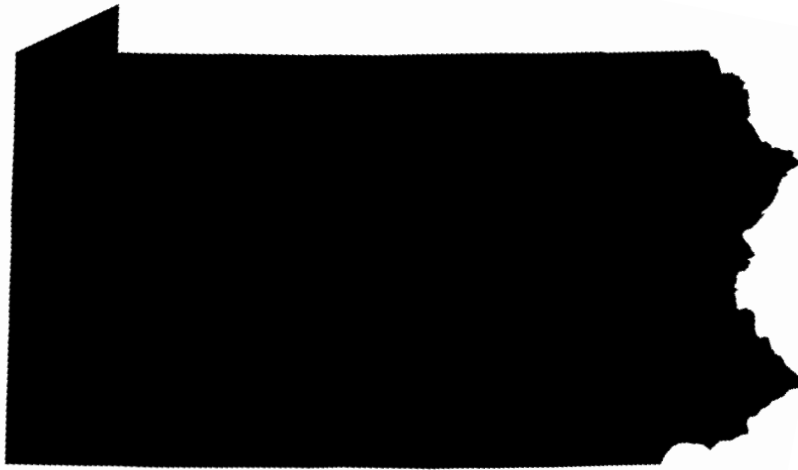


The Pennsylvania Policy Database Manual and Codebook

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I. The Pennsylvania Policy Database

The Project:

The Pennsylvania Policy Database Project is the first comprehensive state database that allows state policy makers, citizens, teachers, and students to research state policy issues using sophisticated, web-based search tools. The Pennsylvania project is designed to replicate the national Policy Agendas database constructed by Frank R. Baumgartner and Bryan D. Jones and available at www.policyagendas.org.

The national Policy Agendas database allows analysts to trace and analyze the history of virtually the entire range of national policy issues from the end of World War II to the present. The national project has coded into 20 major topics and 225 subtopics Congressional hearings, *Congressional Quarterly* reports, statutes, federal budgets, presidential executive orders, *New York Times* stories, and Gallup public opinion surveys. The database assists researchers in identifying source material across topics and provides tools for constructing descriptive and analytical tables and graphs.

The Pennsylvania Policy Database Project seeks to maintain consistency between the national database and the new Pennsylvania database so that researchers can view policy changes across governments. Initially, the Pennsylvania database will cover the years 1979 to the present. The codebook presented in this manual is based closely on the topics and subtopics used by the national project. We have made changes or additions where state government undertakes an activity not engaged in by the federal government. Our datasets also closely mirror those of the national database: legislative hearings, statutes, bills, budgets, gubernatorial executive orders, newspaper stories on state government, and public opinion surveys.

The Pennsylvania Policy Database Project is headquartered at Temple University and has included faculty and researchers at the Heinz School at Carnegie-Mellon University, the University of Pittsburgh, The Pennsylvania State University – State College, The Pennsylvania State University – Harrisburg, and the Fels Institute at the University of Pennsylvania.

This manual explains how to collect and code data. It also provides background on Pennsylvania state and local governments and a listing of state newspapers.

As part of the Pennsylvania project (but not covered in this manual) the Fels Institute has developed a state budget database modeled on the national project's federal budget database, which restates the entire federal budget across 17 major and 74 minor topic categories in both real and nominal terms from 1946 to the present. The Pennsylvania budget database covers the same period as the policy database: 1979 to the present.

II. Collecting and Coding: The Process

How to Collect and Code

There are two separate steps in creating a data entry for the Pennsylvania Policy Database. The first step is the collection of data. This entails creating or copying an abstract that briefly describes the record you are examining and utilizing filters that allow researchers to refine searches. The second step is conducted by a separate researcher who codes the abstract using the numerical codes from the Pennsylvania codebook.

The following sections describe how to collect and code the various types of data that will be incorporated into the Pennsylvania Database.

A. Collecting and Coding Newspaper Clippings

This database is a random sampling of Governor's press clippings or legislative news digests from 1979 to 2006. The database is constructed to allow researchers to analyze what issues members of state government paid attention in specific time periods.

Collecting Newspaper Clippings: Daily news digests are located in the archives assigned to your team. They are composed of articles from newspapers around Pennsylvania and the nation on issues of importance to government officials. You will sort through the various clippings and abstract and code a random sample of stories for a given year.

1. **Procedures for Sampling Newspaper Clippings:** Every article in the daily news digests will not be abstracted and coded. The following procedures should be used to ensure standardized sampling across the different sets of news clippings being used on the project:

- a) **Every 10th page is to be abstracted**

What counts as a page? Any page with print on it. This may be an article, a cartoon, a photograph, etc. If the news clippings are double-sided, each side of the paper is considered to be a page.

Sampling proceeds throughout an entire year. Each year has been assigned a random number that serves as the starting point for random sampling. If you are to start on page 2, abstract that page and then count every 10 pages for the rest of the year. Your counting should continue in sequence from one folder to the next or from one day's news clippings to the next (e.g. if the last page in May 11th's clips is 4, the first page on May 12th's clips is 5).

Re-starting the random sampling for each folder or day's news clippings will distort the sampling.

- b) **Abstract every article on the 10th page.** If the page contains more than one article abstract everything. Also, if the page contains something like a "News-in-

Brief" section that contains short summaries on a number of topics please abstract every one of the summaries as an individual article.

- c) **Continuing articles.** If the 10th page is a continuation of an article from another page – go back to the page with the headline and read the article for abstracting. Pick up counting for the sampling from the 10th page rather than the beginning page of the article.
- d) **Marking records.** Put clips on articles that you have abstracted so that the GRM can exercise quality control.

News Clip Example:

Election-year budget fight expected to be fierce

Tom Barnes
Pittsburgh Post-Gazette
April 4, 2006

Apr. 4--HARRISBURG -- Gov. Ed Rendell is a Philadelphia Democrat. The state Legislature is run by Republicans, most from smaller towns and rural areas. It's a sure-fire political recipe for annual conflict over the state budget.

But this spring, with Democrat Rendell running for a second term and GOP legislators trying to replace him with Republican Lynn Swann, the fiscal fighting will be especially fierce.

The fireworks are expected to start today, as the state House kicks off debate over a \$25 billion or so spending plan for the fiscal year that starts July 1.

Things have already gotten off to a rocky start, as House Majority Leader Sam Smith, of Punxsutawney, and Republican Appropriations Chairman Brett Feese, of Lycoming County, tossed out the \$25.4 billion proposal for fiscal 2006-07 that Mr. Rendell unveiled in early February.

In its place, the two GOP leaders have substituted their own budget. It's the same \$24.5 billion budget that the state has been using for fiscal 2005-06, which ends June 30.

By using the current budget as the starting point for 2006-07 negotiations, Republicans hope to force Mr. Rendell to defend and justify his nearly \$1 billion in additional spending.

Besides adding nearly \$1 billion to the regular state budget, Mr. Rendell also wants to spend another \$1 billion from sources outside the budget. These include the state motor vehicle fund, the lottery fund, the tobacco settlement fund and the new revenue from slot machines.

GOP leaders are willing to allow the 2006-07 bottom line to rise by about \$730 million, to reflect an inflation rate of about 3 percent. But that is clearly a much lower spending increase than Mr. Rendell would like.

Debate on what should be included in the new state budget will likely go on for hours. Besides the governor's spending plans, individual legislators have proposed at least 200 amendments for additional spending.

For example, Rep. Dan Frankel, D-Squirrel Hill, wants to provide additional funding for family planning agencies in the state. Mr. Feese has an amendment to increase spending on breast and cervical cancer research. Rep. Tom Tangretti, D-Greensburg, wants to increase funds for insurance for National Guard members.

Republicans want to take an axe to many of Mr. Rendell's spending increases, including:

\$552 million in additional welfare spending, including more medical aid for low-income persons and health insurance for children whose parents can't afford it.

\$224 million increase in the basic education spending for public schools.

A \$50 million increase for pre-kindergarten and all-day kindergarten programs

\$48 million increase for state prisons

\$38 million increase for special education programs

\$20 million "Classrooms for the Futures" plan, putting laptop computers on all high school desks

\$10 million for a new program to teach science education in elementary schools.

A mass transit funding increase of 2 percent.

His plan to redirect \$35 million of the state's tobacco settlement money to pay debt service on a \$500 million program for biomedical research facilities.

Mr. Rendell contends that all his spending plans would meet important needs -- aiding public schools, paying teacher pensions, meeting rising prison costs, attracting new medical researchers, extending health insurance to all low-income children and providing health care for the poor.

Despite their wide differences at the moment, there is one important factor that will pressure legislators to work out a budget deal with Mr. Rendell. Since this is a re-election year for most legislators, they want to get out of Harrisburg by June 30 -- or mid-July at the latest -- to go home and campaign for re-election.

Rendell administration officials have criticized the GOP for using the current budget as a starting point for negotiations. Why? Because it means the 2006-07 budget, like the current budget, would be loaded down with \$100 million in funds for pet programs in legislators' districts, so called "walking around money." Mr. Rendell didn't include such spending, officially called community revitalization grants, in his 2006-07 proposal.

But it's not just the new state budget that's putting Mr. Rendell at odds with GOP legislators this spring.

They've already clashed over several other issues, such as raising the state's minimum wage level to \$7.15 an hour from the current \$5.15 an hour, where it's been for nearly 10 years.

Mr. Rendell, union leaders and some Democratic legislators, especially Sen. Vincent Hughes of Philadelphia, are demanding that GOP legislative leaders, who control the voting calendar, permit a vote on a higher minimum wage soon.

But Republicans, bolstered by business groups, counter that raising a company's labor costs will just lead to layoffs and not help workers.

Another dispute centers on a Republican move to eliminate a 2-year-old, 5 percent gross receipts tax on cell phone bills.

Mr. Rendell pushed for the tax, which took effect in January 2004, as a way to make up what at the time was a state budget deficit. But now his administration is predicting a surplus on June 30 of more than \$500 million, and the wireless phone industry, backed by the GOP, is demanding repeal of the tax.

Critics claim it constitutes "double taxation" because the state's 6 percent sales tax also applies to cell phone bills.

Mr. Rendell has battled the GOP over how to assign financial damages in medical malpractice and product liability lawsuits.

Republicans are trying to limit the legal liability of defendants with "deep pockets," such as doctors, hospitals and manufacturers. Critics said such defendants often have little to do with an accident

victim's actual injuries but are hit with large judgments by juries.

Mr. Rendell recently vetoed a bill that would have imposed such limitations. He said it wasn't fair to injured and disabled people, who wouldn't be able to sue for adequate medical damages to help them recover.

Entering Data in the Access Form

2. **News Reports:** Scroll through the drop-down menu and click on the name of the newspaper or the station name of a news transcript. If the name of the newspaper or station is not included on the drop-down menu, type it in and make a note in the "comments" section. Some articles are not attributed to any source.

Unidentified News Reports: If you encounter an unidentified news report, please use the drop-down menu and select z-Unidentified. Then manually enter in the type of document after z-Unidentified (i.e. z-Unidentified Newspaper, z-Unidentified Broadcast Transcript, etc.).

For our example enter: Pittsburgh Post-Gazette

3. **Date:** Enter the date of the story in three separate columns for month, day and year. If there is no date mentioned on the news report enter the date from its news clipping packet.

For our example enter: 4/4/2006

4. **Headline:** Include the title of the document. If the story is wire copy or a broadcast news story with no headline, include the first sentence of the story. If it is a cartoon enter the first line of the text as the headline. Some photographs and cartoons will not have any descriptive text. Enter "No text" in the "Headline" box when you encounter this problem.

For our example enter: Election-year budget fight expected to be fierce

5. **Abstract:** Read the entire article and construct a short summary of the story. Your abstracts should be as concise as possible, while making sure to contain important information from the article. 2-3 sentences should be the norm. This entry should be complete enough to allow anyone to read through the database and understand what the article was about. Please include specific mentions of public figures, courts, interest groups, etc.

No Abbreviations - Our database will be designed to allow researchers to conduct a keyword search. This function will be most effective if every reference to an organization, city, agency, etc. is standardized in our database. Otherwise researchers may have to run multiple searches to capture all the references to their desired topic (for example, without standardization, you might have to run multiple searches to capture Three Mile Island, 3 Mile Island, TMI, T.M.I., etc.). Consequently, Researchers should spell out all words in their abstracts. The only exception is for PA and US. Once you have used a word you may abbreviate it in subsequent mentions within the same abstract.

Names and Titles - Not every politician's name needs to be mentioned in the abstract – only those people who are the main focus of the article. Note that we title public figures by either PA or US. For example, a story could be about both the PA Attorney General and the US Attorney General or the PA Health Secretary or the US Secretary of Health and Human Services. Include governor when talking about Governor Rendell or PA when talking about the PA Department of Energy.

Agencies - Be sure to indicate which government institution or agency, if any, is central to the article (“PA House”, “PA Supreme Court”, “PA Department of Education”, etc.). Be sure to write out the complete name of a governmental agency and which level of government it represents. For example, be sure to note whether an article is discussing the State Health Department (“PA Department of Health”) or the Philadelphia Health Department.

For our example enter: The PA state-budget process will be especially contentious this year because Democratic governor Edward Rendell is up for reelection. He and the Republican-led state legislature are clashing over proposed budget increases. They have already clashed this year over other issues such as raising the minimum wage and the elimination of the gross receipts tax on cell phone bills.

6. **Filters:** Twelve filters are utilized when collecting data on news reports: executive, legislative, judicial, state agency, local gov't, federal, interest group, elections, governance, tax, elderly, and budget. Please see the section on “Filters” in this manual for complete definitions and descriptions of these filters. Each of the existing filters has a drop-down menu with three possible entries: no mention (the default preference), significant mention, and mention.

0 - No Mention should be used if there is no discussion of a representative or institution related to one of the filters in the story.

1- Significant mention should be used when a representative or institution related to one of the filters is discussed either in the headline or in the first five paragraphs of the story. More than one filter may receive a significant mention.

2- Mention should be used if a representative or institution related to one of the filters is discussed after the first five paragraphs of the story.

A caveat: the “rule” on significant mentions serves as guidance rather than an absolute. You may come across an article where the most important aspects of the story are not mentioned in the first five paragraphs. Use your judgment in such instances. If you are positive that an important representative or institution related to one of the filters is mentioned late in the article - use the significant mention. Just make sure to make a note of your action in the “Comments” section.

For our example enter: 1 for “Executive” (Governor Rendell is discussed); 1 for “Legislative” (the state legislature and various legislators are discussed); 1 for “Elections” (which are affecting the budget process); 1 for “Budget” (the

primary topic of the article); 2 for “Interest Group” (among others, unions and “business groups” are mentioned); and 2 for “Tax” (mention of the gross receipts tax). All the rest of the filters receive a 0.

7. **Document Type:** Not all of the documents will be articles. The newsclipping files will also include cartoons, photographs, and opinion pieces. Using the drop-down menu for “Document Type” enter the appropriate type.

1- Article – print and broadcast.

2- Editorial – print and broadcast. Use this for expressions of the editorial position of the news publication, not for comments by columnists or outside organizations, which would be identified as Opinion (3 below)

3 - Opinion - Use this filter to identify opinions of news columnists (professional journalists) or of community or interest group leaders who are not professional journalists but are expressing a point of view.

4- Letter to the Editor

5- Photograph

6- Newswire story – Use this filter when a newswire story has not been printed in any newspaper.

7- Political cartoon.

8- Other – note the type in the “comments” section.

For our example enter: 1-Article.

8. **Code:** Leave this Blank. The coder will provide the entry.
9. **Comments:** If you have questions about the record that you have just created, please leave a message for the GRM in the “Comments” box.
10. **Initials:** Please type your initials in the “Initials” box.

How to Code Newspaper Clippings

11. **Coding:** Once the abstract is “collected,” it will be examined by another researcher. We do not code minor topics, ONLY major topics when we look at the newspapers. Please select the appropriate major topic code from the drop-down menu under “Topic.”

For our example enter “1 – Fiscal and Economic Issues” since the article is about budget politics.

B. How to Collect and Code Bills and Resolutions

The following process describes how to collect and code a bill. However, the same process is used for collecting and coding resolutions.

Collecting Bills

Accessing Pennsylvania Bills Online

1. Go to the website: <http://www.state.pa.us/>, and on the left-hand side click the link "Research Legislative Bills."
2. In this section, you can research bills by number, keyword, numerical index, etc. You will need to search the numerical index. Select the session you wish to find. We are using a Senate bill from the 2003-04 session as an example. Find the session in the scroll bar, select "House" and then click the "Go" icon.
3. This takes you to a page that lists "Senate Bills and Resolutions Introduced 2003-04 Regular Session." You will see 1280 bills and 331 resolutions listed by number only.
4. We will use as an example Senate Bill 100 of 2003-04. Click on the bill, which will take you to links to both the text of bill as it was introduced and amended (the "Current PN" is the latest version of the bill) and to its legislative history ("Bill History"). Click on Bill History (NB: This is the way you will find all House and Senate Bills and Resolutions).
5. Here is what the history looks like:

SB 100 By Senators JUBELIRER, BRIGHTBILL, PICCOLA, RHOADES, DENT, RAFFERTY, WENGER, TOMLINSON, ROBBINS, MADIGAN, M. WHITE, MOWERY, CONTI, WAUGH, THOMPSON, PUNT, HELFRICK, ERICKSON, WONDERLING, ARMSTRONG and PIPPY.

Prior Printer's Nos. [574](#), [992](#), [1027](#), [1039](#), [1075](#), [1110](#).
Printer's No. [1789](#).

An Act providing for taxation by school districts, for State funds and for wage and net profits tax relief in cities of the first class; and making an appropriation.

Referred to FINANCE, March 24, 2003
Reported as committed, June 16, 2003
First consideration, June 16, 2003
Re-referred to APPROPRIATIONS, June 16, 2003
Re-reported as amended, June 17, 2003
Second consideration, June 17, 2003
Amended on third consideration, June 24, 2003
(Remarks see Senate Journal Page 665), June 24, 2003
Amended on third consideration, June 25, 2003

- c. For example, instead of having to copy "<http://www.legis.state.../SB0100.HTM>" just erase the last "0" in "SB0100" (do this in the address bar) and insert a "1" to create SB0101 (for SB 101). Erase the "1" and place a "2" in there to get SB0102. Copy this to the Senate Bills form and repeat
- d. It is recommended that you complete all of the links for the session before entering the rest of the bill or resolution data into the Access form.

- 8. Session:** Type the years of the session into the "session" cell. This is always a two-year number beginning with an odd numbered year.

For our example enter 2003-04. DO NOT enter 2003-2004 or 03-04.

- 9. Date Referred to First Committee:** Enter the month, day and year that the bill was first assigned to a committee in its primary chamber using the three drop-down menus provided.

For our example, enter March 24, 2003 since SB 100 was initially "Referred to FINANCE, March 24, 2003".

- 10. Sponsor:** The names of all of the members of the House and Senate from 1979-present are listed in a drop-down menu under the "Sponsor" bar. The sponsor of a bill or resolution is the first person after "SB 100 by Representatives...."

For our example this would be Jubelirer.

Type in the first few letters of the sponsor. The name should automatically appear if you are typing it right. Be sure to check and make sure that you enter the right name of the person. For our example, if you enter a "Ju" Jubelirer, Robert C. will automatically be entered into the "Sponsor" cell.

There may be multiple entries for the same last name. For example, you might type in the name "Wagner" and "Wagner, Jack" pops up. If the main sponsor is "Wagner, Paul" you need to enter the "P" for it to complete. Make sure you are putting the correct names.

- 11. Abstract:** Copy and paste the abstract from the bill history. Do not include any extra space before or after the bill.

For our example this would be: An Act providing for taxation by school districts, for State funds and for wage and net profits tax relief in cities of the first class; and making an appropriation.

- 12. Legislative History:** This filter lists what are generally the most critical actions in a bill's history. For each chamber, check only the last action on the list that occurs. Please click on one of the following options in both the House: Last Action and Senate: Last Action drop-down menus:

- 0 – Not reported by Primary Committee: a majority of bills will fall in this category
- 1 – Reported by Primary Committee: if there are two committees shown, then it is likely that it got past its primary committee
- 2 – Passed on the Floor: passed on one chamber will show a switch to a second chamber – that is House or Senate
- 3 – Defeated or Deferred on the Floor: there will be no subsequent action
- 4 – Concurred in “Senate/House” Amendments: the chamber accepted the changes in the bill from the other chamber
- 5 – Non-concurred in “Senate/House” Amendments: the chamber did not accept the changes in the bill from the other chamber
- 6 – Passed Conference Report: the chamber passes the bill as amended by a conference committee composed of members of both houses
- 7 – Defeated or Deferred Conference Report: the chamber does not pass the bill as amended by a conference committee composed of members of both houses
- 99 – Never Reached Chamber: the bill was introduced in one house but was never introduced in the other

For our example, click "4 - Concurred in 'Senate/House' Amendments" under both "House: Last Action" and "Senate: Last Action" since the last action the House completed was "House concurred in Senate Amendments to House Amendments, July 3, 2004 (164-37)", and the last action the Senate completed was "Senate concurred in House amendments, as amended by the Senate July 2, 2004 (50-0)."

Some last actions are not listed. For example, many bills die in secondary committees without ever having a vote on the floor. For these bills, if the last action on the list is "Reported by Primary Committee," just check that. For this small number of bills, check the last action that appears on these lists. Keep in mind that bills can be "defeated" on a floor vote not just because the chamber rejects them on their merits but because opponents use a procedural vote to kill the bill. Examples are floor votes recommitting a bill to committee, sending a bill to another committee, tabling a bill (voting to postpone action indefinitely), or declaring a bill unconstitutional. If any of these votes are the last action, they should trigger the “Defeated or Deferred on the Floor” filter. Sometimes, a chamber will reconsider a vote and then reverse its decision. The chamber might defeat the bill, vote to reconsider, then pass the bill. In this case, check only “Passed on Floor.” If the chamber passes a bill, votes to reconsider, then defeats the bill, check only “Defeated or Deferred on the Floor.”

Vetoes are not specifically mentioned here; rather they are listed under the Veto filter. For vetoes that are overridden, be sure to use “2- Passed on the Floor.” If a veto is not overridden, enter “3 – Defeated or Deferred on the Floor.”

HINTS: For purposes of using this filter, it might help to start reading the Bill History on the state website FROM THE BOTTOM and then checking for each chamber the first action you encounter (which will be the last action in the bill’s life in that chamber). If you are somewhat

uncertain what to check, check the action that you think is the best and use the “Comment” section to indicate your uncertainty.

13. Governor’s Action: Governors play an integral part in the legislative process. Please check the following filters depending on the governor’s actions on the bill. It is possible that a bill may have more than one action in the “veto” filter.

Not Sent to Governor: if the bill was not passed in identical form (same PN) by both houses of the legislature, or if it is a constitutional amendment that does not require the governor’s signature, it cannot be signed or vetoed

Vetoed: the bill was stopped from enactment by the governor

Line item veto: a portion of the bill was stopped from enactment by the governor

Overridden by legislature: the legislature overrode the veto of the governor and the bill became a law

Became law without governor’s signature: the bill became law without the governor’s signature

Recalled by legislature: the legislature recalled the bill before the governor had a chance to act on it

Signed by Governor: the governor signed the bill into law

For our example, click “Signed by the Governor” because the bill became a law without a veto from the governor.

14. Constitutional Amendment (Joint Resolution to the Pennsylvania Constitution):

Amendments to the Pennsylvania constitution must be passed by two consecutive sessions of the legislature (guaranteeing an intervening election) and then approved by the voters in a referendum. (NOTE: The governor has no role in approving constitutional amendments. They do not require his signature.) Please enter one of the following actions from the drop-down menu when collecting information on constitutional amendments:

0 – Not passed by legislature: an amendment is introduced but is not approved by the legislature.

1 – Passed once by legislature: an amendment is introduced and approved by only **one** session of the legislature

2 – Passed twice in consecutive sessions: an amendment is introduced and approved by **two** sessions of the legislature. Note: an amendment has to pass the legislature in two consecutive sessions. If it passes twice, then it must go to the voters

3 – Approved by the voters: an amendment is approved by the voters in a referendum

4 – Defeated by the voters: an amendment is defeated by the voters in a referendum

99- Not a constitutional amendment: this is the default for bills/resolutions that are not constitutional amendments.

Our example is not a constitutional amendment, so this filter should be left blank.

15. Appropriations: there are several types of bills that allocate money for programs supported by the state government. If you are working on a bill that includes an

appropriation please select one of the following options from the “Appropriations” drop-down menu:

- 1 - General Appropriations Bill: a bill proposing an annual state budget known as the “GA” Bill
- 2- Supplemental and Special Fund Appropriations: supplemental bills adjust the spending for the “GA” Bill and appropriate money from special funds (for example: “An Act making an appropriation from the State Employees’ Retirement Fund to provide for expenses of the State Employee’s Retirement Board”)
- 3- Non-preferred Appropriations: appropriations to institutions not owned or under the total control of the state such as Temple University
- 4- Appropriations attached to non-appropriations bills: appropriations attached to bills usually saying “and making an appropriation” and allocating money for particulars of that bill
- 99- Not an appropriation: this is the default for bills/resolutions that do not contain appropriations

Our example ends with the words “and making an appropriation.” Therefore select Appropriations Attached to Non-Appropriation Bills from the “Appropriations” drop-down menu.

- 16. Act No.:** If the bill has become a law, please insert the number of the act. If the bill has not become a law, please enter a “0”. For example: for Act 1, put 1. All types of appropriations acts except “4-Appropriations attached to non-appropriations bills” will have an “A” after the act #. For example if Act 36 was a non-preferred Appropriation, enter 36A.

For our example, enter 72 since it is Act No. 72.

- 17. Year Enacted:** If the bill has become a law, the enacted date will be listed at the bottom of the bill history. Insert the year in the “Year Enacted” cell. If the bill has not been enacted, please enter a “0” into this cell.

For our example, enter 2004 since the law was “Approved by the Governor, July 5, 2004.”

- 18. Tax:** This filter should be utilized if a bill creates or changes a tax (Please see the section on “Filters” in this manual for complete definitions and descriptions of this and the following three filters).

For our example, check off the tax filter since this law affects the taxing power of local governments.

- 19. Elderly:** This filter should be utilized if a bill provides or changes benefits for older adults, which could include bill dealing with pensions.

For our example, do not check off the elderly filter since the abstract does not mention older Pennsylvanians.

- 20. Governance:** [DOES NOT APPLY TO DATA COLLECTED AFTER 1-1-08] This filter should be utilized if a bill shifts the existing power or authority arrangements between or within governments.

For our example, check off the governance filter since this law changes the taxing power of local governments.

- 21. Commemorative:** This filter should be utilized if a bill or resolution creates a special holiday, names a bridge after a person, allows a particular flag to wave at certain times, etc.

For our example, do not check off the “Commemorative” filter.

- 22. Petition:** This filter should be utilized if a bill or resolution requests action from another level of government (federal, local or another state), another branch of state government (executive or judicial), a foreign government, or a private or non-profit entity.

For our example, do not check off the “Petition” filter.

- 23. Committees:** Every bill is referred to at least one committee. The Access form contains filters for both “House Committees” and “Senate Committees.” Information should be entered for both houses if available. There is also a Conference Committee option listed below the “Senate Committees.” Please utilize the following “Committee” filters:

Primary Committee: the first committee that a bill is sent to in both the House and the Senate.

Others: The next committee(s) that the bill arrives in should be checked as “other” committee(s). Bills can go to only one primary committee but more than one secondary committee in each chamber.

For our example, enter:

Senate Committee: Primary: Finance, Others: Appropriations, Rules and Executive Nominations

House Committee: Primary: Finance, Others: Appropriations, Rules

- 24. Code:** Leave this Blank. The coder will provide the entry.

- 25. Comment:** You may use this space to indicate questions or issues that should be addressed by the GRM. For example, if you find a committee that is not listed or are not sure about a filter, put your comment here.

- 26. Initials:** Type your first, middle, and last initial once, and it should automatically insert it every time afterward.

Coding

27. Code - Once the abstract is “collected,” another researcher will code it. There are two cells for coding so that GRMs can paste the second coder’s work into the Access form for quality control.

SB 100 is coded 2404 because it deals with local taxes.

C. How to Collect and Code House Committee Hearings:

NOTE: This section will be revised once House committee hearings become available to the project in electronic format.

Collecting

1. Records of House committee hearings are in boxes in the House Archives in the State Capitol. Indicate that the House hearings are located in the “PA House Archives.”
2. Include the number on the box where the transcript is. The first box is box “1.”
3. Include the file on the Box. The first one in the box is file “1.”
4. Include the day, the month, and year in three separate cells.
5. Include the chamber. 1 is for the House; 2 is for the Senate; 3 is for joint committees.
6. Include the name of the committee. For the hearing we are using as an example, we enter “Agriculture and Rural Affairs.”
7. Include the name of the subcommittee or special committee if there is one.
8. Include the number of pages in the document.
9. Include the city where the hearing was held, usually Harrisburg
10. Include the bill that is the subject of the hearing, if any.
11. For House Appropriations Committee hearings, enter in the column headed Budget a 1 if the hearing was part of the committee’s annual hearings on the administration’s budget and a 0 if it was not part of the annual budget hearings.
12. Abstract the hearing. Read over the first couple pages. Often the committee chair will describe the purpose of the hearing and the bill to be discussed at the outset.

Coding

13. Once the abstract is “collected,” another researcher codes it 331 because it deals with “prevention, communicable disease, and health promotion” as shown in Figure 4.
14. A comment section follows for any questions about that you feel need to be addressed by the GRM.

D. How to Collect and Code Senate Committee Hearings:

Collecting

1. The Senate hearings are located on CDs with approximately 60 files on each. Include the location of the file. In our example, the location is “Senate CD 3” since it is Disc 3.
2. Include the file on the Senate CD. The first one on Senate Disc 3 is file “10174.”
3. Include the day, the month, and year in three separate cells.
4. Include the chamber. 1 is for the House; 2 is for the Senate; 3 is for joint committees.
5. Include the name of the committee. This should also be found on the first page. We will include a list of committees for tracking purposes. Since this is the “Senate and Labor Industry” committee we type that in cell E2.
6. Include the name of the subcommittee or special committee if there is one.
7. Include the number of pages in the document. Usually the PDF document will tell how many pages there are.
8. Include the city where the hearing was held. Most hearings will be held in Harrisburg, but they can be held all over the state.
9. Include the Bill that is the subject of the hearing. Sometimes a hearing may not focus on a bill(s), but it usually does.
10. For Senate Appropriations Committee hearings, enter in the column headed Budget a 1 if the hearing was part of the committee’s annual series of hearings on the administration’s budget and a 0 if it was not part of the annual budget hearings.
11. Abstract the hearing briefly. Read over the first couple pages. Often at the outset, the committee chair will describe the purpose of the hearing and the bill to be discussed.

Coding

1. Once the abstract is “collected,” another researcher will code it 503 because this hearing falls under “employee benefits.” When completed your table should resemble Figure 5.
2. A comment section follows for any questions about coding or abstracting that you feel need to be addressed by the GRM.

E. How to Collect and Code *Governing* Articles

The Periodical Abstracts database contains abstracts of every article in *Governing* since 1988 (the magazine commenced publication in fall 1987). *Governing* magazine provides current articles that examine trends in state and local government. The addition of *Governing* to the PA Policy Database will enable researchers to evaluate the pace of policy debate and adoption in Pennsylvania vis-à-vis other states.

Collecting

Accessing Records:

1. To access the Periodical Abstracts database, begin by going to <http://library.temple.edu>
2. Click on “Find Articles” in the upper right-hand corner of the Temple Libraries homepage.
3. Click on “All Research Databases.”
4. Scroll down and click “Periodical Abstracts.”
5. Enter so= “governing” beside the Keyword search.
6. Hit “Search.”
7. This should produce approximately 5000 records which constitute the universe of *Governing* articles in chronological order.
8. Clicking on the title of the article will take you to a detailed record of the story.

Entering Data in the Access form:

9. Enter the date of the publication in the “Date” drop-down menu.
10. Cut and paste the “Title” from the webpage into the “Headline” box on the Access form.
11. Cut and past the “Abstract” from the webpage into the “Abstract” box on the Access form.
12. There are 15 potential filters for each *Governing* article: Executive, Legislative, Judicial, State Agency, Local Gov’t and Federal, Pennsylvania, Foreign Gov’t, Interest Group, Elections, Governance, Tax, Elderly, Budget and Mandates. Check off the appropriate filters. Please see the section on “Filters” in this manual for complete definitions and descriptions of these filters.

Coding

13. Once the abstract is “collected,” it will be examined by another researcher, who will code the data. We do not code minor topics, ONLY major topics when working with *Governing*.
14. A comment section follows for any questions about coding or abstracting that you feel need to be addressed by the GRM.

F. How to Collect and Code *Governing Magazine's* "Ten Legislative Issues to Watch"

Governing magazine publishes an annual list of "Ten Legislative Issues to Watch" in their January or February issue. This dataset begins in 1992 and runs annually (with the exception of 1993 and 1999).

Collecting

Accessing Records:

1. These issues may be accessed in the Paley Library at Temple University. Please photocopy the two page article and retain it for the Project files.
2. Here is what our issue example looks like (taken from the February 1998 issue):

Issue	Why is this an Issue?	Who are the Main Players?	Where will it be Debated?	What Can We Expect?
Animal Waste	The federal Environmental Protection Agency estimates that livestock manure causes as much as 25 percent of surface water pollution nationwide.	On a broad level, large pork producers are pitted against environmentalists. The battle between family farmers and big agribusiness is an ongoing text.	Restrictions on corporate swine and poultry farming will be debated primarily in the Midwest, but also along the Eastern Seaboard in South Carolina and Maryland. Oklahoma may be the most interesting of all to follow.	Large-scale hog farmers met their Waterloo in North Carolina last year. If it can happen in hog-heavenly North Carolina, others may be soon to follow.

Entering Data in the Access form:

3. Please enter the data from the "Ten Legislative Issues to Watch" in the same Access form used for collecting and coding *Governing* magazine.
4. **Date:** Enter the date of the publication in the "Date" drop-down menu.

For our example, this would be 2 for February and 1998.

5. **Issue/Headline:** Each of the ten issues follows a path from left to right across two pages. The issue topic is listed at the far left. Enter the issue topic in the "Headline" box on the Access form.

For our example, this would be Animal Waste.

6. **Abstract:** After reading the text related to each issue, create a brief two to three sentence abstract that concisely summarizes the issue. This can often be done by adapting the "Why is this an Issue" box. Enter this information in the "Abstract" box on the Access form.

For our example, this would be “States are debating regulation of corporate livestock farms because livestock manure may cause up to 25 percent of surface water pollution nationwide.”

7. **Filters:** There are 15 potential filters for each “Ten Legislative Issues to Watch” issue: Executive, Legislative, Judicial, State Agency, Local Gov’t, Federal, Pennsylvania, Foreign Gov’t, Interest Group, Elections, Governance, Tax, Elderly, Budget, Mandates and Pennsylvania. Check off the appropriate filters. Please see the section on “Filters” in this manual for complete definitions and descriptions of these filters (the only filter not listed here “Pennsylvania”. This filter should be used if the issue capsules make specific mention of Pennsylvania and/or local governments in the state).

For our example, we would check off the “legislative” filter (because this is a legislative issue), the “federal” filter (because the article mentions the Environmental Protection Agency) and “interest group” (because the article contains reference to activities by pork producers and environmentalists).

8. **Code:** leave this blank. The coder will provide the entry.
9. **Comment:** You may use this cell to indicate questions or issues that should be addressed by the GRM. For example, if you are unsure about a filter, place your comment here.
10. **Initials:** Type your first, middle, and last initial in the “Initial” cell.

Coding

11. **Code:** Once the abstract is “collected” another researcher will code it. Unlike other Governing entries, subcodes are used for the “Ten Legislative Issues to Watch”. However, since we are using the Governing Access form, you must manually type in the code number for each piece of data. DO NOT use the drop-down menu because that only contains the major topic codes.

Our example is coded 701 because it concerns Drinking Water Safety.

12. **Comment:** A comment section follows for any questions about coding or abstracting that you feel need to be addressed by the GRM.

G. How to Collect and Code Executive Orders

The following process describes how to collect and code the governor's Executive Orders.

Collecting Executive Orders

Some of the Executive Orders (EO) from the timeframe we are collecting are available online. The executive branch's Office of Administration maintains a website that has selected executive orders dating back to the 1970s. Researchers should collect as many EOs as possible from this website and copy the rest from the library.

1. Go to the Office of Administration's website: <http://www.oa.state.pa.us>, and on the left-hand side click the link "Site Map". Scroll down to "Policies and Procedures", where you will find the available EOs are listed by decade. We are using Executive Order 2003-1 as an example. Click on the 2000-2009 link under Executive Orders. Scroll down and click on the link for 2003-1 Commonwealth's Health Care Reform Agenda.

A more complete set of Executive Orders from the Thornburgh years is available at: <http://www.library.pitt.edu/thornburgh/collection/series11.html>
After accessing this site, click on "related online text" in the upper right hand corner. Then click on "executive orders of Dick Thornburgh" on left side menu.

Additional Executive Orders from the Casey, Ridge and Schweiker administration can be found at <http://www.pabulletin.com>.

2. Our example of an Executive Order looks like:

EXECUTIVE ORDER Commonwealth of Pennsylvania Governor's Office		
Subject: Commonwealth's Health Care Reform Agenda		Number: 2003-1
Date: January 21, 2003	Distribution: B	By Direction of: Edward G. Rendell, Governor

WHEREAS, the citizens of the Commonwealth are entitled to an accessible and affordable health care system of the highest quality; and

WHEREAS, the Commonwealth agencies responsible for administering and delivering health care services have over time been delegated overlapping responsibilities; and

WHEREAS, due to redundant responsibilities, the current health care system is subject to unnecessary duplication, inefficiency, and added costs; and

WHEREAS, it is the responsibility of the Commonwealth to determine how best to reform Pennsylvania's health care system and to develop sound fiscal policy so as to resolve the concerns of the Commonwealth's patients, health care providers, and insurance carriers; and

WHEREAS, the establishment of an Office of Health Care Reform and the establishment of the Governor's Health Care Reform Cabinet will coordinate and implement the Commonwealth's Health Care Reform Agenda.

NOW, THEREFORE, I, Edward G. Rendell, Governor of the Commonwealth of Pennsylvania, by virtue of the authority vested in me by the Constitution of the Commonwealth of Pennsylvania and other laws of the Commonwealth, do hereby establish the **Office of Health Care Reform** and the **Governor's Health Care Reform Cabinet**. By doing so, I invest it with the necessary powers to perform the duties and functions set forth herein and to advise and counsel me in the development and operation of the **Commonwealth's Health Care Reform Agenda**.

1. Office of Health Care Reform. The Office of Health Care Reform shall be managed by the Director of the Office of Health Care Reform (hereafter referred to as "Director"), who shall serve at the pleasure of, and report directly to, the Governor. The Director, in consultation with the Office of Administration, shall determine the appropriate staffing levels and associated classifications necessary to support the operation of the Office of Health Care Reform.

a. Responsibilities. The purpose of the Office of Health Care Reform is to coordinate the Commonwealth's Health Care Reform Agenda. In coordinating the Commonwealth's Health Care Reform Agenda, the Office of Health Care Reform shall:

- (1) facilitate the analysis of administrative, fiscal, and regulatory policies and practices;
- (2) oversee the redesign of operations and infrastructure; and
- (3) direct the creation and maintenance of a system to assure the accountability of designated agencies for their assigned powers, duties, and responsibilities.

b. Authority. The Office of Health Care Reform shall, at the direction of the Governor, direct the restructuring of the Commonwealth's health care system and the implementation of its Health Care Reform Agenda.

c. Reporting. The Office of Health Care Reform shall not have line responsibility for day-to-day operations of the departments, agencies, commissions, and offices with a health care purview or regulatory function. Certain relevant policy and process experts from throughout the government shall be designated "on-loan" or detailed to report to the Director of the Office of Health Care Reform to aid its mission. In addition, members of the Governor's Health Care Reform Cabinet shall report to the Office of Health Care Reform for any and all accountabilities related to the Commonwealth's Health Care Reform Agenda.

d. Health Care Reform Advisory Council. The Office of Health Care Reform shall establish a Health Care Reform Advisory Council (hereinafter referred to as "Advisory Council"), consisting of stakeholder experts recommended by the Director and appointed by the Governor. The Advisory Council shall advise the Director and the Governor's Health Care Reform Cabinet on matters relating to health care. The Director shall chair the Advisory Council.

(1) **Terms.** All members shall serve at the pleasure of the Governor.

(2) **Compensation.** Members of the Advisory Council shall serve without compensation for their services except that such members may be reimbursed the necessary and actual expenses incurred in attending meetings of the Advisory Council and in the performance of their duties in accordance with established Commonwealth policy.

2. Governor's Health Care Reform Cabinet.

a. Responsibilities. The Governor's Health Care Reform Cabinet shall advise the Director and the Governor on matters related to health care reform and shall direct government resources in the implementation of the Health Care Reform Agenda. The Director shall chair the Governor's Health Care Reform Cabinet.

b. Composition. The Governor's Health Care Reform Cabinet shall consist of the following officials and individuals:

- (1) Director of the Office of Health Care Reform.
- (2) Secretary of Aging.
- (3) Adjutant General.
- (4) Secretary of Health.
- (5) Commissioner of Insurance.
- (6) Secretary of Public Welfare.
- (7) Director of the Governor's Policy Office.

(8) Additional members as may be recommended by the Director and appointed by the Governor.

3. Relationship with Other Agencies. All agencies under the Governor's jurisdiction shall cooperate with and provide assistance and support to the Office of Health Care Reform and the Governor's Health Care Reform Cabinet. The Office of Health Care Reform shall also be directed and appointed by the Governor to participate in certain other commissions, panels, cabinets, and initiatives.

4. Effective Date. This *Executive Order* shall take effect immediately.

5. Termination Date. This *Executive Order* shall remain in effect unless revised or rescinded by the Governor.

Entering Data into the Executive Orders Excel Form

3. Order Number: Type in the official number given to the Executive Order in the "Order #" cell.

For our example this would be 2003-1.

4. Year: Type the year that the Executive Order was signed into the "Year Signed" cell.

For our example this would be 2003.

5. Month: Type the number corresponding to the month that the Executive Order was signed into the "Month Signed" cell.

For our example this would be 1 since the EO was signed in January.

6. Day: Type the day that the Executive Order was signed into the "Day Signed" cell.

For our example this would be 21 since the EO was signed on January 21st.

7. Legislative Session: Enter the years of the legislative session during which the Executive Order was signed in the "Leg Session" cell. This is always a two-year number beginning with an odd numbered year.

For our example enter 2003-04. NO NOT enter 2003-2004 or 03-04.

8. Title: Enter the title of the Executive Order in the "Title" cell. This can be found under the "Subject" heading in the EO.

For our example enter "Commonwealth's Health Care Reform Agenda".

9. Abstract: Enter a two to three sentence abstract summarizing the purpose of the Executive Order into the "Abstract" cell. This can often be done by condensing the paragraph beginning with the words "Now, Therefore, I, x.x.x....do hereby...." However, in some instances you may have to draw on other portions of the EO to construct an accurate abstract.

For our example this would be "Establishes the Office of Health Care Reform and the Governor's Health Care Reform Cabinet to advise and counsel the governor in the development and operation of the Commonwealth's Health Care Reform Agenda."

NOTE: Governors may rescind or revise existing Executive Orders. Observe the following rules when abstracting this type of data:

Rescinded EO: often times these EOs will only say that “Executive Order 1998-1 is hereby rescinded”, without listing the text of the original order. In these cases, please find the abstract of the original EO, paste it in, and add a phrase similar to “This Executive Order rescinds Executive Order xxxx-x which...”

Revised EO: Revisions generally make technical changes to existing Executive Orders. The EO containing revisions may not contain the text or topic of the original Executive Order. For example EO 2004-3, Revision #1 states:

By virtue of the authority vested in me by the Constitution of the Commonwealth of Pennsylvania and other laws, I, Edward G. Rendell, Governor of the Commonwealth of Pennsylvania, hereby revise **Section 5 of Executive Order 2004-3, page 2**, as follows:
* * * * *

5. Reports. The Commission will prepare a written report for submission to the Governor and the General Assembly, as required by *Section 2.b.* of this Order, on or before November 30, 2004.

In these cases, please find the abstract of the original EO, and paste it in. Before the abstract state a phrase similar to “This Executive Order revises Executive Order xxxx-xx which” (paste in original abstract). After the abstract note the changes that have been made.

10. Hyperlink: Copy the link to the Executive Order from the address bar and paste it into the “Hyperlink” cell.

*For our example this would be
<http://www.oa.state.pa.us/oac/cwp/view.asp?A=351&Q=175773>*

11. Governor’s Name: Enter the governor’s last name in the “Gov Name” cell.

For our example this would be Rendell.

Table F-1 provides important information necessary to complete several of the following filters.

Table F-1: Information on PA Gubernatorial Administrations (1979-present)			
Governor and Party	Election Years	Period of 1st 100 Days	End of Term Transition Period
Thornburgh (R)	1978, 1982	January 16-April 25, 1979	November 1, 1986-January 20, 1987
Casey (D)	1986, 1990	January 20-April 29, 1987	November 1, 1994-January 17, 1995
Ridge (R)	1994, 1998	January 17-April 26, 1995	N/A*
Schweiker (R)	N/A**	October 5, 2001-January 12, 2002	November 1, 2002-January 21, 2003
Rendell (D)	2002, 2006	January 21-April 30, 2003	November 1, 2010-January 19, 2011

* Ridge left office early to become Secretary of the US Department of Homeland Security
**Schweiker completed Ridge's second term. He did not seek reelection.

12. Governor's Party: Enter the governor's party into the "Gov Party" cell. 100 should be entered for Democrat, and 200 for Republican.

For our example this would be "100" for Democrat.

13. Beginning of Term: This filter captures whether the Executive Order was signed within the first 100 days of a governor's administration. Enter "1" in the "Begin Term" cell if the order was issued in the first 100 days or "0" if it was not issued in the first 100 days. Refer to Table F-1 for the beginning dates of each administration.

For our example this would be a "1" since the EO was signed in the first 100 days of the Rendell Administration.

14. Planned Transition: This filter captures whether the Executive Order was signed during the final months of a Governor's term. Enter a "1" in the "Plan Tran" cell if the EO was signed on or after November 1 of an election year in where the incumbent loses or is ineligible to run. Enter a "0" if it is not in this period of planned transition. Refer to Table F-1 for the transition dates of each administration.

For our example this would be a "0" since the EO was not signed during a planned transition period.

15. Gubernatorial Election Year: Enter a "1" in the "Gov Elect" cell if the Executive Order was signed in a gubernatorial election year and a "0" if it was not. Refer to Table F-1 for election years.

For our example this would be a "0" since there was no gubernatorial election in 2003.

16. Legislative Election Year: Enter a "1" in the "Leg Elect" cell if the Executive Order was signed during a legislative election year and a "0" if it was not. Legislative elections are held in all even-numbered years.

For our example this would be a "0" since there were no legislative elections in 2003.

17. Governance: [DOES NOT APPLY TO DATA COLLECTED AFTER 1-1-08] Enter a "1" in the "Governance" cell if the Executive Order shifts existing power or authority arrangements between or within governments and a "0" if it does not. There should be a sizeable amount of abstracts that are examples of "governance" since Executive Orders often create new organizational entities (please see the section on "Filters" in this manual for complete definitions and descriptions of this and the following three filters).

For our example this would be a "1" since the EO creates a new Office of Health Care Reform and the Governor's Health Care Reform Cabinet.

18. Commemorative: Enter a “1” in the “Commemorative” cell if the Executive Order creates a holiday, names a building, designates a special day of remembrance, etc. Enter a “0” if the EO is not commemorative in nature.

For our example this would be a “0” since the EO does commemorate anything.

19. Tax: Enter a “1” in the “Tax” cell if the Executive Order discusses the creation, alteration or change of individual taxes or the tax code.

For our example this would be a “0” since taxes are not mentioned in the EO.

20. Elderly: Enter a “1” in the “Elderly” cell if the Executive Order provides or changes benefits for older adults.

For our example this would be a “1” since the Secretary of Aging is included in the Governor’s Health Care Reform Cabinet.

21. Code: leave this blank. The coder will provide the entry.

22. Comment: You may use this cell to indicate questions or issues that should be addressed by the GRM. For example, if you are unsure about a filter, place your comment here.

23. Initials: Type your first, middle, and last initial in the “Initial” cell.

Coding

24. Code: Once the abstract is “collected” another researcher will code it.

Our example is coded 301 because it concerns comprehensive healthcare reform.

H. How to Collect and Code Legislative Service Agency Reports

Collecting

Accessing Records:

1. Records may be accessed through PA Portal. Go to <http://www.state.pa.us>. Click on “Government in PA” on the left menu. Under the list of links in the center of the page, click on “PA Legislature”. A list of Legislative Service Agencies (LSA) will appear. We are interested in collecting and coding reports from the following LSA:

Center for Rural Pennsylvania, Commission on Sentencing, Joint Conservation Committee, Joint State Government Commission, Legislative Budget and Finance Committee, and Local Government Committee.

2. Click on each of the agencies. They will have links to “Reports”. Click on them to find the list of reports. Not all of the reports that are listed will be available via the internet. We would like to have a record of all the reports that have been conducted by each LSA. Even if there is no link to the actual report, please enter as much information as possible into the Excel sheet concerning the individual record (i.e. date of publication, agency, title of publication). We may be able to access these reports in hard-copy at a later time.

Note: We are only interested in collecting data on reports are policy studies by the LSA. Consequently, things like Annual Reports, or individual LSA budgets should not be collected and coded.

Entering Data in the Legislative Service Agency Reports Excel Form

- 1. Title:** enter the official title of the report into the “Title” cell.
- 2. Organization:** Enter the official name of the LSA producing the report in the “LSA” cell.
- 3. Year:** Type the year that the LSA report was released in the “Year” cell.
- 4. Month:** Type the month that the LSA report was released in the “Month” cell.
- 5. Day:** If available, type the day that the LSA report was released in the “Day” cell.
- 6. Hyperlink:** Copy the webpage link for the report from the address bar and paste it in the “Link” cell.
- 7. Abstract:** after reading through the report, create a two-three sentence abstract that concisely summarizes the study. The Executive Summary often provides a concise overview of the report.
- 8. Pursuant to Legislative Request:** Many of the LSA reports are undertaken as a result of a legislative act or resolution. Skim through the entire report to see if it was conducted pursuant to a legislative request (it will usually be noted at the beginning of the report). If so, put a “1” in the “Leg Req” cell and then put the Act # or resolution # (be sure to note whether it was the House

or Senate if only one house requested the resolution) in the “Comments” cell. If the report was not undertaken pursuant to a legislative request, place a “0” in the “Leg Req” cell.

9. Contain Policy Recommendations: some reports are primarily descriptive, while others contain policy recommendations. After reading through the report, put a “1” in the “Policy Rec” cell if the report contains policy recommendations, and a “0” if it does not.

7. Governance: [DOES NOT APPLY TO DATA COLLECTED AFTER 1-1-08] This filter should be utilized if a report suggests shift of existing power or authority arrangements between or within governments (Please see the section on “Filters” in this manual for complete definitions and descriptions of this and the following two filters). Place a “1” in the “Governance” filter if the report discusses governance issues, and a “0” if it does not.

8. Tax: This filter should be utilized if the report discusses the creation, or changes to, a tax. Place a “1” in the “Tax” filter if the report discusses taxes, and a “0” if it does not.

9. Elderly: This filter should be utilized if the report discusses the provision of, or changes to, benefits for older adults. Place a “1” in the “Elderly” filter if the report discusses older adults, and a “0” if it does not.

10. Code: Leave this blank. The coder will provide the entry.

11. Comment: You may use this space to indicate questions or issues that should be addressed by the GRM.

12. Initials: Type your first, middle, and last initial.

Coding

13. Code: Once the abstract is “collected”, another researcher will code it.

I. How to Collect and Code Pennsylvania Supreme Court Decisions

Collecting

Accessing Records:

1. Individual PA Supreme Court cases are available in electronic form. They will be assigned to you by your GRM.
2. Here is what a Court decision looks like (for the sake of space, the actual decisions were removed):



743 A.2d 448

560 Pa. 215, 743 A.2d 448

(Cite as: 560 Pa. 215, 743 A.2d 448)

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Martin Media v. Com., Dept. of Transp.
Pa.,2000.

Supreme Court of Pennsylvania.
MARTIN MEDIA, a California Partnership, Appellee
v.
COMMONWEALTH of Pennsylvania, DEPARTMENT OF TRANSPORTATION, Appellant.
Argued Sept. 13, 1999.
Decided Jan. 19, 2000.

Lessee of land used to maintain an advertising billboard filed petition for appointment of viewers, asserting a condemnee's interest in the property, upon which the Department of Transportation (DOT) filed a declaration of taking. The Court of Common Pleas, Allegheny County, Civil Division, No. GD 96-8429, [Gallo, J.](#), ruled in favor of lessee, and DOT appealed. The Commonwealth Court, No. 226 C.D. 1997, affirmed, and DOT appealed. The Supreme Court, No. 1 WD Appeal Docket 1999, [Castille, J.](#), **held** that: (1) lessee did not have a cognizable property interest in the land; (2) lessee was not a "displaced person;" and (3) lessee waived right to assert a de facto taking by the DOT.

Reversed.

West Headnotes

[\[1\]](#) **Eminent Domain 148**  **85**

[148](#) Eminent Domain

[148II](#) Compensation

[148II\(B\)](#) Taking or Injuring Property as Ground for Compensation

[148k81](#) Property and Rights Subject of Compensation

[148k85](#) k. Easements and Other Rights in Real Property. [Most Cited Cases](#)

Lessee of land used to maintain an advertising billboard did not have a cognizable property interest in the land, and thus, was not a "condemnee" under eminent domain statute that would be entitled to compensation for the Department of Transportation's (DOT) condemnation of the land, where lessee's sole "interest" in the land was a lease agreement with a party who did not own the land. [26 P.S. § 1-201\(2\)](#).

[\[2\]](#) **Eminent Domain 148**  **85**

[148](#) Eminent Domain

[148II](#) Compensation

[148II\(B\)](#) Taking or Injuring Property as Ground for Compensation

[148k81](#) Property and Rights Subject of Compensation

[148k85](#) k. Easements and Other Rights in Real Property. [Most Cited Cases](#)
Lessee of land, which it used to place an advertising billboard, had no relationship with the owner of the land and no right to maintain the billboard, and thus, was not a “displaced person” under eminent domain statute upon the Department of Transportation’s (DOT) taking of the land. [26 P.S. § 1-201\(8\)](#).

[3] Eminent Domain 148 193

[148](#) Eminent Domain

[148III](#) Proceedings to Take Property and Assess Compensation

[148k189](#) Pleading

[148k193](#) k. Demurrer. [Most Cited Cases](#)

Lessee of land used to maintain an advertising billboard waived its right to assert a de facto taking of the land by the Department of Transportation (DOT), even if it had a cognizable interest in the land and was a “displaced person” under eminent domain statute, where lessee failed to file preliminary objections to the DOT’s declaration of taking. [26 P.S. § § 1-201\(2, 8\), 1-406](#).

****449 *216 [Michael J. Creighton](#)**, for Dept of Transportation.

[Samuel P. Kamin](#), for Martin Media.

Before FLAHERTY, C.J., and ZAPPALA, CAPPY, CASTILLE, NIGRO, NEWMAN, [SAYLOR](#), JJ.

OPINION OF THE COURT

CASTILLE, Justice.

The Pennsylvania Department of Transportation (“PennDOT”) appeals from the decision of the Commonwealth Court holding that appellee, Martin Media, had a condemnee’s interest in the property that is the subject of this matter and was, therefore, entitled to compensation from PennDOT under the Eminent Domain Code [FNI](#). Because this Court finds

Entering Data in the Access Form:

1. **Case Citation:** Cut and paste the citation number after the “Cite as” into the “Case Citation” box on the Access form.

For our example enter 560 pa.215,743 A.2d 448

2. **Case Name:** Cut and paste the “xxx” into the “Case Name” box on the Access form.

For our example enter “Martin Media v. Com., Dept. of Trans. Pa.”

3. **Appellant:** Cut and paste all of the parties that precede the word “Appellee” title under the words “Supreme Court of Pennsylvania” into the “Appellee” box on the Access form.

For our example enter “MARTIN MEDIA, a California Partnership”

4. **Appellee:** Cut and paste all of the parties that precede the word “Appellant” title under the words “Supreme Court of Pennsylvania” into the “Appellant” box on the Access form.

For our example enter “COMMONWEALTH of Pennsylvania, DEPARTMENT OF TRANSPORTATION”

5. **Argued:** Enter the date that the case was argued before the PA Supreme Court into the month, day and year drop-down menus under “Argued”.

For our example enter “September” “13” “1999”

6. **Decided:** Enter the date that the PA Supreme Court released its decision into the month, day and year drop-down menus under “Decided”.

For our example enter “January” “19” “2000”

7. **Hyperlink:** Cut and paste the Westlaw hyperlink to the case into the “Hyperlink” box.

Note: we are working on integrating the hyperlinks into the case files. Further details of how to collect this data are forthcoming.

8. **Background and Holding:** Westlaw has varying formats for how it summarizes cases. In newer cases it differentiates between “Background” and “Holding”. In these cases just cut and paste each into the corresponding box on the Access form. In our example Westlaw merges the Background and Holding into one paragraph. In such cases look for the word **held** in bold. It is usually preceded by the words “The Supreme Court.....” Anything before the start of the sentence beginning with “The Supreme Court” is the “Background” the rest is the Holding. “xx” into the “Background” box on the Access form.

***Background:** For our example enter “Lessee of land used to maintain an advertising billboard filed petition for appointment of viewers, asserting a condemnee's interest in the property, upon which the Department of Transportation (DOT) filed a declaration of taking. The Court of Common Pleas, Allegheny County, Civil Division, No. GD 96-8429, [Gallo, J.](#), ruled in favor of lessee, and DOT appealed. The Commonwealth Court, No 226 C.D. 1997, affirmed, and DOT appealed.” into the “Background” box.*

***Holding:** For our example enter “The Supreme Court, No. 1 WD Appeal Docket 1999, [Castille, J.](#), **held** that: (1) lessee did not have a cognizable property interest in the land; (2) lessee was not a “displaced person;” and (3) lessee waived right to assert a de facto taking by the DOT.” into the “Holding” box.*

9. **Majority Opinion Author:** The justice who wrote the majority opinion is listed under the heading “Opinion of the Court”. Use the dropdown menu to select the appropriate justice.

For our example this would be “Castille”

10. **Filters:** Generally filters are always checked off by the abstracters. However, given the complexity of Supreme Court decisions coders will fill them in for this dataset. Please leave the filter section blank.

11. **Code 1 and Code 2:** Leave these Blank. The coder will provide the entry.

12. **Comment:** You may use this space to indicate questions or issues that should be addressed by the GRM. For example, if you find a Justice that is not listed or are not sure about a filter, put your comment here.

13. **Initials:** Type your first, middle, and last initial.

Coding

14. **Filters:** There are 9 potential filters for each PA Supreme Court Decision: Executive, Legislative, Judicial, State Agency, Local Gov't, Federal, Tax, Elderly and Elections. Check off the appropriate filters. Please see the section on "Filters" in this manual for complete definitions and descriptions of these filters.

15. **Code** - Once the abstract is "collected," another researcher will code it. There are two cells for coding so that GRMs can paste the second coder's work into the Access form for quality control.

J. Guidelines for Using Filters During The Collection Process

This guide is designed to assist the Researcher in using filters during the collection process. Not all types of data utilize the same filters. Please consult the guidebook for the appropriate filters for the data you are collecting.

These guidelines are divided into two sections: I. Filter Groupings and II. Individual Filters.

I. FILTER GROUPINGS

The filters are divided into two essential groupings:

- a. Government Institutions (Executive, Legislative, Judicial, State Agency, Local Gov't and Federal)
- b. Policy or Constituency (Interest Group, Elections, Governance, Tax, Elderly and Budget)

Government Institutions Filters: The government institutions filters are mutually exclusive across levels of government. The “Executive”, “Legislative”, “Judicial” and “State Agency” filters apply only to state government. The only filter to be utilized if the federal government or a local government is mentioned is either the “Federal” or “Local Gov’t.” Consequently, the “Executive”, “Legislative”, “Judicial” and “State Agency” filters should never be used if the story is only associated with the federal or a local government.

Policy and Constituency Filters: The policy and constituency filters incorporate activities from any level of government. Consequently “Interest Group”, “Elections”, “Governance”, “Tax”, “Elderly” and “Budget” may be utilized at the same time as “Local Gov’t” and/or “Federal”, as well as any of the state institutional filters.

II. INDIVIDUAL FILTERS

There are twelve filters that could potentially be used when abstracting a newspaper article. The following section give examples of when (and sometimes when not) to use these filters.

Executive (Governor and Lieutenant Governor): mentions the Governor or his staff (including "Casey Administration," "Governor's Press Secretary"). Includes historical references to past governors concerning actions while in office. Also includes the Lieutenant Governor, gubernatorial advisory bodies, commissions, etc.

State Legislature: mentions the PA State Legislature, the House or Senate, Members of the legislature, staff members, or the legislative process. Includes mentions of any state legislator even if he or she is not acting in an official capacity. Also includes legislative advisory bodies, and other legislative branch activities of the state government. Also includes discussion of legislative debates that clearly took place in the legislature, even if the legislature is not specifically mentioned. Does not include discussion of previously passed legislation unless the PA Legislature is specifically mentioned.

State Agency or Bureaucracy: mentions a state agency. Includes references to the heads of Departments, such as the PA Secretary of State, PA Auditor General, as well as references to any state agency, such as the PA Housing Finance Agency, State Police, Turnpike Commission, etc. Also includes any mention of state parks, national guard activity, etc., even if the name of the specific agency is not mentioned. Includes executive branch advisory bodies, commissions, etc.

unless these are clearly under the auspices of the Governor or PA State Legislature. Includes general references to state employees and the state bureaucracy even if a specific person or agency is not named. A full list of agencies and departments can be found in the manual.

Courts: mentions state court or state judicial activities. Includes mentions of PA Supreme Court, Superior Courts, Commonwealth Court, Courts of Common Pleas and any reference to a local level court such as Philadelphia Traffic Court (for more explanation of PA's Unified Judicial System, see "IV. Pennsylvania Government" in your Manual). Also includes grand jury activities, as well as mentions of "filing suit" and "standing trial," "lawsuit," "contract suit," "trial news," "litigation," "jury," "indicted," "pleaded guilty," "acquittal," "witness testimony," "file motion," "sentenced," "tort system," "legal system," "penal experts," and "warrant issue."

NOTES: PA has a unified judicial system, meaning that all courts are under the direction of the state. Consequently, all references to PA courts should only utilize the "judicial" filter and not the "local gov't" filter. This is the case even if a court in a specific county is mentioned. Does not incorporate mentions from any level of the federal court system. Thus, a reference to the U.S. District Court in Philadelphia would not be included.

Local Government: mentions a specific local government, individual local government officials or the effects of policy on local governments in general. Include mentions of individuals such as Erie Mayor Joseph Sinnott or mentions of governing bodies such as Harrisburg City Council. Includes mentions of special purpose governments or authorities such as the Southeastern Pennsylvania Transit Authority (SEPTA) or the Pittsburgh Water and Sewer Authority. Also include mentions of local government in general. Examples would be: the effects of state property tax reform on local governments, the effects of federal mandates on local governments, and the effects of an economic downturn on local government budgets.

NOTE: Includes activities of local government officials only, not state officials who happen to represent particular localities: Members of the House, Senators, and the Governor are all state employees, not local officials. Also, a story about the PA Health Secretary visiting Pittsburgh to promote the governor's program should *not* be included unless the local government is mentioned. Does not include generic references to a city or county (e.g. Pittsburgh fans delight in Steelers Super Bowl victory).

Federal Government: mention of a federal government agency or official. Includes references such as "White House," "President Bush," "US Attorney General Ashcroft," "Clinton Administration," "Congress," "the US Supreme Court," "the Army," "US Department of Veteran's Affairs," "US Environmental Protection Agency," "US Office of Management and Budget," etc. Also includes references to Pennsylvania officials in the national government such as "US Senator Heinz," "US Congressman Gekas", etc.

Interest groups: mentions a specific group or references to lobbying on behalf of non-specified groups (such as "farm lobbyists" or "union lobbyists"). Includes business organizations (e.g. Philadelphia Chamber of Commerce), unions (e.g. PA AFL-CIO), foundations (e.g., Chesapeake Bay Foundation), institutes (e.g., Franklin Institute), and non-profit organizations (e.g., Boys and Girls Club of America). Includes discussion of publications and newsletters put out by interest groups (e.g., "American Bar Association Journal," "Journal of the American Medical Association"). A full list of lobbying organizations can be found on the PA General Assembly

website tracked by the Senate under lobbying organizations. Include organizations or associations representing state and local officials, either at the state level (such as the Pennsylvania School Boards Association or Pennsylvania League of Cities) or the national level (such as the National Governors' Association or the National Association of Counties).

NOTE: Does not include the lobbying activities of specific businesses.

Candidates, Campaigns, and Parties: discusses candidates for office or elections, including incumbents in election campaigns. Includes mentions of political parties or party officials, political party conventions, news coverage of the campaigns/elections, legislative redistricting, campaign contributions, party platforms, and candidate debates. Party organizations such as the House Democratic Campaign Committee or the Republican Governors' Association are also included in this filter.

NOTE: Does not include discussion of a party official's activities that are unrelated to elections or election-related activities (such as raising money, etc.)

New or Changed Governance: [DOES NOT APPLY TO DATA COLLECTED AFTER 1-1-08] mentions new or changed local governments, authorities, special districts, or governing arrangements, such as state takeovers of school districts or state oversight of insolvent local governments; proposals for municipalities to share tax bases, services or service costs, development rights, low and moderate income housing quotas, or to coordinate land use policies, waste disposal plans and facilities, etc. Also proposals to establish business or neighborhood improvement districts to provide enhanced services and facilities within municipalities or other jurisdictions. Also, proposals for the consolidation or annexation of municipalities or school districts or to shift service responsibilities among jurisdictions such as from municipalities, counties to the state, etc. Also includes interstate compacts between Pennsylvania and other states (please see the PowerPoint Tutorial on Governance on the PA Policy Database Project website for concrete examples).

Tax: mention of new taxes, proposed taxes, elimination of taxes, alterations in existing taxes or revenue raising user fees. Includes mentions of taxes such as: income taxes, wage taxes, capital gains taxes, property taxes, real estate transfer taxes, business gross receipts tax, school district taxes, sales taxes, payments in lieu of taxes (PILOTs), vehicle registration fees, and excise taxes (such as gas taxes, cigarette taxes and liquor taxes).

Elderly: mention of issues related to people who are retired (i.e. may apply to someone who is less than 65). Includes mentions of things such as: pensions and state retirement systems, Social Security, activities of the PA Department of Aging, use of lottery proceeds for programs aimed at older Pennsylvanians, long-term care for the elderly, state supported prescription drug programs for the elderly, energy cost assistance for the elderly, and programs to alleviate alcohol abuse among the elderly.

Budget: mention of issues related to the budgetary process. Includes mention of terms such as: budget surplus, budget deficits, Governor's budget proposal, legislative hearings on the budget, and rainy day funds.

NOTE: Discussions of organizations seeking funding from the state are not “budget” issues. Either are articles about state representatives announcing specific grants to their constituencies.

Commemorative Legislation: We would like to filter out bills or resolutions that are commemorative in nature from more “substantive” bills and resolutions. Commemorative bills/resolutions include things like “proclaiming the year 1999 as “Landscape Architecture Year” in Pennsylvania” or “legislation renaming the state office building at 20th and Spring Garden Streets in Philadelphia as the George Leader State Office Building.”

Petition: the state legislature will often ask entities outside of the House or Senate to take action on some matter of importance to the Commonwealth. The “petition” filter is designed to capture the external relations of the legislature. It should be utilized when the state legislature makes a request of a foreign government, any branch of the federal government, another state (or multiple states), a local government, other branches of the state government (including the governor, bureaucratic agencies and the judiciary), and private and nonprofit entities such as businesses or charities. Petitions to the federal government will often begin with the phrase “A resolution memorializing the Congress of the United States to....” This filter will be primarily used with legislative resolutions. Examples include requests that the federal government fully fund education programs, requests for the US Postal Service to create a new stamp, requests for foreign governments to release political prisoners, requests for the PA attorney general to undertake an investigation, and requests for businesses not to relocate jobs from the state.

NOTE: this filter is designed to capture petitions to non-legislative entities. Consequently, requests for hearings in legislative committees or mandates for legislative service agencies to produce reports do not trigger this filter. For example, the “petition” filter would not be used with the following example: “A resolution urging the Pennsylvania Historical and Museum Commission to study the feasibility of moving the Railroad Museum from Strasburg to Philadelphia, Pittsburgh or Harrisburg.”

K. Guidelines for Approaching Difficult Coding Categories

The following section examines difficult cases in coding. Many abstracts contain only one policy issue and are relatively easy to code once the researcher is familiar with the PA Policy Project codebook.

Some abstracts contain cross-cutting issues that could fit into more than one subcode. Our rule of thumb in such cases is to ask “what central policy purpose is being served,” which can sometimes be identified by the answer to a subsequent question, “whom is this policy intended to help” and then place it in that subcode. For example, property tax relief for the elderly could potentially fit into 1303: Elderly Issues and Elderly Assistance Programs or 2404: Local Tax and Revenue Policies, Including Property Tax Relief. We have concluded that the central purpose of this kind of legislation is to help the elderly, who are the beneficiaries, and so we have placed it in 1303.

Some cross-cutting issues contain more than one subcode that would answer the questions above. For example, there are numerous topics that deal with the elderly, veterans, and the poor. We have produced lengthy “see also” sections for these subcodes in an effort to help researchers find the appropriate subcode for these abstracts.

The following sections examine difficult coding categories:

Commemorative Data:

Any piece of data that is commemorative in nature should receive the “commemorative” filter during the abstracting process. This filter will allow us to reaggregate all commemorative issues from across the policy codebook. Commemorative data should be coded in one of three manners:

Policy Specific Data: Commemorative legislation that has some policy content should be coded according to the subcode assigned to that policy area. For example, the designation of Martin Luther King, Jr. Holiday Week would be coded under 201: Ethnic Minority and Racial Group Discrimination; and the designation of Older Americans Month would be coded under 1303: Elderly Issues and Elderly Assistance Programs.

Naming of Public Buildings and Infrastructure: Commemorative legislation that names public facilities after individuals or groups should be coded by the type of property designated. For example: the designation of the Martin Luther King, Jr. State Office Building would be coded under 2008: Government Property Management.

Generic Data: Any piece of data that has no policy content or does not name a type of facility should be coded in either 2030: State Holidays and Observances or 2031: State Commemorative Legislation and Resolutions. Examples would be: Ronald Reagan Day, Tartan Day, etc.

Appropriations:

General Appropriations Acts: The general appropriations act funds the overall operation of the state government and most of its programs and subsidies (including aid to local governments). The legislature also funds a capital budget which authorizes the

expenditure of borrowed funds for multiple infrastructure projects. Both the general appropriations act and the capital budget are coded as 105.

The general appropriations act will start with the following:

An Act to provide from the General Fund for the expenses of the Executive, Legislative and Judicial Departments of the Commonwealth, the public debt and for the public schools for the fiscal year July 1, 200x, to June 30, 200x, for certain institutions and organizations, and for the payment of bills incurred and remaining unpaid at the close of the fiscal year ending June 30, 200x.

NOTE: If a bill does not provide for expenses of all three branches of government (Executive, Legislative and Judicial) it is probably a supplemental appropriation (see below).

The capital budget will start with the following:

AN ACT Providing for the capital budget for the fiscal year 200x-200x...

Supplemental Appropriations: These are additional funds that appropriated to specific departments above and beyond the money designated by the general appropriations bill. Supplemental appropriations should be coded according to the policy content of the abstract. For example, a supplemental appropriation to the Department of Public Welfare would be coded 1300: General (Social Welfare). If the supplemental appropriation contains multiple policy topics, it should be coded 2000: General (State Government Operations). The same coding scheme should be used for supplemental capital budget bills.

Restricted Funds Appropriated for Specific Purposes: Individual taxes or fees are often allocated for specific programs. When these restricted funds are appropriated, the abstract should be coded under the specific policy area that receives the funding. For example, prescription benefits for the elderly from the lottery fund would be coded under 335: Prescription Drug Coverage and Costs; and appropriations from the highway trust fund to resurface roads would be coded 1002. If the restricted funds are appropriated across multiple policy topics, it should be coded 2000: General (State Government Operations).

Non-Preferred Appropriations: The legislature cannot allocate money to non-state controlled charities or educational institutions in a normal appropriations bill. They must pass a non-preferred appropriation to fund these entities. Non-preferred appropriations should be coded under their policy area. For example, a non-preferred appropriation to Temple University would be coded 601 and a non-preferred appropriation to the University of Pennsylvania for cardiovascular studies would be coded 398.

Appropriations Attached to Non-Appropriations Bills: Some abstracts are primarily policy-oriented but contain an appropriation at the end of their text. These abstracts are always coded by the policy topic of the legislation. An example would be: "An Act providing for taxation by school districts, for State funds and for wage and net profits tax relief in cities of the first class; and making an appropriation." This would be coded 2404 since it concerns multiple types of local taxes.

Taxes:

State governments implement numerous taxes on individuals and businesses. There are three primary approaches to coding taxation:

Comprehensive Tax Reform: These abstract contain omnibus changes to the state tax code. They should be coded 107: State Taxation, State Tax policy, and Reform of State Taxes. This subcode also captures data that makes changes to multiple types of taxes in the same piece of legislation. Comprehensive tax reform legislation usually begins with the phrase: “An Act amending the act of March 4, 1971 (P.L.6, No.2), known as the Tax Reform Code of 1971....”

Property Taxes and other Local Taxes: Any abstract concerning local taxes and state authorization of local taxes should be coded under 2404: Local tax and revenue policies, including property tax relief (taxes, fees, etc.). Many local tax changes amend Act 511, the Local Tax Enabling Act.

Individual Taxes: The state levies taxes or fees on individual products or services. These should be coded by the specific policy area that they affect. For example, gas taxes would be coded under 1002: Highway Construction, Maintenance, and Safety and the inheritance tax would fall under 1212: Probate and Estate Law. 107: State Taxation, State Tax Policy, and Reform of State Taxes has an extensive “see also” section that lists subcodes for many of the individual taxes.

Local Government

State governments regulate many aspects of the operation of local governments. Abstracts that deal with specific policy issues affecting local government should receive the subcode associated with that area of policy. For example, state regulation of school districts would be coded 602: Elementary and Secondary Education and local employee bargaining rights would fall under 2004: Government Employee Benefits, Civil Service Issues.

The entire 24 code is also dedicated to issues of local government. The 24 subcodes are to be used when state government authorizes a change in the structure and operations of any of the forms of local government (see “examples” under each subcode for specifics). Abstracts that deal with multiple issues affecting local government should also be coded with the appropriate 24 subcode.

Conveyances

Conveyances are the transfer of property from state government to other entities such as local governments, authorities or private individuals/groups. Conveyances should be coded by the type of property being transferred from the state government. For example, conveyances of state office buildings would be coded 2008: Government Property Management and state conveyance of hospitals would be coded 322: Facilities Construction, Regulation, and Payments. When the conveyance is land ask the question “what policy purpose does it serve or whom does it benefit?” If the land conveyance is to a school district this should be coded 602: Elementary and Secondary Education.

There are occasions when the legislation does not specifically mention the purpose, use or type of conveyance. In such instances you should use 2100: General (Public Lands and Water Management). The 2100 subcode also has an extensive “see also” list of other subcodes incorporating conveyances.

Pensions, Employee Benefits and Collective Bargaining

State government oversees, examines and regulates public and private pensions, employee benefits and collective bargaining. There are two primary approaches to coding abstracts containing these topics:

Private Entities: Abstracts relating to private business’ provision of pensions, employee benefits and collective bargaining are generally coded with a subcode from 5. Labor, Employment and Immigration. Most issues fall under the subcodes 503: Employee Benefits or 504: Employee Relations and Labor Unions.

Public Entities: Abstracts relating to either state or local provision of pensions, employee benefits and collective bargaining are generally coded in 2004: Government Employee Benefits, Civil Service Issues. This applies to ALL state and local government employees, even if they have their own dedicated subcode. For example, even though police and firefighters have their own subcode (1209), any discussion of their pensions, employee benefits or collective bargaining issues would be coded 2004.

Licensing and Regulation of Professions

The state government licenses and regulates many professions. Data that falls into these categories should be coded according to the appropriate policy subtopic that is being licensed or regulated. For example, certification standards for public school teachers would be coded 602: Elementary and Secondary Education and licensing of marriage and family therapists would be placed in 1208: Marriage and Family Issues.

We have also created 1527: Regulation of Services as a subcode to capture data associated with the licensing and regulation of professions that do not fall into existing subcodes. 1527 should be used as a last resort when no other subcode matches the policy of the profession mentioned in your abstract. 1527: Regulation of Services also contains an extensive “see also” section listing other subcodes incorporating licensing and regulation of professions.

L. Coding Pennsylvania Supreme Court Decisions

We have adapted our coding scheme for the Pennsylvania Supreme Court dataset from the national Policy Agendas guidelines. Because the dataset examines agenda setting, cases were coded according to the issue brought before the court and not the issue ultimately decided upon. For example, a case brought before the court as a discrimination, but later ruled as a commerce case is coded as a discrimination. In this regard, adjustments to the coding scheme will need to be made for the purposes of analyzing decision-making policy trends of the court. We have found it helpful to ask the following question: “what policy area is this ruling most likely to affect?”

Listed below are some basic issues that the national Policy Agendas Project identified as being unique to judicial cases at the national level. Please use these guidelines in coding Pennsylvania Supreme Court cases.

Note: The Database is currently just beginning the collection and coding of Pennsylvania Supreme Court decisions. The following guidelines will be adapted to the specific issues facing state courts as we progress with this dataset.

Issues by Code:

207: Freedom of Speech & Religion

Examples: Public protest/picket (at school or elsewhere), American Flag “abuse”

501: Worker Safety

Examples: Any case that involves worker safety even when the accident occurs on a railroad, ship, or airplane for example (i.e. transportation)

501: Worker Safety and Protection, Occupational and Safety Health Administration

Examples: Jones Act

504: Employee Relations and Labor Unions vs. 505: Fair Labor Standards

Cases dealing with unions (504). Cases just mentioning unions but relating to a fair labor standards (505).

1200’s: Law, Crime, Family Issues

Special Note: Although many cases have the potential to be included under this category, we have attempted to avoid doing this. Coders were instructed to code according to the issue before the court and not necessarily the facts of the case (i.e. although a given case may be about drug trafficking, the actual issue before the U.S. Supreme court may be double jeopardy). All motions as well as misc. orders (stays, habeas corpeas, in forma pauperis, degrees, etc.) not coded elsewhere are coded here.

1204: Court Administration

Examples: All motions and misc. orders (stays, writ of habeas corpus, in forma pauperis, decrees etc.) with no reference to another topic, Budgeting, Court Jurisdiction, Class-Action (classification), Jury issues; Attorney’s fees (NOT related to some other topic)

1210: Legal Issues

Examples: Miranda Rights, Double Jeopardy, Statute of Limitations, Search and Seizure, Due Process, Warnings, Counsel, Sentencing, Sexual Assault (other than prevention), Self-Incrimination/Involuntary Confession/Refusal to Testify, habeas corpus reform.

1211: Riots and Crime Prevention

Examples: Sexual Assault (prevention)

1520: Corporate Mergers, Antitrust Regulation, and Corporate Management Issues

Examples: Anti-trust cases (e.g. Sherman Act)

1706: Telephone and Telecommunication Regulation

Examples: Telephone interception

2009: IRS Administration

Examples: Tax fraud/evasion, Hobbs Act

2015: Relief of Claims Against the U.S. Government

Examples: (Little) Tucker Act

2103: Natural Resources, Public Lands, and Forest Management

Examples: Border dispute cases between states and submerged lands (usually in the form of Supplemental degrees)

Issues by Subject**Electronic Surveillance**

Police wiretapping: 208

Other search and seizure: 1210

Employee Oath

All Anti-Government/Loyalty Issues (Federal Employees or not): 209

Non-Federal Employees: 599

Teachers: 699

Other Federal Employees: 2004

Employee termination

Employment discrimination: 200

All others: 599

Obscene Material cases and other censorship issues

Protecting children: 1207

Television/Film industry: 1707

Literature: 207

Mail: 2003

Reapportionment

Racial gerrymandering: 201

Census only: 2013
Legislative only: 2011

Taxes

Tax policy/reform, sales tax: 107

Tax Fraud: 1202

IRS, tax collection, tax return filing, tax deductions, tax refund : 2009

Specific tax changes: Coded based upon the subject matter

Transportation

Related to Interstate Commerce Commission (ICC) regulation/Interstate Commerce Act,
transportation safety, rates, etc.: 1000's

Interstate Commerce (e.g. shipping of goods): 1500

Bankruptcy/Re-organization: 1507

Related to workers: 500

III. Pennsylvania Government

A. Pennsylvania Government Structure

This document provides an overview of the executive, legislative, and judicial branches of state government. Many state offices and agencies that are not described in this overview can be found on the state website at www.state.pa.us or in the *Pennsylvania Manual*, available on the state website under the Pennsylvania Department of General Services. Citations are to the Constitution of Pennsylvania.

THE GENERAL ASSEMBLY

COMPOSITION OF THE GENERAL ASSEMBLY: There are 253 members of the General Assembly-50 Senators and 203 members of the House of Representatives. The General Assembly is the third largest legislative body in the United States, after Congress and the New Hampshire General Assembly. Members of the Pennsylvania General Assembly are chosen by popular vote of the people on the first Tuesday after the first Monday in November in every even-numbered year. Senators are elected for a term of four years and Representatives for a term of two years. All 203 members of the House and half of the Senate (25 members) are elected every two years (see Article II, Section 3). Senators must be at least 25 years old and Representatives at least 21 years old. They must be citizens and inhabitants of the state for four years, living in their respective districts for one year. They must reside within their district during their term of office (see Article II, Section 5).

SESSIONS OF THE GENERAL ASSEMBLY: A session of the General Assembly means that both the Senate and the House of Representatives are convened for the transaction of business. The General Assembly is a continuing body during the term for which its representatives are elected. It meets at noon on the first Tuesday of January and then regularly throughout the year. In national assessments of state legislatures, the Pennsylvania General Assembly is regarded as a full-time and professional legislature.

SPECIAL SESSIONS OF THE GENERAL ASSEMBLY: Under the Constitution, the Governor can convene the General Assembly "on extraordinary occasions" by proclamation (see Article IV, Section 12). The Governor can also call special sessions on petition of a majority of the members of both the House and Senate. The Senate can be convened by the Governor for the transaction of executive business. When the General Assembly is convened in a special session, its members can only consider legislation on those subjects designated in the Governor's proclamation (see Article III, Section 12).

Verbatim records of debate and voting in the Pennsylvania House and Senate are published as the Pennsylvania *Legislative Journal*, which is available in university libraries and are now available on line.

SENATE PRESIDING OFFICER: The Lieutenant Governor is President of the Senate (see Article IV, Section 4). The Senate elects from its members a President Pro Tempore to preside in the absence of the President. If both the President and the President Pro Tempore are absent, the Majority Leader may preside or appoint a designee to preside.

HOUSE PRESIDING OFFICER: The presiding officer is the Speaker of the House, who is nominated at a party caucus and chosen by a majority vote of the members of the House of Representatives. The Speaker may appoint a Speaker Pro Tempore.

STANDING COMMITTEES: Standing committees, as permanent units of the General Assembly, serve as the workshops of the legislature. It is their duty to carefully study all bills referred to them and to prepare bills to be reported with a favorable recommendation to each house. The Constitution requires that "no bill shall be considered unless referred to a committee" (see Article III, Section 2). During an average session, more than 4,000 bills, representing a wide range of subjects, are introduced in both houses. Many bills are controversial and require long debate and consideration of many amendments. Without a committee system, it would be impossible for the General Assembly to attend to enacting new laws, amending present ones, appropriating money, investigating governmental operations, and other duties.

Standing committees are not required to hold public hearings on every bill. All committee hearings in which bills are considered or testimony is taken are open to the public. This does not apply to party caucuses or any Senate or House Ethics Committee. Records of all committee meetings and records of votes taken on any measure are open to the public.

Standing Committees in General Assembly (2005)	
House of Representatives	Senate
<u>Aging and Older Adult Services</u>	<u>Aging & Youth</u>
<u>Agriculture and Rural Affairs</u>	<u>Agriculture & Rural Affairs</u>
<u>Appropriations</u>	<u>Appropriations</u>
<u>Children and Youth</u>	<u>Banking & Insurance</u>
<u>Commerce</u>	<u>Communications & Technology</u>
<u>Committee on Committees</u>	<u>Community & Economic Development</u>
<u>Consumer Affairs</u>	<u>Consumer Protection & Professional Licensure</u>
<u>Education</u>	<u>Education</u>
<u>Environmental Resources and Energy</u>	<u>Environmental Resources & Energy</u>
<u>Ethics</u>	<u>Ethics and Official Conduct</u>
<u>Finance</u>	<u>Finance</u>
<u>Game and Fisheries</u>	<u>Game & Fisheries</u>
<u>Health and Human Services</u>	<u>Judiciary</u>
<u>Insurance</u>	<u>Labor & Industry</u>
<u>Intergovernmental Affairs</u>	<u>Law & Justice</u>
<u>Judiciary</u>	<u>Local Government</u>
<u>Labor Relations</u>	<u>Public Health & Welfare</u>
<u>Liquor Control</u>	<u>Rules & Executive Nominations</u>
<u>Local Government</u>	<u>State Government</u>
<u>Professional Licensure</u>	<u>Transportation</u>
<u>Rules</u>	<u>Urban Affairs & Housing</u>
<u>State Government</u>	<u>Veterans Affairs & Emergency Preparedness</u>
<u>Tourism and Recreational Development</u>	
<u>Transportation</u>	
<u>Urban Affairs</u>	
<u>Veterans Affairs and Emergency Preparedness</u>	

SELECT COMMITTEES: A select committee is established by the Senate or the House for a special purpose and for a limited time. When the select committee's function has been carried out and a report made, it is dissolved.

CONFERENCE COMMITTEES: Differences of opinion over legislation between the two houses of the General Assembly are committed to conference committees for settlement. This usually happens when a bill passes one house with amendments that are unacceptable to the other house.

The house that disagrees with the amendments will ask for a conference, and the presiding officer then appoints the conference members, or "managers." Three members of the House and three from the Senate are named to the committee—two from the majority party and one from the minority. After deliberation, an identical report is signed by at least two of the committee members from each house and must be accepted or rejected as a whole by both chambers. Conference committee reports are not subject to amendment.

If accepted by both houses, the bill is signed by the presiding officers and sent to the Governor. Sometimes, however, the conference committee fails to reach an agreement. Unless all differences are finally adjusted, the bill fails.

COMMITTEE OF THE WHOLE: A committee of the whole is the entire membership of the Senate or House sitting as a committee. Its purpose is to permit more informal debate than could be held under ordinary restricted rules of procedure. The presiding officer appoints some other member to preside over a committee of the whole. This procedure has been very rarely used in the Pennsylvania General Assembly.

BILLS, ACTS, AND RESOLUTIONS

THE DIFFERENCE BETWEEN A BILL AND AN ACT: A "bill" is the constitutional designation of a proposed law introduced into either house (see Article III, Section 1). The term "act" refers to a bill that has been passed by both houses and becomes law, whether by approval of the Governor, lack of action by the Governor in the time allotted by the Constitution, or by passage over the Governor's veto by a two-thirds vote of both houses.

TAX BILLS MUST ORIGINATE IN THE HOUSE OF REPRESENTATIVES: The constitutional provision stating that "all bills for raising revenue shall originate in the House of Representatives" is an adaptation of the English practice (see Article III, Section 10). The principle is to make the purse strings controlled by the body closest to the people. However, the Senate may amend tax bills (see Article III, Section 10).

RESTRICTIONS PLACED ON ITEMS CONTAINED IN THE GENERAL APPROPRIATION BILL: The Constitution says that the general appropriation bill can only authorize funds for the ordinary expenses of the executive, legislative, and judicial departments; for interest on the public debt; and for public schools (see Article III, Section 11). All other appropriations, which are the legislative authorizations necessary to allow an expenditure of state government funds, must be made by separate bill, each covering only one subject. This section was added to the Constitution to end the practice of putting an unpopular measure into the general appropriation bill to compel members to vote for it rather than defeat the general bill.

NON-PREFERRED APPROPRIATIONS: A vote of two-thirds of the members in each house is necessary for an appropriation to be made to any charitable or educational institution not under the absolute control of the Commonwealth (see Article III, Section 30). This is known as a "non-preferred" appropriation. Bills providing funds for four state-related universities – Temple

University, Pennsylvania State University, the University of Pittsburgh, and Lincoln University – are among the non-preferred appropriations.

FORBIDDEN APROPRIATIONS: The Constitution forbids appropriations to any person or community for charitable, educational, or benevolent purposes or to any denominational or sectarian institution, corporation, or association (see Article III, Section 29).

RESOLUTIONS: A resolution is a form of written proposal used to make declarations, articulate policies, or announce decisions when some other form of legislative action is not required. For example, a statute, or law, cannot be enacted by resolution. Resolutions can be recognized by the use of the word "resolved" in its acting or declaratory clause. Three kinds of resolutions can be acted upon by the General Assembly. A simple resolution is passed by one house only. A concurrent resolution must pass both houses, and if it commits the state to action, it must be sent to the Governor for consideration. A joint resolution, which usually proposes an amendment to the Constitution, requires action by both houses but is not sent to the Governor.

CONSTITUTIONAL VS. SIMPLE MAJORITIES: A constitutional majority is the number of affirmative votes required by the Constitution for a body to take a particular action. For example, to pass legislation in the General Assembly, a majority of the members elected is required. In the Senate, with 50 members, 26 votes are a constitutional majority. When a two-thirds vote is required, 34 votes are needed. In the House of Representatives, with 203 members, 102 votes make up a constitutional majority, and 136 are needed for a two-thirds vote.

A simple majority requires a quorum to be present and is a majority of that group. A simple majority is enough to carry any proposition unless otherwise specified by Constitution, statute, or rule. Therefore, the smallest legal vote in the Senate could be 14 to 12; while the smallest vote in the House could be 52 to 50. These votes could amend legislation but not approve it on final passage, where a constitutional majority would be required.

Actions Open to the Governor

When a bill is sent to the Governor, one of four things can happen:

- a) The Governor can sign it, whereupon it becomes a law.
- b) The Governor can veto the bill. In this case, the General Assembly can choose to vote on it again. A two-thirds vote of all members in both houses will override the veto.
- c) The Governor can hold it for a time without taking action-either signature or veto-(10 days while the General Assembly is in session or 30 days after final adjournment), after which it will automatically become law. The Governor's refusal to sign a bill may indicate disapproval of the measure but with an acknowledgement that a veto is either useless or politically unwise. It may also indicate that the Governor is undecided about the bill's constitutionality.
- d) The Governor can employ a line-item veto. This means that any portion of a bill that appropriates money can be reduced or disapproved while allowing remaining parts of the bill to become law. Those items vetoed by the Governor can still be restored by a legislative override.

THE EXECUTIVE BRANCH

THE EXECUTIVE BRANCH AND EXECUTIVE POWER: The executive branch of Pennsylvania government, consisting of both elected and appointed officials, is headed by the Governor, who holds the state's highest office. Citizens look to the Governor as a leader who will set the agenda for state government, see that current problems are dealt with effectively and that plans for the future are put into place. The Constitution grants supreme executive power to the Governor (see Article IV, Section 2). Among the Governor's numerous duties are: the appointment of executive officials, presentation of an annual budget, management of the executive branch, veto power over legislation, commander-in-chief of the Commonwealth's military force, and the power to pardon.

The Governor also has the power to issue executive orders, which are rules, regulations, or policies issued unilaterally that affect executive branch operations or activities. The Governor of has the constitutional and statutory power to issue executive orders addressing such things as civil defense disasters, public emergencies, to respond to federal programs and requirements, and to create advisory, coordinating, study or investigative commissions.

The Governor is elected every four years and is limited to two consecutive terms. The Governor must be at least 30 years old, a citizen of the United States, and a resident of the Commonwealth for a minimum of seven years.

THE LIEUTENANT GOVERNOR: The Constitution provides for the Lieutenant Governor to be elected jointly with the Governor (see Article IV, Section 4) for a four year term. If the Governor cannot fulfill the duties of office, the Constitution grants executive power to the Lieutenant Governor (see Article IV, Section 13). The Lieutenant Governor also serves as the President of the Senate and the Chair of the Board of Pardons.

OTHER ELECTED EXECUTIVE BRANCH OFFICIALS: Citizens of the Commonwealth also elect an Attorney General, Auditor General and State Treasurer. They serve four year terms and cannot serve for more than two consecutive terms.

THE GOVERNOR'S CABINET: Cabinet members are the Governor's regular advisors and meet at the Governor's call. They also administer major departments of state government. The Administrative Code establishes the departments that the cabinet members head and outlines their powers and duties. The Governor's cabinet includes, in the order of creation: the Secretary of the Commonwealth (established in 1777); Adjutant General (1793); Secretary of Education (1837); Insurance Commissioner (1873); Secretary of Banking (1891); Secretary of Agriculture (1895); Secretary of Health (1905); State Police Commissioner (1905); Secretary of Labor and Industry (1913); Secretary of Public Welfare (1921); Secretary of Revenue (1927); Secretary of Transportation (1970); Secretary of Environmental Resources (1970); Secretary of General Services (1975); Secretary of Aging (1978); Secretary of Corrections(1984) and Secretary of Community and Economic Development (1996).

The formation of additional cabinet-level agencies can come as a result of a request from the Governor or through the initiative of the General Assembly. In either case, any proposed additions to the cabinet must be approved by the General Assembly. The reverse is true also. The elimination of a cabinet- level agency must be approved by the General Assembly, whether the action is proposed by the Governor or the General Assembly.

THE JUDICIAL BRANCH

JUDICIAL POWER IN THE STATE CONSTITUTION: The fifth article of the Constitution vests judicial power of the Commonwealth in a "unified judicial system consisting of the Supreme Court, the Superior Court, the Commonwealth Court, Courts of Common Pleas, community courts, municipal and traffic courts in the City of Philadelphia" and other courts as provided by law and justices of the peace.

THE UNIFIED JUDICIAL SYSTEM: Pennsylvania's unified judicial system means that every court in the Commonwealth is under the supervision of the state Supreme Court. The judicial system may be thought of as a pyramid, with the Supreme Court at the apex. Below it are the two appellate courts, Superior Court and Commonwealth Court, followed by the Courts of Common Pleas. The base of the pyramid is the minor judiciary of the community courts, district justices, the municipal and traffic courts of Philadelphia, and Pittsburgh's police magistrate courts.

The Administrative Office of Pennsylvania Courts oversees the unified judicial system and is responsible for the prompt and proper disposition of the business of all courts. A court administrator heads the office and is appointed by the Supreme Court.

THE DIFFERENCE BETWEEN SUPREME, SUPERIOR, AND COMMONWEALTH COURTS: Aside from differences in jurisdiction, the primary distinction is that the Supreme Court is part of the constitutional framework of Pennsylvania's state government. Both the Superior and Commonwealth Courts were established by an act of the General Assembly. The Supreme Court is Pennsylvania's highest court and holds the Commonwealth's supreme judicial power. It makes the final judgment on interpreting the Constitution in regard to statutes enacted by the General Assembly.

THE JURISDICTION OF THE SUPREME COURT: The Supreme Court has original but not exclusive jurisdiction over:

- a) all cases of habeas corpus (any of several common law writs issued to bring a party before a court or judge);
- b) all cases of mandamus (a command by a superior court for the performance of a specified official act or duty) or prohibition to courts of inferior jurisdiction; and
- c) all cases of quo warranto as to any officer of statewide jurisdiction (requiring demonstration of the authority by which an individual exercises a public office).

The Supreme Court has exclusive jurisdiction of appeals from final orders of the Courts of Common Pleas in cases of:

- a) felony murder;
- b) the right to public office;
- c) matters decided in the orphans' court division;
- d) certain actions or proceedings in equity;
- e) direct criminal contempt in the Courts of Common Pleas and other contempt proceedings relating to orders appealable directly to the Court;
- f) suspension or disbarment from the practice of law and other related disciplinary orders or sanctions;
- g) supersession of a District Attorney by an Attorney General or a court;

- h) matters in which the right or power of the Commonwealth or any political subdivision to create or issue indebtedness is in question; and
- i) rulings of unconstitutionality by a Court of Common Pleas.

The Supreme Court has exclusive jurisdiction of appeals from all final orders of the Commonwealth Court, provided the matter was originally commenced in that court and not as an appeal from another court, an administrative agency, or justice of the peace. (One exception is an appeal to a final order of the Commonwealth Court that was made on an appeal from the Board of Finance and Revenue.) The Supreme Court can review certain final orders of the Superior and Commonwealth Courts if any party to the matter petitions the court and an appeal is granted by any two justices. In addition, the Court can assume full jurisdiction over any matter involving an issue of immediate public importance pending before any court or justice of the peace in the Commonwealth, either on its own motion or upon petition of any party.

THE COMPOSITION AND ELECTION OF THE SUPREME COURT: There are seven judges on the Supreme Court, including a Chief Justice chosen on the basis of longest continuous service, or seniority. Justices are elected by the voters for a term of 10 years, after which they are eligible for retention election.

THE JURISDICTION OF THE SUPERIOR COURT: The Superior Court has exclusive jurisdiction over appeals from the Courts of Common Pleas, except for those types of appeals under exclusive jurisdiction of the Supreme or Commonwealth Courts. The Superior Court has original jurisdiction to entertain, hold hearings on, and decide applications for wiretapping and electronic surveillance.

THE COMPOSITION AND ELECTION OF THE SUPERIOR COURT: The Superior Court is composed of 15 judges, with one serving as President Judge, who in addition to judicial duties, is responsible for assigning cases. Like the members of the Supreme Court, they are chosen in a municipal election. The terms and conditions for their re-election are also the same as for justices of the Supreme Court.

THE JURISDICTION OF THE COMMONWEALTH COURT: The Commonwealth Court is primarily an appellate court, but it does have some original jurisdiction. It has exclusive appellate jurisdiction of:

- a) final orders of the Courts of Common Pleas in certain specific cases;
- b) final orders of Commonwealth agencies including appeals from the Environmental Hearing Board, Public Utility Commission, Unemployment Compensation Board of Review, and any other Commonwealth agency having statewide authority, with certain specific exceptions;
- c) awards of arbitrators in disputes between the Commonwealth and a state employee; and
- d) any other matter as set by statute.

The Commonwealth Court also has original jurisdiction of:

- a) all civil actions or proceedings against state government, including, with some exceptions, any state officer acting in an official capacity;
- b) all civil actions by state government or an officer of it except eminent domain;
- c) all civil actions under certain provisions of the Insurance Department Act of 1921;
- d) election matters relating to statewide offices; and

e) any other matter as determined by statute.

THE COMPOSITION AND ELECTION OF THE COMMONWEALTH COURT: There are nine judges on the Commonwealth Court, with one serving as President Judge. The Supreme Court also designates six senior judges to sit with the Commonwealth Court. The judges of the court elect a President Judge for a term of five years. A judge of the Commonwealth Court is elected to serve a 10-year term. At the end of a term, a judge may run for retention and serve another 10 years.

THE JURISDICTION OF THE COURTS OF COMMON PLEAS: Except where an exclusive original jurisdiction is vested in another court, the Courts of Common Pleas have unlimited original jurisdiction of all civil and criminal actions and proceedings.

Their jurisdiction includes:

- appeals from final orders of the district's minor judiciary (also called justice of the peace);
- appeals from state agencies, such as matters relating to motor vehicle violations, liquor code violations, birth and death records, inheritance and estate taxes, occupational disease, and public employee disputes; and
- petitions for review of awards by arbitrators in disputes between local government agencies and their employees.

There are sixty judicial districts in Pennsylvania. At least one Court of Common Pleas must be in each judicial district, and each judicial district has a President Judge. Courts with eight or more judges elect a President Judge for a non-successive, five-year term. In courts with fewer judges, the judge with the longest continuous service is appointed President Judge.

MINOR JUDICIARY" COURTS: Minor courts are the first level of courts in Pennsylvania. In counties other than Philadelphia, these courts are presided over by District Justices, formerly known as justices of the peace. District Justices oversee many of the offenses that would typically bring people to courts: landlord-tenant disputes, nonjury trials concerning civil claims under \$8000, trespassing violations, arrest warrants, and presiding over preliminary arraignments and preliminary hearings, among other things. There are 550 District Justices offices in Pennsylvania. The minor judiciary also includes community courts, Philadelphia Municipal Court, Pittsburgh police magistrate courts, and the Philadelphia Traffic Court.

B. The State Budget and Taxes

Pennsylvania's general fund budget provides for the operating expenses of the Commonwealth during a fiscal year that extends from July 1 to the following June 30. The fiscal year is designated by the years in which it begins and ends, e.g., FY 2006-2007 for the fiscal year beginning July 1, 2006 and ending June 30, 2007. The Governor's proposed general fund budget for FY 2006-2007 totals \$54.2 billion, including \$16.9 billion in federal funds. Education and health and welfare programs consume most of the Commonwealth's operating budget. Summaries of the Commonwealth's general fund Budget and of the budget process can be found at www.state.pa.us. Click on "Links to State Agencies," then "Budget."

The Governor proposes the general fund budget in February; the House and Senate Appropriations Committees normally hold several weeks of hearings on the budget in February and March; and the budget must be enacted before the beginning of the fiscal year on July 1. Pennsylvania, like virtually all of the states, requires the state and local governments to balance their operating budgets; they cannot spend more revenues than they have available during a fiscal year. If the Commonwealth or its local governments do incur deficits (which happens on occasion), they are required to eliminate those deficits in their adoption of the next year's budget. (The federal government is not required to balance its budget and frequently does not. Although some have urged the adoption of a balanced budget requirement for the federal government, many experts argue that the government's ability to manage the economy and deal with wars and other emergencies would be impaired if it were prohibited from incurring deficits.)

The principal revenue sources supporting the general fund budget are the personal income tax, sales and use tax, and business taxes (the corporate net income tax, corporate stock and franchise tax, and subchapter S tax on partnerships and small businesses levied at the same rate as the personal income tax). The Commonwealth has a number of funds whose revenues and expenditures are dedicated to specific uses. The largest, the Motor License Fund, is supported by fuel taxes and fees for licensing vehicles and drivers and is used to build and maintain roads and bridges. Other examples are the Lottery Fund and the Fish and Game Funds.

Pennsylvania also has a capital budget that authorizes the borrowing of funds to construct buildings and other improvements and to acquire such structures or land when the life of the project will exceed five years and \$100,000 in cost. These projects are listed in a capital project itemization act and are normally paid for by the issuance of 20-year bonds. Funds to repay the bonds are included in the general fund operating budget. The federal government does not have a capital budget but includes such projects in its operating budget.

C. State Agencies

More information about the agencies is available at
<http://www.state.pa.us>

Office of the Governor	
Office of the Lieutenant Governor	
Agencies, Authorities, Boards, Commissions, Councils, Departments and Offices	
Administration	Milk Marketing Board
Aging	Office of Administrative Law Judge
Agriculture	Office of Health Care Reform
Attorney General	Office of Inspector General
Auditor General	Office of Management and Productivity
Banking	Office of Public Liaison
Board of Claims	Office of the State Fire Commissioner
Board of Pardons	Office of the Victim Advocate
Budget	Office of PA Open for Business
Bureau of Liquor Control Enforcement	Patient Safety Authority
Bureau of State Employment	PA Commission for Women
Capitol Police	PA Council on the Arts
Civil Service Commission	PA Emergency Management Agency
Commission on Crime and Delinquency	PA Health Care Cost Containment Council
Community and Economic Development	PA Higher Education Assistance Agency
Conservation and Natural Resources	PA Educational Facilities Authority
Consumer Advocate	PA Housing Finance Agency
Corrections	PA Human Relations Commission
Council on the Arts	PA Infrastructure Investment Authority
Education	PA Lottery
Environmental Protection	PA Municipal Retirement System
Fish and Boat Commission	PA Public School Employees Retirement System
Game Commission	PA Rural Development Council
General Counsel	PA State Employees Retirement System
General Services	PA State Police
Governor's Advisory Commission on African American Affairs	Philadelphia Regional Port Authority
Governor's Advisory Commission on Asian American Affairs	Port of Pittsburgh Commission
Governor's Advisory Commission on Latino Affairs	Probation and Parole
Governor's Commission for Children and Families	Public Employee Retirement Commission
Governor's Green Government Council	Public Television Network
Governor's Regional Offices	Public Utility Commission
Governor's Sportsmen's Advisory Council	Public Welfare
Health	Revenue
Historical and Museum Commission	Right-to-Know Law Notice
Independent Regulatory Review Commission	Securities Commission
Insurance	Sexual Offenders Assessment Board
Juvenile Court Judges' Commission	State, Department of
Labor and Industry	State Ethics Commission
Liquor Control Board	State Library
Medical Care Availability and Reduction of Error Fund (Mcare)	State Public School Building Authority
Military and Veterans Affairs	State Tax Equalization Board
	State Treasurer
	Transportation
	Turnpike Commission

D. Local Governments

Under the principle of “Dillon’s Rule,” local governments in the United States are creatures of state government and possess no independent sovereignty. Many states, including Pennsylvania, grant at least some local governments “home rule,” which generally means they can adopt legislation and exercise powers not specifically reserved to the state government nor specifically prohibited to local governments. The Pennsylvania Constitution states:

“Municipalities shall have the power and right to frame and adopt home rule charters...A municipality which has a home-rule charter may exercise any power or perform any function not denied by this Constitution, by its home rule charter or by the General Assembly at any time.” (Article IX, Section 2).

According to a 2001 article by Beverly A. Cigler, since 1972, when Pennsylvania enacted the home-rule charter law, only 71 local governments have adopted home rule.¹ Furthermore, Pennsylvania, like other states, can override local legislation, even for home rule jurisdictions, on matters that the General Assembly considers of statewide concern. As one example, Pennsylvania regulates local government taxation and debt.

The General Assembly has divided Pennsylvania local governments by population size to allow it to enact laws affecting one or just a few similar local governments without violating a constitutional requirement that legislation affecting local governments be “uniform” and “general” in application (Article IX, Section 1). Thus, for example, legislation affecting Philadelphia is written to affect “cities of the first class” even though there is only one city of the first class, Philadelphia

The following section is from the 2002 *Census of Governments* and provides an overview of local government in Pennsylvania.

¹ Cigler, Beverly A., with Richard D. White, Jr. 2001. Pennsylvania. *In Home Rule in America A Fifty-State Handbook*. Dale Krane, Platon N. Rigos, and Melvin B. Hill, Editors. Washington DC: CQ Press.

E. Census of Government

Pennsylvania

Pennsylvania ranks 2nd among the states in number of local governments, with 5,031 as of June 2002.

COUNTY GOVERNMENTS (66)

The entire area of the state is encompassed by county government except for Philadelphia County. Philadelphia County is substantially consolidated with the City of Philadelphia for governmental purposes and functions primarily as a city. Philadelphia is counted as a municipal government, rather than as a county government, for census purposes.

The governing body of each county government is a board of county commissioners. Any county may adopt a home-rule charter that provides for its government. Pennsylvania counties are divided into the following nine classes according to population size:

First class—1,500,000 inhabitants or more (Philadelphia; see above)

Second class—800,000 to 1,499,999 inhabitants (Allegheny)

Second class A—500,000 to 799,999 inhabitants (Delaware and Montgomery)

Third class—225,000 to 499,999 inhabitants

Fourth class—150,000 to 224,999 inhabitants

Fifth class—95,000 to 149,999 inhabitants

Sixth class—45,000 to 94,999 inhabitants and those having 35,000 to 44,999 inhabitants that, by ordinance or resolution of the board of county commissioners, elect to become a county of the sixth class.

Seventh class—20,000 to 44,999 inhabitants and those having 35,000 to 44,999 inhabitants that have not elected to become a county of the sixth class.

Eighth class—fewer than 20,000 inhabitants

SUBCOUNTY GENERAL PURPOSE GOVERNMENTS (2,564)

The 2,564 subcounty general purpose governments in Pennsylvania consist of 1,018 municipal (borough, city, and town) governments and 1,546 township governments. These two types of governments are distinguished primarily by the historical circumstances surrounding their incorporation. In Pennsylvania, boroughs, cities, towns, and townships have similar powers and perform similar functions.

Municipal Governments (1,018)

The term "municipality," as defined for census statistics on governments, applies only to the boroughs, cities, and

one incorporated town (Bloomsburg) in Pennsylvania.

Townships, to which the terms "municipality" and "municipal corporation" are applied by Pennsylvania statutes, are counted for census purposes as township rather than municipal governments (see below). To change from a borough or township to a city requires a minimum population of 10,000 and a referendum. Any municipality may adopt a home-rule charter that provides for its government. The following classes, based on population size, apply to cities as of June 2002:

First class—1,000,000 inhabitants or more (Philadelphia)

Second class—250,000 to 999,999 (Pittsburgh)

Second class A—80,000 to 249,999 inhabitants and that by ordinance elect to become second-class A city (Scranton)

Third class—fewer than 249,999 inhabitants including those with a population of 80,000 to 249,999 that have not elected to become a second-class A city.

All cities, boroughs, and incorporated towns exist outside the area of any governmentally active township.

Township Governments (1,546)

Townships, although not differing in legally authorized powers from the types of municipal governments described above, are counted for census purposes as a separate type of local government.

The entire area of the state is encompassed by townships except for areas within the boundaries of cities, boroughs, or incorporated towns. Pennsylvania townships are divided into two classes. Townships of the first class are those having a population density of 300 or more per square mile that have elected to choose first-class township status. All other townships are second-class townships. Change from second to first class is subject to referendum.

The governing body of each township is an elected board of commissioners in first-class townships and an elected board of supervisors in second-class townships. Any township may adopt a home-rule charter that provides for its government.

PUBLIC SCHOOL SYSTEMS (516)

School District Governments (516)

The following types of school districts in Pennsylvania are counted as separate governments for census purposes and are classified by population size:

First class—1,000,000 inhabitants or more (Philadelphia)
First class A—250,000 to 999,999 inhabitants (Pittsburgh)
Second class—30,000 to 249,999 inhabitants
Third class—5,000 to 29,999 inhabitants
Fourth class—fewer than 5,000 inhabitants
Community colleges

Each of the above classes of school districts has an elected or appointed board of school directors to administer school affairs. All of the above school districts may issue bonds and levy school taxes. Voter approval may be required for bond issues.

Community colleges in Pennsylvania also are counted as governments. The community colleges may be established with the approval of the state board of education by a school district; a county, city, borough, town, or township; a board of school directors; or any combination thereof. Each is administered by a board of trustees. If sponsored by a first-class city, the board is appointed by the mayor from names submitted by a nominating panel. In second-class cities, the board is appointed by the mayor with the approval of the city council. Otherwise, the board is selected by a majority vote of the governing body of the local sponsor. The sponsoring local government may levy an additional tax for community college purposes.

Dependent Public School Systems (0)

Pennsylvania has no dependent public school systems.

Other Educational Activities

Area vocational-technical schools and institutes are classified for census purposes as joint educational service agencies of participating school districts and are not counted as separate governments. They are administered by boards of directors of the participating school districts. These schools provide vocational and technical education services for all school districts that elect to participate and that pay their proportionate share of the costs.

Intermediate units, which provide special educational services, are classified for census purposes as joint educational service agencies of the participating school districts and are not counted as separate governments. Each intermediate unit is governed by a board elected by a convention of school board members of component school districts. The state board of education approves and funds the budgets of the intermediate units.

The "joint schools" are joint activities of two or more school districts and are not counted as governments. Each is controlled by the boards of the participating districts or by a joint school committee, the members of which are chosen by and from the boards of the constituent districts. Their fiscal requirements are met by participating districts.

Consortiums of school districts may be formed under the intergovernmental cooperation act to jointly provide programs and services to member districts. They are governed by boards appointed by member school districts. The York County High School and Lancaster County Academy were formed under this law. These schools are classified as joint educational service agencies of the participating school districts and are not counted as separate governments.

School districts that do not provide special education services themselves may provide such jointly with other school districts. Such programs are classified as joint educational service agencies of the participating school districts and are not counted as separate governments.

Recreation, fair, or park boards may be created by school districts by the school district alone or jointly with another government. These boards are classified as dependent agencies of the creating government or governments and are not counted as separate governments.

Municipal authorities, often called "school building authorities," finance construction of school buildings. They are described below under "Special District Governments."

SPECIAL DISTRICT GOVERNMENTS (1,885)

Pennsylvania statutes authorize the creation of a variety of special districts or authorities that are counted as governments. These are discussed in detail below.

Convention Center Authorities in Third-Class Counties

These authorities may be created by a third-class county or a third-class county and its county seat. The board consists of seven members appointed by the county or by the county and county seat. An alternative board consists of nine members appointed by the county, county seat, and Governor. The authorities may issue bonds and fix and collect fees. The county may impose an excise tax on hotels for the benefit of the authority.

Delaware River Joint Toll Bridge Commission

This interstate commission was created by special acts of the New Jersey and Pennsylvania legislatures to build, operate, and maintain toll bridges across the Delaware River north of Philadelphia. The commission consists of five members appointed by the Governor of New Jersey and confirmed by the state senate and five appointed by the Governor of Pennsylvania who serve at the Governor's pleasure. The commission may issue bonds and fix and collect tolls.

Delaware River Port Authority

This authority is counted under "New Jersey—Special District Governments."

East Fork Road District

This district was created by a special act to provide and maintain roads, fire protection, planning, and related functions. A board of commissioners, appointed by the court of common pleas, governs the district. The district may levy ad valorem taxes and issue bonds.

Housing Authorities

County or city housing authorities may be established by resolution of the county or city governing body or by the Governor on petition of taxpayers. Housing authorities are governed by five-member boards appointed by the county commissioners or the mayor with the approval of the city council with these exceptions: In cities of the first class, the mayor appoints two members, the city controller appoints two, and these four in turn appoint an additional member. In cities of the second class, the mayor appoints two additional members for a total of seven. The authorities may issue bonds and fix and collect rentals and charges.

Industrial and Commercial Development Authorities—1967 Law

Industrial and commercial development authorities organized under this law are established by ordinance of any county, city, borough, town, or township to finance industrial and commercial development projects. A board appointed by the governing body of the establishing government governs each authority. Authorities created under this law may fix and collect rentals and issue revenue bonds. Industrial development authorities established under the municipal authorities law are described below under "Municipal Authorities."

Metropolitan Transportation Authorities

State law authorizes these authorities in each metropolitan area. Each authority's board consists of one member (who may be a state official serving in an ex officio capacity) appointed by the Governor, two members per county served appointed by the county commissioners (except in the case of a first-class city, by the mayor), and one member appointed by each of the majority and minority leaders in the senate and the house of representatives. The senate and house appointees serve at the pleasure of the appointing authority. The authorities may fix and collect fees and rents and issue revenue bonds. The Southeastern Pennsylvania Transportation Authority (SEPTA) was established under this law to provide bus and rail transit and commuter rail service in the Philadelphia area.

Municipal Authorities

Pennsylvania law permits the governing body of a county, city, borough, town, township, or school district government, either singly or jointly, to establish a municipal authority by resolution or ordinance. A board appointed by the establishing government or governments governs each authority.

Municipal authorities may provide any of various types of governmental facilities, most commonly facilities for water supply and sewerage but also facilities for airports, school buildings, flood control, parks, recreation, hospital financing, parking, solid waste disposal, mass transit, marketing, and industrial development. An authority may fix and collect rentals or other charges and may issue revenue bonds. Authorities organized under this law are known by a variety of names.

Neighborhood improvement district management associations that are created as municipal authorities are dependent agencies of the creating government. See "Subordinate Agencies and Areas," below.

Parking Authorities

Authorities to provide parking facilities are created by resolution or ordinance of cities (except first-class cities), boroughs, or first-class townships. Each authority is governed by a five-member board appointed by the city mayor, the president of the borough council, or the president of the board of township commissioners. The authorities may lease parking facilities, impose rates and charges, and issue revenue bonds.

Parking authorities in first-class cities are state dependent. See "Subordinate Agencies and Areas," below.

Pennsylvania Convention Center Authority

This authority was created by 1986 legislation to construct, operate, and maintain a convention center in Philadelphia. A board of nine members governs the authority: four are appointed by the Governor, two by the mayor of Philadelphia, two by the Philadelphia city council, and one by the other eight. The authority may fix rentals, admissions fees, and other charges, receive the proceeds of city hotel occupancy taxes, and issue revenue bonds.

Philadelphia Regional Port Authority

This authority was created by 1989 legislation to construct, maintain, and operate port facilities along the Delaware River. The authority consists of 11 members: four appointed by the Governor, three recommended by the mayor of Philadelphia and the governing bodies of specified counties (counties located in whole or in part within 20 miles of the city and having the Delaware River as a border) and appointed by the Governor, one appointed by the president of the senate, one appointed by the minority leader of the senate, one appointed by the speaker of the house, and one appointed by the minority leader in the house of representatives. The authority may fix and collect fees and rentals for use of its facilities and may issue revenue bonds.

Port Authorities in Counties of the Second Class

These authorities may be formed in second-class counties to operate port facilities and transportation systems in the

county by which they are organized and in adjoining counties to the extent necessary for an integrated transportation system. A board appointed by the board of county commissioners and including one of their members governs each authority. In addition, when the transportation system is extended into adjoining counties, a representative may be appointed by each additional member county to vote on matters affecting rates and services within that county. The authorities may impose fees and rentals for the use of facilities and may issue revenue bonds. The Port Authority of Allegheny County (PAAC, formerly PAT) was established under this law to provide bus and rail transit in the Pittsburgh area.

Port Authorities in Third-Class Cities

Port authorities to operate port facilities and transportation systems are created by resolution of the governing body of a third-class city. Each authority has a governing board consisting of the Governor and the secretary of the department of transportation as *ex officio* members plus nine members appointed by the city mayor, one member appointed by the Governor, and one member appointed by the secretary of the department of transportation. The authority governing body may fix and collect fees and rentals for its facilities and may issue bonds. The Erie Western Pennsylvania Port Authority was created under this law.

Public Auditorium Authorities

These authorities may be formed by resolution of second-class counties and/or second-class or second-class A cities. The authorities acquire, own, and operate auditoriums, stadiums, and similar facilities. Each authority is governed by a board appointed by the creating governments. These authorities may fix and collect fees and issue revenue bonds.

Residential Finance Authorities

Authorities of this type may be established by resolution of the county commissioners of a second-class county (Allegheny). The authorities provide mortgage credit for the construction or the renovation of housing. A board appointed by the county commissioners governs each authority. The authority may make mortgage loans, fix charges in connection with its loans, and issue revenue bonds.

Southwestern Pennsylvania Convention Center Design Commission

This commission was created by special act. It is governed by a 15-member board consisting of members appointed by the central city, central county, Governor, regional planning commission, and local convention and visitors bureau. The chair of the Sports and Exhibition Authority of

Pittsburgh and Allegheny County also serves as a member. The commission receives funding from a regional sales tax created with voter approval at the county level.

Sport and Exhibition Authorities

Joint sport and exhibition authorities may be established by local resolution of a second-class county and second-class city within the second-class county. Each authority is governed by a seven-member board with three members appointed by each of the city and county and one member appointed jointly. The authorities may issue bonds and fix and collect fees. The creating governments also may issue bonds for the authority. The Sports and Exhibition Authority of Pittsburgh and Allegheny County was created under this act.

Sports and exhibition authorities created by a single government are subject to acquisition by the creating government at any time. These authorities are not counted as separate governments. See "Subordinate Agencies and Areas," below.

SUBORDINATE AGENCIES AND AREAS

Shown below are various governmental designations in Pennsylvania that have certain characteristics of governmental units but that are classified in census statistics as subordinate agencies of the state or local governments and are not counted as separate governments. Legal provisions for some of the larger of these are discussed below (see "Public School Systems," above, regarding educational agencies of this nature).

Allegheny Regional Asset District (county). This district was created by special act and county ordinance in 1993. The district funds and develops the region's civic, recreational, library, sports, cultural, and other assets. The district is governed by an appointed board of seven voting members: four appointed by the board of county commissioners, two by the mayor of Pittsburgh, and one by vote of five of the other six members. In addition, one nonvoting member is appointed by the Governor. The district is funded by one-half of the revenues generated by a special 1 percent sales tax and hotel tax levied by Allegheny County. The district is authorized to issue revenue bonds.

Conservation districts (county). These districts are established by the board of county commissioners to provide soil conservation services. The districts are governed by boards consisting of six members appointed by the county board of commissioners, plus one member of the county board. The districts receive their revenue from state and county appropriations and contributions for benefits provided.

Pennsylvania Housing Finance Agency (state). This agency was established to provide mortgage credit for low- and moderate-income housing. The agency board

consists of 14 members including six appointed by the Governor with the consent of the senate and one person appointed by each of the majority and minority leaders in the senate and the house of representatives, plus the secretaries of banking, commerce, and community affairs and the state treasurer. The agency may fix and collect fees and issue revenue bonds.

Pennsylvania Industrial Development Authority (state). This authority was established to finance the construction of industrial development projects. The authority board consists of seven members appointed by the Governor with the consent of the senate, plus the secretaries of agriculture, banking, commerce, community affairs, and labor and industry. The authority may issue revenue bonds.

Pennsylvania Intergovernmental Cooperation Authority (state). This authority, established by special act in 1991, was created to assist the city of Philadelphia with its finances and to help maintain its access to financial markets. The governing body consists of five members appointed by the Governor and leaders of the state general assembly. The secretary of the budget for the commonwealth and the director of finance for the city are ex officio members of the board. The authority has the power to issue bonds to assist the city. The city may pledge any available revenues, including tax revenues for the repayment of the bonds. The city is required to develop a financial plan aimed at restoring fiscal health and to submit the plan to the authority for approval.

Port of Pittsburgh Commission (state). Established by special act in 1992, the geographic area covered by the commission includes ten counties in western Pennsylvania. The commission develops port facilities in the area to enhance commerce and industry. In addition, the commission is to develop and promote recreational facilities in the port district. The governing body of the commission consists of 15 members appointed by the Governor and leaders of the state general assembly. The commission has the power to fix and collect fees and rentals for port facilities and port-related projects. The commission may issue bonds secured by its revenues.

Redevelopment authorities (county and municipal). Any city or county may establish a redevelopment authority by resolution or ordinance. A five-member board, appointed by the mayor or the county governing body, governs each authority. Redevelopment authorities may issue revenue bonds. Redevelopment proposals are subject to the approval of the sponsoring government.

State authorities (state). A number of statewide authorities have been created by acts of the general

assembly to finance the construction of public facilities for the purposes indicated by the authority names. The largest of these are as follows:¹

Higher Educational Facilities Authority
Pennsylvania Turnpike Commission
State Public School Building Authority

Each of the governing bodies of these authorities consists of members appointed by the Governor, state officials serving in an ex officio capacity, or a combination of the two. These state authorities receive their revenue primarily from rentals, tolls, or charges and may issue revenue bonds.

Other examples include:

State²

Automobile Theft Prevention Authority
Ben Franklin Technology Development Authority
Commonwealth Mental Health Research Foundation
Delaware River Bridge and Tunnel Commission
Delaware River Joint Bridge Commission of Pennsylvania and New York
Department of transportation districts
Flood control districts
Health districts
Insurance Fraud Prevention Authority
Parking authorities in first-class cities
Patient Safety Authority
Pennsylvania Civil Disorder Authority
Pennsylvania Economic Development Financing Authority
Pennsylvania Energy Development Authority
Pennsylvania Higher Education Assistance Agency
Pennsylvania Infrastructure Investment Authority
Pennsylvania Minority Business Development Authority
Pennsylvania Nursing Home Loan Agency
Pennsylvania Parent Assistance Authority
Pennsylvania Public Television Network Commission
Pocono Mountain Memorial Parkway Commission
Underground Storage Tank Indemnification Board

County³

Historic districts
County authorities in counties of the second class and second class A
Institution districts
Recreation, park, and fair boards
Sports and exhibition authorities (single county, second class)
Transportation development districts (county)
Veterans housing authorities

¹Since 1975, the Pennsylvania Department of General Services has performed the functions of the General State Authority.

²The Delaware River Joint Bridge Commission of Pennsylvania and New York has never been ratified by New York.

³Institution districts are still authorized by law but have been abolished in many counties.

Municipal⁴

Business improvement districts (1973 law)
Historic districts
Institution districts in first-class cities
Municipal libraries
Neighborhood improvement district management associations (except in first-class cities)
Recreation, park, and fair boards (boroughs, second- and third-class cities, and incorporated towns)
Sewer districts in first-class cities
Shade tree commissions in third-class cities, boroughs, and incorporated towns
Sports and exhibition authorities (single city, second class)
Transportation development districts (municipal)
Veterans housing authorities

⁴Although institution districts are authorized in first-class cities (Philadelphia), none exist. Neighborhood improvement district management associations may be created as municipal authorities or as nonprofit corporations. The nonprofit corporations may be private and, in such case, would be excluded from Governments Division reporting. Neighborhood improvement districts are taxing areas governed by neighborhood improvement district management associations.

Township⁵

Fire and water districts in first-class townships
Historic districts
Neighborhood improvement district management associations
Recreation, park, and fair boards
Sewer districts and sanitary sewer districts in first-class townships
Shade tree commissions in first-class townships
Transportation development districts (municipal)

Joint recreation, park, or fair boards may be created by counties, municipalities (boroughs, second- and third-class cities, and incorporated towns), townships, and school districts.

Local development districts are state planning areas, typically governed by planning and development commissions.

Pennsylvania laws also provide for various types of local areas for election areas and administration of justice.

⁵Business improvement districts were authorized under 1973 legislation that applied only to boroughs, cities, and incorporated towns.

IV. Codebook

Topics Codebook

Code	Category
1	Fiscal and Economic Issues
2	Civil Rights and Liberties
3	Health
4	Agriculture
5	Labor, Employment, Immigration
6	Education
7	Environment
8	Energy
10	Transportation
12	Law, Crime, and Family
13	Social Welfare
14	Community Development, Housing Issues
15	Banking, Finance, Domestic Commerce
16	Defense
17	Space, Science, Technology, Communications
18	Foreign Trade
19	International Affairs and Foreign Aid
20	State Government Operations
21	Public Lands and Water Management
24	Local Government and Governance

Note: The Pennsylvania State Codebook is modeled on the national public policy codebook developed for the national public policy database available at www.policyagendas.org. As such, some categories and examples cited herein are more relevant to federal than to state law and policies. These categories and examples have been retained for the purpose of helping users understand the relationship between the two databases. The Pennsylvania database also includes codes not found in the national database, but these have been kept to a minimum. The most important example is major topic 24, which in the national database is “State and Local Government Administration” and in the Pennsylvania database is “Local Government and Governance.” The Pennsylvania database also includes important subtopic codes not found in the national database such as 1213 “Property and Real Estate Law” and 1527 “Regulation of Services.”

Each code has subcodes organized around a specific policy topic. However, two subcodes are common to each code. The 00 subcode of every policy area (i.e. 700, 2400) is designed for data of a general nature relating to the policy topic, or for data that includes combinations of multiple subtopics. The 99 subcode of every policy area (i.e. 799, 2499) is designed for data that relates to the overall policy topic of a code, but does not fit into any of the existing subcodes of that topic. For example, the issue of “retirement and lifelong learning” falls into the overall 600 education code. However, this issue does not fit into any of the subtopics, so it should be coded as 699.

Coding Scheme

1. Fiscal and Economic Issues

100: General Fiscal and Economic Issues (Includes Combinations of Multiple Subtopics)

Examples: economic plans, economic conditions and issues, economic growth and outlook, state of the economy, long-term economic needs, recessions, general economic policy, promotion of economic recovery, demographic changes, population trends, recession effects on state and local economies, distribution of income.

101: Inflation, Prices, and Interest Rates

Examples: inflation control and reduction, anti-inflation programs, calculation of inflation statistics and price index statistics, consumer price index, food prices, cost of living, interest rates, effects of inflation on business, general economic statistics.

103: Unemployment Rate

Examples: unemployment and employment statistics, economic and social impact of unemployment, national employment priorities, employment and labor market development, government reports on unemployment.

See also: 502, 503 solutions to unemployment problems.

104: Monetary Supply, Federal Reserve Board, Treasury, and the Pennsylvania Treasurer

Examples: appropriations affecting the state treasurer, state investment and cash management policies.

105: State Operating (General Fund) Budget, State Capital Budget and Debt

The state general appropriations act is affectively the operating budget and is always coded 105. It begins “An Act to provide from the General Fund for the expenses of the Executive, Legislative, and Judicial Departments of the Commonwealth, public debt and for the public schools...”

Examples: administration's yearly budget proposals, budget process, budget projections including revenue estimates, increases in the public debt limit, impact of budget reductions on economic sectors, states and communities, public debt issues, changes in fiscal year status, changes in rules governing passage of capital or operating budgets, appropriations into and out of the Rainy Day Fund (or Tax Stabilization Reserve Fund), tax anticipation notes, tax and expenditure limits.

107: State Taxation, State Tax policy, and Reform of State Taxes

Examples: administration tax proposals, state income and sales taxes, tax code, state taxes on businesses, state tax reform, state tax collection, revenue acts, impact of taxes on business, multiple tax changes, general tax changes incorporating multiple types of taxes, acts providing a one-time tax refund to all personal income taxpayers, acts establishing classes of income tax rates, state tax amnesty, taxes on public utility gross receipts and real property.

See also: 302 providing a tax credit for medical expenses; 341 providing for incidence and rate of the cigarette tax; 405 exempting pet grooming services from sales tax; 503 tax treatment of employee benefits; 508 child-care tax credit; 601 tax credit for attendance at Commonwealth universities and colleges; 607 tax credits for computer, scientific and video audio equipment and services donated to schools by business; 609 income tax check-off to provide funding for the arts; 704 environmental remediation tax credit; 707 exempting equipment used for recycling from sales and use tax; 1002 liquid fuels tax, gas tax and highway use tax; 1209 non-taxable status of benefit sales by volunteer fire organizations; 1212 inheritance tax; 1213 issues involving the realty transfer tax; 1302 poverty exemptions to state and local taxes; 1305 sales tax exemptions for charitable, volunteer and religious organizations; 1403 PILOTS (payments in lieu of taxes) used to facilitate the construction of stadiums and similar economic development projects; hotel room sales taxes used to support the construction of convention centers; 1505 insurance premiums tax; 1524 Hotel room sales taxes used to support promotion of tourism 1528 increases in liquor taxes; 1609 providing tax exemptions for veterans and surviving spouses of veterans; 1709 sales tax exclusion for sales of computer software; 2009 PA Department of Revenue, creation of a Taxpayers' Rights Advocate, Taxpayers' Bill of Rights; 2016 taxation of lottery winners; 2404 state authorizations and limitations on local government taxation, local tax reform, property tax relief, local tax amnesty, and legislation amending Act 511 the Local Tax Enabling Act.

108: Industrial Policy

Examples: manufacturing strategy, technological capacity of industry, assistance to specific industries, industrial policy, industry revitalization and growth, decline in state industrial productivity, plant closings and relocation, industrial reorganization, commission on productivity, industrialization centers, extending tax or subsidy benefits to a Pennsylvania or United States business such as steel producers.

See also: 1411 general state economic development; 1806 state international economic competitiveness; 2007 requirements for government and government contractors to purchase products produced in Pennsylvania or the United States.

110: Price Control and Stabilization

Examples: price stabilization programs.

199: Other

2. Civil Rights, Minority Issues, and Civil Liberties

200: General (Includes Combinations of Multiple Subtopics)

Examples: Pennsylvania Human Relations Commission appropriations; civil rights violations; state compliance with federal civil rights laws; Equal Rights amendment; equal employment opportunity laws, civil rights enforcement; employment or housing discrimination involving several communities (age, gender, race, religion etc. in combination); issues affecting private property rights; news stories about multiple “culture wars” issues that cross topic areas (e.g., abortion, academic freedom, intelligent design, defining marriage as a heterosexual institution).

See also: 1208 marriage and family issues; 1209 Miranda-related rights; 1210 hate crimes sentencing enhancement act; 1213 property and real estate law.

201: Ethnic Minority and Racial Group Discrimination

Examples: minority contracting and business development, appointment of minorities as officials and judges, school desegregation, state hiring and promotion of minorities, race-based crimes, affirmative action programs, racial profiling issues, designation of Martin Luther King, Jr. holiday week, English as official language.

See also: 602 school bus and school bus drivers' issues; 603 education of underprivileged students.

202: Gender and Sexual Orientation Discrimination

Examples: discrimination of the basis of gender and sexual orientation, social security inequities affecting women, employment barriers to women, female salary inequities, sex discrimination regulations, equal pay for women.

See also: 1208 marriage and family issues.

204: Age Discrimination

Examples: age discrimination in employment, mandatory retirement ages, age discrimination in selection of judges, problems in enforcing age discrimination laws, retirement age policies.

205: Handicap or Disease Discrimination

Examples: discrimination against the disabled, airline discrimination against blind people, employment of persons with disabilities, insurance discrimination of blind people, civil rights of institutionalized persons and the mentally retarded, travel problems of the handicapped, discrimination based on genetics or health conditions.

206: Voting Rights and Issues

Examples: discriminatory barriers to voting registration, state compliance with federal laws and regulations regarding voting, voting rights of prisoners.

See also: 2012 regulation of elections.

207: Freedom of Speech and Religion

Examples: religious freedom, physical desecration of the flag, school prayer, religious speech protection, anti-obscenity legislation, shield laws to protect news sources.

See also: 601 academic freedom in higher education; 602 vouchers and other aid to parochial schools; 1707 broadcast industry regulation.

208: Right to Privacy and Access to Government Information

Examples: privacy of consumer and worker records, employee drug and polygraph testing, computer access and security, police wiretapping, privacy of medical records, access to government records and information, disclosure and confidentiality standards for government information, electronic funds transfer and financial privacy, security and privacy of criminal arrest records, state open records, open meeting and sunshine laws.

See also: 1210 Illegal searches

209: Anti-Government Activities

210: Abortion and Alternatives to Abortion

Examples: government funding of abortions and alternatives to abortion.

See also: 1208 marriage and family issues.

299: Other

Examples: anti-discrimination based on marital status.

3. Health

300: General (Includes Combinations of Multiple Subtopics)

Examples: PA Department of Health appropriations, commissions to study health issues.

301: Comprehensive Health Care Reform

Examples: proposals to reform broader healthcare system (rather than specific aspects of a program), federal delegation of responsibilities to the state, changing responsibilities of the state, regulation of state health care, initiatives in women's health, initiatives in rural health, Medicare policies affecting the state, Medicaid payments, comprehensive Medicaid reform, minority health issues.

See also: 302 insurance reform; 334 long term health care reform; 335 prescription drug coverage and cost.

302: Insurance Reform, Availability, and Cost

Examples: access, eligibility, the uninsured, establishment of tax free medical savings accounts, regulation of the individual insurance market, regulation of HMOs and insurers with respect to general availability of coverage (e.g. patients' bill of rights), enrollment mix requirements for HMOs, provision of a tax credit for medical expenses.

See also: 208 privacy of medical records; 331-36 specific benefits; 334 long term care insurance.

303: Regulation of Drug Industry, Medical Devices, and Clinical Labs

Examples: generally about safety of products and procedures, approval processes, drug labeling and marketing, organ transplant allocations, safety of the blood supply, faulty cholesterol screening, prescription drug counterfeiting, pacemaker regulation, prescription drug labeling, over-the-counter drug safety, fatal allergic reactions to drugs, drug abuse in nursing homes, vitamin, mineral and diet supplements, regulation of drug marketing procedures.

See also: 335 prescription drug costs; 398 research; 1520 for antitrust issues.

304: Facilities Construction, Regulation, and Payments

Examples: construction of hospitals, laboratories, health centers and nursing homes, including issues of undersupply in rural or urban areas (disproportionate share payments to hospitals), emergency care facilities, regulation of standards and activities within these facilities, including personnel qualifications, nursing home standards, nursing home regulation, nursing home building regulations, medical lab reliability issues, state conveyances of hospitals, non-preferred appropriations to hospitals and health care institutions and organizations.

See also: 323 payments to providers; 601 general aid to medical schools and teaching hospitals in Pennsylvania.

323: Provider and Insurer Payment and Regulation

Examples: state and federal reimbursement rates and methods for physicians, insurance companies, or specific procedures, peer review procedures, prospective payment system (PPS), appeals processes, payment rates for HMO services, regional adjustments, risk adjustment, reimbursement for chiropractors and alternative medicine providers such as acupuncturists, foreign medical graduates, nurse practitioners, payment for outpatient services.

See also: 302 insurer or managed care consumer protections; 325 medical workforce training programs; 503 employee benefits.

324: Medical Liability, Fraud and Abuse

Examples: malpractice issues, fraudulent medical degrees, unfair sales practices, misuse of federal and state funds for mental health care, Medicaid over-billing, conflicts of interest, medical malpractice insurance coverage, revocation of physician licenses, suspension of physician privileges, dispute resolution for medical malpractice claims, unfair sales practices in the diet and medical industries, liability protection for state-employed physicians, creation of the medical professional liability catastrophe loss fund.

See also: 325 for physician certification and licensing.

325: Health Manpower and Training, and Licensing Issues

Examples: issues of undersupply and oversupply of health personnel, including incentives to practice in underserved areas, certification and licensing procedures, coverage of services provided by training programs and medical schools, reimbursement rates for teaching hospitals, collective bargaining, health manpower training, nurse training, public health training grants, physician training, medical libraries, nurse midwifery, licensing of dentists, licensing of optometrists, licensing of chiropractors, licensing of nurses, licensing of osteopathic doctors, licensing of pharmacists, disproportionate share payments and undersupply issues.

See also: 323 compensation and regulation of health care providers; 324 malpractice issues; 405 animal and crop disease and pest control; 601 general aid to medical schools and teaching hospitals in Pennsylvania.

331: Prevention, Communicable Diseases and Health Promotion

Examples: cancer screening, health promotion programs, consumer guides, medical information, health education in schools, immunization, prevention programs for osteoporosis, sexually transmitted diseases, tuberculosis, government responses to AIDS, breast cancer prevention programs, skin cancer, renal disease, treatment of high blood pressure, Legionnaire's disease,

communicable disease control, sickle cell anemia prevention, polio, designation of American Heart Month.

See also: 208 right to privacy; 336 Breast cancer treatment programs; 341-44 drug and tobacco programs.

332: Infants and Children

Examples: preventive services for children, prenatal care, child and juvenile health care, school health programs, child immunization, reduction of infant mortality, promotion of breast feeding, prenatal care programs, child health care, sudden infant death syndrome, childhood malnutrition, fetal alcohol syndrome, child dental care.

See also: 210 for abortion related issues; 331 for health education programs; 606 education of special needs children; 1208 child abuse and child welfare services; 1301 child nutrition programs.

333: Mental Health and Mental Retardation

Examples: state role in providing services to the mentally ill, mental health services, quality of care for mentally ill, mentally ill and handicapped children, specialized housing for mentally retarded, mental health centers.

See also: 324 misuse of state funds for mental health care; 606 education of special needs children.

334: Long-Term Care, Home Health, Terminally Ill, and Rehabilitation Services

Examples: hospice, nursing homes, in home care, regulation of the sale of long-term health care to the elderly, long-term care insurance improvement, court appointed guardianships for the elderly and infirm, aging, gerontology research, problems in financing long-term care, community alternative to institutional care, approaches to long-term care for the elderly, comprehensive home health care, life-sustaining treatments for the terminally ill, regulation of living wills, advance directives for health care, directives for the determination of death.

See also: 322 nursing home standards; 323 payment for outpatient services; 333 long term care for the mentally ill; 336 provision of outpatient benefits; 1304 disability benefits; 1609 veterans' disability benefits.

335: Prescription Drug Coverage and Costs

Examples: state supported prescription drug coverage for the elderly, including Medicare recipients, coverage of specific drugs under Medicaid, rising costs of drug coverage, coverage of clinical trials and experimental treatments.

See also: 321 regulation of drug industry; 1203 Theft of or illegally obtained prescription drugs; 2016 state lottery operations.

336: Other or Multiple Benefits and Procedures

Examples: treatment for Alzheimer's, dental services, vision services, renal disease, breast cancer treatment, durable medical equipment (e.g. wheelchairs), medical services to the blind.

See also: 1304 assistance to the disabled and handicapped.

341: Tobacco Abuse, Treatment, and Education

Examples: cigarette advertising and regulatory issues, ban on smoking in state buildings, increase public awareness of smoking health risks, smoking prevention education programs, health effects associated with smoking, efforts to control sale of tobacco and other legal stimulants to minors, provision for the incidence and rate of cigarette tax.

See also: 398 use of tobacco-related settlement funds to support health research.

342: Alcohol Abuse and Treatment

Examples: state implementation of the national minimum drinking age act, alcoholic beverage advertising act, alcohol abuse among the elderly, prevention of adolescent alcohol abuse, health insurance coverage of alcohol abuse treatment, drunk driving victims protection, drunk driving enforcement aid for states, alcoholism prevention programs.

See also: 344 drug and alcohol abuse; 1006 efforts to reduce drunk driving.

343: Controlled and Illegal Drug Abuse, Treatment, and Education

Examples: drug abuse education and prevention programs in schools, community based anti-drug programs, substance abuse treatment in state prisons, methadone treatment program, drug abuse treatment programs and insurance coverage.

See also: 321 drug safety; 1203 drug trafficking, theft of prescriptions.

344: Drug and Alcohol or Substance Abuse Treatment

Examples: extension of drug and alcohol abuse prevention programs, health coverage of drug and alcohol abuse treatment programs, drug and alcohol abuse prevention programs in schools, drug and alcohol abuse in the armed services, juvenile alcohol and drug abuse, entertainment industry efforts to curb drug and alcohol abuse.

See also: 342 alcohol abuse and treatment; 343 illegal drug abuse and treatment.

345: Provision and Regulation of Ambulance Services

See also: 1209 rescue organizations; 1706 upgrading 911 capabilities, amendments to the Public Safety Emergency Telephone Act (911); 2004 government employee benefits.

398: Research and development

Examples: use of tobacco-related settlement funds to support health research, non-preferred appropriation to University of Pennsylvania for cardiovascular studies, Alzheimer's research, research on women's health, government tax incentives for research and development, research grants to organizations and educational institutions, conferences on health-related issues, genetic engineering issues, medical research and regulatory issues, sleep disorders research, fetal tissue transplant research, health policy research programs, medical applications of biotechnology research, research on increased life expectancy, human genetic engineering research, biomedical and behavioral research.

399: Other

Examples: health consequences of a nuclear attack.

4. Agriculture

400: General (includes combinations of multiple subtopics)

Examples: Pennsylvania Department of Agriculture appropriations and programs, farm legislation issues, economic conditions in agriculture, impact of budget reductions on agriculture, importance of agriculture to the state economy, state farmland protection policies, agriculture and rural development appropriations, family farmers, farm program administration, long range agricultural policies, protection of agricultural land.

See also: 1301 food stamps, food assistance, and nutrition monitoring program; 2400 Local Government and Governance (General Topics).

401: Agricultural Trade

Examples: agriculture export promotion efforts, agricultural trade promotion programs, tobacco import trends, agricultural export credit guarantee programs, impact of imported meats on domestic industries, country of origin produce labeling, state agricultural export initiatives, livestock and poultry exports, emphasize trade development, promote foreign trade in grapes and plums, prohibit unfair trade practices affecting producers of agricultural products.

See also: 1800 general foreign trade.

402: Government Agricultural Subsidies, Agricultural Disaster Insurance

Example: actions related to the Pennsylvania Milk Marketing Board.

See also: 1404 agriculture real estate loans.

403: Food and Commodity Inspection and Safety

Examples: consumer food safety, inspection of wholesalers and processors of seafood, budget requests for food safety programs, sanitary requirements for food products transportation, meat inspections, food packaging and labeling standards and requirements, issues associated with contamination of food supplies, eggs, fruits and vegetables inspection programs, enforcement of the Milk Sanitation Law and Regulations, retail inspection programs for public food facilities.

404: Agricultural Marketing, Research, and Promotion

Examples: promotion and marketing of Pennsylvania crops and livestock, designation of Pennsylvania Horticultural Week, activities related to the State Farm Show.

405: Animal and Crop Disease, Pest Control and Domestic Pets

Examples: control of animal and plant pests, eradication of livestock diseases, pest management program, toxic contamination of livestock, predator control problems, biological controls for insects and diseases on agricultural crops, licensing of veterinarians, dog licensing, pet regulation, regulation of pet breeders, exemption of pet grooming from sales tax, cruelty to animals.

See also: 704 pesticides regulation.

498: Agricultural Research and Development

Examples: condition of state funded agricultural research facilities, nutrition research activities, agricultural research programs, regulation of research in agricultural biotechnology programs,

organic farming research, potential uses of genetic engineering in agriculture, agricultural research services, research on aquaculture.

499: Other

Examples: agricultural weather information services, home gardening, farm cooperative issues, Hardwoods Development Council.

5. Labor, Employment, and Immigration

500: General (Includes Combinations of Multiple Subtopics)

Examples: Pennsylvania Department of Labor and Industry appropriations, assess change in future labor markets, human resources development act, recent decline in the number of manufacturing jobs, state employment priorities, current labor market developments.

501: Worker Safety and Protection

Examples: efforts to improve worker safety and health, mine safety regulations, lead exposure risks during construction activities, construction safety standards, drug and alcohol abuse in the work place, compensation for occupational diseases, worker safety at nuclear facilities, black lung benefits and black lung disease.

See also: 801 state safety inspections of nuclear plants.

502: Employment Training and Workforce Development

Examples: Job Ready Pennsylvania program, Workforce Investment Act, job opportunities and basic skills training programs, state aid for job retraining, job displacement programs, funding for disadvantaged worker (elderly and low-income) job re-training when not a condition for receiving welfare, displaced homemakers vocational and education assistance, work incentive programs, manpower and employment problems, manpower development and training.

See also: 200 Human Relations commission; 1302 mandatory work and training programs for welfare recipients.

503: Employee Benefits

Examples: unemployment compensation system financing, worker compensation ratemaking reform, tax treatment of employee fringe benefits, worker's compensation insurance program, underfunded pension plans and pension plan protection, emergency unemployment compensation, retiree health benefits, guarantees of retirement annuities, employee stock ownership plans, fraud and abuse in employee sponsored health insurance programs, minimum

health benefits for employees, voluntary employee leave sharing program, disability insurance legislation, railroad employment benefits.

See also: 2004 state and local employee benefits.

504: Employee/Employer Relations and Labor Unions

Examples: labor-management relations, dispute resolution, collective bargaining laws, unions and collective bargaining problems, unfair labor practices, plant closure notice requirement, MILRITE Council.

See also: 1202 illegal activities of labor unions; 2004 state and local employee benefits.

505: Fair Labor Standards

Examples: minimum wage regulation, enforcement of wage and hour standards, require contractors to pay wages at the rate in locality where the construction occurred (Prevailing Wage Laws), penalties on employers for overtime work requirements, non-safety related working conditions.

See also: 200 Human Relations commission.

506: Youth Employment and Child Labor

Examples: youth employment through conservation projects, increase youth participation in job training centers, youth employment regulation and protection, voucher system to promote youth service programs, youth involvement in community service programs, summer youth education and employment programs, job training for disadvantaged youths, summer camps and youth camps (all activities and issues associated with summer and youth camps).

See also: 501 child labor safety.

508: Parental Leave and Child Care

Examples: child care assistance programs, child care for low and moderate income families, meeting the child care needs of working parents, affordability of insurance for day care centers, parental and medical leave, child care placement assistance for working parents, dependent care, dependent and Child care, child-care tax credit, regulation of child day-care facilities.

See also: 1207 background checks for prospective child care personnel; 2004 Daycare for government employees.

529: Migrant and Seasonal Workers, Farm Labor Issues

Examples: migrant and seasonal worker housing, state office for migrant farm workers, migrant children's nutrition and education needs, improvement of migrant living and working conditions, social and economic problems of migrant workers, migrant workers and their effect on labor, migratory labor bills, health clinics for migratory farm workers, farm labor supply programs.

See also: 206 voting rights issues; 603 bilingual education.

530: Immigration and Refugee Issues

Examples: state requirements for citizenship to qualify for various programs, immigration and education issues for aliens, use of drivers' licenses to screen for illegal immigrants.

See also: 603 bilingual education; 1006 licensing of motor vehicle operators; 1524 tourism.

599: Other

6. Education

600: General (Includes Combinations of Multiple Subtopics)

Examples: Pennsylvania Department of Education (PDE) appropriations, state of education in the state, education programs development, education quality, state education methods, impact of education budget cuts, education conferences.

601: Higher Education (includes medical schools)

Examples: Pennsylvania State System of Higher Education and its individual universities, state related universities (Pennsylvania State University, University of Pittsburgh, Temple University and Lincoln University), private colleges and universities, general aid to medical schools and teaching hospitals in Pennsylvania, actions related to Pennsylvania Higher Education Assistance Agency (PHEAA), actions related to the Pennsylvania Higher Educational Facilities Authority (PHEFA), Pennsylvania's TAP 529 program, student loan reform, higher education student financial aid programs, violations of NCAA regulations by state-run colleges, direct loan programs for graduate students, student loan fraud and default, role and financial need of black colleges and universities, veterans education assistance, foreign students at state universities, rising costs of operating higher education institutions, improving the quality of higher education, state aid for public and private higher education institutions, academic freedom in higher education, providing a tax credit for attendance at Commonwealth universities and colleges, institutional assistance grants.

602: Elementary and Secondary Education

Examples: state elementary and secondary education programs, annual school subsidy legislation, school funding disparities, problems of growing school districts, education choice programs, high school dropout intervention programs, certification standards for public school teachers, state investigations of the impact of federal budget cuts on school districts, elementary and secondary school student discipline problems, construction assistance for school facilities, high school scholarship programs, elementary and secondary schools and supplemental educational centers, preschool issues, state compliance with federal No Child Left Behind mandates, actions related to the State Public School Building Authority (SPSBA), regulation of school boards, state takeovers of local school districts, debates on public school choice and vouchers, regulation of charter schools, regulation of home schooling, creation of school districts, Public School Code provisions associated with truancy, Public School Code provisions providing for the arrest of children not attending school, school bus and school bus drivers' issues, issues pertaining to private and parochial schools.

See also: 201 busing for integration; 607 education standards and testing; 1206 juvenile crime and juvenile justice system, crime in schools; 1207 Background checks of school employees 2004 government employee benefits; 2404 state authorization and limitations on taxation powers of local government and property tax relief.

603: Education of Underprivileged Students

Examples: Head Start programs, teaching disadvantaged students, education needs of Hispanics, bilingual education needs, Department of Education grants to improve skills of economically disadvantaged students, effects of Head Start on later performance, adult literacy programs, combating adult illiteracy, Head Start grant allocation formula, education for children from low income homes, enrichment programs for disadvantaged secondary school students.

See also: 201 school desegregation efforts.

604: Vocational Education

Examples: appropriations for vocational education programs, state aid for vocational training, technical and vocational education programs, vocational aid program requirements, impact of cuts on vocational education, vocational and occupational education, non-preferred appropriations to the Williamson Free School of Mechanical Trades for operation and maintenance of the school.

606: Special Education

Examples: state and federal funding and mandates with respect to special education, funding of approved private schools providing special education services, education programs for the deaf, grants for early intervention services for disabled infants and toddlers, appropriations for handicapped education programs, progress in implementing program for learning disabled youth,

handicapped education, free public education for the handicapped, education assistance for the blind.

607: Educational Excellence

Examples: promotion of excellence in education, promotion of science and math education, education standards and testing, improvement of science education facilities, increase foreign language competency in schools, programs to promote teacher excellence, grants for improving computer education in schools, establish centers for gifted and talented students, use of telecommunications to share teaching resources, grants for library construction, public library facilities, tax credits for computer, scientific and video audio equipment and services donated to schools by business, Science Technology Partnership Program between schools and universities.

See also: 602 state compliance with federal No Child Left Behind mandates.

609: Arts and Humanities

Examples: appropriations for Pennsylvania Council on the Arts, state funding for cultural and arts institutions, state assistance to arts and cultural educational facilities, programs of Pennsylvania Historical and Museum Commission, state role in funding arts programs, state funding for the Kimmel Center, governor's conferences on the arts and humanities, Pennsylvania folk life, income tax check-off to provide funding for the arts.

See also: 105 state capital budget; 1400 economic development; 1403 urban economic development; 1411 general state economic development; 1707 public broadcasting.

698: Research and Development

Examples: education research appropriations, Department of Education research and development programs, research on education technology.

699: Other

Examples: retirement and lifelong learning, school land issues.

7. Environment

700: General (Includes Combinations of Multiple Subtopics)

Examples: Pennsylvania Department of Environmental Protection (DEP) appropriations and budget requests, state implementation of federal clean air standards, federal requirements for state to provide source pollution management programs, pollution control programs, environmental protection and energy conservation, adequacy of DEP implementation of pollution control legislation, economic costs of environmental laws and regulations, amendments

to the Municipal Waste Planning, Recycling and Waste Reduction Act, issues affecting Environmental Hearing Board, environmental permits and license actions affecting multiple issue areas, environmental impact statements.

701: Water Supply and Drinking Water Safety

Examples: state implementation of federal clean water regulations, water pollution abatement, pesticides in groundwater, lead contamination of drinking water, drinking water safety programs, comprehensive assessments of the quality of the state's groundwater, drinking water availability, dioxin levels in drinking water, fluoridation of water, drinking water safety and groundwater quality, regulation and provision of water by utilities, regulation of water authorities.

See also: 2104 water resources development and research.

703: Waste Disposal

Examples: interstate waste disposal, solid waste management, state management of municipal waste, municipal sewage problems, municipal sewage treatment construction grants program, recovery of energy from municipal solid waste, garbage and/or trash collection issues, waste treatment facility, state regulation of sewer and solid waste authorities, regulations or laws prohibiting littering and other unauthorized waste disposal.

See also: 2401 state establishment and regulation of authorities.

704: Hazardous Waste and Toxic Chemical Regulation, Treatment, and Disposal

Examples: DEP administration of the Hazardous Sites Cleanup Act, hazardous waste sites cleanup, hazardous materials transportation, insurance company liability for cleanup costs of hazardous waste sites, routing of ultra hazardous cargoes, hazardous waste landfills, toxic substances control and regulation, advance notice of hazardous of hazardous material storage for firefighters, pesticides regulation, prohibition of certain phosphate detergents and cleaning agents, environmental remediation tax credit, underground storage tank issues.

705: Air Pollution, Global Warming, and Noise Pollution

Examples: DEP implementation of federal laws dealing with air quality, DEP regulation of chemical plant emissions, costs and effects of chronic exposure to low-level air pollutants, ambient air quality criteria, global warming, action plan for reducing greenhouse emissions, ozone layer depletion, program to control acid rain, effects of chlorofluorocarbons on the ozone layer, regulation of automobile emissions, noise control programs.

706: Coal Mine Subsidence and Reclamation

Examples: Mine subsidence insurance.

See also: 2103 mine reclamation on public lands.

707: Recycling

Examples: recycling contaminated materials, beverage container recycling, state and local recycling efforts, promotion of recycling as a means of reducing solid waste, resource conservation and recycling, exempting equipment used for recycling from sales and use tax.

708: Indoor Environmental Hazards

Examples: indoor air quality and radon disclosure and abatement legislation, lead exposure reduction, childhood lead poisoning prevention, public schools asbestos inspections, management and control of asbestos in government buildings, programs relating to indoor air contamination, airliner cabin air quality, health effects of exposure to low level radiation from video display terminals, regulation of indoor disinfectants.

709: Species and Forest Protection

Examples: endangered species protection act, protection of performance animals, regulation of trapping devices, bald eagle protection, regulation of laboratory animals, fish and wildlife protection and management programs, fisheries protection, fishery conservation and management, scientific findings on late-successional forest ecosystems, old growth forest protection, wilderness refuge protection, control of illegal trade in animals and plants, humane treatment of animals used in experiments.

See also: 405 cruelty to animals; 2101 state parks; 2103 public lands management.

710: Coastal Water Pollution and Conservation

Examples: preservation of wetlands, river water pollution, coastal barrier improvement, coastal erosion and management, state coastal zone protection policies, toxic pollution in the Lake Erie, oil spills.

See also: 2104 water resources development

711: Land and Water Conservation

Examples: soil conservation promotion, soil conservation for watershed projects, topsoil conservation standards, water supply problems.

See also: 2104 water development projects.

712: Regulation of Hunting, Fishing and Recreational Boating

Examples: appropriations, budget and programs of the Pennsylvania Fish and Boat Commission and Pennsylvania Game Commission, hunting regulation, hunting licensing, fishing regulation, fishing licensing, boating safety programs, recognizing the 70th anniversary of the Pennsylvania Federation of Sportsmen's Clubs.

798: Research and Development

Examples: environmental research and development programs.

799: Other

Examples: DEP capability for forecasting future environmental problems, environmental impact statements.

8. Energy

800: General (Includes Combinations of Multiple Subtopics)

Examples: Public Utilities Commission budget requests and appropriations, decisions by Public Utilities Commission affecting multiple types of energy providers, Public Utilities Commission issues affecting both energy and phone companies, legislation deregulating multiple types of utilities, accidents involving utilities in general, provisions affecting the Public Utilities Commission Consumer Advocate.

See also: 107 taxes affecting utilities; 700 issues affecting Environmental Hearing Board and environmental permits and license actions affecting multiple issue areas; 1523 domestic disaster preparedness and relief; 2104 for energy and water development projects.

801: Nuclear Energy and Nuclear Regulatory Commission Issues

Examples: state compliance with federal nuclear energy requirements, regulation of utilities with respect to uses of nuclear power, Three Mile Island nuclear plant accident, state safety inspections of nuclear plants, security of nuclear power facilities.

See also: 501 worker safety at nuclear facilities; 704 hazardous waste; 1523 domestic disaster preparedness and relief; 1614 defense related nuclear waste.

802: Electricity and Hydroelectricity

Examples: electric power plant construction, hydroelectric power development, utility payment reform, rural electrification programs, rural electric cooperatives, PUC electric power rates and ratemaking procedures, electric utility rate reform and regulation improvement, regional shortages of electric power, electric utilities financial problems, vulnerability of electric power systems to accidents, increase in rural electric rates, emergency sales of electric power, impact of inflation and recession on the electric utility industry, legislation allowing consumers to choose the company generating their electricity.

803: Natural Gas and Oil

Examples: natural gas regulation, natural gas pipeline safety issues, natural gas and oil exploration, estimates of natural gas reserves in the state, state jurisdiction of the transportation of natural gas, collection and dissemination of information on winter heating fuels, oil prices and demand, gasoline price increases, OPEC crude oil prices, oil shortages, increase in world oil prices, long-term outlook of the world oil supply, oil imports and energy security, foreign oil production and consumption, oil shale mining claims and regulation, estimating domestic oil production, royalty and value calculation procedures for oil and gas produced on state lands, petroleum storage facility fire prevention and safety.

See also: 501 worker safety; 710 oil spills; 1002 liquid fuels tax, gas tax and highway use tax; 1520 antitrust issues in oil and gas distribution; 1525 regulation of gasoline and gas stations.

805: Coal

Examples: clean coal program, clean coal technologies, regulation of coal slurry pipelines, extent and recoverability of state coal reserves, coal gasification project, regulation of state land leases for the extraction of coal, coal imports.

See also: 501 worker safety; 2103 enforcement of mining standards.

806: Alternative and Renewable Energy

Examples: hydrogen and renewable energy programs, promotion of solar and geothermal power, promotion of alternative fuels for automobiles, issues of ethanol gasoline, biomass fuel and wind energy programs, ocean thermal energy research, solar energy development program, loans for alcohol fuel research, geothermal leases on state lands, hydrogen programs.

807: Energy Conservation

Examples: energy efficiency in the state government, home energy efficiency programs, community energy efficiency act, energy conservation in cities, establish building energy performance standards, diesel fuel and gasoline conservation, promotion of carpooling, motor vehicle fuel efficiency.

898: Research and Development:

Examples: state energy research and development policy, energy technology research and development, energy storage research and development programs, hydrogen research and design programs.

899: Other

10. Transportation

1000: General (Includes Combinations of Multiple Subtopics)

Examples: Department of Transportation (Penn DOT) requests and appropriations, budget requests and appropriations for multiple agencies, surface transportation programs, state transportation policy, rural transportation needs, adequacy of transportation systems, highway and mass transit programs, transportation assistance programs, high-speed ground transportation systems, parking authorities, parking issues.

1001: Mass Transportation and Safety

Examples: mass transit grant programs, development of new urban public bus system, financial condition of the intercity bus industry, emergency subsidies to urban mass transportation programs, metrorail safety, public transportation, state aid to regional mass transit authorities, state oversight of mass transit authorities.

1002: Highway Construction, Maintenance, and Safety

Examples: PennDOT Bureau of Highway Safety and Traffic Engineering budget requests and appropriations, federal aid to the state for highway construction, infrastructure development, pavement deterioration of highways, highway safety and design, highway trust fund surplus, freeway problems, federal funding to states for bridge maintenance projects, highway user taxes, increase vehicle weight and width limitations on interstate highways, state maximum speed limit laws, control of advertising on interstate highways, bridges, highway beautification programs, adding trees and plants along highways, liquid fuels tax, gas tax and highway use tax, state highway law provisions applicable to all municipalities.

1003: Airports, Airlines, Air Traffic Control and Safety

Examples: state aid to local airports, state regulation of airport authorities, state Bureau of Aviation licensing of airports, aviation safety issues, financial condition of the airline industry, development of new commercial aircraft, commercial air service restrictions, statewide airport expansion needs, investigations of aircraft noise, airlines fares and services, problems with airline computer reservation systems, federal airport construction aid to the state.

1005: Railroad Transportation and Safety

Examples: state aid to AMTRAK, state rail plan, railroad safety inspection and enforcement programs, development of high speed passenger rail transportation, growth of regional railroads, sales of short line and regional railroads, railroad passenger safety issues, freight rail industry regulation, shortage of railroad cars for commodity transportation, revitalization of Northeast Corridor rail properties, railroad deregulation.

1006: Truck and Automobile Transportation and Safety (Including Registration and Licensing)

Examples: trucking industry regulation, licensing of truck and bus drivers, truck safety audit and investigation procedures, prohibition of tandem trucks, size and weight limitations for trucks on interstate, impact of regulations on independent truckers, long and short haul trucking provisions, regulation of freight forwarders, regulation of the trucking industry, motor vehicle safety issues, auto industry development of airbags, motor vehicle information programs, automobile safety belt usage, automobile crash testing and standards, economic status of automobile manufacturing, all-terrain vehicle safety, trucking industry deregulation, licensing of commercial and non-commercial drivers, non-commercial vehicle inspection, vehicle registration, procedures for determining driver incompetency, Public Utilities Commission regulation of taxis, motorcycle inspection, motorcycle safety issues, efforts to reduce drunk driving, regulation of towing parked automobiles, driver liability issues.

See also: 530 use of drivers' licenses to screen for illegal immigrants; 602 school bus and school bus drivers' issues; 705 automobile emissions regulation; 1000 parking issues; 1505 catastrophic insurance to cover losses resulting from motor vehicle accidents, automobile insurance affordability and availability, no-fault motor vehicle insurance.

1007: Maritime Issues

Examples: revitalization of the maritime industry, commercial fishing vessel safety, navigation safety issues, commercial shipbuilding industry, financing construction of merchant ships, pilotage and small boat safety, navigation rules on inland waterways.

See also: 712 recreational boating; 2104 port development and construction.

1008: Alternative Means of Transportation

Examples: bicycles/pedestrian pathways, bicycle safety laws, all terrain vehicles (ATVs), snowmobiles, regulation of pedalcycles.

1010: Public Works (Infrastructure Development)

Examples: budget requests and appropriations for public works and civil works projects, transportation infrastructure improvements, civil works and energy projects, public works investment needs, local public works employment projects, local public works capital development and investment.

See also: 800 energy projects; 2104 water projects, port development and construction.

1098: Research and Development

Examples: surface transportation research and development, PennDOT requests for transportation research and development funding, research and development in ground transportation.

1099: Other

Examples: metric signing on highways.

12. Law, Crime, and Family Issues

1200: General (Includes Combinations of Multiple Subtopics)

Examples: emerging criminal justice issues, administration of criminal justice, revision of the criminal justice system, publication of revisions to criminal and civil laws.

1201: Executive Branch Agencies Dealing With Law and Crime

Examples: budget requests and appropriations for executive branch agencies dealing with law and crime, witness protection programs, improving criminal justice information systems at the state and local level, computerizing criminal records for law enforcement access, law enforcement assistance programs, Pennsylvania Board of Pardons, Office of the Attorney General, activities of District Attorneys.

1202: White Collar Crime and Organized Crime

Examples: state commission on organized crime, racketeering control, organized crime in labor unions, gambling and organized crime, credit card counterfeiting and fraud legislation, corporate criminal liability, prosecution of organized crime labor racketeering cases, cigarette bootlegging, general money laundering.

See also: 1203 drug related money laundering.

1203: Illegal Drug Production, Trafficking, and Control

Examples: State Police drug control strategy, federal and state interagency cooperation in drug control and interdiction, state drug interdiction programs, drug trafficking and money laundering, money laundering detection and penalties, state seizure of drug related property, legalization of drugs, the relationship between drug trafficking and crime, criminal penalties for drug trafficking, law providing for eviction of drug traffickers from rental property, theft of or illegally obtained prescription drugs, including theft of prescriptions.

See also: 321 Prescription drug safety and counterfeiting; 343 controlled and illegal drug abuse, treatment, education; 1202 general money laundering (non-drug related).

1204: Court Administration

Examples: Unified Judicial System budget requests and appropriations, Administrative Office of the Pennsylvania Courts, construction of new courthouses, administration of state courts, reorganization of state courts, grand jury procedures, time limits for state criminal cases, capital punishment procedures, effectiveness of the pretrial services agencies, criminal fine collection efforts (including tickets for moving violations by vehicle operators), conditions for pre-trial release, bail guidelines and bail reform, establish and office of the public defender, state Supreme Court issues, criminal records, legal services issues, discipline of lawyers, legislation affecting the selection of judges, hearings on moving to a merit system for selection of judges, selection and duties of sheriffs, regulation of lawyers and legal profession, issues dealing with the bail bonds profession.

See also: 1205 parole issues; 1210 state crime sentencing policy; 1214 state tort law and tort law reform; 2012 judicial election contests.

1205: Prisons

Examples: Pennsylvania Department of Corrections appropriations and budget requests, Pennsylvania Board of Probation and Parole, state regulation and inspection of county prisons, crime victim's notification of prisoner release or parole, halfway house contracts, alternatives to traditional incarceration for criminal offenders, prisoner 'boot' camp proposals, prison overcrowding, prison construction plans and policy, prison violence, shortcomings of the correction system, reform of the present parole system, state correction standards, penal reform.

See also: 206 voting rights and issues.

1206: Juvenile Crime and the Juvenile Justice System

Examples: violent crime involving youth, juvenile justice and delinquency prevention act, juvenile court system, youth criminal activity, homeless and runaway youth assistance programs, crime and violence in schools, adolescent drug use and related criminal activity, juvenile delinquency prevention programs, correlation of unemployment and the crime rate for youth, alternatives to juvenile incarceration, detention and jailing of juveniles, violent video game regulation.

See also: 1209: minor firearm possession.

1207: Child Abuse and Child Pornography

Examples: child abuse prevention, state child search system, regulation of child pornography, violence against children, sexual exploitation of children, problems and incidence of missing children, state efforts to relocate missing children, sexual abuse of children in day care homes, parental kidnapping of their children.

See also: 1211 crime prevention and riots.

1208: Marriage and Family Issues

Examples: laws regulating marriage, marriage licenses, divorce laws, birth certificates, licensure of marriage and family therapists, court-ordered child support, battered women and child custody legislation, state of child welfare services, adoption and foster care programs, domestic violence, state family planning programs, impact of drugs on children and families, aid for abandoned infants and children, teenage pregnancy issues, teenage suicide prevention, family services support for adoption, family economic problems, consequences of divorce, elderly abuse, domestic violence, efforts to define marriage. Parental liability for actions of minors.

See also: 1302 welfare fraud.

1209: Police, Fire, and Weapons Control

Examples: issues related to the State Police, Federal financial assistance to state and local law enforcement, rights of police officers during internal investigations, police misconduct, neighborhood crime reduction programs, arson prevention, handgun control, revise state gun control laws, seven-day waiting periods for handgun sales, control of explosives, creation of office of State Fire Commissioner, appropriations to the State Fire Academy, non-taxable status of benefit sales by volunteer fire organizations, legislation affecting rescue organizations, building fire protection system requirements.

See also: 345 ambulance services; 1204 selection and duties of sheriffs and constables; 1400 housing safety standards, state building codes; 1706 upgrading 911 capabilities, amendments to the Public Safety Emergency Telephone Act (911); 2004 government employee benefits, law enforcement/fire injury and survivor benefits.

1210: Criminal Code

Examples: revisions of the state criminal code, state crime sentencing policy, hate crimes sentencing enhancement act, state rape law reform, judicial sentencing in narcotics cases, sentencing in capital cases, criminal penalties for assaults on firemen and policemen, proposals to abolish the death penalty, civil penalty guidelines and limitations, criminal justice statistics, habeas corpus reform, Miranda-related rights.

1211: Crime Prevention and Riots

Examples: crime prevention programs, programs to prevent crimes against women, crimes against the elderly, deterring auto theft, violent crime control, crime surveys, state criminal diversion programs, compensation programs for victims of violent crime, victims' rights, causes of urban riots and civil disturbances, creation of registries of violent sex offenders, laws to deter the theft and resale of precious metals, illegal searches.

See also: 1203 drug related searches; 1207 child abuse and child pornography; 1208 domestic violence.

1212: Probate and Estate Law

Examples: regulation of wills, death certificates, inheritance tax, coroners and medical examiners.

See also: 1527 Regulation of graves and graveyards.

1213: Property and Real Estate Law

Examples: laws affecting deeds and property titles; eminent domain; liens; restrictive covenants; laws affecting landlord and tenants; state regulation of local property laws; issues involving "takings" of private property rights by other private parties; issues involving the realty transfer tax; regulation of private swimming pools; intangible property such as stocks and bonds.

1214: State Tort Law and Tort Law Reform

Examples: comprehensive tort law reform, product liability reform, tobacco liability issues.

See also: 324 medical liability, fraud and abuse; 1006 Driver liability issues; 1525 lemon laws.

1215: Notary Public

Examples: eligibility to become a notary public, regulation of fees charged by a notary public.

1299: Other

13. Social Welfare

1300: General (Includes Combinations of Multiple Subtopics)

Examples: Department of Public Welfare appropriations and budget requests, comprehensive welfare reform proposals, effectiveness of federal and state public welfare programs, social services proposals, public assistance programs, programs combining assistance to the poor, elderly *and* disabled, utility rate protection based on low income, age or disability, Supplemental Security Income programs, comprehensive welfare reform programs, public assistance programs for single persons, welfare fraud.

1301: Food Stamps, Food Assistance, and Nutrition Monitoring Programs

Examples: state administration of food stamps and food assistance programs, USDA grants to the states for women, infant and children (WIC) supplemental food program, childhood hunger relief, child nutrition programs, consumer nutrition awareness, food stamp abuse and fraud, approach to the hunger problem, school breakfast/lunch program, malnutrition problems among the elderly, food assistance for low income families, food programs for the homeless, food stamp reductions, special milk program eligibility for public schools, nutrition policy study, food assistance for the elderly, effects of national school lunch programs on the state.

See also: 332 childhood malnutrition; 400 Agriculture (General Topics).

1302: Poverty and Assistance for Low-Income Families

Examples: antipoverty programs including AFDC and TANF, programs to alleviate long-term welfare dependency, needs of disadvantaged children from low-income families, efforts to reduce poverty, mandatory work and training programs for welfare recipients, low-income energy assistance and weatherization programs, poverty exemptions to state and local taxes.

See also: 502 funding for disadvantaged worker (elderly and low-income) job re-training when not a condition for receiving welfare; 1204 legal assistance for the poor; 1300 welfare fraud and public assistance to single persons; 1301 food stamps and assistance programs.

1303: Elderly Issues and Elderly Assistance Programs

Examples: Department of Aging budget requests and appropriations, social services for the elderly, state implementation of elderly assistance programs under the older Americans act, impact of budget cuts on the elderly, energy cost assistance for the elderly, needs of rural elderly, adult day care programs, property tax relief for senior citizens, designation of Older Americans Month, property tax relief for both the elderly and disabled.

See also: 301 comprehensive reform of Medicare and Medicaid; 334 long-term care, home health, terminally ill, and rehabilitation services; 335 prescription drug coverage and costs; 342 alcohol abuse among the elderly; 502 elderly workers and job retraining; 1208 elderly abuse; 1211 crimes against the elderly; 1300 Supplemental Security Income programs; 1301 elderly nutrition assistance programs, malnutrition among the elderly; 1304 assistance to the disabled and handicapped; 1305 social services and volunteer associations, volunteer services for the elderly; 1408 elderly housing.

1304: Assistance to the Disabled and Handicapped

Examples: residential living programs for the mentally retarded and developmentally disabled, revision of aid to handicapped, state implementation of federal Americans with Disabilities Act, technologies for assisting disabled persons, grants for persons with chronic disabilities, needs of the elderly blind, rehabilitation assistance for disabled, programs for the deaf and hearing impaired, independent living programs for the handicapped, state aid for the mentally ill and retarded, aid to physically handicapped, regulation of seeing eye dogs.

See also: 205 handicapped access to state and local government buildings; 336 other or multiple benefits, medical services for the blind; 1300 Supplemental Security Income programs; 1303 property tax relief for both the elderly and disabled.

1305: Social Services and Volunteer Associations

Examples: state regulation of charitable and nonprofit organizations, domestic volunteer service programs, youth volunteer programs, community volunteer programs, providing volunteer services for the elderly, state management of volunteer services, meals-on-wheels programs, state social services programs, boy scouts of America , older worker community service programs, boys and girls clubs, licensure of social workers, sales tax exemptions for charitable, volunteer and religious organizations, regulation of services provided by Nonprofit organizations.

See also: 1520 regulation of nonprofits as a business entity.

1399: Other

14. Community Development and Housing Issues

1400: General (Includes Combinations of Multiple Subtopics)

Examples: Pennsylvania Department of Community and Economic Development (Department of Community Affairs) budget requests and appropriations, housing and the housing market, state building codes, building construction standards, health of the housing industry, state housing assistance legislation, administration and operation of state housing programs, housing safety standards, land conveyances for economic development programs.

See also: 601 higher education (regulating college dormitories).

1401: Housing and Community Development

Examples: state funds for community development, administration of the Pennsylvania Housing Finance Agency.

See also: 1403 urban economic development; 1405 rural economic development; 1411 general state economic development.

1402: Zoning and Growth Management

Examples: open space laws, enactment of growth boundaries, state regulation of zoning codes, state incentives for managed growth and containment of sprawl, changes to the state Municipalities Planning Code.

See also: 2401 state establishment and regulation of local governments and authorities.

1403: Urban Economic Development and General Urban Issues

Examples: urban enterprise zones, local partnership act, economic development needs of urban areas, community reinvestment act, urban revitalization, economic problems in various cities, effects of budget cuts on cities, state role in dealing with urban decline, construction of convention centers and sports stadiums, regulation of convention center authorities, PILOTS (payments in lieu of taxes) used to facilitate the construction of stadiums and similar economic development projects, hotel room sales taxes used to support the construction of convention centers.

See also: 1010: Infrastructure development; 1411: Regulation and powers of Business improvement districts (BID); 2001 intergovernmental relations; 2401 state establishment and regulation of local governments and authorities; 2404 property tax relief.

1404: Rural Housing and Housing Assistance Programs

Examples: shortages of low-income rural housing, housing credit needs in rural areas, agriculture real estate loans.

See also: 1405 rural economic development.

1405: Rural Economic Development

Examples: credit assistance and availability for rural economic development, investment in rural areas, rural conditions, rural development oversight, economic and social problems of rural Pennsylvania, rural community development, rural telephone assistance.

See also: 325 health manpower issues; 802 rural electric development; 1010: Infrastructure development; 1706 telephone and telecommunication regulation.

1406: Low and Middle Income Housing Programs and Needs

Examples: housing affordability problems of low and moderate income families, state housing assistance programs, low-income housing shortages, condominium conversion trends and housing affordability, rent control, deficiencies in public housing projects, alleged mismanagement of public housing programs, tenant-management initiatives in public housing projects, management of multi-family housing programs, security in public housing, neighborhood preservation, slum clearance and related problems, multifamily housing projects, housing affordability and availability, housing authorities.

See also: 200 fair housing initiatives and discrimination in housing; 1408 elderly housing.

1407: Veterans Housing Assistance and Military Housing Programs

See also: 601 veterans education benefits; 1409 homeless veterans; 1609 general veterans and VA issues

1408: Elderly and Handicapped Housing

Examples: elderly housing needs, housing shortages and the elderly, alternative approaches to housing for the elderly, condominiums and the elderly, housing facilities for the elderly and handicapped, adequacy of federal and state response to housing needs of older Pennsylvanians.

1409: Housing Assistance for Homeless and Homeless Issues

Examples: permanent housing for the homeless, state aid for the homeless, assistance for homeless veterans, lack of housing for homeless and low-income groups, use of emergency assistance funds for housing for homeless families, extent and causes of homelessness, regulation of homeless shelters.

See also: 603 education of homeless children.

1410: Secondary Mortgage Market

See also 1504 consumer finance, mortgages and credit cards.

1411: General State Economic Development

Examples: legislation affecting site development, Pennsylvania Industrial Development Authority, grants for industrial site development projects, Keystone Opportunity Zone legislation, Sunny Day appropriations, Regulation and powers of Business improvement districts (BID).

See also: 107 state taxation, state tax policy, and reform of state taxes; 704 incentives for developers to clean up hazardous waste sites; 1010: Infrastructure development.

1499: Other

Examples: architectural competition, cellulose home insulation.

15. Banking, Finance, and Domestic Commerce

1500: General (Includes Combinations of Multiple Subtopics)

Examples: Pennsylvania Department of Banking budget requests and appropriations, financial system structure and regulation.

1501: State Banking System and Financial Institution Regulation

Examples: licensing and regulation of financial institutions, licensing and regulation of pay-day lenders, licensing and regulation of pawnbrokers, licensing and regulation of check cashers, licensing and regulation of motor vehicle financing companies, licensing and regulation of money transmitters, predatory lending, designation of Community Banking week.

See also: 1202 prosecution of financial institution crimes.

1502: Securities and Commodities Regulation

Examples: Pennsylvania Securities Commission budget requests and appropriations, state securities laws, licensure of securities-related businesses.

1504: Consumer Finance, Mortgages, and Credit Cards

Examples: mortgage financing reform, consumer credit protection, real estate settlement procedures, consumer access to credit records, consumer information on credit card interest rates, consumer information on mortgage settlement costs, fraud and abuse among credit repair agencies, adjustable rate mortgages, regulation of credit card solicitations, inaccurate credit bureau information reporting procedures, regulation of companies engaged in automobile repossession.

See also: 1410 Secondary mortgage market

1505: Insurance Regulation

Examples: Pennsylvania Insurance Department budget requests and appropriations, licensing of insurance companies, catastrophic insurance to cover losses resulting from motor vehicle accidents, state regulation of insurance companies, fraud and abuse in the insurance industry, insurance industry financial status, insurance company failures, automobile insurance affordability and availability, no-fault motor vehicle and uninsured motorist insurance, life insurance industry regulation, product liability insurance rates, insurance premiums tax, regulation of Fraternal Benefit Societies.

See also: 302 insurance reform, availability, and cost; 323 provider and insurer payment and regulation; 1006 Driver liability issues; 1523 flood and earthquake insurance.

1507: Bankruptcy

Examples: consumer and business bankruptcy laws, professional fees in bankruptcy cases.

1520: Corporate Mergers, Antitrust Regulation, Corporate Management Issues and Incorporation of Businesses, Associations, and Nonprofits

Examples: unfair business competition, antitrust issues, price fixing agreements, monopoly problems in regulated industries, limited partnership regulations, foreign acquisition of firms in state, corporate management structure, hostile corporate takeovers, regulations governing the incorporation of businesses and associations, laws to prohibit restraints of trade, licensing of corporations, nonprofit organizations, regulation of organization of nonprofits, regulation of Nonprofit status to ensure charitable purpose, enforcement of standards for Nonprofit status.

See also: 1501 banking deregulation; 1003 airline deregulation; 1005 railroad deregulation; 1006 trucking deregulation; 1305 social service aspect of Nonprofits; 1706 telephone deregulation; 1526 sports regulation; 803 oil industry deregulation; 1505 insurance industry regulation.

1521: Small Business Issues

Examples: appropriations and programs promoting small businesses, small business credit availability problems, health insurance cost burden on small businesses, government assistance to small business, small business competitiveness under current liability laws, problems of small businesses complying with environmental regulations, loans to small businesses, impact of deregulation on small trucking businesses, promotion of women in small business, impact of product liability costs on small business, increases in small business failures, impact of state regulations on small business, access to capital for small business, government competition with small business.

See also: 201 minority business programs; 1523 small business disaster loan programs.

1522: Copyrights and Patents

1523: Domestic Disaster Preparedness and Relief

Examples: Pennsylvania Emergency Management Agency (PEMA) budget requests and appropriations, aid for flood disasters, flood insurance reform, earthquake preparedness, PEMA disaster planning and relief operations, disaster loans, emergency credit extension to farmers in disaster areas, hurricane protection projects, early warning systems, drought relief, relief of citizens affected by Centralia mine fire.

See also: 801 nuclear plant safety; 1612 national guard.

1524: Tourism

Examples: promotion of tourism, using tourism to promote development of rural economies, problems for foreign visitors, status of state tourism industry, state tourism programs, regulation of travel agents, hotel room sales taxes used to support the promotion of tourism.

See also: 530 immigration and refugee issues; 1403 urban economic development and general urban issues; 1405 rural economic development; 1411 general state economic development.

1525: Consumer Safety and Consumer Fraud

Examples: deceptive mailings and solicitations, consumer reporting reform, auto repair fraud, state consumer protection standards, standards for product liability, child car seat safety, infomercials and consumer protection, deceptive ads in the diet industry, telemarketing fraud, debt collection and consumer abuse, penalties for consumer product tampering, the consumer protection advocacy movement, regulation of deceptive practices in the funeral industry, cosmetic safety, false and misleading advertising, consumer affairs, control of flammable fabrics,

automobile lemon laws, establishment of a telemarketing 'do not call' registry, regulation of gasoline and gas stations, email phishing.

See also: 708 protection from indoor radiation hazards; 1504 fraudulent land sales, predatory lending.

1526: Sports and Gambling Regulation

Examples: regulation of legalized gaming, regulation of small games of chance, health and safety standards for boxing, promotion of professional standards for boxing, regulation of horse racing, status of amateur sports, Governor's Council on Physical Fitness and Sports, treatment of compulsive gambling.

See also: 1403 Construction of sports facilities; 2404 property tax relief.

1527: Regulation of Services

Examples: regulation and licensing of occupations such as funeral directors, beauticians, barbers, cosmetologists, real estate brokers, public accountants, act regulating circumstances under which innkeepers may deny accommodations to persons, registration and regulation of telemarketing companies, regulation of car dealerships, regulation of graves and graveyards.

See also: 325 health and manpower training, licensing, regulation of doctors and medical services; 345 regulation of ambulance services; 405 animal and crop disease and pest control, licensing of veterinarians, regulation of pet breeders; 508 regulation of child day care facilities; 602 elementary and secondary education, certification standards for public school teachers; 1007 trucking industry regulation; 1204 regulation of lawyers and legal profession; 1208: Marriage and Family Issues, licensure of marriage and family therapists; 1215 notary public; 1305 Social Services and Volunteer Associations, licensure of social workers, 1501: State Banking System and Financial Institution Regulation; 1502 securities and commodities regulation, licensure of securities-related businesses; 1504 regulation of companies engaged in automobile repossession; 1520 regulation of charitable and nonprofit organizations; 1528 regulation of the sale of alcohol; 1706 telephone and telecommunication regulation; 1707 broadcast industry regulation.

1528: Regulation of Alcohol

Examples: operations of Liquor Control Board, regulation of the sale of alcohol, increases in liquor taxes, enforcement of minimum age for purchasing and/or using alcohol.

See also: 342 alcohol abuse and treatment; 344 drug and alcohol or substance abuse treatment.

1599: Other

16. Defense

1600: General (Includes Combinations of Multiple Subtopics)

Examples: Department of Military and Veterans Affairs budget requests and appropriations, military or veterans bills covering multiple topics.

1602: U.S. and Other Defense Alliances, U.S Security Assistance

1603: Military Intelligence, CIA, Espionage

1604: Military Readiness, Coordination of Armed Services Air Support and Sealift Capabilities, and National Stockpiles of Strategic Materials

1605: Arms Control and Nuclear Nonproliferation

1606: Military Aid and Weapons Sales to other Countries

1608: Manpower, Military Personnel and Dependents (Army, Navy, Air Force, Marines), Military Courts

Examples: state benefits for U.S. military personnel, Pennsylvania's Military Family Relief Assistance Program.

See also: 1407 military housing programs

1609: Veterans Issues and Veterans Administration/Affairs (VA) Issues.

Examples: veterans programs budget requests, veteran's job training, problems faced by Vietnam era veterans, providing tax exemptions for veterans and surviving spouse of veterans, establish Veterans' Day as a holiday, military services for public employment and pension purposes, veterans burial issues.

See also: 601 veterans education benefits; 1407 veterans housing assistance; 1409 homeless veterans. 2004 Non-state service credits for public employment and pension purposes unless purchase of military service is specified, in which case 1609.

1610: Military Procurement and Weapons System Acquisitions and Evaluation

1611: Military Installations, Construction, and Land Transfers

1612: National Guard and Reserve Affairs

Examples: reserve officer personnel management, army reserve force structure, deactivation problems of reserve units, management of reserve air fleet, National Guard tort claims, survivor benefits for reservists, reserve members payments for life insurance, National Guard retirement credit, reserve pay, flight training for ROTC, status of reserve facilities, promotion system for reserve officers, composition of the naval reserve.

See also: 601 ROTC college education; 1523 domestic disaster relief; 1616 military base closings.

1614: Military Nuclear and Hazardous Waste Disposal, Military Environmental Compliance

See also: 704 nonmilitary hazardous waste disposal.

1615: Civil Defense (war related)

Example: civil defense measures in the event of war.

See also: 1523 PEMA domestic (weather related) disaster relief.

1616: Civilian Employment by the Defense Industry, Military Base Closings

Examples: assist workers affected by defense spending cuts, assist communities affected by DOD facilities closures, peacetime conversion of defense industry, effects of defense industry employment on state, state opposition to base closure recommendations, Pennsylvania Base Development Committee to retain and promote Pennsylvania's military installations.

1617: Oversight of Defense Contracts and Contractors

1619: Direct War Related Issues

1620: Relief of Claims Against U.S. Military

1698: Research and Development

1699: Other

17. Space, Science, Technology and Communications

1700: General (Includes Combinations of Multiple Subtopics)

Examples: state efforts to promote science and technology.

1701: NASA , U.S. Government Use of Space, Space Exploration Agreements

1704: Commercial Use of Space, Satellites

1705: Science Technology Transfer, International Scientific Cooperation

1706: Telephone and Telecommunication Regulation

Examples: Public Utility Commission regulation of telephone and cell phones, state communications infrastructure, mobile communications, telephone network reliability, unauthorized switching of consumers to long distance carriers, telecommunication development

in rural areas, AT&T regulation, PUC regulation of telephone rates, telecommunications research and policy development, PUC regulatory practice in telecommunications, dial-a-porn regulation, upgrading 911 capabilities, amendments to the Public Safety Emergency Telephone Act (911).

See also: 107 taxes affecting utilities; 208 telephone privacy, wiretapping; 800 Public Utilities Commission issues affecting both energy and phone companies; 1405 rural economic development; 1525 telephone marketing fraud; 1527 registration and regulation of telemarketing companies.

1707: Broadcast Industry Regulation (TV, Cable, Radio)

Examples: state and local laws affecting cable television, legislation and grants affecting the Pennsylvania Public Television Network, use of TV in the classroom for educational purposes, competitive problems in the cable industry, franchising laws.

See also: 207 freedom of speech.

1708: Weather Forecasting and Related Issues, NOAA, Oceanography

1709: Computer Industry and Computer Security

Examples: providing a sales tax exclusion for sales of computer software, high-performance computer development, computer viruses, superconductivity research, security standards for government computers, lease of computer software.

1798: Research and Development

1799: Other

18. Foreign Trade

1800: General (Includes Combinations of Multiple Subtopics)

1802: Trade Negotiations, Disputes, and Agreements

1803: Export Promotion and Regulation, Export-Import Bank

Examples: state efforts to promote foreign trade for Pennsylvania companies and farmers, Pennsylvania Trade Authority.

1804: International Private Business Investments, Overseas Private Investment Corporation (OPIC)

1806: Productivity and Competitiveness of State Businesses

Examples: state industrial trade competitiveness, state role in supporting hi-tech competitiveness, state international economic competitiveness, legislation requiring use of domestic products.

See also: 108 state industry productivity.

1807: Tariff and Import Restrictions, Import Regulation

1808: Exchange Rates and Related Issues

1899: Other

19. International Affairs and Foreign Aid

1900: General (Includes Combinations of Multiple Subtopics)

1901: U.S. Foreign Aid

1902: International Resources Exploitation and Resources Agreement

1905: Developing Countries Issues (for financial issues see 1906)

1906: International Finance and Economic Development

1907: China

1908: Soviet Union and Former Republics

1909: Eastern Europe

1910: Western Europe, Common Market Issues

1911: Africa

1912: South Africa Example: restricting business or trade with South Africa.

1914: Latin America (South America, Central America, Mexico, Caribbean Basin, Cuba)

1915: Panama Canal Issues and Other International Canal Issues

1919: Asia, Pacific Rim, Australia, and Japan

1920: Middle East

1925: Human Rights

Examples: Holocaust

1926: International Organizations other than Finance: United Nations (UN), UNESCO, International Red Cross

1927: Terrorism, Hijacking

Examples: antiterrorist measures and plans, cooperation with federal anti-terrorism agencies, legal mechanisms to combat terrorism.

1929: U.S. Diplomats, U.S. Embassies, U.S. Citizens Abroad, Foreign Diplomats in the U.S., Passports

1999: Other

20. State Government Operations

2000: General (includes supplemental budget requests and appropriations for multiple departments and agencies)

Example: Administrative Code Bills covering multiple topics, no one of which is clearly dominant and would call for another policy code.

2001: Intergovernmental Relations

Examples: federal aid to state and local government, impact of federal aid cuts and other policy changes on state and local governments, effect of federal mandates on state and local governments, effect of state mandates on local governments.

See also: topic code 24 Local Government and Governance.

2002: Government Efficiency and Bureaucratic Oversight

Examples: quality improvement strategies, restructuring the public sector, performance standards for state agency programs, agency jurisdiction overlap and reform, need to improve government printing practices, government management problems, rule making committees in the development of state regulations, state agency use of advisory committees, state agency internal accounting standards, effort to reduce state paperwork, allowing industry to comment on proposed state regulations, decreasing agency reports to the legislature, legislative oversight of state agency programs, government waste and abuse, investigations into mismanagement of state agencies, government reorganization plans, conflicts of interest in regulatory agencies, applying economic analysis to public programs, executive reorganization or executive branch reorganization, government goals, use of recycled paper and products for government printing. See also: appropriations for departments and agencies: see topical field.

2003: Postal Service Issues (Including Mail Fraud)

2004: Government Employee Benefits, Civil Service Issues

Examples: state and local employee collective bargaining rights, civil service retirement benefits, Public School Employees Retirement Fund, state agency use of temporary employees, state employee leave policy, state employee wage policies, regulation of local employee retirement systems, whistle blower protection for state employees, state personnel awards, executive personnel exchange, reform of state employee health benefits, tort protection for state employees, reform pay system for state workers, early retirement program for state workers, government personnel training programs, state employee contribution requirement, personnel performance appraisal system, payroll deductions for state employees, oversight of the civil service retirement system, cost of living allowances for state employees, civil service pension fund and interest earnings, manpower utilization in the state government, gubernatorial compensation, state employee management relations, legislative pay and legislative wages, combinations of legislative, executive, and judicial pay, reduction in force, merit systems protection board, efforts to restrict felons from public employment. Non-state service credits for public employment and pension purposes. Daycare for government employees.

See also: 200 discrimination in the state government employment; 1609 military service credits for public employment and pension purposes; 2012 political activities of state employees, part-time/temporary election workers.

2005: Nominations and Appointments

Examples: nominations and appointments for all departments and agencies.

2006: Currency, Commemorative Coins, Medals, U.S. Mint

Example: statehood commemorative coins.

2007: Government Procurement, Procurement Fraud and Contractor Management

Examples: government procurement system, state acquisition improvement, arbitration of service contract disputes, state agency contractor management, penalties for state procurement fraud, timeliness of state payments to private vendors, efforts by state agencies to circumvent the competition in contracting act, state contract auditing policies, fraud in state procurement programs, state consulting service contracts, commission on government procurement, state contract renegotiation act, omnibus contracting legislation, limitations on county, municipal and authority contracting, requirements for government and government contractors to purchase products produced in Pennsylvania or the United States.

2008: Government Property Management

Examples: state facilities construction, Department of General Services management of public building leases, Department of General Services capital improvement program, government office space contract management, property sale authorization for state agencies, sale of state buildings, donation of surplus federal property to state and local governments, construction of a state agency office, relocation assistance and property acquisitions, donation of surplus federal property to state and local governments, motor vehicles provided to officers and members of the state government, state conveyance of office buildings, designation of the Rachel Carson State Office Building.

See also: 2100 conveyance of real property.

2009: Department of Revenue Administration

Examples: Department of Revenue tax system modernization, Department of Revenue employee misconduct, taxpayer assistance and treatment, settlement of disputes between tax payers and Department of Revenue, Department of Revenue collection of delinquent income taxes, Department of Revenue benefit plans regulations, Department of Revenue internal management and quality of service, Department of Revenue processing of income tax returns, reorganization of the Department of Revenue, taxpayers bill of rights, creation of a Taxpayer's Rights Advocate, investigation or inspection of tax records by state agencies or legislative committees, recovery of delinquent funds by the state Treasurer's office.

See also: 107 state taxation.

2010: Impeachment, Scandal and Recall

Examples: Efforts to impeach and remove from office the chief executive or judges, recalls of governors or mayors.

See also: 2007 procurement fraud and contractor management; 2012 government ethics.

2011: State Government Branch Relations Administrative Issues, Legislative Operations

Examples: operations of the legislature, legislative rules, legislative investigations, legislative reorganization, legislative service and research organizations, investigations of legislators, reapportionment of state legislative districts, reapportionment of U.S. House districts, gubernatorial veto issues, line-item veto issues, pocket veto issues, governor's claims of executive privilege, governor's emergency powers, continuity of state government during an emergency, issues related to the State Library, depository libraries and archives, gubernatorial transition issues.

See also: 208 sunshine and open meeting laws; 1523 disaster relief.

2012: Regulation of Elections, Political Campaigns, Political Advertising, Campaign Contributions, Voter Registration, Government Ethics

Examples: scheduling of elections, regulation of the conduct of state elections, state regulation of the conduct of local elections, appropriations for the Bureau of Commissions, Elections and Legislation (in Department of State) and State Ethics Commission, state election campaign reform, lobbying regulations for former state employees, regulation of political campaign ads, televising debates on political issues, regulation on foreign corporation lobbying, campaign finance reform, prohibition of political activity by state employees, financial or business interests of legislative employees, lobbying regulations, polling, local government corruption, judicial election contests, corruption (theft of services by government officials), part-time/temporary election workers.

See also: 1204 legislation affecting the selection of judges (2012 includes discussion of judicial election contests, but not laws affecting how PA selects its judges); 2010 recall elections.

2013: Census

Examples: Census bureau's population estimates and impact on state funding, effects of census undercounting on the state and its local governments.

2014: District of Columbia Affairs

2015: Relief of Claims Against the State and Local Government

Examples: refunds and settlements for individuals and corporations, issues of sovereign immunity, issues of local government liability.

2016: State Lottery Operations

Examples: estimates of lottery receipts, issues with respect to administration of lottery, selection and identification of lottery winners, taxation of lottery winners, investigations into lottery corruption.

See also: 335 prescription drug coverage and costs; 1001 mass transportation and safety; 1303 elderly issues and elderly assistance programs; 2404 state authorizations or restrictions on taxation powers of local government and property tax relief.

2017: Initiative and Referendum

Examples: proposals to allow the voters to initiate and approve legislation without the involvement of the Pennsylvania General Assembly or to repeal statutes or parts of statutes approved by the legislature and the governor. Issues-specific referenda authorized by the legislature should be coded by their relevant policy code.

See also: 2010 recall.

2030: State Holidays and Observances

Examples: activities of state holiday and commemorative commissions, provide for uniform annual observances of legal public holidays on Mondays, designation of Ronald Reagan Day, designation of Tartan Day, designation of St. David's Day.

See also: 201 designation of Martin Luther King, Jr. Holiday week; 331 designation of American Heart Month; 404 designation of Pennsylvania Horticultural Week; 1303 designation of Older Americans Month; 1501 designation of Community Banking Week.

2031: State Commemorative Legislation and Resolutions

Example: designation of "Hats off to Pennsylvania" as the official song of PA, designation of the ruffed grouse as the official bird of Pennsylvania.

See also: 712 recognition of 70th anniversary of the Pennsylvania Federal of Sportsman's Clubs.

2099: Other

Examples: government check cashing problems, review winning papers in a high school essay contest, state audio-visual materials, catalog of state assistance programs, bicentennial celebration, free guide service at state Capitol.

21. Public Lands and Water Management

2100: General (Includes Combinations of Multiple Subtopics)

Examples: budget Requests and Appropriations for the Department of Conservation and Natural Resources (DCNR), resources planning, activities and programs of the DCNR, conveyance of real property from the federal government to states, conveyances that do not specifically mention the purpose, use or type of the conveyance.

See also: 322 state conveyances of hospitals; 1400 land conveyances for economic development programs; 2008 state conveyance of office buildings; 2101 land conveyance for state parks or state memorials, land conveyance for monuments and historic sites; 2102 land conveyance involving Native American lands or Native American groups; 2103 multiple types of conveyances of public lands.

2101: State Parks, Memorials, Historic Sites, and Recreation

Examples: budget requests for state parks, concessions management at state parks, park protection legislation, management of state parks, Pennsylvania State Parks feasibility study, threats to state parks, state forest recreation facilities, state park management issues, river systems recreation assessment, community recreation enhancement, recreational boating safety in state parks, historical park designation, designation of scenic trails, maintenance on monuments and memorials, proposals for a state visitors center, military parks and memorials, land conveyance for state parks or state memorials, land conveyance for monuments and historic sites, historic preservation programs, creation of Pennsylvania Heritage Parks, granting restricted right of way allowing cable television transmission lines to cross state parks, United States Constitutional Bicentennial commissions, protection of cemeteries.

See also: 1527 regulation of graves and graveyards; 2103 public lands management.

2102: Native American Affairs

Examples: efforts to secure state recognition of Indian tribes, management of Indian irrigation projects, Indian participation in government contracting, Native American claims settlement, land conveyance involving Native American lands or Native American groups, Indian gambling and casinos. (Special Note: This covers many subject areas that would normally be coded in other subtopics (housing, medical programs, transportation systems, etc.).

See also: 1526: sports and gambling regulation.

2103: Natural Resources, Public Lands, and Forest Management

Examples: timber issues, forest health and clear-cutting, wilderness area designation, management of old forest growths, mine reclamation on public lands, various public lands bills, forest fire prevention and control, modification of public land boundaries, management of livestock on public lands, enforcement of federal and state mining standards, development of mineral resources on public lands, mineral exploration and development, conveyance of public lands where no purpose is specified, conveyance of sewage systems on public lands, protection of archeological resources on public lands, conveyance of public lands, payments to the state from receipts derived from national forests located within the state, protecting the shores of publicly owned property.

See also: 602 Conveyance of public lands to school districts; 601 Conveyance of public lands to institutions of higher education; 706 coal mine subsidence and reclamation; 709 animal and forest protection; 712 regulation of hunting, fishing and recreational boating; 803 oil and gas; 805 coal; 1400 land conveyances for economic development purposes; 2101 land conveyance for national parks/monuments; 1002 Conveyance of public lands for highway construction

2104: Water Resources Development and Research

Examples: budget requests and appropriations for civil works programs, budget requests and appropriations for energy and water development projects, flood control programs, appropriation to the Susquehanna River Basin Commission for flood forecast map, energy and water development projects, watershed projects, river dredging, port dredging issues, port governance, port appropriations, deep water port construction, safety of dams and other water storage and control structures, river irrigation projects, various reclamation projects, reservoir construction, navigation and flood control projects, interstate water compacts, connecting bodies of water, general reclamation projects; regulation of port authorities.

See also: 701 drinking water safety; 711 water and soil conservation; 802 hydroelectricity; 1007 navigation and maritime issues.

2105: U.S. Dependencies and Territorial Issues

2199: Other

24 Local Governments and Governance

2400: General (Multiple subtopics)

Examples: local government organization, administrative duties or procedures, intergovernmental cooperation agreements, or employee issues across government types (counties, municipalities, special districts) rather than with just one type.

See also: 2404 local taxes and revenue policies; 2004 government employee benefits; 2007 limitations on county, municipal and authority contracting.

2401: Counties

Examples: the classification of counties, changing or adding administrative duties and procedures of counties, authorizing counties to adopt home rule form of government, authorizing intergovernmental cooperation agreements involving counties.

See also: 1010 local public works employment projects; 1213 property and real estate law, eminent domain and state regulation of local property laws; 2001 intergovernmental relations, federal aid to local governments, effects of state mandates on local governments; 2004 local employee collective bargaining rights, regulation of local employee retirement systems; 2007 limitations on county, municipal and authority contracting; 2012 state regulation of the conduct of local elections; 2404 county taxing powers or issues, including property tax assessment procedures.

2402: Municipalities (Cities, townships, boroughs, and towns)

Examples: incorporation or dissolution of municipalities; changing the classification of municipalities; authorizing home rule, regulation, annexation or consolidation of municipalities; affecting residency requirements for local officials; authorizing intergovernmental cooperation agreements with other governments; affecting municipal government employee compensation; providing for special governance arrangements or powers due to fiscal distress.

See also: 345 ambulance services; 700 amendments to the Municipal Waste Planning, Recycling and Waste Reduction Act; 703 state management of municipal waste, municipal sewage problems; 1002 State Highway Law provisions applicable to all municipalities; 1010 local public works employment projects; 1209 police, fire, and weapons control; 1213 property and real estate law, eminent domain and state regulation of local property laws and regulation of landlord-tenant issues; 1402 zoning and growth management, changes to the state Municipalities Planning Code; 1403 urban economic development and general urban issues; 2001 intergovernmental relations, federal aid to local governments, effects of state mandates on local governments; 2004 local employee collective bargaining rights, regulation of local employee retirement systems; 2007 limitations on county, municipal and authority contracting; 2012 state regulation of the conduct of local elections; 2404 municipal taxing powers or issues.

2403: Governance of Multi-Purpose Special Districts, Agencies, or Areas

Examples: authorizing or altering the governance of *multi-purpose*, multi-jurisdictional, or sub-jurisdictional districts or authorities, such as the Allegheny Regional Asset District; cross-cutting amendments to underlying laws that authorize local governments to create authorities in a variety of policy areas, many of which are found in Title 53 of the Pennsylvania Consolidated Statutes. An amendment changing the governance structure of all of these authorities, say from a five-

member to a seven-member board, would be coded here, because it cross-cuts policy areas and is primarily about governance.

See also: 322 hospital authorities; 602 school districts; 701 regulation of water authorities; 703 sewer and solid waste authorities. 1000 parking authorities; 1001 mass transit authorities; 1003 airport authorities; 1213 eminent domain; 1300 tax relief for the poor, elderly and disabled; 1400 redevelopment authorities; 1403 convention center authorities; 1406 housing authorities; 1411 authorization of business improvement districts (BID); 2004 local employee collective bargaining rights, regulation of local employee retirement systems; 2007 limitations on county, municipal and authority contracting; 2104 regulation of port authorities; 2401 municipal leasing authorities; 2404 multi-purpose district taxing powers or issues.

2404: Local tax and revenue policies, including property tax relief (taxes, fees, etc.)

Examples: major local taxes and broad-based fees, even for school districts, Local Tax Enabling Act amendments, authorizations or restrictions on school district taxes, local property taxes, local sales taxes, local earned income tax, local business gross receipts tax, local occupational privilege tax, Philadelphia wage and net profits tax, Philadelphia unearned income tax, local taxation of public charities, payments in lieu of taxes (PILOTS) by nonprofit organizations and charities and where policy area is not discernible, municipal services fees, state Tax Equalization Board, amendment of Second Class Township Code further providing for township tax levies, amendment of municipal code providing for periodic payment of school taxes, amendment to Tax Reform Code of 1971 requiring that all employers withhold wage taxes levied by cities of the first class, local tax amnesty, amendments to the Sterling Act (affecting Philadelphia's taxing powers).

See also: 105 tax and expenditure limits; 107 state taxation and state tax amnesty; 602 development impact fees for school districts; 703 municipal waste disposal fees; 1213 issues involving the realty transfer tax; 1302 poverty exemptions to state and local taxes; 1303 property tax relief for senior citizens; 1400 development impact fee; 1403 PILOTS (payments in lieu of taxes) used to facilitate the construction of stadiums and similar economic development projects; hotel room sales taxes used to support the construction of convention centers; 1524 hotel room sales taxes used to support the promotion of tourism; 1526 sports and gambling regulation; 2016 state lottery operations.

2405: State Authorizations or Restrictions on Local Government Debt

Examples: Regulation of bonds, debt limits for municipalities; whether municipality is in distress or not in distress; borrowing money related to the value of property.

2499: Other

Adapted to Pennsylvania state government by Joseph McLaughlin, Wesley Leckrone and Jason Bossie from the national codebook written by Frank R. Baumgartner and Bryan D. Jones, and revised by Scott Adler and John Wilkerson. Most recently revised by Joseph McLaughlin, Jay Jennings, and Michelle Atherton on March 24, 2010.

PA Policy Database Project Changes to National Coding System

The Pennsylvania Policy Database Project has attempted to conform to the codes and subcodes created by the United States national Policy Agendas project. However, in the American federal system the policy activities and responsibilities of state governments differ from the national governments in a number of important areas. This appendix summarizes our changes.

Summary: The PA Policy Database project has made the following changes to the national codebook:

- 1) 15 Substantive Changes: 2 Major Topic Code and 13 Subtopic Codes
- 2) 22 Subtopic Additions
- 3) 1 Eliminated Federal Major Topic Code
- 4) 44 Unused Federal Subcodes – these subtopics remain in the codebook, however all examples have been eliminated

Substantive Changes

This list includes topics/subtopics where there was a substantive change or addition to the category. It does not include minor changes such as the insertion of “state” in place of “federal” or instances where the name of a federal agency was removed or changed to the corresponding state agency.

Major Topic Code: 1: Changed from Macroeconomics to Fiscal and Economic Issues

100: General Domestic Macroeconomic Issues changed to General Fiscal and Economic Issues

105: National Budget and Debt changed to State Operating Budget, State Capital Budget and Debt

325: Health Manpower and Training changed to Health Manpower and Training and Licensing Issues

405: Animal and Crop Disease and Pest Control changed to Animal and Crop Disease, Pest Control and Domestic Pets

701: Drinking Water Safety changed to Water Supply and Drinking Water Safety

1006: Truck and Automobile Transportation and Safety changed to Truck and Automobile Transportation and Safety (Including Registration and Licensing)

1208: Family Issues changed to Marriage and Family Issues

1210: Criminal and Civil Code changed to Criminal Code

1520: Corporate Mergers, Antitrust Regulation and Corporate Management Issues changed to Corporate Mergers, Antitrust Regulation, Corporate Management Issues and Incorporation of Businesses and Associations

1523: Domestic Disaster Relief changed to Domestic Disaster Preparedness and Relief

1806: Productivity and Competitiveness of U.S. Business, U.S. Balance of Payments changed to Productivity and Competitiveness of State Business

2010: Impeachment and Scandal changed to Impeachment, Scandal and Recall

2012: Regulation of Political Campaigns, Political Advertising, PAC Regulation, Voter Registration, Government Ethics changed to Regulation of Elections, Political Campaigns, Political Advertising, Campaign Contributions, Voter Registration, Government Ethics

24: State and Local Government Administration changed to Local Governments and Governance

Subcode Additions

Addition: 210: Abortion and Alternatives to Abortion

Addition: 345: Provision and Regulation of Ambulance Services

Addition: 706: Coal Mine Subsidence and Reclamation

Addition: 712: Regulation of Hunting, Fishing and Recreational Boating

Addition: 1008: Alternative Means of Transportation

Addition: 1212: Probate and Estate Law

Addition: 1213: Property and Real Estate Law

Addition: 1214: State Tort Law and Tort Law Reform

Addition: 1215: Notary Public

Addition: 1402: Zoning and Growth Management

Addition: 1411: General State Economic Development

Addition: 1527: Regulation of Services

Addition: 1528: Regulation of Alcohol

Addition: 2016: State Lottery Operations

Addition: 2017: Initiative and Referendum

Addition: 2031: State Commemorative Legislation and Resolutions

Additions Under 24 Local Governments and Governance Major Topic Code:

2400: General Local Government and Governance (multiple topics)

2401: Counties

2402: Municipalities

2403: Governance of Multi-Purpose Special Districts, Agencies or Areas

2404: Local Tax and Revenue Policies, Including Property Tax Relief (Taxes, Fees, etc.)

2405: State Authorizations or Restrictions on Local Government Debt

2499: Other

Eliminated Codes and Subcodes

Only one topic or subtopic code has been eliminated:

23: Culture and Entertainment

Unused Subtopic Codes

The PA Policy Database Project has tried not to eliminate any of the topic or subtopic codes from the federal codebook. However, we have identified 43 instances where there is a relatively small likelihood of state policy corresponding to federal policy (not including general or other subcodes). These subtopics remain in the codebook, however all examples have been eliminated.

Major Topics Codes

<u>Code</u>	<u>Category</u>
1	Fiscal and Economic Issues
2	Civil Rights and Liberties
3	Health
4	Agriculture
5	Labor, Employment, Immigration
6	Education
7	Environment
8	Energy
10	Transportation
12	Law, Crime, and Family
13	Social Welfare
14	Community Development, Housing Issues
15	Banking, Finance, Domestic Commerce
16	Defense
17	Space, Science, Technology, Communications
18	Foreign Trade
19	International Affairs and Foreign Aid
20	State Government Operations
21	Public Lands and Water Management
24	Local Government and Governance