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SENATE APPROPRIATORS GENEROUS TO NSF: SBE GETS SOME GIFTS *HS*

The Senate VA, HUD, Independent Agencies Appropriations Committee made the National Science Foundation a big winner in the appropriations process by voting \$3.45 billion for NSF for Fiscal Year 1995. The subcommittee, chaired by Senator Barbara Mikulski (D-MD), gave the agency an increase of 14.5 percent or \$436.7 million above the FY 1994 level, which is \$255.6 million above the President's request, and \$348.5 million above the House allocation. (If you count the proposed rescission of \$35 million from the major equipment line for FY 1994 and its inclusion in the FY 1995 allocation, the increase becomes 17 percent.)

For Research and Related Activities, the subcommittee appropriated \$2.3 billion, a 6.3 percent increase over FY 1994, and \$83 million more than the House figure. Several initiatives championed by the social and behavioral science community were supported in the bill at levels above the administration's request. The subcommittee told NSF to spend an extra \$5 million for the research agenda identified in the Human Capital Initiative report (see Update, May 31), noting that this extra funding should not come at the expense of any other programs in the Social, Behavioral and Economic Sciences (SBE) Directorate. It also provided an extra \$6 million for Human Dimensions of Global Change to establish a center or consortia of centers for conducting research on this topic.

Agreeing with the House, the Senate subcommittee provided \$2 million to establish an interdisciplinary center for violence research. The panel included another \$2 million for this center in the FY 1995 appropriation for the Office of Policy Development and Research at the Department of Housing and Urban Development. Again, as the House did, the recommendation encourages interagency cooperation in developing the center and competing the award. The subcommittee expects a progress report by March 1, 1995.

In another example of using the NSF where other agencies have failed, the subcommittee also recommended \$2 million for an interdisciplinary national center for environmental research "with the goal of improving the scientific basis for government decision making on the environment." Although the Center should coordinate its efforts with the Environmental Protection Agency and other federal agencies conducting environmental research, the subcommittee is clearly dissatisfied with EPA's research activities and orders it to use NSF as a consultant on developing competitive, peer reviewed grants.

The subcommittee also recommended that NSF increase the number of peer reviewers from industry above its current 5 percent to 10 percent. It also noted that only 15 percent of reviewers are new each year, and encouraged the NSF to increase that number. NSF should do this, according to the subcommittee, "to prevent isolation of university research from its potential user community, to prevent the gradual narrowing of the scope of research programs, to favor risk and innovation over standard approaches, and to give priority to cross-disciplinary proposals in areas that fall between the boundaries of existing programs."

The Education and Human Resources Directorate received \$606 million from the Senate subcommittee, \$36 million or 6.4 percent above the FY 1994 level. Similar to the House, the Senate committee provided funds for a new class of

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graduate traineeships. It also provided an extra \$2 million above the request for the digital libraries program, and also called on the Foundation to "initiate pilot efforts in math and science education to enhance the performance of minority students, beginning at the daycare level and continuing through high school."

Major Increase for Facilities

The major increases for the Foundation came in the two appropriations lines dealing with equipment and facilities. The Committee increased funding for Academic Research Infrastructure from FY 1994's \$110 million to a recommendation for FY 1995 of \$300 million. The House provided \$100 million for this program. However, the Senate subcommittee made \$190 million of this funding contingent on the development of a comprehensive 5 year Federal strategy for a Facilities and Instrumentation Modernization program that will be run by NSF but include all Federal science mission agencies. The plan is due on or before September 1, 1995. Failure to produce such a plan would likely result in a rescinding of these funds, according to the subcommittee.

The subcommittee also increased the funding for major research equipment -- the Gemini Telescopes and the Laser Interferometer Gravitational Wave Observatory (LIGO)-- from the requested \$70 million to \$150 million. Since these programs are what is known as low outlay programs (very little of the funding is spent in the year the money is appropriated), and the committee was faced with an outlay problem, but had some extra

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budget authority funds, it could increase funding for these construction projects within the allocation the subcommittee received from the full appropriations committee.

Mikulski's Change of Heart

Only a year after chastising NSF and threatening it with becoming nothing more "than a national endowment for science," why did this subcommittee become so munificent toward the Foundation? The improvement for NSF began with Senator Mikulski's speech in January to the Forum on Science, where she was less critical of NSF than she had been in the past, (see *Update*, February 14) and continued a month later at NSF's appearance before the subcommittee, when she congratulated Director Neal Lane for his "astounding accomplishments" in getting the Foundation on the right track.

This year's subcommittee report, while not backing off from last year's admonitions that NSF focus its research on national goals, noted that "the Director and the National Science Board have embraced these ideas and have engaged the scientific and engineering community in a strategic planning process that recognizes the new realities of the post-cold war world order." Although she is not backing off from her desire to change the nature of the NSF, Senator Mikulski and her colleagues on the appropriations committee have put money into making sure the transformed agency will be able to function well.

The appropriations bill is expected to reach the Senate floor rapidly and the hope is that the House-Senate conference can take place and resolve its differences before the August recess.

SENATE INCREASES NIH FUNDING OVER HOUSE LEVELS *SP*

The Senate Appropriations Labor, HHS, and Education Subcommittee, chaired by Senator Tom Harkin (D-IA), increased FY 1995 funding by \$11.2 million over House allocations for the National Institutes of Health (NIH). The Senate's overall funding for NIH is \$11.3 billion, \$395.5 million more than FY 1994, but \$138.7 million less than the President's request. (See *Update* June 27 for House allocations.)

Institutes with significant social and behavioral research portfolios slated to receive Senate funding

FISCAL YEAR 1995 APPROPRIATIONS FOR AGENCIES THAT SUPPORT SOCIAL AND BEHAVIORAL SCIENCE RESEARCH

(all figures in millions. House amounts final; Senate accurate through July 22)

Agency	FY94 Funding	FY95 Proposed	FY95 House	FY95 Senate
National Science Foundation				
Research and Related Activities	2,163.7	2,348.7	2,216.9	2,3000.0
Academic Infrastructure	105.0	55.0	100.0	300.0
Education and Human Resources	569.6	586.0	586.0	606.0
Dept. of Health and Human Services				
Centers for Disease Control	2,051.1	1,954.2	2,086.9	2,050.9
Asst. Sec. for Planning and Evaluation	11.7	13.0	14.6	10.7
Nat. Inst. for Child Health and Human Development	498.5	516.7	513.4	513.4
Nat. Inst. for Aging	418.6	433.7	431.2	433.2
Nat. Inst. for Nursing Research	46.6	48.3	48.0	48.3
Nat. Inst. on Alcohol Abuse and Alcoholism	176.2	182.5	181.4	181.4
Nat. Inst. on Drug Abuse	281.8	292.0	290.3	290.3
Nat. Inst. of Mental Health	526.3	545.2	542.1	544.1
Office of AIDS Research	1,297.1	1,379.1	1,337.6	1,337.6
Department of Agriculture				
National Research Initiative	105.4	130.0	103.1	103.1
Economic Research Service	55.2	53.6	54.3	53.6
Dept. of Commerce/Census Bureau				
Periodic Censuses and Programs	110.0	158.6	142.6	145.0
Salaries and Expenses	128.3	146.8	141.3	135.0
Department of Education				
Education Research	78.0	87.5	81.1	83.0
Education Statistics	48.6	63.2	48.2	48.2
Assessment	29.3	38.7	32.8	32.8
Harris Fellowships	20.4	20.4	20.2	20.2
Javits Fellowships	7.9	7.9	7.8	7.8
International Programs	59.1	59.1	59.1	58.1
Law School Clinical Experience	14.9	0	14.9	14.8
Dept. of Housing and Urban Development				
Policy Development and Research	35.0	40.0	40.0	44.0
Department of Justice				
National Institute of Justice	22.5	23.0	23.0	25.5
Bureau of Justice Statistics	20.9	21.4	21.4	21.4
Juvenile Justice	107.0	152.0	146.5	144.0
Department of Labor				
Bureau of Labor Statistics	291.1	308.6	296.8	298.8
Natl. Endowment for the Humanities				
	177.5	177.4	177.4	177.4
Ofc. of Science and Technology Policy				
	4.5	5.0	5.0	5.0
Smithsonian Institution				
Total	342.1	398.9	373.5	369.1
Woodrow Wilson Center	6.4	9.9	9.9	9.9
U.S. Information Agency				
Educational and Cultural Exchanges	242.0	221.8	237.8	242.4
U.S. Institute of Peace				
	10.9	10.9	10.9	11.5

above House allocations include: the **National Institute on Aging** (+\$2 million), the **National Institute of Mental Health** (+\$2 million), and the **National Institute of Nursing Research** (+\$355,000). The Senate awarded the **National Institute on Child Health and Human Development**, the **National Institute on Alcohol Abuse and Alcoholism**, the **National Institute on Drug Abuse**, and the **Office of AIDS Research** the same appropriation designated by the House.

The Committee expressed its displeasure at the lack of progress in implementing the **Office of Behavioral and Social Sciences Research (OBSSR)**. It encouraged NIH Director Harold Varmus "to take immediate steps to implement the OBSSR, including the initiation of a search for a director of the office." (see page 5) The Committee provided \$2 million for the office for FY 1995, and directs the NIH to report to the Committee by February 1, 1995 "on specific steps to establish the OBSSR, appoint a director, and develop an operating plan for the office."

The **National Heart, Lung, and Blood Institute (NHLBI)** was commended by the Committee "as a leader in responding to the increasing evidence that the primary causes of death and disability in the United States are diseases significantly affected by behavioral and social factors." The Committee encouraged NHLBI to fund a specialized center in behavioral cardiology consistent with its commitment to the behavioral sciences. The Committee also suggested that NHLBI consider conducting a clinical trial "to determine the effects of psychosocial interventions on morbidity and mortality in coronary heart disease patients, including interventions involving educational and psychosocially supportive strategies designed to assist recovery from myocardial infarction among patients at high psychosocial risk, defined as those who are depressed, socially isolated and/or who perceive themselves as lacking support from family and friends in order to increase survival, decrease morbidity, and enhance the quality of life of patients."

The Senate agreed with the House's position in rejecting the President's proposal for a one year freeze or "pause" on payments to universities for indirect costs of research.

SENATE ENDORSES NEW COHORT FOR LABOR MARKET STUDY *HS*

The Senate Labor, HHS, Education appropriations subcommittee included language in its report directing the **Bureau of Labor Statistics** to spend \$5.8 million for a new youth cohort of the **National Longitudinal Survey of Labor Market Experiences (NLS)**. (see *Update*, June 13) The new cohort will study the labor market forces facing youth, particularly minority youth, as they prepare to become the work force of the 21st century.

INCREASES FOR JUSTICE AGENCY TO SUPPORT DEFENSE CONVERSION *HS*

The Senate appropriations subcommittee that decides the allocation for the **National Institute of Justice (NIJ)** has increased its funding to \$25.5 million for FY 1995. This is \$2 million above the House level and \$3 million above the FY 1994 level. The committee and its chairman, Sen. Ernest Hollings (D-SC), have recognized NIJ's efforts to identify defense and other advanced technologies for law enforcement application. Therefore, they have recommended that the increase for FY 1995 go to "establish a law enforcement technology information network that will provide the States with objective information on new equipment and technologies, as well as assist law enforcement agencies in locating high cost/low use equipment for use on a temporary or emergency basis."

The House was enamored of a program that would use anti-submarine warfare signal processing technology to detect and report the location of gunshots in an urban environment. They included funds to test this technology in the District of Columbia.

The Senate committee also allocated \$21.4 million for the **Bureau of Justice Statistics** for FY 1995, an increase of \$436,000 over FY 1994 and the same as the House. The **Office of Juvenile Justice and Delinquency Prevention** received \$144 million from the Senate committee, a \$37 million increase over FY 1994. Most of these funds will go through formula grants to the States and to demonstration projects and specific programs the committee believes are working to reduce juvenile crime. There is an increase of \$10 million for preventive work on youth gangs.

INCREASES FOR 2000 CENSUS AND REGULAR CENSUS PROGRAMS *H/S*

The Commerce, Justice, and State appropriations subcommittee allocated \$145 million to the Periodic Censuses and Programs account of the Census Bureau. This account funds the planning for the 2000 Census. The \$35 million increase recommended by the Senate committee will help pay for the 1995 test Census to be conducted in five sites across the country. Echoing congressional complaints about the 1990 Census the committee "strongly recommends that the Bureau adopt more cost effective means of conducting the next Census."

In the Salaries and Expenses account which funds other Census data collections, the committee allocated \$135 million, an increase of \$6.7 million over FY 1994 levels, but \$6.2 million below the House. Unlike the House it did not have any objections to the natural resources (or "green") GDP initiative.

For Economics and Statistical Analysis the committee recommended \$46.9 million, \$1.7 million above FY 1994, but \$1.7 million below the House. The committee also provided \$1.7 million for an economic statistics revolving fund for data products.

SHALALA GIVES FINAL APPROVAL FOR NIH BEHAVIORAL AND SOCIAL SCIENCE OFFICE *SP*

On July 13 Secretary of the Department of Health and Human Services Donna Shalala signed the documents which officially establish the Office of Behavioral and Social Sciences Research (OBSSR) in the Office of the Director, National Institutes of Health (NIH). The Office will begin its operations with a \$2.5 million budget, according to Louis Sibal of the NIH Office of Extramural Research. (See *Update* February 14 & June 27 for a history of the progress of the Office since its June 1993 authorization.)

The search committee to select the Director for the OBSSR will hold its first meeting on July 29. Wendy Baldwin, Deputy Director for Extramural Research and Delores Parron, Director, Office of Special Populations, National Institute of Mental Health, will chair the committee. Other members of the committee include: Alan Leshner, Director, National Institute of Drug Abuse; Cora Marrett,

NIH SEEKS DIRECTOR FOR NEW BEHAVIORAL AND SOCIAL RESEARCH OFFICE

The National Institutes of Health is recruiting for the position of Associate Director for Behavioral and Social Sciences Research. The individual would be the first Director of the Office of Behavioral and Social Sciences Research, located in the Office of the NIH Director and created by Congress in 1993.

For more information, contact the Personnel Office in the Office of the Director at (301) 496-2400.

Director Social, Behavioral, and Economic Sciences, National Science Foundation; Jane Menken, Director, Population Studies Center, University of Pennsylvania; and Anne Peterson, Deputy Director, National Science Foundation.

SOCIAL AND BEHAVIORAL RESEARCH PROMOTED AT HOUSE AIDS HEARING *EH*

A panel of health professionals, policy advocates, and HIV-infected persons involved in the nationwide effort to prevent the further spread of AIDS spoke before a July 12 hearing held by the House Subcommittee on Health and the Environment. Subcommittee Chair Henry A. Waxman (D-CA) opened the exchange between panel members and congressional representatives by emphasizing, "If we ignore HIV it won't go away. We can at least acknowledge that it's cheaper to mold sex and drug behavior to be safer than it is to pay more hospital bills for acutely ill people. . .Community planning that reaches Americans where and how they live is the most candid and pragmatic solution."

Support of community-based HIV prevention programs, developed through reliance on current behavioral and social science research findings, was a recurrent theme at the hearing. Rep. Nancy Pelosi (D-CA) stated, "The HIV prevention reforms which are currently being implemented depend far more on evaluating specific interventions targeting specific populations. In other words, the expertise from social and behavioral science is being used to more sharply focus HIV prevention programs... This shift in emphasis will pay off in much more effective

programs." Philip Lee, HHS Assistant Secretary for Health, listed the "importance of a multi-disciplinary scientific team, including . . . social and behavioral scientists" as necessary to the successful development of "culturally competent messages and interventions aimed at impacting behavior."

One concrete example of social science research's potential contribution to HIV prevention efforts emerges from a 1991 study published in the American Journal of Public Health (1991;81:572-575) which found the following: people who report childhood sexual abuse, compared with people who do not, are four times more likely to be sex workers; women who report abuse are nearly three times more likely to become pregnant before the age of 18; and men who report a history of sexual abuse have a twofold increase in prevalence of HIV infection relative to unabused men. Based on the findings of this study, Jay H.S. Coburn, Legislative Representative of AIDS Action Council, told the hearing, "Identification of sexual victimization may be an important component for management of risk factors for HIV."

What Lee called "a new paradigm of community participation in public health" now guides and informs the HIV research and prevention efforts of the Centers for Disease Control (CDC). "CDC does research, and closely monitors the literature, on determinants of high-risk behaviors. CDC is also actively involved in transferring behavioral science findings to its grantees and the HIV prevention community planning groups," Lee said.

COSSA SEMINAR LOOKS AT RESEARCH ON DEMOCRACY *MB*

COSSA recently sponsored a breakfast seminar, *Democratic Transformations: Africa, Latin America and Russia*. The event was held in the Rayburn House Office Building, and attracted an audience of over 75 congressional and federal agency officials to hear leading experts examine efforts to create democratic institutions and free-market economies and discuss research results that can better inform policymakers addressing political, economic, and social transformations.

After brief welcoming remarks by COSSA Executive Director Howard J. Silver, event moderator Catherine E. Rudder, Executive Director of the American Political Science Association, noted both the sweeping political and economic changes occurring across the globe and the enthusiasm many

in the social science community have to demonstrate the utility of basic research to society at large. Turning to the morning's panelists, Rudder said, "each has combined their disciplinary training and their ability to engage the data in statistically comparative analysis in an attempt to understand the specific culture, politics, and history of the countries they study."

Political Culture Changes in Russia

James L. Gibson, Professor of Political Science at the University of Houston and chair of a National Science Foundation working group on the future of democratization research, gave an overview of his research on the political culture of the former Soviet Union. His research, he said, is based on the assumption that to understand law, politics, and democracy, one has to look beyond political institutions and examine the political beliefs and culture that "undergirds... the institutions of democracy." Gibson commented that it is common for people who study this region to assert that it has a mass culture that cannot sustain democracy, in the sense of having strains in the culture that nurture authoritarianism, while others opine that as a society modernizes, people seek more controls over their lives, and by extension the polity.

Gibson discussed a 1992 all-union survey that interviewed 4,300 people in every region of the former Soviet Union. Support for a independent and pluralistic media was in the sixty to seventy percent range in different regions. He examined political tolerance by asking respondents to name the political group that he or she disliked the most and whether the group ought to be banned from running for office, have rights curtailed, or outlawed altogether. The data, Gibson said, show that "political tolerance is a very scarce commodity. There is just not very much of it all." In his study, 85 percent of Russians said that their most disliked group should be banned from running for office, a figure significantly higher than in surveys of other nations. In looking at the balance between order and liberty, he challenged the belief that Russians love order and would trade liberty for it. The data reflect a rough split on this question, similar, he said, to surveys of Americans.

Latin America Democratizes

Louis Goodman, Dean of the School of International Service at the American University, addressed the seminar on democratization in Latin America, which he noted began in the early 1980s,

when the military government in Argentina surrendered power to civilian rule after losing the Falklands War. Prior to this, Goodman said, 19 countries in the region were led by a military officer, compared to just Cuba and Haiti today. He added that all of these civilian heads of state have come to power through elections, and that in many nations there have been several elections since then.

Discussing the benefits of this democratization, Goodman cited sustained economic growth and a dampening of inflation. According to Goodman, the expansion of Latin American stock markets has fueled a tremendous interest in investment in the region. On the other hand, he noted, income inequality continues, and the efficiency of state bureaucracies remains low. The economies, while improved, need to become more outward-looking and the governments, while democratic, can make more progress toward accountability to the governed, Goodman argued.

Goodman said that U.S. foreign policy must provide sustained attention to nations whose democratic principles and institutions are less than secure, and that American policymakers need to understand the processes for consolidating democracy. Regrettably, he said, there is a dearth of basic, publicly available knowledge on this topic. Discussing his research on civil-military relations, Goodman said that the military must find its role in the post-Cold War era and maintain the respect of the people. For the civilians, he said, it is a question of "how to become empowered and to establish both de jure and de facto control over the military." A major problem, according to Goodman, is that there are few studies of civil-military relations and few civilian experts to provide policy advice to leaders on these issues.

U.S. a Force for African Change

Richard A. Joseph, Professor of Political Science at Emory University and Fellow at the Carter Center, began his presentation by commenting on the similarities between Goodman's description of Latin America and the current state of democracy in Africa. In discussing U.S. policy toward Africa for most of the past 25 years, Joseph said, "almost ninety percent of it [can be said] in two sentences. One, prevent the communists from making inroads in Africa. Two, go and see the animals in East Africa." He said that he is pleased that this has changed and, "for me it is a very proud thing to be able to say that since the 1980s the United States is the most important external force

in terms of democratic transformation in Africa." This has been accomplished through pressuring ex-colonial powers and international financial agencies, though Joseph said he wished the pressure were more sustained.

Joseph was critical of the media coverage of Africa, saying "we have a tremendous body of social science research on particular issues and then get garbage in the press, even from the more quality press." He termed Africa the most misrepresented part of the world and noted the paucity of correspondents in the continent and the over-emphasis on conflict over progress.

Joseph concluded by noting that Latin America, Russia, and Africa all are undergoing multiple transformations at once: political, economic, social, and cultural. He stated that he is confident that these nations are capable of achieving success. Joseph said that for the United States the challenge is to get good information on democratization to policymakers and opinion leaders and to turn around the negative perceptions promulgated by the media and see the promise of Africa.

Economic Changes vs. Political Change

A question from a Senate staff member on whether there needs to be an economic base before a political base produced a lengthy discussion. Joseph spoke of the difficulty of any transition, particularly when the rest of world gets a "picture of gloom" that hinders investment. He said that other nations and international agencies need to "ease the passage" by providing resources and support during these transitions. Gibson said that the constituencies for political and economic reforms sometimes differ, and in the case of Russia, Boris Yeltsin is struggling to put together a coalition of the different groups. Goodman said that there is a now a consensus among researchers that political reform should come first because the political leaders need to make the right choices for the economy to develop.

For more information on the seminar, contact COSSA Assistant Director for Public Affairs Michael Buckley at (202) 842-3525.

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