As Fiscal Year 2000 began on October 1, Congress was still working through most of the 13 appropriations bills. Therefore, Congress passed a Continuing Resolution (CR) to keep the government operating. The CR goes until October 21 and keeps funding for all agencies at last year's levels, with the exception of the Census Bureau, which needs increased funds to get Census 2000 activities in place.

Whether Congress can finish all 13 bills by the time the CR expires is uncertain. Progress has been made on some bills (see below), but the President is still threatening to veto a number that are still in the process (after already vetoing the D.C. appropriations bill). As of October 8, one, as noted, has been vetoed, four bills have been signed, five have emerged from conference committees, two are still in conference negotiations, and the Labor, HHS, Education bill, which may be the most contentious, has passed only the Senate. The Agriculture and Rural Development bill has emerged from the conference, but disputes over dairy price supports and distribution of disaster relief for farmers, may keep the conference agreement from acceptance. No agreement has been reached on the Commerce, State, Justice bill.

The Republican leadership has vowed not to allow more than $592 billion in discretionary spending for FY 2000; the $578 billion allowed under the balanced budget agreement and the $14 billion in the non-Social Security surplus. Thus, there is talk of across-the-board cuts in all appropriations accounts once the process is complete. Appropriations committee members hate this, since it limits their prerogatives to fund the government. The GOP leadership hoping to bash the President for spending the social security surplus sees these kind of cuts as perhaps the only solution.

The National Science Foundation (NSF) will receive $3.91 billion in FY 2000, an increase of $240 million or 7 percent over the FY 1999 appropriation. This is $11 million less than the president's request. For the Research and Related Activities account, the conferees provided $2.966 billion, nearly $200 million or 7 percent above last year's level, significantly higher than the House number, but $38 million less than the Senate figure. Within this appropriation, the conferees provided $105 million for information technology research, including social and economic consequences studies.

The Education and Human Resources (EHR) directorate came out of the conference with a higher level than either the House or Senate passed bills. The conferees provided $696.6 million, a $34.6 million increase over the FY 1999 appropriation. The Experimental Program to Stimulate Competitive Research (EPSCOR) program and a new innovation partnership effort to help those institutions not in the top 50 in receipt of federal research funds received a boost to $65 million. The bill also provides $10 million to...
support undergraduate education at historically black colleges and universities; $8 million from the EHR directorate, and $2 million from the research directorates, including the one for Social, Behavioral and Economic Sciences (SBE).

**Senate Colloquy Discusses Social and Behavioral Sciences at NSF**

The Committee report that accompanied the Senate version of the FY 2000 VA, HUD, Independent Agencies appropriations bill included language that expressed concern about National Science Foundation support for economics research. It also included the statement that the role of the Social, Behavioral and Economic Sciences Directorate (SBE) was to “focus its funding towards activities more directly related to NSF’s core mission of promoting an understanding of the physical sciences.” (See UPDATE, September 27, 1999)

During consideration of the bill on the Senate floor on September 23, Senator Daniel Inouye (D-HI) engaged VA, HUD, Independent Agencies Subcommittee Chair, Senator Christopher ‘Kit’ Bond (R-MO), in a colloquy to clarify and correct some erroneous notions included in the report language concerning the social and behavioral sciences.

Inouye asked: “Given the critical importance of these fields to the national interest and recognizing the enormous strides being made in these sciences, I seek your clarification because the report language included in your committee report may be interpreted to question the value of NSF’s programs in these areas. I am also concerned that the language undermines a valuable scientific enterprise. Is it the chairman’s understanding that the committee report’s intent is to express the committee’s belief that NSF’s core mission includes support for behavioral and social science research?”

Bond responded: “NSF’s core mission indeed includes basic research in the behavioral and social sciences, and, let me make it clear, it is my expectation that NSF will continue its strong investment in these areas. Any efforts to narrow NSF’s mission to exclude these sciences or to target them for reduced support would jeopardize the development of the multidisciplinary perspectives that are necessary to solve many of the problems facing the Nation.”

**FULL SENATE AND HOUSE COMMITTEE APPROVE LABOR-HHS-ED FUNDING BILL**

The full Senate on October 7th and the House Appropriations Committee have approved their separate versions of the appropriations bills that provide funds for the Departments of Health and Human Services, including the National Institutes of Health (NIH); the Department of Education, including the Office of Educational Research and Improvement (OERI); and the Department of Labor, including the Bureau of Labor Statistics (BLS). The full House is expected to consider its bill starting October 12th.

The two bills contain a large amount of advanced or forward funding which allowed each of the appropriations committees to provide funding for programs without breaking the highly constricting budget caps established through the 1997 Balanced Budget Act. The Senate bill included $16.5 billion as advanced funding, while the House Committee included $20 billion as forward funding. While providing room for the 2000 fiscal year, this accounting gimmick will likely put Congress in an even tougher position next year when it attempts to craft spending bills for FY 2001.

**Education Research and Statistics**

The House Committee provided the Office of Educational Research and Improvement (OERI)’s national education research institutes $83.6 million, a $1 million increase over the FY 1999 level. The Senate level-funded the research institutes. Funding for the 10 regional education laboratories was just the opposite. The Senate provided the labs a $4 million increase from its current year funding level to raise total funding to $65 million from $61 million.
million, while the House Committee level-funded the labs.

In its report accompanying the bill, the House Committee noted that while the Education Department has made some progress, it still has work to do to establish specific, measurable standards for quality of the research and data conducted and supported by the OERI. It also asked the Department to provide the Committee with an overall research, demonstration, dissemination, technical assistance, and evaluation plan by March 31, 2000.

The House Committee also praised the OERI for the collaborative work it is conducting with the National Science Foundation (NSF) and the National Institutes of Health's National Institute of Child Health and Human Development (NICHD) through the Interagency Education Research Initiative (IERI) on how children learn, "and is eager to have this information brought to the attention of educators, policymakers, and parents." Yet, it did not provide the separate $25 million the administration sought for this initiative; neither did the Senate.

A Call for "Strategic Research"

The Committee noted that it is impressed by the recommendations of the National Research Council in its report, "Improving Student Learning: A Strategic Plan for Education Research and Its Utilization." The report, notes the Committee, calls for a new large-scale study and a sharply defined program of education research, demonstration, and evaluation. To further this effort, the Committee included $1 million for the OERI, in collaboration with the NICHD, NSF, and the NRC, to develop a five-year plan for an expanded research program of large-scale, systematic experimentation and demonstration on strategic education issues. The plan, to be delivered to the House and Senate Appropriations Committees by May 31, 2000, "shall identify the highest priority research studies needed to improve teaching and learning in the classroom and shall be grounded in the concerns to education practitioners and policymakers."

The Senate provided the National Center for Education Statistics (NCES) a $2 million increase to raise its funding level to $70 million from its current year funding of $68 million. The House Committee level-funded the NCES.

International and Graduate Education

For the International Education and Foreign Studies program, the Senate bill included $69 million, $1.5 million more than the FY 1999 level and equal to the budget request across all three programs — domestic, Fulbright-Hays, and the Institute for International Policy. The House Committee provided $69.5 million for the international education programs, with the $2 million increase for domestic programs only.

The Senate provided the Graduate Assistance for Areas of National Need (GAANN) program a large increase over its FY 1999 level. The funding bill included $51 million for the GAANN program, $20 million more than the 1999 level and $10 million more than the request. Within this amount, the Senate provided the Javits Fellowship program $10 million. The House Committee, on the other hand, provided GAANN and Javits $31 million (Javits gets $7.1 million), a decrease of $10 million below the budget request and the same amount as the FY 1999 level.

Bureau of Labor Statistics

The administration requested $420.9 million in total funding (including unemployment trust fund) for the Bureau of Labor Statistics (BLS). The Senate approved $409.4 million, $10.5 million more than the current year funding level. The Senate noted its concern that the current method the BLS uses to compute the unemployment numbers "do not adequately reflect true unemployment figures, as measured by adults capable of working but for whom no jobs exist, in remote communities in Alaska and other isolated locations." Through these methodologies, the Senate bill noted that "BLS is seriously undercounting the rates of unemployment rates in Alaskan villages." Since the "consequences of this possible undercounting are severe," the Senate urged the Labor Secretary "to develop a plan to adequately measure actual unemployment in such locations and to report its findings in a timely manner."

The House Committee recommended $394.7 million in total funding for the BLS, more than $4 million less than the FY 1999 level, and more than $26 million less than the request.

National Institutes of Health

Despite the fiscal restraints of the cap, both the House Appropriations Committee and the full Senate provided generous budget increases for the National Institutes of Health (NIH) for Fiscal Year (FY) 2000. The House Committee, chaired by Representative John Porter (R-IL), provided an 8.5 percent or $1 billion increase to raise NIH funding to $16.96 billion from its current year funding level of $15.6 billion. The full Senate, following the lead of the
In the Senate appropriations process, chaired by Senator Ted Stevens (R-AK) and the Appropriations Subcommittee chaired by Arlen Specter (R-PA), there is a pressing need to increase funding for the National Institutes of Health (NIH). The Senate Appropriations Committee recommended a $2 billion increase over the NIH's budget for FY 2000, bringing the total to $17.61 billion.

The Senate emphasized the need to support the continuation of scientific progress and the development of new ideas into practical applications. The key to this progress is the National Institutes of Health. The Senate Appropriations Committee is concerned about the allocation of funds in a way that reduces medical research funding to a competition pitting one disease against another, a practice that is not aligned with the collective judgement of medical experts. Instead, the Senate encourages the NIH to take into account health factors, disease burden, public input, and scientific opportunity when making allocation decisions.

The Senate report notes that it is regrettably a by-product of fiscal pressures that bear no relation to the valuable contributions medical research has made to society. This year's funding should reflect a recognition of the need for additional resources to fund behavioral and social science research.

The Senate added that it will examine the distribution recommended by NIH and consider the implications of fiscal pressures that have shaped the NIH's scientific opportunities. The Senate urges NIH to allocate funds based on scientific opportunity, not on the competitive nature of diseases.

Similarly, the House Appropriations Committee emphasized the importance of NIH as one of its top priorities. It expressed concern that NIH has not made sufficient efforts in resource allocation to reflect current health issues. The committee believes NIH should distribute funds based on scientific opportunity, reflecting the Director's judgement.

Social and Behavioral Science — Recognizing the growing awareness of the behavioral underpinnings of disease, the Senate urged NIH to allocate funds based on scientific opportunity. NIH has been urged to enhance its recruitment efforts, placing a greater emphasis on population-based research and centering on areas with disparities and interactions of the mind and body.

In its report, the Senate also noted the need for funding social science research to improve adherence to medical regimes and weight reduction programs. The Senate expressed concern about the lack of implementation of the National Academy of Sciences' recommendations to enhance behavioral research.

NIH Urged to Provide Additional Funding to OBSSR

The Senate commended OBSSR, however, for its leadership in addressing health disparities and promoting interdisciplinary research in areas where psychological, environmental, and biological conditions intersect with health status.

NIH Institutes and Centers pursuing cancer-directed research agendas are urged by the Senate to increase their efforts, including enhancing recruitment and training to attract more candidates from minority and underserved populations.

The House Appropriations Committee recommended that NIH develop a strategic plan to address the recommendations of the Institute of Medicine report, The Unequal Burden of Cancer. NIH is encouraged to enhance funding for population, behavioral, socio-cultural, communication, and community-based research, in addition to its recruitment efforts.

The House further stated that NIH should focus on developing strategies for precluding the development of disease or postponing its symptomatic onset through personal habits and factors in the social and physical environment. The NIH Director is requested to prepare to testify on population-based prevention research at the FY 2001 appropriation hearing.
National Cancer Institute (NCI) — The House Committee recommended a funding level of $3.163 billion (a $261.4 million increase); the Senate recommended $3.286 billion (a $384.5 million increase) for NCI.

The Senate, which held hearings earlier this year on the unequal burden of cancer, stated that it believes health service research “involving and affecting women and girls, particularly minorities, has not received adequate attention.” NCI is encouraged to develop and evaluate behavioral interventions for health promotion and disease prevention for minority women and girls, including changing diet and exercise; smoking cessation; and the impact of psychosocial factors on the primary prevention of cardiovascular disease, and breast, cervical, and ovarian cancers in African-American women.

NCI is commended for its behavioral science research, specifically for expanding its infrastructure to fund behavioral and population research in cancer prevention, treatment, and control. The Committee is particularly interested in expanding health promotion research focused on children and adolescents. NCI is encouraged to expand its research on adherence to treatment regimens and to health-promoting behaviors such as physical activity and healthy diet.

National Institute of Child Health and Human Development (NICHD) — NICHD is provided an appropriation of $848 million, a $76.3 million increase by the Senate and $817.5 million, a $69.1 million increase over FY 1999. Both the House Committee and the Senate encouraged the Institute to continue its support of demographic research on fatherhood, early childbearing, welfare-to-work transitions, health disparities, and the causes and impacts of migration within and across U.S. borders. NICHD is also urged to address training and infrastructure needs in demographic research.

Recognizing that NICHD is the lead agency on the National Longitudinal Study of Adolescent Health (Add Health) which has already begun to yield invaluable information on family, schools, and communities' effects on the behaviors of teenagers and its impact on their health, the House Committee encouraged NICHD to continue the study. Likewise, the Senate also commended NICHD for the Add Health study and also encouraged the Institute to fund a follow-up study to provide for a fuller picture of the health, and health risks of adolescents.

The Senate lauded NICHD for building the infrastructure to enhance research on child development and behavior. The report urges NICHD to identify how the behavioral roots of chronic diseases are established, and to help mediate critical behaviors that can lead to life threatening events. NICHD is further encouraged to support projects that investigate family functioning and child rearing practices and their effects on child well-being and success among cultural minority groups.

The Senate also noted that as increasing numbers of adolescent women become sexually active, “it is important that factors associated with young women's sexual decision making, particularly within an interpersonal context, be understood.” NICHD is encouraged to focus attention on social, behavioral, and developmental factors that contribute to sexual decision making among minority women, particularly young people.

National Institute on Aging (NIA) — The Senate recommended $680.3 million (a $80.2 million increase) and the House Committee recommended $651.7 million (a $51.5 million increase). NIA, like NICHD, is commended by both the House Committee and the Senate for “building and sustaining high quality data infrastructures needed to examine the changing patterns of old age, disease, and disability.” Both the Senate and House Committee noted the importance of the Health and Retirement Survey.

National Institute of Nursing Research (NINR) — The Senate provided NINR $90 million (a $19.9 increase), with the House Committee providing $76.2 million (a $6.2 million increase). The Senate encouraged the Institute to take advantage of significant new research opportunities: enhancing adherence to diabetes self management behaviors; biobehavioral research for effective sleep in health and illness; collaborative clinical trials for adherence, decision making, and managing symptoms in AIDS and cancer.

NINR’s slow growth compared to the rest of NIH in general is highlighted by the Committee. Accordingly, NIH is urged to increase funding in this area to permit NINR to take advantage of these significant new research opportunities. The Institute’s efforts to understand and reduce the burden of health problems in multiple socioeconomic, race, and age groups is commended for its responsiveness to society’s present needs. The Committee also agreed that research is needed to understand the complex relation between behavior and the immune system.
National Institute on Alcohol Abuse and Alcoholism (NIAAA) — The Senate provided a budget recommendation of $291.2 million (a $32 million increase) and the House Committee provided a recommendation of $279.9 (a $20.7 million increase) for NIAAA. The efforts of the NIAAA’s Advisory Council Subcommittee on College Drinking are strongly supported by the Senate. The House Committee, noting the correlation between alcohol abuse and domestic violence, commended NIAAA for pursuing this line of research and urged its continuation.

National Institute on Drug Abuse (NIDA) — The Senate recommended $682.5 million, (a $74.6 million increase), while the House Committee provided $656.6 million (a $48.6 million increase).

The Senate stated that it understands “behavioral intervention is a critical element in halting drug abuse.” It continued to support NIDA’s expansion of its behavioral science portfolio and “views NIDA as a model of how to approach its behavioral science and public health responsibilities.” The House Committee noted that it is pleased that NIDA has developed a children and adolescent research initiative. NIDA is encouraged to expand its research portfolio into areas of co-occurring mental disorders, developmental consequences, prenatal exposure, genetic vulnerability, and environmentally protective and risk factors.

National Institute of Mental Health (NIMH) — The Senate provided $969.5 million, (a $93.5 million increase) and the House Committee recommended $930.4 million (a $75.2 increase) for FY 2000.

The Institute is encouraged by the Senate to focus more attention on research into the prevention, intervention and treatment of violence against women, including behavioral and psychosocial factors, and large-scaled clinical trials. Noting that twice as many women as men are affected by a depressive disorder in the United States, the Senate stated that more research is needed to understand, treat, and prevent these disorders in women, including the link between hormonal, psychological, social, and cultural factors. The Committee further noted that more research is particularly needed to identify risk and protective factors during girls’ adolescent years and other populations of women.

John E. Fogarty International Center for Advanced Study in the Health Sciences (FIC) — The Senate recommended a budget of $43.7 million (an increase of $8.3 million); the House Committee recommended a budget of $40.4 million (a $5 million increase) for the FIC.

The Senate underscored FIC’s three new interdisciplinary initiatives in bioethics, health and economic development, and ecology of infectious diseases. The report noted that the new programs will address a number of important issues: research and research ethics to improve understanding of local value systems in interpreting and implementing ethical precepts in internationally-based research; the correlation between the health status of people and an increase in economic productivity; and the assessment of habitat-level changes in biodiversity that may affect disease prevalence in humans.

Office of AIDS Research (OAR) — Both the full Senate and the House Committee continued to not provide a direct appropriation for the OAR as requested by the President. As such, funding for AIDS research is included in each of the Institutes’ and Centers’ appropriation. The recommendation, however, included a general provision directing the funding for AIDS research, as determined by the NIH Director and the OAR, be allocated directly to the OAR for distribution to the Institutes consistent with its AIDS research plan. The 3 percent transfer between Institutes and Centers is retained.

National Institute of General Medical Services (NIGMS) — The National Institute of General Medical Sciences is noted for its lack of support for behavioral science research training by both the House Committee and the Senate, and is urged to consult with the Office of Behavioral and Social Sciences Research to develop a plan. The Senate further urges NIGMS to follow up an Institute-sponsored symposium on the Biology of Stress with a request for applications. The House Committee encourages the Institute to support basic behavioral research and training and to consult with the behavioral science community and other Institutes to identify priority research and training areas.

National Institute of Allergy and Infectious Diseases’ (NIAID) and National Institute of Arthritis and Musculoskeletal and Skin Disease (NIAMS) — The Senate notes that the portion of NIAID and NIAMS research portfolios devoted to social and behavioral sciences research are “significantly lower than the NIH average.” NIAID and NIAMS are urged to fund promising social and behavioral science. Additionally, both Institutes are further admonished to give favorable consideration of research that pertains to social and
behavioral factors relating to the adherence to medical regimens.

**Centers for Disease Control and Prevention**

Not as lucky in its receipt of funding from appropriators as the NIH, the Centers for Disease Control and Prevention (CDC) received barely more than a 1 percent increase in its budget — not enough to keep up with inflation. The Senate provided the agency with a FY 2000 funding level of $2.802 billion, $31.5 million above the FY 1999 funding level, $17.6 million below the President's request, and $7.6 million below the $2.810 billion recommended by the House Committee.

**Prevention Centers** — The Senate recommended $15.5 million, a $2 million increase, while the House Committee recommended $17.5 million, a $4 million increase. The Senate encouraged the CDC "to consider establishing a focus on prevention marketing and behavior change strategies for enhancing health in disadvantaged communities." The Senate also observed that it is "supportive of a peer review process that takes into account the scientific and public health merits of proposals." The Senate stressed that it continues to support within the prevention center program a tobacco prevention research network "to increase the knowledge base on the most effective strategies for preventing and reducing youth tobacco use, as well on the social, physiological and cultural reasons for tobacco use among children."

**Chronic and Environmental Disease Prevention** — The Senate recommendation included $318.4 million (a $19 million increase). The House Committee provides $315.5 million ($21.1 million increase), with an additional $5 million for the Public Health and Social Services Emergency Fund for the environmental health laboratory.

The Senate noted that "[i]n many instances, premature death, avoidable illness, and disability are caused by personal behavior, exposure to toxic substances, and/or natural disasters. Prevention for the occurrence and progression of chronic diseases, therefore, is based on reducing or eliminating behavioral risk factors, increasing the prevalence of health promoting practices, detecting disease early to avoid complications, assessing human risks from environmental exposure, and reducing or eliminating exposures to environmental hazards."

Both committees emphasized that diabetes remains a leading cause of early death and disability and underscored that obesity and lack of physical activity continue to place adults at greater risk of diabetes. The House Committee further encouraged the CDC "to enhance funding for diabetes prevention activities as well as the comprehensive grant program" highlighted in the Diabetes Research Working Group Report. (See UPDATE, April 19, 1999)

**Injury Control** — For the CDC's injury control efforts, the Senate recommended $82.8 million (a $25.2 increase). Included in the recommendation is an additional $6 million from the violent crime reduction trust fund for domestic violence activities authorized by the Violence Against Women Act. The House Committee recommended $57.8 million (last year's level). The House Committee report also retains a "limitation included in previous Appropriation Acts to prohibit the National Center for Injury Prevention and Control from engaging in any activities to advocate or promote gun control."

The Senate report includes $11 million for additional services, research and public education geared toward the reduction of violence against women. The Injury Control Research Centers are recognized for their "outstanding achievements" in multiple research areas and for having excelled in discovering what prevention and treatment measures work.

**Health Statistics** — For the CDC's National Center for Health Statistics (NCHS), the Senate recommended a program level of $109.6 million to be provided from the Public Health Service (PHS) one-percent evaluation and set-aside funds, matching the President's request (a $15 million increase). The House Committee provided a total of $94.6 million in funding, $71.8 million of that is from the one-percent evaluation set-aside.

The Senate increase in funding is for the National Health and Nutrition Examination Survey (NHANES), the only national source of objectively measured health status data. The Committee noted that the "national health care system and the PHS would be well served by the development of a public health index that would serve as a benchmark for the overall progress of the nation's health status." NCHS is called upon to begin feasibility studies on the establishment of a national index and to report to the Committee within six months after passage of the legislation.
Self-care and Preventive Medicine — The Senate emphasized that it is aware of unique opportunities in research and training from self-care techniques that integrate mind-body approaches to health. “The Committee urges the agency to establish a sustainable pilot program that would begin an interdisciplinary approach to the mind-body medicine and to assess their preventive health impact.”

Violence Against Women — Both the House Committee and Senate, in identical language, note that they expect the CDC to take the lead in a collaborative effort between CDC and the Department of Justice in researching the behavioral and psychosocial factors relating to violence against women, especially as women seek health care. The House Committee “also encouraged CDC to support efforts to change social norms by working with key national partners to reach children and adolescents . . . and conduct research on behavioral change to help understand the specific social norms that support violence against women.

Assistant Secretary for Planning and Evaluation (ASPE)

The Senate recommended $15 million for ASPE, $1 million more than the current year funding and the administration’s request. The House Committee recommended funding ASPE at the current year’s funding level, or $14 million.

Agency for Health Care Policy and Research (AHCPR)

For the AHCPR, the Senate recommended $211.3 million (a $38.4 million increase); the House Committee recommended $175.1 (a $4 million increase) in funding for FY 2000. The Senate urged the agency to “enhance” its investment in health services research devoted to improving the quality and outcomes of children’s health care, including support for research, research centers, and training. AHCPR’s efforts to rebuild its investigator-initiated research and career development program is commended by the Committee. Similarly, the Committee noted that it is supportive of AHCPR’s effort to establish a children’s health services agenda.

More stories to follow in Part Two of this two part special issue.