

dorsed by three-fifths of the members of both houses of the Assembly. The fact that, as spelled out in the Constitution, the Governor may only say "no" to a bill does not mean necessarily that he acts only negatively in the formation of legislation. On the contrary, the veto can be, and is, frequently used in a positive way. For example, if a chief executive lets it be known that a measure may receive his veto if it is passed in a certain form, legislators bear this fact in mind, and the executive thus may exercise a positive influence on the character and form of legislation.

One section of our Maryland Constitution provides that "he (the Governor) shall, from time to time, inform the Legislature of the conditions of the State and recommend to their consideration such measures as he may judge necessary and expedient." This section has been interpreted as conferring upon the Governor not only the authority, but the obligation to propose legislation. And not only that, the people now look to the Governor, just as they do to the President of the United States, to exert all of his influence and power to secure favorable action upon the program he has proposed.

It is the responsibility of the Governor each year to submit to the General Assembly a State budget, which is a detailed plan for financing all governmental functions and services. He has the ultimate responsibility, thus, for designing and programming the State government — for determining what services are to be provided for the people, the amount and extent of such services, how they are to be operated, how they are to be financed.

In many respects, the preparation of a budget — planning the annual expenditures and revenues of State government — is the greatest responsibility and the heaviest problem a Governor of Maryland has to face. Preparing a budget for a government of three and a half million people means finding the right answers to a number of plaguing and perplexing questions: What services do the people want? What services do they need? 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? It is characteristic of human beings, I think, to want as much as they can get for as little in taxes as possible. But it is perfectly obvious that government can no more provide goods and services free of cost than can the individual.

We have in Maryland what is called an "executive budget," and under that system it is the Governor primarily who must provide the answers to those baffling, tormenting questions which I raised a