POLICYMAKING CAPACITY SCORES CODEBOOK

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The following codebook provides information on the policymaking-capacity scores. The scores measure the prospective ability of an agency's workforce to engage in policymaking. A full description of the methodology for these scores can be found in the text and supplementary appendices of the following article:

> Bednar, Nicholas R. 2023. *Bureaucratic Autonomy and the Policymaking Capacity of United States Agencies, 1998-2021*.

As of writing, the article is conditionally accepted at *Political Science Research and Methods*. Following the publication of the article, future updates to the scores will be found at www.nbednar.com.

I. Data

Since 1998, the Office of Personnel Management has published its Enterprise Human Resources Integration (EHRI) online every September. From 1998 to 2021, the database includes over 190 million personnel records. A description of the data is found in Online Appendix A1.1. The Office of Personnel Management's occupational codes make it possible to identify employees engaged in policymaking. These occupational codes are found in the Office of Personnel Management's *Handbook of Occupational Groups and Families*. A description of the process of coding these occupational codes is found in Online Appendix A2.

A Bayesian Factor-Analysis model aggregates five indicators correlated with human capital:

1. Logged Number of Policymaking Employees
2. Proportion of Employees Involved in Policymaking
3. Mean Salary of Policymaking Employees (Thousands of 2021 Dollars)
4. Mean Length of Service of Policymaking Employees (Years)
5. Proportion of Policymaking Employees with a College Education

Table OA1 provides the loadings for these variables. Online Appendix OA1.2 describes the Bayesian Factor-Analysis model used for aggregation.

II. Variables

Unique ID <UNIQUE_ID>

The unique ID for the agency-year. The ID comprises (1) the agency's OPM identifier and (2) the year.

Abbreviation <ABBR>

The abbreviation for the agency/bureau.

Agency <AGENCY>

The parent agency. For example, the parent agency of the Food and Drug Administration is the "Department of Health and Human Services." A parent agency may have multiple bureaus (*see* Bureau).

Bureau <BUREAU>

The bureau within the parent agency. For example, the Department of Agriculture (i.e., the Agency) has scores for the "Forest Service" and the "Rural Housing Service" (i.e., the Bureaus). If the score estimates the human capital of all bureaus within the Agency, then Bureau takes a value of "NA." (*see* Usage Note: Level of Aggregation.)

Date <DATE>

The year for the agency-year. Since 2008, the Office of Personnel Management has published the EHRI data quarterly. For consistency, the policymaking-capacity scores are estimated annually. The scores use the September release of the data every year. This aligns the scores with the start of the federal fiscal year.

Capacity Score <CAPACITY_SCORE>

The estimated policymaking-capacity score for the agency-year.

Capacity Score Standard Deviation <CAPACITY_SD>

The standard deviation of the estimated capacity score for the agency-year.

Capacity Score Lower Bound <CAPACITY_LOWERBOUND>

The lower bound of the estimated capacity score for the agency-year.

Capacity Score Upper Bound <CAPACITY_UPPERBOUND>

The upper bound of the estimate capacity score for the agency-year.

Number of FTE Policymaking Employees <POLICYMAKERS_RAW>

The total number of FTE employees classified as policymakers within the agency-year.

Number of FTE White Collar Employees <EMPLOYEES_RAW>

The total number of FTE white-collar employees within the agency-year.

III. Usage Notes

Policymaking Task: The policymaking-capacity scores are designed to measure the ability of an agency to engage in policymaking. They should accurately capture the experience and expertise of an agency's workforce to engage in tasks like rulemaking, drafting legislation and executive

orders, or writing guidance documents. The scores are not designed to capture the general level of human capital within an agency or the agency's ability to complete non-policymaking tasks.

Agency Fixed-Effects: Many agencies have relatively stable policymaking-capacity scores across time. This may impact the reliability of results attained from research designs that rely on agency fixed effects. Scholars should consider whether insignificant variation within the scores affects their research design when using fixed effects.

Level of Aggregation: The measures include department-level averages for certain agencies, such as the Department of Agriculture and the Department of the Interior. These averages include employment data for all bureaus within the agency. In studies examining bureau-level phenomena of interest, scholars should generally avoid substituting the department-level average for bureaus without policymaking-capacity scores.

Workload: The policymaking-capacity scores do not include any measure of the agency's workload. Many research questions, especially those focused on questions related to bureaucratic performance, will benefit from incorporating some measure of the agency's average workload. In some cases, scholars may find an interaction term between the policymaking-capacity scores and workload beneficial. This accomplishes two things: First, it alleviates some concern that the agency's capacity has grown as a function of its workload. Second, it allows for the interpretation of capacity in the context of the agency's workload.