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MESSAGE

OF

Governor James H. Peabody,

AND THE

INAUGURAL ADDRESS

OF

Governor Alva Adams

TO THE

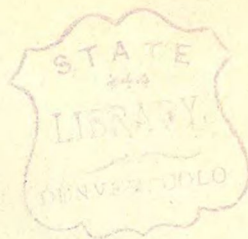
Fifteenth General Assembly
of Colorado



1905

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MESSAGE

OF

GOVERNOR JAMES H. PEABODY

TO THE

FIFTEENTH GENERAL ASSEMBLY
OF COLORADO





MESSAGE
OF
GOVERNOR JAMES H. PEABODY

In conformity with established custom, and in respectful obedience to our Constitution, I have the honor to submit to your honorable body such information concerning the welfare and general condition of the State and its several institutions as seems fit and proper, together with such recommendations as are deemed expedient and essential.

Invoking the blessings of Almighty God upon each of us in the faithful and honorable discharge of our several duties, I trust that I may in this biennial message be brief, direct and clear upon all matters herein presented.

GOVERNOR EATON.

It is with deep regret that I am compelled to record the death of one of our most loyal and respected citizens, the Honorable Benjamin H. Eaton, who was Governor of Colorado during the years 1885 and 1886. He was a man of lovable disposition, and of notable achievements. To him this commonwealth owes a great debt of gratitude for the able and efficient manner in which he championed and espoused the cause of agriculture and irrigation, and much of our success in the development of our agricultural resources can be directly attributed to his foresight and intelligent application of the means at his disposal. I know you will early adopt suitable resolutions to his memory.

STATE DEPARTMENTS.

It affords me unqualified pleasure to announce to you that each and all of the several departments of our State government are working in absolute harmony, one with the other, and that the chiefs of these various departments, as well as all subordinates, have been industrious, courteous and loyal to every trust confided to their care, and I am constrained to say that the people of Colorado can well be proud of the quality and character of their public servants and of the faithful services rendered.

STATE AUDITOR.

The report of the Auditor of State shows that during the recent biennial period \$159,000 has been paid on deficiency warrants of former administrations. The Auditor calls your attention to the notable fact that with an incidental fund for all departments of only one-fourth that of the previous administra-

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tion, all claims against this fund have been met, and a surplus of \$8,000.00 turned back into the treasury. The insurance department shows a healthy and material increase in receipts, and it is needless to call your attention to the fact that the flat tax department has been managed better than in the previous term. I join in two recommendations of the Auditor: first, that provision be made for the mileage and per diem of the assessors at their annual meeting, and second, that a traveling auditor be retained to check the accounts of State institutions at stated intervals. The power of such an official should also apply to departments of the State government, for which no examination is at present properly provided.

STATE TREASURER.

You will find, from a careful study of the report of the State Treasurer, that on the whole our finances as a State are in excellent shape. One matter touched upon by the Treasurer I deem worthy of your especial and favorable consideration.

Insurrection certificates of indebtedness from Lake City to the present time aggregate \$748,464.72, and I believe it to be your imperative duty to arrange for the redemption of the same with interest. The recommendation of the State Treasurer on this important subject is an excellent one. He proposes the issuance of \$800,000 in bonds, payable in 25 years, at a reasonable rate of interest, payable semi-annually. The school fund has \$300,000 invested in Capitol building warrants, about to mature, and there are ample funds on hand to meet this claim. This would leave \$300,000 free in the school fund to be properly, with safety and with remuneration to the schools, invested in a part of these bonds. The remaining \$500,000 of the bonds could readily be disposed of in the open market.

The Board of Equalization can act in this matter if the Legislature does not do so, but action such as suggested for your consideration would make this claim practically no burden at all to the taxpayers of Colorado.

IN RE STATE FUNDS.

In the suggestions made by the Honorable State Treasurer, in his biennial report, I beg to call your attention to a recommendation concerning a State examiner of public accounts, banks, and other depositories, which seems entitled to your earnest investigation and consideration.

I find, in examining our constitutional and statutory provisions, that there is no legal right vested in the Governor or other official to appoint a special examiner to investigate the books and accounts of any of the various State officers and departments, or the various bureaus and boards in connection therewith, other than the semi-annual examination of the offices of the State Treasurer and State Land Board, and the biennial examination of the State Auditor's office, and that of the State Treasurer. It seems to me that there should be a specific provision enacted by your

honorable body, which would not only authorize the appointment of an expert examiner, at such times as might be determined by the appointing power, but to carry with such appointment the authority to compel the several departments to furnish all needed assistance in the way of aiding the examiner to make a thorough examination of the books, records and cash, as well as to enforce statements under oath, if necessary.

FINANCIAL.

The Constitution of this State and the various statutory enactments passed by the various General Assemblies seem to me inadequate to afford the proper maintenance and management for the several departments of the State government, by appropriations made each biennial period through the general appropriation bill.

Under our Constitution, the fiscal year begins December 1st, and ends November 30th in the following year, and the term "year," as used in the Constitution, has been interpreted to mean the fiscal year.

The appropriations of the General Assemblies are made for and extend only through the period of two fiscal years, consequently the appropriations are made, ending on November the 30th. At the end of the biennial period, from November 30th to April of the following year, there is no provision by the Legislature for current expenses for the maintenance of the Executive, Legislative and Judicial Departments of the State government. It is true the General Assembly usually passes a short appropriation bill, but this covers only the per diem and mileage of its members, as well as the pay of its clerks, employes and other contingent and incidental expenses of the Legislature. At the close of each legislative session, a general appropriation bill is passed, which provides for the expenses of the three aforementioned departments of State, from April 1st to the 30th day of November of the next succeeding year.

It would seem, therefore, advisable for you to either make an appropriation covering the expenses of the three departments of State as a continuing appropriation, or else have the general appropriation bill applicable from April 1st to April 1st of the second succeeding year thereafter, or appropriate from the revenue of 1907 sufficient amounts to supply these departments with funds during the months of December, January, February and March, thereby providing funds for the use of these departments and preventing the necessity of the heads of these several departments being compelled to contract debts for stationery, postage, clerk hire, stenographers and similar necessary expenses, in absolute violation of the constitutional provision.

I believe the mere calling of this matter to your attention will cause you to provide methods which will, in the future, not only avoid the inconvenience resulting from the present absurd

practice of leaving the several departments of State without any appropriation for a period of nearly three months, and which will fully guard against any possible abuse which might creep in, if continually indulged in.

SECRETARY OF STATE.

Probably no State department has more faithfully and courteously served the people than that of the Secretary of State. His report will present an excellent record to you, and this office, like that of the Attorney-General, and all other of our State departments, has given unusual satisfaction to the public in the way of earnest and successful performance of duty.

ATTORNEY-GENERAL.

The Honorable Attorney-General, during this administration, has ably conducted a larger and more important business than has very probably ever been disposed of by this department in a similar period. Successful litigation has been carried on as to the inheritance tax, flat tax, liquor tax and other matters, and favorable decisions already secured in every court that has as yet passed upon the questions.

KANSAS-COLORADO WATER SUIT.

Acting upon my recommendation of two years ago, the Fourteenth General Assembly appropriated \$25,000 for the expenses of vigorously defending and conducting this immensely important contest.

With commendable energy and wisdom the Honorable Attorney-General, together with such associate counsel as have been appointed from time to time as necessity seemed to require, has conducted this suit along its various stages, until now much of the statistical and expert testimony has been tabulated; but much remains yet to be done, and, appreciating as I know you do, the important relation which the result of this contest will have upon our agricultural prosperity, I feel confident that you will supply the legal department of this State with an appropriation of such amount as your wisdom and the emergency of the case may dictate.

STATE LAND BOARD.

The land department during the last biennial period has made an enviable record along the lines of faithful performance, new, complete and intelligent records, increasing business, and careful conservation of the interests of the State and the school fund.

I suggest your careful scrutiny of proposed additional legislation along the lines of what is known as "The Iowa School Law." Tending to aid in the preservation of the State's forest lands, provision should be made for a State forester, on pay, and a law should be passed making it optional, in specified cases, for the State Land Board to sell or to refuse to sell timber

lands. A proposed law which will be presented for your consideration by the State Forestry Association deserves attention.

To my mind it is imperative that bona fide prospectors should be able to acquire mineral locations on State and school lands, as such a course, conducted along proper lines, would tend to more rapidly develop our vast undiscovered mineral resources.

SOLDIERS' AND SAILORS' HOME.

No State institution, because of its commendable purposes and character, imperatively demands more consideration than does the Soldiers' and Sailors' Home, at Monte Vista. The increasing age and infirmities of its inmates make citizen labor in their behalf more necessary, and the eminently proper regulation of the federal government preventing the further use of pension money for clothing increases the expenses of the State at this institution in the future. In my opinion this institution should be supplied by the State with at least \$60,000 for the present biennial period. I firmly believe that a \$10,000 building appropriation should be provided, in addition to the suggested maintenance fund, so that better hospital and heating facilities may be provided and improvements made along equally necessary lines,

AGRICULTURAL COLLEGE.

Our Agricultural College and the farming industry have made rapid strides in exerting an influence for better farming methods among our citizenship directly dependent upon this industry for their support.

Our State Board of Agriculture has made many and important changes in the course of study at the Agricultural College, as well as in the methods of imparting a scientific knowledge of this profitable industry, and without discriminating in favor of this State institution, I am firmly convinced that it should be given greater consideration at your hands than previous appropriations in itself would indicate, and thereby enable our rural farmers to have the opportunity of obtaining an increased knowledge in farming and stock raising methods, and training them in this great science. I urge you to visit this college and become familiar with the conditions and needs of this magnificent institution, and to enable it by suitable appropriation to become the influential factor in agriculture which was contemplated by its founders.

INSANE ASYLUM.

The recommendation by the Board of Lunacy Commissioners, and also by the Superintendent of the Insane Asylum, that a suitable tract of land, consisting of several hundred acres, upon which to immediately erect a building of dimensions to accommodate five hundred patients, I heartily concur in. The steadily increasing population of this institution, the small acreage now occupied by the State for this purpose, and the apparent

impossibility of procuring the necessary amount of land contiguous to the present location, seem to make the demand one of reason and necessity.

The report of the management of this institution shows that an admirable record has been made by an able management.

STATE SCHOOL OF MINES.

An inspection of the personnel of the undergraduate body of our School of Mines shows that from as far east as New Jersey, as far west as California, from northern Connecticut to southern Mississippi, and from England, Mexico, Ireland, and even India, those desiring the best in a mining education are coming to our School of Mines. As an instructive factor this institution deserves your support. Even as a factor in advertising Colorado's mineral resources it is remarkably important. Its summer school for miners, operating in conjunction with the universities of the East, brought to our State last summer either the presence or attention of the experts in mining and metallurgy of the world. Plentiful financial support provided for this institution is money well spent.

DEPENDENT AND NEGLECTED CHILDREN.

Two years ago the Legislature wisely appropriated \$100,000 for the Colorado State Home for Dependent and Neglected Children for the biennial period. This amount was put to admirable purposes, but the management, now having secured a good commencement in the matter of buildings, will only need \$70,000 for the biennial period now in progress. I heartily recommend that amount. No church collections are asked by this institution, no county or individual contributions are received, so that to the Legislature alone it looks for support. A maintenance fund of \$45,000 and a building fund of \$25,000 would place the home in good condition for the two years.

PENITENTIARY.

A decrease in the per capita cost of maintenance at the Penitentiary in connection with better discipline and improved sanitary and living conditions is worthy of commendation. A less appropriation than \$295,000 for the present period would be a drawback to the perpetuity of the satisfactory management of the Penitentiary. The major part of such an outlay would of necessity be for maintenance, but a cell house, bath, laundry and hospital and insane ward call for additional consideration at your hands.

In connection with comments upon this institution, I beg to call your attention to the following memorial presented to me by the Board of Commissioners, and which is deserving of your early consideration, to-wit:

"The Commissioners of the Colorado State Penitentiary, in regular session assembled, wish to call your attention to the overcrowded condition of the Penitentiary, and ask your assistance and co-operation in devising means at once to provide addi-

tional room. We find upon investigation that the prison is now filled to almost its total capacity, there being but one vacant cell that is really at the disposal of the Warden for the accommodation of new arrivals at this time. We learn, also, that a large number of persons are confined in the various county jails, either already sentenced to the Penitentiary or awaiting trial, and unless speedy relief is afforded it will be absolutely necessary to temporarily care for the new arrivals by fitting up insecure and unsatisfactory quarters in some of the old buildings on the prison grounds not now in use."

That the steadily increasing population of our penal institutions necessarily demands a corresponding increase in accommodations and appropriations must be apparent without extended argument, and I commend the subject to your wise consideration.

Too much stress can not be laid upon the urgent necessity apparent to any one who visits the Penitentiary, as is also evidenced by the biennial reports of the Warden and the Board of Commissioners, that some provision must be speedily made whereby the unfortunate convicts confined in that institution shall be given employment, both as a health measure and to increase the discipline and good order of the institution, as well as to enable the labor of the inmates to contribute somewhat to their maintenance during confinement.

Under the present laws the convicts are prohibited from engaging in any manual labor which can possibly come into conflict with free labor, and for several years no brick or cut stone for uses outside of the institution itself have been manufactured by the convicts.

The roads and streets in the locality in which the Penitentiary is situated would afford ample opportunity for the employment of large numbers of convicts, that would prove equally beneficial to the institution and the public at large, and I trust that you will, in your wisdom, make some provision along these lines as an act of humanity, if not for pecuniary purposes.

STATE REFORMATORY.

A surplus in practically every fund is reported by the State Reformatory, but reasonable appropriations are needed for the completion of the buildings now being erected. The present cell house is inadequate, but otherwise the Reformatory is in excellent shape, and is rounding out the best managed biennial period in its history.

STATE UNIVERSITY.

Our State University at Boulder continues to progress in excellent management and in results obtained. Its two-fifths mill levy is a great benefit, but the increase in attendance has been so steady that during the present scholastic year in university and preparatory school there are for the first time over one thousand students. It may be found advisable to appropriate suitable amounts for some needed new buildings, which should be con-

structed independent of the two-fifths mill levy. A new heating plant, women's dormitory and other buildings are desired.

On December 12, 1904, I received a communication from the Board of Regents of the State University, to the effect that, by reason of their having complied with the laws passed in relation to their institution by the Fourteenth General Assembly, they found a deficit and an emergency confronting them at the close of the biennial period. It seems that the Fourteenth General Assembly appropriated for their use the sum of one hundred thousand dollars, which was to be expended for buildings during the first three years thereafter, thereby making it compulsory that sixty-six thousand dollars and over should be expended for buildings during the years 1903 and 1904.

The same General Assembly made another appropriation for the maintenance of the University for the same biennial period, the sum of forty thousand dollars, which was to assist in the maintenance of this institution until the increase in the mill levy, made by that body, could become operative, and after a full recital of the conditions, represented that unless immediate relief were given them, the functions of the University would be so crippled as to practically amount to closing that institution. I therefore felt warranted, under section 4112 of Mills' Annotated Statutes, and did, on December 14th, issue emergency warrants to the amount of forty thousand dollars, which I submit to you for consideration, trusting that you will make an appropriation therefor which will be available as contemplated in the appropriation made by the Fourteenth General Assembly for said purpose.

NORMAL SCHOOL.

A perusal of the report of the State Normal School will confirm your probably already established belief that this institution is accomplishing an admirable work, and its requests for your aid are well worthy of consideration.

BOYS' AND GIRLS' SCHOOLS.

The Industrial School for Boys and the one for girls are institutions which are ordinarily especially liable to adverse criticism, because of the character of the work involved. There are always many who aid in dragging down, but the percentage of the good and faithful men and women who help to lift up is never too large. The self-sacrificing members of the boards of these two schools in requesting your attention and assistance for the work in hand deserve your support. So far as the estimated revenues permit those two State institutions should be well cared for.

FOR THE DEAF AND BLIND.

Through State aid, an emergency indebtedness and the munificence of a private donation of land equivalent to \$20,000, the Colorado School for the Deaf and the Blind now owns 24 acres

in one tract, and the city of Colorado Springs has vacated the streets and alleys thereon. The emergency indebtedness is less than \$15,000, and should be met at once. This school is worthy, well conducted and not too well treated by the Legislature. To my mind, its needs imperatively demand attention. There should be an administration building, gymnasium and funds for improvements on the school building, at the very least.

STATE BOARD OF CHARITIES AND CORRECTION.

The Board of Charities and Correction deserves a special word of praise from the fact that its members, without the hope of any pecuniary reward, have ever been zealous, and particularly so in the two years past, in doing everything possible to assist the able managements of our various State institutions in their work of alleviating suffering, and elevating conditions.

The Board of Pardons, although the laws make this body merely advisory, has conscientiously, and without remuneration, assisted me in this line of work, and the efficiency of the Secretary of this board, who is also Secretary of the Charities Board, has been of great help to the administration. Because the Pardon Board is merely advisory, however, it would appear that it is not a necessity, and I renew my recommendation of two years since, that it should be abolished. The work necessary for compiling data and summarizing cases requiring executive consideration should devolve upon the Secretary of the Board of Charities and Correction, for which additional service reasonable compensation should be provided.

STATE BUREAU OF CHILD AND ANIMAL PROTECTION.

The State Bureau of Child and Animal Protection is constantly performing a humane work of importance. It has been hampered by an annual shortage in the past, and now needs an additional agent on the staff. I suggest a liberal appropriation for the work of this organization.

STATE BOARD OF HEALTH.

The State Board of Health is so well and favorably known that I need but call your attention to this important branch of our government to insure its careful consideration.

During the existence of this board important sanitary laws have been enacted. Efficient local health officers have been established, the public mind educated to a considerable degree in the restriction and prevention of diseases, in the danger of unsanitary conditions and environments, in the evils of impure and contaminated water supplies and concerning epidemic diseases and the general preservation of public health.

I recommend a careful reading of the biennial report, and that you sustain them with an appropriation commensurate with their valuable work and efforts.

STATE HISTORICAL SOCIETY.

The State Historical Society, under the care and management of the Curator, evidences the wisdom manifested in its establishment. As time progresses its facilities and real worth will be enlarged and broadened until it will become invaluable. Few of you have ever visited this department, and thereby become advised of its historical value or of its educational facilities.

The Lee Munyon collection is in itself of immense value to the State, and I recommend a reasonable appropriation to bring this historical work down to date, as well as to adequately provide for necessary binding, printing and expenses.

STATE LIBRARY.

The State Library, connected as it is with the educational department of the State government, has been forced to assume increased responsibilities in recent years, imposing many new duties upon the department without receiving either the attention it is entitled to, or the financial assistance necessary to keep pace with its importance to the educational advancement of our State, or in keeping with the actual labor involved.

I respectfully invite your attention to this department, feeling confident that investigation will prompt you to render such aid as is apparent, to increase the competent clerical force already employed, with others possessing technical knowledge of library work.

GAME AND FISH.

The department of the Game and Fish Commissioner has been conducted admirably, with a satisfactory record of convictions secured for violation of the game and fish laws, and a very substantial surplus of about fifteen thousand dollars above the expenditures from legislative appropriations and receipts. For the benefit of our own people and the attraction of tourists, this department should ever be conducted as admirably as at present. The laws now on our books regulating matters pertaining to this department are ample.

Those interested in our great stock industry have very generally expressed themselves as satisfied with the efforts of the present Stock Inspection Board, and the Veterinary Board, Commissioner of Mines, Dairy Commissioners, Boiler Inspector, Horticultural Board and kindred departments have all so managed their affairs as to merit your commendation and kindly consideration.

CAPITOL BUILDING.

During the past biennial period there has been more or less public intimation that the State Board of Capitol Managers should be abolished. In this connection it is well to call your attention to the fact that the law provides that when the State

Capitol building is completed the Governor shall issue his proclamation accordingly, and thereafter the Board of Capitol Managers cease to exist.

This would have been accomplished during the last biennial period had the Fourteenth General Assembly made an appropriation of sufficient amount to have completed the Capitol building, but there still remains unfinished of the original plans and specifications of the building the statue upon the dome, the gilding and painting of the dome and roof, a metal floor for the top story of the dome, and metallic vault furniture. This latter item is one of great importance to this State, and seems to me to be one of absolute necessity, and I recommend that, in view of the recommendations made by the Board of Capitol Managers to your honorable body, to which I beg to call your attention, that a sufficient appropriation be made to fully complete the Capitol building under its original plans and specifications, and which will enable the board to complete the building during the ensuing two years.

MRS. HELEN L. GRENFELL.

For six years Mrs. Helen L. Grenfell has been Colorado's State Superintendent of Public Instruction. An examination of the record she has made will be the surest way of realizing her great worth to the State, and the importance of the work she has accomplished.

Mrs. Grenfell again calls attention to making provision for the reimbursement of the school fund invested in the so-called excess warrants of 1887 to 1889. This matter can not be settled until it is settled right by a constitutional amendment, and the State's financial integrity thus assured. The extension of the power of county superintendents to enable them to act as auditors of school warrants, is another important recommendation made by the retiring Superintendent, and I can not too strongly urge that you carefully peruse her report. Permit me, before leaving this subject, however, to suggest that the teacher is worthy of her hire, and to add my recommendation to that of the retiring Superintendent, that a minimum salary for teachers should be fixed at living wages by the proper authorities.

As a tribute to the splendid services of Mrs. Grenfell, I would suggest that special provision be made for the printing complete of her last and very valuable report, recently submitted to me, which could not be published in its entirety with strict compliance to the 300 page limitation.

GENERAL.

For more detailed and definite information, I beg to direct your attention to the biennial reports of the various State officers and heads of departments, not especially enumerated and mentioned in this message.



The Adjutant-General's department has published a most voluminous report, covering an important period in our history, and I trust that you will each peruse this report in a thorough manner, and consider the suggestions and recommendations therein made, the same being altogether too exhaustive to be even epitomized in this biennial message.

In case no new general militia bill is passed by your honorable bodies, I recommend as an amendment to the present law, a suggestion made to me by the Lieutenant-General of the United States Army, as follows:

"Every deserter from the military service of the United States, or from the militia of this State, when called forth by the Governor, or, in time of invasion, insurrection or rebellion, by the President of the United States, shall be deemed to have voluntarily relinquished his right to vote at all elections, and shall not be entitled to participate in elections in this State until he shall have returned to the command from which he deserted, made good the time lost in desertion, and served out the term of his original enlistment."

SAINT LOUIS WORLD'S FAIR.

Justice impels me to say a word in commendation of the valuable services rendered this State by the Board of St. Louis World's Fair Managers, and especially of the results obtained through their energetic and harmonious action, and by reason of the indefatigable labors of the Honorable Commissioner-in-Chief. The exhibits from this State created a most favorable impression upon the exposition officials, the exhibitors from other states and foreign countries, as well as visitors in general, and the fact that, besides receiving 16 grand prizes, 150 gold medals, 348 silver medals and 253 bronze medals, we were also awarded the grand championship prize of the world on range-fed cattle, is in itself a sufficient triumph to satisfy our financiers, farmers and the public in general. This record is really a remarkable one when it is recalled that only about two-thirds of the appropriation made by the last Legislature was expended.

PORTLAND EXPOSITION.

If your finance committees find that the condition of the State Treasury warrants a suitable appropriation for the Lewis and Clark Exposition at Portland this year, I feel sure Colorado will be able to make as relatively good a showing, for any amount thus expended, as it did so creditably last year at Saint Louis. The element to be considered in these exposition exhibits is the amount of good which can be done the State in the way of legitimately advertising its resources and attractions.

PUBLIC PRINTING.

The wisdom displayed by the Fourteenth General Assembly, in creating the office of Commissioner of Public Printing, has been

a general source of congratulation and satisfaction. The Commissioner has been enabled to place this branch of the public service upon a business basis, and has saved thousands of dollars for the people of this State, and I doubt if the printing bills have been so small for any biennial period since Colorado was admitted into the Union, as during the past biennial period.

The act being a new one, the Commissioner has been enabled, in putting the law into practice, to evolve some methods and changes, which, I am sure, if put into law, would greatly facilitate the operations of this department, and I beg to ask that you confer with the Printing Commissioner concerning this important matter.

One particular change I would like to suggest for your attention is that of Secretary of the Auditing Board. Under the present arrangement the Secretary of the Board of Equalization is made the Secretary of the Auditing Board. I believe it would be better to impose the duties as Secretary of the Auditing Board upon the Printing Commissioner, for the reason that he is in a better position to give his attention to this service, and his duties require his constant attention at the capitol, while, on the other hand, the Secretary of the Board of Equalization is frequently called from the city, thus delaying oftentimes important matters. Besides, his other duties are such as to require his close attention. If this change were made it would facilitate the matter of book-keeping.

While I am on this subject, it might not be amiss to suggest the practicability of providing that the Commissioner of Public Printing shall also purchase all necessary supplies for the several departments of State government, instead of the Secretary of State, as at present, who is also compelled to keep a set of books. By consolidating this work, you should be enabled, I believe, to save a good deal of money and give a much more satisfactory service to the different departments. The Commissioner will be enabled to explain this matter to you in greater detail should you consider the matter worthy of serious thought and attention.

CRUISER "COLORADO."

The United States Government has honored this State by selecting the name "Colorado" for one of the latest and best ships of the American Navy. We are all justly proud of this cruiser, and will always watch with intense interest its record in maintaining the supremacy of the United States on the sea.

In past years it has been the custom of the various states to recognize the honor conferred in the naming of battleships, by making some suitable present in the way of a silver service or other donation, befitting the occasion, and I therefore beg to present this matter to you, with the hope that you will be able to appropriate sufficient funds with which to purchase a gift for the

cruiser "Colorado," which will adequately and sufficiently represent the great Centennial State.

This vessel is rapidly being completed, and it therefore behooves you to take early action. The state of Pennsylvania appropriated \$25,000 for a silver service for the battleship bearing that name.

Through my personal solicitation the United States government has still further honored this State by taking the old bell cast in 1848 for the frigate "Colorado," and placing the same upon the cruiser "Colorado," where it now rings for liberty and chimes with the patriotism of our people.

JUVENILE COURTS.

The Juvenile Court bill, "A bill for an act to regulate the treatment and control of delinquent children," recommended in my inaugural for your favorable action, has, since its passage, proved to be fully as satisfactory as we anticipated, and I congratulate the Fourteenth General Assembly on its passage, and upon the enactment of the Probate law, both of these measures having been prepared by the County Judges' Association.

WOMEN IN STATE AFFAIRS.

A word of praise for women is in order when summing up the good in the administration of State affairs. Women conducting our Traveling Library Commission have carried on successfully a new but excellent labor of education. Women have exceptionally well managed the affairs of our public schools, State library, Dairy and Horticultural departments, and other branches of the service of the commonwealth. Public-spirited women on our Charities Board, on the boards conducting the dependent children's school, Agricultural College, Girls' Industrial School, and, in fact, in practically every department and institution of the State, have raised the moral tone and maintained or increased the efficiency in the various lines of work in which they have interested themselves.

CIVIL SERVICE.

Experience has taught me that the several departments of our State government can be more efficiently and economically carried on under the principles and rules of civil service as applied to various departments of our National government than through the channels of political preferment and influences.

The employers, or rather the official heads of these several departments, are not so much to blame in this regard, as is the system in vogue.

I therefore bring the matter before you for consideration, expressing the hope that you will enact a suitable statute in relation to this matter as will control the public service, not only in the Capitol building, but that will extend to our penal, charitable and other institutions and departments. Our school system and

the department of State Engineering and Irrigation should be conducted on a non-partisan basis.

PURE FOOD.

Two years ago I called the attention of the Legislature to what then seemed to be a necessity for a more efficient law upon this subject, so framed as to provide adequate penalties for its infraction and for suitable means for its enforcement.

The numerous deaths in this city alone during the past few months, directly traceable to impurities in food and poisonous drugs used in its preservation, appeal more strongly than any words I can frame for immediate legislation along this line, and I trust you will give the matter early consideration.

ROADS AND BRIDGES.

The building and maintenance of roads and bridges is important in the progress and development of this State.

Annual appropriations for such purposes have been made by former Legislatures from the Internal Improvement Fund, but such appropriations have been made without any regard to a fixed system, but entirely in response to demands from various localities.

I recommend a liberal policy upon your part in dealing with this subject, but firmly believe that the extent of financial aid from the State should be proportional to the amount paid by the taxpayers in the localities asking for aid, and to the benefits to be derived by the people therefrom.

EQUAL VALUATIONS.

Under our present laws the State Board of Equalization is limited to four mills taxation for State purposes, while the several counties, cities and towns, as well as school districts, are practically without any restrictions whatsoever as to the amount of their levies. This alone invites an avoidance of equal valuations, and should be corrected by an amendment to the revenue law placing a maximum limit upon all officers or persons having the levying of taxes in charge.

It should further compel county assessors to list property in the several counties at such fair and reasonable valuation as to come within the meaning of our present revenue law, thereby making ample provision for the maintenance of the several State institutions and departments.

APPROPRIATION BILLS.

I desire to call the attention of your Honorable Body to the dangers that threaten the welfare of those State institutions and departments which have been created by the Constitution as well as the several boards and departments since created by statutory enactments.

The general appropriation bill has grown in amount each succeeding biennial period, from \$682,287.98, passed by the Tenth General Assembly, to \$841,165.77, of the Fourteenth, largely due, as you will note, by adding term by term appropriations to additional appropriations, for the maintenance of those subsidiary departments. While I recognize the immense usefulness of all of such boards and special departments, and commend the work each is performing in its designated field of operation and usefulness to the people of this State, yet I maintain that they should be supported by special appropriations according to their several needs and your ability to assist, instead of including such sums in the general appropriation bill.

LAND AND EQUALIZATION BOARDS.

My experience during the past biennial period has convinced me that the duties imposed upon the executive officers of the State government as members of the State Land Board and Board of Equalization can not be thoroughly and intelligently carried on by those officers.

The work of the Land Board has so increased that it requires weekly and frequently semi-weekly meetings to handle the accumulation of important matters, while no one can fairly and justly perform the duties incumbent upon the members of the Equalizing Board with the limited time possible to devote to the work involved.

I therefore suggest for your consideration a constitutional amendment providing for the appointment of a board of three members who shall act as the State Land Board and Board of Equalization.

SUGGESTED REFORMS.

A constitutional amendment providing for compulsory arbitration in specified cases where industrial conflicts threaten to unsettle conditions of peace and prosperity in the State should receive your earnest investigation. Such an amendment, permitting the review by the Supreme Court of the State of the findings reached by the arbitrators, might be considered advisable. This suggestion is promised, however, on the supposition that one side or the other has some better claim to the consideration of an arbitration board than the mere use of force. The present Arbitration Board has no certain and effective power, and, being impotent, should be abolished.

EIGHT-HOUR LAW.

The question of an eight-hour law has not been an important one during my administration, except as a political cry of demagogues.

The platform adopted by the last Republican State convention pledged the enactment of a reasonable, just and equitable

eight-hour law, and I hope and trust that such a law will receive your early consideration and prompt enactment.

The fraudulent conduct of elections under our present system demands your immediate and concerted action. Your proper committees will, no doubt, have the facilities and desired information with which to handle this subject, but in a general way it seems sufficient to say that a modern primary and registration law should be enacted and the advisability of introducing voting machines should be considered. In sorrow we must admit that the elective franchise, especially in Denver, has been sadly misused and prostituted. A patient people protest, and these outrages should be ended.

INDUSTRIAL TROUBLES.

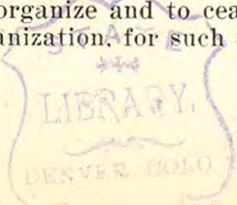
Early in my administration a certain organization, known as the Western Federation of Miners, claiming public consideration under the name of labor, whose officers and those in direct charge of its management are bold, careless, reckless men, attempted to ferment trouble in several of the industrial sections of Colorado, to the end that that particular organization should have recognition in the operation and management of the mines, mills and smelters, wherever located in this State, which efforts culminated in the arbitrary calling of the most senseless, causeless, unjustifiable and inexcusable "strikes" ever known in this or any other country.

Believing that my duty to the people of this State lay in protecting life and property in advance of annihilation, I proceeded to stop the unlawful methods of this reckless band of men. The incidents of the altogether too long conflict are so familiar to every resident of Colorado I shall not dwell upon them; suffice it to say, law and order was maintained, peace restored and prosperity immediately followed.

Anarchy can not continue under our American form of government, and the people of this State breathe free in the knowledge that they are entitled to lawful protection, and when the laws are enforced can obtain it.

I recommend the passage of an act by your Honorable Body prohibiting boycotting, picketing, unfair lists or other interference with the lawful business or occupation of others, and provide for a suitable penalty therefor.

The principles upon which I stand, and which have caused me to take the action I have in maintaining law and order in this State, are that the rights of every citizen to enjoy life and liberty, and the right to acquire, possess, enjoy and protect his property, are inherent and indefeasible. The right of the working man to sell his labor to any one wishing to purchase same for lawful purposes is equally his inherent right. Labor has undisputed right to organize and to cease work, either as individuals or as an organization, for such reasons as may seem to



themselves satisfactory, but when they attempt to prevent others from performing the same work, or to prevent the employers from employing others to carry on his work, their actions are unlawful and can not be tolerated. If such unlawful acts are in harmony with the rules governing organized labor, it is plain to be seen that it can not prevail against the organic law of this commonwealth, as one or the other must certainly give way, and the courts and the entire administrative power of this State must be exerted to maintain the laws of the State.

CONCLUSION.

In closing, allow me to assure you of my interest and earnest co-operation, whether in a public or private capacity, in all matters having for their object the well-being of the people of Colorado.

In your deliberations bear in mind the fact that you are servants of the people and represent their interests, and that your official actions will be the returns made of your stewardship, when your duties shall have ended.

I feel sure that you understand the interests of the people will be best served, and the honor and dignity of the State best maintained, by the enactment of but few new laws. That there is greater danger from too much than from too little legislation, requires no special comment.

I am equally confident that all matters coming before you will receive your careful attention, and that you will reach such wise conclusions as will reflect credit to yourselves and result in the permanent welfare of the people of Colorado.

INAUGURAL ADDRESS

OF

GOVERNOR ALVA ADAMS

TO THE

FIFTEENTH GENERAL ASSEMBLY
OF COLORADO

INAUGURAL ADDRESS

OF

Governor Alva Adams

The uncertainty of recent events have delayed the writing of this message until the last hour, and as no department of the State government has sent the incoming Governor a copy of its report, it will not be possible at this time to speak intelligently of the business affairs of the State. My words must therefore be suggestive only, and not as full and definite as they should be. Later, when time has been given to the investigation of the finances of the State, I will ask the privilege of sending you a second message with such recommendations concerning income and expenditures as may seem fit and proper.

Six years ago to-day I gave to the Legislature an epitome of the financial affairs of the State. A comparison will show that in that brief period the taxes collected and spent have doubled, without a corresponding increase in population or wealth. When a business man's expenditures double without adding to his capital, it is time he changed his methods. While a state may not become insolvent, it is not exempt from those inexorable financial laws that regulate the business fate of the private citizen. As legislators and officers, it is our duty to exercise the same care and economy in spending the funds of the people as with our own.

To enact good laws, to see that they are administered with justice and impartiality, and to collect and spend the money of the tax-payer with wisdom and integrity, are the sacred duties of government.

To tax and to please is a power never yet given to man. Since the Roman Caesar, two thousand years ago, sent out the command to "tax all the world," taxes have been the penalty of civilization. At best, the growing institutions of a new state demand much, but our constituents should not tolerate extravagance. Every Legislature in Colorado's history has spent the full limit of

taxes allowed by the Constitution. Let the Fifteenth General Assembly make a new record in legislative annals. Let us be just to the tax-payer before we are generous with his money. The assessed valuation of property is nearly twice as great as in 1897-98-99-00; and yet the levy remains at 4 mills. Every Legislature spends every dollar the law allows. A careful scrutiny of appropriations should enable us to maintain our institutions in a respectable manner, and yet reduce the levy. There is little encouragement to the property owner to raise the assessed value while the levy remains at the maximum. In any movement you may take along this line and looking to an easement of the burdens of the tax-payer, you may be assured of my earnest co-operation. We may differ politically, but should be in accord upon all measures for the betterment of the State. The oath of office which we have taken was not partisan—there is no politics in the Constitution, and there should be none in the Statutes; and if there were, the best service would be the best politics. Colorado is gaining a wide reputation for high taxes and lawlessness. This kind of fame is not attractive to the stranger seeking either a home or an investment. Resolutions and words will avail little. If public sentiment does not force city, county and State officials to observe and uphold the law, and to be parsimonious rather than prodigal with the public fund, then a page in a Governor's message will be as useless and harmless as an arrow shot at the sun.

Colorado is a great estate; you are its moral and material guardians. The first bill introduced, as well as the last, should recognize this responsibility. Do not wait until the last days of the session to economize. The earliest hour is the best hour for doing right.

Law-breaking, disregard for the Statutes, is the heaviest tax that can be imposed upon industry, labor or property. Good government requires but two things—first, a good code of laws, and then a people who will uphold and abide by them. I have firm faith that existing laws fairly administered will be adequate to right every wrong. Adherence to the law is the best cure for most of the evils that can infest a state. Where official and citizen respect the law, there can be no necessity for extra constitutional measures to preserve peace and order.

During the past two years Colorado has had many incidents to regret, many deeds to deplore, but much of our evil fame is due more to our own exaggerations than to facts. The truth has been bad enough without partisan color. Lies need no press agent. It is not true that half the voters of Colorado are dynamiters and anarchists, nor is it true that the other half are shyllocks and oppressors. We can not complain if the world takes us at our own estimate. Hereafter, when we paint our own picture, let us use a brush that will not hide all our virtues and intensify our faults. Nowhere is there a higher standard of man-

hood and womanhood than in Colorado. From the best of every land and every state has come the splendid citizenship of this imperial commonwealth.

The annals of several counties have been stained by strikes, lockouts, martial law and outrage. These are poor testimonials of free government.

While strikes may not be forbidden, we may dream of the reign of justice, we may hope for conditions and laws that will make strikes unnecessary. First among those enactments in obedience to the expressed mandate of the people should be an honest eight-hour law. This both parties promised the people. Let that promise be kept.

Next, an amendment to the arbitration law requiring a compulsory submission of any grievance or difference between employer and employes. This is not compulsory arbitration, nor does it lead to a compulsory decree, but it does compel a conference, and where the parties to an industrial conflict honestly confer, a settlement is almost certain. Such a measure would clip the power of an arbitrary superintendent or manager to order a lockout without reason, or of an equally arbitrary walking delegate to incite a strike without justification.

John Mitchell said "that in the coal industries there had never been a strike where the parties had conferred before the strike had been ordered, and that there had never been a strike except where either employer or employe had refused to confer." If this be true in the coal industries, it will be no less true in other avenues of productive labor. If peace and harmony can be secured by a conference of conflicting interests, the public welfare makes it the duty of the State to compel such conference.

There is seldom difference enough between the parties to an industrial dispute to justify the wide-spread disaster that often follows a conflict. It is not infrequently the case that obstinacy or pure selfishness precipitates labor troubles that affects not only the few hundred directly concerned, but many thousands in collateral industries. In Colorado we have had labor difficulties that have affected the welfare and prosperity of at least one-half the entire population of the State. The rights of these hundreds of thousands of non-combatants are certainly entitled to respect and protection, and if all interests can be protected by compulsory submission, it becomes the imperative duty of our law-makers to investigate and enact.

The election scandals in Denver, Teller, Pueblo, Huerfano, Las Animas and some other counties indicate a needed change in our election laws, and demand the enactment of an honest and efficient primary law. No assault upon free government is as serious as a corrupt ballot. The pure ballot is the very heart of our governmental system, and where that fails, democracy is a failure, and a free republic a delusion.

In framing your election laws see that their meshes are strong enough to hold the big election thief as well as the small. The ordinary ballot crook at the polls is bad enough, but back of him, and responsible for him, is some one infinitely stronger and more dangerous. Those who furnish the money, brains and organization for corrupting elections are greater enemies of the State than their agents who, for pay, do their bidding.

The vast amount of money that is now deemed necessary for the conduct of an election is one of the strongest indictments that can be made against prevailing political methods. The State chairman of one political party made oath that he spent at the recent State election nearly a dollar and a half for each vote his party received. The other State chairman also testified to a large expenditure. Other interests deeply concerned in the campaign, but not compelled to publish their expenditures, must have spent two or three times as much as the chairmen—to this add the amounts spent by the chairmen of the fifty-nine counties—the city chairmen—the various local committees and the personal expenditures of the hundreds of candidates, and we have an amazing total—certainly amounting to five dollars for every vote cast in the State.

When we deduct the very large majority of Colorado voters who can not be influenced, directly or indirectly, by campaign money, and divide the cost among the comparatively few who are influenced by financial agents and organizations, we have an outlay for each such vote that rivals the record of some of the elections in the rotten parliamentary boroughs in England that shamed the British Empire a few years ago.

There was spent in Colorado politics during the past year nearly as much money as the cost of the first campaign that made Abraham Lincoln President of the United States. The boast of our country has been that the poorest citizen could aspire to any office within the gift of the Republic. Is it true to-day? Often the candidate must barter his influence, compromise his character or sell his manhood to save himself from defeat at the polls. Is it not time that the public conscience and the law-maker cried "stop"? Colorado is not venal—her people are not corrupt, but they have been careless and indifferent, and it seems my duty to ring an alarm, knowing that they have but to awake to the realization of the danger to see the forces of evil fade and vanish like a summer cloud upon the mountain side.

This has not been a pleasant chapter to write, but states like men must know their sins and confess before they can be saved. There is no sense in weeping over the past; it can be of value as a warning guide to a better future. The evils are but a symptom and not a disease. If the flames of ambition, greed and selfishness have scorched the temple let us collect the insurance, if any there be, and rebuild fairer and stronger than before.

I take this occasion to record my personal and official regret at the untimely death of Senator Buckley. He was a loyal, able and devoted citizen of Colorado.

We would also pay our tribute of regard and appreciation to the memory of Governor Eaton. When Colorado writes her history the name of Benjamin H. Eaton will stand high among the list of her most valued citizens. He was one of the founders of Colorado, the prophet of irrigation and our greatest farmer; he proved the wealth of our soil, and from it garnered a large fortune. He planted grass where barrenness had reigned; he made trees grow where none had grown before; he built fences; he dug ditches; he carried water over the thirsty plain and made the primeval desert bloom with fertility. The world is better, richer and happier because Ben Eaton lived in it.

With you I deplore the loss of Representative White. He was a highly respected citizen, holding the confidence and esteem of all who knew him.

The Supreme Court having announced that until the Legislature acts the State Board of Canvassers may go behind the returns and, if so willed, may declare whom they please elected to the Legislature, and as such power carried to its ultimate would enable a set of State officers to perpetuate themselves in office, you should follow the intimation of the court and pass a law making clear, definite and limited the power of the Board of Canvassers.

To introduce many bills and to place many laws upon the statute book is not the highest duty of a legislator. To amend or repeal bad or unjust laws, and to prevent the passage of unnecessary legislation is often the higher service. I commend to you the words of Cromwell when he wrote to Parliament: "Correct the laws, and if there be any law that makes many poor to make a few rich, that suits not a commonwealth."

During the past two years, Colorado has often held the center of the stage; she has filled many columns in current literature; notoriety, if not fame, has been her portion. To-day as I look with hope and confidence into the glad new year, I repeat for Colorado the hope expressed by Gallatin to Jefferson when about to enter the White House: "May your administration make no history."

Men of peace have no Plutarch. Short are the annals of peaceful states.

So, for the next two years, my prayer is that Colorado will make no history, save that which is written in the hearts of a contented, a prosperous and a peaceful people.

No state has more reasons to aspire to leadership than Colorado. Geography, climate, resources, people, all will contribute to the making of a perfect commonwealth. Let the troubles and turmoils of the past be forgotten as we turn our faces to the future

and press forward to a certain and a splendid destiny. The shaping of that destiny depends upon the citizen. Free government rests upon the responsibility of the individual. Colorado will be what her citizens make her; her character will be the added character of every man and woman. As citizen and official, you and I must make Colorado noted as a State for wise management of State institutions, just and fair expenditure of the peoples' tax, equity and justice in our courts, integrity and ability in official, patriotism in citizen, purity in the elective franchise, virtue, honesty and loyalty everywhere, religion respected, education universal, civic righteousness the daily thought.

As I assume for the third time the grave responsibilities of the governorship, I repeat the prayer of Solomon when God offered him any gift for which he might ask: "Give therefore thy servant an understanding heart to judge thy people," and in the doing of the work and duty that lies before me, I ask the God of Solomon to give me the wisdom to know the right and the courage to do it.

ALVA ADAMS.

