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IN THE DIRECTOR'S DEN
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DEPARTMENT OF
LIBRARY AND ARCHIVES
PHOENIX
1941



IN THE DIRECTOR'S DEN

President Keefe's Growing Record

When Hon. Paul C. Keefe of Clarkdale achieved the presidency of the Senate of the Fifteenth Legislature he piled Ossa upon the Pelion of a conspicuous record. Third legislator who, since the organization of Arizona Territory in 1863, has held the presidency of the so-called upper house three times. Second to serve as presiding officer of both houses. Only one who has presided over both houses and over one of them more than one term. Total duration of services as presiding officer of both houses greater than that of any other individual.

* * *

Special Sessions and Days Served

It was this Director's proud privilege to preside over the Senate's deliberations three terms—Sixth, Seventh, and Eighth. One phase of that record still stands, but is in a fair way to be toppled by the onrushing Keefe. During the three terms there were six special sessions—all during the Eighth—the duration of all sessions, regular and special, being 275 days. The first two terms of President Keefe's incumbency produced five special sessions—four of the Thirteenth, one of the Fourteenth. What with the regular session of the Fifteenth he has seen 270 days of service as the Senate's monitor, with whatever of special sessions the future may bring forth, to add to his score and to place it definitely at the top.

* * *

Presides Over Both Houses

As a sort of prologue to his Senate record Mr. Keefe served as Speaker of the House of the Fifth (1921-22). In only one other instance since statehood—Hon. A. A. Johns, of Prescott, who was Speaker of the Third and President of the Fourth—has a legislator elected as the presiding officer of either house received the same honor at the hands of the other. In Territorial days John T. Alsap was President of the Council (1868), and Speaker of the House (1875).

* * *

Post-Statehood Repeating Officers

Indeed, two-time presiding officers of either house are a rarity. Since statehood only two (except those already mentioned) have repeated: Hon. Harry W. Hill as President of the Senate (Ninth and Eleventh), Hon. M. J. Hannon as Speaker of the House (Ninth and Tenth). Oddly enough, both represented the same county—Greenlee. More oddly, both resided in the same town—Morenci. Still more oddly, they served as presiding officers, on one occasion, simultaneously—the Ninth.

* * *

Unusual Record of Territorial Days

Hon. Fred G. Hughes, of Tucson, was President of the Council three times—1879, 1891, 1897. That was in Territorial days. An exceptional feature of this record is that the terms were widely separated.

* * *

Ante-Statehood Second Timers

Repeaters, besides the Hon. Fred G. Hughes, who served as President three times, were not entirely unknown prior to statehood. Octavius D. Gass, of Callville (now Nevada), was President of the Council of the Third and the Fourth Territorial (1866, 1867); King S. Woolsey, Agua Caliente, of the Eighth and the Ninth (1875-1878); A. J. Doran, Florence, of the Eighteenth (1895-96) and the Twenty-fourth (1907-08); Eugene S. Ives, Yuma, of the Twenty-first and the Twenty-second (1901-1904), and Geo. W. P. Hunt, Globe, of the Twenty-third (1905-06) and the Twenty-fifth (1909). In the House, Sam F. Webb, of Maricopa county, was Speaker of the Fourteenth (1887-88) and the Twenty-fifth (1909), sharing with M. J. Hannon (1929-1932) the unique distinction, through all the years of Arizona's organization as Territory or State, of serving two terms as Speaker of the House.

FACTS & FIGURES

REGULAR SESSION FIFTEENTH LEGISLATURE

By Lawrence H. Davis, Legislative Bureau Assistant

Another regular session of the Arizona Legislature—the Fifteenth—became history with sine die adjournment in the closing hours of Monday, March 17, 1941, after a sixty-four day session. As usual, the last few days were hectic ones, replete with conferences, hasty enactments, and summary disposition of bills. The 71 legislators were weary and anxious to get home. Their labors being completed for the time being, it is fitting that the activities of the Fifteenth Legislature be scrutinized in some detail, to throw as much light as possible upon what was accomplished and what was left undone, and why.

WHAT THEY DID

In the realm of tangible results, the Fifteenth Legislature passed 135 measures having the rank of laws, out of 517 such measures introduced, for a percentage of 26 plus, as compared with the 17 minus of the Fourteenth. Ten of the measures passed were vetoed in their entirety by the governor, in addition to a veto of one item of the general appropriation Act (see table 22), leaving 125 new laws for the statute books. Thirty-seven of the 125 enactments (29.6%) carried the emergency clause, thus being exempted from the referendum provisions of the Constitution and taking effect immediately upon approval by the governor.

In addition, 59 resolutions and memorials expressing legislative sentiment or opinion but not having the rank of laws were introduced, 39 of which passed.

KIND OF LAWS

Many different subjects were legislated upon by the Fifteenth, but appropriations, as usual, were far ahead. Local government, agriculture and livestock, banking and insurance, and social security and welfare followed in that order. Principal enactments included in addition to the "must" general appropriation Act: increase of maximum old age assistance to forty dollars per month, changes in the unemployment compensation law, an enabling act for the establishment of sanitary districts in unincorporated areas, separate examining boards for osteopaths and for chiropodists, a soil conservation districts law, setting up of an independent administration for the state hospital for the insane, virtual prohibition of fire-

works except for supervised exhibitions, a child placement law, abolition of the board of directors of state institutions and creation of the office of state purchasing agent for the institutions, extension for two more years of the exemption of interest on delinquent taxes, provision for distribution of the motor vehicle lieu license tax directed by a 1940 constitutional amendment, temporary revision of the school taxation and apportionment law to conform to the 1940 initiative measure increasing the state per capita school levy, a new juvenile code, and creation of a new state department of health under an independent governing board.

No constitutional amendments were submitted to the electorate.

FAILURES

Out of the 517 class 1 measures introduced, 392 failed to become laws. Ten failed via executive veto, and two died in conference committees. The remainder were killed in the Senate or the House of Representatives. Among the failures were proposed constitutional amendments on exemption of homes from taxation, increase of terms of county and state officers to four years, reapportionment of the Senate, state civil service, judicial districts of the superior court, and creation of the office of lieutenant governor. Among important bills which failed were creation of a department of agriculture, several measures pertaining to reorganization of the executive branch of the state government, division of the state into congressional districts, limitation of justice precincts to a maximum of three in any county, enlargement of the supreme court to five judges, reduction of the residence requirement for the plaintiff in a divorce action to ninety days, placing of the three state institutions of higher education under one board of regents, teachers' retirement pensions, division of the gasoline tax with municipalities, creation of a legislative council, city and county planning and zoning, premarital and prenatal blood tests, valuation of agricultural lands by income, taxation of banks according to net income, repeal of excise taxes, transfer of liquor control to the counties, regulation of pernicious political activities, the perennial teachers' college degree bill, ratification of the Colorado River compact, creation of a state water and power authority, small claims courts, women jurors, selection, drawing, and summoning of jurors, state civil service, regulation of food handling and lodging establishments, imposition of the death penalty for rape, local option elections on spirituous liquor, and compensation for occupational diseases.

APPROPRIATIONS

The legislature, which must authorize all expenditures of state moneys, appropriated during the regular session of the Fifteenth a total of \$6,996,341.61 for operation of the state government during the ensuing biennium and for deficiencies in current operations. This sum does not include a number of continuing appropriations set up by law—that is, appropriations contained in general statutes which must be raised each year without further action by the legislature.* Of the total sum, \$6,806,058.56 is contained in the general appropriation Act, which appropriates funds for operation of the several departments and agencies of the state during the biennium beginning July 1, 1941. The final figure represents an increase of \$17,794.00 over the amount called for in the bill as introduced.

Seventy-nine other bills were introduced proposing appropriations aggregating \$1,890,739.47. Twenty-five of the measures became law, appropriating \$190,283.05. Two of the latter were for expenses of the legislative session, totaling \$99,621.00.

As usual, many relief bills were introduced, asking for payment of claims against the state for which funds were not otherwise available. Thirty-seven such measures were placed before the Fifteenth, requesting a total of \$112,262.25. Nine of the number were passed, appropriating \$11,191.98.

The following table presents a summary of the actions of the Fifteenth Legislature on appropriation bills (but does not include continuing appropriations nor appropriations not specific in amount).

* If comparison of the above sum is made with that stated in prior issues of "Facts and Figures", it will be noted that it is several million dollars less. The reason for the apparent discrepancy is that in the prior issues estimates of the amounts to be raised for public schools and for old age pensions were included, whereas in the present issue those items are excluded. The figures quoted herein include only specific appropriations of definite sums of money.

(Table 1)

APPROPRIATION BILLS

Kind	Intro.	Requested	Passed	Allowed	Increase	Net Decrease
House bills						
Legislative	2	99,616.00	2	99,621.00	5.00	
Departmental						
Gen. appr.	1	6,788,264.56	1	6,806,058.56	17,794.00	
Misc.	16	797,676.37	4	16,254.37		781,422.00
Public works.....	5	87,595.00				87,595.00
Relief	24	97,914.70	8	10,418.62		87,496.08
Total.....	48	7,871,066.63	15	6,932,352.55	17,799.00	938,714.08
Senate bills						
Departmental						
Misc.	14	724,325.79	6	25,596.64		698,729.15
Public works	5	69,264.06	4	37,619.06		31,645.00
Relief	13	14,347.55	1	773.36		13,574.19
Total	32	807,937.40	11	63,989.06		743,948.34
All bills						
Legislative	2	99,616.00	2	99,621.00	5.00	
Departmental						
Gen. appr.	1	6,788,264.56	1	6,806,058.56	17,794.00	
Misc.	30	1,522,002.16	10	41,851.01		1,480,151.15
Public works	10	156,859.06	4	37,619.06		119,240.00
Relief	37	112,262.25	9	11,191.98		101,070.27
Total	80	8,679,004.03	26	6,996,341.61	17,799.00	1,682,662.42

LEGISLATIVE STORY

After the foregoing brief survey of the tangible results of the legislative labors, it is fitting that a study be made of the not so apparent legislative actions. For example, more than 400 measures introduced failed to receive legislative approval. Students of government need to know what happened to them, and why. By what method, and at what stage of the proceedings, are the laws passed? Light can be shed on many other phases of the workings of the legislative process. With this end in view, the present study presents certain facts and many figures, in as simple a form as possible, with no attempt to draw conclusions therefrom. The latter function is for the reader.

MEASURES INTRODUCED

Five hundred seventy-six bills, resolutions, and memorials were presented to the Fifteenth Legislature for its consideration. These measures varied from one to 71 printed pages in length, for an average of 3.7 pages each. Thus the legislators were faced with the task of scrutinizing 2104 pages in a sixty day session.

For the purposes of this study, the measures have been divided into two classes: 1. bills and concurrent resolutions which, when enacted, have the rank of laws, and, 2. resolutions and memorials not having the rank of law, usually expressing only legislative sentiment or opinion, or requesting a certain action. Summary:

(Table 2)

CLASS 1 MEASURES

House bills	271	
House concurrent resolutions.....	12	
House total		283
Senate bills	222	
Senate concurrent resolutions.....	12	
Senate total		234
Grand total		517

CLASS 2 MEASURES

House joint resolutions	4	
House concurrent resolutions	6	
House resolutions	17	
House joint memorials	3	
House concurrent memorials	2	
House memorials	4	
House total		36
Senate joint resolutions	2	
Senate concurrent resolutions	1	
Senate resolutions	12	
Senate memorials	8	
Senate total		23
Grand total		59
Total, all measures		576

CLASS 2 MEASURES

Class 2 measures, being in the main noncontroversial and involving little consideration of public policy, will be dealt with only briefly. Hereafter, unless otherwise expressly stated, reference is to class 1 measures only. Out of 59 class 2 measures introduced, 39 were approved. Only five of the 39 were measures which required adoption by both houses. Table 3 summarizes the action on class 2 measures.

(Table 3)

SUMMARY OF ACTION ON CLASS 2 MEASURES

Kind	Intro.	H. 1	H. 2	% H. 2
Requiring adoption by both houses				
HJR	4	2	1	25.00
HCR	6			0.00
HJM	3	1	1	33.33
HCM	2	1	1	50.00
	15	4	3	20.00
SJR	2	1	1	50.00
SCR	1	1	1	100.00
	3	2	2	66.67
Total	18	6	5	27.78
Requiring adoption by one house only				
House				
Resolutions	17	14		82.35
Memorials	4	3		75.00
	21	17		80.95
Senate				
Resolutions	12	10		83.33
Memorials	8	7		87.50
	20	17		85.00
Total	41	34		82.93
Grand Total	59		39	66.10

SUBJECT MATTER

A mere summary of the number of measures considered by the legislators does not tell the whole story. The subject matter is all important; and in the Fifteenth, as in all other legislative sessions, the measures introduced related to a variety of interests. It is safe to assume that every resident of the state would be affected directly by at least one of the measures before the Fifteenth Legislature. Table 4 lists the subjects alphabetically. The classifications are necessarily somewhat

arbitrary in many cases, because of lack of space and because of overlapping subject matter.

(Table 4)

SUBJECT MATTER OF MEASURES

Subject	Introduced		Passed	% Passed
	House	Senate		
Agriculture and livestock	20	14	10	29.41
Appropriations	37	24	22	36.07
Banking, investment, and insurance....	8	20	8	28.57
Child welfare	5	3	4	50.00
Commerce and industry	23	18	7	17.07
Courts and statutes	17	9	5	19.23
Crime	4	2		0.00
Education	13	13	4	15.38
Game and fish.....	3	2	1	20.00
Highways and vehicles.....	24	11	7	20.00
Labor	16	12	5	17.86
Local government	15	12	11	40.74
Mining	2	4	1	16.67
Public finance	14	17	7	22.58
Public health	16	7	7	30.43
Public lands	5	12	5	29.41
Revenue and taxation	20	12	3	9.38
Social security and welfare	4	11	8	53.33
State government and institutions.....	24	18	7	16.67
Suffrage and elections.....	7	10		0.00
Veterans and military affairs.....	4	1	1	20.00
Wills and estates	2	2	2	50.00
	283	234	125	24.18

MEASURES PASSED

The Fifteenth Legislature sent a total of 135 class 1 measures to the governor, or 26.11% of the 517 introduced. Approximately one-fourth of those passed were routine matters or noncontroversial.

(Table 5)

CLASS 1 MEASURES PASSED

Kind of measures	Intro.	Passed	% Passed
House bills	271	75	27.68
House concurrent resolutions	12		0.00
House total	283	75	26.50
Senate bills	222	60	27.03
Senate concurrent resolutions	12		0.00
Senate total	234	60	25.64
Total, both houses	517	135	26.11

MEASURES FAILED

A total of 382 class 1 measures failed to receive the final approval of both houses of the legislature, for a failure percentage of 73.89. Although the percentage is considerably

lower than during the past few regular sessions, it is still high. Little difference appears between the two houses as regards the percentage of measures failed, the House measures suffering 75.50% casualties, and the Senate 74.36%. However, 49 more measures having been introduced in the House than in the Senate, 54.45% of the total measures which failed were House measures, as compared with 45.55% which were Senate measures.

(Table 6)

CLASS 1 MEASURES FAILED

Kind of Measures	Intro.	Failed	% Failed
House bills	271	196	72.32
House concurrent resolutions	12	12	100.00
House total	283	208	73.50
Senate bills	222	162	72.97
Senate concurrent resolutions	12	12	100.00
Senate total	234	174	74.36
Total both houses	517	382	73.89

ACTION OF HOUSE OF ORIGIN

The larger portion of the measures which failed died in the house of origin, rather than in the second house after being approved by the first. Considerable difference is noted between the two houses in this respect, the House having killed 62% of its own measures, whereas the Senate passed 117 and killed 117, or 50% of Senate measures.

(Table 7)

FATE OF MEASURES IN HOUSE OF ORIGIN

Kind of measures	Intro.	Passed	Failed	% Failed
House bills	271	104	167	61.62
House concurrent resolutions	12	3	9	75.00
House total	283	107	176	62.19
Senate bills	222	116	106	47.75
Senate concurrent resolutions	12	1	11	91.67
Senate total	234	117	117	50.00
Total, both houses.....	517	224	293	56.67

ACTION OF SECOND HOUSE

The remainder of the 382 class 1 measures which failed to pass both houses were, of course, killed in the second house (except for the two which died in conference). The House of

Representatives in this respect sustains its reputation as the chief killer. Not only did it kill more of its own measures than did the Senate, but it also killed more measures received from the other house than did the Senate. Of the 117 measures received from the Senate, 56 (47.86%) failed to pass the House, whereas the Senate killed only 31 of 107 House measures presented to it (28.97%).

(Table 8)

SECOND HOUSE ACTIONS

Measures	Rec'd.	Passed	Failed	% Failed
House actions on Senate—				
Bills	116	61	55	47.41
Concurrent resolutions.....	1	—	1	100.00
House total	117	61	56	47.86
Senate actions on House—				
Bills	104	76	28	26.92
Concurrent resolutions	3	—	3	100.00
Senate total	107	76	31	28.97
Total second house loss.....	224	137	87	38.84

HOW THEY FAILED

A statement of which house killed which measures only scratches the surface of the question of how and why so many measures failed. The reasons fall roughly into seven classes: 1. failure of standing committees to report; 2. failure of rules committee to release; 3. adjournment before being reached on the calendar of the committee of the whole; 4. tabling or indefinite postponement; 5. adjournment before being reached on the calendar of third reading; 6. failure of passage on final roll call; and, 7. miscellaneous. The next table shows the number of failures attributable to each cause.

(Table 9)

MORTALITY TABLE

Measures	(1)	(2)	(3)	(4)	(5)	(6)	(7)	Total
House measures failed in House								
Bills	124	29	6	5		1	2	167
HCR	9							9
	<u>133</u>	<u>29</u>	<u>6</u>	<u>5</u>		<u>1</u>	<u>2</u>	<u>176</u>
Senate measures failed in House								
Bills	21	26	6	2				55
SCR	1							1
	<u>22</u>	<u>26</u>	<u>6</u>	<u>2</u>				<u>56</u>
H. total	155	55	12	7		1	2	232
Senate measures failed in Senate								
Bills	59		27	12	7	1		106
SCR	2			9				11
	<u>61</u>		<u>27</u>	<u>21</u>	<u>7</u>	<u>1</u>		<u>117</u>
House measures failed in Senate								
Bills	10		14		2	1	1	28
HCR				3				3
	<u>10</u>		<u>14</u>	<u>3</u>	<u>2</u>	<u>1</u>	<u>1</u>	<u>31</u>
S. total	71		41	24	9	2	1	148
Total both	226	55	53	31	9	3	3	380
Per cent of measures failed								
House in House.....	75.57	16.48	3.41	2.84		0.57	1.13	100.00
Sen. in House	39.29	46.43	10.71	3.57				100.00
Tot. in House.....	66.81	23.71	5.17	3.02		0.43	0.86	100.00
Sen. in Sen.	52.14		23.08	17.95	5.98	0.85		100.00
House in Sen.	32.26		45.16	9.67	6.45	3.23	3.23	100.00
Tot. in Sen.	47.97		27.70	16.22	6.08	1.35	0.68	100.00
Total, both	59.47	14.47	13.95	8.16	2.37	0.79	0.79	100.00

COMMITTEE REFERENCES

It is readily seen, from the foregoing mortality table, that by far the largest number of failures is due to the retention of measures by committees. Four hundred eighty-seven of the 517 class 1 measures introduced in the two houses were referred to committees. In addition, 185 of the same measures were referred to committees in the second house, after passage by the first, making a total of 672 measures referred to one or more committees, of which 228, or 33.93%, were retained and thus killed.

In the House, the practice of multilateral reference, or reference of one bill to two or more committees, is prevalent, whereas the Senate rarely refers a measure to more than one committee. Table 10 illustrates the comparative results of the two practices, House committees retaining 41.42% of the measures referred to them, while Senate committees smothered only 24.23%. Tables 11 and 12 show the comparative extent of the multilateral reference practice in the two houses, and during different periods of the session.

(Table 10)

MEASURES LOST BY FAILURE OF COMMITTEES TO REPORT

House									
Coms.	House Measures			Senate Measures			All Measures		
	Ref'd	Held	% Held	Ref'd	Held	% Held	Ref'd	Held	% Held
1	9	4	44.44	34	4	11.76	43	8	18.60
2	52	27	51.92	42	11	26.19	94	38	40.43
3	152	72	47.37	24	7	29.17	176	79	44.89
4	64	32	50.00	1		0.00	65	32	49.23
5	1		0.00				1		0.00
	278	135	48.56	101	22	21.78	379	157	41.42

Senate									
	Senate Measures			House Measures			All Measures		
	Ref'd	Held	% Held	Ref'd	Held	% Held	Ref'd	Held	% Held
1	202	57	28.21	84	10	11.90	286	67	23.43
2	6	3	50.00				6	3	50.00
3	1	1	100.00				1	1	100.00
	209	61	29.19	84	10	11.90	293	71	24.23

(Table 11)

MULTILATERAL REFERENCE PATTERN

House								
Number committees	House measures				Senate measures			
	Bills	CR	Total ref'd	Number refs.	Bills	CR	Total ref'd	Number refs.
1	7	2	9	9	34		34	34
2	52		52	104	42		42	84
3	148	4	152	456	23	1	24	72
4	58	6	64	256	1		1	4
5	1		1	5				
	266	12	278	830	100	1	101	194

Senate								
	Senate Measures				House Measures			
	Ref'd	Held	Total ref'd	Number refs.	Ref'd	Held	Total ref'd	Number refs.
1	190	12	202	202	81	3	84	84
2	6		6	12				
3	1		1	3				
	197	12	209	217	81	3	84	84

(Table 12)
REFERENCE BY PERIODS

Days of session	House						
	House measures			Senate measures			Average both
	Meas.	Refs.	Aver.	Meas.	Refs.	Aver.	
1-20	116	352	3.034	4	11	2.750	3.025
21-30	57	183	3.211	11	29	2.636	3.118
31-40	49	148	3.020	20	48	2.400	2.841
41-50	44	120	2.727	25	57	2.240	2.565
51-64	12	27	2.250	41	49	1.195	1.434
	278	830	2.986	101	194	1.921	2.702

	Senate						
	Senate measures			House measures			
1-20	109	116	1.064	5	5	1.000	1.061
21-30	32	33	1.031	13	13	1.000	1.022
31-40	38	38	1.000	16	16	1.000	1.000
41-50	21	21	1.000	23	23	1.000	1.000
51-64	9	9	1.000	27	27	1.000	1.000
	209	217	1.038	84	84	1.000	1.027

Further information can be obtained by the study, in connection with tables 10 and 11, of the following table, showing the total number of committee retentions in each house.

(Table 13)
COMMITTEE RETENTIONS

Number committees	1	Reports lacking			Total measures Ref'd	Retns.	Per cent retentions
		2	3	4			
House							
House measures							
1	4				9	4	44.44
2	12	15			52	27	51.92
3	18	24	30		152	72	47.37
4	4	8	12	8	64	32	50.00
5					1		0.00
	38	47	42	8	278	135	48.56
Senate measures							
1	4				34	4	11.76
2	9	2			42	11	26.19
3	5		2		24	7	29.17
4					1		0.00
	18	2	2		101	22	21.78
House total	56	49	44	8	379	157	41.42
Senate							
Senate measures							
1	57				202	57	28.21
2	3				6	3	50.00
3	1				1	1	100.00
	61				209	61	29.19
House measures							
1	10				84	10	11.90
Senate total	71				293	71	24.23

Two more tables on the subject of multilateral reference are in order. Table 14 depicts the average number of committee references per measure passed, compared with the average number of references per measure referred. Table 15 compares the measures passed to the measures referred, according to the number of committees of reference.

(Table 14)

AVERAGE NUMBER REFERENCES, MEASURES PASSED COMPARED WITH MEASURES REFERRED

	Referred			Passed		
	Measures	Refs.	Av. refs.	Measures	Refs.	Av. refs.
House						
House measures	278	830	2.986	104	309	2.971
Senate measures	101	194	1.921	56	104	1.857
Total	379*	1024	2.702	160	413	2.581
Senate						
Senate measures	209	217	1.038	96	98	1.021
House measures	84	84	1.000	56	56	1.000
Total	293	301	1.027	152	154	1.013
Grand total	672	1325	1.972	312	567	1.817

(Table 15)

PER CENT MEASURES PASSED, BY NUMBER OF REFERENCES

No. com.	House								
	House measures			Senate measures			All measures		
	Ref'd	Passed	% passed	Ref'd	Passed	% passed	Ref'd	Passed	% passed
0	5	3	60.00	16	6	37.50	21	9	42.86
1	9	2	22.22	34	22	64.71	43	24	55.81
2	52	20	38.46	42	18	42.86	94	38	40.43
3	152	62	40.79	24	14	58.33	176	76	43.18
4	64	19	29.69	1	1	100.00	65	20	30.77
5	1	1	100.00				1	1	100.00
	283	107	37.81	117	61	52.13	400	168	42.00
Senate									
	Senate measures			House measures			All measures		
0	25	21	84.00	23	20	86.96	48	41	85.42
1	202	94	46.53	84	56	66.67	286	150	52.45
2	6	2	33.33				6	2	33.33
3	1		0.00				1		0.00
	234	117	50.00	107	76	71.03	341	193	56.60

WORK OF COMMITTEES

To show the work done by the several committees of the two houses, tables 16 and 17 are presented. These tables include both class 1 and class 2 measures. The column symbols

mean: 1. total number of references; 2. recommended "do pass"; 3. recommended "do pass as amended"; 4. reported out with no recommendation; 5. recommended "do not pass"; 6. recommended tabling or indefinite postponement; 7. number of measures not reported; 8. per cent of measures referred but not reported; and, 9. average number of days the committee retained the measures referred to it, including those not reported to the last day of the session.

(Table 16)

RECORD OF HOUSE COMMITTEES

Committee	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
House measures									
Acc. & bus. methods.....	12	4	1	6			1	8.33	15.25
Agric. & irrigation.....	22	2	3	9	1		7	31.82	21.41
Appropriations.....	52	14	7	10	2		19	36.54	27.48
Banking and insurance.....	15	6		3			6	40.00	22.14
Capitol bldg. & grounds.....	2			2				0.00	11.00
Child welfare.....	10	6	1	1			2	20.00	10.80
Const. amend. & ref.....	9	3		1			5	55.56	32.11
Corporations.....	8	3		1	2		2	25.00	19.25
County & co. affairs.....	69	23	1	18	2		25	36.23	23.75
Education.....	16	6	5	5	1		4	25.00	19.06
Efficient government.....	162	61	2	22	1		76	46.91	26.39
Fish and game.....	3	1					2	66.67	27.67
Highways and bridges.....	28	12	1	7			8	28.57	20.21
Inst. reorganization.....	14	4	2	5			3	21.43	21.00
Judiciary*.....	280	103	58	8	5		106	37.86	23.95
Labor.....	27	10		8			9	33.33	18.07
Livestock.....	8	4	2	2				0.00	15.00
Military affairs.....	6	4		1			1	16.67	11.50
Mines and mining.....	7	4		1			2	28.57	23.14
Petitions and memorials.....	16	1		5			10	62.50	17.81
Printing and clerks.....	1			1				0.00	5.00
Public health.....	28	10	1	10	2		5	17.86	19.07
Public institutions.....	24	9		11	3		1	4.17	12.13
Public lands.....	14	6	2	1			5	35.71	21.21
Reconstruc. & unem.....	1			1				0.00	8.00
Suffrage and elections.....	9	4		3	1		1	11.11	17.33
Ways and means.....	26	10	5	1	4		6	23.08	26.15
	869	310	91	138	24		306	35.21	22.96
Senate measures									
Acc. & bus. methods.....	2			2				0.00	25.50
Agric. & irrigation.....	7	4	1	1			1	14.29	12.86
Appropriations.....	14	11	2	1				0.00	3.50
Banking and insurance.....	24	9	2	13				0.00	7.58
Child welfare.....	1		1					0.00	12.00
Const. amend. & ref.....	1						1	100.00	47.00
County & co. affairs.....	13	4		6			3	23.08	13.69
Education.....	1						1	100.00	6.00
Efficient government.....	31	15		9			7	22.58	15.97
Fish and game.....	2	1					1	50.00	19.50
Highways and bridges.....	1	1						0.00	3.00
Judiciary*.....	62	45	3	1			13	20.97	16.39
Labor.....	4	3		1				0.00	5.75
Livestock.....	3	3						0.00	7.00
Military affairs.....	1	1						0.00	3.00
Mines and mining.....	5	2	1	2				0.00	16.00
Public institutions.....	5	4		1				0.00	8.80
Public lands.....	15	13	1				1	6.67	6.93
Ways and means.....	2	1	1					0.00	13.50
	194	117	12	37			28	14.43	12.73

(Table 16 Continued)

RECORD OF HOUSE COMMITTEES

Committee	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
All measures									
Acc. & bus. methods.....	14	4	1	8			1	7.14	16.71
Agric. & irrigation.....	29	6	4	10	1		8	27.59	19.35
Appropriations.....	66	25	9	11	2		19	28.79	22.39
Banking and insurance.....	39	15	2	16			6	15.38	13.18
Capitol bldg. & grounds.....	2			2				0.00	11.00
Child welfare.....	11	6	2	1			2	18.18	10.91
Const. amend. & ref.	10	3		1			6	60.00	33.60
Corporations.....	8	3		1	2		2	25.00	19.25
County & co. affairs.....	82	27	1	24	2		28	34.15	22.16
Education.....	17	6	5		1		5	29.41	18.29
Efficient government.....	193	76	2	31	1		83	43.01	24.72
Fish and game.....	5	2					3	60.00	24.40
Highways and bridges.....	29	13	1	7			8	27.59	19.59
Inst. reorganization.....	14	4	2	5			3	21.43	21.00
Judiciary*.....	342	148	61	9	5		119	34.80	22.58
Labor.....	31	13		2			9	29.03	16.48
Livestock.....	11	7	2	2				0.00	12.82
Military affairs.....	7	5		1			1	14.29	10.29
Mines and mining.....	12	6	1	3			2	16.67	20.17
Petitions and memorials.....	16	1		5			10	62.50	17.81
Printing and clerks.....	1			1				0.00	5.00
Public health.....	28	10	1	10	2		5	17.86	19.07
Public institutions.....	29	13		12	3		1	3.45	11.55
Public lands.....	29	19	3	1			6	20.69	13.83
Reconstruc. & unem.	1			1				0.00	8.00
Suffrage and elections.....	9	4		3	1		1	11.11	17.33
Ways and means.....	28	11	6	1	4		6	21.43	25.25
	1063	427	103	175	24		334	31.42	21.09

* Reports usually on constitutionality only.

(Table 17)

RECORD OF SENATE COMMITTEES

Committee	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Senate measures									
Agric. & irrigation	11	4	1	4			2	18.18	19.55
Appropriations	24	8	6		1		9	37.50	30.21
Banking and insurance.....	22	10	7			1	4	18.18	15.59
Const. amend. & ref.	9	3			1		5	55.56	31.11
Education	7			4			3	42.86	40.57
Finance and revenue.....	20	3	2	2	7		6	30.00	29.85
Highways and bridges.....	8	2		4			2	25.00	17.25
Judiciary	43	14	8	1	4		16	37.21	25.05
Labor and capital.....	4	2		2				0.00	10.25
Livestock	14	8	4	1			1	7.14	4.71
Methods of business.....	7	3	2		1		1	14.29	23.43
Mines and mining	5	4					1	20.00	15.40
Municipalities	13	3	3	3	1		3	23.07	25.23
Public defense	1							100.00	56.00
Public health	6	3		1			2	33.33	21.17
Public lands	3	2	1					0.00	7.00
State institutions	25	6	2	2	9		6	24.00	22.28
Suffrage and elections	1						1	100.00	21.00
	223	75	36	24	25		63	28.25	22.95
House measures									
Agric. & irrigation	2			2				0.00	6.00
Appropriations	10	7	2			1		0.00	4.40
Banking and insurance	1		1					0.00	2.00
Const. amend. & ref.	3	1	2					0.00	7.00
Education	2	1		1				0.00	12.50
Finance and revenue	13	8	3			1	1	7.69	4.03
Highways and bridges	6	1		5				0.00	6.33
Judiciary	21	9	4			1	7	33.33	12.52
Labor and capital	1			1				0.00	4.00
Methods of business.....	3	2		1				0.00	8.00
Mines and mining	1	1						0.00	2.00
Municipalities	5	1	1	2	1			0.00	11.40
Public health	6	3		2		1		0.00	6.17
Public lands	2		1				1	50.00	9.50
State institutions	10	7	1	1			1	10.00	8.50
	86	41	15	15	1	4	10	11.63	7.98
All measures									
Agric. & irrigation	13	4	1	6			2	15.33	17.46
Appropriations	34	15	8		1	1	9	26.47	22.62
Banking and insurance	23	10	8		1		4	17.39	15.00
Const. amend. & ref.	12	4	2		1		5	41.67	25.08
Education	9	1		5			3	33.33	34.33
Finance and revenue	33	11	5	2	7	1	7	21.21	19.70
Highways and bridges	14	3		9			2	14.29	12.57
Judiciary	64	23	12	1	4	1	23	35.94	20.94
Labor and capital	5	2		3				0.00	9.00
Livestock	14	8	4	1			1	7.14	4.71
Methods of business.....	10	5	2	1	1		1	10.00	18.80
Mines and mining	6	5					1	16.67	13.33
Municipalities	18	4	4	5	2		3	16.67	21.39
Public defense	1							100.00	56.00
Public health	12	6		3		1	2	16.67	13.67
Public lands	5	2	2				1	20.00	8.00
State institutions	35	13	3	3	9		7	20.00	18.34
Suffrage and elections	1						1	100.00	21.00
	309	116	51	39	26	4	73	23.62	18.78
House and senate total.....	1372	543	154	214	50	4	407	29.66	20.57

EFFECT OF COMMITTEE ACTION

What of the measures after they are reported out by the committees? Some measures, although reported, may come out so late that they cannot survive the last minute jam, unless of paramount importance. Table 18 shows the measures reported out by committees which received the approval of the parent body, according to the period of the session during which the last committee report was received.

(Table 18)

PER CENT MEASURES PASSED, BY PERIOD OF COMMITTEE REPORTS

House									
Days of session	House measures			Senate measures			All measures		
	Reptd.	Passed	% passed	Reptd.	Passed	% passed	Reptd.	Passed	% passed
1-10	1	1	100.00				1	1	100.00
11-20	8	8	100.00	1	1	100.00	9	9	100.00
21-30	23	22	95.65	1	1	100.00	24	23	95.83
31-40	27	25	92.59	3	2	66.67	30	27	90.00
41-50	35	26	74.29	7	7	100.00	42	33	78.57
51-64	49	22	44.90	68	44	64.71	117	66	56.41
	143	104	72.73	80	55	68.75	223	159	71.30

Senate									
	Senate measures			House measures			All measures		
	Reptd.	Passed	% passed	Reptd.	Passed	% passed	Reptd.	Passed	% passed
1-10	1	1	100.00	1	1	100.00	2	2	100.00
11-20	17	15	88.24	1	1	100.00	18	16	88.89
21-30	20	16	80.00	5	5	100.00	25	21	84.00
31-40	53	33	62.26	9	6	66.67	62	39	62.90
41-50	38	24	63.16	24	18	75.00	62	42	67.74
51-64	19	7	36.84	31	22	70.97	50	29	58.00
	148	96	64.86	71	53	74.65	219	149	68.04

Table 19 shows the extent to which the parent body follows the recommendations of its standing committees. In the House, because of the multilateral reference practice, many measures receive conflicting recommendations by the several committees to which referred, and those measures are grouped under the heading "conflicting".

(Table 19)

ACTION ON COMMITTEE RECOMMENDATIONS

Recommendation	Tot.	Pass	Fail	I. P.	Die, Cal.	Die, Cal. W.	Retained, rules com.
HOUSE							
House measures							
Do pass	75	57				3	15
Do not pass.....	1		1				
Conflicting	54	39		3		2	10
None	21	13		2	1	1	4
	151	109	1	5	1	6	29
Senate measures							
Do pass	51	37				2	12
Conflicting	7	5		1		1	
None	21	13				3	5
	79	55		1		6	17
All measures							
Do pass	126	94				5	27
Do not pass.....	1		1				
Conflicting	61	44		4		3	10
None	42	26		2	1	4	9
	230	164	1	6	1	12	46
SENATE							
Senate measures							
Do pass	108	89	1	6	2	10	
Do not pass.....	25	2	2	14	2	5	
None	20	5	2	1		12	
	153	96	5	21	4	27	
House measures							
Do pass	56	44	1	3			8
Do not pass.....	1	1					
None	15	8					7
Withdrawn	4	4					
	76	57	1	3			15
All measures							
Do pass	164	133	2	9	2	18	
None	35	13	2	1		19	
Do not pass.....	26	3	2	14	2	5	
Withdrawn	4	4					
	229	153	6	24	4	42	

RULES COMMITTEE

In the House of Representatives, no measure can be considered by the House, without suspension of the rules, until placed on the House calendar by the rules committee. The Senate does not follow that practice until near the end of the session. Table 20 shows the measures which failed in the House because of failure of the rules committee to release them. Statistics from the Senate rules committee are unavailable.

(Table 20)

RULES COMMITTEE SCORE BOARD

House measures	Not Released	Senate measures	Not Released	All measures	Not Released
Bills.....	29	Bills.....	26	Bills.....	55
Concurrent res.....	3			Concurrent res.....	3
	32		26		58

CONFERENCE

A survey of the actions of legislative committees could not be deemed complete without consideration of that important creature, the conference committee, to which a measure is referred if one house cannot agree to amendments made by the other. In the Fifteenth Legislature, 11 measures went to 16 conference committees for reconciliation of differences. Two of the measures could not be agreed upon, and thus died, although having received the approval of both houses in somewhat different forms. Table 21 shows the measures which went to conference, the number of conferences to which each was sent, and the action of the legislature on the final conference reports.

(Table 21)

BILLS IN CONFERENCE

Bill	Subjects	Conf. rept. adopted	Conf. rept. not adopted	No. com.
House bills				
1	State department of health.....	x		3
31	Old age pension increase.....	x		1
46	Municipal revenue bond Act amendments.....	x		1
124	Department of agriculture		x	1
126	School taxation and apportionment	x		1
190	General appropriation bill.....	x		4
6		5	1	11
Senate bills				
47	County warrants, interest rate.....		x	1
48	State warrants, interest rate.....	x		1
124	Highway department magazine	x		1
153	Sales of cemetery property	x		1
182	State land, classification and rental.....	x		1
5		4	1	5
Total, all bills				
11		9	2	16

GUBERNATORIAL VETO

The foregoing discussion shows the fate of all the 392 class 1 measures which failed to become law except those vetoed by the governor. Governor Osborn vetoed ten bills. Three of the ten were vetoed while the legislature was still in session, and seven after adjournment. No attempt was made to pass any bill over the veto. In addition to the ten bills vetoed, the chief executive vetoed one item of the general appropriation Act. While the veto of ten measures and part of another does not equal the record of the late Governor Hunt in vetoing 17 bills passed by the Eighth Legislature, the number is unusual and merits a separate table.

(Table 22)

BILLS VETOED BY GOVERNOR

Bill	Subject	Date vetoed
House bill		
33	Taxation of banks according to net income.....	Mar. 27
Sub. 54	Unemployment compensation, postpone increase of employers' contribution rates.....	Mar. 27
100	Speed limits of motor vehicles.....	Mar. 13
137	Racing meets, duration and breakage.....	Feb. 13
151	Motor carrier license tax, exempt star route carriers.....	Mar. 27
190	General appropriation Act (one item).....	Mar. 27
223	Bond of employment agents.....	Mar. 27
Senate bill		
96	Appropriation to purchase code supplements.....	Mar. 1
116	Bogus checks.....	Mar. 27
157	Workmen's compensation, average monthly wage and measure of compensation.....	Mar. 27
182	State lands, classification and rental.....	Mar. 27
11		

THE TIME ELEMENT

Of the 137 bills which passed both houses (ten of these were vetoed and two died in conference), 97, or nearly 71%, were introduced during the first 30 days of the session, the remaining 29% having been introduced during the last 34 days. However, when reduced to percentages from another viewpoint, the difference does not appear so great. Of the total number of measures introduced during the first thirty days, 28.12% passed both houses, while 23.26% of those introduced during the last 34 days were successful. In the House, the last measure introduced which passed both houses was placed in the hopper on March 1, the forty-eighth day of the session. The last Senate measure to become law was introduced on March 11, the fifty-eighth day. Comparison of these figures with those of recent sessions discloses that an early introduction in the Fifteenth did not have as much bearing on the chances for passage as usual. However, most of

the late comers which received legislative approval were special appropriation bills and other routine matters over which there was little controversy. Table 23 summarizes the passage of measures according to periods of introduction.

(Table 23)

RESULTS BY PERIOD OF INTRODUCTION

House measures						
Days of session	Meas. intro.	Passed House	% of intro.	Passed Senate	% of intro.	% of total passed
1-10	67	36	53.73	23	34.33	30.27
11-15	23	11	47.83	9	39.12	11.84
16-20	31	18	58.06	14	45.16	18.42
21-30	63	19	30.16	14	22.22	18.42
Total first 30 days	184	84	45.65	60	32.61	78.95
31-64	99	23	23.23	16	16.16	21.05
	283	107	37.81	76	26.86	100.00

Senate measures						
Days of session	Meas. intro.	Passed Senate	% of intro.	Passed House	% of intro.	% of total passed
1-10	70	27	38.57	12	17.14	19.68
11-15	31	14	45.16	11	35.48	18.03
16-20	13	5	38.46	1	7.69	1.64
21-30	47	29	61.70	13	25.53	21.31
Total first 30 days	161	75	46.58	37	22.98	60.66
31-64	73	42	57.53	24	32.88	39.34
	234	117	50.00	61	26.07	100.00

All measures						
Days of session	Meas. intro.	Passed House 1	% of intro.	Passed House 2	% of intro.	% of total passed
1-10	137	63	45.99	35	25.55	25.54
11-15	54	25	46.30	20	37.04	14.60
16-20	44	23	52.27	15	34.09	10.95
21-30	110	48	43.64	27	24.55	19.71
Total first 30 days	345	159	46.09	97	28.12	70.80
31-64	172	65	37.79	40	23.26	29.20
	517	224	43.33	137	26.50	100.00

TIME REQUIRED FOR PASSAGE

Another factor in the time element is the length of time required for passage of bills. Table 24 shows the average number of days required to pass the measures which passed one or both houses. (The figures on the first line represent all measures which passed the house of origin. Those on the second line show only the bills which passed both houses.)

(Table 24)
ELAPSED TIME IN PASSAGE

House measures				Senate measures				Both houses			
Average days to pass				Average days to pass				Average days to pass			
Meas.	House	Senate	Both	Meas.	Senate	House	Both	Meas. of origin	House	Second house	Both
107	23.552			117	19.991			224	21.692		
76	22.961	11.698	34.658	61	20.016	11.934	31.951	137	21.650	11.803	33.454

LAST MINUTE ACTION

Perhaps the most important factor in the time element is the stage of the session at which passage of measures is most likely to occur. By far the majority are passed very near the end of the session, resulting in the familiar last minute jam. Fifty measures received final approval by the second house during the last four days of the session, leaving only 87 which were passed during the regular sixty days. Table 25 shows the measures passed during different periods, and table 26 portrays the length of time required for passage.

(Table 25)
PASSAGE BY PERIODS

Days of session	House in House		House in Senate		Senate in Senate		Senate in House		Pass Both
	No.	%	No.	%	No.	%	No.	%	%
1-20	9	8.41	3	3.95	5	4.27		0.00	2.19
21-30	21	19.63	5	6.58	10	8.55	2	3.28	5.11
31-40	23	21.49	3	3.95	21	17.95	3	4.92	4.38
41-50	15	14.02	7	9.21	26	22.22	3	4.92	7.30
51-64	39	36.45	58	76.31	55	47.01	53	86.88	81.02
	107	100.00	76	100.00	117	100.00	61	100.00	100.00

(Table 26)
TIME IN PASSAGE, BY GROUPS

No. of days	Pass house of origin only		Pass both houses	
	House meas.	Sen. meas.	House meas.	Sen. meas.
50 or more	3	2	11	13
40-49	6	8	17	6
30-39	19	18	24	14
20-29	35	39	14	12
10-19	37	14	6	11
Less than 10	7	36	4	5
	107	117	76	61

INTRODUCERS

Table 27 shows the measures (both class 1 and class 2) introduced by the several members and committees of the legislature, with an indication of their fate. It must be borne in mind that the nature of the measures introduced, the interest of the sponsor in them, and many other factors have

much more to do with the success or failure of the measures than the name of the introducer. Many measures are sponsored by two or more members, and are grouped under a single heading.

(Table 27)

RECORD OF INTRODUCERS

Introducer	Int.	Passed	% passed	Av. da. pass
House				
Armstrong	10	8	80.00	15.88
Bailey	9	6	66.67	25.50
Bell	4	1	25.00	46.00
Brubaker	6	3	50.00	17.33
Bush	2	1	50.00	1.00
Carreon	1	1	100.00	16.00
Colter	7	1	14.29	1.00
Copp	4	2	50.00	27.00
Crabbe	3		0.00	
Curry	4	1	25.00	17.00
Dudley	7	4	57.14	28.75
Forbes	3		0.00	
Fritz	1		0.00	
Goff	5	1	20.00	25.00
Hathaway	1		0.00	
Jameson	5	2	40.00	11.50
Kiernan	2	1	50.00	1.00
Kilpatrick	10	2	20.00	36.50
Klein	2		0.00	
Lewis	2		0.00	
Lockwood	14	4	28.57	17.25
McDaniel	1		0.00	
McGowan	4	1	25.00	16.00
McKinney	2	2	100.00	19.50
McRae	4		0.00	
Mattice	2		0.00	
Michael	1	1	100.00	15.00
Mitchell	6	1	16.67	14.00
Moore	7	1	14.29	53.00
Mosshammer	11	3	27.27	28.00
Perkins	2	1	50.00	27.00
Phelps	3	1	33.33	29.00
Pulsipher	1		0.00	
Rapp	7	3	42.86	12.00
Robles	4	2	50.00	9.50
Rosenbaum	5	3	60.00	19.67
Sharpe	5	4	80.00	17.75
Stover	6		0.00	
Thompson	3	2	66.67	26.50
Udall	9	7	77.78	12.57
Vidrine	9	3	33.33	34.33
Vinson	1		0.00	
Williams	7		0.00	
Individual introducers	202	73	36.14	20.26
Multiple introducers	89	45	50.56	20.31
Committees				
Acc. & bus. meth.....	2		0.00	
Appropriations	5	5	100.00	7.60
Banking & ins.....	1	1	100.00	35.00
Capitol build. & gr....	1		0.00	
Co. and co. affairs.....	4		0.00	
Education	1	1	100.00	32.00
Efficient government	4		0.00	
Fish and game.....	2		0.00	
Highways & bridges..	5	1	20.00	35.00
Institutional reorg. ..	1		0.00	
Public institutions ..	1	1	100.00	19.00
Ways and means.....	1	1	100.00	43.00
Total, committees	28	10	35.71	20.20
Grand total	318	128	40.25	20.27

(Table 27)
RECORD OF INTRODUCERS

Introducer	Int.	Passed	% passed	Av. da. pass
Senate				
Angius	34	6	17.65	23.50
Babbitt	11	9	81.82	14.78
Baker	13	5	38.46	17.40
Bixby	1	1	100.00	33.00
Blake	10	6	60.00	19.67
Colter	3	3	100.00	20.33
Cowan	1	1	100.00	1.00
Coxon	9	6	66.67	27.33
d'Autremont	15	8	53.33	27.00
Edwards	11	3	27.27	27.33
Fain	13	7	53.85	8.14
Haldiman	17	8	47.06	21.88
Harrison	2	1	50.00	48.00
Keefe	1	1	100.00	1.00
Kimball	24	14	58.33	18.57
J. H. Smith	10	5	50.00	23.40
M. Smith	12	2	16.67	2.50
Stanton	3	2	66.67	12.50
Individual introducers	190	88	46.32	19.59
Multiple introducers	15	9	60.00	17.33
Committees				
Appropriations	16	10	62.50	5.30
Banking and insur.....	16	12	75.00	25.00
Const. amend. & ref.	2	2	100.00	21.00
Finance and revenue	1	1	100.00	2.00
Highways and bridges	1		0.00	
Judiciary	1	1	100.00	24.00
Labor and capital.....	2	1	50.00	9.00
Livestock	1	1	100.00	13.00
Public lands	11	11	100.00	4.09
State institutions	1		0.00	
Total, committees	52	39	75.00	12.51
Grand total	257	136	52.92	17.42

PERSONNEL

The study of a legislative session necessarily includes some consideration of the men and women who compose that legislature. The 71 members of the Fifteenth (52 in the House, 19 in the Senate) represent a cross section of the state, if vocation, age, experience, education, and religious belief are accurate criteria.

In age, House members range from 26 to 73, the average age of all being 44.71 years. Thirty-six members are 50 or under. Six members are 30 or under, sixteen 31 to 40, fourteen 41 to 50, ten 51 to 60, four 61 to 70, and one is 73.

In the Senate, the ages of the members range from 33 to 71, for an average of 49.74 years. Four members are 33 to 40, five 41 to 50, seven 51 to 60, two 61 to 70, and one is 71.

By occupations, tradesmen lead the House with ten, and lawyers follow with seven. There are six stockmen, five salesmen, four connected with mining, three each of farmers, housewives, and real estate and insurance dealers, two druggists, two teachers, and one each connected with the laundry business, trucking, reclamation, agricultural consultation, accounting, banking, and contracting.

In the Senate, lawyers lead with six, and stockmen are close behind with five. There are also two tradesmen, two real estate and insurance dealers, one railroader, one banker, one miner, and one retired.

Five women served in the House, none in the Senate. All House members are Democrats, as are all members of the Senate.

One House member is serving his eighth term in the legislature, two their seventh, one his fifth, four their fourth, three their third, seventeen their second, and twenty-four their first, the average being 2.12 terms per member.

Five senators are serving their fifth legislative terms, one his fourth, three their third, four their second, and six their first. The average term of each Senate member is 2.74.

College graduates predominate in the Fifteenth Legislature. Twenty-two House members have college degrees, four have had some college education, 21 withdrew upon graduation from high school, while five have only a common school education.

Eleven senators are college graduates, with one more having had some college training. Two are high school graduates, and five received common school education only.

Nine different religious affiliations are listed by the 71 legislators, in addition to a number listing their religious affiliation as "Protestant" and several more giving no affiliation. The churches represented are Baptist, Catholic,

Christian, Christian Science, Congregational, Episcopal, Latter Day Saints, Methodist, and Presbyterian.

THE LEGISLATIVE WORKSHOP

Much of the necessary technical work of preparing measures for introduction, revising measures prior to passage, and a great deal of research and compilation of pertinent information is performed by the State Legislative Bureau of the Department of Library and Archives, the facilities of which are at all times subject to the call of the legislators. The Legislative Bureau is, in theory, in practice, and by statute, an integral part of the legislative branch of the state government. The assistance rendered by this legislative workshop to the legislature has grown steadily during the past several years, although, in number of bills drafted, a small decrease is evident in the Fifteenth. Tables 28 and 29 present the figures (class 1 and class 2).

(Table 28)

LEGISLATIVE BUREAU, COMPARATIVE TABLE

Session of legislature	Measures Intro.	Drafted by Leg. Bureau	%
Eleventh	536	219	40.9
Twelfth	477	267	56.0
Thirteenth	532	313	58.8
Fourteenth	606	428	70.6
Fifteenth	575	383	66.7

(Table 29)

PREPARED BY LEGISLATIVE BUREAU, FIFTEENTH LEGISLATURE

Measure	Intro.	Drafted by LB	%	Pages by LB	%
House					
HB	271	182	67.16	552	52.72
HJR	4	3	75.00	5	71.43
HCR	18	11	61.11	22	17.46
HR	17	13	76.47	16	45.71
HJM	3	3	100.00	5	100.00
HCM	2	2	100.00	3	100.00
HM	4	3	75.00	6	75.00
	319	217	68.03	609	49.47
Senate					
SB	222	134	60.36	413	50.61
SJR	2	2	100.00	3	100.00
SCR	13	12	92.31	20	90.91
SR	12	11	91.67	14	87.50
SM	8	8	100.00	16	100.00
	257	167	64.98	466	53.38
Grand total	576	384	66.67	1075	51.09

In conclusion, the recommendation is made that students of the legislative process compare the figures presented in this study with "Facts and Figures" for the Thirteenth and Fourteenth Legislatures, which may be found, respectively, in the *State Library Newsletter* of April, 1937 (No. 6), and the *Arizona Newsletter* of April, 1939 (No. 10).

SESSION LAWS OF 1941**Regular Session**

Chap.

1. Appropriation for expenses of Legislature. Approved Jan. 20.* HB 22.
2. Appropriation for legislative work (Legislative Bureau). Approved Jan. 23.* HB 30.
3. Extension of time for securing vehicle license plates. Approved Jan. 24.* HB 53.
4. Appropriation for defense of seventy-car train law (Attorney-general). Approved Feb. 4.* SB 28.
5. Airports, establishment and operation by counties and municipalities under contract. Approved Feb. 6.* HB 87.
6. State land department authorized to accept and use land for airport purposes. Approved Feb. 6.* HB 88.
7. Sale of real property of decedents' estates. Approved Feb. 8. SB 42.
8. Department of liquor licenses and control, repeal of continuing appropriation. Approved Feb. 11. HB 60.
9. Pardons and paroles, repeal of minimum sentence law. Approved Feb. 15.* HB 36.
10. Administration of estate under \$2000 without bond. Approved Feb. 17. SB 16.
11. Uniform sales law, correction of error relating to loss of lien. Approved Feb. 17.* HB 4.
12. Mileage and traveling expenses of state employees reduced. Approved Feb. 17.* HB 14.
13. Nursing law amended. Approved Feb. 19. HB 32.
14. Veterans' preference in city and county civil service. Approved Feb. 24.* SB 172.
15. Tax anticipation bonds. Approved Feb. 25.* SB 49.
16. Distribution of statutes and journals, include supreme court reporter. Approved Feb. 28. HB 57.
17. Free textbooks, bond of publisher reduced. Approved Feb. 28. HB 79.
18. County supervisors, liability for illegal payments. Approved Mar. 4. HB 16.
19. Jurors' fees and mileage, payment for each separate summons. Approved Mar. 3. HB 29.

20. Farm loans, reduction of interest authorized. Approved Mar. 4. HB 71.
21. Disposition of surplus proceeds of tax levy to pay school bonds. Approved Mar. 4. HB 83.
22. Repeal of continuing appropriation to state auditor for work in connection with old age pensions. Approved Mar. 3. SB 115.
23. Optometry, penalty for practice without license. Approved Mar. 4. HB 95.
24. Egg inspection. Approved Mar. 7. HB 89.
25. Old age assistance permitted to guest of Pioneers' Home. Approved Mar. 7. HB 97.
26. Firemen's pension law amendments. Approved Mar. 7. SB 72.
27. Unemployment compensation commission, salaries of members. Approved Mar. 10. HB 92.
28. Cities and towns, indebtedness for airport purposes validated. Approved Mar. 8.* SB 112.
29. Highway department expenditures for magazine authorized. Approved Mar. 10.* SB 124.
30. Workmen's compensation payments to personal representative of deceased authorized. Approved Mar. 10. SB 118.
31. Sanitary districts. Approved Mar. 12. HB 191.
32. Old age assistance, maximum increased to \$40 per month. Approved Mar. 12.* HB 31.
33. Osteopathy, examination and regulation. Approved Mar. 14. HB 178.
34. Electrical district refunding bonds. Approved Mar. 14.* SB 12.
35. Uniform common trust funds Act. Approved Mar. 14. SB 67.
36. Parking of vehicles on grounds of public institutions. Approved Mar. 14. HB 99.
37. Wildlife restoration projects, continuing appropriation. Approved Mar. 14. SB 54.
38. Determination of age of old age assistance applicant by court. Approved Mar. 14. SB 117.
39. Collection of escheated bank deposits. Approved Mar. 17. HB 68.
40. Statutory agent, appointment and resignation, eligibility of legislators and county officers. Approved Mar. 17.* HB 110.

41. City library, tax levy. Approved Mar. 17. HB 172.
42. State warrants, 3% interest. Approved Mar. 17.* SB 48.
43. Soil conservation districts. Approved Mar. 17. SB 22.
44. State hospital for the insane, administration. Approved Mar 17.* HB 3.
45. State prison, double time allowance for work within or without walls. Approved Mar. 18. HB 207.
46. Fireworks prohibited except for supervised exhibitions. Approved Mar. 18. HB 5.
47. Adoption, service of notice and investigation. Approved Mar. 18. HB 109.
48. Justice courts, disposition of funds. Approved Mar. 18.* HB 117.
49. Volunteer fire companies, county support. Approved March 18. HB 141.
50. Food and cotton stamps, unlawful receipt or transfer. Approved Mar. 19.* SB 209.
51. Premiums on official bonds. Approved Mar. 19. SB 154.
52. Relief of Fayette Fentress. Approved Mar. 19.* HB 44.
53. Relief of Walter A. Orr. Approved Mar. 19.* HB 47.
54. Title to real property may be quieted on proof that adverse claim would be barred by limitation. Approved Mar. 19. HB 77.
55. Deficiency appropriation for teachers' pensions. Approved Mar 19.* HB 78.
56. Relief of Korrick's Dry Goods Co. Approved Mar. 19. HB 85.
57. Child placement and regulation of child welfare agencies. Approved Mar. 19. HB 194.
58. Relief of Maricopa county farm bureau. Approved Mar. 19. HB 196.
59. Relief of R. S. Black. Approved Mar. 19. SB 158.
60. State fair commission enlarged, full control over fair grounds. Approved Mar. 19. SB 197.
61. Care of mentally deficient children, appropriation. Approved Mar. 19. SB 202.
62. State hospital for insane, repairs and equipment. Approved Mar. 19.* SB 204.
63. Flagstaff teachers' college, replace roof. Approved Mar. 19.* SB 217.

64. Tempe teachers' college, ceiling for industrial arts department. Approved Mar. 19.* SB 219.
65. Board of directors of state institutions abolished, state purchasing agent created. Approved Mar. 21.* SB 33.
66. Needy blind, eligibility requirements. Approved Mar. 22. HB 49.
67. Liens for services for farmers. Approved Mar. 22. HB 59.
68. Building and loan associations may use words "savings and loan." Approved Mar. 22. HB 104.
69. Linen supply, registration of names and marks. Approved Mar. 22. HB 105.
70. Relief of Walter Norris. Approved Mar. 22. HB 142.
71. Office hours, state offices. Approved Mar. 22.* HB 147.
72. Relief of Convent of the Good Shepherd. Approved Mar. 22. HB 188.
73. Sizes and loads of vehicles. Approved Mar. 22. SB 110.
74. City sealers of weights and measures. Approved Mar. 22. SB 127.
75. Beauty culture amendments. Approved Mar. 22. SB 155.
76. Exemption of interest on delinquent taxes. Approved Mar. 24. HB 26.
77. Vehicle license tax distribution. Approved Mar. 24.* HB 101.
78. Mineral claims and leases on state lands. Approved Mar. 24. HB 119.
79. School taxation and apportionment. Approved Mar. 24. HB 126.
80. Juvenile code. Approved Mar. 24. HB 177.
81. Seed law. Approved Mar. 24. HB 208.
82. Apprenticeship, encouragement and supervision. Approved Mar. 24. HB 240.
83. Delivery of property by garnishee. Approved Mar. 24. SB 17.
84. Appropriation of water for wildlife purposes. Approved Mar. 24. SB 55.
85. Payment by the state to claimants of unclaimed shares and dividends of corporations. Approved Mar. 24. SB 63.

86. Chattel mortgages, future coverage and after acquired property. Approved Mar. 24. SB 69.
87. Purchase and distribution of food and cotton stamps by social security department. Approved Mar. 24. SB 77.
88. Workmen's compensation premiums by social security department. Approved Mar. 24. SB 80.
89. State lands, term of lease. Approved Mar. 24. SB 85.
90. Town tax levies. Approved Mar. 24. SB 113.
91. Insolvent building and loan associations. Approved Mar. 24. SB 142.
92. Home Loan Bank and federal housing obligations legal investments for fiduciaries. Approved Mar. 24. SB 144.
93. Home Loan Bank and federal housing obligations legal investments for insurance companies. Approved Mar. 24. SB 148.
94. Home Loan Bank and federal housing obligations legal investments for savings banks. Approved Mar. 24. SB 149.
95. Annual statement and estimate of county and city officers. Approved Mar. 24. SB 165.
96. School buses, liability insurance. Approved Mar. 24. SB 167.
97. University of Arizona, issue of bonds to build dormitory. Approved Mar. 24*. SB 216.
98. Depositories of public money may furnish safekeeping receipt. Approved Mar. 25. SB 71.
99. Administrative expenses of social security department. Approved Mar. 26. SB 81.
100. Regulation of sales of cemetery property. Approved Mar. 26. SB 153.
101. Dourine eradication, appropriation. Approved Mar. 26.* SB 162.
102. State lands, certificate of purchase, lease, and permit subject to sale or lien. Approved Mar. 26. SB 177.
103. Appropriation for heating plant and gas burner in state office building. Approved Mar. 26.* SB 203.
104. Appropriation for payment of bond premiums on public officials. Approved Mar. 26.* SB 213.
105. State department of health. Approved Mar. 26. HB 1.
106. Relief of Dr. Charles W. Sult. Approved Mar. 26. HB 21.

107. Municipal revenue bond Act, scope enlarged. Approved Mar. 26. HB 46.
108. Use fuel tax Act. Approved Mar. 26. HB 69.
109. Fuel tax, exemption of kerosene. Approved Mar. 26. HB 70.
110. Waiver of personal property tax lien on real estate upon foreclosure of pre-existing mortgage. Approved Mar. 26.* HB 129.
111. Mortgage foreclosure action, state made party in certain cases. Approved Mar. 26.* HB 130.
112. Chiropody, examination and regulation. Approved Mar. 26. HB 164.
113. Insurance law amendments. Approved Mar. 26. HB 180.
114. Liquor license restrictions. Approved Mar. 26. HB 186.
115. Recording of brands by filing system. Approved Mar. 26. HB 203.
116. Appropriation to pay outstanding insurance premiums. Approved Mar. 26.* HB 251.
117. State lands, default by purchaser. Approved Mar. 27. SB 179.
118. Relief of H. S. Anderson. Approved Mar. 27. HB 206.
119. Appropriation to pay claims against liquor division of state tax commission. Approved Mar. 27.* SB 214.
120. Agricultural prorate law amendments. Approved Mar. 27. HB 65.
121. Citrus fruit standardization amendments. Approved Mar. 27. SB 73.
122. General appropriation Act. Approved Mar. 27 (subdivision 27 vetoed). HB 190.
123. Social security department, personnel. Approved Mar. 27. SB 78.
124. Employment security law (unemployment compensation) amendments. Approved Mar. 27. SB 194.
125. Deficiency appropriation for miscellaneous state offices. Approved Mar. 27. SB 215.

RESOLUTIONS AND MEMORIALS**

JOINT RESOLUTIONS

- HJR 2. Army training center at Fort Huachuca.
SJR 2. Army cantonment in Arizona urged.

CONCURRENT RESOLUTIONS

SCR 12. On the death of Morris Goldwater.

SIMPLE RESOLUTIONS

- HR 1. On the death of James L. Edwards.
 HR 2. On the death of J. Breck Richardson.
 HR 3. On the death of Oregon D. M. Gaddis.
 HR 4. On the death of Frank Pinkley.
 HR 5. On the death of Dr. John H. Lacy.
 HR 6. On the death of Sam W. Proctor.
 HR 7. On the death of D. G. Chalmers.
 HR 8. On the death of James Pleasant Ivy.
 HR 9. On the death of John R. Bradshaw.
 HR 10. On the death of Mr. and Mrs. James W. Richards.
 HR 12. Legislative committee to investigate leasing of state agricultural lands.
 HR 13. On the death of Harry J. Sullivan.
 HR 14. Appointment of Wirt G. Bowman as ambassador to Mexico.
 HR 17. Verde river state highway urged.
 SR 1. On the death of Joe S. Hunt.
 SR 2. Enforcement of laws prohibiting gambling on premises where liquor is dispensed.
 SR 3. On the death of Harold A. Elliott.
 SR 4. On the death of Hugh Cline Gilbert.
 SR 5. On the death of Thomas S. Kimball.
 SR 6. On the death of Alpheus H. Favour.
 SR 7. On the death of Dr. Thomas Jefferson Bouldin.
 SR 8. Use of Arizona copper in highways.
 SR 11. On the death of John C. Devine.
 SR 12. On the death of Thomas Nelson Wills.

JOINT MEMORIALS

HJM 1. Government loans for primary mineral development.

CONCURRENT MEMORIALS

HCM 2. Payment to Indians for land in "San Carlos strip."

SIMPLE MEMORIALS

- HM 1. Protection of livestock industry.
 HM 3. Dam on San Pedro river urged.
 HM 4. Passage of general welfare bill by Congress urged.

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- SM 1. Protection of livestock industry, opposition to reciprocal trade agreements.
 - SM 2. Passage of lease-lend bill urged.
 - SM 3. Training of ski troops at Fort Tuthill.
 - SM 4. Participation of states in national park revenues.
 - SM 5. Sycamore Canyon National Park opposed.
 - SM 6. Appointment of William Coxon as ambassador to Mexico.
 - SM 7. Restoration of "The Island" to homestead entry.

*Emergency measure.

**Legislative expressions of sentiment or opinion; do not rank as laws.

1. The first part of the report is devoted to a general survey of the situation in the country. It is found that the country is in a state of general depression, and that the people are suffering from want and distress. The cause of this is attributed to the war, and the consequent destruction of property and the loss of life.

2. The second part of the report is devoted to a description of the various departments of the country. It is found that the country is divided into several provinces, each of which has its own peculiar characteristics. The first of these is the province of the north, which is the most fertile and the most populous. It is also the most advanced in civilization, and the most powerful in arms.

3. The third part of the report is devoted to a description of the various tribes and nations of the country. It is found that there are many different tribes and nations, each of which has its own language, customs, and manners. Some of these are more civilized than others, and some are more warlike.

4. The fourth part of the report is devoted to a description of the various cities and towns of the country. It is found that there are many different cities and towns, each of which has its own peculiar characteristics. Some of these are more important than others, and some are more beautiful.

5. The fifth part of the report is devoted to a description of the various rivers and lakes of the country. It is found that there are many different rivers and lakes, each of which has its own peculiar characteristics. Some of these are more important than others, and some are more beautiful.

6. The sixth part of the report is devoted to a description of the various mountains and hills of the country. It is found that there are many different mountains and hills, each of which has its own peculiar characteristics. Some of these are more important than others, and some are more beautiful.

7. The seventh part of the report is devoted to a description of the various forests and woods of the country. It is found that there are many different forests and woods, each of which has its own peculiar characteristics. Some of these are more important than others, and some are more beautiful.

8. The eighth part of the report is devoted to a description of the various animals and plants of the country. It is found that there are many different animals and plants, each of which has its own peculiar characteristics. Some of these are more important than others, and some are more beautiful.

9. The ninth part of the report is devoted to a description of the various minerals and metals of the country. It is found that there are many different minerals and metals, each of which has its own peculiar characteristics. Some of these are more important than others, and some are more beautiful.

10. The tenth part of the report is devoted to a description of the various arts and sciences of the country. It is found that there are many different arts and sciences, each of which has its own peculiar characteristics. Some of these are more important than others, and some are more beautiful.

