



LEGISLATIVE OFFICE FOR RESEARCH LIAISON

PENNSYLVANIA HOUSE OF REPRESENTATIVES


P.O. Box 202218 • Harrisburg, PA 17120-2218

(717) 787-8948 • (717) 783-3485 – fax

Website: www.lorl.us

TO: Senate Intergovernmental Operations Committee

FROM: Guy WR Jensen
Deputy Executive Director

DATE: May 25, 2011 

RE: Legislative Office for Research Liaison

The Legislative Office for Research Liaison (LORL) was created 35 years ago during a legislative reform and professionalization era. LORL was a direct response to the report issued by the Commission for Legislative Modernization, *Toward Tomorrow's Legislature*.

LORL's MISSION

- Provide in-house, nonpartisan research to the Pennsylvania General Assembly utilizing LORL's formal affiliation with state's finest research-oriented colleges and universities.
- Research and assistance from universities and colleges is provided without cost to the Legislature.

LORL's annual budget of \$577,000 represents *less than 0.2% of the Legislature's annual budget*. With a staff of 5 professional researchers and a combined legislative experience of 123 years, LORL continues to be one of most cost-efficient and effective means of providing research and information to legislators and staff. The LORL staff serves all members and assists in the "*development and enactment of wise and effective legislation*" (Speaker Herb Fineman).

Accomplishments of LORL:

- ◆ Over 24,000 legislative inquiries *completed* since 1977;
- ◆ 1,800 legislators and staff *requested* 13,875 inquiries since 1995; of these requestors, 706 were Democrats and 838 were Republicans;
- ◆ Provides large format maps of each member's district;
- ◆ Hosted 274 university affiliates, including 49 University Visiting Scholars; currently has 39 Faculty Associates; has trained 166 college interns;
- ◆ Published Speaker's Journals, Legislative Atlas, Towards a Better Balance, and Commonwealth Journal;
- ◆ Hosted over 35 conferences and committee informational hearings in conjunction with its University Affiliates.



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LORL Inquiries by Party		
Current Year 206 Inquiries	January 2011 - May 25, 2011	
	Democrats	38.8%
	Republicans	51.9%
	Other*	9.2%
Past Year 518 Inquiries	January 2010 - December 2010	
	Democrats	39.2%
	Republicans	50.8%
	Other*	10.0%
Past Session 1,013 Inquiries	January 2009 - December 2010	
	Democrats	43.8%
	Republicans	49.9%
	Other*	6.3%
5 Year 2,758 Inquiries	January 2006 - December 2010	
	Democrats	48.8%
	Republicans	46.5%
	Other*	4.6%
10 Year 6,820 Inquiries	January 2001 - December 2010	
	Democrats	49.8%
	Republicans	45.3%
	Other*	4.8%
16 Year 14,354 Inquiries	January 1995 - April 2011	
	Democrats	47.4%
	Republicans	40.7%
	Other*	11.9%

*Senate, Universities, Other States, etc.

Annual Appropriations for the Legislature, House and LORL (in thousands)

	Budget FY 06-07 (HB2499, PN 4513)	Budget FY07-08 (HB1286, PN 2346)	Budget FY08-09 (SB 1389, PN 2305)	Budget FY 09-10 (HB 1416, PN 2772)	Budget FY10-11 (HB 2279, PN 4032)
Legislature	334,697	327,092	324,685	297,867	298,685
House of Representatives	194,306	193,956	191,964	184,630	182,781
LORL	786	786	776	583	577
Other Non-Partisan Agencies	19,291	20,436	20,386	15,849	17,087

Annual Percentage Change in Appropriation

	FY06-07 to FY07-08	FY07-08 to FY08-09	FY08-09 to FY09-10	FY09-10 to FY10-11	Overall Change from FY06-07 to FY10-11
Legislature	-2.27%	-0.74%	-8.26%	0.27%	-10.76%
House of Representatives	-0.18%	-1.03%	-3.82%	-1.00%	-5.93%
LORL	0.00%	-1.27%	-24.87%	-1.03%	-26.59%
Other Non-Partisan Agencies	5.94%	-0.24%	-22.26%	7.81%	-11.43%

LORL's Budget as a Percentage of the Legislature's Budget and the House's Budget

	Budget FY 06-07 (HB2499, PN 4513)	Budget FY07-08 (HB1286, PN 2346)	Budget FY08-09 (SB 1389, PN 2305)	Budget FY 09-10 (HB 1416, PN 2772)	Budget FY10-11 (HB 2279, PN 4032)
Legislature	0.23%	0.24%	0.24%	0.20%	0.19%
House of Representatives	0.40%	0.41%	0.40%	0.32%	0.32%
Other Non-Partisan Agencies	4.07%	3.85%	3.81%	3.68%	3.38%

*Other Non-Partisan Research Agencies include the Center for Rural PA, Commission on Sentencing, Joint Legislative Air and Water Pollution Control, Joint State Government, Legislative Budget and Finance, Legislative Data Processing, Legislative Reference Bureau, and Local Government Commission.

LORL Budgetary Synopsis

LORL provides research services for the Pennsylvania General Assembly and is affiliated with the state's many universities. Despite its broad and successful aims, it has felt the crunch of Pennsylvania's recent budget shortfalls. The following provides a look at LORL's financial standing:

- **LORL represents less than 1% (0.19%) of the legislative budget, and less than 0.4% of the House of Representatives' budget;**
- In FY 2010-11, LORL was budgeted \$577 thousand;
- In FY 2006-07, LORL was budgeted \$786 thousand;
- This cut represents a 27% decrease in the organization's funding.



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LORL and the University Network

The Legislative Office for Research Liaison, or LORL, was created during the 1970's legislative reform and modernization era as an economical means of providing bipartisan and university-based research to the Pennsylvania General Assembly.

The legislation that created LORL provided for a linkage or affiliation with the universities of Pittsburgh, Temple, Pennsylvania State, Lincoln, Drexel, PENN, the member universities of AICUP, and the State System of Higher Education. This affiliation provided the Legislature with in-kind access to some of the finest researchers in the nation in the life, physical and social sciences, technology, and law areas to the research community of the Commonwealth. And more importantly, it enables the universities to exhibit that the monies they receive from the state can provide a significant value to the state and public.

To date, LORL has done an exemplary job of fulfilling its mission of linking academia to the needs of the General Assembly. Some of the highlights of LORL's linkage with higher education are:

- **49 Visiting Scholars** – Ph.D.'s from all academic disciplines interested in public policy and housed at LORL's office to assist the staff and members.
- **38 Faculty Associates** – Ph.D.'s that provide continued support services to LORL staff on specific projects or when LORL needs to locate experts in the research community.
- **166 Interns** [LORL also mentors interns from The Harrisburg Internship Semester (THIS), Bipartisan Management Committee, and other smaller intern programs.]
- **11 full-scale University-based research reports** requested by the legislature.
- **24 Conferences and Committee Informational Meetings** on legislative-designated topics hosted by various Universities in the LORL Network (PSU, PITT, Temple, and State System of Higher Education).
- **9 Speaker's Journals** on public policy issues of special interest to the Speaker of the House of Representatives. Articles are written and edited by academics in the LORL Network without cost to the General Assembly.
- **2 legislative atlases** using data from the decennial Census broken down by legislative district. Data and analyses are compiled and presented by a University in LORL Network.
- **2 large scale district maps** for each legislator utilizing University geographic information systems and geospatial experts from academia in the LORL Network. The atlas and maps will be updated after the next reapportionment.
- **7 Undergraduate Research Days** featuring over 250 posters depicting research from 60 universities from more than 500 student contributors.
- **3 special volumes of the Commonwealth Journal**, published in conjunction with LORL by the Pennsylvania Political Science Association (PPSA) on pressing issues facing the state.



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SUMMARY:
THE VALUE OF SERVICES DONATED TO THE GENERAL ASSEMBLY
THROUGH LORL FROM UNIVERSITIES IN THE LORL ACADEMIC NETWORK
1/1/07 – 2/28/09¹

LORL PERMANENT PROGRAMS:

LORL Visiting Scholar Program	\$ 205,000
LORL Faculty Associate Program (The value of services by faculty associates is included in dollar figures of nearly all other activities and programs. Their work comprises most of the donated services reported.)	N/A
LORL Research Center/Institute Affiliation Program (Authorized by LORL Committee, slated to be implemented beginning in FY09-10)	N/A
LORL Faculty in Residence Program First Faculty in Residence slated for Spring 2010)	N/A
LORL Geospatial Mapping Services	\$ 25,000
Commonwealth Journal/Speaker's Journal Program	
<i>COMMONWEALTH JOURNAL</i>	\$ 411,400
<i>SPEAKER'S JOURNAL</i>	\$ 357,200
Pennsylvania Policy Forum Program Initial organizational activities – newly formed in mid-2008)	\$ 12,800
LORL Legislative Inquiry Service Program	\$ 125,000
LORL Internship Program Paid internships donated by member Colleges/Universities	<u>\$ 42,000</u>
TOTAL LORL PERMANENT PROGRAMS	\$ 1,178,400
LORL MAJOR PROJECTS (Faculty assistance with conferences, committee informational meetings, hearings, training sessions, technical assistance with development of legislation)	106,100
SERVICES TO OTHER LEGISLATIVE SERVICE AGENCIES (Faculty assistance through LORL to other legislative service agencies)	<u>\$ 29,000</u>
Grand Total (1/1/07 - 2/28/09)	\$ 1,313,500

¹ See estimation methodology next page.

ESTIMATION METHODOLOGY

Services donated to LORL arise from three sources. Each is listed below together with the method used to estimate their value.

1. **LORL Visiting Scholars.** LORL receives two Visiting Scholars each academic year donated by member institutions. The eight entities in the LORL Academic Network (AICUP, Drexel University, Lincoln University, PASSHE, Penn State University, Temple University, University of Pennsylvania, and the University of Pittsburgh) on a four-year rotation donate the services of two members of their faculty each year to work in Harrisburg on session days. This arrangement is a half-time assignment under most circumstances. The two sending universities pay salaries and travel expenses including mileage, meals, and housing in Harrisburg during the assignment. The dollar figure estimates for Visiting Scholars include the portion of salary and fringe benefits donated, plus the value of travel expense reimbursement.
2. **Per Hour Donation of Consultive and Other Services by Faculty Experts.** The hourly consultive rate was determined by polling the faculty members who most frequently volunteer their time to LORL. They were asked what they charge their clients per hour when working as independent contractors. Respondents were drawn from science, engineering, and social science disciplines and from major research universities, moderate size institutions with graduate programs, and small liberal arts colleges. The hourly consulting fees ranged from a low of \$150 per hour to a high of \$500 per hour, depending upon the specialty and reputation of the faculty member. We have used \$200 per hour as a conservative basis for estimating the value of the voluntary services donated by faculty to the General Assembly through LORL.
3. **Donated Paid Internships.** Several members of the LORL Academic Network have provided LORL with student interns whom they paid. These donations were made in part to assist LORL in its work after these colleges and universities learned that LORL was forced to suspend its paid internship program due to a shortage of operating funds. The value of the donated paid internships is calculated at the rate of \$10/hour, 37.5 hours per week for 13 weeks plus FICA.



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THE PENNSYLVANIA POLICY FORUM

Background and Functions. The Pennsylvania Policy Forum is a new statewide organization formally sponsored by LORL and its 103 affiliated colleges and universities. The Policy Forum was established in early 2008 at the behest of faculty at Carnegie Mellon University and the University of Pittsburgh and was subsequently approved by the LORL Committee. The Policy Forum was created to provide a broader and more proactive focus to LORL's policy services to the legislature and to provide opportunities for faculty at the universities and colleges in the LORL Academic Network to work directly with members and staff of the General Assembly.

This new component of LORL will provide non-partisan research-based information and counsel on state policy questions. It will also provide a "futures" capability by exploring the implications of impending issues not yet on the state agenda. As part of its schedule of activities, the Forum will offer at least one major event in the Capitol each year, either on a single topic or on a set of related topics. The venues for this event may be informational meetings of legislative committees, stand-alone conferences, or other workshops, seminars, or trainings sessions jointly sponsored by LORL and the colleges/universities.

Through its Steering Committee, the Forum will review topics for the annual event, other legislative policy research activities, special policy issues of Commonwealth, and topics for the Journal of the Speaker of the Pennsylvania House of Representatives (the Speaker's Journal) upon request. It will help LORL identify experts to testify or give presentations before committees when requested and will assist in deploying several new policy information capabilities on LORL's website.

Current planning envisions the release of a special policy issue of the journal *Commonwealth* that focuses on the event topic concurrent with the major annual event. *Commonwealth* is the journal of the Pennsylvania Political Science Association. It is jointly published by the Association and LORL and is printed by the House caucus printshops.

Organization and Management. The Graduate School of Public and International Affairs (GSPIA) at the University of Pittsburgh, and the H. John Heinz III College of Public Policy and Management (Heinz) at Carnegie Mellon University are the institutional sponsors of the Forum during the 2009-10 Session of the General Assembly. Institutional sponsorship will rotate to other colleges/universities in subsequent sessions. The Forum is managed by a Steering Committee chaired by faculty from GSPIA and Heinz. The roster of the Steering Committee appears below.



PENNSYLVANIA POLICY FORUM STEERING COMMITTEE

David Miller, Steering Committee Chair, Director of the Innovations Center and former Associate Dean, Graduate School of Public and International Affairs, University of Pittsburgh

Rick Stafford, Steering Committee Vice Chair, Distinguished Service Professor, the Heinz College, and former Secretary of Legislative Affairs in the Thornburgh Administration

Theodore Alter, Professor of Agricultural, Environmental and Regional Economics, Penn State University

Thomas Baldino, Dean of the College of Arts, Humanities, and Social Sciences, Wilkes University

Beverly Cigler, Professor of Public Policy and Administration, Penn State – Harrisburg

Richardson Dilworth III, Associate Professor of Political Science, Drexel University

Paula Holoviak, Associate Professor of Political Science, Kutztown University

Michael King, Executive Director, Legislative Office for Research Liaison

Joseph P. McLaughlin, Director of the Institute of Public Affairs and Assistant Dean, College of the Liberal Arts, Temple University

David Thornburgh, Director of the Fels Institute of Government, University of Pennsylvania

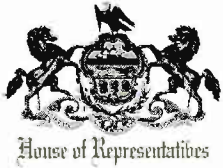
Grant Venerable, Vice President for Academic Affairs, Lincoln University (appointment in process)

Craig Wheeland, Associate Vice President for Academic Affairs, Villanova University

Pennsylvania Policy Forum 2009-2010 Institutional Sponsors

The Graduate School of Public and International Affairs, University of Pittsburgh, John T. S. Keeler, Dean

The John Heinz III College of Public Policy and Management, Carnegie Mellon University Ramayya Krishnan, Acting Dean



MAPPING AND SPATIAL ANALYSIS

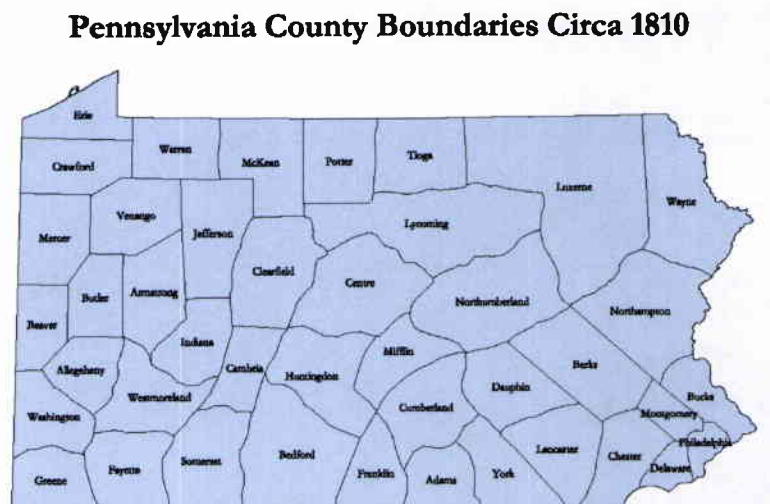
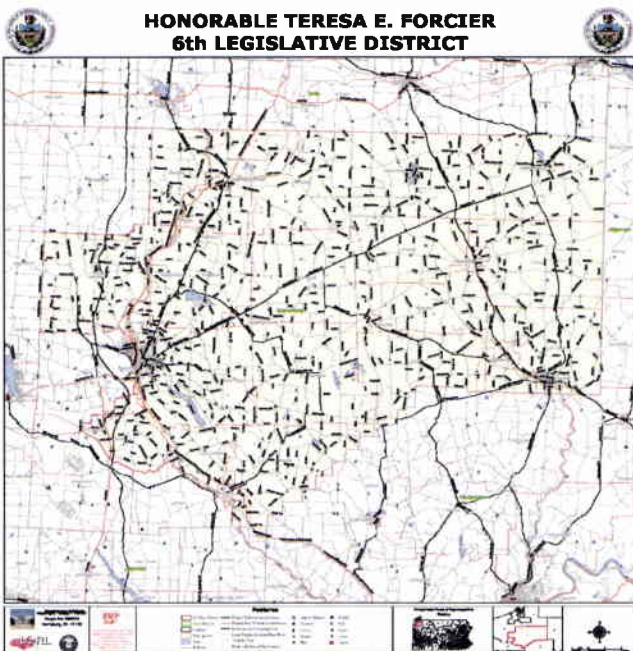
LORL offers a variety of mapping and spatial analysis services to members and staff.

These services are handled by LORL staff, or in the case of large or complicated requests, services are provided by a university in the LORL network.

Mapping:

Reference Maps - useful in helping locate places and things. Examples of reference maps include:

- ① House District Maps (see below)
- ② Senate District Maps
- ③ Congressional District Maps
- ④ County Boundary Map
- ⑤ Historical Maps (see below)
- ⑥ Transportation Maps



Source: Pennsylvania Historical and Museum Commission, *Genealogical Map of the Counties*

Thematic Maps - present data, concepts, and trends in a concise, visual manner (see below). LORL and Temple University's Legislative Atlas for the Commonwealth of Pennsylvania, use thematic maps to show demographic information for House and Senate Districts.

Municipalities With Building Codes in Pennsylvania

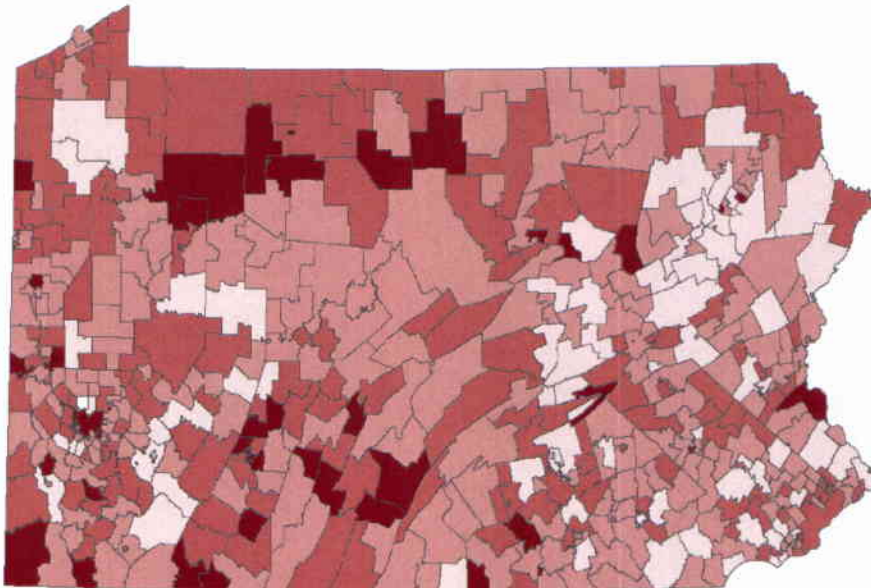


Pennsylvania Counties and Municipalities

County Boundary Municipalities With Building Codes Municipalities Without Building Codes

Source: PA Department of Community and Economic Development, Governor's Center for Local Government Services

Administrative Expenditures of Pennsylvania School Districts



Percentage of Total School District Expenditures Devoted to Administration

0.0% - 5.4% 5.5% - 6.4% 6.5% - 7.9% 8.0% - 10.5%

Source: Pennsylvania Department of Education, Expenditure Data 2001-2002 School Year

Spatial Analysis:

Spatial Analysis refers to the techniques used to understand the spatial or geographic connection among geographically-referenced data. Some possible questions answered by spatial analysis are:

Q: How many cell phone towers are within a 5-mile radius of the geographic center of Scranton?

A: 151 (Source: iMap Data)

Q: How many households are in a floodplain in Cumberland County?

A: Estimated households - 20,961 (Source: Penn State University, Office of Remote Sensing for Earth Resources; U.S. Census Bureau)

Q: How many people live in a floodplain in Cumberland County?

A: Estimated population - 55,525 (Source: Penn State University, Office of Remote Sensing for Earth Resources; U.S. Census Bureau)

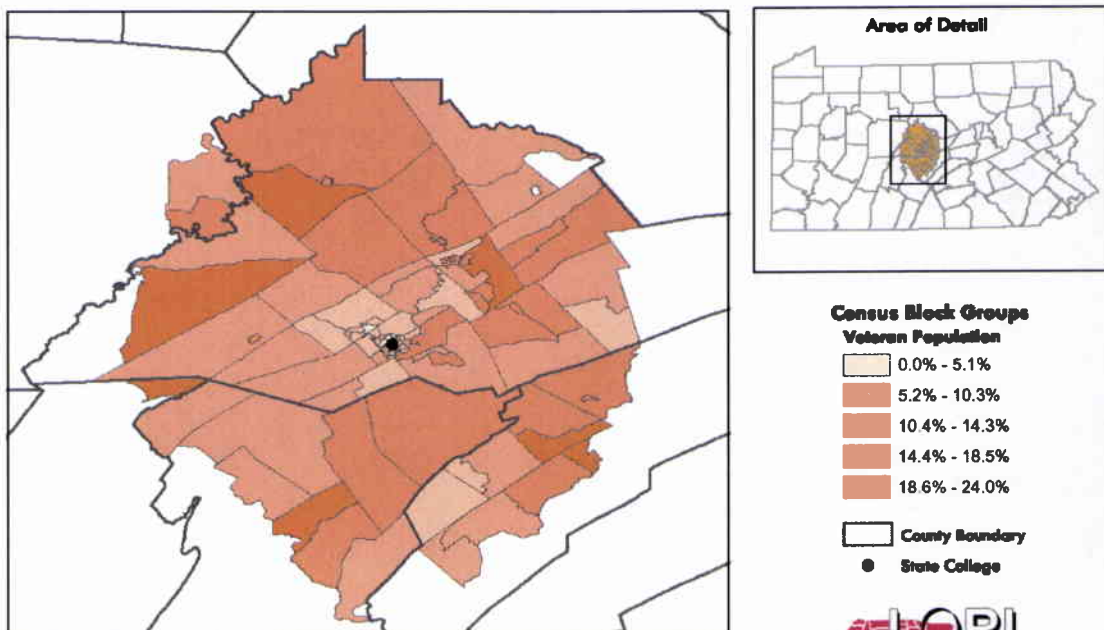
Q: How many oil and gas wells are in Allegheny County?

A: 1,088 (Source: Pennsylvania GIS Compendium CD)

Q: How many veterans live within 20 miles of State College?

A: 13,184 veterans, or 10.5%, of the population (Source: U.S. Census Bureau)

Percent Veteran Population by Census Block Groups Within 20 Miles of State College



Source: 2000 US Census (SF3 Dataweb)

LORL Mapping and Spatial Analysis Projects

LORL and Temple University provided members with a decennial atlases of legislative districts after the 1990 and 2000 federal censuses. The maps in the new *Legislative Atlas for the Commonwealth of Pennsylvania* are based upon key 2000 U.S. Census data and are intended to provide important, up-to-date information and insight on issues that affect their districts and the Commonwealth as a whole. The maps were produced using GIS technology by means of a partnership between LORL and Temple's Center for Public Policy, Department of Geography and Urban Studies, and Cartographic Laboratory.

In another long-standing partnership, LORL and the Pennsylvania State System of Higher Education (PASSHE) have collaborated to provide House and Senate members with large-format maps of their constituencies. Each of the 3' x 3' maps provides detailed coverage of streams, roads, rail networks, airports, parks and other features of the districts, in addition to county and municipal boundaries. These maps are produced using GIS technology by the Spatial Sciences Research Center at Indiana University of Pennsylvania.

CONFERENCES AND COMMITTEE INFORMATIONAL MEETINGS



1995 - 2011

LORL, in conjunction with our university affiliates, provides the legislature with valuable policy workshops and seminars on legislative-designated topics, and major policy conferences for legislators and staff.

“Pennsylvania in the Global Economy: The Role of the General Assembly”

October 25, 1995 - A Legislative Conference co-sponsored by LORL and the University of Pittsburgh

“Contracting Out & Privatization in the British Experience”

March 22, 1996 - A Legislative Conference co-sponsored by LORL and the British Consulate General, New York

“Regional Strategies for Pennsylvania’s Economic Competitiveness”

May 16, 1996 - A Legislative Conference co-sponsored by LORL and The Pennsylvania State University

“Child Care in Pennsylvania: Investing in the Commonwealth’s Future”

January 29, 1998 - A Legislative Conference co-sponsored by LORL and Temple University

“Telemedicine and Public Health Policy”

November 17, 1998 - A Legislative Workshop co-sponsored by LORL and the University of Pittsburgh

“Promoting Local Initiatives for Community-Based Strategic Planning: Getting Started”

March 11, 1999 - A Legislative Conference co-sponsored by LORL, the State System of Higher Education, and the Center for Rural Pennsylvania

“Health Care in PA: How Modern Genetics is Impacting Legislative Policy”

April 20, 1999 - A Legislative Conference co-sponsored by LORL, the University of Pennsylvania, and the University of Pittsburgh

“Business, Higher Education and State Government: Forging Partnerships to Create a Technically Sound Workforce”

May 11, 1999 - A Legislative Conference co-sponsored by LORL and Temple University

“Building an E-Friendly Pennsylvania: A Bold Vision for the Commonwealth as the Keystone of an Electronic Nation”

March 23, 2000 - A Legislative Conference co-sponsored by LORL and Temple University

“Working the Web: Using the Commonwealth’s Information Resources to Form and Inform Public Policy”

June 7, 2001 - A Legislative Conference co-sponsored by LORL and the University of Pittsburgh

“Land Use Management and the Impact of the Growing Smarter Legislation: A Progress Report”

October 18, 2001 - A Legislative Conference co-sponsored by LORL and Temple University

“The Plight of Academic Medical Centers”

December 4, 2001 - An informational meeting co-sponsored by LORL and The Pennsylvania State University for the House and Senate Health and Human Services Committees involving the deans of public medical schools in Pennsylvania

“Digital Issues Update: A Dialogue on the State’s Future”

June 6, 2002 - An informational hearing co-sponsored by LORL and The Pennsylvania State University for the Subcommittee on Information Technology of the House Intergovernmental Affairs Committee and the House Local Government Committee

“Academic Medical Centers – An Update”

March 3, 2003 - An informational meeting co-sponsored by LORL and The Pennsylvania State University for the House and Senate Health and Human Services Committees involving the deans of all public and private medical schools in Pennsylvania

“Geographic Information Policy and Homeland Security/Emergency Preparedness”

May 15, 2003 - An informational meeting co-sponsored by LORL and The Pennsylvania State University for the House Veterans Affairs and Emergency Preparedness Committee

“Statewide Technology and Electronic Commerce Advisory Council Meetings”

LORL and The Pennsylvania State University are assisting the Subcommittee on Information Technology of the House Intergovernmental Affairs Committee

October 9, 2008 - *Setting the council Agenda*

November 20, 2003 - *Assessment of GIS Resources in the Commonwealth*

February 25, 2004 - *Promoting Intergovernmental Planning and Data Sharing and Assuring the Managerial, Technical, and Financial Capacity Needed for the Continued Development and Maintenance of PAMAP*

March 17, 2004 - *Securing Accurate Political and other Boundaries and Issues Concerning the Sharing of Orthophotographic Imagery*

April 14, 2004 - *Homeland Security and Public Access to Geospatial Information*

“Early Childhood Education: Universal Pre-K and Other Alternatives”

June 14, 2005 - Sponsors: The Speaker of House of Representatives, the Universities Children’s Policy Collaborative (UCPC) and LORL

“Lessons Learned from Hurricane Katrina”

November 17, 2005 - An Information Committee Briefing sponsored by LORL

“Joint Informational Meeting on Prevention of Child Abuse and Neglect”

June 6, 2006 - Sponsors: The Universities Children’s Policy Collaborative (UCPC) - The Pennsylvania State University, Temple University, and the University of Pittsburgh - and

LORL

“University-Community Partnerships in Pennsylvania: New Resources for Community Revitalization”

June 20, 2007 - Sponsors: The Joint Informational Briefing of the Urban Affairs Committee and Local Government Committee co-sponsored by University of Pittsburgh and LORL

“Undergraduate Research Day at the Capitol - Pennsylvania”

October 2, 2007 - Sponsors: Moravian University and LORL

“Pennsylvania Geospatial Policy Symposium”

October 3-4, 2007 - Sponsors: The Pennsylvania State University and by The Speaker of the Pennsylvania House of Representatives Dennis M. O'Brien and co-sponsored by LORL

“Undergraduate Research Day at the Capitol - Pennsylvania”

April 1, 2008 - Sponsors: Moravian University and LORL

“Undergraduate Research Day at the Capitol - Pennsylvania”

October 7, 2008 - Sponsors: Moravian University and LORL

“Undergraduate Research Day at the Capitol - Pennsylvania”

March 24, 2009 - Sponsors: Cabrini College, Susquehanna University and LORL

“Undergraduate Research Day at the Capitol - Pennsylvania”

October 20, 2009 - Sponsors: Cabrini College, Susquehanna University and LORL

“Undergraduate Research Day at the Capitol - Pennsylvania”

March 23, 2010 - Sponsors: Cabrini College, Susquehanna University and LORL

“Undergraduate Research Day at the Capitol - Pennsylvania”

October 5, 2010 - Sponsors: Cabrini College, Susquehanna University and LORL

“Undergraduate Research Day at the Capitol - Pennsylvania”

April 26, 2011 - Sponsors: Cabrini College, Susquehanna University and LORL