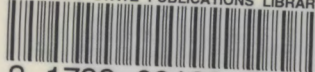


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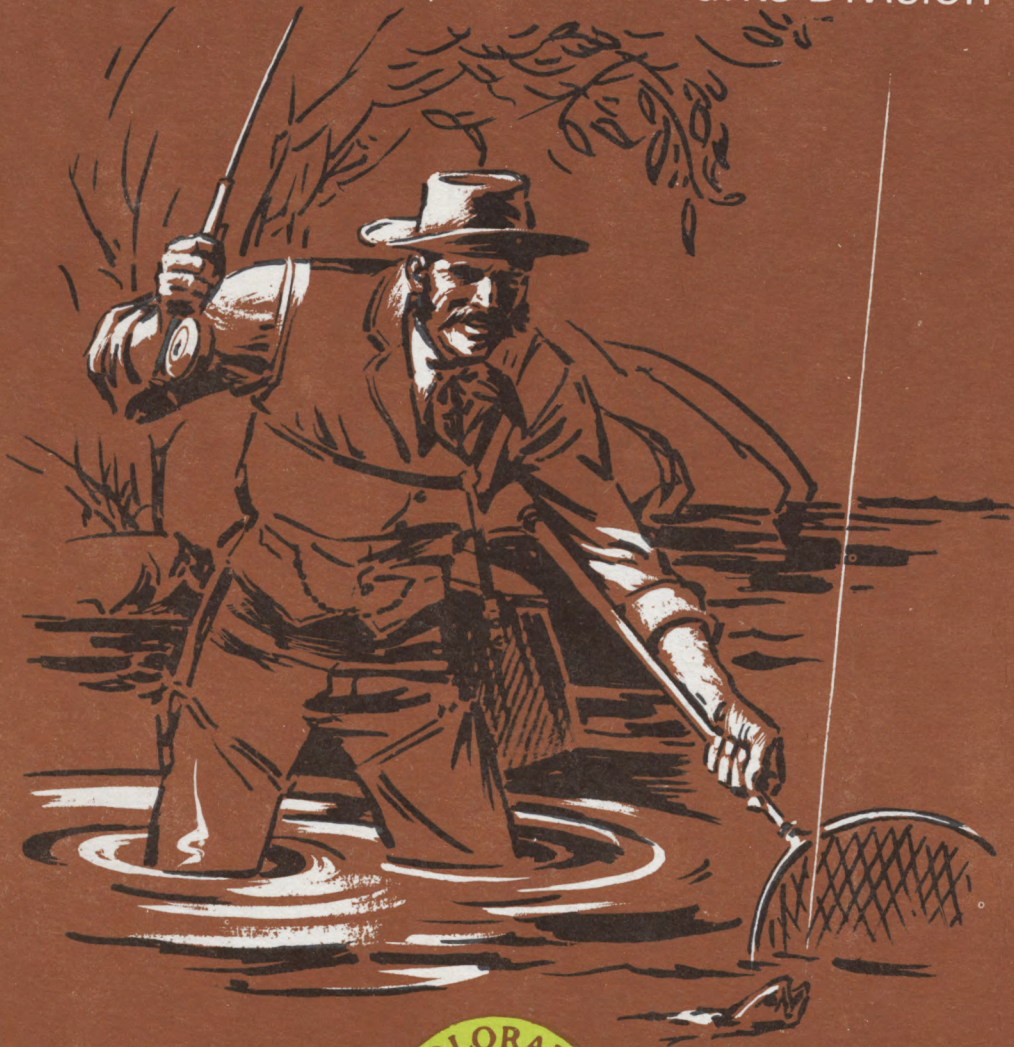
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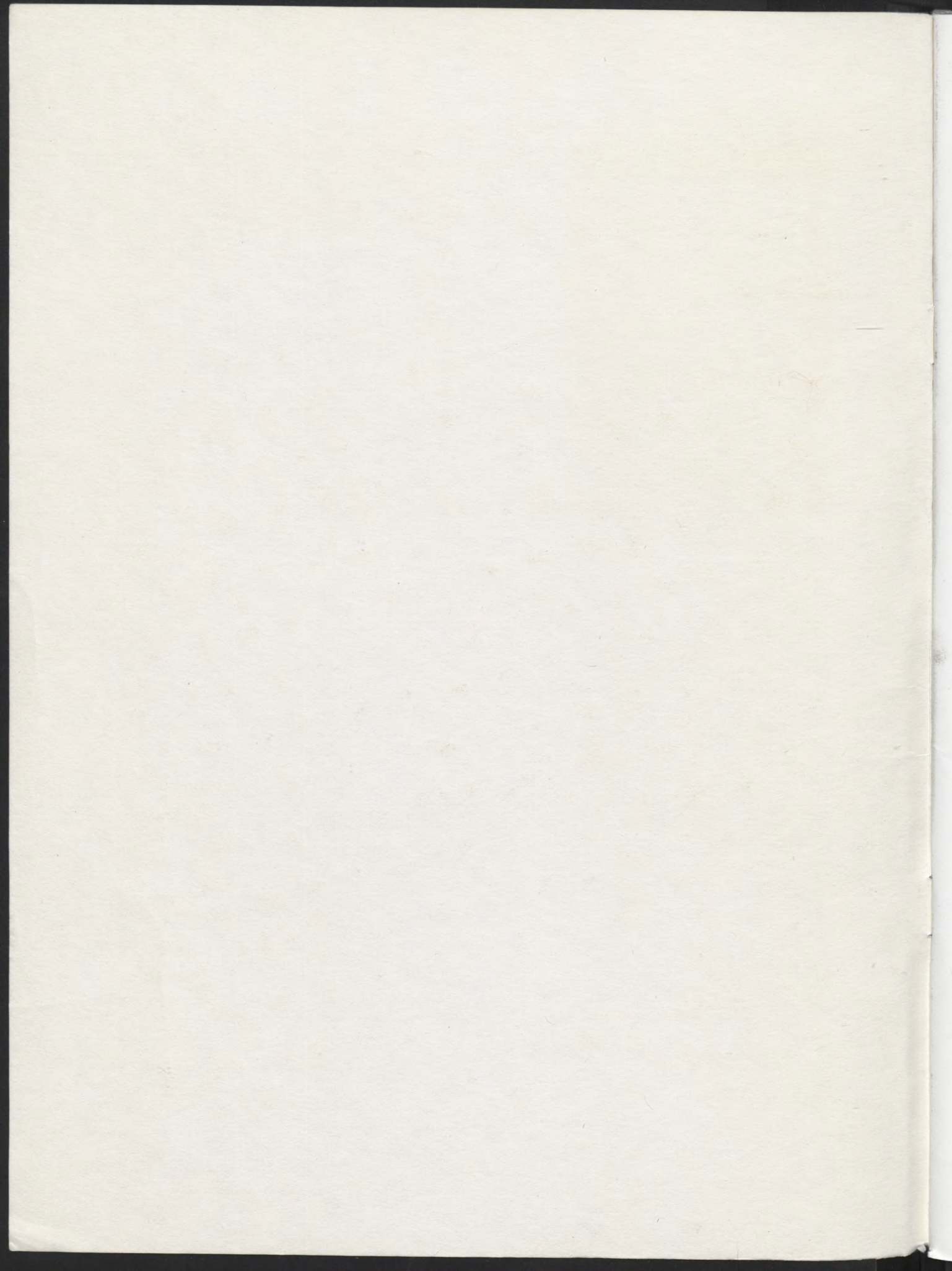


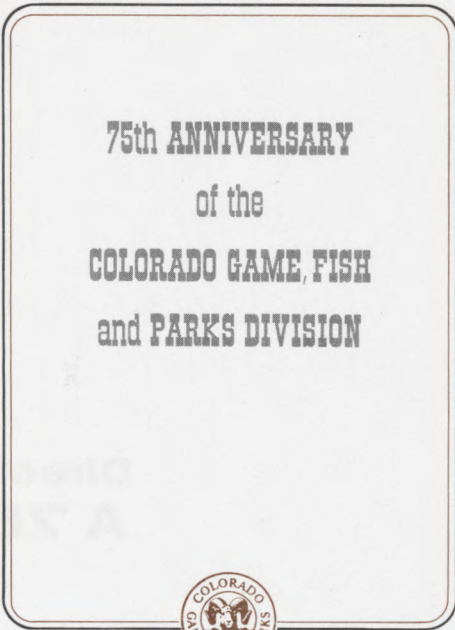
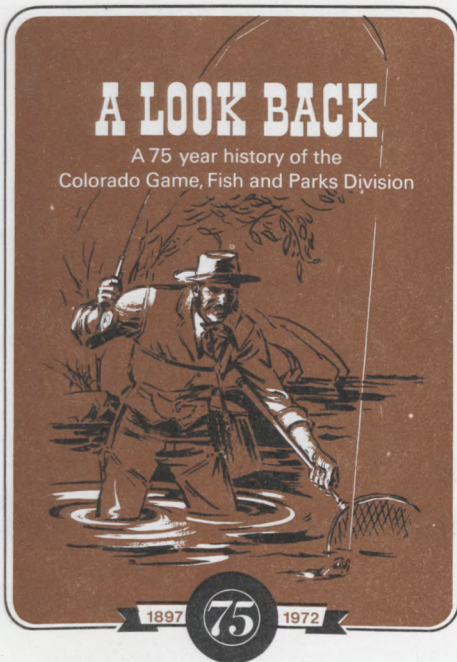
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A LOOK BACK

A 75 year history of the
Colorado Game, Fish and Parks Division







75th ANNIVERSARY
of the
COLORADO GAME, FISH
and PARKS DIVISION

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Director's Statement A 75-Year "Look Back"

IN THE LIFE of any organization there comes a time when it must pause for a moment, look at the past, study its developments and progress, and understand lessons learned in order to intelligently plan for the future and carry on day to day operations.

For the Colorado Game, Fish and Parks Division, 1972 is such a time — it marks the 75th anniversary of the Division's creation by the Colorado Legislature.

There had been a "Fish Commissioner" from 1877 through 1892 and a "State Fish Commissioner and Game Warden" from 1893 through 1896. But not until 1897 did the Legislature create the "Department of Forestry, Game and Fish." In 1899, the name was changed to "Department of Game and Fish" which lasted until 1963 when a merger with the Parks and Recreation Department formed the "Game, Fish and Parks Department." Finally, in 1968 the Department became a division of the Colorado Department of Natural Resources.

From its meager beginning in 1897, the Colorado Game, Fish and Parks Di-

vision has grown into a \$10 million operation which is responsible for the addition of more than \$237 million a year to the state's economy, the amount spent in Colorado in 1968 by hunters and fishermen exclusive of license fees.

The population explosion has hit Colorado's wildlife and outdoor recreation resources with a vengeance. The Division is and will be hard-pressed to keep these resources ahead of the steadily increasing demand made upon them.

Through lessons learned in the past and through research into the methods for the future, the Colorado Game, Fish and Parks Division hopes to protect the state's outdoor resources so that even larger future generations may enjoy all phases of the outdoors.

It is to accomplish this aim that we now pause and, while probing the future, look back and take stock of the knowledge we have gained.

During these first 75 years, the Division has had a colorful history, covering the early days of a one-man operation, the manpower shortages of the war years,



Harry R. Woodward

the money shortages of the depression years and the present days of the population explosion.

Many famous and honored names will be found in the Division history along with other names less famous but equally honored. Many events are recorded that are well known to historians, and many events not so well known but important in their own right will be found here, too.

Chronicled within this history are the accomplishments of:

...the early day fieldmen who covered many thousands of square miles in their districts herding elk out of haystacks in subzero weather on winter nights, conducting a constant battle of wits with the skillful poacher, working for little pay but reaping a large reward in the satisfaction realized from a job well done.

...the directors who guided the Division in difficult times, answerable to the State Legislature, sportsmen and their own consciences, doing their best to assure that outdoor resources in Colorado would survive and thrive for the enjoyment of future generations.

...the members of the Commission, since 1937 guiding the policies of the Division, dedicated men laboring for no pay, representing at one and the same time their home districts and the whole state, with responsibilities way out of proportion to their intangible rewards.

All of these people, the problems and victories they experienced, the events they lived through, all these are the history of the Colorado Game, Fish and Parks Division.

And to all these people, this history is dedicated in recognition of their invaluable contributions through the years.

Without them, there would not be a history of outstanding game, fish and parks management in Colorado—indeed there would not be a history of a successful Colorado Game, Fish and Parks Division.

A handwritten signature in cursive script that reads "Harry R. Woodward". The signature is written in dark ink and is positioned above the printed name.

HARRY R. WOODWARD

Division Director

A LOOK BACK

A 75 year history of the
Colorado Game, Fish and Parks Division

By GEORGE FELTNER

IN the biennial report of the Game and Fish Department for 1901-02, submitted to Governor James B. Orman by Game and Fish Commissioner Charles N. Harris, the following passage is found:

"This year, upon learning that the Indians were again making their appearance, I decided to visit their camps in person with the view of persuading them to go back peacefully. I encountered a number of them at Gillen Draw in Rio Blanco County at about 10 o'clock in the forenoon of October 6. After they had learned my business with them, they agreed to go back to the reservation. It seems, however, instead of return-

ing, they found another band in the vicinity and immediately followed my trail. Upon sight of me they began firing. I was shot in the left side, the bullet shattering a portion of the seventh rib. While the wound was painful, it was not serious and I was still able to cling to my horse. Their fire was returned by me, but with what results I do not know.

"Later, my horse was shot out from under me, and I was compelled to seek shelter in the brush. The loss of blood from the wound began to tell upon my strength by this time, and I was forced to lie down.

"At daylight, I made my way back to



Rangely and, after attending to my wound, asked for volunteers to go with me to the scene of the encounter for the purpose of getting my saddle and bridle. Some citizens of Rangely informed me that they 'had lost no Indians' and I found only one man, F. S. Crunk, who was willing to go with me.

"After securing the saddle and bridle, we learned from a number of cowboys whom we met that the Indians were on their way back to the reservation."

The duties of the director of the Colorado Game, Fish and Parks Division no longer involve such hazardous personal risk, and the Division in the intervening years has grown from a fledgling operation to its present status.

The span of time from the first to this 75th year of Division operations has seen many great advances in game, fish and parks management in Colorado. But everything must have a starting point, and for the Colorado Game, Fish and Parks Division, that starting point was in 1897 when the

Eleventh General Assembly passed the following Session Law:

"Section 1. The department of Forestry, Game and Fish is hereby created. Immediately upon the passage of this Act, and every two years thereafter, the Governor of this State shall, by and with the advice and consent of the Senate, appoint some person skilled in matters relating to forestry, game and fish to be State Forest, Game and Fish Commissioner who shall be the head of said department . . . all such appointments shall expire on February first. Said Commissioner shall receive \$1200 per annum, payable monthly . . . \$500 traveling expense."

This, then, was the official beginning of the Colorado Game, Fish and Parks Division, the history of which is recounted in the following pages. To find the first inklings of concern for wildlife expressed by a government of Colorado, we must go back to the beginning . . . the year 1861.

The Territorial Government

COLORADO did not become a state until 1876. Prior to this time, the territory was governed by a territorial governor and territorial assembly. The first assembly met in 1861.

In the mountainous stack of work undertaken by the first Territorial Assembly there was one act concerning "the protection of trout fish."

Section 1 of that act stipulated that "all persons are hereby forbidden to take trout from any waters of this Territory by means of seine, net, basket or trap."

Section 2 warned that "any and all persons being identified in setting or using any seine, net, basket or trap or causing the same to be done in any streams or waters in said Territory which abound in trout shall be deemed guilty of a violation of the provisions of the foregoing section of this act."

Consequences for such wrongdoing were set forth in section 3, "That any and all persons upon being convicted of violating the provisions of this act, before any court

of competent jurisdiction in that county where said offense was committed, shall pay a fine of not less than \$25 and not exceeding \$50 for each offense, one-half of such fine to be paid over to the complaining witness and the other half into the treasury of the county in which such offense was committed."

With those teeth set in the law, the lawmakers sharpened them in section 4, "That every day in which such basket, trap, seine or net stands, or is set, in any of the waters described in section 2 of this act, shall constitute a separate offense."

Added to this was the warning in section 5, "No property belonging to or owned by any person convicted of violating the provisions of this act or any one of them shall be exempt from execution issued for the purpose of collecting the amount of penalty."

Section 6 declared that "This act shall take effect and be in force from and after its passage." It was approved in November.

But no limits or seasons were set and



nothing was said about the taking of game animals and birds. No thought was given to any department bearing even the slightest resemblance to the Division of Game, Fish and Parks when the first Territorial Legislature met. There were, in those early days, "An Act to Prevent the Sale of Intoxicating Liquor to Soldiers," and another "to change the name of James Lee Longbottom." But there was no provision for even one individual to attempt to slow down the ruthless slaughter of wild game in the new territory.

Family life was practically unknown on this frontier in the 1860s as Territorial Governor William Gilpin's statement would infer. He said, "*The predominance in numbers of male citizens over females and children is a fact so remarkable as to have no recorded precedent in any new society voluntarily planted and perpetuated in the wildness.*" Hunting would therefore have been a welcome diversion as well as a necessity in a land where wild meat had to augment the sometimes meager supplies of beef, pork, lamb and mutton.

Pioneers, a term which included every white person in the territory, had always lived off the land to a certain extent. To most people it seemed quite natural and not the least wasteful to kill an antelope, deer or elk just for the hindquarters, or perhaps for just a large roast. In fact, many a country housewife in her husband's absence bagged meat for the family whenever a luckless deer, antelope, wild turkey or other game wandered into the vicinity of the home.

Butchers, too, contributed to the depletion of game. Thinking of little but their

margin of profit, many of them were ready sources of cash for the market hunter who was totally without conscience where bag limits or methods of obtaining game or fish were concerned. To make any money at all, market hunters had to kill game by the wagonload when game—furred, finned or feathered—sold for as little as two cents a pound over the retailers' counters. Market hunters also met the heavy demands made by the early railroad builders whose large crews were laying tracks across the plains and into the mountains.

True sportsmen and far-seeing, conservation-minded citizens were appalled at the unrestricted slaughter of wild game. Partly to appease these people and also because some of the territorial lawmakers were concerned, some laws pertaining to wildlife resources were passed. Strangely enough, all interest seemed to center on the fish of the territory rather than on both fish and game animals.

Local peace officers were expected to enforce these laws, which they did grudgingly, if at all. Game law violators in those days operated within a short radius of their homes and were usually friends of the sheriffs, deputies and constables. Naturally, there was little desire on the part of the officers to punish their friends for such insignificant infractions as shooting a game animal or seining fish for their tables.

Attempts to enforce the loosely constructed laws of territorial days met with varying degrees of success—usually very little. The slaughter of game and fish continued.

In 1870, the 8th session of the Territorial Assembly passed an act against taking fish

by using "any poisonous, deleterious or stupefying drug or explosive substances."

Another section of the act specified that "Any person, company or corporation maintaining or keeping up any dam, weir or other artificial obstruction upon any stream in Lake or Park counties, shall erect and keep up . . . a sufficient sluice or fish way for the free passage of fish up and down the stream." A fine of not less than \$100 nor more than \$300 was imposed on violators.

Hunting of quail was stopped by another act which closed the season until the first day of October 1873. Thereafter, it would be unlawful to hunt quail or have dead quail in possession between January 1 and October 1 of each and every year.

This seems to have been the beginning of the passage, amending or repealing of a variety of game and fish laws. One commissioner, at a later date, was to despair over the fact that one legislature would approve new laws or amendments and the next one would repeal them.

Territorial Governor Edward M. McCook, was one of the early-day advocates of laws against the unrestricted slaughter of wild game. Addressing the opening of the Territorial Assembly, January 3, 1872, McCook said: "*Before closing my message, I desire to say a word in favor of protecting our game—birds, beasts and fishes—all of which are being wastefully destroyed, both in and out of season; and unless some law is passed inflicting such severe penalties as will stop this useless and pitiless destruction, the buffalo, elk, deer, antelope and trout will soon become extinct, and Colorado be robbed of one among the many attractions she today possesses. I have heard persons who oppose the passage of a game law say that such an enactment would be useless because the savage would slaughter the game thus protected. But this assertion is not borne out by facts; on the contrary, the Indian entirely lacks this one particular, the wasteful cruelty and unsportsmanlike attributes which seem to characterize the professional hunter and the orthodox tourist.*"

That year the Assembly passed an "act for the protection of wild game in the Territory of Colorado." The act protected a number of birds and animals.

At this time fines ranging from not less than \$2 nor more than \$10 could be imposed for each grouse or prairie chicken, wild goose, wild duck, curlew, snipe, plover, lark, dove, whippoorwill, finch, thrush, sparrow,

wren, snowbird, martin, swallow, woodpecker, bobolink, starling or robin, unlawfully taken, killed or destroyed; \$10 for each wild turkey; and \$25 for each buffalo, elk, deer, mountain (bighorn) sheep, antelope or fawn. Possession of carcasses of any of the above would be considered *prima facie* evidence of having killed the game.

In the act passed in 1872, orioles, flycatchers and ravens were included in the protected list. It is no surprise to find this law in the books. In 1866 grasshoppers by the tens of millions had swept over a vast portion of Colorado to such an extent that in some areas surplus army clothing and even food for man and livestock had to be provided by the government. Insectivorous birds, it was discovered, were an important asset in the scheme of things.

In 1874 this act was slightly amended for the protection of the quail and Virginia partridge (probably the bob white) stating that no person could kill any of these birds within a period of four years after the passage of the act. After that, quail and Virginia partridges could be hunted from October 1 through November 30 of each year.

Anyone found guilty of violating this law would be subject to a fine of not less than \$10 nor more than \$100. Half of the fine was paid to the informer, and half of it was placed in the school fund.

It is quite possible that many a full fine went into the school fund because the informers, in many instances, may not have wanted to expose themselves to the wrath of the game law violators. Section 7 of the act stated, "Informers shall not be excluded by reason of interest from giving testimony in any case which may be brought under the provisions of this act."

By 1876, as the livestock industry grew, bounties were placed on wolves and coyotes by the 11th Territorial Assembly. Fifty cents was paid for each wolf or coyote scalp with ears attached.

Game laws were repealed, amended and new ones passed by each assembly. Some carried the escape clause: "It shall be unlawful for any person at any other time than that specified in the preceding section (designating open seasons) to kill, destroy or have in possession, any animal named in the foregoing section for any purpose or under any pretext whatsoever, except for food, and only when necessary for immediate use, governed in amount and quantity by the reasonable necessities of the person or persons killing the animal."

Statehood - and a Fish Commissioner

COLORADO attained statehood in 1876 and in the first state Legislature appointed a "Fish Commissioner." Seemingly, the new position was considered so insignificant that it was not listed with other commissioners in early legislative reports, as far as could be discovered.

Compensation for the new commissioner was to be only for time "actually engaged in service of the state," not exceeding "in any one year \$100 and such expenses as may be incident to proper care and distribution of such fish into the possession of the state, but not to exceed \$100 therefor."

Wilson E. Sisty, mining man, businessman, rancher, of Brookvale (which he founded), above Evergreen was chosen first Fish Commissioner of Colorado by Governor John L. Routt in March 1877. Sisty applied himself vigorously to learning everything about fish culture. His early reports reveal his problems with fish hatching and rearing; with lumbermen stream-pollutors, fish law violators and uncooperative law enforcement officers.

A closed season extending from December through June of the succeeding year was passed by this Legislature, as was an "act for the protection of wild game and insectivorous birds." Only grouse could be taken and those only from October 1 to November 15. No bag or possession limits were provided.

Partiality, as in previous laws and in many of those to come, was shown the fish of the state. Penalties ranging from \$5 to \$50 were injected into the act prohibiting taking fish by other than hook and line.

Specimens for taxidermists to mount could be taken at any time. For some strange reason, this profession was exempted when it came to killing any species of game and mounting them for museums or exhibits. It may have been so these people could preserve enough of the variety of wildlife in this area to show posterity what had existed in Colorado in the way of wildlife before all of it had been exterminated.

Hunting within an enclosure without the owner's consent was made illegal. This law also was to be enforced by all county com-

missioners, sheriffs and constables, and violators were subject to fines of \$25 to \$100.

Two years later, in the General Assembly of 1879, Governor Frederick W. Pitkin signed a law which restricted the fish commissioner to "the sum of \$1,000 in any one year to ship and distribute fish, fry or ova in his discharge of duty and must distribute fish in an equitable manner to different portions of the state."

It became illegal to take, have or possess trout or other food fishes taken or killed in the public waters of the state during the months of December through June. Not long afterward the governor signed another law, "An Act Making the Stealing of a Dog a Felony." Dumb animals were not being altogether overlooked.

During 1878 a number of fish law violators apprehended by Sisty were fined \$50 each but appealed to another court where the fines were sustained. This encouraged Sisty and discouraged the wrongdoers.

Going to Sandusky, Ohio, Sisty bought 459 bass which were brought to Colorado with a loss of but one fish. The bass were planted in a variety of lakes from Fort Collins down to Cucharas.

During the Third General Assembly, a sum of \$2,650 was appropriated for the purchase of grounds and the erection of buildings thereon for the purpose of a fish hatchery. An act had also been signed creating a board which included a governor, whose duty it was "to select and purchase a suitable site for the location of a state establishment for the breeding and propagation of the better class of food fish."

Sisty's 1881-83 biennial report to the governor stated that several sites were inspected. A plot of 11 acres "eight and a half miles from Denver" was chosen. This was the site of the state's first hatchery, which remained in operation until 1963.

In November of the year 1881, the work of erecting the hatchery was begun and in the middle of December of the same year the first lot of ova, consisting of a hundred thousand eastern brook trout eggs, was received from Plymouth, Massachusetts, and placed in the hatching troughs.

Sisty's record of the progress of pisci-

culture (which by the typesetter's design or error was spelled "pisiculture") for two years, contained this added information: "Fish culture has been in no sense experimental for a number of years. It has reached the dignity of a science. Given certain materials and certain conditions, there is an absolute assurance of results which may be confidently predicted."

He reported that 99.2 percent of the eggs planted in the new hatchery during December 1881, had hatched. In April 1882, 240,000 of the little fish were distributed to the various streams of the state and 40,000 were sold to individuals. It is not difficult to imagine what happened to the majority of the nearly quarter of a million little trout in the rough waters of Colorado's streams.

In November 1882, Sisty received 20 mirror carp from Professor Spencer F. Baird, U.S. Fish Commissioner. Sisty conjectured that the carp did not spawn that year because they were moved from one pond to another too often. Ponds were maintained at the hatchery for spawning purposes, but there is no record of rearing ponds at this period. Fry had scarcely absorbed the egg sac before they were put in lakes and streams to fend as best they could.

Sisty also received 41 black bass from eastern Kansas and 100 "croppy" which were placed in a lake formed by the springs on the hatchery grounds.

Dynamiting of fish waters continued as Sisty's comments indicate: "Explosives are not only cruel and barbarous, but they work a very serious injury to the fish interests of the State."

It must be remembered that no "department" had yet been created, only the

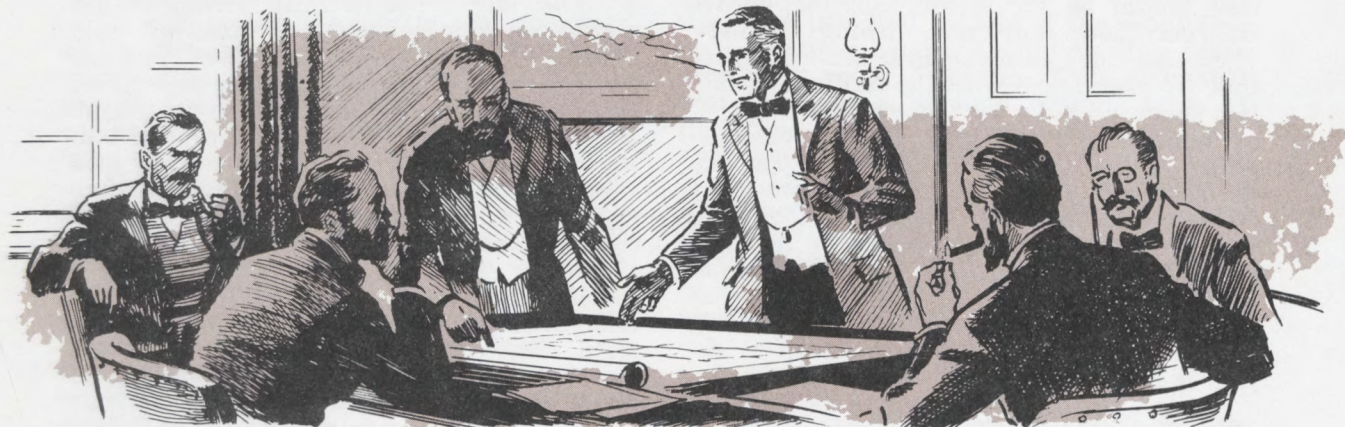
"position" of Fish Commissioner. The duties of the commissioner were beginning to expand, at least in the fish raising field, but still no department, as such, existed.

He was given the authority to appoint deputy commissioners throughout the state, who were clothed with full power and authority to enforce the fish laws. (No mention of game laws.) "This they have done," reported Sisty, "but in spite of the closest watch there are still many violations of the laws."

For the salary of the commissioner and general expenses of maintaining the hatchery, paying for ova, etc., the sum of \$3,500 was appropriated for the first year and \$3,000 for the second.

In winding up his report, Sisty proposed, "I would suggest that the appropriation for the hatchery be placed at \$3,500 a year. The success which has attended it thus far has been so great that its usefulness can no longer be questioned. This usefulness should be extended." He also mentioned, "A horse and wagon should be purchased for the use of the hatchery: it will be a measure of economy."

Sisty seems to have done well in this term. By law he could draw a salary of only \$500 per annum and his expenses could not exceed another \$500. This money was drawn out of the general fund. Further income was to be derived from fines, half of which would still go to the informers, but the other half, instead of going to the county treasurer for school funds, was to go to the state treasurer for the fish commissioner's use. To actively administer the resource, the fish commissioner was given the authority to appoint a superintendent of hatcheries



at a salary of \$1,000 per annum, twice that of the commissioner.

In the biennial report of 1883-1884, Sisty appealed for funds to enlarge hatchery facilities—and here history begins to repeat itself. He claimed that the demand was far in excess of the hatchery's ability to produce fish for lakes and streams.

State waters received plantings of 472,000 fish and 127,000 were sold to owners of private ponds. At \$4 per 1,000, 60,000 fish brought \$240; 61,000 at \$3.50 per 1,000 brought \$213.50; and 700 pounds at 60 cents per pound brought \$420. The superintendent of the hatchery dispersed another \$237 worth for a total credit to the state of \$636.

"In closing," Sisty wrote, *"I would suggest that as the fish commissioner is the only state officer who has no office at the State House, quarters be provided for him."*

This may be taken as an indication of what people thought of conservation when the commissioner was not accorded the courtesy of a small office in the State House.

Sisty had served under three governors, Rott, Pitkin and James B. Grant. His successor, John Pierce, served under Governor B. H. Eaton during 1885 and 1886. In a report, Pierce said 300,000 brook trout, 20,000 rainbow, 10,000 lake and 8,000 land-locked salmon were hatched during 1886.

He pointed out that a trout cost the state one cent to hatch and put in the water. At the age of one year that fish would increase in value to 10 cents, and that there would be a 10 cent yearly increase in its value, until four years old or until caught. Fishermen would leave the state with about \$150,000 in its till while the market value of the fish caught during the season would not be far from \$60,000. The amount left by fishermen would be for tackle, clothing, meals, transportation, but not fishing licenses. They had not yet come into use. Compare that \$150,000 figure with the millions of dollars spent annually by today's fishermen.

Because of dynamiting, the fish commissioner stated, *"Only one fish in 10,000 can be recovered. Under this state of things the commissioner has put young trout only in such streams as he was assured by the people in the locality would be protected from illegal depredations, and the occurrence of a single blast of dynamite in any stream has been considered sufficient cause to refuse the stocking of the stream."*

At this period fish protective associations were formed, and Pierce reported, *"They have done more to protect the trout than all other means."*

Various fish were described in Pierce's biennial report. Among them were the Twin Lakes trout and the orange trout.

Twin Lakes trout were described as yellow in color with yellowish flesh, otherwise like the black speckled trout found in all mountain lakes and streams. They grew to a weight of ten pounds and spawned before the ice on the lake had melted, probably in March or April. The fish were found nowhere but in Twin Lakes. Unsuccessful plantings were made in Island Lake on the Grand Mesa. This fish was a subspecies of the native trout—the yellowfin cutthroat.

Backs of the orange trout were dark brown with black spots. The lower sides were bright orange. One of these fish had been known to weigh 27½ pounds. They were very destructive to young trout. This may have been a description of another subspecies of native trout—the Rio Grande cutthroat.

Looking ahead, Pierce made an estimate of costs for the year 1888: enlarging the state hatchery, \$1,000; assistant, \$500; feed and incidentals, \$500; salary of superintendent, \$1,000; salary of commissioner, \$500; commissioner's expenses, \$500; distributing and obtaining fish from abroad, \$1,000.

Pierce suggested building five new hatcheries at a cost of \$400 each, a total of \$2,000; assistant superintendents at salaries of \$400 each per year; and feed cost and expense of distributing the fish, \$1,500.

Dynamiting continued to plague the commissioner, along with netting, trapping and set lines. When brought to justice, one dynamiter was released as not guilty by a justice of the peace on the dynamiter's plea that he was ignorant of the law against dynamiting.

"The law is sufficiently stringent but means of enforcement are lacking," said Pierce. *"The fish commissioner has no power, nor is it part of his duty to enforce the law, nor is he allowed to,"* he continued. He further stated, *"The value of trout to the state is not how much in pounds of food they will produce, as in the attraction they afford to strangers who enjoy the sport of catching them."*

Pierce estimated that each fish cost a tourist \$1 to catch, and each one of these fishermen will spend \$10 a day while in the state. But with the mines and farming and livestock, as well as industry beginning to come into their own, who needed tourists?

During Pierce's administration the Legislature empowered the county commissioners to appoint special wardens who "shall hold



their offices during the pleasure of the board." This was for the more certain detection and punishment of violators. Bounty laws on wolves, coyotes and mountain lions, as well as "premiums" on hawks' heads, were removed by legislative action.

But more limitations were placed on hunters. Antlered elk and deer could be taken only from October 1 to November 15 in 1885.

At the time the wildlife resource decreased, the range became overutilized by enterprising stockmen. Cattle and sheep ranchers believed the greatest profit resulted from quantity rather than quality. The result was overstocked ranges and lands desperately deficient in food for game or domestic stock.

In 1888, Commissioner G. F. Whitehead, reporting to Governor Alva Adams on his activity through 1887 and 1888 said, "If any officials in Colorado earn their salaries, the fish commissioner is one of them."

He also stated, "Owing to the stinginess of the last two Legislatures of Colorado in withholding funds for experiments in improved hatchery apparatus, we have been compelled to cling to the old methods which have had such gratifying success."

Amendments to the law prohibiting marketing of food fishes in the state had excellent results, it was reported, and the commissioner went into considerable detail on fish-raising techniques. He told about receiving huge stacks of mail from people wanting to buy public fishing land. One man wanted to know if he could lease seven or eight miles of public fishing streams stocked by the state.

Whitehead's thoughts on the economic value of fishing agreed with those of a

former commissioner. "It is safe to say that at least \$150,000 is dropped in Colorado by visitors enticed here by the speckled beauties in our streams. With this fact before us, would it not be good policy on the part of the state to spend ten to fifteen thousand dollars annually, to keep up and increase the attraction?"

Session Laws in 1887 created a ten-year closed season on bison, an eight-year closed season on mountain (bighorn) sheep and a ten-year closed season on ibex or the Rocky Mountain goat. (The reference to Rocky Mountain goats is strange since, as far as can be ascertained, there were no wild goats in Colorado until their introduction in 1948.) Deer and elk could not be taken between December 1 and September 1 of the next succeeding year. Only antlered deer or elk could be taken. No provision was made for licenses of any type.

When Gordon Land turned in his biennial report to Governor Job A. Cooper for the years 1889-1890, he told of the rebuilding of the Denver hatchery building after more than eight years of service. Land estimated that there were 500 high altitude lakes at that time which were, for the most part, entirely barren of fish life of any kind. "Echo Lake was barren until four or five years ago; now it is in a remarkable condition with lots of fish."

Railroads were commended for their cooperation in distributing fish in Colorado waters. Good reports came in on all planting, but "the cry is only for more fish," — a cry that is still echoing down the corridors of time.

During the early part of Land's tenure, an appropriation of \$7,700 was signed by Governor Cooper. This was for the salary

and necessary expenses of the state fish commissioner and for work at the state fish hatchery — for erecting and maintaining new hatcheries, salaries of assistants, and the expenses of distributing and obtaining food fishes from abroad (which seemed to mean out-of-state) for the year ending December 31, 1889, and the sum of \$5,600 for the same purposes for the following calendar year.

Continuing, the wording of the bill was puzzling: "It shall be the duty of the Governor, the State Fish Commissioner and the President of the Colorado State Fish and Game Commission to determine upon three places in different sections of the state at which place the Superintendent of Hatcheries shall establish hatching stations. Each of these stations (as requested by Fish Commissioner Pierce, some years before) shall cost not to exceed \$400 and shall be in charge of an assistant who shall receive for his services \$400 per year."

Apparently the "Commission" and "President" mentioned in the foregoing existed in print only. It was not until almost 50 years later that they came into being.

Land was opposed to bounties on bear and mountain lions, although bounties on the latter were supposed to have been lifted several years previously.

At long last a greater interest was shown in game animals of the state as the governor created the first game districts. "The First District shall be composed of the counties of Boulder, Larimer, Grand, Eagle and Pitkin. The Second District shall be composed of Garfield, Rio Blanco and Routt counties. The Third District shall be composed of the counties of Huerfano, Custer, Fremont, Gunnison, Delta, Mesa, Montrose, Las Animas and Chaffee. The Fourth District shall be composed of La Plata, Montezuma, Archuleta, Rio Grande, San Juan, Dolores, San Miguel and Hinsdale counties." It must be remembered that Colorado did not consist of 63 counties at that time, so these districts covered much more territory than they would now if only those counties were included. This took place in 1889.

But Land attacked "*the stupid law that at present mars our statutes,*" meaning the one dividing the state into districts and having, "*an army of paid partisans for wardens because of the likelihood of 'patronage and political preferment.'*"

Land declared that, "*One well-paid officer or State Marshal with two deputies can, if the proper man is selected, enforce the game and fish laws over the entire state, he having no fixed section in which to re-*

side and become too well-known. Such an officer would command the respect of the people and would render violations of the game laws extremely hazardous."

Land found fault with the game laws, too. "*There are so many manifest errors, I would ask that the entire law relating to our four-footed game be repealed and a new and less difficult law enacted in its stead.*"

He recommended a law to restrict or prevent trafficking in game, hides, heads and horns and did not favor a law permitting the killing of "*animals of the deer kind as early as the month of July.*" He was also opposed to the business of capturing live animals and selling them. "*More than 90 head of elk in Routt County alone have been disposed of in one season.*"

In 1889 it became illegal to snare, trap or take ducks or geese by the use of nets. This was the first law protecting any migratory waterfowl. A penalty of not less than \$10 or more than \$50 for each duck or goose so snared, trapped or netted was imposed. And game could no longer be killed for the skins or horns alone.

Land received an additional \$700 as salary and \$1,000, "or as much thereof as he may actually need, for prosecution and other contingent expenses." He was also empowered to appoint "district fish and game wardens for each district" and two deputies could be appointed in each of the districts on the recommendation of the district warden. A biennial appropriation of \$19,600 in 1891 made up the first game and fish resource appropriation in Colorado, 15 years after it became a state.

The utter inefficiency of local wardens who were governed by their friendships irked Land as did some other inhabitants of the wardens' areas — those people who were unwilling to inform upon their neighbors or in any way aid in game law enforcement and protection of game.

Land also recommended that no bounty laws embracing premiums on mountain lions or bear be passed because there was more game in the state before these laws came into existence. "*. . . as far as the killing of stock by mountain lions, I am of the opinion that the worthless beings, I will not call them men, who pursue and hunt these animals with dogs solely for the reward, are far more destructive to the livestock interests than are these solitary beasts of prey.*" But he was in favor of higher bounties on wolves and coyotes because of their destruction of livestock.

Speaking of demands for more fish and more hatcheries, Land said, "I have been importuned by many persons to establish state fish hatcheries in the various sections . . ." but "I am unable to recall a single instance where any of the places mentioned had even one of the prime requisities to justify its selection."

In 1893, W. R. Callicotte followed Land. The Legislature added the duties of law enforcement to the "Fish Commissioner" title and now Callicotte became the first and perhaps the only "Fish Commissioner and Game Warden" with a salary of \$1,200. C. M. White of Grand Junction was deputy warden as were W. M. Cardnell of Glenwood Springs and F. E. Moody of Monte Vista, all at \$1,200 per annum.

T. A. Callicotte was named superintendent of fisheries at Denver at a salary of \$50 to \$75 per month. His relationship to W. R. Callicotte, if any, is not mentioned. Four assistant superintendents to be stationed at Denver, Twin Lakes, Gunnison and Durango were appointed.

Callicotte, the commissioner, was critical of the poor locations of the fish hatcheries when so many good locations were available. "With the amount of money expended the state should now be able to produce at least five millions of fish per year."

He found public sentiment so strongly against spawn-taking in some areas that guards had to be posted at those points. Guards had to be posted day and night at Twin Lakes. "I am satisfied," said Callicotte, "that much of this opposition is but a just criticism upon the former commissioner. A fish commissioner who spends a great por-

tion of his time wining and dining with sportsmen and tourists, and who is constantly accepting their courtesies, cannot expect a public sentiment among the masses different from what I found it on my inception into office."

He believed that trout fishing should not begin before July 1 as the native trout spawn in May and June; that the season should close November 1 as the brook trout spawn in November and December.

Callicotte said the demand for fish by the public exceeded the supply by at least three million. During Land's term, 1891-1892, trout cost \$8.40 per thousand to produce. Under Callicotte the cost dropped to \$4.

Callicotte waded into the task of stopping the illegal killing of game, but was not fully successful in gaining the cooperation of other states — into which violators often took their game, no doubt. "We organized the sportsmen of the state into an organization known as *The Colorado Sportsman's Association*," he reported and "We secured to some extent the cooperation of the press."

As a result, most of the professional hunters left the state. Some were arrested a second time and sentenced to jail. Two hundred and eighty-five violations were investigated, 104 arrests were made and he secured 78 convictions. Fines ranged from \$2.50 to \$300. In a few cases jail sentences were meted out, the longest being 90 days.

Ranchers protested that they were too busy to go into the mountains during the regular big game season, from August 15 to November 1. They contended that sportsmen secured a law for their own benefit and the ranchers were not favorable in complying with the law. They insisted on getting



their "winter's meat" in November when the game came down out of the higher areas.

Indian depredations had been a source of trouble, Callicotte stated, but admitted that they had been exaggerated. "Indians in the Southern Ute Reservation have the right under the Bruno Treaty of 1873, to hunt in their own manner and fashion on their reservation. This includes about all the game country in southwestern Colorado. We made no effort to preserve the game in this section as it would be useless to arrest white men and allow the Indians to kill the game."

This period of history was marred somewhat by the panic of 1893 when unemployed miners became a problem. Many of them took guns and fishing rods to provide themselves and their families with food in or out of season.

Navajos, Northern or White River Utes had no right to hunt in Colorado, but they were at this time making regular excursions into the northwestern part of the state to kill game.

"They are encouraged by the citizens up there to come, as the killing of deer saves the stockmen's haystacks," Callicotte said.

Callicotte went on to attack still another of the early day menaces to wild game and fish, "Hunting tourists and specimen hunters are becoming too numerous for successful game preservation. Many have crossed the ocean and traversed a great portion of the continent to secure an elk head. Hundreds are illegally killed each year by nonresident aristocratic nabobs who care nothing about game preservation. They also mortally wound more than they kill and save. It is difficult to make a case against these fellows as they keep within the provisions of the law." Callicotte went on to say that those not residents of the state must be prohibited from hunting or our big game will soon all be destroyed.

"The laws should be divested of all indications of partiality to the sportsmen as the game must be preserved, if at all, by those who reside in the game country," he said, and continued, "A closed season on elk, lasting for five years would be an excellent means of again restoring this fine animal to his old haunts.

"Mountain sheep are not allowed to be killed at all; hence, they increased a hundred-fold in the past three years," the commissioner said. Then he objected to the work of a game warden being imposed on the fish commissioner because he had

enough to do in supervising the hatchery work and distribution of fish.

"I believe the interests of the public would be better served by placing the whole matter of fish, forest and game under the supervision of a commission of three. The fish business could be placed under a competent superintendent appointed by the commission. Under the present law, the commissioner may be a figurehead drawing a salary while the other men do the work. It is now a one-man power and very likely to be used in the interest of some class rather than for the state. Most of the states have a fish commission composed of three members." Thus spoke a man whose insight into the situation was several decades ahead of his time.

Gordon Land returned to the role of fish commissioner in 1895 after serving two previous terms. He turned in a brief report of 15 pages at the end of 1896 which said that in spite of appropriations made to improve three of the state fish hatcheries, they were in a "filthy, deplorable condition and out of repair." The Twin Lakes hatchery was closed down by Land although it was said to have been the best place in which to raise native trout. Land preferred one or two good establishments to a "multiplicity of state fish hatcheries."

There had been trouble at Twin Lakes. Residents in that part of the state objected to the taking of spawn and two sets of screens maintained for the purpose of obtaining spawning fish had been blasted by dynamiters.

Land and his assistants were inconvenienced from September 1895 to February 1896 when the state auditor refused to release their expense and salary checks pending a decision from the Supreme Court.

Besides this, Land had to worry about the "Indians and skin hunters who still persist in killing for the profit which the market affords . . ."

"These people," he said, "continue to create a demand for game law enforcement. The methods of game destruction now employed by the Indians are such as to result in entire destruction of our deer and elk in a very few years if they are permitted to pursue them. They are by far the worst hide hunters in the state.

In closing his second report, Land said, "The laws that finally passed the last General Assembly were so cut to pieces by amendments as to render most of them inoperative."

One of the bills made it illegal to take



trout less than six inches in length. Another took away the rights of county commissioners to appoint special game wardens. These rights were transferred to the governor. An affidavit by any reputable citizen accusing another of game or fish law violations was sufficient cause for the issuance of a warrant of arrest.

During Land's second term, Governor John L. Routt signed legislative acts prohibiting: 1. Emptying sawdust or other substances into streams containing food fish. 2. Having in possession and offering for sale, fishes that were taken for scientific purposes. (By this law the fish commissioner was authorized to conduct scientific studies.) 3. To take fish by other means than hook and line. 4. Possessing fish during closed season, or taking fish at any time for other purposes than for food. 5. To receive, ship or transport fish taken in waters of this state that were under six inches long. It also became illegal for common carriers to accept such shipments.

Land criticized the General Assembly which had added the duties of game warden to those of the fish commissioner. As a result, they were dropped in this second term. "So imperfect and crude an Act," he said, "rarely finds a place upon the pages of even frontier legislation."

In 1897, the General Assembly changed the "Fish Commissioner and Game Warden" title to "Forest, Game and Fish Commissioner," and created the "Department of Forestry, Game and Fish."

When Forest, Game and Fish Commissioner J. S. Swan reported to Governor Alva Adams in 1898, he took issue with the bill enumerating the duties of the commissioner in relation to forest areas of the state in

the clause: "He shall have the care of all woodlands and forest which may at any time be owned or controlled by the state, and shall cause all such lands to be located and recorded in a book to be kept for that purpose." This, he contended is, or is close to being, in direct conflict with the provision of the State Constitution which gives this power to the Board of Land Commissioners.

Swan was also critical of the enforcement of game laws. Juries, often containing men who themselves violated game and fish laws, could not be counted upon to convict violators. Judges and justices of the peace were also criticized for their indifference to game and fish laws.

He reported that because of dryness, vast and valuable forest areas have been destroyed by fires of "exceptional fierceness and destructiveness." The commissioner put the blame on the "annual camping population."

Taking a slap at game laws, Swan said they were made for city "dudes and tourists" not for ranchers or other residents of the counties.

Swan did more than complain about the Indians. He went to the agent, Captain Beck at Ft. Duchesne, Utah, in early 1897, accompanied by Utah Game and Fish Commissioner, the Honorable John Sharp. Captain Beck was the agent for both the Uintah Ute Indians and the Uncompahgres. Through interpreters the commissioners explained to the Indians why they should not go into Colorado on their raids and warned them of the consequences if they did. The older Indians understood and took the advice as inevitable; the young bucks did not. Captain Beck also spoke to the council of

Indians and warned them that if they persisted in going on these raids, he would have to send troops to bring them in.

Soon after his return to Colorado, Swan learned that the Uintahs had invaded Routt County again, and the Uncompahgres or the White River Utes had raided wild game herds in Rio Blanco County. He notified General Otis, commander of the department (Indian Affairs, perhaps) troops, with the assistance of Sheriff Wilber, of Rio Blanco (adept in the Indian language and customs) along with Warden J. T. McLean, moved the Utes back out of the state without any trouble or bloodshed. The Indians did not have any hides or carcasses.

The Uintahs were more difficult. Warden W. R. Wilcox told of a band of Indians in Lily Park bent on obtaining their usual winter supply of meat. Swan told him of his talks at the Indian agency and told him to move them out.

Swan said, "I told him to exercise extreme patience and forbearance in dealing with the Indians. I have no reason to doubt that Wilcox followed these instructions so far as he was able to do so."

On October 24, Wilcox, accompanied by ten special wardens, went to the camp of the Indians, and after an unsuccessful effort to induce them to leave the state in peace, an attempt was made to arrest some of them and take them to the county seat for trial on the charge of having violated the game laws of the state. The result of the attempt is now a matter of state history. In a fight which followed, two male Indians were killed outright and two female Indians wounded, one seriously. Both of the latter recovered. Shortly following the fight, troops arrived from Ft. Duchesne and the Indians were taken back to their reservation."

The wardens were exonerated by a commission appointed to study the case. Federal authorities were criticized for negligence by the commission.

In 1898 the Indians were back again. The Indians may have looked on these raids as a game just to see how much they could get away with. The number of animals taken was incidental. Swan said it was known that the Indians did not hesitate to kill range cattle.

"This involves a personal loss to the settlers," said Swan, "but for them to attempt to resist it, would more than likely put them and their families at the mercy of the savage instinct for revenge."

Swan went to great lengths to impress the authorities with the amount of damage

Indians were doing to game herds. "If it again becomes necessary for the settlers to get after the Indians, Swan predicted, it is likely to be in a manner the Indians will find a lasting lesson."

Talking about big game, Swan said, "There are yet a few buffaloes in the state, but their number is so small that little is known of them, and to many it will be a surprise to learn that even a single specimen of this noble game which once roamed the parks of Colorado in large herds is still to be found in the state."

Swan said that a brief elk season would benefit the state, and that a large and desirable class of sportsmen would be attracted to Colorado each year. "They would come to the state if they add an elk head to their string of trophies," said Swan.

He spoke of mountain sheep (bighorns) saying that as they could not be hunted at any time, their numbers should show a satisfactory increase, but a slow one. Commenting further, he said, "I have heard it asserted that the greatest obstacle to their more rapid increase is due to the destruction of many young lambs by that noble bird, the great American eagle." This he attributed to the fact they both inhabit high altitudes. "It has been suggested for that reason," he said, "that a bounty should be placed on eagles." This had been suggested by others besides Swan.

Swan felt that bear should be protected and that a season on them should be set. He was not, however, prepared to say that a law was necessary to protect from extinction "that gamey species of game that is generally reputed to be able to protect itself."

"The grizzly, or silver tip bear, is plentiful in western Colorado, and the same may be said of the brown and black bear," he added.

Organized game counts were unknown at that time, of course, so the commissioner had to rely on estimates by observing inhabitants of areas where game congregated. One of those persons was a Frank S. Wells of Marvine Lodge in Rio Blanco County, described by Swan as "an old time resident of that section and a guide and hunter of experience," who gave his opinion that in the counties of Rio Blanco and Routt, last summer (1897) there were as many as 4,000 to 5,000 elk; at least 80,000 deer; and 10,000 to 15,000 antelope and that game of all kinds had increased since then. Swan terms this a "fairly reliable" estimate. He adds, "It is safe to say there are not less than 7,000

elk and 100,000 deer and 25,000 antelope in the state; according to my judgment there are fully as many mountain sheep (big-horns) as there are elk."

Swan set forth arguments in favor of licensed guides in Colorado as a means of attracting sportsmen's money and quoted a report on the success realized by Maine which was already capitalizing on its wildlife resource. The guides, Swan said, could be charged with the responsibility of protecting game.

Swan found opposition to bag limits. Said Swan, "This opposition is based on the fact that ducks are migratory, but public sentiment, in my judgment, is overwhelmingly in favor of a limit regardless of the migratory character of the game." He pointed to the complete disappearance of countless millions of doves. Undoubtedly, he had passenger pigeons in mind.

Regarding laws, Swan said, "There is considerable demand that the limit of 20 birds per day be taken off ducks and geese, for the reason that these birds are migratory, and that not many other states thus protect them. It might be well to raise the limit in number to be in possession of one person at any time to, say, 50 birds."

Plants of fry from the Denver hatchery were made for the first time, as far as Swan could tell, in the White and Bear rivers and in Grand Lake. These waters had not been stocked because of their distance from railroads, and fish populations in them had dropped seriously.

Swan suggested that all heads, hides and scalps found in stock or held by taxidermists and glove makers be couponed or tagged. This was also suggested for hunters, and that separate coupons be provided for each type of large game.

Open seasons declared in 1898 were: wild turkeys, prairie chickens, grouse and sage chickens, August 15 to November 1; doves, August 1 to October 1; ducks, geese, brants, swans and other waterfowl, September 1 to May 1; deer and antelope with horns (for food and immediate use only), September 1 to October 15; trout and other food fish (over 6 inches long), June 1 to December 1.

Only one deer or antelope, 20 birds (doves excepted) and 20 pounds of fish per day per man were allowed. Fishermen were urged not to waste any fish. The taking or killing of bison, mountain sheep, elk, pheasant (first introduced in 1885), ptarmigan or quail was prohibited.

The Turn of the Century

In 1900, Game and Fish Commissioner T. H. Johnson reported to Governor Charles Thomas that sentiment in favor of protection of game and fish in Colorado had greatly increased, and he met with very little difficulty in securing convictions upon proof of guilt.

Indians were still up to their usual devilment every fall, and Johnson seemed to be the first of the commissioners who smelled a rat in the office of the Indian agent. On learning that the Indians had invaded Colorado's Western Slope, Johnson wired Washington, telling the Interior Department that they were in Colorado. He received the reply from the Indian agent in Utah that there were no Indians off the reservation. Johnson, thereupon, made a trip into the area and found all sorts of evidence that the Indians had been in the area. When Johnson left, the Indians came back in force. He again wired Washington

and received the assurance that the Indian police were out after them. "This hasty departure of the Indians convinced me that the federal authorities had them in perfect control, and that the Indian agent alone was responsible for their unlawful raids into Colorado."

The Indians returned again the fall of 1900 and Chief Game Warden B. F. Jay, of Grand Junction, who had been stationed at the border, wired Johnson that several hundred Indians, fully equipped for hunting were on their way to the hunting grounds. Johnson hurriedly left for the area and found the Indian police rounding up the Indians. Johnson had wired the Interior Department. But settlers told him that the Indian agent had given the police ten days in which to round up and return the Indians. The year before the police had done the job in 48 hours. This caused Johnson to believe that "the Indian agent lacks sin-

cerity in his promises and agreements to assist in keeping the Indians out of the state, and that but a feeble effort is made to prevent them leaving the reservations."

On November 19, Warden Jay informed Johnson the Indians were again in western Colorado. Johnson left for the area again deciding to "gather an armed force sufficient to arrest all Indians found violating the game laws." Game laws empowered the commissioner with this authority. In Meeker, Johnson arranged to meet the warden and see the sheriff of Rio Blanco County for assistance. They scoured the country but found only slight evidence that the Indians had been there. The redmen had again escaped before the wardens got to them. Johnson reported, "One of the abandoned camps showed that it had contained all of fifty tepees. In scouring the country we found a number of Mormons from Utah with game in their possession, whom we arrested and caused to be fined. We also found other parties of Mormons coming into the state with ammunition and wagons, evidently bent upon hunting, which we turned back."

Further, Johnson says, "I was told by settlers at Three Springs, a small settlement about 60 miles west of Meeker, that Indian Agent Myton himself frequents that locality for the purpose of hunting, and that in October 1899, he, with an escort of colored soldiers, killed and carried out does and fawns. This year, it is reported, he again violated our game law by carrying game killed in this state by him into Utah without a permit. Certainly, if these accusations against the Indian agent himself are true, there is little hope in depending upon his declarations to assist in keeping the Indians out of our state."

Johnson could not report on the number of cases brought in for game and fish violations because justices of the peace, clerks of the courts and special wardens were not familiar with the law and did not report the cases. He attributed this to "the lack of familiarity with the law on the part of the justices of the peace and principally oversight on the part of some of the special wardens, of whom I appointed 315 during my term of office."

Most of these wardens did not care to make any arrests. They often reported violations and violators, but asked that their names be withheld and they did not want to appear against any offenders to press charges. However, there were some businessmen and professional men who worked

diligently to protect game and fish and Johnson recommended their appointment as special wardens in the future.

Johnson was given the authority to hire 10 deputy game wardens for a limited period of time and to pay them not more than \$100 per month apiece. However, the Legislature neglected to appropriate the necessary funds to take care of these salaries, but appropriated only the amount provided for by the old law. "This," Johnson said, "of course left the finances of the department in such shape as to require constant economy and nursing.

"The amount of fees, fines, etc., collected by the department during the two fiscal years amounted to \$2,621.18 and constituted the game cash fund," the commissioner reported.

Turning his attention to game laws, Johnson said, "I am satisfied that since the going into effect of the new law making it a penitentiary offense to kill or attempt to kill buffalo, no violations of the law in this respect have occurred. There are at present 21 buffalo in the range of mountains between Egeria Park and Middle Park. These have been seen a number of times during the past two years. In Lost Park there are nine buffalo and two calves."

Speaking of deer seasons, Johnson said he was in favor of confining the season to the period from August 15 to September 30. And he said that the slow increase among big horns made it necessary to protect them for some years to come.

A great many ducks bred within the state, but it was admitted that the flights were not what they had been some years before. "If the right given by the present law to kill fifty ducks in one day, should be limited to twenty-five ducks in one day, and spring shooting be stopped entirely, ducks may hold their own for some time," said Swan.

Requests had been received to stock top-knot (Gambels) quail from western Colorado on the Eastern Slope. They were imported by county commissioners in Mesa County in 1893. The quail were not hunted for five years and increased so rapidly they became a menace to the gardens along the Colorado and Gunnison rivers. Because dove hunting season encroached on the breeding period, Johnson suggested an open season from August 1 to September 20.

During the year a total of 6,455,000 fry trout were planted in public streams in Colorado.

In this way Johnson set the stage for the



next fish commissioner, Charles N. Harris.

Harris in his biennial report of 1901-02 to Governor James B. Orman, noted that securing convictions in game law cases was easier on the Eastern Slope than it was on the Western Slope. Local opinion on the Western Slope seems to have been opposed to laws which prohibited the killing of game except in limited seasons. Many of the people living over there had taken game at all times of the year for domestic use.

Harris said it would be a "thousandfold simpler and more effectual to bring civil suits instead of criminal prosecutions against the violators. A fine of \$10 on each and every game bird and fowl, \$50 on each and every deer and antelope, \$200 on each and every elk, and \$500 on each and every mountain sheep and buffalo."

The slaughter of deer by the Uncompahgre, Uintah and White River Utes continued. Repeated efforts to prevent the raids or compel the federal authorities to keep the Indians in check failed.

Harris, too, believed that the raids were encouraged by Indian agents. He stated, "Rations are thus saved during the raids and for some time afterward. Unless steps are taken to prevent these raids, money paid out by the state for the protection of deer will have been expended only for the benefit of the agents and the Indians."

Harris continued, "The insincerity of the many promises made by Indian Agent Myton to prevent these raids may best be judged by the fact that I had the pleasure last year of apprehending the gentleman himself for violating the game law. Having received the information that he was on a hunting trip and was encamped within our state, I quietly made a personal visit to his camp

and was fortunate in coming upon him as he was in the act of conveying two deer out of the state without the required permit. A fee of \$10 was collected from him and the permit issued, as appears on record in my office under date of November 10, 1901.

"In October of last year I received information that the Indians were hunting in the vicinity of White River in Rio Blanco County. I went there and succeeded in arresting seven Indians who had in their possession a wagon load of 'jerked' venison, one hundred and forty odd deer hides, some fawn and doe heads and hides and the Indians' rifles. The Indians, with their booty, were conveyed forthwith to Meeker in Rio Blanco County and brought before a justice of the peace. A jury was called and evidence presented which would convict in any other court in the land, but for reasons which at that time I did not understand, they were found not guilty. This unlooked-for verdict led me to make some investigation to the probable cause and I was soon enlightened."

Harris found that property owners took the raids for granted. They did not wish to incur the enmity of the red men whose territory they often had to travel through. It would be foolish to anger the Indians by finding them guilty and making them subject to fines or imprisonment.

The confiscated meat and hides were sold and proceeds went to the game cash fund. The rifles were confiscated.

Harris said that the history of the Department for the past few years satisfied him that the only way to stop the Indian depredations would be to place a force of at least 20 wardens in the locality when necessary.

Switching his thoughts from Indians to hunting seasons, Harris said he favored a closed season on elk for about five years, at least. Elk were not holding their own, as they should, he said. Antelope, too, should be protected for a similar period, he thought. The antelope season then was from August 15 to November 5. Bag and possession limits were not mentioned.

The law making the killing of buffalo a penitentiary offense resulted in an increase in the two known herds. Harris, however, apprehended four people who had killed four buffalo in Lost Park in 1897. ". . . Upon learning the facts," wrote Harris, "I arranged to have them prosecuted. They were arrested in August 1901, and the case is now pending in the district court at Leadville."

Chinese (ringneck) pheasants, 15 pair of them at \$5 a pair, were released in Pueblo, Larimer, Delta and Morgan counties.

"There should be a provision added to the present law requiring every hunter to procure a hunting license. On the theory that those who hunt should pay all or a large share of the cost of preserving the game instead of burdening the general taxpayers, a great majority of whom derive no benefit from game protection, a fee for a state license should be required from every person desiring to hunt. Such licenses should be issued by the commissioner on blanks furnished by the commissioner. A resident's license should be issued on the payment of \$1 and a non-resident's license should be issued on the payment of \$20. Applications for residents' licenses should be accompanied by evidence of residence satisfactory to the commissioner." Therewith, Harris wound up a colorful two years.

John M. Woodard, whose first term covered 1903-1904, followed Harris as commissioner. He took office, as he put it, "confronted with various obstacles of more or less serious nature." Courts were not friendly to the Department, he said, and it was practically impossible to get any convictions of game and fish law violators. The amended law which went into effect July 12, 1903, changed things.

This law brought about an improvement in court procedures which resulted in more convictions. He said, ". . . I feel exceedingly grateful to the courts for the prompt and efficient manner in which they have handled all cases of violations for this Department . . . Heretofore, I have found that the Department had been handled strictly in the interest of politics, and the game commissioner and his wardens were powerless.

Even though they might have had a disposition to enforce the law, it seemed almost out of the question to do so. It is a fact that I am the first game and fish commissioner that was ever recognized by the Governor as the head of the Department, and was treated as such by being held strictly responsible for the operations of the Department."

He found the game wardens a bit too friendly and said, ". . . there has been a little too much 'Hello, Bill!' and exhibitions of friendship." He felt that bonding wardens and having them account for all the money taken in would help the Department. He felt, however, that he had the best lot of game wardens ever connected with the Department, most of them being . . . "honorable gentlemen and willing at all times to do their duty."

Woodard found game populations increasing. Mountain (bighorn) sheep have increased to "a marked degree, as also have the grouse and sage chickens. And to say that quail are increasing would be putting it very mildly.

"I wish to make special mention of elk as these animals are not increasing in this state. In fact they are rapidly disappearing, and never can increase, so long as an order known as the 'Elk's Lodge' is paying a premium for their teeth. It is a fact that there have been hundreds of elk killed in Colorado and Wyoming for no other purpose than to secure their teeth to sell for the use of members of said lodge.

"Some of our newspapers have assumed that the Elk Lodge is protecting the elk. This assumption is erroneous, and should not be recognized by thinking people. When any order demands the destruction of Colorado's most noble animal for no other purpose than to secure its teeth to wear as badges, it is folly to presume that this self-same order is protecting the elk . . ." He called for stringent regulations of the Legislature to prevent the evil. (It should be mentioned that the Elks Lodge was only a few years old at this time.)

The Department had considerable trouble with people capturing young wild animals — deer, antelope and elk — to raise them as pets. When found doing so, they said, in most instances, that they intended to get a permit. Woodard said he never issued a permit and that the Department never should.

The report contains comprehensive figures on the planting of trout in state waters, including the numbers of fish, locations and dates.

Nonresident big game licenses were \$25 each. Nonresident bird hunters paid \$2 for one day's hunting and \$1 for each additional day. Nonresidents also paid \$3 to fish in Colorado. Hunting licenses as approved by the Legislature April 13, 1903, were \$1 for residents. Nothing was mentioned about fishing licenses.

Indians were still giving a lot of trouble ... not enough wardens to take care of them and prevent their raids. Wardens were difficult to procure because not many men wanted to leave steady jobs to take warden jobs for a few months. The Indians, however, were causing progressively less and less trouble, and during the fall of 1906, Indians caused less trouble than in any of the previous years Woodard knew of. But they still engaged in sporadic but small raids through the fall and winter months.

During 1905 and 1906 there were more convictions for game law violations than in any other corresponding period in the Department's history. In 1905 there were 60 convictions and 2 acquittals. In 1906 there were 56 convictions and 2 acquittals. A total of \$5,075.53 was collected — \$3,310.02 in fines and \$1,765.51 in costs.

By appropriation for the fiscal years of 1905-1906, Woodard's salary was \$3,600. Traveling expenses were set at \$1,200 for the two-year period.

David E. Farr, of Walsenburg, was named commissioner for 1907 and 1908. He had a deputy commissioner, Carlos W. Lake of Golden. In his report to Governor Henry A. Buchtel, Farr said, "There is a great danger in this (killing too much game because of longer open seasons) and in my

opinion our last Legislature made a lamentable mistake in extending the season on deer and in allowing the killing of fawns; however, I shall make recommendations in regard to these matters later on."

He then pointed out that the deer harvest proved him right. The harvest of 1908 was 687, compared with 79 in 1903. Twenty-seven deer were shipped from Rifle in 1903. In 1908 there were 520 deer shipped from this town. Deer shipped out of New Castle totaled 34 in 1903 and 160 in 1908. Glenwood Springs showed a reduction of one in the 1908 figures with seven deer shipped from this point.

From these observations and careful estimates and reports sent me I am of the opinion that during the last open season on deer probably 2,500 were killed within the state," Farr reported. "This is probably due largely to the fact that under our present license system a man can, and probably does, take out a license for each member of the family and then kills a deer on all of the licenses himself; whereas, the law provides that only one deer can be killed on one license.

"On my last trip to the deer country, I met one party where a license had been issued to a six-year old boy. The coupon from the license was detached and placed on a carcass of a deer, and the members of the party actually told me that the deer was killed by the boy."

Taking a look at licenses issued by the Department, the year 1908 shows up quite well with 37,855 resident licenses compared with 29,377 the year before and 15,184 in 1903. Nonresidents bought only 27 licenses in 1908



compared with 70 in the previous year.

We find the old timers interested in exotic birds, even if some of them may have encountered some trouble in pronouncing their names, as Farr reports, "*Our last Legislature made an appropriation of \$2,000 for importing and bringing into this state capercailzie, or black game birds, natives of Norway and Sweden, but difficulties arose. The appropriation was not immediately available. When it became available, it was found that the birds could not be obtained until early the following year or the last of the current one (December or January). But the money would not be available after November 30, the close of the biennial period.*" Thus ended this venture.

Farr was concerned over the slaughter of elk. Complaints were made against "persons who from their actions seemed willing to kill what few remaining elk there were, if it was within their power to do so." Routt County, he estimated, had more elk than any other part of the state, with several herds of 150 to 200 elk. He felt that with the number of young elk seen by many people, the animals would increase satisfactorily if they were allowed to go unmolested for a few more years.

Bighorn sheep, too, were reported doing better. Several successful prosecutions of sheep killers had helped to discourage hunters from trying to get away with this illegal slaughter. Antelope, too, were doing well and rumors that Kansans were coming across the border and killing them were not well founded, in the commissioner's opinion.

Indians continued to amuse themselves by raiding the Colorado herds, but Farr saw no need to go to Washington to clear up the trouble. "*I have thought it best to try to handle the situation entirely from this office,*" he said. "*Whatever rights the Indians may have to our game, I have deemed it my duty to enforce the law in regard to them, just the same as with other persons.*"

As a result, the Indians did not indulge in any heavy raids during Farr's term. He handled the trouble by putting extra wardens into areas where raids were most likely to occur. He felt that the money was well spent. The only trouble he had was in La Plata County and that didn't seem to be serious enough to warrant any details.

Receipts for the 1907-08 period were \$49,112.36 compared with \$35,115.67 in the 1905-06 period and \$25,489.23 in 1903-04. The appropriation for the 1907-08 period included \$300 to J. M. Woodard, \$3,300 to D. E. Farr plus another \$1,200 as Farr's traveling ex-

penses, of which he used all but 20 cents.

Traveling expenses come into the picture more prominently as the record shows that \$405.15 was spent to send delegates to the International Congress of Fisheries in Washington, D. C. Another \$238.60 was spent to send the commissioner to attend the Fish Wardens National Convention in Yellowstone National Park.

Farr believed "*that a license should be required to fish as well as hunt. I am inclined to think that the public would not object to paying a nominal fee for the right to fish when they realize that by so doing more revenue will be created and, consequently, better protection afforded the game and fish. I believe that a license should be required, which would include both hunting and fishing, to be issued to residents of Colorado, and that the fee therefore should be one dollar.*"

Farr also believed that the fishing season should open 15 days earlier because he was bombarded by letters, telegrams, telephone calls and personal visits from people wanting to know if the fishing season would open on Decoration Day which was only two days before the regular opening of June 1.

A new hatchery and superintendent's residence was built near Del Norte and a residence had been built at Glenwood Springs. The hatchery at Del Norte caught fire after an explosion and burned to the ground. It was replaced later, the cost covered by insurance and the new hatchery improved over the original design.

Farr witnessed an increasing interest in the state as a mecca for hunters and fishermen before leaving office.

Taking over in 1909 was Thomas J. Holland as the commissioner and James A. Shinn as deputy commissioner. Both were Denver residents. This seems to have been a fairly uneventful period, judging by Holland's report to Governor John F. Shafroth on the 1909-10 biennial period.

Some attempts at the game counting were made, but Holland admitted, "*I can see no way in which a person could make an estimate that would even approximate the correct number.*"

"*Basing my judgment on close observation and careful estimate,*" wrote Holland, "*. . . during the year 1909 about 500 deer were killed in this state and during the year 1910, in the neighborhood of 700.*"

Holland complained because "*Laws (game and fish) have been biennially enacted, and just as regularly repealed at the following session.*"



There was also the complaint that Department employes are underpaid. Game wardens should get \$100 a month and travel expense, not to exceed \$25 per month with other salaries in proportion.

James A. Shinn, deputy commissioner in 1909-10, took over as commissioner in 1911-12, with Rudolph Borchardt of Denver as his deputy.

Shinn opened his biennial report by stating that Colorado's first laws covering game and fish were drawn up by the Honorable D. C. Beaman of Denver in about 1899. Shinn deplored the fact that the state was divided into five districts with a chief game warden in each of them. Each one had too much territory to cover, he contended.

He was a great believer in advertising the resources of the state. *"I have tried to do my part in sending an exhibit of over 400 trout to the land show held at Kansas City last February."*

"I also succeeded in getting two very important conventions to meet in Colorado . . . We secured the convention of the American Fisheries Society . . . and the convention of the United States Game and Fish Commissioners."

Elk were reported increasing since the season had been closed. They were reported numerous in the northwest part of the state. But Shinn believed that the season on deer should be closed for a period of not less than six years to let herds increase. *"Probably not over 400 deer were killed during the open season of 1912, while it is estimated there were from 700 to 800 killed during the year 1911."*

Mountain sheep were increasing satisfactorily but he would leave to the lawmakers the opening of the season. Many

hunters were prevailing upon him to open a season on sheep. Antelope were already under protection although . . . *"it seems almost impossible to protect these animals, as the country is being taken up by the homesteader and it will be only a short time before there will be no range for these beautiful animals unless the state should conclude to secure a piece of land with grass and water and use it as a game preserve,"* said Shinn.

Indians were still causing some trouble in Rio Blanco, La Plata and Dolores counties slaughtering animals. *"I believe Indian agents should use more care in seeing that the Indians are kept on their reservations,"* said Shinn.

Among those convicted of game law violations were 40 for hunting without a license, 5 for hunting on private property without permission, 2 for dynamiting fish, 7 for killing antelope, 12 for killing game birds out of season, 2 for seining without a permit, 2 for killing song birds without a permit.

During 1911, 30,484 resident hunting licenses were issued, 56 nonresident hunting, 16 combination hunting and fishing, 14 bird hunting and 483 nonresident fishing licenses.

By 1911, a nonresident hunting license sold for \$10; a nonresident bird hunting license for one day cost \$1. For one week of this sport the nonresident paid \$2. A nonresident fishing license cost \$2 and residents could hunt whatever game they chose for a \$1 license fee. Taxidermists and guides paid \$5 for their licenses. Each license not provided for above, it was noted, would cost \$1.

Cash receipts for the year amounted to \$53,729.65 of which \$38,903.60 was from resi-

dent hunting licenses sold by county recorders; \$7,019 from the commissioner's office, \$1,473 from nonresident general hunting and bird hunting licenses, and \$1,001 from nonresident fishing licenses.

Game and fish salary recommendations for the next two years: \$4,000 for the commissioner plus \$1,200 traveling expenses and \$3,000 for the deputy commissioner plus \$960 for his traveling expenses.

Walter B. Fraser of Denver became the commissioner for the years 1913 and 1914. His deputy was J. L. Gray of Fort Collins.

There have been, as you have witnessed, some unhappy moments within the Department and not all of them were caused by Indians, poachers or legislators. Walter B. Fraser had his moments of unhappiness . . . as well as his pleasant ones.

In making his biennial report to Governor Elias M. Ammons, he wrote, "I have had an exceptionally prosperous and busy year and notwithstanding the inconveniences and loss of valuable time sustained by virtue of the action of my predecessor in attempting to hold the office after my appointment had been made, by reason of which I was forced into litigation covering nearly four and one-half months, the year has, indeed, been a pleasant one."

Fraser then went on to say that, "The principal duties of the commissioner may be divided into two classes; viz.: first, the propagation and distribution of trout and game birds; second, the administration of the laws governing the protection of our game and fish."

Through most of the early history of the

Department there had been a heavy emphasis on fish; Fraser's administration did not deviate too far. He reported three new hatcheries located respectively, at Antonito, Aspen and Georgetown were equipped and placed in operation during 1914, thereby making a total of 19 hatcheries that were operated during the past summer by the Department. Twenty-two hatcheries are listed, many of them privately owned and operated. These hatcheries were located at Denver, Emerald Lake, Marvine, Boulder, Aspen, Pitkin, Durango, Glenwood Springs, Grand Mesa, Estes Park, Fort Collins, Grand Lake, Gunnison, Collbran, Buena Vista, Cherokee Park, Electra Lake, Cedaredge, Routt, Molina, Antonito, Georgetown. The Pitkin hatchery replaced the one in Gunnison.

Thinking of the tourist business, Fraser said, "It is estimated that at least five thousand automobiles — visitors from other states — spent from three weeks to three months within the borders of Colorado during the past summer. At an average of three persons to each car, fifteen thousand tourists spent the summer in our hills, fishing and enjoying the scenery."

Fraser reported that deer, elk and big-horn sheep were increasing in numbers but antelope were decreasing. This was attributed to the fact that automobile hunting parties killed large numbers of them and left them in the field. The automobile became a new method for eluding the law.

Indians from the Uintah and Ouray Reservations in Utah started coming into Colorado in bands, hitting the areas near Rangely and getting the deer as they came down from their summer range.



Early in October a band of 100 Indians with wagons, tents and a large number of horses was reported to have crossed the Colorado-Utah border. Fraser reported that incident to the Bureau of Indian Affairs at Washington and dispatched several wardens to the Indian camp with instructions to persuade them to leave Colorado.

The Indians were located about 60 miles southwest of Meeker, and it was found that they had killed but two deer. Wardens from the Department gave the Indians 48 hours in which to leave the state, pitched their own camp a few miles distant and awaited developments. On the eve of the second day the wardens were happily surprised in noting that the Indians had decided to leave and escorted them to the Utah border.

Assurances were received that the Indians would be kept on the reservation. Aside from some inconvenience to the Department, Fraser felt that this particular matter had been handled in a satisfactory manner.

By this time a new size hunting license was discussed. The 4½" x 5½" was thought too big. A card, the size of a railroad pass, would be better, Fraser thought, and the cost would be \$7 less per thousand cards than the old style.

During the two years there was a total of 179 arrests and 168 convictions.

Fraser and Gray retained their positions of commissioner and deputy commissioner, respectively, and the 1915-16 report was turned over to Governor George A. Carlson. Rank and file employes fell by the wayside, as was practically the rule when new administrations took over. Civil Service had not yet come to Colorado.

Included in this report was the most elaborate Department roster to date containing the names of chief and deputy game wardens, superintendents of hatcheries, hatcheries, hatchery assistants, spawn takers and their assistants.

Fraser reported, *"In brief, I will state that all previous records have been broken, both in the propagation and the distribution of young trout in the public waters of the state, and also as to the number of arrests and convictions. While the increased efficiency is apparent, the expenses incurred have been materially decreased as compared with former periods."*

"An estimated 200,000 tourists visited Colorado's mountain regions during 1916. A large percentage of these visitors enjoyed the fishing. How could our state be better advertised than by satisfactory 'catches' of

trout by these followers of Izaak Walton? More than 60,000 licenses were sold in 1916 and the 23 hatcheries turned out 30,000,000 fry in this year alone."

Fraser recommended having bear placed on the list of game animals instead of being on the predator list. He classified them as scavengers and recommended a season of seven months, beginning September 15. And he named homesteaders as the antelope's worst enemy.

Deer herds were growing, thanks to a four-year closed season which Fraser hoped would be extended.

He commended the newspapers of Colorado—without exception—for the favorable and impartial reports covering activities and operations of the Department and for their courtesy in publishing circulars and information to hunters, fishermen and tourists.

Receipts for the Department topped \$100,000 for the biennial period for the first time in the Department's history. Receipts in 1915 were \$49,779.01; the receipts in 1916 brought the two-year total to \$106,424.79.

Among other offenses, people were fined during these two years for killing rabbits out of season, selling live antelope, fishing at night, shooting at night, selling trout, selling game birds and killing song birds.

Fraser, in his previous term, recommended that rabbits be protected and the open season on them extend from October 1 to February 28. He thought the Legislature erred in closing the season entirely on bass and catfish. Also, he recommended a 15-pound limit on fish for one day and a 25-pound possession limit, a 10-bird limit per day in aggregate and 15 birds in aggregate in possession.

Fraser recommended seasons on ducks from September 15 to December 31 to conform to the new federal act; an absolute closed season on sage chickens for six years at least; an open season on bass, whitefish, sunfish, catfish, perch and "croppies"; that the commissioner be permitted to select individuals as deemed advisable to sell hunting and fishing licenses and provide for a payment of not more than 25c on each license to the seller.

Civil Service entered into the Constitution of the State in 1918 and immediately bitter litigation broke out as to who should be certified to positions with the Game and Fish Department. Walter B. Fraser emerged as the first certified commissioner, but it was not for long. Some said the strife of litigation had broken his spirit and had in-

fluenced his health. He died in California while on leave of absence.

Governor Oliver H. Shoup appointed Roland G. Parvin to take the position as Fraser's successor and although it was 1919, Parvin's report, still called the "Biennial Report," covers a period from about 1917 to 1922.

Another name was added to the Department's payroll in 1919. It was that of 18-year-old John D. Hart, who was destined to see the Department through 40 years of its colorful history. His salary, as a seasonal

employee, was \$75 a month and remained at that level until 1927 when he became a full time employe at \$25 more per month. He had to furnish his own horse, gun and uniform.

Parvin spent approximately \$25,000 on black bass, ring perch and sunfish during 1921 and 1922. They were planted in lakes east of the Rockies so farmers could have good fishing without having to go to the mountains. These people, Parvin pointed out, pay thousands of dollars a year into the Department and deserve this service.

The Roaring 20s—and the 30s

A NEW system for financing the Department was worked out during Parvin's tenure. Prior to December 1, 1920, the Department's activities had been financed in two ways, by the fees and fines collected by the Department and through appropriations by the General Assembly from the General Fund. The appropriations by the General Assembly averaged about \$25,000 a year.

Because it was thought the Department should be self-supporting and because of a need for stringent economy, the 23rd General Assembly eliminated all appropriations for the Department. To offset the decrease in the Department's revenue, the assembly amended the statute governing the sale of licenses for hunting and fishing by substantially increasing the fees for these licenses. Hunting and fishing license fees went from \$1 to \$2; "foreign licenses" (nonresident) from \$2 to \$5 a year. A greater number of the combination licenses were sold after the increase. The number of "foreign" licenses sold decreased slightly, but the increased price more than made up for this. Fears that the Department would be crippled by the lack of funds proved groundless. By rigid economy the Department made the funds go further than usual and many new improvements which had been put off from year to year, were made.

New positions of field superintendent with a salary of \$1,800 and license investigator at \$1,800 were created. The bag limit on ducks was reduced to 15 per day and in possession and two pheasants per day, with not

more than three in possession at one time. Transportation beyond the state borders, of trout taken from public fishing waters except in five-pound lots accompanied by the owner, was prohibited.

It was decreed that coyotes, mountain lions, wolves, bobcats and lynx were not big game.

Also in 1920 the Colorado Antelope Refuge and the following three game refuges were created: Denver Mountain Parks, Pikes Peak and Spanish Peaks.

Waterfowl populations increased since the spring shooting season was abolished. Birds going north were then stopping (in many instances) in Colorado waters where they nested and raised their young.

The 23rd General Assembly set aside \$25,000 for the eradication of predatory animals, and a considerable number of coyotes, wolves and mountain lions was killed. Parvin felt that better results could be obtained if the state resorted to "*the so-called bounty system.*" Parvin noted that "*a certain Colorado newspaper, one of the owners of which, an ardent sportsman interested in the protection of game, offers a bounty on mountain lions killed. The record shows that this paper has paid bounty on more mountain lions than have been slain by the government and state-paid hunters.*"

A hundred Hungarian partridges were brought from Hungary. They were first placed in the zoo to acclimatize them, then they were released in Yuma, Weld, Boulder, Jefferson, Arapahoe, Las Animas, Chaffee,

Rio Grande, La Plata, Dolores and Montezuma counties. Released in 1922, they did well.

Five dozen blue or scaled quail were obtained from New Mexico and were released in Sedgwick and Yuma counties, and 1,200 pheasant eggs were received and hatched at the "experimental farm" maintained at the Denver City Park by the Department. After hatching and rearing the birds to a suitable size, they were released in areas where they were requested. California mountain quail were also released in other parts of the state.

Elk from Routt County were caught, crated and shipped to Leadville and Ouray by train. They were released near these towns. Other releases were made near Aspen, Estes Park, Grand Junction, Hermosa. It is believed that other plants were made on Canyon Mesa and Mt. Evans at this time.

In the 1918-22 period, 848 violators were arrested, 783 were found guilty, paid fines of \$9,255.11; 42 got jail sentences and 23 were acquitted.

Thousands of deer, elk and mountain sheep were helped through the winters of '21 and '22. Twenty-two thousand dollars was spent on hay during the two winters in addition to wages paid to the men who distributed the hay. Snow ranging from eight to ten feet in depth covered the animals' winter range in Grand, Moffat, Rio Blanco, Garfield, Pitkin, Gunnison, Rio Grande and Boulder counties. Bighorns near Ouray and Glenwood Springs were also fed. Special deputies hired for the oc-

casation often carried the hay into inaccessible places on snowshoes.

The new concrete-block hatchery at Denver was built in the last half of 1922 with the Department's employes doing the work. These men had formerly been in the building craft and put up a \$30,000 building at a cost of \$18,000. Their skills were utilized to erect other similar buildings with the Denver hatchery building as a pattern. Instead of a capacity for hatching 2,000,000 eggs, the new hatchery could handle 6,000,000 twice a year.

Department income in 1922 was \$173,914.01. Resident fishing license sales produced \$117,903.25; resident hunting, \$34,265; nonresident fishing, \$11,127; nonresident hunting, \$1,220.75; sale of beaver hides brought \$8,842.75.

Parvin's biennial report covering the period from 1923 to 1926 described the work done on fish hatchery buildings, six in all, at Bellvue, Cedaredge, Pitkin, Walden, Trappers Lake and Buena Vista. The one at Trappers Lake could be used only in the summer months. This and the one at Walden were not built of concrete. The one at Buena Vista was given a big play with its 200 acres adjoining the reformatory.

An additional 100 men were hired as wardens during the deer hunting season of 10 days. As a result, law violations were infrequent. With many mines reopening, pollution again became a problem.

Eight additional game refuges were created by the 24th General Assembly. With the five later created by the 25th, this made 18 in all. A total of 3,200,160 acres was in-



cluded in these figures. Special permits were issued to people hunting or trapping predatory animals within the boundaries. Unless plans miscarried, a carload of elk from the Yellowstone National Park was to be shipped to the Buena Vista Park and several of the bulls were to be turned out with the wild herds where needed. A shipment of buffalo cows was also being sent from Yellowstone.

The few remaining antelope in the state were doing well. Like the bighorn sheep in the Ouray area, they were considered community property and everyone protected them. Bighorn, it was reported, were preyed on by mountain lions and eagles. As a result they did not increase materially. Grouse, prairie chicken and sage hens did as well as could be expected.

In May 1923, some license fees increased. Nonresident hunters paid \$25 for a license, \$5 for a small game hunting license and, starting January 1, 1924, \$3 for fishing licenses. Residents' license fees went up to \$5 for the big game hunting license and \$2 for the combination fishing and small game hunting license.

The increase in license fees reduced license sales in the next few years but 1925 saw the Department regain the lost sales and the 1926 sales exceeded those of any previous years. Nonresident license sales showed a steady increase each year.

The annual meeting of the Association of Western State Game Commissioners, organized in 1922, and including the states of California, New Mexico, Arizona, Nevada, Washington, Oregon, Montana, Idaho, Wyoming and Colorado, was held in Denver in the summer of 1925. At the same time the conventions of the International Association of State Game and Fish Commissioners and the American Fisheries Society were held in Denver.

And Parvin wrote: *"Just as the time is ripe for cooperative agreement between landowners and sportsmen in the interest of game production, so is it ripe for a nationwide cooperative effort to propagate waterfowl. There are plenty of available land and water areas which can be easily converted into splendid breeding grounds and which can be secured at comparatively small cost. Both federal and state machinery should be set in motion at once to do this, with a definite propagation and protection plan in mind. It is a big undertaking and cannot be accomplished without determined effort on the part of our citizens, but it can be accomplished and must be unless we*

want to do away with waterfowl shooting in the future."

In 1929 a special season was declared in Grand, Gilpin, Routt and Boulder counties for the hunting of elk to relieve farmers of damage by the animals and to scatter the herds over wider territories. A special license was to be issued, but at the last minute, it was found that the commissioner did not have a right to do this so the hunting was allowed on the regular big game license. It was the first elk hunt in 26 years so more than the expected number of hunters showed up, many without the proper elk hunting rifles. The season was only three days long. There were many violations and many of the animals were crippled without being killed. *"There were many violations and strong evidence of unsportsman-like methods,"* Parvin reported. *"In this respect it was a most unsuccessful season . . ."* About 300 animals were killed and crop damage was cut down.

Game hogs were a problem and Parvin said, *"Sportsmen must put their stamp of disapproval upon such action drastically in order to stop it."*

Idleness in the early '30s caused trouble as it had done in 1893. Game and fish law violations increased as 300 convictions in 1930 attest, and close to that number in the first few months of '31.

Game and fish law violators were not the only ones picked up by the wardens of that era. Through the 1920s and into the '30s many a "rum runner" and bootlegger was apprehended when they were picked up on suspicion of game law violations, according to John Hart.

Most bootleggers in the wilds, he reported, were also guilty of killing deer. Usually when a still was discovered, well-stocked larders of deer meat were also uncovered. And Hart often wondered if illegal beaver trappers were bootleggers on the side or if bootleggers found beaver trapping a lucrative sideline. In those days beaver pelts brought high prices.

Not only was Hart concerned with local illicit brewers and distillers, Chicago gangsters of varying degrees of notoriety also used a portion of his area for their playground and hideout while the "heat" was on.

One time when Hart spotted a car slinking along a country road he gave chase. The fleeing motorists tossed several objects which looked like white geese from the car. Hart did not stop to examine them but ran down and stopped the speeding car. On taking the men back to the scene of the jetti-



soned white objects, Hart discovered that they were pillow slips, containing counterfeit bills. Instead of nabbing violators for the Game and Fish Department, he made a good catch for the federal authorities.

Parvin said, "There is strong sentiment prevailing among fishermen that licenses shall be required of women and boys under 16 as they are constant offenders in taking undersize fish, and it is a difficult matter to put a stop to it. This group is accused of catching and not returning to the stream undersize, freshly planted trout. If they do not stop this practice, they are fast inviting the day when protection will be sought by charging a license fee."

A special open season on elk was declared in 1931 from November 5 to 10, inclusive. Male elk having antlers with two or more prongs could be taken in Eagle, Garfield, Gilpin, Grand, Hinsdale, Jefferson, La Plata, Larimer, Pitkin, Routt and Summit counties.

Quail could be hunted from November 14 to 18, inclusive. Limits were 10 birds per day or in possession at any one time in Mesa, Delta and that part of Montrose County lying east of the Uncompahgre Divide.

Pheasants could be hunted only in Mesa County, from November 14 to 18, inclusive. Limits were two birds a day and not more than three in possession at any one time.

Drought was depleting the numbers of waterfowl seriously. Pheasants which were becoming well established in Las Animas County were practically wiped out by paris green which farmers used against an invasion of grasshoppers.

Hungarian partridges which had been imported in considerable numbers a few

years before had practically disappeared. They seemed to be taking very well to their new home, but suddenly vanished. Unexplained appearance of Hungarian partridges in Wyoming led some people to believe they were the ones from Colorado. Farmers were learning the value of beaver as the dry spell continued.

In 1931, Parvin reported, "It is estimated there are 17,000 elk and 45,000 deer in Colorado at this time and they are increasing rapidly. The annual kill of buck deer averages 4,000. It is estimated that the lives of about 5,000 deer were saved through the killing of 175 mountain lions since the bounty law of 1929 was enacted. It is declared a special elk license will be issued in 1931 at a fee of \$7.50 and restrictions will be made strict enough to prevent a recurrence of the happenings of the 1929 open season."

As deer, elk and other forms of protected wildlife increased under the stabilized and increasingly efficient management, game damage became a problem. Ranchers and farmers demanded some form of restitution for damage inflicted by protected game animals and furbearers.

This was taken care of by the General Assembly of 1931 which passed the law stating that, "From and after the passage of this act the State of Colorado shall be liable for any and all damage done to the real or personal property of any persons, firm, association or corporation, hereinafter referred to as 'any person,' in this state, by any wild animal protected by the Game and Fish laws of the state, such damage to be determined and paid as provided by this act."

Section 2 of that law provided that, "Whenever any person has sustained dam-

ages by any wild animal protected by the Game and Fish laws of this state, he shall, within 10 days, notify the Game and Fish Commissioner of such loss and claim for damages, and file proof thereof on such forms as shall be prescribed by the said commissioner, and said commissioner or his duly authorized agent, shall, within 30 days from the filing of such proofs of loss, make due investigation of such loss and shall, if possible, agree with such person upon the amount of settlement, and, if such agreement shall be arrived at, the said commissioner shall pay such claim in the manner hereinafter provided."

A list of 16 hatcheries, their size, location and superintendents was presented in this report. Total capacity of these hatcheries was 75,000,000 eggs annually.

No report was made for 1932-34 due to a lack of funds. Employees took a 25 percent pay cut for four months, losing one month's pay as a consequence. The commissioner was to request from the governor permission to restore these funds when the income rose, but found this could be done only by legislative action.

Parvin encountered insurmountable difficulties in the way of acquiring easements from landowners. Every year the numbers of fishermen and hunters increased as more private land was being withdrawn from public use. Many sportsman-landowner plans had been considered but none, so far, seemed adaptable to Colorado.

Drought plagued the Department. Birds migrated or perished. Fish died as streams dried up and water was used for irrigation. Sportsmen and Department men worked frantically to get fish out of impoundments where they were threatened and moved them into the higher country where water was less scarce. About 15,000 game animals in the Gunnison area were fed during the winters because of heavy snows.

An estimated 27,000 elk and 50,000 to 60,000 deer were believed to be on the Colorado ranges, after a careful survey of both summer and winter ranges was made. About 225 white-tail deer were believed to exist in southern and southeastern Colorado. An average kill of about 400 head of elk per year showed the season was not too popular. Letters demanded an earlier or later season. October 12 to 18 was too early because most hunters did not know how to care for the meat. Antelope were increasing in spite of poachers.

In 1933 the Department's income hit its lowest ebb and the Game Cash Fund was

tapped for unemployment relief as 20 percent of the small game and fish license fees was set aside to create an easement fund. Fortunately, this law was repealed as soon as the crisis was over. As a result of the financial difficulties, no new projects were undertaken although the 20-year hatchery building program was completed in its 17th year.

Some compensation was gained when in 1933 President Roosevelt's Emergency Conservation Work program was formed. It provided work in conservation and development of natural resources for needy young men. The Civilian Conservation Corps succeeded the organization in 1937 and continued to make tree plantings to curb erosion and to provide wildlife habitat until 1942 when the tree planting program was turned over to the Soil Conservation Service.

The original Administrative Code was passed in 1936 which placed the Game and Fish Department directly under the Executive Department of the State of Colorado. The Department was still administered by a commissioner, assisted by the chief game warden and license inspector, a field superintendent and a superintendent of hatcheries. All details of salaries, expected revenues and expenses, had to be passed by the governor and the executive council. All revenues collected were deposited in the state treasury for exclusive use of the Department.

In 1941, John Hart became the Department's deputy director and he held this post until his retirement in 1959. His interest in the welfare of game and fish, his constant efforts on behalf of conservation, and his thorough knowledge of all branches of the Department's activities made him a "natural" for the position. Because of his penetrating studies in conservation and the goals for the Department to aim at, Hart's influence on the shaping of Department policies cannot be overestimated.

The 18-year-old rumor of the creation of a Game and Fish Commission to administer Colorado's wildlife management program had grown stronger in 1931, but the motion to establish such a commission was defeated by one vote in the State House of Representatives. By 1937, there were strong pressures by sportsman groups throughout the state to adopt a commission form of administration for the Department. However, the completion of the Model Game Administration Law earlier, in 1934, by a committee appointed by the president of the Interna-



tional Association of Game, Fish and Conservation Commissioners may have been the straw that broke the camel's back. This was made possible only after all the spade work had been done by local sportsmen's groups, which have always been encouraged by Department heads.

This committee drafted a model plan for state administration of wildlife resources. It was headed by Harry B. Hawes and consisted of 12 top men representing sportsman groups and conservation societies in the U.S. The report's main conclusion was for each state to have a commission of five members administering their game and fish resources. Colorado adopted this plan, and in 1937 Governor Ammons appointed six commissioners from various districts in the state, and as was prescribed by Colorado statutes, no more than three were of the same political party. The governor served as an ex-officio member, and all commission meetings were open to the public. The former "Game and Fish Commissioner" became the "Director" and administratively answered to the Commission, which established Department policy, rules and regulations, seasons and bag limits, refuges and the sex of game animals to be legally taken by hunting.

A movement to abolish the Game and Fish Commission was defeated by only one vote in 1939, but the Commission survived and developed into an efficient management tool. The Commission, undaunted by this near defeat, in the same year enacted a complete set of fur laws, dealing primarily with the beaver. The laws provided for inspection and management of Colorado's rich fur resource and adequate personnel for trapping and control.

Along with the new beaver laws which canceled all beaver permits and recommended a state force of trappers for damage control, the Commission closed the season on all species of grouse.

The Department in 1938 started publication of a magazine, *Colorado Conservation Comments*. This publication was printed quarterly and was given free to anyone requesting it.

Leadership was rather unstable during the 1939-41 biennium with three directors serving during this period. Director R. G. Parvin retired in 1939 after pressure was brought to bear by the newly formed Commission regarding Mr. Parvin's poor health. Dean S. A. Johnson of Colorado A & M College was appointed as a temporary director, and on April 10, 1940, Mr. C. N. Feast was appointed.

A step forward was the passage in 1939 of the Enabling Act which made the Pittman-Robertson Bill a part of Colorado's wildlife program. The Congress passed this bill which created a ten percent excise tax on all sporting arms and ammunition sold in the United States. Later this tax was raised to an 11 percent tax. These monies were collected and administered by the U.S. Fish and Wildlife Service, and apportioned to the states for research, land acquisition and development, and maintenance of lands for the purpose of making them more suitable for the production of wildlife.

In August 1941, the position of federal aid coordinator was created with A. H. Carhart filling the new post. New research projects were initiated in almost all phases of game and fish management as a result of the "P-R" Bill.

The 1940s—Years of Progress

THE 1940s were years of progress. During this period the Department's administrative and management principles were studied by other states. New positions of an assistant director, an educational manager, game and fish manager and a superintendent of fur resources were created in 1940 and became effective in 1941. In 1941 a large stone and brick building at 1530 Sherman, Denver, was remodeled and provided office space for the Department until 1963.

The emphasis of "protection" and "restriction" on hunting in the years past had created a psychological barrier in the minds of many sportsmen. When big game populations pyramided in the late '30s, the public was opposed to liberalized seasons. By 1940, many critical areas were overpopulated with elk and deer, especially on the Western Slope. Deer were even seen out on the plains in areas that had been void of buckskins since early market hunting days. Either-sex seasons, lenient bag limits and broad research programs were badly needed.

Extensive feeding programs were carried on during the '30s and early '40s in 17 critical big game areas. All programs were unsuccessful as feeding concentrated the deer, increasing disease outbreaks. Besides, the programs were expensive. During the years that feeding operations were practiced, thousands of dead deer were found on feed grounds with rumens full of hay. The Department concluded that the only advantages to winter feeding programs were to control game movements and to develop better public relations as winter feeding tended only to satisfy the public cry to save the game animals. Therefore in 1943 and 1944 all feeding operations were discontinued and were to be resorted to only in extreme emergencies.

In the biennium of 1939-41 two men were employed as deer herders. They worked through the winter months fencing haystacks and croplands, killing some problem animals, and herding others to prevent damage to ranchers and farmers.

As game management methods improved, game counts reached high importance. Colorado began using the airplane in February

of 1939 to obtain trend counts and censuses of elk, deer, antelope and beaver.

The first Colorado P-R project on mule deer had been initiated in 1938. The Sapinero deer herd was selected and intensive range analyses were made. Elk investigations were conducted along with deer research. In these early studies, however, mule deer received the bulk of attention due to the extreme deer winter range deterioration. The mule deer population reached about 248,000 in 1941 — a tremendous increase from the 1913 low of about 16,000.

Realizing the only solution would be to reduce deer herds to the range carrying capacity, the Department issued the first doe permits since 1907. Public opposition was great, but by issuing only a few permits, the harvesting of females gradually became accepted game management practice.

Then, in 1945 an either-sex license was created. The trend since has been toward increasing flexibility in types of seasons. For example, in 1947 post and extended seasons came into vogue. In 1948 preseasons were established to give desired heavy kills in overpopulated ranges or areas receiving heavy damage claims. Two-deer areas originated in 1948.

Elk seasons followed similar trends and were liberalized in the late '40s. Hunters were able to obtain cow (antlerless) validations in 1940 by submitting an application to the Game and Fish Department. Either-sex seasons were used in 1948.

In 1909 the state's antelope population was estimated at 1,200 animals. The herds increased to nearly 4,000 by 1939, but there were many suitable areas without antelope. In 1940 and 1941, the Department trapped and transplanted antelope from the Warren livestock land in northeastern Colorado to depleted areas on the eastern plains. By 1940 there were about 7,860 antelope in Colorado with about 1,000 to 2,000 moving back and forth across the Wyoming border in northwestern Colorado. A hunting season requested for the fall of 1940 by Department biologists was turned down by the Commission. The first antelope season since 1899 was finally obtained in 1945.

In 1939 the State Legislature had passed a law giving complete protection to all fur bearers not classed as predators. This new law enabled the Department to manage more completely Colorado's valuable fur resource. Before 1941 landowners could trap up to ten beaver per year with the Department receiving 50 percent of the proceeds. However, the beaver law which was passed in 1941 gave the Commission complete control of the fur resource. Under the new law, landowners requested control when needed and received half of the gross price of furs trapped on their land. A program of transplanting beaver to drainage headwaters for the purpose of stabilizing streamflow to improve fishing was instigated in 1939.

Another valuable fur animal, the marten, became very scarce by 1940 and the trapping season was closed in 1940 and 1941. It was opened in 1942 and then closed until 1945. The fur harvest of all species was down during the war years probably due to a lack of trappers.

Other species of big game present during the early '40s were a few moose in remote areas of northcentral Colorado.

In 1948 Colorado received nine Rocky Mountain goats from Montana in an exchange agreement for bighorn sheep. The agreement, originally proposed in 1941, called for an exchange of 16 sheep for 16 goats. But the exchange was completed in 1952 with Colorado receiving only six more goats. The goats received in 1948 were released on Mt. Shavano, while the ones received in 1952 were released on Cottonwood

Creek, about 15 miles north of Mt. Shavano.

Grizzlies had been losing ground in Colorado and by 1941 only five were estimated to exist in the state. In that year black bear were declared big game which made collection for bear damage possible by landowners.

Originally turkeys were found in nearly all southern Colorado and extended up the front range of the Rockies as far as Buckhorn Mountain west of Fort Collins. Early market hunters made good profits trapping turkeys. In the Trinidad area, turkeys sold for about 50 cents apiece, mostly to coal miners. Loggers in southern Colorado lived off the land and contributed greatly to the decline of turkey populations, as well as to that of other game.

In 1910, turkeys were declining in number and by 1925, existed only in three major areas in the southern portion of the state. At that time it is doubtful if there were over 1,000 birds. During this low point the Department made its first effort to raise turkeys using brood stock from an eastern state. From 1923 to 1934, efforts to preserve the species were limited to occasional feeding during severe winters. In 1934 the first eastern turkey plant was made on Grand Mesa near Kannah Creek and at Sunny Slopes on the Uncompahgre Plateau near Gateway. A few plants and transplants were made again in 1937 and 1938; however, survival was poor because most of the releases were pen-raised birds that had lost their vitality due to semidomestication.

In 1940, turkeys were still limited to the Trinidad, Pagosa Springs and Durango areas.



Colorado began extensive research and a transplanting program of wild turkeys near Pagosa Springs in 1942.

In 1944, the first season since closure of grouse hunting in 1937 was held on sage grouse. Then in 1945 a one-day season was held on all species of grouse. Grouse hunting was again closed until 1953 but has remained open since. Blue grouse, sharp-tailed grouse and ptarmigan have not figured as high in the bag as the hardy sage grouse.

Chukar partridge, small quail-like birds adapted to semiarid regions, were introduced in 1934. From 1939 to 1941, chukars had been planted in all counties, but survival was poor.

By 1939, pheasants had been estimated at a million birds. The population declined in 1949 on the Eastern Slope due to winter blizzards.

During 1939, 1940 and 1941, duck numbers increased and then remained steady through 1945. The goose population showed good gains in 1945 and some snow geese were wintering in Colorado.

Fishing pressure in the '40s increased faster than fish production. This was partly due to a lack of Department personnel to maintain adequate fish distribution during the war years. With the return of servicemen in 1945, fish production took a healthy stride forward.

The Department was reorganized in 1948 by the Game and Fish Commission into a line organization located centrally in Denver. A branch of administration was created as well as other top positions. The job of game and fish manager was split up, with Gilbert N. Hunter continuing as game manager and R. M. Andrews taking the job of fish manager.

Highlights of the 50s

DURING the 1940s and early 1950s, C. N. Feast provided the guiding hand for the Department. At the same time he served as president of the International Association of Game and Fish Commissioners. In 1952 Feast was sent to Japan by the association to assist in rebuilding Japanese wildlife resources. He retired when he returned from Japan. Thomas L. Kimball succeeded him as director of the Department. Kimball came to the Department from the Arizona Game and Fish Department where he had been the director. He proved exceptionally capable in continuing the progressive work of former directors.

In 1950 the United States Congress passed the Dingell-Johnson Bill, which was destined to be the running mate of the Pittman-Robertson Bill. This new bill levied a 10 percent tax on all fishing equipment and provided for research, land acquisition and maintenance of acquired lands, much as did the P-R Bill, but was designed specifically for fisheries use.

In 1951 Governor Dan Thornton signed Chapter 184, Colorado Session Laws, creating eight game and fish districts thus adding two commissioners to the Game and Fish

Commission, one for each new district. The law provided that no more than four commissioners be of the same political party.

In October 1951, the Department's magazine, *Colorado Conservation Comments*, was changed to a bi-monthly publication and "Comments" was dropped from the title. In 1951 a law was passed which provided that the magazine should be self-supporting on a paid subscription basis. In 1955 the title was changed to *Colorado Outdoors*.

A motion picture program was started by the Information and Education Division in 1952. The first production was entitled, "Goin' Fishing?" Since then, more than 25 motion pictures have been produced.

In 1957, the Senate Bill 185 was passed giving game violators the option of paying a penalty assessment in lieu of going to court. This was advantageous to out-of-state hunters because they could pay their penalties in the field without traveling to the nearest court.

By 1952 there were 25 individual hatchery rearing units of which 23 were exclusively for trout production. These units planted about 11,000,000 fish in 1952 — a far cry from the output of only 700,000 fry from

three hatcheries in 1891. More than half of the 11,000,000 fish were under three inches and were either packed or flown into back country lakes and beaver ponds. Every effort was made to plant 8-9-inch trout in areas receiving heavy fishing pressure. Administrators looking ahead in 1952 and 1953 saw that facilities for fish production must continually be expanded.

During the winter of 1954 and 1955 the new elaborate Rifle Creek Fish Hatchery began producing trout. This hatchery with its 36 hatching tanks and a capacity of 10 million eggs cost approximately \$1,067,000 and was built 18 miles northeast of Rifle—the largest state-operated hatchery in the world.

Department biologists were constantly investigating habitat and environmental conditions affecting fish especially since the passage of the D-J Bill. In 1952, kokanee salmon were introduced into several reservoirs. At the same time, a warm water fish management program began to gain importance.

Bighorn sheep hunting was remembered only by fortunate old-timers who were able to hunt sheep before 1887. In 1953 the Department created a bighorn hunting season and issued 169 licenses in 18 areas. The public was shocked and protested the season vigorously, calling Department biologists names and accusing them of wanting to wipe out the bighorn sheep in Colorado. Nevertheless, 58 sheep were harvested in 1953 which scattered many herds saving them from epizootics. Unfortunately, the Tarryall herd was too far gone, due to lungworm infestations, to be helped.

As wildlife management became big business, better methods were needed to keep records and to analyze kill data and census methods. By 1953 new methods of handling data, including additional business machines, were in use.

In September 1954, the four-region setup of the Department was born when the Commission approved four regional coordinator positions.

In the fiscal year of 1953-54 the administrative heads in the Department decided that every effort should be made to combine the duties of wardens, trappers and game damage control officers into a new position with higher salaries and smaller districts. The minimum qualifications were a degree in wildlife management or a closely allied subject or four years of qualifying experience. The position was designated "Wildlife Conservation Officer."

A special bear season was established in 1955 during the spring and summer months to help keep damage claims to a minimum. The U.S. Fish and Wildlife Service cooperated with the Department, and control work was done in problem areas.

The Soil Bank Act of 1956 took croplands out of production in east central Colorado and helped pheasants nesting in some localized areas. However, since the bulk of the acreage retired from production was not good pheasant habitat, the main pheasant population was not helped by the idle weed-producing lands.

Big game has predominated Colorado's history of wildlife management due to its ecological influence upon the range and the high economic value as hunted prey for



sport and food. In 1961 the highest deer kill to date in the history of the Department was recorded in Colorado.

The duck kill continued to increase until 1959. In that year, the harvest was nearly half of the 1958 bag. In 1960 the harvest was a little higher but was 29 percent lower than the six-year average. Geese increased through 1959, although the 1960 bag was down from the 1959 high of 21,972.

There had been few dull spots in the career of John Hart who retired in 1959. His retirement to Colorado's Western Slope came after 40 years of service. He can truly be referred to as "Mr. Game and Fish Department," because his term with the Department witnessed its growth from 26 men to a force of 350 people. He saw the Department

grow from confusion and instability to one of the nation's most effective game and fish conservation units.

The Legislature, under the urging of Governor Stephen L. R. McNichols, created the Department of Natural Resources in 1959, which consolidated various state agencies into four divisions — water, land, mineral and recreational resources. The Game and Fish Department was placed under the Recreation Resource Division. Dr. Edward Clark was named by McNichols as the state's first Director of Natural Resources. Under Clark's direction the new department did an exceptional job of coordinating the activities of the four divisions while administrative determinations were left to the individual divisions.

The 1960s—Years of Change

If the Division had a theme for the 1960s it would have been "Change." There was a change of directors, a change in the organizational structure, a change in name, in location of offices and warehouse, in license fees and even in the laws pertaining to game, fish and parks. Change entered every facet of the Division's activity.

Carried over from the previous decade was the growing concern over pollution of land and water. Concern was rising over the denial of access for hunters and fishermen to almost one and half million acres of public land. Land on which to hunt was shrinking.

An exploding population brought an increasing demand for outdoor recreation areas and facilities. It also brought an increase in the need for farm and ranch land. This resulted in reduced wildlife habitat — especially winter range for big game.

Many of the new residents were drawn to Colorado by the excellent hunting and fishing, by the elbow room they could enjoy in a large state with fewer than a million and a half people.

As a result of these developments, new recreation areas had to be created, more land had to be purchased. Land values rose with the rising population, so ways and

means of paying for the land, installing the facilities and maintaining them had to be devised. Game and fish funds could not be used for these purposes, so the Commission decided on a use fee for parks and recreation areas.

Hunters and fishermen complained that enjoyment of their sports was hampered when they were denied access across private land to reach large public hunting and fishing areas. A comprehensive study of this problem revealed that 1.4 million acres of prime big game hunting land were blocked by about 236 landowners and lessees. This called for a change and the report sparked action among sportsmen. A group of them from the various sportsmen's clubs organized a nine-man "Conservation Council."

One of the Council's goals was to seek access to all the blocked-off land. Other goals included taking the Game and Fish Department out of politics, as had been done in Missouri. The Council also wanted a five-man Commission and Department control over game and fish funds with the General Assembly controlling license fees, fines and penalties for game and fish violations.

These points, plus some other demands, resulted in one of the most hotly debated

amendments in many a year when it won a place on the ballot in 1960. The opposition was successful in bringing in some heavy political artillery and the battle, marked by considerable bitterness, was on. The electorate defeated this and all other amendments on the ballot. However, a 125-page *Report to the General Assembly on the Denial of Free Access to Federal Public Land*, out of which the amendment grew, was instrumental in bringing about the opening of much of the closed-off land. In several ways the Conservation Council chalked up victories.

More changes came in the Department's management in 1960 when some of the suggestions made in the "Gabrielson Report" were put into practice. Dr. Ira W. Gabrielson, an internationally known conservationist and wildlife management specialist with the Wildlife Management Institute, made an in-depth study of the Department's management practices in 1958.

When the study was made public it precipitated a variety of conflicting reactions, but Commission President John McClelland said, "*On the whole, we believe the study was worthwhile, and as a result of Dr. Gabrielson's report, hunters and fishermen will realize even greater enjoyment of their sports.*" One of the recommendations acted upon was the consolidation of fur resources and federal aid with the game management division.

Education of the state's teachers in the field of conservation continued under the Curriculum Consultant in Conservation Education, a position created in 1959. A mobilab trailer with accommodations for 12 to 14

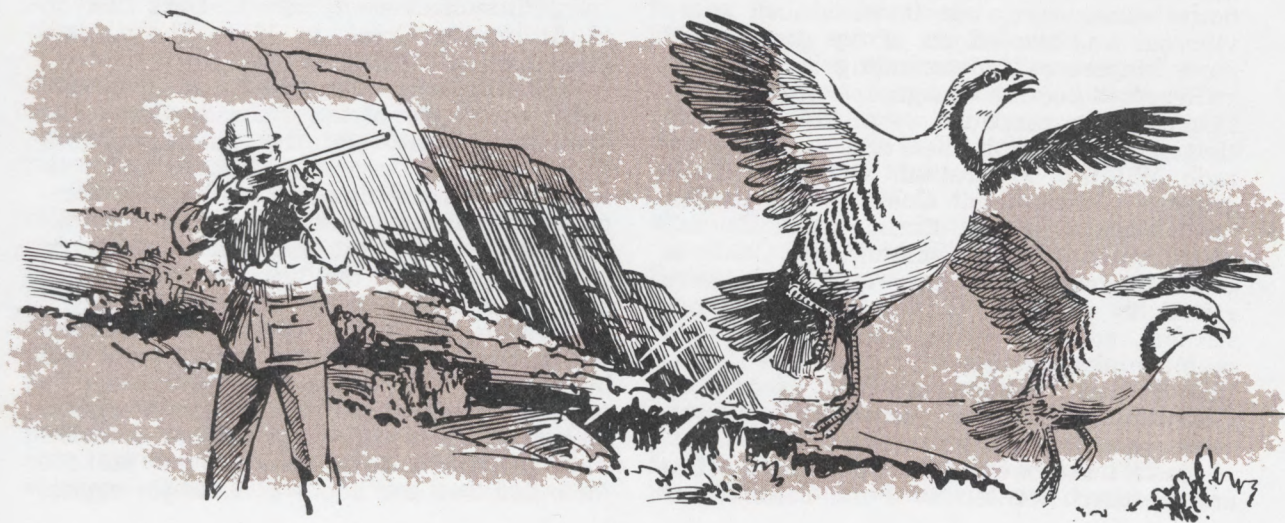
persons was placed in service. It was designed to operate on university campuses, teaching college instructors conservation, mathematics and science, and proved to be a most efficient classroom.

Thomas L. Kimball, director of the Department since May 1952, resigned in 1960, effective in September. Under Kimball's guidance the Department had made giant strides in wildlife management and conservation. Some of the innovations brought Colorado national recognition. Upon leaving the Department, he accepted the position of executive director of the National Wildlife Federation in Washington, D. C. Laurence Riordan, deputy director, was named acting director.

Another medium of communication was put into use by the Department in 1960 when a 30-minute program, "Colorado Wildlife," was televised over Denver's educational channel KRMA once a week. The Department took first place for its conservation education program at the American Association for Conservation Information convention the following year.

Colorado fishermen felt the effect of change in 1962 when a year around fishing season began and in 1967 when a six-fish limit was placed on all waters except that 10 fish were allowed in most waters of the Western Slope, Jackson County, the Laramie River drainage and the San Luis Valley during the summer. The concept of fly fishing only water was also established in the 1960s.

During the 1961 legislative session 37 bills relating to game and fish were introduced and 15 of them passed. One of them defined



the resident sportsman as one who has regularly resided at and has maintained a fixed and permanent abode within the state for not less than six months preceding the day of application for the license. Another law prohibited the use of any motor vehicle, as well as aircraft, in taking or attempting to take any protected game. The Legislature also approved naming the bighorn sheep as the official state animal.

In February 1961, Harry R. Woodward, former director of the South Dakota Department of Game, Fish and Parks and a native of South Dakota, became director of the Colorado Game and Fish Department. Laurence Riordan returned to the position of deputy director.

In assuming his duties, Director Woodward said, *"Providing hunting and fishing opportunity for future generations of Americans is a demanding challenge. Within the lifetimes of most of us . . . we have seen game and fish abundance and almost unlimited hunting and fishing opportunity gradually diminish in the face of expanding industrialization and agriculture. This challenge can be met, if we . . . are willing to make a conscientious effort. Unlike many other natural resources, game and fish cannot be measured in quantity of end product nor even as meat on the table. Game and fish can only be measured in terms of human enjoyment . . . I believe people are beginning to measure their enjoyment in these terms. . ."*

In an effort to open more public land to hunting and to gain permission for hunters to hunt on private land, a group of landowners, sportsmen and representatives of the Department formed an organization known as "Operation Respect." This was not a new move, but it was much more vigorous and the efforts of the group were more sincere. "Understanding + Courtesy = Respect" became the group's slogan. Participating organizations were: Colorado Cattlemen's Association, the Farm Bureau, Colorado Wildlife Federation, Colorado Woolgrowers Association, Colorado Cowbells, Izaak Walton League, Conservation Council of Colorado, labor unions and the Colorado State Chamber of Commerce. Funds were raised to produce and distribute bumper stickers, courtesy cards, etc., to help gain better understanding and greater cooperation between landowners and sportsmen. Operation Respect did much to change landowner-sportsman relations favorably.

In 1961 the new northeast regional office and research center at Fort Collins was

completed at a cost of \$175,000 which the Legislature had appropriated in 1959. The center operates under the Commission and director and has a chief of game research and a chief of fish research. Regional game managers and fish managers were also named for each of the three other regional offices at Colorado Springs, Montrose and Grand Junction.

During 1961 a total of 120,000 acres of land was acquired by the Department. One of these areas is Cherokee Park, northwest of Fort Collins, consisting of 3,280 acres.

Deer hunters in 1961 tallied the largest harvest to date with 147,341 deer being taken.

During the year 1962, the Engineering Section designed and awarded 95 miscellaneous small contracts for construction of access roads, boat ramps, sanitary facilities, hatchery improvements, waterfowl and fish improvements, recreation developments, boundary fences and numerous other improvements for a total expenditure of approximately \$200,000.

Additional water supply and hatchery expansion projects were completed at Poudre Ponds, Bellvue Hatchery, Mt. Shavano Hatchery, Rifle Falls, Chalk Cliffs Rearing Unit, Dolores Rearing Unit, Bel Aire Rearing Unit, Estes Park Hatchery, Las Animas Hatchery, Pitkin Hatchery, Crystal River Rearing Unit and Wray Hatchery for a cost of \$265,030.

Colorado gained greater distinction as a big game hunting state when Jesse Williams of Montrose, a Department employe, discovered a set of huge antlers in the Elk Lodge at Hotchkiss. In 1972 they still held the world's record in the Boone and Crockett record book. The animal was taken by John Plute of Crested Butte in Dark Canyon of Anthracite Creek in 1915. The antlers are recorded at 442 $\frac{3}{8}$ points.

The next big change came in July 1963 with the merger of the Colorado Game and Fish Department and the Colorado Parks and Recreation Department. Harry R. Woodward was named director of the new combined Department, and he put to rest apprehension that parks and recreation would be ignored after the merger. Woodward said, *"We intend to do the very best job possible in the field of parks and recreation within the limits of the budget provided by the Legislature for these purposes. . . It appears now that the budget for parks and recreation will total almost \$371,000. This is broken down into almost \$227,000 for operations and about \$144,000 for capital*



construction." George O'Malley, director of the Parks and Recreation Department before the merger, was named assistant director in charge of parks.

By this time the Department had moved into its newly purchased headquarters at 6060 Broadway, Denver, putting the entire Denver operation under one roof. Previously, the Department headquarters operations had been housed in four different Denver locations. The main office had been at 1530 Sherman Street; the Information and Education, Engineering, Land Acquisition and Personnel sections had offices at 1765 Sherman; the Fish Division rented space in the 1200 block of Bannock Street; and the warehouse was located at the Denver Fish Hatchery, near Henderson. The new property consisted of 136,145 square feet under roof on 14.5 acres of land. Asphalt paving covers more than 154,000 square feet and the entire property is enclosed by a chain link fence.

Along with the merger and the enlarged operation, the Commission was expanded to ten members. Two new members were appointed at large to represent parks and recreation interests.

Park use fees were studied at a Commission meeting in December 1963, and a consensus was reached that use fees should be required. An annual fee of \$5.00 was proposed, along with a ten-day sticker for \$3.00. These fees would apply to both residents and nonresidents using Colorado's parks and recreation areas.

They would be used to develop the state parks and recreation system. At that time it cost the state an average of 40¢ each time someone used a park. This included 22¢

for operation and maintenance and 18¢ for capital construction. The average Coloradan spent less time than anyone else in the nation in the use of state park and recreation facilities.

Colorado's first spring turkey hunting season opened May 2, 1964, and extended through May 12. One bearded turkey per hunter was the bag and possession limit, the fee was \$5.00, and hunting was open only to residents.

May 31 brought Colorado's first Outdoor Recreation Day. This was created to take the place of the traditional opening day of the fishing season, since the fishing season had been extended throughout the year. Use fees in the parks were suspended for this day and Department personnel were available at most Department installations to show the public what the Department was doing to provide better hunting and fishing for the hundreds of thousands who enjoy these sports in Colorado.

May 31 also marked the opening of the new southwest headquarters building in Montrose. The cost of the new building was \$70,000 and it is located on U.S. Highway 550 south of Montrose.

A special report in the form of a magazine article and a small booklet raised the question, "Specified Elk Permits—Are We Ready for Them?" and foretold the time when specified permits for elk hunting would be necessary.

Four of the six licensed hunters in Colorado's first Rocky Mountain goat hunt bagged their animals in 1964. Three of the hunters took their game the first day. Before several of the animals had been planted in various high altitude areas, their range

had never extended into the state. More of the goats, obtained in a trade with South Dakota, were planted in the Lake City area that same year.

After years of opposition to the bounty system and specifically the bounty on mountain lions, the animal was removed from the predator list. It was made a big game animal and a season was set for hunting the big cats.

At its April meeting the Commission set use fees for 25 areas starting June 1, 1965. Fees would be \$5.00 per year and \$2.00 for a five-day permit.

Colorado's first comprehensive outdoor recreation plan was completed and approved, qualifying the state for federal Land and Water Conservation Fund monies. It included 14 state outdoor recreation projects and 27 similar projects submitted by political subdivisions. They were approved for partial federal financing by the Commission at its May meeting. On a 50-50 matching basis, the Bureau of Outdoor Recreation allocated \$2 million for outdoor recreation development in Colorado. Thirty-one areas were listed in the Colorado State Park System.

An increase in all license fees was considered editorially in *Colorado Outdoors* in 1966, forecasting a move to come a year later. Free fishing licenses for senior citizens were also considered but the proposal was opposed and dropped.

Twenty tinamou birds from Argentina were placed in the Department's experimental farm in Fort Collins in the hope they would multiply and eventually find new homes on the eastern plains. These

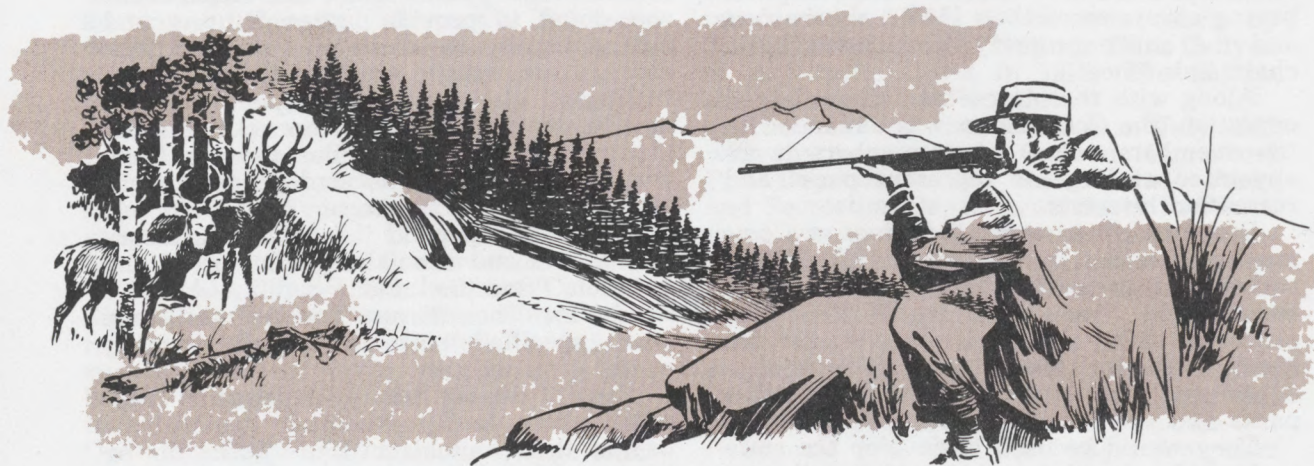
areas are similar to those they inhabit in South America.

Reports on the 1965 deer harvest showed Colorado in the number one spot as a mule deer state. Its harvest of 103,032 deer was well above second place Utah where 88,043 mule deer were taken. Colorado's elk harvest was 13,959 animals which put the state in second place in the nation for elk taken. Idaho nosed out Colorado by a margin of 469 elk.

Colorado's first outdoor recreation plan (approved in 1965) was published in 1967 in digest form. The plan was a resume of all existing outdoor recreation areas and developments operated by all levels of government, plus needs for additional land and facilities to meet future needs. Guidelines, priorities and responsibilities for coordinated action programs to meet the needs were also a part of the plan, which was required for the state to qualify for federal funds.

As the clamor for more recreation areas and facilities mounted, Governor John A. Love called on the Commission to broaden the state's program of outdoor recreation, especially in the game and fish field.

In his directive to the Commission, Governor Love said, "*Colorado is abundantly blessed with unmatched natural resources. This blessing carries with it, however, the responsibility to conduct future recreational programs in a manner that will offer the greatest benefit to the greatest number of people and that will guarantee to future generations the enjoyment of these resources.*"



To implement such a program, the Commission estimated, would cost an additional four to five million dollars a year. This strengthened the argument that Colorado's license fees were unrealistically low. Very little could be done to provide additional recreational facilities and broader wildlife management unless license fees were raised or other sources of revenue could be found.

On the heels of the governor's directive came the recommendations of John B. Joynt and Associates, management consultants of New York and Washington, D.C., for improvement in the organization and management of the Department. The study had begun in October 1966, at the request of the 45th General Assembly.

The Joynt recommendations contemplated five divisions of the Department, each under a director:

1. Technical Research and Development;
2. Planning and Evaluation;
3. Regional Management;
4. Public Information Services;
5. Financial and Administrative Services.

The title, "Director of the Department," would be changed to "Executive Director" and a new position, "Executive Assistant," would be created to ease the administrative burden on the executive director.

Major emphasis in the organizational and management recommendations was placed on materially strengthening all three of the Department's major program areas — game, fish and parks. This was to be accomplished by: 1) strengthening the existing organization under the five divisions mentioned above; and 2) unifying the game, fish and parks programs into a well integrated departmental structure.

These recommendations served as guidelines for the reorganization of the Department accomplished late in 1967. Emphasis on planning in all areas and at all levels characterized that reorganization. Four distinct service areas replaced the three former main branches (Management, Research and Parks):

Administrative Services included business, personnel, water resources and public relations and provided, essentially, those supportive services needed by the other three service areas.

Field Services encompassed the operations of the four-region setup (with a regional manager heading each), law enforcement and coordination of projects. These services were seen to most directly affect the public engaged in hunting, fishing and other forms of outdoor recreation.

Parks and Recreation Planning Services coordinated Land and Water Fund administration, outdoor recreation planning, engineering, land acquisition, parks program administration and outdoor recreation counseling. This responsibility extended to state involvement in local planning and implementation as well as purely state programs.

Game and Fish Planning Services looked after state management of game and fish, research incident to that and federal aid coordination.

Cherokee Park was the scene in 1967 of the state's first buffalo hunt since the near extinction of the animal in the 1880s. Three permits costing \$200 each were issued on a drawing basis for the season, which extended from September 2 through 12.

Effective July 1, 1967, hunting and fishing license fees were raised for the first time in 20 years for game licenses and 12 years for fishing licenses. The sportsman's license for both residents and nonresidents was introduced at the same time. It allowed residents to hunt deer, elk, bear, mountain lion, small game, and also enjoy fishing for \$30. The nonresident fee was set at \$135.

Chukar partridges, introduced to the state in 1939, had increased to the point that 3,321 hunters bagged 9,332 birds in 1967 compared to the 400 birds which 182 hunters harvested during the first chukar season in 1958.

Much of the world-famous Gunnison River was lost in 1968 as the Blue Mesa Reservoir filled to create Colorado's largest body of water — another change for the 1960s.

Gilbert N. Hunter, game manager with the Department for most of the 28 years he served it, retired in 1968. During his tenure, he devised many innovations in the science of elk management which are now used in most states where elk hunting is permitted.

Colorado Outdoors carried an editorial predicting that Colorado was faced with more tightly controlled seasons and even more involved licensing procedures. Decreasing winter ranges for game and increasing hunting pressure were cited as causes.

Blaze orange became a permanent part of the Colorado hunting scene in 1968 when the Legislature passed a law requiring its use. All hunters using rifles or shotguns firing a single slug would have to wear at least 300 square inches of blaze orange material (cap and outer garment) while hunting. Another law specified that all per-



sons born on or after January 1, 1949, must have successfully passed an approved hunter safety course in order to hunt in Colorado after January 1, 1970.

Another change in the '60s was the name of the Game, Fish and Parks Department. A 1968 reorganization law gave Natural Resources the status of a full department and Game, Fish and Parks became a division of that department. This was the fifth name change since 1876. First it was the Fish Department. Then it became the Fish and Game Department in the early 1880s. From 1897 through 1898 it was known as the Forest, Game and Fish Department. In 1899 it became the Game and Fish Department and remained as such until 1963 when it became the Game, Fish and Parks Department. And the reorganization in 1968 made it the Game, Fish and Parks Division.

T. W. "Tom" Ten Eyck became executive director of the Department of Natural Resources when Director Richard T. Eckles resigned in December 1968. Eckles had been director of the Natural Resources Department for five and a half years.

Other concerns of 1968 included opposition to the routing of Interstate Highway 70 over Red Buffalo Pass. The Division, conservationists, sportsmen's groups and others opposed the routing of the highway through the Gore Range-Eagles Nest Primitive Area and a deer migration route. Secretary of Agriculture Orville Freeman decided it would be against the public interest to permit this routing of the highway and vetoed it.

Firearms control and registration discussions received a great deal of space during the latter part of the decade. The Colorado

Game, Fish and Parks Commission unanimously opposed any system of firearms registration and licensing. The Commission felt that Colorado's conservation and outdoor recreation programs are closely tied to the use and ownership of guns and that the needs and wishes of those who use guns legitimately and properly should not be lost in a single-minded effort to control the relatively few who misuse guns.

Following the 1968 administrative reorganization, the Game, Fish and Parks Commission adopted a set of 11 goals to guide the Division. Emphasis was on achieving as many of them as possible during 1969, but the nature of the resources involved made it clear that all of them could not be reached in just one year. The Commission pledged continuing effort during ensuing years until all the objectives were met.

Approved by the Commission late in 1968 were the following goals:

1. Implementing the concepts of reorganization contained in the Administrative Reorganization Act of 1968, with the expressed objective of maintaining harmonious relations with the executive director of the Department of Natural Resources and of supporting his efforts in developing a strong, new Department of Natural Resources.

2. Seeking the strong support of the governor and Legislature in providing an adequate budget to provide an aggressive program for outdoor recreation.

3. Obtaining through constitutional amendments or otherwise the recognition of recreation as a beneficial use of water.

4. Seeking the support of the governor to obtain favorable legislative action on the following:

Land acquisition (especially for parks in urban areas).

Recodification of Chapter 62 (Game, Fish and Parks statutes) to eliminate outdated statutes, simplify wording and combine related statutes.

Definition of the role of state government in outdoor recreation.

Sale of internal improvement and saline lands.

Authorization to issue revenue bonds for outdoor recreation.

Dedication of tax paid on marine fuels to outdoor recreation.

Water for John Martin Reservoir.

General fund appropriation for implementing the Federal Water Projects Act.

The Commission also sought legislation to improve the existing landowner liability law, designate Golden Gate State Recreation Area a state park, prepare a constitutional amendment giving the Division the ability to grant landowner preference for hunting licenses, and authorize the Division to dispose of surplus property.

5. Obtaining more aggressive cooperation between the Department of Highways and other construction agencies and the Game, Fish and Parks Division for the purpose of minimizing the damage to wildlife and other outdoor recreation resources caused by highway construction.

6. Encouraging the Division staff to develop to a much greater degree public support for all the programs of the Division.

7. Implementing the Colorado Outdoor Recreation Comprehensive Plan.

8. Supporting the programs and objectives of the Colorado Outdoor Development Association and the Colorado Mountains and Plains Organization.

9. Supporting the governor and others in their efforts to host the 1976 Winter Olympic Games in Colorado.

10. Supporting the efforts of the Colorado Water Pollution Control Commission in developing the very highest water quality for Colorado.

11. Continuing to pursue an aggressive program of providing the very best in outdoor recreation for all Colorado citizens and for visitors to Colorado.

With those goals the tenor of the 1970s was set. During the '60s the Division had been shaken and had shaken itself. Change had indeed been the byword. Now the time had come to settle in, to work with renewed vigor, to meet the goals and set new ones. The '70s promised to be like the '40s, years of progress.

But controversy often accompanies progress, and 1971 provided plenty of that. Since the peak deer harvest of 147,848 in 1963, progressively restrictive seasons had been established to bring herd numbers up to the carrying capacity of Colorado's range. The slow-down in liberal hunting opportunity included fewer two-deer areas, elimination of most postseasons, "bucks-only" hunting and fewer licenses for designated areas.

But by the early '70s, increasing hunter pressure, decreasing game habitat and stabilized to decreasing deer and elk herds had continued on a collision course. There just weren't enough deer and elk to provide the expanding population with the hunting success experienced a few years earlier, and public feeling was growing that the big game herds were being overexploited.

Early in 1971 the Game, Fish and Parks Commission acted to alleviate the situation by setting separate seasons for deer and elk. A ten-day elk season came first in October, along with 25 percent fewer cow elk licenses and protection of spike elk. After a four-day moratorium on all big game hunting, the 13-day deer season (antlered only) opened in November. The moratorium was designed to allow the deer herds to settle back into their normal habits following the elk hunt. Also, the Commission allowed only one elk and one deer per hunter, regardless of the weapon used, and notified hunters that elk and deer license sales in 1972 might be substantially reduced.

This strong departure from the relatively liberal hunting opportunities of the past was dictated by the need to decrease hunting pressure and allow big game numbers to rise substantially. Combined with this was the desire for greater effort in determining just how many big game animals the Colorado range would support. And the new regulations reflected the feeling of many that separating the deer and elk seasons was a better way to reduce hunting pressure than restricting nonresidents, as had been done in other states. Some 65 percent of Colorado hunting occurs on federal lands which belong to all the people.

Public reaction to the new regulations varied from open opposition to strong support, as evidenced in letters to the Division. Many nonresidents felt that their hunting was in fact restricted since they were forced to choose between seasons if they could not afford to spend extra time in Colorado. Some nonresidents, however, and most residents praised the action as a realistic solution to the pressing problem.

At its November meeting following the 1971 seasons, the Commission approved a staff recommendation that the split season policy be continued in 1972 with the deer season to precede the elk season.

Additional responsibility fell to the Divi-

sion in 1971 when the State Legislature passed a bill requiring registration of all snowmobiles used within Colorado. Another law required registration of other recreational vehicles as well. Both laws became effective January 1, 1972.

A Look Ahead

SINCE the Division's 1910 income of \$50,000, a phenomenal economic growth has occurred. In 1933 gross income amounted to some \$185,602; in 1943, \$617,963, with a jump in 1953 to \$3,436,226; and \$4,526,190 in 1960. During the decade of change, annual income more than doubled, reaching \$9,885,000 in 1970. Nonresident sportsmen contributed the bulk of that revenue. In 1970 they purchased only 28 percent of the licenses sold but accounted for \$5,238,000, or 53 percent, of the total revenues. That means it is the nonresident who is footing the largest part of the bill at the Game, Fish and Parks Division, one of the few self-supporting state agencies in Colorado.

Use of Colorado's state parks and recreation areas also jumped during the last decade. Following the merger of the Parks and Recreation Department with the Game and Fish Department, visitor days at the state's outdoor recreation facilities more than doubled. Twenty reporting areas recorded some 3,463,342 visitor days in 1970.

The certain prospect of continued increases forced by this country's staggering population expansion provides a tremendous challenge for the Division to maintain the quality of the state's outdoor recreation opportunities. With that challenge in view, the Game, Fish and Parks Commission took account of the Division's accomplishments and adopted a new list of goals for 1972:

1. Continue to pursue an aggressive program of providing better outdoor recreation for all Colorado citizens and visitors to our state with special emphasis on expanding and improving hunting and fishing opportunities, and the State Park System.

2. Actively endorse the U.S. Department of Interior regulations of September 10, 1970, concerning state jurisdiction over fish

and resident wildlife. The Commission will also urge that Congress support this regulation with statutory enactment.

3. With the support of the governor and executive director of natural resources continue as stewards of Colorado's fish, wildlife and outdoor recreation; support and encourage private landowners to produce fish, wildlife and general outdoor recreational opportunities on their lands; continue to cooperate with state and federal agencies in protecting lakes and streams from pollution; and assure proper management of Colorado's renewable and nonrenewable resources.

4. Review progress on the long-range resource management plan with the Division.

5. Continue working with federal, state, municipalities, citizens organizations, individuals and other institutions in land classifications so that proper program and planning will meet public demands in reference to management, preservation and protection of Colorado's natural resources.

6. Strongly urge that the governor and Legislature provide adequate funding for all Division programs; maintaining the integrity of the game cash fund for game and fish projects only; and insuring general fund appropriations for both park projects and for implementation of the Federal Water Project-Recreation Act. (P.L. 89-72)

7. Endorse the positions of the International Association of Game, Fish and Conservation Commissioners regarding recommendations of the Public Land Law Review Commission and actively engage in legislative processes supporting these positions.

8. Support the continued updating and implementation of the Colorado Comprehensive Outdoor Recreation Plan.

9. To work in close cooperation and to exchange information with the U.S. Forest Service and the Bureau of Land Management in planning for Colorado's big game population, and the orderly harvest of these resources, and to assist in meeting public needs for outdoor recreation with both agencies.

10. Shall base all game cash expenditures for animal control upon natural predator-prey relationships and shall authorize the funding of control programs only to maintain the proper balance among wild species.

11. Review recommendations and plans for a state recreational trails system with the Colorado Recreational Trails Committee and encourage and consider recommendations from other citizen groups and individuals.

The Game, Fish and Parks Commission-

ers will continue to meet the issues in managing the state's wildlife and other outdoor resources with the same competence developed and used in the past. With public education and cooperation, new horizons will appear and new goals will be determined. Outdoor recreation is a vital necessity in today's concrete and plastic world, and Colorado has the resources and responsibility to provide it.

As we look ahead, the question to ask is, "Where do we go from here, how do we insure quality hunting, fishing and outdoor recreation opportunities?" Land and wildlife are held in trust for all the people by the Colorado Game, Fish and Parks Division, an agency dedicated to the wise use of natural resources. With a guiding hand, Colorado will retain its lofty position that Teddy Roosevelt forecast so many years ago when he acclaimed Colorado as the "Recreational Playground of America."



Historical Highlights

1861

First Territorial Assembly met and passed law prohibiting the taking of fish by seine, net, basket or trap.

1870

Territorial Assembly passed three laws: one prohibiting the taking of fish by poisonous, deleterious, stupefying drugs, explosives; another specifying that fishways be provided around dams, weirs and other obstructions; the last making it illegal to hunt quail until October 1.

1872

Territorial Governor Edward N. McCook warned settlers that game and fish were in danger of being exterminated, mainly by market hunters; favored strong laws protecting wildlife.

A law passed gave some protection to a variety of birds, plus buffalo, deer, elk and bighorn sheep. Constables and sheriffs expected to enforce laws.

1876

Colorado attained statehood. Bounty laws placed on coyotes and wolves.

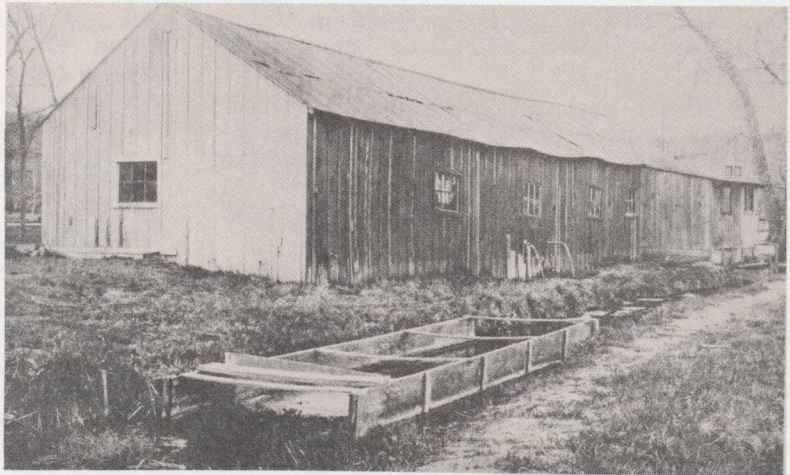
1877

Wilson E. Sisty named first commissioner. Salary set at \$100 per year.

Bighorn sheep protected as they were near extinction.



Wilson E. Sisty, Colorado's first fish commissioner served three terms beginning in 1877.



The state's first fish hatchery was built in 1881. Located north of Denver near Henderson, it was rebuilt in 1922 and used until 1963.

1880

Buffalo declared extinct in North Park.

1881

State's first fish hatchery built north of Denver.

1882

Sisty planted 240,000 newly hatched trout from fish hatchery, sold 40,000 to private individuals. Sisty introduced mirror carp to state.

1885

John Pierce named commissioner.

Dynamiting trout prevalent in state.

Season on antlered deer and elk set—October 1 through November 15.

Bounties removed on wolves, coyotes, lions, hawks.

1886

Sportsmen formed game and fish protective associations throughout state.

1887

G. F. Whitehead named commissioner.

Bighorn sheep protected. County commissioners empowered to appoint special wardens.

Season on antlered deer and elk, September 1—December 1.

1889

Gordon Land named fish commissioner. Salary and expenses for commissioner totaled \$7,700.

Governor created four game districts.

Waterfowl given greater protection.

1893

W. R. Callicotte named "State Fish Commissioner and Game Warden."

Panic of 1893 created problem with poachers.

Indians raided Colorado mule deer herds.

1895

Gordon Land named State Fish Commissioner and Game Warden.

1897

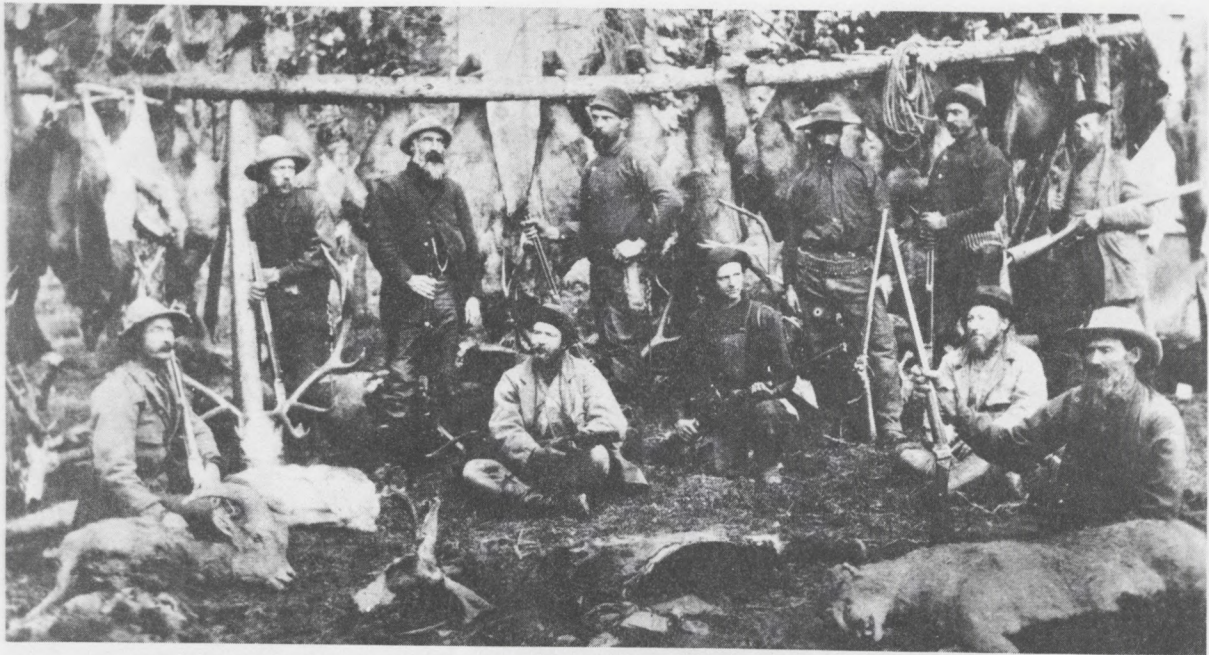
Legislature changed title of "State Fish Commissioner and Game Warden" to "Forest, Game and Fish Commissioner," and created the "Department of Forestry, Game and Fish."

J. S. Swan named Forest, Game and Fish Commissioner.

1898

State antelope population estimated at 25,000.

Troubles with the Indians continued.



Not a group of market hunters but an organized hunting party led by Cooke Rhea of Pearl, Colorado, in 1885. Rhea, a pioneer businessman, rancher and conservationist, is shown in the lower left beside the bighorn sheep. The photo was taken by 23-year-old Rudolph Eickemeyer destined to become a world-famous photographer whose equipment, awards and photographs are now in the Smithsonian Institution. Other members of the hunt are, from left to right, standing, Bob Coe, Andrew Boyd, Luke Wheeler, Charlie Miller, Billie Brown and Johnny Lord. Seated to Rhea's left are Hank Brown, Edward Gould, Oscar Sodergren and Tobe Miller. Cooke Rhea vigorously opposed indiscriminate hunting and named one North Park area "Hog Park" because some camp operators in that region permitted the ruthless slaughter of game for sport and trophies only. The name remains on Colorado maps, as do other locations named by Rhea, such as "Whiskey Park" and "Damfino Creek."

1899

T. H. Johnson appointed first "Game and Fish Commissioner."

Legislature removed "Forestry" responsibilities from Department and changed title from "Department of Forestry, Game and Fish" to "Department of Game and Fish."

1901

Charles W. Harris named Game and Fish Commissioner.

Harris wounded while attempting to stop Indians from poaching deer.

1903

John M. Woodard named Game and Fish Commissioner.

Elk season closed.

Hunting licenses created.

1904

Congress established national forests. Rangers assisted in enforcing game and fish laws.

1907

David E. Farr named Game and Fish Commissioner.

29,377 hunting licenses sold.

1908

Fish hatchery constructed near Del Norte.



Game and Fish Commissioner John M. Woodard poses with an illegally taken elk, which was killed only for its teeth.



Ute Indian police from the White River Agency, 1900.



A couple of pioneer fishermen try their luck. Note the hand nets.



A load of confiscated deer hides, Rio Blanco County, 1902.



A trio of lion hunters with their kill, circa 1902.

1909

Thomas J. Holland named Game and Fish Commissioner. Deer kill estimated at 500 by Holland.

1911

James A. Shinn named Game and Fish Commissioner.

Bighorn sheep increased.

Cash receipts amounted to \$53,729.65.

1913

Walter B. Fraser named Game and Fish Commissioner.

1914

Fish hatcheries built at Antonito, Aspen and Georgetown, making a total of 19.

Indians from Utah continued raiding deer herds.

1918

Civil Service became part of State Constitution. Fraser first certified commissioner.

Antlered only deer season opened.

1919

Roland J. Parvin replaced deceased Fraser as Game and Fish Commissioner.

1920

Game Cash Fund created, Department became self-supporting.

License fees increased by Legislature.

Four game refuges created.



One of Colorado's distinguished nonresident hunters, Teddy Roosevelt, with his hunting party near Meeker, 1905.

RESIDENT GENERAL HUNTING AND FISHING LICENSE

County, Colo. _____

No 24831 STATE OF COLORADO \$1.00
 DEPARTMENT OF GAME AND FISH

Denver, Colo., 3720, 1914.

This certifies that Ben Anderson
 whose signature appears hereon, and who represents himself to
 be a resident of Leadville
 in the State of Colorado, is entitled to hunt and fish in the State
 of Colorado, in conformity with law, during the season of 1914.
 This License is not transferable, does not authorize transporta-
 tion or sale, and is void unless signed by, and in the actual
 possession of, the licensee. Opportunity to inspect and copy
 must be afforded to any officer authorized to demand the same.

This License is not good after December 31st, 1914, and
 must be in your possession when Hunting or Fishing.

DESCRIPTION OF LICENSEE:

Age 44 years, height 5-5 feet, weight 160 lbs.
 color of eyes Blue color of hair Light
 sex male, other distinctive marks _____

Issued by _____
 (SEAL) County Clerk of _____

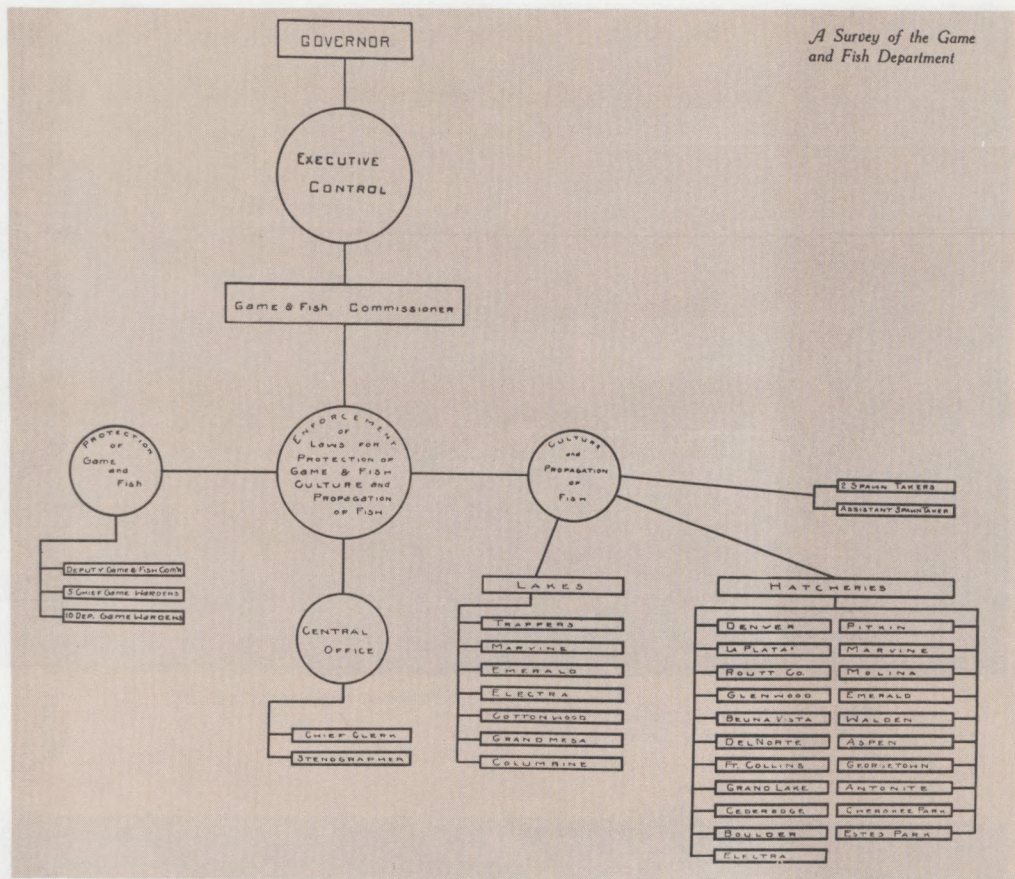
Signature of Licensee: Ben Anderson
 Signature of Commissioner: J. A. Shinn COMMISSIONER.

(SEE OTHER SIDE)

A 1914 resident hunting and fishing license.



A "Typical Colorado Game Warden," as shown in the 1915-16 biennial report.



Organizational chart of the Game and Fish Department from the biennial report of 1915-1916.



Taking spawn was an important part of fish rearing.

1921

Elk, deer and bighorn in certain areas fed through the winter.

1922

Department income reached \$73,914.01.

Hungarian partridges, scaled and California quail planted.

1923

License fees raised.

Eight more game refuges established.

160 acres purchased in Larimer County for reservoir. Land purchased in Durango area.

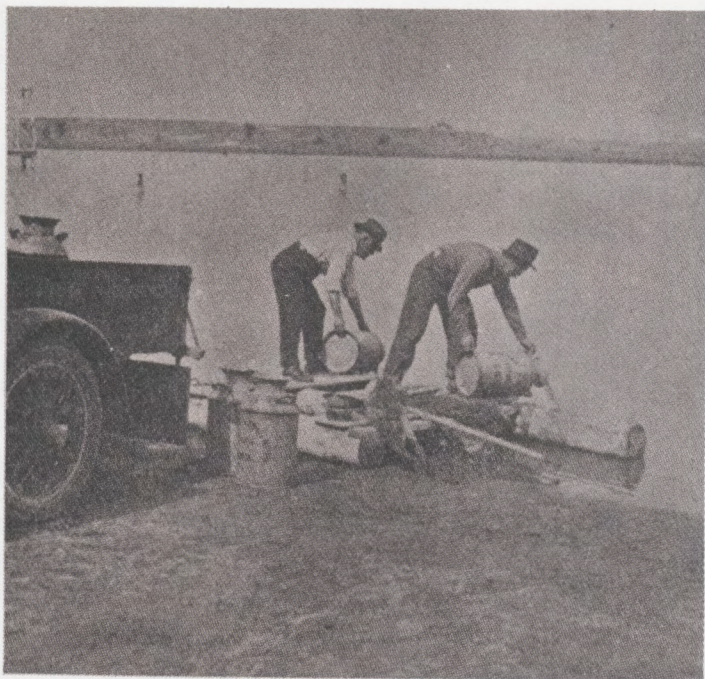
1925

State's wild turkey population estimated at less than 1,000 birds.

1929

Season for antlered deer or elk opened. First elk season since 1902.

Two-bird bag limit and three-bird possession limit for pheasants established for Weld and Logan counties.



Black bass and yellow perch were distributed in many Eastern Slope waters.

1930

Pheasant season closed until 1933.

1931

Legislative move to establish a Game and Fish Commission defeated by one vote.

State game damage law passed.

1933

Department revenue estimated at a low point due to depression. Department's Game Cash Fund tapped for unemployment relief.

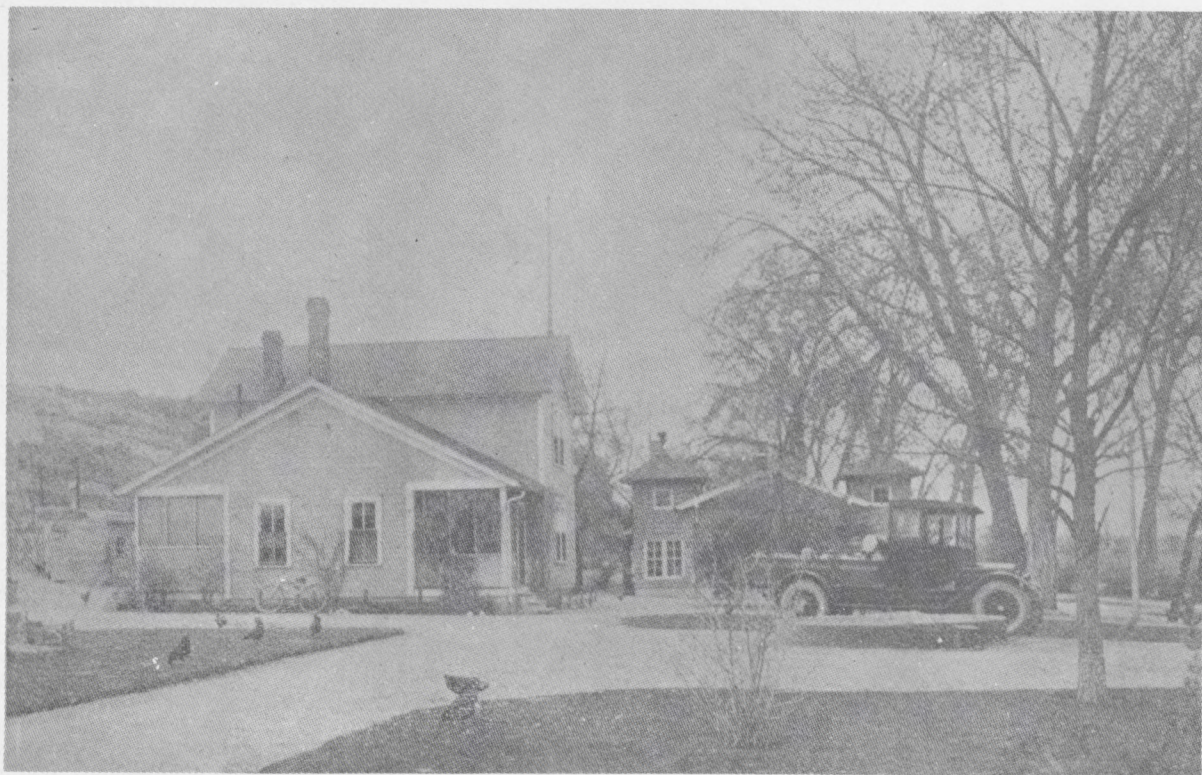
Gross income estimated at \$185,600.

1934

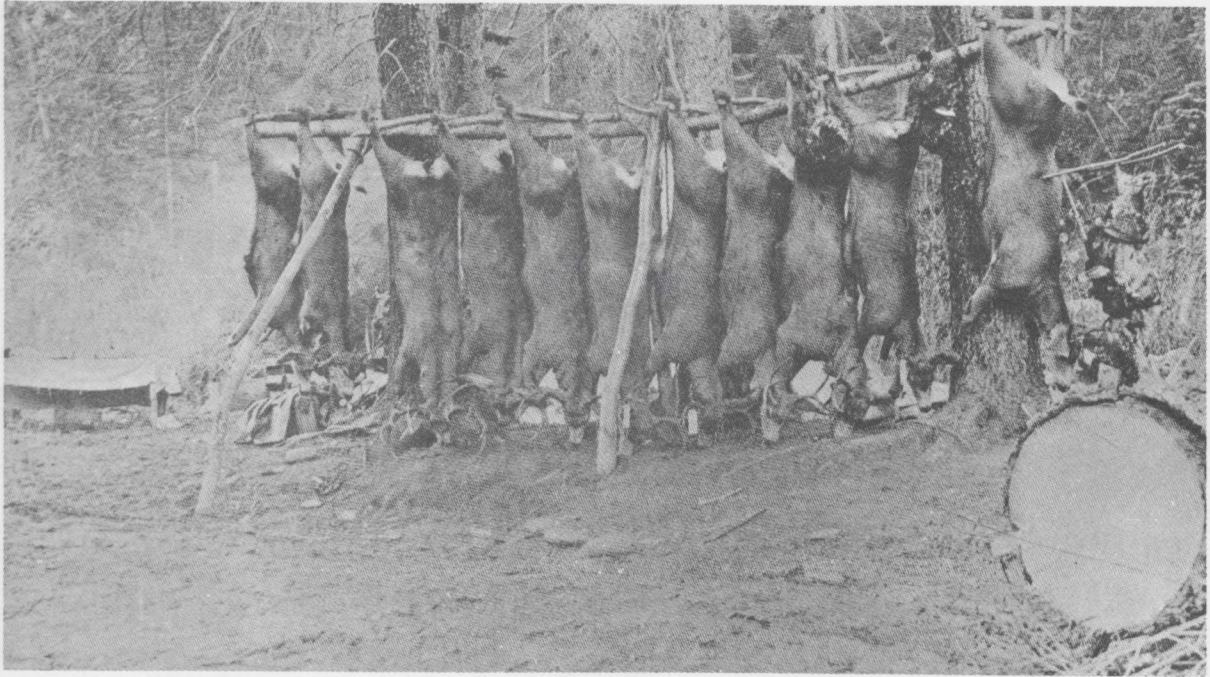
25 percent of personnel laid off due to depression.

First turkey plants made on West Slope in Kannah Creek and Uncompahgre areas.

Chukar partridge introduced into Colorado.



The Denver fish hatchery was rebuilt in 1922 by Department labor. Note truck.



Deer populations pyramided in the 1930s.



Feeding deer in the Glenwood Springs district. 1931.

1936

20-year hatchery development program completed in 17 years.

Administrative Code adopted.

Game and Fish Department placed under executive branch of the state government. Salaries, revenue and expenses to be passed on by governor and executive council. All revenue to be kept in state treasury for exclusive use of the Game and Fish Department.

1937

Game and Fish Commission plan, drafted by committee appointed by International Association of Game, Fish and Conservation Commissioners in 1937, adopted by Legislature. Six commissioners, representing six state districts, three Democrats and three Republicans, appointed by Governor Ammons.

"Game and Fish Commissioner" became "Game and Fish Department Director." Parvin continued in job.

Predatory bird trapper employed to take magpies and crows.



R. G. Parvin, commissioner, 1919-37: Department director, 1937-39.

1938

Department magazine *Colorado Conservation Comments*, began quarterly publication.

Game check stations established.

1939

Beaver transplanting program started.

Legislature adopted law protecting fur bearers including beaver.

Pheasant population in Colorado estimated at one million.

Start of program to plant chukar partridge in all areas of state.

Use of airplanes for annual big game census started.

Two deer herders employed by Department to fence, shoot and rally and herd deer from ranch and farm lands.

Movement in Legislature to abolish the Game and Fish Commission defeated by one vote.

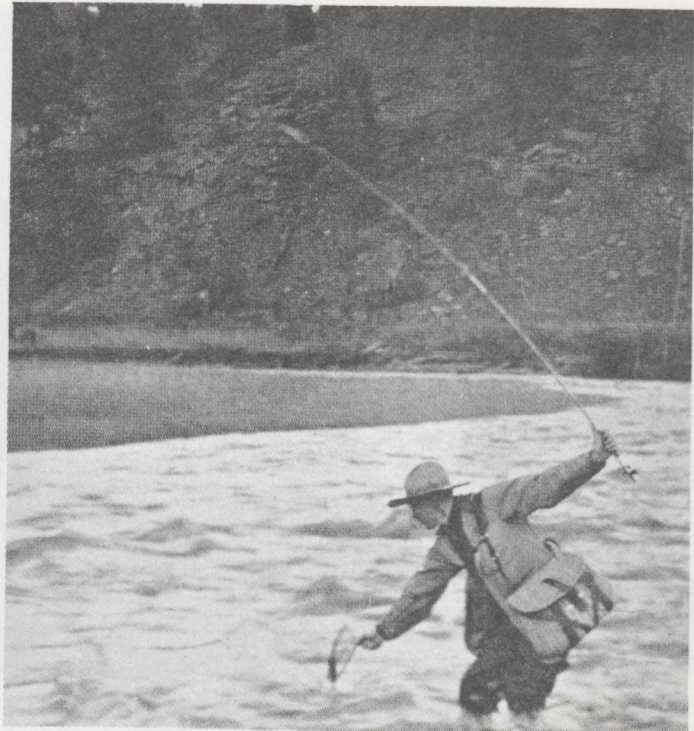
Game and Fish Commission adopted set of fur regulations.

Grouse season closed.

Legislature passed Enabling Act to make Pittman-Robertson Bill part of Colorado Wildlife Research program.

Antelope population estimated at 4,000.

R. G. Parvin retired as director. S. A. Johnson appointed temporary director.



A fisherman gets ready to land a catch. Note large creel.

1940

C. N. Feast appointed permanent director in April.

Department owns under 2,000 acres of land.

Wild turkey still found only in Trinidad, Pagosa Springs and Durango areas.

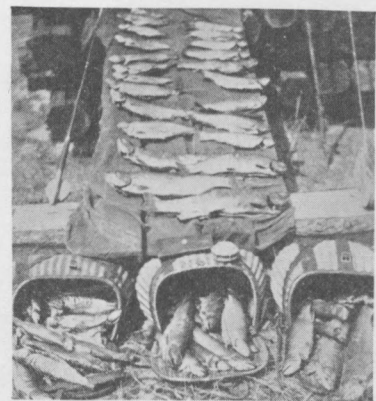
First mourning dove season held. Total harvest 36,373 doves.

Marten trapping season closed in 1940 and 1941.

Deer and elk overpopulated the Western Slope and deer seen out on plains.

Antlerless elk permits on lottery basis first issued.

Antelope trapped and transplanted from the northeast to areas depleted on the eastern plains. Antelope population estimated at 7,860 including about 2,000 moving back and forth between Wyoming and Colorado.



Fishing was good in Colorado's back-country lakes in the late 30s.

FISH COMMISSIONERS AND DIRECTORS

Year	Name	Title
1877-1884	Wilson E. Sisty	Fish Commissioner
1885-1886	John Pierce	Fish Commissioner
1887-1888	G. F. Whitehead	Fish Commissioner
1889-1892	Gordon Land	Fish Commissioner
1893-1894	W. R. Callicotte	State Fish Commissioner and Game Warden
1895-1896	Gordon Land	State Fish Commissioner and Game Warden
1897-1898	J. S. Swan	Forest, Game and Fish Commissioner
1899-1900	T. H. Johnson	Game and Fish Commissioner
1901-1902	Charles W. Harris	Game and Fish Commissioner
1903-1906	John M. Woodard	Game and Fish Commissioner
1907-1908	David E. Farr	Game and Fish Commissioner
1909-1910	Thomas J. Holland	Game and Fish Commissioner
1911-1912	James A. Shinn	Game and Fish Commissioner
1913-1918	Walter B. Fraser	Game and Fish Commissioner
1919-1936	Roland G. Parvin	Game and Fish Commissioner
1937-1939	Roland G. Parvin	Game and Fish Department Director
1939-1940	S. A. Johnson	Game and Fish Department Director
1940-1951	C. N. Feast	Game and Fish Department Director
1952-1960	Thomas L. Kimball	Game and Fish Department Director
1961-1963	Harry R. Woodward	Game and Fish Department Director
1963-1968	Harry R. Woodward	Game, Fish and Parks Department Director
1968-	Harry R. Woodward	Game, Fish and Parks Division Director

1941

Positions of assistant director, educational manager, game and fish manager and superintendent of fur resources filled. Headquarters for Department established at 1530 Sherman after extensive remodeling.

Deer and elk licenses separated.

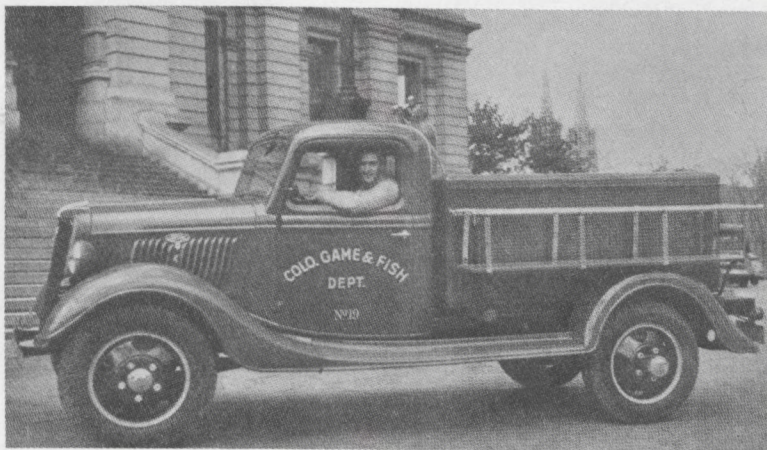
Mule deer population in state estimated at 248,000.

First antlerless deer permits issued since 1907.

Estimate only 5 grizzly bears left in state.

Beaver laws passed by Legislature giving complete control over beaver to Game and Fish Department.

Position of federal aid coordinator established. A. H. Carhart first appointee.



As times changed, so did equipment.



C. N. Feast, director, 1940-1951.

1942

Intensive research program begun into wild turkey near Pagosa Springs.

Marten trapping season opened again after two-year closure.

1943

Bear declared a big game animal.

Legislature passed law that no commissioner may succeed himself and that at least one commissioner must be actively engaged in livestock.

Department's gross annual income \$618,000.

1944

All Department programs for feeding wildlife stopped except in the case of extreme emergencies.

Sage grouse season held; first since 1937.

Marten trapping season closed again.

Either sex deer season opened for first time.

1945

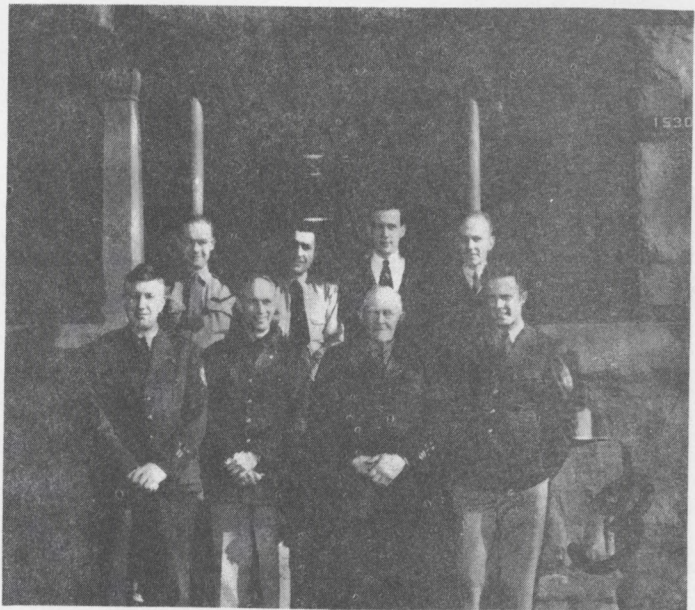
First antelope season since 1899 held.

Sage grouse season closed. Goose population reported showing good gains and flock of snow geese observed wintering in the state for the first time.

First season held on band-tailed pigeons in many years. Season closed later by Fish and Wildlife Service due to inadequate population of birds.



Elk furnished backbreaking labor for hunters.



Department administrative personnel in 1940. Top row, left to right: "Pat" MacDonald, assistant superintendent of fur resources; A. Dean Coleman, superintendent of fur resources; Ted Swem, wildlife technician; Gilbert N. Hunter, manager of game and fish. Bottom row: John D. Hart, chief game warden; C. E. Hagie, education manager; R. G. Haviland, superintendent of hatcheries; Cleland N. Feast, director.

1947

Post and extended hunting seasons initiated.

1948

Two-deer areas created for hunting season.

Department purchased Tamarack Ranch for waterfowl hunting, research and development area.

Department reorganized with central control in Denver. Department of Administration created; also Game Management Division with G. N. Hunter as game manager and Fish Management Division with R. M. Andrews as fish manager.

First nine Rocky Mountain goats received and released on Mt. Shavano; result of exchange agreement with Montana.



Colorado's deer herds continued to mushroom.



A converted home at 1530 Sherman Street, Denver, was the Department's headquarters from 1941 to 1963.

1949

Because of research and transplanting, wild turkey populations found in many areas of both east and west slopes.

1950

Bighorn sheep population estimated at 3,500, the largest in the nation.

1951

Rocky Mountain goats sighted at Mt. Harvard. Sheep part of 1948 plant at Mt. Shavano.

Chapter 184, Colorado Session Laws, passed creating eight Game and Fish Districts in state, adding two. Eight commissioners, one from each district, appointed, increasing size of commission from six to eight. No more than four of the eight commissioners may be from one political party.

Warm water fish management gains importance.

Department magazine changes name to *Colorado Conservation* and is published six times a year. Also becomes self-supporting by state law.

1952

Thomas L. Kimball named Game and Fish Department Director.

25 fish rearing units in state — all but two devoted solely to trout.

11,000,000 fish planted in Colorado fishing waters.

Kokanee salmon first introduced to state fishing waters.

Motion picture program started by Department. First department-produced film entitled "Goin' Fishing?"

Six more goats received from 1948 exchange agreement with Montana. Goats released on Cottonwood Creek, 15 miles north of Mt. Shavano.



T. L. Kimball, director, 1952-1960.

1953

Department's gross annual income, \$3,435,226.

Multiple license issued for first time for deer season.

First season held for bighorn sheep since 1887. 58 sheep harvested.

Sage grouse season held for first time since 1947.

1954

San Juan Grizzly Refuge established.

Rifle Creek Fish Hatchery, largest in world, begins producing fish for planting in state fishing waters. Built at cost of \$1,067,000.

"Wildlife Review," first TV program conducted by Department, begun on KREX, Grand Junction.

Later in year, program started on educational TV station, KRMA, Denver.

Wildlife Conservation Officer position created in Department by combining old positions of warden, game damage control officer and trapper.

Four-region organization created.

Largest bighorn sheep harvest in Department history—79 taken.

1955

Special bear season initiated. Department magazine changes name to Colorado Outdoors.

1956

Mourning dove season harvest, 210,036 birds.

1957

Senate Bill 185 adopted by Legislature creating penalty assessment option for game law violators in lieu of court appearance.

1958

First chukar partridge season held.

Department starts Hunter Safety program.

Cartoon series, "Wildlife Willie," by Editor Charles Hjelte wins AACI first place award for conservation education.

1959

Goose harvest total, 21,972 birds.

Office of consultant created in Department for conservation education in schools.

Game and Fish Department made a part of new Natural Resources Department. Dr. Edward Clark appointed first Natural Resources Director by Governor Steve McNichols.

Paul Gilbert, biologist with the Department, wins the American Motors Conservation Award.

Wildlife Willie

by Charles Hjelte



"Wildlife Willie," a cartoon service appearing in more than 100 Colorado newspapers, won a 1958 American Association for Conservation Information award.



Colorado has 360 warm water lakes and reservoirs of which 85 are larger public fishing waters stocked with bass, bluegills, channel cats, crappie, perch and pike.

1960

Thomas L. Kimball, director of the Game and Fish Department since 1952, appointed Executive Director of the National Wildlife Federation. Deputy Director Laurence Riordan named acting director.

Amendment 3, a bill to cut number of commissioners, to gain access to public lands, and to spend license money without appropriation, defeated.

Game management, fur resources and federal aid consolidated into Game Management Division.

Mobilab introduced for conservation education of state's teachers.

Department owns 111,000 acres of land, 37 lakes and reservoirs and has constructed 32 others since being formed.

New program, "Colorado Wildlife," televised on Denver educational station KRMA.



The Division pioneered in the use of aircraft in game and fish management, even planting fish in high remote mountain lakes.



In 1961 hunters harvested 147,341 deer, showing the effect of liberal seasons. Two years later, they set the state's current record, 147,848.

1961

Antlerless-only elk permits issued for first time. Southwest and northwest areas of state received 1,150 permits.

Deer harvest largest to date — 147,341. Highest in nation in 1961 and highest in Colorado history.

Sixteen mountain goats received and released on Mt. Evans — on exchange from Idaho and South Dakota for bighorn sheep and turkey.

Commission sets year round fishing season starting in 1962. Drops pound limits. Colorado tenth state to have year round fishing.

Legislature names Rocky Mountain bighorn sheep official Colorado state animal.

"Operation Respect" instituted, aimed at developing better sportsman-landowner relations.

Department wins first place AACI award for public relations program sponsoring Operation Respect; second place in magazine category for *Colorado Outdoors*; second place for publication, *Big Game Management in Colorado, 1949-1958*.

Harry R. Woodward assumes duties of director, reorganizes Department with approval of governor and director of natural resources. Research separated from management, Laurence Riordan becomes first assistant director for research, Robert Elliott first assistant director for management. Divisions of law enforcement, game management and fish management placed under management division.

1962

Western Slope placed in Pacific Flyway. Two migratory waterfowl seasons open to Colorado hunters.

Elk antlers found at Hotchkiss Elk's Club declared world's record by Boone and Crockett Club — 442½ points.

Department's history and annual report, *A Look Back*, wins first place AACI award from among 54 entries. Department also wins first place in conservation-education category for its guidance and participation in outdoor education program of the Jefferson County public schools.

State makes first official proposal for public hunting in national parks. Proposes experimental season in Rocky Mountain National Park.

Management procedures changed in reorganization — 14 wildlife conservation areas, each with area supervisor, and four extra area supervisors as assistants to regional managers.

Access to 120,000 acres of public land acquired during year. Access to another 164,000 acres of national forest land denied by landowners.

Three fishing lakes constructed — Spring Creek, Lester Creek lakes and Ramah Reservoir. Three dams rebuilt — Dowdy, Beaver, Haviland.

Blue Mesa Reservoir and Curecanti project begun.

Deer and elk neckbanded for study of migration habits.

Trout planted in Colorado waters — 15.7 million; also 9.5 million warm water species.

1963

Parks and Recreation Department merged with Game and Fish Department to make Game, Fish and Parks Department.

Commission expanded to 10 members with two appointed at large for parks and recreation interests. Terms of office changed to four years.

New headquarters purchased at 6060 Broadway, Denver.

Special elk hunt held in February to reduce Rocky Mountain National Park herd from outside park boundaries — first winter season in history.

Official parks and recreation areas designated by Commission.

Fortification Creek Lake renamed Ralph L. White Lake after former commissioner from Craig.

Purchase of land begun for two new fish hatcheries, Roaring Judy near Almont and Watson Lake near Bellevue.

Public pressures force cancellation of proposed hen pheasant season.

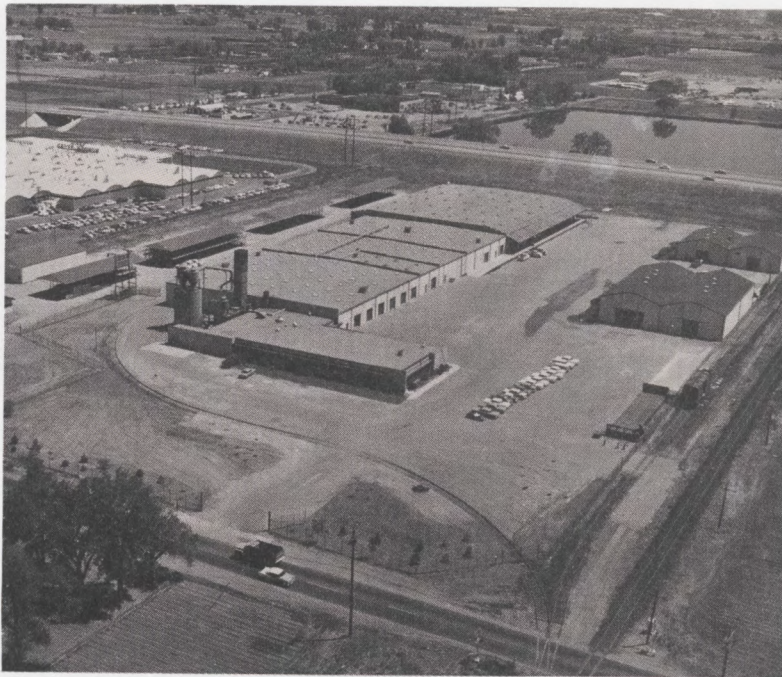
Permanent opening dates established for all hunting seasons in Colorado.

Hunting, fishing, recreation and logging opened on 10,000 acres of Uncompahgre National Forest. Access road begun.

Purchase of 3,280-acre ranch in Sheep Creek area for Cherokee Management Area opens



Deputy Director John D. Hart at his retirement after 40 years of great service to the Department.



In 1963 the Division acquired new headquarters with general offices, garage, shop and warehouse combined.

8,500 acres of national forest land.

First quality buck season held in high country of Sangre de Cristo and San Juan ranges.

Legislation: Diversion of game and fish funds eliminated by new law; trespass laws clarified — illegal for hunters and fishermen to enter any private land, posted, unposted, fenced or unfenced, without permission of owner; bill passed to license owners of falcon, hawk and owl families; all species of foxes and racoons declared predators; Department given permission to exercise greater authority in importation, exportation and transportation of game and fish; muzzle loader legalized as big game hunting weapon — must be 40 caliber or larger and only black powder may be used.

Bear tag removed from deer and elk licenses. No longer required for taking bear during big game season.

Colorado tallies third largest hunting license sales in nation.

Department television show on KREX, Grand Junction, awarded first place by Colo-

rado Broadcasters Association — best commercially sponsored public service type program.

Browns Park, 6,697 acres north of Dinosaur National Monument, designated a National Wildlife Refuge.

State receives honorable mention for hunter safety program by International Association of Game, Fish and Conservation Commissioners.

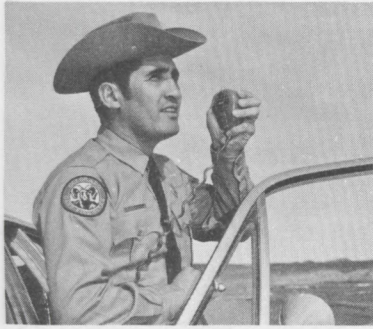
Record big game harvest — 147,848 deer and 12,120 elk taken.

Department Director Harry Woodward becomes consultant with the Irish National Game Council, assists in plans for a national program of game management in the Republic of Ireland.

Three tribal chiefs from Kenya, five wardens from Kenya and one warden from Uganda tour the state observing the big game season and the range and game management techniques of the Department.

Parks use fee studied.

Department wins first place AACI award for 1962 annual report, *Principles of Game Management*. Forty entries.



Unlike the early game warden, the new wildlife conservation officer, a man of many duties, is able to communicate instantly with other officers miles away.

1964

First Outdoor Recreation Day held at all Department installations. Third Sunday in May set as annual date for the observance.

First spring turkey season held.

First season on mountain goats held in Colorado. Six permits given out and four goats taken.

Sacramento perch introduced into saline waters of state's plains areas — trade with Nebraska for rainbow trout fingerlings.

Ten mountain goats from South Dakota planted in the Lake City area.

Navajo Reservoir added to list of state recreation areas.

Department movie, "Game Animals and Birds of Colorado," completed by Bert Kempers.

Program of informational and historical signs initiated in conjunction with roadside park development.

Boat permit fees approved for park system lakes.

New southwest regional headquarters building at Montrose completed.

Early quality deer hunt set — Mt. Zirkle Wildlife Area, Rawah Wildlife Area, Sangre de Cristo mountains.

Helicopter used in elk tagging.

Record harvest for elk hunters — 14,975.

Lester Creek State Recreation Area completed.

Colorado Outdoors, Department magazine, wins first place award from AACI. Department radio programs and public relations project also win top national AACI awards.

1965

Mountain lion taken from predator list, bounty removed and lion placed on protected list. Lion hunting license established and season set.

First annual Short Course for Game, Fish and Parks Commissioners held at Colorado State University.

Commission approves purchase of 10 buffalo from Denver Mountain Parks herd. Transplanted to Lathrop State Park to start first state herd.

Use fees required in 25 designated areas in Colorado. Annual fee \$5, 5-day permit \$2.

First special teal season held in Colorado.

Commission officers' terms of office placed on calendar year basis.

Department wins hunter safety top award at International Association of Game, Fish and Conservation Commissioners, becoming the first state

without compulsory hunter safety training to do so.

Comprehensive statewide outdoor recreation plan for Colorado completed.

West side of Uncompahgre Plateau receives 118 California quail.

Oklahoma sends 100 white-tail deer for release on the eastern plains in exchange for 100 mule deer.

Castlewood Park State Recreation Area established — 88 acres near Parker.

Department Director Harry Woodward named liaison officer for Bureau of Outdoor Recreation.

Rocky Mountain National Park celebrates golden anniversary.

Flood causes \$400,000 damage to Department property.

Colorado Open Space Coordinating Council begun.

License sales hit \$6.5 million — 744,141 licenses.



In 1965, after years of opposition to the bounty system, specifically the bounty on mountain lions, the animal was removed from the predator list, and a season was set for hunting the big cats.

1966

First Land and Water Conservation Fund grants made in Colorado — \$2 million allocated for outdoor recreation development. Matching funds approved for 14 state and 27 political subdivision projects.

Wolverine, believed extinct in Colorado, taken in Rampart Range.

Colorado receives 20 Argentine tinamou game birds.

Department wins governor's Traffic Safety Award.

Another 163 California quail released on the Uncompahgre Plateau.

Major change in boat licensing effected. All boats to be numbered according to Coast Guard system. License issued on calendar year basis.

Roaring Judy Hatchery opens. Production to be 5 million eggs and 20 tons of catchable trout per year.

New licensing and permit procedures for elk introduced—specified areas.

Gun legislation opposed as unrealistic.

Auto shop foreman Leo Burggraf perfects a new fish loader. Hydraulically controlled, it cut fish loading time from thirty minutes for six men to seven minutes for three men. Boom moves the fish pickup tank out over raceways where fish can be easily loaded. Scale on the boom permits accurate weight control.

Flagler Reservoir State Recreation Area dedicated.

Increase in license fees considered editorially; free fishing licenses for senior citizens opposed.

Buckskin network helps hunters.



Antelope populations increased following the animal's near extinction in the late 1800s. Antelope are trapped in areas where their populations are high and then transplanted in areas where they are comparatively scarce.

1967

Eastern Slope trout bag limit cut to 6 fish year round, while Western Slope bag limit is 10 in summer and 6 in winter.

Game and fish license fees increased.

Reorganization of Department started following report of John B. Joynt and Associates, management consultants.

First buffalo hunting season held in Cherokee Park. Three licenses issued.

Land and Water Conservation Fund appropriation total \$1 million since 1966 start.

Two awards received from the Photographic Society of America. One for Department motion picture, "The Kokanee Salmon," the other for a photo-story on establishment of goose flock in Larimer County.

Resident goose population started on Colorado River west of Grand Junction.

Bear tag removed from deer and elk licenses.

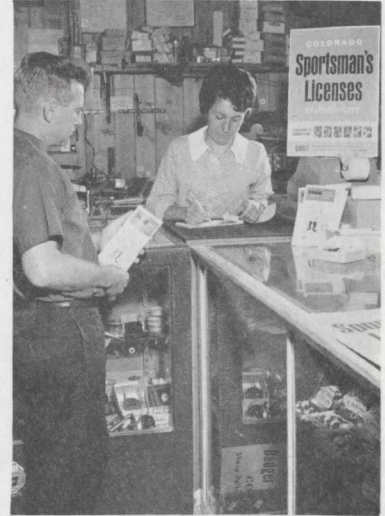
License agents to receive five percent of fee rather than straight 25¢ each.

Landowner liability law passed—landowner giving written permission to hunter not liable for damage done by hunter.

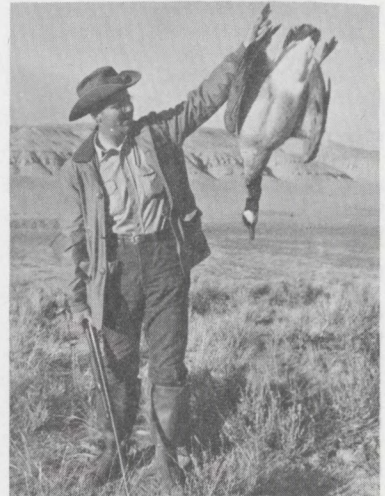
Director of Natural Resources made ex-officio member of Game, Fish and Parks Commission.

Pollution control law of 1966 helps Department wage battles against polluters. History-making restoration of dead stream slated for Ten-Mile River below Climax tailings ponds.

Sportsman's license introduced for deer, elk, bear, mountain lion, small game and fish.



Sportsman's licenses proved popular and economical with deer, elk, bear, mountain lion and small game hunting as well as fishing permitted on this combination license.



A resident goose population was started on the Colorado River west of Grand Junction in 1967, increasing hunting opportunity.



By the close of the 1960s, Colorado had 18 parks and recreation areas with facilities for water sports, picnicking, camping, etc., plus others with limited facilities.



Tom Ten Eyck was named director of the Colorado Department of Natural Resources by Governor John Love in 1968.

1968

Department becomes a division of the Department of Natural Resources and reorganization incorporates planning horizontally through table of organization. Fourth assistant director added for game and fish planning. Robert Evans named to position.

Richard Eckles resigns as director of Department of Natural Resources and Thomas W. Ten Eyck succeeds him.

Record elk kill — 15,088; record dove kill — 308,881; record blue grouse kill — 47,251.

Public hunting areas receive 172 elk from Rocky Mountain National Park.

Mandatory hunter safety training law passed, to be effective January 1, 1970. Blaze orange law also passed.

Colorado Outdoors places third in AACI magazine competition, photostory on ptarmigan places second in photography category.

Blue Mesa Reservoir becomes a reality — largest body of water in Colorado.

Thirty-seven areas designated to date as state park or recreation areas.

Secretary of Agriculture Orville Freeman decides not to permit Interstate 70 to go over Red Buffalo Pass, a victory for the Division.

Gilbert N. Hunter, Division game manager, wins American Motors Conservation Award.



Continuing research in elk management has helped build record elk populations and resulted in the highest elk kill in Colorado history in 1968.

1969

Position of Hunter Safety Coordinator created.

Comanche Grasslands in Baca County receive 42 Argentine tinamou birds.

Game, Fish and Parks statutes recodified.

Commissioner districts cut from eight to four with two commissioners from each district and two still appointed at large.

Lifetime fishing license established for residents over 64 at a cost of \$20. Free fishing license established for the totally disabled.

Golden Gate Canyon State Park created as second park in the state park system.

Hunting deaths down — two fatalities in big game season, six in small game season.

Fish stocking sets record — 31,642,031 in cold water, 90 tons; 24 million in warm water, 12.5 tons.

New record harvests — elk 20,858, sage grouse 23,940, doves 323,773.

Commission increases cost of *Colorado Outdoors* — \$2 per year, \$5 for three years.

AACI awards: "The Wild Turkey," third place in motion picture category; "Colorado Outdoors," second place in television category; special information program on blaze orange law, third place; photography of native cutthroat spawning, second place; second place in over-all program category.

Division Director Harry Woodward becomes member of Advisory Committee, Cooperative Forestry Research (USDA); president, Executive Board, International Association of Game, Fish and Conservation Commissioners.

1970

Licenses take on new format, typography and color.

Three new game birds come under study — tinamou, Hungarian partridge and mountain quail.

Division purchases Two Buttes Reservoir for \$1,505,000.

Division Director Harry Woodward becomes member of Board of Directors and secretary of the National Association of State Outdoor Recreation Liaison Officers; president, Western Association of Game and Fish Commissioners; president, Association of Midwest Fish and Game Commissioners; and chairman, Central Flyway Council.

Goat season closed.

Bighorn sheep made "once in a lifetime" trophy animal, effective in 1971. Hunter may take only one bighorn in Colorado in his lifetime.

Division publication, *The Waterfowl of Colorado*, wins first place AACI award. Makes the 12th AACI award for Division information and education efforts in 13 years.

1971

Separate seasons for deer and elk established. Elk season first, with deer season following four days later. Taking of spike elk not allowed.

Some 100 Afghan whitewing pheasants introduced west of Grand Junction in Mack area. Natives of the USSR and Afghanistan.

Legislature appropriates \$15,000 for initial planning of state recreational trails system.

Snowmobile registration and training required by state law effective January 1, 1972. Registration of recreational vehicles also required.

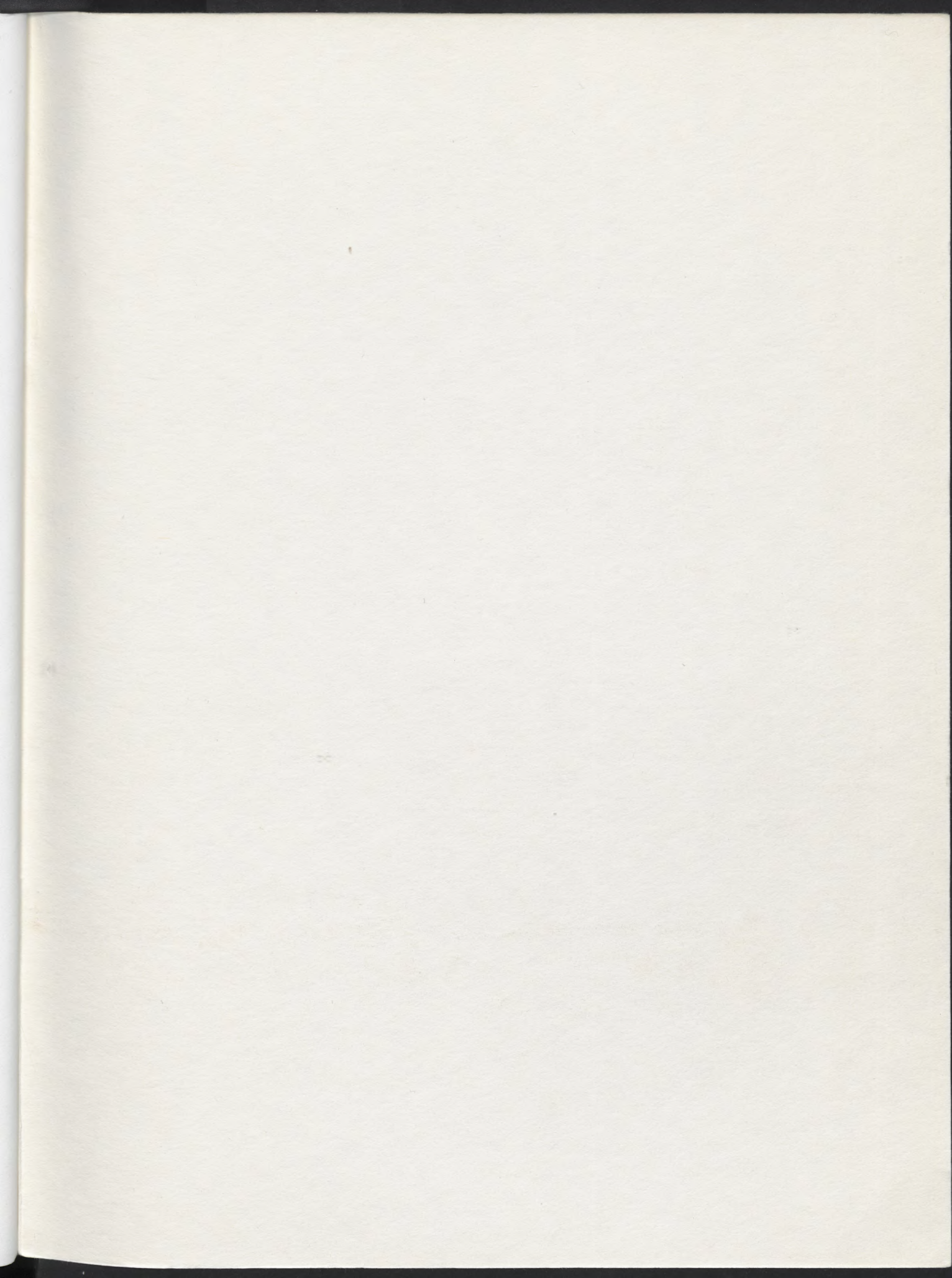
Free fishing licenses for Colorado residents home on leave from active military duty elsewhere established.

Experimental duck season in San Luis Valley ended after eight years. Purpose of determining effect of concentrated hunting on a specific duck accomplished. Pioneered point system of setting bag limits.

Charles Hjelte, Division publications chief, wins American Motors Conservation Award.



Navajo State Recreation Area in southwestern Colorado is symbolic of the Division's responsibilities of providing opportunities in all kinds of outdoor recreation.



75th ANNIVERSARY
of the
COLORADO GAME, FISH
and PARKS DIVISION

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