

**CONGRESS LEAVES TOWN:  
APPROPRIATIONS MOVE,  
STALL** *HS*

After a passing a flurry of legislation on major issues such as welfare and health care reform, the 104th Congress recessed for over a month on August 2. With the two political conventions and some major catch-up campaigning to do, the legislators will not return until after Labor Day for what is expected to be a frenzied rush to an October 4th adjournment. Still on the plate are 12 appropriations bills. With such a short time left in the congressional session, it appears likely that a Continuing Resolution (CR) to fund the government will be necessary. How many of the remaining 12 bills are folded into that CR depends upon the settlement of a number of disputes. It is expected that a CR would last six months, into the first few months of the 105th Congress.

**AGRICULTURE APPROPRIATIONS  
ENACTED**

The first, and so far only, FY 1997 appropriations bill enacted into law funds agriculture and rural development programs. Differences between the House and Senate versions were ironed out in a conference committee and, after final passage in both chambers, the legislation was signed into law by the President.

Final figures for research reflected the usual fondness for funding special projects for constituents, rather than providing significant increases for competitive grants. **Special Grants** wound up with \$49.8 million, as expected, above both the House allocation of \$44.2 million and the Senate appropriation of \$47.1 million. This is \$2 million more than last year. The Rural Policies Research Institute received \$644,000, the same as in FY 1996.

The conferees added a little money back to the Senate number for the **National Research Initiative Competitive Grants** program. They gave NRI \$94.2 million, a \$2.5 million reduction from last year. The House had allocated \$96.7 million, the Senate \$93.9 million. The Markets, Trade, and Policy component

lost a small amount from last year's allocation, from \$4 million in FY 1996 to \$3.9 million in FY 1997.

The **Economics Research Service** funding for FY 1997 will be \$53.1 million, the same as the House figure, but slightly more than \$1 million below the Senate appropriation, and slightly less than the FY 1996 figure.

The bill provides \$100.2 million for the **National Agricultural Statistics Service**, the same as the House, and over \$2 million more than the Senate. This results in over a \$21 million increase from FY 1996, but \$17.5 million will support the Census of Agriculture that will be transferred from the Department of Commerce. **Hatch Act** formula funds received \$168.7 million, the same as last year, the same as the Senate bill, and \$5.1 million above the House bill.

**NSF APPROPRIATIONS STALLED AS BILL  
BLOCKED FROM SENATE FLOOR**

Senate action on the FY 1997 Veterans' Affairs, Housing and Urban Development and Independent Agencies Appropriations bill, which includes funding for the National Science Foundation, was supposed to occur before the recess.

However, at the last minute the bill was kept from coming to the Senate for floor action because of a

**INSIDE UPDATE...**

- NIH AIDS Report Lauds Behavioral and Social Science
- Building Safer Society the Focus of Justice Research Conference
- Science Board Chair Praises Social and Behavioral Sciences
- Tulane President, Two Others, Named to National Science Board
- Senate Committee Passes NIH Reauthorization Bill
- NIJ Grants Available

dispute concerning a judicial nomination. Sen. Paul Wellstone (D-MN), upset that the Republicans would not allow a confirmation vote on a judicial appointment he favored, decided to protest by blocking consideration of the appropriation bill.

NSF proponents and officials are concerned that if their appropriations bill is not enacted and goes into the CR, it would create many problems. Most continuing resolutions are written so that the enacted funding is the House figure, the Senate figure, or last year's figure *whichever is lower*. If that held for NSF, the increase for research would be wiped out, and the decrease for salaries and expenses would become a reality. In addition, the uncertainty of funding would create another situation similar to last year, when the grant-making process suffered delays.

The Senate VA, HUD, Independent Agencies appropriations subcommittee chairman, Sen. Christopher 'Kit' Bond (R-MO), hopes the dispute will be settled to allow the Senate to act on his legislation as soon as Congress returns.

## NIH AIDS REPORT LAUDS BEHAVIORAL AND SOCIAL SCIENCE

A recent NIH report says behavioral and social science research is a key component in HIV/AIDS prevention.

### CONSORTIUM OF SOCIAL SCIENCE ASSOCIATIONS

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The Consortium of Social Science Associations (COSSA), an advocacy organization for federal support for the social and behavioral sciences, was founded in 1981 and stands alone in Washington in representing the full range of social and behavioral scientists. *Update* is published 22 times per year. Individual subscriptions are available from COSSA for \$65; institutional subscriptions, \$130, overseas mail, \$130. ISSN 0749-4394. Address all inquiries to COSSA, 1522 K Street, NW, Suite 836, Washington, D.C. 20005. Phone: (202) 842-3525, Fax: (202) 842-2788.

According to the Behavioral, Social Science, and Prevention Research Area Review Panel of the NIH AIDS Research Program Evaluation, "even if preventive vaccines, more promising drug therapies, or other biomedical preventive interventions are developed in the near future, they will have to be combined with behavioral and social strategies in order to be used effectively on a global level." Additionally, the report states, "because the number of AIDS cases worldwide remains high and continues to grow, social and behavioral strategies for managing its consequences will be necessary for a long time to come." The Panel, developed recommendations in four areas (in order of priority): primary prevention-intervention research, primary prevention-basic behavioral and social science research, consequences of HIV infection, and methods in behavioral, social science, and prevention research.

*Primary Prevention - Intervention Research* - should be given the highest priority and should be coordinated with efforts in biomedical prevention and vaccine research. The Panel noted its distress "that in FY 1994, the focal year of the review, that only 3.4 percent of the total NIH AIDS budget was devoted to primary prevention/intervention research in the behavioral and social sciences. When prevention research coded as Natural History, Epidemiology, and Prevention is added, the total comes only to 6.5 percent of all NIH AIDS research dollars." The Panel made the following recommendations in this area:

- Continued reevaluation of vulnerable populations so that research can be focused specifically on their needs;
- Focused research on diverse levels of interventions including individual, small group, institution, community, society, and policy/law;
- Further refinement of research methods and outcome assessments, including consideration of when and where biological outcomes should be employed in behavioral interventions and when quasi-experimental versus experimental designs should be used; and
- Continued emphasis on research that is useful to communities at risk for HIV infection and to agencies implementing programs in those communities.

**Primary Prevention - Basic Behavioral and Social Science Research** - "provides the essential underpinning of intervention research and deserves full and complete support at NIH." The Panel noted its support for a strong program of basic research in this area. It also commends "progress in developing a basic science base," noting that the National Institute of Mental Health (NIMH) and the National Institute on Child Health and Human Development (NICHD) "have sponsored sexual behavior surveys of the general population of the U.S., as well as of selected populations, and that the National Institute on Drug Abuse (NIDA) has conducted important quantitative and qualitative work to document HIV prevalence and incidence as well as risk behaviors among intravenous drug users." NIMH, NIDA, and the National Institute on Alcoholism and Alcohol Abuse (NIAAA) are noted for their sponsorship of "theory-building workshops and programs among the major theorists of health behavior change and social network analysis." Panel recommendations include:

- The need for a paradigm shift to develop models that are domain-specific with regard to sexuality and drug use and that recognize that risk behavior is embedded within personal, interpersonal, and situational contexts;
- Support for basic research on individual differences in human sexuality and drug use that takes into account cognitive, affective, cultural, and neurophysiological variables;
- Support for research on the direct effects of intoxicants on self-regulatory mechanisms; and
- Support for studies that investigate the maintenance of behavior change.

**Consequences of HIV Infection** - "encompasses issues in HIV prevention among the HIV-infected as well as the psychological, social, psychiatric, and neurologic consequences of HIV disease." Panel recommendations include:

- Preventing further spread of HIV by those already infected;
- Attenuating the individual distress and social stigma of either being HIV-infected or possessing the fear of being HIV-infected;
- Evaluating and managing the neurological and psychiatric disease complications of HIV infection;

- Modifying the impact of HIV infection on caregivers, loved ones, populations, and society;
- Facilitating patients' entry and retention in optimal programs of HIV care;
- Aiding patient adherence to HIV prophylactic and treatment regimens; and
- Aiding HIV clinical trials by enhancing recruitment, retention, and protocol integrity.

**Methods in Behavioral, Social Science, and Prevention Research** - "need to be further developed, expanded, and validated." Panel recommendations include:

- Developing a consensus on the appropriate outcome measures for addressing specific questions;
- Developing new analytic tools for dealing with data with non-normal properties; and
- Developing criteria for using observational, quasi-experimental, or experimental designs.

#### **Creation of a Prevention Science Advisory Group**

"The Panel concurs strongly with the NIH AIDS Research Program Evaluation Working Group recommendation to establish a Prevention Science Advisory Group, reporting directly to the Director of the Office of AIDS Research (OAR) and co-chaired by individuals with expertise in biomedical as well as social and behavioral science." The Panel also agrees with the recently released report of the Panel on Natural History, Epidemiology, and Prevention Research "on the need to establish a coherent and coordinated prevention research plan for the NIH, the Department of Health and Human Services, and the Federal government as a whole."

To guide research across priority areas in Behavioral, Social Science, and Prevention Research, the Panel derived five principles:

- Behavioral, social science, and prevention research is under funded at the NIH and, in order to be effective, requires coherence and coordination across the Institutes, Centers, and Divisions (ICDs);
- HIV/AIDS research must respond to the evolving course of the epidemic and must focus on populations most vulnerable to the spread of HIV;

- Research supported by HIV/AIDS funds must be relevant and contribute to finding solutions to the epidemic. A clearer definition of AIDS-related research should be developed;
- NIH research should complement activities at the Centers for Disease Control and Prevention and other Public Health Service agencies and federal departments.
- International HIV/AIDS research in the behavioral and social sciences must continue to be supported by the NIH.

The Panel commended the ICDs on their "creative use of funding mechanisms to jump-start a field that had been constrained by the removal in the 1980s of financial support for the social and behavioral sciences in general, and by the political restrictions on sexual behavior and drug abuse research in particular." The ICDs are urged to continue to use a range of funding mechanisms creatively in order to carry out priorities in the areas of behavioral, social science, and prevention research.

The Panel also noted that "the training of new investigators, especially minority scientists, is a high priority." It commended NIMH on its training grant opportunities in HIV/AIDS research for behavioral and social science research. The group supported an increase in funding for training in "all relevant ICDs, especially that which is multidisciplinary and which will result in a measurable increase in the number of minority principal investigators" supported by NIH.

According to the Panel, "the current peer review system at the NIH poses many problems that should be corrected," particularly the current "triage" pilot programs for grant review.

Finally, the Panel noted its support for "a strong OAR, especially because the research portfolio in behavioral, social science, and prevention research is spread across 10 ICDs and requires collaboration and coordination to remain coherent and to avoid unnecessary duplication." The OAR is needed, said the report, "to continually reassess research priorities, to ensure that priorities are being implemented, and to achieve greater coordination within behavioral and social science research and between this area and other relevant areas."

Sociologist Judith Auerbach, formerly of COSSA, served as Executive Secretary to the panel. The report can be obtained by calling (301) 402-3358 or accessing <http://www.nih.gov/news/AIDS-panel/behavior.html>

## **BUILDING A SAFER SOCIETY THE FOCUS OF JUSTICE RESEARCH CONFERENCE**

A three day conference held in early August in Washington, DC gave criminal justice researchers and practitioners a chance to ponder how to move the debate about crime from one driven by "emotion and rhetoric," in the words of Assistant Attorney General Laurie Robinson, to a focus on facts and solid information. The annual conference sponsored by the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Bureau of Justice Assistance, provided an opportunity to explore research results, hear about new promising research underway, and to discuss future agendas. It also highlighted what Robinson called the Federal government's "critical role" in supporting independent research and evaluation of crime and the criminal justice system.

NIJ Director Jeremy Travis expressed his excitement at the influx of new funds to his agency from the 1994 Crime Act, and the portion of the 1996 Local Law Enforcement Block Grants devoted to research and evaluation. With the support of Attorney General Janet Reno and the Institute's congressional appropriators, these new funds have allowed NIJ to substantially increase its commitment to examine programs such as community policing, sponsor research on why men batter women, conduct a symposium on police integrity, and improve data collection across the broad spectrum of criminal justice issues.

At the same time, Robinson noted that criminal justice research, like Rodney Dangerfield, "gets no respect." A partial explanation cited for this was the usual complaints about lack of dissemination from researchers to practitioners. Mary Ann Wycoff of the Police Executive Research Forum, reporting on her study of community policing in Madison, WI, noted the distrust of detectives there and the difficulty she had in persuading them to complete survey

questionnaires. Another problem is that many initiatives do not receive adequate time for assessments. Jeff Roth and his colleagues at the Urban Institute have 15 months, courtesy of Congress, to evaluate the Assault Weapons Ban. Neal Bryant, a state legislator from Oregon, noted the public's suspicion of studies evolved, in part, from a general anti-intellectualism. He also noted the growing influence of victims' rights groups, the ambitions of many district attorneys, and the influence of the National Rifle Association in many areas, as impediments to the consideration of research results.

Hoping to increase the acceptance of criminal justice research, the National Science Foundation and other federal agencies are investing \$12.4 million over the next five years to support a National Consortium on Violence Research. Principal investigator Alfred Blumstein of Carnegie Mellon University spoke about how this group of 39 individuals from 24 institutions in 11 states and 4 foreign countries hoped to provide an interdisciplinary, coordinated approach to examining crime and the criminal justice system. The research plan, now in the development stage will focus on 3 levels of analysis: the individual - e.g. longitudinal studies of offenders; the situational -- e.g. studies of the influence of guns, drugs, and alcohol; and the macro -- e.g. studies of community impacts. The Consortium also includes a major training component, particularly to bring more researchers from minority communities into the criminal justice field. Blumstein cited the Consortium as an experiment at mobilizing social science and social scientists to "get at fundamental questions facing society."

### White House Promotes Community Approaches

One theme of the conference was crime prevention. Jeremy Ben-Ami, Assistant to President Clinton for Domestic Policy, expressed the administration's view that "the criminal justice system needs a better goal than managing offenders." This goal, he asserted needs replacement by a more humane strategy that invests in youth, understands risk and protective factors that impact the likelihood of children becoming criminals, and develops strategies that work and are cost-effective. He cited an administration inter-agency initiative focused on "partnerships for stronger families" that promotes a community care approach, discussed at the conference

by Richard Catalano, a Professor of Social Work at the University of Washington. According to Catalano, communities need to design comprehensive programs and change their environments to create opportunities for resiliency for kids at-risk. (For a fuller discussion of resiliency see the report on the COSSA congressional seminar, *Update*, April 29). Keys to this approach are developing sound beliefs and clear standards, and providing opportunities for healthy bonding and attachment. Failure to do the latter will often lead kids to seek alternative sources, such as gangs. The comprehensive community approach includes marital therapy, prenatal visits, parent training, school oriented changes and chances for youth employment. OJJDP Administrator Shay Bilchik echoed this approach noting that prevention must be pro-active, taking into account the social, economic, health and education factors that impact a person and his/her environment.

Many on-going projects still seek answers about the effectiveness of sanctions such as boot camps. Doris MacKenzie of the University of Maryland, a speaker at a COSSA congressional seminar on crime in 1994, is about to embark on a further multi-site investigation of this alternative sentencing device. There are many projects assessing the new community policing idea. Wes Skogan of Northwestern University is studying the approach the Chicago police department has taken to this redeployment of the troops strategy.

### Looking to the Future

In 1997, the criminal justice community will celebrate the 30th anniversary of the report, *The Challenge of Crime in a Free Society*. Assistant Attorney General Robinson pointed out that the research chapter in that report was only 5 pages, but it did launch major efforts at trying to understand crime and criminal behavior. Travis assembled a number of practitioners at the conference to look at the current criminal justice system and to project future subjects for research. Joel Cohen, an Assistant DA in Brooklyn, NY noted the growing use of science and technology and how that has changed the conduct of trials and how the court system works. He asked whether science and technology will render the 4th amendment obsolete. A number of commentators noted the impact of the media, including its increased access to witnesses and victims. Thomas Ross, a

Superior Court Judge from North Carolina, worried about the credibility of the courts and the whole criminal justice system. He was concerned about the influence of legislators on the sentencing system, and noted the impact of race on the courts, with growing African American distrust and the polarization of the jury system.

Given the increasing demands on a system that is asked to do more than adjudicate cases, Garrett Zimmon of the Los Angeles Police Department asked how future researchers would assess a police department's effectiveness. Would the measures include the time-honored arrest statistic or would new metrics be necessary, reflecting the police impact on the quality of life for the citizens it is supposed to protect. Finally, with TWA 800 and the Atlanta bombing on people's minds, Peter Greenwood of RAND noted the potential for more acts of terror.

### SCIENCE BOARD CHAIR PRAISES SOCIAL SCIENCES H3

In an editorial printed in the August 5 issue of *Chemical and Engineering News*, National Science Board Chairman Richard Zare writes "I'm wondering whether some problems that are limiting society's benefit from advances in the physical sciences might not be answered by the social and behavioral sciences."

Zare, a chemist from Stanford, was named NSB chairman in May. In his piece, he particularly takes note of the NSF-sponsored Human Capital Initiative and one of its foci, the widening earnings gap between rich and poor. He says that "some social and behavioral scientists, under NSF support, are now attacking this scientifically interesting and socially important question." In finding the "best path" to reveal solutions to the problem, "it will be by the light of the social and behavioral sciences," Zare writes. He adds, "the same can be said for many other critical human problems."

Zare suggests that the most fascinating fundamental questions of science to be faced in the next half-century will involve complex systems that will include human problems. Although the social and behavioral sciences are a small fraction of what NSF does, Zare concludes that "it behooves us to support

the best work in this field and pay attention to what it can tell us."

### TULANE PRESIDENT, TWO MORE, NAMED TO NATIONAL SCIENCE BOARD H3

President Clinton has nominated Eamon M. Kelly, President of Tulane University, to become a member of the National Science Board. Kelly, an economist by training, has led the New Orleans institution since 1981. Before joining Tulane, Kelly worked with the Ford Foundation and was the officer in charge of social development, the Foundation's largest domestic and civil rights division. He is also the former chair of the Association of American Universities. Kelly earned his Ph.D. from Columbia University.

When Kelly joins the NSB, there will be five members trained in the social/behavioral sciences. He will join Bob Solow, trained in Economics, Claudia Mitchell-Kernan trained in Anthropology, Diana Natalicio trained in Linguistics, and Sanford Greenberg, trained in Political Science. This is the largest contingent of social/behavioral scientists the National Science Board has ever had.

The President also selected Richard Tapia, Noah Harding Professor of Computational and Applied Mathematics at Rice University. Tapia has received numerous awards for his significant contributions to minority education and formerly served on the National Board of Directors of the Society for the Advancement of Chicanos and Native Americans in the Sciences. To fill out the class of 2002, the President chose Mary K. Galliard, Professor of Physics at the University of California, Berkeley, and a faculty senior scientist at the Lawrence Berkeley National Laboratory.

These three, plus the five named earlier (see *Update*, July 29), need Senate confirmation to take their places as full members of the NSB. Until that happens, they will serve as consultants to the Board, replacing the outgoing group who have served in that capacity since their terms expired on May 1, 1996. There is still one vacancy, in the class of 2000, to be filled.

The National Science Board recommends broad national policies for promoting basic research in the sciences and engineering. There are 24 members of the Board serving six year terms, with eight members appointed every two years. NSF's Director, Neal Lane, serves as an ex-officio member of the Board.

## SENATE COMMITTEE PASSES NIH REAUTHORIZATION BILL <sup>AS</sup>

The Senate Labor and Resources Committee unanimously approved The National Institutes of Health Revitalization Act of 1996, S. 1897, legislation that would reauthorize for 3 years the National Institutes of Health, including the two largest institutes, the National Cancer Institute and the National Heart, Lung, and Blood Institute. S. 1897 would also create a National Human Genome Research Institute and formally establish the Office of Rare Diseases.

The measure also provides for a trust fund called the National Fund for Health Research to provide additional financial resources to NIH. "This trust fund is a first small step toward affording additional funds for the indispensable research mission in this era of shrinking Federal resources," said Kassebaum in her statement introducing S. 1897. Further, the bill would give NIH more flexibility in making spending decisions.

Additionally, the bill authorizes General Clinical Research Centers to serve as an infrastructure for clinical research and training and creates Clinical Research Enhancement Awards and Innovative Medical Science Awards to support individual careers and research projects in clinical research.

S. 1897, a bipartisan effort, was introduced by Senators Nancy Kassebaum (R-KS) and Edward Kennedy (D-MA), chair and ranking Minority member of the Committee, respectively, along with Senators James Jeffords (R-VT), Clairborne Pell (D-RI) and Mark Hatfield (R-OR). Since there is no companion House bill yet, it is unclear whether there is time to reauthorize NIH before the 104th Congress adjourns.

## NIJ GRANTS AVAILABLE <sup>M/S</sup>

The National Institute of Justice (NIJ), the research and development arm of the Justice Department, announces an NIJ solicitation that will seek proposals to develop, test, evaluate, adopt, and implement new and innovative technologies and techniques to support and enhance law enforcement, courts, and corrections operations, particularly at the state and local level.

The solicitation seeks not only proposals to develop, test, and implement criminal justice technologies, but also proposals to evaluate the organizational and behavioral impacts of the use of specific technologies in the criminal justice system.

Proposals are expected to describe individual or public-private partnership efforts to support and enhance or evaluate technologies for application in the criminal justice system. NIJ expects to have \$10 to \$15 million available to fund awards under this solicitation.

There will be two proposal submission dates: September 15, 1996, and November 1, 1996. However, award decisions for the proposals submitted for the November 1 deadline will be based on remaining funds available.

Copies of the "Solicitation for Law Enforcement, Courts, and Corrections Technology Development, Implementation and Evaluation" can be obtained by contacting the National Criminal Justice Reference Service at (800) 851-3420. The office's home page is <http://www.ncjrs.org>

## EDITOR'S NOTE

With Congress in adjournment until after Labor Day, this will be the final issue of *Update* for the month of August. We will resume publication with the September 16 issue.

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