

Administrative Agency Event File

The administrative agency insulation data set has also been formatted to analyze the durability of administrative agencies with event history analysis (Tuma and Hannan 1984). Event history analysis is most easily performed if the data is expanded into what is called an event file. Consider the following sample from the event file:

AgencyID	Year	S Date	E Date	S State	E State	Duration	Commission	Unem
101	1946	1/4/46	6/27/46	0	1	174	0	3.9
102	1946	1/22/46	12/31/46	0	0	343	0	3.9
102	1947	1/1/47	7/26/47	0	1	549	0	3.9
103	1947	7/25/47	12/31/47	0	0	159	1	3.9
103	1948	1/1/48	12/31/48	0	0	524	1	3.8
103	1949	1/1/49	12/31/49	0	0	888	1	5.9

The first column includes an agency ID. As is clear, agency 102 and agency 103 have multiple records. In the complete data set each agency has one record for each year of its existence so agencies can have as many 52 records. The second column indicates the year. Agency 101 was created and terminated in 1946 so it only has one record. Since Agency 102 was created in 1946 and terminated in 1947, it has two records. Agency 103 was created in 1947 and was not terminated. The third column indicates the date that each observation begins. Each observation begins on the 1st of the year unless the agency was created during the year. If the agency was created during the year, the date listed is the agency's start date. The fourth column, end date, is the date the observation ends.

Each observation ends on the last day of the year unless the agency was terminated during the year. If the agency was terminated during the year, the date listed for end date is the date the agency was terminated. The fifth and sixth columns contain data on the state of an agency. Both variables are indicator variables where 1 indicates that an agency is terminated and 0 indicates that an agency is active. In this data set all agencies begin each observation in the active state 0. They also end the observation in the active state (0) unless the agency was terminated during the year. In the sample above Agency 101 began the observation in an active state but ended the observation in a terminated state. Agency 102 began both observations in an active state. It ended the first observation in an active state but ended the second observation in a terminated state since it was disbanded during the year.

Agencies are also coded with time-invariant covariates and time-varying covariates. These variables provide a means of testing the impact of agency characteristics and changing political context on the durability of administrative agencies. Commission structure is an example of a time-invariant covariate. Agency 103, which is a commission, will have a value of 1 for the commission variable in each observation. Yearly average unemployment is an example of a time-varying covariate. As is clear from above, yearly average unemployment does vary over time. It changed from 3.9 to 3.8 to 5.9 between 1947 and 1949.

Variables: Time-Invariant Covariates

1. Year—Year of observation (1946-1997).
2. Agency ID—Unique agency identifier.

3. Agency Name.
4. Origin—Political actors create agencies in four different ways. They are created by legislation, executive order, reorganization plan, or departmental order. The origin variable lists the statute or executive decree that created the agency. When Congress delegates new authority, they either delegate that authority to an existing executive branch actor such as the president or a department secretary or create a new organizational unit to implement the new mandate. Department secretaries frequently create new organizational units in response to newly delegated authority. An agency was coded as legislatively created only if the statute *requires* the creation of a new organizational unit. In a few cases Congress delegated *authority* to create a new bureau or office but did not require it. These agencies are not coded as legislatively created.
2. Origin Indicators (0,1)--The data set includes four indicator variables for the source of agency origin—one each for legislation, executive order, reorganization plan, and secretarial order. The dummy variables are mutually exclusive.
3. Dates—Agencies are coded according to the year they were created. They are also coded according to their start date and their termination date. The start date for a legislatively created agency is the date the legislation is enacted. The start date for agencies created by executive order is the date the executive order is issued. Agencies created by reorganization plan have a start date equal to date the reorganization plan becomes law. The start date for agencies created by departmental order is the date the new agency is announced. The

termination dates for agencies is the date listed in Appendix C of the *United States Government Manual* with the important exception that agencies whose names simply are changed are not considered terminated. Agencies that had not been terminated as of December 31, 1997 have a termination date of 12/31/97.

Insulation Data

1. Commission Structure (0,1)—This indicator variable is coded with a 1 if an agency is headed by a board or commission and 0 otherwise.
2. Number—This variable is a count of the number of agency administrators. Agencies without a board or commission structure are coded with a 1. All other agencies are coded according to the number of commissioners or board members.
3. Independent (0,1)—This variable is an indicator variable taking the value of 1 if a new agency is created outside of existing bureaucratic structures. It is coded with a 0 otherwise. So, the EPA, which was created as an independent agency, is coded with a 1 while the Bureau of Alcohol, Tobacco, and Firearms (BATF) located in the Department of Treasury is coded with a 0.
4. Term (0,1)—Agencies whose administrators serve for fixed terms are coded with a 1 and all other agencies are coded with a 0.
5. Term Length—All agencies without fixed terms are coded with a 0 and all other agencies are coded according to the length of the term.
6. Limitations on Appointment Powers (0,1)—This indicator variable is coded with a 1 if there are any explicit limitations on the type of persons that can be appointed to lead the new agency. These limitations range from the specification

- of past experience to limitations on the party affiliation of appointees. Any agency whose administrator is appointed by any official other than the president or his subordinates is also coded with a 1.
7. Party balancing (0,1)—This dummy variable is coded with a 1 if presidents must take party affiliation into account when making appointments to an agency. All other agencies are coded with a 0. This variable is a refinement of the limitations on appointments power variable.
 8. Location 1 (1-5)—This ordinal variable categorizes agencies according to their proximity to the president. Agencies in the Executive Office of the President (EOP) are coded with a 1. Agencies located in the cabinet are coded with a 2. Independent agencies and their component administrations, bureaus, and offices are coded with a 3. Independent commissions that do not have a quasi-legislative or quasi-judicial function and their component parts are coded with a 3. Agencies that are independent commissions or part of independent commissions and have a quasi-legislative or quasi-judicial function are coded with a 4. Government corporations or agencies located in the legislative or judicial branch are coded with a 5.
 9. Temporary 1 (0,1)—This indicator is for agencies that are explicitly defined as temporary in the originating documents or for agencies created for a discrete, time-bound purpose such as a war or economic crisis.
 10. Temporary 2 (0,1)—Same as above but includes only those agencies that are explicitly defined as temporary in the originating documents.

11. Outside reorganization authority at some point (0,1)—Coded 1 for agencies that were excluded from reorganization authority at some point in their history.
12. Outside normal OMB budget review (0,1). Congress has diluted the president's budgetary influence by excluding some agencies from OMB budget review, taking some agencies and accounts off budget, and writing into law requirements that some agencies submit their budget requests to the OMB and Congress concurrently.¹
13. Outside reorganization authority (0,1)—Same as 11 except coded 1 for all agencies after 1983.

Agency Characteristics

1. Line in the Budget (0,1)—This indicator variable is coded with a 1 if the agency has an entry in the index of the *Budget of the United States Government, 1946-1999*. This determination was made by looking at the budget for the fiscal years 2-3 years after the creation of the agency. The Budget for 1999 was compiled in early 1998 so it is the first full budget for agencies created in 1997.
2. Budget—This is the size of an agency's budget. All agencies without a line in the budget are coded with a 0. All other agencies are coded with the size of their earliest available budget. For most agencies, the figure included is budget

¹ Agencies in the legislative and judicial branches (i.e., the General Accounting Office, U.S. Sentencing Commission) are not required to submit their requests to the OMB. Similarly, the Milk Market Orders Assessment Fund (in USDA), the International Trade Commission, and the Board of Governors of the Federal Reserve are not required to submit their requests to the OMB. Government sponsored enterprises such as the Federal National Mortgage Association and the Student Loan Marketing Association are required to submit certain financial information to the OMB but OMB is prohibited from changing their estimates. Finally, some agencies are required by law to submit their requests concurrently to the OMB and Congress. Among them are the Commodity Futures Trading Commission and the Federal Aviation Administration. Office of Management and Budget. 1996. Circular A-11, p. 26-8.

- authority. For those agencies with significant unexpended revenues or that generate their own revenue, such as government corporations, the figure included is the agency's total obligations.
3. GDP Deflator—This measure from the 1999 Budget of the United States Government provides a means of adjusting budget figures for inflation.
 4. Corporation (0,1)—This indicator variable is coded with a 1 if the agency is a government corporation.
 5. Judicial (0,1)—This indicator variable is coded with a 1 if the agency performs an adjudicative function as one of its primary functions. The Employees Compensation Appeals Board, the Philippine War Damage Commission, and the Federal Mine Safety and Health Review Commission are examples of agencies that have an adjudicative function.
 6. Foreign Affairs (0,1)—All agencies were also coded according to their primary function or mission. There are four categories drawn loosely from Clausen (1973): foreign affairs, social, monetary, and general. The categories are mutually exclusive. All agencies dealing with defense, foreign affairs, and international development are coded with a 1. All other agencies are coded with a 0.
 7. Social Policy (0,1)—All agencies dealing primarily with civil rights, education, benefits, health, housing, crime, aging policy, and arts are coded with a 1. All other agencies are coded with a 0.

8. Monetary (0,1)—All agencies dealing primarily with commerce, monetary policy, budgeting, banking, tax, and treasury issues are coded with a 1. All other agencies are coded with a 0.
9. General (0,1)—All agencies that were not coded with a 1 for the foreign affairs, social policy, or monetary dummy variables are coded with a 1. All other agencies are coded with a 0.

Political Variables at Time of Creation²

1. Divided Government (0,1)—This indicator variable is coded with a 1 if different parties control the presidency and the House of Representatives or the Senate when an agency is created. All other agencies are coded with a 0.
2. Size of House Majority—This is the size of the House majority as a percentage of the total chamber size when the agency was created. Its minimum is 50 and its maximum is 68.
3. Size of Senate Majority—This is the size of the Senate majority as a percentage of the total chamber size when the agency was created.
4. Approval Rating³--Since 1938 the Gallup Opinion Poll has asked some variant of the question, “Do you approve or disapprove of the way President _____ is handling his job as president?” Each agency is coded with the percentage approving of presidential performance according to the Gallup poll taken closest to the date that an agency was created.

² Source: Ornstein, Norman J., Thomas E. Mann, and Michael J. Malbin. 1998. *Vital Statistics on Congress 1997-1998*. Washington, DC: American Enterprise Institute.

³ Source: Nelson, Michael, ed. 1996. *Guide to the Presidency*. Washington, DC: Congressional Quarterly Press. *Gallup Opinion Index*, various years. Gallup web site (<http://www.gallup.com>).

5. Number of agencies created by executive order—Count of number of agencies created by executive order in the year the agency was created.
6. Number of agencies created by departmental order—Count of number of agencies created by departmental order in the year the agency was created.
7. Number of agencies created by reorganization plan—Count of number of agencies created by reorganization plan in the year the agency was created.
8. Number of agencies created by legislation—Count of number of agencies created by legislation in the year the agency was created.
9. Length—This variable is a count of the number of elections that have passed since the majority in power last did not have a majority in both chambers of Congress.
10. Seat Trend—This variable indicates the number of seats gained or lost in the House of Representatives by the majority in the last election.
11. Anticipation—This variable is the number of seats the majority party will retain in the House after the next election. So, for example agencies created in 1993 or 1994 are coded with 204 since the Democratic majority in Congress lost control of the House and Senate in the 1994 midterm elections. Agencies created in 1995 or 1996 are coded with 227 since the Republican majority held this number of seats after the 1996 election.
12. Common space score for House median (Poole 1998)
13. Common space score for Senate median (Poole 1998)
14. DW-Nominate score for president (McCarty and Poole 1995)
15. DW-Nominate score for Senate median

16. DW-Nominate score for majority party median in House (?)
17. Adjusted ADA score for House median (Groseclose, Levitt, and Snyder 1999)
18. Adjusted ADA score for Senate median (Groseclose, Levitt, and Snyder 1999)
19. Adjusted ADA score for President (Krause 2000)
20. President Indicators (0,1)—These dummy variables are coded with a 1 if the agency was created during the administration of the listed president. They are coded with a 0 otherwise. There are 10 dummies and they are mutually exclusive.
21. Democratic president (0,1)
22. Democratically controlled House (0,1)
23. Cohort indicators (0,1)—Coded 1 if agency is created in this year, 0 otherwise.
24. Index (0,1)—Coded with a 1 if the agency is listed in the index of *Congress and the Nation*.
25. Political (0,1)—Coded with a 1 if *Congress and the Nation* mentions any significant political conflict over the creation of the agency.

Variables: Time Varying Covariates

Time variables

- A. Starting state (0,1)—Coded with a 0 if alive, 1 if dead. All should be 0 in this data.
- B. Ending state (0,1)—Coded with a 0 if end the period of observation alive. Coded with a 1 if end the period of observation terminated.
- C. Cumulative Age of agency at end of period.
- D. Year—Year of observation.

- E. Second Term (0,1)—This indicator variable is coded with a 1 if the year listed is in the second term of a president.
- F. Year of Term (1-4)—This ordinal variable indicates the year of the presidential term. A president's first year is coded with a 1, his second year a 2, and so forth. Succession presidents such as Johnson and Ford are assumed to be carrying out the term of the previous president. So, for example, 1963 is coded with a 3 and 1964 is coded with a 4 even though they represent Johnson's first and second years as president.
- G. War (0,1)—This is an indicator variable coded with a 1 if the United States is involved in a significant military conflict during the year. The following years are coded with a 1: 1950-1953; 1965-1975; 1990-1991.
- H. Congress—This variable indicates the Congress presiding during the year. In 1946 it was the 79th Congress and in 1997 it was the 105th Congress.

Political Variables at Time of Observation

- A. Democratic House (0,1)—This indicator variable is coded with a 1 if the Democratic Party held a majority in the House of Representatives. All other years are coded with a 0.
- B. Democratic Senate (0,1)—This indicator variable is coded with a 1 if the Democratic Party held a majority in the Senate. All other years are coded with a 0.
- C. Democratic President (0,1)—This indicator variable is coded with a 1 if the president is a Democrat and 0 otherwise.

- D. House Majority—This variable indicates the number of seats held in the House of Representatives by the majority party.
- E. Senate Majority—This variable indicates the number of seats held in the Senate by the majority party.
- F. Approval Rating-- Approval Rating⁴--Since 1938 the Gallup Opinion Poll has asked some variant of the question, “Do you approve or disapprove of the way President _____ is handling his job as president?” Each observation is coded with the yearly average percentage approving of presidential performance according to the Gallup poll.
- G. Yearly Average Civilian Unemployment⁵—This variable indicates the yearly average civilian unemployment given by the Bureau of Labor Statistics.
- I. Vetoes—This is a count of the number of public bills vetoed by the president during the year.
- J. Divided Government (0,1)-- This indicator variable is coded with a 1 if different parties control the presidency and the House of Representatives or the Senate during the year. All other years are coded with a 0.
- K. Public Laws⁶—This is a count of the number of laws enacted during the year.
- L. House Democrats—This variable is a count of the number of Democrats in the House of Representatives.

⁴ Source: Nelson, Michael, ed. 1996. *Guide to the Presidency*. Washington, DC: Congressional Quarterly Press. *Gallup Opinion Index*, various years. Gallup web site (<http://www.gallup.com>).

⁵ Source: *Information Please Almanac*, various years; *Historical Statistics of the United States, Colonial Times to 1970*; *Handbook of Labor Statistics*, 1989; Bureau of Labor Statistics Web Site (<http://www.dol.gov>).

⁶ Source: *Statutes at Large*, Washington, DC: Government Printing Office.

- M. House Republicans—This variable is a count of the number of Republicans in the House of Representatives.
- N. New Administration (0,1)—Coded with a 1 if it is the first year of a president's term and 0 otherwise.
- O. Unified Government (0,1)—Coded with a 1 if the House, Senate, and president share the same political party.
- P. Common space score for House median (Poole 1998)
- Q. Common space score for Senate median (Poole 1998)
- R. DW-Nominate score for president (McCarty and Poole 1995)
- S. DW-Nominate score for Senate median
- T. DW-Nominate score for majority party median in House (?)
- U. Number of agencies created by executive order—Count of number of agencies created by executive order in the year the agency was created.
- V. Number of agencies created by departmental order—Count of number of agencies created by departmental order in the year the agency was created.
- W. Number of agencies created by reorganization plan—Count of number of agencies created by reorganization plan in the year the agency was created.
- X. Number of agencies created by legislation—Count of number of agencies created by legislation in the year the agency was created.
- Y. Adjusted ADA score for House median (Groseclose, Levitt, and Snyder 1999)
- Z. Adjusted ADA score for Senate median (Groseclose, Levitt, and Snyder 1999)
- AA. Adjusted ADA score for President (Krause 2000)