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CONSORTIUM OF SOCIAL SCIENCE ASSOCIATIONS

# COSSA WASHINGTON UPDATE

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This Week . . .

- Surgeon General Calls for Behavioral Approach to AIDS Control
- ✓ OIRA Reauthorized in Last Days of 99th Congress
- COSSA's Guide to Federal Funding Released
- ✓ 99th Congress is Finally History
- ✓ OERI Awards Grants for Field-Initiated Studies
- Sources of Research Support: Department of Health and Human Services

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## SURGEON GENERAL CALLS FOR BEHAVIORAL APPROACH TO AIDS CONTROL

On October 22, U.S. Surgeon General Dr. C. Everett Koop gave one of the most remarkable public statements of recent times promoting behavioral and social science when he spoke to the nation on the control of the spread of the AIDS virus. Koop's statement describing his 36 page report to the President made it clear -- and in a sense made it official -- that for the foreseeable future the most effective policy (along with continued intensive biomedical research) for responding to the AIDS crisis is direct intervention at the personal and community level aimed at specific target groups and aimed at promoting specific behaviors and discouraging others. He said, "[AIDS] is spread by high-risk sexual and drug-related behaviors -- behaviors that we can choose to avoid."

In his statement and at a far-ranging press conference, the Surgeon General touched forthrightly and clearly on issues of stratification (i.e., class, ethnicity, age); cultural differences and barriers to intervention; issues of social control (e.g., quarantine of carriers of infection, or mass screening -- Koop is opposed to both); the design of education and persuasion campaigns; the cognitive capacities of children with regard to early education about sex and drugs; problems of scapegoating and discrimination; the importance of microcultural factors and social networks; psycho- and sociolinguistic factors

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The Consortium represents more than 185,000 American scientists across the full range of the social and behavioral sciences, functioning as a bridge between the research world and the Washington community.

Risa I. Palm, *President*

David Jenness, *Executive Director*

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in health promotion; and a host of other topics in which social scientists are the leading sources of knowledge for strategies for effective application of research.

Koop's statements at the press conference reflect how far the nation has come over the last year in the battle against AIDS: scientifically, politically, and in terms of public understanding. Two years ago the then-Secretary of Health and Human Services promised a quick fix: the development of a vaccine. Koop remarked that the promised vaccine "went to Ireland with Margaret Heckler," and said the timetable would be more like the end of the century if we are lucky. In 1985, there was virtually no federal money for health promotion and community-level intervention; today there are funds for a wide range of such programs including demonstration and evaluation projects, although problems of implementation and authority remain.

Koop, who came into office identified as a conservative, anti-abortion physician, now recommends explicit age-graded education about sex and drugs by parents and schools beginning as early as the age of 8 or 9, and reports that religious and other groups he has consulted, who would ordinarily oppose such intrusive measures, will accede. Why? "We're talking about death," said Koop. In short, what many medical and public health experts have said publicly for months, and what high PHS officials have said privately (and since June guardedly in public) is now well-established federal policy with at least the acquiescence of White House officials at the Domestic Policy Council level which, reportedly, reviewed Koop's report prior to his press conference.

NAS/IOM Report Released: One week after the Surgeon General's press conference, the National Academy of Sciences/Institute of Medicine released a report on scientific strategy to combat AIDS. The report calls for increasing funds spent by the federal government for research, including social science studies on the sexual behavior of Americans, to \$1 billion by 1990 (FY 87 funding is expected to reach \$400 million). Following on Koop's statement, the NAS/IOM also recommends \$1 billion a year by 1990 to be spent by the federal, state and local governments, and industry, academia, the media and others for a massive education campaign, "as explicit as necessary," to prevent the spread of the disease. The report also emphasized the need for sustained, intense collaboration among the biomedical, public health, and social and behavioral science worlds.

As readers of the Update know, COSSA has made the recognition of the behavioral nature of the fight against AIDS a major priority in 1986, in Congressional testimony, in rallying the science community, and in discussions with federal agency officials. In recent weeks, COSSA staff met with Walter R. Dowdle and Gary R. Noble, the former and current PHS AIDS coordinators (a job that rotates about once a year in order to avoid 'burn-out'), officials from the Centers for Disease Control (CDC); the Administrator of the Alcohol, Drug Abuse, and Mental



Health Administration, Donald Ian Macdonald; the new head of the National Institute on Drug Abuse (NIDA), Charles R. Schuster, and other staff; Congressional staff; and others in government, to make sure that such officials understand the need to seek social and behavioral science participation in flexible, innovative ways. In addition, COSSA's Executive Director will take part on November 7th in a symposium co-sponsored by the School of Public Health and the Rackham Graduate School of the University of Michigan, intended to stimulate research efforts in the scientific community and elsewhere. Other main speakers will include June E. Osborn, Dean of the School of Public Health at Michigan, and Frederick C. Robbins, former President of the Institute of Medicine.

Though many administrative problems remain, it is clear that federal agencies recognize the need for input from individual social scientists, and for proposals for applied and fundamental research. Roy Pickens, Director of Clinical Research at NIDA, recently communicated to COSSA a list of social science topics they are interested in funding (see "Sources of Research Support" on page 7 of this issue).

In terms of fundamental social science research on longterm implications and impact of the disease, COSSA has been in touch not only with funding agencies but with other scientific organizations, and believes that ideas for powerful research are surfacing in the social and behavioral science community. Ironically, the AIDS crisis may make possible the funding of research of great importance that would not have been considered in recent years.

COSSA has also written to the deans of schools of public health urging them to move, in their own universities, to forge stronger ties between public health experts and social and behavioral scientists, both to organize collaborative research and to stimulate applied research and research-based interventions involving cooperation between universities and local or regional communities.

While the Consortium cannot act as a clearinghouse for information on AIDS research or as a broker for grants and contracts for researchers, it will continue to attend to appropriations, agency mechanisms, cooperation among scientific groups, and other factors that may affect the involvement of social and behavioral science in AIDS research.

#### OIRA REAUTHORIZED IN LAST DAYS OF 99TH CONGRESS

In the closing rush of the 99th Congress the Office of Information and Regulatory Affairs (OIRA) in the Office of Management and Budget (OMB) was reauthorized for three years at its current level of funding of \$5.5 million. OIRA, which is responsible for implementing the Paperwork Reduction Act of 1980, has not had an authorization since 1983. OMB has been funding its operations, including information collection request reviews, through its general operating funds.

10/31/86



The impact of this last minute congressional action on the GAO investigation of OIRA's methods of reviewing information requests is unclear. (For a longer discussion of the proposed GAO investigation see Update, October 17, 1986). The questions raised by the request for the investigation still remain. With a few exceptions, the reauthorization did not focus on how OIRA performs its reviews, but simply reaffirmed its right to do them. Yet the reauthorization also requires OIRA to reduce the burden of federal collections of information by 5% this year and in each of the next three fiscal years, a goal necessitating the denial of even more agency information collection requests.

The new law codifies existent OIRA practices regarding public scrutiny of its review of information collection requests. First, it requires the Director of OIRA to include "an explanation thereof" of the decision to approve or disapprove an information collection request. Second, it insists that all notices in the Federal Register stating that a federal agency has made an information collection request must now include the title, "a brief description of the need for the information and its proposed use, a description of the likely respondents and proposed frequency of the response to the information collection request, and an estimate of the burden that will result from the information collection request." Third, it assures that all written communication between OIRA and the agency requesting the review shall be made available to the public, except if it affects national defense or foreign policy. All of these procedures are stated or implied in the Paperwork Reduction Act or in subsequent OIRA implementation regulations; the reauthorization may serve to emphasize the need for OIRA to follow them strictly.

As noted in the earlier story, Congress had been threatening to defund OIRA because of its intrusions into the regulatory process. The new law, part of the Continuing Resolution to fund the government in FY 1987, prohibits any of OIRA's appropriation from being used to review a rule or regulation, except if there is an information collection request in the rule or regulation. OIRA will also get a separate appropriation line in the OMB budget in order to make specific its funding level and prevent a repetition of the fudging of funding, such as has occurred during the past three years.

Other changes in the law include: making the Director of OIRA a presidential appointee subject to Senate confirmation; giving OIRA greater responsibility to coordinate the statistical system of the United States; detailing specific functions for the Office and requiring reports to Congress on how they are fulfilling those functions; and various changes in how the government can modernize its information management systems.

In general, though the reauthorization removes the threat to OIRA's functioning, it also shows that Congress is watching for some of the problems, and leaves open the possibility that the reauthorization could be amended later if problems persist.



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COSSA'S GUIDE TO FEDERAL FUNDING RELEASED

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The Consortium is pleased to announce that its long-awaited Guide to Federal Funding for Social Scientists is now in print and available for purchase. The Guide describes over 300 federal programs of interest to researchers in the social and behavioral sciences and related areas of the humanities, including funding priorities, application guidelines, and examples of funded research. It is based on more than 70 interviews with federal agency directors and research managers, providing interpretive program descriptions carefully tailored for the greatest possible relevance to the interests of social and behavioral scientists.

Also included are introductory essays on the structure and organization of the social sciences in the federal funding arena; academics and contract research; an inside view of social and behavioral science support at the National Science Foundation; and peer review practices at the National Institutes of Health and the Alcohol, Drug Abuse, and Mental Health Administration. A separate chapter focuses on the federal statistical agencies. The volume will serve as an important resource for both experienced researchers and young scholars, academic research administrators, student advisors, scientific association managers, and others.

Production of the Guide was made possible by a grant from the Russell Sage Foundation. The Foundation is also the publisher of the Guide. To date COSSA has received nearly 1,000 pre-publication orders for the volume.

The price of the Guide is \$14.95 for individuals belonging to COSSA Member and Affiliate organizations; \$19.95 for non-member individuals; and \$24.95 for institutions/libraries. Orders must be prepaid or accompanied by institutional purchase orders. The publisher pays postage on prepaid orders. Orders should be sent to: COSSA, Attn: Order Dept., 1200 17th Street, NW, Suite 520, Washington, DC 20036.

99th CONGRESS IS FINALLY HISTORY

The 99th Congress finally adjourned on October 18. The end of the session produced the usual last minute surprises (see previous story). After five short term extensions and a half day shutdown of the federal government costing an estimated \$33 million, the Continuing Resolution (CR) providing funding for all federal agencies and programs for Fiscal 1987 was passed. In addition the Reconciliation bill met the Gramm-Rudman-Hollings deficit reduction target through a mixture of asset sales and tax reform bonus money. The anti-drug bill passed and will be paid for by adding to the deficit, rather than triggering an across-the-board cut in other programs that the original House bill had provided.

The CR contains final appropriations for a number of programs of interest to social scientists. The efforts of those concerned about earlier cuts in the Fulbright program paid off:

10/31/86



the Educational and Cultural Exchange Programs at the United States Information Agency received \$145 million. The National Endowment for the Humanities received \$138.4 million, a slight increase from its FY 86 post-GRH level. The Hatch Act portion of the Cooperative State Research Service in the Department of Agriculture received \$148.8 million, the same as FY 86 post-GRH. The Census Bureau received \$90.8 million for salaries and expenses and \$172 million for periodic censuses and programs, a significant increase from FY 1986. The Office of Juvenile Justice and Delinquency Prevention survived another year of attempted elimination by the administration and received \$70.3 million. The National Institute of Justice was appropriated \$18.6 million to maintain its post-GRH FY 86 level. An increase for the Bureau of Justice Statistics to implement the redesign of the National Crime Survey survived the appropriations process. The National Science Foundation's final FY 1987 appropriation was not affected by anything Congress did in the last two weeks. (Appropriations for the Departments of Labor, Health and Human Services, and Education were reported in Update on October 17, August 22, and August 1, 1986.)

The 99th Congress was the final hurrah for Speaker Thomas "Tip" O'Neill and Science Committee Chairman Rep. Don Fuqua among many others in the House. Senators Barry Goldwater, Russell Long, Paul Laxalt, Tom Eagleton, Gary Hart, and Charles Mathias will leave the Senate for other pursuits. These are the voluntary retirements. For the involuntary leave-taking and other changes that will occur in the 100th Congress, watch for the Update election analysis in the next issue.

#### OERI AWARDS GRANTS FOR FIELD-INITIATED STUDIES

In the culmination of its first open competition for field-initiated studies in many years, the Office of Educational Research and Improvement (OERI) has selected 10 projects for education research grants. Over \$724,000 will be made available for 10 projects to study such topics as writing skills, gang violence, curriculum tracking, student performance in public and private schools, and dropouts.

Apparently OERI found some loose change lying around since the original expectation was that only \$500,000 would be spent on field-initiated studies. The 10 winning projects were selected from 339 submitted proposals asking for over \$200 million.

The successful completion of this competition follows the special provision for field-initiated studies inserted in the reauthorization of OERI (see Update, October 3, 1986). COSSA and groups such as the American Educational Research Association have argued for years that the portfolio at the then National Insititute of Education and now OERI should achieve a better balance between research supported by the Department's regional laboratories and centers and research initiated by individual investigators in the field. This latest grant award announcement from OERI is a small step in that direction.



SOURCES OF RESEARCH SUPPORT: DEPARTMENT OF HEALTH AND HUMAN SERVICES

COSSA provides this information as a service and encourages readers to contact the agency rather than COSSA for more information. A comprehensive list of federal funding sources is included in COSSA's Guide to Federal Funding for Social Scientists.

National Institute on Drug Abuse

The National Institute on Drug Abuse (NIDA) has a broad mission to study "the nature and extent of drug abuse in the U.S." The extramural research program is administered by three divisions: clinical research, epidemiology and statistical analysis, and preclinical research. Support is available for a wide range of social and behavioral science disciplines.

NIDA is currently encouraging social scientists to apply for research support in the area of drug abuse and AIDS, and recently submitted to COSSA the following list of suggested topics. While not limited to these areas, NIDA has a special interest in:

- 1) improving the effectiveness of treatment and prevention measures for reducing intravenous drug use;
- 2) incidence, prevalence, etiology, risk factors, natural history, general health practices, and other epidemiologic aspects of human immunodeficiency virus (HIV) infections, AIDS, and AIDS related complex (ARC) among drug abusers;
- 3) social networks of drug abusers, especially intravenous drug abusers, to explore potential vectors of transmission of the disease from this risk group to the general population;
- 4) HIV infection, AIDS, and ARC in pregnant drug abusers and in children of drug abusers;
- 5) drug-using patterns in prostitutes;
- 6) preclinical and clinical effects of abused drugs (through any route of administration) and inhalants on immune function and as possible co-factors in the expression of AIDS;
- 7) studies to develop techniques to prevent the spread of HIV infection in drug abusers, particularly intravenous drug abusers;
- 8) the differential clinical courses of patients with AIDS who have a history of homosexual behavior as compared to those who have a history of intravenous drug use or both high-risk behaviors.

NIDA plans to issue a number of requests for proposals on these topics in the next few months.

Contact:

Roy W. Pickens, Director  
Division of Clinical Research  
National Institute on Drug Abuse  
Rockville, MD 20857  
301/443-6697

Peter Hartsock  
Public Health Advisor  
National Institute on Drug Abuse  
Rockville, MD 20857  
301/443-1801

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1200 SEVENTEENTH STREET, N.W., SUITE 520, WASHINGTON, D.C. 20036

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