

File No. 11210 Continued.

OPINION.

of the new Enabling Act are not to become operative. This seems to me to result from the following considerations:

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The primary purpose of the Bill is to establish a fund for the continuance of the sewerage system. That appears from the title of the Act, and everything else expressed in the title would be, naturally referable to this loan, and the legislators might very well consider that all the provisions were intended to apply to conditions which would exist after the loan was made available and would be spent for the purposes designed. Nothing in the express language makes any portion of the Act applicable to the work done under the existing Enabling Act, and if it had been intended that the new provisions should apply to the existing Enabling Act some apt language should have been employed which would have made this intention obvious and which would have directed the attention of the legislators to this fact, as when hearing the Bill read, they had a right to assume that all of its parts were intended to apply only to carrying out the primary purpose of the Bill, viz: the raising of the money.

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The purpose of the constitutional provision which requires that a Bill contain but one subject, and that subject be expressed in its title, was to enable the legislators to understand the legislation before them, so that they might adopt or oppose it, as the case might be.

There is nothing in the title to the new Act to put a legislator on guard, or to give him any intimation that the provisions were to become operative at once, but, on the contrary, he would naturally assume that all the provisions of the Act apply to conditions which would exist after the money became available.

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At the end of the title appear the following words: "and to authorize the submission of an Ordinance to that end to the legal voters of the City of Baltimore". These are the concluding words of the title, and prior thereto are the following words: "To regulate the location of the sewers and to provide for the acquisition of private sewers." The location of the words in the title lends support to the view that the entire Act was to take effect only after ratification by the people.