

COSSA WASHINGTON UPDATE

Volume XIII, Number 18

October 10, 1994

APPROPRIATIONS COMPLETE, CONGRESS HEADS FOR ELECTION RECESS *HS, SP*

Against a backdrop of pundits predicting that the Republicans may take over the Senate and have a long-shot chance at taking over the House in next month's elections, members of the 103rd Congress had planning on adjourning by Columbus Day. However, because of obstructionist tactics by opponents of the GATT trade agreement, Congress will return after Thanksgiving for a lame-duck session to vote on the trade pact.

In a session marked by bitter partisanship and held in low regard by the public, one accomplishment of the 103rd Congress was reaching agreement on appropriations for Fiscal Year 1995 before it began on October 1. This is a deadline Congress seldom makes.

The chart on page three illustrates the final funding decisions for those programs affecting social and behavioral science research. On many of the programs the House and Senate had already agreed on figures, in others they simply split the difference. The conference committees did include instructions in some of the report language for various programs.

Education Research

The conference agreement provided \$86.2 million for education research, \$3.2 million more than the Senate and \$5.1 million above the House. The regional laboratories get \$41 million, the national research centers \$33 million and the extra \$3.2 million will fund a study, conducted by the National Academy of Sciences, of State school finance equalization efforts. The report also reiterates the individual House and Senate instructions to move most of the Department of Education's research programs into the Office of Educational Research and Improvement (OERI) as required by the OERI reauthorization. To further pound this point home, the report states: "The conferees expect these transfers to be accomplished as directed."

Housing and Urban Development

Aside from the instructions to NSF (see *Update*, September 12), the conference report allocated \$2 million for HUD to create a competitively-selected center to study violence in public housing.

Centers for Disease Control and Prevention

The national immunization program at the CDC will receive \$1,448,000 and 26 full time employees from the National Vaccine Program Office within the Office of the Assistant Secretary of Health. This will provide technical, laboratory, and program assistance for: 1) the global initiative to eradicate polio, and 2) the control and elimination of measles and neonatal tetanus in regions or countries where these activities are combined with polio eradication efforts.

Conferees also specified that a portion of the increase provided the chronic and environmental diseases program will support demonstration grants for the development of community partnership coalitions for the prevention of teen pregnancy.

Office of the Director /National Institutes of Health

The Office is provided \$750,000 to commission a study by the National Academy of Sciences and the Institute of Medicine on the federal government's research and development activities.

A review of the extramural research program at the NIH is not required at this time, since the NIH is

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already carrying out a similar review under the title "reinvention laboratory." After Congress reviews the results of the project currently underway, it will decide whether further investigation is required.

Indirect cost payments to institutions receiving NIH funding remain a concern of the Congress, which expects that the disparities between institutional rates will be addressed in the administration's FY 1996 budget proposal, that will be unveiled early next year.

National Institute of Child Health and Human Development (NICHD)

Increased funding was provided to enable the NICHD to fund additional university-based developmental disabilities prevention research centers to investigate the critical problems of prevention and amelioration of mental retardation, including specialized research centers engaged in the multidisciplinary analysis of the development of protein sheaths protecting nerve fibers.

National Institute on Drug Abuse (NIDA)

NIDA is encouraged to provide new grants for comprehensive substance abuse treatment centers serving women, children, and minorities to conduct research on the effectiveness of comprehensive substance abuse treatment services.

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CONGRESS ASKED TO SUPPORT NIH SOCIAL AND BEHAVIORAL RESEARCH *sf*

Responding to the lack of adequate support at the National Institutes of Health (NIH) for social and behavioral science, twenty leading research and policy organizations recently sent a letter to key congressional officials expressing concern over the lack of progress for this research at NIH over the past ten years, with a particular focus on the period since the May 1993 creation of the Office for Behavioral and Social Science Research (OBSSR). (see *Update*, July 27 and June 25)

The letter, which was signed by ten members of the Coalition for the Advancement of Health through Behavioral and Social Science Research, including COSSA, and ten other national organizations was addressed to Rep. Henry Waxman (D-CA) and Senator Edward Kennedy (D-MA), who each chair committees with jurisdiction over NIH and have been supportive of research in these disciplines in the past.

The co-signers of the letter anticipate that Congress will address the status of behavioral and social research at the NIH during the upcoming reauthorization process next spring. Actions Congress might employ to change the status quo at NIH are currently under consideration by Congressional and agency staff and members of the advocacy and research community.

Although Congress, in authorizations and appropriations over many years, has expressed its explicit support for an expansion of social and behavioral research. NIH has not responded fully, and in many cases, has completely ignored Congressional mandates. The letter gives examples of NIH resistance including: "failure to implement the requirement that its national advisory councils include representatives from these fields, to a glacial pace in creating the OBSSR to the threatened closings of NIH intramural behavioral and social science research labs. The current NIH Director has admitted to a very limited knowledge of the behavioral and social sciences, yet has expressed negative views of these fields and in turn, these views have been widely reported."

Since NIH Director Harold Varmus has refused to meet with advocates for the behavioral and social

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

Agency	(All figures in millions)				
	FY 1994 Funding	FY 1995 Proposed	FY 1995 House	FY 1995 Senate	FY 1995 Final
National Science Foundation					
Research and Related Activities	2,163.7	2,348.7	2,216.9	2,300.0	2,280.0
Academic Infrastructure	105.0	55.0	100.0	300.0	250.0
Education and Human Resources	569.6	586.0	586.0	606.0	606.0
Dept. of Health and Human Services					
Centers for Disease Control	2,051.1	1,954.2	2,086.9	2,050.9	2,089.4
Asst. Sec. for Planning and Evaluation	11.7	13.0	14.6	10.7	13.7
Nat. Inst. for Child Health and Human Development	498.5	516.7	513.4	513.4	513.4
Nat. Inst. for Aging	418.6	433.7	431.2	433.2	432.7
Nat. Inst. for Nursing Research	46.6	48.3	48.0	48.3	48.2
Nat. Inst. for Alcohol Abuse and Alcoholism	176.2	182.5	181.4	181.4	181.4
Nat. Inst. for Drug Abuse	281.8	292.0	290.3	290.3	290.3
Nat. Inst. of Mental Health	526.3	545.2	542.1	544.1	543.6
Office of AIDS Research	1,297.1	1,379.1	1,337.6	1,337.6	1,337.6
Department of Agriculture					
National Research Initiative	105.4	130.0	103.1	103.1	103.1
Economic Research Service	55.2	53.6	54.3	53.6	53.9
Dept. of Commerce/Census Bureau					
Periodic Censuses and Programs	110.0	158.6	142.6	145.0	142.6
Salaries and Expenses	128.3	146.8	141.3	135.0	136.0
Department of Education					
Education Research	78.0	87.5	81.1	83.0	86.2
Education Statistics	48.6	63.2	48.2	48.2	48.2
Assessment	29.3	38.7	32.8	32.8	32.8
Harris Fellowships	20.4	20.4	20.2	20.2	20.2
Javits Fellowships	7.9	7.9	7.8	7.8	7.8
International Programs	59.1	59.1	59.1	58.1	59.1
Law School Clinical Experience	14.9	0	14.9	14.8	14.9
Dept. of Housing and Urban Development					
Policy Development and Research	35.0	40.0	40.0	44.0	42.0
Department of Justice					
National Institute of Justice	22.5	23.0	23.0	25.5	27.0
Bureau of Justice Statistics	20.9	21.4	21.4	21.4	21.4
Juvenile Justice	107.0	152.0	146.5	144.0	144.0
Department of Labor					
Bureau of Labor Statistics	291.1	308.6	296.8	298.8	298.8
Natl. Endowment for the Humanities					
	177.5	177.4	177.4	177.4	177.4
Ofc. of Science and Technology Policy					
	4.5	5.0	5.0	5.0	5.0
Smithsonian Institution					
Woodrow Wilson Center	6.4	9.9	9.9	9.9	9.9
U.S Information Agency					
Educational and Cultural Exchanges	242.0	221.8	237.8	242.4	238.3

sciences since the beginning of his tenure, groups have been forced to find other avenues to express their concerns and ensure accountability. Congress, as part of its oversight capacity, now has additional information to fulfill that responsibility. The Coalition intends to utilize every opportunity "to enable social and behavioral science research to serve the national interest."

RIVLIN HEARING FOCUSES ON MANAGING THE FEDERAL GOVERNMENT ¹⁴⁵

Economist Alice Rivlin, nominated to head the Office of Management and Budget (OMB), faced a Senate Government Affairs Committee on September 27 eager to hear her views on the "M" part of her new job. The committee chairman, Sen. John Glenn (D-OH), and its ranking Republican, Sen. William Roth (R-DE), played primary roles in enacting the Government Performance and Results Act of 1993 (GPRA) which focuses on improving the efficiency and effectiveness of the federal government.

Rivlin, who has been Deputy Director of OMB for the past 20 months, noted that this service provided her with an "executive training course" that made it clear that "managing the government's resources is Job 1." The committee was delighted. Although she suggested the GPRA, and its requirement to "measure what we're buying," will not be fully implemented for a few years, the administration's FY 1996 budget, presented in early 1995, will include performance measurement information.

Responding to the committee's questions in writing regarding management problems facing OMB and the Federal government as a whole, Rivlin suggested that government must confront the same challenges that has led the private sector to change its hierarchical management configurations. She wrote: "Too often throughout the government, we find agencies and personnel simply going through the motions of doing today and planning for tomorrow based solely on what we did yesterday.... Rigidity is the result."

Federal agencies, Rivlin asserted, must articulate a mission and address such questions as: Who are our customers? What are the services and products we are trying to deliver to them? How should we measure our

success? What are the constraints upon our ability to meet these goals? Once it answers these questions, agencies then need to develop a strategic plan, Rivlin said. Then "once an agency or program knows where it is going, it can begin to address meaningfully the restructuring necessary to get it there."

The federal government currently faces "a serious management challenge." Federal law requires the reduction of 272,000 federal employees. She admits "it is a difficult and complicated process to develop an appropriate streamlining plan." Yet it must be done, "if we are going to succeed in providing a government that runs better and costs less."

Committee members raised other management issues. Sen. Ted Stevens (R-AS) confronted her with an example of overlapping jurisdictions and contradictory actions by federal agencies and demanded OMB provide greater oversight and coordination among agencies. Sen. David Pryor (D-AK) wants to prevent the substitution of private contractors for federal employees.

Asked about the "B" side of her new position, Rivlin, who once described herself as a "fanatical card carrying middle of the roader" who believes reducing the Federal deficit is of paramount importance, noted that her views had not changed, but the "economic and budgetary circumstances have changed considerably." Rivlin gave the President's economic plan credit for creating economic growth and reducing the federal deficit at a faster rate than anticipated. However, "much remains to be done" concerning the deficit. She also gave the administration kudos for opening up the budget process to greater agency input and more cross-agency coordination.

She refused to echo Sen. Byron Dorgan's (D-ND) argument that the Federal Reserve Board was too independent and secretive. Rivlin declared her "respect for the independence of the Federal Reserve Board," and claimed that although she saw "no imminent threat of inflation," the Fed had not "overdone it yet" with respect to raising interest rates to choke off the economic recovery.

The Committee reported out Rivlin's nomination on September 30 and she won full Senate confirmation on October 6.

DENIED FEDERAL SUPPORT, ADULT SEX SURVEY RESULTS HAVE IMPLICATIONS FOR PUBLIC POLICY *SP*

Results of a U.S. study "designed to determine the incidence and prevalence of sexual practices and to place them in their social contexts" was recently released by a research team centered at the University of Chicago.

The study is an outgrowth of the increasing need for scientific data on sexuality in response to the AIDS epidemic. Unfortunately, federal funding for a much larger project, originally supported by the National Institute of Child Health and Human Development of the National Institutes of Health, was thwarted by the Bush administration and members of Congress. Some such as Sen. Jesse Helms (R-NC) argued in 1991 that surveys of human sexual behavior were intended to "legitimize homosexual lifestyles." Others, such as the late Chairman of the Labor, HHS, Education appropriations committee, Rep. William Natcher (D-KY), believed that such a survey was not in the purview of the federal government, even though it would provide important data for federal policymaking. COSSA, in coalition with the American Psychological Association and the Alan Guttmacher Institute, as well as other national organizations, fought unsuccessfully to retain the funding for the project. Private foundation support made the study possible.

Findings of the much needed and long awaited National Health and Social Life Survey (NHSL) will be published in two books: *The Social Organization of Sexuality* by Edward Laumann, the George Herbert Mead Distinguished Service Professor of Sociology at the University of Chicago; John Gagnon Professor of Sociology and Psychology at the State University of New York at Stony Brook; Robert Michael, the Eliakjm Hastings Moore Distinguished Service Professor in the Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago; and Stuart Michaels, a researcher at the University of Chicago. *Sex in America* is authored by Michael, Gagnon, Laumann, and Gina Kolata, a science writer for the *New York Times*.

The authors believe that "for most of us, sexual behavior is private. With whom we make love, how and when we do so, and even why we do so are among

our most intimate and private acts and thoughts. But sexual behavior has many public consequences that bring this most private of activities into public debate and make it a frequent target of public policy." The intent of the book is to help inform public and private decision making related to sexual behavior. In the public realm, policy issues such as welfare reform, teenage pregnancy, AIDS policy, sexual harassment, rape, gender discrimination, family planning policy, abortion, public nudity will be more wisely addressed with the empirical evidence of this study, according to the authors.

The study was based on responses from face-to-face interviews with 3,432 randomly selected American women and men between the ages of 18 and 59. The participation rate was extremely high for a survey--80 percent agreed to discuss the facts of their sexual lives. This differentiates it from surveys of sexual behavior conducted by popular magazines whose respondents were self-selected leading to a distortion of the results in the direction of the sexually active.

SELECTED FINDINGS:

Partners: Americans have sex about once a week, on average, but a third of adult Americans have sex a few times a year or not at all.

The median number of sexual partners over a lifetime for American men is six. For women, the median number is two. More than 80 percent of Americans had only one partner or no partner in the past year and just 3 percent of women and men had five or more partners in the past year.

Marriage is alive and well. Almost all Americans marry, and 75 percent of married men and 85 percent of married women say they have remained faithful. The people who have the most sex and are the happiest with their sex lives are monogamous couples.

AIDS: The results lead the researchers to conclude that AIDS and HIV infection are likely to remain largely confined to gay men and intravenous drug users, their sexual partners, and their children, and are unlikely to become epidemic in the general population. This argues for a more focused prevention strategy, with messages and resources directed at those communities at risk, the researchers say.

Homosexuality: Depending on how the question is asked, people have a variety of responses on their sexual preferences. Five percent of men report having had a sexual encounter with another man as an adult, while 2.8 percent say they are homosexual or bisexual. Four percent of women report having had a sexual encounter with another woman, while 1.5 percent say they are homosexual or bisexual.

Geography plays an important role in the formation of homosexual communities. About 9 percent of the men and 3 percent of the women living in the nation's largest cities identify themselves as homosexual or bisexual.

Abortion: Of women who have had abortions, seventy-two percent have had only one. Young teenagers are, by far, the most likely to abort a pregnancy. The findings indicate that abortions are not used as just another form of birth control. The researchers suggest that this argues against policies that punish women for having abortions in the hopes that such measures would discourage termination of pregnancies.

Teen sex: In order to inform debates over combating sex and teen pregnancies, Americans need to know why teenage girls have sex for the first time, the researchers say. The reasons have changed over the decades. In previous generations, most women said they had sex for the first time because of affection for their partner, and only 13 percent said the reason was peer pressure. In contrast, 37 percent of the younger women who participated in the survey said the reason they had sex for the first time was, peer pressure, and only 35 percent said it was out of affection for their partner.

ACADEMY OFFERS METHODS TO IMPROVE CENSUS *MS*

The National Academy of Sciences (NAS) recently released a report recommending ways the Census Bureau can improve the accuracy and lower the cost of the decennial census, including the expanded use of sampling, automated telephone interviews, and redesigned mail questionnaires.

The study urges the Bureau to create a program of research in cognitive anthropology, sociology, and

psychology to develop more acceptable racial and ethnic identification questions. In an increasingly multicultural nation, single-choice racial and ethnic classifications are becoming both problematic and controversial. According to the report, "the effects of misclassification on the differential undercount [by race] are not well understood."

The NAS urges continued research on the feasibility and merits of a continuous measurement survey that could ultimately reduce the number of questions on the census long form. A monthly survey of several hundred thousand households also could provide data on a more frequent basis than every 10 years for use in allocating federal program funds among populations groups and geographic areas, the report noted.

Another recommendation of the study was that Congress should note foreclose possible uses of basic information (e.g., age, race, sex) from proposed health care enrollment records for the decennial censuses and other demographic statistical programs. It also suggested that the Bureau cooperate with other federal agencies in evaluating the population coverage that could be achieved in selected geographic areas by using lists of administrative records, such as income tax and Social Security files.

Also, the NAS urged that the census operation include a formal structure for reaching groups and areas that are hard to count to achieve a more thorough tally. According to the report, such areas are often characterized by a shortage of affordable housing, a high proportion of undocumented immigrants, and the presence of low-income neighborhoods. It called upon the Bureau, in its 1995 Test Census, to expand its supply of foreign-language materials, conduct more aggressive hiring of community-based enumerators, and permit greater flexibility in the timing of personal visits by census-takers to households that do not return the mail questionnaire.

To obtain a copy of the report, *Counting People in the Information Age*, contact NAS at (202) 334-3313.

House Panel Reviews Findings

Norman Bradburn, chair of the NAS panel that prepared the report and Senior Vice President for

Research at the National Opinion Research Center, presented the study's findings before a September 27 hearing of the House Subcommittee on Census, Statistics, and Postal Personnel. Committee chair Tom Sawyer (D-OH) praised the report, and Acting Census Director Harry Scarr, who also testified at the hearing, said the report's conclusions would be a key component in the Bureau's efforts to plan the 2000 Census.

While Sawyer commented that he is seeing a "near-consensus develop among many experts" on methods for conducting the Census, the ranking Republican on the panel, Thomas Petri, sounded a cautionary note. The Wisconsin Republican, whose home state may lose a congressional seat if revised figures from the 1990 survey are used for apportionment, noted that lack of strong public support for the methods used to count the population could lead many to perceive a return of the "rotten borough" inequities that plagued England in the 18th and early 19th centuries.

RICHE HEARING EXAMINES FUTURE OF CENSUS BUREAU

Calling it an appointment "a long-time coming," but for "a candidate well worth waiting for," Rep. Thomas Sawyer (D-OH), chairman of the House Census, Statistics, and Postal Personnel Subcommittee, introduced Martha Farnsworth Riche at the Senate Governmental Affairs Committee hearing on her nomination to be director of the Census Bureau. The hearing, held October 4 and chaired by Sen. Joseph Lieberman (D-CT), did not present Riche any problems as Senators praised her nomination and promised quick confirmation.

Sawyer, in his statement of support, commented that it was "a pivotal time for the Bureau" in that it needed to rebuild a strong sense of public confidence. He hoped Riche would "set a new direction...to measure with evolving tools a nation that is itself evolving." Lieberman, citing the National Academy of Sciences committee report (see other story), and Sen. Thad Cochran (D-MS) both stressed the need for the Census Bureau to become more customer driven.

Riche, in her statement to the Committee, reminded the audience that when she left school with a Masters in Economics from the University of

Michigan 33 years ago, it was because of her gender that the only interview she received was with the federal government. After having worked for the Bureau of Labor Statistics for 15 years and later in the private sector, she viewed her nomination as having reached "the pinnacle of the federal statistical system." She declared: "In my professional lifetime, I have witnessed a revolution of inclusion, and I have experienced it."

In her testimony, she claimed the information age is bringing the tools, understanding, and decision making power that reliable, accurate statistics offer. In many places, she said, "statistics are becoming an important tool of self-governance," citing their use by minority groups, grass roots policy advocates, and churches.

In its written questions, the Committee raised a number of problems that have recently plagued the Bureau: its relationship with Congress, the level of methodological and substantive research, and the perception that the public does not know or understand what the Bureau is doing. Riche promised better congressional relations, a continued commitment to research at the Bureau, and efforts to work toward greater public understanding of the agency and its work.

The nominee noted that those items needing immediate attention are "building consensus in the statistical community, Congress and the public regarding the decennial census planning process, improving managerial and financial accountability, and fostering an open environment and reaching out to concerned stakeholders."

Sen. Daniel Akaka (D-HI) asked her about his proposal to include Native Hawaiians in the Native Americans and Alaskan Tribes racial/ethnic category of the Census (they are now in the Asian/Pacific Islanders category). Since OMB is now studying the question of redefining these categories, Riche was able to remain noncommittal on the Senator's question.

Riche's nomination was reported by the Senate committee on October 5 and confirmed by the Senate the following day.

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