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MULFORD WINSOR
Law and Legislative Reference Librarian
Editor

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PHOENIX
STATE LIBRARY OF ARIZONA
1937

THE LIBRARIAN'S NOOK

Sun Shining On the Nook

Predicting weather is proverbially risky—so we're not predicting—but we cannot resist remarking that the sun is shining on the Librarian's Nook. With wholly inadequate housing conditions hampering administration, and daily growing more acute, not to say suffocating, there is no denying that the Nook has been somewhat cast in shadows. Now there is a prospect for enlarged quarters and increased facilities, which brings the sunshine all around.

* * *

Appropriation for Addition

Through the medium of House Bill 92 (chapter 32) the Legislature appropriated a maximum of about $175,000 as the state's part of the cost of public works project Arizona 1040-1, for an addition to the capitol, to be known as the Department of Justice building, and to house the Supreme Court, the Attorney-General's offices, "and the several divisions of the State Library." Hence the sunshine.

* * *

Now Up to Uncle Sam

Public works application Arizona 1040-1 has run the gauntlet of all examining agencies of the State and Federal governments, including engineering, legal, and financial divisions of the Public Works Administration, and lacks only Secretary Ickes' approval and the allocation of funds by the President. So it is up to Uncle Sam to say whether the Nook shall be perfectly bathed in sunlight or doomed again to the shadows.

* * *

Old Department —New Name

After June 11, for "State Library" say "Department of Library and Archives." That is the dictum of House Bill 90 (chapter 32). Enlarged powers; additional duties; increased responsibility. None of which worry us. Ours is a Service department—capital S.

* * *

Official Archives Depository

Perhaps the outstanding feature of the new set-up is that the department becomes the depository of obsolete official papers, or archives—state, county, and municipal—a function of major importance.

* * *

"Facts and Figures"

There is no expectation that "Facts and Figures" will prove of great interest to the average reader. In fact, *Newsletter* cannot be said to have been designed for the average reader. But to students—particularly scientific ones—of government, and especially of the legislative branch, the statistics should appeal. We may retain "Facts and Figures" as a department, and keep it down to date, even make it retroactive. Suggestions of other legislative data for inclusion are invited.

* * *

Coming Features

A coming number of *Newsletter* will be devoted to the Constitution of Arizona down to date, annotated and everything. Another number will feature information about the State—a general reply to great numbers of inquiries constantly coming to us from prospective visitors, study clubs, schools, and other interested sources.

FACTS & FIGURES

REGULAR SESSION THIRTEENTH LEGISLATURE

Another regular session of the Arizona Legislature—the Thirteenth—has passed into history. Convening, as the constitution prescribes, on the "second Monday in January," sine die adjournment, deferred two days beyond the sixty-day limit for which compensation is allowed, came quietly, with practically all of the immediate family present, during the late afternoon of Saturday, March 13—in ample time for dinner. Less than the usual forensics, but above the average good will. Presents for the President, the Speaker, and the chief clerical officers. A few speeches of felicitation. No final address by the Governor. Hearty handshakes all around, and good-bye—"until we meet again."

The closing legislative acts consisted of adoptions of conference committee reports on the general appropriation bill and a series of social security measures, all originating in the House. Except for the Colorado river commission item of the general appropriation bill there was little argument. Considered as a state of mind, the legislators had "completed their labors" and were ready to call it a day. Many of them felt that they had been away from home too long already.

FINAL SCORE

By way of achievement: of a total of 485 bills and resolutions having the rank of laws 79 ran the gauntlet. Batting average: 16.3. All of these measures received the Governor's approval. Constitutional requirements regarding emergency measures were met with respect to 35, which became laws without more ado.

In addition to measures ranking as laws, 47 resolutions and memorials expressive of legislative sentiment or opinion were introduced. Only 11 received approval—a low average for this class.

WHAT MANNER OF LAWS

Laws enacted run the gamut of subjects — appropriations, public finances, social security and welfare, crime, revenue and taxation, banks and banking, commerce and industry leading the procession in the order named. Regardless of classification, the outstanding bills converted into statutes are those which received chief attention during the session's closing days and hours: the general appropriation bill, carrying appropriations aggregating $12,453,905.57 "for the different departments of the state, for state institutions, for public schools and for interest on the public debt," and five bills constituting a social security and public welfare program, including old age assistance, assistance to the needy blind,

assistance to dependent children, amendments to the unemployment compensation law, and creation of the Arizona Board of social security and public welfare to replace the State Board of public welfare. Other major items deal with the subject of estate taxes, fair trade practices, mortgage moratorium, exemption from delinquent tax penalties, registration and taxation of motor vehicles, extradition, apprehension of criminals, securing witnesses from other states, and state probation and parole compacts. For the complete list of laws enacted and other measures adopted turn to page 21.

WHAT MIGHT HAVE BEEN

On the opposite side of the ledger, the 406 potential laws, 83.7 per cent, which failed to find their way through the legislative maze—bogged in committee, not reached on the calendar, or killed outright—numbered many measures of significance. Heading the list of might-have-beens were proposed amendments to the constitution bearing upon the form of government: four-year single terms for the Governor, creation of office of Lieutenant-Governor, terms of elective officers, legislative representation, legislative sessions, salaries of legislators, inhibiting legislators from holding other public offices or positions, administrative reorganization. Other constitutional proposals dealt with civil service, prohibition, state lands, compensation for occupational diseases, exemption of homes from taxation, earmarking for road improvement all revenue from motor vehicle taxation. Of 17 proposed constitutional amendments, and 1 proposal (repeal of anti-gambling laws) to amend a law approved by the people, none survived the legislative process, though 7 such ideas (5 House, 2 Senate) passed the house of origin.

Among the leading measures, in point of significance, that failed, were bills providing for administrative reorganization, civil service, taxation of intangible property, use tax (companion measure to the sales tax), highway safety, water code, public health code, planning commission, soil conservation, creation of housing authorities, agricultural cooperatives, state police, liquor control, creation of board of juvenile institutions, intermediate prison, working conditions, wage standards, state power authority, Colorado river power survey, state per capita tax for common and high schools, run-off primary, purity of elections.

THE PUBLIC PURSE

As has been stated, the general appropriation bill sets up departmental appropriations for the ensuing biennium aggregating $12,453,905.57. By comparison with the total contained in the bill as introduced this represents an increase of $313,260.45. It exceeds the sum suggested in the executive budget by $1,310,567.05. The discrepancy is largely accounted for by an increase of $800,000 (over the $1,000,000 figure of the executive budget) for old age assistance, necessitated by enactment of old age assistance legisla-

tion conforming to the federal social security program, and by a subsequent recommendation of the executive department for a Colorado river commission appropriation of $150,000. Counting these items in the calculation legislative investigation of the requirements of departments of state, state institutions, public schools and interest on the public debt resulted in an increase of $357,567.07 over the recommendations of the chief executive.

Other bills were introduced to the number of 85 calling for specific drafts on the public revenue totaling $2,236,531.48, to which might be added several calling for indefinite amounts. Of these measures 16, carrying appropriations aggregating $404,531.36, became laws.

A feature of regular sessions of the Legislature as inevitable as the spring freshets of northern climes, is the biennial flood of relief bills—claims against the state which are not collectible by other means. The regular session of the Thirteenth proved no exception. Representing claims amounting to $136,963.92, 33 such bills were introduced, to say nothing of another calling for continuing payments the total of which is not determinable. Only 7 of these demands upon the exchequer, authorizing payment of a meagre $6,026.90, passed legislative scrutiny. In a nutshell:

(Table I)

SUMMARY OF APPROPRIATION BILLS

Class	Bills intro.	Total requests	Bills passed	Total allowed	Increase	Decrease
Legislative	3	101,079.40	3	101,079.40		
Departmental						
Gen. app.	1	12,140,645.12	1	12,453,905.57	313,260.45	
Misc.	36	1,007,460.07	2	8,000.00		1,007,452.00
Public works	13	991,028.09	4	289,425.00		701,603.09
Relief	33	136,963.92	7	6,026.96		130,936.96
	86	14,377,176.60	17	12,858,436.93	313,260.45	1,489,992.05
						313,260.45
Net reduction of appropriations below total requests						1,536,731.60

So much for the session's tangible results.

MYSTERIES OF THE MOUNTAIN

There is much interest now-a-days in the legislative process, as such, and how it works. Pressure groups—taxpayer organizations, public officials, business interests, prospective beneficiaries, those immediately affected one way or another by proposed legislation—are, to be sure, essentially realistic. They concern themselves primarily, if not exclusively, with what the legislative mountain brings forth or is threatening to bring forth, considered in its strictly material aspect. But there are many disinterested groups and individuals—political scientists, economists, sociologists, students of government generally (whose tribe is increasing)—that are digging into the mountain's mysteries, trying to learn the how, why and

wherefore of what happens when the mountain is in labor—in short, to analyze the workings of the law of cause and effect as applied to the legislative process. These investigators are not all satisfied that the best possible results are being achieved, and they seek evidence which will explain the operation of the law-making machinery, confirm its virtues and reveal its defective parts. For the benefit of these political prospectors (and incidentally for the novelty of the thing) certain pertinent figures have been compiled. They are presented without attempt or intent to draw conclusions. The facts are given for what they are worth, their meaning left for students of legislative phenomena to fathom.

GRIST IN THE MILL

For consideration at a session constitutionally limited, as to compensation of members, to sixty days (the mill ran two days without oil, though not altogether without friction), there was presented a grand total of 532 measures—bills, resolutions, and memorials—amounting, as closely as may be determined, to 1801 printed pages. For the purpose of segregating the essential from the relatively unessential, this mass of material should be divided into two parts: (1) measures having, when enacted, the effect of or ranking as laws—bills, certain joint resolutions, and certain concurrent resolutions submitting proposed constitutional amendments or other measures to the people; (2) measures not having the effect or rank of laws, usually resolutions or memorials giving expression to legislative sentiment or opinion. Summary:

(Table II)

CLASS 1—MEASURES HAVING RANK OF LAW		
House bills	250	
House joint resolutions	4	
House concurrent resolutions	9	263
Senate bills	210	
Senate joint resolutions	3	
Senate concurrent resolutions	9	222
Total		485
CLASS 2—MEASURES NOT HAVING RANK OF LAW		
House joint resolutions	1	
House concurrent resolutions	2	
House resolutions	4	
House joint memorials	7	
House concurrent memorials	6	
House memorials	9	29
Senate joint resolutions	1	
Senate concurrent resolutions	3	
Senate resolutions	1	
Senate joint memorials	5	
Senate concurrent memorials	2	
Senate memorials	6	18
Total		47

Class 2 may be dismissed with a paragraph or so, and in the data hereafter presented will not be considered. This character of legislation is rarely a test—at any rate not a convincing one—of legislative skill, effectiveness, or judgment. Expressions of sentiment are adopted as a matter of course. Expressions of opinion are in the main perfunctory, mattering little, frequently adopted as the course of least resistance. It is nevertheless unusual, and therefore noteworthy that of 27 such measures requiring action of both houses (i.e., joint and concurrent resolutions), 20 of which were adopted by the respective houses of origin, only 11 met approval of the second house—2 resolutions on the death of ex-legislators, 3 felicitations, 6 miscellaneous. The subjects of the resolutions and memorials adopted may be found following the list of 1937 session laws (page 23).

(Table III)

SUMMARY OF ACTION ON CLASS 2 MEASURES

Kind of measures	Intro.	Adopted House 1	Adopted House 2	% House 2
Requiring adoption by both houses				
House—				
Joint resolutions	1	1	1	100.0
Concurrent resolutions	2	1	1	50.0
Joint memorials	7	5	2	28.6
Concurrent memorials	6	3	0	0.0
House total	16	10	4	25.0
Senate—				
Joint resolutions	1	1	1	100.0
Concurrent resolutions	3	2	2	66.7
Joint memorials	5	4	3	60.0
Concurrent memorials	2	2	1	50.0
Senate total	11	9	7	63.6
Total both houses	27	19	11	40.7
Requiring adoption by one house only				
House—				
Resolutions	4	3		75.0
Memorials	9	6		66.7
House total	13	9	—	69.2
Senate—				
Resolutions	1	1		100.0
Memorials	6	5		83.3
Senate total	7	6	—	85.7
Total both houses	20	15		75.0
Grand total all measures	47	34	—	

GRINDS EXCEEDING SMALL

Like the mills of the gods, the legislative mill grinds exceeding small—at times not at all. Of 485 measures of first rank only 79, or about 1 out of 6, survived the ordeal.

This low average becomes more impressive when classification is invoked. Routine appropriation bills involving practically no considerations of policy (excepting the general appropriation bill, which contacts at many points the vital policy of administrative economy), account for 17; not less than 15, dealing with minor details of governmental administration, might be removed from the count as being both routine and non-controversial. On such a basis of assumption the average of measures passed would be as 1 in 10. A critical survey would likely limit the controversial measures to 40 or less.

For the sad story of 406 brave measures that marched more or less hopefully into battle, only to leave their bodies on the field, consult the Mortality Table, page 11.

(Table IV)

SUMMARY OF CLASS 1 MEASURES PASSED

Kind of measures	Intro.	Passed	%
House bills	250	44	17.6
House joint resolutions	4	2	50.0
House concurrent resolutions	9	0	0.0
House total	263	46	17.5
Senate bills	210	32	15.2
Senate joint resolutions	3	1	33.3
Senate concurrent resolutions	9	0	0.0
Senate total	222	33	14.9
Total both houses	485	79	16.3

WHO—AND WHAT—KILLED COCK ROBIN

Legislative statistics are by no means complete with a statement of measures passed. A few voluminous, complex and highly controversial bills might well provide a surplus of subject matter for an entire session. But that is only part of the picture. What of the "ninety and nine"—in this instance 406—that are lost! The answer is many-angled.

Preliminary to who and what (our's not to reason why), comes the query, where were they killed?

A comparison of activities of the two houses is probably not possible, even if desirable, but a comparison of final results possesses interest. It reveals that of 263 measures introduced in the

House 217 went the way of all flesh, a mortality of 82.5 per cent. The Senate fared slightly worse: 199 fatalities out of 222, a loss percentage of 85.1. Stated differently, of a total of 406 measures that died by one means or another, 53.4 per cent had their origin in the House, 46.6 per cent in the Senate—a difference partially explained by the greater volume of introductions in the larger body.

(Table V)

SUMMARY OF CLASS 1 MEASURES FAILED

Kind of measures	Intro.	Failed	%
House—			
Bills	250	206	82.4
Joint resolutions	4	2	50.0
Concurrent resolutions	9	9	100.0
House total	263	217	82.5
Senate—			
Bills	210	178	84.8
Joint resolutions	3	2	66.7
Concurrent resolutions	9	9	100.0
Senate total	222	189	85.1
Total both houses	485	406	83.7

HOME TREATMENT

That the failure of measures, like charity, begins at home, is understood, but it is interesting to note the extent of the practice, and the comparative degrees of favor for their offspring shown by the houses of origin. Of 263 House products 81, or 30.8 per cent, survived the collective scrutiny of the House, while 180, 69.2 per cent, died by its own hand. The Senate showed for its handiwork a greater respect, pride, complacency, or whatever you please, by passing 88 of 222 introductions, approximately 40 per cent for and 60 per cent against:

(Table VI)

FATE OF MEASURES IN HOUSE OF ORIGIN

Kind of measures	Intro.	Passed	Failed	%
House—				
Bills	250	73	177	70.8
Joint resolutions	4	3	1	75.0
Concurrent resolutions	9	5	4	44.5
Total House measures	263	81	182	69.2
Senate—				
Bills	210	85	125	59.5
Joint resolutions	3	1	2	66.7
Concurrent resolutions	9	2	7	77.7
Total Senate measures	222	88	134	60.4
Total both houses	485	169	316	65.1

"DO YE ALSO UNTO THEM"

Having noted the treatment accorded their own children, consider now the action of each house on the offspring of the other. Here again the record of second-house action indicates that the larger body of the species is on the whole more deadly than the smaller. Of 81 House measures transmitted to the Senate the latter organ of the legislative canal discarded 35, for a 43.2 per cent loss. The House responded by rejecting 55 out of 88, setting the Senate lawmakers back with a loss of 62.5 per cent.

(Table VII)

SECOND-HOUSE ACTIONS

Measures	Rec'd	Passed	Failed	%
House actions on Senate—				
Bills	85	32	53	62.4
Joint resolutions	1	1	0	0.0
Concurrent resolutions	2	0	2	100.0
House total	88	33	55	62.5
Senate actions on House—				
Bills	73	44	29	39.7
Joint resolutions	3	2	1	33.3
Concurrent resolutions	5	0	5	100.0
Senate total	81	46	35	43.2
Average second-house loss	169	79	90	53.3

X MARKING THE SPOT

Foregoing figures reveal, in the collective sense, responsibility for the death of 406 measures representing as many—perhaps hardly so many—disappointed hopes. They reveal that 182 House products and 130 of the Senate output died in their own homes, and that 35 of the House's offerings perished when exposed to Senate atmosphere, while 55 specimens of Senatorial statesmanship likewise succumbed when subjected to the House's tropical heat. In a general way, all are thus accounted for. But if particularity is desired, the question of who killed Cock Robin demands further treatment.

The answer is that each of these measures died in one of six ways: (1) not reported by at least one standing committee to which referred; (2) failed of release by the powerful Rules Committee; (3) caught in the traffic jam of an expiring session, after securing a place on the calendar; (4) laid on the table or indefinitely postponed, on recommendation of the Committee of the Whole House; (5) not reached on the calendar of third reading (also resulting from the eleventh-hour jam; (6) failed of passage on third reading or final roll call.

A summary of the tragedy, showing number of fatalities due to each of the several causes and X marking the spot where in each instance the melancholy event occurred, appears on the opposite page.

(Table VIII)

MORTALITY TABLE

Kind of measures	(1)	(2)	(3)	(4)	(5)	(6)	Total
House measures failed in House**							
Bills	100	58	6	7		6	
Joint resolutions	1	0	0	0		0	
Concurrent resolutions	3	1	0	0	—	0	
	104	59	6	7		6	182
Senate measures failed in House							
Bills	24	14	4	4	7		
Joint resolutions	0	0	0	0	0		
Concurrent resolutions	2	0	0	0	0	—	
	26	14	4	4	7		55
Total failed in House	130	73	10	11	7	6	237
Senate measures failed in Senate							
Bills	44	60		6	12*	3	
Joint resolutions	0	0		0	0	2	
Concurrent resolutions	1	6	—	0	0	0	
	45	66		6	12	5	134
House measures failed in Senate							
Bills	5	11			11†	2	
Joint resolutions	0	0			1†	0	
Concurrent resolutions	0	4	—	—	1	0	
	5	15			13	2	35
Total failed in Senate	50	81	—	6	25	7	169
Grand total both houses	180	154	10	17	32	13	406
Per cent. of measures failed:							
House measures in House	57.5	32.4	3.2	3.7		3.2	100.
Senate measures in House	47.2	25.5	7.3	7.3	12.7		100.
All measures in House	54.9	30.8	4.2	4.6	3.0	2.5	100.
Senate measures in Senate	33.5	49.4		4.4	8.9	3.8	100.
House measures in Senate	14.3	42.9			37.1	5.7	100.
All measures in Senate	29.6	48.0		3.5	14.8	4.1	100.
All measures both houses	44.3	37.9	2.5	4.2	7.9	3.2	100.

* Includes 1 bill withdrawn.

† Includes 6 bills and 1 joint resolution which reached Senate late and not referred.

**For interpretation of column symbols see text at bottom of preceding page.

MULTILATERAL REFERENCE

The high mortality in the case of measures not reported by House standing committees calls for explanation, and serves also to call attention to the committee system—outstanding feature of the prevailing legislative process. A practice (it is not a rule) has developed in the Arizona House in comparatively recent years of referring measures to several committees—most often three, occasionally four, as high as five or six—although as the session's end approaches the tendency is toward fewer references. If any one of the committees to which a measure is referred omits to report it, that measure is as effectually a missing measure as though ignored by all, and in the absence of other action may be counted as dead. There is a rule that the House may discharge a committee as to any measure held ten days, but this rarely occurs.

Of 263 House measures, 158 underwent the routine of reference to standing committees, only 5 being expedited by suspension of the rules. Of 88 Senate measures reaching the House, 76 took the long committee course, while 12 received prompt action. The extent of multilateral reference is shown:

(Table IX)

HOUSE MULTILATERAL REFERENCE PATTERN

Number committees	House measures					Senate measures				
	Bills	JR	CR	Total ref'd	Number ref's	Bills	JR	CR	Total ref'd	Number ref's
1	48	1	4	53	53	24			24	24
2	71	2	1	76	152	33			33	66
3	109	1	2	110	330	15		1	16	48
4	15		1	16	64	2		1	3	12
5	2			2	10					
6	1			1	6					
	246	4	8	258	615	74		2	76	150

(Table X)

REFERENCE BY PERIODS

Days of Session	House measures			Senate measures			Av. both
	Meas.	Ref's	Aver.	Meas.	Ref's	Aver.	
1st-20th	82	236	2.878	2	7	3.500	2.893
21st-30th	46	121	2.630	21	47	2.238	2.507
31st-40th	64	143	2.234	21	44	2.095	2.200
41st-50th	36	77	2.139	9	18	2.000	2.111
51st-62nd	30	38	1.266	23	34	1.478	1.358
Total	258	615	2.384	76	150	1.974	2.290

ASLEEP IN THE DEEP

An intriguing if not a vital aspect of the multilateral reference phenomenon is the number of failures of measures to reach the light by reason of committee omissions to report. Of 130 fatalities in the House (104 House measures, 26 Senate) attributable to committee retentionitis, 35 of House production and 10 of Senate extraction which were subjected to multilateral reference fell victims to the failure of one standing committee to report. The detailed score:

(Table XI)

HOUSE COMMITTEE RETENTIONS

Number committees	Reports lacking 1	2	3	Total measures Ref'd	Ret's	% retentions
House measures						
1	18*					
2	14	13				
3	19	25	5			
4	2	4	1			
5			2			
6			1			
Total	53	42	9	258	104	40.3
Senate measures						
1	5*					
2	6	6				
3	3	2	2			
4	1		1			
Total	15	8	3	76	26	34.2
Both houses	68	50	12		130	39.0

*Unilateral references

The figures with respect to committee retentions in the Senate, where unilateral reference is the custom, affords a basis of comparison between the two practices:

(Table XII)

SENATE RETENTIONS

	Senate measures			House measures			All measures	
Measures	Ref'd	Rept'd	Not Rept'd	Ref'd	Rept'd	Not Rept'd	Rept'd	Not Rept'd
Bills	208	164	44	53	47	6	211	50
J. R.	2	2		2	2		4	
C. R.	9	8	1	3	3		11	1
Total	219	174	45	58	52	6	226	51
Per cent.		79.5	20.5		89.7	10.3	81.6	18.4

WHAT PRICE MULTILATERAL REFERENCE

Search for information concerning the influence upon legislation of multilateral as compared with unilateral reference, sugg the following series of three tables: (1) average number of House committee references per measure passed, compared with the average number of references of all measures referred; (2) proportion of measures passed to measures referred, according to reference groups, or number of committees of reference; (3) proportion of measures lost by failure of committees to report, according to reference groups:

(Table XIII)

AVERAGE NUMBER REFERENCES, MEASURES PASSED COMPARED WITH MEASURES REFERRED

	Referred			Passed		
	Measures	Refces	Average ref'ces	Measures	Refces	Average ref'ces
House	258	615	2.384	76	191	2.513
Senate	76	150	1.974	32	60	1.875
All	334	765	2.287	108	251	2.324

(Table XIV)

PER CENT MEASURES PASSED, BY NUMBER OF REFERENCES

	House measures			Senate measures			All measures		
Committees	Ref'd	Passed	%	Ref'd	Passed	%	Ref'd	Passed	%
1	54	14	25.93	24	11	45.83	78	25	32.05
2	75	20	26.67	33	15	45.45	108	35	32.41
3	110	33	30.00	16	5	31.25	126	38	30.16
4	16	8	50.00	3	1	33.33	19	9	47.37
5	2	0	.00				2	0	.00
6	1	1	100.00				1	1	100.00
	258	76	29.42	76	32	42.11	334	108	32.34

(Table XV)

MEASURES LOST BY FAILURE OF COMMITTEES TO REPORT

Com's	House measures			Senate measures			All measures		
	Ref'd	Not rept'd	% loss	Ref'd	Not rept'd	% loss	Ref'd	Not rept'd	% loss
1	54	18	33.33	24	5	20.83	78	23	29.49
2	75	26	34.67	33	12	36.36	108	38	35.18
3	110	52	47.27	16	7	43.75	126	59	46.83
4	16	6	37.50	3	2	66.67	19	8	42.10
5	2	2	100.00				2	2	100.00
6	1		.00				1	0	.00
	258	104	40.31	76	26	34.21	334	130	38.92

COMMITTEES HAVE A JOB

Committees are the cogs of the legislative machine. As its committees work so the legislature works. On the opposite page is a sample of what the standing committees do and do not do:

(Table XVI)

RECORD OF HOUSE COMMITTEES

Committees	House measures		Senate measures		All measures	
	Rept'd	Not rept'd	Rept'd	Not rept'd	Rept'd	Not rept'd
Accounting and bus. meth.	13	3	4		17	3
Agriculture and irrigation	18	0	2	2	20	2
Appropriations	40	33	10	3	50	36
Banking and insurance	14	2	10		24	2
Capitol buildings and grounds	2	1	1		3	1
Child welfare	10	1			10	1
Constitutional am'dm'ts & ref.	5	1	1	1	6	2
Corporations	29	10	3	3	32	13
Counties and county affairs	41	8	12	9	53	17
Education	29	2	4		33	2
Efficient government	33	13	9	2	42	15
Finance and accounting			2		2	0
Fish and game	6	1			6	1
Highways and bridges	19	12	4	2	23	14
Institutional reorganization	9	1	1		10	1
Judiciary	71	44	19	10	90	54
Labor	12	3	1		13	3
Livestock	10	3	8		18	3
Mines and mining	3	2	1		4	2
Petitions and memorials	3	2			3	2
Public health	13	3		1	13	4
Public institutions	11	5	1	1	12	6
Public lands	3	2	2		5	2
Reconstr'ion & unemployment	12	3	3		15	3
State and national defense	5	3	1		6	3
Suffrage and elections	10	4	6	1	16	5
Ways and means	23	9	5	5	28	14
	444	171	110	40	554	211

(Table XVII)

RECORD OF SENATE COMMITTEES

Committees	Senate measures		House measures		All measures	
	Rept'd	Not rept'd	Rept'd	Not rept'd	Rept'd	Not rept'd
Agriculture and irrigation	5		1		6	
Appropriations	29	6	8	1	37	7
Banking and insurance	20	4	1		21	4
Constitutional am'dm'ts & ref.	8	1	1		9	1
Education	3	7	1		4	7
Finance and revenue	16	2	5		21	2
Highways and bridges	12		2		14	
Judiciary	37	18	23	4	60	22
Labor and capital	4	1	2	1	6	2
Livestock	2	1			2	1
Methods of business	8		5		13	
Mines and mining	1	1			1	1
Municipalities	8				8	
Public defense						
Public health	6				6	
Public lands	7	1	1		8	1
State institutions	3	2	1		4	2
Suffrage and elections	5	1	1		6	1
	174	45	52	6	226	51

DEATH FOR LACK OF A RULE

Not classed as a standing committee in the sense of giving detailed consideration to the content of measures, no true estimate of the part played in the legislative process by the committee system can be complete without taking into account the Committee on Rules, which invariably has at its head the presiding officer. Primarily, as its name indicates, a committee to prepare and present the rules which govern procedure, this committee's principal function has come to be that of a "sifting committee", a name by which it is frequently called. Under present House rules this sifting function is continuous, no measure, having been reported by the standing committee or committees to which referred, being accorded consideration by the Committee of the Whole House except upon the submission of a rule. Senate procedure varies from that of the House in that the Committee on Rules does not begin to function as a sifting committee until twenty days (changed by the Thirteenth from ten days) prior to the regular closing date.

This sifting power of the Committee on Rules constitutes the second largest factor in the prevention of Committee of the Whole consideration, and therefore in precluding possible passage. The score board:

(Table XVIII)

RULES COMMITTEE SCORE BOARD

House	Not reported		Senate	Not reported	
House measures—			Senate measures—		
Bills	58		Bills	60	
Concurrent resolution	1	59	Concurrent resolutions	6	66
Senate measures—			House measures—		
Bills	14		Bills	11	
		14	Concurrent resolutions	4	15
Total in House		73	Total in Senate		81

THE EARLY BIRD AND THE WORM

However important it may be to be earnest, to the legislator expecting results it is highly desirable to come early and avoid the rush.

Not counting 3 bills appropriating funds to pay expenses of the legislative work, 90 per cent of the measures enacted were introduced during the first thirty days of the session. Of 221 measures entrusted to the mill after the halfway line had been crossed only 8, or less than 10 per cent of those passed, received favorable consideration. Only 30 passed even the house of origin.

This poor showing for late introduction becomes more pronounced when the nature of the bills that did run the last-half

gauntlet, is considered. They consisted of the general appropriation bill, public "must" bill number one, necessity for the passage of which in whatever form is generally taken for granted; a social security measure, unit of the social security program, which enjoyed the pressure advantage exerted by companion measures introduced earlier; a small appropriation for improvement of the Hunt monument, opposition being precluded by the sentiment attached, and five practically noncontroversial bills—authority to the United States to conduct fish hatcheries in the state, pecan standardization, estate taxes, tax on sale of motor vehicles registered in other states, cattle guards across county highways. Of distinctly controversial measures not one introduced during the last half reached its goal.

Other than the general appropriation bill, which never appears until the closing days of the session, the Hunt monument bill, on the fifty-first day, was the latest introduced House bill to become a law; the pecan bill, on the thirty-seventh day, latest of Senate offerings.

Figures on results according to periods of introduction are revealing:

(Table XIX)

RESULTS BY PERIODS OF INTRODUCTION

House measures

Period of introduction	Meas. intro.	passed House	% of intro.	passed Senate	% of intro.	% passed
1st-10th days	37	18	48.6	13	35.1	30.2
11th-15th days	21	14	66.7	8	38.1	18.6
16th-20th days	25	11	44.0	8	32.0	18.6
21st-30th days	49	18	36.7	8	16.3	18.6
Total first thirty days	132	61	46.2	37	28.0	86.0
31st-62nd days	128	17	13.3	6	4.7	14.0
	260	78	30.0	43	16.5	100.0

Senate measures

Period of introduction	Meas. intro.	passed Senate	% of intro.	passed House	% of intro.	% passed
1st-10th days	26	17	65.4	8	30.8	24.2
11th-15th days	13	11	84.6	8	61.5	24.2
16th-20th days	26	17	65.4	8	30.8	24.2
21st-30th days	64	30	46.9	7	11.0	21.4
Total first thirty days	129	75	58.0	31	24.0	94.0
21st-62nd days	93	13	14.0	2	2.2	6.0
	222	88	39.7	33	14.9	100.0

All measures

Period of introduction	Meas. intro.	passed house origin	% of intro.	passed 2nd house	% of intro.	% passed
1st-10th days	63	35	55.6	21	33.3	27.8
11th-15th days	34	25	73.5	16	47.0	21.1
16th-20th days	51	28	54.9	16	31.4	21.1
21st-30th days	113	48	42.5	15	13.3	20.0
Total first thirty days	261	136	52.1	68	26.0	90.0
31st-62nd days	221	30	13.6	8	3.6	10.0
	482	166	34.4	76	15.8	100.0

HOW LONG DOES IT TAKE

Foregoing figures indicate that there is distinctly a time element in the legislative process. For the purpose of estimating how much time is likely to be required, after deposit in the hopper, for a measure to blossom forth as a law—if at all—the figures following are suggestive. To make a fair picture, from the 81 measures passed by the House 11, and from the 88 passed by the Senate 10 emergency or relief appropriation measures are eliminated:

(Table XX)

ELAPSED TIME IN PASSAGE

House measures				Senate measures				Both houses			
Meas.	Average days pass			Average days pass				House origin only		Second house only	
	House	Sen.	Both	Meas.	Sen.	House	Both	Meas.	Days	Meas.	Days
70	23.0			80	22.3			150	22.7		
36	22.7	17.1	39.8	26	21.0	12.8	33.8	62	22.7		15.3

(Table XXI)

TIME IN PASSAGE, BY GROUPS

	Pass house of origin only		Pass both houses	
Number of days	House measures	Senate measures	House measures	Senate measures
50 days or over	0	0	9	2
40-49 days	11	5	10	5
30-39 days	11	12	11	11
20-29 days	18	31	3	5
10-19 days	22	26	3	1
Less than 10 days	8	6	0	1
	70	80	36	26

WHEN DOES ACTION OCCUR

Another element of the time factor in the legislative process is at what stage of the session is the consideration of measures translated into final action. Not considering the appropriation measures above alluded to, which are omitted from this computation, the first measures passed the second house on February 5, both houses curiously enough breaking the ice on the same date. By March 1, the fiftieth day, the House had passed but 13 Senate measures and the Senate only 7 House measures. During the last twelve days the score was House 13, for a total of 26, Senate 29, for a total of 36, all of these actions being crowded into three days in either house.

(Table XXII)

PASSAGE BY PERIODS

Periods	House measures in House	House measures in Senate	Senate measures in Senate	Senate measures in House
1st-20th days	10		4	
21st-30th days	7	3	14	1
31st-40th days	16		20	3
41st-50th days	10	4	9	9
51st-62nd days	27	29	33	13
	70	36	80	26

CONSIDER THE PERSONNEL

Legislatures have members. Without them there would be little worth while going on. It is the members who make the wheels go 'round. Therefore it is fitting to consider these essential parts of the legislative machine briefly. Scarcely less than what they do, what they are may be reduced to statistical form.

MEMBERS OF THE THIRTEENTH

In point of ages, the Houses's fifty-one members range from 26 to 73 years, their average 46.4. Thirty-six, 70 per cent of the membership, do not exceed 50 years. Four young members are 30 or under, thirteen 31 to 40, nineteen 41 to 50, six 51 to 60, seven 61 to 70, two above 70.

Nineteen Senators, the eldest—two of him—67, the youngest 32, average 52.5. Eight members are not over 50. Two are between 31 and 40, six between 41 and 50, 5 between 61 and 70.

Tradesmen, with 11, lead in the occupations of House members, followed by 8 farmers, 6 real estate and insurance dealers, 4 stockmen, 4 connected with the mining industry, 3 lawyers, 2 accountants, 2 clerks, and 1 each identified with banking, medicine, teaching, bus lines, hotels, rentals, railroad engineering, barbering, newspaper work, secretarial work, and inevitably a retired person.

The legal profession heads the Senate list with 6 representatives, while 3 stockmen, 2 merchants, a publisher, a real estate dealer, a railroad engineer, a bus operator, an ice dealer, a bricklayer, a metallurgist, and a farmer complete the roll.

As to sex the House contains 49 men and 2 women, the Senate no women. Politically, there is one Republican in the House. All others, in both bodies, are Democrats.

The dean of the House is serving his seventh term, another member his sixth, 3 their fourth, 11 their third, 17 their second, 18 their freshmen terms. The Senate numbers 3 fourth termers, 9 third termers, 3 second termers, 4 beginners.

Four House members did not individually introduce a measure of any kind, nor do either of their names appear first in any list of multiple introducers, but at the other end of the string are found two with 17 measures each, two with 15 each, one with 14, and one with 11. The member with the highest average of success scored 3 passes out of 5 introductions, the next highest 3 out of 7, the next 5 out of 15.

Some of the Senators proved still more prolific introducers than their House contemporaries. The leaders were one with 24, scored 4; one with 23, scored 5; one with 20, scored 6. Every Senator save one fathered at least one bill, and he introduced 2 memorials.

An almost endless variety of statistics, valuable and otherwise, having to do with the activities, efforts, accomplishments, successes and defeats which went to make up the record of the Thirteenth, are susceptible of compilation, but this may not be attempted here. There are also many interesting phenomena of the law-making process, which, while readily identifiable, do not lend themselves to statistical reduction. They furnish the subjects for personal observation and materials for serious studies by investigators of the legislative mystery.

SESSION LAWS OF 1937

Regular Session

Chap.

1. Appropriation for expense of Legislature. Approved Jan. 14.* HB 14.
2. Appropriation for legislative work (Legislative reference bureau). Approved Jan. 14.* HB 15.
3. Appropriation for copies of Revised codes and Supplements for members of Legislature (Secretary of state). Approved Jan. 19.* HB 19.
4. Appropriation for Arizona Copper tariff board. Approved Jan. 29.* HB 33.
5. Appropriation for State Veterans' service officer. Approved Feb. 2.* HB 38.
6. Improvement of State Fair grounds; am. chap. 6, SL 36 first special. Approved Feb. 6.* HB 39.
7. Protection of insignia of fraternal and veterans' organizations; am. 4794 RC. Approved Feb. 8.* HB 7.
8. Mortgage moratorium; am. chap. 29, SL 33 regular. Approved Feb. 16.* HB 1.
9. Appropriation for improvement of State Fair grounds. Approved Feb. 16.* HB 40.
10. Uniform extraditions act. Filed Feb. 24.** SB 44.
11. Distribution of receipts of grazing districts (Taylor grazing act). Approved Feb. 25. SB 28.
12. Municipal bonds; am. chap. 11, SL 34 third special.* SB 53.
13. Elections; am. 1220 RC. Approved Feb. 20. SB 9.
14. Municipalities; am. chap. 8, SL 34 third special. Approved Feb. 25.* SB 55.
15. Municipal bonds; am. chap. 9, SL 34 third special. Approved Feb. 25.* SB 59.
16. Appropriation for capitol elevator. Approved Feb. 19.* SB 47.
17. Savings banks; am. 231 RC. Approved Feb. 23.* SB 6.
18. Residence qualifications for relief applicants. Approved Feb. 25. HB 75.
19. Borrowing of Federal money by educational institutions; am. chap. 7, SL 34 third special. Approved Feb. 27.* SB 52.
20. Validating public works obligations. Approved Feb. 27. SB 60.
21. Abandoning streets and alleys; am. art. 11, chap. 31, RC. Approved Feb. 27.* HB 70.
22. Exempting loans insured by Federal housing administration from statutes prescribing securities on which loans may be made. Approved Feb. 27. SB 20.
23. Building and loan association investments; am. 618 RC. Approved Feb. 27.* SB 5.
24. Authorizing U. S. Commissioner of fisheries to conduct fish hatcheries in the state. Approved March 3.* HB 168.

25. Immunity of newspaper reporters from divulging source of information. Approved March 4. HB 97.
26. Directing State Highway commission to designate Graham county road as state route. Approved March 4. HB 73.
27. Taxation of estates. Approved March 5. SB 149.
28. Pardons and paroles; am. 5320 RC. Approved March 6. HB 18.
29. Insured securities of Federal housing administrator as security for public deposits. Approved March 6.* SB 19.
30. Landlord and tenant; am. chap. 41 RC, 1956, 4325 RC. Approved March 8. SB 31.
31. Powers of State Auditor; am. 27 RC. Approved March 8. SB 15.
32. Department of Library and archives. Approved March 8. HB 90.
33. Private employment agents; am. chap. 112 SL 31 regular. Approved March 8.* HB 49.
34. Income tax reports; am. chap. 8, SL 33 first special. Approved March 10.* HB 68.
35. Fruit and vegetable standardization; am. chap. 95 SL 29. Approved March 13.* HB 102.
36. Organization of benefit corporations; am. 607 et seq. RC. Approved March 13, HB 64.
37. Creating officer of Supervisor of parolees. Approved March 13. HB 58.
38. Authorizing contracts for education of Indians. Approved March 15. SB 45.
39. Appropriation for improvements to Hunt monument. Approved March 15.* HB 224.
40. Police pensions. Approved March 15. SB 71.
41. Uniform close pursuit act. Approved March 15.* HB. 77.
42. Authorizing state compacts for parolee supervision. Approved March 15.* HB 79.
43. Minimum wages for peace officers and firemen. Approved March 15. SB 69.
44. Fair trade practices. Approved March 15.* SB 83.
45. Authorizing State Highway commission to designate Mohave county road as state highway. Approved March 13. HB 51.
46. Exemption of delinquent taxes from penalties. Approved March 16. HB 11.
47. Relief of Chiricahua Ranches company et al. Approved March 16. SB 34.
48. Salaries of county officers; am. 2793 RC. Approved March 17. SB 100.
49. Authorizing State Auditor to write off defunct bank losses. Approved March 16. SB 115.
50. Exempting banks from furnishing security for insured deposits. Approved March 16. HB 3.
51. Manufacture and sale of commercial fertilizers. Approved March 16. HB 99.
52. Requiring cattle guards on county roads. Approved March 16. HB 217.
53. Regulation of real estate business. Approved March 15. HB 32.
54. Voting machines and absent voters; am. 1243 et seq. and 1309 et seq. RC. Approved March 16. HB 12.

55. Authorizing conferring of degrees by State Teachers' colleges. Approved March 16. HB 21.
56. Appropriation for capitol addition. Approved March 16.* HB 92.
57. Relief of Thomas A. Flynn. Approved March 16. SB 30.
58. Relief of Double Circle Cattle company et al. Approved March 16. SB 33.
59. Relief of W. L. Ellsworth et al. Approved March 16. SB 35.
60. Relief of Marion P. McEuen. Approved March 16. SB 36.
61. Relief of Marion P., Clayton, and Arthur J. McEuen. Approved March 16. SB 37.
62. Relief of Chiricahua Ranches company et al. Approved March 16. SB 38.
63. Interest on deposits of public money; repealing 2637 RC. Approved March 17.* SB 112.
64. Pecan standardization. Approved March 17. SB 139.
65. Sale of commercial feed stuffs. Approved March 16. HB 91.
66. Taxation of motor vehicles; am. art. 5, chap. 31 RC. Approved March 18.* HB 23.
67. Regulation of motor vehicles on highways; am. 1629 et seq. RC. Approved March 18.* SB 16.
68. Unemployment compensation; am. chap. 13 SL 36 first special. Approved March 23.* HB 200.
69. Creating Arizona Board of social security and public welfare. Approved March 22.* Sub. HB 84.
70. Old age assistance. Approved March 22.* Sub. HB 47.
71. Assistance to needy blind. Approved March 22.* Sub. HB 45.
72. Assistance to dependent children. Approved March 22.* Sub. HB 46.
73. General appropriations act. Approved March 23.* HB 237.
74. Securing attendance of witnesses from without the state, in criminal cases. Filed March 25.** HB 78.
75. Correction of errors in County treasurers' books. Filed March 25.** HB 101.
76. Taxation of sales of motor vehicles registered in other states. Filed March 25.** HB 201.

RESOLUTIONS HAVING EFFECT OF LAW

HJR 2. Declaring September 17, 1937, Constitution Day. Approved Feb. 8.

HJR 3. Accepting provisions of Act of Congress approved June 29, 1935 (Public No. 182, 74th Congress.) Approved March 5.

SJR 2. Referring to Attorney-General the State Auditor's report on State Tax commission. Approved Feb. 8.

RESOLUTIONS AND MEMORIALS ***

JOINT RESOLUTIONS

HJR 1. Felicitating Hon. Morris Goldwater upon his eighty-fifth birthday.

SJR 2. Extending invitation to Gov. Roman Yocupicio of Sonora to visit Arizona and address the Legislature.

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* Emergency measure

** Without Governor's signature

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

CONCURRENT RESOLUTIONS

HCR 5. Extending hospitality of the state to Shriners contemplating visiting Arizona and Grand Canyon.

SCR 1. On the death of Hon. Sam Bradner.

SCR 2. On the death of Hon. Dan P. Jones.

SIMPLE RESOLUTIONS

HR 1. On the death of Hon. Ralph Gunst.

HR 3. On the death of A. R. Curry, brother of Representative Curry.

HR 4. On the death of Hon. Will C. Barnes.

JOINT MEMORIALS

HJM 6. To the President and Congress: requesting control of floods on lower Gila river.

HJM 7. To the President and Congress: requesting construction of highway linking federal projects on Colorado river.

SJM 1. To the President, the Secretary of the interior, the Commissioner of reclamation, and the administrator of the Rural electrification administration: requesting retention of tariff on copper.

SJM 2. To the Senate of the United States: protesting Argentine convention on meat.

SJM 3. To Congress: protesting proposal to lease mineral lands.

CONCURRENT MEMORIALS

SCM 2. To the President and Congress: requesting compensation of residents of Santa Cruz county for losses in connection with international boundary survey.

SIMPLE MEMORIALS

HM 1. To the President and Congress: requesting grant of public lands to state.

HM 2. To Congress: requesting protection for starch forming products.

HM 3. To the President and Congress: requesting federal aid for education.

HM 5. To Hon. Cordell Hull, Secretary of State: requesting negotiations for acquisition of Mexican territory.

HM 8. To the President and Congress: requesting extension of time for Federal supervision of soil conservation program.

HM 9. To Congress: requesting legislation for protection of "seeing-eye" dogs.

SM 1. To the President and Congress: requesting investigation and development of munitions metals deposits in Arizona.

SM 3. To the President: requesting preservation of prehistoric ruins of Tuzigoot, on Verde river.

SM 4. To the President and Congress: requesting Federal aid for education.

SM 5. To the President and Congress: requesting retention of C. C. C. camps.

SM 6. To the President and Congress: requesting tribal rights for Cocopah Indians.

DEPARTMENT OF LIBRARY AND ARCHIVES

On March 8 the Governor affixed his signature to H. B. 90 (chapter 32, Session Laws of 1937). The bill was introduced February 1 by the Committee on Efficient Government, passed the House February 15, passed the Senate March 3, and the slight Senate amendments were concurred in by the House March 4, every vote taken being practically unanimous. It will become effective June 12.

Under this law the State Library evolves into the Department of Library and Archives, vested with powers and charged with duties and responsibilities which mark it a state department of first rank. It is attached to and identified as a part of the legislative branch.

Enactment of this measure means that the work which has been carried on by the State Library, under most difficult conditions, is at long last recognized as of major importance, and the department is to be given a fair opportunity more convincingly to prove its worth as an organ of government—an opportunity still qualified, though it is hoped only temporarily, by the factor of wholly inadequate housing.

Although in many ways the new law will make for more efficient and effective administration its outstanding features have to do with two of the department's divisions—the Legislative Bureau and the Division of Arizona History and Archives.

LEGISLATIVE BUREAU

The Legislative Bureau is the division which definitely identifies the department with the legislative branch of government. This division is not an innovation. Since 1915 the State Library has had a "legislative reference bureau," but in its new form the scope of the division's participation in the legislative process is materially enlarged, and with proper support and cooperation its usefulness will be greatly increased.

Henceforth the Legislative Bureau, in addition to maintaining a reference library containing information on potential legislative subjects, and performing numerous incidental services, is to conduct research, prepare briefs on legislative topics, and prepare or revise bills for members of the Legislature and state officials—in short, to serve as a legislative laboratory and workshop. This program is in keeping with the modern practice of those progressive states which have given most consideration to legislative methods and processes, and in which there is agreement that the cost of such a technical agency has been many times repaid.

Even in the face of meagre facilities the legislative reference bureau has not in past years been wholly ornamental, as evidenced by statistics regarding its bill-drafting activities. In the Eleventh, 536 measures were introduced; the legislative reference bureau prepared a total of 219, or 41 per cent. For the Twelfth, the score was 420 and 267—55 per cent, and for the Thirteenth, 532 and 313—a small fraction under 59 per cent. A statement of the number of bills revised for style and language would make the figures still more impressive. But volume of work turned out is not the only index, nor the most important one, of the value of services rendered. Quality of product is a much higher test. Quality in bill drafting depends in great measure upon the research given, and adequate research involves numerous factors, including availability of material, thoroughness, and therefore the element of time. It is in this matter of thorough preparation, no less than creditableness of product, that the enlarged opportunity accorded the Legislative Bureau is expected to bear good fruit.

Without too much impropriety it may be hinted that a secret ambition is entertained to make the work of this division of the Department of Library and Archives noteworthy, thereby contributing to a reputation for excellent performance such as is desired for the Arizona Legislature.

Section 2 of chapter 32, pertaining to the Legislative Bureau, provides:

Sec. 2. **Legislative bureau.** The state legislative bureau shall:

1. maintain a legislative reference library, containing legal, statistical, and descriptive data and authoritative philosophical and scientific treatises on current and potential legislative subjects;

2. collect, compile, systematize, and tabulate statistical information regarding the government of the state and its political subdivisions, and general conditions and welfare;

3. 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. procure information, at the request of members of the legislature or state officers, on any legislative subject;

5. prepare or revise bills and other legislative measures for members or committees of the legislature, and for state officers;

6. 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. compile and publish a legislative manual, yearbook, or official register containing information concerning the legisla-

ture, and the offices, departments, institutions and agencies of the state government;

8. 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. publish slip laws of the acts of the legislature, promptly upon the passage and approval of such acts, and make the same available to interested persons, charging therefor a reasonable fee to compensate for the cost of printing; and for such purpose it shall be the duty of the secretary of state to provide the director of the legislative bureau with a certified copy of each bill or joint resolution, showing the chapter number of each thereof, as and when the same is filed in his office;

10. 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.

DIVISION OF ARIZONA HISTORY AND ARCHIVES

As to such duties imposed upon the Division of Arizona History and Archives as relate to the collection of historical materials found in books, pamphlets, newspapers, manuscripts, maps, pictures, and the like, there is no departure from the similar activity which has been pursued by the State Library, but in other respects the department, through this division, now takes on greatly increased importance. It becomes "the central depository of all official books, records, and documents not in current use, of the various state officers and departments of the state, and of the counties and incorporated cities and towns thereof, which books, departmental records, and documents shall constitute the state archives." It is made the duty of state officers to deposit with the department all state or territorial archives in their possession, and of county, municipal, or other public officials to transmit to the department any obsolete or non-current records which they may wish to dispose of. Section 5 of chapter 32 provides:

Sec. 5. **Depository of official archives.** (a) The division of Arizona history and archives shall be the central depository of all official books, records, and documents not in current use, of the various state officers and departments of the state, and of the counties and incorporated cities and towns thereof, which books, departments, records, and documents shall constitute the state archives, and shall be carefully kept and preserved, classified and catalogued, and made available, under such rules as the director may prescribe, for inspection.

(b) It shall be the duty of all state officers having official state or territorial archives in their possession to turn the same over to the director of the department of library and archives.

(c) Any county, municipal, or other public official may, in his discretion, turn over to the division of Arizona history and archives, for permanent preservation therein, any official books, records, documents, and original papers not in current use in their offices, all such records and other files as may be authorized to be destroyed by the boards of supervisors of the several counties,** and in no event shall any such official destroy or otherwise dispose of any obsolete or non-current records or archives, but shall, in case it is desired to dispose of any thereof, transmit the same to the department of library and archives, which shall have the authority and duty to preserve such as possess a historical value and destroy the remainder.

In Arizona, as indeed in all too many states, there has never been either a central depository for obsolete official documents or a serious effort to preserve the official records of passing generations. Limited housing facilities, and frequently a failure on the part of officials to comprehend the value of records no longer required for administrative purposes, has been responsible for the destruction of great quantities of such materials possessing an inestimable historical value, and in many instances values measurable in terms of justice to litigants, in the tracing of lineage, the determination of important dates, and in other ways.

Another and perhaps the highest use to which archival records are being put is, as source material for investigators in the social sciences. In political science, economics and sociology the key to the future is being sought out of the experiences of the past, and these experiences may only be accurately evaluated by intensive analyses of the records. To facilitate such research national organizations interested in the social sciences have for years been emphasizing the importance of preserving public documents, and of establishing public document centers. By no means among the first to recognize the validity of this movement, nor yet the last, Arizona is preparing to take its place among the states whose public documents will be preserved for the many useful purposes they may serve.

** The somewhat awkward language of this subsection is due to a last-minute amendment, offered from the floor.