing a personal interest in state level textbook adoption systems and offering assistance with the study. A few called or wrote to say that they could not or would not participate in the study.

Accomplishments, Strengths and Weaknesses of State Level Textbook Adoption Systems

The results of this study suggest that state systems are perceived as having considerable positive value. Eleven categories related to major strengths for state level adoption systems emerged from this study. Interestingly, nine of those eleven categories matched the nine intents for state adoption systems identified by Tulley in 1983.

Furthermore, the majority of the respondents rated eight of those intents identified by Tulley (identified in the present study as major strength categories) as appropriate, achievable and presently being accomplished. Four of the intents identified by Tulley were so rated by approximately three-fourths or more of the respondents. Namely that state systems (a) ensure periodic review and purchase of textbooks, (b) provide structure and organization to the adoption process, (c) ensure some degree of statewide curricular uniformity, and (d) ensure the selection of quality textbooks. Those same four intents identified by Tulley

were also ranked by the respondents as highest in importance. Two of those intents (i.e., that state systems ensure some degree of statewide curricular uniformity and ensure the selection of quality textbooks), agreed with Tulley's findings in that those issues emerged in his study as most clearly pertaining to intentionality. That state systems provide structure and organization to the adoption process and ensure that selection of quality textbooks emerged again in the present study as a strength category related to the type of textbook adoption system preferred by respondents.

The positive value of state adoption systems is further supported by the emergence of two additional generalizations related to major strengths: that state systems provide advantages for publishers, and that state systems provide opportunity for input to publishers. Some of the advantages identified for publishers could also enhance the textbook selection process within state systems. For example, time is saved for the publisher but is also saved at the local level in state systems because fewer textbooks need to be screened. Also, state curricular guidelines give publishers the opportunity to design textbooks that provide for state and local curricular requirements but also provide state systems with textbooks for consideration that are based on curricular requirements.

Acknowledgement by the respondents that these eleven categories related to major strengths, including eight which are

viewed as appropriate and important accomplishments for state level textbook adoption systems, is somewhat surprising, particularly the idea that state systems provide advantages to publishers. Comments in the literature concerning the views of publishers regarding state systems tend to mention mostly negative aspects of those systems. Publishers are sometimes described as viewing the two tier state adoption system as excessively bureaucratic, time consuming, and expensive.

On the other hand, this study did reveal some perceived limitations of state level adoption systems. The majority of the respondents regarded the intent of controlling the marketing practices of the publishing industry as inappropriate, least important, unachievable and not presently being accomplished. However, some respondents viewed this intent as a strength while others viewed it as a weakness for state systems. This intent if accomplished, would, of course, directly affect the activities of the respondents and their publishing firms.

Approximately half of the respondents in this study indicated a preference for "open" systems with almost 42% indicating a preference for state adoption systems. Even though more respondents expressed a preference for "open" systems, preference between state and "open" systems were rather evenly divided.

Additional limitations of state adoption systems were revealed by the results of this study in the identification of eight generalizations related to weaknesses. Interestingly, seven

of those weaknesses were negative aspects of the intents identified by Tulley (1983). Also of interest, these same seven weaknesses were identified earlier by some respondents as major strengths of state systems. That state systems allow politics to affect textbook selection decisions emerged as an additional weakness.

That state systems allow politics to influence textbook selection decisions was a generalization that emerged again in the comments from the questionnaire that related to overall effectiveness and again in comments related to respondent's preference for type of adoption systems (state or "open"). The repeated emergence of this weakness category in three separate sections of the questionnaire conveys a fairly strong and consistent concern among the respondents about this issue.

Thus, state level textbook adoption systems are viewed by respondents as having some value by accomplishing many appropriate, important purposes. However, some of these accomplishments are viewed as mixed blessings, having both positive as well as negative consequences. The various state level textbook adoption systems were described by the respondents as having some common elements but, also, to be individual and separate systems having variation in procedures and accomplishments.

The results of this study indicate that state adoption systems may have at least two strengths beyond the intents

identified by Tulley. Many questions still remain concerning the value of these systems. Do these systems have other appropriate, important accomplishments? Are there other goals for state systems that would be appropriate, important and achievable? Are the two new strengths that emerged during this study (i.e., that state systems provide advantages for publishers and opportunity for input to publishers) appropriate and important goals for state systems? These issues, as well as others to be raised below, could be examined in future research efforts concerning the value of state adoption systems.

State adoption systems were described by respondents in this study as having many purposes that were regarded as appropriate, important and presently being accomplished. Yet, many of these accomplishments were identified as both strengths and as weaknesses for state level textbook adoption systems. Do other constituent groups view these purposes, strengths and weaknesses in the same ways?

Controlling the marketing practices of the publishing industry was viewed by a majority of the respondents, as inappropriate, unimportant, unachievable and not being accomplished. Do other constituent groups view this in the same way?

That state systems allow politics to affect textbook selection decisions repeatedly emerged as a new category of concern for the respondents in this study and also emerged as a

major weakness of state systems. The next logical step might be to investigate ways in which political influence occurs.

Influence of State Level Textbook Adoption Systems

The results of this study indicate that state systems decisions were viewed by the respondents as having impact which goes beyond the individual state. A very high percentage of respondents indicated that large state systems do influence the scheduling of publications and the prepublication development of reading textbooks from their company.

State curricular guidelines and selection criteria are perceived by the respondents as something considered in the prepublication development of reading textbooks. That state systems provide opportunity for input to publishers was further clarified and supported by the emergence of that finding as a major strength of state adoption systems.

Over half of the respondents indicated that subsequent textbook adoption decisions are influenced by previous text adoptions in another state. Whether these influences were perceived as positive or negative factors was not a focus in this study; however, the existence of state guidelines and selection criteria serving as an avenue for input to publishers did emerge in this study as a major strength of state systems.

Thus, it seems that state systems are perceived as having leverage or power beyond that of text selection in individual

states. Also, it seems that state curricular guidelines and selection criteria are perceived as playing a significant role beyond serving as guides for text selection.

Forced text revision could be a positive result of state adoption in that publishers would be aware of adoption cycles and the need to have available current texts for consideration. The awareness that state curricular guidelines and selection criteria are perceived as influential in prepublication text development, emphasizes the importance of the content and quality of those standards used for textbook evaluation and selection.

The findings of this study indicate the importance of considering a comprehensive view of the effects of state level textbook adoption systems when studying their value as the influence of state systems involves more than textbook selection for individual states. Consideration should be given to the fact that state systems influence subsequent textbook selection decisions in other states and school systems and the prepublication development of reading textbooks.

The Overall Effectiveness of State Level Textbook Adoption Systems

The positive value of state systems is further supported by the fact that about 70% of the respondents in this study rated the overall effectiveness of state systems as good or excellent. That state systems provide structure and organization to the adoption process and utilize curriculum guidelines in textbook selection

procedures, emerged in this study as categories positively related to effectiveness. As mentioned earlier, these categories related to structure and organization for state systems also emerged in this study as strengths and matched one of the intents identified earlier by Tulley (1983).

That state textbook systems allow politics to influence textbook selection decisions emerged in this study as a category negatively related to effectiveness of state systems. The level of respondents' concerns related to this issue was evident in that it emerged in domain analysis of three separate sections of the questionnaire. This concern ranked second in terms of number of comments for major weakness.

Implications for Practice

The findings of this study lend support to the value of state level textbook practices. While no absolute or clear cut answers for the issues investigated in this study were found, this study does have some implications for educational practices.

Data for this study were gathered and analyzed, not only to determine what could be learned from groups of people having different responsibilities in the publishing industry concerning the usefulness of state level textbook adoption systems, but also to provide a basis for speculation about how these systems influence the availability and content of textbooks. This section addresses the usefulness of those systems by describing Tulley's

intents for perceived pertinence, significance and feasibility and also the congruence of intents and accomplishments. In addition, influences of state systems beyond text selection are considered for potential ramifications.

When education practitioners address the responsibility for textbook selection, a decision must be made concerning how to structure and organize a system for effective evaluation and selection. If an adoption system is already in place it can be changed, or improved through revision. The data in this study suggest that state systems, in fact, have considerable value. This study suggests, therefore, that state level textbook adoption systems create conditions which produce appropriate and important accomplishments. Other strengths for textbook selection also emerged: that state level textbook adoption systems provide (a) advantages for publishers and (b) opportunity for input to publishers. Any change from a state system to an "open" territory system would need careful consideration to assure that the new "open" system would be at least as good or better than the current state system. Would the "open" system offer as many appropriate, important accomplishments and strengths with comparable time, effort and money expended?

Another implication of this study is related to the fairly high incidence and stable number of state level textbook adoption systems since 1905. Even though this study documented a number of perceived weaknesses for state adoption systems, an almost equal

number of accomplishments and a larger number of issues related to major strengths emerged. In the absence of absolute answers related to the issues concerning the value of state systems and the number (currently 22 states) and enduring nature of these state systems, it is unlikely that the number of state systems will fluctuate greatly in the near future. Therefore, practitioners need to focus attention on the improvement of those systems which do exist and are functioning.

The results of this study suggest that improvement efforts could be approached in a number of ways. One approach would be to focus attention on the continuance and improvement or enhancement of the strengths for state systems which emerged in this study (See p. 168).

Along the same line but a more focused approach would be the concentration of improvement effort on those specific intents that this study identified as highly appropriate, important and achievable. Those intents are that state systems: (a) ensure periodic review and purchase of textbook, (b) provide structure and organization to the adoption process, (c) ensure some degree of statewide curricular uniformity, and (d) ensure the selection of quality textbooks.

Since this study also identified issues related to major weaknesses for state level textbook adoption systems, another logical approach for improvement efforts would be concentration on those identified areas of weakness. A more focused improvement

effort of this nature could logically concentrate on those weaknesses that parallel the four intents mentioned in the preceding paragraph as highly appropriate, important and achievable.

A weakness of state systems identified in this study, that periodic review and purchase of textbooks was overemphasized, is a prime candidate for improvement efforts. Ideally, new textbooks would be purchased when the need arises; however, without regular adoption cycles the risk of not adopting and purchasing current textbooks is always a possibility. Some flexibility in adoption scheduling seems to be indicated but the need for some type of assurance that inappropriate or obsolete materials are not being continued also exists. If state systems utilize a readoption clause in their policy, it would need to be carefully structured and monitored. If most basic programs are published to coincide with adoption cycles for some of the larger state systems (i.e., Texas, California and Florida) as this study suggests, smaller adoption states might provide their professional staff and students with more current textbook by coordinating their adoption cycles with those larger states. Otherwise, these states miss the publication times for books which tend to be published for the main thrust of the market place.

Another weakness for state systems identified in this study, that structure and organization in the adoption process is overemphasized, is another area that would be appropriate for

improvement efforts. The results of this study suggest that state systems require too much time from submission of texts for evaluation to installation in the classroom. The heavy study load could be reduced in some states by appointing separate committees for selection of texts for each content field. This, of course would involve more people in textbook selection but provide the opportunity for reviewers to be content specialists, well-suited to selecting reading texts, and would allow the shortening of the time frame for a single subject as opposed to multiple text selection.

Too few programs listed for local district consideration was thought by respondents to be restrictive and limiting. Two ways to avoid a listing that is restrictive are to list all quality programs rather than an arbitrary number and have a waiver process for school districts that prefer a non listed program. This would allow the use of materials developed for unique situations or special student populations when the need arises.

Guidelines for the selection of qualified textbook reviewers would be one approach to improve the quality of the examiners. Training in textbook selection procedures for the review team is another approach that could be taken to help provide textbook selection decisions based on substantive issues.

Some respondents expressed concern that evaluation of textbooks at the state level is too massive a job to insure indepth analysis in a short time frame. Care needs to be

exercised in scheduling state system procedures to allow adequate time and enough evaluators to do an effective evaluation of submitted texts. Calendars must be made to allow adequate time for evaluation at both levels, state and local. Again, the suggestion is appropriate that a separate committee be appointed for the selection of reading textbooks only to cut down the number of books to be reviewed by the committee. This would be particularly true for a reading adoption, in that, reading programs usually involve several program components for each grade level with the committee examining total program for multiple grade levels (i.e. K-6, K-8). Also, by limiting the adoption to reading only, more time would be available for publisher presentations and subsequent question and answer sessions.

Communication and articulation between state and local systems need to occur so that consistency in structure and organization between and within the two systems can be assured. Communication also needs to occur to assure that reviewers at both levels understand their role and function so that neglect or unnecessary duplication of responsibility do not occur.

Inappropriate statewide curricular uniformity emerged in this study as another weakness for state systems. Two criticisms, that some state guidelines were insufficient to be of any assistance for text revisions and that some states control the curriculum too rigidly causing publishers to make ethical compromises in development of texts to satisfy state guidelines, were identified

for state systems. State systems are described as unduly influencing the conceptualization, development and content of textbooks sometimes without regard to current research and practice. Because programs are designed to meet special objectives of certain states, large adoption states to a large degree determine the curricula for the whole nation. These circumstances emphasize the importance of state curricular guidelines that are thoughtfully and carefully developed with the realization of their potential impact fully realized. Guidelines, developed with input from all involved professionals including publishers, should provide standards that are realistic as well as desirable.

When states issue a textbook adoption call, publishers respond but the development process for textbook revision is somewhat hurried. Too little time is provided to respond to issues ranging from curricular guideline and selection criteria to the date for delivery for bound texts. These circumstances indicate a need for advance planning with state curricular guidelines and selection criteria, particularly in large adoption states, developed possibly at least a year or two in advance to allow lead time for publishers when appropriate to modify or develop materials.

That state systems interfere with the selection of quality textbooks emerged in this study as an additional weakness. One point raised was that the latest copyright may not be available at

the time textbook selection is made. As mentioned previously, this circumstance might be somewhat lessened for state systems by planning adoption cycles to correspond with those of the larger adoption states thus taking advantage of the main thrust of the marketplace.

State adoption calendars sometimes motivate publishers to speed up production, timetables and editing schedules to the disadvantage of development of quality textbooks. As mentioned earlier this rushed development may be avoided somewhat by plans that include early development of state curricula guidelines and selection criteria, particularly those of large state adoption systems. Consequently, publishers would have more time for revision considerations and development of reading textbooks thus providing the opportunity for a more thoughtful approach.

One of the intents identified by Tulley (1983), controlling the marketing practices of the publishing industry, was rated by the majority of the respondents as inappropriate, unachievable, not being accomplished and ranked as not important. In addition, this intent emerged during domain analysis as both a strength and a weakness of state textbook systems.

Evidently some respondents feel that state systems do provide some control and do have a good effect on publisher's marketing practices reducing politically influenced textbook adoption decisions. Evidently, this is an issue that has not received adequate or appropriate attention. Providing for equal

competition among publishers, equalized sampling procedures, policies that help curb giveaways, a system that channels pressure from special interest groups, and contracts that assure the availability of the adopted text for the duration of the cycle were all issues viewed as strengths for state systems and thus should probably be encouraged and improved whenever possible.

The challenge is controlling marketing practices without being too restrictive so that publishers are inhibited from submitting materials. Entertainment of committee members, excessive sampling and promotions, too much publisher access to committee members and the need to enforce marketing regulations that do exist were identified as weaknesses for state systems. An effective marketing plan, addressing issues such as those mentioned, should help improve the selection of texts so that those decisions are based on the merit of the reading program and not so dependent on personal "contacts" of involved constituencies and marketing strategies of the publishing industry.

A related but somewhat broader issue than controlling marketing practices is the concern expressed by the respondents of this study that political influences are allowed to affect textbook selection decisions in state systems. The concern expressed by the respondents about this issue is somewhat evident in that the topic emerged in domain analysis on three separate sections of the questionnaire: (1) overall effectiveness, (2) respondent preference, and (3) major weakness. Each time the

topic emerged with a very high number of comments, as compared to the number of comments for other issues under consideration.

The general theme of the comments related to this topic seems to be that state adoption systems, especially large state systems have greater potential to become political, so politics is more likely to be involved at that level. At the state level there is potential for large scale corruption. Some of the concerns expressed by respondents were that: (1) Political allegiances are sometimes formed by state textbook directors with individuals representing certain publishers and resulting favoritism. (2) "Yes men" are sometimes chosen as committee textbook reviewers creating potential for manipulation. (3) Adoption decisions may be manipulated by giveaways from the publishers. (4) Administrative pressure(s) is exerted on selection committees and/or its members that influence decisions. (5) Reviewers are sometimes offered consulting or reviewing positions with publishing firms. (6) State level personnel expect favors (i.e., dinner, invitations, etc.), and (7) State level personnel sometimes are more concerned about their personal position and prestige than selection of quality books.

This researcher believes that it is highly unlikely and would be extremely naive to expect to eliminate all political influences. A carefully planned selection process that includes guidelines for selection of committee members to help ensure able reviewers, well designed operational procedures including training

in text selection for reviewers and monitoring of the selection process, and written accountability for selection decisions should help reduce the magnitude of the problem.

Implications for Further Study

The need for additional study of the questions addressed in this study has been suggested earlier. Additional questions, related to the value of state systems, have also been previously suggested.

The review of the literature for this study revealed a lack of research concerning the value of state level textbook adoption systems. This study has shown the need for additional research to identify those factors in state level systems that should enhance the accomplishments and influences of those systems. Specific research is needed to address each individual issue concerning the major strengths and major weaknesses of state textbook systems to determine areas that could and should be continued, strengthened, controlled or eliminated for improvement of practice.

Issues revealed by this study to be highly appropriate, important, and achievable should be addressed first. Four generalizations that emerged most strongly in this study were that state systems ensure periodic review and purchase of textbooks, provide structure and organization to the adoption process, ensure some degree of statewide curricular uniformity, and ensure the selection of quality textbooks. Because each state system has at

least some unique practices and characteristics, the value of each state level textbook adoption system might be more appropriately examined on an individual basis.

The present study has confirmed the perceptions of selected textbook publishing company personnel concerning the influences of state systems beyond text selection. The influence of state curricular guidelines and selection criteria on prepublication development of reading textbooks was acknowledged. The need to examine, develop and improve state curricular guidelines and selection criteria seems to be particularly great.

One of the limitations of this study was the use of the written questionnaire. The same topic might be investigated through an alternate method such as interviews, observations, case studies or an experimental design. The same or similar study might also be conducted with a sample drawn from different individuals involved in state textbook systems, in different ways and at different levels (i.e., chief state textbook officials, state selection committee members, local district textbook officials in state systems, etc.).

Another study suggested by the present investigation would involve replication of this study in "open" textbook territories or city systems to determine the value of those systems. What are their accomplishments, major strengths and major weaknesses?

Further research that contributes additional information to further identify and describe assets, and for that matter

limitations, of state level textbook adoption systems will establish a direction for developing an improved textbook selection systems. The limited available research reflects that this is a topic of current interest, and that progress is being made toward the understanding of the functioning and accomplishments of these state systems. Continued investigations are still needed to understand better the function, successes and limitations of these textbook selection agencies.

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APPENDIX A

State Level Textbook Adoption Questionnaire

Code

STATE LEVEL TEXTBOOK ADOPTION QUESTIONNAIRE

TO THE RESPONDENT:

This questionnaire is based on a search of the related literature and is intended to gather your perceptions about the value of state level textbook adoption systems. You will be asked for your perceptions of:

(1) the appropriateness of the intents for state adoption systems;

(2) the importance of the intents for those systems;

(3) their achievability (whether they can be accomplished);

(4) their accomplishment (whether they are being accomplished); and,

(5) the influence of state adoption systems beyond individual state textbook decisions.

This questionnaire is not a test; answers will reflect your own perceptions, judgments, beliefs and opinions. Results will be aggregated. In all instances, the individual identities of respondents and publishing firms will be kept confidential in the summary of the findings.

DIRECTIONS:

1. The same nine statements (Tulley*, 1983) appear in Sections I, II, III and IV, but your task will change as indicated above.

2. MARKING YOUR RESPONSES. In sections I, III, IV and V, you will be asked to indicate your level of agreement with a series of statements. Indicate your opinion by circling the appropriate numeral: 1 = STRONGLY AGREE, 2 = AGREE, 3 = DISAGREE, or 4 = STRONGLY DISAGGREE.

   In Section II, you will be asked to rank statements. Please RANK as many of the statements as you believe appropriate.

Sections IV, V and VI provide spaces for comments. Please add comments to explain your answers and expand as appropriate. Also feel free to give examples in the space provided or in a separate letter.

3. PLEASE RESPOND TO EVERY STATEMENT. (Participation is, of course, voluntary and respondents may refuse to answer any question.)

4. PLEASE MARK ONLY ONE RESPONSE FOR EACH STATEMENT.

*Tulley examined state statutes, other printed materials and interviewed involved practitioners to determine the purposes for state textbook adoption practices that currently occur in 22 states. (Tulley, M.A., 1983, A descriptive study of the intentionality of selected state level textbook adoption policies. Dissertation Abstract International, 44, 2725-A, University Microfilm No. DA8328092023300)

SECTION I

DIRECTIONS: Please circle the appropriate numeral for each item. 1 = STRONGLY AGREE (SA), 2 = AGREE (A), 3 = DISAGREE (D), or 4 = STRONGLY DISAGREE (SD)

Based on what you know about how the process of state level textbook adoption systems work, you believe this statement represents an APPROPRIATE purpose.

1.	Control the cost of textbooks or keep the cost of textbooks as low as possible.	1 SA	2 A	3 D	4 SD
2.	Control the marketing practices of the publishing industry.	1 SA	2 A	3 D	4 SD
3.	Provide for public participation in the adoption process.	1 SA	2 A	3 D	4 SD
4.	Ensure the periodic review and purchase of textbooks.	1 SA	2 A	3 D	4 SD
5.	Save time for local school districts.	1 SA	2 A	3 D	4 SD
6.	Provide structure and organization to the adoption process.	1 SA	2 A	3 D	4 SD
7.	Allow the state to share responsibility for potentially controversial textbooks with local school districts.	1 SA	2 A	3 D	4 SD
8.	Ensure some degree of statewide curricular uniformity.	1 SA	2 A	3 D	4 SD
9.	Ensure the selection of quality textbooks.	1 SA	2 A	3 D	4 SD

SECTION II

DIRECTIONS: According to your understanding of why states use a statewide adoption approach, please indicate which of the following statements seems to be most IMPORTANT as a purpose for the state. Put the corresponding letter in the first box. Then follow the same procedure for second most important, etc., until all purposes you believe to be important have been ranked. You are asked to rank these from 1 to 9 (1, highest, to 9, lowest) so they reflect your opinion of the most important purpose to the least important purpose. Do not rank any statement you believe to be unimportant.

☐ 1. Most important	a. Control the cost of textbooks or keep the cost of textbooks as low as possible.
☐ 2. Second most important	b. Control the marketing practices of the publishing industry.
☐ 3. Third most important	c. Provide for public participation in the adoption process.
☐ 4. Fourth most important	d. Ensure the periodic review and purchase of textbooks.
☐ 5. Fifth most important	e. Save time for local school districts.
☐ 6. Sixth most important	f. Provide structure and organization to the adoption process.
☐ 7. Seventh most important	g. Allow the state to share responsibility for potentially controversial textbooks with local school districts.
☐ 8. Eighth most important	h. Ensure some degree of statewide curricular uniformity.
☐ 9. Ninth most important	i. Ensure the selection of quality textbooks.

SECTION III

DIRECTIONS: Please circle the appropriate numeral for each item. 1 = STRONGLY AGREE (SA), 2 = AGREE (A), 3 = DISAGREE (D), or 4 = STRONGLY DISAGREE (SD).

Based on what you know about how the process of state level textbook adoption systems work, you believe this statement represents an ACHIEVABLE goal.

1.	Control the cost of textbooks or keep the cost of textbooks as low as possible.	1 SA	2 A	3 D	4 SD
2.	Control the marketing practices of the publishing industry.	1 SA	2 A	3 D	4 SD
3.	Provide for public participation in the adoption process.	1 SA	2 A	3 D	4 SD
4.	Ensure the periodic review and purchase of textbooks.	1 SA	2 A	3 D	4 SD
5.	Save time for local school districts.	1 SA	2 A	3 D	4 SD
6.	Provide structure and organization to the adoption process.	1 SA	2 A	3 D	4 SD
7.	Allow the state to share responsibility for potentially controversial textbooks with local school districts.	1 SA	2 A	3 D	4 SD
8.	Ensure some degree of statewide curricular uniformity.	1 SA	2 A	3 D	4 SD
9.	Ensure the selection of quality textbooks.	1 SA	2 A	3 D	4 SD

SECTION IV

DIRECTIONS: Please circle the appropriate numeral for each item. 1 = STRONGLY AGREE (SA), 2 = AGREE (A), 3 = DISAGREE (D), or 4 = STRONGLY DISAGREE (SD).

Based on what you know about how the process of state level textbook adoption systems work, you believe this statement represents a purpose that is, in fact, widely ACCOMPLISHED.

1. Control the cost of textbooks or keep the cost of textbooks as low as possible. 1 SA 2 A 3 D 4 SD

   Comments:

2. Control the marketing practices of the publishing industry. 1 SA 2 A 3 D 4 SD

   Comments:

3. Provide for public participation in the adoption process. 1 SA 2 A 3 D 4 SD

   Comments:

4. Ensure the periodic review and purchase of textbooks. 1 SA 2 A 3 D 4 SD

   Comments:

(Continued on next page)

SECTION IV (continued)

5. Save time for local school districts.	1 SA	2 A	3 D	4 SD

Comments:

6. Provide structure and organization to the adoption process.	1 SA	2 A	3 D	4 SD

Comments:

7. Allow the state to share responsibility for potentially controversial textbooks with local school districts.	1 SA	2 A	3 D	4 SD

Comments:

8. Ensure some degree of statewide curricular uniformity.	1 SA	2 A	3 D	4 SD

Comments:

9. Ensure the selection of quality textbooks.	1 SA	2 A	3 D	4 SD

Comments:

SECTION V

DIRECTIONS: Please circle the appropriate numeral for each item. 1 = STRONGLY AGREE (SA), 2 = AGREE (A), 3 = DISAGREE (D), or 4 = STRONGLY DISAGREE (SD).

Based on what you know about the influence of state level textbook adoption systems work, you believe the following are circumstances which, in fact, do occur.

1. I know of instances in which adoption of a textbook series was notably influenced by its previous adoption in another state adoption system. — 1 SA / 2 A / 3 D / 4 SD

   Comments:

2. I know of instances in which state level textbook adoption systems, especially the large state systems, influenced the prepublication development of the content and/or the structure of reading textbooks of my company. — 1 SA / 2 A / 3 D / 4 SD

   Comments:

3. I know of instances in which the adoption cycles of large state systems influenced the time of the publication of reading textbooks by my company. — 1 SA / 2 A / 3 D / 4 SD

   Comments:

SECTION V (continued)

4.	I have personal knowledge of cases in which STATE CURRICULAR GUIDELINES from a state level adoption system(s) were utilized in the design of reading textbooks from my company. Comments:	1 SA	2 A	3 D	4 SD
5.	Textbook EVALUATION AND SELECTION CRITERIA from state level textbook adoption systems are considered in the design of reading textbooks for my company. Comments:	1 SA	2 A	3 D	4 SD

SECTION VI

DIRECTIONS: Based on what you know about the process of state level textbook adoption systems, please answer, as directed, the following questions about the value of those systems.

1. What is your personal preference concerning type of textbook adoption system? (check one)

_____ local _____ state level

Please explain your preference.

2. What is your personal rating of the overall effectiveness (positive achievements outweigh negative consequences) of state level textbook adoption systems? (circle one)

1	2	3	4
Excellent			Very Poor

Comments:

3. To what degree do you consider yourself knowledgeable about the state level textbook adoption process (Circle one)

1	2	3	4
Very Knowledgeable			Not Knowledgeable

(continued on next page)

SECTION VI (continued)

4. In your judgment, what are the major strengths of state level textbook adoption systems?

5. In your judgment, what are the major weaknesses of state level textbook adoption systems?

Section VII
Descriptive Information

(Check the appropriate answer.)

1. Please indicate your age at last birthday.

____ under 30
____ 30 to 39
____ 40 to 49
____ 50 to 59
____ 60 or over

2. Please indicate the level(s) of your teaching experience.

____ Primary grades
____ Intermediate grades
____ Junior High School
____ High School
____ Undergraduate College
____ Graduate College
____ No teaching experience

3. Please indicate total number of years of experience with textbook publishing.

____ less than one year
____ one or two years
____ three to six years
____ seven to twelve years
____ more than twelve years

4. Please indicate number of years of experience with your current publishing firm.

____ less than one year
____ one or two years
____ three to six years
____ seven to twelve years
____ more than twelve years

5. Please indicate your current occupational role with your publishing firm.

____ author (major writer who helped conceptualize and develop the program.)
____ editor (major editor who helped conceptualize and develop the program.)
____ sales manager
____ sales representative
____ other (please specify _____)

SECTION VII (continued)

6. Please indicate the number of years in your current occupational role with your publishing firm.

____ less than one year
____ one or two years
____ three to six years
____ seven to twelve years
____ more than twelve years

Thank you. Please return in the postage paid and self-addressed envelope provided to Beryle Santon, (Office Address) by _____. Phone (Office Number). Indicate here if you are interested in receiving a summary of the results.

____ Yes ____ No

*NOMINATION FORM

Your assistance in nominating and locating other chief authors and editors who have had substantive input in developing the basal reading program for your publishing firm is central to the purpose of this study. Please list other individuals below whom you believe could comment on the value and influence of statewide adoption systems.

1. Author's Name _____

   Title _____ Phone _____

   Address _____

2. Author's Name _____

   Title _____ Phone _____

   Address _____

3. Author's Name _____

   Title _____ Phone _____

   Address _____

4. Author's Name _____

   Title _____ Phone _____

   Address _____

1. Editor's Name _____

   Title _____ Phone _____

   Address _____

2. Editor's Name _____

   Title _____ Phone _____

   Address _____

NOMINATION FORM (continued)

3. Editor's Name _____

   Title _____ Phone _____

   Address _____

4. Editor's Name _____

   Title _____ Phone _____

   Address _____

Please list phone number where you as respondent can be reached.

( ) _____ _____

Area Code Number Day and hours you can be reached

*Sent to authors and editors only.

*NOMINATION FORM

Your assistance in nominating and locating other sales managers and sales representatives from your publishing firms who have had experience in selling and providing service for basal reading programs in one or more of the 22 state level textbook adoption states is central to the purpose of this study. Please list other individuals below whom you believe could comment on the values and influence of statewide adoption systems.

1. Sales Manager's Name _____

   Title _____ Phone _____

   Address _____

2. Sales Manager's Name _____

   Title _____ Phone _____

   Address _____

3. Sales Manager's Name _____

   Title _____ Phone _____

   Address _____

4. Sales Manager's Name _____

   Title _____ Phone _____

   Address _____

1. Sales Representative's Name _____

   Title _____ Phone _____

   Address _____

2. Sales Representative's Name _____

   Title _____ Phone _____

   Address _____

NOMINATION FORM (continued)

3. Sales Representative's Name _____

   Title _____ Phone _____

   Address _____

4. Sales Representative's Name _____

   Title _____ Phone _____

   Address _____

Please list phone number where you as respondent can be reached.

( ) _____ _____

Area Code Number Day and hours you can be reached

*Sent to Regional Sales Managers and Local Sales Managers only.

APPENDIX B

Selection of Publishing Firms

SELECTION OF PUBLISHING FIRMS

	Pieronek (1980)	Durkin (1981)	EPIE (1982-83)	EPIE (82m-83m)	Official State Multiple List (1983) WV	Tulley (1983)	Total	Selection Quota (3)
Addison-Wesley			X		X	X	3	Yes
Allyn and Bacon		X	X	X			3	Yes
Pathfinder								
American Book Co.				X			1	
Crane			X	X			2	
Barnell Loft, Ltd.				X			1	
Encyclopedia Britannica			X				1	
The Economy Co.								
Keytext			X	X	X	X	4	Yes
Keys to Reading					X		1	
Ginn and Co.								
Reading 720	X	X	X	X	X	X	6	Yes
Reading 360	X			X			2	
Starting Points in Reading	X						1	
Harcourt, Brace and Jovanovich								
Bookmark	X	X	X	X	X	X	6	Yes
Palo Alto				X			1	

(Continued on Next page)

SELECTION OF PUBLISHING FIRMS (continued)

	Pieronek (1980)	Durkin (1981)	EPIE (1982-83)	EPIE (82m-83m)	Official State Multiple List (1983) WV	Tulley (1983)	TOTAL	Selection Quota (3)
Harper and Row Publishers								
Lippencott			X	X	X	X	4	Yes
Reading Basics Plus					X		1	
D. C. Heath and Co.			X		X	X	3	Yes
Holt, Rinehart and Winston	X		X	X	X	X	5	Yes
Houghton Mifflin								
Houghton Mifflin Reading Program	X	X	X	X	X	X	6	Yes
Interaction			X				1	
Houghton Mifflin Reading Series					X		1	
Laidlaw								
Laidlaw Reading Program			X		X	X	3	Yes
Literary Readers					X		1	
J. B. Lippencott	X			X			2	
Macmillan Publishing Co.								
Bank Street Readers				X			1	
Macmillan Readers				X			1	
Series r			X	X	X	X	4	Yes
McDougal, Littel and Co.			X		X		2	

(Continued on next page)

SELECTION OF PUBLISHING FIRMS (continued)

	Pieronek (1980)	Durkin (1981)	EPIE (1982-83)	EPIE (82m-83m)	Official State Multiple List (1983) WV	Tulley (1983)	TOTAL	Selection Quota (3)
McGraw Hill				X			1	
Charles E. Merrill			X	X			2	
Open Court			X		X		2	
Riverside								
Rand McNally			X				1	
Science Research Associates								
Distar			X	X			2	
Reading Lab Kits				X			1	
SRA Readers				X			1	
Scott Foresman and Co.								
Basics in Reading		X	X	X	X	X	5	Yes
New Open Highways				X			1	
Reading Unlimited	X			X			2	
Thomas Nelson and Son	X						1	

Yes = Cited 3 or more times, chosen as part of sample for this study.

APPENDIX C

First Cover Letter

Return Address

Date

Inside Address

*Dear _____ _____:

I am writing to a very small and select group of individuals to invite you to participate in a survey for my doctoral dissertation. You are being contacted because your are a(n) _____ (author) (editor) (regional manager) (sales representative) of a basal reading series. I hope a brief description of the study will gain your cooperation.

As you may know, a student working with Roger Farr at Indiana University, Michael Tulley, examined state statutes and other relevant documents in 1983 to identify the stated intents of statewide textbook adoption policies. I am intrigued by the question of whether those intents are, in fact, being accomplished. Obviously an experiment to study the effects of such policies is impractical if not impossible to conduct. On the other hand, I believe that those who develop and sell basal readers are in a unique position to judge whether the intents are being achieved, can be achieved, and are important. Thus, because of your involvement with a basal reading series, you are a key source of information on the perceived accomplishments of state adoption systems.

This process could greatly affect the quality of textbooks provided for classroom instruction. However, no one really knows what the effects of these state level textbook adoption systems are, the kinds of systems people like yourself want, what is thought about these systems as they now function or the impact of these systems on basal reading series.

You and your company are assured of complete confidentiality. The questionnaire has identification numbers for mailing and data analysis purposes only. Your name or the name of your publisher will never be placed on the questionnaire or used in the analysis of the findings.

Your involvement is needed in several ways. First, I need you to complete the enclosed questionnaire. Your publishing company is one of the small number in which selected personnel are being asked to give their views on these matters. In order that the results will truly represent the thinking of the people of major publishing firms of basal reading series, it is essential that you respond. The questionnaire is brief and requires approximately 20-30 minutes for completion. Second, I need to have your help in identifying other key _____ (authors and editors) (regional managers and sales representatives) who work in the _____ (production) (distribution) of your series. This might be no more than one or two people for I'm interested in those who played significant roles in _____ (conceptualizing and designing the

interested in those who played significant roles in _____ (conceptualizing and designing the program, not those who carried out the details of its implementation), (sales and distribution of your program). This nomination process will be handled by your completing the enclosed form. I also need your support if that person(s) asks you about the study.

You may receive a summary of results by marking the appropriate blank on the enclosed form. If you have any questions, I can be reached at (office phone number) and (home phone number). I believe this study has the potential to help us understand the actual impact of statewide adoption practices. It would be helpful in my completion of the study to receive your responses as soon as possible.

Sincerely,

Beryle Santon
Doctoral Student

Enclosures

*Each letter was customized for individual person, title and role responsibility.

APPENDIX D

Post Card Reminder

Last week a questionnaire seeking your opinion about the value of state level textbook adoption was mailed to you. Your name was carefully selected as part of a small stratified purposive sample.

If you have already completed and returned it to me, please accept my sincere thanks. If not, please do so today. Because it has been sent to only a small, but representative sample of selected persons, it is extremely important that yours also be included in the study if the results are to represent accurately the opinions of the reading textbook publishing industry.

If by some chance you did not receive the questionnaire, or it got misplaced, please call me right now, (phone number), and I will get another one in the mail to you today.

Sincerely,

Beryle Santon
Doctoral Student

APPENDIX E

Second Cover Letter

Return Address
Date

Inside Address

*Dear _____ _____:

About two weeks ago I wrote to you seeking your opinion on the value of state level textbook adoption systems. As of today I have not yet received your completed questionnaire.

I have undertaken this study to help determine the perceived accomplishments and understand the actual influences of statewide textbook adoption systems.

I am writing to you again because of the significance each questionnaire has to the usefulness of this study. Your name was selected as part of a small stratified purposive sample. This means that only a few _____ (authors) (editors) (regional managers) (sales representatives) of basal reading series are being asked initially to complete this questionnaire. In order for the results of this study to be truly representative of the opinions of basal reading textbook publishing firm employees, it is essential that each person in the sample return this questionnaire. As mentioned in my last letter the questionnaire should be completed by _____ (authors) (editors) who has _____ (substantive input in the conceptualization) or (regional managers) (sales representative) who has _____ (worked in the sales and distribution) of your reading program.

In the event that your questionnaire has been misplaced, a replacement is enclosed.

Your cooperation is greatly appreciated.

Cordially,

Beryle Santon
Doctoral Student

Enclosure

*Each letter was customized for individual person, title and role responsibility.

APPENDIX F

Third Cover Letter

Return Address
Date

Inside Address

*Dear _____ _____:

I am writing to you about my study concerning the value of state level textbook adoption systems. I have not received your completed questionnaire.

The number of questionnaires returned is very encouraging. But, whether I will be able to describe accurately how selected persons of the reading textbook publishing industry feel on these important issues depends upon you and others who have not yet responded. This is because those of you who have not yet sent in your questionnaire may hold quite different views concerning state level textbook adoption than those who have.

This is the first study of this type that has ever been done. Therefore the results are of particular importance to many citizens, educators, and publishers now considering what kinds of textbook adoption should be encouraged (and for that matter discouraged) so as to best meet the needs of persons like yourself. The usefulness of the results of the study depends on how accurately I am able to describe the view of selected persons of the reading textbook publishing industry.

It is for these reasons that I am sending this by certified mail to ensure delivery. In case my other correspondence did not reach the person in your publishing firm whose response is needed _____ (author) (editor) (regional manager) (sales representative) who helped _____ (conceptualize and develop) (sell and distribute) the reading textbook program, a replacement questionnaire is enclosed. May I urge you to complete and return it as quickly as possible.

Inside Address
Date
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I'll be happy to send you a copy of the results if you would like one. Just check the appropriate blanks on the questionnaire. I expect to have them ready to send next winter.

Your contribution to the success of this study will be appreciated greatly.

Most Sincerely,

Beryle Santon
Doctoral Student

*Each letter was customized for individual person, title and role responsibility.

The vita has been removed from the scanned document