

INTRODUCTORY STATEMENT BEFORE THE JOINT LEGISLATIVE COMMITTEE,  
EXECUTIVE CURRENT EXPENSE BUDGET HEARING.

GEORGE S. WILLS, CHAIRMAN OF THE CITIZENS' COMMISSION ON THE  
GENERAL ASSEMBLY

THE FORMAL TESTIMONY OF THE CITIZENS COMMISSION ON THE  
GENERAL ASSEMBLY IS INCLUDED IN A SEPARATE DOCUMENT SUBMITTED FOR  
THE RECORD AT TONIGHT'S HEARING. HOWEVER, IT SEEMS APPROPRIATE TO  
EMPHASIZE THE IMPORTANCE OF THIS JOINT COMMITTEE HEARING TONIGHT IN  
REFERENCE TO THE PRESENT CONSTITUTIONAL SETTING IN MARYLAND. THE  
CONSTITUTIONAL CONVENTION NOW HAS BEFORE IT AN INTERIM REPORT BY THE  
CONVENTION COMMISSION THAT PLACES ENHANCED POWER AT THE DISPOSAL OF  
THE GOVERNOR, UNDER THE PROVISIONS OF ARTICLE IV. THIS INCREASED POWER  
IS PROPOSED BY ADDITIONAL APPOINTMENTS BEING PLACED UNDER THE AUTHORITY  
OF THE GOVERNOR WITHOUT THE "ADVICE AND CONSENT" OF THE STATE SENATE, AS  
IS THE CASE WITH MANY APPOINTIVE POSTS NOW. REMOVAL OF THE BOARD OF  
PUBLIC WORKS FROM ANY CONSTITUTIONAL PROVISIONS WILL ALSO REMOVE LEGISLATIVE  
PARTICIPATION FROM THIS IMPORTANT POLICY-MAKING BODY.

IN THIS PRESENT CONSTITUTIONAL SETTING, IT IS MORE THAN EVER  
ESSENTIAL THAT THE MARYLAND GENERAL ASSEMBLY MODERNIZE ITS PROCEDURES TO  
MAINTAIN A VIABLE, CONSTRUCTIVE ROLE IN STATE GOVERNMENT POLICY, AND  
PRESERVE AND JUSTIFY ITS PROPER ROLE UNDER THE SEPARATION-OF-POWERS CONCEPT.  
AS THE BRANCH OF GOVERNMENT CLOSEST TO THE PEOPLE ON THE LOCAL, DISTRICT  
LEVEL, THE GENERAL ASSEMBLY CAN PROPERLY EXERCISE ITS CONSTITUTIONAL  
POWERS OVER THE PUBLIC PURSE ONLY BY THE MOST MODERN, EFFICIENT, AND

PROPERLY STAFFED BUDGET REVIEW PROCEDURE. I BELIEVE THAT THE DEFECTS IN THE CURRENT SYSTEM, AS OUTLINED ON PAGES 1 & 2 OF YOUR DRAFT COPY CHARACTERIZE A VACUUM INTO WHICH THE EXECUTIVE BRANCH WILL MOVE, UNLESS RESPONSIBLE BUDGET REVIEW BECOMES AN INTEGRAL PART OF YEAR-ROUND LEGISLATIVE OPERATIONS.

ACCORDING TO PAGE 5 OF YOUR REPORT, MR. JOHN LAUBER, WHO HAS SEEN STATE GOVERNMENT OPERATE FROM BOTH THE EXECUTIVE (MARYLAND) AND LEGISLATIVE (NEW YORK) SIDES, SUPPORTS LEGISLATIVE PARTICIPATION IN REVIEW OF THE INTENT AND EXECUTION OF STATE SPENDING POLICIES. AND, FINALLY, THE MARYLAND GENERAL ASSEMBLY HAS SHOWN WHAT IT CAN DO BY PARTICIPATION IN FORMULATING NEW TAX PROGRAMS.

THE CITIZENS' COMMISSION ON THE GENERAL ASSEMBLY IS APPRECIATIVE OF YOUR WILLINGNESS TO LET US PARTICIPATE IN THE MODERNIZATION OF OUR STATE LEGISLATURE. WE LOOK FORWARD TO CLOSE ASSOCIATION WITH YOU AND THE OTHER MEMBERS OF THE GENERAL ASSEMBLY.

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Copy - The Citizens Conference  
on  
State Legislatures.

TO: The Joint Legislative Committee,  
Executive Current Expense Budget Hearing,  
July 12, 1967

Testimony by The Citizens' Commission on the  
General Assembly

Respectfully submitted --

George S. Wills, Chairman

William H. Bradford, Jr.  
Chairman of the Budget and Finance  
Subcommittee

The Citizens' Commission on the  
General Assembly

Mr. Chairman and members of the Joint Legislative Committee Executive Current Expense Budget: The report of the subcommittee on budget and finance, Citizens' Commission on the General Assembly, is contained on pages 31 through 37 of our report.

The Citizens' Commission found in its public hearings and in its study and questionnaires that a major problem confronting the members of the General Assembly, including the members of the Senate Finance and House Ways and Means Committees, was a lack of information sufficient to enable them to vote intelligently on the budget as a whole or on particular portions of it. This lack of information was particularly serious in view of the limited time within which members had to study, vote and act on the budget. Accordingly, this Subcommittee made nine recommendations, most of which were keyed to this particular problem. There are three key proposals in the report which, if adopted, should greatly aid in providing the necessary information to intelligently act on the budget. One of these, the creation of the office of legislative auditor, is presently being studied by Senator Snyder's Committee on Taxation and Fiscal Affairs. Another important segment is the requirement that the presentation of the budget or other legislation affecting appropriation or revenues be accompanied by effective fiscal notes. It is our understanding that this subject will be studied at a future time by this Committee.

The third and probably most central of these three recommendations is the creation of a joint budget planning committee to provide legislative

supervision and responsibility for the in-depth study of the executive branch budget and to build up a body of knowledge and expertise to enable the members of the Senate Finance and House Ways and Means Committees to intelligently and independently analyze and act on the Governor's budget. As your Committee noted, the Commission was deeply impressed by the success of the California process. However, we do not believe that the needs of Maryland are exactly identical to those of California or that the success of any program established here should necessarily be measured by the California model. Accordingly, we whole-heartedly endorse the proposals of this Committee as outlined in its draft recommendations.

Whether or not continuous, year-round, functioning committees of the legislature are adopted in the legislative reorganization, it is our belief that a joint budget planning committee should be primarily an out-of-session operating committee. As outlined in our report, it should ascertain facts and make recommendations concerning the State's revenues and expenditures, make available its information to assist the Senate Finance and House Ways and Means Committees on their study of the executive budget immediately prior to and at the beginning of each legislative session and provide all other committees with useful budgetary research information. Its essential budget analysis should be completed before the beginning of each session and prior to the actual review of the executive budget by the Finance and Ways and Means Committees. These Committees would then have the ability to act on an informed basis.

In order to accomplish these goals, it is necessary that the committee be provided with an adequate staff. The professional and technical staff of the present Fiscal Research Bureau should be enlarged so as to enable it to provide the necessary services. Of course, this will mean that salaries will, in all probability need to be high enough to attract enough interested and competent personnel.

The Fiscal Research Bureau as reconstituted should be primarily responsible to this joint budget planning committee out of session. This is not to say that this staff should not serve other committees since it is the primary function of the budget planning committee itself to serve other committees, primarily the Senate Finance and House Ways and Means Committees. In addition, some independent effective staff must be provided for each of the fiscal committees of the General Assembly for work on taxation and other matters that are not directly related to the budget in its consideration.

Further, the Commission endorses the integration of the present out-of-session committee on the capital budget into the joint budget committee. Such integration becomes increasingly necessary should the proposed fiscal sections of the Constitutional Convention Commission draft be ultimately adopted, as the draft abolishes the special independent character of the Board of Public Works. It is our understanding that the Constitutional Commission draft in making any Board of Public Works a sole creature of the Executive would necessarily prevent the Board from levying property taxes and that all appropriations would have to be made by the legislature. Therefore, appropriation of funds to pay debt service on bonded capital improvements will have to be appropriated by the legislature and consequently considered by the fiscal committees in conjunction with or in light of the executive operating budget. Logically then, consideration of the capital budget and the operating budget should be in the hands of one committee; especially for out-of-session planning purposes.

The present California analyst and the joint budget committee of that State actually create a parallel legislative budget showing alternatives to the executive budget where appropriate. This endeavor, of course, requires a great deal of cooperation with the Governor's office and various agencies. In addition, it requires a large number of competent staff. The Citizens' Commission believes that such a legislative budget should be a long-range goal of a joint budget planning committee but that it should not seek to establish this as an early or primary goal. At present, the staff of the Fiscal Research Bureau is in close contact with the executive branch in the make-up of the budget. This contact, which has been helpful to the legislature in the past, lays the necessary ground work for effective budgetary analysis by the legislature prior to opening of the session, and can be easily converted into the ideal outlined in your Committee's draft.

The Citizens' Commission believes that an effective budgetary-review process is vital to the maintenance of our system of three independent, equal and coordinate branches of the State government. It is essential to an effective legislature and to the citizens' faith in and good feeling towards their State government.

STATEMENT: GEORGE S. WILLS, CHAIRMAN, CITIZENS COMMISSION  
ON THE GENERAL ASSEMBLY

Tuesday, January 31, 1967

Senate Committee on Legislative Facilities, Hon. Roy Staten, Chairman

Mr. Chairman and distinguished committee members:

I am pleased to have been invited to appear before you today to discuss the critical problem of staff and facilities for the Maryland General Assembly. Without adequate professional staffing for the legislative leadership, major committees and individual legislators, the branch of government closest to the people will become the branch most removed from the people.

The Citizens' Commission on the General Assembly has issued a lengthy report on modernizing Maryland's Legislature, advance copies of which have been distributed to all Senators and Delegates. The final revised brochure edition will be in your hands in three weeks. Speaking for this bipartisan commission, I believe this special committee's study of legislative staff and facilities will greatly assist the modernizing process.

Detailed recommendations on Committee Organization and Staff, Facilities, and Automation appear in the Commission's Report, and I will be happy to discuss them in detail. In addition to those recommendations, your committee could profitably examine the following general areas:

1. Year-round staffing for major committees, in addition to the professional help now provided the Legislative Council.



Year-round committee work is at the heart of a modern Legislature.

2. Use of existing State Government and local government facilities for between-session office correspondence and constituent services of Senators and Delegates.

3. Possible use of state agency secretarial help in a "pool" arrangement or part-time arrangement to assist legislators between sessions. The ideal solution is, of course, a full-time secretary, or administrative assistant for each legislator on a year-round basis.

Cost must be considered and the Commission recognizes that the Legislature will have to consider the expenses of interim staff in providing adequate office procedures for its members.

An essential part of good performance in behalf of a legislator's constituents is an answering service at his Annapolis office and home office. Some funds should be provided for the use of official correspondence and office business. The proper expenditure of these funds should be verified by voucher and appropriate written verification.

4. The Legislature should examine the feasibility of administrative assistance through Foundation support of legislative interns, provided those interns have some background in practical legislative work.

I will be happy to answer questions concerning the general areas noted in this statement and the recommendations contained in the Citizens Commission Report.

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February 4, 1967

Honorable Roy Staten  
(Baltimore County)  
Maryland State Senate  
The State House  
Annapolis, Maryland

Dear Roy:

On behalf of the Citizens' Commission on the General Assembly, I wish to express appreciation for the opportunity to discuss legislative modernization before the Senate last week, particularly professional staffing between General Assembly sessions. I have also extended thanks to Senate President James for the courtesy extended by the upper chamber.

It is appropriate, however, to re-emphasize portions of my testimony not given adequate analysis in the news media. In any evaluation of legislative change, there is great danger in General Assembly members being placed in the position of doing nothing more than taking favorable action for their pocketbooks. It is essential that the Senate avoid this interpretation being given any action on professional research, staffing during and between sessions, salaries, and office assistance.

I urge that, in addition to appropriating funds for staff assistance, the Senate consider the other related recommendations contained in my prepared statement submitted last week, but not given adequate public analysis. Quoting from that statement, the recommendations are:

- (1) "Year-round staffing for major committees, in addition to the professional help now provided the Legislative Council. Year-round committee work is at the heart of legislative productivity. This means committee work and study of legislation between sessions to justify any salary increases and added staff assistance."
- (2) "Use of existing State and local government facilities for between-session office correspondence and constituent services of Senators and Delegates. The principal problem to be solved is not the amount of money each Senator or Delegate should receive, but allocation of staff personnel. Such distribution of workload may necessitate a delegation office with adequate administrative and secretarial help the home county or city district. Once proper staff needs are determined, appropriate funds can be appropriated. \$4,000 to \$5,000 may be an appropriate figure to meet the needs of each Senator."

(3) "Possible use of state agency secretarial help in a "pool" or part-time arrangement to assist legislators between sessions. The ideal solution is, of course, a secretary or administrative assistant for each Senator, with 2 - 5 delegates using the clerical assistance of one clerk. Cost must be considered, and the Citizens' Commission recognizes that the Legislature will have to study expenses of interim staff when providing adequate office procedures for its members."

(4) "Funds should be provided only for the use of official office business and correspondence. In order to keep allocation of funds completely above board, their proper expenditure should be verified by voucher and appropriate written justification."

These quoted sections emphasize the necessity of the Senate and House avoiding piece-meal solutions to creating a more effective Legislature. There is growing public concern that the General Assembly will concentrate only on salary and staff expenses without adequate study of total legislative improvement. In order to place total legislative modernization on the highest priority, I urge that the Senate leadership join with the House leadership, to appoint a special committee to evaluate the Commission's full report, including those recommendations that will place more responsibility and work upon the desks of all conscientious members. Such review of this Commission's recommendations - and those to be prepared by the Eagleton Institute - is as essential to the public interest as financial benefits that may accrue to the members of the General Assembly. Year-round work of committees, legislative study of the Budget, and public accounting of all monies authorized staff assistance go hand-in-hand with increased salaries and expenses. Salaries and expenses must be earned and accounted for on the public record. I know that Senate's support of monetary increases is predicated improved efficiency and increased work performance.

The Citizens' Commission on the General Assembly is a bipartisan group in membership, research staff and in the spirit in which its recommendations are presented to the Legislature and the people of Maryland. As Senator James said, it is incumbent upon the General Assembly to keep a balance between the Executive and Legislative branches. That goal is bipartisan, as is the necessity of reviewing recommendations for change as a total package, rather than through piece-meal, temporary solutions.

Your endorsement of legislative modernization is appreciated by the Citizens' Commission. The public interest demands full study of all proposals to achieve that goal.

With best wishes, I am

George S. Wills,

FOR RELEASE ON MONDAY, FEBRUARY 6, 1967.

WILLS URGES LEGISLATURE  
TO LOOK BEYOND SALARY AND  
EXPENSE INCREASES IN  
LEGISLATIVE REFORM

George S. Wills, Chairman of the Citizens' Commission on the General Assembly, today urged members of the General Assembly "to avoid the danger of being placed in the position of doing nothing more than taking favorable action for their pocketbooks".

In a letter to Senator Roy Staten, Chairman of a Senate Committee studying interim between-session staffing, Wills called attention to the need for "review of all recommendations for legislative modernization, in addition to any increases in salaries and expenses".

To that end, he recommended establishment of a special joint committee to review proposals for legislative change, including that of the Wills Commission and the Eagleton Institute.

Wills concluded his letter to Staten by noting that public support for legislative improvement can only be gained through the Assembly's willingness to examine those recommendations demanding better performance of its members, in addition to benefits accruing to Senators and Delegates.

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SEE ATTACHED COPY OF LETTER TO SENATOR STATEN FROM MR. WILLS.

For further information, contact George S. Wills, 823-9243 or 467-6382.

February 4, 1967

Honorable Roy Staten, Chairman Senate Committee  
(Baltimore County) on Interim Staffing  
Maryland State Senate  
The State House  
Annapolis, Maryland

Dear Roy:

On behalf of the Citizens' Commission on the General Assembly, I wish to express appreciation for the opportunity to discuss legislative modernization before the Senate last week, particularly professional staffing between General Assembly sessions. I have also extended thanks to Senate President James for the courtesy extended by the upper chamber.

It is appropriate, however, to re-emphasize portions of my testimony not given adequate analysis in the news media. In any evaluation of legislative change, there is great danger in General Assembly members being placed in the position of doing nothing more than taking favorable action for their pocketbooks. It is essential that the Senate avoid this interpretation being given any action on professional research, staffing during and between sessions, salaries, and office assistance.

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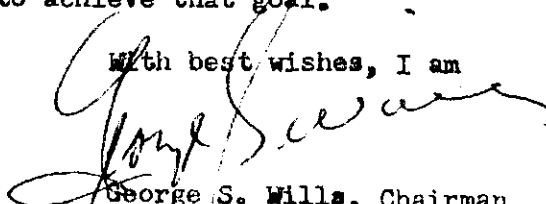
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Your endorsement of legislative modernization is appreciated by the Citizens' Commission. The public interest demands full study of all proposals to achieve that goal.

With best wishes, I am



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

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



STATEMENT TO THE LEGISLATIVE COUNCIL

GEORGE S. WILLS

CHAIRMAN OF THE CITIZENS COMMISSION ON  
MARYLAND GOVERNMENT

(ATTACHED IS A COPY OF THE CITIZENS COMMISSION REPORT)

Senate President James, Speaker Mandel, and members of the Legislative Council:

On behalf of the Citizens Commission on Maryland Government, which prepared a report on modernizing the Legislature one year ago, I am pleased that you are taking the step of considering the creation of permanent standing committees as an integral part of the Maryland General Assembly operation. One year ago, Senator Blair Lee's proposals for a Joint Budget Committee to monitor Executive spending, which accorded with the Commission's key financial recommendations, were adopted, and today the Fiscal Research Bureau is being overhauled. In addition, major reorganization and reduction in the number of Senate and House committees has occurred, thanks to the planning of Speaker Mandel, Senator James, and other legislative leaders.

We have heard much about constitutional change. But, as essential as constitutional change, and in many ways more so, is the internal reorganization that you, the experienced leadership of the Assembly, take to put the Legislative Branch back in the policy-making arena and on a strong competitive basis with the Executive and Judicial branches. An effective internal operation is more critical to a modernized General Assembly than most of the proposed constitutional provisions, and is certainly on a par with what I think are the most useful constitutional changes that should someday be put into our Constitution as amendments:

a longer session; improved salaries, provided the pension benefits are reduced; and the post-audit provision. If the Constitutional Convention had concentrated on these items instead of dabbling with the "textbook" solution of single-member districts, the proposed Legislative Article would have had more public support.

What you are doing this evening will create more public confidence than any other step you can take towards legislative reorganization, including constitutional changes. The real work of the Assembly is done in committee, provided committees are operated on a year-round basis, instead of the "pressure-cooker" budget hearings when your committees attempt to evaluate the impact of Maryland's billion-dollar business in the first four weeks of each legislative session. Also, a professional committee system with adequate research staff, will reduce the pressures of time and last minute log-jam that occurs at every session. With the complexity of today's legislation, these year-round committees must devote the necessary time to examine the impact of the very costly programs that are continually being presented to you, both from the State and Federal Governments.

As you know, the Eagleton Institute recommended abolition of the Legislative Council as part of the improved committee system. I do not believe this is necessary. The Council retains an important function as the coordinating, administrative arm of Assembly operations. But, the Council cannot do it all, and it is time that you distributed the legislative workload throughout the entire membership. I can't think of a better way to encourage public confidence in the State Legislature - you cannot get public support for salary increases and other administrative benefits until you get all your members earning their pay.

With reference to year-round sessions, the Citizens Commission opposed putting the Maryland Assembly on that basis. It has been shown in such states as Massachusetts that sessions lasting a year fail to provide the proper incentives to meet deadlines and get the job done. Several years ago, the Massachusetts Legislature hadn't even passed the Governor's budget by the end of the year. And I am not so sure that you want to "invent a kind of bureaucrat-legislator" who lives off the system in formal sessions that last all year.

I can't emphasize enough that there is a crisis in confidence in government today, on all levels - federal, state, and local. The public is fed up, and may well register that discontent in forthcoming elections. If you, the legislative leaders of Maryland assume the burdens of state government through properly staffed committees that scrutinize, on a year-round basis, proposals to spend taxpayer's money, then confidence may begin to return - at least in Maryland. Only then can you get the necessary public and news media support to carry out your vital mission - with these steps taken, you can be sure that the Citizens Commission and the citizens of Maryland back you to the hilt.

As further steps to strengthen a year-round committee operation, I strongly recommend the adoption of a consent calendar and pre-filing procedures to move legislation quickly at the beginning of each session so that you won't have to race the clock during the final 24 hours.

# FULL LEGISLATIVE YEAR CONSIDERED

## Leaders To Weigh Use Of Between-Sessions Units

(Annapolis Bureau of The Sun)

Annapolis, Aug. 14 — Leaders of Maryland's General Assembly will meet here tomorrow night to discuss proposals that would put State legislators on year-round duty.

The Legislative Council will hold a session on proposals to create permanent standing committees of the Legislature to work during the 9½ months of the year the Assembly is not in session.

Although several plans are proposed, they all would attempt to involve every one of the 185 delegates and senators in between sessions study and work on proposed legislation.

Currently, the full Legislature meets for only 70 calendar days early each year, but the Legislative Council, made up of 15 delegates and 15 senators, con-

(Continued, Page C 6, Col. 8)

# STUDY IS SET ON ASSEMBLY

## Legislators Will Consider Year-Round Duty

(Continued from Page C 18)

siders legislative topics, holds hearings and gathers studies between sessions and makes recommendations for action when the Assembly reconvenes.

Delegate Marvin Mandel (D., 5th Baltimore), speaker of the House of Delegates, said today he feels the greatly increased workload of the council requires more time and effort than current membership can provide.

"We are leaning toward something that would bring every legislator into action between session," Mr. Mandel said.

"Where the council now has three committees, we may want to have as many as ten," he continued.

### Proposes Joint Groups

Delegate William M. Houck (D., Frederick), chairman of the House Ways and Means Committee, favors a plan which would take the present committee structure of the two houses during the session and make a similar system during the rest of the year with joint permanent standing committees of the Legislature.

Some objection to such a system—either by expanding the Legislative Council or by making the Assembly committees permanent operations—is expected to come from leaders of the State Senate, however.

"I'm not sure what we have right now is so bad," said Senator Williams S. James (D., Harford), president of the Senate.

Senator James is known to feel that bringing every member of the Legislature onto joint committees during the year would place State senators in a minority in every case.

### Council Evenly Divided

Right now, the Legislative Council is composed of an equal number of delegates and senators, and during the session the two houses maintain a distinct separateness.

The moves toward year-round participation by all Assembly members is not actually aimed at producing a full time Legislature, however.

Legislation could still be introduced and passed only during the 70-day session, and apparently there would be no immediate attempt to change the \$2,400 annual pay for legislators.

Mr. Mandel said he believed "necessary" to get more legislators working on between-session matters.