

THE NEWS AMERICAN  
Wednesday, April 17, 1968

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FORD GIVES \$15,000 TO CITIZEN'S STUDY

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A \$15,000 Ford Foundation grant to the Citizen's Commission on Maryland Government was announced today by Councilman Milton H. Miller (D. 2nd) and George S. Wills, commission chairman.

The grant is part of a local government modernization project begun last year by the Wills Commission under the sponsorship of the Greater Baltimore Committee. The probe began after completion of the commission's January, 1967 report on modernizing the Maryland Legislature.

Miller, a special consultant to the project, recommended to the Greater Baltimore Committee and its executive director, William Boucher, 3d, that Wills "direct a top-to-bottom action study of local governments, their effectiveness and their failures."

The official said plans are being formulated for a public hearing by the commission somewhere in the county in late May or early June. The commission already has held hearings in Baltimore City and surrounding counties, it was noted.

The research program this summer is part of the commissions preparation for a series of reports expected to be completed next fall. The reports are expected to include several phases of local government modernization, from charters to recommendations on taxation, budget planning, education and inter-county co-operative programs.

Miller said the role of the state in local and urban problems also will be examined in relation to organization and programs. In addition, the summer research program by the Wills Commission will include participation by students who have worked for the agency on a volunteer basis during the past year.

In announcing plans for the county session, Miller said he believed local governments "have not been able to keep pace with the demand for services.

"Often, the counties operate in a time-lag when called upon to meet the problems of population growth in an increasingly urbanized society," Miller contended. "In cases where local governments do respond to citizen needs, the results often go unnoticed because of enormous demands upon both elected and administrative officials.

"The necessity for rational thinking about the performance and responsiveness of local governments to the urban crisis has been underscored by events of the past two weeks in a dozen cities." Unless citizens speak out for bold programs and progress in the management of local affairs, he predicted, the divisiveness in the nation will deepen. The Citizen's Commission of Maryland Government plans this kind of imaginative approach," the councilman concluded.

# Citizens Commission on Maryland Government

## Local Government Study

### Suggested Topics for Research

- 1] planning
  - a] comprehensive planning
  - b] zoning practices
- 2] structure of each of the counties
  - a] use of county executives - elected v. appointed
  - b] responsibilities of county commissioners
  - c] elected v. appointed officials
  - d] county boards
- 3] study of the tax bases of each county and major city including appraisal practices
- 4] study of budget formation in representative counties
- 5] study of the extent of program-planning-budgeting procedures including suggestions for additional utilization
- 6] study of the relationship of school boards to county government in representative counties including suggestions for change
- 7] study of the functions being performed by the cities
- 8] study of city-county relationships in Allegany, Anne Arundel, Frederick, Montgomery, Prince Georges, Washington and Wicomico
- 9] study of public information available from local governments and local access
- 10] study of the elected officials in the subdivisions - who is elected (or what officials are elected) and why they are elected
- 11] subdivisions and transportation - how are local governments meeting their transportation needs - what happens when a new city such as Columbia is founded
- 12] study of current bi- or multi-county arrangements for joint services including joint purchasing
- 13] study of the extent of co-ordination within each county for federal and state assistance including current levels of assistance

- 14] study of technical assistance available from state agencies
- 15] study of the functions which are being performed by counties
- 16] study of the extent of present home rule in Maryland
- 17] study of the methods used to provide utilities to developing areas
- 18] Problems of pollution, control management, waste, water, air - determination as to what local government units can handle these problems
- 19] jobs and economic growth stimulation by local government.

(Nos. 18 and 19 suggested by Miss Patricia McDonough, a Commission Member).

CITIZENS COMMISSION ON MARYLAND GOVERNMENT

Local Government Study

Mailing List of Researchers:

Patricia McDonough  
National Association of Counties  
1001 Connecticut Avenue, N.W.  
Washington, D. C.

Patricia Prime  
Hampton House  
204 E. Joppa Road  
Baltimore, Maryland 21204

Heaton Nash  
Stanmore Court  
Baltimore, Maryland 21204

Kenneth Quinn  
5110 Kenilworth Avenue Apt. 4  
Hyattsville, Maryland 20781

Ralph Tabor  
1001 Connecticut Avenue, N.W.  
Washington, D. C.

Neil Thegepein  
Bureau of Governmental Research  
School of Business  
University of Maryland  
College Park Maryland

Gerald May  
c/o Jos. Alton, County Executive  
County Office Building  
Annapolis, Maryland

Frank Proctor  
11905 Grandview Avenue  
Silver Springs, Maryland 20900

William Bradford  
888 17th Street  
Washington, D. C.

James W. Stevens, Jr.  
5209 Purlington Way  
Baltimore, Maryland

Thomas Gore  
Public Relations  
Union Memorial Hospital  
Calvert & 33rd St.  
Baltimore, Maryland

Milton Miller  
c/o Kornblatt & Fenneman  
303 E. Fayette Street  
Baltimore, Maryland 21202

Roger Redden  
c/o Smith, Sommerville & Case  
One Charles Center  
Baltimore, Maryland 21201

Mr. W. Griffin Morrel, Jr.  
5 Beachdale Road  
Baltimore, Maryland 21210

Jon Alpert  
Enghanted Hills Road  
Baltimore, Maryland

Citizens Commission on Maryland Government

Local Government Study

Suggested Topics for Goucher Student Research

- 1) planning
  - a) comprehensive planning
  - b) zoning practices
- 2) structure of each of the counties
  - a) use of county executives - elected v. appointed
  - b) responsibilities of county commissioners
  - c) elected v. appointed officials
  - d) county boards
- 3) study of the tax bases of each county and major city including appraisal practices
- 4) study of budget formation in representative counties
- 5) study of the extent of program-planning-budgeting procedures including suggestions for additional utilization
- 6) study of the relationship of school boards to county government in representative counties including suggestions for change.
- 7) study of the functions being performed by the cities
- 8) study of city-county relationships in Allegany, Anne Arundel, Frederick, Montgomery, Prince Georges, Washington, & Wicomico
- 9) study of public information available from local governments and ease of access
- 10) study of the elected officials in the subdivisions - who is elected (or what officials are elected) and why are they elected
- 11) subdivisions and transportation - how are local governments meeting their transportation needs - what happens when a new city such as Columbia is founded
- 12) study of current bi or multi county arrangements for joint services including joint purchasing
- 13) study of the extent of co-ordination within each county for federal and state assistance including current levels of assistance
- 14) study of technical assistance available from state agencies
- 15) study of the functions which are being performed by counties
- 16) study of the extent of present home rule in Maryland
- 17) study of the methods used to provide utilities to developing areas

PRELIMINARY PROSPECTUS: A STUDY OF LOCAL GOVERNMENT IN MARYLAND

prepared by George S. Wills, Chairman of the  
Citizens' Commission on the General Assembly\*

I. INITIAL PROPOSAL FOR STUDY:

As a natural outgrowth of a study of the Maryland Legislature by The Citizens' Commission on the General Assembly, Baltimore County Councilman Milton H. Miller has suggested that the Wills Commission undertake a study of the effectiveness of and make recommendations for the modernization of local government in Maryland.

Mr. Miller and I believe that the focus should initially be on the legislative branches of those governments and the problems with which they must deal as home rule is granted to all local subdivisions throughout the State of Maryland by the forthcoming Constitutional Convention.

II. CONDITIONS AND FOCUS FOR THE STUDY:

The suggestion by Mr. Miller is significant and timely during an important transitional period of Maryland State Government. The Constitutional Convention will, in all probability, write home rule provisions into the Constitution, for approval

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\*NOTE: References made to 'The Commission' in this prospectus refer to the group that would study local government in Maryland --- "The Citizens' Commission on Local Government."

by the voters in Maryland, 1968. Both Mr. Miller and I agree that it is essential to proceed carefully and cautiously in this study, emphasizing the need for efficiency of local governments, and their bodies, as they relate to a modernize, efficient state government. One basis of success on the General Assembly study was a non-sensational approach to the problem in order to gain the confidence of the legislative leadership. Also, it is advisable to begin the local government project in relatively limited terms because its expansion develops logically as public hearings are held and information is gained through these hearings and research material.

The cornerstone of the study should be (a) local governments' legislative bodies, (b) their relation to the executive branch, (c) local government modernization, and the problems of economic development, education, transportation, and taxation that each subdivision's legislative branch must solve. ) The study would proceed similiarly to that of the Citizens' Commission on the General Assembly through public hearings and the writings of a Report which will:

1.           Submit recommendations concerning local government modernization and efficiency to the highest elected executive official of each Maryland county and members of that county's legislative body. Emphasis will be placed upon methods by which government in each jurisdiction can be strengthened in order to increase efficiency and save the taxpayers' money.
2.           Appeal to the informed public in terms of readability, practicality, and simplicity. Too many commission reports are dull, do not grapple directly with the critical issues under study and, therefore, do not meet with public approval.

3.           Examine local government problems that will derive from the expected granting of home rule to local subdivisions by the forthcoming Constitutional Convention. (Granting home rule powers to local subdivisions was recommended by the Citizens' Commission on the General Assembly.) This local government study can be a significant program for implementing the broad guidelines to be established by the Constitutional Convention in the area of home rule and local government. The Commission recommendations could properly be referred to all local subdivisions for study and implementation after the Report is written. The Commission could then appropriately offer its services to these subdivisions on a contract basis. Hopefully, their local governments will develop, from the Report, charter revision commissions and methods to improve their own efficiency.

          The value of a local government study is to forcefully highlight opportunities for increased local government efficiency in order that these governments may keep pace with the State Government and a modernized General Assembly of Maryland.

### III. ACTION TAKEN TO DATE:

1.           Discussions with Mr. William Boucher, Executive Director of the Greater Baltimore Committee, on the usefulness of a local government study in Maryland and the funding of such a study.



After a preliminary discussion with Mr. Miller regarding the project, I met with Mr. Boucher to get the benefit of his thinking and experience in local government and urban problems. He approved the concept of this project and considers it timely and a method by which public interest can be generated in local government, and the exciting new concept of a "creative federalism" with states and local communities assuming some functions now carried on in Washington.

2. Meeting with Mr. Price Day, Editor in Chief of the Sunpapers, In order for any study of this magnitude to succeed in Maryland, it is essential for the Baltimore Sunpapers to provide comprehensive coverage and support it editorially. Mr. Day assured me that "the Sunpapers would look favorably upon a study of local government." He promised to discuss the subject with his editorial board and recommended I maintain close contact with Mr. Edgar Jones and Mr. Dudley Diggs, editorial staff members, on the study as it progresses. (Mr. Day has read the General Assembly study and indicated he was impressed with the product.)

3. Contact with the following governmental advisory agencies:

(a) The Baltimore Chamber of Commerce Tax Division and its director, **Mr. Murnane**, who will furnish the Commission with research material in the Chamber's library on local government. Also, a significant document has just been published by the National Chamber of Commerce on "unshackling local government." Just released ten days ago, this document is being mailed to the Commission.

(b) Governor Agnew's office through Mr. Montgomery, assistant to the Governor on local government affairs and problems. I made it clear to Mr. Montgomery that contact with him at this time was unofficial and informal, but that the Commission was considering such a study. We have agreed to meet within the next two weeks, and he is furnishing available materials. He recommends contact with the Task Force on Modern Management, headed by Mr. John Lauber.

(c) The Commission on Inter-governmental Efficiency and Economy which will send available research, background material. The National Municipal League has also been contacted.

(d) I have completed review of a 15-year old study of Baltimore County government, headed by Dr. Malcolm Moos, former Johns Hopkins University professor of government and currently director of the Government and Law Division of the Ford Foundation. I know Mac Moos well and he may be of general assistance in the project, possibly as a consultant. Other consultants will also be named.

#### IV. STAFF AND FUNDING OF THE REPORT:

The Citizens' Commission study of the Maryland Legislature, begun in March, 1966, cost a total of \$10,000. General Assembly Commission Treasurer W. Griffin Morrel, Jr. has agreed to serve in the same capacity for the local government study.

It is essential that funds be available in advance for proper staffing of the study on local government. There is great public force in a citizens' "grass-roots" type of government study that is raised by private funds. I have engaged the services of Mr. Jonathan Alpert, who served as staff director, without pay, for the General Assembly study. Mr. Alpert has been engaged for full-time work on this project from June through September, 1967 for \$1,500 with another \$500 as sufficient to keep him employed on a part-time basis from September through June, 1968.

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An excellent secretary at the Johns Hopkins University is willing to leave her present full-time job to work part-time, 2 or 3 days a week, to perform the administrative duties necessary in a study of this size.

It is also necessary to consider the costs of publishing a final report. Based on the General Assembly study, I estimate that \$3,000 to \$4,000 will be the cost for a 40 - 50 page report. - *Sumner*

Administrative costs of this study can be expected to run approximately \$3,000 to \$3,500 if the job is done right. This includes a mailing list for minutes of commission public hearings, press releases, announcements of commission meetings, hearing transcripts of testimony, research material, paper, postage, and a telephone in a small office I hope to have made available free of charge by the Johns Hopkins.

*Sumner*

V. ANNOUNCEMENT OF THE STUDY:

I recommend a low-key approach in announcing the project by either a group of private agencies (such as the Greater Baltimore Committee) or a group of distinguished citizens calling on the Wills Commission to conduct a study of modernizing local governments and their legislatures in Maryland, with a single county or small group of counties and Baltimore City as the focus.

The news media should be receptive to the study, as evidenced by the WJZ commitment to local government improvement in its "Breakthrough" series. But, press coverage should be paced carefully in order not to over-extend the study and create too many expectations during its early stages.

Respectfully submitted,

George S. Wills,  
Chairman, Citizens' Commission  
on the General Assembly

Associate Director of Public Relations  
The Johns Hopkins University

NEWS RELEASE

FROM

CITIZENS' COMMISSION  
ON  
MARYLAND GOVERNMENT

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FOR RELEASE SEPTEMBER 2, 1969

WILLS COMMISSION CHAIRMAN  
NAMED TO BUDGET BUREAU POST;  
SUNDERLAND, PROCTOR NAMED  
CO-CHAIRMEN

BALTIMORE, 2 SEPTEMBER--George C. Wills, Chairman of the Citizens' Commission on Maryland Government, today announced the appointment of two Acting Co-Chairmen to coordinate the Commission's activities while Wills is serving under a Presidential appointment as a White House Fellow. Mrs. Pearson Sunderland, Jr., and Mr. Frank Proctor take office today as Acting Co-Chairmen, when Wills assumes his duties as a Special Assistant to the Director of the U.S. Budget Bureau in the Office of the President.

The appointments were approved by the Commission, a non-partisan citizen group studying local government structure and administration, in a recent meeting of the Executive Committee.

Wills will continue to serve in policy areas dealing with the Commission's three reports now in progress: a study of county government structure and organization, an investigation of the impact of citizen action on Baltimore City

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222222 CITIZENS COMMISSION ON MARYLAND GOVERNMENT

government, and an in-depth review of the problems of public education financing and the education structure in Maryland.

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Mrs. Pearson Sunderland, Jr. is President of the Board of Trustees of the Metropolitan Senior Citizens Center, which is the pilot project for the Waxter Center, the proposed municipal center for the aged. She is Vice-Chairman of the Waxter Center Planning Committee, comprised of professionals and interested citizens, including city-wide representation of the aged.

Mrs. Sunderland also served as General Chairman of the Citizens' Committee for the passage of the Waxter Center bond issue in 1967. Functioning for almost a year, this committee succeeded in mobilizing elder citizens as an effective political force. Her involvement in the problems of the elderly over the last twelve years developed through volunteer work, and through her acquaintance with the late Dr. Mason Lord, of Baltimore City Hospitals, and with the late Thomas J.S. Waxter, the first Commissioner on the Aging in the Baltimore community.

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### 333333 CITIZENS" COMMISSION ON MARYLAND GOVERNMENT

A member of the National Association of Parliamentarians, Mrs. Sunderland had been active in many areas of community organization and local government.

Married and with two teen-age sons, Mrs. Sunderland is a native of Baltimore, where her husband is the president and chief executive officer of a family company. She is the daughter of Judge and Mrs. William T. Tippet.

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Mr. Frank Proctor is Public Relations representative of the Johns Hopkins University Applied Physics Laboratory.

Proctor was an active member of a citizens' committee sponsored by the Young Democratic Clubs of Maryland to prepare a preliminary draft constitution for the State. This document was later used by the Maryland Constitutional Convention Commission, which adopted many of the provisions of this preliminary draft constitution.

As a member of the Citizens' Commission on the Maryland General Assembly, Mr. Proctor wrote a report on committee reorganization in the General Assembly for a study of the State Legislature published by that Commission. Many

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444444 CITIZENS' COMMISSION ON MARYLAND GOVERNMENT

recommendations outlined in that report are being studied and adopted by the Legislature. The Commission on the General Assembly was the forerunner of the Citizens' Commission in Maryland Government.

Proctor was an elected delegate to the Democratic Party State Convention in 1960, and was a candidate for the Maryland Constitutional Convention.

A native of Montgomery County, Mr. Proctor is married and has three children.

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The Citizens' Commission has published a report endorsing the adoption of home rule for Maryland counties. A second study on county government organization and modernization is scheduled for completion in the fall.

This summer the Commission has been investigating the impact of citizens participation in Baltimore City. As part of the "Citizen Action and City Hall" study, the Commission is preparing a handbook of citizen groups active in the City, to be distributed later this year.

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555555 CITIZENS' COMMISSION ON MARYLAND GOVERNMENT

A long-term study of public education in Maryland, and the advisability of a State-funded education system is in progress and will be a major part of the Commission's work next year.

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For further information, contact: George S. Wills  
823-9243

or

Mrs. Janis Riker  
828-9248

8/28/69



**BALTIMORE  
JUNIOR  
COLLEGE**

Office of the President

April 14, 1967

Dr. Milton S. Eisenhower, President  
The Johns Hopkins University  
Baltimore, Maryland 21218

Dear Dr. Eisenhower:

In recent months I have had the opportunity to have a number of contacts with Mr. George Wills, one of your administrative assistants. We have worked together on the report dealing with administrative reforms for the Legislative Department of the Maryland General Assembly. This commission is sometimes referred to as the Wills Commission. Mr. Wills did an outstanding job in regard to the operation of this commission and as one who served on it, I know that his performance made Hopkins persons, such as myself, proud of his relationships to the University.

Some of us who served on the Commission hope that Mr. Wills will file as a candidate for the Constitutional Convention. His knowledge of the work of the Legislative Department would be put to excellent use by such a convention. It would be good, too, for the Hopkins to have a representative from that institution play a leading role in this historic occurrence.

I don't know whether Mr. Wills himself has given this any thought but as one who served on the preparatory commission for the Convention, I see him as making an outstanding contribution.

Best personal wishes and kindest regards.

Sincerely,

Harry Bard  
President

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THE CITIZENS COMMISSION ON MARYLAND GOVERNMENT

October 15, 1968

MEMORANDUM

TO: Members of the Citizens Commission on Maryland Government  
and other recipients of CCMG reports, public hearing  
records.

FROM: George S. Wills, Chairman  
Citizens Commission on Maryland Government

SUBJECTS: Progress Report, The Citizens Commission on  
Maryland Government (CCMG), June - October, 1968

Summary of CCMG report on Home Rule to  
Stimulate Support for Home Rule in the four counties  
that have proposals on the November 5 ballot.

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I - PROGRESS REPORT, JUNE - OCTOBER, 1968

Summer Research Program

Under the auspices of a Ford Foundation grant, eight  
researchers spent three months in research and data-gathering for  
the following broad areas of concern for local governments in  
Maryland: Home rule and county government organization and structure  
including charter governments and local government  
administration: taxation and finance; budgetary  
practices; crime and police protection; public  
education; and poverty and welfare. These researchers,  
under the supervision of Mr. Robert O'Connor, research  
director, wrote preliminary reports, which are now being

reviewed by CCMG executive committee members and consultants. From these preliminary research documents to members of CCMG and the Greater Baltimore Committee final reports will be drafted and submitted. CCMG researchers worked through testimony gathered from our public hearings last year; reference materials and data on Maryland local governments; interviews with over 100 local government officials and specialists. The program of research has made it clear that local government modernization, including as well functions performed by local government in such areas as public education, police protection, and welfare, is complex and requires examination of many financial, economic and social problems in Maryland life. Also, the relationship between the State and local governments in Maryland was examined by the summer research staff and will be of increasing importance to the Commission.

Administrative Notes

CCMG wishes to note its appreciation to Mr. Boucher, Executive Director of the Greater Baltimore Committee, for

assigning GBC staff member Mr. James Bakeman as GBC's liaison to our project. CCMG have already had several meetings with Mr. Bakeman, and believe his professional knowledge will be helpful in evaluating our reports.

Three associate chairmen for CCMG were appointed in June to assist the chairman in coordination of CCMG activities:

Mr. W. Griffin Morrel, Jr., Associate Chairman for Finance (Mr. Morrel, a Vice-President of the Maryland National Bank, has served as Treasurer and assisted in administering this summer's research grant).

Mrs. Pearson Sunderland, Jr., Associate Chairman for Administration. (Mrs. Sunderland is the President of the Waxter Center in Baltimore).

Mr. Frank Procter, Associate Chairman for Research. (Mr. Procter is associated with the public relations department of the Johns Hopkins Applied Physics Laboratory).

Also, Mr. Daniel C. Riker, former Bureau Chief of United Press International (Baltimore Bureau), and currently Assistant Director of Public Relations at the Johns Hopkins University, is now serving as Editorial Director of the project.

These appointments were made because of the size of the summer research program, and because of an added responsibility

assumed by the CCMG chairman, from June 1968 to June 1969, as part-time Administrative Assistant and Consultant to Dr. Milton S. Eisenhower, Chairman of the President's Commission on the Prevention of Violence in the United States.

CCMG Schedule, October 1968 - June 1969

I - HOME RULE REPORT

CCMG plans to issue a report this month endorsing the concept of Home Rule, specifically charter form, for the 19 counties in Maryland that do not presently have this governmental arrangement. Our staff hopes to be of assistance to the legislature in any background drafting of constitutional amendments or legislation on home rule - specific assistance, if desired, will be available to the Legislative Council subcommittee, chaired by Senator Blair Lee.

From November to the end of the 1969 General Assembly session, it is expected that further research and revisions on the summer research reports will be done. The success of this effort will, in large part, be dependent on the availability of funds; work is already underway on a volunteer basis. CCMG plans to release the majority of its reports after the January-March '69 legislative session because of the time needed for further staff

work and the advisability to coordinate with any legislation passed during that session.

## II - PUBLIC HEARINGS

CCMG plans to continue its public hearings in several counties, beginning in mid-November: Baltimore, Howard, Harford, Carroll counties, and hearings on specific subjects developed through our summer research program - such as public education and inter-governmental relations. Notices of the hearings will be distributed in advance to this mailing list.

### SUMMARY OF CCMG REPORT ON HOME RULE, SCHEDULED FOR RELEASE BEFORE THE NOVEMBER 5 GENERAL ELECTION

#### The Political Situation - Preliminary Comment

Four counties have various forms of Home Rule proposals on the ballot in November:

HOWARD COUNTY: a charter form of government is to be voted upon.

Chances for passage look reasonably good, because there is no organized opposition and because the public seems to recognize that local government in Howard County must be prepared to adjust to the suburbanization created by Columbia and possible location of a General Electric plant in the county.

PRINCE GEORGES COUNTY: election of a charter board is on the ballot. Over the next two years, this board will draft an instrument of government which could modernize the present county commissioner form of government into a single executive-county council form such as used in Baltimore and Anne Arundel counties.

CARROLL COUNTY: election of a charter board, just as Prince Georges County. Chances seem about the same as Prince Georges, but a September 30th circuit court decision may prevent the charter board petition.

MONTGOMERY COUNTY: a charter form of government already established, i.e., a popularly elected county council with chairman elected by the council, who serves as a "quasi-executive" for the county. The proposal on the ballot is for an elected executive, analogous to the post held by Mr. Anderson of Baltimore County and Mr. Alton of Anne Arundel County. Chances for passage are reasonably good -- no organized opposition, although there is potential danger if the forces opposing the county council's stand for gun control decide to react negatively on the charter amendment because they see a relationship between the two issues.

CECIL AND FREDERICK COUNTIES: may place "code home rule" as opposed to "charter home rule" amendments on the ballot before November 5. The essential difference between "charter" and "code" is that with "charter" a completely new form of government can be set up by the voters. With "code", the county commissioners, not the voters, make the alterations. The voters only give the commissioners power to make the changes and acquire more independence from the Legislature.



There are two compelling arguments for home rule, particularly charter:

1. The taxpayer can identify who is accountable for local government decisions. When authority is divided between a county delegation to the Legislature and county officials, blame can be shifted and the responsible official is less visible. There is a need, with growing urbanization and complexity of local problems, to have political leadership on the local level. The home rule issue was one point on which proponents and opponents of the recent ill-fated constitution were in agreement -- they both favored home rule.

2. CCMG believes that home rule is not a question of "throwing the rascals out," as it was during early charter movements in Maryland. It is now a question of efficiency and modern management in local government.

## PROGRESS REPORT

on the

### CITIZENS COMMISSION ON MARYLAND GOVERNMENT

George S. Wills, Chairman  
Janis A. Riker, Executive Director

#### BACKGROUND

The Citizens Commission on Maryland Government is a private, non-partisan citizens organization that has been working for three years in the fields of (1) reorganization of the State Legislature (2) local government home rule (3) city government decision-making and volunteer citizens groups (4) local government administrative reorganization, management and financial practices (5) local law enforcements and essential services and (6) public education: state funding and local management.

The Commission has received support from numerous private foundations (The Citizens Conference on State Legislatures; the Ford and Carnegie Foundations; and the Meyer Foundation), local businesses and individuals. As of May 1969, the Commission is concentrating its efforts in four major areas:

#### 3 REPORTS OF THE COMMISSION

I. Through two reports, "Home rule for Maryland Counties" and "Making Local Government Work: County Government Reorganization", the problems faced by local governments - and the mechanisms available to deal with those problems - are investigated. The county and city in Maryland, as with many states, is the level of government that has greatest impact on the individual citizens - in terms of essential services, public education, law enforcement, etc. The Commission's report on home rule examines the relationship of the county to the State government, and the power of the county to act independently of the State to deal effectively with local problems. The second report, now in progress, concentrates on the administrative structure of county government and establishes criteria for effective local government performance. The main impetus of this study is to determine the administrative-management procedures most capable of meeting increasing urban development at the county level.

II. The second area of concentration in the Commission program is the effective integration of citizen participation into the decision-making process in Baltimore City. In an attempt to avoid crisis confrontations between citizens and the City government, the study has two major goals: 1.) to provide citizen participation organizations with the knowledge necessary for effective and responsible citizen responses, and 2.) to suggest mechanisms through which the City government can effectively utilize citizen participation, and respond to citizens' needs. At the completion of research this summer, the

Commission will publish a directory of citizen groups in the City, including their individual areas of concentration and effort. This directly will be distributed to all citizen groups, as well as City officials, business organizations, and other interested parties. In addition, a major report and summary will be prepared, and distributed to such groups as the Johns Hopkins Center for Urban Affairs, the Greater Baltimore Committee, and the Mayor's Office. This report will analyze the effectiveness of citizen action groups, the relationship of these groups to decision-making in the Baltimore City administration, and the mechanism available within the City government to deal with citizen response.

III In its third area of concentration, the Commission is studying one of the major responsibilities of Baltimore City, and the county governments in Maryland -- public education. Public education in Maryland accounts for up to 80 percent of the budgets of Baltimore City and the counties. The lack of communication and coordinated planning between local departments of education and the local governments responsible for funding education have become critical problems. At the same time, local governments are faced with the imminent prospect of being unable to carry the financial burden. The Commission recognizes that education is not, in fact, a predominantly local problem, but rather is a State, even national, concern. Therefore, the focus of this study is the function and structure of public education from the State Department on down to the local departments and boards. The report is investigating the possibilities for a State-funded, locally controlled system of education, with minimum standards for local departments set at the State level.

*A fourth, long-range report of the Commission*

IV. One of the problems which must be considered in any State-funded system of education is the ability of local subdivisions to retain their right to seek Federal assistance for special local projects. This is, indeed, one aspect of a larger question, which is the fourth area of the Commission's program: intergovernmental relations in such areas as education, and urban development. The Commission will use public education as a case study to investigate the most effective means for developing a working partnership among Federal, State, and local governments to cope with problems of nationwide concern.

The philosophy of the Commission has always been practical, action-and-result-oriented. (Over 70% of The Legislative Report's recommendations have or are being implemented by the Maryland General Assembly) Little can be done in any field, whether it be effective citizen participation in decision-making or the improvement of public education, unless people can be mobilized and organized effectively to actively work for change. Therefore, as the Commission's reports become public, a program among its members operates to obtain action by public officials and citizens. While the Commission hopes that each of its reports will be valid in itself, it has made an effort to develop an interlocking program, a developing study. The information and public contacts gained from each report will contribute to the next. The Commission hopes to maximize the usefulness of each report in this way, and avoid the problem of isolated studies, having insufficient impact by themselves, and having little relation to each other.



## THE CITIZENS COMMISSION ON MARYLAND GOVERNMENT

### Progress Report

The CCMG, in existence for a year, this summer conducted research into six areas where state and local governments face major problems: taxation and finance; budgetary practices; crime and police protection; home rule and county government organization and structure, including various forms of charter government; crime and police protection; home rule and county government organization and structure, including various forms of charter governments; poverty and welfare; and education and integration.

A \$15,000 Ford Foundation grant provided the funds to employ eight student researchers and a research director. The research team poured through hundreds of pages of testimony from Commission hearings and conducted research in the field. The students wrote preliminary reports, which are now being reviewed and from which final reports and additional work will come. These research reports are preliminary and by no means all-inclusive.

The CCMG is a private, non-partisan citizens group that seeks to discover progressive and practical solutions to the problems Maryland and all states face. It grew out of the Citizens Commission on the General Assembly whose reform program has been almost completely adopted by the General Assembly.

CCMG is the only citizens group now attempting to modernize Maryland government. In the wake of the recent defeat of the constitution it is doubly important, we feel, that our work not only continue but expand into new areas.

We plan to issue a report on Home Rule before the November general election when home rule will be on the ballot in four counties. During the next year, work in the other fields will be completed and reports will be issued. The Greater Baltimore Committee will sponsor the publication and distribution of these reports.

If possible, we may submit legislation to the General Assembly in 1969 and/or 1970 which would incorporate many of the reforms we feel are necessary if Maryland is to be able to adequately deal with modern problems.

We would like to expand our work during the next year and tackle, in-depth, the problems of metropolitan areas, rural stagnation, race relations, pollution, rapid transit, and corruption and inefficiency in government.

With the support of the Greater Baltimore Committee, the availability of the Milton Eisenhower Library at Johns Hopkins, faculty and other resources, the practical experience and success of past efforts, we believe the CCMG is uniquely qualified to carry on this work. An additional resource now available for CCMG is highly sophisticated data being gathered by the President's Commission on the Causes and Prevention of Violence in the United States. Of particular benefit will be data gathered on state and local government programs and action in the areas of law enforcement and crime. This information can be made available through CCMG chairman George S. Wills, assistant consultant to Dr. Milton S. Eisenhower, chairman of the President's Commission. Although many of the solutions we may suggest may be quite far-reaching, they will also be practical and understandable to the public.

Our aim is to make government more responsive to the needs and will of the people, to make local government a truly participatory institution, and suggest a framework in which state and local government can tackle long-ignored but now almost over-whelming problems.

To carry on meaningful research and develop workable solutions the CCMG will need additional funds. We offer two alternatives -- optimum and minimum.

Minimum Ending the project in June, 1969, with completion of research begun this summer and final reports written and published.

We will need a full time project coordinator to edit the reports, sift through accumulated appendices, and supervise additional research. This person's competency would be in writing and research. \$7,000.

We will need part-time researchers and editors. We have four persons who have experience in this field and have demonstrated their ability. \$6,000.

In addition to personnel, we will need funds to finance administration, additional hearings, a telephone, office supplies, research supplies and general expenses. We also may need to hire some consultants in specialized fields, such as the drafting of legislation. \$6,000.

Optimum The CCMG would like to expand its activity into a number of other fields, some of which were listed earlier. We would like to conduct another summer research program next year, possibly using professionals in particular fields such as Urban Planning, Regional Planning, Public Finance, Demography and Public Opinion. In addition, our reports could be expanded and generalized for publication and use by local government officials, business leaders, and the general public. Academic use of the reports could be developed in a series similar to the famous Johns Hopkins Press series on History and Political Science.

To finance such an effort, we would need a grant sufficiently large enough to allow us to hire six or seven persons full time for the summer, plus a project director and editor. With this past summer as a guide - \$15,000 would cover the four-month extension, bringing

the total optimum proposal to \$34,500.

Attachments:

Information sheet, newspaper clippings about CCMG

FROM: George S. Wills

TO: The Greater Baltimore Committee  
William Boucher, III, Executive Director

SUBJECT: Progress Report - June 23rd to August 4th - The Citizens  
Commission on Maryland Government -- Local Government  
Study.

1. Jonathan Alpert, Executive Director, and I have participated in a series of background and research briefings with Commission consultants and experts in the field of local government. These sessions have been very profitable from a research standpoint and are giving the Commission access and a working relationship with key administrative and advisory people in the Maryland governmental structure.

The principal contacts made during the last month include:

- a. Mr. John Lauber, Executive Assistant to Governor Agnew
- b. Mr. John Montgomery, Legislative Liaison Assistant to Governor Agnew
- c. Miss Jean Spencer, Commission consultant,  
Special Assistant to Governor Agnew  
and author of Local Government in Maryland.
- d. Dr. Robert Loevy, Commission Consultant, Goucher and Hopkins political science professor and consultant to Constitutional Convention Commission
- e. Mr. Ralph Tabor, Federal Relations (Assistant Director) National Association of Counties. (He will be a member of the Commission)
- f. Mrs. Anne Kramer, Executive Director, Maryland Planning and Zoning Commission
- g. Mr. William Ratchford, Executive Secretary, Maryland County Commissioners Association

- h. Mr. Grover Nash, Maryland Technical Advisory Service,  
Maryland Bureau of Governmental Research
- i. Dr. Francis E. Rourke, Commission consultant, Chairman -  
Johns Hopkins University Political  
Science Department
- j. Representatives from the Advisory Commission Inter-  
governmental Relations.

The Commission is getting encouraging support from these individuals, local government agencies, and particularly from Governor Agnew's staff.

2. Mr. Alpert has procured the services of two research assistants on a volunteer basis for the past six weeks, since the beginning of this study. I recommend that their base expenses be paid in order that we may continue to take advantage of this added assistance.

Mr. Alpert and these two staff members have been conducting extensive research on all major phases of local government in order to have proper background for public hearings.

3. A Commission Subcommittee program is underway through Commission members who are developing preliminary position papers on (a) local government organization, (b) division of functions between the State and local governments, (c) taxation, (d) local governmental services (including education and police protection), (e) the growing problems of mass transportation, water and air pollution, and (f) the relationships between different local governments in Maryland.

4. An invitation has been extended to Governor Agnew to testify at the Commission's first public hearing. Arrangements are also being made for a private off-the-record meeting to draw further on his experience in both a county and state administrators position. Invitations will be sent before the end of August to other prospective witnesses, and a public hearing schedule will be prepared.



5. A questionnaire has been prepared to elicit the most informative testimony from public hearing witnesses. It is being reviewed by Miss Spencer and other Commission consultants.

In order to keep the Commission program moving along efficiently, I recommend the following:

1. Letters of invitation to the initial list of prospective Commission members be mailed as soon as possible. If the Greater Baltimore Committee wishes to include members on the Commission, appropriate recommendations should be made now.
2. A formal announcement by GBC of its role in the study be made. A possible release time could be the last week in August or at the latest, Tuesday, September 5th, before the Constitutional Convention begins.
3. Appropriate action on the proposed budget. I recommend that funds be made available for Mr. Alpert to attend the three day meeting of the Maryland County Commissioners Association, August 24th to 26th and for me to attend the last two days. Attendance at this meeting of Maryland local government officials is vital to generate interest in the study and meet the people with whom we will be working.

4. It is important to the success of the study that an efficient administrative link between GBC and the Commission staff be maintained through periodic briefings to the Metropolitan Affairs Subcommittee, payment of bills, and Commission mailings, processing communication of the program to a selective mailing list and, where appropriate, the news media.

Respectfully submitted,

George S. Wills

Copies to:

W. Griffin Morrel, Commission Treasurer  
Jonathan L. Alpert, Executive Director  
Milton H. Miller, Member, Baltimore County Council

THE CITIZENS COMMISSION ON MARYLAND GOVERNMENT

invites you to a series of public hearings  
on Baltimore City Government:

"URBAN LOCAL GOVERNMENT IN TRANSITION: WHAT SHOULD BE DONE?"

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Sponsored by the Greater Baltimore Committee and operating under a foundation grant to study and make recommendations for the modernization of local government, the Citizens Commission on Maryland Government has held hearings in 12 counties and a continuing program to strengthen local government at the grass-roots, neighborhood level.

ALL OF THE FOLLOWING HEARINGS WILL BE HELD IN THE CITY COUNCIL CHAMBERS, CITY HALL, FAYETTE AND HOLLIDAY STREETS, BALTIMORE -- EXCEPT FOR THE HEARING WITH GOVERNOR SPIRO T. AGNEW, SCHEDULED FOR WEDNESDAY, JUNE 5, IN THE LEGISLATIVE COUNCIL HEARING ROOM, 8TH FLOOR, STATE OFFICE BUILDING, 301 WEST PRESTON STREET, BALTIMORE.

SATURDAY, MAY 25, 10 A.M. - 3 P.M. - CITY COUNCIL CHAMBERS CITY HALL, FAYETTE & HOLLIDAY STS., BALTIMORE

- 10 A.M. - MR. ROBERT GINSBURG, EXECUTIVE DIRECTOR, NATIONAL ALLIANCE OF BUSINESSES - a national organization headed nationally by Henry Ford and locally by Jerold Hoffberger to stimulate private employment of the currently unemployed.
- 11 A.M. - HONORABLE CLARENCE MITCHELL, STATE SENATOR, BALTIMORE CITY
- 12 NOON - MR. EUGENE FEINBLATT, CHAIRMAN, BALTIMORE URBAN RENEWAL & HOUSING COMMISSION

- 1 P.M. - MR. PARREN MITCHELL, EXECUTIVE DIRECTOR,  
BALTIMORE COMMUNITY ACTION AGENCY
- 2 P.M. - (PENDING CONFIRMATION) - MR. CHARLES BENTON,  
DIRECTOR, BALTIMORE CITY FINANCE DEPARTMENT

TUESDAY EVENING, MAY 28, 6:45 P.M. - 10:30 P.M. - CITY COUNCIL CHAMBERS

- 7 P.M. - HON. THOMAS D'ALESSANDRO, MAYOR OF BALTIMORE
- 8 P.M. - HON. CHARLES F. MOYLAN, JR., STATES  
ATTORNEY, BALTIMORE CITY
- 9 P.M. - DR. HOMER FAVOR, DIRECTOR, THE URBAN  
AFFAIRS INSTITUTE, MORGAN COLLEGE

TUESDAY EVENING, JUNE 4, 6:45 P.M. - 10:30 P.M. - CITY COUNCIL CHAMBERS

- 7 P.M. - MR. EDGAR EWING, DIRECTOR, MODEL CITIES  
AGENCY, AND MR. WALTER CARTER, NEIGHBOR-  
HOOD COUNCIL COORDINATOR, MODEL CITIES  
AGENCY
- 8 P.M. - DR. PIERCE LINAWEAVER, DEPUTY DIRECTOR  
OF THE BALTIMORE CITY PUBLIC WORKS  
DEPARTMENT AND FORMER WHITE HOUSE  
FELLOW, 1966-1967
- 9 P.M. - A PANEL ON URBAN NEIGHBORHOOD PROBLEMS  
  
MR. JOHN HERBERT, COMMISSIONER, COMMUNITY  
ACTION AGENCY  
  
MR. NATHIANEL BRANSON, CHIEF, NEIGHBORHOOD  
CENTERS, WEST COMMUNITY ACTION AGENCY  
  
MISS JANE MATHIEU STAFF DIRECTOR, ECHO  
HOUSE (MISS MATHIEU NOT YET CONFIRMED)

WEDNESDAY, JUNE 5, LEGISLATIVE COUNCIL HEARING ROOM, 8TH FLOOR, STATE  
OFFICE BUILDING, BALTIMORE 11 A.M. - 2 P.M.

- 11 A.M. - HONORABLE SPIRO T. AGNEW, GOVERNOR OF  
MARYLAND
- 12 NOON - A REPRESENTATIVE OF THE BALTIMORE CITY  
SCHOOL BOARD OR DEPARTMENT OF PUBLIC  
EDUCATION

SATURDAY, JUNE 8, 10 A.M. - 3 P.M., CITY COUNCIL CHAMBERS

10 A.M. - MR. ROBERT YOUNG, EXECUTIVE DIRECTOR,  
REGIONAL PLANNING COUNCIL

11 A.M. - HONORABLE PAUL SARBANES, ASSISTANT  
CHAIRMAN, BALTIMORE CITY DELEGATION  
TO THE MARYLAND GENERAL ASSEMBLY

12 NOON - 2 P.M. - A PANEL ON ORGANIZATION AND MODERNIZATION  
OF THE LEGISLATIVE BRANCH OF CITY  
GOVERNMENT

HON. WM. DONALD SHAEFFER, PRESIDENT  
BALTIMORE CITY COUNCIL

HON. ROBERT EMBRY, MEMBER OF BALTIMORE  
CITY COUNCIL

HON. HENRY PARKS, MEMBER OF BALTIMORE  
CITY COUNCIL

2 P.M. - A PANEL ON LOCAL GOVERNMENT AND URBAN  
NEIGHBORHOOD PROBLEMS

MR. LENWOOD IVEY, CHIEF OF NEIGHBORHOOD  
CENTERS, EAST COMMUNITY ACTION AGENCY

MRS. JOSEPHINE SMITH, NEIGHBORHOOD  
LEADER AND CHAIRMAN CAA EAST SIDE  
ADVISORY COMMITTEE

A REPRESENTATIVE OF THE URBAN COALITION

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ADMINISTRATIVE NOTES:

1. Arrangements will be made for a brief sandwich break during the Saturday hearings.

2. Questions of witnesses will be limited to members of the Citizens Commission, but written questions from anyone attending the hearings will be received by ushers during the witnesses testimony for discussion, if time permits.
3. All Commission members and guests are asked to be on time for each hearing in order to eliminate confusion in the Council Chamber.
4. The hearings are open to representatives of the news media.
5. The Commission extends its appreciation to all who have agreed to testify, particularly at this busy time of year.
6. The Commission plans to follow up these formal hearings with some informal meetings with neighborhood groups in Baltimore City this summer. Information will follow in mid-June.

George S. Wills,  
Chairman

Ho. 7 - 3300 - ext. 704

or

467 - 6382

GSW:ml

BALTIMORE URBAN AFFAIRS HEARINGS SCHEDULED BY  
CITIZENS COMMISSION ON MARYLAND GOVERNMENT

Out of contemporary urban problems must come reason and emotional restraint. Out of public confusion must come decisiveness and responsiveness by local government to the needs of our time.

The Citizens Commission on Maryland Government has been conducting a study of local government operations in Maryland, including hearings in 12 counties and with leading State and local officials on local government modernization. The Commission is examining changes that will occur in the structure and operations of each subdivision when home rule becomes part of the fabric of government in Maryland.

The Commission had scheduled a series of hearings on urban problems for this summer to examine the structure and functions of local government in the urban setting. These hearings have been rescheduled for the months of May and June. Leaders from the City and State administrations and the general public, including the white and negro communities, will be invited to speak and participate in discussion.

The theme of these meetings will be "Urban Local Government in Transition: What Should Be Done?" As has been the case with all our hearings to date, the Citizens Commission hopes to gather comprehensive information for a series of interim reports to be issued following a research program, under arrangement with the Ford Foundation, this summer.

Among subjects the Commission wishes to examine are structure and functions of the Executive Department and the City Council; public education in Baltimore; welfare; budgetary planning and taxation; local government responsiveness to community needs, the effectiveness of the commission system in city government, and departmental reorganization. This list of topics by no means exclusive, indicates the scope of the hearings.