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BUSH MOVES LIPS, ADMITS NEED FOR 'TAX REVENUE INCREASES' *HS*

After weeks of "beating around the Bush," White House and congressional budget negotiators may finally be headed for agreement. In a June 27 written statement, President Bush abandoned his famous "no new taxes" pledge, thereby opening the door to a compromise with Capitol Hill Democrats. The deficit, Bush said, demands a number of fiscal remedies, including "tax revenue increases."

Projections on the size of the FY 1991 deficit have grown substantially during recent months, and the administration's optimism of late January has given way to its unhappy resignation of late June. While the original Bush budget presumed to meet the \$64 billion Gramm-Rudman-Hollings (GRH) deficit target, recent predictions by the Office of Management and Budget and the Congressional Budget Office peg the deficit at close to \$160 billion for FY 1991. (This figure, moreover, does not include the cost of the savings and loan bailout, which will probably be taken "off budget.")

The predictions suggest that negotiators must come up with a deficit reduction package cutting the shortfall by about \$100 billion. Failure to do so could result in GRH across-the-board budget cuts so draconian as to severely damage the economy and engender substantial public protest. Many economists, however, argue that \$100 billion is too much to remove from the economy in one budget year. Such fears may prompt Congress to abandon GRH altogether or at least stretch out its goals over a longer time period. A realistic deficit goal might be \$50 to \$60 billion in FY 1991 reductions.

Quid Pro Quo

In return for his tax concession, Bush has asked congressional Democrats to accept a variety of other austerity measures: "entitlement and mandatory program reform," most likely in the form of Medi-

care and farm subsidy reductions; "growth incentives," such as a reduction in the capital gains tax; "discretionary spending reductions," including, perhaps, budget freezes at the National Science Foundation and the National Institutes of Health; "orderly reductions in defense expenditures" somewhere between the \$25 billion cut many members of Congress advocate and the limited reductions the administration supports; and "budget process reform," meaning biennial appropriations, a line-item veto, and a balanced-budget amendment.

Although the basis of a budget agreement now appears more solid, negotiators must still agree on the details. For instance, what are "tax revenue increases?" Most observers think income tax rates are unlikely to change, predicting, instead, steeper excise taxes on "sins" like liquor and tobacco and a possible hike in the federal gasoline tax.

In the meantime, Congress continues to work on FY 1991 spending numbers for a wide variety of programs. The House has moved several appropriations bills through committee this month, and a few have even reached the floor. (See following stories.) The Senate passed its budget resolution on June 14, largely adopting last year's FY 1990 spending figures. Whether these actions are futile will become clearer if and when a budget compromise emerges.

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HOUSE APPROVES NSF APPROPRIATION BILL

By a vote of 355-48, the House of Representatives passed the Veterans Affairs, Housing and Urban Development, and Independent Agencies appropriations bill on June 28. The measure includes FY 1991 spending levels for the National Science Foundation (NSF). Three attempts to reduce the bill's funding figures across-the-board failed.

The NSF appropriation remained unchanged from that reported by the subcommittee on June 12. NSF is slated to receive \$2.337 billion, a 12.2 percent increase over FY 1990. Research and Related Activities were allotted \$1.854 billion, Science and Engineering Education received \$285 million, and the Facilities Modernization program was funded at \$20 million. These numbers are subject to change pending a budget agreement between the administration and Congress.

HOUSE PASSES FUNDING BILL FOR COMMERCE, JUSTICE, STATE

On June 26, the House passed the FY 1991 Commerce, Justice, and State, Judiciary and Related Agencies Appropriations bill. The measure was approved on a vote of 358-55 after the House defeated amendments that would have reduced the bill's spending figures by 2 percent to 5 percent across-the-board.

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The National Institute of Justice (NIJ) received \$27.9 million, a 23 percent increase over FY 1990 funds. According to the Appropriations Committee report, most of the increase (\$4 million) will be used to expand monitoring and evaluation of the Anti-Drug Abuse Grant Program administered by the Bureau of Justice Assistance (BJA). Noting that funds were added in FY 1990 to increase BJA grant monitoring and evaluation staff, the committee angrily concluded that "BJA does not take its responsibility to monitor the effectiveness of grants as seriously as the Congress would like it to." Therefore, members provided a total of \$5.1 million in FY 1991 for NIJ "to conduct comprehensive evaluations" of the anti-drug abuse projects. The panel also encouraged NIJ to continue development of an effective "less-than-lethal" weapon for use by law enforcement officers.

The Bureau of Justice Statistics received \$22.5 million in the bill, an 8 percent increase over FY 1990 but \$500,000 less than the agency requested. The appropriation provides about two-thirds of the funds requested to conduct the Quinquennial Survey of State Jail Inmates, to redesign the National Crime Survey, and to expand existing data collection efforts.

As predicted during the confirmation hearings of Robert Sweet (see UPDATE, March 9, 1990), the House rejected an administration attempt to slash funding for the Office of Juvenile Justice and Delinquency Prevention. Bush's January budget proposal would have cut the office's funding from \$69 million in FY 1990 to \$7.5 million in FY 1991. Instead, House appropriators allotted OJJDP \$78 million, including \$3.6 million for management and administration. The Law Related Education Program received \$3.2 million.

Commerce

The House provided the Census Bureau with \$112.9 million for its Salaries and Expenses appropriation, a 13 percent increase over FY 1990 but a \$2.4 million reduction from the bureau's request. This appropriation line does not include funding for the 1990 Decennial Census. The Committee expects, according to the bill's report, that the 13 percent increase will be allocated to the "highest priority increases requested": modernization of the

Current Population Survey processing system, restoration of the sample size for the Survey of Income and Program Participation (SIPP), and improvement of foreign trade statistics.

Appropriators reduced the periodic census FY 1991 appropriation significantly, reflecting completion of the 1990 Decennial Census. The committee did, however, include \$747,000 for preparation and planning for the 2000 Decennial Census; the bureau has established a task force to examine possible changes in the way the agency conducts censuses.

The Economic and Statistical Analysis appropriation, which includes funding for the Bureau of Economic Analysis, received \$38.5 million for FY 1991, an increase of 20 percent over the FY 1990 level. The increase includes support for improvements and modernization of the National Income and Product Counts, the Balance of Payments Estimates, the National Economic Accounts, and International Investment Data. These increases follow some of the recommendations of the working group of the White House Economic Policy Council chaired by Michael Boskin, chairman of the Council of Economic Advisers (see UPDATE, March 23, 1990).

State

The Soviet-East European Research and Training Program received \$4.8 million, a small increase (\$184,000) over the budget request and the program's FY 1990 funding. Given the committee report's rhetoric about "taking advantage of increasing access to research opportunities in the Soviet Union and Eastern Europe," and the need to "build and strengthen a cadre of experts" in these areas, the increase appears almost minuscule.

USIA

The educational and exchange programs of the United States Information Agency received \$167 million, the same as last year and \$12.7 million above the request. The House rejected an administration attempt to reduce funding for the academic exchange programs, the international visitors programs, and private sector programs. The panel, according to the report, "believes strongly that some of the cold war programs should be replaced, or at least partially replaced, with expanded and perhaps

new programs which aid Eastern European countries in adopting and implementing democratic processes of government." The committee included under this heading "programs which bring educators and persons interested in government to the United States to observe and learn first hand the American democratic processes."

The Christopher Columbus Quincentenary Jubilee Commission received \$214,000 for administrative and planning activities in conjunction with the commemoration of the voyages of Christopher Columbus. The Commission on the Bicentennial of the U.S. Constitution, still in business, will receive almost \$15 million.

All of these appropriations are, of course, subject to later revision, pending the results of ongoing budget negotiations between Congress and the White House.

WAXMAN NIH REAUTHORIZATION HEARING FOCUSES ON WOMEN'S INCLUSION IN RESEARCH DESIGNS

With several relatively non-controversial programs within the National Institutes of Health (NIH) up for reauthorization, Rep. Henry Waxman (D-CA), chair of the House Energy and Commerce Subcommittee on Health and the Environment, took the opportunity to hold hearings on some sticky issues facing NIH. Of particular concern to the congressman was the relative lack of women as participants in health-related studies.

In 1986, NIH initiated a policy for extramural research that required grantees to consider the inclusion of women in research designs. The policy also mandated that grantees provide explanations when women were not included and explain any gender differences. Concerned about NIH's apparent slowness in responding to its own policy, Waxman, with the support of Reps. Patricia Schroeder (D-CO) and Olympia Snowe (R-ME) requested a Government Accounting Office (GAO) study in December 1989. At the June 18 hearing, Mark Nadel, GAO associate director for national and public health issues, presented the agency's findings.

NIH, Nadel stated, has been slow to respond to the gender initiative. The policy is not well communicated or understood by staff and reviewers, he said, and it is not applied equally. Particularly lax, he said, is attention to explaining gender differences. Nadel concluded, however, that evaluating the policy's overall impact is difficult given its recent implementation and NIH's failure to maintain centralized data relevant to the policy.

Nadel told the subcommittee that study sections are directed not to view lack of women participants as an issue of scientific merit. Reviewers are asked to note such deficiencies and forward that information to the advisory councils charged with assessing the study's program relevance. At the Alcohol, Drug Abuse, and Mental Health Administration, Nadel pointed out, these issues are considered in scientific merit decisions.

The NIH application instruction booklet makes no mention of the policy, Nadel commented. He indicated, however, that NIH likely would pay greater attention to the issue in the future. (In fact, the proposed April 1991 revision of the instructions will include reference to the gender policy.)

Nadel suggested that the NIH Office of the Director do more to stress the gender policy. The office, he suggested, should make a single person responsible for implementation. NIH should also collect better data, he said. Nadel further recommended that NIH convene a consensus conference to develop consistent ways of maintaining these data.

NIH Acting Director William Raub and other NIH staff disputed Waxman's charges that failure to fully implement the gender policy was due to the "arrogance of some male researchers." Raub stressed that the "attitude problem is serious" but that the system is not "grossly out of focus."

The hearing also touched on several issues other than the gender policy. Rep. Silvio Conte (R-MA) urged support for a bill aimed at attracting senior scientists to NIH. Waxman extended the discussion to include retention of NIH scientists. He mentioned NIH's day care program for employees and its loan repayment plans for trainees.

Rep. Doug Walgren (D-PA) solicited support for a bill to establish a medical rehabilitation center within the National Institute of Child Health and Human Development. Waxman expressed concern about a proposed reorganization of the National Cancer Institute Division of Prevention and Control and alluded to the possibility of doubling available funds. Waxman raised several issues related to AIDS clinical research, and Raub also was given an opportunity to express for the record his view that the ban on fetal tissue transplants should be lifted.

ACADEMY EXAMINES DECLINE IN NIH SUPPORT FOR NEW AWARDS

Perhaps Senator Dale Bumpers (D-AR) said it best: "How can we look so rich and feel so poor?" Bumpers made that pointed remark before a crowd of about 300 scientists, government officials, foundation heads, industry leaders, and professional society representatives attending a one-day *Forum on Supporting Biomedical Research: Near-term Problems and Options for Action*. Sponsored by the National Academy of Sciences (NAS) and the Institute of Medicine, the June 27 symposium focused on the recent decline in the number of new and competing grants at the National Institutes of Health (NIH). Participants placed special emphasis on the funding "crisis" and its effect on the next generation of scientists.

While no clear, coordinated action plan emerged from the meeting, the session generated much thoughtful discussion and provided an opportunity for both senior and junior investigators to vent their frustrations. The meeting, moreover, sent an important message to young scientists that their concerns are recognized by policy makers. Bruce Alberts, forum chairman and head of the Commission on Life Sciences of NAS's National Research Council, indicated that a newly initiated commission study on support for young investigators would follow.

NIH funding for new and competing individual investigator awards, the so-called RO1s, has declined since 1988 despite overall funding increases. Award rates for RO1s have reached the lowest point in two decades, with an award rate of 25 percent projected for 1991. Until 1988, by contrast, the rate hovered

around the 40 percent mark. Further, these recent declines have been coupled with high "negotiated reductions," the politically correct term for cuts from approved funding levels. Of critical concern is the particularly low award rate for new investigators, which is about one-half the average.

While the reasons behind the decline are not entirely clear, Nobel Laureate Harold Varmus of University of California at San Francisco suggested several interrelated factors: an increased commitment base resulting from an effort to lengthen awards; costs for materials increasing faster than inflation; and an award size that has quadrupled since 1975. He countered the notion that targeted programs, such as AIDS and the human genome project, or indirect costs have played a significant role.

Varmus stressed that the "effects are more profound than the numbers may suggest," especially as the situation affects young investigators. Stating that the reductions have produced a "pervasive gloom," Varmus argued that the "perception of the problem is more important than the number of ROIs."

Calling the biomedical research system "not healthy," Presidential Science Advisor D. Allan Bromley told attendees that both he and the "administration generally" were "committed to responding" to "a level of pain (that is) very real and understandable." On the other hand, he suggested that NIH's problems were not unique, indicating that the National Science Foundation also has seen a decline in its award rate.

Bromley suggested that the lack of indices better than award rates makes judging the success of the scientific enterprise more difficult. A working group on the structure of scientific support under the auspices of the Federal Coordinating Committee on Science, Engineering, and Technology has recently been established to look at this issue, Bromley said.

There is a growing recognition, Bromley continued, both in Congress and throughout the Bush administration that "we are under-invested in R&D." He maintained that the administration wants no science and technology programs to be compromised

in the current budget summit. When challenged, however, Bromley acknowledged that "traditionally the administration has abdicated responsibility (for NIH) to Congress." He further conceded that the proposed FY 1991 budget for biomedical research is "inadequate."

On a positive note, Bromley said the FY 1992 budget will treat biomedical research the same as other research initiatives and would better reflect support for individual investigators.

James Mason, assistant secretary of health, applauded Bromley and Secretary of Health and Human Services Louis Sullivan for their support of biomedical research. Stating that he "didn't think we've had a Secretary of Health and Human Services so sympathetic to research in a while," Mason said Sullivan views enhancement of the nation's biomedical research capacity as one of his top five priorities. Mason asked attendees for input as he works with NIH and the Alcohol, Drug Abuse, and Mental Health Administration in developing 5- to 10-year plans. Among the topics on which he sought input were: benchmarks to gauge the appropriate level of support; the balance among funding mechanisms; training; identification of crosscutting areas of research; revitalization of the scientific infrastructure; scientific literacy; and the translation of lab findings into practical health applications.

Mason made the day's only reference to behavioral research: Understanding the "behavior of individuals can take us to areas that biomedical research can't rectify" and allow the application of science to today's major problems, he said. Scientists can not just look at the "molecular level," Mason went on, but must "determine what really works in the real world," assessing both the "quality of life" and cost/benefit ratios of treatments. Mason also suggested that support for the newly created Agency for Health Care Policy and Research may compete with NIH for biomedical research dollars.

If symposium participants reached any consensus, it was on the sense of urgency surrounding the funding situation. They agreed that lack of funding for new awards is discouraging young people from entering the field. While most called for money as the fundamental solution to the problem, Rockefeller University President David Baltimore, the

target of controversial House hearings on scientific misconduct, challenged the community to determine whether current funds were being used efficiently.

RESEARCHER SAYS WOMEN AND MINORITIES STILL FACE BARRIERS TO SCIENCE CAREERS

What stops women and minorities from choosing careers in science? According to Dr. Nancy Betz, a vocational psychologist at Ohio State University, the answer lies in a lack of social support and adequate role models. Betz outlined her conclusions at a June 15 congressional seminar sponsored by the Federation of Psychological, Behavioral, and Cognitive Sciences.

Since the explosion of the technology age, Betz said, women and minorities have been severely under-represented in scientific fields. While relatively well represented in some fields, these groups are virtually absent in others; for instance, only 4 percent of engineering doctorates are awarded to women or minorities.

The root of the problem, Betz contended, is the decline in the number of female and minority students electing undergraduate science majors. Women and minorities are not given the proper pre-college education for advanced science study and subsequent careers. Even when opting for such courses and careers, she asserted, they are confronted with social and institutional barriers.

Many women and minorities who enroll in college-level science courses fail to complete them. The low retention rate can be attributed to several factors, Betz said, including low self-confidence, inadequate institutional support, and insufficient role models.

From the age of two-and-a-half years, Betz explained, individuals know what is expected of them: Girls are taught to keep house and tend to the children, while boys are told to pursue a profession and support a family. Despite social and cultural changes in recent years, these stereotypes persist. Gender definitions remain with people into

their adult lives, she said, creating self-confidence problems among those choosing alternate careers.

Betz also maintained that schools and guidance counselors often encourage women and minorities to pursue non-technical careers. Women in particular are frequently steered toward support fields, such as child care and secretarial work.

The solution, Betz said, includes a variety of steps. They include:

- summer orientation programs for entering college students, especially those from under-represented groups;
- academic support programs, such as science tutoring;
- active recruitment of minorities and women for science graduate study;
- institutional change in universities, such as an increase in the number of women and minority faculty and awards for departments that increase their minority representation; and
- federal policy reform that would help sustain academic research and development funding while also targeting support for undergraduate science and engineering education.

DEFENSE DEPARTMENT RESEARCH SUPPORT: THE FINAL CHAPTER

In this, the final installment in UPDATE's series on Defense Department research support, COSSA examines a variety of funding sources available for social scientists. Many programs are geared toward individual investigators.

Under Secretary of Defense for Policy, Policy Research Program – Mr. John P. Merrill, Director, Office of the Undersecretary for Policy, Room 1E439, The Pentagon, Washington, DC 20301-2000. Tel: (202) 697-6301

The Policy Research Program sponsors research on international affairs. Projects may focus on political, military, or economic issues, and topics may include regional issues, strategic theory, arms control, or defense planning. Recent events have made research on Eastern Europe particularly rele-

vant. Approximately 90 percent of all program work is unclassified.

The program approves from \$16 to 17 million in research grants. Grants, which are awarded to both individuals and institutions, range from \$5,000 to \$2 million; the typical grant is about \$250,000.

Occasionally, the Defense Department identifies specific research interests and solicits proposals through formal public announcements in the *Com-*

Defense Department Research Support

The last of four articles

merce Business Daily. More typically, however, the Policy

Research Program provides research funding in response to unsolicited proposals. Traditional peer review procedures have recently been augmented by the Policy Research Steering Group, an advisory committee of assistant defense secretaries that sets general research priorities. This group does not, however, evaluate specific proposals.

Defense Intelligence College, Defense Academic Research Support Program – Dr. Robert O. Slater, Director of Academic Research, DIA/DIC-R, Washington, DC 20340-5485. Tel: (202) 373-3342

The Defense Academic Research Support Program (DARSP) offers grants for short term research on Third World topics. Funding is available for projects in a variety of disciplines, including history, economics, political science, geography, cultural anthropology, and military affairs. DARSP seeks to expand the quantity and sustain the quality of expertise available to the Defense Intelligence College. DARSP welcomes unsolicited proposals for research projects related to Africa, the Middle East, Latin America, South Asia, and Southeast Asia. Interested scholars should submit short project descriptions to the DARSP director.

DEPARTMENT OF DEFENSE HISTORY OFFICES

Office of Air Force History – R. Cargill Hall, Chief, Contract Histories Program, Building 5681, Bolling

Air Force Base, Washington, DC 20332-6098. Tel: (202) 767-5766

The Office of Air Force History normally awards two dissertation fellowships each year to doctoral candidates studying U.S. military aerospace history. Fellows receive a stipend of \$10,000. The office also funds contract histories in military aeronautics and related topics. Contracts generally run three to four years and provide from \$40,000 to \$50,000 per year.

U.S. Army Center for Military History – Dr. Morris J. MacGregor, Historian, 20 Massachusetts Ave., NW, Washington, DC 20314 Tel: (202) 475-7868

The Army Center of Military History provides up to four dissertation fellowships to assist students of military history. Applicants should be doctoral candidates who have finished all relevant coursework and have chosen dissertation topics in military history. Fellows are funded for one year at \$8,000.

Naval History Office – Dr. William S. Dudley, Senior Historian, Bldg. 57, Washington Navy Yard, Washington, DC 20374. Tel: (202) 433-2364

The Navy History Office sponsors three grant programs. The Secretary of the Navy Research Chair in Naval History brings a senior university professor to the center for one year of study. The historian is then expected to produce a manuscript for publication by the Navy. The office also provides research grants of up to \$2,500 for shorter term research, an one annual doctoral grant of \$7,500 for dissertation assistance.

Marine Corps Historical Center – Bldg. 58, Washington Navy Yard, Washington, DC 20374-0580

The Marine Corps Historical Center sponsors three research grants and dissertation fellowships. Eligible research includes subjects in U.S. military and naval history, as well as history-oriented studies in the social and behavioral sciences. Awards range from \$400 to \$2,000 for dissertations, masters theses, or other advanced research.

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