

# COSSA WASHINGTON UPDATE

Volume X, Number 11

June 10, 1991

## SPACE STATION & NSF FUNDING INCREASE SURVIVE IN HOUSE VOTE *HS*

A few days before two major parades celebrate the U.S. victory in the Gulf War, the House of Representatives responded to appeals to keep America #1 in space by voting to restore \$1.9 million in funding for NASA's Space Station. The action was taken on June 6 following six hours of debate on the VA-HUD-Independent Agencies Appropriations bill, which includes funding for the National Science Foundation.

The 240-173 vote on an amendment offered by Rep. Jim Chapman (D-TX) and Rep. Bill Lowery (R-CA) reversed the decision by the VA-HUD-Independent Agencies Appropriations Subcommittee, chaired by Rep. Bob Traxler (D-MI), to eliminate funding for the Space Station (see UPDATE May 28, 1991). The restoration of the funds, heavily lobbied for by the White House and the House Science, Space and Technology Committee, came at the expense of other items in NASA's budget and a \$217 million reduction in funding for subsidized housing. The result for NASA is that all programs will be funded in FY 1992 at their FY 1991 levels.

All of this maneuvering did not affect the decision of the appropriations subcommittee to fund the National Science Foundation for FY 1992 at \$2.72 billion, except for a reduction of \$1 million in the salaries and expense line to help fund an increase for Veterans' medical care. Thus, the NSF FY 1992 appropriation comes out of the House of Representatives with a 17.5 percent increase overall, a 15.7 percent increase for research, and a 35 percent increase for education and human resources, over the FY 1991 funding levels.

The action now moves to the Senate, where both Sen. Barbara Mikulski (D-MD), appropriations subcommittee Chair, and Sen. Jake Garn (R-UT), subcommittee Ranking Member, strongly support the Space Station. In addition, the allocations of funds to the subcommittees (known as the 602B process), left the VA-HUD-Independent Agencies panel with only \$50 million above last year's level. Again, as in the House, difficult tradeoffs are going

to be necessary. Will the Senate choose to level-fund the rest of NASA to save the Station, or will it spread the cuts around and include the NSF?

## SUPPORTERS OF NSF SHOULD WRITE THEIR SENATORS URGING FULL FUNDING FOR THE FOUNDATION IN FY 1992. THE SIGNIFICANT INCREASE REQUESTED FOR SOCIAL SCIENCE DEPENDS ON FULL FUNDING!

## BBS ADVISORY COMMITTEE DISCUSSES SEPS DIRECTORATE *HS*

The Advisory Committee to the Biological, Behavioral and Social Science (BBS) Directorate at the National Science Foundation (NSF) divided sharply over the recommendation of the BBS Task Force to create a separate directorate for the social, economic and psychological sciences (SEPS). The seven biologists and one psychologist on the Committee who were present for the meeting on May 28 and 29 (the sociologist member was absent), heard Task Force Chairman Pete Magee, Dean of the Biological Sciences at the University of Minnesota, describe the conclusions of the still unreleased Task Force report.

Magee discussed the "highly compelling reasons" for recommending the SEPS directorate. He noted the "huge inputs to be made" by SEPS research to the modern functioning of society and its current problems. Above all, the Task Force concluded that

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it made "no intellectual sense" for the social, economic and psychological sciences to be in the same directorate as the biological sciences. It was clear that SEPS "should be major players in science policy" and "need proper nourishment" to flourish, both of which could best be accomplished by creating the SEPS directorate, according to Magee. The Task Force did not recommend the design of the SEPS directorate, but expressed the hope that the "widest possible consultation would occur" to structure it. Furthermore, Magee reported, the Task Force, which met four times and held two full days of hearings with testimony from biological, behavioral and social science groups, rejected the assertion that creating the SEPS directorate would hinder inter-disciplinary research.

Unfortunately, because of prior commitments, Magee was only able to stay for part of the discussion which followed his report. It was a discussion that heard biologist Eric Lander of the Whitehead Institute, supported by biologists Todd Schuster of the University of Connecticut and Virginia Talbot of Stanford, and Barbara Mazur of Dupont biotechnology research, argue strongly against the need for a separate directorate. Committee chair and neurobiologist John Hildebrand of the University of Arizona expressed strong concern about the fate of multi-disciplinary fields, such as neuroscience, if separation from the biologists occurred. Psychologist Linda Smith of Indiana University, with some support from biologist Jim Wyche of Brown University and ecologist Margaret Davis of the University of Minnesota, strongly defended the Task Force's recommendation to divide the BBS directorate in two.

#### CONSORTIUM OF SOCIAL SCIENCE ASSOCIATIONS

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The Consortium of Social Science Associations 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. Update is published fortnightly. Individual subscriptions are available from COSSA for \$50; institutional subscriptions, \$100, overseas mail, \$100. ISSN 0749-4394. Address all inquiries to COSSA, 1522 K Street, NW, Suite 836, Washington, D.C. 20005. Phone: (202) 842-3525, Fax: (202) 842-2788

In the end, the Committee developed a statement that expressed its support for generating more visibility and funding for social and behavioral science, but which indicates its division on the question of accepting the Task Force's recommendation to create the SEPS directorate. The statement notes that some members strongly support the creation of SEPS, while others want other alternative administrative models to be considered. The Committee also asked for the appointment of a planning committee to consider in detail the practical considerations of implementing the Task Force's recommendation on SEPS. It asked that any decision concerning the establishment of the SEPS directorate be made without unnecessary delay. As expected, the Advisory Committee endorsed the Task Force recommendation for the creation of a new program in organismal biology.

The next step on the road to the creation of the SEPS directorate will occur on June 20 when the National Science Board, the governing body of NSF, holds its annual planning meeting. Magee will return to present the conclusions of the Task Force's report to this body.

The Board will clearly listen to the conclusions of NSF director Walter Massey on this issue as well. Massey who addressed the Advisory Committee, mostly on his impressions during his first few months in office, hinted that he is taking a close look at the organization of NSF, with BBS and the Foundation's international programs, a major focus.

#### SCIENCE ADVISER BROMLEY MEETS WITH SOCIAL SCIENCE GROUPS *MS*

D. Allan Bromley, Assistant to the President for Science and Technology Policy, met with 35 representatives of social and behavioral science groups on June 4. Bromley, who also wears the hat of Director of the Office of Science and Technology Policy (OSTP), told the group that he always felt it was of "crucial importance that your particular area of American science be represented in the White House."

Bromley noted that the social sciences were significant to the Executive Office in the pre-World War II years; the publication of the Ogburn Report during the Hoover administration being a major example. However, since then, these sciences largely have been excluded from the science apparatus at the White House level. It is Bromley's intention to restore them to a prominent place.

He described the plans for OSTP and the social sciences' role in those plans. Global environmental change received major attention because the social, behavioral and economic costs as well as the impact on the human species are clearly significant factors affecting the responses to this worldwide problem, Bromley said. He pointed to the establishment of hemispheric environmental institutes that will embody a comprehensive approach to seeking knowledge about global change.

Bromley also discussed the President's education agenda. He called the current situation in pre-college education "scandalous." In response to a question, he concurred that the social sciences should be included in discussions of improving pre-college science education. The OSTP Director also noted the need for improved economic and social data to help provide better responses to such questions as the adequacy of the future supply of U.S. scientists and engineers.

Pierre Perrolle, whom Bromley appointed as Assistant Director of OSTP responsible for the social sciences and who helped organize the meeting, was praised by the science adviser as an "effective interface" between the community and OSTP. Bromley concluded by asking for continued input from the social science groups on the important questions facing science and the nation.

The group also heard from OSTP Associate Directors Tom Ratchford, D.A. Henderson and Eugene Wong, and Assistant Directors Nancy Maynard and Michelle Van Cleave.

## COSSA CELEBRATES 10TH ANNIVERSARY AS ADVOCACY GROUP

The Consortium of Social Science Associations (COSSA) celebrated its tenth anniversary with a day-long series of events on June 3. It was in May 1981 that social and behavioral science funding at the National Science Foundation (NSF) and at other federal agencies came under attack by the Reagan administration, mobilizing a number of the professional associations in these disciplines to counter this threat. What began as an experiment in creating an advocacy group to coordinate that response has led to an organization which still exists ten years later to promote attention to and federal funding for the social and behavioral sciences.

Current Executive Director Howard J. Silver, who has been with COSSA for eight of its ten years,

led off the celebration with a brief review of the organization's history from the battles in the early days, such as the victory on the Winn Amendment, to the current effort to create a separate directorate for the social, economic and psychological sciences at NSF. He introduced past and current COSSA Presidents Victor Rosenblum and Joseph Grimes.

Silver also recognized those in attendance who were PC --Dean Acheson's "present at the creation," rather than the current "politically correct." These included Russell Dynes, Fred Leone, Tom Mann, and COSSA's first Executive Director, Roberta Miller, now director of the Division of Social and Economic Sciences at NSF, who reminisced about the start up of COSSA and introduced Tom Mann, the luncheon speaker.

Mann, director of Governmental Studies at the Brookings Institution and former Executive Director of the American Political Science Association, while also waxing nostalgic about the early days of COSSA, focused on the growth and continued strength of the Consortium. He noted the always-present tensions for social and behavioral science between concentration on basic research and the expectation of the political community that we are problem solvers. He argued for a "mixed portfolio" which balances basic scientific research with policy research that responds to the needs of decision-makers.

Above all, Mann proclaimed, in order to gain support necessary for funding, our research needs to be disinterested, with no hidden political agendas, skeptical of conventional wisdom, and with the capacity for surprise. He further warned against being perceived by policy makers as nothing more than "just another interest group" -- a perception, Mann claimed, that has made current life difficult in Washington for the university community.

## HEALTH & BEHAVIOR RESEARCH

Following the luncheon, two seminars were convened in the afternoon to highlight the contribution of social science research to issues of public policy. The first of these, titled "Risk and Protective Factors in Mental and Physical Disorders," focused on health and behavior research. Panelists discussed the individual, cultural, and institutional dimensions of health by focusing on at-risk behavior related to sexually-transmitted diseases; aspects of gender and racial/ethnic group differences in the perception and experience of health; and

legislative efforts to utilize social and behavioral research in formulating aging policy.

William Darrow, Chief of the Behavioral and Prevention Research Branch, Division of STD/HIV Prevention at the Centers for Disease Control in Atlanta discussed changing sexual behavior of Americans in the past twenty years, particularly in light of the AIDS epidemic.

Reviewing existing research on changing sexual behavior patterns since the outbreak of the HIV/AIDS epidemic, Darrow noted that "behavior patterns have grown more conducive to the spread of AIDS despite all the warnings." While there has been an increase in condom use and a decrease in the number of sex partners among both homosexuals and heterosexuals in the past five years, those least likely to practice safe sex are also those who are most at risk for AIDS, particularly intravenous drug users and those who continue to have multiple sex partners. One disturbing trend, Darrow noted, is that a majority of female commercial sex workers (prostitutes) now report using condoms regularly with clients but not with their own boyfriends or husbands.

In discussing the link between research and prevention, Darrow attributed success in behavior change among gay men to public education strategies that involved using gay community leaders to disseminate scientific information to their members. He concluded by saying that the Centers for Disease Control is committed to finding out what behavioral research is reaching the general public and what can be done to improve research and dissemination.

The cultural context of health was discussed by Sue Ellen Estroff, Associate Professor in the Department of Social Medicine and Adjunct Associate Professor of Anthropology and Psychiatry at the University of North Carolina, who presented some observations on the contribution of social science to analyses of women's health.

Estroff identified the "politics and ideology of blame" -- in which at-risk behavior among women gets defined -- as part of this cultural context. One prominent example, Estroff noted, is the current debate about behaviors of pregnant women that are perceived to pose a risk to their fetuses, for example alcohol and drug consumption. Emphasizing the impact of a mother's action on her fetus instead of on the root causes of her behavior results in blaming women rather than assisting them, she said. It also shifts the public focus to punishment of

### A SPECIAL STATEMENT ON COSSA'S TENTH ANNIVERSARY

Otto Larsen, a former senior adviser for the social sciences at NSF, has dedicated his forthcoming book Milestones and Millstones: Social Science at the National Science Foundation, 1945-1991 to COSSA. The dedication reads as follows:

To COSSA:

In appreciation of your efforts to remove millstones during your first ten years and in anticipation of your capacity to reach milestones during your second decade.

Science politics, like all politics, involves conflict and choice. The Consortium of Social Science Associations helped us to discover that if we engage the contest, conflict can be redirected to understanding and choice can be shared, in responsible measure, by those whom it affects.

women instead of research about them.

Estroff decried what she perceived to be both the relative inattention to diseases of women and the lack of inclusion of women in major health studies. She went on to venture that, if we really looked at it, we would discover that "the major health risk to women is men." By this she meant that as spouses or boyfriends who do not pay child support, policymakers, bosses, rapists and assailants, men pose the greatest threat to women's physical and mental health.

Moving from the cultural to the institutional aspects of health and behavior, Richard Veloz, Staff Director of the House Select Committee on Aging discussed current committee initiatives related to minorities and the aging. Veloz stated that objective of the committee, which does not have legislative authority, is "to enhance the knowledge of Congress" on aging issues. Part of the committee's agenda, he said, is to advance knowledge from the social and behavioral sciences about the experience of aging.

Veloz bemoaned the "woefully low" level of data collection on aging, especially on racial/ethnic populations. Given current and future demographic trends indicating growth among minority

populations in the United States, noted Veloz, these data are essential for sound health policymaking. He described the Independence for Older Americans Act, adopted late last year by the Congress, which defines some goals for aging research at NIH and ADAMHA. He concluded his remarks by urging the social and behavioral science community to be vigilant in its advocacy efforts on behalf of improved aging research.

### IS THERE A NEW WORLD ORDER?

The second seminar was titled "International Conflict and Cooperation: Is There a New World Order?" In light of President Bush proclaiming a "new world order," the seminar examined whether this is possible. Can a world in which conflicts are manageable and cooperation is paramount exist given age-old and new political conflicts, increasing emphasis on economic security, and the growing concern for global environmental change?

George H. Quester, Professor and Chairman of the Department of Government and Politics at the University of Maryland, began the discussion by offering three possible military concerns in a new world order. The first was that the geopolitical nature of the Cold War still exists, only now the line of the Cold War has moved east with the collapse of the Warsaw Pact. This rationale says that despite arms reductions and internal changes with the U.S.S.R., tensions with the U.S. still exist.

Quester's second model showed a threat to a new world order being posed by instability or civil war in a country which possesses nuclear weapons. A takeover of such a country could place nuclear weapons under the control of those who may be tempted to use them. His third theory envisioned military resources being frequently called upon for use in peacekeeping interventions, as evidenced among the Kurdish refugees in northern Iraq.

Jonathan Eaton, Acting Director of the Institute for Economic Development and Professor of Economics at Boston University presented his view that while ideologically there may be a new world order, there is also a "new world economic disorder" in which nations use trade policy to achieve foreign policy aims. Eaton said that in the post-World War II era, a democratic order has existed in the world economy, an order anchored by institutions such as the World Bank and governed by pacts such as the General Agreement on Trade and Tariffs (GATT). According to Eaton, this system had norms under which member nations took pride in establishing

rules, rather than focusing on outcomes, and nations were free to become part of this economic order.

Eaton opined that this system has been a success, but has begun to come apart for two reasons. First, there are limits to such a system. There is a limited domain to rules -- for example GATT does not cover all aspects of trade -- and enforcement mechanisms are weak. The second problem, according to Eaton, is internal problems with the U.S. economy. Mounting trade deficits and a decline in real savings has led many in the U.S. to advocate protectionist trade barriers, which produce a breakdown in a world economic order. By seeking to punish nations for perceived unfair trade practices, Eaton says that the U.S. is moving away from trade rules to focus on outcomes.

Harold K. Jacobson, Director of the Center for Political Studies, and Professor of Political Science at the University of Michigan, addressed the issue of global change, which he sees as an area of likely cooperation, not conflict, between world nations. He suggested the fact that over 100 nations have offices of environmental protection is evidence of a growing international environmental awareness.

According to Jacobson, more research is needed to understand the social and economic aspects of climate change, and social scientists must be more attentive to it. Climate change, he said, will particularly affect less-developed nations because they are more dependent upon agriculture. Migration from such nations will have socio-economic effects which also need to be studied. Jacobson concluded that unless properly understood and addressed, climate change could lead to world instability.

### NIH REAUTHORIZATION REPORTED OUT OF HOUSE ENERGY & COMMERCE COMMITTEE

On June 4, the House Energy and Commerce Committee passed H.R. 2507, the bill reauthorizing the National Institutes of Health. The 26 to 17 vote followed discussion of two controversial components of the bill.

The first area of controversy was the section of the bill related to indirect costs in research funding. Before the June 4 mark-up, Democrats and Republicans on the committee negotiated an amendment that would institute a 26 percent cap on administrative costs. The amendment at the same

time provided a procedure by which universities could file for a waiver of the cap by showing evidence of a compelling need for a higher administrative cost rate. Having the support of both Democrats and Republicans on the panel, the amendment passed unanimously on voice vote.

The second area of controversy was the provision in H.R. 2507 that overturns the Administration's ban on federal funding for fetal tissue transplantation research (see Update, March 18, 1991.). Henry Waxman (D-CA), Chairman of the Health and Environment Subcommittee and author of the provision, characterized the ban as "suppressing the truth." He argued that scientific research conducted before the ban demonstrated great promises for the treatment and prevention of such disorders as Parkinson's disease, diabetes, and AIDS. The ban on fetal tissue transplantation research, according to Waxman, has allowed abortion politics to compromise scientific integrity.

At the committee mark-up, Rep. William Dannemeyer (R-CA), an ardent foe of abortion, offered an amendment to strike the section providing for the overturn of the ban. He argued that allowing federally-funded fetal tissue transplantation research would encourage women to have abortions. Waxman countered that the provision has built-in regulations disallowing commercial trade in fetal tissue and that there is no evidence that women would be so motivated in the first place. Dannemeyer's amendment failed to pass.

The bill now goes to the full House for consideration. Even if the current version passes both the House and Senate, the President will undoubtedly veto it because of the inclusion of the fetal tissue transplantation research provision.

## CONGRESSMAN CALLS FOR MORE SOCIOLOGICAL RESEARCH ON AIDS

Marking a decade since the first official diagnoses of AIDS, the House Subcommittee on Health and the Environment held a hearing June 6 on "Ten Years of AIDS: The Past and Present of the Epidemic." Rep. Henry Waxman (D-CA), chairman of the subcommittee, sounded a pessimistic note in his opening statement, claiming that our country has failed to deal with the disease "because we're not willing to deal with what AIDS is about...It's about sex, it's about drug addiction," he said.

Appearing as a witness rather than a member of the panel, Rep. Jim McDermott (D-WA) testified about the AIDS epidemic in Asia. McDermott, one of two M.D.s in the House of Representatives, has been heading a congressional task force on international AIDS issues. In that capacity, he traveled to India, Thailand, and the Philippines, and reported on his findings regarding AIDS epidemiology, education, and prevention in each of the countries. Noting the high level of infection among heterosexual populations in Asia, McDermott warned that the same thing could happen in the U.S. "America is not India or Thailand; but we do have prostitutes, intravenous drug users, and a sexually active young adult population," he said.

When asked whether he thought enough money was being spent for research on AIDS, McDermott called for more sociological research on sexual behavior that could help us determine how best to educate and reach people about the epidemic. The danger, he said, "is in looking for a magic bullet"--a vaccine or other biomedical treatment that by all accounts is years away. "The only way to prevent AIDS is to educate people and to change sexual attitudes and behaviors," and for this we need baseline sexual data, he said.

### CORRECTION

An error appears in the article and accompanying chart on NIH Health and Behavior in Update, Volume X, Number 8 (April 29, 1991). The total increase in health and behavior research for FY 92 (according to the administration's budget request) is 7.2 percent, not 6.4 percent (see column 5 of the chart on p.6). Similarly, the total percent of the institutes' budgets devoted to health and behavior in FY 92 is 4.3 percent, not 8 percent. In both cases, COSSA inadvertently printed averages instead of totals. We apologize for this error and any confusion it may have caused our readers.

It is also worth stating that the figures on health and behavior research are generated by the National Institutes of Health, and reflect their representation of each institute's relevant activities and budget. Not all social and behavioral research comes under the rubric of "health and behavior."

## SOCIAL SCIENTISTS TESTIFY AT HEARING ON POLICE FAMILIES

Police officer stress and work-family conflicts were highlighted at a hearing of the House Select Committee on Children, Youth, and Families on May 20. "Each day police officers live on the front lines, often confronting desperate problems and scenes of horror and suffering," said Rep. Pat Schroeder, Chairwoman of the committee. "Yet we often expect the men and women in blue to police our streets without ever getting the blues," she continued. Schroeder called the hearing to examine the extent to which counseling and support services were available to police officers and their families, and to contemplate the possibility of including a provision for such services in the crime bill currently before Congress.

Ellen Scrivner, Ph.D., a police psychologist and President-Elect of Division 18 (Psychologists in Public Service) of the American Psychological Association (APA), provided an overview of the unique problems experienced by police families and the services made available to them. She identified a number of job-related factors that contribute to stress among officers and their families, including: rotating shift work that disrupts a family's schedule; an unpredictable, crisis-motivated work environment that suggests the job must come before family needs; injury and trauma that lead to personality change; and expectations from the community that hold officers and their families to a different standard of behavior. Dr. Scrivner noted that these problems have been identified mostly from anecdotal evidence, because empirical research is lacking on the relationship between police work and family life. With regard to the existence of services to address these problems, she noted that since 1979, more police departments are providing counseling and support services to officers and their families, but the number is still small--especially among smaller departments.

Sociologist Leonor Boulton Johnson, Ph.D., Associate Professor of Family Studies at Arizona State University at Tempe, corroborated Scrivner's anecdotal findings by presenting data from her own empirical study of the work-family conflict among police families in three large Eastern cities. "To me these statistics are neither cold nor distant," Johnson began. "During the data gathering stage, an officer dedicated to our efforts committed suicide, two women officers shot their husbands, a male officer killed his estranged wife, and dozens of spouses in stable marriages shared with us heart rending testi-

monies about their work-family tensions and hardships."

Most of the factors Johnson identified that lead to stress and family conflict among officers paralleled those mentioned by Scrivner. According to her data--gathered by survey, interview, and ride-along methodologies--officers frequently played out their job-related stress in bouts of alcoholism, family violence, and self-destructive behavior. The effect of social support systems on mitigating these behaviors differed for male and female officers, Johnson found. For example, support from colleagues had a negative impact on spouse interaction for men as it "served as a substitute for family interaction," while having no similar influence on women's lives. Furthermore, female officers married to non-police found that their husbands did not want to hear anything about their jobs, while most male officers depended on their non-police wives to listen to their work-related problems and to provide emotional support.

Both Johnson and Scrivner emphasized the need to move away from an individualist and toward a systemic approach to looking at job and family tension. "Police officers are embedded in systems of interacting people," said Johnson. "Two of their most prominent systems are the other officers and their families." But, she noted, "because of the linkage between women and families, research has neglected...to examine the intricate tie between the work environment of males and their family life." Johnson and Scrivner underlined the fact that their research indicated that the source of most police officers' stress is the culture and bureaucracy of the police department itself, rather than the danger of the job.

These panelists and others, representing the police officer community, recommended the adoption of programs for psychological counseling, stress reduction, alcoholic rehabilitation, marriage enrichment, and child care. On the latter issue, Rep. Schroeder asked if anyone on the panel had heard of any police departments that provided any child care service or benefit to their employees. The answer was evident by the silence that followed.

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