

PENNSYLVANIA POLICY DATABASE PROJECT
Mid-Year Progress Report
Joseph P. McLaughlin, Jr., PhD, Project Director
Justin Gollob, PhD, Project Coordinator
Dan Lehman, Graduate Research Manager
Temple University
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Introduction

The Pennsylvania Policy Database Project (www.temple.edu/papolicy) is midway through the third year of its construction process. In accordance with its original proposal, the project is collecting and coding approximately 150,000 Pennsylvania public policy records and comprehensive state expenditure data from 1979 to the present into a scheme based on the national Policy Agendas Project maintained by the University of Washington and The Pennsylvania State University. The national project organizes US laws, Congressional hearings, presidential executive orders, presidential State of the Union messages, US Supreme Court decisions, public opinion data, *New York Times* and *Congressional Quarterly* stories from 1945 to 2006 into 20 major and more than 200 minor policy topics. The national project also allows users to track federal government spending in both nominal and real terms organized into similar policy categories over the same period. The Congressional Bills project, a companion database at the University of Washington, includes all congressional legislation introduced over the post-World-War-II period.

The goal of the Pennsylvania project is to have online by the end of 2008 website tools that will allow users to integrate and analyze similarly diverse record sets and thereby trace the history of state policy since 1979 across roughly 200 policy areas. Although a number of foreign countries are building databases using the same coding scheme, Pennsylvania is the first state to do so.¹

Part I of this report summarizes new project activity undertaken since the May 2007 progress report. Three important initiatives are summarized in Part I: (1) the project is close to completing the construction of two fiscal datasets; (2) students at the University of Pittsburgh School of Law are integrating the roughly 5,000 Pennsylvania Supreme Court decisions handed down since 1979 into the database's policy topics; and (3) the project has been experimenting with a computer program developed for the national database to complete coding of Pennsylvania legislation. All of these initiatives were identified as pending in the May report.

Part II summarizes progress on a fourth major initiative, the construction of the project's website. Appendix B supplements Part II and provides a preview of the kind of output that will be available to website users when the project is completed. In contrast to the preview provided in the May 2007 progress report, which was constructed manually by project researchers working from spreadsheets, this preview was produced by a prototype of the web tool. As with the

¹ Similar projects are underway in Canada, Belgium, Denmark, France, Germany, Great Britain, the Netherlands, Spain, and the European Union. Information about these projects is available through the Comparative Agendas project at The Pennsylvania State University, which can be accessed through the Comparative Agendas link on the Pennsylvania Policy Database Project website (www.temple.edu/papolicy).

manually produced preview, it integrates a number of the policy datasets for the years 1999 and 2000 and adds one of the two fiscal datasets, state expenditures by policy area. When completed, more powerful website tools will provide a much wider range of analytical options, support the construction and downloading of analytical tables and graphs with a few mouse clicks, provide guidance on how to gain access to original documents (in many cases through links embedded in the database output), and facilitate the comparison of Pennsylvania and US government trends in expenditures and policy decision-making, as well as trends in foreign governments where similar databases are under construction.

Part III summarizes progress on incorporating the roughly 150,000 records into the database and thereby identifies work accomplished and work remaining. It also summarizes administrative, budgetary, and organization changes in the project since May 2007. Finally, it provides brief information on a round-table discussion of state database projects that will be held in May 2008 at a Temple-hosted national conference for political scientists who teach and research state politics and policy. Political scientists from universities building state databases will participate.

Part I: Three Important Initiatives

1. The Fiscal Datasets

Work is virtually completed on two fiscal datasets for the 30-year period: (1) the Commonwealth's general fund resources, expenditures, year-end balances and rainy-day fund balances in real and nominal terms; and (2) all Commonwealth expenditures from all funds in real and nominal terms organized into the project's major policy codes. The first dataset, which incorporates data from *The Fiscal Survey of the States*, published annually by the National Governors' Association and National Association of State Budget Officers, is a measure of state fiscal condition, and thus capacity, to support public policy. The second, which is based on the *State Government Finances* series published annually by the US Bureau of the Census, provides standardized measures of Commonwealth spending. Once the methodology for producing these datasets was developed, it was a relatively simple matter to replicate them for all years and states. Users of the Pennsylvania database will thus have access to similar data for all 50 states to allow comparisons of Pennsylvania to any single state or a combination of states. We may also provide users with general fund bond ratings for the states for the entire period.

Seth Klempner, a graduate student at the Fels Institute of Government at the University of Pennsylvania, has been the primary researcher working on construction of the fiscal datasets. He has worked closely with Chris Pece, chief of the public finance analysis branch, which collects fiscal data from all 50 states and publishes *State Government Statistics* annually. Our work has been reviewed by Pece and his staff at the Census Bureau, the project's University Advisory Committee, Keon Chi, the chief editor of the Council of State Governments *Book of the States*, which also reports state fiscal data.² Although the initial reaction of these reviewers in email replies was extremely positive with respect to both the methodology employed and the potential usefulness of the data, we believe additional vetting is needed, including face-to-face discussions with these

² Unfortunately, Chi was killed in an automobile accident early in January.

reviewers. Seth was assisted in his efforts by John Wesley Leckrone, former project coordinator at Temple and now a professor of political science at Widener University Appendix A provides additional background on the fiscal datasets.

2. The Pennsylvania Supreme Court Dataset

The Pennsylvania Supreme Court publishes neither an index nor abstracts of its decisions. To reduce the potentially enormous time and money-consuming costs of having students abstract the estimated 5,000 Supreme Court decisions handed down since 1979, Temple has sought, and received, a license from Westlaw to use its abstracts at no charge to the project or to public users of our site. This permission is conditioned on our agreement to include in the public database a link to the Westlaw site for researchers who might want to have access to the full Westlaw analysis of various decisions. In effect, this means that users of the Pennsylvania Policy Database website will have both an index of decisions coded by policy topics and free access to the Westlaw abstracts. Those wishing more information will not be charged a fee if they are already Westlaw subscribers but will be offered the opportunity to pay for the full analysis if they are not subscribers. Our belief is that the General Assembly and at least some other major state agencies, including the state library, already have access to Westlaw and would not be charged for using the link in our database.

Michelle Atherton, a former Temple graduate student, former paralegal, and current researcher on the project, is downloading the Supreme Court cases and entering them into Access forms for coding by major and minor policy topics. Chad Martin, who is in his final year as a student at both the Heinz School of Public Policy and Management at Carnegie Mellon University and at the University of Pittsburgh School of Law, is overseeing the coding of the cases. Chad was the graduate research manager for the CMU team for two years before taking on this assignment and so is thoroughly familiar with the project manual and codebook. He has recruited three Pitt law students to assist him in this work, which we are funding through a new subcontract with the law school. The faculty sponsor is Professor Kevin Ashley. They are following the same double-coding procedure used for other datasets in the project.

3. Computer-Assisted Coding of Pennsylvania Records

In our May report, we indicated that we would be exploring the feasibility of reducing project costs by using an automated-text-coding system developed for the national project by Stephen Purpura, working with Professors John Wilkerson and Dustin Hillard at the University of Washington. That effort is now underway. The Temple University team has been experimenting with integrating Purpura's system into our coding methodology in the hopes of reducing the amount of human coding in the spring, summer and fall of 2008. We undertook this exercise while also training new group of researchers to work on the project. While there is hope that the computer program will reduce the amount of human coding, given technical issues, it is still too early to tell.

In August, we attended a two-day conference on automated text coding at The Pennsylvania State University, where our project and similar projects in a number of European nations were featured. Purpura, a former fellow at the Kennedy School at Harvard University and now a doctoral student at Cornell University, was a speaker at this conference and agreed to allow us to try his system. Following procedures outlined in a paper by Purpura and his colleagues and provided to the committee in May,³ we have begun sending his website stratified samples of bills already double-coded by our students. Half of the sample of 3,000 bills in the first sample included the correct codes to train the computer. Half of the sample omitted our codes and asked the computer to make coding decisions. We then compared the computer's decisions on the blind part of the sample with the decisions of our team. The computer agreed with our decisions on major topics in almost 80 percent of the cases. We are now in the process of revising our next sample to help the computer eventually achieve 90 percent agreement with our decisions on major topics and 80 percent agreement on minor policy topics. Our hope is that through an iterative process of refining the computer's decisions, we can achieve these goals for legislation.

Because government policy records, and public policy itself, does not have the simplicity or uniformity of other kinds of data that science, or even social science, seeks to classify, there will be room for disagreement in some relatively small percentage of coding decisions by either humans or a computer. We occasionally uncover mistakes not only in our own data but in data on the national website, which we call to the attention of our counterparts at the University of Washington. Because all of our datasets are either universal (encompassing all records, such as bills) or involve large random samples (such as the news digests), mistakes should not materially affect the patterns of policy making that the database captures and reveals.

If the computer program proves workable in coding Pennsylvania legislation, we hope to employ it to code other datasets, such as the news articles, Supreme Court decisions, and committee hearings.

Part II: A Fourth Initiative: The Project Website

As indicated in the May 2007 progress report, Temple began work on constructing the project website during the summer. Professor Paul Wolfgang of the Department of Computer and Information Science took apart and fully documented the national project's website as a first step in constructing a Pennsylvania model that could duplicate its capabilities. During the fall term, Professor Wolfgang began constructing a prototype website and loaded into it project data for 1999 and 2000. The May 2007 report provided the committee a preview of project output that had been constructed manually by project researchers using Excel and Access spreadsheets.

³ The advantages and methodology of the computer-assisted coding system being developed for the Congressional Bills project at the University of Washington are summarized in a paper entitled "An Active Learning Framework for Classifying Political Text" jointly authored by Professors Dustin Hillard and John Wilkerson at the University of Washington and Stephen Purpura, then of The Program on Networked Governance at the John F. Kennedy School of Government at Harvard University. The paper was presented at the Annual Meeting of the Midwest Political Science Association, April 14-17, in Chicago. Copies are available from the Pennsylvania Policy Database Project at Temple University

Appendix B provides a similar preview of both the website interface page and selected inquiries into specific policy topics, but in this report, the preview has been produced by the website tools. In addition, as noted above, this preview includes one of the two new fiscal datasets -- state expenditures -- discussed in Part I above and not available in May.

The examples in Appendix B reflect primitive stages of website construction. The prototype is very much a work in progress. Not all datasets have been loaded into the website, not all of the filters are fully functional, and the graphing tool will require further refinement. Among other things, we will be assessing whether the interface page and the options given researchers need to be simplified. Some filters may not capture sufficient variation in data to be worth retaining.

In a related development, undergraduates in the Department of Computer and Information Sciences are working with Professor John Nosek to build a more sophisticated model for the state database as a capstone course. Although they are working with the Temple database project team, the efforts of these students are primarily for their educational benefit and are not supported in any way by state funds. If they are successful in their efforts, their model, which will be more versatile and require less maintenance going forward, can be substituted for the model that Professor Wolfgang is building.

Part III: Other Project Developments

The project identified approximately 157,000 records of policy activity (not including state expenditures) between 1979 and 2006 for incorporation into the database. The records fall into 16 datasets. Two are the fiscal datasets described above, and the remaining 14, which might be described as non-fiscal policy records, consist of House Bills and Resolutions; Senate Bills and Resolutions; House and Senate hearings; reports of legislative service agencies; acts (the subset of the House and Senate Bills that were enacted); constitutional amendments (also a subset of bills); governor's budget messages; governor's executive orders; Pennsylvania Supreme Court decisions; a random sample of news clippings from state news digests (either from the governor's offices or legislative press offices); *Governing Magazine* articles; and separately, *Governing Magazine's* annual feature identifying "10 Legislative Issues to Watch." (The *Governing Magazine* records are an index of policy activity in the states across the country.)

A survey of the status on the policy records as of January 15, 2008 (Table 1) shows about 130,715 (about 83.4 percent) had been collected, and about 45,895 had been coded (about 29.3 percent). Data collection is the more tedious process, particularly with respect to state news clippings, which are housed in state offices and archives that are open only during normal business hours. Since May, teams at the University of Pittsburgh Graduate School of International and Public Affairs, the Heinz School of Public Policy and Management, and Penn State Harrisburg have completed their assignments. Teams at the Pennsylvania State University main campus and at Temple are continuing to work on the project, as is the Fels Institute graduate student working on the fiscal datasets. In addition, as explained above, a new team has begun working on the Supreme Court dataset at the University of Pittsburgh School of Law.

The project budget allocated funds for review and clean-up of database records. Most of this work will take place closer to the end of the construction process, but some is already underway.

Dataset	Total Records	Collected	% Collected	Coded	% Coded
House Bills	41,516	41,090	99.0%	2,881	6.9%
House Resolutions	7,054	7,054	100.0%	7,054	100.0%
Senate Bills	23,431	23,431	100.0%	13,686	58.4%
Senate Resolutions	3,325	3,325	100.0%	3,325	100.0%
House Hearings	4,160	0	0.0%	0	0.0%
Senate Hearings	1,520	420	27.6%	420	27.6%
Legislative Reports	555	75	13.5%	0	0.0%
Executive Orders	212	212	100.0%	212	100.0%
S. Court Opinions	5,200	1,500	28.8%	0	0.0%
Newsclips	57,883	40,809	70.5%	5,346	9.2%
Governing Magazine	5,215	5,215	100.0%	5,215	100.0%
Gov. Budget Address*	7,655	7,655	100.0%	7,655	100.0%
Public Opinion Polls	28	28	100.0%	28	100.0%
TOTALS	157,754	130,814	82.9%	45,822	29.1%

*Note: The database includes 29 governors' budget addresses (from 1979-2007), but these addresses have broken into 7,655 sentences and phrases for coding purposes.

As an example, Jason Bossie, formerly graduate research manager at Temple and now a graduate student at the Heinz School at CMU, has reviewed and corrected records for the Governor's Budget Messages and Franklin and Marshall's Keystone Poll.

Panel Discussion on State Databases at National Conference Hosted by Temple in May 2008

Temple University will host the 2008 annual meeting of the State Politics and Policy Section of the American Political Science Association May 30 and 31, 2008, in Philadelphia. This annual meeting typically attracts 100 or more faculty members who teach and write about state politics and policy in universities across the country. The section also publishes *State Politics and Policy Quarterly*, a highly respected scholarly journal. On our initiative, this year's program will include a round-table discussion on the challenges and opportunities involved in constructing state databases. As one of four to five panelists, Joseph P. McLaughlin will discuss the Pennsylvania Policy Database Project, which is unique in its depth and integration of a wide range of governmental and non-governmental policy records. Others who have agreed to serve on the panel are Professors Gerald C. Wright of Indiana University, who is constructing a 50-state database of legislative roll calls, and Gerald Gamm of the University of Rochester, who has helped construct a 13-state database stretching back into the 19th century (Pennsylvania is not one of the states in this database). Also attending will be Robert Horton, Minnesota State Archivist, who is a consultant to the Library of Congress in its efforts to stimulate greater preservation of, and public access to, historical state legislative records.

University Financial Contributions and Other Acknowledgements

In addition to the time contributed by faculty members at the six universities where project work has been carried out over the last two and one-half years and uncompensated overhead costs associated with the project, Temple and Penn State have during the 2007-08 academic year

picked up the cost of graduate students formerly funded by the state grant.⁴ State officials who have continued to be of assistance include Heidi Mays, House Archivist; Evelyn Andrews, Senate Librarian; and Caryn Carr and Randall Tenor of the State Library. We also want to thank Professor Kevin Ashley of the University of Pittsburgh School of Law and Christopher Pece, chief of the public finance analysis branch of the Census Bureau, as well as Berwood Yost of Franklin and Marshall College for their assistance on the Supreme Court, fiscal, and public opinion datasets, respectively.

Personnel Changes

Two new Temple graduate students joined the project this fall. Justin Gollob replaced John Wesley Leckrone as project coordinator when Leckrone accepted a position at Widener University, where he is now a tenured member of the political science faculty. Leckrone has joined the project's faculty advisory committee and continues to do volunteer work for the project. Gollob earned his doctoral degree in political science in December, and he is now a part-time employee overseeing and coordinating the work on all campuses. Dan Lehman, who is writing his dissertation in political science at Temple, replaced Jason Bossie, who earned an MA at Temple and then began an MPP degree at the Heinz School of Public Policy and Management at Carnegie Mellon University. Bossie continues to work on the project through a subcontract with Carnegie Mellon University. Lehman oversees the work of Temple's researchers.

Gollob and Lehman also assisted me in training 10 new Temple undergraduate researchers to work on the project this fall by completing a public policy course in which 40 percent of the grade is based on their proficiency in accurately collecting and coding Pennsylvania records.

As noted above, Chad Martin, who was graduate research manager at the Heinz School, is now supervising the incorporation of Pennsylvania Supreme Court cases into the database through a subcontract with the University of Pittsburgh School of Law, where he is also a student. Paul Rutledge, who was graduate research manager on Penn State's Main Campus, has transferred to West Virginia University, where he is pursuing his doctoral degree. He is working on the project as a consultant.

Altogether since the project began, more than 60 graduate and undergraduate students on six university campuses have worked on the project since its beginning; most of these students have been paid between \$8.50 and \$10 an hour. Student compensation accounts for more than 90 percent of the state grant funds expended. Most of the student workers, past and present, are listed on the project website.

⁴ Faculty members who have contributed time are Frank Baumgartner at the Pennsylvania State University; Donald Kettl, director of the Fels Institute of Government at the University of Pennsylvania; David Y. Miller, associate dean of the Graduate School of Public and International Affairs at the University of Pittsburgh; Richard A. Stafford, distinguished service professor at the Heinz School of Public Policy and Management at Carnegie University; Beverly Cigler at the Penn State Harrisburg Campus; Michael King, director of the Legislative Office for Research Liaison and adjunct faculty member at Penn State Harrisburg; John Wesley Leckrone at Widener University; and Paul Wolfgang, Megan Mullin, Sandy Sorkin and Joseph McLaughlin at Temple University. IT staffers at Temple, including director Marc Getty and webmaster Philip Fizur, also have contributed many hours to the project.

Appendix A: Fiscal Datasets

State Fiscal Condition

Because state balanced budget requirements and the fiscal condition of state general funds are important constraints on policy choices, we have elected to incorporate into the database information from NGA's annual *Fiscal Survey of the States*. We have incorporated resources (including revenues), outlays, budget stabilization ("rainy day") funds, and general fund balances (deficits) as reported by NGA (the NGA data also are available in recent editions of the *Statistical Abstract of the United States*). For each fiscal year, the survey presents both the *forecasts* for that year (which is the fiscal background for policy decisions made that year) and the actual figures for the previous year. These data will be available to researchers in current and real dollars. (Neither NGA nor the *Statistical Abstract* deflates these dollars.) A key and widely accepted measure of state fiscal condition is the amount of reserves (in general fund balances, budget stabilization funds, or both where budget stabilization funds exist) as a percentage of total general fund expenditure. Reserves of five percent are the widely accepted (although rarely achieved) ideal for states in a strong fiscal position. This level of reserves would pay for about two and one-half weeks of government operations. The *Fiscal Survey* data measure state-own source funds (federal funds are excluded). As reflected in this report, the data cannot be analyzed by policy area. Although the data are consistent and comparable across the states and the time period in reflecting general fund fiscal condition, the functions states pay for from the general fund are not necessarily consistent across either the states or the time period.

State general fund expenditures may account for less than one-half of all state expenditures reported by the Census Bureau. In FY 2000, our sample year, Pennsylvania's general fund expenditures reported in the *Fiscal Survey of the States* were \$19.25 billion, and all expenditures from all funds reported by the Census Bureau were \$48.062 billion. The difference is accounted for by state capital spending, state spending from restricted funds (such as the highway trust fund), outlays by social insurance trust funds (such as benefits for retired public employees and those eligible for workers compensation and unemployment insurance payments) and federal funds spent by the state for operating or capital purposes. The fiscal condition of the state general fund, however, is an important consideration in most important state policy decisions.

This tool will therefore enable database users to analyze state fiscal decisions (such as increasing total spending or drawing down reserves) and to evaluate state policy agendas and the expenditure patterns reflected in the Census data against the background of absolute and relative (compared to previous years or other states) fiscal condition. As examples of the latter, what kinds of spending do states cut when under fiscal stress; what kinds of spending do they increase when surpluses exist and are growing?

It should be noted, however, that although the general fund balance is a reasonable proxy for state fiscal condition, it does not capture other valid and complex indicators, such as unfunded pension obligations, inadequate reserves in other special funds, structural deficits, deterioration of capital assets such as roads and bridges, underfunded local government needs (such as for school aid), or the relative competitiveness of the state tax structure.

Factors such as these, as well forecasts for the state economy, are considered by private agencies, such as Moody's and Standard and Poor, that publish bond ratings for states when they seek to enter capital markets. Assuming we can obtain and standardize annual general obligation bond ratings for Pennsylvania and the other states, we may also include them as additional, and broader, measures of fiscal condition. Although qualitative in nature, these ratings represent professional evaluations of immense amounts of quantitative data about state finances and the state economy, and they also act as constraints on state fiscal decisions and policy choices.

State Expenditures

State Government Finances. This series standardizes state government expenditures from all funds by both "Object" and "Function" codes for the entire period, and thus the data are comparable across states. The object codes identify types of spending (direct, intergovernmental, capital, trust fund, etc.) while the function codes are similar to what we could call policy topic codes (highways, health care, mass transit, basic education, etc.) The data are exclusive and exhaustive. To avoid double counting, Census only counts as expenditures funds that exit the government. It eliminates ALL *intragovernmental* spending, or transfers between different state departments, agencies, or other entities. The Census Bureau also provides exhibit codes as additional perspectives.

This series presents data in 64 functional codes that can be summarized in what might be called 14 major functional codes (i.e., Education, Health, Transportation, etc.). Unfortunately, these codes are not perfect fits to either the Policy Agendas policy topics codes nor the Policy Agendas budget codes, which are simply those used by the federal Office of Management and Budget (OMB). OMB breaks spending into 20 major topics and 76 minor topics, of which 10 are financial as opposed to policy topics.

The unit of measurement (*outlays*), fiscal year (July 1-June 30 for 46 states, including PA), and codes are not comparable to the Policy Agendas federal budget data, which reflect *budget authority* on an October 1-September 30 federal fiscal year by OMB codes. Outlays are simply actual spending during a fiscal year; budget authority includes the amount of spending that can be obligated by the government, even if the spending occurs after the fiscal year or never occurs. The *State Government Finances* data are comparable with the Bureau of Census reports on federal spending (*United States Government Finances*), which measure outlays using similar object and function code schemes. Unfortunately, the bureau stopped collecting and publishing the federal data in 1995. Although Census plans to resume the *US Government* series in the next year or two, it has no current plans to fill in the missing years.

In addition to presenting object and function codes, we would offer users a tool that would construct a measure of *state spending for operations across all funds and functions or across all funds by function or combination of functions*. Essentially, this tool would subtract social insurance trust fund outlays (payments to beneficiaries) and state capital outlays from total outlays but add back in the state government's contributions to the trust funds and its debt service payments, which are operational costs for the government in any year. This would be a construction of the database using exhibit data and therefore an approximation, although a close and defensible approximation.

One disadvantage of using these data is the impossibility of separating spending from a state's own-source revenues from spending from federal grants. This means that significant changes in state spending ("punctuations") may be driven by changes in federal rather than state policy, or more likely, may be driven by changes in both but not be independently measurable using Census data. (Some changes in federal spending are driven by state lobbying or state fiscal maneuvers, such as the manipulation of federal Medicaid outlays by state intergovernmental transfer strategies.) One might *infer* the level of state spending from federal grants by looking at the breakdown of federal revenues received by that state during the fiscal year of interest, but that inference is somewhat problematic for a variety of reasons that will be discussed in our budget tool manual and so should be used with caution, if at all. Another caveat is that state unspent balances or allocations to budget stabilization funds (sometimes called "rainy day" funds) are not reflected in the data because they are not expenditures, although decisions to increase reserves would be an important fiscal policy decision. Data on general fund reserves, and year-to-year changes in reserves, would be available to researchers using the *Fiscal Survey* data described above.

Because the Census expenditure dataset is comprehensive and available for all 50 states for the entire period, we have decided to make it available to database users who wish to study state finances according to Census categories. As with the *Fiscal Survey*, we will present the data in real and in current dollars. Another advantage to users interested in Pennsylvania data would be that the historical series from 1979 forward would be easily retrievable on our website, complete with graphs.

Census Data by Major PA Policy Topic Codes. Focusing on FY 2000 as a model, we have managed to allocate about 89 percent of state expenditures as reported by Census to 17 of the 20 PA Policy Database major topics. We also could provide users with ability to construct the measure of state spending for "operations" as described above parsed by PA Policy Database major topics.

Using the Census Bureau's 2006 *Government Finance and Employment Classification Manual* as a guide, we created a crosswalk to the Pennsylvania Policy Database major topics (which correspond to the Policy Agendas major topics) for 56 of the 64 Census function codes. (Eight of the Census function codes are not relevant to state spending.) The crosswalk rating was our judgment of the degree to which the definition, description and examples of the Census code fit into the major policy topics. As noted above, this painstaking exercise was carried out primarily by Seth Klempner, a graduate student at the Fels Institute of Government at the University of Pennsylvania, over the last nine months. Klempner worked with Wes Leckrone, then the Temple project coordinator, and he also consulted frequently with the Bureau of the Census in making these allocations. As noted above, Chris Pece, chief of the public finance analysis branch, was extremely helpful to the project but is obviously not responsible for the allocation decisions that were made. In addition, this work was given a preliminary review by members of the faculty advisory committee. We plan to have additional discussions with the committee members this spring.

The two researchers independently read the Census function codes and then read through the Pennsylvania Policy Code Book for corresponding major topics. Once each researcher had identified all corresponding codes and topics, he assigned a percentage based on the strength of the match between the Census function code and the PA Policy major topic. Because the PA Policy major topics don't have general definitions, their definitions were deemed to be the sum of their minor topics. To err on the side of caution, the researchers took a conservative approach to all ratings. If a function code was ambiguous or left too much room for interpretation, they left a portion of the function code unallocated. One interpretation of the expenditure data is as a floor. Thus, one can feel fairly confident that an allocation represents the minimum amount that the state spent in a given major policy topic area. After making such allocations, the researchers then compared their percentage matches for each major topic. Although an inter-coder reliability statistic was not calculated, rarely were the two researchers more than ten percentage points apart. Furthermore, if there was a dispute, the tendency was to leave the disputed margin unallocated – in line with the conservative approach.

The match was determined to be high if the Census code fit entirely into the policy topic with no overlap with any other policy topics. An example of a perfect fit would be the Census code “Air Transportation” which fits entirely into the major policy topic of “Transportation.” A continuous match scale of 1 to 100 was created using a five-point intervals. In other words, the system is a 20-point scale counted by fives. The most frequent figures are described as follows:

100 – a whole fit. The function code fit entirely into the major PA policy topic.

95 – a near whole fit. Everything but a minor aspect of the Census function code fit into the major PA policy topic. This was given if there was a slight flaw in the congruence of the definitions.

80 – a strong match between the two categories, but with a noticeable discrepancy.

40 – was usually given when there was a preponderance of matches, but there were major parts of the codes that didn't fit together. This was typically considered the lowest level of “significance” for congruence.

5 – awarded when there was some level of fit to recognize between the Census function code and a PA Policy major topic.

We did not make any allocation for matches we judged below 5, as they were deemed to be insignificant. In a situation where there were numerous (typically more than 5) codes that had very low match ratings, a footnote was provided and only the policy topics which had significant ratings were listed. In such instances there were not more than two significant matches between the Census function codes and the PA major policy topic. In addition, such characteristics were typically the sign of a low match and a substantial portion of the match scale would be left unallocated.

We were able to allocate some spending to minor PA Policy Database topics, but not to a sufficient degree to incorporate minor-topic allocation as a feature of the budget tool. This means that although we have allocated most state funds, we cannot provide a breakdown below the major topics. It also means that three major topics, such as Civil Rights and Liberties, will show no spending, when we know that, if nothing else, the budget for the Pennsylvania Human Relations Commission represents such spending (but is not separately identified in the Census

data). The Policy Agendas database also allocates no federal budget authority to this major topic. As indicated above, using FY 2000 as a model, we have allocated about 89 percent of state expenditures as reported by Census to 17 of the 20 PA Policy Database major topics. Most of the unallocated funds are in Census health and welfare functions. Census itself leaves about 4 percent of PA expenditures unallocated in FY 2000. As indicated in the table below, matches rated 90 or above account for 81.4 percent of allocated funding, and 72.5 percent of all state spending, in FY 2000.

% Allocated	Code Count	Amount	% of Total	% of Total
			Allocated	Census Amount
100	75	\$23,498,697	55.36%	49.28%
95+	88	\$31,836,091	75.00%	66.77%
90+	122	\$34,543,181	81.37%	72.45%
85+	131	\$35,856,786	84.47%	75.20%
Total Allocated	384	\$42,450,310	100.00%	89.03%
Total Census Amount		\$47,681,749		

The Policy Agendas database rates its OMB codes on a 1-5 scale against its database topics. Some researchers may decide to use only matches rated 1 or 2, meaning many codes would go unused. The Policy Agendas Project assigns only 23 percent of federal budget authority to its highest “fit” codes, 1 and 2. On the other hand, the Policy Agendas Project matches OMB spending codes and policy topics at the subtopic level.

To reiterate an earlier point, the Census Bureau data have a major hurdle to clear that the OMB data used by the Policy Agendas project do not. The OMB data describe the expenditures of one (federal) government, while the Census statistics describe the expenditures of 50 states. These states vary not only in size and policy decisions but also in fund structure. Although the initial exercise was performed using Pennsylvania’s data, the matching process relied on major policy topics derived from the national Policy Agendas database and Census codes developed for all 50 states, and so we believe the crosswalk can be used to code all expenditure data for all 50 states for the period since 1979.

Given the complexity of analyzing these data, two important steps have been taken to strengthen their validity. When examining the match between a Census code and a PA Policy Database major topic, one can confidently assume that in every year, the bias, if any, is in a consistent direction; the expenditure allocated is always a floor. Further, we provide the Census data in its original form along with our crosswalk data.⁵ Thus, the “treated” data act as a summary of our findings. Our website will also provide researchers with easier access to untreated Census data in exclusive and exhaustive categories.

⁵ Our web site will provide the original Census data in both real and nominal terms. Census only reports nominal amounts.

Appendix B: Prototype Website Demonstration

The pages that follow provide (1) a view of the user interface pages on the prototype website, and (2) examples of output produced by the prototype for two policy inquiries. Because the website is at the early stages of construction and because not all data have been loaded into the prototype, both the interface pages and the sample output are primitive representations of what the website will look like and how it will perform when finished.

Prototype Interface Pages

The interface pages provide will website users with access to the following datasets, all coded by policy topics that are consistent with those of the national Policy Agendas database at the University of Washington (www.policyagendas.org).

- House Committee Hearings
- Senate Committee Hearings
- House Bills
- House Resolutions
- Senate Bills
- Senate Resolutions
- Acts (a subset of Bills)
- Constitutional Amendments (a subset of Bills)
- Legislatively Authorized Research Reports
- Governors' Budget Messages
- Governors' Executive Orders
- Pennsylvania Supreme Court Decisions
- Governing Magazine Articles
- News Reports and Editorials From State Capitol News Digests
- Public Opinion Surveys on the Most Important Issues Facing Pennsylvania
- Commonwealth Expenditures
- General Fund Fiscal Condition: Resources, Expenditures, and Balances (Deficits)

With few exceptions which will be noted, each of these datasets either represents the entire universe of records for the category (e.g., the bills datasets include all bills introduced from 1979 to the present) or a random sample of all records (e.g., the news reports dataset is a 10 percent sample of more than 500,000 news articles appearing in state capital news digests during the period). Because the datasets contain either all records or random samples in each category, analysts use the datasets to generalize about the amount of activity occurring in various policy areas over the 29-year period.

In the balance of this section, the page on the left side provides brief explanatory notes of the website interface page on the right side.

Legislative Hearings

Users will be able to specify hearings by policy topic, by committee (not necessarily the same thing), and by whether the hearings were held in Harrisburg or outside the capital. Users will also be able to specify hearings that were part of the budget hearings process.

As an example, a user could ask for all hearings on public elementary and secondary education held by any committee, held just by the Education Committee, held just by the Appropriations Committee, or just those hearings that were part of the annual budget hearings. A user could also specify only hearings held outside Harrisburg or the reverse, only hearings inside the Capitol.

We believe that the House hearings dataset is complete, that is, that the House Archives include transcripts of all hearings held by House committees since 1979.

We do not believe that the Senate Archives contain transcripts of all Senate hearings held during this period.

Governing Magazine

This dataset is complete and includes abstracts of more than 5,000 articles published since 1988. Following the procedure of the national database, these articles are coded by major policy topic only, but the keyword search tool could be used to further narrow topics. The purpose of this dataset is to provide users with a sense of important activity in major policy areas in state governments across the country for any particular year or years.

Note that users can specify only articles dealing with governors and their cabinets, only articles dealing with the legislature, state agencies, the federal government, local governments, and interest groups.

Users can also specify only articles dealing with elections, taxes, budgets, or mandates.

Finally, users can specify only articles that mention Pennsylvania.

Thus a user could ask for all articles about transportation in which the federal government is mentioned and which deal with taxes and mandates. A user could use the keyword search tool to specify only articles dealing with public transportation (or mass transportation).

PENNSYLVANIA POLICY DATABASE PROJECT

Build Your Own Policy Agendas Query

This form enables you to graph trends and download data from the main Pennsylvania Policy Agendas Project datasets. Scroll down the page for the available search options.

DATASETS TO SEARCH:	DATASET FILTERS <small>Pre-set to default values</small>
<p>The Hearings dataset has been selected as the default. Unchecking the box next to Hearings will remove it from the final analysis.</p> <p>Keep scrolling down the page to select:</p> <ul style="list-style-type: none"> • additional datasets • policy topics and key word search • time frame 	<p><input type="checkbox"/> Legislative Hearings</p> <p style="margin-left: 20px;"><input type="checkbox"/> House</p> <p style="margin-left: 20px;"><input type="checkbox"/> Senate</p> <p style="margin-left: 20px;"><input type="checkbox"/> Joint</p> <p>House Committee ALL COMMITTEES</p> <p>Senate Committee ALL COMMITTEES</p> <p><input type="checkbox"/> Annual Budget Hearings (Appropriations only)</p> <p>Where Held <input checked="" type="radio"/> Both <input type="radio"/> Harrisburg <input type="radio"/> Outside Harrisburg</p>
	<p><input checked="" type="checkbox"/> Governing Magazine</p> <p>Executive no filter Exclude Include</p> <p>Legislative no filter Exclude Include</p> <p>Judicial no filter Exclude Include</p> <p>State Agency no filter Exclude Include</p> <p>Local Government no filter Exclude Include</p> <p>Federal Government no filter Exclude Include</p> <p>Interest Groups no filter Exclude Include</p> <p>Elections no filter Exclude Include</p> <p>Dealing with Taxes no filter Exclude Include</p> <p>Concerning the Elderly no filter Exclude Include</p> <p>Budget no filter Exclude Include</p> <p>Mandates no filter Exclude Include</p> <p>Foreign no filter Exclude Include</p>

Newspaper clips from state capitol news digests

This dataset will contain abstracts of about 58,000 articles that have appeared in gubernatorial or legislative news digests during the period.⁶ Articles in this dataset were selected by press offices for inclusion in the news digests because of their perceived political or policy relevance to the governor, his cabinet and senior staff, or legislative leaders and members. The digests include reports from wire services and from large and small newspapers, and in some cases radio or television stations, across Pennsylvania. The digests also included articles in national publications, like the *New York Times* or *Washington Post*. The articles abstracted are a random sample of the news digests. Again, following procedures of the national database, these abstracts are coded by major policy topic only, but users could further narrow their query by using the keyword search tool.

Users could thus ask for all articles dealing with **Local Government and Governance** (major policy topic), taxes (filter), and the elderly (filter) in which the legislature or one or more of its members (filter) receives significant mention. If in a particular year, the query generates 100 articles and the database contains 2,000 articles, users could safely assume that articles about local tax relief for the elderly and mentioning a legislator or the legislature represented 5 percent of the 20,000 articles appearing in the state capitol news digest incorporated into the database over the course of the year. From the vantage point of academic research, this dataset represents an index of news media attention to issues by policy topic as perceived by state officials in any year or range of years.

Bills and Resolutions

This dataset will include abstracts of 80,000 bills and resolutions introduced in the House and Senate since 1979, all coded by major and minor policy topics. Users could ask for bills not just by policy topic but by their legislative history. A user could ask for only bills, only resolutions, or both. The parties and counties of lead sponsors will be added to this dataset, so users also could ask for bills or resolutions sponsored by Democrats, Republicans, or both.

Thus, a user could ask for all bills from 1979 to the present that dealt with illegal **drug production, trafficking, and control** (minor policy topic) handled by any committee, handled only by the Senate Law and Justice Committee, that were reported from their primary committee, that went to the Appropriations Committee, that were passed or defeated on the floor, that went to conference committees, or just those that became law. A user could also ask to see only bills that were vetoed, only bills in which the legislature overrode vetoes, etc.

Although this section is not yet built into the website, users will be able to ask for all constitutional amendments by policy topic. A user could ask for only constitutional amendments dealing with the courts that were passed once by the legislature but not twice in successive sessions, that were passed twice but were defeated by voters, etc.

⁶ The dataset includes gubernatorial news digests except for the years 1995-2002, which contain news digests from the House Democratic caucus and House Republican caucus. Governor Ridge's news digests were sealed along with more confidential records and thus not available.

Pennsylvania

no filter Exclude Include

Newspaper Clips

Executive

no filter No Mention Significant Mention Mention

Legislative

no filter No Mention Significant Mention Mention

Judicial

no filter No Mention Significant Mention Mention

State Agency

no filter No Mention Significant Mention Mention

Local Government

no filter No Mention Significant Mention Mention

Federal Government

no filter No Mention Significant Mention Mention

Interest Groups

no filter No Mention Significant Mention Mention

Elections

no filter No Mention Significant Mention Mention

Dealing with Taxes

no filter No Mention Significant Mention Mention

Concerning the Elderly

no filter No Mention Significant Mention Mention

Budget

no filter No Mention Significant Mention Mention

Document Type

no filter Article Editorial Opinion Letter Photograph
 Newswire story Political cartoon Other

Bills and Resolutions

House

Senate

Both Bills

Resolutions

REFERRED TO

House Committee Primary Only

ALL COMMITTEES

Senate Committee Primary Only

ALL COMMITTEES

Conference Committee

House Last Action No Filter

Senate Last Action No Filter

Dealing with Taxes

no filter Include Exclude

Concerning the Elderly

no filter Include Exclude

Appropriations

no filter General Appropriations Supplemental Appropriations Non-Preferred Appropriation Appropriations attached to non-appropriations bills

Governors' Budget Addresses

This dataset is complete. Following procedures used by the national database to code presidential State of the Union messages, it breaks 29 governors' budget addresses delivered from 1979 to 2007 into 7,655 sentences and sentence fragments and codes these data by policy topic. Users can exclude sentences that are devoid of policy content or recommendations.

As an example, users could ask to see all governors' statements about **Education** (a major policy topic), **elementary and secondary education** (a minor policy topic), or **coal (minor policy topic)** or only those statements about coal that also mentioned a tax.

Website users also will also be able to draw down the complete text of all governors' budget messages.

Governors' Executive Orders

This dataset is complete. Following procedures at the national database, it codes all 212 governors' executive orders issued since 1979 by policy topic. Users could ask to see all executive orders dealing with **crime** that were issued at the beginning of a governor's first term or only in a gubernatorial election year.

Budget

Within one or more major policy topics such as **Education**, users can ask for all Commonwealth expenditures from all funds in either nominal (unadjusted) or real (adjusted to a base year) dollars.

Still to be added to the interface pages:

Under Bills and Resolutions

- Only Acts (a subset of bills and resolutions)

- Only Constitutional Amendments (a subset of bills and resolutions)

Pennsylvania Supreme Court Cases since 1979

Public opinion polling on the most important problems facing Pennsylvania annually since 1994

Fiscal Condition: Pennsylvania General Fund Resources, Expenditures, Balances (or Deficits) and Rainy-Day Funds

	<p>Commemorative <input checked="" type="radio"/> no filter <input type="radio"/> Include <input type="radio"/> Exclude</p> <p>Petition <input checked="" type="radio"/> no filter <input type="radio"/> Include <input type="radio"/> Exclude</p> <p>Vetoed <input checked="" type="radio"/> no filter <input type="radio"/> Include <input type="radio"/> Exclude</p> <p>Line Item Veto <input checked="" type="radio"/> no filter <input type="radio"/> Include <input type="radio"/> Exclude</p> <p>Veto Overriden <input checked="" type="radio"/> no filter <input type="radio"/> Include <input type="radio"/> Exclude</p> <p>Enacted Without Governor Signature <input checked="" type="radio"/> no filter <input type="radio"/> Include <input type="radio"/> Exclude</p> <p>Recalled By Legislature <input checked="" type="radio"/> no filter <input type="radio"/> Include <input type="radio"/> Exclude</p> <p>Signed by Governor <input checked="" type="radio"/> no filter <input type="radio"/> Include <input type="radio"/> Exclude</p>
<input checked="" type="checkbox"/> Governor's Budget Address	
<input type="checkbox"/> Executive Orders	<p>Governors Party <input checked="" type="radio"/> no filter <input type="radio"/> Democrat <input type="radio"/> Republican</p> <p>Beginning of Term <input checked="" type="radio"/> no filter <input type="radio"/> Exclude <input type="radio"/> Include</p> <p>Planned Transition <input checked="" type="radio"/> no filter <input type="radio"/> Exclude <input type="radio"/> Include</p> <p>Governational Election Year <input checked="" type="radio"/> no filter <input type="radio"/> Exclude <input type="radio"/> Include</p> <p>Legislative Election Year <input checked="" type="radio"/> no filter <input type="radio"/> Exclude <input type="radio"/> Include</p> <p>Commemorative <input checked="" type="radio"/> no filter <input type="radio"/> Exclude <input type="radio"/> Include</p> <p>Dealing with Taxes <input checked="" type="radio"/> no filter <input type="radio"/> Exclude <input type="radio"/> Include</p> <p>Concerning the Elderly <input checked="" type="radio"/> no filter <input type="radio"/> Exclude <input type="radio"/> Include</p>
<input checked="" type="checkbox"/> Budget	<input checked="" type="radio"/> Un-adjusted Dollars <input type="radio"/> Inflation-adjusted Dollars Base Year 2000
<p>POLICY AREAS TO INCLUDE:</p> <p>Click on the topic name to the right to learn more about it. Or search for the Policy Area that best matches</p>	<ul style="list-style-type: none"> • To select multiple subtopics/topics, press the control (ctrl) key or Apple Command key while using your mouse to click on desired topics. • To de-select a subtopic, press the control (ctrl) key or Apple Command key while using your mouse to click on a highlighted (selected) topic. • To select just major topic(s), select the option "All subtopics in..." • To select <i>all</i> major topics, check the box "Search ALL topics..."

Policy Topics

This menu replicates the major and minor policy topics displayed on the national database website as modified for Pennsylvania state government. Examples of changes would be: **Macroeconomics** was changed to **Fiscal and Economic Issues**, as states do not have macroeconomic policies. **State and Local Administration** was changed to **Local Government and Governance**. New minor topics (or subtopics) were created for such exclusively state activities as **zoning and growth management, state tort law and tort reform, lottery operations, initiative and referendum**, and the **regulation and licensing of professional services**.

Users could select **All** topics, using a particular filter. For example, users could ask to see all bills in all topics that contained a tax, all bills in all topics that deal with the elderly, or all bills in all topics that contained an appropriation.

Under each major policy topic, users can search specific subtopics, all subtopics, or a general subtopic that includes records dealing with more than one subtopic. Thus, under the major topic **Education**, users could select subtopics such as **elementary and secondary education, higher education, special education, education of underprivileged students, vocational education**, etc. Users could select **general education** to see all education records that deal with more than one subtopic (a bill that dealt with both elementary, secondary, and higher education, for example). Finally, users could search several subtopics simultaneously or all subtopics within a major topic.

Similarly, under the major topic **Energy**, users could search the subtopics **coal, natural gas and oil, electricity, energy conservation, alternative and renewable energy**, etc. Users could also search several of these subtopics simultaneously or all of these subtopics.

Users could simultaneously select any combination of major as well as minor topics, such as **elementary and basic education** and **all subtopics in energy**.

Bear in mind that the examples above could also be limited by the legislative history filters. So users could ask to see all bills dealing with **secondary mortgages** that passed the House or all such bills that died in their primary committee.

your more specific interest.




Each record includes a short description (a sentence or phrase) of the item. This feature allows a text search of that field and will help identify the best topic from the list to the right.

Search ALL Topics, or select specific topics/subtopics from the lists below:



Agriculture

All subtopics in Agriculture 
Agricultural Marketing, Research, and Promotion 
Agricultural Research and Development 




Banking, Finance, and Domestic Commerce

All subtopics in Banking, Finance, and Domestic Commerce 
Bankruptcy 
Consumer Finance, Mortgages, and Credit Cards 

Civil Rights and Liberties

All subtopics in Civil Rights and Liberties 
Abortion and Alternatives to Abortion 
Age Discrimination 

Community Development, Housing Issues

All subtopics in Community Development, Housing Issues 
Elderly and Handicapped Housing 
General Community Development and Housing Issues 

Defense

All subtopics in Defense 
Arms Control and Nuclear Nonproliferation 
Civil Defense 

Education

All subtopics in Education 
Arts and Humanities 
Education and Underprivileged Students 




Energy

All subtopics in Energy 
Alternative and Renewable Energy 
Coal 

Environment

All subtopics in Environment 
Air Pollution, Global Warming, and Noise Pollution 
Coastal Water Pollution and Conservation 




Fiscal and Economic Issues

All subtopics in Fiscal and Economic Issues 
General Fiscal and Economic Issues 
Industrial Policy 


Foreign Trade

All subtopics in Foreign Trade 
Exchange Rates and Related Issues 
Export Promotion and Regulation, Export-Import Bank 




Health

All subtopics in Health 
Alcohol Abuse and Treatment 
Comprehensive Health Care Reform 




International Affairs and Foreign Aid

All subtopics in International Affairs and Foreign Aid 
Africa 
Asia, Pacific Rim, Australia, and Japan 

Labor, Employment, and Immigration

All subtopics in Labor, Employment, and Immigration 
Employee Benefits 
Employee Relations and Labor Unions 

Law, Crime, and Family Issues

All subtopics in Law, Crime, and Family Issues 
Child Abuse and Child Pornography 
Court Administration 

Keyword Search

Although one advantage of the website tool is that it is not primarily dependent on keyword search tools, which can be fooled by language changes, misspellings, and so forth, the website will have keyword search tool as a supplementary aid. Thus, a user could ask to see all bills dealing with **nuclear energy** but add in the keyword search “Three Mile Island.”

The web tool would then produce two tables: one with all bills dealing with nuclear energy and a second with all bills dealing with nuclear energy that also included “Three Mile Island” in the abstract (short title).

Years or Legislative Sessions

For each query, users can ask to see all records from 1979 to the present or all records for any shorter time period. Users can also ask to see records by year or by legislative session.

Graphs

For all queries, users can ask that tables and graphs provide the number of cases per year or the percent of activity by year.

Thus, users could ask to see a bar graph showing all hearings about **nuclear energy** by any House or Senate committee for the years 1979-1999 both as a raw count and as a percent of all House hearings on all topics in the same time period.

Similarly, users could ask to see a bar graph showing changes in the number of bills introduced dealing with **local taxes** benefitting the elderly in each legislative session from 1990 to 2000.

In addition to bars, the graphing tool will allow users to select a variety of formats, such as lines, pie charts, three-dimensional bar graphs, etc.

		<p>Public Lands and Water Management</p> <p>All subtopics in Public Lands and Water Management General Public Lands and Water Management Native American Affairs</p> <p>Social Welfare</p> <p>All subtopics in Social Welfare Assistance to the Disabled and Handicapped Elderly Issues and Elderly Assistance Programs</p> <p>Space, Science, Technology, and Communications</p> <p>All subtopics in Space, Science, Technology, and Communications Broadcast Industry Regulation Commercial Use of Space, Satellites</p> <p>State and Local Government Administration</p> <p>All subtopics in State and Local Government Administration Counties Governance of Multi-Purpose Special Districts, Agencies, or Areas</p> <p>State Government Operations</p> <p>All subtopics in State Government Operations Census Currency, Commemorative Coins, Medals, U.S. Mint</p> <p>Transportation</p> <p>All subtopics in Transportation Airports, Airlines, Air Traffic Control, and Safety General Transportation</p>
<p>INCLUDE KEYWORD(S)</p>	<p><input type="text"/></p> <p><small>Note: the text descriptions for each record are very short and generally not sufficient for an accurate keyword search.</small></p>	<p><input checked="" type="radio"/> search only selected topics/subtopics</p> <p><input type="radio"/> search all topics/subtopics</p>
<p>FOR THESE YEARS OR LEGSLATIVE SESSION:</p>	<p><input checked="" type="radio"/> the years</p> <p>from <input type="text" value="1999"/> to <input type="text" value="2000"/></p>	<p><input type="radio"/> the Legislative Sessions</p> <p>from <input type="text" value="1999-00"/> to <input type="text" value="1999-00"/></p>
<p>GRAPH AS:</p>	<p><input checked="" type="radio"/> Number of cases per year</p> <p><input type="radio"/> Percent of all activity per year</p>	
<p><input type="button" value="Reset Form"/> <input type="button" value="SEARCH!"/></p>		

Website Output: Example 1 (Education Policy and Nominal Budget, No Filters, 1999-2000)

The page that follow provide screen images of output from selecting the following options:

Governing Magazine
No filters

News Clips
No filters

Bills and Resolutions
House Bills
Senate Bills
All Committees
No other filters

Governors' Budget Messages

Budget
Unadjusted dollars

Policy Area
All subtopics in education

Years 1999 and 2000

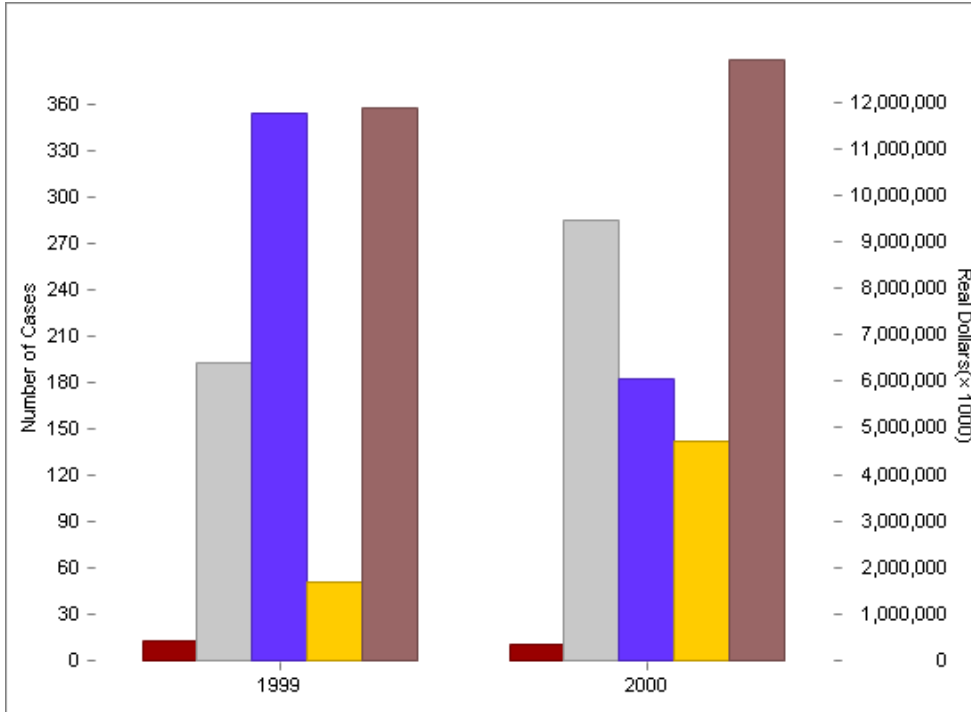
Graph
Number of cases per year

Looking at the year 1999, clicking on the 13 under *Governing Magazine* will produce abstracts of the 13 articles on education that appeared that year; clicking on 193 under Newspaper Clips will produce abstracts of the 193 stories on education appearing in the database's 10 percent sample from the House Republican news digest that year, and clicking on 354 will produce abstracts of the 354 bills and resolutions on education introduced in both chambers in 1999. Note that the abstracts of bills and records include a hyperlink that can take users to the full text of the bill in its final version and all previous print numbers and to its full legislative history. Clicking on Governors' Budget Messages produces all sentences and sentence fragments dealing with education. First pages of each of these dataset records are provided as examples.

Education spending for 1999 is \$11,853,742 in unadjusted (nominal) dollars.

PENNSYLVANIA POLICY DATABASE PROJECT

POLICY ANALYSIS QUERY RESULTS



To save the above chart select the disk icon from the chart toolbar and from the "Save as type:" option box, select "Metafile pictures." This will allow you to include the chart in your own documents.

Use the chart toolbar or right-click on the chart to access the chart options menu and to alter the chart appearance.

To learn more about changing the chart appearance see the [Chart Tutorial](#).

	Education Governing Magazine	Education Newspaper Clips	Education Bills and Resolutions	Education Governor's Budget Address	Education Budget
1999	13	193	354	51	\$11,853,742
2000	10	285	182	142	\$12,904,478

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Detailed Records for Education Bills and Resolutions

ID	Chamber	Session	Bill	Hyperlink	Sponsor	Sponsor_Party	Sponsor_County	Sponsor_Terms	Abstract	Tax_Eld	Con_Amend	Act_No	Year
9	1	1999-00	HB 8	#http://www.legis.state.pa.us/WU01/LI/BI/BH/1999/0/HB0008.HTM#	Stairs, Jess M.	0			Amending the Public School Code of 1949, further providing for contracts with private residential rehabilitative institutions, for continuing professional development and for a program for continuing professional education; providing for national board certification and for private alternative education institutions for disruptive students; and making an appropriation.	0	99	0	1999
13	1	1999-00	HB 12	#http://www.legis.state.pa.us/WU01/LI/BI/BH/1999/0/HB0012.HTM#	Stairs, Jess M.	0			Amending the Early Intervention Services System Act, further providing for intervention services for infants, toddlers and eligible young children with disabilities; expanding the membership of the Interagency Coordinating Council; further providing for the expenditure of certain appropriations.	0	99	23	0
17	1	1999-00	HB 16	#http://www.legis.state.pa.us/WU01/LI/BI/BH/1999/0/HB0016.HTM#	Stairs, Jess M.	0			Amending the Public School Code of 1949, providing for an aid ratio guarantee.	0	99	67	0
18	1	1999-00	HB 17	#http://www.legis.state.pa.us/WU01/LI/BI/BH/1999/0/HB0017.HTM#	Stevenson, Thomas L.	0			Amending The Library Code, further providing for State-aid to local libraries and library systems.	0	99	0	1999
									Repealing "An act				

Detailed Records for Education

Governor's Budget Address

ID	Month	Day	Year	Governor	Source	Sentence	Code
4810	2	2	1999	Ridge	PA House Legislative Journal	And with this budget, we do.	607
4811	2	2	1999	Ridge	PA House Legislative Journal	We begin at the very beginning, even before our children go to school, with a new approach to preschool learning called CyberStart.	602
4812	2	2	1999	Ridge	PA House Legislative Journal	We will partner with parents, day-care centers, and educators to link 4,000 child-care centers to the internet, to harness its educational power for preschoolers.	607
4813	2	2	1999	Ridge	PA House Legislative Journal	And yes, we will extend our Link to Learn programs for another year and invest \$20 million to keep our kids in grades K through 12 looking toward their future.	601
4814	2	2	1999	Ridge	PA House Legislative Journal	In our effort to make technology education a priority after school, we introduce with this budget our SCITECH Scholars Program.	601
4815	2	2	1999	Ridge	PA House Legislative Journal	It provides up to \$9,000 for Pennsylvania students studying technology at Pennsylvania's colleges or universities.	601
4816	2	2	1999	Ridge	PA House Legislative Journal	In return, they agree to work in Pennsylvania for up to 3 years after they graduate.	601
4817	2	2	1999	Ridge	PA House Legislative Journal	Scitech Scholars is Pennsylvania's first direct attempt to reverse the migration of our college graduates to other states.	601
4818	2	2	1999	Ridge	PA House Legislative Journal	But I think you understand and we want our young people in Pennsylvania to understand that good technology jobs do not always require a 4 year degree.	601
4819	2	2	1999	Ridge	PA House Legislative Journal	So we introduce our GI Bill for the New Economy.	604
4820	2	2	1999	Ridge	PA House Legislative Journal	It will help those Pennsylvanians who do not seek a 4-year education but do want more education to succeed in our technology-based economy.	602
4821	2	2	1999	Ridge	PA House Legislative	But our emphasis on bits and bytes must be built on a strong foundation of ABCs.	602

					Journal		
4822	2	2	1999	Ridge	PA House Legislative Journal	This budget also concentrates on the basics.	602
4823	2	2	1999	Ridge	PA House Legislative Journal	We will invest \$5.8 billion in Pennsylvania's public schools.	602
4824	2	2	1999	Ridge	PA House Legislative Journal	Our school districts will see nearly a quarter-billion-dollar increase in the funds available to them.	607
4825	2	2	1999	Ridge	PA House Legislative Journal	We will increase performance funding for our schools by 25 percent - nearly \$17 million in bonuses to improve performance and attendance.	606
4826	2	2	1999	Ridge	PA House Legislative Journal	We will increase funding for special education by nearly \$34 million, or 5 percent, to take better care of the children who need it most.	607
4827	2	2	1999	Ridge	PA House Legislative Journal	And we will enact Read to Succeed, a bold new program based on a very simple idea:	602
4828	2	2	1999	Ridge	PA House Legislative Journal	reading is the fundamental building block of all learning.	602
4829	2	2	1999	Ridge	PA House Legislative Journal	In the first 3 years, you learn to read.	602
4830	2	2	1999	Ridge	PA House Legislative Journal	Therefore, you read to learn.	607
4831	2	2	1999	Ridge	PA House Legislative Journal	And all Pennsylvania's children must read to succeed.	602
4832	2	2	1999	Ridge	PA House Legislative Journal	This year, Pennsylvanians will spend \$14 billion on public education.	602
4833	2	2	1999	Ridge	PA House Legislative Journal	Our per-pupil spending is more than \$1,200 above the national average and ranks higher than 43 other states.	602
4834	2	2	1999	Ridge	PA House Legislative Journal	Pennsylvania taxpayers make an extraordinary commitment to our public schools.	602
4835	2	2	1999	Ridge	PA House Legislative Journal	But if our students are to excel in the 21st century- if that is truly our goal- than more money alone will not be enough.	602

Website Output: Example 2 (Education Policy and Real Budget, Tax Filter, 1999 and 2000)

Returning to the interface pages, we retain the same selections as in Example 1 but add the tax filter for *Governing Magazine*, Newspaper Clips, and Bills and Resolutions. We also ask for all education spending in inflation-adjusted dollars to the base year of 2000. The following datasets are selected.

Governing Magazine

Dealing with taxes Include

Newspaper Clips

Dealing with taxes Include

Bills and Resolutions

Dealing with taxes Include

Governors' Budget Addresses

Budget

Inflation adjusted dollars Base Year 2000

Policy Area

All subtopics in education

Years 1999 and 2000

Graph

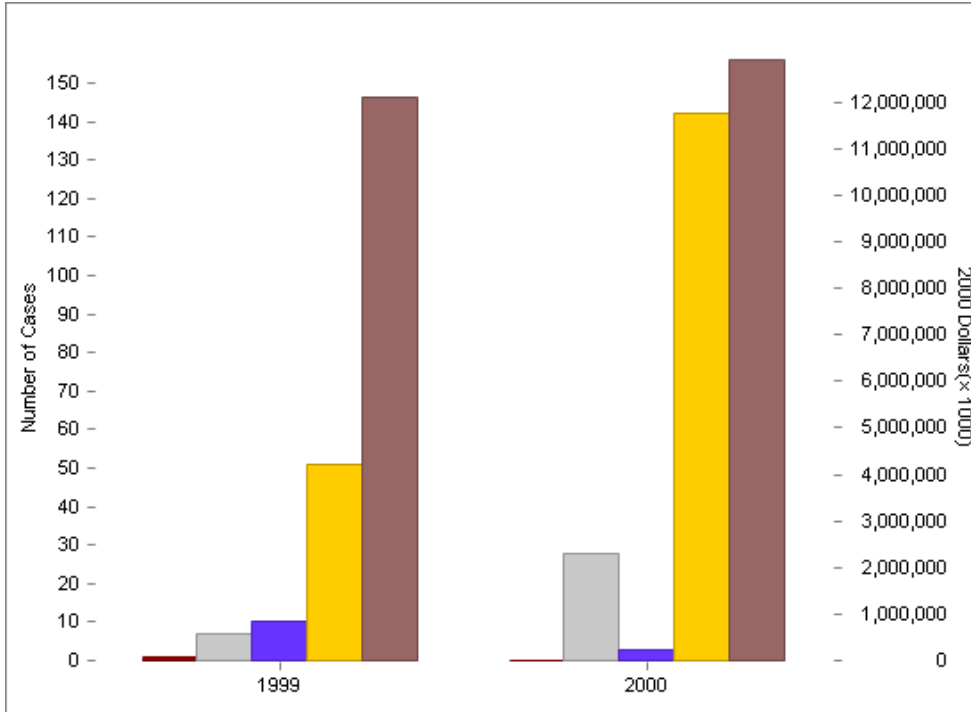
In numbers of cases

For 1999, the tax filter has reduced education stories in *Governing Magazine* from 13 to 1. In other words, only 1 of the magazine's 13 education stories also dealt with taxes. Similarly, the tax filter has reduced newspaper clips from 193 to 7 and bills and resolutions from 354 to 10. Clicking on these numbers will again take users to abstracts of the magazine articles, newspaper clips, and bills and resolutions. First pages of each of these dataset records are again provided as examples.

For 1999, the inflation adjustor has restated education spending from 11,853,742 in current dollars shown in Example 1 to 12,093,187 in year 2000 dollars in Example 2.

PENNSYLVANIA POLICY DATABASE PROJECT

POLICY ANALYSIS QUERY RESULTS



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	Education Governing Magazine	Education Newspaper Clips	Education Bills and Resolutions	Education Governor's Budget Address	Education Budget
1999	<u>1</u>	<u>7</u>	<u>10</u>	<u>51</u>	\$12,093,187
2000		<u>28</u>	<u>3</u>	<u>142</u>	\$12,904,478

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Detailed Records for Education Governing Magazine

ID	Year	Month	Title	Abstract	Ex	Leg	Bur	Jud	Loc	Fed	IG	Elec	Gov	Tax	Eld	Bud	Man	Foreign	PA	Code
2616	1999	1	Schools + taxes + politics = chaos	New Hampshire and Vermont are fighting battles over school funding equality in two very different ways. Vermont is committed to rewriting Act 60, which redistributes tax money from rich communities to poor ones, and New Hampshire will probably either strip the supreme court of its jurisdiction over school finance or pass a broad-based sales or income tax, which it doesn't currently have, or a statewide property tax.	0	0	1	0	1	0	0	0	0	1	0	0	0	0	0	6

Detailed Records for Education Newspaper Clips

ID	Newspaper	County	Daily_NonDaily	Day	Month	Year	Headline	Abstract	Exec	Leg	Sta_Ag	Jud	Local_Govt	Fed	Elec	Tax	Elderly	Budget	Go
98	Landsdale Reporter			3	9	1999	Surplus may mean tax cuts	State officials are looking at a year-to-date tax revenue surplus of \$ 21 million. With the Rainy Day fund approaching \$ 1billion and 2000 being an election year Democrats will make the case that the additional money should be sent to the school districts to fund property taxes cuts.	0	2	0	0	0	0	2	1	0	1	0
102	Pittsburgh Post-Gazette			8	7	1999	State democrats tout proposal to refund surpluses as tax relief	State Sen Bodack(D) said that the Home - STAR or the Home Owner School Tax Relief Plan, where the home owners would get a part of the school property tax relief plan calls for the home owners to share the state's budget surpluses.	0	1	0	0	0	0	0	1	0	0	0
125	Associated Press			0	0	1999	Ridge's budget focus on tax cuts and new spending for education	Governor Ridge's state budget proposed \$ 273 million in tax cuts. The governor proposed the School District Empowerment Act which allows the School Districts to try out new approaches to education. He also presented the school vouchers for low income families.	1	0	0	0	0	0	0	1	0	1	0
459	York Dispatch			17	11	1999	School funding reform proposed	State legislators introduced a proposal which would raise more than half a billion dollars for education by increasing the state income tax by .5 percent. This proposal was introduced by State Representative Colafella. This proposal will solve the school	0	1	0	0	0	0	0	1	0	0	0

Detailed Records for Education Bills and Resolutions

ID	Chamber	Session	Bill	Hyperlink	Sponsor	Sponsor_Party	Sponsor_County	Sponsor_Terms	Abstract	Tax	Eld	Con_Ammd	Act_No	Year_Enacted
538	1	1999-00	HB 537	http://www.legis.state.pa.us/WU01/LI/BI/BH/1999/0/HB0537.HTM	Corrigan, Thomas C. Sr.	0			Amending the Tax Reform Code of 1971, providing an exclusion for sales to public or private libraries.	-1	0	99	0	0
604	1	1999-00	HB 603	http://www.legis.state.pa.us/WU01/LI/BI/BH/1999/0/HB0603.HTM	Coy, Jeffrey W.	0			Amending the Tax Reform Code of 1971, providing for personal income tax definitions; and providing for a higher education credit against personal income tax.	-1	0	99	0	0
717	1	1999-00	HB 716	http://www.legis.state.pa.us/WU01/LI/BI/BH/1999/0/HB0716.htm	Stetler, Stephen H.	0			Amending the Public School Code of 1949, providing for the establishment of a Charter School Fund and for crediting the emergency tax on liquor to the fund.	-1	0	99	0	0
950	1	1999-00	HB 949	http://www.legis.state.pa.us/WU01/LI/BI/BH/1999/0/HB0949.htm	TANGRETTI	0			Limiting building permit requirements and property tax reassessment for the rehabilitation of historic homesites; and conferring powers and duties on the PA Historical and Museum Commission.	-1	0	99	0	0
									Establishing the Vocational					

Website Output: Example 3 (Budget for Selected Policies, 2000 Dollars, 1999 and 2000)

Using only the budget analysis tool, we ask for real spending (2000 dollars) in the following policy areas:

Agriculture

Community Development and Housing

Education

Environment

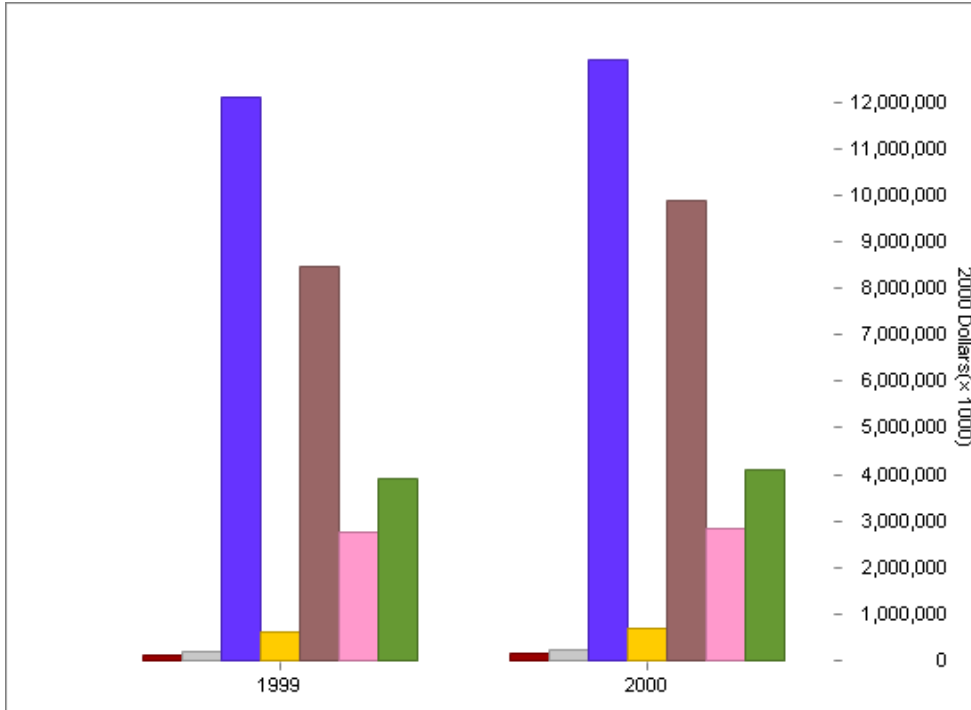
Health

Social Welfare

Transportation

PENNSYLVANIA POLICY DATABASE PROJECT

POLICY ANALYSIS QUERY RESULTS



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	Agriculture Budget	Community Development, Housing Issues Budget	Education Budget	Environment Budget	Health Budget	Social Welfare Budget	Transportation Budget
1999	\$132,109	\$201,988	\$12,093,187	\$608,915	\$8,479,919	\$2,755,272	\$3,887,815
2000	\$155,947	\$228,521	\$12,904,478	\$681,865	\$9,877,314	\$2,838,832	\$4,091,908

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Website Output: Example 4 (Budget for All Policies, 2004 Dollars, 1987-2004)

Using only the budget analysis tool, we select real spending (2004 dollars) for all policy areas from 1987 to 2004.



PENNSYLVANIA POLICY DATABASE PROJECT

All values in 2004 Dollars (x 1000)

	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Agriculture	\$78,148	\$92,679	\$93,768	\$99,754	\$110,751	\$112,483	\$125,498	\$125,125	\$132,910	\$129,867	\$135,442	\$144,326	\$143,906	\$169,873	\$172,772	\$165,945	\$141,643	\$145,014
Banking, Finance, and Domestic Commerce	\$1,041,014	\$1,032,790	\$1,026,727	\$1,043,262	\$1,041,756	\$1,066,439	\$1,080,744	\$1,030,437	\$1,064,541	\$1,043,976	\$1,080,590	\$1,118,184	\$1,134,008	\$1,220,257	\$1,249,959	\$1,301,014	\$1,353,362	\$1,358,135
Community Development, Housing Issues	\$178,595	\$346,221	\$304,580	\$327,809	\$251,628	\$227,397	\$187,033	\$248,693	\$229,268	\$257,520	\$199,925	\$201,108	\$220,026	\$248,928	\$213,198	\$161,634	\$241,733	\$295,850
Defense	\$1,682	\$1,694	\$3,108	\$3,211	\$2,760	\$2,147	\$1,839	\$1,745	\$1,699	\$1,869	\$1,906	\$1,745	\$1,621	\$1,940	\$1,745	\$1,872	\$9,338	\$9,545
Education	\$8,405,537	\$8,594,745	\$9,060,900	\$9,493,431	\$9,010,655	\$13,180,850	\$10,832,981	\$11,215,012	\$11,594,037	\$12,389,032	\$12,177,359	\$12,554,714	\$13,173,109	\$14,056,848	\$14,731,419	\$14,522,620	\$15,283,964	\$15,495,075
Energy	\$46,604	\$52,331	\$51,893	\$49,979	\$57,064	\$49,731	\$49,638	\$56,001	\$57,463	\$56,787	\$56,465	\$67,361	\$84,517	\$93,864	\$94,679	\$65,856	\$65,048	\$71,338
Environment	\$285,365	\$344,625	\$357,928	\$416,997	\$475,368	\$511,191	\$568,774	\$572,012	\$606,106	\$591,193	\$630,311	\$646,661	\$663,291	\$742,756	\$874,693	\$809,826	\$782,592	\$730,852
Fiscal and Economic Issues	\$661,201	\$917,397	\$1,001,856	\$1,060,908	\$1,218,690	\$1,354,740	\$1,187,489	\$1,381,070	\$1,458,731	\$1,261,741	\$1,345,448	\$1,354,589	\$1,882,530	\$1,380,836	\$1,178,399	\$1,120,444	\$1,113,189	\$1,123,401
Health	\$4,160,546	\$4,224,779	\$4,439,158	\$4,573,091	\$5,374,266	\$8,624,591	\$8,276,897	\$8,750,521	\$10,022,063	\$8,843,727	\$8,665,389	\$8,799,797	\$9,237,176	\$10,759,358	\$11,346,854	\$12,006,859	\$14,207,758	\$14,724,700
Labor, Employment, and Immigration	\$1,394,502	\$1,133,782	\$1,192,091	\$1,395,106	\$1,846,924	\$2,654,267	\$3,028,047	\$2,575,835	\$2,970,784	\$2,499,463	\$2,213,711	\$1,561,591	\$1,541,585	\$1,432,130	\$1,727,615	\$2,687,955	\$3,247,390	\$2,743,655
Law, Crime, and Family Issues	\$1,029,213	\$1,104,827	\$1,122,385	\$1,223,630	\$1,403,276	\$1,459,148	\$1,477,376	\$1,695,769	\$1,912,974	\$2,346,235	\$2,349,721	\$2,546,182	\$2,830,097	\$2,914,156	\$2,974,912	\$2,953,148	\$2,999,991	\$2,681,416
Public Lands and Water Management	\$115,082	\$129,071	\$133,426	\$131,746	\$142,899	\$156,858	\$145,756	\$154,484	\$158,964	\$160,975	\$164,464	\$175,206	\$177,243	\$206,930	\$222,749	\$181,080	\$195,921	\$199,840
Social Welfare	\$2,233,195	\$2,262,890	\$2,255,566	\$2,245,866	\$2,375,714	\$3,101,626	\$2,763,860	\$2,864,101	\$2,983,074	\$2,714,334	\$2,774,364	\$2,782,691	\$3,001,318	\$3,092,340	\$3,816,364	\$3,626,547	\$2,511,737	\$2,492,140
Space, Science, Technology, and Communications	\$15,528	\$17,439	\$17,295	\$16,657	\$19,016	\$16,570	\$16,543	\$18,663	\$19,151	\$18,924	\$18,820	\$22,450	\$21,500	\$27,950	\$28,224	\$21,950	\$21,678	\$23,774
State and Local Government Administration	\$133	\$20,691	\$20,555	\$20,216	\$20,339	\$28,378	\$29,020	\$26,953	\$26,961	\$27,792	\$27,847	\$27,429	\$28,092	\$23,131	\$9,208	\$6,136	\$3,934	\$4,260
State Government Operations	\$3,227,886	\$3,336,676	\$3,461,674	\$3,598,087	\$3,716,743	\$4,018,988	\$4,657,262	\$4,555,605	\$4,746,488	\$4,721,787	\$4,917,985	\$5,120,187	\$5,719,528	\$5,799,687	\$5,585,320	\$6,522,487	\$6,935,881	\$6,913,910
Transportation	\$3,087,077	\$3,786,400	\$3,838,941	\$3,590,903	\$3,615,732	\$3,339,674	\$3,481,288	\$3,410,495	\$3,554,258	\$3,340,033	\$3,431,538	\$4,145,233	\$4,234,997	\$4,457,315	\$4,606,354	\$5,369,969	\$5,694,797	\$4,592,031