

**GENERAL REPORT**  
**OF THE**  
**JOINT STATE GOVERNMENT COMMISSION**

**1947-1949**



**JOINT STATE GOVERNMENT COMMISSION**  
**ROOM 450, CAPITOL BUILDING**  
**HARRISBURG, PENNSYLVANIA**

## LETTER OF TRANSMITTAL

*To the Members of the General Assembly of the  
Commonwealth of Pennsylvania:*

There is submitted herewith the General Report of the Joint State Government Commission.

The General Report deals briefly with the assignments made to the Commission by the General Assembly of 1947, and the projects initiated by the Commission under authority of Act No. 459, Session of 1937, as amended by Act No. 380, Session of 1939, Section 2(b).

This report is designed to serve as a reference guide for the members of the General Assembly. It is divided into six parts. Parts I to IV, inclusive, outline the findings of Commission studies undertaken in accordance with specified directives. Whenever findings of fact eventuated into Commission recommendations, the suggested policies are briefly outlined. Part V lists studies which were initiated by the Commission. Part VI presents a listing of the committees created by statute, the subcommittees of the Commission which were created in accordance with Act No. 4, Session of 1943, Section 1, and the administrative and technical staff of the Commission.

Specific Commission recommendations are embodied in bills drafted by the Legislative Reference Bureau. These drafts will be submitted for the review, consideration and action of the General Assembly.

On behalf of the Commission, the splendid cooperation of the subcommittees, their advisors and the Legislative Reference Bureau is gratefully acknowledged. The Commission regrets the deaths, during this biennium, of Clarence D. Becker, member of the Joint State Government Commission on the part of the Senate, and Senator Henry I. Wilson and Representatives Furman H. Gyger and Thomas B. Stockham, members of subcommittees.

Recognizing the need for up-to-date, reliable, factual information, competently analyzed and compactly presented, the Commission has carried out the following recommendation made to the 1947 General Assembly:

“The research facilities of this Commission should be enlarged by the addition of a permanent research division, staffed with qualified research assistants especially trained in governmental research work,—trained to find facts, analyze information, and prepare impartial reports.”

To aid in the solution of the increasingly complex problems, such facilities are now maintained by the Commission to better serve the General Assembly.

WELDON B. HEYBURN, *Chairman*

*Joint State Government Commission  
Capitol Building  
Harrisburg, Pennsylvania  
January, 1949*



## Table of Contents

	<i>Page</i>
PART I. STUDIES DIRECTED BY ACTS OF ASSEMBLY .....	5
1. State-Local Highway Financing .....	5
2. Post-High School Education .....	5
3. Tax Study .....	6
PART II. STUDIES DIRECTED BY CONCURRENT RESOLUTIONS .....	7
1. Vehicle and Tractor Codes .....	7
2. Alcoholism .....	8
3. Mental Health Laws .....	8
4. Penal Laws and Criminal Procedure .....	8
5. Juvenile Delinquency .....	9
6. Historical Survey .....	9
PART III. STUDIES DIRECTED BY SENATE RESOLUTIONS .....	11
1. Decedents' Estates Laws .....	11
2. Corporations and Cooperatives .....	11
3. Retirement Systems and Laws .....	12
4. Labor Laws .....	12
5. Group Insurance Laws .....	12
6. Public Library Services .....	13
7. Administrative Agencies .....	13
8. Administrative Code .....	14
9. Legislative Subpoena Powers .....	14
PART IV. STUDIES DIRECTED BY HOUSE RESOLUTIONS .....	15
1. Susquehanna River Fishways .....	15
2. Uniform Practice and Procedure .....	16
3. Commonwealth-Owned Tax-Exempt Real Property..	16
4. Pennsylvania's Industrial Economy .....	17
PART V. STUDIES INITIATED BY THE JOINT STATE GOVERNMENT COMMISSION .....	19
1. Education .....	19
Codification of School Laws .....	19
Hatfield Case .....	19
Vocational Education .....	19
2. Legislative Journal .....	19
3. Unemployment Compensation .....	20
4. Philadelphia City-County Government Survey .....	20
PART VI. THE JOINT STATE GOVERNMENT COMMISSION .....	21
1. Committees and Subcommittees .....	21-26
2. Technical Staff .....	27





## PART I

### STUDIES DIRECTED BY ACTS OF THE GENERAL ASSEMBLY

Twenty-eight studies and investigations were undertaken. Three of these were directed by acts of the General Assembly. They are State-Local Highway Financing, Post-High School Education, and Tax Study.

#### 1. State-Local Highway Financing

(Senate Concurrent Resolution Serial No. 129, adopted by the Senate, April 25, 1945, concurred in by the House, May 4, 1945; Act No. 55-A, App. Acts P. L. 40, approved May 29, 1945; Act. No. 12-A, App. Acts P. L. 22, approved May 23, 1947.)

##### *Legislative Mandate:*

To make a thorough and impartial study, to develop a sound and scientific financial highway program for the Commonwealth and the political subdivisions and an equitable basis for State aid to local governments for highway purposes.

##### *Investigation:*

Continued the study of the bases for State aid to local governments for highway purposes and invited suggestions from interested groups.

Evaluated the suggestions received.

##### *Strategic Facts:*

The Commission was concerned with the following: (1) maximum development of locally-administered highways, (2) allocation of State aid by the Commonwealth, and (3) safeguards necessary to assure economical expenditures of State allocations.

##### *Recommendations:*

The study has developed several alternative plans to carry out the above mentioned aims on a permanent basis.

[ SEPARATE REPORT  
TO BE ISSUED ]

#### 2. Post-High School Education

(Act No. 565, P. L. 1476, approved July 8, 1947.)

##### *Legislative Mandate:*

To study the educational facilities and needs of the citizens in the field of formal education commencing with graduation from high school; the present college facilities, their financing, administration, the courses offered in said colleges and the educational needs of the applicants for admission to college, by and with a committee created by statute. This committee consisted of fifteen representatives of educational and other interests in the several geographic sections of the State, ten appointed by the Governor, two appointed by the Speaker of the House of Representatives, two appointed by the President pro tempore of the Senate, together with the Superintendent of Public Instruction.

##### *Investigation:*

The President of Temple University, Robert L. Johnson, was elected chairman of the committee and Theodore A. Distler, President of Franklin and Marshall College, was elected vice-chairman.

The committee urged that the Joint State Government Commission employ a survey director to plan and superintend the researches of the committee, and requested that Dr. George Alan Works, formerly Dean of the School of Education of the University of Chicago, be engaged to serve in this capacity. The Commission followed the committee's recommendation.

Dr. Works, in turn, selected a number of educators and others to serve as consultants. The Chairman of the Joint State Government Commission, acting under the authority of Act No. 459, Session of 1937, as amended, appointed five



advisors in order to give representation to additional types of institutions offering post-high school instruction.

On September 13, 1948, the committee and its advisors met to consider the Summary Statement and Recommendations of the Survey Director and to formulate its recommendations. Subsequent to the meeting, copies of the recommendations as agreed upon were submitted to the members of the committee and the advisors for comment. Dr. Ralph Cooper Hutchison, Dr. Francis B. Haas, Senator Frederick L. Homsher and Representative John N. Hoffman advised that they did not subscribe to all of the recommendations contained in the report. Others indicated a desire to file minority reports at a later date.

On September 28, 1948, the committee chairman presented the Official Report of the Committee on Post-High School Education to the Joint State Government Commission.

As required by statute, the Joint State Government Commission filed a report with the Governor and the General Assembly on November 15, 1948.

#### *Strategic Facts:*

Pennsylvania places heavy dependence on student fees as a source of educational income. This practice, unless other sources of income can be increased, places a relatively heavy burden on the students to meet the cost of their education. Considerable numbers of able youths are deprived of the opportunity for higher education as a result of their economic status.

Further study of the subject is necessary before specific recommendations may be made.

#### *Recommendations:*

In view of the divergence of opinion indicated above, the Joint State Government Commission has directed its technical staff to review and sup-

plement the material collected by the Committee on Post-High School Education.

[ **SEE SEPARATE REPORT:**  
*Findings and Recommendations of the Committee  
on Post-High School Education, November, 1948* ]

### 3. Tax Study

(Act No. 562, P. L. 1468, approved July 9, 1947.)

#### *Legislative Mandate:*

A Tax Study Committee, two members of which were appointed by the Governor, two by the President pro tempore of the Senate, two by the Speaker of the House of Representatives, and the Secretary of Commerce as chairman, was directed to study the tax laws of the Commonwealth and of other states and countries in order to ascertain ways and means of financing the Commonwealth and its political subdivisions upon a more scientific and equitable basis, and to make a report to the Governor and the General Assembly by February 1, 1949.

#### *Investigation:*

The Tax Study Committee reviewed the tax systems in neighboring and comparable industrial states; considered the effect of such systems if applied to the economy of Pennsylvania; reviewed other types of taxation not now employed in Pennsylvania and the amount of revenue such would produce; evaluated all the so-called emergency taxes and emergency tax rates. The Committee will, by February 1, 1949, specifically report its findings.

#### *Strategic Facts:*

There is apparent need for the reenactment of some emergency taxes and tax rates on a permanent basis and for modification of other taxes as well as for discontinuing others now in effect.

#### *Recommendations of the Committee:*

That some of the emergency taxes and tax rates be reenacted on a permanent basis and



modified and related to the suggested corporate tax structure; and that others, such as the soft drinks tax, be discontinued. That certainty in ascertaining business taxes and elimination of double taxation ought to be achieved by the elimination of the corporate loans tax, capital stock tax, corporate franchise tax, and the present corporate income tax, and the substitution of a corporate privilege tax based upon (1) earnings or

(2) capital employed or (3) a minimum charge, whichever is the highest, at a rate which will produce the same amount of revenue now paid under the tax statutes whose abolition is contemplated. Additional recommendations and suggestions will be set forth in the separate report of the Tax Study Committee.

[ **SEPARATE REPORT**  
**TO BE ISSUED** ]

## PART II

### STUDIES DIRECTED BY CONCURRENT RESOLUTIONS

Six of the twenty-eight studies and investigations were undertaken by the Commission as directed by Concurrent Resolutions of the Senate and the House of Representatives. They are Vehicle and Tractor Codes, Alcoholism, Mental Health Laws, Penal Laws and Criminal Procedure, Juvenile Delinquency, and Historical Survey.

#### 1. Vehicle and Tractor Codes

(House Resolution No. 22, March 12, 1947; agreed to April 8, 1947.)

##### *Legislative Mandate:*

To study, revise and prepare for reenactment The Vehicle and Tractor Codes, with amendments and separate laws properly to be incorporated therein.

##### *Investigation:*

Reviewed suggestions received from Pennsylvania State Police, Department of Revenue, Department of Highways and interested citizens' groups; considered proposals advanced at a public hearing on July 21, 1948; and prepared a codification of the vehicle and tractor laws.

##### *Strategic Facts:*

The Vehicle and Tractor Codes were last codified in 1929; since then frequent amendments

have been made and laws on related subjects have been enacted.

##### *Recommendations:*

That existing law be codified and enacted as one Act of Assembly.

That separate bills be introduced to accomplish the following:

(a) Operators of heavier than "U" classification commercial vehicles be required to pass a special examination.

(b) A driver-training program be provided in the public schools, financed from the Motor Fund, and that the learner's permit fee be increased 50 cents to aid in financing the proposal.

(c) Legal recognition of the "white cane" as a signalling device for the blind when used at intersections.

(d) Uniform maximum rate of speed for all vehicles be set at 50 m.p.h. (not to affect traffic on Turnpike).

(e) Operators be permitted to drive commercial vehicles already covered by liability insurance without being required to provide additional financial responsibility coverage.

(f) Vehicle numbers be used for identification instead of engine numbers.

(g) Traffic be required to stop before passing



a school bus; school bus operators be required to pass a physical examination as well as a special examination to determine fitness to operate such vehicles.

## 2. Alcoholism

(House Resolution No. 20, March 12, 1947; agreed to May 13, 1947.)

### *Legislative Mandate:*

To study problems relating to the effects of alcoholism; survey methods of treatment and rehabilitation of persons so addicted; gather and compile pertinent data and investigate the experience of existing organizations and adequacy of clinical facilities; recommend methods for dissemination of information.

### *Investigation:*

Surveyed the available literature on the subject; held public hearing, February 25, 1948, in Harrisburg, at which lay and professional groups were afforded an opportunity to present facts and views; visited the C. Dudley Saul Clinic, St. Luke's and Children's Medical Center, Philadelphia, on August 10, 1948.

### *Strategic Facts:*

The problem of alcoholism is most acute in urban areas. Informed medical opinion concludes that alcoholism is a sickness, that generally it is not curable, but that many alcoholics can be rehabilitated, and that the so-called "short treatment" has achieved the best results.

### *Recommendations:*

That an appropriation be made to qualified clinics in the Philadelphia and Pittsburgh areas, conditioned upon the development of research in alcoholism; that the Department of Health develop forms for the collection of reliable statistics; that instruction of nurses and medical students in this field be encouraged.

[ **SEE SEPARATE REPORT:**  
*Alcoholism, December, 1948* ]

## 3. Mental Health Laws

(Senate Resolution No. 108, March 3, 1947; concurred in by the House of Representatives May 19, 1947.)

### *Legislative Mandate:*

To survey, investigate and consider laws relating to mental health; revise and restate same in codified form.

### *Investigation:*

Compiled provisions of Mental Health Act of 1923, miscellaneous provisions relating to mental health generally, acts relating to lunatics and habitual drunkards and guardianship of weak-minded persons, general provisions as to hospital patients, and State mental institutions; reviewed problems relating to "sexual psychopaths."

### *Strategic Facts:*

The Commonwealth is engaged in carrying out an extensive mental health program; aspects of the problem dealing with "habitual drunkards" and youthful offenders have been considered in the studies on alcoholism and juvenile delinquency, and recommendations applying to these appear in the Commission's reports on these subjects.

### *Recommendations:*

That revision and codification of the mental health laws follow the extensive mental health program now in progress, in order that all necessary areas may be adequately covered.

## 4. Penal Laws and Criminal Procedure

(Senate Resolution No. 113, March 10, 1947; concurred in by the House of Representatives May 26, 1947.)

### *Legislative Mandate:*

Continue the survey, investigation and consideration of penal laws and laws of criminal procedure; revise, restate and codify same.



*Investigation:*

Reviewed the penal laws of the Commonwealth, and prepared a proposed codification of the same, together with a reference table relating the sections thereof to sections of existing law, which will be made available to members of the General Assembly.

Ten advisors were appointed, under authority of Act No. 459, Session of 1937, as amended, to assist in the preparation of a code of criminal procedure.

*Strategic Facts:*

No general codification of the penal laws has been undertaken since 1939 and no codification of the laws of criminal procedure since 1860; numerous amendments to such laws have caused confusion.

*Recommendations:*

That the penal laws and laws relating to criminal procedure as redrafted be enacted in codified form.

## 5. Juvenile Delinquency

(House Resolution No. 58, May 27, 1947; agreed to June 4, 1947.)

*Legislative Mandate:*

To list, study and appraise the problems relating to juvenile delinquency—namely, its underlying causes, the adequacy of existing governmental and private agencies to prevent juvenile delinquency, and measures which will conserve and improve the conditions of youth in the Commonwealth.

*Investigation:*

Studied the problems relating to juvenile delinquency and the steps taken in other states to correct it; conferred with groups and agencies interested in child welfare and youth adjustment problems; held a public hearing on February 11, 1948; and consulted with experts in child guid-

ance and preparation of legislation dealing with juvenile behaviour.

*Strategic Facts:*

Juvenile delinquency increased during the war years, but since the end of the war has declined; it has been more pronounced in metropolitan than in suburban areas. Juvenile behaviour may be controlled through guidance in the homes and in the schools; juvenile offenders can, in most cases, be rehabilitated. There is apparent need of a youth authority to cope with the problem. Other states have recently adopted youth authority acts which meet many of the problems existing in Pennsylvania.

*Recommendations:*

That youth guidance clinics be established in the office of the county superintendents of schools; that two experimental forestry camps be established to accommodate selected youthful offenders; and that establishment of a Youth Conservation Board, similar to the agencies established in other states, be authorized.

[ **SEPARATE REPORT  
TO BE ISSUED** ]

## 6. Historical Survey

(Senate Resolution No. 124, May 27, 1947; concurred in by the House of Representatives, June 11, 1947.)

*Legislative Mandate:*

To survey and prepare, in cooperation with the Pennsylvania Historical and Museum Commission, a list of historic buildings and sites and archaeological sites of distinctive significance.

*Investigation:*

In collaboration with the Pennsylvania Historical and Museum Commission, compiled a list of buildings and sites deemed to be of distinctive significance; supplemented same by additions furnished through county historical societies of the

Commonwealth; appointed a committee of advisors to assist in the appraisal and rating of listings.

*Strategic Facts:*

Each county of the Commonwealth can boast significant historical treasure worthy of concern for its preservation.

*Recommendations:*

That only those buildings and sites designated by the Pennsylvania Historical and Museum Commission, with the guidance of the committee of advisors, should be of prime concern to the General Assembly.

[ **SEPARATE REPORT**  
**TO BE ISSUED** ]



## PART III

### STUDIES DIRECTED BY SENATE RESOLUTIONS

By direction of Senate Resolutions, nine studies were undertaken. They are Decedents' Estates Laws, Corporations and Cooperatives, Retirement Systems, Labor Laws, Group Insurance Laws, Public Library Laws, Administrative Agencies, Administrative Code and Legislative Subpoena Powers.

#### 1. Decedents' Estates Laws

(Senate Resolution, Serial No. 34, adopted March 10, 1947.)

##### *Legislative Mandate:*

To further study, revise and prepare for re-enactment the Orphans' Court Partition Act, the Orphans' Court Act, the Revised Price Act, the Register of Wills Act and the Fiduciaries Act, together with all of their supplements and all separate laws that should properly be incorporated therein, and to present them for the consideration of the General Assembly.

##### *Investigation:*

Studied existing laws on the subject; prepared with the guidance of the Advisory Committee on Decedents' Estates Laws, a proposed draft of a Fiduciaries Act, a Fiduciaries Investment Act, and amendments to the Register of Wills Act, the Orphans' Court Act, the Orphans' Court Partition Act, and the Revised Price Act.

##### *Strategic Facts:*

Found necessity for revising and amending existing laws and for redrafting the Fiduciaries Act and the Fiduciaries Investment Act.

##### *Recommendations:*

That the proposed Fiduciaries Act, Fiduciaries Investment Act and the prepared amendments to other decedents' estates laws as finally prepared be adopted.

[ **SEPARATE REPORT**  
**TO BE ISSUED** ]

#### 2. Corporations and Cooperatives

(Senate Resolution No. 42, adopted April 1, 1947.)

##### *Legislative Mandate:*

To review, investigate, study and consider all of the laws dealing with and relating to corporations and cooperatives and to report its findings to the next session of the General Assembly.

##### *Investigation:*

Reviewed statutes relating to cooperatives, the Business Corporation Law and its amendments, and miscellaneous statutes relating to business corporations and the Nonprofit Corporation Law and its amendments and miscellaneous statutes relating to nonprofit corporations; reviewed and evaluated changes in existing law suggested by the Secretary of the Commonwealth; conferred with the members of the Committee on Corporation Law of the Pennsylvania Bar Association concerning such proposed changes.

##### *Strategic Facts:*

Basic corporation laws of the Commonwealth have been found to work reasonably well and require only such changes as will facilitate their administration. These changes may be achieved by amendment to the present law.

##### *Recommendations:*

The recommendations are concurred in by the Department of State and the Committee on Cor-



poration Law of the Pennsylvania Bar Association, and are incorporated in drafts of bills to be submitted to the General Assembly.

### 3. Retirement Systems and Laws

(Senate Resolution Serial No. 55, adopted May 7, 1947.)

#### *Legislative Mandate:*

To survey, investigate and consider the various retirement systems and laws, to revise and restate such laws, and to report findings and conclusions to the General Assembly with bills for introduction embodying the results of the studies.

#### *Investigation:*

Considered the suggestions of interested groups and individuals on changes in existing law; consulted with experts on retirement systems; surveyed present retirement systems and laws affecting them; made a comparison between the State Employees' and the School Employees' Retirement Systems.

#### *Strategic Facts:*

The three Pennsylvania retirement systems: State Employees' Retirement System, the School Employees' Retirement System and the Municipal Employees' Retirement System (not yet in operation), differ in many respects but also have certain elements in common. All systems are funded. All call for contributions from employe and employer and are made by payroll deduction and by appropriations on the basis of estimates made by the respective retirement boards. All make allowance for disability. They differ with respect to administrative responsibility and management, assumption of administrative costs, coverage, guarantee of obligation, rates of interest payable by the employer, and employes' contributions and benefits.

#### *Recommendations:*

That the facts gathered in this study be incorporated in a report to be submitted to the mem-

bers of the General Assembly for their information.

[ **SEPARATE REPORT**  
**TO BE ISSUED** ]

### 4. Labor Laws

(Senate Resolution Serial No. 62, adopted May 12, 1947.)

#### *Legislative Mandate:*

To study and investigate the labor laws of this and other states, the advantages and disadvantages, merits and effects and to report its findings to the next session of the General Assembly, together with such legislation as it deems necessary to carry out its recommendations.

#### *Investigation:*

Prepared a list of state regulation of labor relations and a summary of significant labor laws of Pennsylvania; studied the labor laws of Pennsylvania and other comparable states; considered the suggestions of interested persons and groups.

#### *Strategic Facts:*

The all-inclusive jurisdiction of the Federal labor laws reduces the field within which State labor laws are now operative.

#### *Recommendations:*

That the machinery provided by State laws be sufficiently coordinated with Federal legislation to provide maximum disposition of labor disputes on the State level.

### 5. Group Insurance Laws

(Senate Resolution Serial No. 63, adopted May 13, 1947.)

#### *Legislative Mandate:*

To survey, investigate and consider the laws relating to group health and accident insurance and



group life insurance; to revise and restate such laws; and to report its findings and conclusions to the next regular session of the General Assembly with bills for introduction embodying the results of its studies.

*Investigation:*

Contacted insurance organizations and requested their suggestions on the subject; compared existing Pennsylvania laws with model statutes; reviewed the following aspects of group insurance: coverage of all types of group life insurance, group accident and health insurance, blanket health and accident insurance and franchise health and accident insurance.

*Strategic Facts:*

Pennsylvania laws relating to group life, group health and group accident insurance seem similar to the model bills and suggestions submitted by the various organizations contacted, although controversy exists as to the types of groups to whom issued and maximum amounts allowable.

*Recommendations:*

Recommendations are embodied in bills to be introduced at the current session of the General Assembly.

## 6. Public Libraries

(Senate Resolution Serial No. 66, adopted May 26, 1947.)

*Legislative Mandate:*

To study public library services throughout the Commonwealth and to report and recommend to the General Assembly such changes in the legal structure, organizing, supervising and financing of such services as are desirable to promote the establishment of additional libraries and the adequate maintenance of all public libraries throughout the Commonwealth.

*Investigation:*

Studied the existing legal structure, organization and financing of the State's public libraries and the extent to which such facilities are being used.

*Strategic Facts:*

Approximately 70% of the residents of Pennsylvania have access to free, nonsectarian libraries. All municipal corporations, including counties as well as school districts, have statutory authority to establish public libraries and to aid in their maintenance. The Commonwealth makes biennial appropriations to free, nonsectarian county public libraries. Local authorities do not fully exploit their statutory capacity on behalf of libraries.

*Recommendations:*

In view of the fact that local authorities do not take full advantage of existing statutory authority, no changes in Pennsylvania's library laws are recommended.

[ **SEE SEPARATE REPORT:**  
*Public Libraries, January, 1949* ]

## 7. Administrative Agencies

(Senate Resolution Serial No. 70, adopted June 12, 1947.)

*Legislative Mandate:*

To review, investigate, study and consider the problems arising from administrative bodies, boards and commissions and the exercise of legislative powers delegated to them and to report its findings and conclusions with proposed legislation to the General Assembly.

*Investigation:*

Studied problems arising from administrative boards, commissions, etc.; prepared an annotated listing of administrative departments, boards and commissions; reviewed proposals relating to administrative agencies from individuals and groups.



*Strategic Facts:*

Charges and allegations as to particular boards were received. Comprehensive investigation of these charges appears to be beyond the scope of the Senate Resolution.

*Recommendations:*

That boards, agencies and commissions should consult with the Attorney General with a view to improving procedural practices.

## 8. Administrative Code

(Senate Resolution Serial No. 33, adopted March 10, 1947.)

*Legislative Mandate:*

To study, revise and prepare for reenactment "The Administrative Code of 1929" and laws on subjects related thereto. To include revisions to the code which eliminate and revamp existing boards, commissions and agencies or create new ones where the ends of efficient administration would be best served.

*Investigation:*

Studied "The Administrative Code of 1929"; prepared a compilation of amendments to the code made since 1929 and a catalog of administrative departments, boards and commissions showing method of creation and legislation governing their operation; considered suggestions made by departments, etc.

*Strategic Facts:*

Amendments to The Administrative Code are needed to eliminate obsolete text and to further facilitate its administration.

*Recommendations:*

Recommendations are incorporated in drafts of bills to be submitted to the General Assembly.

## 9. Legislative Subpoena Powers

(Senate Resolution Serial No. 71, adopted June 13, 1947.)

*Legislative Mandate:*

To study and investigate the rights and powers of the General Assembly and its committees and their subcommittees to compel the attendance of witnesses and the production of evidence and testimony necessary to the complete transaction of the business of the General Assembly, and to report findings and conclusions.

*Investigation:*

Examined the constitutional and statutory provision conferring subpoena power upon the committees of either branch of the General Assembly.

*Strategic Facts:*

Right of legislative subpoena power is recognized in the Constitution, Article II, Section 11, and failure to obey such subpoena is made a crime punishable under the provisions of Act No. 375, 1939, P. L. 872, Section 212, which provides:

"Whoever wilfully neglects or refuses to appear and testify before any committee of either branch of the General Assembly or before any joint committee thereof, after being duly served with a subpoena to so appear, or is in contempt, by reason of any such neglect or refusal so to appear and testify, or either, is guilty of a misdemeanor, and on conviction thereof, shall be sentenced to imprisonment not exceeding one (1) year, or to pay a fine not exceeding five hundred dollars (\$500) or both."

Doubt has arisen as to the mechanics of enforcement of this right.

*Recommendations:*

That legislation be enacted prescribing the procedural steps necessary to compel compliance and to punish those who refuse to obey the legislative subpoena.



## PART IV

### STUDIES DIRECTED BY HOUSE RESOLUTIONS

By direction of House Resolutions, four studies were undertaken. They are Susquehanna River Fishways, Uniform Practice and Procedure, Commonwealth-Owned Tax-Exempt Real Property and Pennsylvania's Industrial Economy.

#### 1. Susquehanna River Fishways

(House Resolution No. 35, adopted April 9, 1947.)

##### *Legislative Mandate:*

To study the problem of constructing fishways around the Safe Harbor, Holtwood and Conowingo Dams on the lower Susquehanna River to permit fish to ascend the river at spawning time and the utilization of newly developed devices for preventing the loss of fish in the hydraulic power plants on the river, with the objective of restoring both recreation and employment and of creating possibilities of migratory fish which once flourished in the Susquehanna River and its tributaries.

To institute, if such study reveals such construction practicable, suitable action to require the owners of these dams to construct fishways as required in the original permit to construct the dams, and in lieu of which the dam owners are paying a small annual penalty.

##### *Investigation:*

Studied the importance of the migratory fish in the lower Susquehanna River; consulted with organizations and groups interested in the preservation and replacement of fish in the river. Consulted with representatives of the U. S. Fish and

Wildlife Service; heard the reports and arguments of the owners of the dams.

##### *Strategic Facts:*

The most important migratory fish in the lower Susquehanna River has been the shad. At one time shad fishing was a significant industry.

Overfishing and pollution reduced the quantity of shad in the river prior to 1910 and the construction of the three dams mentioned in the resolution blocked the spawning migrations. Maximum in-lieu payment now made by the owner of a dam is \$4,000 per year. Owners may install fishways and make no payment. Information on shad is not sufficient to design successful fishways for use on the Susquehanna.

In-lieu payments were sufficient in 1945 to purchase only 57 per cent of the quantity of fish for replacement in the lakes above the dams as was possible in 1930.

The problem of reestablishing the shad is one which Pennsylvania has in common with a number of other Eastern Seaboard States and any solution would benefit them equally.

##### *Recommendations:*

That a resolution be introduced in the General Assembly asking that the Congress of the United States direct a study of the biological and hydraulic factors which must be known if successful fishways are to be designed. That an upward adjustment of the in-lieu payments called for by the present law be considered by the General Assembly.

[ **SEPARATE REPORT**  
**TO BE ISSUED** ]



## 2. Uniform Practice and Procedure

(House Resolution No. 40, Serial No. 47, adopted April 15, 1947.)

### *Legislative Mandate:*

To study the problems of making uniform the practice and procedure before administrative agencies of the State government and of appeals therefrom, as well as the review of regulations promulgated by such agencies; to study the problem of publishing all regulations of State agencies in one register, and making their validity contingent on such publication; and to present recommendations, together with drafts of proposed legislation, for the consideration of the General Assembly.

### *Investigation:*

Prepared a study of the rules and regulations of various boards, commissions and departments; made a summary of statutes of selected states relating to the filing, review and publication of rules and regulations of state agencies; conferred with members of the Section on Administrative Law of the Pennsylvania Bar Association and members of the former Registry Board.

### *Strategic Facts:*

There are no requirements providing for the publication of rules of administrative boards, agencies and commissions. The practice before such agencies is confused by reason of lack of access to rules of procedure.

### *Recommendations:*

That legislation be enacted providing:

That all rules and regulations be filed in the office of the Secretary of the Commonwealth 30 days before the effective date thereof.

That the Secretary of the Commonwealth be required to furnish, upon request, a certified copy of any such rule or regulation.

That each department, board and commission be required to publish its rules and regulations

and furnish copies thereof to the public without charge.

That the Secretary of the Commonwealth be required to maintain a convenient index of all such rules and regulations.

## 3. Commonwealth-Owned Tax-Exempt Real Property

(House Resolution No. 41, Serial No. 48, adopted April 23, 1947.)

### *Legislative Mandate:*

To study, investigate and devise ways and means of compensating the political subdivisions of the Commonwealth with Commonwealth funds for their loss of revenues arising from such real property being exempt from taxation.

### *Investigation:*

Ascertained the extent of state-owned real property in Pennsylvania and the classifications in which it is held, its approximate value, and the amount of revenue it would yield if locally taxed.

### *Strategic Facts:*

Commonwealth property in Pennsylvania is exempt from local property taxes.

The estimated assessed value of Commonwealth-owned property is \$103,616,901. If taxed at the average local rate (1946) of 39 mills, this property would have produced local tax revenue of approximately \$4,040,000.

A comparison of the practices of seven other states and the national government shows that of the jurisdictions compared, none reimburse local subdivisions for tax-exempt property.

Annual in-lieu payments made for 1947 by the Commonwealth on game, forest and flood control lands amounted to \$152,882.74.

### *Recommendations:*

That all departments of State government acquiring title to real property for the purpose of



protecting a Commonwealth investment be required to pay the equivalent of real estate taxes to local subdivisions.

That the tuition of pupils attending public schools whose parents or guardians reside in or on State-owned property and are employed by the Commonwealth be paid by the Commonwealth.

That Commonwealth in-lieu payments now made in connection with Commonwealth or Federal ownership of game and forest lands be increased from five to ten cents per acre.

[ **SEE SEPARATE REPORT:**  
*Commonwealth-Owned, Tax-Exempt Real  
Property, January, 1949* ]

#### 4. Pennsylvania's Industrial Economy

(House Resolution No. 59, Serial No. 71, adopted June 11, 1947.)

##### *Legislative Mandate:*

To make a study and investigation into the cause and reasons for the movement of industry from the Commonwealth and the decrease in the number of new industries being established in the State and to evolve recommendations of a legislative program designed to attract the retention, expansion and growth of industry already located in the Commonwealth and the establishment of new industries therein.

##### *Investigation:*

Conferred with state-wide organizations interested in economic development and studied communications from interested persons and organizations; prepared an outline memorandum showing the industrial development of Pennsylvania for the period 1939-1946; investigated factors influencing the location of industry.

##### *Strategic Facts:*

The resolution which directs this inquiry assumes that industry has not expanded within the Commonwealth, and that the number of new industries being established in this State has been decreasing.

The evidence does not justify these assumptions. New industries have located here, local industry has expanded, and Pennsylvania still occupies a position above the national average. This continued progress has not, however, been sufficiently rapid to maintain at the same relatively high level the better-than-average position held for many years prior to the beginning of the depression.

Factors affecting industry in Pennsylvania which are controllable by the Commonwealth are (1) business taxes, (2) unemployment compensation taxes, (3) availability of well-trained labor, (4) adequacy of basic facilities, such as highways and water supply, and (5) encouragement of research in basic products, such as coal and timber. The first three of these factors are presently under review by separate committees and the findings and recommendations concerning them will be separately reported to the General Assembly. Local ordinances, practices and procedures also may affect industrial locations and economic development. There are other factors which are beyond the control of the Commonwealth but are controllable, or partially so, by private economic units.

The economy of Pennsylvania also has been affected by factors controlled by the Federal Government. This was particularly true in the war years when Pennsylvania received a smaller proportion of "prime" war contracts than its proportion of total pre-war manufacturing business. Also, Federal wartime price controls on products which were important in Pennsylvania's economy did not permit their prices to rise proportionately even as high as the average of all wholesale prices.

##### *Recommendations:*

That the facts gathered in this study be incorporated in a report to be submitted to the members of the General Assembly for their information.

[ **SEE SEPARATE REPORT:**  
*Pennsylvania's Industrial Economy, January, 1949* ]







## PART V

### STUDIES INITIATED BY THE JOINT STATE GOVERNMENT COMMISSION

Pursuant to the authority vested in the Commission by Act No. 459, Session of 1937, as amended by Act No. 380, Session of 1939, Section 2(b), the Commission undertook inquiries into four additional subjects which it deemed "useful to the General Assembly." These studies are: Education, Legislative Journal, Unemployment Compensation and Philadelphia City-County Government. Included in the study of Education were Codification of School Laws, the Hatfield Case and Vocational Education.

#### 1. Education

Problems affecting public schools have been of great interest to the General Assembly and, accordingly, the Commission reviewed the problem of codifying the school laws, the cost and financing of vocational education in Pennsylvania, and the special problems growing out of court decisions affecting the extracurricular activities and permissive use of public school property.

##### *Codification*

The Commission's efforts have been directed toward a faithful codification of existing law, with only such changes as are intended to clarify the text.

[ **SEE SEPARATE REPORT:**  
*Codification of the School Laws, January, 1949* ]

##### *The Hatfield Case*

The decision of the Pennsylvania Superior Court in the case of Hatfield Township School District Auditors' Petition, 161 Pa. Superior Ct.

388 (1947), to the effect that monies collected in the form of admission and membership fees "must be handled exactly as tax monies" has caused confusion and uncertainty in the conduct of desirable extracurricular activities, such as sports and other events traditionally carried on in conjunction with instructional programs in the public schools.

The Commission recommends remedial legislation which will facilitate the financing of extracurricular activities in the traditional manner, subject, however, to official audit and control by local school boards.

[ **SEE SEPARATE REPORT:**  
*The Hatfield Case, November, 1948* ]

##### *Vocational Education*

The Commission ascertained per pupil cost in general and vocational curricula with a view of determining the adequacy of supplemental Commonwealth subsidies for vocational education. The Commission recommends: the requirement of filing consolidated reports, which, among other things, shall show the cost of specific programs and, that the Commonwealth reimburse school districts for vocational educational programs on the same basis as standard subsidies.

[ **SEPARATE REPORT**  
**TO BE ISSUED** ]

#### 2. Legislative Journal

The Commission recognized the concern which members of the General Assembly have had by reason of the delay in making available to the public the record of proceedings of the General



Assembly. The subcommittee created reviewed the present practice of recording and printing of the Legislative Journal. Recommendations on this subject will be made.

### **3. Unemployment Compensation**

Because of the opportunity to obtain advantage to Pennsylvania taxpayers and the public and to further industrial growth in the Commonwealth, it was found desirable to review present provisions of the unemployment compensation laws and revise them in order to take advantage of these benefits and to provide for improvement in the administration of the law.

The Commission recommends that the waiting period for obtaining merit rating, which reduces the time in which the maximum 2.7% rate has to be paid, be shortened by a year and that certain other changes be made to permit increased administrative efficiency in the operation of the law. The recommendations call for revision in the law so that taxpayers are not penalized for delays in

filing, and so that they will have opportunity to settle their problems before penalties become irrevocable. The recommendations are embodied in drafts of bills submitted to the General Assembly.

[ **SEPARATE REPORT**  
**TO BE ISSUED** ]

### **4. Philadelphia City-County Government Survey**

This survey grows out of the widespread concern of citizens and citizen groups in the Philadelphia area and is one of necessary interest to the General Assembly.

Public hearings were held in the City of Philadelphia on July 19 and December 15 to afford citizens an opportunity to present their views, facts and proposals, looking toward the improvement of the administrative machinery to the extent that the same may be dealt with by law.

The collected data are available for the use of the General Assembly.



## PART VI

### JOINT STATE GOVERNMENT COMMISSION OF THE GENERAL ASSEMBLY

(Created in 1937, P. L. 2460, as last amended 1943, P. L. 13)

WELDON B. HEYBURN, *Chairman*  
BAKER ROYER, *Vice-Chairman*  
HERBERT P. SORG, *Secretary-Treasurer*

#### ON THE PART OF THE SENATE

JOSEPH M. BARR (Allegheny County)	A. EVANS KEPHART (Philadelphia County)
†LEROY E. CHAPMAN (Warren County)	A. H. LETZLER (Clearfield County)
JOHN H. DENT (Westmoreland County)	JOHN G. SNOWDEN (Lycoming County)
ANTHONY J. DiSILVESTRO (Philadelphia County)	O. J. TALLMAN (Lehigh County)
JAMES A. GELTZ (Allegheny County)	M. HARVEY TAYLOR (Dauphin County)
WELDON B. HEYBURN (Delaware County)	JOHN M. WALKER (Allegheny County)
FREDERICK L. HOMSHER (Lancaster County)	

\*CLARENCE D. BECKER (Lebanon County)

#### ON THE PART OF THE HOUSE

HIRAM G. ANDREWS (Cambria County)	‡W. STUART HELM (Armstrong County)
ADAM T. BOWER (Northumberland County)	EARL E. HEWITT, SR. (Indiana County)
HOMER S. BROWN (Allegheny County)	THOMAS H. LEE (Philadelphia County)
CHARLES H. BRUNNER, JR., (Montgomery County)	BAKER ROYER (Lancaster County)
EDWIN C. EWING (Allegheny County)	ALBERT S. READINGER (Berks County)
IRA T. FISS (Snyder County)	HERBERT P. SORG (Elk County)
ROBERT D. FLEMING (Allegheny County)	

§FRANKLIN H. LICHTENWALTER (Lehigh County)

#### EXECUTIVE COMMITTEE

##### SENATE MEMBERS:

WELDON B. HEYBURN, *Chairman*  
JOHN H. DENT  
O. J. TALLMAN  
JOHN M. WALKER

##### HOUSE MEMBERS:

HIRAM G. ANDREWS  
CHARLES H. BRUNNER, JR.  
¶BAKER ROYER  
HERBERT P. SORG

\* Deceased.

† Appointed to fill vacancy created by the death of Clarence D. Becker.

‡ Appointed to succeed Herbert P. Sorg, who became Acting Speaker on the resignation of Franklin H. Lichtenwalter, Speaker.

§ Resigned.

¶ Appointed October 29, 1947, to fill vacancy created by the resignation of Franklin H. Lichtenwalter.



## COMMITTEES CREATED BY STATUTE

### COMMITTEE ON POST-HIGH SCHOOL EDUCATION

#### APPOINTEES OF THE GOVERNOR:

ROBERT L. JOHNSON, *Chairman*  
THEODORE A. DISTLER, *Vice-Chairman*  
RALPH COOPER HUTCHISON  
VERY REVEREND FRANCIS X. N. MCGUIRE, O.S.A.  
J. BELMONT MOSSER  
ALAN M. SCAIFE  
CARL E. SEIFERT  
HERBERT L. SPENCER  
ROBERT M. STEELE  
JOHN A. STEVENSON

#### APPOINTEES OF THE PRESIDENT PRO TEMPORE OF THE SENATE:

FREDERICK L. HOMSHER  
PAUL L. WAGNER

#### APPOINTEES OF THE SPEAKER OF THE HOUSE OF REPRESENTATIVES:

JOHN N. HOFFMAN  
WILLIAM R. MCMILLEN

#### MEMBER BY STATUTE:

FRANCIS B. HAAS, *Superintendent of Public  
Instruction*

### TAX STUDY COMMITTEE

#### CHAIRMAN:

ORUS J. MATTHEWS, *Secretary of Commerce*

#### APPOINTEES OF THE GOVERNOR:

FRANK WILBUR MAIN  
PHILIP STERLING

#### APPOINTEES OF THE PRESIDENT PRO TEMPORE OF THE SENATE:

JAMES A. GELTZ, *Vice-Chairman*  
LLOYD H. WOOD

#### APPOINTEES OF THE SPEAKER OF THE HOUSE OF REPRESENTATIVES:

LAMBERT CADWALADER  
WARNER M. DEPUY

## JOINT STATE GOVERNMENT COMMISSION SUBCOMMITTEES

### SUBCOMMITTEE ON ADMINISTRATIVE AGENCIES

#### SENATE MEMBERS:

T. NEWELL WOOD, *Chairman*  
JOSEPH M. BARR  
THEODORE H. DOEHLA  
A. EVANS KEPHART  
SAMUEL B. WOLFE

#### HOUSE MEMBERS:

IRA T. FISS, *Vice-Chairman*  
HIRAM G. ANDREWS  
T. JAY SPROUL  
\*THOMAS B. STOCKHAM  
KENNETH H. WAGNER

### SUBCOMMITTEE ON ADMINISTRATIVE CODE

#### SENATE MEMBERS:

O. J. TALLMAN, *Chairman*  
JAMES S. BERGER  
ANTHONY J. DISILVESTRO  
JAMES A. GELTZ  
M. HARVEY TAYLOR

#### HOUSE MEMBERS:

THOMAS H. GREER, JR., *Vice-Chairman*  
EARL CHUDOFF  
WARNER M. DEPUY  
HAROLD E. FLACK  
C. G. KRISE  
ALBERT S. READINGER  
CHARLES C. SMITH

\* Deceased.



## SUBCOMMITTEE ON ALCOHOLISM

### HOUSE MEMBERS:

CHARLES H. BRUNNER, JR., *Chairman*  
JAMES C. BRICE  
JAMES D. COLE  
JOHN L. GORMAN

### SENATE MEMBERS:

LOUIS H. FARRELL, *Vice-Chairman*  
JACOB W. CARR  
ELMER J. HOLLAND  
CYRUS B. TYLER

## SUBCOMMITTEE ON CORPORATIONS AND COOPERATIVES

### SENATE MEMBERS:

JOHN M. WALKER, *Chairman*  
JOHN H. DENT  
A. EVANS KEPHART  
GUY A. LEADER  
GEORGE B. SCARLETT  
GEORGE B. STEVENSON

### HOUSE MEMBERS:

HENRY J. PROPERT, *Vice-Chairman*  
HOMER COOK  
NORMAN H. LAUGHNER  
JOHN F. STANK  
HERMAN J. TAHL  
WILLIAM J. YESTER

## SUBCOMMITTEE ON DECEDENTS' ESTATES LAWS

### HOUSE MEMBERS:

THOMAS H. LEE, *Chairman*  
HOMER S. BROWN  
GEORGE W. COOPER  
JOHN H. MCKINNEY  
CHARLES L. ROBERTSON

### SENATE MEMBERS:

JOHN M. WALKER, *Vice-Chairman*  
JOHN W. LORD, JR.  
MAXWELL S. ROSENFELD  
O. J. TALLMAN  
LLOYD H. WOOD

## SUBCOMMITTEE ON EDUCATION

### SENATE MEMBERS:

FREDERICK L. HOMSHER, *Chairman*  
JOHN J. HALUSKA  
A. H. LETZLER  
PAUL L. WAGNER  
LLOYD H. WOOD

### HOUSE MEMBERS:

D. RAYMOND SOLLENBERGER, *Vice-Chairman*  
FELIX S. BENTZEL  
FRANK A. COSTA  
W. STUART HELM  
JOSEPH H. NEFF  
E. GADD SNIDER

## SUBCOMMITTEE ON SUSQUEHANNA RIVER FISHWAYS

### HOUSE MEMBERS:

GEORGE C. SHOEMAKER, *Chairman*  
W. HENRY ELDER  
GEORGE A. GOODLING  
CHARLES W. TITTLE  
HAROLD A. YETZER

### SENATE MEMBERS:

GEORGE B. SCARLETT, *Vice-Chairman*  
FREDERICK L. HOMSHER  
PETER M. MARGIE  
JOHN G. SOWDEN  
GEORGE N. WADE



## SUBCOMMITTEE ON GROUP INSURANCE

### SENATE MEMBERS:

MONTGOMERY F. CROWE, *Chairman*  
MAXWELL S. ROSENFELD  
GEORGE N. WADE  
EDWARD B. WATSON

### HOUSE MEMBERS:

G. EDGAR KLINE, *Vice-Chairman*  
DAVID M. BOIES  
SAMUEL G. KURTZ  
REGINALD P. STIMMEL

## SUBCOMMITTEE ON STATE-LOCAL HIGHWAY FINANCING

### SENATE MEMBERS:

JOHN G. SNOWDEN, *Chairman*  
JOSEPH M. BARR  
MONTGOMERY F. CROWE  
LOUIS KLEIN  
A. H. LETZLER  
GEORGE N. WADE

### HOUSE MEMBERS:

BAKER ROYER, *Vice-Chairman*  
DAVID M. BOIES  
EDWIN C. EWING  
WRAYBURN B. HALL  
HERBERT R. IMBT  
JOHN F. STANK

## HISTORICAL SUBCOMMITTEE

### HOUSE MEMBERS:

JOSEPH A. DAGUE, *Chairman*  
FRANCIS W. BUCCHIN  
JOHN R. HAUDENSHIELD  
EARL E. HEWITT, SR.  
CHARLES J. MILLS  
JOHN M. REILLY

### SENATE MEMBERS:

C. ARTHUR BLASS, *Vice-Chairman*  
LEROY E. CHAPMAN  
LOUIS H. FARRELL  
FRED P. HARE, JR.  
FRANK W. RUTH  
ISRAEL STIEFEL

## SUBCOMMITTEE ON INDUSTRIAL DEVELOPMENT AND EXPANSION

### HOUSE MEMBERS:

ROBERT D. FLEMING, *Chairman*  
THOMAS E. BARRETT  
JOSEPH J. FEOLA  
ALLEN M. GIBSON  
EDWIN K. JENNINGS  
JULIAN POLASKI

### SENATE MEMBERS:

SAMUEL B. WOLFE, *Vice-Chairman*  
JAMES A. GELTZ  
GEORGE B. SCARLETT  
ISRAEL STIEFEL

## SUBCOMMITTEE ON JUVENILE DELINQUENCY AND CHILD WELFARE

### HOUSE MEMBERS:

JEANETTE M. DYE, *Chairman*  
WALTER BAUMUNK  
DANIEL H. ERB  
THOMAS J. KIRLEY  
LEWIS M. MINTESS  
JOSEPH A. SCANLON  
WILMER W. WATERHOUSE

### SENATE MEMBERS:

PAUL L. WAGNER, *Vice-Chairman*  
JACOB W. CARR  
FRASER P. DONLAN  
FRED P. HARE, JR.  
H. JEROME JASPAN



## SUBCOMMITTEE ON LABOR LAWS

### HOUSE MEMBERS:

ADAM T. BOWER, *Chairman*  
A. V. CAPANO  
LEWIS E. EVANS  
WALTER F. LAYER  
RAY L. RILEY  
EDWARD M. YOUNG

### SENATE MEMBERS:

JAMES S. BERGER, *Vice-Chairman*  
JOHN H. DENT  
THEODORE H. DOEHLA  
JOHN J. HALUSKA  
GEORGE B. SCARLETT  
EDWARD B. WATSON

## SUBCOMMITTEE ON LEGISLATIVE JOURNAL

### SENATE MEMBERS:

FREDERICK L. HOMSHER, *Chairman*  
ANTHONY J. DISILVESTRO  
JOHN G. SNOWDEN

### HOUSE MEMBERS:

HIRAM G. ANDREWS  
ADAM T. BOWER  
BAKER ROYER

## SUBCOMMITTEE ON PUBLIC LIBRARY SERVICES

### SENATE MEMBERS:

FRASER P. DONLAN, *Chairman*  
LOUIS H. FARRELL  
BERTRAM G. FRAZIER  
BURTON E. TARR

### HOUSE MEMBERS:

DELBERT W. DALRYMPLE, *Vice-Chairman*  
CORNELIUS J. LOFTUS  
HAROLD G. MILLER  
ALBERT L. O'CONNOR

## SUBCOMMITTEE ON MENTAL HEALTH LAWS

### SENATE MEMBERS:

JACOB W. CARR, *Chairman*  
ELMER J. HOLLAND  
ROWLAND B. MAHANY  
CHARLES R. MALLERY  
LLOYD H. WOOD

### HOUSE MEMBERS:

\*FURMAN H. GYGER, *Vice-Chairman*  
W. MACK GUTHRIE  
AMOS M. LEISEY  
RUSSELL E. REESE  
GEORGE J. SARRAF  
GEORGE D. STUART  
JOHN C. WALTON

## SUBCOMMITTEE ON PENAL LAWS AND CRIMINAL PROCEDURE

### SENATE MEMBERS:

JOHN W. LORD, JR., *Chairman*  
C. ARTHUR BLASS  
PAUL M. CRIDER  
BERTRAM G. FRAZIER  
WILLIAM S. RAHAUSER  
CARLETON T. WOODRING

### HOUSE MEMBERS:

FRANCIS WORLEY, *Vice-Chairman*  
HOMER S. BROWN  
CHARLES H. BRUNNER, JR.  
ALBERT S. READINGER  
WILLIAM Z. SCOTT  
EDWIN W. TOMPKINS

\* Deceased.



## SUBCOMMITTEE ON RETIREMENT SYSTEMS AND LAWS

### SENATE MEMBERS:

GEORGE N. WADE, *Chairman*  
ANTHONY J. DiSILVESTRO  
FRANK W. RUTH  
O. J. TALLMAN  
PAUL L. WAGNER  
\*HENRY I. WILSON

### HOUSE MEMBERS:

IVAN C. WATKINS, *Vice-Chairman*  
EDWARD T. GALLAGHER, JR.  
FRANK A. ORBAN, JR.  
ANTHONY J. PETROSKY  
SAMUEL L. PICKENS  
JULIAN POLASKI

## SUBCOMMITTEE ON TAX-EXEMPT REAL PROPERTY

### HOUSE MEMBERS:

ROBERT F. KENT, *Chairman*  
PAUL A. DELONG  
JAMES E. LOVETT  
HARRY P. O'NEILL  
MORRIS J. ROOT  
WILLIAM J. STONIER

### SENATE MEMBERS:

GEORGE B. STEVENSON, *Vice-Chairman*  
LOUIS KLEIN  
ROWLAND B. MAHANY  
CHARLES R. MALLERY

## SUBCOMMITTEE ON UNEMPLOYMENT COMPENSATION

### HOUSE MEMBERS:

DAVID P. REESE, *Chairman*  
A. V. CAPANO  
GEORGE H. KELLEY  
JAMES E. LOVETT  
JAMES J. O'DARE

### SENATE MEMBERS:

A. H. LETZLER, *Vice-Chairman*  
JAMES S. BERGER  
FREDERICK L. HUMSHER  
T. NEWELL WOOD  
†CARLETON T. WOODRING

## SUBCOMMITTEE ON UNIFORM PRACTICE AND PROCEDURE

### HOUSE MEMBERS:

DAVID P. REESE, *Chairman*  
EUSTACE H. BANE  
GEORGE A. GOODLING  
ALBERT W. JOHNSON  
JOHN R. MCCORMACK

### SENATE MEMBERS:

A. EVANS KEPHART, *Vice-Chairman*  
H. JEROME JASPAN  
JOHN W. LORD, JR.  
O. J. TALLMAN  
JOHN M. WALKER

## SUBCOMMITTEE ON REVISION OF VEHICLE AND TRACTOR CODES

### HOUSE MEMBERS:

SAMUEL B. DENNISON, *Chairman*  
EDWIN C. EWING  
PRESTON A. FROST  
RAY W. GREENWOOD  
JAMES E. LOVETT  
HARRY W. PRICE, JR.  
ROBERT WHEELER, JR.

### SENATE MEMBERS:

CHARLES R. MALLERY, *Vice-Chairman*  
MONTGOMERY F. CROWE  
W. J. LANE  
JOHN G. SNOWDEN  
JOHN M. WALKER

\* Deceased.

† Resigned Feb. 20, 1948.



## ADMINISTRATIVE STAFF

GUY W. DAVIS, *Counsel and Director*  
PAUL H. WUELLER, *Associate Director in Charge of Research and Statistics*  
L. D. STAMBAUGH, *Resident Secretary*  
ANTOINETTE S. GIDDINGS, *Administrative Assistant*

## TECHNICAL STAFF

### ACCOUNTANCY:

HAROLD C. SHEETS, B.S.  
HAROLD C. STOTT, C.P.A.

### ECONOMICS:

O. H. BROWNLEE, PH.D.  
JESSE V. BURKHEAD, PH.D.  
DONALD C. STEELE, M.L.

### GENERAL RESEARCH:

JANE C. FINLEY, B.A.  
L. JEAN M. FLANIGAN, M.G.A.  
PATRICIA GIBSON, B.A.  
HARVEY G. HALLENBECK, JR., B.S.  
CHRISTINE C. HENSZEY, M.A.  
J. ELEANOR MITCHELL, B.A.  
ELIZABETH B. MOODY, B.A.  
FLORENCE S. RUPP, B.S.  
JOHN D. YOCKEY, B.A.

### LEGAL:

ROBERT C. BROWN, S.J.D.  
M. PAUL SMITH, J.D.

### LIBRARY, EDITORIAL AND HEARINGS:

MARGARET H. BUYERS, M.A.  
GRACE L. FISHER  
ELISABETH TAYLOR PFLAUMER, B.A.  
VIOLET B. ROWLAND  
LOUISE E. SHUEY

### MATHEMATICS AND STATISTICS:

H. G. BARONE, PH.D.  
T. C. BENTON, PH.D.  
KATHRYN S. EHRLICH  
GENE I. GRUNDEN, B.A.  
EVAN JOHNSON, JR., PH.D.  
H. L. KRALL, PH.D.















