

"To cool it," replied Jefferson.

"Exactly," replied Washington. Therefore, I think, if you will allow me a colloquialism, one of the purposes of the bicameral General Assembly is to cool it a bit, to see to it that so-called hasty and ill-conceived legislation is not too swiftly passed before the passions of the moment are spent and before proper and full, calm deliberation can take place.

So it is quite true, therefore, that in addition to having bicameralism in our State's history and tradition, by and large throughout our entire expanse from 1634, that we maintain opportunity to cool passion.

As was suggested in the Commission report, the two houses provide a technical review and tend to minimize careless legislation. A two house system also permits the graduation of a member from one house to the other, and I might say on some occasions the demotion from the Senate to the House.

It is not improper for me at this time to observe that in Dr. Michener's paper which you had laid before you, it is said that the Maryland Senate was supposed to be compared somewhat to the House of Lords. I think those of us who have served with former or present members of the Senate at this particular Convention can well attest to the strength of that principle, as has been shown in the testimony and the Committee debate here.

It is said that a bicameral legislature is more difficult to corrupt than a unicameral legislature, the theory being, I suppose, that it is more costly to corrupt two houses than one.

With a bicameral legislature, and presumably with the larger number of persons who would be represented when adding both houses together, one would presume that there would be more legislators for the populace to know, so that the opportunity for personal contact on the part of the constituents with those who represent them, both in the upper house and the lower, would be greater than if one had a unicameral body, which had an aggregate body less than the total number of both the House and the Senate in the bicameral General Assembly.

Another argument made for bicameralism is it allows for differentiation in two chambers of different interests, such as rural and economic interests. In this respect I might say, anticipating a further section

of the report, that it was the desire of the Committee on the Legislative Branch not to have the Senate district serve geographically as an identical base with that of the Legislative District. You will see in the structuring of the General Assembly that what we have provided is a Senate district, within which are located three whole House districts. This would mean that within a single Senate district one would have three members of the House, one from each of the three House districts, and one member of the Senate. The purpose would be to have the Senator represent three times the population that an individual Delegate representative would represent and thus enable him to have a broader outlook and a larger, regional approach to the particular subjects of controversy or legislation which might lie before him.

I think that the arguments presented in the Michener Report are summed up more fully and completely in the report of the Commission draft, which begins on page 125.

As you will see from the Committee recommendation, and I do not plan to go into what has been presented rather fully, it is perfectly plain that bills which pass from the House to the Senate and vice versa are reconsidered, are amended and on many occasions are killed. If one should adopt the point of view, as many people do, that one of the purposes of a State legislature is to legislate selectively and well rather than too profusely and quantitatively, then certainly the operation of the second house which might eliminate bad legislation and correct legislation that might be bad if passed in the form in which it was enacted in the first House, in all respects acts not only to clear up technical difficulties, but also gives one an opportunity to offer substantive amendments, and on occasion, when necessary, to kill a bill which should not have been passed at all.

I might say here, too, that 49 of the 50 States of the Union use the bicameral system. It is true that there was some early experimentation in the New England States with the unicameral system through 1838, but by and large, with the exception of the State of Nebraska, the bicameral system has been a tradition in State legislatures.

Admittedly, the bicameral house has been done away with in most of the urban communities and the large metropolitan cities of the United States, but with the exception of Nebraska which went from bicameral to unicameral in 1937, the States of