

budget to be prepared, that the studies will be of such a nature that the legislature will have its own analysts who are experts on some of the great big departments, so that when the time comes, it will not be the legislature looking at the budget and saying "Why do you need three more stenographers in your department over last year", which is not the way to check the budget, but "What is this program that you estimate will cost one million; what do you estimate it will cost three years from now, or five years from now? What are we embarking upon? How do we consider these changes?"

This is the difference between a line by line examination and a real examination of the budget.

Now, this is submitted to the General Assembly and as the constitution stands at the present time, it almost grinds everything else to a halt in the General Assembly.

The two largest committees are taking up the budget. Sometimes they meet together, the Ways and Means and the Finance Committee. Sometimes they do not meet together. Sometimes the director of a department rushes over in the morning to the Senate Finance Committee for a hearing on his department, and that very afternoon he has to rush over to the Ways and Means Committee to discuss the identical ground that he had covered that morning.

We hope that all of this will be worked out in such a way that perhaps with joint hearings we can conserve the time of these workers in the vineyard who are trying to explain to the legislature what the real effect of the budget is.

Now, the governor delivers his budget, it is classified, it is determined in detail by law, and then the presiding officers introduce the budget and the governor may correct an oversight, he may appropriate funds that are contingent on passage of pending legislation, he may provide for an emergency.

As the legislature is meeting, sometimes a new program is developed. The governor may provide for that program, but having no authority of law, he will be waiting for the General Assembly to pass a statute covering it.

This is put in by him in what we call a supplementary budget, which is delivered in the same way but as a practical matter, it is incorporated in the governor's whole budget and you will find that his supple-

mentary appropriation is ultimately a part of the one great big budget.

Each amendment must be accompanied by a statement from the governor explaining the reasons for these additional items.

The General Assembly may amend the budget by increasing any item that relates to the legislative or the judicial branches. This is the only authority that they have for increase, but they may reduce or strike out any item except the money that is required for the payment of interest and principal on our bonds, and for the appropriations that are required by law for the public school system.

It cannot juggle, play with, or change the estimated income or revenues. This is certified to by the governor who has a special board of revenue estimates, provided by law. This will be changed, as I understand, as a result of some of the things that we have done to provide for different officers, but they will be under the executive department, determining what the estimates of revenue will be.

Now, the compensation of a public officer may not be decreased during his term of office. This is a provision which I am sure you will understand, because it is so plainly a requirement. It is one which prevents the executive from destroying or making powerless either of the other two branches of government.

Now, this brought us face to face with one of the problems that we hear mentioned from time to time: why should the legislature not have the right to increase the budget, change the items upward?

If this were to happen, then you have destroyed the executive budget, because if the legislature has the right to take the governor's budget, chop it down as it decides and then provide for increases as the legislature may decide, you have ended the executive budget as we understand it.

But the legislature is not powerless, it is not helpless; it has the power to make supplementary appropriations, except that when it does so it must provide the taxes to cover them.

I want to get back to the fact that we say that there can be no decrease in salaries. There has been raised the question about what right you have to increase salaries of public officials during their term of office.

We asked Dr. Carl Everstine, the Director of the Department of Legislative Reference, who has had a lifetime of experience