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COLORADO

THE

Biennial Message

OF

GOVERNOR JESSE F. McDONALD

AND THE

Inaugural Address

OF

GOVERNOR HENRY A. BUCHTEL

TO THE

Sixteenth General Assembly

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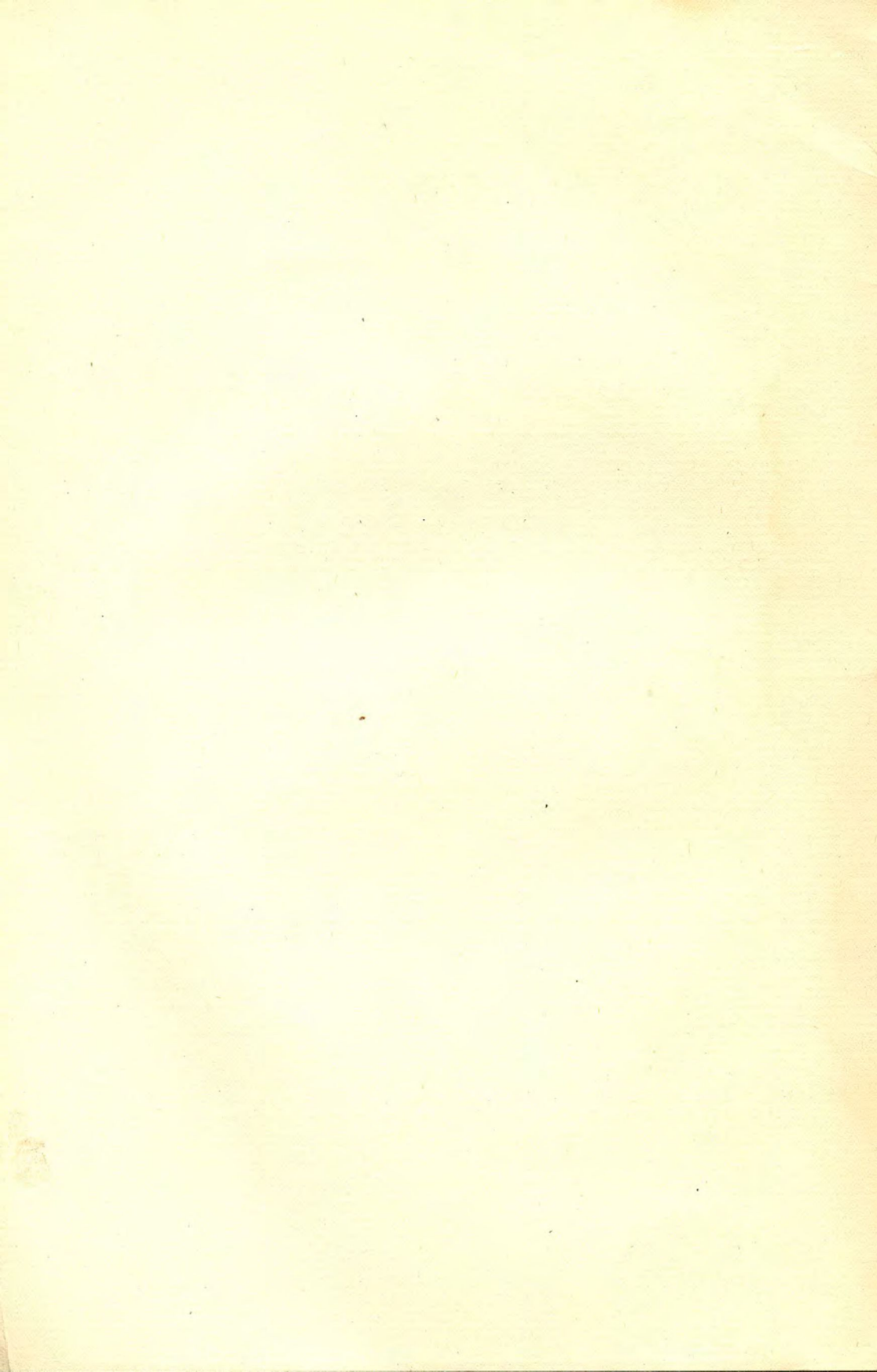
Inaugural Address

OF

GOVERNOR HENRY A. BUCHEL

TO THE

Sixteenth General Assembly



THE
Biennial Message
OF
GOVERNOR JESSE F. MCDONALD

To the Honorable the Sixteenth General Assembly of the State of Colorado:

In making a report to you of my stewardship, I fully realize that a message of this character must, of necessity, be more or less prosaic, and I shall therefore endeavor to be as brief as I can, consistent with the many subjects which must at least be touched upon. I also realize the fact that it is absolutely impossible to give you a correct understanding of existing conditions without being somewhat tiresome. Statistics are always wearisome, and I shall avoid them so far as possible.

I know that there are a number of the members of this body who have been members for many years, and that they are thoroughly familiar with the State institutions and with the needs of the State government. Others have recently been elected and are now serving their first term as legislators, and the new duties thus imposed upon them will at first seem somewhat strange, yet I am confident that every member has diligently studied the needs of our State and is prepared to render the best possible service, honestly and fearlessly.

The last two years have been crowned with blessings for the people of Colorado. Never before in our history have we been so prosperous and enjoyed such unbounded success in every undertaking. We have enjoyed continued and steady growth in wealth and population. Those citizens desiring employment at profitable wages have been employed. The farmers have had unprecedented crops; in fact, such harvests that it has been almost impossible to get them gathered. The general health of the people has been good; no epidemics of any magnitude have been reported. As a rule, the people are satisfied with their condi-

tion and surroundings. One of the fundamental principles of our national government as enunciated in the Declaration of Independence, namely, "life, liberty and the pursuit of happiness," have been enjoyed in a large measure by the people of this State during the last two years.

Never before have our State institutions been in such a prosperous condition. With one or two exceptions, there are no deficits facing you, and in some instances there are sufficient funds on hand to run the institution through the first quarter of the present biennial period. You are to be congratulated on the financial condition in which you find the State. Of course, the needs are many. They could not be otherwise in a rapidly growing State like ours, and when we remember that only a few short years ago they were so hampered that it was a question as to whether or not a great institution like the State University could be kept running on account of the lack of funds, you can readily realize the satisfaction with which we now contemplate our situation. Everything is now changed, and we are now in the midst of an era of upbuilding and expansion. The people are not now despondent over the outlook; are not clamoring for great changes in our laws, but are peaceably and contentedly pursuing their way, rejoicing in the opportunities presented to better themselves and the condition of their families.

It is to be hoped that this satisfactory condition is permanent, but states and nations, like individuals, have their crises in life, and while it would seem we shall have plenty of money for all our needs, yet it will require conservative management on the part of the Legislature to make the money go the farthest, place it where it will do the most good and where most required. Prodigality in the use of State funds should never be tolerated. It is far better to have a large surplus than a small deficit. To be successful in any line requires that a man live within his income and save a little each year. The State should so regulate its affairs that it will come out even at the end of the year. The successful business man we all admire always does, or he ceases to be a success.

REPORTS.

The State institutions, the different departments of the State government, the bureaus and boards have all made their reports covering the past biennial period, and most of them will be in your hands within the next few days. These reports are very full and explicit, explaining in great detail the needs and requirements of the various departments, and I therefore commend them to your careful study and consideration.

For me to give you the gist of what these reports contain would be mere repetition, and I could not, without going into the matter at great length, give you sufficient information to enable you to act intelligently in providing for these institutions.

In making your appropriations it behooves you to study these reports, and in so far as possible I would suggest a personal visit to the institutions, as, by coming in personal contact with the management, and seeing the needs for yourselves, you are thereby enabled to provide intelligently for them.

There is one thing to be taken into consideration, and that is the revenues of the State. On an assessed valuation of \$350,000,000 the income will amount to, approximately, \$1,400,000 a year on the four-mill basis; out of this amount practically \$700,000 is appropriated as continuing appropriations for the educational and other institutions. The fees from the different departments will give you in addition about \$200,000 a year, so you can easily see for yourselves about what amount of money you will have at your disposal for the maintenance of the State government and the various institutions dependent upon the State for support.

The report of the State Board of Charities and Correction should be of inestimable value to you in making appropriations. It has given the matter of needs great study, and has made recommendations in accordance with its observations in visiting the institutions coming under its jurisdiction.

You will find in the report of the Auditor of State some suggestions for new laws and amendments to existing laws, the enactment of which would undoubtedly be of material service to the State. You will note from his report that the appropriations made by the last Legislature have been paid in full, and that there will be a surplus in the revenues of practically \$100,000, which can be used for the payment of deficiency indebtedness.

Attention is again called to the outstanding warrants against the revenues of 1887, 1888 and 1889, aggregating almost \$2,000,000, including interest. A great deal has been said by former Governors on this question, but so far no action has been taken by the Legislature looking toward the redemption of these warrants, which bear 6 per cent. interest. This has naturally increased year by year, until now the interest owed by the State more than equals the principal.

The State Treasurer, in his biennial report, recommends a plan for the redemption of this indebtedness, which plan seems to me to be feasible and is at least worthy of consideration and investigation. Such a plan, if adopted, would prevent the possibility of outside parties taking advantage of the situation to reap great profits for themselves.

It certainly seems wise to provide for a bond issue carrying interest at the rate of about 3 per cent. It would be a businesslike proposition and would enable the school fund to have the benefit of a large amount of money which is now tied up. The State will eventually have to pay this indebtedness, and it is certainly an unwise policy to allow the interest to accrue as it is at the present time.

EDUCATIONAL INSTITUTIONS.

Colorado has every reason in the world to be proud of its educational institutions, and for a young State it is well equipped with the higher educational facilities and all of them are in excellent condition. The two-fifths mill levy recently granted the State University seems to be ample for the maintenance of that college, but additional buildings are needed.

The Normal School is well equipped for the training of teachers, and is doing an excellent work, the benefit of which the children of Colorado are now enjoying. Provision should be made for assisting the school very materially.

The State School of Mines has an international reputation. During the past few years it has been the recipient of some private gifts of considerable magnitude, which have been very helpful in advancing the interests of the school and have also been a great saving to the State. Through the means of these gifts it has been enabled to erect two handsome buildings which might not otherwise have been possible.

The State Agricultural College has been very efficiently managed, and is looked upon as one of our leading institutions. Provision should be made to purchase more land for the use of the experimental department and for farming purposes, as at the present time they are somewhat crowded for room to enable them to properly conduct their experiments.

Improvement, both in method and equipment, has been the watchword of all these institutions, and I am sure you will be more than gratified with the work accomplished.

FISCAL YEAR.

Great distress is often entailed upon some of our State institutions, particularly those which are not provided with a definite mill levy or continuing appropriation, on account of the biennial period ending on November 30, and leaving them without funds until the Legislature can make appropriations covering the early part of the period. This works a great hardship upon these institutions, and I believe could be avoided. The last Legislature was very prompt in coming to their assistance, but there have been times when they were without funds for practically four months.

It also leaves a large number of the employes of the State government without compensation until the short appropriation bill is passed. I believe this could be remedied, to a large extent, by making the appropriations continuing by statutory enactment.

The State is now on a sound financial basis; the needs of the State institutions for maintenance can be pretty accurately determined upon and any changes that seem necessary can be made by the Legislature when in session. This would do away with the necessity of leaving some of our most important insti-

tutions in a bankrupt condition for a time every two years. The departments of the State government could all be very easily placed on this basis, and I believe it should be done. It has been done for some departments; why not all?

STATE INDUSTRIAL SCHOOL FOR GIRLS.

The State Industrial School for Girls has had a varied and hard experience, largely due to the manner of financing the institution. It has been difficult to get a Board of Control to remain with the institution, principally on account of this fact. The present law provides that the counties shall pay fifty cents per day for each inmate from the county. This is entirely inadequate for the maintenance of the school, even if collected, and sometimes it is impossible to get this amount, and always the remittances are delayed. Why a State institution should be placed upon a basis of this kind is more than I am able to understand. It simply makes an illogical and irresponsible school out of what should be a school reflecting credit on the State.

The Board of Control has been compelled to contract an indebtedness for the maintenance of the school amounting to something like ten or twelve thousand dollars. The creation of this indebtedness was absolutely necessary in order that the school could remain in operation. I earnestly recommend that this indebtedness be provided for early in the session.

I also recommend that this school be placed on the same footing as a State institution as the Boys' School. I see no good reason why it should not be provided with a proper income from the State revenues for its maintenance, and if the State feels it must be reimbursed, let the counties pay the State the fifty cents per day, but this school should not be hampered in its work as it has been in the past. I am convinced that the school might as well be closed as to permit it to continue to run as it has been compelled to do in former years. I believe the Legislature will meet the present condition in a befitting manner.

STATE HOME FOR DEPENDENT AND NEGLECTED CHILDREN.

The management of the Colorado State Home for Dependent and Neglected Children is to be congratulated upon the excellent showing it has made during the past two years. If there is any State institution which appeals to our sympathies, it is one which has the guardianship of young children who are homeless and without friends. The enrollment at this Home is the largest in its history. At present it is in an over-crowded condition, and an ample appropriation should be made for enlargement. The report of the superintendent is very concise and complete, giving in detail the requirements of the institution for the next two years. I believe the estimates furnished are conservative. The Board of Control in the past has been economical, and there is every reason to believe that an increased appropriation will be just as economically expended.

This Home, like a good many of the other institutions, needs more ground room. On account of its location, land opportunities are becoming scarce. The Board has an opportunity to purchase some land adjoining that now owned, if money can be appropriated for this purpose, and I believe it should be done.

COLORADO SCHOOL FOR THE DEAF AND THE BLIND.

The Colorado School for the Deaf and the Blind continues to do remarkable work in behalf of the unfortunate children who are there receiving an education. To fully understand the work of a school of this kind requires personal observation. It has been my pleasure, during my term of office, to visit this school on several occasions, and I can simply say that the work of teaching the deaf and the blind is wonderful, and I know of no State institution that is more interesting than this one.

This school is in very good shape financially, but, of course, will require some new buildings and improvements to existing buildings. The last Legislature appropriated \$40,000 for a new building, but presumably on account of the fact that between the time of the appropriation and the erection of the building, materials and labor advanced, and it required approximately \$45,000 to erect the building, so that there is a deficit of something like five thousand dollars for which provision should be made.

The State Board of Land Commissioners sold this institution 120 acres of school land close to the city of Colorado Springs, for which payment should be provided. The purchase of this land will give this institution all the ground it will require, probably for many years to come.

SOLDIERS' AND SAILORS' HOME.

The Soldiers' and Sailors' Home, during the past two years, has had a largely increased membership, but even though the expenses were materially increased, they were able to live within their income.

The usual number of needed improvements have been made, but they still need an appropriation which will enable them to better conduct the Home. It is the duty of the State to take care of the veterans in their declining days in the best possible manner, and I know it will be the wish of your body to grant them every available improvement which will give them greater comfort and happiness.

There is one recommendation made by the Board of Commissioners in which I can not join very heartily, personally, although in a limited way it would be a good thing, and that is for the erection of dormitories for the maintenance of the families of these veterans. I believe if such a provision is made there should be certain restrictions covering the date of the marriage, and

that the law should provide that they had been man and wife for a certain period before application is made for admittance to the Home, otherwise there would be abuses creeping in which could not be avoided.

STATE INDUSTRIAL SCHOOL FOR BOYS.

This school has been conducted in a very thorough and businesslike manner. At the present time it is in a very crowded condition, and it would seem more room was imperative, not only in the way of building improvements, but also land space.

The Board of Control is of the opinion that arrangements should be made for the purchase of a considerable plot of ground in close proximity to the school which can be used for farming and gardening purposes, also for campus grounds. This school has a difficult task to perform, its object being the reformation of young boys and to create within them habits of industry, honesty and self-reliance, so that they will become useful citizens. It is a good work and should receive the hearty support of every one who is interested in saving the boys. A larger appropriation for maintenance is asked on account of the increased population.

INSANE ASYLUM.

The financial condition of the State Insane Asylum is certainly excellent. There are no deficits to report, and, on account of the economical management, it will not be necessary to make an emergency appropriation covering the first quarter of the present biennial period, as that institution has plenty of funds on hand to enable it to properly conduct its business during that time. The asylum is, however, in a greatly overcrowded condition and unable to accommodate upwards of 200 insane now confined in county jails and hospitals. New buildings should be erected either at the present site of the institution or elsewhere for their accommodation. If a new hospital is decided upon, provision should be made for the care of epileptics in a separate building.

PENITENTIARY AND REFORMATORY.

Improvements are needed at both the Penitentiary and Reformatory. The Penitentiary is in need of an insane ward and a separate cell house for the confinement of prisoners afflicted with tuberculosis.

I am sure you will be satisfied with the economical manner in which the funds appropriated for the benefit of these penal institutions has been expended. The officials are entitled to commendation for the faithful and efficient manner in which they have conducted the affairs of State entrusted to them.

CONVICT LABOR.

A question of grave moment is the employment of our convicts. This question has been discussed and considered for several

years, but no conclusion has been reached of a permanent nature. The law enacted at the last session, known as the "Lewis Road Law," has been of some effect, but it is not as far reaching as it should be. I wish it clearly understood, however, that I am not in favor of the employment of convicts in lines of industry which will to any great extent come in competition with the honest man who is honestly endeavoring to make a livelihood for himself and family, so that whatever line of occupation is recommended must necessarily be limited to a very few things.

Road building is most commendable. I believe in making appropriations from the Internal Improvement funds for permanent improvements, such as road building, convicts could be used very advantageously, appropriating the money for the maintenance of the prisoners while engaged on the road, for the necessary guards, etc. In this way a great deal more road could be built for the same money, and undoubtedly better roadways would be the result. Of course, only certain classes of the prisoners could be utilized in work of this kind. There is always a large number that it is necessary to confine within the walls of the institution. I believe, with a small outlay, machinery could be installed which would admit of the manufacture of articles that could be sold to the other State institutions. Clothing and garments could be manufactured at a nominal cost for the use of the Insane Asylum and Boys' School, which could be purchased at a smaller cost than is now being paid for goods of perhaps inferior quality, and at the same time leave a small margin of profit for the penal institution, which would eventually result in lower taxation upon the people for the maintenance of such institutions.

If such a suggestion meets with the approval of the Legislature, the law should be carefully framed, so as not to admit of the possibility of such goods being placed on the open market.

I am unalterably opposed to the contract system.

PAROLE OFFICER.

The enactment of a parole law several years ago, whereby prisoners, at the expiration of the minimum sentence imposed, were eligible for parole, has worked very satisfactorily, and by its operation the number of prisoners in the penal institutions is kept down to the minimum, thus saving the State great expense.

But a great deal more could be accomplished by the enactment of a law providing for the appointment of a parole officer, whose duty it should be to keep track of the paroled prisoners, help them secure employment and assist them in every way possible to keep the provisions of their parole. This official should be appointed by the wardens of our two institutions and the Board of Penitentiary Commissioners, and should be under their absolute control and direction. I am heartily in favor of the enactment of such a law and sincerely hope it will be passed by this Legislature.

I am also in favor, when prisoners are paroled from the State Penitentiary, of giving each one a suit of clothes and five dollars. Very often a prisoner is paroled and leaves the prison almost a pauper, and unless he has friends to assist him, it leaves him with a great temptation to again commit some crime. The State should safeguard these people as much as possible. The added expense would not be felt to a material degree, and I believe in the long run would be a great saving.

INSURANCE LAWS.

During the past two years the public press has teemed with sensational reports as to the conduct of the great life insurance companies with headquarters in the East. I am not prepared to say to what extent these charges may be true, but to a casual observer it would appear that the policy-holders were not as fully protected as they should be. However, I am not inclined to view the situation with alarm or to run to the other extreme, believing that there is a middle course to pursue which will fully protect the insured as well as the companies.

The Insurance Department has given the matter of insurance careful study and investigation. I am sure that whatever suggestions it may make to the Legislature will be given great weight.

I am of the opinion that the Department of Insurance should be placed under the direct control of the Governor and that the Insurance Commissioner should be appointed by that officer with the consent of the Senate. Under the present law the Auditor of State is ex-officio Superintendent of Insurance and he appoints the deputy, who is charged with the enforcement of the law. I believe such a change would work to the interests of the policy-holders.

BOARD MATTERS.

The laws of Colorado provide that the Governor shall be a member of innumerable boards. It seems that whenever a new board is created the Governor is one of the members, if not an active at least an ex-officio member. To properly attend to this work requires in many instances days and days of time which could be profitably employed in other directions. It is no easy task to become properly acquainted with the workings and needs of the State institutions, and there are of course some boards which necessity requires that the Governor be a member of in order to keep in touch with the work of the different departments.

The Governor is a member of one board, however, the duties of which could, in my opinion, be placed upon the Secretary of State, and that is the auditing board. The purchase of all supplies comes through that department, and it is usually necessary for him to attend the meetings of the board, so that the Legislature could, with entire propriety, and without detriment to the public good, place the Secretary of State on that board, thus relieving the Governor of a small portion of his board work.

LAND BOARD.

The Land Board is one of the most important boards of the State. It requires constant care and attention and the duties are becoming more and more arduous and exacting, and even then it is possible for abuses to creep in which could not if the board was able to devote its whole time and attention to the work. The members of the Land Board can not, even by extreme industry, become familiar with all the lands of the State, their location and value. This endowment of the State is constantly increasing in value and I believe the time is now ripe when provision should be made for a separate board to manage the affairs of this department. The board should be an elective one, with a term of office of either four or six years, the longer term being preferable. This will require a constitutional amendment, and it would be at least four years before such board could become operative, but I hope this Legislature will take the preliminary steps towards the change in the management of the Land Board. However, this should be remembered, that the State Superintendent of Public Instruction should always be a member of the State Board of Land Commissioners, on account of the fact that this inheritance is for the benefit of the public schools of the State. I believe a constitutional amendment providing for the election of two members of such board, with the superintendent of schools as the third member, would prove very satisfactory, and that in the end it would be a great saving to the State.

CERTIFICATES OF INDEBTEDNESS.

It is to be hoped that the present Legislature will provide for the payment of the certificates of indebtedness issued recently on account of the various insurrections in this State. The non-payment of these certificates has been a considerable source of embarrassment to the present administration, and steps should be taken for the liquidation of this indebtedness. In case another such emergency should arise, which we all sincerely hope will not be the case, it would simply be impossible for the State to get credit.

I believe this indebtedness can best be taken care of by a bond issue. It should be so arranged that the increased tax burden will fall as lightly as possible upon the citizens of the State.

COAL MINE INSPECTOR.

The rapid development of our coal areas in the past few years has added greatly to the responsibilities of our Coal Mine Inspector, who is now operating under a law passed twenty years ago, which provided for only one deputy. At that time one was sufficient, but it has now become an absolute physical impossibility for two men to do the work required under the law in making inspections of coal mining property. He should be provided with two more deputies by this session of the Legislature.

The safety of the men working under ground requires it, and I hope there will be no delay in coming to the relief of this department. I am of the opinion, however, that all deputy coal mine inspectors should be required to pass the same examination as the inspector himself.

A revision of the law governing coal mines would not be amiss, as the law under which they are now operated is somewhat old and I believe many improvements could be made which would tend to prevent accidents and protect the lives of the workmen, as well as being of material advantage to the operators themselves. It is the duty of the State to fully protect its citizens and I believe here is an opportunity to do efficient work.

STATE BOARD OF PARDONS.

I have found the State Board of Pardons a great help to me in deciding upon cases worthy of clemency. The services of these gentlemen is gratuitously given the State, their only reward being the consciousness of having faithfully performed good service, which many times is of much more value than a money consideration.

The secretary and clerk of the Board of Charities and Correction are made the secretary and clerk of the Board of Pardons without additional compensation. The work in both departments of late years has grown to such proportions that it would seem almost imperative to make a segregation of the two departments, although I believe the work could be continued for some time to come if provision was made for an additional clerk in the office to attend to the pardon work, placing the clerk under the direct supervision of the secretary of the State Board of Charities and Correction. This would undoubtedly be the most economical method to pursue at this time.

STATE BOARD OF HEALTH.

One of the most important departments of the State government is the Board of Health. Very little is heard concerning it, but it is constantly working in the interests of the public health, and is able to accomplish much good, but with an appropriation of only five thousand dollars per annum you can readily see that it is compelled to permit many opportunities to pass by. A State with the wealth and population of Colorado should certainly see to it that a proper provision is made for guarding the health of its citizens.

PURE FOOD LAW.

There has been considerable agitation in the past concerning the enactment of a pure food law. Legislation of this character is imperative. I believe a law similar to the one enacted by the Congress of the United States would be entirely satisfactory, and would prove beneficial. However, the State Board of Health, in my opinion, should be charged with the enforcement of the law,

and a suitable appropriation should be made for that purpose. I understand that an act has been prepared which will be submitted to your body by that department, for which I beg to ask your careful consideration.

STATE BANK EXAMINER.

One of the urgent measures for passage by this body is a State banking law, creating the office of State Bank Examiner, who shall have power and authority to examine all State and savings banks, building and loan associations and kindred associations, soliciting the deposits of the people. This law should be a strict one. I believe a State banking law along the lines of the National banking law would be best. An institution that is honestly and faithfully conducted has nothing to fear from the passage of such a law, and will not oppose it.

During the past two years our people have suffered very materially on account of the laxity of our laws in this respect, and it is now time that steps be taken to remedy the evil so that others shall not suffer. Do not be swerved from your duty by those who may have other motives than honesty and integrity in view.

PUBLIC EXAMINER.

The present Legislature should provide for a Public Examiner, in addition to the office of Bank Examiner, whose duty it shall be to check up the different State institutions and departments, and to include cities and counties of the first and second class. The State already has made provision for the semi-annual examination of books and accounts of the State Treasurer and State Board of Land Commissioners, but it should go farther, and provide for the examination of all offices and departments under the State government which have the handling of public funds at their disposal. If desirable, the Legislature could repeal the law providing for the semi-annual examinations as mentioned above, and require such examinations to be made by the Public Examiner, thus saving at least one-half the expense that would be required by the additional office.

GRAND JURY.

I believe the grand jury system should be rehabilitated in Colorado. While it is true that a judge can call a grand jury together when he deems it necessary, still it seems to be equally true that whenever a grand jury is called it is for political purposes only, and not for the purpose of getting at the real truth of existing conditions. The grand jury should meet at the convening of each term of the District Court. The re-enactment of this law would be wise.

A law should also be enacted preventing a district attorney from dismissing a criminal case without the consent of the trial judge.

REVISION OF STATUTES.

I believe it expedient that the statutes of Colorado should be revised and published by the State, and sold by the State at a reasonable price.

MINING FRAUD LAW.

There has always existed, and I presume always will, a class of people who are endeavoring to get rich by nefarious methods. The exploitation of mining companies has been a rich field for their operations. Many a poor man or woman, struggling to lay up a competence for their old age, has been filched by these unscrupulous people.

You will doubtless have presented to you for your consideration a bill looking towards the punishment of people who are trying to promulgate companies of this kind. If such a law is enacted, you should display great care and judgment in its provisions. All mining people are not dishonest; in fact, I dare say that the vast majority of the people exploiting fictitious mining companies would not know a mine, or even a prospect, were they to see one; so that in passing a bill of this kind, great care should be taken to distinguish between legitimate and illegitimate mining propositions. Many a man honestly believes he has found a "good thing," but has not the money with which to develop it, so organizes a company and disposes of enough stock to make further developments. His judgment is not sustained, and it proves a failure; the money has been honestly expended and the promoter has been honest in his intentions and disappointed in the result. Such a man should not be made amenable to a "fraud law." Had his venture proven successful he would have been looked upon as a man of great business acumen. In the enactment of a law of this kind it will be necessary for you to draw exceedingly fine distinctions, or you may do an irreparable damage to one of our most profitable and legitimate resources.

ANTI-TRUST LAW.

There is probably no legislation that would meet with the hearty approval of the ordinary, every-day man more than that of anti-trust legislation. In these days of gigantic combinations of capital, the swallowing up of the smaller corporations and manufactories by the larger and greedier, the monopolizing of one branch of trade or commerce by a set of individuals for their own personal profit, without regard for the rights of others, the raising of prices to an abnormal basis, has placed the "common people," as the expression goes, in an unenviable position. The man who is working for wages or salary, the man who is running a small business of his own, the clerk and mechanic, the professional man and the farmer all find, day by day, that the expense of living is growing and that the income is not keeping pace commensurate with such cost of living.

The question of proper legislation on this subject is one of the vexatious problems confronting most of the States, although some have taken the initiative and have placed remedial legislation on their statute books. The Ohio law is looked upon as one of the best, and it has stood the test of judicial determination. I therefore recommend that you look into the merits of that law very carefully, and that at least the good parts of the law be considered, if found applicable to our own condition.

Our President has already done much in behalf of anti-trust legislation, and we should sustain him in his work. Public sentiment is in favor of such enactment.

Any legislation along this line should clearly define a trust, illegal or unlawful combination in restraint of trade and competition, and should give the Attorney General power to bring quo warranto proceedings against such unlawful combination.

I consider this to be one of the most important subjects on which you will be called upon to legislate. Colorado being one of the younger States, it is now possible to protect its citizenship from these monopolies upon their rights.

RAILROAD COMMISSION.

One of the subjects you will have for consideration is a law providing for the creation of a Board of Railroad Commissioners and prescribing its duties. Personally, I am of the opinion that such a board should be elected by the people for a term of six years, one member retiring every two years. The enactment of a law of this character is one on which there is a great diversity of opinion, and it will be hard to satisfy every one. I believe the law should be conservative, protecting the interests of the people, but at the same time should not be such as will cripple the railroads in their efficiency. The people can be protected without confiscating the railroads. The national law recently enacted seems to meet the requirements pretty generally, but at the same time many of its provisions would be cumbersome for a State to attempt to enforce. The commission should have power to hear complaints and order reductions in rates when the same seem to them to be out of proportion.

I also believe that the Board of Railroad Commissioners should perform the duties now performed by the State Board of Equalization in the assessment of corporate property, the latter board being left with the power of equalizing as between the counties, as the Constitution now provides. It might also be permissible to grant an appeal in assessment matters from the Board of Railroad Commissioners to the Board of Equalization at the fall meeting of the board. I realize this will require a constitutional amendment, but I believe the interests of the State demand it.

It is impossible for the State Board of Equalization to become sufficiently acquainted with the values of railroad and other corporate property assessed by it, in the limited time at

its disposal. The board can not, therefore, make an assessment that is either just to the other taxpayers of the State or the railroads themselves. A Board of Railroad Commissioners, in the discharge of the other duties attached to the office, would necessarily become acquainted with the railroad property, its value, earnings, etc., and could intelligently make the assessment.

STATE ENGINEER.

The State Engineer's report is one which should be of great value to the people of Colorado. That official has used great pains and care in its preparation. This is a department of the government which is constantly growing in usefulness and importance. Practically all the State road building comes under his supervision and he is charged by law with a multiplicity of duties which increase year by year as the State advances along material lines.

The subject of good roads and their importance is treated by him in a very thorough manner, and I am sure a perusal of his remarks on this subject will be interesting and beneficial.

EXECUTIVE MANSION.

As I am now retiring from office, I believe I can, with becoming modesty, recommend that the Legislature make provision for an Executive Mansion, to be maintained by the State. It is not necessary that such a home should be magnificent, but simply a good, substantial dwelling, in close proximity to the Capitol building.

This would be a great convenience to the Executive and an honor to the State, and I believe the State is now wealthy enough so it can afford to maintain such a residence, otherwise I would not think of making such a recommendation.

TERM OF OFFICE.

While on the above subject it might not be amiss for me to give the Legislature my views as to the term of office of the Governor. I believe a constitutional amendment should be submitted to the people, providing a change in the tenure of office from two to four years, with a provision that he shall not be eligible for two consecutive terms. A great many of the States now elect a Governor for four years and the remainder of the State ticket biennially. There are many arguments which can be advanced for this change. I am firmly convinced if such a change is made the people will be the gainers by a much better administration of the affairs of State, as the Governor will then have an opportunity to accomplish something for them.

UNITED STATES SENATORS.

There is a rapidly increasing sentiment in this country that United States Senators should be elected by the direct vote of the people. I believe a large majority of the citizens of Colo-

rado favor this plan, but, of course, it is a matter which can not be regulated by State Legislatures and will require a national constitutional amendment to bring it about. You can lend moral force to the movement by memorializing Congress to give the people the opportunity to pass judgment as to whether or not they desire the change.

There was recently held at Des Moines, Iowa, a convention for the purpose of considering this question, at which Colorado was represented by two of our esteemed citizens. I believe the outgrowth of this convention can not be otherwise than good.

DIRECT PRIMARY LAW.

During late years there has been more or less discussion throughout the country as to the usefulness of a direct primary law. This law has been tried in several of the states with more or less success, but personally I have not given it sufficient thought or attention to enable me to make a recommendation to the Legislature, but simply desire to call the matter to your attention in case you deem it worthy of consideration.

CRUISER COLORADO.

Two years ago a matter was called to your attention by the Governor relative to a suitable present for the Cruiser "Colorado," which was then almost ready for service, and since which time the cruiser has been placed in commission. Nothing was done at that time in the way of making an appropriation for this gift. Last summer an attempt was made to secure a sufficient amount by popular subscription, but for some unaccountable reason the people did not contribute as liberally as the Committee of the Colorado State Commercial Association having the work in charge thought they would, and the amount raised is far short of what is required for this purpose. It was desired to raise practically \$5,000. The committee has on hand a balance of a little less than \$1,000.00. In the past other states have appropriated magnificently for gifts of this kind, and I believe that this Legislature will come to our relief and make up the balance that is needed.

EXPOSITIONS.

The last Legislature appropriated the sum of \$15,000 to be used for the purpose of making an exhibit at the Lewis and Clarke Centennial Exposition at Portland. It was at first thought that the appropriation was so small that it was not worth while to try to make an exhibit. After looking the ground over it was decided to confine the exhibit to agriculture and mineral resources. A very creditable showing was made, and the State of Colorado was given a large number of medals. I believe the advertising Colorado received was well worth the money expended.

While on this subject I desire to call attention to the Jamestown Exposition, to be held at Jamestown, from April to November of this year, commemorating the first permanent settlement of English-speaking people on this hemisphere, in which Colorado is invited to participate. If an appropriation is made for this exposition, provision for a certain portion of it to be used by the Negro Development Exposition Company should be made. The time is somewhat short for making a large exhibit, but if the Legislature deems it advisable a small appropriation could be made which would enable Colorado to make a small exhibit, which, if wisely selected, would reflect credit on the State.

I have also been requested to call your attention to the Alaska-Yukon-Pacific Exposition, to be held at Seattle, Washington, in 1909, which is to be held for the purpose of exploiting the richness of our Alaska possessions, and to augment trade with the Orient.

I regret that I have not the time to speak of the many other departments of the State government which are entitled to mention and consideration. All have faithfully performed the duties laid upon them. The Commissioner of Mines, the Dairy Commissioner, the Printing Commissioner, Adjutant General's department, have all worked steadily and harmoniously for the best interests of the State, and all are entitled to your consideration.

The Colorado Traveling Library Commission should receive some support at your hands. The women are doing a good work in sending out these books, but I have been informed it is now no longer possible to procure free transportation for their boxes, and a small appropriation should be made for this purpose, besides the other small incidental expenses which they incur.

It affords me pleasure to say that during my administration I have at all times had the cordial support and co-operation of all the State officials and employes of the departments, and each has contributed his share towards making the administration a success. I thank them for their loyalty and faithfulness.

The educational interests of the State have been faithfully looked after in a most thorough and efficient manner by the State Superintendent of Public Instruction, who has proven herself to be a most capable State official.

CONCLUSION.

It is needless for me to request that you faithfully perform your duties as the servants of the people. That goes without saying. I only ask that you be conservative in your appropriations and in the laws enacted, for in so doing you will best serve those who have placed confidence in your ability and integrity. May the blessing of Almighty God rest upon you, is my prayer.

Synopsis of Governor Buchtel's inaugural address:

Hearty appreciation of Governor McDonald.—Keeping faith with the people means keeping all pledges made for wholesome legislation.—Railway legislation must have in view the development of industries, the increase of trade, and the clear announcement that Colorado invites both capital and people.—Safety appliances must be adopted because human life is so precious.—A local option law means only the square deal as applied to the question of the open saloon.—Education is a subject which calls for independent thinking; the common school ought to have much consideration because character is mostly fixed there; we should dignify the work of the teacher; duplications in the four state institutions ought to come to an end; we give now more money per capita and per student for state education than any state in the Union; a merely nominal tuition fee should be charged to our Colorado students in the state institutions and a real tuition fee should be charged to students from outside Colorado, because we have no moral right to tax our Colorado people to educate the sons of rich people from other states; some of the first schoolmasters now advocate a fee for tuition in High School for the good of the students themselves and in justice to the tax payer who can not send his boy to High School; Normal Schools should be built at Durango and at Grand Junction and at Pueblo; a State forester should be sent to all institutions and all towns to awaken enthusiasm about tree planting; while the four State institutions in four towns will receive over seven hundred thousand dollars during the ensuing biennial period from the regular mill levy, it is hoped that we may have some additional money to divide among them.—In a variety of recommendations, all of which are important, good roads are said to be an essential of civilization.—Salaries should not be paid to members of boards in charge of the penal, reformatory and benevolent institutions.—Another insane asylum should be opened by the purchase of a farm.—Work should be provided for all prisoners in confinement in the Penitentiary and in the Reformatory, and in all city and county jails.—Parole officers are needed.—An asylum for the feeble-minded should be built.—The Industrial School for Girls should be provided for precisely as we provide for the Industrial School for Boys.—The people expect much from this Sixteenth General Assembly; we have now the opportunity of our lives.—Prayer is offered for the blessing of God.

THE
Inaugural Address
OF
GOVERNOR HENRY A. BUCHTEL

Gentlemen of the Sixteenth General Assembly:

A few days ago you listened to the comprehensive biennial message of Governor McDonald, who now retires from office with the unqualified respect of all the people in Colorado. His administration has been characterized by efficiency, economy and rare practical sagacity. I am sure his recommendations will have great weight with you because expressed in the temperate language of a man who is free from prejudice.

To-day we are all joining in prayers that God may give to Governor and Mrs. Jesse F. McDonald many years of life in the midst of the people whom they love so well.

KEEPING FAITH WITH THE PEOPLE.

The work which we are expected to do in this Sixteenth General Assembly is for the most part the work which we have promised to do. The State platform of the majority of the members of this Assembly contains an interesting variety of pledges. The platform of the minority contains some of the same pledges, though clothed in somewhat more lurid language. We need to keep constantly in mind the fact that we are representatives; that we represent the people to whom we have made definite and specific pledges. The majority party in this Assembly is so largely in evidence that every pledge made to the people must be kept both in letter and in spirit if we expect to retain the respect and the good will of the people who have believed us to be true men. A State convention is much more representative of the people than the General Assembly. A State convention has always a very large number of delegates who are present from every part of the State; men who are thinking about

what is best for the people and the State. The platform of a State convention is then the embodiment of the best thought of a great number of the most representative men from all sections of the State. When a man accepts a nomination under a State platform he pledges himself to carry out the program in the event that he shall come into office as a member of the General Assembly. He has no alternative on the question of keeping the party pledges. If he hesitates over any one of the party pledges, his only honorable course is to decline to accept a nomination. Every consideration of moral honesty demands that he shall keep faith with his party, which is only another way of saying that he must keep faith with the people. Let us now consider these pledges in detail.

RAILWAY COMMISSION.

First: We have promised to enact a law for the government of the railway commerce of the State, in harmony with the national rate law, and to create a railway commission to be elected by the people. This is a difficult and complex subject. It does not mean legislation which is hostile to the railroads. It means that, while the State gives amazing opportunities to all railway corporations, they all shall be held to a strict account for their stewardship as servants of the people. All railway legislation should have in view the development of industries, the increase of trade and the comfort of the people. We shall do nothing to drive capital away from Colorado. We shall do everything to invite both capital and people to Colorado. We need to keep constantly in mind the fact that the railroads are not public property, but capital invested in rendering a public service. This capital invested in rendering a public service has increased all other values tenfold and more. So this capital is entitled to the protection of the law precisely as all other capital—no more and no less. Not only so, but this capital shall have the protection of the law precisely as all other capital—no more and no less.

The party pledge on this subject has aroused the expected predictions from two totally diverse sources: The timid people have insisted that our purpose is to ruin the railroads; and, on the other hand, the yellows and the hystericals, with socialistic and anarchistic filling (not a numerous folk, but always furious and sulphurous) have announced in advance that we shall not go far enough. Both the timids and the hystericals will, as usual, be disappointed. The moderate and resolute men who are in this Sixteenth General Assembly will deal with this question in common sense fashion. The need of practical sense in making this law is shown in the frank admission of President Roosevelt in his recent message to Congress in commenting on some features of our Interstate Commerce law. He says:

"No more scathing condemnation could be visited upon a law than is contained in the words of the Interstate Commerce Commission when, in commenting upon the fact that the numerous joint traffic associations do technically violate the law, they say: 'The decision of the United States Supreme Court in the Trans-Missouri case and the Joint Traffic Association case has produced no practical effect upon the railway operations of the country. Such associations, in fact, exist now as they did before these decisions, and with the same general effect. In justice to all parties, we ought probably to add that it is difficult to see how our interstate railways could be operated with due regard to the interest of the shipper and the railway without concerted action of the kind afforded thru these associations. This means that the law as construed by the Supreme Court is such that the business of the country can not be conducted without breaking it.'"

If the Congress of the United States in the eagerness to make a strong law has succeeded in making a law which can not be enforced without damage to both the railway and the shipper, it is evident that we must put much study into this question. The weak and impracticable parts of the national law must be omitted from our program. Another reason for much study of this question was stated by Mr. Dooley in one of his illuminating remarks to the patient Hennessey. It was this:

"Hennessey, a law that would look like a stone wall to you and to me, would look to a lawyer like a triumphal arch."

It is our business to make a law that will look like a stone wall to railway attorneys and to the Supreme Court.

One of the important questions you will need to consider is whether the Railway Commission will have authority to approve a special rate which a railway company may make on raw materials to aid a manufacturing plant in the beginnings of its life when it is in competition with the gigantic manufacturing establishments of the East—said special rate of course to be made public.

The committees of the House and the Senate on Corporations and Railroads ought to have both public and private meetings to give hearings to every one who can make any real contribution to the proper understanding of the question. All business organizations in every part of the state, Chambers of Commerce and Boards of Trade, should send their level-headed men to express the views of these bodies at the hearings of the Joint Committee. The railways must all have opportunity to be heard. We dare not make a law which will send us into the courts with long and costly litigation. That will not stimulate trade. That will not invite capital and people to Colorado. All our people and all railway officials and all investors of capital and all prospective citizens of Colorado must come to understand that the day of political vagaries has past forever in this State, and that

men of practical sense, with breadth of view and moral integrity, are now in control of the legislative, the judicial and the executive departments of government in Colorado.

SAFETY APPLIANCES.

Another subject which you will need to consider is the necessity of requiring railways and all employers who use machinery to adopt all possible safety appliances to protect men who work with machinery. This is of quite as much importance as making compensation for injuries already inflicted. We need to keep constantly in mind the fact that nothing can be so precious as human life. The wife and the children of that man who works with machinery have a serious grievance against you if you do not do what you can to secure the husband and father against any needless peril. Perils there are in plenty when the best conditions prevail. It is unspeakably inhuman to neglect to make these perils as few as possible. All possible methods of preventing accidents, and all established checks on the work of train despatchers, and all humane rules about reasonable hours of labor should be included in this safety appliance law. If trainmen are required to work too many hours the results are generally disastrous, for the reason that they can not remember rules nor can they see signals when in a state of physical collapse. We have made no pledge on this question, but surely we are all convinced that this law is necessary. It is a legitimate part of our program of general betterment.

LOCAL OPTION.

The definite pledging of our candidates to the enactment of a local option law awakened intense interest among the best people in the State. They are, for the most part, law-abiding, quiet and home-loving people who are seldom asserting themselves in political conventions. It is distinctly to the credit of the State convention of the majority party that this promise was squarely made. I beg to remind you that this is not what is called sumptuary legislation. It is not saying what a man shall eat and drink. It is not proposing to make people good by law. A moderate drinker or an immoderate drinker can go on all his life as he likes under a local option law. A local option law is just an application of the principle of the square deal to the question of the open saloon. If a majority of the people in any community want the open saloon, they have the right to have it. If a majority of the people in any community do not want the open saloon, they have a right to exclude it. This is a fundamental principle in our American political life. From my point of view, it seems that the vote on this subject should be unanimous both in the House and in the Senate. Why should not every man in this General Assembly vote for this measure? That would bring people to Colorado by the tens of thousands. That would help to make boys and men of

firm fiber. When you consider the unspeakable damage to character which comes from the open saloon, you can not avoid making haste to enact a law which will make possible the exclusion of the open saloon from those districts where the majority of the people are squarely opposed to it.

EDUCATION.

Our pledges on the subject of education are limited to one line about the Agricultural College. But you need to consider the whole question of education at public expense. You will need to do some thinking on your own account if you arrive at any worthy solution of our problems.

First of all, you ought to give much time to the consideration of what is necessary to enrich the life of the public school proper; that is, the grade school. The recommendations of the Superintendent of Public Instruction will help you to find the questions which need to be studied. If any changes or betterments need to be made in the school laws, you ought to make them promptly and gladly. We need to remember that character is formed for the most part in the grades. The quality of the life and work of the obscure school teacher is really determining what sort of nation this shall be when we shall have a gigantic population of some hundreds of millions, and when we shall dominate the life of the world. I wish we could close our ears during these ninety days to the everlasting clamor of hectoring lobbyists and think of those oncoming millions of people whose quality we shall help to determine by what we are doing for boys and girls. Do not waste any time in finding ways to provide a hundred full grown men with daily free breakfasts of hot biscuits and honey (half of them from Colorado and half of them from outside), but give these precious days to making wise laws which will be a blessing to the millions of future citizens of Colorado. That is what we are here for: to make the State.

Two bills will be introduced which seek to dignify the vocation of the teacher. We must have men as well as women in this glorious calling. This can not be if we handle our school business so as to make the teaching vocation merely a stepping stone to something else. We should do something to encourage men of the finest edge of faculty to enter this vocation for life. Neither one of these bills to dignify the teacher's vocation contemplates the expenditure of a penny out of the State treasury. I hope that fact will not lead you to think that the subject is of no consequence. You know we are likely to make our estimate of the importance of all measures by the amount of money which is asked to be appropriated for them from the State treasury.

To determine the best methods of increasing the efficiency of our four great State educational institutions will require some independence on your part. We are all justly proud of these institutions. At the proper time we shall pass around the bouquets. Just now we have more serious business. We must study

the whole situation and do what is necessary to put these institutions into harmony with each other. They have managed in some way to bring themselves into conflict with each other. Each one has its own specific and definite field. Why not make an end of duplications of work? President Baker tells me that the law requires him to maintain a normal and a preparatory school. He should be relieved from the necessity of maintaining a high school for the city of Boulder, and he should be relieved from the necessity of offering any work which brings the University into conflict with the Normal School. A yet more perplexing conflict exists between the University and the Agricultural College. The State has made a contract with the nation, in accepting large donations from congress, to maintain certain specific courses of study in the Agricultural College.

The text of the first contract is as follows :

“To teach such branches of learning as are related to agriculture and the mechanic arts, in such manner as the Legislature may prescribe, in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life.”

The text of the second contract is as follows :

“To be applied only to instruction in agriculture, the mechanic arts, the English language and the various branches of mathematical, physical, natural and economic science, with special reference to their applications in the industries of life and to the facilities for such instruction.”

Now the perplexing question is how to avoid duplication, when you must maintain a mechanical engineering course at Fort Collins and you need to maintain a mechanical engineering course at Boulder for the completion of the scheme in connection with civil and electrical and chemical engineering. I have reminded you that it will require independence to reach a solution of these questions. The institutions have managed to bring themselves into conflict, and you must help them out. You represent the people. The people are not the servants of the institutions, but the institutions and their managers are the servants of the people. Keep this fact constantly in mind.

The impression prevails that we are making niggardly appropriations for our four State educational institutions. The report of the United States Commissioner of Education discloses the fact that we lead all the states in the Union in our appropriations per student and in our per capita appropriations. We also lead in the number of institutions sustained by public taxation. The commissioner reports on 486 universities and colleges and technological schools, of which 403 are sustained by private enterprise and 83 are sustained by public taxation. Three of these 83 State institutions are here in Colorado. That is to say, we have one-twenty-eighth of the institutions, with one-

one hundred and fourteenth of the population of the country. So from every standpoint we are at the top of the list in educational enterprise.

The total income of the State for the biennial period is \$1,600,000. Of that sum we provide \$700,000 for the four State educational institutions in four towns. The question is, how can we increase the revenue of these institutions, without neglecting the urgent and absolutely necessary needs of the penal, the reformatory and the benevolent institutions of the State? We can not do it by increasing the taxes. The taxpayer has a right to object, and he does object. The only way out of our difficulty is to make some reasonable charge for tuition in these institutions. The harm to society from paternalism in education is just now beginning to be recognized. When President Hadley was here, in January of 1900, he discussed at the Candle Light Club, "What Shall We Do With the Trusts?" He advocated publicity and social ostricism as remedies for the evils of the trusts. The paragraphers and cartoonists had the time of their lives for a whole month over it. But no paragrapher or cartoonist now makes merry over the declaration that publicity and social ostracism are effective and efficient weapons against public evils. It was the force of public opinion that drove the three so-called all-powerful insurance presidents out of office. The two Senators from New York are not having a particularly pleasant time.

When President Hadley was here a year ago he said :

"We have gone too far in the matter of free education. We are giving many pupils, who do not appreciate it, something for nothing. If the period of free education should terminate where compulsory education does, we would have much better results."

President Hadley advocates charging tuition to students when they arrive at the High School. A year has passed since he made that speech here to our Denver teachers. At the last session of the State Teachers' Association this opinion was approved by many school masters of the first rank. And now comes President G. Stanley Hall with a speech before the Boston Schoolmasters' Club on this subject, that is, against paternalism in education. Within five years it will be an axiom in education that you can not secure the best results to the student if you give him something for nothing.

Our School of Mines now charges \$100 a year in tuition to the 125 students from outside Colorado, while tuition is free to the 175 students from this State. In September of 1908 this tuition charge to students from outside will be advanced to \$150. This is good and wholesome and ought to be adopted by all the State institutions. A nominal charge for tuition should be made for all students from our own State, and a charge which approximates the cost of the instruction should be made for students from outside the State. The University of Michigan now makes a charge

of \$10 for matriculation and \$35 a year for tuition to students from Michigan. To students from outside the State the charge is \$25 for matriculation and \$45 a year for tuition.

Has not the time arrived to build small normal schools at Grand Junction and at Durango? Ask the people of the western slope and ask the people of the San Juan country what they think about it. Do not ask any one else. That would help to relieve the congestion at Greeley. Presently you will build another normal school at Pueblo. Connecticut, New Jersey, New Mexico, Arizona, and Idaho have each two normal schools. Vermont, Virginia, Michigan, and Washington have three each. Maine and Oregon have four each. California has five. The largest number we find in Wisconsin, where there are nine, and in Massachusetts, where there are ten, and in New York and in Pennsylvania, in each of which states there are fourteen.

We very much need to have an appropriation for a professor of forestry at the State Agricultural College. He should teach at the college only two or three weeks in the year and then should visit all the State and all the independent institutions and all High Schools and all cities and towns to awaken enthusiasm about the preservation of our forests and about the cultivation of trees. The result in ten years would be wonderful to behold. We ought never to make any large State appropriation to create a School of Forestry because General William J. Palmer and Dr. William C. Bell have donated \$100,000 to found the Colorado College of Forestry in connection with Colorado College. It must be borne in mind that the independent institutions serve the State precisely as the State institutions do, and that they operate under charters granted by the General Assembly, though they cost the State nothing. The Colorado College of Forestry possesses a property known as Manitou Park which has 13,000 acres of land, three-quarters of which is in forest. The school has already been organized, with Dr. William C. Sturgis as Dean, who was connected for nine years with the faculty of the Yale School of Forestry.

In addition to the gift already referred to, General Palmer has contributed during the past year \$10,000 toward the current expenses of the school. The mining companies, the railroads, agriculturists and many others throughout the State have signified not only their interest in the school, but are desirous to co-operate in every possible way. It is the purpose of General Palmer to make this one of the better forestry schools of the country, and also to have it serve the interests of the whole Rocky Mountain region. Every man of sense and candor can see that it would not be wise or fair now to make any large State appropriation for a School of Forestry, for the reason that it is always contrary to sound public policy to make any State appropriation to do anything which is done as well or better by private enterprise.

When the necessary expenses of the State government and of all the benevolent and penal and reformatory institutions are provided for, I hope we shall have some money remaining which we can divide by special appropriations among the four State educational institutions which will receive somewhat more than seven hundred thousand dollars from the regular mill levy during the coming biennial period.

VARIOUS RECOMMENDATIONS.

The need of insurance which insures demands the enactment of a comprehensive and conservative insurance law.

The need of savings institutions which save calls for a sound banking law.

The need is clearly apparent of a State Examiner with a sufficient number of deputies to make it possible for him to keep track of the business of all financial institutions which handle public funds, and to have a constant surveillance of all State institutions which are sustained by the taxation of the people.

The need for good roads has at last awakened some enthusiasm for a law to provide for a State Highway Commission. We have gone on too long without any definite plan for making good roads. One of the glories of this Sixteenth General Assembly will doubtless be the enactment of a good roads law. Good homes, good schools and good roads might well be considered to be the three essentials of civilization thruout the country districts in our times.

Time would fail me to speak with proper fullness about all the pledges which we have made to the people, such as the need of a pure food law, the importance of giving the people an opportunity to express their preferences for candidates for the United States Senate, the need of legislation to prevent combinations in restraint of trade, the need of making an end of all mileage graft, and the necessity of wiping out the scandal of the vicious lobby. It ought to be an unwritten law with every legislative assembly that the use of these persistent and offensive lobbying methods by any State institution would certainly exclude the name of that institution from any list of special appropriations.

PENAL REFORMATORY AND BENEVOLENT INSTITUTIONS.

The claims of our penal and reformatory and benevolent institutions will appeal to all of you. Nothing could be more pathetic than the condition of the defective and the dependent. We shall show our own quality by the manner in which we respond to the urgent calls which are made for new departures and improvements and betterments in all these institutions. The first step to a proper handling of all these institutions is to provide that no salary shall be paid to any member of any board of control of any State institution. Many of the boards are

now managed without the payment of any salary to those in control. This ought to be done quickly, so that we may have opportunity to effect any reorganizations which shall become necessary under this change in the law.

The conditions at the Asylum for the Insane call for quick action. We ought not to build any more buildings to house the insane in the midst of the railroad tracks at Pueblo. But the overcrowded condition of the asylum demands more buildings somewhere. The quickest and most humane method of relieving the congestion is to buy a farm and build inexpensive cottages and thus give to the harmless insane an opportunity to live in the open and to do a little work. This would restore some of them to sanity.

WORK FOR PRISONERS.

The need of work for prisoners in the Penitentiary and in the Reformatory and in all city and county jails is imperative. Nothing could be more cruel than our present plan of shutting up a prisoner where he can do no work. We can find plenty of kinds of work which prisoners can do without interfering with free labor. A prisoner should have the chance to earn his own keep in the forenoon, and he should have a chance to earn a little honest money by his work in the afternoon. If he has any one outside dependent upon him, his work for them will regenerate him. You cannot make so much as a beginning toward the salvation of a defective or a dependent man except thru work which he performs with his own hands.

OTHER RECOMMENDATIONS.

The need of parole officers to help discharged prisoners to find their way back into honorable occupations is imperative. Possibly the best way to provide for these officers would be by direct appointment of the Governor in connection with the Prison Association, which ought now to be adopted as an institution of the State. However, the method is a question for you to determine.

Down to this time we have made no provision for the feeble minded. Private schools and the State schools of other states have been rendering us a service that this State owes to its own defective boys and girls.

The State Industrial School for Girls ought to have precisely the same fostering care by the State which is given to the State Industrial School for Boys. The fact that the State has done nothing for these poor girls is an awful indictment of our humanity. Hitherto we have just allowed that school to keep alive, provided the counties cared to pay the amounts due under the law from month to month. The members of that Board and the officers of that school deserve all praise for the heroic work which they have done with utterly inadequate resources.

The elaborate message of Governor McDonald has covered all the other matters of importance in such a complete way that I need not speak of the Industrial School for Boys or the State Home for Dependent Children or the School for the Deaf and Blind or the Soldiers' and Sailors' Home or the Jamestown Exposition or the Alaska-Yukon-Pacific Exposition or the imperative need of providing for the payment of all outstanding certificates of indebtedness.

CONCLUSION.

We can not escape the conviction that there are many necessary things that need to be done because the life of our State grows and expands every year in a phenomenal way. We need to keep ourselves free from prejudice that we may find the best ways of doing all the things that need to be done. It will require some courage to refuse to listen to the urgent demands that will be made upon us to undertake the things that ought not to be done. You are safe if you think about those hundreds of thousands of plain and purposeful people—the common people—who never call you up on the phone, and never send you telegrams or letters, and never sit up with you at your hotels, and never through the lobbies of the State House. For my part I shall be thinking every day about those hundreds of thousands of honest people who are saying nothing, but who constitute the real wealth of this great State.

I do not believe that any graft bill, or any cinch bill, or any unnecessary bill of any character, could by any possibility pass the House and the Senate at this time, because I believe you to be true men. I am glad that you all know that no bill of any of these descriptions could by any possibility be approved by me.

The people have never expected more from any General Assembly in the history of Colorado than they are expecting from this Sixteenth General Assembly. You have the opportunity of your lives.

This is serious business which is committed to you and to me. We cannot do it creditably unless we have sufficient breadth of view and strength of character to keep on terms of mutual respect. Notwithstanding occasional differences of opinion, it ought to be possible for us all to work with becoming industry to make a notable record of constructive and wholesome legislation. Let us now stand reverently before God and ask his blessing upon us and upon our work.

THE PRAYER.

Almighty God, Our Heavenly Father, we come to Thee in prayer for Thy blessing. We thank Thee for our opportunities to serve Thee in serving the people of this great commonwealth. We pray for grace to enable us to work together in mutual respect. Help us to do all our work with a sincere desire to promote the welfare of all our people. Help us to consider the poor as well as the rich; the ignorant as well as the cultured; the defective and the dependent as well as the sound and the strong. Give us wide thoughts and much feeling for all sorts and conditions of men. Hear us in this our prayer which we make in the name of the Master who has taught us to say when we pray:

“Our Father Who art in Heaven, Hallowed be Thy name. Thy kingdom come. Thy will be done in earth as it is in heaven. Give us this day our daily bread. And forgive us our debts as we forgive our debtors. And lead us not into temptation, but deliver us from evil. For Thine is the kingdom, and the power, and the glory, forever. Amen.”

