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MESSAGE

OF

Governor John L. Routt

TO THE

NINTH GENERAL ASSEMBLY

OF THE

STATE OF COLORADO

1893



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1893

MESSAGE.

STATE OF COLORADO,
EXECUTIVE OFFICE, }
DENVER, January 7, 1893. }

*Gentlemen of the Senate and
House of Representatives:*

The time is drawing near when I shall surrender the Chief Executive Office of the State to the gentleman who has been chosen by the people to occupy that high position for the next two years.

Three times have I been honored with this position, and, having been Governor at the birth of the State, sixteen years ago, I feel that before severing my official connection with it, I may be pardoned for casting a very brief retrospective glance over our progress in the period since our admission.

The history of our State, during the short period since its organization, has been one of progress and prosperity. No nation, no country or State, can show such marvelous achievements, in every branch of material, moral and intellectual development, and it would be strange indeed if in the constant growth and expansion of the different branches of industry, we did not out-

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grow those rules and laws which were enacted for our more limited conditions; and, in addition to this, new industries and new conditions are confronting us upon every side, which demand the intelligent consideration of your honorable body.

Since 1876 our mineral production has increased from six million to thirty-three million dollars in value. Our agricultural and horticultural products, which then were practically nothing, now almost equal in value our total mineral out-put. Our public school property has increased twelve fold. Our great manufacturing interests have substantially all come into existence in that time. Our railroad mileage, which then amounted to 675 miles, has grown to the splendid total of 4,422 miles. Our total material wealth has increased to more than six times the amount at which it was listed at that time.

This wonderful showing is but the result of the practical development of those boundless natural resources which are found in every section of our immense territory, and if such results can be produced in the short period of which I am speaking, what may we not confidently predict as to the future?

But to enable us to realize that grand prosperity for which we are hoping, it will be essential that you, gentlemen, and those who succeed you, shall have in view in your enactments the history of our growth in the past, which is the only guide to an intelligent judgment as to future possibilities and conditions.

I take great pleasure, and pardonable pride, in calling your attention to the comprehensive reports of the present condition of our various State Departments and Institutions, and their transactions for the past two years.

STATE FINANCE.

The one question which must largely control your action in relation to State affairs, and which must be fully understood before any proposition involving the outlay of any money shall be considered, is that relating to State finances.

The exhaustive reports of the Auditor and Treasurer show that during the past two years our expenditures have almost—for the first time in our history—kept within our income, and below the Constitutional limitation, and that our present outstanding State indebtedness, amounting to \$1,462,455.93; from which deduct Capitol Building Bonds, \$600,000.00, leaves an actual floating indebtedness of \$862,455.93. This amount is practically represented by the outstanding warrants of the years 1887, 1888 and 1889.

Of these warrants the Public School Fund holds	\$444,517 46
State University holds.....	22,645 22
Internal Improvement Fund holds.....	36,744 59
Income Fund holds.....	1,202 59
Total.....	\$505,109 86

The remainder of the \$862,455.93 is held by outside parties.

• This large floating indebtedness is the result of the issue of excess warrants in former years.

What shall be done to cancel this indebtedness, is a very important problem for your early consideration. Two suggestions are made by the State Treasurer :

First.—That an amendment to the Constitution be submitted to the voters of the State, providing for the funding of this indebtedness into State Bonds, at a low rate of interest.

Second.—That such economy be observed in making annual appropriations as to create a surplus in the Treasury, which by special appropriation may be applied to this purpose.

The latter course would naturally suggest itself as the more desirable one to pursue. But when it is taken into consideration that the actual necessities of the State are rapidly increasing, while the annual revenue for State purposes, owing to the very low assessments, has not increased in like proportion, I am inclined to the opinion that the proper plan would be to fund the same, and create a sinking fund for the final redemption of the bonds, which can readily be done, by reason of the rapid increase of population and the consequent increase of property.

Under the rulings of our Supreme Court, and the present very able manner in which our financial affairs are being conducted, I do not fear any further over-issue of warrants.

In this connection, I desire to call the attention of your honorable body to a matter which, to my mind, is of very grave importance. Our Constitution provides that "all property shall be assessed at its full cash value," and this provision has been absolutely and totally disregarded by the Assessors, in making up their assessment rolls, and we find at the present time that no property is assessed at more than thirty to thirty-five per cent. of its cash value. Many reasons are assigned for this practice, which is becoming an established custom in our State, but to my mind, they do not in any way justify this course.

In my message to the Legislature in January, 1879, I called especial attention to this matter, and I have always held that to assess the property as commanded by our fundamental law, at its full cash value, and to reduce the rate of taxation in proportion as this increases the total assessment roll, would be much more just and equitable to all, and would give a correct understanding to the country at large regarding our rate of taxation, while now an erroneous impression exists. It would produce the same revenue; and the revenue could be greatly increased, in case of necessity, under the 4-mill clause of the Constitution, which has recently been amended. I would, therefore, recommend that it be made mandatory upon those charged with the assessing of all property, that such assessment be made at its full cash value, and that a penalty be prescribed for a willful failure to do so.

The total amount of revenue, as estimated by the Auditor, will be approximately \$700,000 annually for the next two years. These figures should at all times be impressed upon your minds, for the appropriations, for all purposes, must not exceed this amount. Our Supreme Court has determined that appropriations for each year can only be paid from revenues received from that year, and, consequently, any appropriation beyond the amount of that revenue must fail; and I would most earnestly suggest that a bill be enacted by your honorable body that, in case it shall be ascertained that the total appropriations for any year shall exceed the annual revenue of that year, that such appropriations shall each be paid their pro rata share of such revenue. This would avert any possibility, in case of a shortage, of any officer favoring any particular appropriation; also, in-

suring each appropriation its pro rata share of the revenue.

Another matter which occurs to me as being inequitable is the practice of appropriating a fixed proportion of our total taxation to maintain certain State institutions. This practice originated when these institutions were first established, and the evident purpose of it was to provide funds for erecting buildings, and other necessary expenditures in starting the same. This necessity no longer exists. Our State institutions are now all upon a firm basis, and their wants and necessities are entirely different. To illustrate: One of our schools may have a very pressing need for a new building for some purpose; another school may have ample accommodations for all purposes. The money paid to them above the maintenance of the school is always paid out by the end of the year in some direction, and when any emergency arises we find a clamor for a special appropriation. If the Legislature can be trusted for special appropriations, why not trust it for all appropriations? No one would favor a policy which would build up one institution at the expense of the rights of another, and all should be treated as children of the same family, and the only way to deal fairly by all is to make the appropriations in accordance with the needs of each, and this cannot be done under the present system.

I submit that the only fair and just way in which to maintain these institutions, is to have all the revenues collected and placed in the General Fund, and when the wants and necessities of each of these institutions are placed before the Legislature, it can make for each an

appropriation in such an amount as may be just and equitable.

STATE LANDS.

The control and management of State lands is a question which is attracting more attention, and is exciting more public discussion than almost any question which will come before you, and it is entirely proper that this should be so.

These lands, bequeathed by the wise policy of our National Government, as a heritage to assist in the education of our children, and in the construction of needed internal improvements, should be always strictly guarded from spoliation at the hands of unscrupulous speculators and from the cupidity of designing officials.

I am happy to report to you that the present Board has, upon all occasions, unanimously held to a very conservative policy in dealing with this question. The report of its transactions show that during its entire incumbency in office, less than 4,000 acres have been disposed of, and a large proportion of this was sold for use as reservoirs and for other special purposes.

We have held that unless some special occasion demanded it, that the proper policy, under present conditions, was to save the land, and secure for the school fund the benefit of the increased value which is accruing upon these lands.

Five hundred and four thousand and fifty-nine acres, principally grazing lands, are now under lease, and over \$50,000 is received annually from this source alone. This, in the judgment of the Board, is much the better way to secure revenue from the lands, as the

State will receive a permanent income, and have the benefit of the rise in value occasioned by the rapid settlement upon adjoining land.

The total receipts of the Board, from all sources, were, for 1891, \$265,391.74; and for 1892, \$214,314.00, making the total of \$479,705.74, which has been turned into the State treasury, and by judicious management, I believe that a large permanent income from this source may be created, while the total value of the lands will be constantly increasing.

The Constitution designates the Governor, Secretary of State, Attorney General, and the Superintendent of Public Instruction, as the members of the State Board of Land Commissioners, and it is a serious question whether this should not be amended and a non-partisan Board of Land Commissioners selected in some other manner, whose sole duties shall relate to the care of this most important of all our interests.

The present Board has earnestly and faithfully endeavored to fully and carefully consider all matters coming before it. Still, each member being charged with so many other duties and responsibilities in other directions, it should be carefully considered whether the time has not arrived when this should be made a separate Department, with its own management and responsibility.

WORLD'S COLUMBIAN EXPOSITION.

The Eighth General Assembly passed an act creating a Board of World's Fair Managers of Colorado, to have charge of the collection, preparation and exhibits of this State at the World's Columbian Exposition, at

Chicago, in 1893. By the terms of that act the sum of \$20,000 was appropriated for use in 1891, and \$30,000 for 1892. Considering the magnitude of the work to be done, the appropriation was deemed small at that time, but it would have sufficed for all pressing needs if it could have been secured promptly. Unfortunately, however, only a small portion of the appropriation has been paid, because of the fact that appropriations were made by the last General Assembly in excess of the revenue; and, this being one of the last appropriations, it was not available.

We have recently drawn \$15,000, this amount becoming available since the Bounty Law was declared unconstitutional by the Supreme Court.

The World's Fair Managers at Chicago assigned to each State a plot of ground upon which to erect a State Headquarters building, and limited the time for the erection of said building, or forfeit the ground. No funds being available for this purpose, the Board held a consultation with some of the public-spirited gentlemen of our State, who, learning of the situation of affairs, generously advanced the sum of about \$30,000, to enable the Board to erect a building for Colorado headquarters, taking certificates therefor, relying upon the patriotism and justice of your honorable body to reimburse them for this generous advance. The building is about completed, and though small as compared with those of other States, it is a beautiful structure, and is large enough to accommodate those of our citizens who shall have occasion to utilize the same.

The Board has collected a large amount of material, which is now stored in warehouses in Denver, awaiting

means to enable the Board to ship it to Chicago, and place it in position for exhibition. Much still remains to be done, and if we would make any showing for our State at this great Exposition, an appropriation is demanded which will be available at a very early day to finish the collection of exhibits, and to pay the necessary expenses of transportation to Chicago, and to place the same in position in the buildings.

That this Exposition will be a magnificent success seems now to be an assured fact, and the benefits which are certain to result to our State from the extraordinary exhibit which our wonderful natural resources will enable us to make, cannot be overestimated. Certainly nothing can demand your immediate attention more urgently than this, for upon your prompt action in this matter largely depends the success or failure of Colorado's representation at the World's Fair.

I would, therefore, recommend an appropriation of \$100,000.

STATE CAPITOL BUILDING.

Since the adjournment of the Eighth General Assembly, this building has been pushed forward as rapidly as could be done consistently with the character of the work. The building is substantially enclosed, with the exception of the dome, which will be completed at an early date. Then the entire structure will be under cover, and secure from damage by storms. Since the last Biennial Report, the Board has expended a large sum of money, but the character of the work done is very expensive. In order that your honorable body may fully appreciate it, I earnestly urge that you

will visit this beautiful structure at an early date, and examine it in detail.

Every citizen of Colorado who has visited the Capitol building is justly proud of this magnificent structure, which is to be the home of our State government. It has now advanced to that point where its splendid proportions and perfect workmanship are apparent to any observer. No more perfect public building of its size is in existence, and it will stand for all time as a monument to the wise judgment of the Assemblies through whose patriotism we have been enabled to carry on the work.

I trust that every member will feel it his duty to critically examine this building for his own satisfaction.

The money realized from the sale of the \$300,000.00 of bonds, which were voted a year ago, has all been used in enclosing the building, and the contract for the completion of the dome, which has been let, will practically exhaust the funds raised by taxation for the year 1892. With the completion of the dome, however, it will be in a condition where great haste is not so necessary as has been heretofore. Quarters can soon be prepared for State offices. When this is accomplished, there will be an annual saving of rent, amounting to the sum of about \$30,000. It now remains for your honorable body to determine whether we will depend upon the annual one-half mill tax, or whether you will ask the people to vote additional bonds, to complete the building.

If you adopt the former method, it will require several years yet to complete it. After the building is secure from possible damage, and the State offices ready

for occupancy, there is no special need of haste in its completion. Yet, it is very desirable that it should be finished at an early date.

For further information concerning the transactions in detail, I respectfully call your attention to the Fifth Biennial Report of the State Board of Capitol Managers.

AUSTRALIAN BALLOT.

By an act of the Eighth General Assembly, the so-called Australian system of balloting was adopted to govern our elections.

The main features of this system are undoubtedly very wise, and, with proper amendments, I feel that we shall have an effective, simple and safe law, which will guarantee to us an honest and a secret ballot.

The form of the official ballot is objectionable, and I would suggest that the law be so amended as to provide that all names to be voted for be placed in a single column, grouping together all candidates for the same office, designating to which party each candidate belongs, and leaving a blank space under each group wherein the voter may write the name of any other person for whom he desires to vote for such office.

It is a very grave question whether or not it is constitutional to prevent a voter from voting for any citizen for any office, and most States using this system have provided for voting for persons whose names are not on the ballot.

Another plan for an official ballot, which has proven quite successful in several States, is to have the tickets of each party printed upon a separate slip, and to deliver to the voter a ticket of each party, allowing him to

make his own choice. Either of these methods would be a great improvement upon our present very cumbersome ballot.

The present method of registration in cities is very impracticable. Registration in cities should be either by election districts or by precincts, and while every safeguard should be maintained which tends to prevent fraud and corruption, still, it is impracticable for the citizens of a large city to secure registration at a single place, and must necessarily entail a great loss of time; and the labor of securing the necessary witnesses or vouchers, and taking them from distant parts of the city, would prevent many citizens from securing registration who would be willing to exercise any reasonable efforts to secure the privilege of voting.

STATE INSTITUTIONS.

The reports from the management of the various State Institutions, giving in detail their progress and transactions for the past two years, indicate that they are keeping pace with the splendid growth and development of our State in every direction.

The reports of the various State Educational Institutions are especially gratifying, both as to the great increase of students enrolled and the uniform high grade of excellence attained.

No scandal or reproach has attached to any one of these various institutions during the administration of their present management, and from the reports submitted it will be seen that a most excellent showing is made by each, considering the very limited means which the last Assembly was able to place at their disposal.

I shall content myself with a few brief suggestions upon these institutions, as their progress, their needs and their requirements are fully set forth in the accompanying reports, which I trust you will examine in detail.

EDUCATIONAL.

STATE UNIVERSITY.

Our State University is fast becoming a university in fact as well as in name, and its present condition is one of great prosperity. The unparalleled growth in the past two years has brought with it pressing needs and demands for greater facilities. It should be cherished and fostered, and its present very high standard should insure for it a much larger attendance from the youth of our State.

Money appropriated by the State in this direction will always insure a good return. I would recommend that such an appropriation be made for its increasing needs as the conditions of our finances will permit.

SCHOOL OF MINES.

By reason of our great mineral production and resources, this school, although limiting its operations largely to scientific questions, does a work of vast importance to our growth and prosperity. Its graduates are everywhere recognized as fully competent to perform all of the difficult duties pertaining to their profession, and it has received much commendation from without the limits of our State.

The report shows that its present accommodations are insufficient to meet the demands upon it, and its future prosperity is fully guaranteed if it shall be enabled to continue in its march of progress. The building recently finished is already inadequate, and the report will certainly demonstrate the necessity for assistance.

AGRICULTURAL COLLEGE.

Our Agricultural College bears to our vast agricultural and horticultural interests much the same relation as the School of Mines bears to our mineral interests, and its progress, as shown by the report, is a subject of much congratulation to our citizens.

By wise legislation of our National Government this School receives considerable financial assistance from that source, amounting, at the present time, to something over \$30,000 annually, which lightens the burden of its maintenance very considerably to our citizens. This money, however, is used partly in maintaining the Experimental Stations, in connection with the School.

Its present facilities seem to be sufficient, but its constantly increasing attendance warns us that the cost of its maintenance will correspondingly increase.

STATE NORMAL SCHOOL.

This institution, although the youngest of our State Schools, has more than justified the predictions of its most sanguine advocates.

The proper equipment of teachers for our public schools, which is the primary object of institutions of this character, certainly appeals most strongly to the

generosity of every person who appreciates the benefit of our excellent form of government.

Although only two years have elapsed since the founding of this School, we find that it has already enrolled over 360 students.

Its accommodations are manifestly inadequate to carry on the great work it is doing, and I recommend that if it be possible to do so, you make a suitable appropriation for its urgent needs.

INSTITUTE FOR THE MUTE AND BLIND.

The spirit of benevolence and sympathy of the American people is nowhere more strongly exemplified than in the bountiful provisions made by the various States for the maintenance and education of those of their citizens who, through no fault of their own, are deprived of the use of those faculties with which nature has endowed us.

And Colorado is not behind any of her sister States in this humane purpose. Our institution at Colorado Springs reflects great credit upon the State, as well as upon its very efficient management. Its inmates receive the highest education possible under the circumstances of each case.

The buildings are pleasant and attractive, the health of the students is remarkably good, and every surrounding tends to aid in the good work being done.

In dealing with institutions of this character, we should always be guided by those broad sentiments of humanity which lead to the amelioration of this unfortunate class.

STATE INDUSTRIAL SCHOOL.

The same sentiments of humanity should also guide our actions toward the State Industrial School.

Unfortunately, the imperative needs of this Institution have been put aside in the past, but its condition now actually demands your careful consideration, and I doubt whether any question will come before you of more real importance than this.

This institution should be made a reformatory in fact, and not a prison, as it must be under our present laws, and its inmates should be students and not criminals. Boys are sent to this school practically without trial, and for offenses which do not in any way justify the severity of the sentences imposed.

It is impossible, under the present law, to do the work of reforming and reclaiming these boys and making good citizens of them, as it is now done in many of our sister States.

I earnestly recommend a radical revision of the laws relating to this institution, and a liberal appropriation to enable us to be placed beside the most advanced States in this most important matter, and I commend to your earnest consideration the very forcible suggestions contained in the report submitted by its Superintendent.

THE COLORADO SOLDIERS' AND SAILORS' HOME.

This Home, located in the beautiful San Luis Valley, for the maintenance of veterans, is having a serious struggle for existence, and unless aid is received at your hands, it must, in all probability, be abandoned, as this institution is now in debt about \$13,500 for money advanced and supplies furnished.

Money expended by either our National or State Government, in assisting those who came so nobly to the support of our Nation in its great crisis, is but the partial repayment of a just and valid claim and obligation, and the vast sum of money annually distributed by our National Government in this manner is the grandest exhibition of gratitude which the world has ever witnessed.

While I apprehend it will be impossible for you to accede to all of the requests for appropriations contained in the report submitted, still a proper and just allowance to pay the deficiency now existing, and for maintenance for the next two years, should be made.

The Commandant, Colonel John A. Lennon, is entitled to the thanks of our people for the creditable and economical showing made since the Home was founded, and for his generous advance of his own money for its support; and as fast as the financial condition of the State will permit, extensions and improvements should be made.

The Home has been well started, and its location and surroundings, both for natural beauty and good climatic effects, cannot be surpassed, and the American spirit of generosity is nowhere better exemplified than in the support of homes for disabled veterans.

STATE INSANE ASYLUM.

One of the questions which is constantly before the public, and in which all citizens are alike interested, is the intelligent care and treatment of the insane. And it is a reproach to our State that its provisions for this purpose have been so inadequate as to necessitate the

confinement of many of those unfortunate persons in our common jails, on account of the impossibility of caring for them at the State Asylum. This, of course, can only be justified on the ground of public necessity, but no matter what may be the needs and demands for public funds this condition should never be permitted to exist, and while it is undoubtedly true that the kindest and most humane treatment possible under the circumstances has been accorded to these unfortunates by the persons having charge of our jails, still all feelings of humanity are shocked that such a condition of affairs does actually exist. More room and accommodations are crying necessities in this direction.

I would suggest that you deal fairly and generously as you can by all, but do not, under any circumstances, fail to make such provision for the Insane Asylum as will render impossible any recurrence of our present unfortunate condition in this respect.

The management is deserving of great credit for the satisfactory showing made in the past two years, and a careful perusal of its report will clearly show the justice of their plea.

STATE PENITENTIARY.

The comprehensive and exhaustive report of the officers in charge of our State Penitentiary shows a most commendable condition of affairs now existing at this institution.

The prisoners are at present maintained at a smaller cost than ever before in the history of the State, and the character and quality of the supplies and food furnished are maintained at as high a standard as at any previous time.

The earnings of the institution which have been turned into the State Treasury, amounting to about \$60,000, have very materially decreased the drain upon public funds for maintenance, and, in addition to this, much work which will eventually prove of great value to the State, has been done by the convicts, in the construction of the irrigating canal—being constructed by the State near the prison. This Canal will irrigate, when completed, about 31,000 acres of State land.

The health of the inmates furnishes us with food for reflection, as the percentage of sickness and death is less than one-fourth of that indicated by the reports of any similar institution in the United States, showing that the sanitary arrangements and regulations are of excellent character and strictly maintained.

The present system of control and discipline compares favorably with that practiced in the prisons of States where these questions have been given the most thoughtful consideration.

I concur in the recommendations of the report of the Commissioners, relative to the furnishing of additional employment to the prisoners, if it can be done without bringing such labor into competition with our workingmen, and while I have always been opposed to convict labor being employed in competition with American workingmen, still I feel that it should be the great aim and ambition of those charged with the management of this institution to make the same as nearly self-supporting as possible. This idea is fully realized by the present management, and with the aid of judicious legislation, its benefits can be much enlarged.

In making the appropriation for the Penitentiary, it should be made with the view of continuing the work

upon the State canal, as it will be of great value to the State, when completed, and its construction furnishes a profitable and healthful employment for the convicts.

The State Reformatory at Buena Vista should either be placed upon the basis upon which it was contemplated, or it should be abandoned. Institutions of this kind, when maintained under the modern reformatory methods, have proven very successful in a number of States.

The promotion and final paroling of younger and less hardened criminals, has resulted in the reformation and reclamation of many men.

I heartily favor the principles upon which this reformatory is founded, and trust that you may see your way clear to appropriate funds to enable the management to realize the benefits which are sure to follow from its conscientious enforcement.

The Commissioners recommend additional cell-houses, both at the Reformatory and at the Penitentiary. It would seem to me, that if an appropriation was made to build a cell-house at Buena Vista, it might obviate the necessity of building an additional one at Canon City.

I also favor the idea suggested in the Commissioners' report, of changing the manner of appointing the Warden. If his appointment were placed in charge of the Commissioners, and his continuancy in office depended upon their judgment, it would tend to destroy all political questions relating to the management of this most important institution, and greatly advance the efficiency of its discipline and control.

I would also, in closing, repeat the recommendation which has been made by almost every Executive who has occupied this position, that a non-partisan Board be created, to whom shall be referred all applications for the pardon of convicts. This course has now been adopted in most of the States of the Union, and it is beneficial, not only in that it relieves the Governor of a most onerous and distasteful burden, but it enables a full and fair examination into the facts of each case to be made, thus insuring a proper and just determination. This is wholly impracticable under our present system, as it would occupy the entire time of the Executive, to the exclusion of all other public business.

The Commissioners and Warden are entitled to great credit, and deserve the united thanks of the people of the State of Colorado, for their excellent and economical management of this institution.

COAL MINES

By reference to the report of the State Inspector of Coal Mines, it will be seen that the enormous growth of our coal mining industry must challenge your admiration.

The total production of coal in 1873 was less than 70,000 tons, while for the current year we have the grand total of 3,770,000 tons, and giving employment to 7,500 men. About one-third of this vast amount of coal is shipped to other States, thus bringing to us a revenue of about \$3,500,000 annually. This immense industry is making wonderful strides, and its future growth is almost beyond computation. It will, with proper encouragement, within a few years, become the greatest of all our industries, for with abundant cheap fuel comes

all classes of manufacturing, and our veins of coal are the largest and most extensive in the whole country.

The coal mining business is somewhat hazardous at best, and every safeguard and protection which can be thrown around those who labor in the mines should be afforded to them.

Our Coal Mine Inspector has performed the manifold duties of his office thoroughly and intelligently, and he should be assisted by proper legislation in providing for the safety of the coal mine employees, and in collecting and preserving all statistics relating to this most interesting and important subject; and, to perform these duties properly, it will be necessary to make for him an increased appropriation.

NATIONAL GUARD.

Reference to the very full and comprehensive report of the Adjutant General shows a most excellent condition of affairs existing relative to our citizen-soldiers.

Under the very able administration of General Kennedy, the efficiency and standard of the State militia have been greatly advanced, and while this has been accomplished the actual expense of this department has been decreased in the past two years more than \$20,000.

Many valuable recommendations and suggestions are advanced for your consideration, probably the most important of which is, that the present military law be so amended as to cause the military organization and practice to correspond to that in use by the Federal Government.

This is really required by our State Constitution, and I am advised that the present system is widely different from the national organization.

The State Militia is deserving of much credit for the faithful and earnest efforts which it is making to maintain an effective organization, and proper encouragement should be extended to it by your honorable body.

Experience and observation teaches us that the maintenance of a limited number of well-drilled and competent companies of State Militia is not only very wise, but is almost an indispensable public duty, and such companies as shall be maintained should be kept to the highest point of discipline and effectiveness.

To my mind, the usefulness of our Militia, in case of an emergency, is more dependent upon discipline and a thorough knowledge of tactics, than upon numbers.

FISH CULTURE AND GAME WARDEN.

It is evident from the report of the Fish Commissioner that an error was committed in adding the duties of Game Warden to his Department.

The protection of our fish and game from cruel and wanton destruction should be made a subject of your active interest, and legislation which will be effective in securing this result, together with a sufficient appropriation to enable those charged with the duty of enforcing the same, to properly perform their duties, will earn the gratitude of our future, as well as our present citizens.

In the propagation of fish, our present Commissioner has been rendering the State good service, as shown by

his report, and suitable provision should be made to accommodate the growing needs in this direction.

The many waters of our State seem to be well adapted to this purpose, and the immense number of young fish deposited therein by the Commissioner insures a bountiful supply for our sportsmen, and for food purposes, if proper safe-guards are provided.

In the matter of the destruction of game, more stringent legislation is absolutely necessary, if we would prevent its total extinction.

I would recommend that no appropriations be made for bounties upon bears or mountain lions, and that all laws upon this subject be repealed. Our present condition does not justify any expenditure of money in this direction, as no injury to our stock interests, of any consequence, can result from this source.

STATE BOARD OF CHARITIES AND CORRECTIONS.

Under the authority of an Act of the last General Assembly, a State Board of Charities and Corrections was created, and the results of its labors for the first two years of its existence are embodied in its first Biennial Report.

It is no experiment, for similar bodies in other States had long before demonstrated the practical benefit which would result from the general and frequent visitation and investigation of penal and reformatory institutions by such a body.

Our Board is also authorized to examine and pass on all plans for jails, hospitals and other similar buildings, and the value of this wise provision is clearly shown by the greatly improved sanitary arrangements

for buildings of this character, which have been erected since its creation. It has labored faithfully in the discharge of its duties, and all movements in this direction should be encouraged and assisted.

The Board has also been of great service to me in the acquirement of necessary information in the discharge of my duties. Great credit is due to Mr. Brodhead, the efficient Secretary, through whose tireless efforts in the great cause of Charities and Corrections, this good work has been so excellently performed.

At different times the members of this Board have represented the State as delegates to the various National conferences and congresses that have met within the last two years. The great advantage derived from attending these National assemblies, is the benefit they receive from conferring with those who have had long experience in this work, and it was largely through the efforts of this Board that the National Conference of Charities and Corrections was recently held within our State, an event which was of much practical benefit to us.

I cannot too highly commend the good work of this department, and do not hesitate to recommend an increased appropriation, to enable it to continue its valuable service.

CONCLUSION.

I desire before closing this, my last official communication relative to State affairs, to return to the whole people of the State my sincere and heartfelt thanks for the uniform kindness, consideration and courtesy with which my public actions have been received and sustained.

My colleagues, charged with the control of the various branches of the Executive Department, in the past two years, have afforded me every assistance in the discharge of my duties, and to them I beg to tender every expression of gratitude. They have all labored earnestly and faithfully, and with marked success, for the honest and economical administration of their various departments, and for the general welfare of the whole people.

I feel that the entire State administration for the past two years will bear the scrutiny of the most searching investigation. And to the honorable gentleman, whose acknowledged ability and probity have led the people to select him to act as our Chief Executive for the next two years, I can extend no more pleasant greeting than to express the hope that he may enjoy the same degree of full confidence, helpfulness and respect, which it has been my pleasure to receive.

The wisdom and good judgment of our people may always be relied upon to carry forward the work of good government; and I have every confidence that the many difficult and intricate problems which will be pressed upon you for solution will receive that full and careful consideration at your hands which shall fully justify the great confidence which is reposed in you, as expressed by your selection to the important positions which you now occupy, for upon your actions will largely depend the future prosperity of our beloved State; and now, in conclusion, I invoke the blessings of Almighty God upon your deliberations.

JOHN L. ROUTT.

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