

# COSSA WASHINGTON UPDATE

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## **CLINTON RELEASES BUDGET PROPOSAL; RESEARCH FARES RELATIVELY WELL** *KS*

In a climate of austerity, federal support for the social and behavioral sciences fares relatively well in the Clinton Administration's Fiscal Year 1996 budget proposal, released on February 6. Research at the National Science Foundation, particularly the Social, Behavioral, and Economic Sciences Directorate, the National Institutes of Health, agriculture research, and education research and statistics were the big winners, offset in part by the White House targeting several key programs at the Department of Education for elimination.

Heeding the call of both an angry electorate and a Republican Congress to continue to scale back the size and scope of government, the administration proposes to terminate 130 programs and consolidate 271 others. The President seems to have put deficit reduction on the back burner for now, as middle class tax cuts and investments in education and training take precedence. The deficit, in absolute terms, is allowed to hover around the \$190 to \$200 billion range for the next five years. In terms of percent of Gross Domestic Product, which many economists believe is the more important number, the deficit will continue to decline.

Overall discretionary spending, in accordance with a 1993 deficit reduction law, drops by \$4 million from last year to next. Domestic discretionary spending actually rises by \$6 million, with most of the overall decrease coming from defense spending. Science and technology budgets remain relatively stable from FY 1995 to 1996 at \$72.7 billion. There is some rearranging of the deck chairs though, as defense research and development continues to decline, while technology programs at the Departments of Commerce and Transportation and the Environmental Protection Agency receive proposed increases. The civilian/defense research ratio continues its transformation from 40-60 in the Bush administration to 50-50 as promised by Clinton. For FY 1996, it is

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## **HOUSE PANEL REJECTS EXPANDED CRIME RESEARCH AND EVALUATION** *MB*

In the first social science vote of the Republican-led 104th Congress, the House Judiciary Committee on February 2 defeated an amendment that would have expanded federal research and evaluation efforts in the areas of crime control and prevention.

Voting along party lines, the committee defeated, 20-12, an amendment offered by Rep. Robert Scott (D-VA), that would have provided \$25 million annually over the next five years to the National Institute of Justice (NIJ) to fund research and evaluation on a wide range of crime control strategies. Scott offered his amendment to a block grant program successfully proposed by House Republicans that would eliminate the community policing and prevention programs of the 1994 crime bill and replace them with block grants to states and localities, who would have the discretion to use the money as they see fit in their anti-crime efforts. Scott's amendment would have reserved one percent of the block grant monies for NIJ research. The Judiciary Committee approved the block grant program as part of a package of legislation that revises last year's bill by strengthening sentencing and prison construction provisions and eliminating what Republicans have referred to as "social pork."

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- Science Board Looks at Research in Strategic Areas
- Health Care Research and Evaluation Agency Looks at its Future
- NIH Councils Discuss Social and Behavioral Research Programs
- Sociologists for Women in Society Joins COSSA



Arguing on behalf of his amendment, Scott said to fight crime, "we need to find out what works" rather than rely on what has been labeled by politicians as "anti-crime." He said his amendment is a "minuscule amount of money" compared to the enormity of the crime problem, and cited specific examples of how research and evaluation can lead to more effective use of tax dollars. He cited a 1993 National Academy of Sciences study showing the paucity of resources spent on violence per years of potential life lost as compared to resources spent on other threats to life.

Discussing crime control strategies, he said "some are effective; some are not." Scott said policy-makers only have a "vague idea" of what works, and that allocating one percent of the block grants for research is an appropriate federal role. The Public Health Service supports its evaluation efforts through a similar mechanism.

Scott told the panel that his amendment had the support of COSSA, and introduced for the record a letter circulated by the Consortium and signed by: the American Political Science Association, the American Psychological Association, the American Society of Criminology, the American Sociological Association, the American Statistical Association, the Association of American Geographers, COSSA, the Federation of Behavioral, Psychological and Cognitive Sciences, and the Law and Society Association. Scott also introduced for the record several letters from researchers to members of the Judiciary Committee.

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#### Republican says "we don't need to rely on NIJ"

Speaking against the amendment, Rep. James Sensenbrenner (R-WI) said that the current funding level for NIJ is "enough for them to conduct these studies," and that money should not be taken away from state and local officials to support research and evaluation. Sensenbrenner said that Congress could obtain cost-benefit analyses of crime strategies from the General Accounting Office, and that "we don't need to rely on NIJ."

Rep. Melvin Watt (D-NC) immediately countered Sensenbrenner's assertion, saying that Scott's amendment, which he supported, aims to go beyond mere auditing or accounting in determining what works in stopping crime.

Rep. Steve Schiff (R-NM) said he had mixed feelings about the amendment (he later voted against it), acknowledging the risk of giving states and localities large amounts of money to fight crime, but speaking against "micromanagement" at the national level. He said that perhaps Congress could commission a report on how federal crime funds are spent.

#### Schroeder Offers NIJ Technology Proposal

Rep. Patricia Schroeder (D-CO) introduced an amendment that would have reserved 2.5 percent of the block grants for NIJ research and development efforts to convert defense technologies for civilian, anti-crime use. She praised NIJ's efforts to objectively evaluate new technologies.

Rep. Bill McCollum (R-FL), chair of the panel's Crime Subcommittee, said that he found the Schroeder amendment "a good concept," but said that he did not think that the crime bill was the appropriate place to support NIJ research. Rep. Fred Heineman (R-NC), a former police chief in Raleigh, NC and a graduate of the John Jay College of Criminal Justice, warmly praised the technology programs of NIJ, but agreed with McCollum's statement.

In exchange for an agreement that McCollum and Heineman would work with her on refining her proposal in the coming weeks, Schroeder withdrew her amendment.



## House Floor Soon; Senate in the Spring

The package of anti-crime legislation adopted by the Judiciary Committee will move to the House floor in the next few weeks. As part of its "Contract With America," House leaders have promised swift action. Rep. Scott may offer his amendment again when the bill goes before the entire House. The Senate is expected to consider a sweeping anti-crime bill in March or April, and COSSA and its allies will continue their efforts on this issue.

## SCIENCE BOARD DISCUSSES RESEARCH IN STRATEGIC AREAS HS

The debate over the National Science Foundation's (NSF) support of "research in strategic areas" continued at a February 2-3 meeting of the National Science Board, the agency's governing body. While Foundation leaders sought to convince Board members that the administration and Congress' call for research in support of national goals was an appropriate role for NSF, many remained unconvinced that NSF should move beyond what they perceive as its mission to support individual investigator initiated basic scientific research.

NSF's Deputy Director Anne Petersen described the process for producing "emerging opportunities" for NSF support. In the discussion, she defended NSF's acceptance of supporting research conducted in areas identified as important to the nation. She claimed these studies examined exciting fundamental science that focused on cross-cutting topics and involved scientists from different disciplines. These projects, Petersen announced, were appropriate to the NSF mission and involved a broad base of NSF activity. She explained that the selection of a "strategic" area involved advice from different sectors of the research community, including individual scientists, professional associations, advisory committees and the NSB.

Mary Clutter, Assistant Director for the Biological Sciences, provided an illustration of the process used by her directorate to choose new research areas to emphasize. Reacting to Clutter's presentation, Board member Albert Cotton, Distinguished Chemistry Professor at Texas A&M, declared that it was

dangerous to give program officers too much control over selecting areas of research support. Given that NSF's budget is unlikely to be expanded significantly, Thomas Day, former Vice-Chair of the NSB and President of San Diego State University, expressed concern that this process of selecting new areas of research would de-emphasize other areas of NSF support, and he was interested in how this was done.

NSF Director Neal Lane acknowledged the tensions that arise from trying to accommodate NSF to the changing nature of U.S. science policy. He defended NSF program officers as important players in the process and the highly collaborative nature, including the role of the NSF directorate advisory committees, in determining new priorities. Petersen noted that the selection of strategic areas has often been driven by the National Science and Technology Council, established by the Clinton administration to coordinate federal science policy, and its predecessor from the Bush administration, the Federal Coordinating Council on Science, Engineering and Technology. She also defended the process as producing flexibility for the Foundation and closer cooperation with other agencies. She stressed that the proposals submitted to NSF in these strategic areas are individual investigator initiated and are reviewed by peer panels. Science policymakers have also considered the need to "sunset" the strategic areas, according to Petersen.

Day voiced his opposition to national goals setting NSF's internal priorities and driving resource allocation decisions. Charles Hess, Director of International Programs at University of California-Davis, another member of the Board, disagreed and spoke up for the relation of fundamental science to national goals. "NSF," he said, "has to be aware of national needs."

## Greenberg Nominated to Science Board

Sanford Greenberg, a person with diverse business, philanthropic and academic interests, has been nominated to the National Science Board. Greenberg invented and patented a device for the compression and expansion of human speech, called Variable Speech Control. He has founded and/or served as an officer or director of a number of companies in the areas of real estate, computers, laboratory services, health care cost containment, and entertainment services.



After obtaining his Ph.D. in Political Science from Harvard, Greenberg served as a member of the White House Science Advisory Staff under President Johnson, and a book he co-edited with Tom Cronin, *The Presidential Advisory System*, discussed the techniques used by American Presidents to obtain policy advice. He was a founding director of the American Agenda, an organization created by Presidents Carter and Ford to identify for President Bush the major problems confronting the nation and to recommend bipartisan positions. He has also served as a director of the National Committee on U.S.-China Relations and a member of the Council of Foreign Relations.

Greenberg, who has been legally blind since college, received his B.A. degree from Columbia, an M.B.A. from Columbia, and the M.A. and Ph.D. from Harvard. He was a Marshall Scholar at Oxford University. He currently serves as a trustee of Johns Hopkins University. His nomination needs Senate confirmation.

## HEALTH CARE RESEARCH AND EVALUATION AGENCY LOOKS AT ITS FUTURE

The advisory council for the Agency for Health Care Policy, Research, and Evaluation (AHCPR), including ten new members recently appointed by Health and Human Services Secretary Donna Shalala, held their first meeting of the year on January 23rd to discuss the future of the agency, given the sweeping changes now occurring within the U.S. health care system.

Representatives of managed care organizations and the benefits programs of corporate industry have been appointed to the panel for the first time, as well as a consumer representative, a member from a major private health foundation, a leading academic researcher in the field of managed care, and a representative of a state health agency with experience in planning and executing health care reforms at the state level. Walter J. McNerney, professor of health policy at the Kellogg Graduate School of Management, Northwestern University, chairs the panel.

Charged with supporting research designed to improve the quality of health care, reduce its cost and

broaden access to essential services, the AHCPR is undergoing a major restructuring. "The context of health services research has changed," stated Clifton Gaus, AHCPR Administrator. He said that the agency is restructuring internally to accommodate the new culture with a focus on: 1) health care as a private enterprise; 2) increasing competition, not regulation; 3) growing demand for value; 4) managing care of special populations; 5) integrated systems of care; and 6) the expanding role of consumers.

Responding to the Clinton Administration's mandate for a strategic plan, the advisory council discussed the goals for the agency. By supporting research projects and disseminating information, the AHCPR hopes to 1) help consumers make more informed choices; 2) determine what works best in clinical practice; 3) measure and improve quality of care; 4) monitor and evaluate the health care market place; 5) improve the cost effective use of health care resources (providing information about value); 6) assist health care policymaking; and 7) build and sustain the health services research infrastructure.

In a discussion of what factors might indicate a successful strategy for the AHCPR, the council reviewed the difficulty in predicting the right questions to ask, as well as the problem with articulating success. AHCPR became an agency only five years ago, and studies of 3-5 years duration are just being completed and are only beginning to pay off. The panel seemed to agree with Gaus that AHCPR has a very clear mission to disseminate research findings in a timely manner, and to build it into the research and not wait until the very end of the project to decide to whom to send the findings.

New program areas cited for the AHCPR include: Scientific Affairs, Policy Analysis, Information/Technology, Clinical Guidelines, Quality Measurement and Improvement, Cost and Financing, Health Insurance and Expenditures Studies, Outcomes and Effectiveness research, Health Care Technology, Primary Care research, Delivery Systems research, Health Information Dissemination.

The AHCPR is reviewed by Congress every three years and is scheduled for reauthorization this year. AHCPR receives approximately one third of federal monies spent on health services research. Four categories of the AHCPR budget include 1) Cost, quality, and access research (40%); 2) National



Medical Expenditures Survey (9%); 3) Medical Treatment Effectiveness Program (50%), and 4) Program Support (1%).

Although in the new political climate no program or agency's funding is secure, McNerney stated that he "can't imagine an enterprise that diminishes its R & D funding as its problems grow." Likening the importance of AHCPR to the nation's health care as a "machine or tool" is to the manufacturer, he believes the AHCPR is a necessary federal expenditure.

## **WHITE HOUSE PROPOSES RESEARCH BUDGETS FOR FY 1996**

*(continued from page one)*

48-52. Basic research across the range of agencies is slated for a 3.5 percent increase, academic research would go up by 7 percent, while funding for research facilities would take a hit, declining by 5 percent.

The National Science Foundation receives a proposed 3 percent increase to \$3.36 billion. Research at NSF goes up 7.6 percent to \$2.454 billion. The Social, Behavioral and Economic Sciences Directorate receives an 8 percent increase, about the same as the other research directorates. In a surprise, the Education and Human Resources Directorate is proposed for a 1 percent decrease. The \$132 million contingency appropriation for a facilities modernization program at NSF is rescinded from the FY 1995 budget, still leaving a proposed \$100 million for Academic Research Infrastructure in FY 1996.

The National Institutes of Health receives a 4 percent increase to \$11.773 billion. The AIDS research budget is up 5.4 percent. The Office of Behavioral and Social Science Research receives its funds from the Office of the Director account and therefore its budget is unclear at this time. A witness from the Heritage Foundation recently testified before a House panel, saying that the OBSSR should be abolished. There are indications that Rep. John Kasich (R-OH), chair of the House Budget Committee, may have given this idea some credence.

At the Education Department, two programs that supported graduate students in the social sciences, Javits Fellowships and Harris Fellowships, have been

targeted by the administration for elimination. The Law School Clinical Experience Program not only receives no funds for FY 1996, the administration has requested Congress to rescind the FY 1995 appropriation of \$15 million. Education research, statistics, and assessment all receive double digit percentage increases. International education programs are level funded. Justice research and statistics receive slight increases for their regular appropriated budgets, but each receive significant funding from the violent crime trust fund of last year's crime bill.

The National Research Initiative Competitive Grants program receives a 26 percent increase, and even its Markets, Trade and Rural Development component is up almost \$3 million. USIA exchange programs are big losers, with almost half the \$77 million decrease coming from the Freedom Support Act exchanges. Flying in the face of threats of its demise, the administration has asked for a \$5 million increase for the National Endowment for the Arts.

Labor and economic statistics are increased, as part of another attempt at an Economic Statistics Initiative to improve the nation's economic data, including the Consumer Price Index. Policy research at the Assistant Secretary for Planning and Evaluation decreases slightly, since health reform is no longer such a big issue and everybody seems to know what they want from welfare reform.

Now that the President has thrown his opening shot across the bow, the Republicans in the Congress take over. A bill rescinding FY 1995 funds may move in the House next week. However, all eyes will be on the budget committees as they prepare to make good on the promise of a balanced budget by 2002, whether or not the Republicans in the Senate can outlast the parliamentary stalling tactics of Senator Robert Byrd (D-WV) and pass the constitutional amendment.

The next issue of the *COSSA Washington Update* will present our annual budget analysis of over 40 federal agencies that support social, behavioral and economic research. It will be published on March 6.



## NIH COUNCILS DISCUSS SOCIAL AND BEHAVIORAL RESEARCH PROGRAMS *SP*

In the first round of National Institute of Health (NIH) advisory council meetings for 1995, two institutes chose to present an overview of their respective social and behavioral research programs. Christine Bachrach, Chief of the Demographic and Behavioral Sciences Branch of the National Institute of Child Health and Human Development (NICHD), and Ronald Abeles, Associate Director for Behavioral and Social Research at the National Institute on Aging (NIA), presented oral and written reports on the activities and accomplishments of their institutes. Both were received with great interest and enthusiasm by council members. The following is a summary of their presentations.

### National Institute of Child Health and Human Development

The Demographic and Behavioral Sciences Branch (DBSB), Center for Population Research, supports a program of research on "the processes that determine population size, growth, composition, and distribution, and on the determinants and consequences of population processes," Bachrach said. Scientists from a wide variety of disciplines, including demography, sociology, economics, psychology, anthropology, epidemiology, biology, and public health, all contribute, often with interdisciplinary approaches, to understanding population issues, she reported.

Bachrach highlighted the importance of this research to current public policy issues including teen pregnancy, AIDS, welfare reform, adolescent health, among others. She described a new initiative that will enhance research on the immigration process and its effects on both immigrant and nonimmigrant populations. This knowledge will inform major policy decisions now at issue at the federal and state level, particularly in California, Texas, and Florida.

In the written report, the basic and applied research of the DBSB is described in four sections: Families and Households; Fertility and Reproductive Health; Mortality, Morbidity and Health; and Migration and Population Distribution, according to Bachrach.

Following the summary presentation, Council member Josefina Card, President of the Sociometrics Corporation, highly praised the work of Jeffrey Evans, Director of the Families and Households Division. Some topics of research in that division include: Intergenerational Consequences of Single Parenthood; Repairing Rips in the Intergenerational Fabric: Child Support and Child Care; The Family and Child Well-Being Network; The National Survey of Families and Households. Council member Anne Peterson, Deputy Director of the National Science Foundation, also commended the overall work of the DBSB, noting its novel designs, processes, intervention research, and inclusion of methods. Other council members liked the "policy-friendly" aspects, and asked about linkages to other government agencies. The need for evaluation research to determine the efficacy of current programs, and the need for research on child abuse and neglect were also mentioned.

In addition to Bachrach's summary, two researchers funded by the DBSB discussed their research. John Jemmott, a Princeton University Psychologist, described his study of social-psychological factors that underlie risk-associated behavior. He stressed the need for theory to inform planned behavior. His AIDS Prevention Intervention studied condom use by analyzing 1) Attitudes (prevention beliefs, hedonistic beliefs, and partner reaction beliefs; 2) Subjects (sexual partner, mother, father, friends); and 3) Perceived Behavior Control (beliefs about availability, self-control, negotiation skills, and technical ability.) His five-hour intervention involved the use of films, games, exercises, role playing, with attention to what was culturally appropriate. It appeared that the Council agreed that Jemmott had very encouraging data for a one day intervention.

Kristin Moore, a social psychologist and Executive Director of Child Trends, Inc., concluded the DBSB presentation with a paper entitled, "Can Basic Research on Children and Families be Useful for the Policy Process?" Using teenage pregnancy and welfare reform as one example, she gave an historical account of welfare, and criticized the 1988 Family Support Act for its lack of focus on the impact of the legislation on children. Moore reported that most of the negative outcomes of teenage pregnancy are due to the status of the teenage mother before the birth. "Children's outcomes are better only if they leave welfare and poverty," she said.



In answering how basic research is policy relevant, Moore cited four main points: 1) basic research can identify topics that are problems for individuals and/or society; 2) basic research can identify topics that are thought to be problems which are not really problems; 3) basic research can help clarify the causal mechanisms underlying behavior; and 4) basic research can provide policy analysts with the models, measures, and methods needed to conduct rigorous evaluation studies.

### National Institute on Aging

The Behavioral and Social Research (BSR) Program of the NIA "focuses on how people change with aging, on the interrelationships between older people and social institutions (eg., the family, health-care systems), and on the societal impact of the changing age-composition of the population," according to Ronald Abeles, Associate Director of the BSR Program. Abeles also emphasizes the program's "dynamic interplay between the aging of individuals and their changing social and physical environments."

According to the written report, four units structure the BSR: The Office of the Associate Director; Social Science Research on Aging; Demography and Population Epidemiology; and Adult Psychological Development. Within the Social Science Research on Aging unit, understanding "the biopsychosocial processes linking health and behavior; the structure, process, and outcomes of health care and related services; and the social conditions influencing health, well-being, and functioning of people in the middle and later years is the goal." Marcia Ory is the Chief of the unit.

Richard Suzman leads the Demography and Population Epidemiology unit, which supports "research and training on the changing older population in regard to its social, demographic, economic, and health characteristics and on the impact of these population characteristics on society as a whole."

The Adult Psychological Development unit of the BSR supports "research concerned with environmental, social, and behavioral influences on cognitive functioning, personality, attitudes, and interpersonal relations over the life course." Acting Chief Ronald Abeles clarified for one council member what "social cognition" might entail. "The influence

### **SOCIOLOGISTS FOR WOMEN IN SOCIETY JOINS COSSA**

COSSA is pleased to announce that Sociologists for Women in Society has joined the Consortium as an Affiliate. We look forward to working with SWS on issues of common concern.

of social conditions on people's decision making," stated Abeles. "For example, there are rules about how we are expected to act in different social situations--in this forum I anticipate that you might ask a question, and I must respond in a certain manner. Consider also how one responds to a physician as a patient, the nature of that relationship, and how it might influence how one thinks."

Two additional presentations highlighting the research of the BSR were presented to the full council by Tom Prohaska of Community Health Sciences, the University of Illinois at Chicago, and by Barbara Torrey of the National Research Council. Prohaska discussed research efforts which focus on self-care in aging populations. "Seventy percent of care in the world is self-care," he said. He spoke of the need to understand the dynamics of the patient-doctor interaction in the office, on the phone, and in written correspondence. Stressing the need for theory to guide research, he also addressed the need for longitudinal studies, for studies focussed on gender and minority issues, and for studies with dissemination integrated into the programs.

Torrey reviewed the Health and Retirement Survey (HRS) and the Assets and Health Dynamics Among the Oldest Old (AHEAD) Survey which will provide "the platform for all other research," she said. "The HRS, which looks at incomes and how it changes in relationship to health, will change the way we think about things," Torrey stated. She recommended that the results of these studies be packaged for use by other institutes, centers, and divisions of the NIH. She also suggested that more money be directed for analysis, and that a review of what was done correctly and what was not done should be written up to inform future survey efforts.

Copies of the report may be obtained by contacting the NICHD at (301) 496-1174 or NIA at (301) 496-3136.



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## Consortium of Social Science Associations

1522 K Street, N.W., Suite 836, Washington, D.C. 20005

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