

SPECIAL COLLECTIONS  
PERIODICAL

# STATE LIBRARY NEWSLETTER

Department of Library and Archives  
Mulford Winsor, Director

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No. 8

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IN THE DIRECTOR'S DEN

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PHOENIX  
1938

## IN THE DIRECTOR'S DEN

### Went Places —Saw Things

Mrs. Katzenjammer is right, of course—"too much is enough." So why elaborate on the report with which this issue is filled. Nevertheless and despite, a word regarding the inspection trip of Architect Bell and the Director, which preceded final approval of the plans for our new plant. Valuable ideas were picked up in a dozen places—one here, one there—notably at the University of California, Berkeley; California State Library, Sacramento; University of Southern California, Los Angeles; Public Library, Los Angeles; Huntington Library, Pasadena, and of all places, at a well known Los Angeles hotel. Incorporated into our plans, these ideas will materially add to the Department's utility, convenience, and architectural attractiveness. Probably no similar plant in the country contains so many such out-of-the-ordinary features.



### On a Firm Foundation

Then there is the story of the building's foundation: "Never poured so much concrete into a foundation in all my thirty-five years experience," crabbled the construction superintendent; "too much." "Don't know about that," protested an interested party, "it is meant to be able to support three additional stories." "Three hell," shot back the builder, "it's good for thirty." At any rate, there is considerable promise that we shall be on a firm foundation.



### A Moving Situation

Plans for moving weigh heavily on our mind! Certainly most anyone will admit that it is a sizeable problem to transfer above a quarter of a million titles from more than thirty rooms, keep everything in order and available for use, continue to carry on the library business as usual, satisfy the wants of a constant stream of patrons. Oh, well, we asked for it.



### Wisest Plans Gang aft Agley

One point in our favor: implicit in the plans for housing our library is a definite place for each collection. No guesswork. Everything measured, including shelf and filing allowances for expansion.

The idea, then, is to start with the least used collections, in the most out-of-the-way rooms, move each one in orderly fashion, without turmoil or confusion, to right where it belongs, and coming on down to the books and other materials which are in almost constant use, move them, the offices, and the operating staff, and with one grand gesture of completion sit down and go to work anew. Sounds good, doesn't it? But I hear some incredulous librarian who has been through the mill snarling "Yeah?"

As a matter of fact, we are not too optimistic. Man proposes, but—



### Legislative Interference

Another thing. Who moves first? Do we move out or does the Legislature (meaning the Fourteenth regular) move in? For when the law makers come to town, there is for us but one kind of moving—fast. And inasmuch as it would be the height of imprudence to begin the long operation of changing bases without assurance of getting well settled some time in advance of legislative activities, beating the law makers to it is less than an even bet. But we are praying and keeping our powder dry.



### Possibly a Fourth Special

Speaking of the Legislature, who knows that Governor Stanford is all through with the Thirteenth?

## TWELFTH BIENNIAL REPORT of the Department of Library and Archives

To the Legislature of the State of Arizona:

The Act approved March 8, 1937,\* "relating to the Department of Library and Archives; designating its divisions, defining its functions, and prescribing its duties," imposes upon the Director the duty to "make a biennial report to the Legislature on the condition of the library, its activities, and the disposition of moneys expended in its maintenance, and to transmit a copy thereof to the Governor."

Pursuant thereto this report is submitted, for the biennium July 1, 1936 through June 30, 1938. It constitutes the twelfth biennial report since reorganization of the State Library under the act of March 24, 1915,† and is to date by far the most eventful—incidentally the most extended—statement of its affairs.



**Happening** A narrative report, according to the design  
**Number One** of the present one, usually calls for the selection of an outstanding event with which to begin an account of institutional conditions and activities. In this case no problem of choice arises. Beyond all question the outstanding happening of the biennium last past, and for that matter of all past biennia, is the endowment of the Department with new quarters.

By the Act of March 16, 1937,‡ introduced by the Committee on Capitol Buildings and Grounds as H.B. 92, the Board of Directors of State Institutions was directed to cause the erection of an addition to the capitol "for the housing of the Supreme Court, the Attorney-General's offices, and the several divisions of the State Library."

Appropriation was made of "all moneys standing to the credit of the legislative, executive and judicial public buildings land fund",§ which as of June 30, 1938, amounted to \$62,556.13, and of \$120,000 to be derived from the receipts of the Governor's relief fund created by chapter 77, Session Laws of 1935, regular session. Subsequently, by a provision of the act of June 11, 1937,\*\* \$150,000 more, likewise to be derived from the Governor's relief fund, was appropriated. All appropriations were conditioned upon a grant of approximately forty-five per cent of the cost of

\* Chapter 32, Session Laws of 1937, regular session.

† Chapter 15, Session Laws of 1915, regular session.

‡ Chapter 56, Session Laws of 1937, regular session.

§ Section 3021, Revised Code of 1928.

\*\* Chapter 2, Session Laws of 1937, first special session.

the proposed project by the Public Works Administration or other agency of the United States.

The State's application for Federal cooperation was approved October 1, 1937, as Public Works Administration Project Arizona 1040-1, and \$137,520 allocated. Added to the State appropriations this provided a total of \$470,076.-13. On the basis of a Federal grant of forty-five per cent there should ultimately become available, in round figures, some \$600,000.



**New Building On Its Way** A contract for the building was let December 24. Within two weeks the stone facing of the west end wall of the west wing constructed in 1918 was demolished to permit the joining of the new with the old structure and steam shovels and trucks were scooping up and carrying away dirt from the basement foundation area. Forms for the sub-structure were being placed February 7, and the pouring of concrete speedily followed. At the date of this report the roof is poured and the walls practically finished. Completion is set, by the terms of the contract, at September 29—subject, inevitably, to justifiable extensions.

The contract, as executed, provided only for construction, including finishing of the walls of those portions of the building to be occupied by the departments designated by law, and the installation of outlets, ducts, conduits and other necessary adjuncts to construction. When funds become available it is presumed that contracts will be let for air conditioning machinery, elevator, book-lifts, book-stacks, library equipment, and other items contained in the specifications which were eliminated when the bids disclosed that immediately available funds were insufficient.



**The Spot, the Form, the Size** As has been indicated, the new structure, extending north and south, is located at the west end of the west wing erected in 1918. Thus the latter wing becomes the bar of an "H" of which the original capitol, erected in 1899, is the east staff, and the present addition the west staff.

Architecturally, the building is a modification of renaissance, or classical. The broad west entrance will be impressive. From a paved landing, seventy-two by twenty-seven feet, three low steps will rise to a porch thirteen feet in depth, flanked on either end by a heavy wall. This

porch will in turn give access through arched openings to a recessed lobby, surmounted by a portico rising from the second to the fourth floors and fronted by four great cylindrical columns. Except for certain modernizations the exterior conforms to the older parts of the capitol. The walls of the first story above ground are faced with native granite, the upper stories with Arizona tufa. The granite was brought from the Harcuvar mountains, seven miles northeast of Salome, Yuma county, and is pronounced by experts to be much superior to the granite of the old building, which came from South mountains, near Phoenix. The tufa was taken from the same quarry in the foothills of the Bradshaw mountains, one and a half miles northeast of Kirkland station, from which wall material was procured for the original structure. Of the pillar and beam type of construction, the building is class A throughout.

Dimensionally, the addition is 165 feet 10 inches long by 67 feet 9 inches wide, and, inclusive of the basement, five stories high. The total gross floor space, not including the portico, but inclusive of walls, stairs, hallways and lobbies, and enhanced by mezzanine floors in library stackrooms, is 58,902 square feet.



**Who are Housed and Where** This report is of course not concerned with other departments, but a description of our new home is difficult without some reference to other occupants of the building. In conformity with the law, provision was made for the Supreme Court and the Attorney-General's offices. Quarters for the Attorney-General are located on the first floor, north of the entrance hallway, and include a commodious lobby and waiting room, stenographer's room, working library and ten private offices. According to the architect's earliest drawing the court room of the Supreme Court was to have been two stories high, occupying the first and second stories at the south extremity of the building, with the judges' chambers and clerk's offices adjacent on the second floor. Subsequently the plan was changed, in order primarily to provide space for the State Tax Commission. This arrangement was nullified, or at least postponed, by the interposition of legal obstructions, but the architectural change stood. Consequently the court's quarters—court room, chambers, and clerk's offices—will all be on the second floor, south of the east-west hallway.

So far as is known there are no definite plans, at present, for the occupancy of the south half of the first floor nor

of the large areas north and south of the air-conditioning plant on the basement floor, nor does the contract under which construction is proceeding include provision for finishing these areas. It is anticipated, however, that appropriate legislation will be requested.



**Location of Our Quarters** The Department of Library and Archives will occupy the north half of the second floor and all of the third and fourth floors, with a floor area of 32,952 feet exclusive of walls, stairways, hallways, lobbies and dead space of all kinds, but including 10,730 feet of mezzanine floors. The stack-rooms will have 21,099 feet of floor space. Entrance to the Department will be at its geographic center on the third floor, at the western terminus of the hallway bisecting the 1918 wing. This entrance gives direct access to the charging and receiving counters, the administrative, executive, and other private offices, and through the main office lobby to the reading and stack-rooms. South of the offices on the third floor will be the main reading room, and the Arizona history, Arizona newspapers, government, geology, and genealogy sections, and immediately above on the fourth floor the archives depository. North of the offices the main stacks will extend in double-deck fashion through the second, third and fourth floors. Here will be housed the law library, congressional documents, and United States and state departmental publications. On the second floor, reached by a stair which heads near the main office, will be exhibit rooms for the display of objects depicting Arizona history and art, both primeval and modern; on the third floor, adjacent to the main office, shipping, binding, mimeographing, and stock rooms.



**Architectural Considerations** Neither time nor pains were spared in the preparation of plans for the Department's quarters. The architect and the Director devoted many hours to study and consultation. Their objective was the formulation of plans which would insure definite physical control, economical and efficient administration, superior esthetic effect, and reasonable space for expansion. Supplementing these studies a personal inspection was made, during September and October, of Western libraries and other public buildings of note, with a view to observing modern details of library construction, arrangement and appointment. It is believed the results

of these efforts will be manifest—indeed, it is not too much to hope that the Department of Library and Archives plant will prove outstanding in its class. The architect, Mr. Orville A. Bell, is deserving of credit for his work.



**Features of Arrangement** The importance of an arrangement of library quarters affording physical control of all rooms, arises from the circumstance that practically every large library suffers from the surreptitious removal of valuable books. To minimize this it is necessary that visitors should come under the observation of a member of the staff both as they enter and leave, and also that rooms occupied by patrons should at all times be under supervision. The arrangement of the Department's quarters is such that visitors may enter or leave only by way of the main office entrance, while the reading rooms are so located as to be under constant scrutiny.

To a department operated with a small staff, the item of administrative economy—meaning thereby quick service and the saving of steps—is a prime necessity. This aim is believed to have been achieved to an unusual extent, by ingenious arrangement, convenient location of stack stairs and provision for electrically operated lifts.

The urge for esthetic effect should have special mention. Large numbers of out-of-state sight-seers visit the Department of Library and Archives. Our present quarters, with their small, dark rooms offer nothing more interesting to them than a horrible example of congestion and unsightliness. Disappointment on their part, humiliation on our's, is implicit in practically every such visit. In the confident belief that the State will profit in more than one way from the creation of a favorable impression upon the capitol's guests attention was consciously given, in designing our new home, to make its appearance attractive and interesting. We feel that the finished work will show that the effort was not in vain. Especially the main office, the main reading room, and the exhibit room, are meant to be show places.

In the matter of expansion, careful estimates were made with a view to providing twenty years' expansion in stack space—a short period of time in the life of a library. This period will undoubtedly be curtailed by the broadening of the Department's scope, particularly by imposition of the duties of central archival depository.

**Our Enterprise Primarily** It is deemed pertinent to state that such latitude as was accorded to us in the determination of the space to be dedicated to the Department, may be attributed to the fact that the project, by us initiated and proposed, was recognized as essentially a library enterprise, designed for the primary purpose of supplying the Department's needs. It was with this understanding that the administration lent its approval and cooperation and upon this basis that necessary legislation was later predicated. The project was not conceived with the idea of relieving the general congestion existing in governmental quarters. It was neither represented nor intended to obviate the need for a still greater addition to the capitol, for the accommodation of overcrowded administrative departments. On the contrary, it was and is realized that it could relieve only a very small part of such congestion, and indeed, that the most desirable space subject to release is seriously needed and will likely be reserved by the Legislature for committee rooms.



**To Keep the Record Straight** For the sake of the record, this portion of our report will be concluded with a sequential history of the movement which finally resulted in legislation for the Department's new home, and of the steps which have been taken under such authority.

In his first report (December, 1916) following reorganization of the State Library under the act of March 24, 1915, Con: P. Cronin, Law and Legislative Reference Librarian, dwelt upon "the necessity of making provision for the proper housing of the library," and recommended legislation "for the erection and furnishing of a suitable building for the uses and purposes of the State Library and State Supreme Court."

The Third Legislature (1917) appropriated \$125,000 (supplemented by an appropriation of \$30,000) for a west wing addition to the capitol, which elicited from Mr. Cronin the comment that "this sum, being so small, offers no promise of relief." To make the action still more disappointing, no part of the addition was designed for a library—just rooms. However, the Supreme Court and so much of the library as could be crowded in, were housed in this west wing and in it they have remained and suffered to date. Again, again, and again Mr. Cronin urged provision for a separate building. In each report he drew a graphic word picture of the library's deplorable housing

conditions, and pleaded for remedial action. Finally, in a report prepared about a year before his death, he referred to the "unpleasant duty of the librarian" to again stress "the woeful lack of space," and complained that although provision made by the Ninth Legislature (1929) for the construction of an office building at a cost of \$280,000, "was presumed to take care of the needs of the State Library," and that throughout discussion of the appropriation this had been a primary consideration, emphasized by the presentation of plans showing the space to be provided for the purpose, nevertheless, "when the building was constructed no provision was made to house the library." No wonder he felt aggrieved. It is not unlikely that a sense of keen disappointment lingered with him to the last.



**Governor Moeur Interested** When this writer, early in 1932, took charge of the State Library he experienced a distinct shock. It was obvious that, housed as it was, the library could not be administered with anything resembling satisfaction. To administer it at all must work a grave injustice upon the small, hard-pressed staff. His 1932 report dwelt upon the situation; he emulated his predecessor by praying for relief. In the winter of 1933 he presented the facts to the then Governor, B. B. Moeur, and a ray of hope appeared. Other governors had been sympathetic, but Governor Moeur became definitely interested. Through his executive secretary, H. H. Hotchkiss, the services of Orville A. Bell, Phoenix architect, were enlisted. The architect was directed to confer with the writer with a view to the preparation of preliminary plans for a library building which, as the writer had suggested, should house also the Supreme Court and the Attorney-General.

Plans were soon prepared, but the problem of financing was not so readily solved. To this phase of the matter Mr. Hotchkiss and the executive secretary of the Board of Directors of State Institutions, Mr. Arthur N. Kelly, applied themselves. A number of ideas were explored, and on February 15, 1934, Governor Moeur filed with the Federal Emergency Administration of Public Works a request for Federal funds in the sum of \$310,782.02, for the erection of a library addition and the remodeling and air conditioning of the old building. This application was on the basis of a 100% Federal grant, similar to grants then being made for certain purposes, chiefly roads. The move was unsuccessful.

When the Legislature, at its regular session in 1935, enacted a permanent sales tax law provision was made for a relief fund, consisting of certain receipts of the tax, to be administered by the Governor. Under date of August 14, 1935, Governor Moeur filed another application for Federal funds for a library addition to the capitol and for buildings at the State Hospital, the estimated cost of which was \$485,000, and agreed to pay the State's portion thereof at the rate of \$20,000 monthly out of the relief fund. Attorney-General Arthur T. LaPrade gave it as his opinion that a portion of the relief fund might be so used, conditioned upon expenditure of the money for the relief of unemployment. The plans for the library building contemplated in this application lacked many features later included. This move also failed.

On February 11, 1936, an application—the third—was made which came finally to be crowned with success. It called for the construction of a library addition to the capitol at an estimated cost of \$305,000. This application received the approval of the State Planning Board, and of the legal, engineering, and financial divisions of the PWA, but pending a more definite provision for payment of the State's share of the cost, plus the fact that at the moment other types of public works projects were being accorded preferential treatment, the allocation of Federal funds was not at once forthcoming.

Upon the accession of Governor R. C. Stanford in 1937 the weight of his administration was thrown to carrying through the program launched by his predecessor. He promptly approved a plan to secure legislation appropriating the State's portion of the cost out of the Governor's relief fund, thus obviating a tax levy. This greatly facilitated passage of the two 1937 appropriation measures to which reference has been made.



**Success Perches at Long Last** Despite passage in the regular session of the first of these appropriations, PWA co-operation continued to be withheld, and Governor Stanford was obliged to inform Washington that conditions imposed precedent to a PWA grant were impossible of fulfillment. For a time it appeared that the project might become a WPA enterprise, labor to be furnished by that Federal relief agency and material by the State. However, the efforts of Governor Stanford and C. M. Zander, secretary of the Board of Directors of State Institu-

tions, prevailed, and PWA approval was secured. Meantime, during the first special session, the second appropriation was made.



**Local Concern Gets Contract** Following the first allocation of Federal funds (October 1, 1937), revised plans prepared by architect Bell were on November 20 adopted by the Board of Directors of State Institutions, and bids opened December 22. The lowest bid, \$605,999.99, was presented by the Del E. Webb Construction Company, of Phoenix. Other bids were submitted by H. Mayson, Los Angeles, \$655,171; M. H. Golden, San Diego, \$607,884, and the J. S. Sundt Construction Company, Tucson, \$619,600. Inasmuch as the bids exceeded the amount of money immediately available, alternates embracing such items as murals, floor coverings, book stacks, booklifts, furniture, and other equipment for the library, as well as the air conditioning plant, elevator and drinking water system, were eliminated, and a contract in the sum of \$443,547.99 was, on December 24, with PWA approval, awarded to the Del E. Webb Construction Company. It is expected that with certain economy-effecting changes in the specifications and PWA allocations sufficient to make up the Federal grant of forty-five per cent the stricken alternates may be reinstated.



**Increased Cost Due to Changes** The increased cost of the project, as disclosed by bids offered, was due to two causes. First, prices of building materials and wages had taken a stiff rise since the estimates were made in February, 1936. But more significant was the adoption of important changes in plans and specifications. At the suggestion of the writer the Board of Directors approved an alteration of foundation specifications to permit when occasion demands the addition of three and probably more stories. That the library will require this increased space within twenty years and possibly sooner is certain. Another change adopted was the giving of full ceiling height to the basement story, in order that it might be made available, at some future time, for museum purposes.



**Tax Commission Enters Picture** These changes, however, were not the most important. The original plans as well as the law authorizing construction took into account only the departments named in the act. But the State Tax Commission, needing additional space, was in

the meantime considering the erection of a separate building. Out of this situation grew an agreement, formally approved by the Board of Directors on April 4, 1938, but tentatively much earlier, to increase the dimensions of the building approximately twenty-three feet in length and five feet in width, and thus make room for the housing of the Commission. The increase in cost was to be defrayed out of the Commission's administration funds. This agreement was invalidated by a decision of the Supreme Court (79 Pac. 2nd, 510), in which the court held that authority was lacking for the expenditure of the Tax Commission's administration funds for the purpose proposed. Nevertheless, a contract for the building, including the changes in construction, having been awarded some five months previously and the structure being well on its way to completion, the alteration in plans perforce stood. The change was a *fait accompli*.

Such is the manner after which a twenty-three-year struggle for quarters in which the library may live decently, expand normally, and perform its duties with a degree of satisfaction has been crowned with success—almost.



**Old Department** Two milestones coming together is truly  
**—New Name** an unusual phenomenon. Nevertheless it  
has happened to us. Besides making provision for new quarters, the facts of which have been related, the Legislature, by the act of March 19, 1937, effective June 12,\* transformed the State Library into the Department of Library and Archives, with enlarged powers and enhanced responsibilities.

Under this legislation the Department, which is declared to be "a department of the legislative branch," consists of three divisions: the State Legislative Bureau, the Library Division, and the Division of Arizona History and Archives.

Perhaps the most significant feature of the new legislation is its provisions relating to the State Legislative Bureau. These are in line with the view generally held by progressive law-making bodies, that without an adequate legislative laboratory and workshop, featured by well stored reference files and staffed by capable technical assistants, creditable legislation is doubtful of attainment, if not impossible.

\* Chapter 32, Session Laws of 1937.

**State Archives Depository** Another outstanding feature is the designation of the Division of Arizona History and Archives as the central depository of "all official books, records and documents not in current use, of \* \* state officers and departments of state, and of the counties and incorporated cities and towns \* \*." This is the first serious legislative step, but a long one, looking to the protection and permanent preservation of Arizona archives, and comes at an opportune time. Had it been taken years ago it would have been the means of saving great quantities of invaluable documents from loss by flood, fire, or lack of storage space, or by reason of the absence of archives consciousness. Happily there still are many priceless old records the importance of preserving which can scarcely be overestimated. From the standpoint of protection the fireproof quarters of the Department of Library and Archives should prove an ideal depository, while the concentration and orderly arrangement of archival material must greatly facilitate its use.

It may be well to observe that prior to the present decade indifference to the preservation of archives was a national failing. Too often non-current records were looked upon as so much waste occupying needed space. Their value as historical source material, for social research purposes, or even for the administrative uses which occasionally arise, was accorded little consideration. Realizing the serious import of this attitude on the part of public administrators, a number of national educational and scientific organizations, of which the American Library Association, the American Council of Learned Societies and the Social Science Research Council should be mentioned, undertook to arouse interest in the subject. Their efforts bore fruit, first by awakening research librarians and legislators to the seriousness of the situation; second, by influencing the setting up, within the last four years, of many local archives surveys, sponsored usually by state libraries, under FERA, CWA, and other Federal agencies, and later the creation, under WPA auspices, of a national archival project for the collection, classification and filing of non-current public records. In Arizona a WPA project for the classification of military records has been carried out under the sponsorship of the Adjutant-General. During the past month another project, sponsored by the Governor, has been instituted. Under it the noncurrent records of a number of State departments will receive attention. It is contemplated that this will be followed by a comprehensive statewide archival project for the classification and arrangement for

filing in the central depository of the noncurrent records of all State, county and municipal offices.



**Steady Growth of Demands** An account of the Department's activities during the past biennium must in one respect be similar to previous reports. The volume of requisitions upon its facilities has, with a single exception, steadily grown.

The exception is the law library. Demands upon it may be said to be static, except in the matter of extension loans to attorneys in outlying counties and towns having no large law libraries. That there is little or no patronage increase in so far as Phoenix attorneys are concerned is partially accounted for by the excellent down-town county law library, which is more accessible than the capitol, and partially to the unfortunate circumstance that the Department's resources are not sufficient to take up the slack resulting from discontinuations put into effect in 1932. In short, more books are needed to bring our law collection up to the point where it will afford complete satisfaction.

The excellent Arizoniana section has been patronized more than ever before. It is perhaps in greater demand than any other, and is claiming more and more of the staff's efforts. Professional and amateur historical writers, students engaged in the preparation of theses, and other patrons seeking information of Arizona's yesterdays and of the characters who played parts in them take advantage of its facilities. Our file of old newspapers, the most extensive to be found anywhere, is especially sought after. Among the historical research workers we have been called upon to serve are members of the staffs of the Writers' Project and of the Historical Records Survey, both WPA undertakings. The former project is engaged in the preparation of the Arizona Guide, a work corresponding with guides which have been prepared for a great many states and for the larger cities by other local units of this nationally sponsored enterprise. The Historical Records Survey is engaged in making inventories of Federal, State and county historical records and documents.

A steadily increasing interest is being manifested in what we refer to as the government collection, consisting of works dealing with practical politics, political science, ideologies, economics, sociology and all phases of government and of the multitude of questions which go to make up the governmental problem. Patrons of this collection

include college and high school students looking for help with their work; post-graduates in search for thesis material, students of government seeking light, and just plain citizens who want to learn, for their own benefit, what it is all about. The interest exhibited by this latter class we particularly take as a very heartening sign.

Genealogy continues to attract numerous patrons, particularly members of the Church of Latter Day Saints. For several years past a large part of our genealogical collection has each summer been loaned for use by genealogical classes conducted in different stakes of this church. The practice will be discontinued when the new building is occupied, since there is provision for adequate quarters for the work.

The geological section receives its share of attention. It is interesting to note that prospectors frequently make use of the geological library, not only to gather information regarding the mineral possibilities and the climatic, water and travel conditions of different sections, but also to learn the character of ores and the value of minerals.

There is a steady demand for the documents section's storehouse of information. State publications are called upon chiefly to learn how administrative agencies elsewhere are solving problems peculiar to the various branches of the public service, while documents of the United States government, current and old, are constantly searched for a great variety of information.

The general reference section, as might be expected, is worked overtime. Questions in great profusion and practically unlimited in scope, are propounded in person and by telephone, messenger and letter. Art, literature, language, history, elections, laws, proceedings of Congress and of the Legislature, officials, finances, notables, locations, population, religion, names, quotations, dates, incidents, and events—these are a few of the things concerning which we endeavor to supply answers—and sometimes fail. Every effort is made, however, to maintain the general reference collection at such level that a minimum of inquiries need go unsatisfied.



**Questionnaires** Another phase of the information service  
**On the Increase** which has assumed significant proportions, and seems destined to engage our activities more and more, is the questionnaire. This form of request ranges from a single query, although that is rare, to a long series of questions. They are usually of a serious character

and deal with subjects which concern large groups or classes of people. They come mainly from legislative bureaus or legislative reference libraries, colleges, social groups, research associations, reference publications, industrial concerns, and often from authors or students engaged in special studies.

This pronounced acceleration in the use of the questionnaire discloses an unmistakable trend: It is strong evidence that the people are demanding facts. More than at any previous time in history they want the whys and wherefores, even the wheres and whens. Research is no longer an institution peculiar to laboratory workers in manufacturing plants and industrial concerns. Answers are being sought to questions not to be answered by chemistry—questions profoundly affecting society as a whole—and efforts are being made in many quarters to meet the demand. Hence the questionnaire. We count it a promising indication, and are happy to recognize and acknowledge the obligation of the Department to lend a hand.



**Reports Wanted** In keeping with the spirit of the demand for a wider dissemination of information regarding public affairs we regularly provide state libraries, legislative reference bureaus and other institutions engaged in educational or research work with such reports of Arizona officials and departments as are available and in return receive the public documents of other states.

In this connection attention is called to the fact that the reports of a number of important departments of the government of this State are not being printed and are not therefore available to the public. We venture to suggest that the free dissemination and ready accessibility of accurate official information is at once the most efficient means of keeping the people in touch with the government, thereby obviating dissatisfaction, and the most effective defense against false accusation. We feel very strongly that the reports of all departments should be regularly printed, and that failure to do so, when based upon the economy motive, is a striking instance of false economy.



**Legislative Bureau** Although the demand is to a great extent seasonal, the most pronounced increase in the volume of services called for is recorded by the Legislative Reference Bureau, or as it will henceforth be known, the State Legislative Bureau. More legislative

research assistance than ever before has been required by members of the Legislature and State officers. Many requests have come from citizens and organizations, business and otherwise, desiring information regarding the laws, institutions, and practices of other states and countries. As has been stated elsewhere, a great many requests have been received from research agencies, both public and private, and from individuals, for information regarding Arizona laws. Bill drafting has kept pace with research; in fact has exceeded it. For the regular session of the Thirteenth Legislature, of a total of 532 measures introduced, the Bureau drafted 313, or a fraction under 59 per cent. This was an increase of 46 over the number drafted for the Twelfth, and an increase over the Eleventh of 94, the increase expressed in percentages being 4 and 18 respectively.



**A Service of Value** In February, 1938, the Legislative Bureau issued its first legislative brief, thus introducing a service which it is hoped will prove of great value. This was done in compliance with the provision of law that the Bureau "shall conduct research on special legislative subjects, and prepare briefs summarizing the laws of other states and countries with respect to such subjects, the results of their administration, and the views, theories and proposals relating thereto of recognized authorities, political scientists, and students." Legislative Brief No. 1 deals with the subject of "Dual Public Employment of Legislators." Its distribution elicited much favorable comment, and many expressions of the wish that other pertinent legislative subjects might be similarly treated.

Not only the preparation of legislative briefs, but careful, accurate, scientific work by legislators depends in great measure upon the availability and use of adequate reference material. The accumulation of this class of material is being assiduously practiced. A very definite objective of the Department is to build a legislative reference library equal to any in the country.

Beginning the first of the current calendar year, Mr. Lawrence H. Davis, of Ruby, Arizona, assumed the position of Legislative Bureau Assistant—a position authorized by the Thirteenth Legislature. Mr. Davis is a recent graduate of the University of Arizona law school, passed the state bar examination with great credit, and comes highly recommended by members of the University faculty. He is

entering a field which has a broad horizon, with unlimited opportunities for exploration.



**Our Own Publication** Since our last biennial report was submitted, four editions of *State Library Newsletter* have been issued. When publication of the *Newsletter* was inaugurated in July, 1933, we stated that it would be issued at "convenient intervals," and this policy has been pursued. It is our desire to give this publication regular quarterly publication dates, but as yet we are not able to travel on that schedule. The last four editions are: No. 3, Eleventh Biennial Report, July, 1936; No. 4, Bibliography and Check-list of Publications, Reports, and Public Documents of State Agencies, October, 1936; No. 5, Legislative Drafting and Forms, January, 1937; No. 6, Facts and Figures Regarding The Thirteenth Legislature, April, 1937. We shall continue the publication of this informative bulletin, which has met with an enthusiastic response, at "convenient intervals." Perhaps the next issue will contain the Constitution of Arizona, for which there is an urgent and a very proper demand. Every citizen of the State should possess a copy of the organic law.

As an extra activity, made possible by the United States Works Progress Administration, our last report contained the announcement that a project for shelf-listing and inventorying our library had been begun, and we indulged in self-congratulation that we should soon be able to abandon guessing and know definitely the number of titles our library contains and at least their approximate value. The project was completed in September, 1937, and while it leaves us still not altogether satisfied with respect to evaluation, we do have an accurate foundation record of our possessions.

In the same month operation was begun of another WPA project, the newspaper abstract-index, which is a far more pretentious undertaking and from the standpoint of material benefits of greater significance. Its objective is to index the Department's collection of Arizona newspapers, and to briefly abstract each item or article indexed. This abstract-index is placed on cards, for the housing of which a 4,000,000-card filing system is a part of the equipment specified for the new building. Work was begun on the oldest files, and will be brought down to the latest date the life of the project will permit. As a historical research tool the newspaper abstract-index will have a very high

value. Excepting official documents, which too often are not available, there is no single source of historical data relating to the early days to compare with contemporary newspapers, and when the Department's great collection of newspaper information, dating back to the Territory's beginning, is made accessible by the newspaper-index, a veritable storehouse of historical riches will be opened.



**How Much and How Spent** No institution's regular report can be considered complete without an account of its financial stewardship — what resources were at its disposal and how they were utilized. Such an account follows:

July 1, 1936—June 30, 1937

**Receipts**

Lump sum appropriation (chapter 107, Session Law of 1935).....	\$14,700.00	
From general fund (for increase in Director's salary) .....	73.88	
From sale of books .....	20.00	14,793.88

**Expenditures**

Salaries and wages .....	7,753.88	
Operation		
Communication and transportation .....	265.47	
Office expense .....	764.16	1,029.63
Travel .....		0.00
Capital investment		
Books and periodicals .....	4,882.14	
Binding .....	408.95	
Equipment .....	28.56	
Furniture and fixtures .....	401.72	5,721.37
Repairs and replacements .....	19.00	
Council of State Governments .....	250.00	14,773.88
Returned to State Treasurer .....		20.00
		14,793.88

July 1, 1937—June 30, 1938

**Receipts**

Lump sum appropriation (chapter 32, Session Laws of 1937).....	21,400.00	
From sale of books .....	2.50	21,402.50

## Expenditure

Salaries and wages .....		10,051.60	
Operation			
Communication			
and transportation .....	413.94		
Office expense .....	800.52	1,214.46	
Travel .....		140.15	
Capital investment			
Books and periodicals .....	8,260.35		
Binding .....	655.82		
Equipment .....	740.58		
Furniture and fixtures .....	26.37	9,683.12	
Repairs and replacements .....		54.67	
Council of State Governments .....		250.00	21,400.00
Returned to State Treasurer .....			2.50
			<u>21,402.50</u>

## Legislative Bureau

Chapter 2, Session Laws of 1937, appropriated the sum of \$6,480 for the use of the State Legislative Bureau, which was expended for legislative work, as follows:

Wages for work on behalf of Senate.....	\$1,780.00	
Wages for work on behalf of House.....	3,000.00	
Wages for work on behalf of both Senate and House	1,580.00	
Legislative Bureau equipment.....	115.46	
Postage .....	4.54	6,480.00



**On the Subject of Finances** While on the subject of finances a few incidental observations may not go amiss. The State Library, as this department was designated by chapter 62, Session Laws of 1915, has passed through two stages, and as the Department of Library and Archives is entering upon a third. During the strictly horse-and-buggy first stage—1915-23—it was little more than a library for the Supreme Court. Although the law contemplated a legislative reference bureau, this was nullified by lack of financial support. The average annual cost of operation and maintenance during this period, as nearly as may be determined from the records, was \$6,581.10. The bulk of the money was derived from fees received by the clerk of the Supreme Court. The second period, 1923-28, was ushered in when the librarian was accorded a small increase of salary and allowed an assistant. The institution at once showed signs of growth. The Legislative Bureau started to function, and instead of the library being limited to law books, other collections suggested by official and public demand appeared on the shelves. This period, in spite of cramped and inconvenient quarters, was marked

by notable development. The average annual expenditure was \$12,729—ranging from a low of \$11,300 in 1923-24 to a high of \$16,350 in 1931-32, and dropping to \$12,908 during the fiscal years 1933-35. With the enactment of legislation in 1937 creating the Department of Library and Archives, enlarging its duties and ushering in the third stage, there is an increase of \$5,050—largely accounted for by salaries—for the fiscal year 1937-38, over the 1931-32 figure. While this record discloses a gradual growth of expenditures, we feel justified in suggesting that development of the Department, its broadened scope, and the greater volume and value of its services far exceed the small increase of cost. We also feel impelled to mention that the Department is being operated with a smaller staff and at materially lower cost than any other state department in the United States rendering comparable services. The facts in this connection were set forth in a special report submitted in the fall of 1936. It might also be said that the annual cost of the Department to the taxpayers of Arizona is only one-third of the cost of a package of cigarettes per citizen, exclusive of Indians not taxed. And we might add that if the State government should ever decide to liquidate its educational, intellectual and cultural activities, pecuniary consolation may be derived from the fact that the physical assets of the Department of Library and Archives, conservatively evaluated, amount to more than all appropriations made for its operation and maintenance since 1915, which reach a total of \$230,131. In a manner of speaking, therefore, the services rendered during that period represent clear profit.



**Inventory and Appraisal** The statement last made is borne out by the following summary of inventory and appraisal as of June 30, 1938:

Collection	June 30, 1936		June 30, 1938
	Volumes	Net Accessions	Volumes
Law .....	25,414	1,190	26,604
Legislative reference .....			1,567
Documents .....			85,900
Arizoniana .....	4,298	901	5,199
Government .....	519	233	852
U. S. History and Biography .....	268	632	900
Geology .....	1,263	340	1,603
Genealogy .....	625	155	780
General Reference .....	676	82	758
Library Science .....	44	46	90
Miscellaneous .....			2,998

127,251

## Appraisal June 30, 1938

	Valuation June 30, 1937	Net Additions	Valuation June 30, 1938
Books and all library or exhibit items .....	\$264,465.71	\$12,825.07	\$277,290.78
Movable equipment .....	16,372.15	765.58	17,137.73
	<u>280,837.86</u>	<u>13,590.65</u>	<u>294,428.51</u>



**"And Cabbages and Kings"** Having detailed the major events in our Department's life, outlined current activities and accomplishments, and reported the essential facts relating to operation and maintenance during the past biennium, let us speak briefly of different and less formal things—say of policies, aspirations, outlook.



**Library Publicity** With satisfaction we have reported that in almost every line of service an increase is noted in volume of patronage. We must not, however, allow this to pass without explaining that we realize, and from the beginning of this writer's tenure of office have realized that by no means as many citizens take advantage of our facilities as should, or as would were acquaintance with them more general. We have long had the idea that greater publicity should be given the Department's library resources, to the end of a broader distribution of their benefits. The deterrent to this course is that the conditions under which we operate, with a staff so small that it might be employed to illustrate the irreducible minimum, practically precludes the serving of a larger number of patrons. To satisfy present demands has, indeed, become a serious problem, involving in some cases the neglect of duties necessary to the proper maintenance of records. Considering these circumstances, the eagerness with which removal is contemplated to quarters blessed with modern administration facilities will perhaps be understood. When that millenium is realized we feel that the subject of publicity may well be considered. For after all, the stimulation of interest in the reading of books is one of the highest functions and duties of the library.

Our opening paragraphs disclose what elation we feel that the efforts, initiated by Mr. Cronin more than twenty years ago, looking to more adequate quarters have finally been crowned with success. Our satisfaction at the enactment of legislation enlarging the Department's powers, in-

creasing its responsibilities, and in effect according it the rank of a major division of the State government, is less only in degree. But the feeling inspired in us by this good fortune contains no taint of personal achievement. These highly important acts of the Legislature were based upon merit. They are regarded in the light of logical events; normal manifestations of legitimate development; inevitable if somewhat tardy recognition of the Department's real importance.

As far as the need for room is concerned, that has long been obvious. It was merely a question of fitting the need to the means. With regard to the Department's importance in the scheme of government, to say that it deserves to rank as a major unit is demonstrable by the merest reference to its functions and services. This ranking would be justified if the Department rendered only the customary library services. The statement that an intelligent, informed citizenry is necessary to the success of the form of government to which American faith is pinned, and that widespread education is the only assurance of such a citizenry, will be recognized as a truism. Well, education has no solid pillar than the library. Week-day in and week-day out the year around its educational performance goes on. Denied the publicity advantages of a sensational football team, its influence nevertheless steadily spreads. Without noise or fanfare, sans benefit of flying banners, playing bands and cheer-led rooters, it continues to quietly but efficiently contribute to the glory of the higher education. And keeping in mind the interest and knowledge required of an alert, wide-awake American citizenry, this appraisal of the library may be said to be particularly true of the institution specializing in information bearing upon government in all of its phases and lending constant encouragement to concern for good government. This is a form of education which has never been so vital to the individual, to society, and to the country as it is today. But the functions of the Department of Library and Archives are much broader and more complicated than those of the conventional library.

By way of illustration we refer again to the State Legislative Bureau, a division of the Department to which we frequently advert, and for so doing offer no excuses. The functions of this Bureau are fundamental. In this era of complex law-making problems the Legislature, without its technical aids, would be, to say the least, seriously handicapped. The fullest development of its potential worth is a matter of prime importance. It is a question of construc-

tive statesmanship. So far as we who are charged with the duties of administration are concerned, there is a determination that expansion of this important legislative instrumentality shall not lag behind legislative cooperation. The field of matters demanding the law-making body's attention is an ever-broadening one, while problems grow increasingly complicated. The enactment of beneficent legislation requires a knowledge of facts. Realizing as we do the more and more urgent need for facts, the gathering of authentic information on legislative subjects is being zealously prosecuted. To make this initial preparation effective, however, to collecting and cataloguing must be added research, abstracting, condensing, and the preparation of reviews or digests which even harried and harrassed lawmakers may read. This has been done to a limited extent, its results shown in the form of legislative briefs, and we look forward to the expansion and improvement of a service which should become of very great value. It should be understood that in the preparation of legislative briefs our own opinions will be carefully excluded. The sole purpose shall be to provide an impartial, unbiased source-book of facts with relation to legislation. Information will be given on the nature of movements, their ethics, philosophy and criticism, origin and history, social and economic effects, achievements and failures, status and expansion, but no conclusions will be drawn nor recommendations made, and no group of society or school of thought will be served. The service will be solely to the Legislature, in response to its search for the truth. It is the purpose of the Bureau, also, to endeavor steadily to improve the technique and standardize the science of bill drafting, for without capably prepared laws, the work of no legislature will reflect credit upon it.



**Historical Renaissance** Another notable service distinguishing the Department, further emphasis of which may be excused upon valid grounds, is the collection, preservation, and dissemination, by the Division of Arizona History and Archives, of the details of Arizona's colorful history. From nothing in 1922 to what is probably the most comprehensive and complete collection of Arizona to be found anywhere is by way of being an achievement, and constitutes the library background for this service. So important to the growth of state pride and to the cultural and intellectual development of the State is an interest in its romantic past, that this function of the Department claims a large share of painstaking attention.

A number of projects for the extension of this service are on the Department's agenda, depending for the extent to which they may be developed to the degree of cooperation extended by the Legislature.



**Art, Artifacts and Minerals** Among the innovations planned for the Division of Arizona History and Archives is an exhibit designed to exemplify Arizona life and arts, ancient and modern, and a display of Arizona minerals. The former will feature aboriginal artifacts, specimens of later Indian art and craftsmanship, and the work of modern Arizona artists or artists depicting Arizona subjects. The mineral display will complement the Department's extensive geological library, and enable students, persons interested in mining, and visitors to the capitol to examine specimens of the ores and minerals which abound in Arizona's hills, and the quest for which from earliest days played a leading part in developing the State.



**Care for the Old Records** Another major responsibility was imposed upon the Department by the act of 1937—its designation as the central depository of State, county and municipal non-current records. The proper discharge of this duty is a huge task and a correspondingly important one. The objectives of this legislation have been sufficiently stated. The size and implications of the huge task are fully realized. It will be vigorously attacked as soon as quarters become available.



**Library Service for Everyone** We cannot conclude without referring to Arizona's great need for much more library service. There should be and we hope there is a realization that until every citizen is reached by some form of library service the State's educational system will be incomplete, and to the extent of the discrepancy the government's duty to promote an informed and enlightened citizenry will fall short of complete discharge. Many sections of Arizona are without library service of any kind—a condition which demands correction. We trust the day may not be far distant when every habitation in the State shall have the advantage of library facilities, either through local libraries or branches thereof, by means of bookmobiles, or at least by a mail extension service. This Department should be the center of an effective State-wide library service, and we are prepared to do our duty in assuming such a responsibility.

Such are our conceptions of certain of the Department's duties and responsibilities, which we propose, to the best of our ability, to discharge in accordance with the spirit of the law's obligations, and upon the character and magnitude of which we rely to substantiate the claim that the work of the Department is of major consequence. Such also are certain of our ambitions for the improvement and extension of these services vital to the State, to the Legislature and to the people. In its new home the Department will be physically equipped for every profitable undertaking. The rest must depend upon capable administration and fair support.



**The Question of Financial Support** As to support: careful economy shall continue to be the departmental policy, and no request shall be made for funds not actually needed for strictly legitimate uses. But there is no glossing over the fact that no institution can be maintained without resources, and the measure of success is likely to bear a marked similarity to the measure of support. We trust that the justifiable urge for economy which prevails on all hands, and to which we earnestly subscribe, may not be permitted to develop a false economy which can only result in irreparable loss. The Arizona Department of Library and Archives cannot, as the New York Public Library, boast sixteen million books; it has not, as the Library of Congress, a Dr. Putnam, with a record in thirty-nine years of service, of having personally secured over four million dollars in gifts of actual cash, and books and other material of even greater value, but it has grown and developed in size and usefulness, under adverse conditions. Now it is about to come into possession of perhaps the best housing facilities in the United States, size and functions considered. We believe that it will—we are determined that it shall—establish itself as an institution of which the people of the State may well be proud. We have confidence that it shall be able to demonstrate that seed sown in the form of modest support for its maintenance, will be as seed sown on good ground, which will bring forth fruit, in the form of tangible services of real value to the taxpayers, an hundred fold.

Respectfully submitted,

*Mulford Winson*

Director, Department of Library and Archives



