

passed by a majority of the total membership of each house, provided that every such appropriation is embodied in a separate bill limited to a single work, object or purpose, and provided that each such appropriation includes a revenue measure in the form of a direct or indirect tax sufficient to pay the appropriation thereby made. Supplementary appropriation bills are subject to the governor's veto.

The above constitutes the general scheme by which primary control of the budget is placed in the hands of the governor and secondary control in the hands of the General Assembly. However, there are exceptions to or limitations upon the general scheme. It is mandatory that the governor include certain appropriations in his budget. These are appropriations for the General Assembly, for the judiciary, for the payment and discharge of principal and interest on the public debt, for salaries which the State is legally obligated to pay, for the maintenance of the public school system and for such other purposes as are set forth in the Constitution or laws of the State. Moreover, the estimates for the General Assembly certified by the presiding officer of each house, for the judiciary as provided by law and certified by the comptroller, and for the maintenance of the public school system as provided by law are not subject to revision by the governor. The other estimates submitted by agencies, officials and institutions receiving funds may be revised by the governor after a public hearing. A minimum limitation is thereby placed upon the governor's primary control of the budget in order to ensure the separation and balance of powers and to safeguard other provisions of the Constitution relating to financial matters.

The General Assembly is similarly pro-

hibited from reducing any appropriations so as to affect the obligations of the State embodied in Article III, Section 34 regarding the public debt, the requirements of Article VIII regarding the public school system, or the payment of any salaries which are, under the provisions of the Constitution, required to be paid by the State. Moreover, the salary of any public officer may not be diminished during his term of office. The General Assembly's secondary control over the budget is, therefore, limited to safeguard the balance of powers and the Constitutional provisions relating to financial matters. On the other hand, the General Assembly is permitted to increase appropriations in the budget bill for the judiciary, and it may increase or decrease appropriations for the General Assembly.

The Budget Amendment has not been significantly altered since its adoption in 1916. In 1948, paragraph (3) was amended to require the governor to submit the budget to the General Assembly annually rather than biennially, and in 1964 the date for submission of the budget was changed.

The governor's power described in paragraph (5) to amend the budget with the consent of the General Assembly and before final action has been taken on it was extended to include amendments for the purpose of providing funds contingent upon passage of pending legislation in addition to amendments for the purpose of correcting oversights and for emergencies. These provisions may warrant some further revision, for the Commission on Administrative Organization of the State (of which Simon E. Sobeloff was Chairman) in its first interim report³ found that in practice the power of amendment granted the governor had

³ COMMISSION ON ADMINISTRATIVE ORGANIZATION OF THE STATE, THE MARYLAND BUDGET SYSTEM 24-25 (1951).