

COSSA WASHINGTON UPDATE

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CONGRESS CONVENES AMIDST WAR THREAT AND RECESSION REALITY *MS*

With war threatening in the Persian Gulf and recession deepening here in the United States, the 102nd Congress opened for business on January 3. Forty-four new House members and five new senators joined returning incumbents to face a host of old and new issues clamoring for attention in the new year.

Incumbents in the House enjoyed a 97 percent re-election rate during the 1990 elections, and Democrats continue to control the body with 267 members. Republicans have 167 members, and Bernard Sanders of Vermont is the lone independent.

The Senate welcomed five newcomers. Hank Brown (R-CO), Larry Craig (R-ID), and Robert Smith (R-NH) all moved up from the House, while Paul Wellstone (D-MN) and the recently-appointed John Seymour (R-CA) made their Capitol Hill debuts. Democrats continue to control the Senate 56-44.

Five new chairmen take the reins at House committees, including Rep. George Brown (D-CA) at the House Science, Space, and Technology Committee. Brown, who last session co-sponsored a bill to establish a separate directorate at the National Science Foundation for the social and behavioral sciences, has already convened hearings on the future of NASA.

Education Reauthorization

Rep. William Ford (D-MI), the new chair of the House Education and Labor Committee, will guide his panel through a reauthorization of the Higher Education Act. The committee is expected to explore, among other things, alternative programs for undergraduate and graduate student aid. Ford's panel is also likely to re-examine education research and statistics programs.

In addition, former Science Committee chairman Robert Roe (D-NJ) now leads the Public Works and Transportation panel, and Rep. Charlie Rose (D-NC) now chairs the House Administration Com-

mittee. Finally, Rep. William Clay (D-MO) replaces Ford as head of the Post Office and Civil Service Committee.

On the Republican side, Rep. Willis Gradison (R-OH) succeeds the retired Rep. Bill Frenzel (R-MN) as ranking member of the Budget Committee.

In the Senate, all committee chairs remain the same, but two ranking minority positions have changed. Sen. Malcolm Wallop (R-WY) is the new ranking Republican on the Energy and Natural Resources Committee, and Sen. Robert Kasten (R-WI) is the new ranking member of the Small Business Committee.

Membership and chairmanship decisions still remain to be made for many House and Senate subcommittees. These assignments are often key to the shape and the success of legislative initiatives.

New Budget Process

President Bush is expected to unveil his FY 1992 budget proposal on February 4, and congressional scrutiny will begin shortly thereafter. This year's budget process will operate within new constraints imposed by the Budget Enforcement Act of 1990 (BEA), which Congress approved as part of last year's budget deal with the White House.

The BEA fundamentally restructures the Gramm-Rudman-Hollings deficit reduction law by eliminating fixed deficit targets for FY 1991-93. Congress and the president will no longer face automatic, across-the-board budget cuts if they fail to

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meet overall deficit targets. Thus, the overall deficit (recently revised to \$325 billion for FY 1991) is no longer of utmost importance in the budget game.

Instead, BEA creates two new types of targets. First, the act sets budget caps for three broad categories of discretionary spending: defense, international, and domestic. Each category is treated independently for the purposes of meeting targets, so savings in one category cannot be used to increase spending in another. For FY 1992, budget caps are as follows:

- Defense: \$291.6 billion, an increase of less than \$3 billion (this figure does not include funds for Persian Gulf operations, which are off-budget);
- International programs: \$20.5 billion, a \$400 million increase from this year; and
- Domestic programs: \$191.3 billion, an \$8.6 billion increase from FY 1991.

Fifteen days after the end of the congressional session, the administration's Office of Management and Budget (OMB) will determine whether spending in any category has exceeded its cap. If so, the act provides for a sequestration within that category.

The FY 1992 caps allow about a 5 percent increase for federal domestic programs, including research and education. Competition for particular increases is sure to be fierce, as appropriations subcommittees play a zero-sum game in setting spending levels for agencies under their jurisdictions.

The second type of target established under BEA is deficit neutrality for all taxes and non-discretionary spending (usually entitlements and other mandatory spending). In other words, if an entitlement program is expanded, money must be raised to

pay for it or, alternatively, other entitlement programs must be reduced. This pay-as-you-go requirement is independent of the discretionary spending caps. Thus, tax increases or entitlement reductions cannot be used to allow above-the-cap spending on discretionary programs.

Under House rules for the new Congress, the Congressional Budget Office, rather than OMB, will be the scorekeeper on the deficit neutrality cap. Republicans in the House have charged that Democrats are renegeing on the budget deal, which designated OMB as scorekeeper, and President Bush has said he will not accept the change.

Leftover Wine

In addition to new problems with the budget, many issues remain on the congressional agenda from the 101st Congress. The confirmation of Walter Massey as NSF director is expected to occur in February. The Paperwork Reduction Act and the Office of Information and Regulatory Affairs remain unauthorized, and the new Congress hopes to move swiftly on this legislation. Many provisions of the National Institutes of Health reauthorization are still pending, and the omnibus education bill, which died when Congress expired, will be revived during the months ahead. Most of the Omnibus Crime Control Act will be reintroduced, including some version of the Racial Justice Act and its provisions regarding imposition of the death penalty. Congress will also likely resuscitate the Civil Rights and Family Medical Leave acts, both of which Bush vetoed last year.

The denouement of the Keating Five investigation will keep the ethics imbroglio alive, prompting renewed clamor for campaign finance reform. With public approval ratings of Congress at very low levels and term-limitation efforts gaining momentum, some members are calling for new scrutiny of congressional structure and operations.

And all these issues unfold in the context of a possible war, a sagging economy, and a not-so-distant presidential election.

NIH RELEASES FINANCIAL MANAGEMENT PLAN BUT FINDS RESEARCHERS WARY

In response to strong pressure from House and Senate appropriations committees, the National

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Institutes of Health (NIH) has devised a 10-point financial management plan. The outline, however, has provoked equally strong language from researchers concerned that cost containment could mean sacrificing good science. Researchers presented their comments to the plan's Advisory Group at a public forum held on December 17.

Following congressional recommendations nearly to the letter, the NIH plan sets several specific goals:

- funding 6,000 new research project grants (RPGs) in each of the next four years;
- establishing four years as the average length of RPG awards (the current average is 4.3 years, up from 3.3 years in 1980);
- implementing cost management measures so that the average cost of RPGs increases in consonance with the Biomedical Research and Development Price Index; and
- abolishing the "approved" status for grant applications. Instead, NIH will only report the success rate for submitted applications. (Currently, 95 percent of applications are "approved" based on technical merit, but only about a quarter of these proposals are actually funded.)

Researchers responding to the draft plan expressed fear that commitment to cost management might come at the expense of funding "good" research. For example, researchers are concerned about NIH favoring a number of smaller projects over one large project and about preference being given to institutions with lower indirect costs.

Skeptics believe that the plan's provision to eliminate the practice of "downward negotiation" was disingenuous given the cost containment measures in the outline. Robert Cousins of the Federation of American Societies for Experimental Biology stressed that downward negotiation must be "eliminated in fact as well as in name in order to avoid price shopping among grant proposals."

While many speakers supported the idea of funding 6,000 new and continuing grants per year, others noted that this may be undesirable as well as unrealistic. "Having a set number of new and continuing grants is the wrong goal," said Robert Rosenzweig of the Association of American Universities, "especially if appropriations can't meet it." Criticizing the timing of the plan, Rosenzweig furthermore suggested that NIH should defer any long-range policy decisions until a permanent director is in place. (NIH has been without a permanent di-

rector since August 1989, but Dr. Bernadine P. Healy was nominated for the post January 10.)

NIH is now grappling with researchers' comments as it prepares the final draft of the financial management plan.

WOMEN TO OUTPACE MEN IN HIGHER EDUCATION GAINS THROUGH 2001

Women will experience most of the growth in enrollment and degrees conferred in higher education between now and the year 2001, according to a report released last month by the National Center for Education Statistics. The report, *Projections of Education Statistics to 2001: An Update*, includes national statistics on elementary and secondary schools and institutions of higher education. Projections are given for enrollments, graduates, staff, and expenditures to the year 2001. Some highlights:

- Total higher education enrollment is projected to reach 14.4 million by 2001. Women will continue to outpace men in higher education enrollment: By the year 2001, women in higher education will number 7.9 million, while men will number 6.5 million.
- While enrollment in public institutions of higher education is projected to increase, enrollment in private institutions is expected to remain stable.
- The number of master's degrees awarded to men will rise until 1992 and then gradually decrease by 2001. Women, on the other hand, will continue to receive an increasing number of master's degrees throughout the period.
- By 2001, the number of doctor's degrees awarded to women will surpass the number awarded to men. The number of doctor's degrees awarded to men between 1989 and 2001 will actually decrease,

CORRECTION

The lead story of the December 7 issue of UPDATE misrepresents the position of the History of Science Society regarding a separate NSF directorate for the social and behavioral sciences. The Society does not take any position on the proposal to create a new directorate. If such a directorate is established, however, the Society recommends that history of science programs not be included within it.

while it will increase for women, leaving the total number of 36,000 stable over the period.

- Total public and private elementary and secondary school enrollment is expected to increase, continuing a trend begun in 1984.
- The number of high school graduates will increase in both public and private schools.

Happily for elementary and secondary school educators, the report also projects growth in the number of teachers, decline in the pupil-teacher ratio, and further increases in teacher salaries. It does not, however, provide similar projections about employment and compensation in higher education.

For a free copy of the report (#NCES 91-683) write to: Department of Education, Education Information Branch, 555 New Jersey Avenue, NW, Room 300, Washington, D.C. 20208-5647; or telephone (800) 424-1616.

INSIDE THE AGENCIES: THE BUREAU OF JUSTICE STATISTICS

The following description of the Bureau of Justice Statistics was prepared for COSSA by BJS Director Steven J. Dillingham.

The Bureau of Justice Statistics (BJS) is the statistical arm of the U.S. Department of Justice. It is mandated by law to collect, analyze, publish, and disseminate statistics on crime, victims of crime, criminal offenders, and operations of justice system agencies and components at all levels of government throughout the United States.

BJS was established by the Justice Systems Improvements Act of 1979. Including the life of its predecessor agency (the Law Enforcement Assistance Administration), the federal effort to provide national statistical data on crime and criminal justice is just over 20 years old. BJS was created in response to more than half a century of recommendations for a comprehensive national justice statistics program, most notably those of two presidential commissions, the Wickersham Commission of the early 1930s and the 1967 President's Commission on Law Enforcement and the Administration of Justice.

The 1967 President's Commission identified the need to create a "complete body of statistics covering crime, criminals, criminal justice and penal treatment" at the federal, state, and local levels of go-

vernment and entrusting this responsibility to a single federal agency. It was recognized that too often criminal justice policymakers and officials were forced to rely on often inadequate or incomplete information for many important policy questions confronting them. Though crime and the administration of justice were and continue to be largely state and local responsibilities, a unique federal role was clear for examining variations across jurisdictions in the nature and magnitude of crime problems confronting our citizens and the availability of resources for the administration of justice. The Bureau of Justice Statistics was established to fill this void.

As presently constituted, BJS has about 50 employees, of which about 35 are professional positions including a dozen or so Ph.D.s. Most of the professionals are statisticians, trained in such fields as criminal justice, sociology, demography, political science, and psychology. BJS is a component of the Office of Justice Programs (OJP) within the Department of Justice. OJP also includes the Office of Victims of Crime, the Bureau of Justice Assistance, the National Institute of Justice, and the Office of Juvenile Justice and Delinquency Prevention.

The current operating budget for fiscal year 1991 is slightly more than \$22 million. BJS also administers certain grants funded by sister agencies, particularly the Bureau of Justice Assistance. Overall, approximately 80 percent of the operating budget goes for important core statistical programs and the national dissemination of crime data and analyses. The remainder goes toward a variety of activities, including support of State Statistical Analysis Centers, support to the states for implementing the FBI's National Incident-Based Reporting System, and specific projects on privacy and confidentiality or criminal justice records, international crime data, and a number of other areas.

National Crime Survey

The bureau's single largest data collection program is the National Crime Survey (NCS), also commonly referred to as the Victimization Survey. Since 1973 the survey has annually collected information from representative samples of U.S. households on the victimization experience of all household members 12 years of age and older. As currently designed, each of the approximately 49,000 sample households are maintained in the sample for approximately three years with interviews taking place at six-month intervals. Interviews are conducted with more than 100,000 persons a year and

participation averages about 96 percent of eligible housing units. Trend information from the survey is released twice a year, a preliminary report in the spring and the final figures in the fall. In addition, BJS produces six to nine reports a year on selected topics, such as elderly victims, black and hispanic victims, rape, the use of weapons in crime, and family violence. These reports provide the basis for much of what the public knows about how crime affects victims.

The NCS reveals that in many instances only a third of experienced crimes are reported to police, including many incidents of violent crime, and that the willingness to call the police is related to the gravity of the offense, the consequence of the crime to the victim, and the relationship between the victim and the offender.

The NCS also shows that violent victimization rates vary by age of victim (teenagers aged 16-19 have per capita rates about twice the rate of adults aged 25-34), by race (black per capita rates are about 28 percent higher than rates for whites), by family income level (persons living in households with incomes less than \$7,500 per year have rates about twice those of persons in households with incomes of \$50,000 or more), and by geographic location (per capita rates for central city residents are about 40 percent higher than for suburban residents). It is obvious that detailed analyses of victimization data can directly guide those who develop programs to respond to specific types of victimization problems such as domestic violence, school violence, or violence against women.

Two New Programs

In the area of judicial and pretrial statistics, BJS has recently launched two new programs to address a serious gap in existing knowledge about the criminal justice system. The National Pretrial Reporting Program covers the pretrial handling, adjudication, and disposition of samples of felony arrest defendants drawn from the 75 most populous counties in the United States. Data for 1988 reveal several facts: more than one-third of felony defendants in these counties were charged with a drug offense; a third of the murder and robbery defendants were 21 years old or younger; and the average number of prior arrest charges for all defendants was three felonies and three misdemeanors.

The National Judicial Reporting Program (NJRP) gathers data on felony convictions from a representative sample of state courts and 300 coun-

ties across the nation. The NJRP obtains information on the offense distribution, sentences imposed, characteristics of convicted felons, methods of conviction, case processing time, and collateral penalties imposed by courts in these jurisdictions. The 1988 survey showed that for the estimated 667,000 persons convicted of a felony in state courts, 5 percent were found guilty by a jury, 4 percent were found guilty by a judge in a bench trial, and 91 percent pleaded guilty. NJRP data revealed that the number of persons convicted of drug trafficking in state courts increased by 50 percent between 1986 and 1988. NJRP data also showed that in 1988, about 44 percent of convicted felons received a prison sentence, 25 percent received a jail sentence, and 31 percent received probation or some other non-incarceration sentence. The average prison sentence was 76 months and imprisoned felons were expected to serve about a third of their sentence.

Corrections Statistics

BJS maintains a wide array of statistical programs in the corrections area covering probation, locally operated jails, state and federal prisons, parole, and populations under a death sentence. These various series regularly provide data on population counts, movements, and demographic characteristics by jurisdiction. In addition, BJS periodically collects data on facility characteristics, such as staffing, expenditures, and housing space, and surveys representative samples of the inmate population on their criminal histories, use of drugs, and victim characteristics. The Bureau also obtains individual-level information on each offender sentenced to death as well as individual-level data on each person admitted to and released from prisons in the United States.

The facts about state prisoners are particularly illuminating. During the 1980s, the prison population doubled, reaching 713,000 inmates in December 1989. During the first half of 1990, the prison population continued to grow at a weekly rate of more than 1,600 additional inmates and the annual increase ending on June 30, 1990 was the largest annual growth in the 65-year history of prison statistics. More than 90 percent of those prisoners were in state institutions. Three-fourths of those confined in state prisons have been convicted of these offenses: robbery (21 percent), burglary (17 percent) murder and non-negligent manslaughter (11 percent), violent sex crimes (9 percent), drug offenses (9 percent), and assault (8 percent). Overall, about 55 percent of those confined in state prison have a current conviction for a violent offense, 66 percent

have a current or past conviction for a violent crime, and 95 percent have either a current or past conviction for violence or are recidivists with past sentences to prison, jail, a youth facility, or probation. One-fifth of state prison inmates have been placed on probation or incarcerated six or more times.

Probation and Parole Program

Reports from BJS on the probation and parole populations provide annual data on the number of persons placed under probation or parole supervision and the year-end total of persons under such supervision. Since the mid-1960s, probation populations have grown from 400,000 to more than 2.5 million. In 1989, 2 percent of all persons under correctional supervision in the United States were probationers. Overall, approximately three-fourths of all convicted offenders are under some form of correctional supervision in the community - not behind bars.

A new initiative that BJS plans to pursue, should funds be available, is an expansion of the probation and parole program. The new program would focus initially on obtaining information on the characteristics and populations served by each probation and parole agency nationwide. Based upon the agency census, a national sample of probationers and parolees will be drawn for interviewing about the criminal and drug use histories as well as their experiences with intermediate sanctions, such as electronic monitoring and boot camps.

Another major area of interest relates to law enforcement. Up until recently, BJS had not had a statistical series that examined in detail certain law enforcement and public safety functions. To begin to remedy this, in 1987 BJS conducted the initial Law Enforcement Management and Administrative Statistics (LEMAS) survey. Drawing on the responses of over 3,000 police departments, sheriffs offices, and state police agencies (reflecting a 95 percent response rate), BJS collected valuable national information on the operations of law enforcement agencies and departments.

Moreover, the responses show that while 13 local police agencies serve populations of 1 million or more, the great majority (nearly 90 percent) serve jurisdictions with populations under 25,000. The vast majority of local police departments (91 percent) have less than 50 officers. Also, 80 percent of the departments report that they now use personal microcomputers. In July, BJS began ad-

ministering new questionnaires for the 1990 survey, the results of which should be published in 1991.

Crime Report Information

Another area of interest to law enforcement is the Uniform Crime Reports (UCR) program administered by the Federal Bureau of Investigation (FBI). BJS has had a record of strong support for the UCR for more than 20 years. Among the earliest grants the bureau awarded were those to improve the reporting of crime by law enforcement agencies. During the 1970s there were awards totaling more than \$10 million for the development and implementation of state UCR programs. Most of the state programs now in existence got their start with these funds. Later, BJS played a key role in the UCR Assessment Study from 1982 to 1985.

During the last four years, BJS has awarded more than \$11 million to 36 states to begin work on meeting the new requirements of the National Incident-Based Reporting System to improve and expand crime report information. This innovation will unquestionably provide a more accurate picture of crime reported to the police and collected by the FBI for purposes of analysis.

The range of activities sponsored by BJS is indeed great, and the importance is certain. In the 1970s, BJS' predecessor agency first became very much involved in the development of operational criminal justice information systems. Today, the focus on operational significance is of primary importance. BJS now has more than two dozen major data collection series.

An example of operational relevance of BJS research is illustrated by a recent project relating to the purchase of firearms. The Anti-Drug Abuse Act of 1988 required the attorney general to develop a system for the immediate and accurate identification of felons who attempt to purchase firearms, particularly handguns. BJS was given the lead responsibility for developing a set of options for such a system. A Task Force on Felon Identification in Firearm Sales was established for this purpose, and in October 1989 this panel forwarded its report to the attorney general. A month later, the attorney general recommended to Congress a four-part program to enhance efforts to stop firearm sales to convicted, ineligible felons. A major part of the program is to commit \$9 million in Anti-Drug Abuse Act discretionary funds in each of the next three fiscal years to fund state efforts to achieve compliance with the new reporting standards and to

improve the data quality of state criminal history records.

BJS was assigned as the lead agency to develop programs to meet these objectives. In May 1990, BJS and the Bureau of Justice Assistance announced a program entitled "Improvement of Criminal History Record Information and Identification of Convicted Felons." The program will make available to the states \$27 million over a three-year period. BJS already has awarded funds to 21 states and approximately six additional states will receive funds in early 1991.

BJS is also very involved in collecting data, performing analysis, and disseminating information on the nation's drug problem. We fund a national

drug data center and clearinghouse. BJS will be issuing a major Report to the Nation on Drugs in 1991.

The purpose of all these programs is to develop the best information concerning the criminal justice system, which is essential to informed decisionmaking, especially at the state and local levels. These initiatives, and many others, illustrate the comprehensive, yet targeted activities underway to respond to the problems of drugs and crime, and evidence the compelling need for meaningful and accurate statistics and analyses on these topics.

Data collected by BJS is available for secondary analysis through the Inter-University Consortium for Political and Social Research at the University of Michigan.

SOURCES OF RESEARCH SUPPORT: UNITED STATES INFORMATION AGENCY

COSSA provides this information as a service and encourages readers to contact the agency for further information or application materials. Additional application guidelines and restrictions may apply.

University Development Program in Business Management for Eastern and Central Europe

Through grants to U.S. universities, the United States Information Agency (USIA) seeks to foster development of business management programs in Central and Eastern European universities. The University Development Program in Business Management for Eastern and Central Europe supports exchange programs with universities in Bulgaria, Czechoslovakia, Hungary, Poland, Romania, and Yugoslavia.

Efforts to develop business management programs should provide business school faculty and entrepreneurs with the necessary grounding in management training. Courses might include management training, marketing, business administration, and accounting. Although not mandatory, USIA welcomes proposals that provide for some use of television and/or other audio-visual instruction. The length of visits by Americans may vary, but at least one American participant should be in residence overseas for a semester or more.

Budget: USIA expects to award five grants, ranging in size from \$150,000 to \$200,000. (For institutions with less than four years of experience in international exchange activities, grants will be limited to a maximum of \$60,000.) Duration of grants should be from 12 to 18 months.

Deadlines: February 15, 1991

Contact: Mr. Merrill Miller or Ms. Debbie Trent
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