

how they are to be operated, how they are to be financed. All of this requires legislation, and the Governor, if he is to succeed in his executive capacity, must assume the role of legislator and see that the necessary laws are passed. He, of course, has no vote in either house, but he nonetheless must—by persuasion, leadership or other legitimate weapons at hand—bring about legislation if he is to fulfill his duties as the chief executive of the State.

In many respects, the preparation of a budget—planning the annual revenues and expenditures of the State government—is the greatest responsibility and greatest problem a Governor of Maryland must face. Preparing a budget for the government of three million people means finding the right answers to a number of plaguing and perplexing questions: What services do the people need? What services do they want? How much will they cost? How much can the people afford to pay for them? How much do they want to pay for them? How is the money to be raised to pay for them? I don't think I am being cynical when I say that we all want as much as we can get for as little as possible. It seems to me to be an evident human characteristic. We like the services of government, but we don't like to pay taxes. But it is perfectly obvious to all of us that the government can no more provide goods and services free of cost than can an individual.

We have in Maryland what is called an "Executive Budget," and under that system it is the governor who must find the answers to those baffling, tormenting questions I asked a moment ago. He must prepare this complicated financial plan. The General Assembly, it is true, may alter it in some respects and must finally approve it, but it is the Governor who bears the overwhelming burden of responsibility for the contents of the budget.

I mentioned earlier the requirement of political leadership in the Office of the Governor, and I think it is clear to most of us that no head of state can enjoy a great measure of success without political experience, political sagacity and a sense of politics. We are all familiar with the maxim that ours is a government of laws, and not of men, and, in a certain philosophical sense, that is true of our system, we are happy to say. But in government, one deals with men—men possessing, as they always have, both virtue and frailty. The knowledge of how to deal with them, and the forces behind them, is the subtle art of politics. Without a gift for politics, the public official is, to say the least, severely handicapped.

I have not, of course, enumerated all of the duties of a Governor of