

# COSSA WASHINGTON UPDATE

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## THE CLINTON PLAN AND SCIENCE: NSF GETS SHORT-TERM BOOST, MIXED NEWS FOR OTHER AGENCIES <sup>H/S</sup>

Summoning the nation to have the courage to change from "the Cold War priorities of the past to the economic priorities of the future," President Clinton unveiled his *Vision of Change for America* in his February 17 State of the Union address. To accompany the speech, the Office of Management and Budget (OMB) prepared a set of documents giving the details of the Clinton plan, and providing some clues' to the future of federal support for social science. Much is left to be resolved; the March 23 release of the administration's FY 1994 budget will offer more specific details, and months of public opinion and congressional deliberation will shape the final package.

The President proposes a short term stimulus package utilizing both increased government spending and tax breaks, to boost the economy and create jobs. Using Congressional Budget Office projections, the stimulus increases the deficit for FY 1993 to \$332 billion or 5.4 percent of Gross Domestic Product (GDP). These proposals will be included in a request to Congress for supplemental appropriations for FY 1993 that the House of Representatives will discuss the week of February 22. Included in this package is a significant boost for the National Science Foundation (NSF).

A longer term investment package proposes increased spending for highways and other infrastructure, and includes the accelerated development and use of science and technology. The long term deficit reduction plan includes decreasing spending on some programs and eliminating others, reducing the size of government, tax increases, and later this year, a major overhaul of the nation's health care system. All this will bring the deficit down to \$205 billion by FY 1997 or 2.7 percent of GDP. Economic assumptions based on the implementation of the president's plan suggest sustainable GDP growth at 2.5 percent, an unemployment decrease to 5.5 percent by FY 1998, and inflation measured around 3 to 3.4 percent during the 1994-98 period.

The shift in spending priorities is significant. According to the plan, 1993 defense discretionary spending will total \$294.3 billion, non-defense discretionary \$261.7 billion; in 1994 Defense is at \$277.8 billion, non-defense \$270.4 billion; in 1995 through 1998 non-defense gets larger than defense by increasing magnitudes.

### Short Term Stimulus: Science and Technology

The National Science Foundation receives \$207 million in the proposed FY 1993 supplemental budget request. Of this total, \$197 million will go to NSF's research and related activities account to restore some of the cuts made by the appropriations committees from the FY 1993 requested funding levels. NSF's "strategic initiatives" would receive \$112 million, including the Foundation's share (\$19 million) of a multi-agency initiative to develop applications which use advanced computers and communication networks to solve problems in health care, education, manufacturing, and access to library information. The other initiatives receiving part of the supplemental budget pie include manufacturing research and education, global change, advanced materials, and biotechnology. This infusion of dollars would restore funding for these programs to their FY 1993 requested levels.

The "core" research programs, many of which saw their funding decline in the FY 1993 operating

### INSIDE UPDATE...

- ◆Senate Approves NIH Reauthorization Bill; Sexual Behavior Research Prohibited
- ◆Mann and Ornstein Testify on Congressional Reform
- ◆National Science Board to Examine Special Commission's Report
- ◆Science Committee Creates Advisory Group
- ◆Social Institutions Not Fundamentally Changed by AIDS, Study Says
- ◆Review of HHS Violence Research Finds No "Inappropriate Research"
- ◆Aging Institute to Hold Menopause Workshop
- ◆Sources of Research Support: NIH

plan, would receive \$85 million to be spread across the research directorates. The NSF Academic Facilities and Instrumentation program would receive \$4.7 million, all for instrumentation, while another \$4.7 million would go into the Salaries and Expenses account to help pay for the Foundation's move to Northern Virginia.

The other agencies involved in the advanced computer and communication proposal and their FY 1993 supplemental funding include: the **National Institute of Standards and Technology (NIST)** (\$14 million), **NASA** (\$5 million) and the **National Institutes of Health** (\$9 million).

Two programs in technology development also are treated well by Clinton's stimulus plan. The **Advanced Technology Program** at NIST provides matching grants for industry-led research projects for the development and commercialization of pre-competitive generic technologies and refining manufacturing practices. The administration is proposing another \$103 million for this program this year. A favorite of Vice President Gore, the development of a broadband, **interactive telecommunications network** linking the nation's schools, libraries, health care facilities, governments, and other public information producers is provided an extra \$64 million to accelerate the development of such information highways.

#### Investing in the Future: Long Term Strategies

NSF spending is slated to increase by \$2.3 billion over the next four years, with most of the increment (\$954 million) coming in 1997. The plan notes: "It appears that NSF has the capacity to

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invest more funds in a broad range of important research areas, including strategically targeted research in improving our understanding of the climate system and improved engineering approaches to mitigate environmental problems; advanced computers and digital networks; biotechnology; materials processing; advanced manufacturing; math and science education; and smart highways, bridges, and other civil infrastructure." The proposal also includes funds to support the nation's university based research facilities and instrumentation.

The crosscutting high performance computing program builds on the stimulus program described above and would be coordinated by the **Federal Coordinating Council on Science and Technology (FCCSET)**, a Bush administration holdover which receives the endorsement of the new administration. The total over four years for the crosscutting program is \$784 million. Clinton also proposes to make the research and experimentation tax credit permanent, for which social science research conducted by industry remains ineligible.

The investment proposals provide substantial new funding, \$8.2 billion over four years, for HIV/AIDS research, research on women's health issues, increasing childhood immunizations, teen pregnancy programs, and other efforts to promote public health.

Also granted increases under the long-term investment strategy is the **National Research Initiative Competitive Grants** program at the Department of Agriculture. Although the increase for FY 1994 is only \$2 million, the proposed increment over the next four years will total \$188 million. The administration expects to fund 500 more grants per year in this program.

The administration proposes \$6.2 billion over four years to support **education reform initiatives**, although they remain unspecified. Part of the justice/crime initiative will include a criminal records upgrade program to assist states in improving their records infrastructure and link with the FBI's criminal information databases.

#### Deficit Reduction

Under a list of "programs that don't work or are no longer needed," are a number that fund social science research. Since the administration claims much of its work duplicates that of other Department of Agriculture bureaus, the funding of the **Economic Research Service (ERS)** should be

reduced by \$61 million over four years. ERS currently receives \$58.7 million. The **State Justice Institute**, which funds research and training at the state court level, would be eliminated since it "serves no clear Federal purpose." The **Russia/Eurasia Research and Training** program at the State Department is listed as a program to eliminate, but the narrative gives no reason for the decision to end this program.

Clinton also proposes to eliminate earmarked special research grants at the **Cooperative State Research Service**. Saying "these grants were not peer reviewed, competitively awarded, or specifically authorized," the administration suggests they should be funded by agribusinesses or compete in the NRI Competitive Grants programs. Earmarked special grants in the budget of the **Extension Service** should be funded out of funds each state receives to support the Extension Service, according to the administration. Clinton also goes after earmarked grants at the **Department of Housing and Urban Development**.

On the two big science projects whose possible termination was speculated about in the press for the past two weeks, the administration remains "committed to the development of the **Superconducting Super Collider** as a major contribution to scientific information for the future." However, it believes the project schedule should be extended to save money. Clinton remains "committed to a cost-effective **space station** program." However, to control cost overruns in the present program, the proposal recommends a restructuring of the space station.

The administration proposes to freeze at FY 1993 levels funding for **Office of Justice Programs** grants at the Justice Department and the **National Endowment for the Humanities**. In order to save \$1.5 billion over four years, small categorical programs at the **Education Department**, unspecified but designated as "low priority" or "having achieved their purpose," are slated for elimination, streamlining or combining; others will simply be frozen at FY 1993 levels.

The administration also proposes to save \$1.2 billion over four years by changing overhead rules for university research and development. It is unclear whether there is any change from the OMB rules agreed upon before the Bush administration left office.

The Budget Enforcement Act expires at the end of 1995, and Clinton proposes to continue its discretionary spending caps through 1998 and the pay-as-you-go provisions through 2003 to reach the outyear effects of its proposed entitlement and tax legislation and the use of sequestration to enforce compliance. In addition, the administration supports enactment of an enhanced rescission authority for the President that includes a modified line item veto, requiring Congress to pass by a separate majority vote those items the President rejects from appropriations bills.

These figures still mask individual agency budget proposals for FY 1994, which are expected on March 23.

## SENATE APPROVES NIH REAUTHORIZATION: SEXUAL BEHAVIOR RESEARCH PROHIBITED *SP*

On February 18 the Senate approved by a 93-4 vote legislation reauthorizing the National Institutes of Health (NIH). The bill includes a provision authored by Sen. Jesse Helms (R-NC) prohibiting the funding of two sexual behavior studies, the American Teenage Study (ATS) and the Survey of Health and AIDS Risk Prevalence (SHARP).

COSSA has been at the forefront of efforts on behalf of sexual behavior research, and advocates of federal support for such research are confident that the Helms provision will not be adopted by the conference committee that will be formed to reconcile the differences between House and Senate versions of NIH reauthorization bills. The House NIH bill to be considered on February 23 by the Subcommittee on Health and the Environment, chaired by Rep. Henry Waxman (D-CA), is not expected to include such prohibitions on research.

### Ethics Board Backed

By a vote of 23-74, the Senate rejected a Helms amendment to remove the bill's creation of an ethics review board. The board would review decisions by the Secretary of the Department of Health and Human Services to halt any research on ethical or moral grounds. Language creating an ethics review board was included in the legislation in response to former HHS Secretary Louis Sullivan's July 1991 cancellation of the ATS, an already peer-reviewed and approved grant.

The Senate bill also codifies President Clinton's January 22 executive order lifting the moratorium on research using fetal tissue from elective abortions.

## MANN AND ORNSTEIN TESTIFY ON CONGRESSIONAL REFORM *MB*

Thomas E. Mann, Director of Governmental Studies at the Brookings Institution, and Norman J. Ornstein, Resident Scholar at the American Enterprise Institute, testified before the Joint Committee on the Organization of Congress on February 16, and offered their recommendations on improving the internal workings of Congress. The committee, co-chaired by Sen. David Boren (D-OK) and Rep. Lee Hamilton (D-IN), is deliberating various reform proposals.

Mann and Ornstein presented the joint committee a lengthy set of recommendations contained in a draft of the second report of their *Renewing Congress* project. Their first report was released in December (see *Update*, December 14). At the hearing, Mann discussed broad, thematic issues raised by their report, and Ornstein reviewed several of their specific recommendations.

Mann began by saying that any discussion of reform must be motivated by a desire to strengthen Congress as both a policymaking institution and a representative institution. He cautioned panel members that they would be deceiving themselves if they undertook reform to please their constituents; rather, he said, reform Congress because it needs it.

### Congress "hyper-sensitive" to criticism

In discussing the challenges facing the committee, Mann said that Congress has to show it is capable of critical self-examination. In achieving reform, Mann said Congress would need to move beyond its tendencies to be "hyper-sensitive" to public criticism and of too distracted to closely examine an issue. He said Congress would need to demonstrate courage by standing up for the institution and offering substantive proposals.

Ornstein outlined specific recommendations in several areas: committee structure, the budget process, staff, and ethics. He urged a reduction in the number and sizes of committees and the number of assignments held by each member, a consolidation and realignment of committee jurisdictions, expanded use of ad hoc committees,

and changes in committee procedures, such as the use of seminar-like discussions in place of the current system of more formal presentations.

### Suggest Changes in Budget Process

Regarding the budget process, Mann and Ornstein advocated the renewed use of automatic deficit-reductions, also known as sequesters, if spending targets were not met. Unlike the Gramm-Rudman-Hollings sequesters of the 1980s, the cuts Mann and Ornstein supported would have to be expressly voted on by Congress. Their second budget recommendation seeks to make budget proposals more honest by having the Congressional Budget Office monitor the president's compliance with deficit targets. If the president's budget did not meet the CBO figures, it would have to be resubmitted; if it did, it would be guaranteed a vote in both chambers. Mann and Ornstein also backed some form of expedited rescission process to achieve spending cuts. To streamline the effects of power being divided between authorizing and appropriating committees, they recommend Congress consider legislation from authorizing committees early in the year and appropriations later in the year. They also reject two year budget cycles and the elimination of appropriating committees, two ideas some have advocated.

Mann and Ornstein supported finding ways to allocate and use staff more effectively, rather than arguing for a more simple reduction in staff that others have urged the joint committee to recommend. They called for sufficient funding to retain high quality Capitol Hill staff, as well as more formalized training for new staffers. The report recommends expanded use of centralized offices to answer mail and handle constituent casework.

Addressing ethics issues, Mann and Ornstein said that many consider congressional ethics to be an oxymoron, and that the public has lost confidence in Congress to police itself. They commented that the current structure of the ethics committees drains members' time with lengthy investigations. As an alternative, Mann and Ornstein called for a large pool of former members from which ad hoc committees will be drawn to conduct preliminary investigations and then make recommendations to the standing ethics committees.

## NATIONAL SCIENCE BOARD TO EXAMINE SPECIAL COMMISSION'S REPORT *HS/MB*

The National Science Board (NSB) has begun to review the report of the NSB Special Commission on the Future of National Science Foundation (NSF). The report, *A Foundation for the 21st Century*, released last fall (see *Update*, November 23), examined the prospects for NSF in the context of a changing world, and recommended that NSF maintain its commitment to supporting basic research while also moving in the direction of support for strategic research.

At its February 11-12 meeting, the NSB adopted a resolution praising the work of the commission, and announced it would create small working groups to consider the report in the light of developing long-term strategic planning for NSF. At the meeting, NSB members expressed strong support for addressing these issues, with some on the Board commenting that if NSF did not act to shape its future, others in the science policy community would do it for the Foundation. The NSB plans to devote a considerable portion of its March meeting to this topic.

In the meantime, outgoing NSF Director Walter Massey announced that he is creating internal working groups to implement management and operations changes for NSF around the five "strategic themes" identified for preparing the long-range plan of the Foundation. These are: 1) intellectual integration; 2) partnerships; 3) human resources; 4) adaptability; and 5) accountability. Among the tasks of the groups is to seek ways to classify research as either "strategic" or "general" and to assess an appropriate balance between the two. Methods to increase private sector participation in NSF and extend collaboration with Federal agencies and State science and technology agencies will also be examined. Fostering increased interdisciplinary research and reconsidering the review and award process are also on the agenda for the groups who are expected to report by May 28, when a new NSF director could be in place.

Massey also briefed the Board on several recent executive orders issued by President Clinton. Clinton's actions, among other things, call for a 3 percent cut in administrative costs in federal agencies, 4 percent reductions in agency staffing levels, and a 30 percent cut in non-mandated advisory councils. Massey said that NSF is currently working with the Office of Management and Budget

to clarify these orders before it takes any specific actions. He did, however, state that peer review panels will fall under these executive orders.

## HOUSE SCIENCE COMMITTEE ANNOUNCES ADVISORY GROUP *HS*

The House Science Subcommittee chaired by Rep. Rick Boucher (D-VA) has announced the formation of the *Advisory Group on Renewing U.S. Science Policy*. The group, which held its first meeting on January 29, will provide guidance to the Subcommittee as it examines and seeks to redefine the principles underlying federal research policy in a series of hearings scheduled to occur throughout 1993.

The advisory group's 34 members consists of former presidential science advisers (Ed David and Frank Press), other former Executive Branch officials (Harold Brown and Stuart Eizenstadt), chief executive officers of high technology companies (John Young of Hewlett Packard and Ray Smith of Bell Atlantic), university presidents (Richard Atkinson of UC-San Diego, James McComas of Virginia Tech, Thomas Day of San Diego State, and Linda Wilson of Radcliffe), chief executives of national laboratories and research joint ventures (Alan Schriesheim of Argonne and William Spencer of SEMATECH), and representatives of professional societies and public interest groups (David Hamburg of the Carnegie Corporation, Jessica Tuchman Mathews of the World Resources Institute, and Jane Lubchenco of the Ecological Society). Subcommittee Chairman Boucher presides over the advisory group.

Social/behavioral scientists on the panel aside from Atkinson include: Charles Schultze, Senior Economics Fellow at the Brookings Institution and COSSA Board Member; William Ascher, Professor of Public Policy and Political Science at Duke University, a space policy expert; Marcel LaFollette, Associate Research Professor at the Center for International Science and Technology Policy at George Washington University; and Jon Miller, Vice President of the Chicago Academy of Sciences and a political scientist.

The panel's first meeting addressed the issue of setting science priorities and the problem of disseminating research results. They agreed that the Subcommittee should explore how the State's science and technology efforts are working. The next hearing will take place on March 3 when the

Subcommittee will explore the mission of the National Science Foundation, especially in light of the report of the National Science Board's Commission on the Future of NSF. Lewis Branscomb, Director of the Science, Technology and Public Policy Program at the Kennedy School of Government at Harvard, was a member of the commission and is now on the advisory panel.

### **SOCIAL INSTITUTIONS NOT FUNDAMENTALLY CHANGED BY AIDS, STUDY SAYS** *SP*

Although the AIDS epidemic has devastated the lives of many individuals over the last decade, there is little evidence that six major American social institutions have been changed fundamentally, according to *The Social Impact of AIDS*, recently released by the National Research Council of the National Academy of Sciences.

"AIDS has devastated the personal lives and social communities it has touched, but the epidemic has had little effect on American society as a whole or its way of doing business," said Albert R. Jonsen, Professor of Ethics in Medicine at University of Washington and chair of the panel that authored the report.

In analyzing six institutions, the panel defined "impact" as a concentrated force producing change. Its study of the impact of AIDS on the health care delivery system, the public health system, correctional systems, voluntary and community-based organizations, and religious groups shows that the structure and behavior of these institutions has not been changed significantly by the epidemic. While the panel did find notable impact in clinical research and drug regulation, it is not yet known if those changes will be lasting.

#### **Greatest Impact at Local Level**

AIDS has had a major impact, however, in limited geographical areas where many other social, economic, and health stresses exacerbate the effects of the epidemic. A study of New York City conducted by the panel offers a vivid portrait of the epidemic in a particular place and illustrates that the epidemic is not spreading uniformly throughout the population but is highly localized in poor and minority communities. The panel said that as the disease progresses, similar patterns will be found throughout the United States.

### **NATIONAL INSTITUTE ON AGING TO HOLD MENOPAUSE WORKSHOP**

The National Institute on Aging has announced it will hold a multidisciplinary workshop to address the critical need for research on the psychosocial and biological components of menopause. The event will be held at the NIH campus in Bethesda, MD March 22-24, 1993. For more information, call at (301) 496-3136.

For information on obtaining a copy of the report, contact the National Research Council at (202) 334-3313.

### **REVIEW OF HHS VIOLENCE RESEARCH FINDS NO "INAPPROPRIATE RESEARCH"** *SP*

A study of violence research at the Department of Health and Human Services (HHS) has found "no specific evidence that HHS was conducting what had been alleged as inappropriate research" in areas that had led to protests by some in the African-American community.

The report of the Secretary's Blue Ribbon Panel on Violence Prevention, chaired by Howard University president Franklyn G. Jenifer, focused on allegations that: 1) HHS was conducting research attempting to establish a genetic correlation between race and violent behavior, and 2) there was research targeted solely at African-American male youth, ages 5 to 9 years, which involved the use of medication to control their behavior. The panel reviewed HHS research projects related to anti-social, aggressive, and violent behavior and did not find any evidence to support the allegations.

The group also concluded that one reason for public mistrust of violence research arose from current research supported by the National Institutes of Mental Health (NIMH) on the treatment of Attention Deficit Hyperactivity Disorder (ADHD), which includes, as one of its interventions, the use of medication. The panel found that this research was appropriate and distinct from violence research, and further, that it was long overdue, as physicians have prescribed the medications involved for over 50 years without adequate assessment of alternatives and long term

outcomes for patients. Current research seeks alternatives that do not involve medications, and assesses the efficacy of medications that are now being prescribed.

Besides a critical evaluation of current violence research, the report offers advice regarding how to strengthen the HHS's programs on violence; the viability of the public health approach to addressing problems of violence and aggression; how to better understand and prevent violence; and how to assure that HHS's violence activities are open, accessible, and supported by the community.

It was the consensus of the panel that "violence in America should be declared a national emergency, and that appropriate levels of resources should be committed to addressing this problem." Of particular interest to social scientists was the panel's concern about "how social, economic, political, ethical, legal, environmental, and cultural conditions contribute to this problem."

The panel was commissioned last fall by then-HHS Secretary Louis Sullivan. For information on obtaining a copy of the report, contact Bill Grigg of the Public Health Service at (202) 690-6867.

## SOURCES OF RESEARCH SUPPORT: NATIONAL INSTITUTES OF HEALTH *kc*

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.

### National Cancer Institute

The National Cancer Institute (NCI) invites investigator-initiated grant applications for research directed at decreasing the functional and psychosocial morbidity associated with cancer survivorship, i.e., in persons diagnosed and treated for cancer after age 21, who have completed therapy and have a good prognosis for cure or long-term survival.

**Letter of Intent:** Prospective applicants are asked to submit, by **March 16, 1993** a letter of intent that includes a descriptive title of the proposed research, the name, address, telephone/FAX numbers of the Principal Investigator, the names of other key personnel and participating institutions, and the number and title of the RFA in response to which the application may be submitted.

**Eligible Applicants:** Applications may be submitted by domestic and foreign for-profit and non-profit organizations, public and private, such as universities, college, hospitals, laboratories, units of state and local governments, and eligible agencies of the Federal government.

**Budget:** Total costs of \$2,500,000 per year for four years will be committed to specifically fund applications submitted in response to this RFA. It is anticipated that four or five awards will be made. The anticipated award date is April 1, 1994.

**Deadlines:** Applications must be received by close of business **May 21, 1993**.

**Contact:** RFA and inquiries regarding programmatic issues can be direct to: Claudette Varricchio D.S.N, R.N., O.C.N., F.A.A.N., National Cancer Institute, Executive Plaza North, Suite 300, Bethesda, MD 20892, (301) 496-8541. Direct fiscal inquiries to: Mrs. Eileen M. Natoli, National Cancer Institute, Executive Plaza South, Suite 242, Bethesda, MD 20892, (301) 496-7800.

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