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SENATE APPROPRIATIONS COMMITTEE SETS FY 1992 BUDGET PRIORITIES *HS*

A number of the subcommittees of the Senate Appropriations Committee, chaired by Sen. Robert Byrd (D-WV), made their FY 1992 budget decisions last week. As in the last issue of UPDATE, COSSA reports on the proposed budgets for federal programs and agencies that affect social and behavioral science research. The 1991 Budget Agreement Act impinged on the choices that were made, limiting both the money available for the Appropriations subcommittees to allocate, and the range of budgetary options from which to choose. Where disagreements with the House spending bills occur, conference committees will meet to resolve the differences, action not expected until September.

NSF: RESEARCH BELOW HOUSE, EDUCATION HIGHER; REPORT NOTES BBS TASK FORCE *HS*

The Senate VA-HUD-Independent Agencies Appropriations Subcommittee, chaired by Sen. Barbara Mikulski (D-MD), after fully funding NASA's space station, provided the National Science Foundation with a total of \$2.646 billion for FY 1992. This represents a 14.2 percent increase over FY 1991 and a \$75.3 million decrease from the House recommendation.

The research budget received \$1.926 billion, a 13.6 percent increase over FY 1991, but also \$34.5 million below the House. Similar to the House, the Senate committee also adjusted the requested budget by providing more dollars for astronomy and astrophysics, the Antarctic program, and the EPSCOR program. Unlike the House, the Senate committee fully funded the Laser Interferometer Gravitational Wave Observatory (LIGO). These adjustments mean that less funds will be available for other research programs.

The Senate committee also funded only part of the Antarctic program, intending the other \$108 million to be included in the Defense Department appropriation bill. Although this maneuver has

been used in the past, such a move was squelched last year by the Office of Management and Budget after protests from DOD Secretary Dick Cheney, resulting in a last minute reduction of \$40 million from the research budget. In a positive sign, OMB so far has not objected to this action this year.

Reflecting continued congressional concern with the state of math and science education in the U.S., the Senate committee increased funding for the Education and Human Resources directorate to \$465 million, a whopping 44 percent above last year and \$30 million above the House figure. Like the House, the Senate committee provided funding for a new graduate traineeship program.

The Senate committee included \$46 million for instrumentation and facilities (at least \$20 million for each). The House provided \$20 million just for facilities. NSF requested \$50 million for instrumentation only. The committee provided \$8 million more than the House for salaries and expenses, and rejected the House language expressing concern over NSF moving its headquarters.

The committee report includes language directing NSF to report by February 1, 1992 on its response to the BBS Task Force recommendation for a separate directorate for the social and behavioral sciences. The committee also took note of the proposed new Center for Survey Methods, supporting it as part of the need to improve U.S. economic statistics. On July 18, the full Senate adopted the legislation.

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JA
NIH GIVEN INCREASE; PRIORITY GIVEN TO WOMEN'S HEALTH RESEARCH

For the **National Institutes of Health (NIH)**, the Senate allocated \$8.96 billion, an increase of \$184.6 million above the President's request, \$134.6 million above the House, and \$682.8 over the FY 1991 level.

The Senate chose to match the President's request, adding only \$184.6 million to the National Cancer Institute "on a delayed basis to adjust for the effects of inflation since 1980." The Senate appropriation also includes \$55 million from "captured" savings projected to result from indirect cost reforms now under consideration. Overall, NIH receives an 8 percent increase over FY 1991.

Unlike the House, the Senate Labor, HHS, Education Appropriations Subcommittee, chaired by Sen. Tom Harkin (D-IA), chose to attack the indirect cost issue directly in its report, arguing that the administration's proposed reforms were inadequate. The committee directed the Inspector General (IG) of the Department of Health and Human Services to conduct a series of audits to assess the adequacy of the administration's reforms and to report biannually to Congress. The committee also directed the IG to examine whether it would be more cost effective to return to the pre-1966 system that had fixed, non-negotiable indirect cost rates of between eight and 20 percent.

The Senate matched the House in placing high priority in research on women's health at NIH. The Director of NIH was given \$20 million (compared to \$25 million in the House) for the Women's

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Health Study (see Update, July 8, 1991), and an additional \$5 million for the Office of Research on Women's Health. The latter funds are available for both administration and grants.

The other top priority identified by the committee was research on cancer, especially breast cancer. NCI was encouraged to expand its portfolio of behavioral research, including smoking cessation, dietary fat modification, exposure to ultraviolet radiation (eg., sunbathing behavior), and breast and cervical cancer screening and detection. Furthermore, NCI was urged to pay greater attention to psychosocial services, especially counseling for cancer patients and their families.

As it has in the past, the Senate report contained language in support of the health and behavior research agenda at NIH. This year, however, most of the discussion focused on scolding NIH for not yet submitting to Congress a report requested in 1990 on plans to increase the amount of research on health and behavior. The committee expressed its dismay that the proportion of NIH's budget dedicated to health and behavior research has declined from 4.3 percent in 1989 to 4.1 percent in the FY 1992 request. Consequently, NIH was directed "to redouble the efforts to increase the percentage of funds it spends on health and behavior research within the next 3 years, and to report to this Committee by March 30, 1992, on the ways in which it will reach that target..."

For the **National Institute on Aging (NIA)**, the FY 1992 level was set at \$363.17 million, an increase of \$14.61 million above the request, \$648,000 above the House, and \$39.42 million over the FY 1991 level.

NIA received a 12 percent increase over the FY 1991 level. Alzheimer's Disease remained the top research priority, with additional mention given to the need for more research on caregiving and stress. The committee also expressed its interest in research on frailty and on older women's health.

Health and behavior research priorities identified by the committee for FY 1992 include long term care, intergenerational relationships, health status, and the oldest old. The committee also commended NIA for initiatives already underway to expand research and training related to minorities and aging, and encouraged even more activity in this area.

The Claude D. Pepper Older Americans Independence Centers received an additional \$2 million for the four existing centers and to establish two new ones.

For the **National Institute on Child Health and Human Development (NICHD)**, \$523.82 million was appropriated, an increase of \$3.24 million over the request, a decrease of \$835,000 from the House, and an increase of \$44.87 million over the FY 1991 level.

NICHD received a 9 percent increase to support ongoing programs in infant mortality, sudden infant death syndrome, maternal and pediatric AIDS, and other areas. The committee directed NICHD to plan for the establishment of a center for the study of adolescents and risk, to develop research on the normative developmental experiences of racial/ethnic minorities, and to expand its child maltreatment research. It also urged the expansion of population research centers from nine to eleven.

In contrast to the House, the Senate report included language supporting the request for funds for the feasibility phase of the Survey of Health and AIDS Risk Prevalence (SHARP).

Commending the multisite, three-year child care study underway, the committee urged NICHD to supply funds for additional assessments of each child in the study (N=1200) past the initial period, and to investigate the possibility of using the study cohort for continued longitudinal research.

ADAMHA: FAMILY RESEARCH AT NIMH ENCOURAGED *JPA*

The **Alcohol, Drug Abuse, And Mental Health Administration (ADAMHA)** received \$3.12 billion, an increase of \$70.5 million above the request, \$201.1 million above the House, and \$178.7 million over the FY 1991 level.

ADAMHA received an overall increase of 6 percent from FY 1991 levels. The Senate report does not contain any general language about ADAMHA priorities, perhaps because of pending legislation to reorganize the agency. But it is clear that the mental illness treatment and prevention is a higher priority area this year, especially in the context of the "Decade of the Brain." The committee also noted its concern about ADAMHA's AIDS portfolio, and encouraged more behavioral research on prevention.

For the **National Institute of Mental Health (NIMH)**, \$520.79 was allocated for research, \$70.5 million above the request, \$201.09 million above the House, and \$178.71 million over the FY 1991 level.

The Senate report commended NIMH for the development and implementation of its four research plans related to mental health, including those on children and adolescents and on the severely mentally ill. The committee mentioned the importance of recognizing the potential of advances in neurosciences and technology for addressing problems of mental illness. Other research priorities identified by the committee include rural and Indian mental health, adolescent health, and prevention.

Of particular note, the committee appropriated \$2.75 million for a new NIMH program in "family research" that would examine the effects of changing family structure on individual mental health. This program is intended to "support multidisciplinary research including expertise in education, political science, family and consumer sciences, sociology, psychology, history, health disciplines, philosophy, and others."

Like the House, the Senate refused to appropriate any money for the President's proposed consolidated homeless program, and instead allocated money to continue current services demonstrations at NIMH.

In setting FY 1992 spending levels for the **National Institute on Drug Abuse (NIDA)**, \$282.54 million was budgeted for research, \$9.62 million below the request, \$5.25 million above the House, and \$17.36 million over the FY 1991 level.

NIDA received a 7 percent increase in funding over FY 1991, continuing the trend away from the huge increases it received at the end of the 1980s.

The Senate concurred with the House in supporting more treatment-related services research, believing it to be more cost-effective than medications development (the administration's research priority). The committee also shared the House's suggestion that NIDA support multidisciplinary research centers on substance abuse training, service, and research focused on women, minorities, children, and other underserved populations.

The **National Institute on Alcohol Abuse and Alcoholism (NIAA)** received \$159.17 million for

research, \$5 million above the request, \$5.13 million above the House, and \$16.21 million over the FY 1991 level.

NIAAA, which historically receives small increases relative to the other ADAMHA institutes, got an 11 percent boost from the Senate. The only program mentioned in the report was the substance abuse homeless demonstrations, which support community-based services for substance-abusing homeless persons. The committee restored funding for this program deleted in the administration's request (\$15.98 million).

KS BLS DENIED FUNDING INCREASES FOR ECONOMIC STATISTICS IMPROVEMENT

For the **Bureau of Labor Statistics**, the Senate committee provided \$223.3 million, a 9.6 percent increase over FY 1991, but \$35.2 million below the House allocation. The committee did not include the requested increases to improve Federal economic indicators. The report notes: "At a time when the committee allocation is insufficient to maintain existing levels of service for an array of high-priority programs, it is necessary to postpone augmentation of certain statistical activities." An attempt to provide the funds may occur when the bill reaches the Senate floor.

Research and evaluation at the **Employment and Training Administration** was funded at \$11.9 million, a \$1.9 million increase from the House, but the downward trend visible for this activity during the past few years continues. Unlike the House, the Senate committee included the full request of \$5.1 million for policy analysis and evaluation in the **Assistant Secretary for Policy's** office; the House provided only \$2.1 million.

KS GRADUATE PROGRAM CONSOLIDATION REJECTED; FUNDING LEVELS MATCH HOUSE

Similar to action taken by the House, the Senate committee rejected the administration's plan to consolidate graduate student aid programs into one fellowship program, with the Secretary of Education given discretionary power to determine areas of national need.

Appropriation levels matched the House for the **Javits Fellowship Program** (\$8 million), the **Patricia Harris Graduate Fellows** (\$17.6 million), and **Patricia Harris Public Service Fellowships** (\$3.2 million). The Senate also rejected the

administration's attempt to eliminate the **Law School Clinical Experience Program** and the **Legal Training for the Disadvantaged Program**. The former received \$8 million, same as the House, and the latter received slightly over \$3 million, a \$45,000 increase over the House. Both of these were significant increases over FY 1991 funding.

INTERNATIONAL EDUCATION AND FIPSE RECEIVE INCREASES KS

The Senate committee provided \$49.2 million for **international education and foreign language programs**. This is a 7.2 percent increase over FY 1991, but \$3.8 million below the House appropriation. Both the House and Senate committee allocated \$6 million for overseas programs under Fulbright-Hays and \$13 million for foreign language and area studies fellowships. The difference was in domestic programs under Title VI for which the Senate committee allotted \$30.2 million, compared to the House level of \$34 million. The **International Business Education Centers** received \$7.5 million from the Senate committee.

The **Fund for the Improvement of Postsecondary Education (FIPSE)** received \$15 million, the same as the House, and a slight 2 percent increase over FY 1991. The Senate committee was more generous to the **United States Institute of Peace** than the House. USIP received \$11.9 million, what it asked for, from the Senate. The House provided \$8.4 million, the same as last year. USIP, by statute, is allowed to make its own budget request to the Congress, and is often at odds with the administration's request (this year, \$8.9 million)

ED STATISTICS LEVEL FUNDED, ASSESSMENT UP SLIGHTLY, LABS WINNERS IN RESEARCH, LIBRARY REDUCTIONS REJECTED KS

The **National Center for Educational Statistics** received \$44.3 million, the same as last year, and \$5.7 million less than the House. The **National Assessment of Educational Progress (NAEP)** received \$20 million, less than a \$1 million increase over FY 1991 and a \$8 million decrease from the House figure. The **research** programs were allotted \$71.5 million, a 10 percent increase over last year, and a \$500,000 increase over the House. Most of the increase will go to the 10 regional laboratories, who must also use \$10 million for rural programs. **Field-initiated studies** received \$976,000, same as the

for a high technology demonstration program. Also rejected by the Senate committee was the administration's attempt to significantly reduce funding for **library programs**, instead increasing them by almost 5 percent.

NSF AUTHORIZATION BILL PASSES HOUSE; SENATE ACTION UNCERTAIN WS

Fueled by the House Science, Space and Technology Committee's desire to make the authorization process significant to the appropriations process, the full House of Representatives passed an NSF reauthorization bill on July 11. The legislation, which amends the five-year authorization passed in 1988, revises downward the authorizations for the Foundation in FY 1992 to match the President's budget request. For FY 1993, the House adjusted budget projections made by NSF, increasing authorizations for the Education and Human Resources Directorate and decreasing slightly authorizations for the research directorates. (see UPDATE May 13 and May 28, 1991.)

The bill also includes a 26 percent cap on indirect administrative costs associated with the conduct of research. Bowing to the concerns of some universities that they would suffer significant financial losses, the House agreed to an amendment that would delay the implementation of the new cap.

The new authorization bill also prohibits funding for the construction of the Laser Interferometer Gravitational Wave Observatory (LIGO). The FY 1992 Senate appropriations bill provides this funding, and this disagreement is an indication that the reauthorization bill's future may not be bright. Senate Labor and Human Resources Committee staff members have indicated that there is little enthusiasm in the Senate for reopening a five year authorization bill in its third year.

ADAMHA REORGANIZATION BILL BREEZES THROUGH SENATE COMMITTEE JA

With little discussion and no debate, S.1306, the ADAMHA Reorganization Act of 1991 was reported favorably out of the Senate Labor and Human Resources Committee on July 17. The bill, sponsored by Senators Edward Kennedy (D-MA) and Orrin Hatch (R-UT), proposes to separate out the research and services components of ADAMHA

by transferring its three research institutes--NIDA, NIAAA, and NIMH--to the National Institutes of Health, and maintaining its services programs at the new Alcohol, Drug Abuse, and Mental Health Services agency.

Only two amendments to S. 1306 were proposed: one by Sen. Paul Simon (D-IL) to include people with past "substance abuse experience" on advisory councils; and the other by Sen. Barbara Mikulski (D-MD) to establish an Office of Women's Health Services at the reorganized agency. Without objection both amendments were approved, and the bill was passed by voice vote.

Although S. 1306 breezed through the Senate committee in record time, no real action can take place until similar legislation is introduced in the House. Rep. Henry Waxman (D-CA), chairman of the House Energy and Commerce subcommittee on Health and the Environment, which has jurisdiction over ADAMHA, is still expressing reservations about the proposed reorganization, and has not announced plans to introduce legislation to implement the reorganization.

Nevertheless, rumor has it that transition teams already are in place at both ADAMHA and NIH and activities have begun to deal with what the agencies seem to think is a 'fait accompli.'

*** It's not too late to comment on the proposed ADAMHA reorganization. If you have any concerns about the implications of the reorganization, or if you are in favor of it, please let COSSA or Representative Waxman's office know. For Waxman, direct your comments to Ripley Forbes, Health and Environment Subcommittee, U.S. House of Representatives, Annex 1, Washington, D.C. 20515, (202) 226-7620.**

CENSUS WON'T BE ADJUSTED, SAYS MOSBACHER JA

Ignoring the advice of the Census Bureau Director and numerous other experts, Commerce Secretary Robert A. Mosbacher announced on July 15 that a statistical adjustment would not be made to the 1990 census. At issue is the potential to correct an undisputed 5.3 million person undercount in the 1990 census.

Following the census, the Bureau conducted a Post-Enumeration Survey (PES), a sample survey of

Following the census, the Bureau conducted a Post-Enumeration Survey (PES), a sample survey of 171,000 households (400,000 persons) representative of the entire population. Using a complex methodology matching this sample with their original census forms, the Census Bureau was able to develop a statistical model for adjusting census data to rectify the undercount.

In appearances before both the Senate Governmental Affairs Subcommittee on Government Information and Regulation, chaired by Sen. Herb Kohl (D-WI), and the House Post Office Subcommittee on Census and Population, chaired by Rep. Tom Sawyer (D-OH) on July 16, Mosbacher defended his decision against the adjustment on the grounds of protecting the "integrity" of the census. Although one advisory panel was evenly split, and one was divided 7 to 2 in favor of the adjustment, Mosbacher was not convinced that such an adjustment would improve the accuracy of the census. He also conveyed his concern that the census not be used as "a vehicle for discussing larger equity issues."

The Secretary was referring to complaints by representatives of large cities in the U.S. that the census undercount affected minority populations disproportionately. Since minorities are more heavily concentrated in large cities, and since cities depend on census data for their share of federal funds, an adjustment to remedy the undercount would have benefited major cities such as Washington, D.C., Chicago, New York, and Detroit.

Representatives from some of those cities sit on the full House Post Office and Civil Service Committee and attended the Census and Population subcommittee hearing. Those who are members of the African-American community expressed outrage at what they felt was the double offense of the Secretary's decision. Rep. William Clay (D-MO), Chairman of the full committee, referred to Mosbacher's "insensitivity" in deciding against the adjustment. Rep. Charles Hayes (D-IL) noted that the undercount of minorities has gotten worse each census, even though there have been advances in computer technology. And Delegate Eleanor Holmes Norton (D-D.C.) called the decision "harsh, even cruel," as it follows ten years of declining federal support to cities like hers. In reference to what Mosbacher called the "minority-skewed disadvantage," Rep. Gary Ackerman (D-NY), (who is white) commented, "They've been skewed since the founding of the nation, and they keep getting skewed!"

Given the advice of experts within and outside the Census Bureau was generally in favor of an adjustment, committee members wanted to know if Mosbacher's decision was politically influenced. "Was there pressure from the White House or OMB [the Office of Management and Budget], or are you just teasing us?" asked Rep. Pat Schroeder (D-CO). Mosbacher denied that any such pressure existed.

Throughout the House hearing, and the Senate hearing that followed, Mosbacher and representatives from the Census Bureau who accompanied him were asked why the undercount exists at all. Barbara Bryant, Director of the Census, who had argued for the adjustment, attributed the problem to social change, especially the rise of drug abuse and homelessness, that has created a small proportion (2 to 3 percent) of the population that is "disaffected and doesn't want to be counted." Nevertheless, she said, "we should have made a dent in the differential."

In the Senate, Sen. Warren Rudman (R-NH) questioned Director Bryant on the methodology of the adjustment. Bryant called it the, "best professional estimate," Rudman called it "guesswork." Senator Kohl, whose state of Wisconsin stood to lose a congressional seat if the census was adjusted, supported Mosbacher's decision.

Cities and states adversely affected by the non-adjustment will now turn to the federal courts to seek their remedy.

GEOGRAPHERS ANNOUNCE CALL FOR PAPERS *MB*

Wednesday, October 9 is the deadline for abstract submissions to the 27th International Geographical Congress, to be held August 9-14, 1992, in Washington, D.C.. Abstracts must be accompanied by a \$100 registration deposit and completed registration form.

October 9 is also the deadline for registration deposits for all those who wish to participate in commission and study group meetings, scientific field trips, local site visits, workshops and short courses, as well as for those participating in the accompanying persons program. The \$100 deposit is refundable until June 1, 1992. For more information, write: 27th IGC, P.O. Box 727, Tulsa, OK 74101-727, or call (918) 585-5045.

SOURCES OF RESEARCH SUPPORT: National Science Foundation *KC*

COSSA provides this information as a service and encourages readers to contact the agency for further information or application materials. Additional application guidelines and restrictions may apply.

Division of Social and Economic Science

The Division of Social and Economic Science at the National Science Foundation conducts a special competition for research proposals dealing with Economics of Global Change. Research funded as part of this competition documents and analyzes economic-system and sector trends that affect economic inputs and sensitivities to global change throughout the world, focuses studies on economic issues related to the inputs, consequences, and responses to global change, and develops interdisciplinary links that connect the economic, social, biological and physical sciences.

The Economics of Global Change competition was established in FY 1989 as part of the Human Dimensions of Global Environmental Change initiative. In FY 1991, the economics initiative was given independent status in response to the activities of an ad-hoc task group, which prepared a special report for the Committee on Earth and Environmental Sciences of the Federal Coordination Council for Science, Engineering and Technology (FCCSET). That task force recommended five research priorities; NSF seeks to sponsor high-quality basic research projects in all five topics. The five topics are: (1) economic forces affecting or affected by global change; (2) resource impacts and adaptation; (3) the value of information and decisionmaking under uncertainty; (4) economic forces shaping technology and practice linked to global change; and (5) evaluation of policies and policy instruments.

Application Procedure: Proposals responding to this special initiative should be submitted to the NSF Economics Program or to another relevant program in the National Science Foundation. Proposals should be prepared in accordance with the guidelines in **Grants for Research and Education in Science and Engineering (NSF 90-77)**.

Budget: During FY 1991, \$1.2 million was budgeted for this competition. The Budget request for FY 1992 is \$3.4 million.

Review Process: Evaluations will be conducted by external experts and by advisory panels.

Deadlines: Proposals for this initiative must be received at NSF by January 15 or August 15 for consideration in the evaluation cycles that immediately follow those dates. Funding decisions will be announced approximately six months after those deadlines.

Contact: For more information about the Economics of Global Change competition, contact one of the following program officers:

Dr. Daniel Newlon or
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