

HALL OF RECORDS
3844
ANNAPOLIS, MARYLAND

JOURNAL

OF

821141

PROCEEDINGS

OF THE

House of Delegates

OF

MARYLAND

JANUARY SESSION, 1953

BY AUTHORITY

Hicks, Huyett, Kaylor, Bradshaw, Gude, King, Marshall, Wallace, Cook, Driscoll, Kelley, Reed, See, Whitworth, Barnes, Hahn, Six, Smith, Carr, Manahan, Cannon, White, Coddington, Edwards, Green. Total—102

At 9.15 o'clock P. M., the Chief Executive of the State of Maryland was escorted to the House Chamber for the purpose of addressing the Joint Session of the Legislature.

MESSAGE TO THE LEGISLATURE BY GOVERNOR
THEODORE R. McKELDIN, JANUARY 7, 1953

*Mr. President, Mr. Speaker, Ladies and Gentlemen of the
General Assembly:*

It is a pleasure for me to greet all of you again in our historic Capitol.

I welcome this opportunity for reviewing briefly our joint accomplishments in the public service during the two years since your last long session, and for discussing some of the proposals, plans and needs of the State which now are before us.

Your past cooperation with the Executive Branch of the State Government, and your frequently demonstrated high sense of official responsibility confirm the confidence which I hold that this shall be another constructive session of the Maryland General Assembly.

I shall, in a short time, appear before you again to discuss the budget proposals for the fiscal year of 1954, and I shall, therefore, avoid as much as is possible the making of statements today which necessarily would be repeated at that time.

While we have an important program to consider, I have no surprises to offer. Studies of our needs and developments of our plans have been made known to you and to the public as we went along.

Through this policy of keeping the citizens informed, we have steered clear of "bombshell" legislation, and, I am happy to note, we have avoided special sessions of the Legislature and the haste and uncertainty which usually accompany such extraordinary convenings. I am sure you will agree with the wisdom of continuing this policy of taking the public into our confidence and avoiding real or imagined "emergencies".

STATE OF THE STATE

Although the financial condition of the State will be dealt with more thoroughly in my budget message, I believe it should be pointed out here that it is a healthy condition.

Despite consistently rising costs, budgets have been balanced, State bonds continue to sell at low interest rates, and services and facilities have been improved.

Although you, in your 1951 session, approved my recommendation for a general salary increase for State employees, at an annual cost of nearly 6 million dollars, and although, in the next

fiscal year, we extended similar increases to the faculties of State-operated colleges, we found it possible, in the 1952 session, to reduce personal income tax payments by 15 per cent.

Because of the continuing rise in the cost of living, the Standard Salary Board has recommended another increase in salaries which will cost approximately \$2,500,000 in general funds and \$1,120,000 in special funds. Although it would be possible to continue the desirable tax reduction into the next fiscal year by denying the salary increases, I have approved the recommendations of the Salary Board, and I urge you to do likewise. Not only is the salary increase well deserved by these loyal State employees, but, indeed, it is necessary in the face of every-day living costs and of our competition for personnel with other units of government and with private employers.

MENTAL HYGIENE

Six years ago your honorable body took broad cognizance of the need for increased and improved facilities for the care and treatment of mentally ill citizens. This important service is continuing to receive high priority.

Through generous Legislative and public understanding, some 25 new buildings have been opened or are being prepared for opening for an additional 1,492 patients. Older buildings have been improved.

Personnel policies and conditions have been vastly advanced. There is far less turnover than before among approximately 3,000 employees.

Each hospital now is headed by a doctor with the highest certification attainable.

The teaching and training program has been rejuvenated and extended with excellent results. Young doctors receive special training as residents. Graduate work is provided for selected students in clinical psychology and psychiatric social service. There is a new course for psychiatric aides, and an extensive training program for affiliate nurses from general hospitals.

Very important in our Mental Disease program is the new emphasis on the integration of patient rehabilitation with the active medical care. It enhances the hope, which experts in the field have transmitted to me, that we may be approaching the time when there will be no necessity for the building and staffing of expensive additions to our mental hospital plant.

I am particularly proud of the mental disease research which Maryland is doing for the benefit of mankind everywhere.

PSYCHIATRIC INSTITUTE

In this connection, we can point with just pride to the University of Maryland's new Psychiatric Institute in Baltimore. Built at a cost of more than 3 million dollars, it is one of the outstanding institutions of its kind in the world. It adds much to our facilities for the treatment of mental diseases, and, at the

same time will, I hope, contribute extensively to future knowledge of such diseases from the standpoint of both treatment and prevention.

PUBLIC HEALTH

The State has been free of serious epidemics in these two years. I am happy to report most of the communicable diseases appear to be under control. Poliomyelitis still presents our most pressing problem in this field.

The decline in tuberculosis continues and when presently authorized construction is completed, we will be in a position to provide immediate hospital care for every active case of tuberculosis which is discovered in the State. It appears, indeed, that sooner than previously was considered possible, we shall have almost complete control over this historic plague.

Improvements have been made in the four institutions for the treatment of tuberculosis.

At Victor Cullen hospital, 48 additional beds, for which provision had been made in the previous year, are now in use.

Some serious fire hazards there are being eliminated by the installation of fire escapes, but it has been found that the John Walter Smith building cannot be made safe from fire. A section of the projected new chronic disease hospital at Hagerstown will take the place of this building.

Extensive repairs at Pine Bluff Hospital include installation of an elevator, remodeling of the nurses' home, and power plant and heating system improvements.

Repairs in progress at Henryton include a new elevator and a completely new and modern kitchen. A second story, added to an existing ward, provides 35 additional beds. A new building accommodates the nurses who formerly lived in various structures, some of which have been made available for patients. The institution now is equipped for 425 patients.

Greatest progress is at Mt. Wilson. A very modern new building is near completion to provide 300 additional beds. Construction is under way for better personnel quarters and there have been extensive other improvements and renovations.

With the completion of the work at Mt. Wilson, we shall have adequate facilities for lung surgery, occupational therapy and rehabilitation.

With the completion of the building program, there will be 1,349 beds in State-operated tuberculosis hospitals. With those provided by other governmental and private agencies, the total number of beds in Maryland for tuberculous people will be 2,325.

MEDICAL CARE

While there always is room for improvement in such projects, the Maryland Medical Care program is rendering good services to those who are unable to provide them for themselves.

The increased appropriation for the care of indigent patients in general hospitals has been of great assistance to the individuals benefiting from the plan as well as to the hospitals.

CHRONIC DISEASE HOSPITALS

Construction of facilities for unfortunate citizens disabled by chronic diseases is being accelerated. Some of the construction was delayed pending advanced studies into changing theories of care and treatment.

Some chronic ailments, formerly looked upon as permanent disabilities, now are known to be curable, at least in part. At Deer's Head Hospital, we have had remarkable success in getting patients on their feet although they had been considered permanently bedfast. Many others have left their wheelchairs to walk.

The problem, as now seen, is to provide institutional care with medical service for those who may be restored to active and, possibly, productive lives; to make comfortable those who are hopelessly bedridden; and to provide, either in their own homes, in infirmaries, or in foster homes, for the aged infirm who are not in need of hospital or nursing care.

Deer's Head—the first of Maryland's Chronic Disease Hospitals—is in complete operation.

Steps are underway to speed up the conversion of existing buildings at the old Sydenham Hospital in Baltimore, and plans are being drawn for additional facilities there as authorized by your honorable body in 1952.

The preparation of plans soon will be started for the construction at Hagerstown of the State's third Chronic Disease Hospital.

CONTROL OF ALCOHOLISM

Last year, at my request, you transferred the small appropriation for the control of alcoholism from the Department of Mental Hygiene to the Department of Health. You thus recognized alcoholism as an ailment to be studied and treated like other human sicknesses.

After a wide-spread survey of the field of available and capable persons, the Department of Health recently named a director for this work.

The director now is studying the State to determine conditions and has launched a campaign to acquaint citizens with the known facts about alcoholism.

In Baltimore County plans are being made for State-County cooperation in what probably will be our first clinic for alcoholism. It is a program which I hope will grow with the years in all areas of the State where needed.

DEPARTMENT OF CORRECTION

During the past year, the first unit of the new Patuxent Institution for Defective Delinquents has been placed under construc-

tion contract, and its completion during the coming fiscal year should somewhat alleviate the overcrowding in our penal institutions.

Improvements have been made in other penal establishments through bond issues which you approved.

There also have been improvements in the educating of prisoners, in case classifications, in preparing of pre-parole summaries, and in assignments of inmates. Much more can be done in these fields when more extensive facilities are provided for the care of our increased prison populations.

Morale of the custodial forces has been advanced by a reclassification of positions in the three institutions and four public works camps for male prisoners.

The term "guard" has been abandoned and replaced by four classifications—"general officers", "head custodial officers", "custodial officers, I", and "custodial officers, II". This change increases the opportunities for advancement, and eliminates the supervision of a class of personnel by others in the same classification.

Further personnel policy changes are being considered for the good of the service.

PAROLE AND PROBATION

Parole work, the approved method for the rehabilitation of prisoners who show an aptitude for return to useful places in society, has been improved in Maryland by certain policy changes.

In both the Penitentiary and the House of Correction, personal consultation is now conducted by the Director with all inmates eligible for parole consideration. The consultation is on a monthly basis.

Monthly parole hearings for inmates of the Reformatory for Women and the Baltimore City Jail, whose sentences are for less than two years, have been transferred from the Division's Annapolis offices to its Baltimore City quarters.

Notices of parole hearings are sent to inmates well in advance of hearing days.

Many long-term cases in the Penitentiary, once rejected and never rescheduled, have been reviewed by parole authorities for further consideration. A similar project now is underway in the House of Correction.

The Division has employed the first woman parole officer for the supervision of women parolees within the limits of Baltimore City.

Three Negro parole officers have been appointed and assigned to supervise groups of parolees in Baltimore City.

CONSERVATION

With your cooperation we are increasing the badly depleted oyster yield of the Chesapeake Bay and its tributaries.

From a low production figure of 2,170,556 bushels in 1951, the take was boosted to 2,339,976 bushels in 1951, and the tabulation of complete 1952 figures is expected to show a further increase of a quarter of a million bushels.

During 1951, the Department of Tidewater Fisheries planted 888,461 bushels of shells and seed oysters, and furnished additional seed to private planters.

In the same period, the Commission collected \$51,000 through the reserved area tax and sale of seed oysters to private operators.

In the 1952 planting season, the Department planted 1,463,327 bushels of shells and seed oysters, including State-produced seed sold to private planters.

A 24-hour patrol system has been inaugurated on the State waters for more thorough enforcement of the conservation laws.

The Commission is continuing to study the problems of the Bay country, tidewater areas and tributaries with respect to crabs and fish, and is obtaining scientific data through its hydrographic engineering division and its biologists.

PARKS AND RECREATION

The Patapsco Land Advisory Committee has been working steadily at the acquisition of land for the Patapsco River Valley Park since its appointment in 1951, following your approval of the project.

Steps are being taken to accelerate this land accumulation and to start actual installation of some of the facilities for the great park under the comprehensive plan of the State Planning Commission.

When the park is completed it will provide an outstanding attraction for visitors, and an excellent and extensive new recreation area for Maryland citizens.

In our long-range recreational planning, we are looking, too, toward development of other park and picnic areas in various sections of the State, with considerable attention to be given to Western Maryland with its vast forest and mountain areas.

During the past year, about a third of the 89 new roadside picnic areas planned along major Maryland highways have been established. The remainder will be built and put into service during the coming year by the State Roads Commission.

TOURISTS BUSINESS

The establishment of picnic areas and the improvement of our natural recreation and tourist interest facilities is good business for Maryland.

The Federal Reserve Bank of Richmond estimates that the 1952 tourist business was worth \$100 million to this State—a jump of \$20 million over 1951, and double the yield of 1950.

We are seeking to keep the traveling public aware of what we have to offer. The Department of Information has rewritten and

brought up to date five of its publications of interest to tourists, and has added ten new pieces of printed matter to its list. It had more than 75,000 requests for literature on Maryland in 1952—nearly triple the requests of 1951, and nearly six times those of 1950.

ADMINISTRATIVE ORGANIZATION

Some years ago, your foresighted body authorized the establishment of a commission to study the administrative organization of the State Government, with a view to making improvements in procedures.

I appointed such a commission in accord with the wishes of the Legislature, and I believe your good judgment in this matter has been proved.

The Commission on Administrative Organization of the State Government submitted its original report to you and to me in time for action by the 1952 Session of the Legislature.

You enacted proposals to revise the State budget system, and at the General Election in November, Maryland citizens voted overwhelmingly for a Constitutional amendment authorizing a program budget. I consider it a very significant step in the improvement of administration, and the 1954 budget, on which you will act at this session, shall be presented to you in the new form.

The Purchasing Committee of the Commission on Administrative Organization recommended advanced changes in purchasing procedure, which are being followed by the Department of Budget and Procurement.

In cooperation with the State Comptroller and the State Auditor, uniform inventory procedures and controls are being formulated for all State agencies.

A recommendation for a Central Payroll System, designed for efficiency and economy, is under study by a committee, and such a system probably will be installed by the Comptroller this year.

The Commission on Administrative Organization has again reported to you, through your Legislative Council, and to me on a number of further proposals for the improvement of the State Government.

The proposals include, among others, a Constitutional amendment to enlarge municipal home rule and eliminate much of the local legislation which now comes before the General Assembly.

Another Constitutional Amendment, if submitted by you and approved by the electorate, is designed to improve the present provisions for home rule in the counties.

Also before you are proposals of the Commission for adoption of a uniform administrative procedure act to protect private citizens from arbitrary action by government agencies, and suggested administrative reform in corrections and parole.

I hope all of these proposals and others of the Commission will be given your earnest consideration. While you may differ with

the Commission on some details, I am confident you will find its purposes consistently good, and that much excellent legislation to the advantage of the State and its citizens will result.

Aside from the recommendations of the Commission, it should be noted here that the reorganization of the Health Department, prescribed by an Act of the 1951 Legislature now is in operation with evident and excellent results in efficiency and economy.

EDUCATION

Our educational plant at the State level fared well in the capital improvements program of the past year. In addition to the previously mentioned Psychiatric Institute, the University of Maryland acquired a chemistry teaching and research building, a physics building, a green house and a plant laboratory at College Park.

Also built on the University Campus, with accumulated funds, and recently dedicated, is a beautiful new Memorial Chapel.

An agriculture building has been built at Princess Anne and a cattle barn on the University's Otten farm.

Morgan State College has acquired a gymnasium, new utilities, a greenhouse and vivarium, a garage and storage buildings.

A new boiler house and utilities have been installed at Bowie, a science building at Frostburg State Teachers College, and additions and alterations have been made to the heating plant at Towson State Teachers College.

The former Lutheran Deaconess Home in Baltimore was purchased during the year for Coppin Teachers College.

Additional educational projects under construction or approaching the construction stage include a library at Frostburg, a science building at Morgan, mathematics, stores, poultry and industrial education buildings at the University; an addition to the dining hall at Towson, and a library and study hall at the Maryland School for the Deaf.

TEACHERS' SALARIES

The big item before this Legislature in the field of education is the proposal for systematic increases in the salaries of public school teachers.

The proposal is based on the report of a Commission which I appointed in consultation with the presiding officers of your two Houses, and largely as a result of a suggestion by a committee of your Legislative Council.

The Commission was asked to study the School System with special reference to State and local responsibilities for the payment of teachers' salaries.

I consider the system developed and proposed by the Commission to be sound and workable.

It has produced a document which should serve as a guide for meeting this problem in Maryland for many years to come, and

which, indeed, may prove useful to the officials of other States who are coping with a similar problem.

The recommendations of the Commission provide for salary increases next year for most of Maryland's public school teachers, and eventual financial advantage for all of them.

They avoid unsystematic methods of obtaining increases such as were proposed in the past two sessions of the Legislature in bills which I found it necessary to veto.

While the initial cost of the increases now proposed will be borne entirely by the State General Fund for the next two years—to the extent of an estimated \$1,172,305 in the 1954 fiscal year, and \$1,992,965 in 1955—the proposals have my whole-hearted approval.

I understand that the proposals also have the approval of officials of the State Department of Education and of leaders in the Legislative Council. I can see no reasonable grounds on which they could be opposed by the teachers as individuals or through their associations. I am confident, too, that there is general public approval.

The report of the Green Commission recognizes the dangers inherent in too much centralized responsibility for and control over school systems, and seeks to establish an acceptable standard for such responsibility under which the burden of support will be equitably distributed among all citizens and taxing units, but which, at the same time, will "encourage desirable local initiative and responsibility, promote bona fide economy and efficiency, and facilitate educational progress."

The report recognizes a proper degree of local responsibility by proposing that, beginning with the fiscal year of 1956, counties sharing in the school equalization fund shall be required to levy at least 75 cents per \$100 of property valuation for educational purposes instead of the present 65-cent minimum. While it is true that most counties now levy in excess of the proposed new minimum, the proposal, if enacted into law, will serve as a safeguard for the established division of responsibility.

The Commission's report supports the position I took in vetoing House Bill 610 of the 1951 Session and Senate Bills 7 and 48 of the 1952 Sessions.

It points out that the bills did not necessarily prescribe the proposed salary increases for any given teacher, but actually served more to benefit the treasuries of the political subdivisions at State expense.

In the case of House Bill 610, the report notes that the equalization principle actually was being abandoned.

Equalization is more firmly established than ever under the proposals of the Commission.

I was never opposed to salary increases for school teachers. When I found it necessary to veto the bills of past sessions, I urged that the various counties and Baltimore City accept their proper share of responsibilities in meeting the requests of the teachers. Most of them did.

I am very happy that we now have the vehicle for a studied and scientific division of financial responsibility which will guarantee equalization and make available to every child in the State a minimum foundation program of education regardless of where the child may live. I am sure this was the primary aim of all of us.

I am pleased that the report was released at an early date so that members of the Legislature have had an opportunity to familiarize themselves with the proposal and so that consideration could be given to it by the taxpayers of the State. Such study and consideration has, I hope, lifted the question entirely out of the realm of controversy. I trust that the necessary legislation will be passed.

ROADS

Members of the Legislature and others in Maryland public life long have recognized the need for a long-range plan for the preservation, modernization and maximum utilization of the State's Highway System.

This administration and its predecessor have built and built well, but the very addition of the new roads only emphasizes the need for coordination so that they may have the greatest usefulness.

In 1951 and 1952, a total of 490 new highway projects were authorized by the State Roads Commission, providing for improvement of 447 miles of roads and involving expenditure of more than \$51,000,000.

At the same time, work was continued on 136 projects awarded prior to 1951, covering 307 miles at a cost of nearly \$81,000,000.

As we enter 1953, we have approximately \$57,000,000 worth of work in progress, and an additional \$27,000,000 worth of projects is programmed for the next 12 months.

12-YEAR PROGRAM

This work is good and necessary and will fit in well with the 12-year program which has been proposed to you and to me by the State Roads Commission and the Advisory Council on Highways.

The joint report offers, in my judgment, a good program. I believe all of you have copies of the report. If any of you lack a copy, I shall be glad to see that you get one.

The report presents what I consider a clear picture of present conditions and future prospects for adequate roads in our growing and rapidly developing State. Despite the large sums of money involved, the program is based on economy and careful spending, because it would be far more costly in the long run to permit our present inadequate roads to deteriorate than it will be to have a progressive program of modernization.

I believe this program meets with general public approval. I want the program that is to be made effective by Legislative

action and my signature to be the Maryland Program—the plan of the citizens of Maryland.

A roads program could have been meted out in smaller doses, as it has in the past—but such programs have lacked system, and failed to take future conditions and needs into consideration. To continue to present such piecemeal programs to the public would be an act of deception and, in the long run, an extravagant abuse of trust.

The program calls for 3,450 miles of new construction or reconstruction of existing State roads over a period of twelve years, and at an estimated cost of \$568,225,000. It proposes increasing the Maryland gasoline tax from five cents to six cents per gallon and increasing the motor vehicle registration fees.

Toll roads have been considered, and the thought has not been abandoned entirely. Studies are continuing and there is a possibility that some roads, now partly built, may be completed as toll roads to provide for approximately \$50,000,000 of the total construction program.

Road construction and maintenance in Baltimore City and the counties will be benefited under the program since the additional revenue will be shared with the subdivisions in the same proportions as is the present revenue from the same sources.

While discussing roads, I am happy to report that revenue on the new Bay Bridge continues to exceed advance expectations, and there are those in authority who talk of redemption of the revenue bonds which financed its construction in a period of ten years, instead of the fifteen years which figured in the previous calculations.

The State Roads Commission expects a report by the end of this month from the consulting engineers on the proposed Patapsco crossing in Baltimore. The preparation of plans for this major project can start as soon after that as necessary agreements are reached between the City and State Governments.

TRAFFIC COURT

As most of you know, I have asked the State Bar Association to devise a plan under which the Traffic Court of Baltimore can be made up of magistrates working on a full-time basis. I am happy to report that the Bar Association has referred the question to a committee and its study is well underway.

I believe you will agree with me that this is important. Rapidly increasing traffic, and the consequent increase in violations of traffic laws has become one of our major problems, and is likely to continue so. It is too important to be dealt with on a part-time basis.

Our traffic courts, I should point out here, have been doing an excellent job under present conditions.

The Teen-Age Traffic Court in Baltimore City, established in this administration, has been a tremendous success and has attracted nation-wide attention.

I have not neglected any department or division of the State Government because of lack of personal interest. I am pleased generally with the conduct and progress of the various agencies, even while looking for constant improvement.

Let me say again, it has been a pleasure to meet with you—a pleasure for me which I hope may be extended into frequent calls by each of you—new members and old—in my office.

I wish all of you a most pleasant three months in Annapolis, and success in the very important job before you.

At 9.35 o'clock P. M. the Chief Executive of Maryland and the members of the Senate of Maryland were escorted to their respective chambers.

MESSAGE TO THE SENATE

By Mr. Logan:

HOUSE OF DELEGATES

ANNAPOLIS, MD., January 7, 1953.

Gentlemen of the Senate:

We propose, with your concurrence, that when the General Assembly adjourns today, it stand adjourned until Thursday, January 15, 1953, at 1:00 o'clock P. M.

By order:

CLEMENT R. MERCALDO,

Chief Clerk.

Which was read and adopted by roll call as follows:

AFFIRMATIVE.

Messrs.—

Speaker, Duke, Fowler, Harris (R. B.), Joiner, Clark, Duckett, Lankford, McNulty, Stieff, Hall, Hance, Jenkins, Quade, Adams (W. H.), Boone, Brewster, Ensor Sr., Royston, North, Stevenson, Simpkins, Tawes, Adams (J. T.), Brinsfield, Lucas, Thompson, Benson, Bratton, Johnson, Hughes, Lillard Jr., Pumphrey, Taylor Jr., Wilkinson, Baker, Bishop, Robertson, Shockley, Baumbardner, Derr, Harris (S. F.), Virts, Baldwin, Brown, Risteau, Blades, Logan, Dabrowski, Henning, Milanicz, Mrozinski, Nowakowski, Silk, Behounek, Kavanagh, Wagner, Dempsey, Hopkins, Tawney, Robinson, Bacharach, Cardin, Fitzgerald, Mandel, Corrigan, Davis, Hodges, Meyers (W. W.), Myers (A. C.), Reisinger, Ankeney, Bloom, Downey, Hicks, Huyett, Kaylor, Bradshaw, Gude, King, Marshall, Wallace, Cook, Driscoll, Kelley, Reed, See, Whitworth, Barnes, Hahn, Smith, Carr, Manahan, Cannon, Hanna, White, Coddington, Edwards, Green.

Total—99

NEGATIVE—NONE.