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BUDGET DEADLOCK CONTINUES, BUT SPENDING BILLS MAKE PROGRESS *JT*

As UPDATE goes to press, the interminable budget deadlock continues. The various players in this drama of a thousand acts continue to thrash their way toward a finale, but a workable compromise has yet to emerge. While a solution seems likely in the fairly near future, its character and components are still undecided.

Nevertheless, Congress continues to work its way through the legislative logjam. A host of major and minor legislation awaits action, and with elections only a few weeks away, little time remains in the session.

Through it all, though, the House and Senate are churning out their respective FY 1991 appropriations bills. While the eventual budget deal may change these funding measures, many of the bills' provisions are likely to survive. In addition, committee reports accompanying the bills include language of considerable interest to social and behavioral scientists.

CONFERENCE COMMITTEE APPROVES 13 PERCENT NSF FUNDING HIKE *VS*

A House-Senate conference committee has approved a 13 percent budget increase for the National Science Foundation (NSF). The action came October 17 as the panel approved the Veterans Affairs-Housing and Urban Development-Independent Agencies appropriations bill.

The compromise measure, which irons out differences between existing House and Senate bills, would increase funding for NSF research directorates by 9 percent. The bill would also boost funding for the Education and Human Resources directorate by 46 percent over FY 1990 levels. (The chart on page four displays various appropriation levels for NSF programs.)

In other action, the bill would increase funding for the Department of Housing and Urban Develop-

ment's Office of Policy Development and Research. The committee approved \$28.5 million for the office, a 40 percent increase over FY 1990.

SENATE KIND, NOT GENEROUS, AS COMMITTEE APPROVES NIH AND ADAMHA APPROPRIATIONS *SB*

When Senate appropriators released their funding recommendations for the Department of Health and Human Services (HHS), social and behavioral scientists found encouraging words but not much targeted money.

In approving funds for the National Institutes of Health (NIH) and the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), the Senate Appropriations Committee repeatedly emphasized the importance of social and behavioral science research. The committee did not, however, always translate that verbal support into appropriations figures.

The FY 1991 Labor-Health and Human Services-Education-Related Agencies bill cleared the full appropriations committee, chaired by Sen. Robert Byrd (D-WV), on October 10. The Senate approved the measure two days later, and House and Senate conferees met October 18 to reconcile their

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respective bills. As UPDATE goes to press, negotiators remain cloistered in the Capitol. Outlined below are highlights from the Senate bill and report.

NATIONAL INSTITUTES OF HEALTH

Comparing House and Senate figures is misleading since the House deferred consideration of unauthorized budget components, such as research training. Overall, the Senate NIH appropriation (including AIDS) is \$8.347 billion, \$29.4 million more than the House allocation. Considering only authorized programs, however, the Senate recommendation is actually \$320.4 million below the House level.

Health and behavior research - the buzz words for much of NIH's social and behavioral science research - is well represented in the committee's report. The panel included specific health and behavior language for 11 of NIH's 13 major institutes, as well as for several centers and offices. Notably, the report "directs" the National Center for Nursing Research to support a new exploratory center for health and behavior research.

Recalling that previous reports have asked NIH to develop a 10-year plan for increasing health and behavior research support, the committee voiced concern "that the NIH budget request does not reflect the implications of such a plan."

The Senate echoed the House in suggesting that NIH should improve its financial management and long-term planning. Like the House measure, the bill specifically outlines the components NIH must consider in developing such a plan. At several recent NIH advisory council meetings, Acting NIH

Director William Raub has indicated that NIH is working on a plan to present to Congress.

Expressing concern about the delay in appointing a new NIH director, the committee also offered statutory language intended to "depoliticize" and strengthen the position. The NIH director's position would be a term appointment overlapping presidential terms. Reappointment would be allowed. Additionally, the bill gives the NIH director statutory authority to transfer up to 1 percent of NIH funds to areas of high priority.

The committee offered strong support for women's health research, providing \$2 million for the newly created Office of Research on Women's Health. The panel also included funds for an Institute of Medicine study to identify, among other things, a broad research agenda related to women's health concerns. Further, the committee directed the National Institute of Child Health and Human Development (NICHD) to establish a clinical service in gynecology and an intramural research program in gynecology and obstetrics.

The committee also highlighted other research areas, including rural health, Alzheimer's disease, AIDS, and nutrition.

NICHD

Overall, NICHD fared less well in the Senate than in the House. For authorized programs, senators recommended \$26.4 million less than their House colleagues; even with research training, the recommendation falls \$7.637 million short. Research areas singled out include infant mortality prevention, mental retardation, infant day care, and health and behavior. Buried under "departmental management" is strong language urging HHS to approve the feasibility phase of the NICHD Survey of Health and AIDS Risk Prevalence.

NIA

The committee provided a whopping increase for the National Institute of Aging (NIA), \$138.3 million more than FY 1990 levels. The figure includes \$117.2 million earmarked specifically for Alzheimer's projects. The bill also includes money for an interagency task force on aging research.

Besides health and behavior, the committee spotlighted other areas of social and behavioral science, including long-term care, frailty and injuries, and work and retirement. (The Senate allotted a

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total of \$1 million for the Health and Retirement Survey, while the House provided the study with \$2 million).

ADAMHA

The report takes ADAMHA to task for paying insufficient attention to the social and behavioral sciences despite repeated recommendations from the committee. "To date," the report chides, "(ADAMHA) has been extremely resistant to fulfilling its legislative mandate in this regard." Increased attention to substance abuse and mental health disorders, the report continues, "has come mainly in the form of biomedical research . . . at the expense of behavioral and social science research as well as services, training, and demonstration projects."

The report "strongly urges ADAMHA to increase support at its research institutes for social and behavioral science research," calling upon the agency to submit a detailed plan for doing so prior to the next round of appropriations hearings. The committee also included language on behavioral research and prevention demonstrations at the National Institute of Mental Health.

Despite these harsh words, the committee offered ADAMHA a healthy appropriation of \$3.012 billion, \$174.7 million more than the House (\$69.1 million is for unauthorized programs deferred by the House). The Senate, however, offered no increases above the president's recommendation for research at the National Institute on Drug Abuse.

EDUCATION PROGRAMS FARE WELL AS SENATE PASSES FUNDING BILL *HS*

The same bill that funds NIH and ADAMHA also includes appropriations for labor and education programs. The latter in particular fared well in the Senate chamber, with many research programs targeted for significant budget increases. Outlined below are relevant provisions of the FY 1991 Labor-Health and Human Services-Education-Related Agencies appropriations bill.

DEPARTMENT OF EDUCATION

International education and foreign language studies received \$47 million from the Senate, \$1 million more than the House allocation and \$7.2 million more than last year. And for the first time in many years, the Senate, like the House, increased funding for the Fulbright-Hays overseas programs.

The Fund for the Improvement of Postsecondary Education received \$15 million from both House and Senate, a \$3.3 million boost from last year.

The **Law School Clinical Experience** program received \$6 million from the Senate, \$1 million more than the House number and \$1.1 million more than its FY 1990 funding. **Legal training for the disadvantaged** received \$2.6 million, \$400,000 less than the House and \$100,000 more than last year.

The Senate joined the House in rejecting the administration's severe reduction proposed for the **Javits Fellowship Program**. It received \$8 million from both the Senate and House, \$100,000 more than the FY 1990 appropriation. The **Patricia Roberts Harris Public Service Fellowships** received \$3.3 million from the Senate, the same as last year and more than \$2 million above the House appropriation.

The Senate and the House both appropriated \$18 million for the **Patricia Roberts Harris Graduate Fellowship** program, almost \$2 million more than FY 1990 funding. The Senate joined the House in providing \$6 million for the **Minority Participation in Graduate Education** program; the figure represents a \$2.6 million boost over last year.

The Senate treated the **Office of Educational Research and Statistics** relatively well. The Office of Research received \$32.6 million for its 20 research and development centers. The allotment includes \$1.75 million for field initiated research studies, a significant increase over the \$750,000 awarded in FY 1990. The Senate allotted \$32 million for the 10 regional laboratories.

The **National Center for Education Statistics** received \$41.5 million, equal to the House allocation and \$18.9 million more than the FY 1990 figure.

The **National Assessment for Educational Progress** received \$18.9 million, \$900,000 above the House level and \$1.8 million above last year. Unlike the House, the Senate provided full funding for the National Assessment Governing Board.

The Senate joined the House in providing \$3 million for the assessment of education reform efforts, but only allotted \$5 million for follow-up activities to September 1989's national education summit. The House, by contrast, provided \$10 million for these activities. The Senate report notes that activities have so far involved only the ad-

ministration and the governors. The panel called for broader participation, including members of Congress, teachers, and state legislators.

DEPARTMENT OF LABOR

The Bureau of Labor Statistics received \$206.7 million, \$600,000 less than the House appropriation but \$14.2 million more than the agency received in FY 1990. The Senate concurred with the House in recommending enhanced resources for better data collection concerning foreign investment in the United States. Senators did not agree with House members, however, that federal dollars should be used to revise the official poverty measure.

Research and evaluation programs at the Employment and Training Administration received \$13.2 million, equal to the House appropriation and \$2.5 million less than FY 1990 funding. The office of the Assistant Secretary for Policy received \$1.6 million for research and development activities to support the objectives of the Secretary of Labor.

U.S. INSTITUTE OF PEACE

The United States Institute of Peace received \$9.2 million from the Senate, \$1.2 million more than the House allocation, and \$1.7 million more than the FY 1990 appropriation.

SENATE PASSES FUNDING BILL FOR COMMERCE, JUSTICE, AND STATE *HS*

The Senate has passed its version of the FY 1991 funding bill for the Departments of Commerce, Justice, State, and Related Agencies. The October 11 action follows passage of a similar House bill near the end of June.

DEPARTMENT OF COMMERCE

The Census Bureau received \$113.7 million for salaries and expenses, a category which includes funding for continuing statistical programs. The Senate number is about \$800,000 above the House figure and \$13.8 million above the FY 1990 budget.

With the completion of the main part of the 1990 census, the budget for periodic censuses and programs is reduced substantially from \$1.4 billion in FY 1990 to a Senate recommendation of \$270 million, more than \$40 million below the House.

The Bureau of Economic Analysis received \$34.3 million, about \$1.5 million more than the House allocation and \$8.7 million more than the agency's FY 1990 funding. The new money should be enough, the Senate said, to fund the president's initiative to "upgrade the nation's statistical programs."

National Science Foundation FY 1991 Funding

(All figures are in millions.)

Program	FY90	FY91 Admin.	House	Senate	Conf.
Research ^A	1592.4	1809.0	1732.0	1745.5	1734.2
PD&M ^B	96.4	102.5	100.0	99.0	101.0
Facilities	20.0	20.0	20.0	20.5	20.5
Education	204.3	251.0	285.0	301.1	300.0
RII ^C	16.2	22.3	22.3	22.3	22.4
Antarctica	151.7	175.0	175.0	175.0	175.0
IG ^D	2.6	3.0	3.0	2.7	3.0
Totals	2083.6	2383.0	2337.0	2364.2	2356.0

NOTES

^AThis is the research number under the new appropriations structure. It does not include PD&M, Facilities, or RII.

^BProgram Development and Management

^CWomen and minority programs transferred from the Scientific, Technological, and International Affairs Directorate to the new Education and Human Resources Directorate

^DOffice of Inspector General

DEPARTMENT OF JUSTICE

The National Institute of Justice received \$24.5 million from the Senate, \$5.4 million less than the House allocation but \$1.7 million more than FY 1990 funding. The Senate is mainly concerned with continuing the development of an "effective less-than-lethal weapon" for law enforcement officers.

The Bureau of Justice Statistics received \$23.1 million, \$600,000 more than the House allocation. The \$2.2 million increase over FY 1990 will help fund the quinquennial survey of state jail inmates, the redesign of the National Crime Survey, and the expansion of data collection efforts in the areas of drugs, guns, and violent crime.

The Office of Juvenile Justice and Delinquency Prevention survived another administration attempt to severely reduce its funding. The Senate provided the agency with \$69.0 million, equal to its FY 1990 appropriation but \$5.4 million less than the House allocation. The Law-Related Education program received \$2.9 million.

DEPARTMENT OF STATE

The Soviet-East European Training and Research Program received \$4.6 million, the same as last year and about \$200,000 below the House appropriation. This program also received funding from the House foreign aid appropriations subcommittee, but the corresponding Senate panel did not follow suit.

U.S. INFORMATION AGENCY

The Senate allocated about \$159.7 million for education and cultural exchange programs, about \$5.4 million above FY 1990 levels but \$7.3 million below the House appropriation. Like the House, the Senate report advocated replacing some Cold War programs with expanded and new programs to aid Eastern European countries in "adopting and implementing democratic processes and establishing private business enterprises."

CAMPBELL RESPONDS TO COMMITTEE QUESTIONS *HS*

National Science Board nominee Glenn Campbell has assured a Senate panel that "I do not believe that the social sciences should be eliminated from the scientific disciplines the National Science Foundation should support."

Responding to written questions from the Labor and Human Resources Committee, chaired by Sen. Edward Kennedy (D-MA), Campbell repudiated comments reportedly made to a California newspaper following his nomination. The newspaper quoted him as favoring the elimination of NSF funding for the social sciences (see UPDATE September 7, 1990).

Campbell, the former director of the Hoover Institution, denied any role in the Reagan administration's 1981 proposal to slash NSF funding for the social and behavioral sciences. He did not indicate, however, whether he had supported such reductions. He also did not say whether his alleged statement to the press that "I think the social sciences get enough money now" represents his opinion of NSF funding for the social sciences.

In responding to the Senate panel, Campbell granted that "it is perfectly appropriate that the social and behavioral sciences be included in the reform efforts designed to improve the quality and the methods of teaching math and science education at the elementary and secondary school level." Campbell did not say, however, if he agreed with the American Association for the Advancement of Science's Project 2061, which argues that the social and behavioral sciences should be an integral part of the precollege science curriculum.

Campbell concurred with the Bush administration's support for the important role of the social sciences in researching the human dimensions of global change.

In large part, Campbell's answers were variations on a central theme: "If confirmed to be a Member of the National Science Board, I will support the decisions of the National Science Board, and the Director and staff of the Foundation in the area of funding for the social sciences."

The Senate committee may ask Campbell to elaborate further on some of his responses before removing the hold on his nomination and moving it to a vote on the Senate floor.

NIH/ADAMHA POLICY REQUIRES INCLUSION OF MINORITIES *SB*

Congress and federal agencies have focused in recent months on ways to improve the representation of women in health research. Far less attention, however, has been directed at the link between

the women's health initiative and requirements concerning the inclusion of racial and ethnic minorities in study populations. When the National Institutes of Health and the Alcohol, Drug Abuse, and Mental Health Administration released new guidelines regarding women, clear reference was made to impending guidelines related to minorities (see UPDATE, September 7, 1990). On September 28, the minority policy was issued.

Like the women's guidelines, the minority statement reiterates and extends existing policy in place since 1987. Minorities are defined for purposes of the policy as "American Indians or Alaskan Natives, Asian/Pacific Islanders, Blacks, and Hispanics." The policy recognizes that "it may not be feasible or appropriate to include representation of the full array of racial/ethnic minority populations." The guidelines would, however, require justification for limiting a study population.

Appropriate representation of minorities will be considered in assessing a project's technical and scientific merit, according to the regulations. But while applicants are instructed to consider issues of design and sample size, the policy includes no formal requirements for an assessment of minority differences.

The policy focuses on the inclusion of minorities in clinical research, a term very broadly defined as "human studies of etiology, treatment, diagnosis, prevention, and epidemiology of diseases, disorders, and conditions, including but not limited to clinical trials and research on health service and its impact on disease." The policy also encourages research to fill "gaps in knowledge" about health concerns specific to particular minority populations.

AGING ADVISORY COUNCIL HEARS FROM SOCIAL SCIENTISTS *HS/SB*

The focus of the 49th meeting of the National Advisory Council on Aging on October 4 was a presentation by the Behavioral and Social Research (BSR) program of the National Institute on Aging (NIA). The program is directed by Dr. Matilda White Riley.

Riley expressed pleasure in reporting on BSR's 10-year history, noting the program's great strides in providing research support for the multi-faceted psycho-social issues of the aging population. (NIA is currently preparing a report on BSR's history). As Riley pointed out to the Council, "people don't

grow old in laboratories; they grow old in society." The BSR program has examined how a heterogeneous aging population affects and is affected by a complex, ever-changing social world.

Vern Bengston, director of the Gerontology Institute at the University of Southern California (USC) and a NIA Merit Award Scholar, said BSR has helped create a community of scholars who have developed and promoted methodologies and dissemination strategies to further knowledge on aging.

NIA invited four prominent scholars to speak at the meeting, asking them to identify future research needs. George Myers, director of the Center for Demographic Studies at Duke University, recommended more research on how changes in family structure (i.e. an increase in the number of divorced elderly women) will impact the need for aid to the elderly. He also suggested that researchers take advantage of 1990 census data, which should provide sufficient sample sizes to examine differences among the oldest-old on such variables such as race, gender, ethnicity, and economic status.

USC's Bengston noted a need to focus on inter-generational relationships among children, parents, grandparents, and great-grandparents. Such research is particularly important, he said, since people are living longer. He also called for more research on family care-giving and elder abuse.

Robert Kahn, professor of psychology at the Institute of Social Research at the University of Michigan, stressed the need to look at the antecedents and consequences of cognitive activities. More information is needed, he said, on what older people actually do, why they do it, and what consequences result from their actions. Kahn stressed the role of work in older people's lives. He recognized the need for longitudinal data related to work (both paid and unpaid) and for small scale interventions to alter opportunities for work.

Kathleen Buckwalter, a new NIA council member and professor at the University of Iowa's College of Nursing, focused on the health care delivery system. She called for better data on the barriers to care, improved matching of patient needs with available services, and a broader array of behavioral outcome measures. Researchers should focus, she said, on the full spectrum of care options, including home health care, specialized care units for Alzheimer's patients, and community-based care. She discussed the difficulty of doing long-term care research, stressing the need for a multi-site approach.

NEWS BRIEFS

Miller to Leave NSF for 1991 Oxford Sabbatical *HS*

Roberta Balstad Miller, director of the National Science Foundation's Division of Social and Economic Science (SES), will be on sabbatical during 1991. Miller, who served as COSSA's first executive director from 1981 to 1984, will spend the year as a senior associate fellow at St. Anthony's College, Oxford.

While at Oxford, Miller will study the role of the social sciences in the development of South African apartheid.

Tom Baerwald, current NSF program officer for geography, will serve as acting director of the SES division during Miller's absence.

Head Start Bill Includes Provision for 6-Year Longitudinal Study *HS*

A bill to reauthorize the Head Start program (H.R. 4151), which currently awaits President Bush's signature, includes a provision for a six-year longitudinal study of the social, physical, and academic development of children who participate in Head Start programs.

Congress has also indicated an interest in eventually expanding the study to 20 years.

Among the variables to be included in the study are grade

retention, motivation to achieve, secondary school graduation, college attendance, teenage pregnancies, substance abuse, parenting skills, and employment and welfare dependency of both children who attend Head Start and their parents.

Modified Racial Justice Act Survives in House Crime Bill *HS*

The Omnibus Crime Control Act (H.R. 5269) passed by the House of Representatives on October 5 includes a modified version of the Racial Justice Act. Sponsored by Rep. William Hughes (D-NJ), the provision allows for the use of social science evidence to invalidate racially discriminatory death penalty sentences.

The House rejected 204-216 an amendment sponsored by Rep. F. James Sensenbrenner (R-WI) to remove the provision from the bill.

The Senate crime bill does not include the Racial Justice Act provisions (see UPDATE, June 1, 1990), and the president has threatened a veto if the language remains in the version eventually approved by a House-Senate conference committee.

White House Council Creates Behavioral Science Subcommittee *SB*

The Federal Coordinating Council for Science, Engineering, and Technology (FCCSET) has established a panel on neurobiological and behavioral sciences. Organized as a subcommittee of FCCSET's Committee on Life Sciences and Health, the new group was created in response to

the Decade of the Brain Resolution.

The new subcommittee will seek to identify and coordinate federal research efforts and resource needs, stimulate international cooperation, and identify and assess national and international policy issues concerning the neurological and behavioral sciences.

The subcommittee is chaired by Roger J. Porter, deputy director of the National Institute of Neurological Disorders and Stroke. The vice chair is Alan Leshner, deputy director of the National Institute of Mental Health.

Rockefeller College Signs On as Newest COSSA Contributor *JT*

The Nelson A. Rockefeller College of Public Affairs and Policy has joined the Consortium as a Contributing institution. Part of the State University of New York at Albany, the college becomes COSSA's 56th Contributor.

Correction

In the last issue of UPDATE, COSSA inadvertently omitted the recipient of a research center award from the Department of Education. The grant for a center on Organization and Restructuring of Schools went to the University of Wisconsin. COSSA regrets the error.

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