

BIENNIAL REPORT

of the

JOINT STATE GOVERNMENT COMMISSION

1957-1959



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

The Joint State Government Commission was created by Act of 1937, July 1, P. L. 2460, as amended 1939, June 26, P. L. 1084; 1943, March 8, P. L. 13; 1956, May 15, P. L. (1955) 1605, as a continuing agency for the development of facts and recommendations on all phases of government for the use of the General Assembly.

JOINT STATE GOVERNMENT COMMISSION OFFICERS AND EXECUTIVE COMMITTEE

1957-1959

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FRANK W. RUTH, *Vice Chairman*
ALBERT W. JOHNSON, *Secretary*
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Majority Whip
FRANK W. RUTH
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Majority Whip
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NORMAN WOOD
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STEPHEN McCANN ‡
Chairman, Minority Caucus

Member Ex Officio:

BAKER ROYER, *Commission Chairman*

* Succeeded Albert S. Readinger.

** Resigned.

† Succeeded Hiram G. Andrews.

‡ Succeeded Mary A. Varallo.

JOINT STATE GOVERNMENT COMMISSION
EXECUTIVE COMMITTEE

1959-1961

SENATE MEMBERS:

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Majority Leader

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Majority Whip

FRANK W. RUTH
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ROBERT D. FLEMING
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HOUSE MEMBERS:

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Chairman, Minority Caucus

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INTRODUCTION

House Resolution No. 138, Session of 1957, concurred in by the Senate, lists resolutions directing the Joint State Government Commission to make various interim studies and provides, in part:

"Resolved, That the Executive Committee of the Commission shall, taking into consideration the time and funds available therefor, determine the priority and extent of such studies and investigations and report to the next regular Session of the General Assembly the Commission's findings and recommendations with such drafts of legislation necessary to carry the recommendations into effect."

In accordance with the resolution the Executive Committee selected twelve subjects for review.

Two studies—structure and growth of Pennsylvania's economy, and fiscal operations of the Commonwealth—were conducted by the Executive Committee.

To facilitate execution of the following projects undertaken, small task forces, whose members were designated by the President Pro Tempore of the Senate and the Speaker of the House of Representatives, were appointed:

1. Advanced training opportunities for Pennsylvanians
2. Court procedure and administration and domestic relations laws
3. Decedents' estates laws
4. Highway safety
5. Motor vehicle laws
6. Occupational disease law and Commonwealth expenditures
7. Public schools: continuing study
8. Retirement laws: State and school employes
9. Standards and specifications for nonhighway structures and equipment
10. Water and air pollution

In view of the technical nature of some of the problems encountered, advisory groups were appointed to consult with the task forces directing studies in certain areas.

Reports of findings and recommendations of the task forces, together with such supplemental recommendations as the Executive Committee may make, will be presented to standing committees designated by the President Pro Tempore and the Speaker. In three instances, it was the decision of

the Executive Committee that the scope of the studies and the information developed warranted publication of separate reports. These reports, relating to advanced training opportunities for Pennsylvanians, structure and growth of Pennsylvania's economy, and occupational disease law and Commonwealth expenditures, will be submitted to the General Assembly of 1959.

On behalf of the Commission, the guidance of the advisors and the cooperation of the various Commonwealth departments and the Legislative Reference Bureau are gratefully acknowledged.

For the convenience of the members of the General Assembly, a complete listing of the Commission's publications is presented in this report.

BAKER ROYER, *Chairman*

*Joint State Government Commission
Capitol Building
Harrisburg, Pennsylvania
January, 1959*

EXECUTIVE COMMITTEE STUDIES

Structure and Growth of Pennsylvania's Economy

For the purpose of providing a solid factual background for economic policy on the state level, the Executive Committee undertook a comprehensive review of the structure and growth of Pennsylvania's economy. Comparisons with the nation as a whole and with comparable industrial states were made wherever pertinent.

In order to obtain an over-all view of levels and changes in levels of economic well-being, analyses were made of personal income, per capita personal income, and origin of personal income by major industrial sources such as agriculture, manufacturing, mining and other segments contributing a significant portion of personal income.

To supplement the analysis on the income levels, employment trends in different industrial divisions were ascertained. Special emphasis was accorded those manufacturing industries which have experienced marked fluctuations in employment levels. In view of the impact on Pennsylvania's economy of the decline, over the past few decades, in the mining industry, particularly in the anthracite fields, the mining situation was closely examined. Special attention was given to alternative employment opportunities, and population shifts in relation to alternative opportunities were analyzed.

See separate report to be issued entitled, *Structure and Growth of Pennsylvania's Economy*.

Fiscal Operations of the Commonwealth

In order to facilitate a continuous review of the financial operations of the Commonwealth, four members of the Commission were designated to act as fiscal consultants.

The consultants appointed were:

On behalf of the Senate:

Edward J. Kessler

Harry E. Seyler *

On behalf of the House of Representatives:

Anthony J. Petrosky

Herman B. Willaredt

The scope of the review extended to all areas of the Commonwealth's fiscal operations.

As regards Commonwealth revenues, an evaluation of alternative components of the major tax bases was made to determine yield potentials, effects upon differently circumstanced taxpayers and different industries, and costs of administration and compliance.

In view of the relative budgetary importance of Commonwealth expenditures for education, health, public assistance and welfare, a comprehensive analysis was made of the cost of the programs involved.

The analysis covered:

1. Existing statutory commitments and anticipated demands for additional State services.
2. Alternative methods of administrative arrangements and cost differentials associated with such arrangements.
3. Allocation of financial responsibility between (a) private and public agencies, and (b) different levels of government.

Significant expenditure trends for major programs and yield trends for major sources of revenue were presented in an interim report entitled, *Fiscal Trends, 1937-1957* which was furnished under date of April 25, 1958, to members of the Commission, and under date of July 2, 1958, to legislative candidates.

* Appointed to fill vacancy created by the death of Joseph J. Yosko.

ADVANCED TRAINING

TASK FORCE

Senate Members

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PETER J. CAMIEL
DOUGLAS H. ELLIOTT
JO HAYS
WILLIAM J. LANE
PAUL L. WAGNER

House Members

MARIAN E. MARKLEY, *Vice Chairman*
A. PATRICK BRENNAN
ROBERT H. BREON, JR.
WILLIAM G. BUCHANAN
KATHRYN GRAHAM PASHLEY
WILLIAM J. REIDENBACH

ADVISORY PANEL

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ALFRED W. BEATTIE, *Superintendent*
Allegheny County Schools

CARL K. DELLMUTH
Senior Vice President
Fidelity-Philadelphia Trust Company

REVEREND JAMES A. DONNELLON, O.S.A.
President
Villanova University

GEORGE L. HALLER
Vice President
General Electric Corporation

EDWARD H. LITCHFIELD
Chancellor
University of Pittsburgh

THOMAS B. McCABE
President
Scott Paper Company

The task force conducted a general survey of prevailing patterns of higher education here and abroad. Specifically, the task force ascertained the percentage of persons in different age groups in full time attendance in schools in Pennsylvania, England-Wales, and the U. S. S. R., and compared the curricula—mandatory and optional—offered by educational institutions in Pennsylvania and various countries. Enrollment trends, expenditure trends, and geographic movements of students were examined. Public junior college programs were appraised and analyses of public and private institutions of higher learning were

made. In reviewing existing and contemplated financial assistance programs for college students, particular attention was given to the recently enacted Federal student loan program and the student loan programs now in operation in Massachusetts and New York. Relevant material dealing with the relationship between mental ability and the likelihood of college success in different fields of study was examined.

The task force directed that two original surveys be undertaken: a survey of Pennsylvania colleges and universities, and a survey of high school seniors in Pennsylvania.

Survey of Pennsylvania Colleges and Universities

The colleges and universities were requested to complete comprehensive questionnaires designed to produce information relating to:

1. Existence and utilization of student financial assistance programs—loans, scholarships, and student employment opportunities.
2. Student drop-out rates by curricula and by years of college attendance.

Survey of Pennsylvania High School Seniors

A random sample of approximately 10,000 high school seniors in attendance at public, private, and parochial schools in Pennsylvania was selected for the purpose of ascertaining (1) family characteristics, (2) courses—academic,

general, commercial, or vocational—pursued in high school, (3) grades attained, (4) mental ability, (5) future educational or vocational plans, and (6) changes in plans consequent upon the availability of student loans or scholarships. In the spring of 1958, questionnaires were completed by students in the sample and by their guidance counselors and, in the fall of 1958, high schools furnished information relating to current activities of the students in the sample.

The results of the surveys will be published in report form.

The Committee on Education of the Senate and the Committee on Education of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings of the task force.

COURT PROCEDURE AND ADMINISTRATION
AND DOMESTIC RELATIONS LAWS

TASK FORCE

House Members

EDWIN E. LIPPINCOTT, II, *Chairman*
JOHN H. DEVLIN
HERMAN TOLL
EDWIN W. TOMPKINS

Senate Members

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MARTIN SILVERT
HUGH J. McMENAMIN
ERNEST F. WALKER

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J. WESLEY McWILLIAMS, *Chairman*

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HONORABLE HORACE STERN, *Chief Justice (1952-1956) of the Supreme Court of Pennsylvania*
HONORABLE JOHN T. DUFF, JR., *Judge of the Court of Common Pleas of Allegheny County*
HONORABLE WALTER P. WELLS, *President Judge of the Court of Common Pleas of Potter County*

TEACHERS OF LAW:

WILLIAM B. BALL
Villanova University Law School
WARREN M. BALLARD
Temple University School of Law
LOUIS DEL DUCA
Dickinson School of Law
J. PAUL FARRELL
Duquesne University Law School
HENRY H. FOSTER, JR.
University of Pittsburgh School of Law
A. LEO LEVIN
University of Pennsylvania Law School

ATTORNEYS:

WALTER E. ALESSANDRONI, *Esquire, Philadelphia*
J. CAMPBELL BRANDON, *Esquire, Butler*
R. PAUL CAMPBELL, *Esquire, Bellefonte*
EDWARD J. FOX, JR., *Esquire, Easton*
ABRAHAM L. FREEDMAN, *Esquire, Philadelphia*
SAMUEL GOLDSTOCK, *Esquire, Pittsburgh*
SIDNEY L. KRAWITZ, *Esquire, Milford*
ARTHUR LITTLETON, *Esquire, Philadelphia*
J. WESLEY McWILLIAMS, *Esquire, Philadelphia*
VICTOR J. ROBERTS, *Esquire, Norristown*
JAMES W. SCANLON, *Esquire, Scranton*
HARRY L. SIEGEL, *Esquire, Lewistown*

Bills to (1) provide for an administrator for the courts, an annual conference of judges and the assignment of judges to other judicial districts, (2) grant the rule-making power in crim-

inal cases to the appellate courts, and (3) extend the Arbitration Act to Philadelphia County, were introduced at the 1957 Session of the General Assembly. Proposals (2) and (3) were

enacted into law (Acts No. 380 and No. 181).

The task force undertook:

1. A review of legislation introduced at the 1957 Session of the General Assembly.

2. A study of the Judiciary Article (Article V) of the Pennsylvania Constitution.

3. A study of the time for appeals to the appellate courts.

4. A review of the procedural aspects of litigation dealing with divorce, marital property, support and custody of children.

5. A codification and revision of the marriage laws of the Commonwealth.

6. A codification and revision of the divorce laws of the Commonwealth.

The proposed codes attempt to modernize the Pennsylvania marriage and divorce laws so that they will be more in harmony with the needs of present times. This undertaking is not a new venture in this field of jurisprudence. New Jersey, Ohio, California, Illinois, Michigan, New York and many other states have been making critical evaluations of this area.

The proposed codes seek to (1) establish proper requirements for the issuance of marriage licenses and to provide for the elimination of unlicensed or so-called common law marriages; (2) effectuate economic justice and equality between husband and wife so that each has the capacity to deal with separate property; (3) eliminate the immunity provision between husband and wife and parent and child; (4) impose a duty to support the wife and children realistically, taking into account actual need and financial ability of the obligor; (5) provide for the equitable handling of custody cases and all relevant data concerning the family and the welfare of the child; (6) eliminate the status of illegitimacy

where there is a purported marriage; and (7) establish a domestic relations division for each court which has jurisdiction over matrimonial matters. In addition, the proposed divorce code substitutes for the present inadequate divorce laws based upon rights or wrongs of the parties, a concern as to whether or not the particular marriage is "totally bankrupt or can be preserved."

The task force recommends:

1. That bills be reintroduced to provide for an administrator for the courts, an annual conference of judges and assignment of judges to other judicial districts.

2. That the time for taking appeals to the Supreme and Superior Courts be made uniform and that legislation therefor be drafted for the consideration of the General Assembly.

3. That The Divorce Law (1929, May 2, P. L. 1237) and The Pennsylvania Civil Procedural Support Law (1953, July 13, P. L. 431) be amended to consolidate actions concerning divorce, marital property, support and custody of children.

4. That the Proposed Marriage Code of 1959 be introduced.

5. That the Proposed Divorce Code of 1959 be introduced.

Bills incorporating the proposed amendments and the proposed codes will be prepared for the consideration of the General Assembly.

The Committee on Judiciary General of the Senate and the Committee on Judiciary of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings and recommendations of the task force.

DECEDENTS' ESTATES LAWS

TASK FORCE

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GEORGE B. STEVENSON
CHARLES R. WEINER

House Members

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JOHN R. GALLEY, JR.
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REUBEN E. COHEN, *Esquire*, Philadelphia
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ROLAND FLEER, *Esquire*, Norristown
HONORABLE ETHAN A. GEARHART, Allentown
W. PITT GIFFORD, *Esquire*, Erie
HONORABLE DAVID G. HUNTER, Philadelphia
A. J. WHITE HUTTON, *Esquire*, Chambersburg
HONORABLE MARK E. LEFEVER, Philadelphia
HONORABLE WILLIAM W. LITKE, Bellefonte
ALAN S. LOOSE, *Esquire*, Jim Thorpe

HONORABLE J. PAUL MACELREE, West Chester
RALPH D. MCKEE, *Esquire*, Pittsburgh
HONORABLE FREDERICK A. MARX, Reading
HONORABLE KARL E. RICHARDS, Harrisburg
WILLIAM M. ROBINSON, *Esquire*, Pittsburgh
JAMES G. SCHMIDT, *Esquire*, Philadelphia
C. L. SHAVER, *Esquire*, Somerset
M. PAUL SMITH, *Esquire*, Norristown
BOYD LEE SPAHR, *Esquire*, Philadelphia
HONORABLE EDWARD LEROY VAN RODEN, Media
PAUL C. WAGNER, *Esquire*, Philadelphia
HONORABLE J. COLVIN WRIGHT, Bedford
ADOLPH L. ZEMAN, *Esquire*, Washington

The advisory committee, which was appointed in 1945 and which prepared the decedents' estates laws of the Commonwealth presently in force, was reactivated by the Executive Committee in the 1955-1957 biennium to (1) review existing statutes and to screen proposed amendments to

the laws relating to decedents' estates and (2) consider the codification and revision of the inheritance and estate tax laws of the Commonwealth. The latter undertaking grew out of a suggestion from the Attorney General. The continuation of these studies was referred to the task force.

The task force:

1. Reviewed proposed amendments to the laws relating to decedents' estates and recommends reintroduction of the amendments to the Fiduciaries Act of 1949 contained in House Bill 1481, Printer's No. 919, Session of 1957.

2. Reviewed the codification and revision of the inheritance and estate tax laws contained in a proposed inheritance and estate tax act of 1959, prepared by the advisory committee.

While Pennsylvania was the first state to enact an inheritance tax act (1826, April 7, P. L. 227), the mechanics for imposing and collecting the tax have long remained in need of clarification. The advisory committee in the preparation of the proposed act sought to codify in readily understandable form existing statutory and case law, making changes only in those instances where experience has shown that present procedures are needlessly cumbersome to the taxpayer and unrewarding to the Commonwealth. No suggestions are made regarding change of tax rates; recommendations regarding exemptions and change of classifications are kept to a minimum.

Copies of the tentative drafts of the proposed legislation were critically examined by the bench and bar, numerous groups having specialized knowledge of the subject, as well as by general practitioners. The Commission and its advisors have been aided substantially in their work by the Department of Justice, and have received helpful suggestions and advice from many groups, among them the Inheritance Tax Committee of the Tax Section of the Pennsylvania Bar Association, the Pennsylvania Bankers Association, Philadelphia Trust Companies Committee, Philadelphia Bar Association Tax Committee, and Philadelphia Bar Association Orphans' Court Committee, as well as many individuals, whose cooperation is gratefully acknowledged.

Bills incorporating the proposed amendments and the proposed code will be prepared for the consideration of the General Assembly.

The Committee on Judiciary General of the Senate and the Committee on Judiciary of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings and recommendations of the task force.

HIGHWAY SAFETY

TASK FORCE

House Members

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CLARENCE D. BELL
JAMES J. DOUGHERTY
JULES FILO
ALLEN M. GIBSON
HARRY S. GRAMLICH
NICHOLAS KORNICK
ANTHONY J. PETROSKY

Senate Members

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ANTHONY J. DISILVESTRO
BENJAMIN R. DONOLOW
THOMAS A. EHRGOOD
JOHN CARL MILLER
THEODORE H. SCHMIDT
C. ROBERT WATKINS
EDWARD B. WATSON

The task force surveyed highway accident experience in Pennsylvania, comparable states, and in the nation. Generally speaking, no reliable over-all accident rates are available. However, as regards fatalities, often regarded as an index of highway safety, it should be noted that between 1956 and 1957 Pennsylvania's motor vehicle fatality rate declined from 4.8 to 4.5 deaths per 100 million vehicle miles; the comparable national rates were 6.3 and 5.9, respectively.

The task force undertook extensive investigation in three areas: driver education and licensing, highway design characteristics, and traffic control.

Driver Education and Licensing

The task force reviewed the traffic safety programs in Pennsylvania and comparable states. As appraised by the National Safety Council, which annually evaluates state traffic safety programs, Pennsylvania ranked above the national average in 1956 and its score improved between 1956 and 1957.

As regards drivers' licenses, Pennsylvania issues learner's permits, operator's licenses and

school bus operator's licenses; some comparable states issue as many as six types of licenses. Many comparable states issue special "restricted" licenses to minors and special licenses for professional drivers such as bus, truck and taxi drivers.

In Pennsylvania the main requirement to obtain a learner's permit is that the applicant must have attained the age of 16. Virtually all comparable states require an applicant for a learner's permit to give evidence that his vision is adequate, and some of the states require tests covering knowledge of the road rules, recognition of road signs, and ability to read.

Pennsylvania and comparable states require, prior to the issuance of an operator's license, that the applicant give evidence as to the adequacy of his vision, his knowledge and understanding of road rules and highway signs, and his ability to operate a motor vehicle. In this connection, it should be noted that in Pennsylvania, in the recent past, about 38 percent of the applicants for an operator's license failed on their first attempt to pass the driving ability test. Percentages for comparable states ranged from 22 to 33.

Pennsylvania is one of four states in the nation which requires annual renewal of all operator's licenses on the same date; in most states an operator's license is valid for a period of several years and is renewable either on the operator's birthday or on expiration of a certain time period subsequent to the date of issuance.

Highway Design Characteristics

The task force examined the accident experience of two-, three-, and four-lane highways in relation to traffic volumes and design characteristics, and reviewed the effects of medial barriers on the frequency and severity of accidents.

The evidence indicates that, except under special conditions, three-lane highways generate a disproportionate number of accidents.

Medial barriers, particularly on limited access highways, tend to reduce the number of head-on collisions typically associated with high fatality rates, but tend to increase side-swiping and rear-

end and fixed-object collisions. An objective evaluation of the effect of medial barriers upon fatality rates is not possible with the evidence at hand.

Traffic Control

The task force compared types of highway signs used in Pennsylvania, other states and foreign countries.

The task force studied the mechanical operation of radar as a speed detecting device. A survey of the states which employ radar as a speed detecting device showed that no objective evidence is available that would permit measurement of its effect upon the frequency and severity of traffic accidents.

The Committee on Highways of the Senate and the Committee on Highways of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings of the task force.

MOTOR VEHICLE LAWS

TASK FORCE

House Members

W. MACK GUTHRIE, *Chairman*
EDWIN C. EWING
THOMAS A. FRASCELLA
C. O. WILLIAMS

Senate Members

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Pennsylvania Motor Truck Association
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Pennsylvania State Association of Boroughs
PARK H. LOOSE
District Attorneys' Association of Pennsylvania
PAUL W. MAGILL
Pennsylvania Bus Association
JOSEPH A. McDONOUGH
Pennsylvania Federation of Labor
J. COLLINS McSPARRAN
Pennsylvania State Grange
A. E. O'BRIEN
Associated Pennsylvania Constructors

JOHN N. O'NEIL
Pennsylvania League of Cities
EDWIN W. PARKINSON
Pennsylvania Automotive Association
C. E. PUGH
Pennsylvania Motor Federation
W. F. RICHARDSON
Associated Petroleum Industries of Pennsylvania
J. FREDERICK SCHOFER
Pennsylvania Magistrates Association
O. D. SHIPLEY
Bureau of Highway Safety, Department of Revenue
Governor's Traffic Safety Council
SAMUEL SIEGLE
Pennsylvania Chiefs of Police Association
LEWIS M. STEVENS
Department of Highways
A. ALLEN SULCOWE
Department of Revenue
HOMER W. TEAMER
Insurance Federation of Pennsylvania, Inc.
H. A. THOMSON
Pennsylvania State Association of Township Supervisors

The task force undertook:

1. A codification of statutes relating to vehicles, tractors, and financial responsibility.
2. A review of proposed changes in the motor vehicle laws.

At a public hearing, held on April 28, 1958, interested parties presented their views and suggestions for codification and for changes in existing law.

In view of the magnitude of the task and the effect of changes in the law in this area, the Commission, at the request of the task force, appointed 22 advisors to aid in the review of the work of codification and to advise concerning proposed amendments.

The task force recommends:

1. That the proposed codification be approved.
2. That changes in the law submitted by the task force be in the form of amendments to the proposed code.

Bills incorporating recommendations will be prepared for the consideration of the General Assembly.

The Committee on Highways of the Senate and the Committee on Motor Vehicles of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings and recommendations of the task force.

OCCUPATIONAL DISEASE LAW

TASK FORCE

Senate Members

JAMES S. BERGER, *Chairman*
HUGH J. McMENAMIN

House Members

WILLIAM E. BROWN, *Vice Chairman*
GEORGE X. SCHWARTZ

CONFEREES

THOMAS DONAGHY
Anthracite Institute

PAUL H. FERGUSON, *Esquire*
Pennsylvania Manufacturers Association
Casualty Insurance Company

THOMAS KENNEDY
United Mine Workers of America

ROBERT T. LAING
Central Pennsylvania Coal Producers'
Association

WALTER F. SCHULTEN
Western Pennsylvania Coal Operators
Association

PETER A. THEODOS, M.D.
Jefferson Medical College

The task force traced the origin of occupational disease legislation in Pennsylvania and examined, in detail, the Occupational Disease Law of 1939 and its amendments, together with pertinent court opinions and administrative rulings. In addition, the legal concept of total disability and the medical concept of physical impairment were compared.

Changes in Commonwealth expenditures for total disability under the Occupational Disease Law associated with increases in the number of persons receiving occupational disease compensation were examined. On the basis of these trends, anticipated Commonwealth expenditures for the biennium 1959-1961 were estimated.

The geographic distribution of persons receiving occupational disease compensation was ascertained. In view of the geographic concentration of persons receiving compensation in anthracite producing counties, the task force explored the economic characteristics and changes in the economy of the anthracite region.

See separate report to be issued entitled, *Anthracosilicosis and Commonwealth Expenditures Under the Occupational Disease Law.*

The Committee on Labor and Industry of the Senate and the Committee on Labor Relations of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings of the task force.

CONTINUING STUDY ON PUBLIC SCHOOLS

TASK FORCE

Senate Members

PAUL L. WAGNER, *Chairman*
JOSEPH M. BARR
MARTIN L. MURRAY
ALBERT R. PECHAN
HENRY J. PROPERT

House Members

STANLEY G. STROUP, *Vice Chairman*
A. V. CAPANO
GEORGE A. GOODLING
ROBERT K. HAMILTON
EVELYN GLAZIER HENZEL

In furtherance of the objectives of the continuing study on public schools, authorized by House Concurrent Resolution No. 79, Session of 1953, the task force directed detailed analyses of interrelationships of the components of the public school reimbursement system; auditing school district finances, and academic backgrounds of public senior high school mathematics and science teachers.

Interrelationships of the Components of the Public School Reimbursement System

The adequacy of the number of resident public school pupils as a measure of local need for school services was evaluated. Existing statutes do not consistently measure need in terms of resident public school pupils. In the case of kindergarten programs, which are not mandated by statute, the number of teachers employed rather than the number of pupils enrolled is used to determine the State subsidy payable. Again, the statutes do not provide for the exclusion from reimbursement computations of children whose schooling is not the financial obligation of any school district, such as juveniles who have been committed by the courts to institutions and whose school bill is paid by the Commonwealth, and those tuition pupils whose schooling is paid for directly from private sources.

Under Act of 1957, July 13, P. L. 864, school districts are reimbursed on the basis of \$5,800 per teaching unit of 22 secondary or 30 elementary pupils, or actual instruction cost, whichever is lower. During the 1956-1957 school year, actual instruction cost in the public schools of the Commonwealth ranged from less than \$4,000 per teaching unit to more than \$12,000 per teaching unit. For the same school year, about one-fourth of the school districts with 13 percent of public school enrollment operated their elementary schools at an instruction cost level below \$5,800, and about one-tenth of the districts with approximately 5 percent of public school enrollment operated their secondary schools at a cost level below \$5,800 per teaching unit.

The effect of supplemental payments as an incentive to the formation of larger school attendance areas was analyzed. Under existing statutes many school districts, too small to offer an acceptable educational program at a reasonable cost, receive supplemental subsidies, while larger school districts which, in fact, offer such programs are not eligible for supplemental payments. Although supplemental payments are provided to encourage formation of larger school administrative units, other provisions of the School Code tend to counteract their effect. For example, reimbursement for pupil transportation is condi-

tional on the classification of the district; if the population of a given district reaches 30,000, the transportation reimbursement will be discontinued.

As regards school building construction, it may be noted that applications for reimbursable school building projects, which cannot be approved for reimbursement by the Department of Public Instruction because of the exhaustion of the legislative authorization of \$925 million, total in excess of \$300 million. In the past, each increase of \$100 million in the legislative authorization has generated a biennial Commonwealth subsidy cost of approximately \$6 million.

The relationship between school building costs and the proportion of space devoted to nonclassroom use was examined. For secondary school building projects reimbursable under the Act of 1956, March 22 P. L. (1955) 1315, per pupil costs varied directly with the proportion of space devoted to special purposes. For example, in buildings where the division between regular classroom space and special purpose space was 50-50, the per pupil cost was about \$1,500. However, in buildings where 70 percent of the area was special purpose space, the per pupil cost exceeded \$2,600.

Auditing School District Finances

The provisions of the pertinent statutes designed to safeguard school district funds derived from both local and Commonwealth sources were evaluated. In addition to the provisions of the School Code which make the performance of certain functions mandatory on depositories of school district funds, existing law provides for the auditing of school district accounts by (1) locally-elected or appointed auditors, (2) the Auditor General of the Commonwealth, and (3) the comptroller of the Department of Public Instruction.

A thorough examination of the record in the case of *Commonwealth v. Faber E. Stengle*, In-

dictment Nos. 468-475, June Sessions 1958, Court of Quarter Sessions, Delaware County, Pennsylvania, which involved embezzlement of school district funds by means of extensive forgery, disclosed that local auditing operations were performed in a perfunctory manner. The evidence strongly suggests that perfunctory auditing by local auditors is not an uncommon practice.

Under Act of 1957, July 13, P. L. 897, "The comptroller of the Department of Public Instruction shall perform regular audits and field audits and, in his discretion, may perform special audits and field audits of accounts of all school districts, examining all records of receipts and expenditures" According to Official Opinion No. 164 of the Attorney General of the Commonwealth, December 1, 1958, the Auditor General has the duty under The Fiscal Code of 1929 to audit the accounts and records of every school district in the Commonwealth to assure that Commonwealth money is expended. ". . . for no purpose other than that for which it was paid."

As regards the auditing of local school district accounts by two agencies of the Commonwealth, the Attorney General, in the above-mentioned opinion, observed:

"Under this mandate, we advise that the Department of the Auditor General cooperate with the Department of Public Instruction as far as possible by coordinating auditing work, eliminating duplication and overlapping of functions, and, above all, by avoiding the appearance of undue harassment by the Commonwealth of local school districts. To the extent that these potential evils of waste, confusion, duplication, overlapping of functions and harassment of school districts cannot be shunned, the overall problem of school district auditing might well be reconsidered by the Legislature with a view to amending the law to provide a solution."

Academic Backgrounds of Public Senior High School Mathematics and Science Teachers

In 1956, there were 2,028 certified mathematics teachers and 2,029 certified science teachers in the public senior high schools of Pennsylvania.

To be certified to teach a given subject, a prospective teacher is required to have completed at least 18 semester hours of college training in that subject. In this connection, it should be noted that most colleges in Pennsylvania require at least 24 semester hours for a major in mathematics and from 30 to 38 semester hours, depending upon the specific field, for a major in science. In other words, the collegiate requirements for a major in either mathematics or science are above the state certification requirements.

As regards the mathematics and science teachers in service in the public senior high schools in Pennsylvania in 1956, 59 percent of the mathematics teachers had completed less than 24 semester hours of mathematics and 54 percent of the science teachers had completed less than 36 semester hours of science. In other words, less than 45 percent of the mathematics and science teachers in the public senior high schools met collegiate standards for a major in their fields.

The Committee on Education of the Senate and the Committee on Education of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings of the task force.

RETIREMENT LAWS: STATE AND SCHOOL EMPLOYEES

TASK FORCE

House Members

MARVIN V. KELLER, *Chairman*
ADAM T. BOWER
HERBERT FINEMAN
PHILIP LOPRESTI

Senate Members

ALBERT R. PECHAN, *Vice Chairman*
BENJAMIN R. DONOLOW
ROBERT D. FLEMING
HARRY E. SEYLER

The task force undertook:

1. A codification of statutes relating to the retirement of State employes and a codification of the statute relating to the retirement of public school employes.

2. The development of a uniform procedure to provide for transfers (a) between retirement systems and (b) among types of service within a retirement system.

In view of the highly technical nature of the undertaking, the task force utilized the services of the Technical Committee on Public Retirement Systems appointed by the Executive Committee on December 26, 1956. The members of the technical committee are George A. Huggins, consulting actuary for the State Employes' Retirement System, George B. Buck, F.S.A., consulting actuary for the Public School Employes' Retirement System, and Paul H. Wueller, Ph.D., Associate Director in Charge of Research and Statistics of the Joint State Government Commission.

Under the direction of the task force, the *Proposed State Employes' Retirement Code of 1959*, which combines into one code the provisions of the State Employes' Retirement Statute and the State Police Retirement Statute, and the *Proposed Public School Employes' Retirement Code of 1959* were prepared and circulated among interested parties. In addition, uniform procedures for inter- and intrasystem transfers were developed.

Bills incorporating the proposed codes and the uniform transfer procedures will be prepared for the consideration of the General Assembly.

The Committee on Education of the Senate and the Committee on State Government of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings of the task force.

STANDARDS AND SPECIFICATIONS FOR NONHIGHWAY STRUCTURES AND EQUIPMENT

TASK FORCE

House Members

ALBERT E. STRAUSSER, *Chairman*
WILLARD F. AGNEW, JR.
PAUL F. LUTTY

Senate Members

WILLIAM Z. SCOTT, *Vice Chairman*
BERNARD B. MCGINNIS
JOHN T. VAN SANT

ADVISORY PANEL

J. ROY CARROLL, JR., *Chairman*

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Philadelphia, Pennsylvania

GEORGE BAIN CUMMINGS, *FAIA*
Binghamton, New York

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Wilmington, Delaware

M. EDWIN GREEN, *FAIA*
Harrisburg, Pennsylvania

B. KENNETH JOHNSTONE, *AIA*
Pittsburgh, Pennsylvania

JERROLD LOEBL, *FAIA*
Chicago, Illinois

HOWARD DWIGHT SMITH, *FAIA**
Columbus, Ohio

* Deceased.

The task force reviewed a series of bills contemplating the establishment of a State Architect's Office and specifying its operations, which were before the 1957 Session of the General Assembly, and evaluated the functions which such an office could be expected to perform.

At the invitation of the task force, the advisory panel made:

1. A detailed survey of the procedures followed in connection with the planning, designing, financing and construction of Commonwealth buildings.

2. An analysis of procedures employed in connection with public school buildings partially financed with Commonwealth funds, together with an examination of the costs of school buildings of varying capacities and different space utilization patterns.

3. An evaluation of the utilization of architectural and engineering services in the planning and construction of public buildings in other states.

4. A study of the organizational pattern and administrative costs of a state architectural agency.

The task force reviewed the materials developed and evaluated the findings of the advisory panel.

The Committee on State Government of the Senate and the Committee on State Government of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings of the task force.

WATER AND AIR POLLUTION

TASK FORCE

House Members

HARRY W. PRICE, JR., *Chairman*
HARRIS G. BRETH
JOSEPH A. IDE
GRANVILLE E. JONES
PAIGE VARNER

Senate Members

ERNEST F. WALKER, *Vice Chairman*
HAROLD E. FLACK
ROBERT D. FLEMING
WILLIAM VINCENT MULLIN
GEORGE J. SARRAF

The task force reviewed existing statutory provisions and administrative practices relating to the control of water and air pollution.

At a public hearing on June 18, 1958, interested parties were invited to present their suggestions with respect to the need, if any, for additional pollution control legislation and the specific form of such additional legislation.

At a later date, the task force consulted with the heads of the several State departments concerned with water and air pollution problems.

The task force examined and evaluated factual evidence and alternative remedial policies relating to the following areas:

1. Sewage disposal in real estate subdivisions.
2. Prevailing levels of pollution in the streams of the Commonwealth and the effect of such pollution upon water for human, industrial, and recreational purposes, and upon aquatic life; and the effect of mine sealing programs on stream pollution abatement as well as the economic

feasibility of significantly reducing the extent of acid mine drainage in the Commonwealth.

3. The effectiveness of the existing Commonwealth sewage treatment subsidy program; the extent and conditions of Federal aid for the construction of sewage treatment plants, and the feasibility of integrating Federal and State programs.

4. The feasibility and effect of local, state, or joint administrative control on the prevention or abatement of air pollution. In this connection, the task force reviewed the extent and content of local anti-air pollution ordinances.

5. The necessity for amending existing law to give the Department of Health explicit authority to regulate the disposal of radioactive wastes.

The Committee on Public Health and Welfare of the Senate and the Committee on Game and Conservation of the House have been designated by the President Pro Tempore and the Speaker, respectively, to receive the findings of the task force.

JOINT STATE GOVERNMENT COMMISSION ACT

[1956, May 15, P. L. (1955) 1605]

No. 535

AN ACT

Amending the act of July one, one thousand nine hundred thirty-seven (Pamphlet Laws 2460), entitled "An act creating a joint legislative commission, to be known as the Joint State Government Commission; providing for the appointment of its members; and defining its powers and duties," further providing for membership of the commission, its chairman and executive committee, and the powers and duties of the commission, and providing for the scheduling of its meetings; imposing powers and duties on standing committees of the General Assembly.

The General Assembly of the Commonwealth of Pennsylvania hereby enacts as follows:

Section 1. The title, act of July one, one thousand nine hundred thirty-seven (Pamphlet Laws 2460), entitled "An act creating a joint legislative commission, to be known as the Joint State Government Commission; providing for the appointment of its members; and defining its powers and duties," is amended to read:

Title, act of July 1, 1937, P. L. 2460, amended.

AN ACT

Creating a joint legislative commission, to be known as the Joint State Government Commission; providing for [the appointment of its members and] *its membership, chairman and executive committee*; defining its powers and duties; *and defining the powers and duties of standing committees of the General Assembly.*

Title.

Section 2. Section one of the act, amended March eight, one thousand nine hundred forty-three (Pamphlet Laws thirteen), is amended to read:

Section 1, act of July 1, 1937, P. L. 2460, amended March 8, 1943, P. L. 13, further amended.

Section 1. Be it enacted, &c., That the [Speaker of] *entire membership* of the House of Representatives [shall appoint twelve members of the House and the President pro tempore shall appoint twelve members of] *and the entire membership of the*

Joint State Government Commission.

Members of executive committee.

Chairman.

Powers of commission.

Time of organization of commission and executive committee.

Meetings.

Section 2, act of July 1, 1937, P. L. 2460, amended June 26, 1939, P. L. 1084, further amended.

Powers and duties of the commission.

Senate [who together with the President pro tempore of the Senate and the Speaker of the House of Representatives] shall constitute a continuing joint legislative commission, to be known as the Joint State Government Commission. [The members of the commission shall be appointed during each odd-numbered year and shall continue as members of the commission until the first day of February of the next odd-numbered year, and until their respective successors shall be appointed. Said] *The President pro tempore of the Senate, the Speaker of the House of Representatives, the majority and minority leaders of each house, the majority and minority whips of each house, and the chairman of the majority and minority caucuses of each house, shall constitute the executive committee of the commission.* The commission shall organize by the selection of a chairman *who shall be selected by the executive committee and who shall be ex officio a member of the executive committee without a vote.* The commission shall have power to employ a director and such professional, technical, clerical and other assistance as may be deemed necessary. [Said] *The commission shall have power to call upon any department or agency of the State Government for such information as it deems pertinent to the studies in which it is engaged.* [Said] *The commission shall also have the power to [designate members of the General Assembly to such subcommittees as it shall create, for the purpose of making investigations and studies, and to] designate persons, other than members of the General Assembly, to act in advisory capacities. The commission shall organize within thirty days after the final enactment of this act, and thereafter the executive committee shall hold the organization meeting within thirty days after the convening of the regular session of the General Assembly beginning with the regular session of 1957. Meetings of the commission shall be scheduled by the executive committee. The executive committee shall conduct the business of the commission and shall meet at the call of the chairman or upon written request of six or more members thereof.*

Section 3. Section two of the act, amended June twenty-six, one thousand nine hundred thirty-nine (Pamphlet Laws 1084), is amended to read:

Section 2. [Said] *The commission shall have power and its duty shall be:*

(a) [To investigate departments, boards, commissions and officers of the State and local governments, and to study their legislative, financial and other problems.

(b) To make studies for the use of the legislative branch of the government, seeking to improve the administrative organization of the State and local governments, to eliminate waste and overlapping functions and to institute economies.

(c) To suggest ways and means of financing the Commonwealth upon a more scientific and equitable basis.

(d) To gather budget information for the use of the General Assembly.

(e)] To make such [other] investigations and studies and to gather such [other] information as may be deemed useful to General Assembly *and to the standing committees of the Senate and the House of Representatives.*

[(f)] (b) To sit during the interim between legislative sessions.

[(g)] (c) From time to time, to report to the General Assembly *or to the various standing committees of the Senate and the House of Representatives* such findings and recommendations accompanied with such drafts of legislation as it deems necessary for the information of and consideration by the General Assembly.

(d) *To furnish such technical staff services as shall be requested by the standing committees of the Senate and House of Representatives during regular or special sessions of the General Assembly.*

Section 4. Section three of the act is amended to read:

Section 3, act of July 1, 1937, P. L. 2460, amended.

Section 3. [Any vacancies occurring in the membership of said commissions shall be filled by appointments, by the Speaker or President pro tempore, of members of the House or Senate, as the case may be to take the place of those persons whose membership in the House or Senate may have ceased.]

The commission shall undertake, through the standing committees of the Senate and House of Representatives, such studies and investigations as the General Assembly by resolution shall direct.

Studies and investigations

When a study or investigation is to be made, the Speaker of the House of Representatives shall designate the appropriate standing committee of House and the President pro tempore of the Senate shall designate the appropriate standing committee of the Senate, to make such study or investigation. These two standing committees, when so designated, shall constitute a joint study committee of the commission for such purpose.

Joint study committee.

Meeting of joint study committees.

During the interim between sessions of the General Assembly, each joint study committee assigned to make a study shall meet at the call of the chairman of the commission or at the joint call of the chairman of the designated standing committees of the Senate and House of Representatives.

Section 4, act of July 1, 1937, P. L. 2460, amended March 8, 1943, P. L. 13, further amended.

Section 5. Section four of the act, amended March eight, one thousand nine hundred forty-three (Pamphlet Laws 13), is amended to read:

Appropriation for expenses.

Section 4. Biennially an item of appropriation shall be inserted in the General Appropriation Bill to pay the expenses of the members of the commission *as constituted by this act*, and for the salary of the director, clerical and other hire and incidental expenses. *No member of the commission shall receive any remuneration, salary or expenses as a member of the commission other than remuneration, salary and expenses as a member of the General Assembly and travelling expenses incurred upon the business of the commission or its study committees.*

Section 6. Said act is amended by adding, after section four, a new section to read:

Act of July 1, 1937, P. L. 2460, amended by adding a new section 5.

Section 5. For the purposes of this act, the standing committees of the Senate and House of Representatives shall continue during the interim between sessions.

APPROVED—The 15th day of May, A. D. 1956.

GEORGE M. LEADER

The foregoing is a true and correct copy of Act of the General Assembly No. 535.

HENRY E. HARNER,

Secretary of the Commonwealth.

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