
CONSORTIUM OF SOCIAL SCIENCE ASSOCIATIONS

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ADMINISTRATION RELEASES FY 1988 BUDGET: DETAILS LATER

The administration has met the requirement of Gramm-Rudman-Hollings of submitting the FY 1988 budget to Congress by January 5. In doing so, it has published only the President's budget message and budget figures down to the level of distinct agencies and major components of agencies, but not at the program-specific level that budget watchers are used to analyzing. Those details will be available at the end of this month. Some departments and agencies have, on their own, supplied additional budget detail. For example, the Department of Education has made public virtually all customary detail, while the National Science Foundation has given out figures down to the directorate, but not the division, level.

In this issue and the next (January 23), the Update will report on those budget figures that have been released. In its traditional annual budget analysis issue, scheduled for about February 13, COSSA will present its usual full analysis of budget figures of interest to social and behavioral scientists in tabular form, along with fuller context and interpretation.

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The Consortium represents more than 185,000 American scientists across the full range of the social and behavioral sciences, functioning as a bridge between the research world and the Washington community.

Victor G. Rosenblum, *President*

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Science Foundation to Receive Large Increase

A 'happy' Erich Bloch, Director of the National Science Foundation (NSF), presented the proposed budget for FY 1988 at a press conference on January 5, 1987. Bloch's cause for optimism was the 16.7% increase proposed for FY 1988, an indication of the administration's commitment to double the Foundation's budget from \$1.6 billion in FY 1987 to \$3.2 billion by FY 1992. This bit of news suggests that the promotion of the major recommendations of the White House Science Council's Report on the Health of U.S. Colleges and Universities [the Packard-Bromley report] by COSSA and many other groups has succeeded.

NSF's budget priorities for FY 1988 include increasing investment in education and human resources; establishing science and technology centers, modeled on the engineering research centers, in other areas including at least one in the social and behavioral sciences; and increasing support for the disciplinary programs. Support for education and human resources includes a proposed \$16 million increase for the Science and Engineering Directorate, an increase of 200 graduate and postdoctoral fellowships, and a \$38 million increase across the Foundation for undergraduate institutions and student support.

The science and technology centers are interdisciplinary research centers at universities or consortia of universities that will conduct research on designated areas. In the social and behavioral sciences, a center for risk and decision management sciences is scheduled, with geography a second possibility.

Support for the disciplinary programs includes a proposed \$229 million (16%) increase for the Research and Related Activities budget line. NSF is asking for a \$40 million (16%) increase for the Directorate for Biological, Behavioral, and Social Sciences.

The large increase for NSF will once again stand out in a total budget which level-funds or eliminates many programs. Last year a similar large increase was proposed for NSF and the House Appropriations Subcommittee decided not to sustain it. In the end a 14% proposed increase shrank to 11%. This year, a new Senate Appropriations Committee Chairman, Sen. William Proxmire (D-WI), may not be as willing to grant a sizeable increase to NSF as the previous Chairman, Sen. Jake Garn (R-UT), did last year. Yet tying scientific research and training to the theme of improving the United States' competitiveness may make NSF the beneficiary of a larger policy goal.

NIH Budget Proposal: Big Increase or Sharp Reduction??

Nowhere in the FY 1988 minibudget is the media charge of 'smoke-and-mirrors' more sustainable than in its treatment of the National Institutes of Health (NIH). Even the Washington Post fell into the trap of announcing a startling increase for NIH,

which the administration has been trying to trim back for years and which Congress has resolutely protected. In the printed budget summary, this year's (FY 1987) NIH level of funding is projected at about \$6.5 billion -- what Congress has appropriated. For FY 1988 the level is \$8.3 billion. However, as part of the FY 1988 proposal, Congress is asked to appropriate the special sum of \$2.7 billion for "future year commitments," those funds to "remain available until expended." (The quotations are from a Department of Health and Human Services briefing document.)

The Office of Management and Budget (OMB) has for a number of years been trying to manage the longer-term financial consequences of the number of new grants that Congress specifies in a given year, since a sizeable proportion of them are awarded with the moral commitment of continuations for two to five years. OMB's actions could be regarded as simply reflecting good budgeting; on the other hand, it can be seen as an attempt to control, in a given year, the level of spending on grants by playing off continuation awards against new awards. In FY 1985 OMB tried to put in place a forward-funding mechanism whereby expected future-year continuation amounts would be entailed in that year's NIH appropriation. Congress did not cooperate, on the grounds that NIH should make the necessary projections and adjustments. Congress is believed unlikely to make a special appropriation this year that NIH could use indefinitely to adjust the total number of active grants. Congress, in fact, has insisted on specifying actual grant numbers -- totals, and 'new starts' -- in each appropriation. In any event, if the special \$2.7 billion amount is subtracted from the superficially impressive \$8.3 billion total for FY 1988, it is obvious that a lower level of spending for NIH research is proposed for next year.

The same is true of proposed grant numbers. The briefing documents show a total of 19,131 research project grants (i.e., individual competitive awards) active in FY 1988, and 5,709 new grants and competing renewals. In FY 1987 Congress called for 19,811 total grants, with 6,354 new and competing awards.

That significant drop is somewhat obscured by a further proposal to take some of the research money that would have been spent in FY 1987, \$334 million, and, "to maintain a balanced program" (whatever that may mean) "and...respond to the public demand for deficit control...defer the spending of this amount until 1988." That, apparently, is to be NIH's contribution to meeting Gramm-Rudman-Hollings targets. The transfers from FY 1987 and FY 1988 reduces the amount of new money for research that needs to be appropriated for the FY 1988 projected total. Perhaps more serious, it would require the agencies to throttle down on current year spending, which is an administrative nightmare for NIH and for investigators and universities.

Although the budget briefing document uses the verb "defer," it also uses the language, "extend the availability of a portion of 1987 research funds." That may be an attempt to avoid calling

the measure a deferral, which Congress can overturn. Whatever it is called, it is unlikely that Congress will let the "extension" occur through inadvertence.

Sizeable Cut Requested for ADAMHA

At the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), the story is simpler if no less depressing. The administration proposes that ADAMHA spend \$376 million this year instead of the appropriated \$381 million, but indicates that the \$5 million difference will be spent in FY 1988 and FY 1989. Again, this makes the necessary Congressional appropriations of new money for those succeeding years less than would otherwise be needed. Even so, requested research appropriations are to sink to \$361 million in FY 1988. (These amounts do not include money for AIDS research.) That would mean a drop in research project grants and in center grants as well.

The budget documents available as the Update is being prepared do not break down ADAMHA amounts into components for the three institutes. However, COSSA has learned that the National Institute of Mental Health is slated to absorb virtually all the cutback in FY 1988. One possible bright spot in the proposed ADAMHA budget is that increased emphasis is placed on prevention, demonstration, and education efforts addressed at reducing the incidence of alcohol, drug abuse, and mental illness.

Emphasis on AIDS Research Continues

The 28% increase (to \$534 million) for the Public Health Service's activities on AIDS (acquired immune deficiency syndrome) has been highlighted in the publicity for the FY 1988 administration budget proposal. While details are lacking in several areas (e.g., distributions within the Alcohol, Drug Abuse, and Mental Health Administration), it is clear at this writing that the strong recommendations of the Institute of Medicine-National Academy of Science panels and the Surgeon General for greatly increased prevention and education efforts are not yet a budgetary priority.

The 36% increase (to \$344 million) for biomedical AIDS research at the National Institutes of Health reflects the ability and need of that rapidly growing research enterprise to utilize effectively additional funds. The \$27 million increase (14%) for all non-NIH AIDS-related activities (principally in the Centers for Disease Control, ADAMHA, and the Food and Drug Administration) does not seem to reflect urgency about the applied research, demonstration projects, and intervention activities deemed crucial by the IOM report and many other experts. On the other hand, in comparison with previous budgets, these proposals forecast improved resources for a wide variety of AIDS-related social science research.

Education Department Plays Usual Budget Game

"Make no mistake: this is a tough, lean budget." With those words Secretary of Education William Bennett released the Department's FY 1988 budget proposal. The good news is that the Department is asking for the same increase it asked for last year, almost \$7 million, for the Office of Educational Research and Improvement (OERI). Yet once again ED proposes to eliminate the same programs Congress has refused to eliminate in the past. In fact, many of these programs were reauthorized in the Higher Education Amendments passed last year. The proposed budget also tinkers with student aid programs in ways Congress has rejected in the past.

The administration asks for \$14 billion in FY 1988 for the Department; Congress appropriated \$19.5 billion in FY 1987. The Department also asks Congress to rescind \$2.5 billion in FY 1987 funds. Slated for elimination through rescissions in FY 1987 funding and zero budgets in FY 1988 are all graduate fellowship programs and programs in international education and foreign language studies. The Department also asks for a large reduction in both FY 1987 and FY 1988 for the Fund for the Improvement of Postsecondary Education (FIPSE).

The major proposal in student aid is to make the repayment of student loans income-contingent -- repayment would be based on the former student's income. In addition, the federal subsidy of interest on the loans would be eliminated, and students would pay market rates. This proposal is an expansion of a small program created by the 1986 Higher Education Amendments and funded at \$5 million in FY 1987. Under the plan, graduate students would be added to this program and be allowed to borrow up to \$10,000 per year with a \$50,000 cumulative limit for graduate and undergraduate studies.

In previous years, the Senate Labor, Health and Human Services, and Education Appropriations Subcommittee under Chairman Lowell Weicker (R-CT) maintained funding for programs the administration wanted to abolish and rejected significant increases for OERI. Whether this scenario will be repeated in the 100th Congress with incoming Subcommittee Chairman Lawton Chiles (D-FL) is unclear.

Decrease Proposed for NEH, Again

While minuscule in a trillion dollar budget, the annual budget proposal for the National Endowment for the Humanities (NEH) seems to garner more attention from the national media than budgets for many larger federal agencies. In part, this is the case because Congress appropriates NEH funds down to the divisional level and thus exercises particularly strong influence on its priorities. In a near ritual repetition of recent years, the \$126.9 million proposed for NEH is about 8% less than the \$138.5 appropriated for FY 1987, but nearly identical with the

President's proposals for the previous two years. This is the first budget cycle to reflect the priorities of Chairman Lynne V. Cheney and the differences are rather subtle. Sharper than across-the-board reductions are proposed for Education Division programs in higher education, General (i.e., public) projects in museums and historical organizations, and libraries. Minor increases are offered for fellowships for independent scholars and summer stipends. Rep. Sidney R. Yates, D-IL and Chairman of the Appropriations Subcommittee on Interior and Related Agencies, indicated to the New York Times that "Congress would ignore Mr. Reagan's budget-cutting requests for the endowments again this year."

LIBRARY OF CONGRESS: NEW RESOURCE, NEW CHIEF

A recorded collection of American English dialect samples intended to assist researchers who utilize spoken language as data was recently accepted by the Library of Congress for the Archive of Folk Culture. The 118 hours (in 10-/30-minute segments) was presented by the Center for Applied Linguistics (CAL), and include samples from all regions of the U.S. as well as parts of Canada and Puerto Rico.

The recordings are a product of a three-year project of CAL aimed at making the extensive dialect recordings, scattered across the country in private collections, more accessible to researchers. In addition to the recordings, which are drawn from the archives of 50 linguists, dialectologists, folklorists, and other speech collectors, the project has also produced a reference guide entitled American English Dialect Recordings: A Guide to Collections, which describes over 200 collections. The Guide is available for \$6 by writing Donna Christian, Project Director, CAL, 1118 22nd Street, NW, Washington, DC 20037.

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Late last year, Daniel J. Boorstin, the historian who has served as Librarian of Congress since 1975, announced that he will retire in June of 1987. A successor will be nominated by the President and must win an affirmative vote by the Senate to serve. The selection of the Librarian is of considerable interest to many researchers both because the incumbent heads the nation's library, which occupies a central and influential position in the development and maintenance of virtually all media, and also because the appointee is likely to serve for many years. Boorstin is only the 12th Librarian of Congress since the position was established during the administration of Thomas Jefferson.

TOPICAL INDEX FOR VOLUME V OF UPDATE AVAILABLE

A topical index of articles that appeared in Volume V (1986) of the COSSA Washington Update is now available. Copies may be requested from the COSSA office, 1200 17th Street, NW, Suite 520, Washington, DC 20036.

SOURCES OF RESEARCH SUPPORT: DEPARTMENT OF COMMERCE

COSSA provides this information as a service and encourages readers to contact the agency rather than COSSA for more information. A comprehensive list of federal funding sources is included in COSSA's Guide to Federal Funding for Social Scientists.

Economic Development Administration

The Economic Development Administration (EDA) supports research and evaluation projects in three areas: 1) the causes and impacts of economic dislocation; 2) the formulation and implementation of national, state, and local economic development programs; and 3) the evaluation of approaches and techniques employed to alleviate economic distress and promote economic development.

Priority consideration is given to the following topics:

- 1) employment and unemployment
- 2) income and poverty
- 3) rural and other nonmetropolitan economic development
- 4) regional and local growth
- 5) industrial location
- 6) job creation methods
- 7) state and local economic development efforts
- 8) private sector economic development efforts
- 9) developmental effects of public works
- 10) capital markets and development finance
- 11) industrial competitiveness
- 12) minority business and minority jobs
- 13) productivity and technology

EDA grants are intended to support one-time research projects, preferably national in scope or covering a very large multi-state region.

In addition to its research grant program, EDA solicits applications (SOAs) for other studies and program evaluations throughout the year. Organizations and individuals interested in being invited to respond to SOAs should submit information on their capabilities and experience to the address below. Requests should be postmarked by January 30, 1987.

FY 1987 budget: \$1 million for research grants

Deadline Proposals for research grants must be postmarked by February 16, 1987.

Contact: David H. Geddes
Director, Technical Assistance and Research Division
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Rural Sociological Society
Social Science History Association
Society for the History of Technology
Society for Research in Child Development
Society for the Scientific Study of Religion
Southern Sociological Society
Southwestern Social Science Association
Speech Communication Association
The Institute of Management Sciences

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