

HISTORY OF THE COMMISSION ON THE GENERAL ASSEMBLY

The history of the Commission on the General Assembly is a story of citizen participation in government. It is also the story of an idea being translated into action. Organized as a special study by the Young Democratic Clubs of Maryland in March, 1966, the Commission received early encouragement from the State's political leaders who believed that the winds of change were moving in state government.

Legislative modernization and reform is predicated upon a belief that, with few exceptions, our states have failed to meet many of the modern needs of their citizens. In the March 1966 issue of Harper's Magazine, Senator Joseph D. Tydings (D. Md.) expressed the belief that "these failures, which John F. Kennedy called 'the shame of the states', are primarily responsible for the decline of our federal system." Senator Tydings gave early encouragement to the General Assembly study and was soon followed by Mr. Marvin Mandel, Speaker of the Maryland House of Delegates, at the Commission's first public hearing on April 16, 1966.

Speaker Mandel presented a series of recommendations that were to be repeated, revised, and expanded upon during the subsequent 17 public hearings held by the Commission. A total of 28 legislators, political leaders, state government administrators, and representatives of industry have testified at these hearings. The Commission also held approximately 40 executive sessions and formal drafting meetings.

Shortly after Speaker Mandel's hearing and his recommendations on committee organization, legislative budgetary procedures, professional staffing, and salaries, the Commission expanded its membership to include representatives from the State's Young Republican Clubs. In a year when a hard-

fought election campaign was in progress, the Commission program was a notable example of Democratic-Republican cooperation. In June of 1966, the Commission again enlarged its membership to include a panel of Maryland business, corporate, labor, and civic leaders. This group of distinguished citizens has participated in the evaluation and review of the final report.

Detailed recommendations on legislative modernization have been submitted to the Commission by:

J. Millard Tawes, Governor of Maryland

Spiro T. Agnew, Governor-elect of Maryland

William James, President of the State Senate

Marvin Mandel, Speaker of the House of Delegates

Daniel B. Brewster, Senior U. S. Senator from Maryland

Joseph D. Tydings, Junior U. S. Senator from Maryland

Charles McC. Mathias, U. S. House of Representatives

Samuel Friedel, U. S. House of Representatives

Carlton R. Sickles, U. S. House of Representatives, and candidate, Democratic gubernatorial nomination.

Thomas B. Finan, former Attorney General of Maryland and Democratic candidate for Governor.

Clarence W. Miles, Democratic candidate for Governor.

George P. Mahoney, Democratic gubernatorial nominee

James Clark, Maryland State Senate

Thomas Hunter Lowe, Chairman, House Judiciary Committee

J. Glenn Beall, Jr., House Minority Leader

Goodloe Byron, Member of Maryland House of Delegates and State Senator-elect

Julian Lapidus, Member of Maryland House of Delegates and State Senator-elect

Joseph Curran, Maryland State Senate

Charles S. Bresler, Member of Maryland House of Delegates and Republican candidate for Comptroller, 1966 election

Steny H. Hoyer, State Senator-elect

Harry McGuirk, State Senator-elect and Member of the Governor's Committee on Legislative Automation

Dr. Carl Everstine, Director, Maryland Legislative Reference Service

Dr. Paul Cooper, Director, Maryland Bureau of Fiscal Research

Mr. Max Baldwin, I.B.M. State and Local Government Division

Mr. C. M. Price, RCA State and Local Government Representative

Hon. John Coleman, Data Processing Division, Office of Comptroller of Maryland

Christopher Pfrommer, candidate, Democratic State Central Committee and administrative assistant, Congressman Clarence D. Long (D. Md.)

Dr. Eugene Weizman, specialist on Nebraska unicameral legislature.

All witnesses testifying before the Commission have analyzed the following major problems that must be solved by the General Assembly if it is to be a productive branch of government: (1) Committee reorganization including the establishment of major committees operating on a year-round basis (2) professional staffs (3) higher salaries for legislators (4) improved physical facilities (5) effective legislative oversight and review of the Administration's budget (6) length of session (7) the uses of automation, particularly in the areas of fiscal research and information retrieval on pending bills and enacted legislation, and (8) examination of the merits and demerits of a unicameral legislature.

In addition, the Commission has cooperated with the Eagleton Institute of Rutgers University, which is preparing another report on the Maryland General Assembly which was requested by House Speaker Marvin Mandel shortly after this citizens group began its work. The Chairman of the Eagleton study, Dr. Donald Herzberg, has also discussed Maryland's General Assembly

with the Chairman of the Citizens Commission.

The work of the Commission has been based on the belief that Maryland's General Assembly can be improved and that the State of Maryland can play an active role in partnership with the Federal Government. Without exception, Commission witnesses have shared this belief.

Even after the Commission makes its report to the General Assembly and the people of Maryland, its work will not be over. The need for citizen study of the problems of state government has been clearly demonstrated in Maryland. This Commission will continue to examine the legislature in Maryland and it is hoped that the efforts of this and similar groups will re-establish the necessary balance between the Federal Government and the states.

INTRODUCTION

STATEMENT -
CREW & GLE WILLS -
CHAIRMAN - CITIZENS
CONGRESS IN THE GENERAL
ASSEMBLY

The citizens of Maryland are losing their political birthright of legislative representation. No one is trying to steal it. Slowly and surely, practices that no modern business would tolerate are weakening Maryland's representative assembly.

The General Assembly of Maryland faces a choice in 1967 - either continue a decline in power and prestige or give itself the tools to do a modern legislative job.

The choice would seem clear. But, often uninformed about antiquated practices and procedures, the people of Maryland have allowed their legislature to drift further and further away from reality. Within the historic state house where Washington resigned his Continental Army commission, finally sits a reapportioned Senate and House. However, reapportionment is no cure-all and will not of itself modernize the Free State's Legislative process.

American legislatures have changed much since the founding of the Republic. The Federal Constitution provided for state sovereignty and limited the national government to certain prescribed functions. Consequently, state legislatures remained viable during the nineteenth century. But, as the agrarian society was being replaced by the mass society, no corresponding development occurred in state government.

Gradually the Federal Government has assumed more of the burdens of modern America while the state governments, particularly their legislative branches, have sunk further and further into a self-pitying morass. State legislatures, where once community leaders proudly served, have faded from the civic consciousness. The result is a decline of federalism through the states' failure to participate effectively in partnership with the national government.

State legislatures have traditionally been a forum for direct contact between citizens and government, public opinion and political action. Maryland has failed to achieve this basic goal. In the 1966 election, public distrust of the legislature was underscored by the overwhelming rejection of a constitutional amendment to permit legislators to set their own salaries.

Antiquated organization and procedures have failed to meet the demands placed upon the legislative branch of Maryland government. The General Assembly has not met the needs of modern Maryland because it operates under

1. a system that places 80 per cent of the legislative workload on 2 out of 18 House committees;
2. a schedule that permits a complex, comprehensive tax measure to reach the House floor less than 24 hours before adjournment;¹
3. a fiscal program which, in effect, denies to the senators and delegates an opportunity to give even cursory attention to a billion dollar executive budget;
4. a staff and clerical assistance program which fails to provide adequate office space, assistants, and sufficient secretarial help for the individual legislators;
5. a public relations program which fails to convey in any meaningful way the legislative story to the citizens of Maryland;
6. a state constitution containing provisions that unnecessarily limit freedom of legislative action;
7. an archaic preoccupation with local government, which requires the legislators to spend an undue amount of time enacting local legislation;
8. a procedure for the filing and evaluation of legislation which makes intelligent decision difficult;

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1. The Cooper-Hughes tax reform bill, the product of a 2-year study of the Maryland tax structure, was introduced in the 1966 session of the General Assembly and failed to pass by two votes. Regardless of the merits or demerits of this bill, the Commission submits that existing legislative procedures contributed to its defeat.

9. a system of inadequate compensation for legislators whose duties do not end at the close of each session;
10. a system conducive to removals of "land deals", employees who appear only to collect their pay checks and stories of bribes and misappropriation of public monies because the financial operations of the legislature are not always clearly placed on the public record.

This report will attempt to indicate that the legislature is not victimizing the legislature. The General Assembly of Maryland has been effective in the past. It could be effective in the future. This report is presented to the General Assembly and the people of Maryland as one step in achieving that goal.

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1. Senator Joseph D. Tydings, (D. Md.) revealed in an article for the March 1966 issue of Harper's Magazine, and in testimony at the Commission's Capitol Hill hearing (May 1966), that one delegate reported he had been offered \$300 by a well-known lobbyist to leave the House floor during the vote on a bill to ban slot machines.

MAHONEY TO TESTIFY BEFORE
COMMISSION ON THE GENERAL ASSEMBLY

FOR IMMEDIATE RELEASE

George P. Mahoney, Democratic nominee for Governor will testify before the Commission on the General Assembly this Friday, October 14th at the University of Maryland Law School according to George S. Wills, Commission Chairman.

Mr. Mahoney is the last major gubernatorial candidate to testify before the bipartisan committee. Other witnesses included Finan, Miles, Sickles and Republican nominee Agnew.

"The Commission on the General Assembly is pleased that Mr. Mahoney will present his views on legislative modernization, a problem recognized as needing a solution by legislative leaders and the public alike."

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For further information, please contact Mr. George S. Wills, 467-6387.

CITIZENS' COMMISSION ON THE GENERAL ASSEMBLY - NEWS RELEASE

For Release: Monday, January 16

CITIZENS' GENERAL ASSEMBLY COMMISSION RECOMMENDS IMPROVEMENT
AND INCREASE IN LEGISLATIVE STAFF AND FACILITIES

STUDY OF LEGISLATIVE REFERENCE SERVICE URGED

COMMISSION CALLS ON AGNEW, JAMES, MANDEL TO SUPPORT
AUTOMATION CONFERENCE, FUNDED BY INDUSTRY

BALTIMORE, Jan.13 - On the eve of the opening of the Maryland General Assembly, the Citizens' Commission on the General Assembly has called for an "across-the-board, in-depth improvement in professional staffing and facilities to aid the Legislature in its growing responsibilities to the taxpayers of Maryland." In announcing a detailed section on "Legislative Staff, Facilities, and Automation," Commission chairman George S. Wills stated that "the ability of the Maryland Legislature to operate under modern procedures, including vastly reorganized committees, will be largely determined by the skill and size of the professional staff which assists our senators and delegates. Under the present inadequately staffed Legislative Reference Service, 8-10 human beings must research and prepare almost 2,300 individual pieces of legislation each session. This figure does not include those numerous bills that never reach the floor or the many amendments that are voted upon."

(more)

The Wills statement continued by emphasizing that "intelligent staffing and professional research cannot be accomplished by emergency or temporary injections of part-time personnel into a few selected offices or committees. It is incumbent upon the leadership - following professional advice - to develop a comprehensive plan of research staff and facilities that will give Maryland taxpayers their money's worth for a program that insures proper study of legislation introduced in Annapolis. A make-shift program, based on the hiring of two or three high-priced bureaucrats, is not the answer to effective legislative research," Wills said.

Paramount in the Citizens' Commission Report on staffing and research are three recommendations:

1. TWO FULL-TIME, YEAR-ROUND, PROFESSIONALLY TRAINED, CAREER STAFF MEMBERS (MAJORITY AND MINORITY) AND ONE SECRETARY BE EMPLOYED FOR EACH MAJOR COMMITTEE OF THE SENATE AND HOUSE.
2. ONE LEGISLATIVE OR ADMINISTRATIVE ASSISTANT BE EMPLOYED DURING THE SESSION FOR EACH OF THE FOLLOWING LEADERS: THE PRESIDENT OF THE SENATE, THE SPEAKER OF THE HOUSE, AND THE MAJORITY AND MINORITY LEADERS OF EACH HOUSE. THESE ASSISTANTS SHOULD SERVE IN A LEGISLATIVE, ADVISORY, AND POLITICAL CAPACITY, AND THEIR APPOINTMENTS SHOULD BE MADE DIRECTLY THROUGH THE APPROPRIATE LEADER.
3. THE COMMISSION RECOMMENDS THAT THE STAFFS OF LEGISLATIVE REFERENCE SERVICE AND STATE FISCAL RESEARCH BUREAU BE INCREASED SO THAT THEY WILL BE CAPABLE OF FULFILLING THEIR STATUTORY FUNCTIONS.

(more)

The Report also revealed testimony by Minority Leader J. Glenn Beall, Jr., in a recent Commission public hearing that lack of administrative support for legislators had reached the point in the 1966 session where "Republican members got together, chipped in out of their own pockets, and hired their own staff man."

Committee rooms and office space were cited by the Report as "inadequate", leaving "the legislature virtually no privacy in which to conduct his business. Legislation is conducted out of a brief case, and, even restroom facilities, according to informal reports, are inadequate. Recommendations to upgrade staff and facilities will cost the State money, but with careful analysis of the long-range needs, long-range savings will result."

SPECIAL STUDY OF LEGISLATIVE REFERENCE SERVICE RECOMMENDED

In concluding his analysis of the "Staff and Facilities" report, chairman Wills recommended that the Eagleton Institute, commissioned by the Board of Public Works, under a \$20,000 grant to study Maryland legislative operations, "conduct an intensive investigation and make recommendations for the modernization of the Legislative Reference Service, including more personnel where needed and a research program to systematically provide answers to Assembly members concerning pending legislation.

Based on its studies of research needs in other state legislatures, the Eagleton Institute should also recommend appropriate staff adjustments for the Fiscal Research Bureau to increase its usefulness to the Maryland General Assembly. These two agencies are doing the best they can under difficult

(more)

circumstances, but their operations are rapidly becoming 'horse-and-buggy' ones."

CALL FOR MANDEL, JAMES, AGNEW TO SUPPORT COMMISSION-SPONSORED
AUTOMATION CONFERENCE

The staffing report concluded by emphasizing the need for automation procedures in the Legislature. To that end, Mr. Wills announced that the Commission will sponsor with the cooperation of private industry, an automation conference in March or April. He cited the long-range potential of tax savings to the State if computer operations for the Assembly can be tied into automative procedures now used by other State agencies.

"Automation, to be most effective must be understood by the legislators themselves. To that end, the Commission calls upon Senate President James, Speaker Mandel to set aside a day in the House chamber to hear a complete presentation for all members of the practicality and usefulness of automation in statutory information retrieval and bill status reporting. This conference can be arranged through industry without cost to the Legislature. The Commission also recommends that Governor Agnew, who has emphasized management efficiency in government, be present for this conference."

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REMARKS PREPARED FOR DELIVERY
BEFORE THE
NATIONAL MUNICIPAL LEAGUE ANNUAL MEETING

BOSTON, MASSACHUSETTS

NOVEMBER 15, 1966

George S. Wills
Chairman, Citizens' Commission:
on the General Assembly (Maryland).

INTRODUCTION

The citizens of Maryland are losing their birthright of legislative representation. No one is trying to steal it. But, slowly and surely, practices that no modern business would tolerate are destroying Maryland's representative assembly.

The General Assembly of Maryland faces a choice in 1967 - continue a decline in power and prestige or give itself the tools to do a modern legislative job.

The choice would seem clear. But, content with antiquated practices and procedures, the Maryland legislature had been drifting further and further away from reality. Within the historic state house where Washington resigned his Continental army commission, finally sits a reapportioned Senate and House. But, reapportionment is no cure-all and will not of itself modernize the Free State's legislative process.

American legislatures have changed much since the founding of the Republic. The federal constitution provided for state sovereignty and limited the national government to certain prescribed functions. Consequently, state legislatures remained viable during the nineteenth century. But as the agrarian society was being replaced by the mass society, no corresponding development occurred in state government.

Gradually the Federal government assumed more burdens of modern America and the state governments, particularly their legislative branches, sank further and further into a self-pitying

morass. State legislatures, where once community leaders had proudly served, faded from the civic consciousness. The result was deterioration of the states and their failure to participate effectively in partnership with the national government.

State legislatures have traditionally been a forum for direct contact between citizens and government, public opinion and political action. But, Maryland has failed to achieve even this basic goal. In the 1966 election, public distrust of the legislature was underscored by overwhelming rejection of a constitutional amendment to permit legislators to set their own salaries.

The General Assembly has failed to meet the needs of Maryland, and, it has failed to win approval of the citizens of Maryland. It has failed because it operates under:

1. A system that places 80% of the legislative workload on 2 out of 18 House committees;
2. A schedule that permits a complex, comprehensive tax measure to reach the House floor less than 24 hours before adjournment;
3. A fiscal program which, in effect, denies to the senators and delegates an opportunity to give even cursory attention to a billion dollar executive budget;
4. A staff and clerical assistance program which fails to provide an office, assistant, or even minimal secretarial help for the individual legislator;
5. A system of leadership which is unresponsive to many legislators and the needs of the state;

6. A State Constitution containing provisions that severely limit freedom of legislative action.

7. A procedure for the filing and evaluation of legislation which makes intelligent decision difficult:

8.

9.

10. A system conducive to rumors of "land deals," employees who appear only to collect their pay checks, and stories of bribes and misappropriation of public monies because the cost of running the legislature is nowhere clearly placed on the public record.¹

This report will indicate, as do the above ten points, that the legislature is not victimizing Maryland, but rather that a mal-functioning system is victimizing the legislatures. The General Assembly of Maryland has been effective in the past. It could be effective in the future. This report is presented to the General Assembly and the people of Maryland as one step in achieving that goal.

¹ Senator Joseph D. Tydings (D. Md.) revealed in testimony given at the Commission's Capitol Hill public hearings (May, 1966) that one delegate reported that he had been offered \$300 by a well-known lobbyist to leave the House floor during the vote on a bill to ban slot machines.

March 10, 1967

TO: Members of the Maryland General Assembly
FROM: The Citizens' Commission on the General Assembly
George S. Wills, Chairman

The Citizens' Commission on the General Assembly is pleased to forward you a copy of our "Report to the Legislature and the People of Maryland." This brochure is the final, revised draft of an advance copy submitted to you before the beginning of the 1967 session. Because of a grant by the Citizens Conference on State Legislatures (funded through the Ford and Carnegie Foundations) and the financial support of ten Maryland corporations, the Commission is mailing 5,000 copies of the report to business, civic, governmental, and political leaders throughout the State of Maryland.

The interest shown in this Report by you, the members of the General Assembly, is clear. Through the introduction of a joint resolution (by Senator William James) creating a special Senate-House committee to study all proposals for legislative modernization, the General Assembly has taken a positive step forward. To further strengthen that resolution, the Commission believes that the following steps should be taken this session:

1. Inclusion of representatives from the Citizens Commission on the General Assembly and the Eagleton Institute on the joint study committee as advisors on the programs put forwarded by these two study groups.
2. Approval of an administrative rule of procedure whereby major committees of the Senate and House meet on a regular basis after the present session until the 1968 session convenes next January. Legislative efficiency and advance study of proposed bills can be accomplished primarily through interim committee work. Also, more effective General Assembly oversight of Executive programs is possible through strengthened

committee operations between sessions .

3. Provisions for pre-filing of bills resulting from interim committee research .

4. Provision for at least one professional research analyst per major committee between sessions until more complete study can be made by the Senate-House Committee .

5. Provision for some office assistance for Senate and House delegations between sessions .

6. A careful evaluation of the legislative pension plan and other financial benefits - including salary increases - so that public confidence in the Maryland General Assembly is not impaired .

If the preceding six steps can be taken by the conclusion of this session, the total package of legislative modernization proposals can be properly studied by the committee recommended in the James Resolution .

The Commission on the General Assembly has not attempted to "pressure" you as legislators into adopting our proposals on a piece-meal basis, or to force new members into evaluating a system of which you have just become a part . We hope that the research in this Report will be useful in the decisions you make to upgrade the General Assembly . Public and news media support is essential to back up your decision - this Commission will do all possible to encourage that support .

Respectfully submitted,

George S. Wills

Chairman - The Citizens Commission
on the General Assembly

Larger Works Board Is Urged

Assembly Should Elect 1 Member, Says Wills Commission

By OSWALD JOHNSTON

The Wills commission recommended yesterday that the State Board of Public Works be expanded to include a member of the General Assembly.

The commission also proposed that the State treasurer, who at present sits with the Governor and State comptroller on what is considered Maryland's most powerful policy-making board, be appointed directly by the Governor rather than elected by the General Assembly.

Direct appointment, the commission argued in a report issued yesterday, would remove the "fiction" that the treasurer now represents the Legislature on the public works board.

Creature Of The Executive

According to the report, the treasurer, who is paid out of the executive budget and who works in the comptroller's office "inevitably has become a creature of the executive."

Accordingly, the commission

concludes, the Legislature still needs to be represented on the board. The recommendation suggests that the president of the Senate or the Speaker of the House could be authorized to serve on the board in alternate years.

The commission, a self-appointed citizens group that has been studying the organization of the Legislature, made the recommendation in a report urging broad new powers for the Legislature in the areas of the State budget and fiscal policy.

Other Recommendations

Its other recommendations include:

1. A suggestion that the Legislature carry out its own annual audit of the executive agencies in the State. This audit, to be a matter of public record, would serve as a check on the accounting the executive departments now carry out of their own budgets.

2. A proposal that legislative leaders establish an out-of-session joint budget-planning committee to work with the Fiscal Research Bureau on a thorough analysis of the work of the Budget Bureau.

This committee would report to both the House Ways and Means and Senate Finance committees a month before the session con-

venes. This would give both these powerful "money" committees time to prepare a full legislative review of the budget after the Governor presents it.

3. A recommendation that the General Assembly be required to consider the budget for final reading at least two weeks before the end of the regular session.

At present, lawmakers are given up to three days before the end of the session before bringing the budget to a final reading and vote.

Until this year, all "money bills" had to await final passage of the budget, causing, as the commission report observes, "a logjam of legislation" and round-the-clock sessions held in a "circus-like atmosphere."

A Constitutional amendment passed in the 1966 election for the first time will allow one House of the Legislature to act on money bills before the budget is passed.

Accordingly, the commission included among its other recommendations in yesterday's report a proposal to submit money bills to twice as much committee examination as is now the practice.

An education bill that involves an appropriation would, for instance, be considered by the House Education committee as well as the Ways and Means committee, its official fiscal study group.

Bipartisan Support

The most notable recent example of bipartisan reform action in Maryland occurred in Anne Arundel county, where citizens banded together in favor of a charter form of government and wrested county affairs from the long-time grasp of a paleolithic political machine. The citizens group encouraged good people to try for public offices, made their own difficult choices among various candidates without regard for party labels and then went out and worked hard for their slate, with remarkable success.

Much the same bipartisan (or non-partisan) citizens' effort, but on a

much larger scale, will be required if the elected delegates to the forthcoming Maryland Constitutional Convention are to consist of the men and women best qualified to undertake the sensitive and extremely difficult job of rewriting the State's 100-year-old Constitution. The framers of Maryland's basic legal document should be above the general run of political aspirants and above the general run of pleaders for special causes. But there is no guarantee that they will be, unless highly qualified persons can be persuaded to stand for election and have the bipartisan support necessary to win seats over lesser candidates.

For this reason it is encouraging to see the beginnings of a State-wide organization known as the Council of Independent Voters for an Improved Constitution (CIVIC), which has the initial backing of the League of Women Voters, Chamber of Commerce, Wills Commission and others. The goal is to promote broad interest and participation in the election of constitutional convention delegates. If the council can develop chapters throughout Maryland, as it has done as a starter in Baltimore and Montgomery counties, and can work as effectively on a non-partisan basis as the charter group in Anne Arundel county, it may become the means of assuring a promising choice of candidates to write Maryland's next Constitution, now in its preparatory stage.

THE SUN

BALTIMORE, WED., SEPT. 21, 1966

R.S.V.P.

The Commission on the General Assembly is an unofficial bipartisan organization, composed of younger Democrats and younger Republicans, which concerns itself seriously with the problems of the Maryland Legislature. Currently it is studying questions of legislative modernization, with emphasis on four aspects: House and Senate reorganization, committee operations, finance and legislative oversight of the executive department budget, and professional staffing. Since last March, in fifteen public hearings, the commission has listened to testimony from Governor Tawes, Senators Brewster and Tydings, Maryland's congressional delegation, House Speaker Mandel, Senate President James and gubernatorial candidates Agnew, Finan, Miles and Sickles. Mr. Pressman, also a gubernatorial candidate, has submitted his views.

Now the group has extended an invitation to George P. Mahoney, apparent winner of the Democratic gubernatorial primary, to appear before it and express his own opinions on these matters of pressing concern. In the public interest, it behooves Mr. Mahoney to accept.

Wills Unit Urges Full-Time Staff

(Continued from Page C 20)

islative or administrative assistant during the sessions for the president of the Senate, the speaker of the House, and the majority and minority leaders of each house.

The report anticipates that these assistants would serve "in a legislative, advisory, and political capacity, and their appointments should be made directly through the appropriate leader."

The new commission report also recommends an increase in the staff of the Legislative Reference and Fiscal Research Bureaus.

George S. Wills, commission chairman, pointed out that the House minority Leader, J. Glenn Beall, Jr., testified before the commission in a recent public hearing that during the 1966 legislative session, the lack of administrative support for legislators reached the point where "Republican members got together, chipped in out of their own pockets, and hired their own staff man."

WILLS UNIT URGES FULL-TIME STAFF

Recommends Administrative Help For Legislature

The latest in a series of recommendations by a citizens committee studying the Maryland General Assembly calls for the employment of a full-time staff to be assigned to legislative committees and individual legislative leaders.

The Wills Commission, established last March by the Maryland Young Democrats, has already proposed a number of sweeping reforms in Maryland legislative rules, operations and processes.

The newest suggestions urge that two full-time, year-round professionally trained, career staff members (one for the majority and one for the minority) and one secretary, be employed for each major House and Senate committee.

In addition, the report urges the Legislature to provide a leg-

(Continued, Page C 9, Col. 1)

Legislature Streamlining Studied

By Jerome Kelly

A committee studying ways to upgrade and streamline the Maryland legislature will recommend \$10,000 annual salaries for each assemblyman, complete revision of the legislative committee system and longer law-making sessions in Annapolis.

These proposals will be part of a report to be drawn by the Issues and Legislative Committee of the Young Democratic Clubs of Maryland.

Although the report is not due until September, George S. Wills, chairman of the study group, said his committee "knows where it is going" after taking hours of testimony from Government leaders and experts on the General Assembly.

Heard First Hand

Since the middle of April, the Wills committee has heard first hand from Marvin Mandel, speaker of the House, and William S. James, president of the State Senate, as well as Governor Tawes, Senator Tydings (D., Md.) and gubernatorial candidates Carlton R. Sickles and Clarence W. Miles.

Mr. Wills said the salary recommendation will be for a "straight" \$10,000, without "fringe benefits," such as travel, subsistence and other expenses now given lawmakers.

He pointed out that though the present salary is only \$2,400, expenses hike the annual take-home for an average legislator to more like \$5,000.

Capable Candidates

"We think the \$10,000 salary is fair for a revitalized legislature whose members are asked to take on the complex problems of our time," said Mr. Wills. "We feel also it will attract a more capable and honest candidate."

Another study committee headed by Charles P. Crane, chairman of the city's Airport Board, has recommended a \$6,500 yearly salary for legislators, but Mr. Wills

Commission on the general assembly

Baltimore
Sun

Wednesday July 6

believes "they are not looking far enough ahead" at Maryland's changing governmental structure.

Could Be Example

His own group's proposal for revising legislative committees could be an example of what he means.

Presently, the General Assembly operates on a handful of committees outdated and overworked. They meet only when the legislature is in session. Between sessions, the Legislative Council,

staffed by a fraction of the Assembly's membership, studies and reports on proposed new laws.

The big change under the Wills recommendation would call for seven year-round committees staffed jointly by members of the Senate and the House.

Meet Once A Month

The legislative committee members would meet once a month to discuss and approve bills drawn by a paid professional

staff, making the Legislative Council unnecessary.

"All assemblymen would serve on at least one committee," said Mr. Wills. A breakdown shows that besides the Rules Committee to review executive appointments and assign bills, other bodies would be devoted to the budget, judiciary, economic affairs, metropolitan affairs, education and ways and means or appropriations.

Subcommittees, Too

Mr. Wills and his associates feel the committee can easily name subcommittees to study immediate problems that may develop around the State.

Also on the Wills list of major recommendations will be a proposal to stretch the present session of the assembly from 70 days to 90 or 120 days.

"This is a more realistic period, considering the number of bills legislators must study and be prepared to act upon," he asserted.

Prefiling Recommended

In keeping with the longer session, the study group will recommend that bills be prefiled 30 or 40 days before the beginning of sessions to allow printing, distribution and study of their content. They will also insist that all measures be submitted about ten days before a session ends, to prevent last-minute stuffing of the hopper.

Although the Wills committee has no official standing with either the legislative or administrative branches in Annapolis, it feels it is the only one seriously looking into the problems confronting the assembly.

Changed Membership

When the legislature goes back into session in January, it most likely will have a drastically changed membership due to its own reapportionment.

Mr. Wills, as well as others in and out of State Government, agrees that if changes are to be made improvising the legislative process, the time is now.

Maryland Group Offers Plan To Speed Legislative Action

By JAMES B. ROWLAND
Star Staff Writer

Three changes to expedite legislation through the Maryland General Assembly were proposed yesterday by a bipartisan citizens study committee attempting to streamline lawmaking procedures in the state.

Recommended by the Citizens Committee on the General Assembly, the proposals include adoption of a consent calendar to accelerate the passage of non-controversial bills now subject to mandatory technical layovers in each house.

The group also suggests that lawmakers be allowed to introduce bills prior to the start of each annual 70-day session, and that the assembly eliminate its rules that now permit the "frivolous" postponement of action on bills.

"These recommendations are designed to save time during General Assembly sessions and increase the completeness of studies devoted to major legislation," said George S. Wills, committee chairman and associate director of public relations at Johns Hopkins University.

Concluding a 10-month study, the citizens committee last month urged that yearly legislative session be extended from 70 to 90 days. The group also wants legislative salaries raised and expense allowances eliminated.

A consent calendar is justified by the fact that 75 to 80 percent

of all bills passed receive a unanimous vote even though present legislative machinery requires procedures taking a week or more, the committee said.

"A consent calendar will reduce end-of-season log jams and expedite passage of non-controversial bills, thereby increasing the amount of time available for consideration of major legislation," the committee said.

The filing of bills prior to the opening of each assembly session would speed legislative machinery and "encourage thoughtful preparation of bills in advance of the session." Bills now can be introduced only during the first 42 days of the 70-day session.

To thwart legislators who would try to foster their own political careers during campaigns, the committee suggested that in election years the pre-filing of bills be allowed only between Nov. 15 and the regular opening of the assembly on the third Wednesday in January.

In addition, the group wants the present ban on the introduction of bills during the last 28 days of the session extended to the last 35 days. This would help alleviate the usual log jam of legislation that now burdens lawmakers during the final weeks of their deliberations.

The third recommendation calls for the repeal of rules that permit one-day layover of bills every time they are the subject of a proposed amend-

ment introduced on the floor. This can result in the death of a bill when the assembly comes to its mandatory adjournment date at the end of 70 days.

This recommendation was adopted last summer by the Legislative Council, between-session study arm of the General Assembly and will be submitted for the approval of lawmakers when they convene Jan. 18.

Maryland Asked to Lift Salaries of Legislators

A special citizen's commission has recommended that the annual salary of members of the Maryland General Assembly be boosted from \$2,400 to \$6,500 and that legislative sessions be extended from 70 to 90 days.

In a report released today, the Citizens Commission on the General Assembly also recommended that the legislature be required to reapportion itself after each federal census; that either special elections or public hearings be held before legislative vacancies are filled, and that limitations on legislative operations be stricken from the state constitution.

The proposals were contained in the second of a series of reports released by the commission, which has conducted a 10-month study of the legislature. Other reports will be issued after the first of the year.

Would End Expense Fees

In addition to recommending the pay raise, the commission also proposes that the daily \$25 expense payments which legis-

lators now receive be abolished.

"In 1965, the average compensation of state legislators in the United States was slightly over \$7,000 a year," the report notes. "Maryland must attempt to meet this standard by paying its legislators a reasonable wage for work performed."

In its proposal for lengthening the legislative sessions to 90 days, the commission also recommended "removal of any constitutional limitation on the length of sessions."

On reapportionment, the report urges that the legislature itself adopt provisions which, if not carried into effect, could be revised and enforced by the governor.

Still Legislative Function

"Even though reapportionment has been a continuous problem in Maryland and many other states, the commission still considers reapportionment a legislative function and recommends that only the governor should be empowered to act when the legislature has obviously abdicated its responsibilities," the report states.

The Washington Post
December 20, 1966

Renaissance in Maryland

Maryland is getting an abundance of advice these days on how to revamp its outmoded governmental machinery. Much of it is good advice. With the state moving toward a constitutional convention in September, it seems to have a reasonable chance of emerging from its dark age of obsolescence.

One of the hopeful reports aimed at modernization of the General Assembly will soon be forthcoming from a bipartisan citizens commission. It will recommend longer legislative sessions, an overhaul of the committees in the Senate and House of Delegates, improved budgetary procedures, additional research staffs, higher salaries for legislators and protection of the public from conflicts of interest. These recommendations are forward looking, but measured against the short-comings of the legislature, they are both cautious and modest.

Undoubtedly the proposed authority to extend the legislative session from 70 to 90 days would ease the preadjournment chaos that has brought the General Assembly so much criticism. But if this provision is to be written into the new constitution, 90-day sessions may prove to be as inadequate within a few years as 70-day sessions are now. Cannot a state really trust its legislature to stop when it gets its work done? If the time limit were extended to six months in each year or removed entirely, we think the electorate would deal with any legislature that might abuse its power by staying in session too long.

Certainly the commission's recommendation for a wider distribution of important bills among the legislative committees has a great deal of merit. The concentration of 80 per cent of the legislative load in two committees, as at present, is a built-in guarantee of congestion and superficial consideration. With this addiction to bottle-neck committees, with the lack of research assistance in examining the Governor's budget and with the unreasonable cut-off date for the annual sessions of the legislature, a very grave question arises as to whether Maryland now has a democratic or representative form of government.

As we see it, the biggest task of Governor Agnew and the Maryland legislature in the next few years will be modernization of the state's governmental machinery so that it will have a reasonable chance to cope with its problems.

THE EVENING SUN, BALTIMORE,

TUESDAY, JANUARY 3, 1967

Modernization, Too

When the new Legislature convenes this month, its members will be very much aware of the fact that their seats are distributed far differently from those in the last one. Reapportionment has been so long debated in the Legislature itself, so thoroughly argued in the courts and so intimately involved in the campaigns last fall that it is impossible to ignore it. There will be new voting patterns as the delegates and senators from the populous suburban areas test their strength. But the redistribution of seats has been only one step on the road to achieving a more effective Legislature. When the General Assembly meets it will have to recognize the need for more efficient organization and procedures.

Anyone who has seen the previous Legislatures in action knows many of the stumbling blocks. Too much of the work is concentrated in the hands of one or two committees. The committees lack adequate staffs. So do the delegates and senators themselves. There isn't enough office space for members or for the staff which is now provided, much less those who might be added. The system of introducing, referring and acting on bills is cumbersome and time-consuming. An excess of local bills still clogs the whole legislative process.

The commission on legislative reorganization, headed by George S. Wills, has been doing some solid preparatory work on the problem and has produced specific recommendations. Its latest ones, proposing introduction of bills as much as two months before the General Assembly actually convenes, and a "consent calendar" permitting special streamlined consideration of noncontroversial bills, will undoubtedly stir a good deal of debate. But these and other recommendations will have to be taken seriously. For it isn't enough that the General Assembly has been reapportioned. If it is to be a more effective body, it needs modernization of its procedures as well.

REPORT DECRIES ASSEMBLY SET-UP

Committee System Said To Affect Power, Efficiency

The Wills commission yesterday issued a report sharply criticizing the committee structure of the General Assembly for a "chronic imbalance" of power and efficiency.

By implication, the report holds the "power structure" of both houses responsible for the present system.

Its antidote is to spread committee power evenly over a drastically reduced number of year-round standing committees whose membership would also be "more equitable" than at present.

The commission, a self-appointed citizens' group that has been studying the organization of the Maryland Legislature, based its recommendations on the following findings:

1. During the 1966 session, 80 per cent of House bills were controlled by 2 of 16 standing committees. In the Senate, 90 per cent of the legislation was controlled by 2 of 17 committees.

2. The power committees in the House—Judiciary and Ways and Means—included less than half the membership of the House. They controlled 1,066 bills, while all the other committees together handled 255.

3. According to the report, only

(Continued, Page 19, Column 5)

THE SUN, BALTIMORE, SUNDAY MORNING, JANUARY 8, 1967

ASSEMBLY'S PLAN SCORED

Committee System Said To Affect Power, Efficiency

(Continued from Page 24)

16 of 55 House bills touching on education were sent to the Education committee, while nearly half of them went directly to the Ways and Means committee.

4. In the House, four committees handled no legislation at all. In the Senate, eleven committees—more than half—handled no legislation.

The report hints strongly that the present concentration of power in the legislative leadership is largely to blame for "this unbalanced distribution" of workload and power.

As a corrective, it proposes placing authority to assign bills in the hands of a Rules committee in each house on which the minority party would also be represented.

The report also proposes placing each member of the Legislature on at least one standing committee which actually handles a share of legislation.

At present, authority to assign

both bills and members to committees rests exclusively with the Speaker of the House and the President of the Senate.

The report cites as an example of dissatisfaction with the present arrangement an anonymous disgruntled delegate who was removed from the Judiciary Committee by the House Speaker and placed on a committee that held two meetings during the next three years.

Among other correctives, the commission recommends cutting the number of House committees to 7, and of Senate committees to 5.

This closely parallels a recommendation made by the Legislative Council last summer.

And Marvin Mandel, (D., 5th Baltimore), Speaker of the House, last November traveled a part of this recommended road by reducing the number of House committees to nine for the coming session.

Wills Comments

However, George S. Wills, chairman of the commission, explained yesterday that he and the other members of his group were concerned less with the details of committee reorganization than with its effects.

"What counts is what they do with it after the reorganization has taken place," he said.

As a means of insuring that the

reorganization will be effective, the report further recommends that the reconstituted committees meet at least eight times when the Legislature is not in session.

Other suggestions include:

Strengthening the policy-making power of the Legislative Council so that it would supervise the active out-of-session committees and assign legislation to them.

Extending to all standing committees the investigatory powers now enjoyed by the Legislative Council.

Requiring that all standing committees keep minutes of meetings and record testimony at hearings. Most committees at present keep no record of their activities.

"Interesting Examples"

In its discussion of assignment of bills to committees, the report cites the following "interesting examples":

A bill to raise the school-leaving age from 16 to 17 passed through the Education Committee but died when it was referred back to Ways and Means.

A bill to provide State aid to kindergartens went directly to Ways and Means and was never reported out.

A bill to provide scholarships to students in community colleges went directly to Ways and Means and was never reported out.

In each case, the report ob-

serves, the "money" aspect of the proposed legislation was the sole reason for its referral to Ways and Means.

The report concludes: "The commission firmly believes that the taxpayers of Maryland are entitled to some sort of program evaluation . . . to ascertain whether or not the legislation in and of itself has merit."

R.S.V.P.

The Commission on the General Assembly is an unofficial bipartisan organization, composed of younger Democrats and younger Republicans, which concerns itself seriously with the problems of the Maryland Legislature. Currently it is studying questions of legislative modernization, with emphasis on four aspects: House and Senate reorganization, committee operations, finance and legislative oversight of the executive department budget, and professional staffing. Since last March, in fifteen public hearings, the commission has listened to testimony from Governor Tawes, Senators Brewster and Tydings, Maryland's congressional delegation, House Speaker Mandel, Senate President James and gubernatorial candidates Agnew, Finan, Miles and Sickles. Mr. Pressman, also a gubernatorial candidate, has submitted his views.

Now the group has extended an invitation to George P. Mahoney, apparent winner of the Democratic gubernatorial primary, to appear before it and express his own opinions on these matters of pressing concern. In the public interest, it behooves Mr. Mahoney to accept.

WILLS UNIT URGES FULL-TIME STAFF

Recommends Administrative Help For Legislature

The latest in a series of recommendations by a citizens committee studying the Maryland General Assembly calls for the employment of a full-time staff to be assigned to legislative committees and individual legislative leaders.

The Wills Commission, established last March by the Maryland Young Democrats, has already proposed a number of sweeping reforms in Maryland legislative rules, operations and processes.

The newest suggestions urge that two full-time, year-round professionally trained, career staff members (one for the majority and one for the minority) and one secretary, be employed for each major House and Senate committee.

In addition, the report urges the Legislature to provide a leg-

(Continued, Page C9, Col. 1)

Wills Unit Urges Full-Time Staff

(Continued from Page C 20)

islative or administrative assistant during the sessions for the president of the Senate, the speaker of the House, and the majority and minority leaders of each house.

The report anticipates that these assistants would serve "in a legislative, advisory, and political capacity, and their appointments should be made directly through the appropriate leader."

The new commission report also recommends an increase in the staff of the Legislative Reference and Fiscal Research Bureaus.

George S. Wills, commission chairman, pointed out that the House minority Leader, J. Glenn Beall, Jr., testified before the commission in a recent public hearing that during the 1966 legislative session, the lack of administrative support for legislators reached the point where "Republican members got together, chipped in out of their own pockets, and hired their own staff man."

STUDY POINTS TO REFORMS IN ASSEMBLY

News Media Commentary
on Sections I, III, IV,
& V of the Report.

(See Table of Contents)

Would Upgrade Status, Modernize And Add Responsibilities

By OSWALD JOHNSTON

A self-appointed citizens commission to study the General Assembly will recommend next month a wide-ranging program of reforms to modernize the Legislature and upgrade the status of its members.

The effect of the reforms would be to increase legislative responsibility in State Government, especially over such areas as the budget.

The proposals also would spread that responsibility among legislative committees more equitably than at present by cutting the standing committees in the House and Senate to five and encouraging them to meet all year around.

Other Reforms Listed

Other reforms will include the following:

1. To raise the salary of legislators from the present \$2,400 to a figure between \$8,000 and \$7,000 but eliminate the whole system of unreported expenses that raises the actual pay of lawmakers to about \$4,500.

2. To extend the legislative session to 90 days.

3. To provide money to increase office space, enlarge office staff and establish an automated data processing system that would be accessible to all members of the General Assembly.

4. To adopt a stringent new conflict-of-interest code.

The commission, organized by George S. Wills, of the Johns Hopkins University administrative staff, was formed last March by Maryland Young Democrats, and subsequently became a bipartisan citizens effort.

It has taken testimony from Governor Tawes, Governor-elect Agnew and most leaders of the House of Delegates and the Senate.

To Be Made Public Soon

Part of the study has been carried out in cooperation with Dr. Donald Herzberg, of Rutgers University, who also has been conducting a long-range study of the Maryland Legislature.

A final draft of the report is at present in the hands of commission members, and will be made public early next month.

The report, largely an accumulation of suggested changes in organization and procedure, also includes a section based on legislators' replies to a detailed questionnaire.

This quizzed the lawmakers
(Continued, Page 20, Column 8)

Assembly Study Urges Upgrading

By OSWALD JOHNSTON

(Continued from Page 26)

about such sensitive topics as office space in Annapolis, the competence of the legislative leadership and the State House "power structure."

The replies, which were anonymous, came from more than half the legislators and were described by a commission spokesman as "surprisingly frank."

One, for instance, answered the question "Is the leadership well-informed?" with the plaintive reply:

"I am supposed to be one of them."

Md. Report Asks Reform Of Assembly

Sweeping Changes
Proposed as Result
Of 10-Month Study

By Alan L. Dessoff
Washington Post Staff Writer

The Maryland General Assembly, an object of "public misunderstanding and ridicule," needs sweeping changes in its organization and operations, a bipartisan citizens commission will report next month.

Committee structures remodeled along Congressional lines, longer sessions, higher member salaries, more professional researchers, and streamlined budgeting procedures are among the Legislature's needs, the Commission will suggest in a highly critical report following a 10-month study of the General Assembly.

Specifically, the Commission will recommend:

- Authority for the Legislature to extend its annual 70-day sessions to a maximum of 90 days to allow the House of Delegates and Senate more time to complete their business.

- An overhaul of the legislative committee structure to reduce the workload of the major committees under a dual authorization-appropriations system like that used in Congress.

- A streamlining of the

See MARYLAND, A19, Col. 1

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Times Herald

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MARYLAND—From Page A1

Citizens Unit Studies Md. General Assembly

Legislature's procedures for considering and adopting the State budget to enable law makers to better understand the fiscal document.

- An expanded professional research staff for the Legislature and the use of computers in research operations.

- Strong rules banning conflict of interest by legislators.

- Authority for the Legislature to increase the salaries of its members, currently \$2400 a year.

- Improved procedures to inform the public of what the Legislature is doing and how it is spending the State's money.

The study was conducted by the Citizen's Commission on the General Assembly, headed by George S. Wills of Baltimore, associate public relations director of the Johns Hopkins University. Wills discussed the Commission's findings and recommendations yesterday with The Washington Post.

The legislative reorganization study coincides with another inquiry that was conducted this year by a special

gubernatorial commission into the organization of the executive branch of the Maryland government.

That Commission's proposals, aimed at strengthening the authority of the Governor, also will be issued next month. Its major recommendations were reported earlier by The Washington Post.

Still another commission which is laying the groundwork for a State constitutional convention in September, is expected to incorporate many of the recommendations of the executive and legislative study bodies in its proposals.

Commenting on the legislative study, Wills said that "slowly and surely, practices that no modern business would tolerate are reducing the Legislature to a forum for public misunderstanding and ridicule."

The Commission's proposal to let the Legislature extend its sessions is aimed at breaking through a log jam of legislation that develops at the end of each annual session, Wills said.

Coupled with this recommendation are suggestions that the Legislature undertake steps to dispose early in its sessions of the purely local bills that clog its machinery and support all moves towards home rule that would enable the counties to enact their own local legislation.

The Commission was particularly critical of the legislative committee system. It found in the House, for instance, that the powerful Ways and Means and Judiciary committees handle about 80 per cent of all bills. The other House committees have little to do, Wills said.

"In many cases, the Commission feels that these two major committees have been used as burying grounds for bills that the Legislature simply did not want to pass," Wills declared.

The Ways and Means Committee is swamped with work because it must act not only on the State budget but on all bills calling for appropriations. Under present procedures, the Committee considers the merits of the programs

it is called upon to finance as well as how much money is available for them.

"On education bills, for instance, we feel that the merits of the legislation should be considered by the Education Committee. If this Committee authorizes a project, then Ways and Means will have only the responsibility for appropriating the funds for it," Wills said.

In line with this proposal, the Commission will recommend an improved system of referring bills to committees when they are introduced. At present, there are rules committees that are supposed to handle this function, but in practice, the House Speaker and Senate President assign bills wherever they want, Wills said.

The Commission also criticized the Legislature's budget procedures. Currently, the House Ways and Means Committee and Senate Finance Committee hold public hearings on the budget proposed by the Governor and then act jointly to cut or approve the Governor's requests.

"A lot of these hearings are just for show. The budget provides the worst rubber stamping aspect of the Assembly. The committees just don't have the wherewithal to study the budget," Wills said.

The Commission will recommend that legislative consideration of the budget begin perhaps before the document is officially submitted by the Governor and that the Legislature have authority to propose alternate spending plans.

Underscoring many of the Commission's recommendations are calls for improved research facilities for the lawmakers, including the use of computers, and better provision of information to the public on what the Legislature is doing.

Wills said the press is the sole reliable source of public information but there is no official machinery that allows citizens an easy means of following the course of legislation.

The legislative study was initiated last March as a project of the Maryland Young Democrats.

ANSWER OFFERED TO ASSEMBLY JAM

Wills Committee Submits Streamlining Ideas

By OSWALD JOHNSTON
(Continued from Page C 18)

only 28 days for them to be debated, amended and passed.

2. A "consent calendar" on which non-controversial bills can be listed in advance and moved automatically through the legislative process.

Follow Same Route

At present nearly 80 per cent of the bills passed in any session are passed unanimously. However, all such bills still must follow the same complex route of amendment and debate that was devised to give more controversial legislation a public airing.

According to the Wills commission report, the proposed rules would act together to ease the "legislative log jam" that regularly forms at the end of each session.

The consent calendar procedure, Mr. Wills pointed out yesterday, would remove from the regular schedule most bills that legislators regard as merely routine, "thereby increasing the amount of time available for consideration of major pieces of legislation."

That time would be increased further, he said, if bills could be filed before the session begins. The commission report recommends extending by a week the 28 days now allowed for the actual passage of legislation.

The commission deliberately chose November 15—safely after election day—as the earliest date on which pre-session filing should be allowed.

According to the report, the decision was based on the testimony of commission witnesses that legislators otherwise "might attempt to make political capital" by preparing "a mass of pre-filed bills" without any serious intention of getting them passed.

ANSWER OFFERED TO ASSEMBLY JAM

Wills Committee Submits Streamlining Ideas

By OSWALD JOHNSTON

A citizens commission which has been studying the organization of the General Assembly recommended yesterday two rules changes to streamline the process of moving bills through the Legislature.

The proposals form part of a report that the commission, headed by George S. Wills, is preparing for publication before the General Assembly convenes January 18.

Changes Asked

If the proposed rules are adopted, future sessions will see:

1. A procedure under which members of both houses would be allowed to file bills as early as November 15—a full two months before the General Assembly normally convenes. At present, all bills must be filed within the first six weeks of the session, leaving
(Continued, Page C 9, Column 5)

REVAMP—From Page C 1

3 Legislative Changes Urged by Maryland Unit

bills from the list later, but the measures not stricken would advance automatically, with the implicit consent of the lawmakers, on an established time schedule to final passage.

This procedure would expedite passage of the noncontroversial bills and give the Legislature more time to consider the major measures, the Commission said.

In calling for a change of rules to allow pre-filing of bills before legislative sessions begin, the Commission noted that at present, bills can be introduced only during the first 42 days of the annual sessions. "The result is a legislative logjam . . . which imposes an unnecessary burden on legislators, bill-drafters and staff," the Commission said.

By allowing earlier introduction of legislation, and establishing an earlier cut-off date, the lawmakers would be able to give more thought to the bills they introduce, in addition to allowing more time for discussion of them.

The Commission's third proposal strikes at a rule that allows an automatic 24-hour postponement in consideration of a bill when an amendment to it is introduced in the House.

The Commission said this regulation "operates to hamper the efficiency and responsibility" of the Legislature and often leads to the "procedural death" of legislation.

The Commission recommended that after one 24-hour postponement has been granted for an amendment, further delays be limited to one hour.

Group Urges 3 Changes in Legislature

A bipartisan citizens' commission that conducted a ten-month study of the Maryland General Assembly yesterday proposed three key changes in the consideration of legislation.

The commission recommended:

- Establishment of a consent calendar along Congressional lines to enable the Legislature to pass noncontroversial bills routinely without time-consuming procedures.

- Provision for legislators to introduce bills before the annual sessions begin to allow more time for their consideration, with a ban on introduction of bills during the last 35 days of a session.

- Modification of a current legislative rule that permits lawmakers to postpone consideration of some measures from day to day by introducing "frivolous" amendments to them.

Other Recommendations

The proposals were contained in a partial report by the Citizens' Commission on the General Assembly, headed by George S. Wills, associate public relations director of Johns Hopkins University in Baltimore.

Last week, in the first part of its report, the Commission recommended that legislative sessions be extended from 70 to 90 days and that salaries be raised and expense accounts be abolished for the lawmakers.

The Commission's full report, including other proposals to revamp the General Assembly's organization and operations, will be issued before the Legislature convenes Jan. 18.

The Commission noted yesterday that the Legislature unanimously passes at least 75 per cent of the bills that come to final votes.

Presently such measures are subject to the same time-consuming administrative procedures as major bills that provoke debate.

Consent Calendar

As outlined by the Commission, a consent calendar could be established as a listing of all bills that lawmakers consider to be noncontroversial.

The legislators could strike

See REVAMP, C2, Col. 1

The Washington Post
TUESDAY, JANUARY 3, 1967

CONSTITUTION VIEWS DIFFER

Wills Group Opposes New Powers For Governor

The Wills commission yesterday took issue with two major recommendations tentatively adopted by the Constitutional Convention Commission.

The self-appointed Wills group, headed by George S. Wills and officially called the Citizens' Commission on the General Assembly, decided against two proposals which would increase the power of the Governor.

Legislative Action Urged

First, it said that periodic reapportionment should be a function of the Legislature, in cooperation with the attorney general.

The Constitutional Convention Commission has tentatively agreed that reapportionment should be undertaken by the executive branch.

Secondly, the Wills group recommended that vacancies in the Legislature be filled by the State Central Committees of the major political parties, on the basis of public hearings.

The tentative recommendation of the Constitutional Convention Commission is that the Governor make appointments to fill vacant seats.

Should Not Be Indebted

In explaining his group's opposition to this idea, Mr. Wills said that members of the legislative branch of government should not be indebted to the executive branch.

Mr. Wills illustrated the importance of the issue by pointing out that one in seven legislators in the 1966 session gained their seats by filling vacancies.

Under the present system, replacements are chosen by the party State Central Committees. No public hearings are required.

3 More Recommendations

The Wills commission made three further major recommendations in a summary of its forthcoming 125-page report. They were:

1. That "the new constitution remain silent on internal legislative operations." This would mean the end of dozens of regulations, including provisions for length of sessions, legal interest rates, the formation of corporations, and slave trading.

2. That the session of the General Assembly be lengthened from the present 70 days to 90 days, and that there be no constitutional limit on the length of the session.

\$6,500 Salary Proposed

3. That legislators be paid an annual salary of \$6,500. The provision would also eliminate the system of unreported expenses that raises the actual pay of lawmakers from \$2,400 to about \$4,500.

Mr. Wills said these points are the major ones which will be presented in the commission's full report. The report will probably be issued next week, after approval of all commission members, Mr. Wills said.

The Wills commission was formed last spring by the Maryland Young Democrats, and was later enlarged to become a bipartisan organization.

Its report was prepared after testimony from Governor Tawes, Governor-elect Agnew, and Maryland State and Federal legislators.

The purpose of the study is to make suggestions for halting the "decline of Federalism" caused by "the States' failure to participate effectively in partnership with the national government."

The Legislature's Job

Who, in the future, should reapportion the General Assembly whenever major shifts in population make this necessary? Two views have developed. The Constitutional Convention Commission has tentatively adopted the position that the job should be done by the Governor. The Citizens' Commission on the General Assembly, however, believes firmly that the Legislature itself should have final responsibility for reapportionment. We find the latter view more persuasive.

The basic authority for making the laws of the State rests with the General Assembly and it is hard to think of a more fundamental law than the one which spells out the composition of the legislative body. To give this task to the Governor would enhance the power of the executive to an inordinate degree. While as a practical matter he would be unlikely to abuse it by setting up any kind of puppet body—and would be restrained by the courts if he tried—he ought not in principle to be the creator of a coordinate branch of government.

There are reasonable safeguards in the Citizens' Commission proposal against abuse by the General Assembly of its authority. The initial plan for reapportionment would be drawn up by the Attorney General, who presumably could be depended upon to lay down the proper legal guidelines. The General Assembly would then act on this plan, adopting it or modifying it with a seasoning of political realism. Finally, the Governor would be empowered to act only if the Legislature failed to do so. The courts, of course, would retain the power of review which they now have—and have so forcefully asserted in recent years. This precise sequence of steps may or may not be the best answer. But it is a common-sense proposal based on a sound principle, that the Legislature itself should have the basic responsibility for reapportionment.

Legislative Pay Boost Is Urged For Maryland

By Alan L. Dessoff

Washington Post Staff Writer

A bipartisan citizens commission recommended yesterday that the \$2400 annual salary of members of the Maryland General Assembly be raised to \$6500 and that their daily \$25 expense payments be abolished.

The commission also proposed that legislative sessions, now 70 days, be extended to 90 days; that the Legislature be required to reapportion itself after each Federal census; that public hearings be held before legislative vacancies are filled, and that limitations on legislative operations be stricken from the State Constitution.

Ten-Month Study

The proposals were contained in the first part of a report released by the commission, which has conducted a ten-month study of the Legislature. The rest of the report will be issued next month.

The commission, headed by George S. Wills, associate public relations director of the Johns Hopkins University, will suggest in its full report that the organization and operations of the General Assembly be revamped to increase its effectiveness.

Among other commission proposals, outlined earlier by The Washington Post, are an overhaul of the legislative committee structure along Congressional lines, more professional research, streamlined budgeting procedures, stiff conflict-of-interest regulations and improved informational facilities. These proposals will be given in detail by the commission next month.

Spelling out its proposal for increased legislative salaries, the commission noted that the average pay for state legislators in the United States last year was more than \$7000.

"Maryland must attempt to

meet this standard by paying its legislators a reasonable wage for work performed," the commission stated.

The commission further recommended that the Legislature be given authority to set its own salaries, which now are established by the State Constitution. The voters last month rejected a proposed amendment that would have removed the salary provision from the constitution.

Commenting on the existing expense provisions for lawmakers, the commission said that many expenses for which legislators are reimbursed are "hidden from public view."

"The elimination of per diem payments and other under-the-table salary grabs should do much to encourage a higher public opinion of legislative service," the commission declared.

Would End Session Curb

The commission's proposal to extend the length of legislative sessions includes elimination of the constitutional provision that now limits the sessions.

Constitutional limitations "tend to be both arbitrary and inflexible" and the Legislature should not only extend the length of its sessions as soon as possible but have authority to revise their meeting periods in the future, the commission said.

The reapportionment proposal requires that the Legislature adopt its own plan to shuffle its seats in accordance with population standards and gives the governor authority to promulgate a plan if the Legislature fails to enact one.

The commission's recommendation for filling legislative vacancies requires that local State central committees hold public hearings before recommending appointees to the governor. At present, no hearings are required.



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BALTIMORE, WED., SEPT. 21, 1966

R.S.V.P.

The Commission on the General Assembly is an unofficial bipartisan organization, composed of younger Democrats and younger Republicans, which concerns itself seriously with the problems of the Maryland Legislature. Currently it is studying questions of legislative modernization, with emphasis on four aspects: House and Senate reorganization, committee operations, finance and legislative oversight of the executive department budget, and professional staffing. Since last March, in fifteen public hearings, the commission has listened to testimony from Governor Tawes, Senators Brewster and Tydings, Maryland's congressional delegation, House Speaker Mandel, Senate President James and gubernatorial candidates Agnew, Finan, Miles and Sickles. Mr. Pressman, also a gubernatorial candidate, has submitted his views.

Now the group has extended an invitation to George P. Mahoney, apparent winner of the Democratic gubernatorial primary, to appear before it and express his own opinions on these matters of pressing concern. In the public interest, it behooves Mr. Mahoney to accept.

Senators Love Wills's Idea Of \$12,000 For Expenses

By OSWALD JOHNSTON

(Annapolis Bureau of The Sun)

Annapolis, Jan. 31—The State Senate listened enthusiastically today while an especially invited witness told them each should be allotted as much as \$12,000 a year in off-season expenses.

Then, claiming the extra expense money as their long-delayed due, the Senators brushed aside a suggestion that the money be requested in gradual stages.

Instead, they referred pointedly to the \$390,543 increase in staff expenses that Governor Agnew is asking in his executive budget and made it plain they thought legislative needs came first.

Summed It Up

Then, the witness, George S. Wills, who is head of a self-appointed committee which has been studying General Assembly organization, summed up the Senate's attitude to obvious approval:

"The real danger here is of the Legislature being swallowed up by executive bureaucracy."

Some of the sharpest criticism of the Governor's executive budget request came from Harry R. Hughes (D., Upper Shore), whose Finance Committee must pass on all State budget requests.

Senate president William S. James (D., Harford) gave a further indication of the feeling of the Senate's Democratic majority toward the abundant Agnew staff budget by remarking, "It is incumbent on the Legislature to keep a balance between the two branches."

The criticism of the Republican Governor's plans to double last year's executive staff budget provoked the first partisan floor debate on the Senate floor this session.

Senator John W. Steffey (R., Anne Arundel 6B), jumped angrily to his feet to challenge a suggestion by Mr. Wills that the Agnew staff plans could be considered "excessive."

"Have you read the Curlett



GEORGE S. WILLS

report?" Mr. Steffey demanded. He was referring to a blue-ribbon report on executive organization whose recommendations governor Agnew has relied on heavily in planning his enlarged staff.

"Has your so-called committee studied the report?" Mr. Steffey repeated.

Mr. Wills replied that he had not read it all, but that his committee had concluded from its nine-month-long study that there was an "inequitable balance" of staff and expense allowance between the executive and the legislative branches.

Except for Mr. Steffey's brief interruption, however, Mr. Wills's testimony was listened to with open delight.

Suggests Moderation

The only other objection arose when he suggested that the senators ask for less than the \$12,000 a year, full-time secretary, and staff assistant his study group decided would be "optimum."

The full \$12,000 may seem like "pie in the sky" to the press and to the public if it is asked for all at once, Mr. Wills cautioned.

Instead, he cautioned that the senators should limit their goal to \$4,000 or \$5,000 for the first year.

Several senators denounced this as a half measure, demanding that the full amount be asked for at once.

Mr. Hughes asked for, and got, acknowledgement from Mr. Wills that Governor Agnew's request for \$641,447 to pay for his staff also could be termed "pie in the sky."

Senator James A. Pine (D., 5th Baltimore county) assured Mr. Wills, "It's the press and the people you'll have to convince. You won't have any trouble from us over your report."

More Power Urged for Maryland Governor

Reorganization of City Agencies Considered

Looks like a winner in Washington News

Report Asks Major Shift In Executive

By a Washington Post Staff Writer
ANNAPOLIS, Dec. 7—A blue ribbon citizens' commission appointed last spring by Gov. J. Millard Tawes will recommend major steps next month to strengthen the executive branch of the Maryland government.

The effect of the commission's proposals would be to increase the authority of the Governor in the administration of the State government.

Conversely, the moves would reduce the control the Legislature now has over many of the administrative functions of the government.

What It Proposes

Specifically, the commission is preparing to recommend:

- An increase in the size of the Governor's staff of assistants to enable it to devote more attention, and relay the Governor's ideas, to the various State agencies.

- Authority for the Governor to recognize the executive agencies in whatever way he wishes, subject only to a veto by the Legislature. At present, the Legislature may either veto or modify changes proposed by the Governor.

- Establishment of a continuous study of the executive branch by a "watchdog" agency, directly responsible to the Governor.

The commission itself, is not expected to suggest specific alterations in the present composition of the executive branch, which includes about 150 boards, agencies, and other governmental units.

The 26-member commission, headed by John N. Curlett, of Baltimore, has been working quietly in closed sessions since May.

It plans to present its report to Tawes before the Legislature convenes on Jan. 18, but the framework of the Commission's recommendations was learned yesterday.

Agnew to Benefit

Gov.-elect Spiro T. Agnew, who takes office on Jan. 25, will be the first Governor to benefit from the commission's recommendations, if he approves them. First, however, the Legislature must adopt them under authority it now has to oversee the organization of the executive branch.

Tawes operates with a staff of four key assistants, who have divided among themselves the responsibility for keeping in touch with all of the operations of the executive agencies.

The commission believes, however, that the workload is too heavy for only four men.

The commission proposal to strengthen the Governor's own reorganization authority will cut into some of the power the Legislature has always guarded jealously.

Often in the past, the Legislature has acted whimsically in rejecting or modifying various gubernatorial proposals to meet the wishes of the individuals involved whether they were incumbent or prospective officeholders.

The Commission's recommendation for a continuous reorganization study is, in a way, superfluous, because the State Budget Bureau has such authority.

But the Budget Bureau has not used its power and the commission feels another system may provide better scrutiny over executive operations.

AREA NEWS
OBITUARIES



Council Backs Plan for Zoning Examiner

By Walter B. Douglas
Washington Post Staff Writer

Every County and tentative position of the Council for a four-year term that would expire when the Council's own term ended. He could be removed from office after written notice and a public hearing.

The examiner would be barred from participating in all political activity.

He would have power to require testimony under oath, issue subpoenas and take depositions. The Council has none of these powers under its present hearing system.

The Council would have the right to hold its own hearings in zoning cases if any participant in a hearing requested it—but it would not be required to hold a hearing. The Council could also remand cases to the hearing examiner when it desires further information before making a decision.

A key difference between the zoning examiner plan and the proposal to create a special zoning board, which failed in the General Assembly earlier this year, is that the examiner would not decide cases.

The zoning board would have made zoning decisions, although the Council still would have been able to review each case.

The County's many citizens associations are divided over the advisability of a hearing examiner, with the large Allied Civic Group favoring a zoning board plan under which power to decide zoning would be taken away from the Council.

Broyhill Lists \$92,000

DuVal Spent a Record \$127,666 in Losing Race

By Richard Corrigan
Washington Post Staff Writer

Democrat Clive DuVal said yesterday that his campaign against Rep. Joel T. Broyhill (R) cost \$127,666.10 apparently a record for a Virginia Congressional race.

Broyhill reported earlier that his campaign cost \$92,000, bringing total spending in the hotly-contested Tenth District race to almost \$220,000.

In 1964, by contrast, the total amount reported by both Broyhill and Democratic challenger Augustus C. Johnson was only about \$35,000.

The 1966 figure means that the two candidates together spent \$2.20 to attract the vote of each of the 100,000 persons who came to the polls on election day.

DuVal's expenditure is believed to be the highest ever for a Virginia congressional race, although campaigns for governor and senator have gone into the \$200,000-bracket and some congressional races in other states have likewise cost considerably more.

In other campaign reports yesterday:

- Republican Ned R. Thomas said he spent \$13,886.37 in his successful campaign for a seat on the Arlington County Board. His opponent, Leo Urbanske Jr. of Arlingtonians for a Better County, said he spent \$13,731.69. Total spending: See VIRGINIA, C2, Col. 7



CLIVE DuVAL
... spent \$127,666

Broad Change

The Washington Post

T. C.

... R2 C1



Md. Report Asks Reform Of Assembly

Sweeping Changes Proposed as Result Of 10-Month Study

By Alan L. Dessoff
Washington Post Staff Writer

The Maryland General Assembly, an object of "public misunderstanding and ridicule," needs sweeping changes in its organization and operations, a bipartisan citizens commission will report next month.

Committee structures remodeled along Congressional lines, longer sessions, higher member salaries, more professional researchers, and streamlined budgeting procedures are among the Legislature's needs, the Commission will suggest in a highly critical report following a 10-month study of the General Assembly.

Specifically, the Commission will recommend:

- Authority for the Legislature to extend its annual 70-day sessions to a maximum of 90 days to allow the House of Delegates and Senate more time to complete their business.

- An overhaul of the legislative committee structure to reduce the workload of the major committees under a dual authorization-appropriations system like that used in Congress.

- A streamlining of the

WASHINGTON POST
FRONT PAGE
DEC. 18, 1966

Legislature's procedures for considering and adopting the State budget to enable law makers to better understand the fiscal document.

- An expanded professional research staff for the Legislature and the use of computers in research operations.

- Strong rules banning conflict of interest by legislators.

- Authority for the Legislature to increase the salaries of its members, currently \$2400 a year.

- Improved procedures to inform the public of what the Legislature is doing and how it is spending the State's money.

The study was conducted by the Citizen's Commission on the General Assembly, headed by George S. Wills of Baltimore, associate public relations director of the John's Hopkins University. Wills discussed the Commission's findings and recommendations yesterday with The Washington Post.

The legislative reorganization study coincides with another inquiry that was conducted this year by a special

gubernatorial commission into the organization of the executive branch of the Maryland government.

That Commissions' proposals, aimed at strengthening the authority of the Governor, also will be issued next month. Its major recommendations were reported earlier by The Washington Post.

Still another commission which is laying the groundwork for a State constitutional convention in September, is expected to incorporate many of the recommendations of the executive and legislative study bodies in its proposals.

Commenting on the legislative study, Wills said that "slowly and surely, practices that no modern business would tolerate are reducing the Legislature to a forum for public misunderstanding and ridicule."

The Commission's proposal to let the Legislature extend its sessions is aimed at breaking through a log jam of legislation that develops at the end of each annual session, Wills said.

Coupled with this recommendation are suggestions that the Legislature undertake steps to dispose early in its sessions of the purely local bills that clog its machinery and support all moves towards home rule that would enable the counties to enact their own local legislation.

The Commission was particularly critical of the legislative committee system. It found in the House, for instance, that the powerful Ways and Means and Judiciary committees handle about 80 per cent of all bills. The other House committees have little to do, Wills said.

"In many cases, the Commission feels that these two major committees have been used as burying grounds for bills that the Legislature simply did not want to pass," Wills declared.

The Ways and Means Committee is swamped with work because it must act not only on the State budget but on all bills calling for appropriations. Under present procedures, the Committee considers the merits of the programs

it is called upon to finance as well as how much money is available for them.

"On education bills, for instance, we feel that the merits of the legislation should be considered by the Education Committee. If this Committee authorizes a project, then Ways and Means will have only the responsibility for appropriating the funds for it," Wills said.

In line with this proposal, the Commission will recommend an improved system of referring bills to committees when they are introduced. At present, there are rules committees that are supposed to handle this function, but in practice, the House Speaker and Senate President assign bills wherever they want, Wills said.

The Commission also criticized the Legislature's budget procedures. Currently, the House Ways and Means Committee and Senate Finance Committee hold public hearings on the budget proposed by the Governor and then act jointly to cut or approve the Governor's requests.

"A lot of these hearings are just for show. The budget provides the worst rubber stamping aspect of the Assembly. The committees just don't have the wherewithal to study the budget," Wills said.

The Commission will recommend that legislative consideration of the budget begin perhaps before the document is officially submitted by the Governor and that the Legislature have authority to propose alternate spending plans.

Underscoring many of the Commission's recommendations are calls for improved research facilities for the lawmakers, including the use of computers, and better provision of information to the public on what the Legislature is doing.

Wills said the press is the sole reliable source of public information but there is no official machinery that allows citizens an easy means of following the course of legislation.

The legislative study was initiated last March as a project of the Maryland Young Democrats.

Maryland Counties Face Sharp Rise in Cost of Legislating

By Richard Homan

Washington Post Staff Writer

The cost of legislating will rise sharply this year for the newly reapportioned suburban Maryland counties and, unless the State's traditional frugality can be overcome, the counties will have to pick up much of the tab themselves.

Prince George's legislators are expected to ask the County Commissioners for \$100,000 to supplement the meager State-supplied staff and office equipment during the coming General Assembly session in Annapolis.

Montgomery County's delegation has already asked the County Council for \$37,000 and their request has received tentative approval.

Largely accounting for the \$63,000 difference between requests in the two counties is a plea from Prince George's five State senators for \$15,000 each to provide administrative assistants and secretaries and to staff a county office all year.

The five-member Montgomery Senate delegation (including one senator shared with Howard County) has asked for a total of \$9600 to hire administrative assistants and has also requested year-round office space in Rockville. The County Council is considering both requests.

At least one Prince George's senator seems ready to settle for something less than \$15,000, however. Sen-elect Royal Hart (D) said the legislators may not need that much, and that the figure is open for discussion.

Delegations Doubled

Last year, before their delegations were doubled in size by reapportionment, the two counties required a total local supplement of only \$30,000.

Legislators from both counties have made it clear they intend to transfer the entire burden of financing the General Assembly to the State as soon as possible, but most feel

that this cannot be done until the 1968 session.

Del. Raymond J. McDonough (D), chairman of the 16-man Prince George's House delegation, has tentatively decided to ask for \$26,000 in supplementary funds.

The money would pay the salaries of an attorney, two administrative assistants, two clerks and three stenographers and give the delegation additional office equipment and telephones.

Office space, basic equipment and a small staff are provided by the State. Last year Prince George's ten-man delegation was allotted one State-paid secretary.

"The State's budget for operation of the legislative delegations just isn't up to our needs and demands," McDonough said yesterday. "We shouldn't be requiring a dime of supplementary funds from the County."

Sen. elect Blair Lee III (D-Montgomery) said he felt the "State should pay the full amount" of the legislative expenses and he said he has urged Sen. William S. James (D-Harford), president of the

State Senate, to begin doing so this season.

Sen. elect Edward T. Conroy (D-Prince George's) said the County's five senators have agreed to "do everything we can to make this a State responsibility."

Since only \$31,000 was authorized for legislative expenses in the 1966-67 budget for Prince George's, the remainder would have to be a supplemental appropriation from a general budget already depleted because of overestimates of the County's growth.

Committee Heads

McDonough, who called a meeting of the legislators last night to discuss proposed bills and committee assignments, also announced that he has appointed Del. elect Ann R. Hull, former president of the

County League of Women Voters, as chairman of a subcommittee that will handle weighty matters of local-State relationships.

The Metropolitan and-Municipal Affairs Subcommittee will study a broad range of legislation, including tax structures, low-cost housing needs, bonding authorities and the framework of County government.

"This is basically a subcommittee to look into matters of the County's relationship to municipalities and to the State and the County's general operations," McDonough said.

Other subcommittee chairmen appointed by McDonough include Dels. Arthur King for Health, Welfare and Recreation; Edward J. Bagley for Alcoholic Beverages; William J. Goodman for Elections; Arthur Dorman for Bi-County Agencies; Pauline Menes for Education; Andrew O. Mothershead for Roads; Trueman C. S. Montfort for Law Enforcement Agencies; Frank

Santangelo for Labor and Industry; and Xavier Aragona for Rules.

Reports from the subcommittee should be available by Jan. 10, McDonough said, and the County's legislative program will be drafted the following week.

REPORT DECRIES ASSEMBLY SET-UP

Committee System Said To Affect Power, Efficiency

The Wills commission yesterday issued a report sharply criticizing the committee structure of the General Assembly for a "chronic imbalance" of power and efficiency.

By implication, the report holds the "power structure" of both houses responsible for the present system.

Its antidote is to spread committee power evenly over a drastically reduced number of year-round standing committees whose membership would also be "more equitable" than at present.

The commission, a self-appointed citizens' group that has been studying the organization of the Maryland Legislature, based its recommendations on the following findings:

1. During the 1966 session, 80 per cent of House bills were controlled by 2 of 16 standing committees. In the Senate, 90 per cent of the legislation was controlled by 2 of 17 committees.

2. The power committees in the House—Judiciary and Ways and Means—included less than half the membership of the House. They controlled 1,066 bills, while all the other committees together handled 255.

3. According to the report, only

(Continued, Page 19, Column 5)

THE SUN, BALTIMORE, SUNDAY MORNING, JANUARY 8, 1967

ASSEMBLY'S PLAN SCORED

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(Continued from Page 24)

16 of 55 House bills touching on education were sent to the Education committee, while nearly half of them went directly to the Ways and Means committee.

4. In the House, four committees handled no legislation at all. In the Senate, eleven committees—more than half—handled no legislation.

The report hints strongly that the present concentration of power in the legislative leadership is largely to blame for "this unbalanced distribution" of workload and power.

As a corrective, it proposes placing authority to assign bills in the hands of a Rules committee in each house on which the minority party would also be represented.

The report also proposes placing each member of the Legislature on at least one standing committee which actually handles a share of legislation.

At present, authority to assign

both bills and members to committees rests exclusively with the Speaker of the House and the President of the Senate.

The report cites as an example of dissatisfaction with the present arrangement an anonymous disgruntled delegate who was removed from the Judiciary Committee by the House Speaker and placed on a committee that held two meetings during the next three years.

Among other correctives, the commission recommends cutting the number of House committees to 7, and of Senate committees to 5.

This closely parallels a recommendation made by the Legislative Council last summer.

And Marvin Mandel, (D., 5th Baltimore), Speaker of the House, last November traveled a part of this recommended road by reducing the number of House committees to nine for the coming session.

Wills Comments

However, George S. Wills, chairman of the commission, explained yesterday that he and the other members of his group were concerned less with the details of committee reorganization than with its effects.

"What counts is what they do with it after the reorganization has taken place," he said.

As a means of insuring that the

reorganization will be effective, the report further recommends that the reconstituted committees meet at least eight times when the Legislature is not in session.

Other suggestions include:

Strengthening the policy-making power of the Legislative Council so that it would supervise the active out-of-session committees and assign legislation to them.

Extending to all standing committees the investigatory powers now enjoyed by the Legislative Council.

Requiring that all standing committees keep minutes of meetings and record testimony at hearings. Most committees at present keep no record of their activities.

"Interesting Examples"

In its discussion of assignment of bills to committees, the report cites the following "interesting examples:"

A bill to raise the school-leaving age from 16 to 17 passed through the Education Committee but died when it was referred back to Ways and Means.

A bill to provide State aid to kindergartens went directly to Ways and Means and was never reported out.

A bill to provide scholarships to students in community colleges went directly to Ways and Means and was never reported out.

In each case, the report ob-

serves, the "money" aspect of the proposed legislation was the sole reason for its referral to Ways and Means.

The report concludes: "The commission firmly believes that the taxpayers of Maryland are entitled to some sort of program evaluation . . . to ascertain whether or not the legislation in and of itself has merit."

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Major Overhaul of Md.

Legislature Setup Urged

Committee System Needs Revision, Citizen Unit Says

By Alan L. Dessoff
Washington Post Staff Writer

A major overhaul of the committee structure of the Maryland Legislature, to reduce the number of committees, balance their workload and strengthen their authority, was proposed yesterday by a bipartisan citizens commission.

Terming the committee system "the vital key in any legislative structure," the commission asserted that current committee procedures in Maryland severely damaged the legislative process. The commission proposed:

- A reduction in the number of committees from 16 to 5 in the Senate and from 16 to 7 in the House, with members and bills assigned to them on a fair and equitable basis.

Added Powers

- A requirement that the revamped committees meet at least once a month between the regular legislative sessions, and be given full investigatory powers, including the right to subpoena witnesses, hold hearings and receive testimony under oath.

- Strengthening of the Legislative Council, the existing between-sessions study arm of the General Assembly, to give it broad supervision over the standing legislative committees as well as Assembly staff employees.

- A requirement that all committees keep records of their activities, including minutes of their meetings, testimony given at hearings and explanations for their approval or rejection of legislation.

The proposals were contained in the third of a series of reports being issued by the Citizens Commission on the General Assembly, which conducted a ten-month study of the Legislature. The final sections of the report will be issued before the Legislature convenes Jan. 18

Earlier Suggestions

The commission's earlier reports included recommendations that legislators' salaries be raised, that legislative sessions be extended from 70 to 90 days a year and that procedures be established to streamline action on legislation.

In its report yesterday, the commission cited "the chronic imbalance in committee workload assignments" as one of the key deficiencies in the Legislature.

During last year's session, the commission said, two House committees—Ways and Means and Judiciary—carried almost 80 per cent of the committee workload.

The two major Senate committees, Finance and Judicial Proceedings, considered more

See REVAMP, B9, Col. 3

REVAMP—From Page B1

Maryland Legislative Overhaul Urged

than 90 per cent of all Senate legislation," the commission said.

As an example of the defects, the commission singled out 55 bills in the House that dealt with education. Only 16 of them were initially referred to the Education Committee and the rest went to Ways and Means, where many of them died, the commission said.

The commission agreed that bills calling for expenditure of funds should be considered by the fiscal committees, but declared that they should first be evaluated for their content by other appropriate committees.

"The existing distribution of committee workload does not provide the necessary comprehensive study of important

The commission proposed that the standing committees in the Senate be Finance; Rules; Judicial Proceedings; Education, Health and Welfare; and Economic Development.

In the House, the commission recommended that the committees be Rules; Judiciary; Ways and Means; Education, Health and Welfare; Business, Labor and Commerce; Transportation, Public Works and Metropolitan Affairs; and Agriculture and Natural Resources.

The commission said each member of the Legislature should serve on one major committee; the Rules committee in each House should assign bills on the basis of their contents; and the committees should explain their actions on bills, whether they are approved or rejected.

Calling for year-round committee meetings, the citizens commission said, "It is clearly impossible for the General Assembly to consider adequately in 70 or 90 days anything ap-

proaching the total of 1828 bills that were introduced in the 1966 session. Of the 1828 bills, 794 were passed by both houses.

"No senator or delegate would suggest that in 70 days all of these bills were thoroughly studied. Indeed . . . it is probable that many of the legislators who were passing new legislation . . . were unaware of the substance of many bills upon which they were voting."

Calling for committees to keep records of their activities, which most committees fail to do now, the commission said that "no business would attempt to make decisions on policy without prior records of discussion and action on similar proposals."

The commission also proposed improved scheduling of committee meetings during legislative sessions and a firm policy of public hearings on proposed legislation.