

COSSA WASHINGTON UPDATE

Volume XII, Number 17

September 27, 1993

CONGRESS BEGINS FINAL ACTION ON FY94 SPENDING BILLS *HS*

With the October 1 start of Fiscal Year 1994 rapidly approaching, Congress is trying to move swiftly to pass the 13 appropriations bills needed to fund government programs for the new year. As of September 24, one bill has been signed into law by President Clinton (Legislative Branch), one has emerged from a House-Senate conference committee and awaits final passage (Agriculture), six are in the conference committee stage (including Commerce, State, Justice and VA, HUD, Independent Agencies), five have passed the House, but not the Senate (including Labor, HHS, Education), and one has not passed either body (Defense).

Given this situation, a Continuing Resolution will likely be needed to continue funding for federal agencies into the early part of the next fiscal year while Congress completes its business. Further complicating the FY94 appropriations picture is the likelihood of a rescissions package making further cuts following enactment of the appropriations bills, a promise exacted by fiscal conservatives in exchange for their support of President Clinton's budget reconciliation bill this summer.

What follows are explications of actions taken on agency funding of concern to social, behavioral and economic scientists.

VA, HUD PASSES SENATE *HS*

With the Space Station surviving another attempt to kill it by a vote of 59-40, the Senate passed the VA, HUD, Independent Agencies appropriations bill on September 22 by a vote of 91-9.

Although the Senate committee report language on the future of the **National Science Foundation** (see *Update*, September 13) continues to fuel commentary in the science community, the controversy did not have any impact on the debate or vote on the Senate floor.

With the bill now moving to a House-Senate conference committee the main concern in the

science community is to convince the conferees led by House Subcommittee Chairman Rep. Louis Stokes (D-OH) and Senate Subcommittee Chair Sen. Barbara Mikulski (D-MD) that the House's 10 percent increase for NSF research should prevail over the Senate's 4.4 percent increase.

OFFICE OF SCIENCE AND TECHNOLOGY POLICY *HS*

The Office of Science and Technology Policy (OSTP) in the Executive Office of the President received \$4.2 million from the Senate, the same figure as the House, and \$970,000 below the President's request. Like all the agencies in the VA, HUD, Independent Agencies bill, OSTP did not escape congressional advice on how to conduct its business. The Senate committee report directs OSTP to establish specific performance milestones, for submission to the Congress with the FY 1995 budget proposal, for each of the following major science and technology initiatives: high performance computing and the national information infrastructure; biotechnology; materials science; manufacturing; and math and science education. Built into these milestones, according to the Committee, should be "critical threshold points" to provide for evaluation procedures for deciding whether to continue an initiative.

Also included in the bill was \$5 million for a socio-economic data archive center at the Consortium for International Earth Sciences Information Network (CIESIN).

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THE SAGA OF OPDR CONTINUED *145*

As reported in the July 12 *Update*, the Office of Policy Development and Research (OPDR) at the Department of Housing and Urban Development faced a roller coaster ride while the House deliberated its spending level for FY 1994. Starting with a presidential request of \$35 million, OPDR saw its appropriation climb to \$85 million then fall to \$25 million, only to emerge from the House with \$73 million.

Following the recommendation of its Subcommittee, the Senate appropriated \$35 million for OPDR, the same as the President's request. Unlike the House which offered OPDR no advice, the Senate committee report directed spending for various purposes including a \$3 million grant to the Housing Assistance Council and spending for Housing Technology research as authorized in the Housing and Community Development Act. The Committee also noted an imminent National Academy of Public Administration report on HUD's program and operations and asks OPDR to provide "a detailed strategy that outlines, with particularity, the steps it will take to implement those recommendations."

HEALTH AND HUMAN SERVICES *SP*

The Senate Labor, Health and Human Services, and Education and Related Agencies Appropriations Bill for FY 1994 is expected to be considered by the full Senate during the week of September 27 following its emergence from the Senate appropriations committee on September 14.

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Overall FY 1994 funding for the Centers for Disease Control and Prevention (CDC) was set at \$2.1 billion, which is approximately \$426 million more than FY 1993 and \$178.6 million more than the House allowance, but \$73 million less than the Administration's request. Advancing disease prevention programs and activities is a priority of the Administration.

Generally speaking, the Senate did not fully fund the priorities of the President at the CDC, but the appropriations are higher than FY 1993 levels and FY 1994 House allowances. For example, funding for the prevention of sexually transmitted diseases and STD-related infertility is \$102 million, \$12 million more than FY 1993, and \$7 million more than the House permitted, but \$2 million less than the budget request. The same pattern continues for TB elimination, immunization efforts, breast and cervical cancer mortality prevention, and the National Center for Health Statistics, which received \$55.5 million; \$4 million above FY 1993 and the House level, but \$4 million below the request.

Senate HIV/AIDS funding and injury prevention at the CDC met the President's request: HIV/AIDS was funded at \$543 million, \$45 million above FY 1993, and injury prevention received \$41.8 million which is \$10 million more than FY 1993 and the House allowance. Overall funding for HIV/AIDS Public Health Service program activities received \$2.5 billion, \$493.5 million more than FY 1993, and \$8 million more than provided by the House.

The Senate allocated a significant increase for chronic and environmental disease prevention, \$128 million, an increase of \$35.9 million over the President's request, \$57.8 million over FY 1993, and \$20 million over the House allowance. Childhood lead poisoning prevention also received an increase over the President's request, matching the House level.

The National Institutes of Health received approximately \$11 billion, a 6.1% increase over FY 1993. The six institutes with significant behavioral and social science portfolios--the National Institute of Child Health and Human Development (NICHD), the National Institute on Aging (NIA), the National Institute of Nursing Research (NINR), the National Institute on Alcohol Abuse and Alcoholism (NIAAA), the National Institute on Drug Abuse (NIDA), the National Institute of Mental Health

(NIMH)--all are slated to receive a 5.2% increase, the same amount appropriated by the House.

Several institutes were commended by the Senate committee for the behavioral research component of their portfolio. NINR was praised for "emphasizing behavioral and prevention research, as evidenced by an investment of 45 percent of the NINR research budget for studies in these areas." NIDA was recognized "for its research initiatives on behavioral determinants of drug abuse....", and the Committee encouraged NIDA to "increase its behavioral research portfolio to address the association between drug use and behaviors that put intravenous drug users at risk for HIV/AIDS." The NIMH National Advisory Council was applauded for its efforts to develop a behavioral science research agenda. Also, NIA was encouraged to fund a field trial of several interventions that promote the independence of older adults.

The Senate also focused its attention on the new **Office of Behavioral and Social Science Research**, stating that it "expects the office to ensure that NIH increases significantly the amount of its overall budget devoted to basic and applied behavioral research. Further, it directs that "sufficient funds be set aside by the NIH Director as startup funds and to fund the development of the required report [on behavioral research at NIH]. This amount is intended to allow extensive consultation with outside experts both in the development of the definition of behavioral and social science research and in the assessment of the current levels of support for those sciences." COSSA, as part of the Coalition for the Advancement of Health through Behavioral and Social Science Research, plans to be part of that endeavor (see *Update*, September 13).

LABOR *HS*

The Senate committee recommended a general revenue appropriation of \$282 million for the **Bureau of Labor Statistics**, \$250,000 more than the House allowance, \$1.57 million more than the administration's request, and \$7 million more than the FY 1993 level.

The Committee's concerns as expressed in the report include: the usefulness of data collected on worker injury, illness and death; adding two additional States (to a total of 13) to BLS' direct use unemployment statistics programs; and

continued implementation of the Federal Employees Pay Comparability Act.

In addition, the Committee requests the Secretary of Labor to commission a thorough review, with the cooperation of the States, of all the nation's labor market information needs and products working toward a goal of developing an overall policy direction for the creation of a high-quality system of labor market information.

The Senate committee also provided \$12.3 million for **research, demonstrations, and evaluation** as part of the National Activities section of the Job Training Partnership Act. This is the same figure as the House and represents a \$4 million increase over FY 1993. The increase is expected to fund a major evaluation of the Job Corps.

Also included in the Departmental Management account is an appropriation of \$480,000 to fund a staff of seven for the **Office of the Chief Economist**, "who serves as the primary economic adviser to the Secretary and provides economic analysis of special topical initiatives and critical general issues." Harvard Economist Lawrence Katz has been appointed by Labor Secretary Robert Reich to head the office.

EDUCATION *HS*

The Senate committee's recommended appropriations for the Title IX programs supporting social and behavioral science graduate students matched the House figures and were similar to last year's appropriations -- the **Javits Fellowships** received \$7.86 million and the **Patricia Roberts Harris Fellowships** received \$20.4 million. The new **Faculty Development Fellowships** for minority faculty received \$2 million from the Senate, one-half of the House recommendation, and \$6.5 million below the administration's request.

The **Law School Clinical Experience program** matched its large \$5 million increase from the House in the Senate committee with an appropriation of \$14.9 million. The **Legal Training for the Disadvantaged** program received close to \$3 million, equal to the House and last year's figure.

The Senate bill includes \$57.1 million for **international education and foreign language programs**, \$2 million over FY 1993 funding, \$1 million less than the House, and \$1.1 million below the request. The funding for Domestic Programs

(\$51.3 million) was the same as the House, as was the funding for Overseas Programs (\$5.8 million). The difference occurred because of the Senate committee's refusal to fund the Institute for International Public Policy, while the House gave \$1 million to inaugurate this program whose goal is to increase the number of minority persons pursuing foreign service or international studies careers.

The Senate committee was slightly more generous to **Education Research** than the House. The \$78 million allocated by the Senate was \$4 million more than the House and last year's level, but still \$12.8 million below the request. Funding for the National Research Centers was increased to \$31 million which will permit the recompetition of the National Center on Disadvantaged Children.

The **National Center for Education Statistics** received \$48.6 million from the Senate committee, the same as the House and the FY 1993 level, and \$11.4 million below the administration's request. The **National Assessment of Educational Progress** received \$29.3 million, the same as the House and the FY 1993 level, and \$35.7 million below the request. The rationale for the large decrease from the request reflects "budget constraints and uncertainty of the role of these assessments" within the context of the administration's Goals 2000 agenda for educational reform.

The Senate committee recommended funding of \$5.8 million for **research libraries**, \$3.8 million for **college library technology grants**, and \$2.8 million for **library research and demonstrations**. These funding levels are the same as the FY 1993 level and the House passed amounts. The administration had requested no funds for these programs. The Committee did agree with the administration and the House that no further funds would be appropriated for the **foreign language materials** program. The **United States Institute of Peace** was allocated \$10.9 million, same as the House, administration request and the FY 1993 appropriation.

SENATE ENCOURAGES CONTINUED FUNDING OF TITLE VIII RESEARCH PROGRAM *HS*

The **Russian, Eurasian, and East European Research and Training program** (Title VIII) is the only government sponsored program that supports American research, training and language expertise concerning successor states of the former Soviet

union and Eastern Europe. Funded at \$10 million in FY 1993, the administration did not ask for any funds for this program in FY 1994 in its initial budget, but did include it as one of the activities to receive money in its proposed foreign assistance package to the Newly Independent States (NIS).

The report of the Senate Foreign Operations Appropriations Committee "encourages the administration to make every effort to continue funding this program out of the assistance to the NIS and from the 'Assistance for Eastern Europe and the Baltic States' account." The House specifically recommended that the program receive \$10 million from funds appropriated to these two programs.

SENATE PASSES INTERIOR AND RELATED AGENCIES FUNDING BILL *MB*

On September 15 the Senate passed, by voice vote, the Fiscal Year 1994 Interior and Related Agencies appropriations bill. Included in the legislation was \$177.5 million for the **National Endowment for the Humanities**. The figure is identical to the FY93 level, the President's request, and the House-passed figure for FY94. The bill increases total funding for the **Smithsonian Institution** from \$295.6 million in FY93 to \$302.3 million, an allocation that is \$266,000 above the House figure. Sciences received a \$700,000 increase from the Senate, while Arts and Humanities were level-funded. The **Woodrow Wilson International Center for Scholars** at the Smithsonian was funded at \$6.4 million, an identical amount as the House and \$100,000 above current funding and the Administration's request.

CENSUS UPDATE: TEST DESIGN UNVEILED; ACADEMY PANEL BACKS "ONE-NUMBER" CENSUS *MB*

The Census Bureau has unveiled a proposed design for its 1995 Census Test that it says offers fundamental change from previous approaches and addresses the controversies of the 1990 Census by reducing the differential undercount and containing costs. The 1995 test will be conducted in four sites and, along with an ongoing content determination process, will be used to finalize the design of the 2000 Census.

As announced by the Bureau, the 1995 test will use sampling, administrative records, and other statistical techniques to estimate the number and types of persons missed. Extensive follow-up for non-respondents was the most costly component of the 1990 Census, and Vice-President Al Gore's National Performance Review recently echoed the call of many for sampling for non-response (see *Update*, September 13). Other methodological changes aimed at improving accuracy include: distribution of questionnaires through post offices, libraries, and other public areas in addition to direct mailings; targeted efforts aimed at historically undercounted populations; mailout of a Spanish language form; use of procedures to count the homeless population during the day and where they obtain services.

The Bureau states that sampling for nonresponse will be a cornerstone of reducing cost, and will also experiment with several other changes in the 1995 test: a more-respondent friendly-questionnaire to reduce the amount of nonresponse efforts needed; automated data collection through touchtone phone, personal computers, etc.; closer cooperation with the Postal Service in developing address lists; and use of new technology in data processing.

In response to congressional concerns regarding census content (see *Update*, July 12), the Bureau reduced the 1995 survey, asking only questions needed to satisfy statutory requirements. As with all elements of the 1995 test, this is subject to change for 2000.

The final plans for the 1995 test are contingent upon the Bureau's FY94 appropriation from Congress. The House and Senate allocations for census research and design differ significantly (see *Update*, August 9), and a conference committee will convene shortly to resolve the differences.

Academy Backs "One-Number"

A National Academy of Sciences (NAS) panel recently endorsed the Census Bureau's goal of achieving a "one-number" census through sampling and other statistical methods. Such a design would eliminate any post-censal adjustment of data after they are released.

The report, *A Census that Mirrors America*, is the interim report of a panel charged with examining alternative census methods. The committee, chaired by Norman Bradburn, Senior

Vice President for Research at the National Opinion Research Center at the University of Chicago, will release its final report in 1994 and is one of two NAS panels on the census. The other study, chaired by Charles L. Schultze, Senior Fellow of the Brookings Institution, is examining data collection needs (see *Update*, May 31).

According to Bradburn, "the one-number census represents a fundamental change because it uses sampling and statistical estimation as an integral part of the process of taking the census," and added that it will lead to a more cost-effective and credible census. The adjusted counts from 1990 were not used for official purposes, but led public officials and others to question the accuracy of the census.

The panel urged the Bureau to use telephone contacts for both reminders and follow-up activities for non-respondents, noting that costs per completed interview were lower and respondents answered more questions than in person. The report calls for outreach to minorities be a principal goal for 2000, and recommended developing targeted local programs in consultation with the groups to which they are directed.

Rep. Tom Sawyer (D-OH), chairman of the House Subcommittee on Census, Statistics, and Postal Personnel, praised the report, supporting its call for one-number as well as improved accuracy and greater cost containment. "There is a growing consensus in support of a one-number census and increased use of scientifically-based sampling methods to complete the census more reliably and efficiently. Both of those techniques can yield counts that are more accurate at a reasonable cost," Sawyer commented. Sawyer's panel will hold an October 7 hearing to review the NAS report and receive an update from Census Bureau officials on the planning efforts for the 2000 Census.

To obtain a copy of the report, call the NAS at (202) 334-3313.

NAS PANEL ADVOCATES MORE RESEARCH ON CHILD ABUSE *SP*

A recent report by the National Academy of Sciences (NAS) concludes that more research is needed to better understand child abuse and neglect. At the request of the commissioner of the Administration for Children, Youth, and Families in the Department of Health and Human Services, the NAS panel examined theoretical and pragmatic

ADAMS ANNOUNCES RETIREMENT FROM SMITHSONIAN *MB*

Robert McC. Adams, Secretary of the Smithsonian Institution, recently announced his retirement, effective late 1994, after nearly ten years at the helm of the Smithsonian.

Adams is a distinguished anthropologist who had served as provost of the University of Chicago prior to coming to the Smithsonian in 1984. In announcing his retirement, he stated his desire to complete several unfinished research projects. A search committee has been named to find his successor.

research needs in the area of child abuse.

The study, *Understanding Child Abuse and Neglect*, found that although progress has been made in discerning the complexity of the origins of child maltreatment, "no specific theories about the causes of child abuse and neglect have been substantially replicated across studies....and research in this field is relatively undeveloped when compared with related fields such as child development, social welfare, and criminal violence." The report also noted that although statistics now exist to better document the extent of the problem now exist, they do little to reveal the interactions among individuals, families, communities, and society that lead to such incidents.

The panel found several reasons for the lack of research in child maltreatment including competition for scarce research funds, methodological difficulties of research on topics with a complex etiology, and the lack of a clear political constituency for children, particularly disadvantaged children.

Fragmented Research Efforts

The report states that the total research budget for studies directly related to child maltreatment research is approximately \$15-20 million, and is divided among 28 separate offices in five federal departments--Health and Human Services, Justice, Education, Defense, and Transportation. No central repository exists to maintain an ongoing index of federally supported research on child maltreatment, and often research investigators and program officers in separate agencies are unaware of previous studies or active projects related to their research interests. The panel maintains that "the absence of

a central tracking and documentation resource center and the diffuse organization of the federal research portfolio, as well as the fragmented bureaucratic and legislative requirements that are associated with child maltreatment, inhibit the development of a dynamic and interdisciplinary research field."

In seeking a new depth of understanding of child maltreatment, the panel adopted an "ecological developmental perspective" with a child-oriented research agenda that "emphasizes the importance of knowing more about the backgrounds and experiences of developing children and their families, within a broader social context that includes their friends, neighborhoods, and communities." The panel stated that this perspective recognizes that dysfunctional families are often part of a dysfunctional environment, and their report strives to go beyond a description of the problem, to what is possible, if children and families were supported to attain healthy development.

According to the report, social and cultural factors such as racism, poverty, unemployment, societal fascination with violence, lack of coherent family leave and family support policies, the absence of preventive health care for infants, children, and adolescents at risk for maltreatment, social isolation, and low self-esteem have all been identified as contributing factors to child maltreatment. However, the relationships among such factors are not well understood in determining the origins of child maltreatment, and the panel recommends that more testing and research of the complex clusters of variables be undertaken.

Need for More Research

The panel identified five reasons why more child maltreatment research is needed. First, it can provide scientific information that will help with the solution of a broad range of individual and social disorders, including delayed development, poor academic performance, delinquency, depression, alcoholism, substance abuse, deviant sexual behaviors, and domestic and criminal violence. Second, child abuse research can provide insights and knowledge that can directly benefit the victims of child abuse and neglect and their families. Third, it will reduce long-term economic costs associated with treating the consequences of child maltreatment, in areas such as mental health services, foster care, juvenile delinquency, and family violence. Fourth, it can provide empirical evidence to improve the quality of many legal and

organizational decisions that have broad-based social implications. Government officials, judges, legislators, social service personnel, child welfare advocates, will benefit from informed guidance on the effectiveness and consequences of social interventions. Fifth, research on the etiology of child maltreatment can provide a scientific basis for primary prevention of child abuse.

Recommendations for Research Agenda

The NAS concluded that a research agenda for child maltreatment should address four objectives: 1) Clarify the nature and scope of child maltreatment, guided by well-developed research definitions and instrumentation. 2) Provide an understanding of the origins and consequences of child maltreatment in order to better inform theories regarding its etiology and to establish a foundation for improving the quality of future policy and program efforts to address this problem. 3) Determine the strengths and limitations of existing approaches and interventions in preventing and treating child maltreatment to guide the development of new and more effective interventions. 4) Develop a science policy for child maltreatment research that recognizes the importance of developing national leadership, human resources, instrumentation, financial resources, and appropriate arrangements for child maltreatment research.

Copies of the complete report are available by contacting the NAS at (202) 334-3313.

HEAD START ADVISORY COMMITTEE CONSIDERS RESEARCH NEEDS *SP*

The Advisory Committee on Head Start Quality and Expansion recently met to discuss issues and recommendations for expanding Head Start, a social program designed to aid poor children. Head Start began in 1965 as part of the Johnson Administration's War on Poverty, and is viewed as a sound investment by the Clinton Administration.

Although the Head Start program is most commonly known for improving children's intelligence by stimulating early cognitive growth, that was only one of the original seven goals of the program. Other goals included: improving physical health, fostering social and emotional development, self-confidence, relationships with family and others, social responsibility, and a sense of dignity and self-worth for both the child and family. According to

EDUCATION RESEARCH GRANTS AVAILABLE

The Office of Educational Research and Improvement (OERI) at the Department of Education has announced that applications are available for its field-initiated studies program to advance educational theory and practice. The program has \$958,272 in available funds, with awards ranging between \$50,000 to \$90,000. The project should last for a period of up to 18 months.

Applications are due by December 10, 1993. For more information, contact Delores Monroe of OERI at (202) 219-2223.

the paper, "Using Research and Theory to Justify and Inform Head Start Expansion" written by Edward Zigler and Sally J. Styfco of Yale University, these goals were unique because they outlined a multifaceted intervention, and because they included the family as well as the child.

Dr. Sheldon White, Research Subcommittee Chair of the Head Start Advisory Committee, expressed the need for more research to improve the quality of the program. He noted that in the past, "too much of Head Start research was to prove something rather than to improve Head Start." He felt that "normal streams of research activity will not inform Head Start, and that to date, there is but a thin, spotty picture of Head Start." He stated that there is a shortage of information on the centers, populations, programs, and processes.

White also felt that research on long-term effects of the program and research on family dynamics is crucial. He believes that the vision of Head Start from academia is quite distant, that he is often asked, "Is the program still going?" He concluded that bridges need to be built between researchers and Head Start. He also recommended that a research office within the program be established to support more research.

Other Committee members expressed the need for an allocation or "set aside" for research. Besides improving the quality of the program, Committee members stated that more research is needed to enhance Head Start's accountability and management.

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