

# ARIZONA NEWSLETTER

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State Department of Library and Archives  
Mulford Winsor, Director

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No. 18

July, 1942

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IN THE DIRECTOR'S DEN

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BIENNIAL REPORT

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STATE CAPITOL  
PHOENIX  
1942

### IN THE DIRECTOR'S DEN

#### Playing Them Close Up

This is the first appearance of Arizona Newsletter in printed form since April, 1941 (No. 16)—the first in any form since October, 1941, when copy for No. 17, "Bibliography and Check-list of Reports and Publications of State Agencies," was prepared but filed without printing. Funds too scarce. "Playing them," in gambling parlance, "close to our waist-line." Anything dispensable, dispensed with. Anything deferrable, deferred.

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#### Print Report If Nothing Else

With our biennial report it is different. We firmly believe in official reports—more and better reports. They afford the best means—if what they should be—for the Legislature and the Chief Executive to familiarize themselves with an agency's performance and condition. They are the most authentic medium by which the interested taxpayer may judge of a department's worth. So long as we have a dollar left for printing we shall print our report.

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#### Informative Figures On Official Reports

In the copy for unprinted Newsletter No. 17, Director's Den gave some figures on official reports. For instance, for the 28th fiscal year (1939-40), of 65 reports prescribed by law, only 44 were submitted. Very few were printed. Then there are about 50 officials and departmental or division heads who are not required to make reports, but who could do so with profit to the state. Of these, 12 voluntarily submitted reports for the 28th fiscal year, 7 for the 29th fiscal year.

H. B. 19, aimed at an improvement of the report situation by requiring reports of all agencies at regular intervals, was introduced at the regular session of the Fifteenth Legislature. It was recommended for passage by one committee, but forgotten by two. Score: one report, two strike-outs, no law.

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#### President Paul Breaks Record

Director's Den of April, 1941, following the regular session of the Fifteenth Legislature, gave in some detail the service records of presiding officers of Arizona legislatures—particularly the records of Hon. Paul C. Keefe. Mr. Keefe holds more service records than any other presiding officer. In fact, he now holds all of the records worth mentioning, having with the first special session of the Fifteenth (April 6-25, 1942), leaped the last hurdle to complete supremacy. With that session he chalked up 290 legislative days of service as President of the Senate—15 days more than his closest competitor, who happened to be this Director. But that isn't all. Mr. Keefe was also Speaker of the House of the Fifth Legislature, which, with its regular and one special session, ran 120 days. Added to his Senate record, gives him 410 days of legislative gavel wielding.

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#### Special Session Breaks Records, Too

Not to be altogether outdone by any mere presiding officer the first special session of the Fifteenth proceeded to set up a record of its own. The highest number of bills, 94, and the highest number of resolutions and memorials, 32, introduced at any special session since the twenty-day constitutional limit went into effect, were thrown into the hopper. To be consistent, the highest number of bills, 27, and the highest number of other measures, 15, were passed. Three of the bills were vetoed by the Governor, leaving a net of 24 converted into law, or a total of 39 measures enacted. The next highest record is held by the first special session of the Eleventh (1933) with 107—76 bills and 31 resolutions and memorials—introduced; 18 bills and 17 other measures, for a total score of 35, passed.

**REPORT OF THE DIRECTOR**  
**of the**  
**DEPARTMENT OF LIBRARY AND ARCHIVES**  
**Biennium ended June 30, 1942**

To the Legislature:

The duty is imposed by law upon the Director of the Department of Library and Archives "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." (Paragraph 7, section 2-508, Arizona Code of 1939).

It is a pleasure to comply with this mandate. In doing so, however, I cannot refrain from expressing the hope that the report may not go the way of too many official reports—the hope that it will be read at least by those for whose particular information it is designed, and whose duty to acquaint themselves with its contents is implied by the law which directs its preparation.



**Condition of the  
Library**

But for two exceptions the condition of "the Library", as the Department of Library and Archives, with its several libraries and divisions, is usually called, is excellent.

The Department's equipment is adequate. The greater portion of this equipment was installed in 1939 in part fulfillment of the contract for construction of the new building, and therefore was not purchased out of any appropriation for the Department. It is modern and generally of best quality. The architectural effects, decorations, furnishings, and appointments are appropriate and pleasing. The interesting and instructive archaeological, aboriginal, historical, art, and mineral collections, although by no means complete, are well displayed and attractive. The extensive, carefully chosen and exceedingly valuable holdings of legal, legislative, historical, scientific, and educational reference materials—books, pamphlets, bulletins, manuscripts, pictures, maps, clippings and publications of many kinds—are properly shelved or otherwise filed, and arranged with an eye to the convenience of patrons as well as to effective and economical administration. They are catalogued and more readily available than ever before. In the foregoing respects, all highly desirable, and certain of them necessary to effective institutional functioning, the "condition of the Library" may be said to nearly approximate all that could be wished.

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Less favorable conditions relate to a numerical shortage in staff personnel and a serious dearth of funds for the purchase of

books and other materials essential to the proper discharge of the Department's library service duties.

A library's condition may not, in the final analysis, be measured by counters and shelves, cabinets and cases, labor-saving devices and the arrangement of contents, however excellent these may be; neither solely by the mass of materials it possesses. Its true condition, and therefore its worth, is determinable by nothing less than over-all capacity to fulfill the purposes for its existence and efficiently and effectively render the services designated by law.

An inadequate administrative staff, however capable and willing the personnel may be, limits an institution's capacity and emphasizes service problems; while an entirely favorable account can scarcely be given of the activities of a library dedicated to specialized services, but lacking means with which to procure essential materials.



### **Activities**

In the activities of an institution must be found, if at all, the justification for its existence. They are such, of course, as the law specifically or by implication prescribes, together with such supplemental or collateral activities as may be necessary to the accomplishment of the law's purposes.

The law provides that the Department of Library and Archives, "a department of the legislative branch of government," shall include the State Legislative Bureau, the Library Division, and the Division of Arizona History and Archives. In a broad sense the naming of these divisions suggests the Department's activities, but by way of reminder it may be well to review the specific functions and duties of each division.



### **State Legislative Bureau**

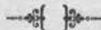
The duties of the State Legislative Bureau are: (1) to maintain a legislative reference library, containing legal, statistical, and descriptive data and authoritative philosophical and scientific treatises on current and potential legislative subjects; (2) to collect, compile, systematize and tabulate statistical information regarding the government of the state and its political subdivisions; (3) to 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;

(4) to procure information, at the request of members of the Legislature or state officers, on any legislative subject; (5) to prepare or revise bills and other legislative measures for members or committees of the Legislature, and for state officers; (6) to prepare and issue styles and forms for drafting bills and other legislative measures, for the use of the Legislature, state officers, and persons interested in the drafting of measures for introduction; (7) to compile and publish a legislative manual, yearbook, or official register containing information concerning the Legislature, and the offices, departments, institutions, and agencies of the state government; (8) to assist, under the direction of the Secretary of State, in the preparation of Acts of the Legislature for publication, and in the preparation of initiative and referendum publicity pamphlets; (9) to publish slip laws of the Acts of the Legislature; and, incidentally, to render such other services of a legislative nature, or pertaining to the work of the Legislature, as the Legislature or any committee thereof may request.

\* \* \*

The State Legislative Bureau, to the activities of which this Director devotes much of his own time and effort, has zealously striven to measure up to the requirements of its large task, the importance of which is well understood. However, certain of the duties prescribed by law are not being carried out. The publication of an official manual or yearbook has not been attempted because of lack of funds. The publication of slip laws is not deemed necessary, inasmuch as the Secretary of State is rendering a similar service. No assistance has been given that official in the preparation for publication of Acts of the Legislature or of the Initiative and Referendum Publicity Pamphlet, as such assistance has not been requested. No sustained attempt has been made "to collect, compile, systematize, and tabulate statistical information regarding the government of the state and its subdivisions," because of the inadequacy of the Bureau's staff.

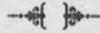
Emphasis has been placed upon direct assistance to the legislator; building up and maintaining a legislative reference library; conducting research and preparing briefs summarizing available information on special subjects, and at the request of members of the Legislature or of state officers preparing bills and other measures for introduction.



**Legislative  
Reference Library**

This library is an indispensable work tool of the Bureau and a depository of reference material for the inquiring legislator. It is kept at the highest point of efficiency permitted by available resources. It could be materially strength-

ened at modest cost. It contains 4,835 carefully selected titles, including research reports, governmental studies, digests and summaries of laws, statistical data, administrative reports, addresses, debates, and discussions, articles by students, scholars and scientists, proposals for reforms of existing laws, reports of changes in the law, and a variety of fugitive material, all properly classified and catalogued. In addition to this material, which is accumulating at the present rate of some 700 titles per year, the Legislative Reference Library is reinforced by the Law Library, containing 28,970 volumes of statutes, court decisions, encyclopedias and text books, and by the government section of the Library Division, with 1,518 text books and treatises on political science, governmental administration, economics, sociology and kindred subjects. These collections do not circulate to the general public, but are available for use in the library, a privilege of which advantage is liberally taken.



### **Legislative Briefs**

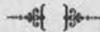
The publication of Legislative Briefs was interrupted, in the fall of 1941, by the resignation of Legislative Bureau Assistant Lawrence H. Davis. Mr. Davis's keen mind, legal training and natural aptitude for research gave him a splendid background, while his experience in the Bureau, gained over a period of four years, equipped him so well for the work that his loss was keenly felt. His successor was not chosen until May, 1942, when Mr. Eugene K. Mangum, of Safford, was installed as Legislative Bureau Assistant. Mr. Mangum is an honor graduate of the University of Arizona college of law, a member of the bar, and comes highly recommended otherwise. It is expected that within a reasonable time the Bureau will again be producing Legislative Briefs which will be of material aid to the legislator who desires to be informed. As has often been mentioned, Legislative Briefs are entirely objective. They express no bias, prejudice, or partiality, and draw no conclusions. They present the available authentic evidence on both sides and all sides of questions discussed. As the law prescribes, they "summarize the laws of other states and countries, and results of their administration (if ascertainable), and the views, theories and proposals relating thereto of recognized authorities, political scientists, and students." They supply in compact form what otherwise would require weeks of reading, and bibliographical direction for those who wish to read more extensively.

**Legislative  
Drafting**

Perhaps the most obvious service rendered by the State Legislative Bureau is the preparation of legislative bills and other measures. The demands upon the Bureau's services, in this respect, are heaviest during sessions of the Legislature, and test the Bureau's capacity. For the last five regular sessions a total of 1,610 measures have been prepared—383 of these for the Fifteenth Legislature and 428 for the Fourteenth. This does not take into account special sessions, when the pressure is not so great, although for the April, 1942, session of the Fifteenth as many as 114 measures were prepared. These figures will afford an idea of the quantitative aspect of the service. But it is not the volume of work turned out that interests the Bureau so much as its character and quality. Every effort is exerted to the end that this may be creditable. The preparation of practically every legislative bill, large or small, involves research, and as is well understood, many bills require the benefit of a great deal of painstaking research. It is unfortunate that time limitation often affect this phase of legislative drafting.

The Bureau has given special attention to the development of rules for bill drafting, which, if observed, make for clarity of the law and uniformity of interpretation by the courts, and redound as well to the credit of the Legislature. These rules are embodied in a manual, "Guide to Legislative Drafting in Arizona." It is pleasing to be able to say that this manual has received favorable notice in other jurisdictions, and is used by the bill drafting agencies of a number of states. Copies of the manual have been supplied to local attorneys who occasionally prepare bills, which has resulted in a degree of improvement in the form of bills received by members of the Legislature from outside sources. Much is still to be desired in this regard, and it is hoped that the improvement noted will increase. Two editions of the "Guide" have been exhausted and opportunity is awaited for the publication of a revised third edition.

The Bureau's drafting services are available to all state officers, some of whom take advantage of them.

**Library  
Division**

The law prescribes that the Library Division shall embrace a law library, for the use of the Supreme Court, departments of the state government, and attorneys; also sections on government (political science, economics, sociology, and all phases of the theory and practice of government); American history and biography, genealogy, and general reference, as well as United States documents and documents of the various states.

These several libraries and sections are maintained as directed. Wide use is made of their facilities.



### **Documents Section**

The Department of Library and Archives is a depository for all United States government publications, whether Congressional documents or reports and other publications of the administrative departments, and has exchange arrangements with the state libraries or other distributive agencies of the various states, under which legislative documents and official state departmental publications are received. These federal and state publications make up the contents of the documents section, and constitute a large library of themselves. The collection is of inestimable value and is frequently consulted. It is maintained at no expense to the state, except for housing, administration and care.

The same is true of the geology and mineralogy collection, which consists almost exclusively of publications of the United States government, the Arizona Bureau of Mines, and of different states. It is maintained in conjunction with an exhibit of Arizona ores and minerals, to which further reference will be made.

All other sections of the Library Division are dependent for support upon legislative appropriations, except for occasional contributions of material by interested patrons. Constantly growing demands accentuate the importance of maintaining the usefulness of these collections by adding to them the current works of recognized authorities.

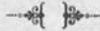


### **The Law Library**

The Law Library is often referred to as the State Law Library or the Supreme Court Library. This is no doubt due to the fact that in many states the State Law Library and the State Library are separate institutions.

The Law Library contains 28,970 titles, and is basically first-class. It suffered serious deterioration, however, during the depression years, and although an earnest effort has since been made to supply its most imperative needs, available resources have been insufficient to recoup its losses and restore it to the level of effectiveness which formerly characterized it. With the present extraordinary shrinkage in book funds the purchase of legal publications has been reduced almost to the vanishing point. The acquisition has been regretfully foregone of many works highly useful in the revelation of the law, while all thought of filling gaps created in depression years has been dismissed. Dur-

ing the twenty-ninth fiscal year (1940-41) 379 volumes, far less than the number needed, were purchased. In the thirtieth fiscal year purchases fell to 115. Of course the library continues to receive, on an exchange basis, the reports and session laws of other states.

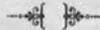


**Other Sections** Added significance given by the war to the class of books which find a place in the government section has brought calls for numerous valuable publications, many of them recent, which we have not been able to supply. Thirty-six volumes were added to the government collection in the twenty-ninth fiscal year and thirteen in the thirtieth year.

Three books were purchased during the past two years for the United States history and biography collection.

The genealogy section is used by citizens from almost every part of the state, and has achieved considerable fame. Winter visitors to whom genealogical research is an interesting avocation avail themselves of its facilities, and have been known to say that it is one of the best genealogical libraries in the country, though this may be regarded as complimentary embroidery. Reasonable addition should be made to this collection each year, but its accessions by purchase were only eleven books in the twenty-ninth fiscal year and the same number in the thirtieth. A number of gifts helped the cause.

The general reference section is an indispensable feature of the Library Division. It is the major source of answers to innumerable requests for information, general in scope, which are directed to the Department orally, by telephone and by mail. This activity consumes a substantial portion of the time of staff members, but elicits many valuable facts, and constitutes a much appreciated service.



#### ACCESSIONS AND HOLDINGS OF LIBRARY DIVISION

	29th Fiscal Year		30th Fiscal Year		Total Holdings
	By Purchase	Non-Purchase	By Purchase	Non-Purchase	
Law Library	379	453	115	396	28,970
Government collection	36	192	13	52	1,518
U. S. history and biography	1	30	2	2	1,004
Genealogy	11	7	11	41	1,243
General reference	45	348	30	263	5,299
U. S. documents	145	4,177	157	4,152	76,219
State documents		3,722		1,445	34,633
Geology and Mineralogy		86		75	1,941
	617	9,015	318	6,427	150,827

**Division of Arizona  
History and Archives**

The Division of Arizona History and Archives, so the law prescribes, shall contain all available works, books, newspapers, pamphlets, papers, manuscripts, documents, magazines, and newspaper articles, maps, pictures, items and material pertaining to or bearing upon the history of Arizona. Furthermore, it is the duty of the Division to collect from the files of old newspapers, court records, church records, private collections, and other sources, data bearing upon the history of the state. Thus the intent of the law is clear: that the Division is to maintain a complete library of Arizona history. Nor is it the purpose of the law that this library shall be a static depository—merely a place where historical information may be preserved—but rather that it shall be alive and active, for the duty is imposed upon the Division "to classify, edit, annotate, and publish from time to time such records as are deemed to be of public interest; to encourage the proper marking of points of historical importance, and to systematically stimulate historical research and encourage the study of Arizona history."

Further emphasizing the Division's responsibility, the Legislature, by the Act of March 20, 1939, transferred to it the functions and duties of the office of Arizona Historian.

For me, as the responsible head of the Division of Arizona History and Archives, this action had a personal as well as official significance. In 1909 I was named by the late Governor Joseph H. Kibbey, under the authority of an Act passed by the last Territorial legislature, to be the first Arizona Historian. In 1939, thirty years later, when the responsibility came again to me, I accepted it, I am happy to say, with the same enthusiasm, and with the same deep sense of its importance that imbued me on the former occasion. The feeling I likewise hold of the sacredness of the trust imposed is even more pronounced today, for with each passing year the duty becomes increasingly imperative—and difficult—to save from oblivion the truths of the stirring deeds, sacrifices and achievements of old Arizona's trailbreakers and builders; to piece together the exciting stories of the country's redemption from human savagery; to gather up the romantic threads of many a thrilling victory over nature's adverse forces and the development of a raw land's resources and industries.

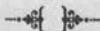
No effort has been spared, nothing within the scope of the Division's powers or resources has been omitted to perform this duty. There have been accumulated 7,924 books, manuscripts, pamphlets, maps, and bound volumes of newspapers, and several thousand early-day photographs and miscellaneous documents, each shedding light upon some phase or incident of Arizona history. Many of these items are rare and of great value—not merely as rare items, but for their importance as

historical reference material. Not a few are irreplaceable, in some instances being originals of which there are no copies. It is probably not overstatement to say that nowhere is there a more significant collection of Arizoniana. Nevertheless, there is still lacking much vital material, including that which might still be preserved by personal contact with the few remaining pioneers—an enterprise of which much has been said but little done.

This historical library is in constant service. Requisitions upon it cover a wide range. Writers seek material for articles and books. Historians consult it to ascertain facts or confirm allegations. Candidates for doctoral degrees seek data for dissertations. Persons interested in Arizona history for itself revel in its treasures. Descendants of early historical characters study the printed accounts of their progenitors. Attorneys seek evidence for their clients. Statisticians compile figures from its tomes. The newspaper files are searched for notices of births and deaths. These are but a few of the uses to which the collection is put. By the Division's staff it is constantly employed in research for answers to innumerable queries, received from every part of the United States.

Creative work pertaining to Arizona history is also within the purview of the Division's functions, and I am not unmindful of the importance of the exercise of this function. There exists a widespread and eager demand for the accurate, orderly and painstaking literary portrayal of Arizona's past. That enterprises of this character have not been undertaken is due to the practical limitations which circumscribe my own and the Division's labors and to some extent affect all of the Department's activities.

Accessions to the Arizona historical library during the twenty-ninth fiscal year totaled 560, of which 165 represent purchases and 395 were received from other sources. For the thirtieth fiscal year purchases fell to 135, with 156 items likewise acquired—a total of 291.



### **Exhibits**

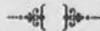
A corollary activity of the Division of Arizona History and Archives, supplementing the printed and written historical material on its shelves and in its files, is the maintenance of exhibits of Arizona art, primitive and modern; of archaeological specimens from the state's extraordinary prehistoric ruins; of the handiwork of Arizona aborigines; of objects reminiscent of incidents of Arizona history, and a display of the various minerals with which the mountains of the state abound.

Installation of the archaeological exhibit was facilitated by the cooperation of Dr. Emil W. Haury, director of the Arizona

Museum at the University of Arizona, and by contributions and assistance from the National Park Service and from local organizations. The mineral exhibit was made possible by the assistance of officials and field engineers of the Department of Mineral Resources, the cooperation of the state's large mining companies, and contributions from numerous small mine owners. It has also been materially added to by loan collections.

All of these exhibits lack completeness, but they receive much favorable attention, and are of real practical value in acquainting citizens and out-of-state visitors alike with facts regarding Arizona, past and present.

Evidence that the Department's art and architectural features are not devoid of attractiveness was recently supplied by a visitor—a red-haired, freckle-faced, overall-clad boy—who gazed long and raptly upon the pictures and their settings, and finally voiced his feelings with the exclamation, "It sure is the prettiest place I've ever seen."



### **Arizona Art**

The exhibit of modern Arizona art, while far from being as comprehensive as it should be, is noteworthy. It includes a double series of outstanding murals by Jay Datus, depicting the eras of Arizona's past, to which extended reference has been made in previous reports; fourteen large canvases, representative of the counties, by David Swing, which were originally hung in the Arizona exhibit at the Golden Gate International Exposition at San Francisco; three paintings by Lon Megargee, symbolical of reclamation, mining, and fruit culture, which were first hung in the Governor's office during the regime of the late Governor Geo. W. P. Hunt; a vivid painting by Kate Cory of the site of Boulder Dam, in Black Canyon, before construction of the great structure; a number of etchings by the late George Elbert Burr and by the late Alfred Rudolph; two paintings of Hopi Kachinas, by Margaret Walsh, and the initial number of a remarkable series of photographs of Indian subjects by Forman Hanna. Other talented Arizona artists should be represented.



### **State Archives**

The Act approved March 8, 1937 declared the Division of Arizona History and Archives to be the central depository of state archives, consisting of all official books, records, and documents not in current use, of state officers and departments of the state, and of the counties and incorporated cities and towns thereof.

This constructive legislation imposed upon the Division a responsibility of major magnitude and importance. It contem-

plates the affording of protection to and the preservation of such of the non-current records created by the state and local governments as have not already succumbed to the ravages of time, of inadequate and insecure storage, of rodents, insects, theft, fire, flood, and moisture, or of mishandling. It also contemplates their orderly classification and arrangement, to render them accessible and available for use.

A big job was laid out, but no provision made for the help required to do it. A problem of housing was also involved. This latter requirement was not overlooked, as plans were made for a properly equipped archives depository in the new building, construction of which was authorized at the same legislative session. Unfortunately this plan was seriously disarranged when a subsequent administration, which came into being before the building was completed, directed to other uses money meant for the equipment of the archives depository. This necessitated the installation of obsolete and unsuitable shelving and reduced the depository's capacity more than fifty per cent. The problem was met in a measure by the utilization of quarters in the old building previously used for library storage.

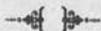
A good answer to the clerical help problem, albeit a temporary one, was found in the U. S. Work Projects Administration. The Department of Library and Archives sponsored a project known as the Statewide Archival and Historical Records Project, which received and classified, under the supervision of the Division of Arizona History and Archives, the records deposited by state departments and counties. It was an immense task. The W. P. A. did a splendid job, which otherwise, in the absence of legislative aid, could not have been accomplished. Rapid deterioration of the W. P. A. rolls has recently resulted in discontinuance of the archival and historical records project, and at present the handling of the archives and locating desired records is being done by two W. P. A. employees officially attached to another project but assigned to this work. If this assistance fails, as seems likely, the necessity for one or more clerical assistants in the archives depository will be unavoidable.



**Disposition  
of Moneys**

That a report shall be made of the disposition of moneys expended in the maintenance of the Department is a highly practical and proper legislative mandate. An accounting of the use made of funds provided for the maintenance of any public agency must be an index of its administration, which in turn should afford an insight into the quality of the agency's efficiency. It should also disclose discrepancies in legislative appropriations or in the legislative segregation of funds.

Since only that which comes in can go out, appropriations will be included in the statement of financial operations for the period covered by this report—the twenty-ninth and thirtieth fiscal years (1940-41 and 1941-42).



**TWENTY-NINTH FISCAL YEAR  
(1940-41)**

	Regular Appropriation	Expended	Total	Reverted
1. Salaries .....	\$13,220.00		\$12,620.00	\$600.00
2. Operation .....	3,000.00			
(a) Telephone and Telegraph .....		\$ 322.34		
(b) Postage, express and freight .....		266.51*		
(c) Printing .....		281.64		
(d) Office supplies .....		803.63		
(e) Binding .....		1,120.88		
(f) Temporary sub- scriptions .....		<u>200.00</u>	3,000.00	xxx xx
3. Travel .....	150.00			150.00
4. Capital invest- ment				
(a) Books, pamph- lets, subscriptions, maps, pictures, etc.				
Library Division:				
—Law library ....		2,188.18		
—Legislative ref- erence .....		273.08		
—Government ....		217.85		
—American his- tory and biog- raphy .....		3.15		
—Genealogy .....		105.68		
—General refer- ence .....		1,086.24		
—Library science Arizona History and Archives .....		43.50		
		<u>2,430.87</u>	6,348.55	
(b) Equipment .....			200.86	
(c) Furniture and fixtures .....			5.00	
			<u>6,554.41</u>	
			54.41	6,500.00
*Includes stamps in petty pur- chases .....				xxx xx
5. Repairs and re- placements .....	100.00		99.87	.13
6. American Legisla- tors' Association	250.00		250.00	xxx xx
	<u>\$23,220.00</u>		<u>\$22,469.87</u>	<u>\$750.13</u>

Of the special fund derived from sales of books (section 2-508, Arizona Code of 1939), there was on hand July 1, 1940, \$244.97, and received during the twenty-ninth fiscal year was \$131.80. Of this total of \$376.77, there was expended for books and periodicals, or capital investment, the sum of \$319.40, leaving on hand, as of June 30, 1941, \$57.37.

Of the fund created by chapter 2, Session Laws of 1941, for the State Legislative Bureau, there was expended for capital investment \$643.51—\$394.58 thereof for books, etc., \$205.91 for equipment, and \$43.02 for furniture and fixtures. For office supplies or operation \$310.02 was expended, and \$24.00 for repairs and replacements. All other expenditures for account of this fund were for wages for work occasioned by the legislative session.

A recapitulation of expenditures from all sources and for all departmental purposes, except salaries and wages, is as follows:

	Regular Appropriation	Book Sales	Legislative Bureau Fund	Total
Operation .....	\$3,000.00			
Less stamps for petty purchases .....	54.41			
	<u>2,945.59</u>		\$310.02	\$ 3,255.61
Travel .....	xxx xx			xxx xx
Capital investment				
(a) Books, etc. (in- cluding stamps for petty purchases) .....	6,348.55	\$319.40	394.58	7,062.53
(b) Equipment .....	200.86		205.91	406.77
(c) Furniture and fix- tures .....	5.00		43.02	48.02
Repairs and replace- ments .....	98.87		24.00	123.87
	<u>\$9,599.87</u>	<u>\$319.40</u>	<u>\$977.53</u>	<u>\$10,896.80</u>

**THIRTIETH FISCAL YEAR  
(1941-42)**

	Regular Appropriation	Expended	Total	Reverted
1. Salaries .....	\$13,220.00		\$11,999.65	\$1,220.35
2. Operation .....	2,450.00			
(a) Telephone and telegraph .....		\$317.28		
(b) Postage, express and freight .....		210.78*		
(c) Printing .....		132.80		
(d) Office supplies .....		781.82		
(e) Binding .....		591.58		
(f) Temporary sub- scriptions .....		215.18	2,450.00	
3. Travel .....	xxx xx		xxx xx	xxx xx
4. Capital investment	2,500.00			
(a) Books, etc.				
Library Division:				
—Law Library .....		595.16		
—Legislative ref- erence .....		141.14		
—Government .....		79.64		
—American history and biography....		9.00		
—Genealogy .....		155.45		
—General ref- erence .....		221.30		
—Library science .....		39.00		
Arizona History and Archives ....		1,300.65*	2,541.34	
(b) Equipment .....		xxx xx		
(c) Furniture and fixtures .....		xxx xx		
*includes stamps used in petty purchases		41.34	2,500.00	xxx xx
5. Repairs and re- placements .....	150.00		150.00	xxx xx
6. American Legis- lators' Association..	250.00		250.00	
	<u>18,570.00</u>		<u>17,349.65</u>	<u>1,220.35</u>

During this year the sale of not-needed books yielded \$247.05. There was on hand July 30, 1941, a balance of \$57.37, making a total available of \$304.42. Expenditures from this fund, for books and periodicals, or capital investment, amounted to \$137.50, leaving on hand June 30, 1942, a balance of \$166.92.

Of the balance remaining in the State Legislative Bureau fund (ch. 2, Session Laws, 1941) there was expended for capital investment \$1,113.19—\$482.63 for books, etc., and \$630.56 for necessary equipment.

Expenditures from all sources, for departmental purposes other than salaries and wages, are shown in the following summary:

	Regular Appropriation	Book Sales	Legislative Bureau Fund	Total
Operation .....	\$2,450.00			
(less stamps for petty purchases) .....	41.54			
	<u>2,408.66</u>			\$2,408.66
Travel .....	xxx xx			xxx xx
Capital investment				
(a) Books, etc. (in- cluding stamps for petty purchases) ..	2,541.54	\$137.50	\$482.63	3,161.67
(b) Equipment .....	xxx xx		630.56	630.56
(c) Furniture and fixtures .....	xxx xx			xxx xx
Repairs and re- placements .....	150.00			150.00
	<u>5,100.00</u>	<u>137.50</u>	<u>1,113.19</u>	<u>6,350.89</u>

It is hoped this financial statement affords an understandable view of the Department's interests, activities, and requirements. It shows, in such detail as is practicable, the purposes for which, and, with reasonable accuracy, the proportions in which expenditures are made. Certain of the latter, to be sure, under varying circumstances and conditions, fluctuate considerably and sometimes greatly, from year to year.

There is no desire to dwell upon the Department's financial situation, but there are certain essential facts in connection therewith for which it seems proper to bespeak consideration.



### **Capital Investment**

Attention is called to the provision for the Department's support embodied in the appropriation Act of 1941, with special reference to the fund for capital investment. It should be borne in mind that it is this fund, in a segregated appropriation, out of which not only equipment, furniture and fixtures are bought, but from which all purchases of books, subscriptions, pamphlets, manuscripts, maps, pictures, and the various materials which constitute the library's life-blood, are made. For such purpose or purposes the provision referred to is, by any test or yardstick, inadequate—so inadequate as inevitably to hamper administration and to detract—seriously detract—from fulfillment of the Department's purposes and aims.

The capital investment allowance of \$2,500 for each of the thirtieth and thirty-first fiscal years, as compared with the \$6,500 appropriations for the twenty-eighth and twenty-ninth, represents a reduction of approximately sixty-two per cent.

Compared with earlier appropriations the discrepancy is in effect greater, for many of these were in lump sums, and even though the total of an appropriation has in a given instance been less than that for the twenty-eighth and twenty-ninth years, it was possible, by virtue of the flexibility of the lump-sum appropriation, to yield less urgent needs in favor of more essential book purchases.

If account be taken of the normal and inevitable growth of demands upon the Department's library services, the 1941 reduction becomes more pronounced, and when it is considered that this growth has not been normal, but, accentuated by the transfer of the functions of the State Historian, has multiplied many times, the significance of the reduction increases.

Measured by the ratio of expenditures for books to total departmental expenditures, this will be found to have fallen from twenty-nine per cent in segregated appropriation years and thirty-three per cent in lump-sum appropriation years to thirteen

and one-half per cent in the thirtieth year—a ratio which shows on its face to be out of balance.

If the slash was predicated upon the premise that too great an expenditure was being made for books and equivalent materials, it must be obvious that the assumption was an erroneous one. Only the smallest local general library can hope to render effective service on so small an allowance for the most indispensable of all library implementation. How can it be thought that a modern state law library, a legislative reference library, a general reference library, and a state historical library combined into one—not to mention the other special collections of this Department—should be able to do so? Consider the law library alone. The average annual expenditure for books by state law libraries, supreme court libraries, and law library divisions of state libraries, throughout the country, is above \$5,000; in numerous instances is above \$10,000 and in only the rarest cases is found to fall as low as \$4,000. The latter figure represents a reasonable and modest expenditure for books for any fairly modern and efficient state law library. Then consider that during the thirtieth fiscal year this Department's total expenditure for the law library, for books and other legal publications, was \$596.16. This test might be applied with equal appropriateness, force, and justice to other of the Department's library divisions, but there is no desire to prolong the discussion.

The truth, soberly stated and readily demonstrable, is that the Department has yet to enjoy an adequate or fair allowance of funds for the purchase of much needed library materials. The budget request of 1941 for an increase in this category was amply justified by legitimate needs, and continues to deserve thoughtful and conscientious consideration.



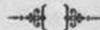
### **An Emergency Effort**

For the thirtieth fiscal year (and the same is true of the thirty-first) the Department found itself confronted with a problem for which no immediately satisfactory answer was or is available. To ameliorate as much as possible the condition resulting from a sixty-two per cent reduction in the capital investment fund, resort was had to every conceivable lawful device or manipulation to effect book purchases. Other forms of capital investment went out the window; use was made of a small balance remaining, as the result of economies practiced, in a special emergency appropriation for legislative purposes; certain duplicates and less needed books were sold as the law authorizes, and the proceeds employed; the state's newspaper proprietors were called upon, and a large proportion of them generously and cheerfully contributed their journals, for which regular subscriptions had

theretofore been regularly maintained. Nothing was left undone that ingenuity could suggest and the law allowed, to eke out the book fund. The results of these efforts at best were small, but they helped. They made possible an expenditure for library materials, for all divisions and sections of the Department, as shown by the financial statement, of \$3,161.45. This may be compared with capital investment expenditures of \$7,062.53 in the twenty-ninth fiscal year, \$6,360.04 in the twenty-eight, \$5,635.27 in the twenty-seventh, and \$8,260.55 in the twenty-sixth—sums themselves insufficient to regain lost ground, particularly by the law library, during depression years, and to maintain other sections at an effective level.

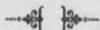
What the causes may be which contributed to the inadequate provision for the support of this Department for the thirtieth and thirty-first fiscal years, and especially for the purchase of books, we are unable to say. Unless they were due to shortcomings of our own we have no wish to inquire into them. We realize that the measure of support to be accorded to any agency of the state is a matter of policy resting solely with the Legislature. The Director of this Department has never lobbied for funds, and never shall. He has not the time, and by no means the inclination, to do so. He prefers to rely upon his efforts and the splendid cooperation of his co-workers to so conduct the Department as to recommend its fair support, rather than to descend to a practice which he believes to be contrary to public policy, violative of good ethics, and humiliating to a conscientious, self-respecting administrator.

It should be understood, also, that where allusions are made in this report to the restrictions which a shortage of resources has imposed upon certain of the Department's services, they are not to be interpreted as betokening resentment, dissatisfaction, discouragement, or loss of morale. It is simply that they are essential to a forthright, factual statement. They are the reflection of an earnest desire to do a creditable job, to render constructive service, to achieve the law's purposes—the result of daily and hourly contact with the problem of fulfilling legitimate requisitions, and knowledge of what it takes.



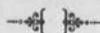
**Travel** The 1941 appropriation contained no provision for travel. This omission may have been due to the undoubted approach of the European war to this country's shores and to a legislative conviction that travel not directly related to defense should under the circumstances be dispensed with. If so, it was a decision with which I concur, and there is no intention of requesting a modification of the policy while the emergency exists. Still, attention should be called to the pro-

priety of a reasonable travel fund in normal circumstances. Attendance by the head of the Department or a staff assistant at the annual conferences at which the nation's most highly skilled library leaders pool their knowledge would be a profitable expenditure. This has not been done during my incumbency, but I have felt the need for it. Attendance upon the National Conference of Commissioners on Uniform State laws, as a Commissioner for Arizona, and participation in the deliberations of the Board of Managers of the Council of State Governments, of which Board I happen to be a member, would not only constitute the discharge of official obligations but would also be of distinct value in connection with the work of the State Legislative Bureau. In addition to these ways in which travel funds might be profitably expended, there are occasions when the administration of the Division of Arizona History and Archives calls for visits to other parts of the state, on missions for the collection of historical materials and data procurable by no other method. It may be said that in no event is there likely to be an abuse of the travel privilege, for with ample funds available for the purpose up until 1939, the expenditure for travel during my incumbency of more than ten years totals \$306.11.



**Additional  
Help**

Reference has been made to the need for additional staff personnel. The need is real, and is emphasized rather than diminished by the war. Nevertheless, the request made in 1941 for authority to employ another staff member is withdrawn for the duration. With the whole power of the nation, as expressed in terms of men and women, being called upon to aid in the war effort to the full extent of each individual's capacity, the members of this Department's staff cheerfully shoulder their share of the common burden and pledge their utmost efforts to measure up to the emergency. To aid in meeting the added demands for library service and performing the function of an information center, which result from the presence in the state of large numbers of the armed forces, it is hoped that volunteer help may be secured. The possibilities in this direction are being explored with the cooperation of the United States Office of Civil Defense and the Arizona Civilian Defense Council.



**Lump-sum vs.  
Segregated Appropriation**

Attention is again called to the advantages, in the case of this Department, of lump-sum appropriations. The financial code provides that the purposes for which appropriations are made shall be classified,

and it is not the present purpose to advance an argument against the soundness of this provision as general financial policy. However, in the case of certain institutions, notably those dedicated to education, exceptions are made, and such was the practice until recently with respect to this Department. It should be restored. Many of the needs of this Department are not routine. Its emergencies are not predictable. Opportunities to procure valuable materials cannot be foreseen, and when gone they are gone forever. With a flexible unclassified fund, the purposes and objects for which expenditures are made become susceptible of selection, and may be made in the order of their importance and urgency. Unexpected emergencies may be met and advantage taken of opportunities. Successful administration is enhanced. Encouragement is given to administrative ability. More may be accomplished and greater efficiency insured with a given lump-sum appropriation than with a classified appropriation five per cent greater. Economy therefore results—assuming, of course, that the appropriation reflects a desire to fairly provide for the Department's legitimate requirements.

With regard to such requirements it may be added that the rule by which the Department's financial policy is ordered is unvaryingly one of studied economy. Every expenditure is carefully weighed, and made to pass the test of unquestioned value. Prices are scrutinized; in all practicable cases bids required, and in others reductions requested and often secured. Quantity purchases are made when practicable and when a saving may thereby be effected. Small economies are not overlooked, waste is guarded against, and no postage or other facilities are used for personal purposes. Clock watching is not practiced and full hours and many over-hours are worked. It is hoped that such assurance against abuse, coupled with the definite advantages cited, may be felt to justify the restoration of lump-sum appropriations to this Department.



### **An Agency for War and Peace**

Finally, a word regarding the essential character and the vital mission of libraries—not merely the libraries of this Department, with their special services, but libraries in general. The educational and cultural functions of the library are generally understood, but there may be persons—not themselves feeling the need of library services—who thoughtlessly assert the view that these are wartimes and the expense of even educational and cultural facilities should be dispensed with and the money devoted to making implements of war. To no proposal that will speed the day of deliverance from the most terrible peril civilization has even known would we offer a word of dissent. To no sac-

rifice that will help to bring an end to terror, slavery and oppression throughout the world would we raise a restraining hand. But the library is an instrument for war as well as for peace. Apart from but supporting its practical educational values, the library inspires, invigorates and quickens morale, that force which fights in the front line and goes at the side of the man, aye, is within the man behind the gun, and as well the man behind him, and the one is no less important than the other. Morale is a vital part of war's equipment, without which this struggle for civilization and humanity cannot be won. To kindle it and to keep it alight no expenditure is too great. The library is one of Morale's very definite and very efficient supports. It is not a wartime luxury, but a wartime necessity. What is wisely spent in library maintenance is spent for Victory.

Yours very respectfully,

*Mulford Winson*

Director, Department of Library and  
Archives.

