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GAO DECLARES NIH MANEUVER UNLAWFUL: APPROPRIATIONS SUBCOMMITTEES
CONDUCT HEARINGS

The General Accounting Office (GAO), a support arm of the Congress, has declared that the attempt by the National Institutes of Health (NIH) to use a multiyear forward-funding procedure to fund only 5,000 grants in FY 1985, as opposed to the 6,526 grants slated for funding under the FY 1985 appropriation passed by Congress, "is unlawful" under the Anti-Deficiency Act. The Act says that agencies can only spend funds appropriated by the Congress for a specific fiscal period. The forward-funding plan was imposed on NIH by the Office of Management and Budget (OMB). (See Update, January 25, 1985.)

Responding to an inquiry from Sen. Lowell Weicker (R-CT), Chairman of the Senate Labor/HHS/ED Appropriations Subcommittee and a champion of biomedical research, the GAO also noted that the legislation authorizing research grants to the various NIH units does not provide for multiyear grant funding. The GAO letter stated: "Without express statutory authority, no agency may obligate an appropriation made for the needs of a limited

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Risa I. Palm, *President*

David Jenness, *Executive Director*

period of time for the needs of subsequent years." Furthermore, "until the Congress acts to renew its appropriation for a subsequent year, NIH has no authority to make a commitment to a researcher or research project for such subsequent year."

Sen. Weicker confronted NIH Director Dr. James Wyngaarden with the opinion from GAO at a Subcommittee hearing on March 19. The Director, who had no knowledge of the GAO ruling prior to the hearing, was somewhat taken aback. Wyngaarden's attempt to defend the NIH action was met with scorn by Senator Weicker, who warned the Director that he would be personally responsible for violating the law if the GAO opinion was ignored. In earlier testimony before the Subcommittee, Secretary of Health and Human Services (HHS) Margaret Heckler had said that OMB's legal office had defended the legality of the multiyear funding. Staff on the Subcommittee told COSSA that no written opinion to that effect has been seen. The GAO did give the administration some solace by denying the Subcommittee's contention that the NIH action violated the Impoundment Control Act of 1974.

In hearings on March 7 before the House Labor/HHS/ED Appropriations Subcommittee, chaired by Rep. William Natcher (D-KY), the issue of multiyear funding and NIH's disregard of the FY 1985 appropriation took center stage. Chairman Natcher, in his best courtly 'Southern Gentleman' voice, told Dr. Wyngaarden that he was "really disturbed" by the NIH proposal. Natcher said further he was "a little mad" about the situation because, referring to the FY 1985 appropriation, "We were right about it then, and we are right about it now." He also stressed to the Director that we are going "to work things out." Wyngaarden was asked by both Weicker and Natcher if NIH could delay the awarding of grants until this matter is settled. The Director told Natcher that any delay past July 1 would create great problems for the Institutes; however, he suggested to Weicker that a delay until September 1 might be possible. According to sources, negotiations are being conducted by the Appropriations Committees, OMB, and NIH that would increase the final number of FY 1985 grants above the 5,000 level, but below the 6,526.

In their testimony before both the House and Senate subcommittees, Dr. Franklin Williams, Director of the National Institute on Aging (NIA), and Dr. Duane Alexander, Acting Director of the National Institute of Child Health and Human Development (NICHD), gave explicit emphasis to social-behavioral research. Dr. Williams stressed particularly the importance of research on behavioral aspects of functional disability and on support systems and intergenerational relationships.

Senator William Proxmire (D-WI), demonstrating an interest in health and behavior, questioned Dr. Wyngaarden on the progress NIH was making in the establishment of an interagency program, study section or similar invention to give greater visibility to research in this area. The NIH Director promised to consider the matter more carefully, which is perhaps a change from his recent written responses to several Members of Congress

on this issue. Previously, he has maintained that health-and-behavior research was widely and effectively handled already in the Public Health Service agencies. Rep. Hoyer (D-MD) posed similar questions in the House hearings. COSSA has been pushing NIH to give more prominence to the health-and-behavior initiative, as suggested by report language in the FY 1985 appropriation. Senator Proxmire also asked Dr. Wyngaarden about NIH funding for specific grants in NIA and NICHD. The tone of the inquiry did not indicate a denigration of the research per se, but concern over the research's relationship with health questions. The specific grants included such topics as interracial friendships, Haitian ethnic clubs in New York City, and the maintenance of typing skills in old age.

Dr. Wyngaarden and the administration will have many things to ponder in the coming days. The Senate Budget Committee is willing to provide funding for 5,500 NIH grants in FY 1986. Senator Weicker vowed to report an appropriations bill that would fund NIH at levels considerably higher than those proposed by the administration. Finally, how will the administration, particularly OMB, respond to the ruling by GAO?

SENATE SUBCOMMITTEE SCRUTINIZES NSF BUDGET

On March 20, The Senate Subcommittee on Science, Technology and Space, chaired by Sen. Slade Gorton (R-WA), conducted a hearing on the authorization of the National Science Foundation's FY 1986 programs. Witnesses were Presidential Science Advisor George Keyworth III, NSF Director Erich Bloch, and Frank Press, President of the National Academy of Sciences.

Sen. Gorton, who is also a member of the Senate Budget Committee, asked all three witnesses how NSF would react if the Budget Committee's decision to essentially freeze the FY 1986 budget at FY 1985 levels were to survive the legislative process. This move would reduce the NSF FY 1986 budget by 4.4%. Mr. Bloch responded most forthrightly by stating that his priorities would be to protect, as best he could, research and researchers, to reduce funds for instrumentation, and to stretch out various capital construction projects in the proposed budget. Unlike the two Subcommittees in the House that deal with NSF (see Update, March 8, 1985) the issue of deferring funds for Science and Engineering Education did not disturb the Senators present for the hearing. Dr. Press, in his testimony, strongly supported the deferral decision, calling it "wise and courageous" on the part of the Director. COSSA discussions with Science, Technology and Space staff indicate that this Subcommittee will honor the Foundation's request on Science Education.

Senator Albert Gore (D-TN), former Chairman of the House Science and Technology Committee's Investigations and Oversight Subcommittee, strongly criticized the Director's decision to eliminate the Ethics and Values in Science and Technology Program (EVIST) and vowed to overturn what the Senator called a "penny wise and pound foolish" decision.

The Science, Technology and Space Subcommittee is one of two committees claiming jurisdiction over NSF in the Senate. This has precluded an NSF authorization bill from emerging from the Congress in many years. Nevertheless, the House Science, Research and Technology Subcommittee will markup its version of the NSF authorization on March 26. Social scientists are urged to contact Chairman Doug Walgren (D-PA) asking him to support the increases in the proposed NSF budget for social, economic and behavioral science.

THE FUTURE OF BILINGUAL EDUCATION

In recent weeks, several prominent officials, including Secretary of Education William Bennett and former Senator S.I. Hayakawa, have stated their views on the status of and prospects for bilingual education in the U.S. Both believe the aim of bilingual education should be to bring people into the mainstream.

Kenji Hakuta, Associate Professor of Psychology at Yale University, and Russell Campbell, Professor of Applied Linguistics, UCLA, offer the following comments on the future of bilingual education.

"The future of bilingual education in the United States has been haunted by controversy over its ultimate goal ever since Congress passed the Bilingual Education Act in 1968. The naive observer might think that American bilingual education has been a fortress for the goal of native language maintenance and resistance to mainstreaming into a monolingual English society. This could hardly be farther from the truth. The key question is whether the goal of programs that employ the language of the minority students should be maintenance of the non-English language and culture, or maximally efficient transition to mainstream English classrooms. President Reagan remarked in 1981 that 'it is absolutely wrong and against American concept [sic] to have a bilingual education program that is now openly, admittedly dedicated to preserving their native language and never getting them adequate in English so they can go out into the job market.' More recently, William J. Bennett, in his first press conference following his confirmation as Secretary of Education, said that bilingual education should be aimed at 'getting people into the mainstream.' (Washington Post, February 13, 1985) These remarks are consistent with congressional testimony by U.S. English, an organization founded by S.I. Hayakawa that advocates Constitutional protection of English, that 'at the very least, bilingual education retards the acquisition of English language skills, and the integration of students into the American mainstream.'

"However, bilingual education as currently practiced in fact provides for rapid transition to English. One national study, for example, found a three-fold drop in enrollment in bilingual education programs among language-minority students between elementary and middle schools, reflecting a high rate of mainstreaming. Typically, the modal length of stay in such bilingual programs is

between two and three years. Since all indications are that current bilingual education programs are serving as effective transitional mechanisms for assimilation of language minority students, the advocate of an English monolingual America could hardly have chosen a better-suited program. This may underlie the results of several recent public opinion surveys of attitudes toward bilingual education that reveal substantial support for the transitional model.

"Research in second language acquisition argues for prolonging the period in which students receive instruction in their native language even if the goals of the program were transitional. Skills such as reading transfer from one language to another, so that the student is not learning to read in the native language at the expense of reading in English. As long as these students will learn more from instruction in their native language than in English, bilingual instruction seems advisable. Furthermore, there is great variation in the rate at which different children learn their second language, depending on factors such as personality and aptitude. It would be wise to allow a more comfortable period for second language development to take place, particularly since recent research shows that the use of language in academic learning is different from language used in conversation, and takes considerably longer to develop. A student judged to be ready for mainstreaming on the basis of conversational English may not yet have developed adequate English skills for academic learning.

"These research findings also bear on the advocacy of maintenance bilingual programs. Such goals for bilingual education are not in conflict with so-called 'mainstream' American ideals, since fully functional bilingualism can be attained at no expense to English. Research shows that it is wrong to think of the two languages of the bilingual in competition for limited mental space (an old view deriving from empiricist notions about language). Rather, they are interdependent and build upon each other. Recent research on the effects of a developed bilingualism in children shows that they enjoy not only the benefits of knowing two languages and literatures, but added cognitive skills and awareness about language as well. We have successfully debunked the long-held belief, rooted in work at the turn of the century on the intelligence of immigrants, that bilingualism results in mental confusion. Should we choose to value the resources of the non-English languages with which the language minority students come to school, we need only to continue providing these students instruction in their native language even as they progress in English.

"Language demographics show rapid mother-tongue loss among the nation's language minorities. As the non-English languages of the United States are being displaced, fueled by the policy of transitional bilingual education, the nation is increasingly becoming aware of its inadequacy in foreign language skills, a deficiency that has repercussions for commerce and national security. It is paradoxical that the schools are succeeding in eliminating minority languages, yet failing to produce functional bilinguals through their foreign language programs.

"A lesson to be learned for foreign language education from research in bilingual education is that a second language is learned well when effectively integrated into other areas of the curriculum. One promising method of achieving this, the effectiveness of which is being evaluated in San Diego, uses Spanish as a medium of instruction for native speakers of English. At the same time, the school interlocks this program with an ongoing bilingual program for native speakers of Spanish, so that the two groups of students serve as linguistic resources for each other. Such approaches -- integrating and supplementing bilingual education programs for minority students with innovative attempts to teach foreign languages to majority students -- are presently the most promising avenues towards the creation of a language-competent America."

U.S., BRITISH ESTABLISH TASK FORCE; CANADIAN CENSUS REINSTATED

The Economic and Social Research Council of Great Britain and the Division of Social and Economic Science of the National Science Foundation recently established a Joint Task Force on Data Requirements for Social Science Research. The Task Force, which met at NSF on March 5, will examine topics such as the implications of new technologies for the collection and preservation of social science data, large-scale databases, the comparability and exchange of data between countries, and the role of the social sciences in advising government on data collection. The Task Force will meet again in London on April 9 and 10, and plans to issue a report in late May.

In other international news, the Canadian mid-decade census, which had been cancelled by the government in a deficit-reducing measure (Update, March 8, 1985), has been reinstated under pressure from various Canadian groups, including the membership of the Social Science Federation of Canada. However, the federal government intends to change the format of the census, and will increase the cost of access to census data in order to recover part of the \$100 million (Canadian) it would have saved.

NEW CONTRIBUTORS JOIN COSSA

We are pleased to announce that three new Contributors will be joining COSSA. They are: the Massachusetts Institute of Technology, Yale University, and the Institute for Research in Social Science, University of North Carolina, Chapel Hill. For information on becoming an Affiliate or Contributor contact the COSSA office, 1200 Seventeenth Street, NW, Suite 520, Washington, DC 20036; 202/887-6166.

SOURCES OF RESEARCH SUPPORT: DEPARTMENT OF DEFENSE

COSSA provides this information as a service and encourages readers to contact the agency rather than COSSA for more information.

Defense Academic Research Support Program
(Defense Intelligence College)

The Defense Intelligence College is a professional Department of Defense education, research, and training institute. The Defense Academic Research Support Program (DARSP), administered by the College, has an overall purpose to promote contact and discussion with scholars on the Third World and to provide linkages between analysts in the intelligence community and the academic community. As part of that effort the College is currently interested in developing ongoing research relationships with academic and other research organizations possessing superior qualifications in Third World area studies. The Defense Intelligence Agency (DIA), on behalf of the College, will enter into Basic Ordering Agreements (BOAs) with highly qualified organizations to prepare research papers in each of four Third World areas: Latin America, Middle East, Africa, and South/Southeast Asia. The papers would vary in length and in time of performance. Suggestions for topics would be welcomed. Subsequent to these BOAs, the DIA will be pursuing an agenda of research efforts during the spring and summer of 1985. Unsolicited research proposals through DARSP are also encouraged. All efforts funded through DARSP are unclassified and the publication of studies is encouraged.

Funding Mechanisms: Basic Ordering Agreements (contracts)

Review Process: In-house staff review

Disciplines Funded: Areas of interest include history, economics, political science, geography, cultural anthropology, social psychology, military affairs, and geophysical sciences.

Restrictions on Awards: Contracts are awarded for one year only with the option to renew for two additional years.

Deadlines: Statements of Interest and Capability for the current Third World research initiative must be delivered to the following address by April 7, 1985: Virginia Contracting Activity, Attn: Carol Ward, RSQ-2, Defense Intelligence Analysis Center, Bolling Air Force Base, Washington, DC 20301.

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 Society for the History of Technology
 Society for Research in Child
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 of Religion
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 Southwestern Social Science Association
 Speech Communication Association

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