



COSSA Washington Update

Consortium of Social
Science Associations

January 16, 2006

Volume 25, Issue 1

WELCOME TO 2006

Happy New Year! This is the first issue of Volume 25 of the newsletter of the Consortium of Social Science Associations (COSSA). Our goal is to inform the social and behavioral science community of activities in Washington, DC and elsewhere that have important implications for the conduct of research and its dissemination to policy makers. We appear for the most part biweekly (with the exception of February, August, and December). In early March, we present a special issue that analyzes President Bush's Fiscal Year 2007 federal budget for over 50 agencies important to the production of social and behavioral science research. We hope you will appreciate our coverage and if you have any questions or comments please let us know at coffa@coffa.org. May your new year be productive and enjoyable!

CONGRESS WRAPS UP FY 2006 SPENDING; LEAVES OTHER ISSUES TO NEW YEAR

On December 30, 2005, President Bush signed the Labor, Health and Human Services, Education and the Department of Defense spending bills, ending the FY 2006 appropriations process, almost three months into the fiscal year. Included in the defense measure was a one-percent cut to all FY 2006 discretionary spending across the government, excluding emergencies and the Department of Veteran Affairs. The chart on pages 4-5 displays the final numbers for FY 2006 for agencies that COSSA follows. The figures include the one -percent reductions.

The impact of the across-the-board (ATB) reductions on large agencies is mitigated by their size. However, the smaller agencies, which in recent years Congress has for-the-most-part level funded initially, when faced with what has now become almost an annual ritual of ATB cuts, find themselves losing funds that are not restored. For example, the Javits Fellowship program for years was a \$10 million program. In recent years it has lost \$300,000 from ATB reductions. Not a big deal in a two trillion dollar budget, but for the graduate students in the social sciences, arts, or humanities who lose support for graduate studies it is a big deal.

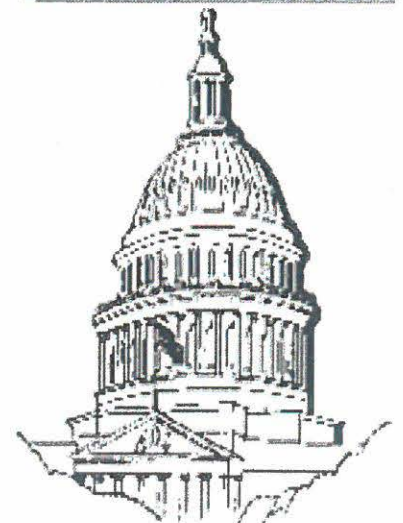
One of the interesting developments in the FY 2006 spending process was the lack of earmarks in the final Labor, HHS, Education bill. For years the Bush Administration has fought to remove these individual projects from spending bills. Congress has reacted by reminding the Executive that it controls the power of the purse and earmarking is really congressional prioritizing. So far, the Administration has had limited success. as most of the other spending bills continue to include projects individual members of Congress find necessary for their constituents and the national

Inside UPDATE...

**PRESIDENT BUSH
ANNOUNCES
LANGUAGE INITIATIVE**

**FINAL FY 2006
APPROPRIATIONS
CHART**

**GAPS IN SOCIAL/
BEHAVIORAL
RESEARCH IN
PANDEMIC FLU PLAN**



agenda. The impact on agencies in FY 2006, such as the Fund for the Improvement of Postsecondary Education (FIPSE) will be enormous. Its budget has been reduced from over \$162 million to less than \$22 million.

In the end, however, Congress rejected some of the Administration's suggestions, such as eliminating the formula funding programs in the U.S. Department of Agriculture's Cooperative State Research, Education, and Extension Service. Yet President Bush and his Administration seemed content that the process did limit spending on discretionary programs.

NIH Final Funding a Cut from FY 2005

After the one-percent reduction, the National Institutes of Health (NIH) will receive \$28.3 billion, a slight decrease from the FY 2005 appropriation.

In report language accompanying the bill, the conferees emphasized that they are "disappointed that the director of NIH has not yet responded to the recommendations of the ACD (Advisory Committee to the Director) working group on research opportunities in the basic behavioral sciences." To remedy this, "the conferees urge the director of NIH, in consultation with senior IC (Institutes and Centers) leadership and the OBSSR, (Office of Behavioral and Social Science Research) to develop a structural framework for managing support of NIH basic behavioral science research. This framework should include a division of portfolio and funding responsibility among the affected ICs, and should encourage co-funded trans-Institute research initiatives." NIH must report to the House and Senate Appropriations Committees describing the new framework and its relationship to the Office of Portfolio Analysis and Strategic Initiatives by May 1, 2006 (see Update, December 12, 2005).

The agreement also provided \$326 million from the National Center for Research Resources and Roadmap funds for general clinical research centers and the clinical and translational science awards (CTSA) combined (see Update, September 26, 2005 and November 7, 2005). The total number of awards for the combined programs should remain at 79 in FY 2006.

National Science Foundation Up Slightly

Unlike most years in recent history, the National Science Foundation (NSF) will do better than NIH in the change in spending from the previous year. With the doubling promised in the 2002 NSF

Reauthorization Act dead, (a new attempt will be made in innovation legislation introduced by Senators Joseph Lieberman (D-CT) and John Ensign (R-NV), this time from FY 2007 to FY 2011), the Foundation received about a one-percent increase over last year. The Research and Related Activities account received almost a three-percent boost over FY 2005. NSF Director Arden Bement will make the allocation of these funds among the research directorates, including the Social, Behavioral and Economic Sciences Directorate (SBE). The Education and Human Resources directorate lost almost five percent of its funding, but not as much as the Administration requested, because the Congress rejected the Administration's attempt to shift the entire Math and Science Education Partnership program to the Department of Education.

Leftovers

Congress left town without settling a number of issues on its plate from the first session of the 109th Congress. Most significantly, a major attempt to reduce entitlement spending through a budget reconciliation bill, which has attached to it a five-year reauthorization of the Temporary Assistance to Needy Families (TANF) law, needs immediate congressional attention. After much debate on the USA Patriot Act, the House forced the Senate to accept a short-term solution keeping the expiring provisions on the books until February 3. The Higher Education Act received another extension until March 31, leaving questions of the politicization of the Title VI International Education programs and the establishment of an oversight board still on the legislative agenda.

The New Year

President Bush is scheduled to deliver his State-of-the-Union address on January 31, the day Congress is scheduled to reconvene for the second session. On February 6, the Administration is scheduled to release the FY 2007 federal budget. Already hints of new initiatives are in the offing. The President has discussed a major new National Security Language Initiative (see other story) and many interest groups are pushing an innovation package based on reports decrying the U.S. decline in science, particularly the physical sciences, and engineering. Several Members of Congress already have introduced or will soon introduce proposals to provide increased funding for innovation projects and increased math and science education incentives. Bush Administration Chief of Staff Andrew Card has expressed keen interest in some of these ideas.

With a leadership contest among House Republicans, the fallout from the scandal involving

lobbyist Jack Abramoff, continuing wars in Iraq, Afghanistan and on terror, an increasingly noncompliant Iran, and a congressional election year, 2006 appears at the outset to have distinct possibilities for a year of great interest.

PRESIDENT BUSH ANNOUNCES NATIONAL SECURITY LANGUAGE INITIATIVE

On January 6, having invited 100 university presidents to a summit on international education, President Bush announced the National Security Language Initiative (NLSI). The summit was co-hosted by Secretary of State Condoleezza Rice and Secretary of Education Margaret Spellings. The new program proposes adding considerable funding to the budgets of the Defense, State, and Education Departments to increase the foreign language skills of Americans, particularly in "critical need" languages such as Arabic, Chinese, Russian, Hindi, Farsi, and others. The President will request \$114 million in the FY 2007 budget for new and expanded programs from kindergarten through the university level and into the workforce.

The Administration argues that "an essential component of U.S. national security in the post-9/11 world is the ability to engage foreign governments and peoples, especially in critical regions, to encourage reform, promote understanding, convey respect for other cultures and provide an opportunity to learn more about our country and its citizens." Currently, according to the President, we are "unprepared" for this challenge since: "Deficits in foreign language learning and teaching negatively affect our national security, diplomacy, law enforcement, intelligence communities, cultural understanding...and our business competitiveness."

The NLSI will seek to partner with institutions of learning, foundations, and the private sector to assist in all phases of this initiative, including partnership in the K-16 language studies, and providing job opportunities and incentives for graduates of these programs.

The initiative has three broad goals: 1) expand the number of Americans mastering critical languages starting at a younger age; 2) increase the number of advanced-level speakers of foreign languages with an emphasis on critical needs languages; and 3) increase the number of foreign language teachers and the resources for them.

To accomplish Goal 1, the Administration proposes \$24 million to create incentives to teach and study critical need languages in K-12 by re-focusing the Education Department's Foreign Language Assistance program (FLAP). Another \$27 million will go to 27 schools through the Department of Defense's National Security Education program and the Department of Education to build continuous programs of study of these critical need languages. The State Department will provide funds for scholarships for academic/semester study abroad experiences, including short-term opportunities for high school students, who are studying these languages. Expand the Fulbright Foreign Language Teaching Assistant program to allow 300 native speakers of these languages to come to the U.S. to teach. Provide new funds for American teachers of critical languages to study abroad. Establish Director of National Intelligence study "feeder" programs that will provide grants and initiatives with K-16 educational institutions for various immersion experiences, courses and curricula, and other resources, beginning with students and teachers in five states in 2007 and expanding to additional states in 2011.

For Goal 2, the Administration proposes expanding the National Flagship Language Initiative to \$13.2 million to produce 2,000 advanced speakers of Arabic, Chinese, Russian, Persian, Hindi, and Central Asian languages by 2009. Increase scholarships, summer immersion study programs, and add overseas language study to U.S. Fulbright student scholarships. Boost support for immersion language study centers abroad.

Achieving Goal 3 will occur by establishing a National Language Service Corps for Americans with proficiencies in critical languages to serve the nation by working for the federal government, and/or serving in a Civilian Linguist Reserve Corps, and/or joining a newly created Language Teacher Corps to teach languages in our nation's elementary, middle, and high schools. It will also include an E-learning clearinghouse through the Department of Education, and an expansion of teacher-to-teacher seminars and training.

In addition to all this, the State Department hopes to use college and university presidents to help entice more foreign students to attend American institutions and to convince American students to study abroad.

Of course, at the moment, these are proposals for the new budget, which Congress will have a hand in shaping during the course of 2006.

FINAL FY 2006 APPROPRIATIONS
(includes 1% across-the-board cut)
(figures in thousands)

AGENCY	FY 2005 APPROP	FY 2006 REQUEST	FY 2006 FINAL
<u>National Science Foundation (Total)</u>	5,472,824	5,605,000	5,507,736
Research and Related Activities	4,220,556	4,333,500	4,343,645
Education and Human Resources	841,421	737,000	798,930
<u>Health and Human Services</u>			
CDC	4,775,810	4,306,063	6,088,534
AHRQ	318,695	318,695	315,508
<u>National Institutes of Health (Total)</u>	28,364,515	28,509,784	28,331,309
Office of the Director	358,047	385,195	478,066
Alcohol Abuse and Alcoholism	438,277	440,333	435,930
Aging	1,051,990	1,057,203	1,046,631
Cancer	4,825,259	4,841,774	4,793,455
Child Health and Human Development	1,270,231	1,277,544	1,264,769
Deafness and Communication Disorders	394,259	397,432	393,458
Drug Abuse	1,066,419	1,010,130	1,000,028
Environmental Health	644,505	647,608	641,132
Human Genome	488,608	490,959	485,604
Mental Health	1,411,933	1,417,692	1,403,515
Minority Health	196,159	197,379	195,405
Nursing Research	138,072	138,729	137,342
<u>Agriculture</u>			
National Research Initiative	179,522	250,000	181,170
Economic Research Service	74,170	80,749	75,172
Agricultural Statistics	128,444	145,159	139,293

GAPS IN SOCIAL/ BEHAVIORAL RESEARCH IN PANDEMIC FLU PLAN HIGHLIGHTED IN CONGRESSIONAL BRIEFING

According to House Science Committee Ranking Member Bart Gordon (D-TN) and Rep. Brian Baird (D-WA) a discussion is needed to “develop best practices for states and local governments to use not only in the event of a pandemic but for the betterment of national security and disaster planning in general.” The two hosted a December 14 briefing to highlight the gaps in the Administration’s current pandemic flu plan and to start a national discussion on advances in social distancing, communications, and other public health efforts.

Prior to the hearing, on December 8, 2005, Gordon sent a letter to the Department of Health and Human

Services (HHS), including the Centers for Disease Control and Prevention, and the White House Office of Science and Technology Policy outlining his concerns. Commending the Administration “for a well-thought out agenda to finally move the biological aspects of pandemic preparedness forward in a rapid fashion (vaccine development, antiviral, and surveillance), he expressed his disappointment that the “plan does not substantively address important social science issues involving the behavior and the cooperation of the American people in preparedness for and response to this type of disaster.” Gordon explained that he was “specifically ... most concerned by the incompleteness of the plan in areas of risk communications, social distancing, and analysis of collective behavior in times of crisis.” “Social distancing, effective communication, and other public health measures will be our only realistic line of defense,” wrote Gordon. “Yet, neither the National Strategy nor the HHS plan makes effective use of current behavioral and social science research.”

<u>Commerce</u>			
Census Salaries and Expenses	196,100	220,029	196,049
Census Periodic Programs	548,688	657,336	608,000
Econ and Statistics Administration	78,931	85,277	79,505
<u>Education</u>			
Research, Develop, Dissemination	164,194	164,194	162,552
Regional Labs	66,132	0	65,470
Statistics	90,931	90,931	90,022
Statewide Data Systems	24,800	24,800	24,552
Assessment	94,073	94,073	93,132
FIPSE	1,621,10	22,211	21,989
Int'l Education & Foreign Languages	106,818	106,819	105,751
Javits	9,797	9,797	9,699
Thurgood Marshall	2,976	0	2,946
<u>Housing and Urban Development</u>			
Policy Development & Research	45,136	69,379	47,520
<u>Justice</u>			
National Institute of Justice	54,265	83,705	54,450
Bureau of Justice Statistics	33,546	62,775	34,650
<u>Labor</u>			
Bureau of Labor Statistics	529,003	542,523	537,098
<u>State</u>			
Education and Cultural Affairs	355,532	430,400	427,472
National Endowment for the Humanities	138,054	138,054	140,949

Gordon also expressed his concern that the social science research “that is being utilized for disaster planning is 50 years old.” He further voiced his concern that the National Science Foundation (NSF) “which funds approximately 50 percent of the social sciences would receive zero funding dollars in the President’s plan” while the National Institutes of Health (NIH) “would receive \$6.7 billion, \$6.4 billion of that sum going toward stockpiling vaccines and antiviral medications and acceleration the development of new vaccine technologies.”

He called on the HHS “to do more than just note that social science should be taken into account by the states. We expect that just as they have laid out a detailed plan for how to distribute limited vaccine, they should give a detailed plan for how to use social science research in the most advantageous way to curtail the widespread affects of an influenza pandemic.”

Pandemic Would Pose Challenge to Social Scientists and Risk Communicators

Clete DiGiovanni, Defense Threat Reduction Agency (DTRA), a physician and researcher who examined the factors that influenced compliance with quarantine in Toronto during the SARS outbreak, outlined three uncertainties that will “pose challenges to the social scientists and risk communicators in the event of a pandemic.”

Challenge 1 -- Two or three times every century, starting in the 1800s into the 1900s, DiGiovanni explained, there has been a flu pandemic. The 1968 pandemic was relatively mild, the 1957 event was more serious, and from 1918 -1920 the Spanish flu “walloped” the globe. We don’t know if the H5NI virus is capable jumping from human to human. We don’t know if it is going to produce the next pandemic. But we can’t wait to know for sure, he emphasized.

Challenge 2 – In the absence of pharmacological agents to deal with a flu pandemic, we will have to try to rely on public health measures. There is not a lot of evidence, DiGiovanni argued, in support that these measures will work. Most of that evidence, he explained, is based on mathematical modeling.

Challenge 3 – We will not know until the virus hits “how it will normalize.” That will depend on how it is managed, that will pose challenges to risk communicators.

“We Have the Science Base For Delivering Communications”

Baruch Fischhoff, from the Center for Risk Perception and Communication, at Carnegie Mellon University, explained that “social scientists have been studying people’s responses to risk intensively since World War II.” According to Fischhoff, research conducted both in the armed forces and on the home front has identified patterns of behavior that can be expected to occur with pandemic flu, or any other risk.

He briefly described some relevant results, then recommended how the research, “the strongest in the world, should be mobilized to deal with pandemic flu.”

Result 1: People want the truth, even if it is worrisome. They want to know what they are up against, in order to have the best chance of figuring out what to do. Candor is critical in risk communications, he explained, and cited Israel’s social resilience during its long struggle with terror as an example.

Result 2: People can absorb only a limited amount of new information at a time. Accordingly, communicators must identify the most critical facts, and then organize them according to their audience’s natural way of thinking.

Result 3: People have difficulty understanding some kinds of information, such as how small risks mount up through repeated exposure or how well-told scenarios can unduly influence their thinking. Any communication must accommodate the known strengths and weakness of its audience’s thought processes.

Result 4: Emotions can cloud people’s judgment, in predictable ways. For example, he explained, when angry, people are more likely to blame other people for their problems and more optimistic about solving them. While these effects are generally small, they interfere

with decision making. As a result, communicators must treat their audiences respectfully, in order to encourage reasoned decision making.

Result 5: Even the most experienced communicators cannot accurately predict how their messages will be interpreted, especially with novel topics (like pandemic flu) and unfamiliar audiences. Accordingly, messages must be systematically evaluated, before they are disseminated – just the way that drugs must be. With dynamic events (like pandemic flu), that means pre-testing prototype messages in advance.

Result 6: People exaggerate their ability to predict other people’s behavior. That includes experts when they predict how emergency plans will work, he explained. As a result, social scientists need to be part of the planning team, so that the plans are based on science, not intuition. Fischhoff pointed out that otherwise, people will receive advice that does not make sense to them, breeding distrust. He cited some of the evacuation messages associated with the recent hurricanes as an example.

Result 7: People generally make sensible decisions, if they are judged in terms of how they see their circumstances and what their goals are. Sensible decisions will not be effective decisions, he cautioned, if people do not have the right information. As a result, communicators must assume responsibility for providing relevant information in a timely fashion.

Fischhoff explained that this knowledge will be of little use without “a proper organizational process for designing and evaluating communications.” It is a process that requires an explicit division of labor among four kinds of experts: Subject matter specialists – public health, social services, law, distance work and education; Risk and decision analysts, who can identify the information critical to the decisions of different audiences; Psychologists, who can identify the audiences’ audience beliefs, design comprehensible messages, and evaluate their success; and Communication system specialists, who can ensure that tested messages get into properly trained hands, and are coordinated with the rest of the emergency response system.

He concluded by noting that the science base for delivering communications in the event of a pandemic flu “must be deployed now, in order to be ready for a pandemic, and to convince the public that we are on top of the problem. Without that research we will lose the battle for public trust well before a pandemic.”

Further Scrutiny Required

Monica Schoch-Spana, of the Center for BioSecurity at the University of Pittsburgh began by stressing that “devising proactive public policy for a future health crisis is a tough job.” She commended the HHS Pandemic Plan, but indicated that three issues emerge that require further scrutiny: 1) the anticipation of panic, 2) the professionalization of response, and 3) the myth of personal choice.

Both the National Strategy and the HHS plan “set up erroneous expectation that the public will panic unless an adequate risk communication campaign is in place,” according to Schoch-Spana. A person or mob consumed by sudden, unreasoning fear and acting without regard for others is a powerful and satisfying mental picture that has little-to-no basis in reality, based on extensive social research into extreme events, including disease outbreaks, she explained further.

She presented several counter-intuitive arguments. Authorities, she noted, often mistake reasonable behaviors in the face of a big outbreak for acts of sudden, unreasoning fear – clogging up health department telephone lines for disease-

related information, pouring into hospital emergency rooms for care, and seeking access to scarce life-saving vaccines. These actions, she argued, may complicate things for doctors, hospital administrators, health officials, political leaders and other authorities. But going to the health experts for health advice and medicine – especially in the face of a novel threat like pandemic flu – makes good sense, she posited.

Regarding the professionalized response, Schoch-Spana contended that the second approach to pandemic flu planning that requires revision is that of a response solely by professionals. While the HHS plan recognizes the value of mobilizing the workplace in responding to pandemic flu, the National Strategy thinks about the U.S. population strictly in terms of individuals and not in terms of whole neighborhoods, communities of faith, social clubs, and professional societies. In addition, the federal government provides neither practical guidance nor material support to state and local authorities to rally non-governmental, non-commercial organizations in pre-pandemic planning of a community-wide response to the crises, she emphasized.

“The third operating principle within current U.S. pandemic flu preparedness with which social and behavioral science would take issue is the notion of personal choice,” said Schoch-Spana. Skepticism toward or refusal to cooperate with public health orders, like the call for home quarantine, curtailed travel or mass vaccination is never strictly a matter of individual preference, she explained. “The problem of ‘non-compliance’ has less to do with handling of willful, obstinate or ignorant individuals than with rectifying life circumstances that interfere with a person or a group’s ability to act according to authorities’ reasonable requests,” said Schoch-Spana.

The current recommendations, she argued, that citizens keep “supplies of materials at home, as recommended by authorities, to support essential needs of

the household for several days if necessary” and to stay home for up-to-10 “snow days” ignores economic realities in the U.S. Many poor and working class individuals can barely get by on a day-to-day basis, let alone stockpile for what is, for most, a theoretical danger, she added.

She concluded by noting that “human suffering on an immense scale always begs the question, after the fact, if more could have been done to avert the tragedy.” Given that we have the “gift of time,” she stressed that the operating assumptions of ‘panic,’ ‘professionalized response,’ and ‘personal choice’ warrant serious reconsideration.”

CONSORTIUM OF SOCIAL SCIENCE ASSOCIATIONS (COSSA)

Executive Director: Howard J. Silver
Dep. Dir. Health Policy: Angela L. Sharpe
Gov’t Relations: Julie A. Egermayer
President: Myron Gutmann

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 sciences.

Update is published 22 times per year. Individual subscriptions are available from COSSA for \$80; institutional subscriptions - \$170; overseas mail - \$170. 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

American Association for Public Opinion Research
American Economic Association
American Educational Research Association
American Historical Association
American Political Science Association
American Psychological Association

American Agricultural Economics Association
American Association for Agricultural Education
Association for Asian Studies
Association for Public Policy Analysis and Mgmt.
Association of Research Libraries
Council on Social Work Education
Eastern Sociological Society
International Communication Association

Arizona State University
University of Arizona
Brown University
University of California, Berkeley
University of California, Davis
University of California, Los Angeles
University of California, San Diego
University of California, Santa Barbara
Carnegie-Mellon University
University of Chicago
Clark University
Columbia University
Cornell University
Duke University
George Mason University
George Washington University
University of Georgia
Harvard University
Howard University

American Academy of Political and Social Science
American Council of Learned Societies
American Institutes for Research
Brookings Institution

GOVERNING MEMBERS

American Society of Criminology
American Sociological Association
American Statistical Association
Association of American Geographers
Association of American Law Schools
Law and Society Association

MEMBERSHIP ORGANIZATIONS

Justice Research and Statistics Association
Midwest Sociological Society
National Association of Social Workers
National Council on Family Relations
North American Regional Science Council
North Central Sociological Association
Population Association of America
Social Science History Association

COLLEGES AND UNIVERSITIES

University of Illinois
Indiana University
University of Iowa
Johns Hopkins University
John Jay College of Criminal Justice, CUNY
Kansas State University
University of Kentucky
University of Maryland
Massachusetts Institute of Technology
Maxwell School of Citizenship and Public Affairs,
Syracuse University
University of Michigan
Michigan State University
University of Minnesota
New York University
University of North Carolina, Chapel Hill
Northwestern University
Ohio State University

CENTERS AND INSTITUTES

Center for Advanced Study in the Behavioral
Sciences
Cornell Institute for Social and Economic Research
Institute for Social Research, University of Michigan
Institute for the Advancement of Social Work
Research

Linguistic Society of America
Midwest Political Science Association
National Communication Association
Rural Sociological Society
Society for Research in Child Development

Society for Research on Adolescence
Society for the Psychological Study of Social Issues
Society for the Scientific Study of Religion
Society for the Scientific Study of Sexuality
Sociologists for Women in Society
Southern Political Science Association
Southern Sociological Society
Southwestern Social Science Association

University of Pennsylvania
Pennsylvania State University
Princeton University
Purdue University
Rutgers, The State University of New Jersey
University of South Carolina
Stanford University
State University of New York, Stony Brook
University of Texas, Austin
Texas A & M University
Tulane University
Vanderbilt University
University of Virginia
University of Washington
Washington University in St. Louis
West Virginia University
University of Wisconsin, Madison
University of Wisconsin, Milwaukee
Yale University

Institute for Women's Policy Research
National Bureau of Economic Research
National Opinion Research Center
Social Science Research Council

Consortium of Social Science Associations

1522 K St., NW, Suite 836, Washington, D.C. 20005
