

Can A Complacent, Spoon-Fed State Like Maryland Find  
Happiness with a New Constitution?

Remarks, George S. Wills,  
Chairman, The Citizens Commission  
on Maryland Government --

before the Sunday Forum,  
Church of the Redeemer,  
Sunday, March 24, 1968

Maryland must make an important decision on May 14 -- to ratify or reject the proposed Constitution, as adopted by the recent Annapolis Convention. No citizen can remain silent, even if the safe course is to remain silent, to "take a walk", to avoid meeting the issue head on. I reject that course. Anyone concerned about Maryland government has a responsibility to study the proposed Constitution and make his views known.

Events of the last 2 weeks make it necessary to take a stand, particularly in reference to the local government provisions of the new Constitution. I have lived in Baltimore County all my life and am concerned about the future of state and local government in Maryland. Having chaired citizens commission studies on the Maryland Legislature and local government modernization, I recognize that state and local affairs are complex -- that problems are not solved by panaceas or quick solutions.

Five years ago, in his now famous Godkin Lectures at Harvard University, Governor Nelson Rockefeller warned that state governments -- and their constitutions were dying on the vine. To bring them back to life, he called for a "new federalism" a creative federalism where state government gears up in order to survive the growing imbalance of power exerted by the National Government in Washington. I share that view -- it is the philosophy that has motivated my interest in state and local government.

And, just 5 months ago, The Committee on Economic Development, a national organization of business and educational leaders, urged "sweeping renovation of state constitutions." I share that concern.

I recognize that the proposed Constitution is not perfect -- like Governor Agnew, I had reservations about single-member districts as a textbook solution to modernizing the Legislature when the practical answer is progressive, efficient management by the House and Senate leadership.

But, it is a myth to suppose that the new Constitution is some sort of socialist, left-wing document that destroys our rights. I urge that anyone who has fallen prey to such propaganda take a "new look": Housecleaning the basic framework of our State Government may be the last chance to keep popular initiative at the local level, "close to the people." Unless the State's Legislature and Executive branches and the counties have sufficient freedom to make rational decisions about the influx of federal legislation affecting us, State Government will become a myth and Maryland a mere appendage of Washington. Maryland is spoon-fed from the National Government -- let us make sure that Annapolis and our local governments know what is on the spoon.

This "new look" at federalism, State Government, and the Maryland Constitution must of necessity require that local governments be examined with reference to their effectiveness. Today, under the present Constitution, Maryland local government officials and members of the Legislature share responsibility for local legislation. As a result, local officials are less visible and therefore less accountable to the public. Today, Baltimore County, Anne Arundel County, Wicomico County, and Baltimore City have home rule where we as citizens can clearly look to an executive and local legislature to respond to our wishes.



If we can find any good reason for supporting this Constitution, it is that government will be brought home to us through the requirement that home rule be required in every Maryland county by 1970. Strengthening local government is as far from being socialistic as anything I know.

The Citizens Commission on Maryland Government has held hearings on local government problems in 10 Maryland counties and Baltimore City since last October. If there is one thing the members of this Commission have learned from the local officials, who are working with the problems first-hand, it is that there is no single solution that will solve local problems. And that includes regional government, or call it what you will.

Regional government has been used as a scare-word in attempts to defeat this Constitution, but regional government is easier to get under our existing Constitution. Personally, I would have to think long and hard about accepting a new formal government structure with its additional layer of bureaucracy, elected officials, and W-2 forms. But, I do accept the necessity of cooperation between Maryland's subdivisions -- indeed, the Baltimore County Executive recognized this last week when he pledged assistance to the Mayor of Baltimore in encouraging county industries to participate in the city's job program.

Because of the overriding importance of granting home rule to Maryland's counties, I support the local government provisions of the new Constitution.

The public argument that has been used to oppose the document is that its provisions will make it easier to create regional governments. First let us distinguish between regional governments and annexation (alteration of county boundaries).

position paper on the Constitution's local government article, with specific reference to the regional government provisions; as background material for a decision on the Constitution by the full Commission membership.

I take the liberty of adding one footnote to these remarks -- it is time for the politicians to come out of the woodwork and be counted as individuals as to why they support or oppose this Constitution, and the reasons for that support or opposition. A unit vote by a party caucus is not enough; neither are ambivalent statements by some of our congressional delegation. I support the new Constitution, recognizing that, despite its imperfections it must be judged as a total package, weighing its total merit against a document written after the chaos of Civil War for a different era.

Convention delegates are naturally going to support a document they voted for and signed at Annapolis. Opposing delegates from the Convention are also making their views known. Blue-ribbon, fund raising committees will not supply all the answers to our questions. We, the public, must become informed, make our views known and the reasons for those views. We, the public, look to our elected officials to rise above their vested interests in the present political structure, make their views known and the reasons for their views. Once the General Assembly session has ended this Tuesday, each member should put himself on record by stating the specifics. I believe that history will put the politicians on the losing side of this question if they do not speak to the specifics if they choose to "save their seats" in the guise of "saving our State."

WILLS CALLS FOR MAJOR CHANGES IN DRAFT CONSTITUTION LEGISLATIVE PROVISIONS AND FOR LEGISLATIVE LEADERSHIP TO SHOW ABILITY TO ASSUME NEW RESPONSIBILITIES.

FOR RELEASE AFTER 9:30 A.M., Friday, SEPTEMBER 22, 1967.

Mr. George S. Wills, Chairman of the Citizens Commission on Maryland Government, in testimony today before the Legislative Article Committee of the Constitutional Convention suggested major changes be made in the legislative article of the proposed Constitution and that the legislative leadership will have to demonstrate their responsibility to assure that constitutional limitations on the General Assembly be removed and to encourage the voters to accept the new Constitution.

Mr. Wills pointed out that in the proposed Constitution legislative districts could conceivably cross many county lines and he called for requiring legislative districts to fall as nearly as possible within a single county.

He disagreed with the proposed Constitution's leaving the initiative for reapportionment with the governor. Mr. Wills suggested that there is also no need for calling special sessions for reapportionment because they are "a waste of the taxpayers' money." He further stated that the reapportionment section appears to be open to several possible interpretations.

In addition, Mr. Wills suggested that ~~the~~ single member districts for the House would diminish the choices of the citizens although he did suggest that a maximum of "three or

(more)

2222222222

four" House members from any one district, rather than the proposed six, would help the voters "vote intelligently."

The Chairman of the Citizens Commission also noted that the absence of a district residency requirement in the proposed Constitution might lead to "carpetbagging from one district to another" and could result in the creation of "rotten boroughs."

Mr. Wills went on to state that allowing the governor to appoint new members to the legislature to fill up vacancies, as the proposed Constitution requires, might lead "to unwarranted gubernatorial interference." He suggested that the power of appointment remain in the state central committees but only after a public hearing and the publication of the names of the persons being considered.

Mr. Wills supported the constitutional provision permitting the legislators to set their own salaries but called for the constitutional abolition of per diem payments because they "are hidden from public view."

Chairman Wills recommended removal of the constitutional limitation on the length of sessions. He suggested that each newly elected General Assembly set the length of its four sessions as "the first order of business" and that the Speaker of the House and President of the Senate should have the power to convene special sessions.

(more)

3333333333

In closing, Mr. Wills discussed the question of unicameralism and suggested that the Constitutional Convention make a thorough study of its merits. He called on the legislative leadership to assist in securing a constitution free of restrictions and to assist in securing its passage by exercising responsibility and demonstrating that responsibility by pledging to

- 1) enact only a reasonable salary
- 2) where necessary, conduct year-round committee meetings to complete legislative business
- 3) enact a strong conflicts of interest law
- 4) abolish hidden benefits such as the lush and entirely unjustifiable legislative pension plan
- 5) establish mechanisms to assure continuous and responsible public information on all facets of the General Assembly's activity.

Mr. Wills pointed out that the public distrusts the legislature and that if responsibility is not conclusively demonstrated to the voters, at the polls next May they could respond with "A plague on both your houses" and reject the new Constitution.

#####

For further information call (301) 467-6382.



## LEGISLATIVE RAISE URGED

Constitutional Panel Also  
Asks 90-Day Session

By DAVID C. GOELLER

(Continued from Page C 24)

Governor to call a special session was retained and the draft's recommendation that three fifths of the legislators can force a special session was adopted.

In more than doubling legislative compensation, the committee had little trouble in settling for the \$8,000 minimum salary, which the General Assembly would be free to raise by law.

The draft recommended constitutional silence on pay, which is now set at \$2,400 a year.

Today's committee deliberations began with a series of reconsiderations of earlier votes.

The first tally saw the reversal of a decision to rename the House of Delegates the House of Representatives. But this was the only victory for the traditionalists, who witnessed an even stronger indorsement of the close first vote on trimming 8 senators and 37 delegates from the legislative ranks.

## \$8,000 IN PAY IS URGED FOR LEGISLATORS

Constitution Unit Also  
Recommends 90-Day  
Assembly Sessions

By DAVID C. GOELLER

(Annapolis Bureau of The Sun)

Annapolis, Oct. 26—A Constitutional Convention committee voted today to increase the basic length of General Assembly sessions from 70 to 90 days and to raise the pay of senators and delegates from \$2,400 and expenses to a minimum of \$8,000 a year.

The action came as the Legislative Branch Committee completed several days of intense deliberations which produced recommendations for a drastically altered General Assembly structure.

Yesterday, in its most sweeping votes, the unit limited the size of the legislature to 140 members—45 fewer than present—and decided to require senators and delegates to run from single-member election districts.

The lengthening of sessions followed the trend of earlier committee votes against many of the recommendations in the draft constitution. The draft urged a continuation of the present 70-day limit.

Adopted by a 13-to-6 margin, the 90-day plan also permits the two houses to extend a session for 30 days by a simple majority vote and to remain in Annapolis still another 30 days if three fifths of the members concur.

The 90-day limit was accepted before the unit had a chance to take a final vote on an unlimited session plan it earlier had favored in a straw ballot.

The committee's recommendations on special sessions also went beyond the present constitution and the draft by permitting the house speaker and Senate president jointly to convene such a session.

The traditional power of the  
(Continued, Page C 8, Col. 8)

# Lengthy Transition Expected If Charter Is Approved

## Delegates Must Ready Provisions For Its Implementation

By EDWARD G. PICKETT

[Annapolis Bureau of The Sun]

Annapolis, Dec. 17 — The speaker of the Maryland House of Delegates stopped in the hallway of the State House one day last week, glanced through an open doorway at the workings of the Constitutional Convention, and heaved a sigh.

"If this constitution passes next May," he said, "the legislature is going to have to meet for a solid year."

Marvin Mandel (D., Baltimore 5th), the speaker, is expected to support the proposed constitution, and he is not opposed to hard work. But like almost everyone else in Annapolis, he is beginning to worry about the ramifications the adoption of the new constitution will bring.

Even those who are writing it are concerned about the mechanics of transition as the convention grinds through its final month.

### Two Major Tasks

The delegates must tackle two major tasks beyond the writing of the constitution itself. They must spell out how and when sections of the document will go into effect, and they must prepare a list of legislation needed to make the current laws of the State fit in with the provisions of the new constitution.

The drafting of the transitional provisions have proven to be

more of a problem than was anticipated.

H. Vernon Eney, the convention president, has assumed personal command of the effort to write the provisions.

He removed the duty from the General Provisions Committee and established a "Committee of Committee Chairman," with himself at the head, to handle the job.

### Put On Pressure

He remarked that the writing "has not progressed nearly as rapidly nor so far as is necessary," and then began to put real pressure on the chairmen and their administrative assistants to whip their proposals into shape.

While most delegates are enjoying a rare long weekend off from their constitutional duties, Mr. Eney and the chairmen are in Annapolis working on the task.

The need for the transitional provisions and the schedule of legislation is pressing, this is because, even if the new constitution wins approval from the voters next May 4, its provisions cannot take effect all at once.

### A Key Example

A key example is the judiciary branch of government. If the new constitution wins voter approval, there will be great changes in Maryland's court system. A unified, State-run, four-tier system will replace the present hodge-podge of courts, and a new procedure of selecting judges will go into effect.

There must be time to set up



MARVIN MANDEL

"... to meet for a solid year."

the new courts, and the problems involved are complex. As an example, there must be some plan to deal with judges now in office. Will they lose their jobs or assume a new role under the new system? Will any suffer a cut in pay under a uniform salary scale?

The nominating commissions for selecting judges also pose problems. How soon do they take effect? What will be their geographic scope? How will the lawyers on the commissions be selected?

### Hundreds Of Details

All this, plus hundreds of other details, must be spelled out in the transitional provisions. And each section of the proposed constitution will need some mention in the provisions, and many of the points are controversial.

Mr. Eney's strategy appears clear. By having the committee

chairmen write it, he hopes to be able to present a package to the full convention which will produce little debate and no major tie-up. Many feel that is an impossible task.

Whatever the delegates decide to put into the transitional provisions will automatically be approved if voters ratify the new constitution, but there are other necessary changes which the convention will leave in the hands of the General Assembly.

This is the long list known as schedule of legislation."

### Vast Sections Absent

Vast sections of the present constitution, for example, will be absent from the proposed new one. A great deal of that material will have to be enacted into law by the assembly.

An example is the continuation of such offices as sheriffs and the Secretary of State. Although these and other currently constitutional offices will not be mentioned in the new one, they will probably be continued through the enactment of laws.

The legislature will have other work, too—matching the old with the new.

Some of the major points expected to be covered in the transitional provisions include a delay in the effective date of a new "shared powers concept" under which the counties will have greater political control.

### Home Rule Provisions

Since all the counties may not have home rule when the new constitution takes effect, the delay is necessary before they are granted additional powers.

It is also expected that a way will be found to make it easier for the counties to acquire home rule. All counties must have their own charter within four years, and present rules, which require a public vote on appointment of a charter commission, could delay that.

extended or shortened slightly to fit into new dates for taking office. The term of the Governor, for example, will probably be extended three weeks, while the comptroller will probably leave office about two weeks sooner.

The new legislature will be smaller than the current one with 160 members rather than the present 185. That change may be delayed, however, until 1970, and the districting will probably be based on a new census.

# LEGISLATURE SIZE REDUCED BY DELEGATES

## Single-Member District Plan Also Approved For Constitution

By DAVID C. GOELLER

*Annapolis Bureau of the Sun*

Annapolis, Nov. 9—The Constitutional Convention voted today to reduce the size of the Maryland General Assembly from 185 to 160 members and approved a requirement that senators and delegates run from single-member election districts.

And late today, the delegates narrowly defeated a proposal empowering the General Assembly to permit small counties without a delegate of their own to send a non voting "legislative representative" to the Legislature.

In between the pair of major changes in legislative structure, the convention rejected a proposal that small counties not entitled to their own delegate be permitted to send a representative to Annapolis armed with a fraction of a vote.

### Conclusive Victory

Coming after yesterday's day-long deadlock over legislative size, today's decisions by the convention represent a conclusive victory for liberals and moderates advocating major governmental change in the new State Constitution.

None of the votes was close, as opponents of the status quo easily staved off an unusual and shaky coalition of rural delegates and politically oriented urban representatives.

Approved by a 94-to-36 vote, the 160-member General Assembly—40 senators and 120 dele-

(Continued, Page C 11, Col. 1)

# LEGISLATURE SIZE REDUCED

## 1-Member District Plan Also Approved For Constitution

By DAVID C. GOELLER

(Continued from Page C 22)

gates—will cause 3 senators and 22 delegates in the present 185-member Legislature to lose their seats.

The politically sensitive plan for single-member districts, opposed by most incumbent legislators, was approved as the delegates rejected attempts, by 84-to-53 and 83-to-52 margins, to permit as many as three delegates to run from the same senatorial district.

Based on 1970 population estimates, the two changes will give Baltimore city 11 or 12 Senate districts and 33 to 36 House districts, to be placed in three's within single Senate districts.

At present, two senators and between six and eight House members are elected in each of the city's six legislative districts.

### Ends Numbers Game

Today's compromise on the 160-member General Assembly was partially engineered by the convention leadership to end a seemingly endless "numbers game."

Yesterday, the convention debated and rejected a series of amendments to the Legislative Branch Committee's report recommending a combined House and Senate membership not to exceed 140.

Voted down were proposals to retain the present size, to fix the membership at 120, 164 and 180 and to permit the General Assembly to determine its own size.

The convention's inability to establish the size early in the debate was caused by a tug-of-war between those favoring a greatly reduced membership and those small-county and politically oriented delegates pushing for the status quo or an even larger legislature.

As debate resumed today, however, H. Vernon Eney, the convention president, announced that "there have been [overnight] conferences in an effort to bring about a quick decision."

As outlined by Mr. Eney, the convention would consider successively a ratio of 36-108 — a size acceptable to supporters of the Legislative Committee recommendation of 35-105 — and the 40-120 plan.

### Relatively Neutral

The compromise figure, accepted after the 36-108 proposal was rejected, was formerly suggested by Delegate Joseph Sherbow (5th Baltimore), a relatively neutral figure during yesterday's standoff.

The small countians and status-quo forces apparently felt that the 160-member legislature was about the largest they could hope for, and they threw their weight behind the compromise.

Pointing toward the show-down votes on size and single-member districts, a determined vote-gathering effort had been conducted in the State House corridors by small countians and such urban delegates as Murray Abramson (4th Baltimore), chairman of the city's Delegation in the House.

But the coalition began to fall apart when the urban members in great numbers against the fractional voting proposal, to which the small counties had turned after the size of the legislature was cut.

The rural delegates returned the compliment by supporting the single-member district plan, which would have its greatest impact in Baltimore city and Baltimore, Montgomery and Prince Georges counties.

The idea of electing legislators from single districts was recommended by the Legislative Branch Committee as a means of making representatives more directly responsible to the voters and as a way of giving senators and delegates different constituencies within the bicameral framework retained by the convention Tuesday.



# Constitutional Convention Adopts Rules On Lobbying

By EDWARD G. PICKETT

(Continued from Page B 20)

from appearing before the convention or any committee.

Delegate Alfred L. Scanlan (1st Montgomery), chairman of the Rules Committee, admitted that the convention will have no way to force lobbyists to list the amount of money they receive, but suggested the weight of public opinion might act as a positive force in that direction.

The first real voting came during the day on a major issue at the convention, although it was not considered an "official" vote.

The Committee on the Executive Branch voted 11-to-4 in a "tentative balloting" to limit a governor to two terms in office. A term would apparently be for four years.

The committee also approved proposals requiring gubernatorial candidates to be at least 30 years old and to have been a resident of the State for at least five years. The convention draft had dropped the residency requirement to two years.

Former Gov. J. Millard Tawes (Somerset), backed the two-term limitation, saying: "A man has run out of fresh ideas after eight years in office."

The present system for selecting judges "does not get many of the top lawyers of Maryland to accept appointment or run for election," Emory H. Niles, the retired chief judge of the Supreme Bench of Baltimore, declared today.

Judge Niles appeared before

## Convention Hearings

Annapolis, Sept. 22 (AP)—Committee meetings of Maryland's Constitutional Convention for Monday:

### Local Government

10.15 A.M.—Senator William S. James and representatives of Garrett Park, Glen Arden, Chevy Chase, Greenbelt, Bel Air, Aberdeen and Havre de Grace. 2.30 P.M.—Frank Raley. 3 P.M.—Senator Harry Hughes.

### Judicial Branch

1 P.M.—G. Van Velsor Wolf, Orphans Court. 2 P.M.—Judge I. Sewell Lamdin, Municipal Court of Baltimore, compensation of judges. 3 P.M.—James C. Alban, Jr., and Henry R. Lord, compensation of judiciary officials.

### Legislative Branch

2 P.M.—Marvin Mandel, Speaker of the House of Delegates, legislative process and framework.

### Personal Rights, Preamble

2 P.M.—Delegate Herbert L. Chabot, discussion of his comprehensive bill of rights. 5 P.M.—Joint meeting with suffrage and elections on proposal to include voting in bill of rights rather than create a separate article.

### General Provisions

3 P.M.—Dr. John L. Carnochan, superintendent Frederick county schools. 5 P.M.—Richard A. Batterton, director of State Department of Juvenile Services. 7 P.M.—Dr. Glenn Robinson, National Education Association, and Mrs. Jean Finnagan, National Education Association.

the Committee on the Judicial Branch to urge acceptance of the convention draft proposal that judges be picked for initial appointment by the Governor from a list prepared by a blue-ribbon commission, then run for election "against their record"—without opponents.

### Known As "Niles Plan"

He, himself, has been so identified with the proposal that its basics have been known for years as the "Niles plan."

At present, judges are appointed by the governors who usually—but not always—pick from lists of recommendations prepared by various bar associations.

Later, they cross-file in party primaries, but any qualified lawyers may file against them.

Solomon Liss, chairman of the Public Service Commission and a veteran Baltimore member of the bar, also appeared in support of the Niles plan. Noting that appointed judges have to give up their law practice, then face the real chance of being defeated in an election, he said that "I think it is a mistake to make a judge scramble for his job."

### Legislative Changes

The chairman of a citizens commission on Maryland government, which reported earlier this year, told the Committee on the Legislative Branch today that extensive changes are needed in the convention draft of the new constitution.

George S. Wills, the chairman of the group, told the committee that:

1. Legislative districts should be required to follow as much as possible county lines.

2. The initiative for reapportionment of the General Assembly should be left in the hands of the legislators, not the Governor.

3. The absence of a district residency requirement might lead to "carpetbagging from one district to another."

4. Limited sessions of the Assembly should be changed to allow for a Legislature able to meet for as long as necessary and at any time.

5. A unicameral legislature should receive more serious consideration from the convention.

If the convention adopts provisions of the Convention draft on local government, it "will sound the death knell of municipalities throughout the State of Maryland," the Mayor of Easton warned a convention committee today.

Mayor Sherwood Hubbard and three other mayors joined in opposing the basic plank of the provisions on local government, which would make the county the prime unit of local government with greater control over towns and cities.

THE SUN, BALTIMORE, SATURDAY MORNING, SEPTEMBER 23, 1967

## CONVENTION SETS LOBBYIST RULES

By EDWARD G. PICKETT

(Annapolis Bureau of The Sun)

Annapolis, Sept. 22—The Constitutional Convention adopted rules today requiring lobbyists who appear before it to register, telling who they represent and how much they are paid.

The convention approved by a voice vote recommendations of its Rules Committee setting up guidelines which require that all those who appear representing a group or organization—other than a public body—register, whether or not they are paid.

### Little Power To Punish

Those citizens who come to the convention to present their own views, and public officials, such as mayors, county commissioners and State employees, would not be required to register as lobbyists.

The convention will actually have little power to punish those who fail to live up to the rules, other than barring them

(Continued, Page B 6, Col. 3)



## Legislative Fear Can Overdo Executive, Convention Told

BY GENE OISHI

The chairman of the Citizens Commission on Maryland Government warned yesterday that the distrust of legislators entertained by some delegates to the Constitutional Convention could lead them to write a constitution containing an over-powerful executive branch.

George S. Wills, the commission chairman, said that while the mood of the convention delegates appears to favor strengthening the powers of the Governor there appears to be no corresponding confidence in the General Assembly.

### Limit On Days And Pay

Specifically, Mr. Wills criticized the proposals to retain the constitutional restrictions on the number days the Legislature may meet and to fix salaries for legislators constitutionally.

In a preview of a speech he is scheduled to deliver today at a Rotary Club meeting in Gaithersburg, Md., Mr. Wills said:

"When 90 days and \$8,000, no more no less, are fed into the constitution as restrictions on the Legislature, there is the implication of distrust.

"We have just as much to fear, or trust, in the office of the Governor, and even though a large grant of power may vest wisely today under the leadership of an Agnew, Maryland must have some protection against future unstable or unwise executive power.

"That protection is the Legislature."

Mr. Wills stressed that his commission generally favors increasing the salaries of legislators and expanding the current 70-day sessions to 90 days. But these decisions, he said, should be left to the Legislature.

Mr. Wills noted that the present Constitution sets legislative salaries at \$2,400, a restriction which has led legislators "to compensate themselves through the back door."

He referred to the per diem payments which legislators get between sessions, as well as during the regular sessions.

The much-criticized pension plan which lawmakers enacted for themselves during the 1966 session of the General Assembly, Mr. Wills said, was the result of the unrealistically low salaries paid to legislators.

The Wills Commission, itself, has been critical of the pension plan and has recommended that legislative salaries be raised to \$6,500 a year, not \$8,000, "until the present legislative pension plan is brought into more reasonable limits."

The plan allows legislators to receive as much as \$200 a month pension after twenty years by contributing 15 per cent of their legislative salaries to the pension fund annually.

## Regionalism Gets Convention Push

By DAVID C. GOELLER

(Continued from Page 26)

criticized by State Senator James Clark (D-Howard), who is also a convention delegate, as an instrument which would cause the size of the General Assembly to grow as population increases.

This, he warned, would happen as future one-man, one-vote reapportionment plans present legislators with the choice of either redrawing district lines or increasing the number of seats to protect incumbents.

Mr. Clark believes that in that case political self-preservation would prevail, but the addition of new house and sen-

ate seats was forestalled by the committee's imposition of the 140-member size limitation.

The committee's stand, however, goes much further when the rule of one-man, one-vote is balanced against the reduction in legislative membership from 185 to 140.

The present reapportioned General Assembly districts have been stretched almost to the breaking point to maintain the traditional system of confining districts within the boundaries of Baltimore city and the counties.

This sanctity of boundaries, however, has been breached in the rural areas where equal representation has forced small counties to be lumped together in single districts.

Students of apportionment at

the convention are predicting that the loss of 45 General Assembly seats will require metropolitan sub-division to begin sharing legislators by the 1970 elections.

### District Lines

They believe that when the new larger districts are drawn population patterns will force boundary-straddling arrangements between Baltimore city and county and between Montgomery and Prince Georges county.

Each sub-division will lose its proportionate share of the 45 seats, and some observers feel that the capacity of the rural counties to assume the burden of sharing senators and delegates has been exhausted.

Thus, they say, to follow the apportionment rule that dis-

tricts must be nearly equal in population, the district lines of one urban sub-division will have to bleed across county and city boundaries.

### Valuable Addition

The ultimate result of this, according to Del. Francis X. Gallagher (3d Baltimore), chairman of the Legislative committee is that Senators and delegates in shared urban districts will be broader in outlook and less inclined to follow a parochialism keyed to sub-division boundaries.

"It appears to me that one of the by-products (of the 140-member General Assembly) is that Senators and delegates will represent more than one major metropolitan sub-division," Mr. Gallagher said.

"In effect, this will mean that we will have representatives whose interests transcend the venerable political boundary lines," he continued. "This would be a refreshing and valuable addition to legislative concern."

Others at the convention go even further than Mr. Gallagher and suggest that the breaking of urban boundary lines by legislative districts will stimulate the development of regional governments.

They argue that when a senator or delegate begins seeing both sides of a Baltimore city-Baltimore county problem, he may come more quickly to the belief that regional government may offer the best solution.

# CONVENTION GROUP BACKS REGIONALISM

## Revamping Of General Assembly Heads Off Parochial Rule

By DAVID C. GOELLER

(Annapolis Bureau of The Sun)

Annapolis, Oct. 28—The movement toward regionalism and less parochial thinking in government was given a strong push forward this week by the sweeping restructure of the General Assembly recommended by the Legislative Branch Committee of the Constitutional Convention.

Roaming far beyond the draft constitution, the committee agreed on a series of changes that is expected to produce pitched battles on the convention floor.

The committee increased the basic session length from 70 to 90 days and decided that the minimum salary for Senators and Delegates should be \$8,000 well above the present \$2,400 and expenses.

### Reduce Size

But the most far-reaching changes in terms of the shape of Maryland's future were decisions to reduce significantly the size of the General Assembly and to establish single-member election districts.

The Senate was reduced from 43 to 35 members, while the house size was cut 26 per cent, from 142 to 105.

In another politically volatile decision, the committee recommended that each legislator be elected from a single-member district. The committee specified that each senatorial district, be composed of three complete house districts.

The draft constitution would encourage a continuation of multi-member districts and would permit the General Assembly to determine its own size by statute.

This legislative freedom was

(Continued, Page 11, Col. 1)