

SECOND BIENNIAL MESSAGE

Of Governor H. H. Markham to the Legislature.

A Review of State Affairs in Detail—Many Recommendations—Financial Showing.

STATE OF CALIFORNIA, EXECUTIVE DEPARTMENT, SACRAMENTO, JANUARY 7, 1895.

To the Senate and Assembly of the State of California—GENTLEMEN: In accordance with constitutional requirements, I have the honor to submit to you my second biennial message as Executive of the State, with such recommendations as experience and judgment have suggested as beneficial to the best interests of the State and advancement of the commonwealth.

During the past four years death has removed from our midst five prominent citizens, whose death has been a loss to the State. I will name them in their order: Hon. Leonard Stanford, Hon. Frederick F. Low, Hon. Newton Booth, Hon. George Stoneman and Hon. K. W. Waterman. Their memories should be honored and respected, not only for what they were able to accomplish, but for their loyalty and fidelity to the interests of our State.

I desire to extend in this official manner my congratulations to the late Governor, Hon. Peter H. Burnett, whom Providence has spared to witness the marvelous development of California, so rapidly and so gloriously, under the administration of his successor, Governor Stanford. I would suggest that some suitable resolution expressive of this fact be passed upon your minutes and forwarded to the Legislature, which has brightened the pathway of his declining years, and stimulate our youth to better deeds and a feeling that their reward will never be forgotten.

On October 30th of this year Hon. E. G. Waite, Secretary of State, died at his home in Alameda. At the request of his family he was buried in the State Burial Ground. His funeral was of a public character, and in recognition of his public services and in accordance with the custom of the State, the expense attending his funeral was paid by the State. The claim for that purpose has been recognized by the State Board of Examiners and the amount paid.

Two years ago I prepared my first biennial message to the Legislature, and in many instances the leading papers of our State published the same. It is my desire to see this message as candidly as possible, and I am at liberty to receive it for what it may be worth, for it is for your benefit, and I believe that the State has a right to know the truth, and that no man living can investigate and verify them. I have therefore endeavored to give you the facts of the space of time allotted to the average Legislature, in addition to the other pressing demands. Therefore, I shall be doubly sure that you will read it.

No Governor could have been more kindly treated than I during the last two Legislatures, which encourages me to assist you as far as possible with reliable data. While I regret the fact that many very important subjects were not acted upon, I fully realize that it was due to lack of systems and management of time in which to intelligently handle those important subjects. From all directions come demands for economy and reform. Valuable time is being consumed by demands for State aid are increasing. Nevertheless, I shall faithfully point out to you our actual needs as the law now stands, and at the same time, I shall give you a candid resume of our true situation, which must guide your action whatever the results may be.

In view of what I have just said, I would suggest the propriety of referring this message to a committee, who can segregate and refer the different subjects to appropriate committees of the Legislature. While this method has not been the rule in our Legislature, it has been adopted in other States, resulting beneficially, and I believe that the same why its adoption here will not prove profitable, as bringing the experience of the Executive into closer relations with the Legislature, and the Legislature into closer relations with the Executive. It is my belief that the most important subjects can be considered in so brief a time as that allotted you for your deliberations.

By the action of all of the States of the Union, has suffered from the financial and business depression of the last two years. In addition to this, the lack of winter rains caused partial crop failures in many sections of the State. Owing to the diversity of our climate total failure of crops is an event which has not been uniformly abundant. The timely and abundant rains of this year should insure crops and a more prosperous and successful year. While stagnation prevails in some localities, in others business is almost as active as ever. It is gratifying to note that this nation at large, California will be the first to respond. There has not been a time during the last two years that bona fide business has been so active as it could not have found employment had it not been for the rush of unemployed to this State from other localities, who endeavor to replace the discharged laborers in all classes, the tramp and transient laborer are not needed and should in no manner be encouraged. It was most clearly demonstrated that the industrial army of last year were from that class, and they should not be encouraged to come.

It is gratifying to note the marked improvement in the annual reports of the several State officers and the Trustees of the various institutions as compared with those made in past years. Condensation and expansion is now the rule, and the result has been a more successful financially, but has not been the cause of causing these reports to be lengthened and to contain more details and reports with valuable information regarding the varied interests of the State, and should be, as they now are, concised in language plain, simple and to the point. Many have performed their work well that it would be invidious to make selection for comparison. There are a few, however, in my opinion, who have distinguished themselves in the past. I have endeavored to place in this report the names of those who have distinguished themselves in the past. This report evidently shows great painstaking in its compilation. It contains 252 pages of solid, heavy type, printed on a 10x14 inch and 93 pages of large table sheets of statistics. Examination of its pages evinces laborious research; but the question is, is it of a character to be read and of cost of publication? It has just reached me at a time when I am least able to give it the intelligent consideration which it probably deserves. I have, therefore, in the hands of the printer, it could hardly be expected that I should read it in manuscript. This I regret, as, failing to see the necessity for its publication, I might have found within its pages reasons for its continuance had the report been in proper form for its examination. The manuscript is in possession of the Board of Examiners, and if desired, can by your order be transmitted to the State Printer for publication.

I have made it a rule during my incumbency in office to personally visit and inspect the several institutions directly under control and management of the State. In each instance, visitations have been made, and I have endeavored to gratify to state that they are all conducted in every way worthy of commendation. Expenses have been curtailed, and the lowest estimates, and while parsimony has received no encouragement, extravagance has been checked. In my apprehension, the Legislature has endeavored to place upon those who have good character and standing were beyond question, and whose business capacity insured economic

ical administration, and the results have fully justified my selection. UNIFORM SYSTEM OF ACCOUNTS AND REPORTS.

For a proper understanding as to the financial condition of the State, it is absolutely necessary that a systematic and uniform method of recording accounts should be established, particularly in institutions of a public character, such as our insane asylums, State Prisons, etc. The irregularity at present existing in this direction leads to confusion, and a charge which is rightly understood by the institution making it does not in many instances appear so plainly to those whose duty it is to pass upon it. The Board of Examiners, the Auditing Board of the State, should be empowered by statute to enforce such action, and cause every State institution to conduct its monetary transactions on a uniform basis.

DEAF, DUMB, AND BLIND INSTITUTION. This institution is a credit to our State, its management worthy of all praise, and the purpose of the same is being completely carried out. No one can visit it without recognizing and acknowledging its benefits. It certainly is gratifying to me to speak of its usefulness and management, but it is because of its importance, that I have made two visits to this establishment, and carefully inspected its workings and financial condition. The last Legislature appropriated \$75,000 for an additional building. It is one of our most complete and economical erections during my administration. Its future wants will be found in the reports of its Board of Directors.

I have made two visits to this institution. Both were somewhat limited, yet I believe that I have a fair knowledge of its work and methods. There are about 1,000 inmates engaged in the manufacture of various articles, and the management of the institution is under the supervision of Joseph Sanders, a blind man, formerly in the institution as a teacher. The wisdom of placing a sighted man in charge of the institution has been the subject of much controversy, and a division of the board on that subject has been the result—three being in favor of the present management, and two emphatically opposed. At my request a legislative committee of investigation was appointed, and its report exonerated Mr. Sanders and those supporting him from the charge.

This has been an unfortunate disputation, and, as far as I have been able to learn, it has done no good, and is entirely in vain. Personally, I believe Mr. Sanders to be a remarkably efficient and capable man, and one who is well fitted to the duties of his position. The mere question of financial success should not supersede the more important objects for which it was instituted. The institution is a credit to our State, and I believe, will be entirely successful under favorable auspices.

A demand of \$10,000 extra for maintenance of the institution, and for the purchase of additional ground, both of which should be carefully considered. The latter is imperative, and that the State should be striving to become self-supporting, warrants encouragement at the hands of the Legislature, in addition to the other pressing demands. Therefore, I shall be doubly sure that you will read it.

HOME FOR FEEBLE-MINDED CHILDREN. This is another of our charitable institutions of which the State may justly feel proud. One can scarcely conceive what a noble and thoughtful organization it is, and how unselfish, patient love can accomplish such unfortunates. A visit to this home was made, and it is with pleasure I can say that the management of the same is under the supervision of Dr. Osborne and his untiring and faithful wife. Their efforts in behalf of the more than 1,000 inmates are worthy of more commendation than can be expressed in this brief statement.

PRESTON SCHOOL OF INDUSTRY AND WHITTIER STATE SCHOOL. The Preston School was formally opened for the fall term, 1893. Its objects embrace about the same class of work as Whittier. The home is located at a most attractive spot, and is susceptible of being made one of the most beautiful in the State. The Board has appointed Superintendent E. Carl Bank, a man educated to that work, and is in every way fitted to discharge the duties of his position. The report of the trustees is brief and concise, and contains several practical ideas. His suggestion as to the amendment of the Constitution, and the transfer of the school to the State, is a most important one, and I earnestly urge that you read the same. The appropriations asked for are necessary, and should be considered by the members of the board are worthy of confidence, and their interest in the success of the school commendable. I deem the work of the trustees to be of great importance to the interests of our people.

The Whittier School has proved its educational value, and its management is efficient. Its training can accomplish with such a class of offenders, who, if confined in the State Prison, would never offer promise of reformation. The Legislature contemplated remedying a defect in the organic law, but evidently erred in its conclusion. The report of the trustees is a most valuable one, and I am glad to see that it is in the hands of a Superintendent as Dr. Walter is almost as active as ever. It is gratifying to note that this nation at large, California will be the first to respond. There has not been a time during the last two years that bona fide business has been so active as it could not have found employment had it not been for the rush of unemployed to this State from other localities, who endeavor to replace the discharged laborers in all classes, the tramp and transient laborer are not needed and should in no manner be encouraged. It was most clearly demonstrated that the industrial army of last year were from that class, and they should not be encouraged to come.

INSANE ASYLUMS. All of these asylums are under able management, and through inspection and reports with valuable information regarding the varied interests of the State, and should be, as they now are, concised in language plain, simple and to the point. Many have performed their work well that it would be invidious to make selection for comparison. There are a few, however, in my opinion, who have distinguished themselves in the past. I have endeavored to place in this report the names of those who have distinguished themselves in the past. This report evidently shows great painstaking in its compilation. It contains 252 pages of solid, heavy type, printed on a 10x14 inch and 93 pages of large table sheets of statistics. Examination of its pages evinces laborious research; but the question is, is it of a character to be read and of cost of publication? It has just reached me at a time when I am least able to give it the intelligent consideration which it probably deserves. I have, therefore, in the hands of the printer, it could hardly be expected that I should read it in manuscript. This I regret, as, failing to see the necessity for its publication, I might have found within its pages reasons for its continuance had the report been in proper form for its examination. The manuscript is in possession of the Board of Examiners, and if desired, can by your order be transmitted to the State Printer for publication.

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by any of our sister States, and she has received great commendation from those whose lives and abilities have been spent in the cause of education. On page 23 he has given full expression to his estimate of expenditures, which, from the Commission on Ways and Means and Finance will be critically examined, for they have been most intelligently prepared, and his honesty and intelligence in this respect have the respect and confidence and should win yours.

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I desire to call your attention to the pressing needs of this great educational institution, and I know of no more effective way of accomplishing that end than to quote what Dr. Bonte and President Kellogg have just stated to me: "These very exigent demands come to us, as the result of the action of the side of the University and the University cannot keep pace with the growth of science, particularly applied science, which is now being taught in this institution. We will fail to see the use of a University and send their sons elsewhere, unless we are provided with the means of instruction."

The Regents and Faculties have long given anxious thought to these matters, and the Finance Committee eighteen months ago reported in a letter four years of discussion, which was submitted to and approved by the Board of Regents. It is as follows: "The University, in response to a great public demand, is expanding in every direction, and the appeal from almost every department of the University for more room and greater facilities is emphatic and urgent. The construction of a large building, which will afford room for the educational departments, now crisscrossed and crowded in unsuitable quarters; that will furnish space for the classification and display of the very valuable collections now contained in the University, and which should be placed in a properly arranged museum; that will permit the shelving of more books and supplies, and the increasing library; that will enable a large audience to be seated in a well-lighted, warmed and ventilated auditorium, and which should be constructed for the preservation of the papers and archives of the State University, now scattered in several places, and which should be placed in one place, and where also may be provided suitable and contiguous rooms for the administrative officers of the University—such a building is a most important and necessary measure. And as it will cost probably \$700,000, this sum should be asked for from the Legislature for the purpose, to be expended in two years; and relieved of this strain the income of the University will suffice to carry on the current work."

"Further anxious discussion since the date referred to has confirmed the conclusions reached and expressed in the foregoing report. The professional colleges located in San Francisco are equally embarrassed for lack of accommodations. Two Legislatures have approved of their construction, one passing a bill appropriating \$60,000 for the use of the Medical Department, and the other passing a bill appropriating \$250,000 for the construction of a building for the joint use of all said colleges.

"Unfortunately the exigencies of the times, in the opinion of the Executive of the State, required a veto, and the appropriations were lost to the University. And these appropriations, growing in degree of momentum which can no longer be resisted. The University at Berkeley needs an appropriation of \$100,000. The professional colleges in San Francisco need \$250,000.

"We desire to lay before your excellency our report, which we make no argument, except to say that the State should be urged to do the work put upon us by the State. A careful investigation will demonstrate to your honorable bodies that it is a true representation of their needs, and it is put none too strongly. The University is a great business enterprise, and it is to be regretted that we may well be astonished at the information that over \$8,000,000 are annually expended in this State for the same purpose. Words fail to express my higher estimate of the intelligence and patriotism of our people.

"The report of the Board of Examiners in this direction, the report shows (see page 17) that over 63,000 children failed to take advantage of its liberality. It is gratifying to note that this nation at large, California will be the first to respond. There has not been a time during the last two years that bona fide business has been so active as it could not have found employment had it not been for the rush of unemployed to this State from other localities, who endeavor to replace the discharged laborers in all classes, the tramp and transient laborer are not needed and should in no manner be encouraged. It was most clearly demonstrated that the industrial army of last year were from that class, and they should not be encouraged to come.

"I beg leave to submit the following suggestions: "1. The Legislature should provide for the following deficiencies: An appropriation of \$915,000, authorized by the State Board of Examiners, to continue the work from January 1, 1895, to July 1, 1895. "2. The amounts transferred to us are that of the State and the University. These will require an appropriation of \$10,000 for two years. "3. An additional station should be established at the University, and the same of similar altitudes throughout the State. This middle-mountain station is deemed of great importance, and will be of great benefit to the State. "4. Money enough should be provided to conduct the work properly, else it should be abandoned."

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service were deprived of the same. Many of them have lost their situations by reason of having been discharged from the service. Do not assume that because no lives were lost and no property was destroyed that this important arm of the Government is not being neglected. The 5,200 armed men stood ready to assist in the enforcement of the law made such a result possible. The guard of this State is a credit to our State, and you should exercise extreme caution in framing laws for its government. It has never been called out by me except to assist the civil authorities as provided by law.

Yosemite Valley and Mariposa Big Tree Grove. In June, 1891, I made my first official visit to the Mariposa Big Tree Grove and Yosemite Valley, and returned on the 10th and 11th of 1891. At my first visit I was much disappointed in the appearance of the objects of my visit, and I believe that the Yosemite National Park, as it is now known, is a credit to our State, and you should exercise extreme caution in framing laws for its government. It has never been called out by me except to assist the civil authorities as provided by law.

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to comply with the request. Unfortunately a controversy arose in the Assembly as to whether such session should be held, and I believe that the old soldiers to exercise the privilege of voting. For some reason the bill was not passed