

Message

OF

Geo. W. P. Hunt

GOVERNOR OF ARIZONA

TO THE

FIRST LEGISLATURE

OF THE

STATE OF ARIZONA

MARCH 18, 1912

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*Gentlemen of the Senate and House of Representatives of the  
First Legislature of the State of Arizona:*

Grateful to Almighty God for the political liberty which has come to us; grateful for the spirit of American independence through which that liberty has been preserved to us; proud of the Arizona record which has preceded and led to this hour, and grateful for the privilege of participating in its momentous, never-to-be-forgotten events, I greet you, the chosen representatives of the people of the sovereign State of Arizona. Likewise a servant and representative of the people, and your fellow worker, I greet you, and in the name of the State welcome you to these legislative halls, not only conscious that your presence will grace them, but confident that your deliberations will be marked by an order of intelligence so high and a patriotism so pure as to serve as a worthy model for the legislators who, in years to come, and through our commonwealth's varying fortunes, will occupy the seats you now adorn.

In compliance with the law's direction, and in conformity with long established custom, I have the honor, as Governor, to herewith submit to you my report upon the condition of the State, and to respectfully recommend, in connection therewith, such legislation as to me seems to be warranted, and as I believe will inure to the benefit and happiness of the people we jointly represent.

It is fitting, first of all, that I should congratulate you, and through you, the faithful, loyal citizens of Arizona, that the seemingly endless struggle for recognition as a sovereign commonwealth, has finally come to a successful, triumphant end; that the persistent, determined efforts of Arizona's yeomanry have at last been crowned with splendid victory.

I need not recite the story of that heroic, unequal struggle, nor count anew the years of its duration. I need not turn again the pages of that painful history, marred by calumny and slander, marked with falsehood, written in ignorance, ended in a political party's shame. These things we would, if we could, forget; but I

cannot pass without a tribute to the unfaltering courage, the unequalled devotion, the splendid faith, which distinguished the soldiers who fought, these dark and dreary years, Arizona's forlorn fight; who bravely bore their beloved banner, while the future seemed only to spell despair; who, by their exalted example, moulded the Arizona character and brought to her name immortal fame. I can not pass without a tribute to those heroes, tried by fire, whose honor and bravery and bulldog tenacity have left their indelible impress upon the Arizona, aye the American mind, for the present and for future generations. I glory in the fact that the impress of this dauntless people's greatness—greatness of mind, of heart and of soul—is upon you, their chosen representatives, and that their unfaltering adherence to principle is reflected in your selection and inscribed across the face of the commissions you bear—given you to still further advance the cause of humanity and of progress—the cause in which Arizona, of all the States of the Union, is today the leader.

A great and grave responsibility faces this youngest of the Nation's commonwealths. I doubt not that you gentlemen—inasmuch as most of you were active and prominent in the incidents which brought it about—have a full realization of that responsibility's magnitude, and without respect to partisan affiliation or thought of partisan advantage, will measure up to the standard required for its faithful discharge.

From a position of comparative obscurity Arizona has emerged into the spotlight of unequalled prominence. From the post of a pitiful beggar, long scorned, and reviled and winked at, she has stepped forth a royal heiress, a queen whose every subject is a sovereign; from the rank of a distant and little regarded province, her station has become that of a leader of men and of States—aye, more, the leader of a mighty and irresistible movement, the chief exponent of an imperishable principle.

The government of Arizona, as founded upon the Constitution which the people have ratified, is the very embodiment of popular government. It is the most definite expression ever pronounced by man, of a social and political organization in which every citizen is the equal before the law of every other, and government is truly by consent of the governed. Born in a day when the encroachments of predatory wealth have strained the endurance of the masses near to the point of breaking, it appeared as a flaming signal in the night, lighting the way to an almost unhopd-for deliverance.

It gave strength to millions of faltering feet, life to countless flagging spirits, courage to the despondent, fresh vigor to the weary. It placed upon its makers—the people of Arizona—at once a solemn duty and a momentous responsibility. With the eyes of the world upon them, it is for the people of Arizona to vindicate their claim that all power may with safety be vested in the governed; it is for them to demonstrate the practicability, the advisability, the wisdom of genuine government of, for and by the people. An estimate cannot be made of this responsibility's immensity—not for any fear the friends of popular government may feel for its outcome, but rather for the stupendous results to widespread mankind, hanging on the outcome of the trial.

Upon you, today, this responsibility is concentrated. You are the people's representatives. You have the people's commission to awaken the provisions of the Arizona Constitution into life; to give definiteness to its principles and intelligent direction to its purposes; to build upon its strong foundation a structure of beauty and symmetry and utility. Your responsibility is not lessened because your duties are so clearly defined—it is rather enhanced by the fact that you are expected to visit upon the varying views your minds may hold and to which the spoken word or written page may give expression, such careful scrutiny that not one may find favor except it breathe the spirit of the People's Rule.

My charge is to all of you, Republicans and Democrats alike, for I know you are all inspired by the same love of country and State, the same patriotism, the same lofty motive for the sacrifice of time involved in your attendance here; but I want to say to the Democratic members of this legislative body, that upon your shoulders rests the lion's share of the burden. You are the ones whose pledges touched the Arizona chord of human sympathy; you are the representatives of the party which made and into whose charge and keeping has been entrusted the Constitution of our State; your overwhelming majority, expressive of the people's approval of Democratic achievement and popular confidence in Democratic sincerity, affords you full power to crystallize into intelligent law the people's will; upon you and upon the party whose colors you fly will be visited the people's approbation or condemnation. You can not shirk, or evade, or minimize the responsibility you have assumed; nor, on the other hand, can the glory it is in your reach to win be dimmed by the sophistries of cunning foes.

I have perfect faith in your ability, your conscientiousness,

and determination. I have entire confidence that you will carry your commissions back to the people of your respective counties discharged of every item. I promise you that you will find in me a ready and an enthusiastic co-operator—in some measure, I trust, an aid. Laboring thus in the common cause and for a common purpose, I venture the prediction that the conclusion of your labors will mark the beginning of an era of public hopefulness, confidence and enthusiasm far exceeding the brightest dreams vouchsafed in the past to Arizona's optimistic, unconquerable pioneers.

### CONDITION OF THE STATE.

In natural resources and the possession of patent possibilities, Arizona is bounteously blessed. Her acres are broad and fertile, her mountains and streams rich with mineral wealth; her forests are well-nigh virgin; her skies are blue; her climate as of another Italy; her balmy air bears health on its never receding wave; her people are honest, hardy, self-reliant, brave. Thus endowed, all things are possible to the forty-eighth State of the Union. Whatever of ills there may be—industrial, financial or social—there is that wherewith to right them; and with all these assets to show against the liabilities of fast passing handicaps, I feel justified in reporting to you that the condition of the State is good.

Recent reports from almost all sections bring the news of bounteous rains with which to gladden the hearts of husbandmen, and remove the fear of a season of drouth from the minds of the stockmen. The metal markets of the world give impetus to one of Arizona's greatest industries by announcing the steadily rising price of copper, a condition which will doubtless remedy the slight falling off, during the past year, in the production of this mineral which finds its natural habitat in our wealth-laden hills, and occasion renewed activity on the part of prospectors, developers and promoters, and reawakened confidence on the part of investors.

The completion of one of the world's greatest irrigation systems, insuring an abundant supply of life-giving water for the fertile acres of the Salt River Valley; the approaching completion of another, of its kind unparalleled in the Union, giving like assurance to the favored farmers of Yuma Valley; the opening of the Parker Indian Reservation and the allotment and reclamation of the splendid body of land included therein; the promising prospect of similar development on a scale of great magnitude in Pinal County; the development of artesian wells in San Simon and Sul-

phur Springs Valleys in the south, and Verde Valley in the north, and scores of other projects of greater or lesser magnitude, and widely distributed over the State, for the impounding and storage of water, combine to give certainty to the belief that Arizona will soon take her place as the chief agricultural section of the Union, and that her cities and towns, keeping pace with rural advancement, will grow and expand and develop into mighty centers of population. Add to these proofs of material prosperity, the fact that during the fiscal year ended June 30, 1911, three new banks opened their doors, and that the Bureau of Vital Statistics reports an increase of 383 in the birthrate of native Arizonans, including forty-seven pairs of twins and four sets of triplets, and you will not wonder that I am delighted to report that the State gives evidence of excelling in many directions and industries.

As to the public institutions of the State, I can only report in a general way, as it has not been possible for me to give to the various institutions, as yet, the critical examinations they should have, and concerning which I shall have more to say hereafter. For such information as they afford, I refer you to the reports of the various officials and superintendents, for the fiscal year ended June 30, 1911.

Thus discharging that mandate which imposes upon me the duty of reporting to you as to the condition of the State, whose laws you are charged with writing, I beg to respectfully submit for your consideration and disposition, the following recommendations:

### **RECALL OF THE JUDICIARY.**

Your first legislative act should be the enactment, for submission to the people at the next regular election, of an amendment to the Constitution providing for the recall of judicial officers, who, by Presidential requirement, were formally excepted from the provisions of the Recall article.

In unmistakable terms the people of Arizona have twice declared their belief in the righteousness of the power to discharge, through the medium of the Recall, dishonest and unfaithful public servants. Twice, in this connection, they have declared their opposition to the elevation of the judiciary into a privileged class, their opposition to the creation of a law which holds the judge to be something more than human. But their wishes were set at naught by a President's unwillingness to yield a prejudice, so they wisely

yielded temporarily a principle, secure in the knowledge that with Statehood once attained, and with the Initiative at their command, they would have it in their hands to restore to the Constitution the power so rudely taken away. The Democratic party promised to carry this evident intention and obvious desire into effect, and it becomes your duty to promptly and faithfully fulfill that promise. Do not alter the Recall as it was approved by the people of Arizona, by the transposition of a sentence, the remoulding of a phrase, or the substitution of a word. Give it a trial just as it was. Return to the people that which was unfairly and arbitrarily taken from them. Then add, if you will, a section in which the people may express their desire, should occasion require, for the recall or resignation of the State's federal judiciary, and for its Senators and Representatives in Congress.

#### **ANTI-LOBBYING LAW.**

As I stated upon the occasion of my inauguration as Governor, I hope to see your second act the serving of notice upon all the representatives of Special Interests, and interests of any nature or description, that secret lobbying, which has too frequently prostituted legislative bodies and brought shame to legislators, is dead in Arizona. A mandate of the Constitution places upon you the duty of guarding by law against secret lobbying, and I have no doubt you will comply with that mandate. But pending the enactment of such a law and its formal approval, I think you should by joint resolution declare that no lobbying will be permitted except it take the legitimate form of public hearings before properly constituted committees of the Legislature, participated in only by properly registered agents, who are willing to set forth the company, the individual or the cause they represent. Individual or private lobbying should be denounced and prohibited, and by the rules of your body, a violation of such prohibition visited with summary punishment of the member offending or permitting the offense. Thus will necessary and legitimate efforts on behalf of any just and proper cause be dignified, the self-respect of the legislators insured, and the decency of the State protected.

#### **INVESTIGATION VS. JUNKETING.**

It has been the custom during many sessions of the Arizona Legislature, to expend a week of valuable time and no little money in what came to be known as junketing—in so-called investigations, by legislative committees, of the various institutions of the Terri-

tory. Many of you are as familiar with the result of these visits as I am, and remember them best for the social pleasures they afforded, and the opportunities they gave for enjoyable outings. In the belief that you are here for work—that you realize the limitation of time which confronts you and the need for the exercise of the strictest economy consistent with the performance of your duties, I recommend the abandonment of this junketing custom; the devotion of the time thus saved to the moulding of needed legislation, and the utilization of the funds which have heretofore been so expended in an expert investigation of the State's institutions by competent examiners.

There is in my possession at this time sufficient information and data to convince me of the urgent need of such an investigation. It is apparent that in several of the institutions there is a glaring lack of business system, while the utter absence of the uniformity of the handling of accounts prevents anything like an adequate audit. It is not my purpose to suggest that there have been improper transactions to the advantage of any individual, nor have I any reason whatever to believe that such is the case; but I assert that there have been, and under the system, or lack of system, in vogue, there still are many and frequent opportunities for graft, while the leaks which all competent business men exert themselves to avoid are going on daily. I am glad to say that not a few of these leaks have been stopped, but pending an expert investigation and the installation of modern methods in the conduct of the State's varied business, it will be impossible to establish anything like perfect order out of what has been little short of chaos. To do itself and the public justice, the present administration must be accurately informed, in detail, of the conditions which have prevailed, and now prevail in the different State institutions and departments, and to this end I ask for authorization to proceed with such an investigation as is here suggested.

### POPULAR ELECTIONS.

You are cognizant of the duty imposed upon you by the Constitution of the United States, to choose by joint-ballot two Senators to represent our State in Congress, and I assume that you have perfect knowledge of, and are in hearty accord with the spirit and purpose of the instruction under which you will carry out the law. The people of Arizona, by means of the direct primary or advisory vote, expressed their preference for United States Senators by naming the Hon. Henry F. Ashurst of Prescott, and the

Hon. M. A. Smith of Tucson. Their formal election by you is of course assured.

It will be one of your duties, as well, to provide by law for the selection of Senators in like manner hereafter; and no less a duty, I think, to give recognition to the people's desire, as reflected in the Democratic platform, for the choosing by popular vote of delegates to the National Conventions, and the expression by direct primary of the people's preference for Presidential candidates.

### **CONSTITUTIONAL MANDATES.**

There are numerous mandates of the Constitution which it is your duty to observe, and which I have no doubt will be accorded prompt consideration. Only through the medium of the laws thus indicated and directed, can many of the Constitution's most important and most beneficent provisions be given life and potency. It is your duty to carefully see that each such law faithfully carries out the intent of the Constitution makers, and reflects the spirit of the demand which brought these mandatory provisions into existence. I shall not refer to many of these mandates in detail, inasmuch as the Constitution sets them forth with all necessary particularity; nor shall I attempt any definite reference at all except to those certain ones which I deem to be most vital.

### **INITIATIVE, REFERENDUM AND RECALL.**

The Initiative, Referendum and Recall being the groundwork and foundation of Arizona's system of popular government, should be strengthened, and, as far as possible, simplified by statutes, showing by item and without ambiguity the steps necessary to be taken to invoke either of these powers reserved to the people, insuring proper publicity of all proposed laws or proceedings, and otherwise giving full effect and practicability to the Initiative, Referendum and Recall articles of the Constitution.

### **SUFFRAGE AND ELECTIONS.**

Next, if not equal in importance, is the enactment of laws to carry into effect the several mandates having to do with suffrage and elections, and I earnestly add to the Constitution's instructions my recommendation of laws which will insure the purity and fairness of the ballot, at both general and primary elections; prevent discrimination against and injustice to any candidate or candidates; guarantee an honest count, and put a stop, if possible, to all sys-

tems of campaigning tending to debauch the electorate and bring discredit and disgrace upon the highest of all American privileges.

This system should include a most comprehensive and stringent Corrupt Practices Act, carefully designed, by means of adequate before- and after-election publicity requirements, and otherwise, to guard against the employment of large sums of money in the nomination or election of candidates desirable to great financial interests. It should provide effective machinery whereby all forms of bribery, both large and small, and intimidation and fraud may be reached and punished. It should provide an up-to-date plan of registration, guarded against the many irregularities heretofore practiced. In order that the direct primary method of nominating candidates may be relieved of a criticism which is now properly directed against it, electors should be required to register their party affiliation, or the lack of such affiliation, and prohibited from participating in the primary of any but their own designated party. Cases have been known when large numbers of voters, acting under the instructions of cunning bosses, have been "loaned" to an opposing party for the purpose of influencing the nomination of undesirable or weak candidates, thereby defeating the aim of the primary law, which is to insure the nomination of those candidates whose attainments make them the choice of the larger number of their respective parties. The direct primary system of nominations is an essential feature of government by the people, but in State affairs, at least, where party competition is a necessary incentive for the exercise of care in discharging governmental functions, the adherents of each party should be protected in the selection of their standard bearers from the machinations of shrewd manipulators of an opposing political faith. In this, and in all other respects, the primary law should be made simple, workable, fair and efficient.

In line with the best progressive thought of the times, the headless ballot, somewhat similar to that now designated by the Arizona Primary Law, should be adopted for use in general elections, and in order that equal advantage may be given to each candidate, regardless of the alphabetical order in which his name might appear, there should be systematic rotation upon the ballot, without distinction to party affiliations. Thus, for example, would "Z", a Republican candidate for Sheriff, find himself at the head of the list of aspirants for that office an equal number of times as "A", the Democratic candidate.

The qualifications of electors should be definitely fixed, and

the rights of Arizona citizens so protected as to never admit the possibility of a repetition of the outrage visited upon them by the terms of the Enabling Act, when thousands, qualified under the statutes, were denied the privilege of voting.

With the regulation of registration, and the purity of the ballot properly safeguarded, I would recommend the repeal of the so-called educational qualification law now upon the statutes. This law, well meant, as it doubtless was, and intended as a means of checking wholesale bribery, has been found in the slight practice it has had—chiefly in municipal elections—to be susceptible of serious abuses at the hands of partisan registering officers and election boards. Under its operation, the arbitrary powers vested in these officials are so broad and so susceptible of prejudiced construction as to invite partisan discrimination and bring what seems to me to be deserved criticism upon its authority.

#### **A VOTE FOR EVERY MAN.**

A subject I would mention also under the head of Suffrage and Elections, and one I deem worthy of careful consideration, relates to the inability, under the present law, of citizens of the State, whose necessary business or employment takes them away from their precinct or county on election day, to vote. This is suggested chiefly by the nature of the employment in which railway trainmen are engaged, and in behalf of this class of citizens, even though no others were concerned, I would suggest and recommend a law which will protect their right of suffrage. I am well aware that such a law must be drafted with great care and surrounded with numerous safeguards, in order to prevent abuse of the ballot, but it occurs to me that a form of certificate might be issued by the county officials having the Great Registers of the respective counties under their charge, to be also signed by the Judge of the Superior Court and the Chairman of the Board of Supervisors, setting forth the name and the description of the voter, the character of his employment, and all such data as may be required by the registration laws, and the necessity for such transfer, and that upon such certificate he might be permitted to vote, for State and National officers only, in whichever county, by reason of his employment, election day finds him. For the use of such voters a separate ballot containing only the names of candidates for State and National offices should be provided.

### **EQUAL SUFFRAGE.**

A very great percentage of Arizona's citizens, both men and women, of varying political faiths, apparently distributed through every social sphere and numbering the followers of all the callings and professions, are in favor of equal suffrage. Just what their percentage, or whether it constitutes a majority of the people, I cannot say, but it appears to me that the movement is amply representative to demand, in fairness and justice, the right to a deciding vote. Whatever the views of any individual may be, as to the merits or demerits of female suffrage, if a majority of the people desire to extend the privilege of the ballot to women, they have the right to do so. This is the basic principle of the theory of popular government, to which Arizona is wedded, and to the insuring of which the majority party in the State is pledged. I therefore recommend that you submit to a vote of the people, at the next regular election, a constitutional amendment extending the suffrage franchise to women, and venture the belief that if this great privilege be extended the State's high standard of intelligence will in no wise suffer thereby.

### **PUBLICATION OF STOCKHOLDERS.**

A powerful influence in the determination of public questions is exerted by the newspapers. Their messages of publicity, speaking day by day and week by week, to every voter in the land, possess a limitless power for good or evil. It is a deplorable and ominous fact that many of the largest newspapers of the country, possessed of the widest circulations and the most ably edited, are owned, directly or indirectly, openly or silently—but generally the latter—by special interests, and maintained for questionable purposes. The power of these newspapers is little or great, as the people are informed or ignorant of the personnel of their owners, and I urge the passage of a law requiring each newspaper in Arizona to publish in every issue a full and complete list of its owners, stockholders and holders of its securities in whatever form they may exist.

### **STATE AND SCHOOL LANDS.**

A mandate of very great importance is that contained in Section 10, Article X, of the Constitution, concerning the disposition of State and school lands, and your very particular attention is directed to its requirements, and to the matters which naturally accompany it.

Under the terms of the Enabling Act, Arizona is the grantee of an immense area of the unappropriated public domain, amounting in round figures to more than five millions of acres, which lands are to be devoted to certain specific uses. Approximately one-half of this grant is for the benefit of the State's common school system, while the balance is so divided as to form the foundation of separate funds for the various State institutions—educational, reformatory, penal and charitable. In dollars and cents this inheritance represents an immense fortune for the State. In the possibilities its wise and judicious handling will present, it means advantages for the present and succeeding generations which cannot be estimated. I trust that the laws you will enact, to regulate and direct the disposition to be made of these lands, will embody the ideas of true conservation, and while affording every possible legitimate encouragement for the reclamation of the State's barren stretches, will prohibit and prevent the squandering of the State's rich patrimony.

The law should be drafted with thought of the numerous opportunities there are in Arizona for the development or impounding of water, and that only water is needed to make the waste places bloom. The law should make due allowance and provision for the probability that the State will wish, as a business proposition, to reclaim or assist in the reclaiming of its stretches of arid lands, and the building of homes where now only solitude dwells.

Your attention is called to the fact that these State lands have not yet been selected, and to the immensity and importance of the undertaking. Under the terms of the Enabling Act, it is the duty of the Governor, Attorney-General and Surveyor-General, or some officer clothed with the functions of the Surveyor-General, to make such selection. You are aware that the State has no Surveyor-General, but that defect may be easily overcome by clothing the State Engineer with the powers of the Surveyor-General, and in the interest of economy I recommend that legislation be enacted to that end. It is obvious, however, that owing to the multiplicity of duties already incumbent upon the officers named, the immensity of the task comprehended in the selection of five millions of acres of land, and the vital importance of the most careful inspection, to the end that wise and judicious choice may be made, justice cannot be done the State's interests without other and additional provision. I therefore recommend the creation of a Commission to consist of the three officers specified in the Enabling Act, and at least one other

member, the additional member or members so authorized to receive a salary commensurate with the importance of the duties. If desired, this Commission could be clothed not only with authority to make selection of the State's lands, but with authority to dispose by sale or lease, in accordance with the provisions of the law, of the lands so selected.

I recommend that a fund be created to enable the Commission having under its charge the selection of these lands, to make such investigation as may reveal the whereabouts of deposits of water, oil or gas, feasible sites for water storage or other physical features tending to enhance the value of the areas adjacent thereto or affected thereby—to prospect, in short, for the choicest portions of the unappropriated domain, and then, by judicious legislation, to prevent the squandering of these rich lands or their grabbing by the sharks who may always be found in the wake of every well-provisioned ship.

By means of a law which will combine the wise requirements of the Enabling Act with a far-seeing policy of development and conservation, the State—and particularly its educational fund—may be greatly enriched, and I bespeak your most earnest consideration of the subject.

### **IRRIGATION LAWS.**

The era of development upon which Arizona is entering requires modern machinery for the working out of her great agricultural and irrigational problems. Some of these problems, as some already have, may be solved by National aid; I trust that means will be found by which the State, in the development of its areas of granted lands, may solve others; but still others, simple and feasible, should be solved by private enterprise, under the operation of district irrigation laws similar to the best approved of such laws in force in other States of the so-called arid west. I urge you to consider this question carefully.

### **EDUCATION.**

Education is at high tide in Arizona. The percentage of illiteracy is small. Our institutions of learning, from the University to the common schools, would do credit to any State in the Union. But there are opportunities for great advancement still, and advancement in education will insure advancement all along the line. I therefore charge you to give careful thought to the subject of edu-

cation, to the encouragement of the institutions where the youth of Arizona are being fitted to solve the problems which will come to them in the battle of life, and to further strengthen the system which is the greatest bulwark of human liberty—the common schools.

### FREE BOOKS.

I am convinced that a great impetus would be given to education, and its privileges spread over a far greater area, if the State, or each of the counties of the State, would supply text books free or at a nominal cost. As the matter now lies, many poor families are compelled to seriously cramp themselves in order to supply the required text books for their children, or to suffer humiliation by declaring themselves paupers. More frequently than otherwise the children of these poor parents go without the books needed for their schooling, and thus lose the benefits of a system which is ostensibly maintained for the benefit of all alike. The seriousness of this situation is intensified by the circumstance of all-too-frequent changes of text books and the exorbitant prices charged for them. Should the State supply free text books, either by publication or by contract purchase in large quantities, it stands to reason that they would be more uniform, changed less frequently and cost but a fraction of the prices now charged for them.

### AGRICULTURAL SCHOOLS.

The time has arrived, I think, when more particular attention than it has heretofore enjoyed, should be given to the subject of technical education along the lines suggested by our State's chief industries—agriculture and mining, and particularly the former. The University of Arizona, to be sure, maintains most excellent mining and agricultural colleges, with several experiment stations in different localities reinforcing the agricultural college, but the possibilities and influence of the institution might be wonderfully increased at little cost. At present there are no feeders to the agricultural college—in other words, no preparatory schools, such as the high schools afford for other courses of college study. I would therefore recommend the extension of agricultural class work into the high schools of the State, by means of a State endowment, small in amount at first, but sufficient to encourage the establishment of agricultural class work in such high schools as shall qualify to receive it. By means of such a course of study, the greatest possible number of students throughout the State

would be reached at an impressionable age, in their own agricultural localities, and with least cost to themselves and the State.

Thus would the high schools more fully serve as feeders to the State University, by qualifying students for the collegiate course in agriculture and possibly, if you deem it expedient, in mining as well, as they do now in the other branches. I can think of no more effective way in which the University can be strengthened and enabled to maintain high standards of scholarship, and to render the maximum service.

### **COMPREHENSIVE PLAN FOR UNIVERSITY.**

I deplore the policy which has heretofore been pursued of building the State's greatest educational institution on a crazy-quilt patchwork scheme. From year to year, or from period to period, as the requirements of the University dictated, and as the necessary appropriations could be secured, buildings—generally of a cheap and unsubstantial character—have been added to the plant, apparently with no definite idea for the future. I realize the impossibility which has existed, and which now exists, of erecting at one time all, or even a considerable portion of the buildings which will be required for the institution fifty years hence; but I recommend that before any more appropriations are made for improvements, a comprehensive and elaborate plan for a University not only beautiful but adequate for the needs of a century, be adopted. With a goal to work to thus established, buildings may be added from time to time, unit by unit, so placed as to fit appropriately into the finished scheme, so designed as to harmonize architecturally with those surrounding it and to come after, so constructed as to endure for ages. This is the modern method of systematic growth by which the world's greatest institutions of learning are being developed. Whether viewed from the standpoint of economy, efficiency or architectural superiority, it is the proper plan.

### **REVENUE AND TAXATION.**

Of serious moment, and one in which all the people are vitally interested, is the question of producing, in such way as to occasion as little burden and hardship as possible, revenue to maintain the government of the State, an expense which is appreciably increased by the withdrawal of the funds heretofore received from the federal government. To meet this discrepancy, to provide for the unusual requirements occasioned by the transition from a

Territorial to a State form of government, and to make possible the various institutional improvements demanded by a rapidly increasing population, while the benefits to be hereafter derived from the grants of public lands are as yet not available, is a problem of no mean proportions, and one which should be faced with seriousness, considered with prudence, and its solution adopted with caution. So far as my efforts may go, every care shall be exercised in the expenditure of public funds, and while, as I have repeatedly declared, no penny wise and pound foolish policy shall prevail, there shall be no expenditures without the clearest warrant of law or without the assurance of a fully compensating gain.

Fortunately for the State, the Constitution, in Article IX thereof, provides the foundation and authority for a modern, advanced, equitable and adequate system for the securing of revenue by taxation. I trust that the First State Legislature will leave little to be desired in the definition and vitalization of these Constitutional provisions.

For the present, and with such statutory law as there is at command, I earnestly urge the taxing authorities to perform their duties faithfully and fearlessly, with full assurance of the administration's support, and to assess all classes and characters of property, wherever situated and by whomsoever owned, in large or small amount, not only equitably and justly, but upon the basis of a fair valuation. It is a notorious fact that certain classes of property in Arizona have never supplied a fair proportion of the public revenue, and although sporadic efforts have been made to correct this situation, it has never been corrected to the present day. As a consequence the small property owners, and particularly the owners of agricultural lands, though least able to bear the burden, are supplying a great deal more than their proper proportion of the public funds.

It is a matter of such common information as to occasion no disputation that the large mining corporations, the railroad companies, the telephone, telegraph and express companies, operating in the State, are escaping the payment of their fair share of taxes; and your particular attention is directed to the laws affecting these companies, to the end that they may be forced to contribute, equally with the owner of a horse, a cow, an humble home, or a plot of ground, to the maintenance of the institutions of the State. Let it not be said that in Arizona wealth or position, place or power, are potent to secure immunity from the laws of the land or allevia-

tion of the requirements visited upon those in more modest stations.

Other and progressive States, through Tax Commissions of from one to five members, composed of the best fitted men to be secured by appointment, are finding a satisfactory solution of the revenue problem. Should such a system, which I recommend to your careful consideration, be found advisable for Arizona, it should properly take the place of the Board of Equalization provided by the Constitution, and which was made amendable by statutory law.

### PRESENT STATUS OF STATE FUNDS.

The present status of the State Treasury presents a situation for which an immediate remedy will have to be provided. When the State officers took charge on the 14th day of February, with four and one-half months of the present fiscal year remaining, and little prospect of an appreciable accession of funds before next December, the General Fund showed a balance of about \$107,000, a sum entirely inadequate to meet the demands which will of necessity be made upon it. The reasons for the smallness and insufficiency of this balance are not of chief moment at this time, but it is not out of place to say in passing that the condition may be partially explained by the fact that the Territorial Board of Equalization, in making its tax levy for the fiscal year ending June 30, 1912, reduced the levy from seventy cents to sixty-five cents on each one hundred dollars, thereby materially reducing the revenue, while the expense of maintaining the Territory's institutions, owing to a rapidly growing population, is increasing year by year. This reduction of the tax rate, at a time when it was neither wise nor judicious, and incapable of justification on any ground except that of political expediency—a State campaign being then imminent—has left the General Fund, as well as several of the special funds, in a most unpromising condition. On the first day of the current month the General Fund showed a balance on hand of \$101,539.37. If it were not necessary to take into account at all the unusual and unavoidable expenses incident to the transition from a Territorial to a State form of government, the readjustment and remodeling of rooms in the Capitol to accommodate officials heretofore non-existent or housed elsewhere, the extra clerk hire occasioned by the large volume of new business, the expense of this legislative session and the salaries and expenses heretofore paid by the federal government, the balance in the General Fund, based on former averages, would be eaten up by the end of the fiscal year, June 30.

and there would be nothing whatever on hand with which to pay the expense of maintaining the State government between that time and December, when taxes will begin to come in. Then add the unusual and extraordinary expenses I have just enumerated to the ordinary demands which will be made upon the General Fund, and it is not difficult to see that the financial status of the State, so far as immediate requirements are concerned, is most unsatisfactory. If any other or further illustration were necessary to show the extraordinary handicap we are confronting, it might be shown that at the beginning of the present fiscal year, July 1, 1911, the General Fund contained a balance of \$176,499.74. Deduct from this \$44,452.27, which was taken from the General Fund to wipe out deficits of that amount in the prison and asylum funds, and there was still a surplus in the General Fund, from the preceding year, of \$132,047.45, with which to maintain the State government until the receipt of taxes in December. Contrast this with a certainty of a deficit at the close of the fiscal year on the 30th of next June of from \$75,000 to \$100,000 and I think my meaning will be made quite clear. If not, one more comparison of figures will make it so. On February 28, 1911, the General Fund showed a balance on hand of \$195,560.64. Leave out of consideration, then, the unusual and extraordinary expenses mentioned above, compare this balance with the balance of \$101,539.37 shown by the books on February 29th, just past, and the discrepancy amounts to \$94,021.27.

If not a full one, this is a clear statement of the financial status of the State, as it relates to the current and necessary general requirements, and discloses a condition which calls for your most careful attention, and for wise and prompt action.

#### **LIMITATION OF DEBT.**

A conflict of construction exists in the case of Section 5, Article IX, of the Constitution, limiting the State's indebtedness to three hundred and fifty thousand dollars. While in my opinion this was meant to refer only to unsecured indebtedness caused by insufficiency of revenue to maintain the running expenses of the government, and was not intended to include or limit the State's bonded indebtedness, it will be prudent to submit a Constitutional amendment clearing this ambiguity, and I so recommend.

#### **FUND BONDED INDEBTEDNESS.**

From the report of the State Auditor I gather the information

that Arizona's bonded indebtedness, exclusive of the funded debt of counties and towns, at this time amounts in round figures to one million dollars. These bonds, owned in Eastern centers of capital, are bearing in practically every instance five percent interest. Not only is this interest rate to my mind unnecessarily high, but Arizona is losing a considerable sum of money, which might just as well be kept at home. My plan is this: that you enact a law authorizing the refunding of the State's bonded indebtedness by means of an issue of bonds bearing four percent interest, the bonds to be in small denominations—say of \$500, or even less—and to be offered to the people of Arizona. I believe they will be readily bought up by the general public as a highly desirable security, as safe as bonds of the United States government, and bearing a higher rate of interest. Certain it is that the bankers of Arizona would be glad to subscribe for them, under a provision of law permitting their deposit with the State Treasurer as security for a like deposit of State funds. Thus would the banker realize a reasonable rate of interest on his investment in bonds of the State, as well as the profit which would accrue to him by means of the State funds in his possession, and in addition the State would save, on the basis of the present bonded indebtedness, something like ten thousand dollars per annum, while instead of sending over fifty thousand dollars yearly to Eastern bondholders, this money would be kept at home. In order to include the entire bonded debt for which Arizona's credit is loaned to various counties and towns, these figures may be multiplied by three.

### **CHANGES REQUIRED.**

As this administration is pledged, by a pledge in which you and I have an equal share, to the policy and practice of economy, I wish to submit a number of pertinent suggestions having for their purpose the fulfillment of our obligations. These suggestions are based upon a more or less intimate acquaintance with the rules of successful business practice, and their comparison with the system now in use in the carrying on of the State's business affairs.

### **BUSINESS ON BUSINESS BASIS.**

I would recommend the abolishment of the Board of Control and centralization of the business management of the State institutions and departments in the Governor. Instead of the Board of Control I would establish a purchasing department directly under the Governor's supervision, where, through a skilled purchasing

officer or agent all supplies, for whatever institution or office desired, should be secured. The State, aggregating the needs of its various institutions and departments, is a very large buyer, and there is no sound reason why this fact should not be taken advantage of, for the benefit of the taxpayers. Supplies should be purchased as cheaply as any other quantity buyer can get them, and the buying done as skillfully. It is made manifest by the most casual investigation that there has been neither skill nor system nor reason to this branch of the State's business, and couple to this the fact that the most extravagant prices have been the rule, a condition is disclosed which if it were in the case of any private enterprise, would have closed its doors in sixty days. I have no hesitancy in estimating that by the plan proposed a saving of from \$75,000 to \$100,000 per year can be effected, and I should not be surprised to see it run higher.

In addition to this great saving, expressed in dollars, an opportunity would be afforded to favor the purchase, wherever possible, of home products, a policy to which I very strongly adhere.

I look upon the State's business as I would my own, and I want to see it placed upon an economical, systematic basis, with graft eliminated, the leaks stopped, and every man from the Governor down, like the employees of a great department store, doing their duty. With your encouragement and assistance it will be done.

#### **STATE EXAMINER.**

A uniform system of accounting laws, for the use of the State, county, precinct, municipal and school district officials, and State banks, institutions and corporations coming under the State's direct supervision, forms one of the great needs of the time. I offer the suggestion that it may be appropriately and effectively supplied in connection with the establishment of rules and regulations for, and the prescribing of the duties of the State Examiner.

#### **MERIT SYSTEM.**

In line with this suggestion, I would urge the adoption of a merit test for State employees, under which the highest grade of efficiency may be secured. It may be contended that the number of State employees is so inconsiderable as to not warrant this plan, but that objection may be answered by the total absence of any good reason why the merit test should not be applied to the employees of the State as well as to the employees of an individual or corporation. Furthermore, the State is growing, its needs are in-

creasing, and as the years go by today's handful of employees will become more and more numerous, and the establishment at this time of a high standard of efficiency must necessarily result in great saving.

### **LEGISLATIVE HELP.**

In the interest of economy I recommend, and in the light of intimate personal knowledge urge, that you make provision for the alteration of the plan by which legislative employees are now selected. I am confident that thousands of dollars may be saved biennially, and a much higher standard of efficiency established, if you will make it the duty of the officer who provides other supplies, whether for the Legislature or for the departments and institutions, to employ, under a merit system, all legislative attaches, while the abolishment of a spoils system which has not infrequently disgraced our legislative bodies will redound to your everlasting credit and stand as a monument to your courage.

### **BUREAU OF LEGISLATIVE RESEARCH.**

I urge the establishment of a Bureau of Legislative Research. The benefits to be derived from such an institution cannot be computed. The need for it will become apparent to each of you as your legislative work progresses. You will want data on a large variety of subjects and find yourselves without the means of securing it. You will want authentic information regarding the laws of other States—information disclosing the operation of different laws, their success or failure, and the amendments experience has suggested. It is to supply this want that the Bureau of Legislative Research is proposed, by itself or in conjunction—preferably the latter—with other statistical or nearly similar duties. Not only will the members of succeeding legislatures find such a Bureau's value to far outweigh its cost; not only does the Governor's office and every other executive office feel its need almost every day in the year, but it will prove of inestimable value to the public—a ready reference on all subjects of legislation.

### **BUILD GOOD ROADS.**

In the plan of State-wide development which should now engage the patriotic thought of every Arizonan, nothing is more important than good highways. Each dollar economically expended on the roads of the State, in whatever county, between whatever points, will mean a dollar wisely spent. Not only do good roads

reduce the cost and increase the ease of transportation, wherever transportation by rail or water is not available, but Arizona has another and possibly greater incentive for the establishment and maintenance of creditable highways. Our State is a State of scenic wonders, climatic miracles, and extraordinary geographical advantages. It lies on the route of transcontinental travel, and its many marvels will annually attract thousands of sight-seers and pleasure-seekers, whose interest, engaged and retained, may frequently convert them into investors, developers and loyal friends. Good roads are an almost certain index to a community's prosperity, and prosperity breeds happiness and contentment.

Your plans for roadwork, if I mistake not, should be laid along more systematic lines than the program the Territory has heretofore followed, and I recommend, as a basis for this system, the establishment by the State Engineer of a comprehensive plan of public highways, with its main arteries traversing the State from East to West, from North to South, from Northeast to Southwest, and from Northwest to Southeast, and its feeders and branches reaching into the intermediate sections, communities and towns. Thus planned, the work of construction should be carried on with system, with energy and with skill, until Arizona's highways become the admiration and envy of the world.

### **PRESERVE SCENIC EFFECTS.**

As I have said, Arizona's scenery is a splendid asset. No similar area on the face of the earth, I assert with perfect confidence, boasts so great a variety, such compelling beauty, such impressive grandeur as the varying scenes our State affords. It is an asset which should be jealously guarded; and the thought has been impressed upon me, during recent visits to mountainous portions of the State, that an abuse is being permitted which has already become a nuisance, and will in time go far toward destroying the scenic beauties of the beaten paths of travel. I refer to the practice of painting advertising devices on the boulders and precipices and stony points which constitute an important feature of the scenic effects on our mountain roads, and I recommend that it be prohibited.

### **BETTER RETURN FOR STATE FUNDS.**

At the present time the State receives one percent per annum interest for its moneys deposited in State banks. In my opinion this rate is insufficient, and I recommend that banks carrying State

deposits be required to pay a rate of interest more equitably proportioned to the ruling rates paid by savings banks, and more nearly in accord with the benefits they derive from the use of the State moneys.

### **STRENGTHEN ANTI-USURY LAWS.**

I recommend also, and most urgently, that the laws relating to usury be strengthened, to the end that the rights of borrowers may be fully protected, and the exactions of unreasonable lenders defeated. Means should be taken to prevent the making, or to provide for the illegality of contracts entered into, generally with so-called loan brokers, for the payment of extortionate interest, directly or indirectly, and to stop the pernicious practice in vogue of mortgaging or assigning unearned salaries as security for loans out of all proportion smaller than the return required to be made, and carrying interest requirements out of all proportion larger than the benefits to be derived, by the borrower, from the transaction.

### **CORPORATION LAWS.**

Arizona's Constitution has created a Corporation Commission and clothed it with certain powers, the employment of which powers will undoubtedly work great benefits to the people, particularly in the correction of the excessive and discriminating freight and express tariffs at present in vogue. To render the Commission still more effective, its powers should be made self-operative by statutes defining all necessary rules and regulations for its operation. Machinery should be provided for carrying in'co effect the provisions of the Constitution by which it was intended to transfer the issuance of corporation charters from the Auditor's office to that of the Corporation Commission, and supervision of foreign insurance companies from the office of the Secretary of State, fixing the fees to be charged, the life and extension of corporations, and carrying out and defining the other provisions of Article XIV. In addition to this the supervision of surety and fidelity companies, now lodged with the Governor, should be likewise transferred, defined and regulated.

### **"WILD-CATTING".**

I am convinced that advanced steps should be taken to stop wild-cattling, and I recommend that the Corporation Commission be clothed with further powers to that end. Since my incumbency

of the office of Governor, large numbers of inquiries have come to hand of such a nature as to indicate to my mind that great volumes of worthless stock, issued by companies holding Arizona charters, are being disposed of throughout the country, thus not only drawing from the buyers of these worthless stocks, who are usually of the meagre-earning class, money not infrequently needed for the actual necessities of life, but bringing discredit upon our State. As an effective means of checking this, I recommend that the light of publicity be thrown by law upon every corporation holding a charter under the laws of the State of Arizona, or, under the charter of another State, offering its stock for sale in Arizona. Statutes now in force give publicity to the financial standing and prevent fraud on the part of certain kinds of corporations, such as banking and loan institutions, insurance, bonding and fidelity companies, but the law should go further and require that every corporation securing a charter or attempting to sell stock within the State, with great particularity as to mining, oil, irrigation and other promotion companies, should file an accurate statement of the business proposed, showing where located, assets and liabilities, and such other information, including copies of all advertising matter used, as the Corporation Commission might require in the determination of the legitimacy of the enterprise. A similar statement should be required semi-annually to the end that accurate information may be had at all times, for the use of inquirers, and for the further effect it will have of deterring purely wild-cat enterprises from seeking a harbor in Arizona. Every such corporation, doing business in the State or selling its stock in the State, should also be required to keep a full and accurate set of the company's books, minutes and other records, showing the condition of its properties, at some designated point in the State, in the hands of an authorized agent, and open at all times for the inspection of stockholders or of the Corporation Commission. This might reduce to some extent the revenue now derived by the State from the incorporating business, but it would dignify and benefit legitimate companies desiring to incorporate for legitimate purposes and on a fair and honest plan, and would materially increase the standing of Arizona corporations abroad.

#### **PRISON REFORM.**

If Arizona is to hew to the line of progressiveness she has marked out for herself, and justify the position accorded her even at this early date, there is no way in which that progressiveness can be made

more practical, or productive of greater or more lasting benefits than by mapping out and adopting a modern and advanced policy of management of the State's penal and so-called reformatory or correctional institutions, and of treating the unfortunate inmates thereof by common-sense, humane methods. I have no great criticism to offer toward the management of our State institutions, nor towards the institutions themselves. The one and the other will compare favorably, I think, with the institutions and methods in vogue therein, of all those States which have not yet escaped from the archaic idea that society's ends are best served by the punishment and degradation of those convicted of transgressing the law of the land. But it is to those States which have adopted the idea that more good comes of an effort to lift up, assist and truly correct the fallen than by continued demonstrations of the policy of "kicking a man when he's down" that I would have Arizona look for direction. I think we should take full advantage of the great strides which of recent years have been made in the study and practical application of humane theories of sociology; and, based upon the truth that men are still human, even though convicted of crime, subject to the same emotions, moved by the same desires, susceptible of like encouragement, as are men whose steps are free, should declare our policy to be that of endeavoring to help the State's unfortunates along the path of redemption and rehabilitation, rather than to plunge them into the despair which ends in confirmed criminality or the suicide's grave.

I believe a law should be enacted beginning with a declaration of such import as I have indicated, and containing the foundation and groundwork for sweeping reforms. I believe the officers of the State's penal and corrective institutions, and the boards or commissions having supervision over them, should be given wide latitude in the exercise of their functions, so far as is concerned the encouragement they may offer to the unfortunates in whose hearts the spark of desire for rehabilitation still burns. This law, or plan should seek to make better men and honest, not degraded and humiliated beings with sensibilities deadened, faith destroyed, hope gone, self-reliance vanished, ambition killed.

#### **EMPLOYMENT NEEDED.**

The inmates of the State prison should be fitted, if possible, to take their place in the world, and to honestly and successfully cope with its problems, when their debt to society has been paid, the wrong they may have committed avenged, their time served. They

should be afforded an opportunity, upon their release, to start life anew with a reasonable chance of success. Under the present system the odds are very great and all against the man who comes into the world with a convict's record to combat. A suit of clothes, five dollars in money, a curbed spirit, and a ticket to where everyone knows him, and most of them with Pharisaical horror shun him; these constitute the capital with which almost every convict re-enters the race of life. How vastly better would it be to furnish some useful employment, whereby the faculties might be kept alive and alert, hope sustained, the spirit quickened, and a little money accumulated against the day when self-dependence is resumed? Arizona affords ample opportunity for such employment—and the most healthful employment—in her plans for an elaborate road system, and I urgently recommend that the law specifically authorize the employment of prisoners on the public roads of the State, and that the State or the counties of the State in which such labor may be performed, be directed to deposit to the credit of the men so employed at least twenty-five cents per day each for their services. The cost will be small as compared to the actual benefits to be derived from the construction of splendid highways, while the benefits accruing to society will, I am convinced, return the investment a thousand fold.

#### **CAPITAL PUNISHMENT AMENDMENT.**

I subscribe, also, to the belief held by millions, and yet increasing millions, that capital punishment is a relic of barbarism; that the legalized taking of human life is a straining of Christ's law which has no place in modern civilization. I subscribe to the belief that the murderer may be punished through the medium of an awakened consciousness far more effectively than by the breaking of his neck and the hurling of his soul into eternity; that a more fearful and effective example to others lies in the certainty of imprisonment than in the fleeting fear of death, a fear which temporarily has no place in the passion-heated or drink-crazed brain. I therefore recommend the submission to the people of an amendment to the Constitution directed to the abolishment of capital punishment.

#### **PROTECTION OF CHILDREN.**

The Constitution, among its many splendid provisions, has few better than that one which throws a protecting arm about dependent, neglected, incorrigible and delinquent children, and children accused of crime, under the age of eighteen years. This shield raised between the young boys and girls whose unhappy environment,

parentage or misfortune has placed them in the classes I have enumerated, and the heartlessness of a system containing no element and comprehending no thought of humanity, should be kept in place, the arm which holds it ever strengthened and the resisting power of its metal never permitted to deteriorate. It is wise and good that the Judges of the Superior Courts, clothed with exclusive, original jurisdiction in such cases, are compelled to hold preliminary hearings in chambers of such children as may be brought before them, and not only should this provision of the Constitution be vitalized by a comprehensive definition of the powers of Superior Judges to control such children, but that definition—and this I most earnestly recommend—should aim not so much to provide the machinery whereby society might be avenged for some juvenile infraction of the law as to arrive at a means of helping unfortunate, erring children to a start along life's straight if narrow pathway. I believe that few children are naturally criminal, even though they may have committed some criminal act, but I am convinced that many are made criminal, in legal parlance, by due process of law. If this legislative body does nothing more than to provide a humane and practical system for the handling of the State's dependent, neglected, incorrigible and delinquent children, and children accused of crime you will not have been conyened in vain.

#### **SITE FOR INDUSTRIAL SCHOOL.**

In this connection I recommend the authorization of a Commission to investigate sites for the State Industrial School now located at Benson—a point which my investigation shows is unfitted for such an institution. It does not seem possible that the Industrial School located as it is, constructed as it is, and handicapped by its obvious limitations, can ever be made to produce, under the best management, such results as another environment and a more modern system would almost certainly insure. With a school built on the cottage plan, where not only may the sexes be separated, and housed in a manner approximating the fashions and the comforts of a home, but the children of varying ages and dispositions classified and to a proper degree kept apart, the State would, if my theory is correct, reap a rich dividend upon its investment, in the quality of citizenship produced from its erstwhile so-called incorrigible children. This school should be located away from a railroad and not too near a center of population, and should have at its disposal an adequate tract of fertile land, supplied with water, where the inmates may be taught at once the arts of husbandry, or through

manual training some useful trade, and habits of industry, thrift and honesty.

### **CHILD LABOR LAW.**

Nor should the mandate for an adequate anti-child-labor law be neglected. The world has too many overworked, underfed and scarcely educated children, and it is my prayer that Arizona may not be guilty of adding to this stain upon civilization's record. In crystallizing into statutory law the fundamental provision contained in Section 2, Article XVIII, of the Arizona Constitution, I recommend the passage of the "Uniform Child Labor Law" advocated by the National Child Labor Committee of New York City, so modified as to meet such unusual requirements as Arizona conditions may suggest and justify.

### **OLD-AGE PENSIONS.**

I would ask your consideration of a question which has engaged my mind and claimed a share of my thought for years—the question of establishing an old-age pension for Arizonans, both men and women, whose years of residence and devotion to our Territory's cause, through the period of its greatest trials, have failed to provide them with the means of easing their declining years. I favor the principle because its adoption would save many a deserving patriot and pioneer the humiliation of the poorhouse without appreciably adding, if at all, to the State's expense, and because it is a practical testimonial to the affection we hold, a practical acknowledgment of the love we owe to the heroic old-timers, whose better days were spent in blazing the way and clearing the trail, that we, who have come after, might steer the straighter course, find an easier path for our footsteps and greater reward for our efforts. I suggest that the Bureau of Legislative Research, should you see fit to adopt my suggestions with regard thereto, be directed to secure and compile such data as will be useful in determining the practicability of the establishment of the old-age pension, determine the number of pioneers who might come within its provisions, their ages, and the terms of their residence in Arizona; to compile the old-age pension laws of other States and foreign countries, and the per capita cost of their carrying out, and to report to the Second State Legislature

### **DUTIES AND BONDS OF OFFICERS.**

The duties of our State officers are now but imperfectly set forth in the law, while bonding requirements are practically non-

existent. In calling your attention to this, I suggest that ample surety company bonds be required of all State officials, whose duties are of a nature to call for this character of protection, and that the State pay the premium for such bonds.

### LABOR.

To render effective, by wise legislation, the Constitutional mandates framed to protect the rights of labor, should be one of this Legislature's most seriously approached undertakings. These mandates, as I interpret them, were drawn in an earnest desire to do justice, not only to those who earn their bread by daily toil, but as well to those whose capital, energy and talents find avenues and markets for the Nation's brawn and skill and inventive genius. In this spirit they should be observed and obeyed, and a labor code drafted having for its motto that democratic admonition, "Equal rights for all; special privileges for none." As labor is honest, so should it be dignified; as it is essential to the prosperity of the country, so should it be properly compensated, and as life, the workman's capital, is his only stock in trade, and once lost cannot be regained, so should it be protected. So believing, I am heartily in favor of laws which will insure these ends. I favor the eight-hour work day, not only in employment by the State, but in all classes of employment not requiring by their peculiar character a longer day. I favor an employer's liability law which will truly make employers liable for the safety of those working for them, and with the single qualification that such liability maintains only while the employee is engaged in the discharge of his duties, I see no reason for distinguishing between hazardous and so-called non-hazardous occupations. I believe in the Constitutional abolition of the fellow-servant doctrine, and the resolving of the defense of contributory negligence into a question of fact to be determined by jury. I am against the limiting of damages for personal injuries, but favor a workable workmen's compulsory compensation law, which at the option of the one who has been maimed, or the heirs of the one whose life has been lost in the discharge of his duties, may serve the partial ends of justice without the Court's interminable delays, or the oftentimes prohibitive expense involved in a legal contest for damages. I favor a law which will put out of existence the pernicious "black list" by which employers prevent men who have incurred their displeasure from securing honest employment elsewhere, and which will provide salutary punishment for any individual, association or corporation guilty of this offense.

I believe that Unionism, as a means of dignifying, elevating and improving the condition of working men, and subject to such reasonable restrictions and regulations as will protect the rights and freedom of all, should be encouraged in every legitimate way. I have no more sympathy with the sentiments of the employer who opposes Unionism on the ground that he "does not propose to let anyone run his business for him" than I have with the gigantic combinations which by force of unlimited wealth and with the heartlessness for which they are proverbial, squeeze the life out of their weaker competitors and by criminal might run the business of the Nation. If these combinations, reasonable or unreasonable, are permissible, I say all strength to the honest workman who, by a peaceful combination with his fellows, desires merely to bring about conditions which will permit him to support his family in comfort and rear his children in decency.

#### ARBITRATION.

Having faith in the American sense of fair play, and confidence that justice, left to the determination of unprejudiced, impartial judges, will invariably prevail, I favor the creation of an Arbitration Board, whose functions, in the abstract, shall be to hear the evidence and determine controversies involving the respective rights of capital and labor, but whose mission, in the final analysis, shall be to insure peace in Arizona's industrial world, prevent the extravagance and obviate the economic loss the State must suffer in every struggle of class against class, and to bring the thinker and the toiler, the director and the worker together in the bonds of brotherly love which should characterize the relations of all mankind.

#### MINE INSPECTION.

It was the sense of the Constitutional Convention that protection of a substantial nature should be afforded for the health and safety of the men who toil in the mines—that proper safeguards should be thrown about their employment, sufficiently hazardous at best; and to that end the office of State Mine Inspector was created. The office was made elective from and after the next State election. Pending such time, and following the adoption by the Legislature of a law establishing rules and regulations for the guidance of the Inspector and the direction of mining companies, an Inspector appointed by the Governor shall serve. In my opinion this provision of the Constitution is defective, first, because the maximum of time

which can elapse between the date on which the proposed mining code becomes effective and that on which an elected official would assume office, is insufficient to permit of organization, to say nothing of bringing results; and second, because, in my opinion, this is one office which should not be elective. The duties of the Mine Inspector are largely of a technical nature and few men are qualified to perform them. The man who does so satisfactorily must be thoroughly equipped by education and experience, and I believe that personal selection, following a rigid examination—examination of a character that is out of the public's reach—is the only way to reach the desired end.

I recommend a Constitutional amendment in accordance with the belief I have expressed, making the Mine Inspector appointive, and surrounding his appointment with such requirements as will insure the end being striven for—the health and safety of mine employees.

### **THE SHORT BALLOT.**

As being in line with a truly progressive governmental policy, based on sound principles of political economy, and proved effective in many large municipalities, I recommend to your earnest consideration the theory of the short ballot. This plan, which in my opinion, will be universally adopted by the States, no less than by municipalities, comprehends the appointment of all minor officials, makes them responsible to a definite head, and in Arizona, through the agency of the Recall, would make the appointive power directly responsible to the people for their conduct. It has the distinct advantage of enabling the public to focus the light of investigation upon a fewer, and therefore a more easily investigated, number of candidates; definitely fixes responsibility for errors either of omission or commission on the part of any public servant, or in any branch of the public service; and experience has proved that it increases efficiency and promotes economy.

### **MUNICIPAL HOME GOVERNMENT.**

By the provisions of Article XIII of the Constitution, an advanced form of municipal home government is extended to towns having a population of 3,500 or more. There are evidences that at an early day the Arizona towns of sufficient population to do so will avail themselves of the authority extended by this Article to frame their own charters, choose commissions to conduct their

affairs in a business-like and modern manner, and secure the machinery with which to make their own laws, not inconsistent with the laws of the State. In addition to the towns whose population now brings them within the comprehension of this Constitutional provision, many smaller ones feel the urge of the home government idea. I can see no reason why it should not be gratified. In my opinion, any Arizona town of 2,000 population is equipped for the fullest degree of self-government, and capable, under such reasonable restrictions as business economy may suggest, of proving the wisdom of the modern commission form of municipal government. I think the Constitution should be so amended as to bring all towns of 2,000 population within its provisions.

### MUNICIPAL COMFORTS.

I am also strongly of the belief that our municipalities should be given power, and in some directions be required, by Constitutional or statutory enactment, to indulge in those "fads" which up to this time are almost exclusively found in European countries, with here and there exceptions in the larger cities of the Union. I may be a dreamer—men not unfriendly to me have told me so—but I long to see the day when every Arizona town boasting a population of 2,000 or over, will have not only its public parks, where citizens and wayfarers may congregate for surcease from toil and for recreation, but more frequent rest places, in shaded quarters, where temporary and ready relief from fatigue will be as free as the air. I want to see such sanitary regulations, applying to all towns, as will prevent contagion and reduce sickness and disease to a minimum. Among the institutions this dream includes may be mentioned public baths and such other public institutions, no less convenient than sanitary, as will obviate one of the most glaring defects in the average American municipality.

I would go further and see a sanitary public market in every town, where the housewife may find at least a partial solution of the high cost of living; where the produce of the neighborhood may be secured daily, fresh and clean and wholesome; and where the producer, free from the exactions of the middleman, may find sale, under municipal regulations, for the fruits of his labors.

These reforms, I am confident, can be consummated without great expense, and once established, they will prove to be genuine economies. They will make a happier, more contented, more cheerful, and therefore a better people, and against this gain no possible

item of expense should weigh.

### **HORTICULTURAL PROTECTION.**

Through the Horticultural Commission created by the last Territorial Legislature, a very considerable protection has been afforded to the horticultural interests of the State. The Commission was restricted in its operations, however, by want of funds, and was unable to extend its activities to many sections where fruit raising promises to become an important industry. So great are the horticultural and agricultural possibilities of Arizona that too much attention cannot be given to the question of insurance against the introduction and dissemination of dangerous insect pests.

### **LIVE STOCK SANITARY LAWS.**

In a general sense Arizona's laws for the maintenance of healthfulness among the live stock of the State is excellent, and I would suggest no radical changes. In my opinion, however, a system should be devised and set into motion for the inspection and testing of dairy herds for tuberculosis.

### **CODE REVISION.**

Eleven years have elapsed since the revision of Arizona's Statutes. Four sessions of the Legislature and a Constitutional Convention have worked many changes in the law, encumbering the statutes, creating confusion, causing uncertainties and obstructing justice. It seems to me necessary that there should be a revision of the Code, and I trust the means therefor will be provided. I venture the hope, however, that an economical plan will be evolved—a working plan, sans sinecures, sans unearned emoluments, comprehending simply fair service for fair pay.

### **NEW MILITARY CODE.**

A modern military code, simplified, and as nearly as practicable conforming to the regulations prescribed for the regular army, is advisable. Even this branch of the service may be made more democratic by abolishing the staff, and providing for the designation of an officer from the line on such occasions as the Commander-in-Chief may desire the services of an aide.

### **PANAMA-PACIFIC EXPOSITION.**

The Panama-Pacific Exposition, which opens in San Francisco in 1915, will probably exceed in magnitude and importance any

similar undertaking in the history of the Union. At the St. Louis World's Fair, the Louisiana Exposition and other great international events of similar character, Arizona had creditable representation even while a Territory. In the flush of Statehood prominence, it will not be wise or praiseworthy to go backward. We should have creditable representation at San Francisco, and an early determination of the part to be taken in the Exposition is advisable to the end that a suitable site may be secured for the State Building. The allotting of sites for State buildings began on the 14th of the present month, and as it appears to be the evident intention of all of the States to be represented, it would be well for Arizona to make an early selection of a site.

### **WISE ECONOMY THE WATCHWORD.**

In concluding my recommendations of proposed legislation, I want to impress upon you, again and again, the necessity for the strictest economy—not niggardliness, but wise, far-sighted economy—that economy which takes account of thorough, systematic business methods, the providing of necessary but not superfluous equipment, the adoption of labor-saving devices, the elimination of endless and purposeless routine, the doing away with ancient ideas of red tape. I want you to help me, and I want to help you to put Arizona's business on a strictly business basis—the basis I run my business on, the basis you successful business men run your business on. Scrutinize every appropriation bill carefully before you pass it, as I certainly shall after you pass it, and favor only those which bear the marks of a wise financial policy, while keeping in mind that those measures which will inure to the people's happiness, or uplift, or the growth of their standards of intelligence, of morality and of humanity, will in the end prove of the greatest financial profit. Be slow to spend the people's money, but do not hesitate when you are certain that it is for the people's good. Exercise prudence, but not the prudence of the penny-wise. Seek at all times, and in all things, the advancement of the State, and you can not go far astray.

### **NEED FOR HARD WORK.**

Give heed, I pray you, to the brevity of this session, and the necessity for completing, while the sixty days allotted still run, the program of measures to which you are specifically pledged, those others which are essential to the carrying out of the principles which have become, for all time, the distinctive and distinguishing feature of Arizona's political life, and such others, in addition, as

your wisdom, your experience and your patriotism dictate. The work will be hard, your resting periods brief and your life, during the next two months, a strenuous one, but the end to be attained is sufficient justification for the effort. Skeptics have said, and are now saying, that you cannot get done in sixty days, but I feel certain that you can, if you will make your program "Work, Work, Work."

The expense of the Legislature will reach, if not exceed \$700 per day. I do not believe that I need to name another argument for the completion of your labors within the allotted time.

### **ELECTION IN 1912.**

There has been much discussion, pro and con, concerning the date of the next election of State and County officers. I deem it the duty of this Legislature; I deem it the duty of the Democratic party represented by a large majority of the members of this Legislature, to settle this question once for all. The terms of the Constitution are conflicting—a conflict caused by Arizona's delayed admission into the Union—a conflict which could only be settled judicially by reference to the Supreme Court, thus placing that tribunal in the position of sitting on the adjustment of the term of its own official life, and creating a situation at once delicate, embarrassing and of questionable propriety. I think the Democratic party is big enough and fair enough and brave enough to lay aside the question of political expediency, waive the arguments favoring one view or the other of Constitutional construction, stand firmly on the ground of Democratic willingness to submit its cause anew to the people, and make definite and unequivocal provision for a general election of all State and County officers in the fall of this year of 1912. That was the understanding and intent of the Constitution makers; it was the understanding and belief of Arizona's voters; it was the understanding and tacit agreement of every candidate for office, either successful or unsuccessful, whose name appeared upon the State and County ballots. To disregard it would be little short of a breach of faith, which the people could not be blamed for resenting.

### **MAKE GOOD.**

In this, and in all things else, I adjure you, make good, in letter and in spirit, in thought and in deed, by precept and example, by act and admonition, to yourselves, to your party, to your State, to your principle—to the Constitution you are sworn to defend.

I pledge you my heartiest support and best assistance; that I will work with you and by you, hour for hour, day for day, night for night when need be. I trust that the friendliest and most amicable relations may prevail between yourselves, each and every one of you, and myself; that personal feelings, if any exist, may be laid aside, selfish desires abandoned, individual ambitions forgotten, and patriotism, erect and triumphant, may guide us all to the end, to the glory and gain of our beloved Arizona.

Respectfully,

GEO. W. P. HUNT,  
Governor.