

ARIZONA NEWSLETTER

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IN THE DIRECTOR'S DEN

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STATE CAPITOL
PHOENIX
1940

IN THE DIRECTOR'S DEN

Curator Goes To His Reward

"In the midst of life we are in death." Prof. E. Q. Snider, a Curator of this Department since January 3, 1927, passed away at his home in Yuma, November 8, 1938. He was born at Cerro Gordo, Illinois, October 1, 1878. Prof. Snider was for thirteen years superintendent of the Yuma High School, and for a quarter of a century a leading figure in the educational life of Arizona. The cause of education claimed his ardent devotion and energetic efforts. This Director reveres his memory, as of a valuable citizen, a worthy man, and a good friend. Prof. Snider was a member of the Board which tendered appointment to this Director, and his wishes figured large in acceptance of the post.

* * *

Board of Curators

This Department still boasts, under the Act of March 8, 1937, a Board of Curators, but its duties, though important, are limited. In the event that a vacancy occurs in the office of Director while the Legislature is not in session, the Board appoints a successor, subject to Senate confirmation.

The Board is composed of Hon. John R. Murdock, Congressman from Arizona; Nolan D. Pulliam, executive secretary of the Arizona Education Association, and Mrs. Chandler Wood, of Flagstaff.

* * *

Finest Thing They Ever Saw

A representative of one of the big book publishing concerns—a regular visitor to the Den—contributes the story of a couple of out-of-state visitors who were overheard in the hotel lobby telling of their visit to the capitol. Their account ran to the effect that an agreeable young man volunteered to show them around. He led them to "the library," which they enthusiastically declared to be the "finest thing they had ever seen." It pays to advertise, and incidents such as the one here cited strengthen our long-time belief that attractive public institutions and courteous attendants have a distinct advertising value.

* * *

How Many Steps Saved in a Century

That our library plant is outstanding for completeness, convenience, usability, and attractiveness is concurred in by the book publisher's representative who told us the story quoted above, and by many another of those who make the rounds of leading libraries. This gives us a feeling that the hours and days—and nights—given over a period of two years to the planning of library arrangements were not expended in vain. Considering our step-saving devices, it would be interesting to have an expert's estimate of the number of steps they will save in the course of a hundred years.

* * *

A Moving Situation

Talk about luck! If the 1938-39 appropriation for this Department had not been in a lump-sum—if it had followed the broken-down style under which we are now struggling, there would have been nothing to use for defraying moving expenses. The Director's Den and all of our dens—and we mean dens—would still be, for all we can see, where Moses is said to have found himself when the light went out. And would we have been moved—yes, indeed, to tears!

THIRTEENTH BIENNIAL REPORT

of the

Department of Library and Archives

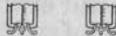
By MULFORD WINSOR, Director

To the Legislature of the State of Arizona:

In my report for the period ended June 30, 1938, major emphasis was placed upon the addition to the capitol, then in course of construction, which was to be the future home of the Department of Library and Archives.

A similar high note characterizes this report, covering the biennium ended June 30, 1940. The expansion of plant facilities which marks the past year, and the gratifying results of united staff efforts to make the most of enlarged opportunities, stem from the same epochal event.

In the former report I sought to depict what release from dark, unventilated, widely scattered "cubby-hole" rooms would mean in institutional efficiency, volume of patronage, quality of services, and by way of favorable reaction on the part of patrons and visitors. I shall now endeavor to show that our estimate of anticipated benefits was not exaggerated, and to give some idea of the progress which has been made down the road of accomplishment.



Pleased First Visitors Presage Constructive Era

The welcome task of changing bases, long and eagerly awaited, was begun in early April, 1939.

On the first day of May the doors of our new home were opened wide to the public, and the Department of Library and Archives entered, albeit amid some confusion, upon a brighter and if the faith we have is justified, a far more productive as well as more constructive era.

Without benefit of official opening or other formality, the word somehow gained currency that the "new state library" was something to see. A steady stream of Arizona citizens and visitors from all parts of the country came to test the validity of the rumor. Visitors from many states continue to highlight the daily experience, and frequent expressions of praise lend support to the claim with which our long urged plea for adequate housing was coupled—that the new home would pay dividends in the favorable impression of Arizona it would make upon guests of the state.

**Noteworthy
Architecture**

First of the interesting features which greet the visitor is a series of murals on the lofty walls of the main office on the third floor. These paintings depict the four eras of Arizona's development—the prehistoric, the Spanish or "padre", the pioneer, and the modern—and in a secondary four-panel set tell in the smoke-signal language of the native Apache the story of Arizona's emergence from savagery. These notable works of art were done by Jay Datus.

The main reading room, reached by a southward passage from the outer office, wins admiring comment for its commodious floor space, high ceiling, splendid lighting, fluted columns with carved capitals, artistic decorations, and choice appointments and furnishings.

Mezzanine balconies overlooking the reading room on the east and the north, that on the east supporting museum cases for a permanent exhibit of Arizona minerals, and, directly underneath, two "Arizoniana" rooms, one of which is separated from the reading room only by a balustrade, produce a total effect pleasing and inviting.

North of the main office a downward stair leads to museum rooms on the second floor, flanked east and west by mezzanine balconies. These quarters, equipped to house an exhibit of Arizona arts and crafts, primitive and modern, and objects of historical interest, are unique, ingenious, and artistic.



**Proof of Growth
Is in the Growing**

Considerable as is the increase of sight-seers attracted by reports of interesting architecture the number of patrons applying to avail themselves of enlarged and improved facilities has enhanced in greater proportion. The best evidence of institutional growth and usefulness is found in the volume and quality of services rendered. With respect to the former it is no exaggeration to say that in almost every kind of service peculiar to the Department the year 1939-40 exceeded by more than a hundred per cent the performances and results of the last long year in the old quarters, and in certain services several times as much.

**Champion Staff—
Exceptional Plant**

For the handling of this greatly accelerated demand, by the smallest staff with which any comparable institution in the country is administered, first credit must as a matter of simple justice go to the members of

that staff. It was their interest and enthusiasm, raised to high pitch by the vastly improved conditions under which they were now privileged to work, that sparked the achievement. That the feat was possible at all is attributable to the convenience of arrangement, step-saving facilities, labor-saving appliances, and modern equipment which distinguish the new plant. Although it is not to be compared in size or extent with many state libraries, there is probably not one in the country better adapted to its purposes, or better equipped.

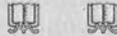
Arrangement of the new quarters was planned with meticulous care, with particular attention to each special requirement, with an eye always to economy of operation. Advance provision was made for the location of each collection, almost of each book, so as to be most easily and quickly reached. Stack stairways on two sides of each stack-room save steps. Continuous stacks of six decks or levels economize space and conserve time and energy. Electrically operated booklifts to the Supreme Court, the Attorney-General's offices, and from the shipping and repair room to all floors simplify inter- and intra-departmental transportation. A complete lighting system economically supplies stackroom illumination where and when needed. Unique arrangement and modern equipment provide receiving, charging, cataloguing, and other office facilities in compact, convenient form. An inter-communicating telephone system brings staff members within ready reach. Separate quarters for special collections, to which access may be had only under supervision, obviate confusion and safeguard against loss. Enclosed and locked book shelves and vault space lend extra protection to rare items. An original map cabinet, said to be the only one of its kind, happily solves the ever-difficult map problem. Modern reading room equipment systematizes the handling of newspapers and periodicals. Roller-bearing shelves minimize wear and tear on bound newspaper files, and save time and physical exertion. A centralized entry and exit, fronted by the charging counter, answers the question of proper observation of incoming and outgoing visitors. Other conveniences might be mentioned.



**Neither Was Rome
Built in a Day**

Occupancy of the new quarters, as has been noted, was delayed until May, 1939. This was owing to the failure of completion of the original building contract by the date set—September 29, 1938—and the further fact that insufficiency of funds occasioned omission

from that contract of many essential items. The completion date was extended to January 31, and then to March 24, 1939. In the meantime additional allocations by the Public Works Administration, and a third appropriation by the Legislature, approved October 5, 1938, in the sum of \$58,000, made possible the awarding of two supplemental contracts, October 13, 1938, and February 6, 1939, to the holder of the first contract, Del E. Webb Construction Company, of Phoenix. The last contract related principally to finishing the first floor and basement for occupancy by the State Tax Commission and other administrative departments the housing of which had not been contemplated in the authorizing legislation of March 16, 1937, but the earlier one of October 13 included bookstacks, floor coverings, and equipment for the Department's quarters without which moving day, for us, would have been an inchoate, indefinite prospect.



Splendid Building
Painlessly Paid For

Inclusive of bookstacks and other equipment, furniture, furnishings, air conditioning plant, auxiliary machinery, wells and pipelines, and all incidentals chargeable to the project, the total cost of the new building was \$653,612.93. Of this sum \$320,000 was authorized by the appropriations of March 16, 1937, June 11, 1937, and October 5, 1938 (the latter embracing \$8,000 for remodelling in connection with the vacated quarters, which amount is excluded from these figures), \$62,219.60 from the sale and rental of lands granted for legislative, executive, and judicial buildings, and \$271,795.53 from a Public Works Administration grant of forty-five per cent, while to balance the account \$402.20 remains unexpended.

The record should show that this splendid structure was financed, built and paid for without the levying of a cent of taxes.

The appropriations of March 16 and June 11, 1937, were conditioned that the general fund (from which the sums appropriated were taken) should be reimbursed in monthly installments out of the Governor's relief fund (chapter 77, Session Laws of 1935), derived from sales tax receipts and expendable for the relief of unemployment. Similarly, the appropriation of \$50,000 by the Act of October 5, 1938, was derived from that portion of the receipts of the income, sales and luxury tax funds set aside by law for expenditure by the State Tax Commission for administrative purposes, an explanation of the facts leading to

which arrangement may be found in my report for the period ended June 30, 1938.

The remainder, as mentioned, represented income from the land grant for legislative, executive and judicial buildings and from a grant by the Public Works Administration of the United States.



**Certain Flies
In the Ointment** Some important features of the project, it must be reported, failed in the final analysis, or, let us hope, were left in a state of suspended animation. As usual money—a shortage of it—was the root of the evil. In an effort to provide as much space as possible on the first and basement floors for departments clamoring for room, the Board of Directors of State Institutions found it expedient to enforce a loan from Peter to supply Paul. The Department of Library and Archives, having the lion's share, was most vulnerable, wherefore it was cast in the role of Peter.

Items omitted from approved specifications of the Department's quarters for the purpose of financing Paul, include rubber tile and battleship linoleum coverings for the concrete floors of more than half of the stack rooms, and specially designed filing equipment for the state archives depository. Also, a compressor was omitted from the air conditioning plant. The consequent reduction in capacity was visited upon this Department, leaving its stack rooms, shipping and repair room, law library, study room, genealogy reading room, and a portion of the main reading room without air conditioning service.

It so happens that these omissions are not immaterial. Constant traffic on concrete floors, however they may be treated, creates an impalpable dust, so that clean shelves and books are virtually impossible, and it is well understood that dust is one of the worst enemies of books. In view of the Department's responsibility as state archives depository, the lack of filing equipment is serious, and cannot fail to rapidly become critical. Leaving off the air-conditioning of library stackrooms, no doubt predicated upon the theory that books, being insensible, do not need cooled rooms, is false economy, for heat is dust's evil-minded twin as an enemy of book preservation. To climax the latter misfortune, such portions of the Department's quarters as are supposed to be air-conditioned suffer from hot waves or cold, as the case may be, from the adjoining stackrooms, creating a climatic condition which at best

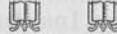
merits no praise. Other items omitted were individually minor, but they were immediately necessary. Their replacement gave a bad wrench to the Department's exchequer.



**What Matters
Is Service**

Still, considering the extent of our blessings, we cannot bring ourselves to be downcast.

Air-conditioned quarters are not, after all, an end; nor are floor coverings, filing cabinets, bookstacks, buildings—not even books. They are but means to an end—in short, implements of Service. And since Service is the end for which this institution exists, it is appropriate to report upon, and in some detail to discuss, the specific services entrusted to its administrative care.



**Technical Workshop
of the Legislature**

The Department of Library and Archives is "a department of the legislative branch" of government. It is fitting, therefore, to first outline the duties and relate the accomplishments of the division known as the State Legislative Bureau.

This Bureau is the legislative workshop. It was created to assist the Legislature and its members in technical matters, and to serve state officials desiring similar legislative aid. Inasmuch as the powers of the legislative and executive branches of government are derived from the people and are exercised on behalf of the people, the law is liberally interpreted to impose upon the Bureau the duty to extend its services, under reasonable regulation, to citizens interested in legislation.

The Bureau's duties upon which most emphasis is laid are: to maintain a legislative reference library; to conduct research on special legislative subjects, and prepare briefs relating to such subjects, and to prepare or revise bills for the legislature and for state officers.

**Storehouse of
Legislative Data**

The Bureau's first and indispensable work tool is the legislative reference library, consisting of books, pamphlets, and articles which deal authoritatively with a large number and wide range of legislative subjects, questions, issues, and problems. It contains 3,530 titles, of which 1,963 were added during the past biennium. Supplementing, and for practical purposes forming a part of it, is the law library of some 27,000 volumes, the "gov-

ernment" collection of nearly 2,000 text books and other works on political science, economics, and sociology, and the huge collection of public documents, including reports of officers, departments, and institutions of the federal, state and local governments.

**"Legislative Briefs"
Present the Facts** The legislative reference library, with its supporting collections, is the storehouse upon which requisition is made in carrying out the law's direction 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."

In conformity with the provision quoted, research has been conducted on a number of legislative subjects, and releases made of the results of four such studies—"Dual Public Employment of Legislators," "Estate Tax," "Compulsory Automobile Liability Insurance," and "Grand and Petit Juries in the United States." Other studies have been undertaken, and will be released as circumstances permit. For the purpose of identification, and to serve as a vehicle of promulgation, these reports have been given the name of "Legislative Briefs."

It is believed that "Legislative Briefs" will prove informative, useful, and valuable. Indeed, although but few of them have been produced, capable legislators have testified to their worth. They have also attracted the favorable attention of legislative research authorities and agencies of other states. If the service can be developed in accordance with the desire and aims of the Bureau, "Legislative Briefs" should become an instrument of recognized worth to the cause of intelligent, informed, constructive legislation. At least they will temper the darkness in which so many legislative subjects are shrouded.

In the preparation of reports of legislative studies the Bureau's unvarying policy, from which there must be no departure, is strict impartiality. Every pertinent fact is sought and presented. Both sides and all sides of controversial issues are stated without bias or prejudice. No conclusions are offered nor speculation indulged. The purpose is to give a fair epitome of available information, upon which the interested legislator—usually not versed in the technique of research and still more frequently lacking

time to himself make a search of source materials—may found his own conclusions.

Legislative Drafting From 1933, when the Bureau became active, bill drafting and revision has been its principal function. At first seriously handicapped by poor facilities and shortage of personnel, in which latter respect it still suffers, the record nevertheless shows that the demands upon its bill-drafting services have steadily grown. In 1933, of 536 measures introduced in the Legislature 219, or 40.9 per cent, were drafted by the Bureau; in 1935, 267 of 477, or 56 per cent; in 1937, 313 of 352, or 58.8 per cent, and in 1939, 428 of a total of 606, raising the percentage to 70.6, an increase over the period of almost 30 per cent.

From the first, a definite aim has been to raise the standard of legislative bill drafting.

It is a matter of more or less common knowledge that in Arizona, as in many other states, the technical quality of legislative measures has been generally low. This has led to confusion as to the meaning of laws, to much litigation, and to the rejection of many laws by the courts. It has also had the unfortunate effect of bringing legislatures into wide disrepute.

The Bureau is earnestly ambitious to contribute to the correction of this condition, particularly as it applies to the Arizona Legislature. Its monograph on "Legislative Drafting" (State Newsletter, January, 1937), produced good results. The rules, suggestions, and forms which accompanied this treatise have been followed to an appreciable extent by independent draftsmen. There is still a long way to go before the objective of uniformly high grade draftsmanship will be achieved, and it may well be that the goal will never be reached until all measures for introduction are required to undergo the scrutiny of a skilled draftsman. A revision and elaboration of "Legislative Drafting" is contemplated, and it is hoped that it may be issued prior to the convening next January of the Fifteenth Legislature.

The same policy of impartiality and disinterestedness observed in the preparation of reports on legislative subjects applies to bill drafting, in addition to which the service is held to be strictly confidential. The rule is to give the member who requests the drafting of a bill what he wants, in workmanlike form, and except with his consent to release no information regarding the service.

**Legislative Bureau's
Current Activities**

Not until the last few months has it been possible for the work of the Bureau to be planned and carried on in an orderly manner. Impossible working conditions and the absence of essential facilities in the old quarters made accomplishment most difficult. The first task, following the change of base, was to lay the foundation of a modern, efficient legislative workshop. This was undertaken by Mr. Lawrence H. Davis, legislative bureau assistant. Books, pamphlets, publications, and articles comprising the legislative reference library were classified, conveniently filed, catalogued and cross-referenced, to the end that materials desired might be readily available and research conducted with accuracy and without loss of time. To facilitate ready reference a union catalogue, by subject and author, was also prepared of the 1,227 legislative measures drafted by the Bureau since 1933. When account is taken of the vast amount of research represented by these bills the value of a union catalogue will be understood. This organization work was not done without interruption, being interspersed with many requests for legislative assistance from members of the legislature, officials, and others.

When the decks were cleared for action, the first noteworthy accomplishment was the revision and annotation of the Constitution of Arizona, and its publication in a pamphlet edition. This was a much needed work, as the Constitution had not previously been revised or issued in separate form since 1929, and had never been adequately annotated. The text of the present edition includes not only the Constitution as it is, but all superseded provisions as well. It was published as number 11 of Arizona Newsletter (the Department's organ), and is a volume of 138 pages.

Research work on special subjects, at the instance of members of the Legislature, the preparation of bills, and the compilation of material for Legislative Briefs has gone steadily forward. Other services too numerous to classify, including requests from legislative reference and research agencies of other states and institutions, have received careful attention.

**Technical Assistance
Increasingly Recognized**

So much for the status and progress of Arizona's legislative workshop. It may not be out of place to refer to the important position in the law-making process being accorded in other states to the legislative bureau, the legislative reference library,

**Library Division
Record Patronage** The Library Division, another of the Department's three legally prescribed branches, in its first year of adequate housing enjoyed, in common with the others, a patronage out of comparison with previous years.

As has been noted, certain of the "sections" or "collections" of this Division—the law library, the "government" collection, and the documents section—complement the legislative reference library. Thus they are links in the chain which connects the Department with the Legislature and are part of the legislative plant. This circumstance, however, does not circumscribe their more general use.

**Law Library
Indispensable** The law library—oldest of the Department's functions—is an indispensable adjunct of the Supreme Court and of the Attorney-General's department, and is available to attorneys throughout the state. A mail-order extension service is maintained for the benefit of attorneys located at points where law library facilities are less complete, and numerous drafts are made upon this service. Gaps in the library caused by discontinuations effected, for economic reasons, in 1932 have been partially overcome, but fulfillment of a good many needs is still pending. During the past biennium 973 volumes were added, bringing the law library to a total of 27,007.

**Popular Interest
In Government** Evidencing a widespread interest in the theory and practice of government, an unusual number of patrons are making use of the government collection, which is conveniently located in the main reading room. It is not large, 1225 volumes, but is carefully selected, and contains practically all of the more authoritative works in the political, social, and economic fields of literature, treatises on the governments of many countries, and the standard or classical works of early political writers and exponents of different schools of political thought. Since June 30, 1938, 373 titles have been added to this collection.

**Documents Section
Has Many Uses** Besides its value for legislative research, innumerable uses are found by the public for the "documents section." This section comprises federal and state publications: proceedings of Congress (complete from the first Continental Congress in 1774), Congressional documents, American state papers, reports, yearbooks, and miscellaneous publications of federal departments, journals of the various state legislatures and reports of state departments

and institutions. Long out-dated Congressional documents and reports of departments of the United States government are sought for statistical and historical data, while current reports and publications of federal agencies, such as the Department of Commerce, Treasury, Interior, Agriculture, and Labor, the Census Bureau and the Patent Office, are in frequent demand. State documents are chiefly of value in studies of methods, effects and costs of state administration, particularly institutional, and are useful in other ways. When wanted they are wanted badly, and their availability makes possible a worth while service. State documents are received on an exchange basis. As a depository of federal documents, practically all publications of the United States government come to the Department free of charge, though it is often found necessary to purchase old and out-of-print documents to fill incomplete files.

Active Interest The genealogy section consists at present
In Family Trees of 1190 well chosen volumes. Being in
every-day use, these books do not circulate.

Many genealogists residing in Salt River Valley and in different parts of the state avail themselves of the facilities afforded by the genealogy room. It frequently happens, also, that winter visitors to Arizona who are genealogically inclined take advantage of this service. The collection is being gradually strengthened and facilities for research improved with the expectation that the Department of Library and Archives will in time enjoy something more than a local reputation as a genealogical center. Unfortunately, as previously mentioned, the genealogy room is not air conditioned, thus discouraging though not wholly preventing its use during the summer months.

Geology in Books Worthy of note is the geology section,
Wealth in Rocks with 1780 volumes, located on the mezzanine balcony overlooking the main reading room on the east side. While

the east wall of the mezzanine accomodates crowded book shelves, the floor space is largely pre-empted by plate glass museum cases, which will house a collection of Arizona ores, on which a good start has already been made. Through cooperation assured by mining companies, individual operators, prospectors, chambers of commerce, and other interested persons, and by the Department of Mineral Resources, completion of the collection within a reasonable time is anticipated. It will possess a very practical value to students of geology and mineralogy, as well as prospectors and others desiring to acquaint themselves with the appearance and characteristics of particular ores. It will

also serve the important purpose of an all-year-around exhibit of Arizona minerals, edifying and instructive to the thousands of out-of-state visitors by whom it will annually be inspected.

**Questions Asked
We Answer Them**

A major activity of the Library Division is the answering of questions. There is no end to the number or limit to the variety of questions which are propounded, by personal inquiry, by telephone, by telegraph, and by mail. These requests usually are not trivial, nor to be answered off-hand. Their nature and importance call for accurate and frequently for detailed replies, necessitating reference to authorities, at times requiring extensive research. For this service, the general reference collection of 1161 titles—encyclopedias, dictionaries in various languages, biographical works, bibliographies, yearbooks, directories, reviews, digests, indexes, catalogs, registers, statistical publications, and many other works of reference—is the librarian's mainstay. It may not be claimed that the desired information is invariably supplied, but failures are the exception.

**Facts About Arizona
A Service Suggested**

There is, however, an important phase of this service which, for the purpose of separate discussion, I have not included in the above statement. I refer to requests for detailed information relating to Arizona. These questions are directed to every phase and aspect of the state's life—political, legal, economic, industrial, sociological, agricultural, physical—and to every activity of its people, institutions, and industries. Many of the inquiries come from publishers of encyclopedias and yearbooks, from writers, conductors of radio programs and advertisers, and from statisticians and researchers. But a large proportion of them indicate an interest in desirable industrial, professional, or business locations, or in a good place to live or to spend a winter or summer vacation. So much of the information requested as is available is promptly given. Many of the inquiries are referred to appropriate local chambers of commerce. But in a great many cases the data requested cannot be provided, for the reason that the facts have not been ascertained, or the statistics have not been compiled, or if compiled they have not been published and their existence and whereabouts are unknown.

That a clearing house of Arizona information is a definite need, and would profitably serve the state's material interests, is shown by the volume and character of such inquiries coming to our desk.

**This need the Department of Library and Archives
is in a position to fill, handily and economically.**

The addition to our staff of a competent statistician would make possible not only the coordination of such information as state and county departments and institutions should be able, in the ordinary course of administration, to provide, but also the collection, systematization, integration, and putting in available form of all kinds of data, statistical and otherwise, relating to the state, its resources, industries, trade, people, institutions, laws, interests, accommodations, social and religious activities—all that goes to make up the picture of its life, its opportunities, advantages, and prospects. This information, so often asked for, would be available not only for fulfilling the requests of inquirers, but could be used in effective publicity.

For the time being, at least, the time of a staff statistician could be shared with the State Legislative Bureau, where additional research assistance is needed.



**Division of Arizona
History and Archives**

In the schedule of duties and functions prescribed by law for the Department of Library and Archives, and as well in Arizona's educational and cultural program, the services of the Division of Arizona History and Archives occupy a position of importance. This responsibility is fully realized, and every effort is being made to discharge it creditably.

With the accession of the Arizona Historian's holdings, under the Act approved March 20, 1939, the Division's collection of Arizoniana was considerably expanded, although there proved to be many duplications. As of June 30, 1938, this collection contained 5,109 titles. A year later, following accession of the Historian's library, it reached 6,160. It now amounts to 7,073. These figures do not include several thousand pamphlets, manuscripts, scrap books, and historical pictures which, owing to personnel limitations have not been accessioned or catalogued. Neither do the figures include the stores of official documents and public records of county, territorial and state governments, many of them having historical value, which have been transferred to the archives depository.

**Volumes of Newspapers
Historical Storehouse** The backbone of this splendid collection of *Arizoniana* is its 3,590 bound volumes of newspaper and periodical files, which tell in the language of eye witnesses and contemporary annalists the day-by-day and week-by-week story of Arizona's development from the time of territorial organization—of struggles with hostile natives, military affairs, transportation and communication difficulties, industrial progress, politics, education, religion, crime. There are also, however, several thousand volumes of books and valuable materials of many sorts, which deal with all phases of history in more connected form. Much of this material is rare and very valuable, and is kept under double lock and key.

There is no desire to draw comparisons, but undoubtedly this collection of *Arizoniana* is one of the most complete. It is a storehouse of source material from which historical researchers are constantly gleaning information of Arizona's heroic and romantic past, and out of which it is hoped that a comprehensive and illuminating history of Arizona will one day arise. Among those who avail themselves of this service, as well as the services of the Library Division, are many high school, junior college, and college students. Graduates seeking to qualify for degrees often find it convenient to take advantage of these services in connection with the preparation of theses.

**Adequate Administration
Not a Simple Task** Administration of the *Arizoniana* section does not end with supplying the patron with a requested book. In the very nature of historical research, much assistance of an informed and technical character is required. This is true with respect to patrons who make use of the reading rooms, and in point of time and effort required it is still more true of hundreds of requests for historical information which are received by mail, from all points of the compass. Many of these requests involve a large amount of research and extended replies. The policy of the Division is, if possible, to do justice to every inquiry.

**High Objectives
Plans Considered** It does not seem adequate to leave this subject with a mere statement of holdings and an allusion to routine services. More serious aims and the performance of a higher duty are implicit in the creation of the Division of Arizona History and Archives. These aims, this high duty, pointed by the law and urged by the natural impulse

toward cultural growth, are to stimulate an interest in Arizona's colorful past, and to discover and disseminate accurate information of the stirring events that contributed to it. Thus may educational and cultural standards be raised to a greater height, and pride in Arizona's history and traditions—in our own great accomplishments, in the deeds of the pioneer, the trail-blazer and the builder—resolve itself into exaltation of citizenship. Thus may the cause of good citizenship and good government be materially advanced.

Methods and means of achieving these higher objectives have been given serious consideration. It may be worth while to mention certain ones which have the sanction of practicability, but are lacking either in authority or resources.

Interviewing of the remaining pioneer men and women who can supply first-hand information of significant early day events, much of which has never been written, is essential to the preservation of many invaluable historical facts which otherwise will be lost to future generations. The ranks of these pioneers is rapidly thinning. This enterprise has often been considered, but nothing has been done about it. It should not be longer delayed.

A systematic program of properly marking and protecting historical places, shrines, and objects, with authority vested in this Department to enlist the support of local public agencies and private organizations, and to enter into cooperative agreements looking to the carrying on of such a program, would be highly constructive. It would serve to preserve the people's heritage of inspiring traditions, symbolized by these important landmarks, and instill in the younger generation a pride in Arizona's past. A less sentimental, more realistic advantage may be found in the interest it would excite on the part of visitors and tourists.

Publication of the Arizona Historical Review, as a medium for the dissemination, in accurate and scholarly form, of the facts of Arizona history, should be renewed. The Historical Review enjoyed a useful existence during the life of its founder, Arizona Historian George H. Kelly. Following his demise it was published for a time by the University of Arizona. Its worth as an instrument of cultural development was beyond question, and its resumption,

on a sound basis, would be constructive and in a very real sense profitable.

The above three suggestions might well be treated as a joint enterprise. They could be accomplished in great measure through the addition to the staff of one well qualified person. In this connection attention is called to the circumstance that when the duties of Arizona Historian were transferred to the Division of Arizona History and Archives no provision was made for personnel to perform them.

Key to Storehouse
A Hope Deferred

An analytical card index of historical source materials, embracing the files of old newspapers, official reports, court records, diaries, manuscripts, and other documents, both written and printed, would open a veritable treasure trove of historical riches, but such an undertaking would involve an expenditure beyond any hope of being financed through ordinary channels. An enterprise of this nature was inaugurated, as a WPA project, in September, 1937, but after some 50,000 cards (out of an estimated total of 4,000,000) had been made, the project encountered an insurmountable obstacle. First absorbed by the Statewide Library Project, which is elsewhere mentioned in regretful language, it definitely expired with collapse of that enterprise. There is a possibility that conditions may so change as to make a revival feasible.

Interesting Exhibit
of Arizona Cultures

In keeping with the ideals and objectives of the Division of Arizona History and Archives, tentative arrangements have been effected to install, in the museum rooms heretofore mentioned, an exhibit depicting Arizona cultures, past and present. Plans include collections of artifacts from the prehistoric ruins found in different parts of the state, which, supported by explanatory data and arranged in sequence, will portray the cultures of the ancient races; specimens depicting the arts, crafts, modes of life, and economies of the later native races; objects of historical interest which will convey in the vivid terms of association with conspicuous events the thrilling story of pioneer days; and authentic specimens of the arts, crafts, industries, and products of today. It is believed that this exhibit will serve the double purpose of promoting an interest, among visitors and residents alike, in Arizona's unique and vivid past, in its traditions, its struggles, and its achievements, and of inciting guests within our borders to remain with us longer and see more.

Archives Depository A Constructive Step

By the Act of March 19, 1937, the Division of Arizona History and Archives was designated the central depository of state archives, which were defined as "all official books, records and documents not in current use, of * * * state offices and departments of state, and of the counties and incorporated cities and towns." This legislation marks the first effective attempt to preserve and to make available for reference and research, Arizona's obsolete public records, many of which possess potential value to the historian, the statistician, and the student of political science, sociology, or economics, and on occasion are found useful to the administrator.

It is well known that from the time of the Territory's organization until quite recent years the mortality among Arizona's public records has been deplorably high. Fire and flood took their toll, as also did changes of seats of government. Even more fatal was the almost universal lack of space and facilities for the protection of old records against ravages of the elements, of rodents and insects, and of human vandals. But the great underlying cause of causes was the indifference of public officials who could see no good in preserving papers which had served their day and end and were costing room needed for more urgent purposes. And aside from mere storage, there are almost no instances of such care of records, except of the most recent years, as to render them available for use or reference.

In such a state of affairs the creation of a central depository possessing facilities and authority to save such as remain of these priceless old papers and to open the door to their treasures was, though tardy, nevertheless still timely. Whatever the losses have been there are still quantities of documents containing the written word of significant official actions, the loss of which could never be repaired.

Records Transferred To State Depository

Upon completion of the Department's new fire-proof quarters, the archives law was brought to the attention of state and county officials. The non-current records of almost all state officers and departments, and of several counties, have been transferred to the depository. A WPA archival project was organized in November, 1938, to classify and arrange archives for permanent filing, and this work is in progress. It is a big job, for needless to say a large proportion of the records,

particularly the older ones, reach the depository in disorderly condition. They are being put in order for filing in such manner as to be readily accessible. Documents having special historical significance will be placed in the Arizoniana files and catalogued.

No doubt the officials of all counties and municipalities will in time come to realize the advantages afforded by the archives law and will avail themselves of it.

Excellent Quarters The fourth floor of the old west wing,
Equipment Shortage formerly occupied by the law library,
 and the almost contiguous south end
 of the fourth floor of the new building constitute the archives depository. These quarters are admirably adapted for the purpose. For safety and accessibility they are all that could be desired. The question of filing capacity, however, calls for further consideration. Archives have a way of growing, and it is only a question of time when more space will be required. That day may, however, be considerably postponed by installing suitable filing equipment in lieu of the unsuitable shelving, salvaged from the old law library, which is being utilized. This shelving reduces the filing capacity by at least fifty per cent, and economy of administration by still more. Why the archives depository is not equipped as it should be is explained elsewhere.



Library Extension A subject which has claimed much
Demand Growing thought on the part of librarians and a
 great many forward-looking citizens of
 Arizona is that of a statewide library
system, through the medium of which library facilities would be extended to all parts of the state. It has come to the fore so rapidly in recent years as to suggest arrival of the time when it should be given serious legislative consideration.

That education and culture are indispensable to the development of an intelligent, patriotic and forthright citizenry all thoughtful persons agree. That the influence of the library is both educational and cultural is well understood. The importance of library facilities, to provide reading advantages, information and instruction, for the adult no less than the juvenile population affords no occasion for discussion. And that considerations such as these constitute major elements in the foundations of successful

democracy is everywhere, in this country, admitted. It is likewise the concensus of informed opinion that as a social and economic force, a deterrent of crime and insurance against dependence, the library's worth far exceeds its cost. That desire for statewide library service is growing has been brought forcibly to this Department's attention through a rapidly increasing volume both of individual requests for books and of community appeals for the loan of book collections or for some form of library assistance. To individual requests every possible attention within the limits of the Department's specialized facilities is accorded. Community appeals can of necessity be repaid only with expressions of sympathy.

Under the provisions of chapter 39, Session Laws of 1929, authorization is given for the establishment of county free libraries, but advantage has been taken of this law by only one county—Maricopa. This may be attributed to the fact that the entire burden of establishment, maintenance and operation falls upon the county. The responsible authorities of counties large in area, with widely separated settlements, rather sparse population, and limited taxable wealth are prone to feel that the cost of adequate county-wide library service would be too great to bear. In certain of the counties the county seat or principal town has a local library, supported either by the town or by private interests which, beneficial as it is to the immediate community, lessens the force of the pressure for county-wide service. Then there is unquestionably the feeling that for library service, as for other forms of education, the state should share responsibility.

Whatever the cause or causes, Arizona has one of the largest proportions of rural population without library advantages in the United States. It also expends for all library services a fraction of the tax dollar so small as to be negligible.

**Statewide Project
Proves Disappointment**

It was with the above facts in mind that in the latter part of 1938 the Department of Library and Archives sponsored a statewide library project, to be carried on by the Work Projects Administration. Plans contemplated the operation of demonstration libraries in counties having least library facilities, and from regional libraries, by means of bookmobile or otherwise, service to outlying districts. The program was a highly constructive and promising one. There was confidence that not only would a library service hitherto unknown to

many parts of the state become a reality, but that it would also so awaken the public to the benefits of and the necessity for such service that means would be found for its continuation on a permanent basis.

What oftentimes happens to "the wisest plans of mice and men" is not news. The project, with Miss Elma I. Courter, ex-librarian of the State Teachers College at Flagstaff as state supervisor, was opened on October 2, 1939, with hopes running high. It is unpleasant to record a failure, but in this instance there is no choice. It soon became apparent that for reasons beyond the control of the state supervisor, the sponsor, or the advisory State Board of Library Examiners, the project could not be made to serve the high ends for which it was created—that is to say, the objectives agreed upon, at the time of its origination, by the sponsor, the advisors, and WPA officials. It became evident that WPA regulations, policies, and conditions were not adapted to the orderly and progressive accomplishment of such objectives. The state supervisor resigned when this situation became clear; the advisory board soon withdrew its services, and shortly thereafter this Department requested that it be no longer considered as sponsor.

**Liberalization
Of Library Law**

Despite this setback, which occasioned disappointment in a great many communities where hopes of securing facilities had been raised, interest in the subject of statewide service is still very much alive.

In a general way, the view is held that the present county free library law should be liberalized by providing state aid for county and regional libraries, through the state's library agency, which also should supplement the effort to carry library facilities to rural areas by means of bookmobiles or mail package service to community centers, and by other devices.

Federal aid for state library service is also reckoned as a likely factor in the financing of a state system. It is believed to be only a question of time when one or another of several measures which have been introduced in Congress providing for federal participation in rural library programs, will be enacted, and some state legislatures have anticipated such action by passing laws accepting federal aid, if and when provided.

Arizona, although ranked as one of the most backward states of the Union in the matter of li-

brary service to rural populations, is well situated for correcting the shortcoming. In view of this Department's basic equipment, the cost of installing a library extension service would be comparatively small, and when the almost negligible per capita expenditure of public money for libraries is taken into account, the step would seem to justify legislative attention.

Worthy of consideration also, is the suggestion that in connection with a statewide library service institutional library service could be installed for the benefit of the Prison, the Industrial School, the State Hospital, the Pioneers' Home, and perhaps other state and county social or welfare institutions. It is needed.



**Income and Outgo
A Practical Problem**

No regular report of a public institution is complete without a financial accounting. The present one includes a discussion of financing methods, as applied to this Department.

For the twenty-seventh fiscal year (1938-39) the total appropriation for the Department of Library and Archives was \$20,550. This does not include a \$250 subscription to the American Legislators' Association, which, although paid through the Department, did not constitute a part of its maintenance fund. The appropriation for the Department was in a lump sum, in accordance with previous practice. Expenditures were made in this wise:

Salaries and wages (regular staff members and periodic help).....		\$11,432.50
Operation		2,134.15
Travel		120.91
Capital investment—		
Books and periodicals.....	\$ 6,360.04	
Furniture and equipment.....	118.83	6,478.87
Repairs and replacements.....		383.57
Total		<u>\$20,550.00</u>

For the twenty-eighth fiscal year (1939-40) a total of \$22,970, not including the customary subscription to the American Legislators' Association, was appropriated. However, instead of being made available in a lump sum, as theretofore, the appropriation was broken down and ear-

marked under financial code classifications. Appropriations, expenditures, and reversions follow:

	Appropriated	Expended	Reverted
Salaries	\$13,220.00	\$12,553.32	\$666.68
Operation	3,000.00	3,000.00	
Travel	150.00		150.00
Capital investment.....	6,500.00	6,498.86	1.14
Repairs and replacements.....	100.00	98.00	2.00
Total	\$22,970.00	\$22,150.18	\$819.82

Under the terms of chapter 2, Session Laws of 1939, approved January 12, a special appropriation of \$9,900 was made for the use of the State Legislative Bureau. Disposition of this fund, chiefly for work in connection with the regular session of the Fourteenth Legislature, but partly for emergency purposes which will be discussed later, was as follows:

Legislative work—			
Salaries and wages.....	\$7,734.50		
Supplies	596.93		\$8,331.43
Expense connected with moving library—			
Salaries	842.00		
Supplies	59.82		
Furniture and equipment.....	422.77		
Repairs and replacements.....	138.54		1,463.13
Salaries and wages, periodic.....			195.00
Total			\$9,989.56
Balance on hand.....			.44

Lump-Sum System Versus Earmarked Appropriation As noted, the 1938-39 regular appropriation was made in a lump sum, in accordance with the legislative policy followed in the case of this Department since 1931. The 1939-40 appropriation, on the other hand, was broken down to conform to the financial code, stated amounts being earmarked for each of the several classes of purposes for which state funds may be expended. This departure calls for comment.

The system of breaking down appropriations and earmarking the several parts is illy adapted to the conditions under which this Department labors, and unfitted to its needs. It seriously hampers administration and results in loss rather than economy.

This is explained by the fact that except in certain particulars, such as fixed salaries and continuing subscrip-

tions, few expenditures are routine, while needs for a given year in any particular classification may not be predicted with accuracy. Emergencies, many and varied, involving essential and vital expenditures, are the rule rather than the exception. Opportunities for important savings, or for the procurement of highly desired materials, arise unexpectedly and unforeseen. When reliance must be had upon an earmarked appropriation, these emergencies or opportunities are as likely as otherwise to fall within an expenditure class not having sufficient funds for the purpose, whereas in the case of a flexible appropriation advantage may be taken by subordinating less urgent needs.

By way of illustrating the impracticability inherent in inflexible appropriations, as applied to this Department, attention is called to administrative hardships resulting from the form of the 1939-40 appropriation.

Administrative Handicaps of 1939-40 Appropriation

lar employes.

In the earmarked 1939-40 appropriation allowance was made, under salaries and wages, for salaries applicable only to particu-

Despite the fact that in the course of administration a surplus developed in this particular category, it was not possible to employ it or any other part of the appropriation for sorely needed periodic help, for want of which administrative efficiency was lowered and problems created which remain to be solved under more difficult conditions and at increased cost.

Neither could this surplus be used for any other purpose, although its availability would have worked a decided advantage to the Department's administration and an actual saving to the state.

A portion of the amount earmarked for operation, although expended judiciously, might under the system of selective expenditures which has proved successful, have been used to more immediate advantage to meet emergencies which can only grow in complexity and cost.

A travel fund of \$150 was reverted for the reason, first, of its obvious inadequacy for travel purposes, even if it had been felt that travel under the conditions prevailing was justified, and second, that it was not susceptible of expenditure to satisfy needs in other categories.

Because of insufficiency of funds marked for capital investment we were deprived of an opportunity to procure several rare items of historical source material, which may not again be available for years if ever. This would not have occurred if a flexible appropriation had permitted the policy of selective expenditures.

An inadequate item of \$100 for repairs and replacements rendered impossible the servicing of essential equipment.

Flexibility Proves To Be a Life-Saver The above instances show how administrative hardship is visited upon this Department by earmarked appropriations. The following concrete example, on the other hand, will serve better than any abstract argument to demonstrate affirmatively the desirability of lump-sum or flexible appropriations:

When the time arrived to occupy our new quarters, in April, 1939, the moving job was a big one. It involved considerable expense not only for the actual moving but for the replacement of a number of items necessary to make the new quarters habitable, which had been eliminated from the building contract in order to release funds for other uses. No money had been specially provided. Fortunately, the Department was operating on the 1938-39 lump-sum appropriation, and although every cent remaining was needed for normal purposes, it was possible—in other words it was necessary—to defer certain purchases. As a further life-saver, a balance remained in the flexible special appropriation for the use of the State Legislative Bureau (chapter 2, Session Laws of 1939). From the former source a portion of the expense of removal was taken, and from the latter the remainder.

But for these two unearmarked appropriations it is difficult to see how a great calamity could have been avoided. If completion of the building had been delayed two or three months more, when the funds for 1938-39 would normally have been exhausted, and the Department's only resources would have been bound up in the 1939-40 earmarked appropriation, removal would have been definitely stymied pending a session of the legislature.

Lump-Sum System Most Economical There is full realization that this discussion is overlengthy, but the importance of the matter justifies a thorough exposition. It is hoped that the explanation will make clear that the only way in which an ear-

marked appropriation might be made to function without imposing an undue hardship upon administrative effort and to the great detriment of this Department's services, would be through the appropriation for each class of expenditure of an amount large enough to cover all foreseeable needs, plus a margin for unpredictable emergencies. That this will not be done is quite certain. That it need not be done has been demonstrated by the practice which has long been followed, to the taxpayer's advantage, of using the total expenditures of past years as a guide, adding such increases as growing demands, special requirements, and enlarged services justify, and then providing the flexibility which is essential to efficient and economical administration by permitting selective expenditures without respect to categories.

This Department has never enjoyed and probably will not for many years, if ever, enjoy resources adequate for all legitimate needs. It has been and is being operated with rigid economy, and we are entirely satisfied to continue the policy.

But it is important that the difficulties of administration be not increased by the handicap of freezing our modest resources, thus preventing selective expenditures and making impossible the meeting of unforeseen emergencies.

When the exercise of a reasonable discretion is permitted, even though resources are limited, it is entirely practicable, by using every piece to the best advantage, to cut the coat according to the cloth, but it is a most embarrassing thing, when material is needed for a collar, to find that it is contrary to rules to use the material on hand anywhere but in a sleeve.

It is only just to state that in fixing appropriations for this Department in the past the Legislature has been uniformly considerate of our budget requests. That this is so is greatly appreciated. I trust that on the other hand some measure of credit may be conceded us for the policy of fashioning our budget requests after the rock-bottom style, with no margin for unpredictable needs or emergencies, and no inflation for possible committee reductions, but with dependence for the sufficiency of the sum requested upon the flexibility of a lump-sum appropriation and the consequent availability of any part of the fund for any required purpose.

Secret of Progress: The biennial reports of this Department covering a period of ten or more years clearly reveal consistent progress, in the face of very great difficulties, and this is so even if no account be taken of the great leap forward which has recently come of the acquisition of new quarters and modern equipment. The institution has developed, slowly but steadily, in every way, but especially in the quantity and quality of its services and its usefulness. It has grown in standing at home and acquired some reputation abroad. This advancement has been made and the Department maintained at small cost to the taxpayers—in fact, at lower cost than any other institution in the country performing comparable duties.

Such things do not happen, such records are not made, of their own accord. In the present instance the contributing factors are clear.

It affords me a great deal of pleasure and personal gratification to assign the credit, in so far as it may be accorded to individuals, where it belongs—to the departmental staff, the members of which have made up in ability, efficiency, enthusiasm, energetic effort, cooperation, and loyalty what they lack in numbers.

I desire to refer to them by name, in the order of seniority of service: Miss Marjorie A. Baker, Library Division assistant; Mrs. Alice Good, Arizona History and Archives assistant; Mr. Lawrence H. Davis, Legislative Bureau assistant; Miss Anna Lee Price, secretary. And although not a permanent staff member, mention must be made of Mrs. Gladys Clymer, of Prescott, who during legislative periods renders invaluable aid as head of the Legislative Bureau's clerical force. The titles attached to the regular personnel indicate only the work for which each is peculiarly responsible. In actual practice, everyone does everything as occasion requires—and it constantly requires. This is the only means by which, with so small a staff, sudden increases in demands upon one division or another may be met. This is the only means by which, with so small a staff, many institutional problems may be solved.

But back of this splendid cooperation, upon which success depends, lies another and primary cause. It is found in the law which gives stability and integrity to the Department, which insures freedom, within the limits of the law and of legislative appropriations, to formulate poli-

cies and adhere to them, to map constructive programs and develop them, to make plans and carry them forward, to have ideals and preserve them, to set a goal and drive toward it with confidence. The insurance of freedom to do these things resides in the authority conferred by law to appoint personnel on the basis of training, ability, and fitness, and to establish tenure on the same footing. Thus every staff member has a personal interest, a stake, and a pride in the institution. Its success is his success or her's. This is the spirit which animates the staff of the Department of Library and Archives, and it is the secret of whatever progress the institution has made and whatever achievements it may claim.

