

evolved within the executive branch to direct principal departments. I seriously question whether these multi-headed units are always in the best interest of efficient administration, although I have found incumbent boards cooperative.

However, a functional flaw becomes particularly apparent when the composition of a multi-headed unit is based upon staggered terms, allowing a majority to remain in power well beyond the terms of elected executive and legislative officials. This practice might encourage deliberate disregard of administrative controls and compromise executive responsibility. Efficiency of a multi-headed unit is also subject to serious scrutiny inasmuch as all policy determination depends upon consensus and compromise. This, in some cases, could lead to pet project logrolling among board members.

My confidence in the administrative superiority of the single-headed state department is so great that I believe only the most compelling reasons should justify the extension of multi-headed units, and then only if each Governor is granted appointment power corresponding exclusively with his term of office. I would further support legislative approval of each multi-headed unit including statutory identification of its function.

#### Section 4.24 Executive Clemency

I support the Draft Constitution's provisions concerning executive clemency. I agree that gubernatorial power to grant a *nolle prosequi* should be removed from our future constitution and that the stipulation for newspaper publication of gubernatorial action in cases of pardons should be deleted because it is superfluous.

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### STATEMENT ON CAPITAL PUNISHMENT

October 10, 1967

Since taking office last January 25th, I have given intensive and careful deliberation to the question: Should capital punishment be abolished in Maryland?

It had been my initial thought that I would appoint a committee of penal experts and distinguished citizens to study the subject and make recommendations. But I find it has been studied exhaustively, and there is nothing new to be gained through a retracing of the same ground. Most penal experts are in agreement that the death