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FISCAL YEAR 1995 APPROPRIATIONS: THE SPENDING CRUNCH HAS HIT *HS*

As the House of Representatives rushes to complete all 13 appropriations bills before its July 4 recess, and the Senate begins its share of the process, it has become increasingly clear that warnings about FY 1995 as the year when the spending crunch finally hits, are reliable. The freeze on discretionary funding has worked in bringing the deficit down, but it has sharply limited the ability of appropriators to shape funding priorities.

While agencies such as the National Institute of Standards and Technology received major increases, most had to settle for minimal raises. The major science agencies, used to significant enhancements over previous year's funding, received inflation level increases from the House -- 3 percent for the National Science Foundation and 3.5 percent for the National Institutes of Health. Some programs actually saw reductions from FY 1994 levels. In this climate, any increase is an accomplishment.

University Research Cut Coming?

The administration's infamous pause on indirect costs did not find favor in any appropriations committee. However, more ominous is the report that the Defense Appropriations Subcommittee plans to reduce funding for competitive university research by \$800 million. As a number of university spokespersons have pointed out, this would have a much more devastating effect on university research budgets than any pause.

The paragraphs below discuss and the chart on page 3 illustrate the decisions made by the House of Representatives and its appropriations subcommittees. Each subcommittee, in addition to providing the funding figures, also produces a report where agencies are given further instructions on how to spend the money allocated. While technically these reports merely make recommendations and do not have the force of law, the language in these reports carry the heavy burden of speaking for appropriators who do not like to be ignored.

The discussions below reflect activity through June 24. Most of the bills affecting social and behavioral science research still await House floor action. It is unlikely that the House will vote any increases for agencies, and more likely that deficit hawks will continue to assault spending. Senate committees have begun to make their allocations, but most will be made in July. Final decisions usually occur in late September, and sometimes lapse into the next fiscal year which begins on October 1. However, with health care reform expected to dominate Capitol Hill, congressional leaders hope that the appropriations bills can be completed before September.

Committee recommends NSF Violence Research Center, Supports Human Capital Initiative *HS*

The House VA, HUD, Independent Agencies appropriations subcommittee followed up its funding recommendations for the National Science Foundation (see *Update*, June 13) with its report designating various actions to go with the numbers.

One of the subcommittee report's admonitions directs NSF to establish a new center for the study of violence. The subcommittee had requested a feasibility study from NSF that was delivered in late May. The NSF study, prepared by the Social, Behavioral and Economic Science (SBE) Directorate, concluded that a violence center was viable and should be supported for 10 years at \$2 million per year. The subcommittee report agreed with NSF's recommendation that a consortium of institutions should compose the center. Also suggested was that NSF seek advice as well as resources from other federal agencies, such as the

INSIDE UPDATE...

- ◆ Chart: House Appropriations for Social and Behavioral Science Research
- ◆ Agency by Agency Appropriations News
- ◆ NIH Panel Looks at Behavioral Office, Women's Health, Socio-Economic Status
- ◆ Clinton Names New Members to NEH Advisory Council

Department of Justice and the Department of Health and Human Services, that are involved in research and training in this area. The subcommittee report recognized the 10 year period as "optimal" with an initial commitment of \$2 million. Where NSF will find the funds for this new center will not be known until the new fiscal year begins in October and the internal NSF allocation decisions are made.

The subcommittee report also mentioned the Human Capital Initiative (HCI) and urged NSF to provide additional funds for it. No specific amount was mentioned.

National Institutes of Health *58*

Overall funding for the National Institutes of Health is \$11.3 billion, \$149.9 million below the President's budget request, but \$384.4 above appropriations for FY 1994. This represents a 3.5 percent increase over FY 1994, with each institute and center receiving at least a 3 percent increase; however, it is less than the 4.7 percent increase requested by the President. The majority of the institutes received the 3 percent increase, however the exceptions are: the National Institute of Child Health and Human Development (+3.3 percent); the Office of AIDS Research (+3.1 percent); Research Resources (+7.9 percent); the Human Genome (+19.6 percent); The Fogarty Center (+12.2 percent); the National Library of Medicine (+6.9 percent); and the Office of the Director (+7.8 percent).

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The House rejected the President's proposal for a one year freeze -- dubbed a "pause" -- on payments to universities for indirect costs of research. The subject of great concern within higher education, the proposal would have applied to institutions receiving over \$10 million in federal grants.

Support for AIDS research was only half of what the President requested, cut from a 6 percent increase to a 3.1 percent increase over last year's funding. The bill provides a total of \$1.3 billion for AIDS research in FY 1995. The funds will go directly to the newly organized Office of AIDS Research (OAR), which will then disperse them to the institutes, centers, and divisions within NIH. The following appropriations for the NIA, NICHD, NINR, NIAAA, NIDA, NIMH do not include AIDS research funding:

The bill allocates \$431.2 million for the National Institute on Aging (NIA), an increase of \$12.6 million over FY 1994, and a decrease of \$2.5 million under the amount requested by the President. Regarding behavioral research, the report stated that it "recognizes the importance of behavioral science research in understanding the aging process and in maximizing the quality of life in later years and encourages NIA to increase its work in this area." The report also remarked on the importance of demographic research in aging, and encouraged the NIA to continue to support the Health and Retirement Survey and the Asset and Health Dynamics of the Oldest Old survey.

This legislation allocates \$513.4 for the National Institute of Child Health and Human Development (NICHD), an increase of \$15 million over FY 1994, and a decrease of \$3.3 below the President's request. The report expressed strong support for NICHD's demographic research efforts, and stressed its importance for social policy-making. It also encouraged NICHD to continue its research on: topical microbicides, Rett syndrome, Sudden Infant Death Syndrome, fertility drugs, bionutrician, and autism.

The bill also includes \$48 million for the National Institute of Nursing Research (NINR), an increase of \$1.4 million over FY 1994, and a decrease of \$355,000 under the amount requested by the President. The report highlighted the research efforts of the NINR in health promotion/disease prevention, symptom management, and community-based research.

HOUSE FY 1995 APPROPRIATIONS FOR SOCIAL AND BEHAVIORAL SCIENCE RESEARCH

(all figures in millions) * = approved by full House

Agency	FY94 Funding	FY95 Proposed	House FY95 Appropriations
National Science Foundation			
Research and Related Activities	2,163.7	2,348.7	2,216.9
Academic Infrastructure	105.0	55.0	100.0
Education and Human Resources	569.6	586.0	586.0
Dept. of Health and Human Services			
Centers for Disease Control	2,051.1	1,954.2	2,086.9
Asst. Sec. for Planning and Evaluation	11.7	13.0	14.6*
Nat. Inst. for Child Health and Human Development	498.5	516.7	513.4
Nat. Inst. for Aging	418.6	433.7	431.2
Nat. Inst. for Nursing Research	46.6	48.3	48.0
Nat. Inst. on Alcohol Abuse and Alcoholism	176.2	182.5	181.4
Nat. Inst. on Drug Abuse	281.8	292.0	290.3
Nat. Inst. of Mental Health	526.3	545.2	542.1
Office of AIDS Research	1,297.1	1,379.1	1,337.6
Department of Agriculture			
National Research Initiative	105.4	130.0	103.1*
Economic Research Service	55.2	53.6	54.3*
Dept. of Commerce/Census Bureau			
Periodic Censuses and Programs	110.0	158.6	142.6
2000 Census Planning	8.1	48.6	42.0
Department of Education			
Education Research	78.0	87.5	81.1
Education Statistics	48.6	63.2	48.2
Assessment	29.3	38.7	32.8
Harris Fellowships	20.4	20.4	20.2
Javits Fellowships	7.9	7.9	7.8
International Programs	59.1	59.1	59.1
Law School Clinical Experience	14.9	0	14.9
Dept. of Housing and Urban Development			
Policy Development and Research	35.0	40.0	40.0
Department of Justice			
National Institute of Justice	22.5	23.0	23.0
Bureau of Justice Statistics	20.9	21.4	21.4
Juvenile Justice	107.0	152.0	146.5
Department of Labor			
Bureau of Labor Statistics	291.1	308.6	296.8
Natl. Endowment for the Humanities	177.5	177.4	177.4*
Ofc. of Science and Technology Policy	4.5	5.0	5.0
Smithsonian Institution			
Total	342.1	398.9	373.5*
Woodrow Wilson Center	6.4	9.9	9.9*
U.S. Information Agency			
Educational and Cultural Exchanges	242.0	221.8	237.8
U.S. Institute of Peace	10.9	10.9	10.9

The **National Institute on Alcohol Abuse and Alcoholism (NIAAA)**, was given \$181.4 million, an increase of \$5.2 million over FY 1994, and a decrease of \$1.1 million below the President's request. The appropriators mentioned NIAAA's research on the influence of alcohol on the initiation and development of breast cancer, as well as its research on alcohol and AIDS--the mechanisms of neuropathogenesis associated with alcohol in HIV-infected persons and the effect of alcohol on the immune system. In addition, it stressed the need for more studies exploring the genetics, etiology and psychosocial and medical consequences of alcoholism for under-researched populations (women, children, adolescents, and minorities).

The bill funds the **National Institute on Drug Abuse (NIDA)**, at \$290.3 million, an increase of \$8.5 million over FY 1994, and a decrease of \$1.7 million under the amount requested by the President. NIDA was encouraged to develop new pharmacologic treatments for females substance abusers, to continue its efforts in prevention research and training, and to expand its efforts to discover and clinically evaluate for safety and efficacy medications to treat cocaine and crack addiction. The report also suggested that prevention researchers be included on NIDA's national advisory board.

The House voted \$542.1 million for the **National Institute of Mental Health**, \$15.8 over FY 1994, and \$3.2 less than the President's request. The subcommittee expressed pleasure with NIMH's recent report on behavioral research, and asked that NIMH inform Congress before the FY 1996 appropriations hearing how the institute is responding to the report's recommendations. The subcommittee also noted its continued concern about eating disorders, urging NIMH to improve its efforts to communicate prevention and treatment strategies to health care providers and the public. The appropriators are awaiting NIMH's plan on prevention research, and encouraged NIMH to include prevention researchers on its national advisory committee.

The House included \$14.6 million for **Policy Research in the Office of the Secretary**, an increase of \$2.9 million over the FY 1994 level, and \$1.7 over the budget request of the President. The legislation included funds to continue current research activities on poverty which will be the subject of a competitive selection process in 1995.

Labor Statistics Up, CPS Parallel Survey Eliminated *HS*

The **Bureau of Labor Statistics (BLS)** received \$296.8 million from the House appropriations committee, an increase of \$5.6 million above the FY 1994 level. This 2 percent increase includes \$1.5 million for the Bureau to fully fund two additional States in the monthly unemployment figures. In addition, \$10 million originally budgeted for continuing the Current Population Survey (CPS) parallel survey is no longer needed for that purpose. BLS Commissioner Katharine Abraham announced that a number of problems have arisen with the parallel survey put in place to compare unemployment data to the new CPS instituted in January. The appropriations committee said BLS could use these funds to meet other program needs in FY 1995. The Committee did not mention the proposed new cohort for the National Longitudinal Survey (see *Update*, June 13).

Education Research Up, International Education the same, Graduate Education and Statistics Down *HS*

The House appropriations committee recommended \$81.1 million for education research in FY 1995, \$3.1 million above the FY 1994 level. The Committee report stresses its support for the new structure of the **Office of Education Research and Improvement (OERI)** approved by Congress in the reauthorization act. The report strongly directs the Department of Education to consolidate almost all of its research and evaluation efforts in OERI in FY 1995 and to provide a report to Congress justifying research efforts by the Department housed outside of OERI.

The Committee reduced funding for the **National Center for Education Statistics (NCES)** by \$435,000 for FY 1995. The total for statistics, exclusive of the **National Assessment of Educational Progress (NAEP)**, is \$48.2 million, \$15 million below the request. NCES will have to reprioritize its portfolio if these numbers hold through the full appropriations process. NAEP received a \$3.5 million increase to \$32.8 million.

The bill provides \$52.3 million for domestic program activities in **international education and foreign language studies**, the same as last year. No funds are provided for the foreign periodicals program, which the committee believes duplicates other library support programs. For overseas programs \$5.8 million is allocated, a 0.9 percent reduction from last year.

Graduate education programs also suffered a 0.9 percent reduction from last year's levels. These included: Javits Fellowships (\$7.79 million); Patricia Harris fellowships (\$20.24 million); Legal Training for the Disadvantaged (\$2.96 million). The Law School Clinical Program, slated for elimination by the administration, was saved by the House committee again at last year's level of \$14.9 million. The Committee agreed with the administration and provided no funding for the research libraries program.

Funding Reduced for National Research Initiative at USDA *HS*

The House of Representatives passed the FY 1995 funding bill for the U.S. Department of Agriculture (USDA) on June 17. The legislation included \$103.1 million for the **National Research Initiative Competitive Grants Program**. This represents a \$2.3 million reduction from the FY 1994 level, and is \$26.9 million less than the administration requested. On June 24, the Senate agriculture appropriations subcommittee marked up its bill and provided the same amount of funding for the NRI.

In its report language, the House agricultural appropriations subcommittee noted that "it would be advisable to devote increased competitive grant funds to applied research to better demonstrate the role of this program in assisting with the many problems facing agriculture." Both the Senate and House reports earmark \$2.5 million of the total for competitive grants for use on competitively awarded research in support of the U.S.-Israel Binational Agricultural Research and Development program. Both reports also reduce the Markets, Trade and Policy component of the NRI from \$3.76 million in FY 1994 to \$3.7 million in FY 1995.

The House and the Senate subcommittee allocated \$171.3 million for Hatch Act payments, the same as last year, and the same as the request. The House provided almost \$45 million for Special Grants, an increase of \$15.3 million above the request. The Senate subcommittee appropriated \$52.3 million. Since the two Houses support many different special projects, the final appropriations for Special Grants is likely to be higher than either House. The Senate subcommittee allocated \$644,000 for the Rural Policy Research Institutes, an increase of \$150,000 over FY 1994.

Census 2000 Research and Design Funds Increased *MB*

At the **Census Bureau**, research and design efforts to plan the 2000 Census were funded at \$42.0 million, a marked increase from FY 94's \$8.1 million, though less than the \$48.6 administration request. The increase will support the 1995 Test Census. The House allocated Periodic Censuses and Programs \$142.6 million, above the current funding of \$110.0 million, but below the requested \$158.6 million. The Bureau was urged to fund intercensal poverty estimates from within this amount.

While noting that the Census Bureau has made progress in addressing congressional concerns over the cost and quality of the 1990 Census, the report lamented the lack of a permanent Director (a position vacant since January, 1993) and sharply rebuked the Bureau for poor financial management.

The **Economic and Statistics Administration (ESA)** at the Commerce Department, which includes the **Bureau of Economic Analysis (BEA)**, was appropriated \$48.6 million, \$5.6 million less than the President's request, but \$3.4 million over current funding. The House canceled the Green GDP initiative, an effort to measure natural resources and environmental degradation. When ESA officials presented their budget request before House appropriators, Green GDP was not warmly received by Congressmen who appeared not to understand the initiative or its importance. The report acknowledges that there may be importance to it, but notes "concerns as to whether the Department has adequately addressed the questions of appropriate methodology and proposed applications of the data in developing this initiative." It went on to say that it expects BEA to suspend its work on Green GDP, pending independent analysis.

Justice research and statistics programs received their first increase, albeit modest, in years. At the Justice Department, the House voted \$23.0 million for the **National Institute of Justice**, an amount equal to the Administration's request and \$500,000 above current year funding. The House supported the President's request of \$21.4 million for the **Bureau of Justice Statistics**, \$436,000 above current appropriations. The **Office of Juvenile Justice and Delinquency Prevention** received an increase from \$107.0 million in FY 1994 to \$146.5 million for 1995, though this is \$5.5 million below the Clinton request.

Voting \$237.8 million for educational and cultural exchanges supported by the United States

Information Agency (USIA), the House increased the President's request by \$16.0 million, though it reduced current appropriations by \$4.2 million. The report recommended "that some of the traditional USIA programs should be reduced or partially replaced with new programs which will help the countries of Eastern Europe and the Newly Independent States of the former Soviet Union in adopting and implementing democratic processes of government and establishing private businesses, including both family farming and other enterprises."

Russian, Eurasian, and East European Research and Training Program HS

The Foreign Operations Subcommittees in both the House and Senate have recommended \$10 million for continuation of the **Russian, Eurasian, and East European Research and Training Program**. This program ensures "that broad-based expertise is available in both the academic and policy making community on a range of policy issues in the region," according to the House committee report.

NEH down slightly; Wilson Center Gets Big Increase to move HS

The House of Representatives provided the National Endowment for the Humanities (NEH), \$177.4 million for FY 1995. Unlike its sister agency, the National Endowment for the Arts, the NEH did not face amendments to reduce its funding. The FY 1995 figure represents a \$120,000 increase in the grants and administration line, but a \$228,000 decrease in the matching grants category.

The House provided The Woodrow Wilson International Center for Scholars \$9.9 million for FY 1995, an increase of \$3.5 million over the FY 1994 level. The large increase will help pay for the Center's move into the new Federal Triangle building in 1995. The Smithsonian Institution received a \$12 million increase over its FY 1994 level for salaries and expenses.

NIH PANEL LOOKS AT OBSSR, WOMEN'S HEALTH, AND SOCIO-ECONOMIC STATUS SP

Louis Sibal, Director of the Office of Laboratory Animal Research in the National Institutes of Health Office of Extramural Research, apprised the Health and Behavior Coordinating

Committee (HBCC) at its June meeting of the current status of the Office of Behavioral and Social Sciences Research (OBSSR). Sibal has been appointed by Wendy Baldwin, NIH Deputy Director for Extramural Research, to oversee the creation of the Office. The OBSSR, an office to be located in the NIH Office of the Director, was authorized by Congress one year ago, but has not been implemented. (See *Update*, February 14)

Despite the delay in establishing the OBSSR, Sibal reported that "there is no lack of enthusiasm for organizing the Office," citing excessive slowness in the bureaucratic process at the Public Health Service (PHS) as a reason for the lack of progress in getting the Office underway. "Documents necessary to establish the Office were sent to the PHS in early February, are currently in the Office of the General Counsel, and will then proceed to Secretary Donna Shalala for final approval," stated Sibal.

In anticipation of the completion of the Office's paperwork, a search committee will be formed to select a director for the Office, whose title will be NIH Associate Director for Behavioral and Social Sciences Research. He stated that it will take approximately two months to find a director, and that three employees in addition to the director will staff the Office. In response to a question, Sibal confirmed that Baldwin and Delores Perron, Associate Director for Special Populations at the National Institute of Mental Health, co-chair the search committee.

Office of Research on Women's Health (ORWH)

The HBCC also heard a report on the activities of the Office of Research on Women's Health by Virginia Cain, Research Program Officer for the ORWH. Cain discussed the origin of the ORWH, an office created in 1990 as a result of concerns expressed by Congresswomen and others that the NIH was not properly including women in research trials. She described three primary directives of the ORWH -- 1) strengthening and enhancing research related to diseases and conditions that affect women; 2) assuring that women are appropriately represented in research studies conducted and supported by the NIH; and 3) facilitating the entry and advancement of women into biomedical and behavioral careers.

Cain explained that the ORWH functions in many capacities, including supplementing grants initiated by the institutes to help ensure that

women, especially understudied populations such as minority women, rural women, and lesbians, are included. The ORWH also collaborates with institutes on program initiatives, and, for example, is currently working with the National Institute on Nursing Research and the Agency for Health Care Policy and Research on hysterectomy decision-making. Special areas of research the ORWH currently focuses on include autoimmune diseases, reproductive health and STD's, urological diseases and issues, and occupational health.

In addition, Cain reported that the ORWH has played a major role in the development of new guidelines for the recruitment and retention of women in clinical trials and is assisting in their implementation. At the invitation of the ORWH, COSSA Associate Director for Government Affairs Susan Persons presented oral and written testimony at the ORWH's public hearing on this issue last March. (See *Update*, April 5, 1993) The guidelines are "still in the early stages of dissemination," according to Cain. She said that a system for tracking the inclusion of women and the efficacy of the guidelines is still under development.

One clear success story for the ORWH, Cain described, has been their efforts to help women who have interrupted their scientific careers, usually to care for children or aging or sick parents. "Reentry supplements" funded by the ORWH have assisted nineteen women in extramural and intramural programs who have been out of employment between two to seven years resume their careers. "The ORWH is pleased to report that enthusiasm for this effort has spread throughout the NIH, and consequently nearly all of the institutes now participate in some form of reentry program for women," Cain announced. "This is an example of how the ORWH would best like to function--not as the sole focus of women's health at NIH, but rather as a catalyst to increase interest in women's health research in all of the institutes."

Social Economic Status (SES) as a Component of NIH Research Efforts

Representatives of three institutes, the National Heart, Lung, and Blood Institute (NHLBI), the National Institute of Child Health and Human Development (NICHD), and the National Institute on Aging (NIA) provided summaries of initiatives at their respective institutes relevant to SES and health. It was the consensus of the HBCC that SES is relevant to every institute and special office at the NIH.

Peter Kaufmann, Chief of the Behavioral Medicine Branch of the National Heart, Lung, and Blood Institute (NHLBI), reported that NHLBI's initial SES findings demonstrated that much of the data on SES relates to cardiovascular health and mortality. Using existing U.S. data sets, NHLBI will complete its initial efforts in June, 1995.

Nancy Moss, Research Specialist at the Demographic and Behavioral Sciences Branch at the National Institute of Child Health and Human Development (NICHD), described NICHD's conference on the measurement of social inequalities in health scheduled for September 28-30 in Annapolis, MD. The first part of the conference will address theoretical parameters, changes in labor markets and the world economy, the impact of immigration, and social capital/social class. The second part will focus on vital health statistics, disease registries, and hospital chart data. "The conference aims to bring together economists, epidemiologists, and social theorists," Moss reported.

Ron Abeles, Associate Director for Behavioral and Social Research at the National Institute on Aging, told the committee that the National Academy of Sciences is interested in working with NIA on issues of ethnicity, aging, and health, and is finding that SES factors are integrally related to those topics. Abeles relayed the continuing knowledge gaps concerning the relationship of education, occupation, and income to health outcomes over the adult life course.

CLINTON NAMES NEW MEMBERS TO NEH ADVISORY COUNCIL *HS*

President Clinton announced the nomination of 10 new members to the National Humanities Council. Among the nominees are COSSA Board of Directors member Thomas C. Holt, Professor of History at the University of Chicago, and the current President of the American Historical Association. Professor Holt was director of the Center for AfroAmerican and African Studies at the University of Michigan before moving to Chicago.

The 27 member council advises NEH Chairman Sheldon Hackney on all endowment activities and reviews grant applications. The nominees face Senate confirmation.

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American Economic Association
American Historical Association
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