

COSSA WASHINGTON UPDATE

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APPROPRIATIONS BILLS BRING MIXED NEWS FOR RESEARCH

NSF SPARED THE KNIFE GIVEN TO OTHER AGENCIES

As the Fiscal Year 1996 appropriations process moves through the House, the GOP leadership's calls for significant spending cuts have become reality, with many programs having been slashed or eliminated. Some, however, have received surprising increases. Low expectations are at the core of this year's spending allocations; if a doomsday scenario does not occur for a specific program, many observers come away with a sense of satisfaction or accomplishment. The phrase "could have been worse" sums up the mood of many advocates in the current fiscal climate.

This situation occurred with the VA, HUD, Independent Agencies Appropriations Subcommittee markup on July 10. Faced with a daunting task of allocating almost \$10 billion less than it had for FY 1995 appropriations, the Subcommittee made major reductions in many programs. For example, HUD lost \$5.6 billion or almost 24 percent of its FY 1995 budget; EPA was slashed by 33 percent, although research and development received an increase of \$34 million; NASA lost \$720 million, although the shuttle program, space station and the Earth Observing System were fully funded. The Subcommittee also recommended closing three NASA centers, including Goddard in Maryland, home of former Senate Subcommittee Chair, Barbara Mikulski.

Compared to these reductions, the National Science Foundation (NSF) received favorable treatment from Subcommittee Chairman Rep. Jerry Lewis (R-CA) and his colleagues. The Subcommittee's mark for the total NSF FY 1996 appropriation was \$3.16 billion; slightly over a 3 percent decrease from the FY 1995 level, and a \$200 million or 6 percent decrease from the President's request. The Research and Related Agencies account received \$2.254 billion, a \$26 million or 1 percent reduction from FY 1995 funding, and a \$200 million or 8 percent reduction from the President's request. The Subcommittee will

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NIH, EDUCATION RESEARCH GAIN; GRADUATE SUPPORT, HEALTH PROGRAMS SLASHED

Working until 3 a.m. on July 13, the House Labor, HHS, Education and Related Agencies appropriations subcommittee made its allocation decisions for FY 1996. The Subcommittee, chaired by Rep. John Porter (R-IL), has released its numbers, but the explanations accompanying those decisions remain unavailable until the panel issues its report next week.

Confirming that he is a champion of health research, Porter and his Subcommittee provided the National Institutes of Health with \$11.9 billion, an increase of 5.7 percent. Considering the rest of HHS lost over \$1 billion, this is a significant increase. This action also demonstrated that appropriators continue to view the budget resolution as a guideline, since it called for a one percent reduction for NIH in FY 1996. The allocation also represents the power of health research and how the promise of longer life for people, including members of Congress, can sway funding decisions.

AIDS Research Office Eliminated

The Subcommittee eliminated the consolidated budget for the Office of AIDS Research (OAR), effectively breaking the AIDS research portfolio at NIH into 24 uncoordinated pieces. The Subcommittee did not mandate spending any NIH funds on AIDS; the Clinton administration's FY 1996 request targets

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\$1.4 billion for research on the disease. This is the first time since AIDS research began that there are no specific designations for or requirements to do AIDS research.

With AIDS research underway at all 24 institutes, centers and divisions at NIH, the consolidated appropriation for the OAR aims to reduce bureaucracy and eliminate duplication of effort. Created by Congress in 1988, the OAR was strengthened in 1993 when Congress established a full-time OAR Director with fiscal authority to distribute AIDS research funds to the institutes in accordance with a strategic plan.

In a letter to Subcommittee Chair Porter, Arnold Levine, Chair of the NIH AIDS Research Evaluation Working Group said, "without the authority of the single appropriation for the Office of AIDS Research, the recommendations of both the planning and scientific evaluation processes could not be effectively implemented across the NIH." The Working Group was established "to review and assess each of the components of the NIH AIDS research endeavor to determine whether those components are appropriately designed and coordinated to answer the critical scientific questions" that will lead to better treatments, prevention and a cure for AIDS. (see *Update*, May 8)

Without the consolidated budget authority, the letter said "no other mechanism will allow the elimination of unnecessary or outdated programs, streamline the research portfolios, and redirect limited resources to those areas with greater scientific promise

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or the ultimate prevention and cure."

In other actions on HHS funding, the Agency for Health Care and Policy Research was saved from elimination, but had its budget reduced by 21 percent. Head Start was cut by \$137 million or 4 percent. The Office of the Assistant Secretary for Health was abolished with such programs as Adolescent Family Life and Family Planning transferred to the Office of the Secretary. The Office of Disease Prevention and Health Promotion did not survive. The Policy Research Office was cut to \$9 million. Also eliminated were small research programs on aging, social services, and child welfare, at the Administration on Aging and the Administration on Children and Families.

Education Research Up, Other Programs Slashed

The Department of Education was cut by 14 percent. Funding for the cornerstone of President Clinton's education policy, Goals 2000, was zeroed out. Education research, on the other hand, received a \$20 million increase, to \$106.4 million. Statistics and assessment were level funded at \$48.1 million and \$32.8 million, respectively. It is unclear, as this is being written, what the Subcommittee has in mind for the research increase.

Graduate education programs, except for the National Needs program that is level funded at \$27.3 million, were wiped out by the Subcommittee. There will be no more Patricia Roberts Harris, Jacob Javits or Faculty Development fellowships, if the Subcommittee actions are upheld. Two programs designed to help minority law school students and law school students who help the poor and minorities, the Legal Education for the Disadvantaged and the Law School Clinical program, also received no funding from the Subcommittee.

International education programs survived: domestic programs were level funded, while the overseas program fell by \$1.8 million. The separate account to help minorities obtain graduate degrees in international relations and enter the foreign service was abolished. The Fund for the Improvement of Postsecondary Education (FIPSE) lost \$2.5 million of its FY 1995 funding level, receiving \$15 million for next year. The Subcommittee also cut bilingual education programs in half, zeroed out evaluation of the Title I Aid to Disadvantaged Elementary School

students program, and reduced vocational education research from \$7 million to \$1 million.

At the Department of Labor, the Bureau of Labor Statistics was cut \$4 million from its FY 1995 level. Research and evaluation funding within the Employment and Training Administration was reduced by over 50 percent from its FY 1995 appropriated level to \$6.1 million. The Subcommittee slashed Job Training funds by almost \$3 billion, including zero funding for the Summer Youth Jobs program.

All of these decisions are subject to further revision in the full House appropriations committee meeting on July 20, on the House floor now scheduled for July 27, in the Senate and a conference committee. As with other spending bills, the White House has threatened to veto the legislation unless sizable changes are made.

NSF APPROPRIATIONS

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allow the NSF Director to choose how to take the reductions. There will be no report language regarding the Social, Behavioral and Economic Sciences Directorate.

The Education and Human Resources Directorate received \$599 million from the Subcommittee, the requested level, and a 1 percent decrease from FY 1995. All other accounts were funded at the FY 1996 request level, including the Salaries and Expense line which received an allocation \$3 million above the FY 1995 level. The Committee assumed the rescission package which reduces the Academic Research Infrastructure account by \$132 million will eventually pass (it remains tied up in the Senate).

For NSF, this is the first step in the lengthy appropriations process. The full House appropriations committee will vote on the bill July 18, and it may reach the House floor on July 25. From there, the action moves to the Senate. As the White House has threatened to veto the bill if it remains in its current form, the relatively good news for NSF is subject to change.

OTHER APPROPRIATION NEWS

Small Victory for Rural Social Science Research

The House Agriculture, Rural Development, FDA, and Related Agencies Appropriation Committee has provided a \$4 million increase for the **National Research Initiative Competitive Grants Program**. The Committee provided \$98.8 million. It also removed Water Quality, Integrated Pest Management, and Pesticide Impact Assessment from the NRI and put them back in the Special Grants Category.

Within the NRI, the Markets, Trade and Policy account, which funds social science research in rural areas and on which COSSA testified to the Subcommittee, received a \$1 million increase over FY 1995, to \$4.7 million. In the Special Grants category, the Subcommittee continued to fund the Rural Development Centers, albeit at a slight reduction to \$400,000 in FY 1996. It cut in half the funding for the Rural Policy Institutes to \$322,000, but since this is a Senate initiated program, some of the dollars may be restored. The close to \$1 million previously provided for improved Geographic Information Systems was zeroed out for FY 1996. Payments under the Hatch Act were reduced \$5 million below FY 1995 funding to \$166.2 million.

The **Economic Research Service** which the House Budget Resolution wanted to reduce by half, lost only \$805,000 from its FY 1995 funding to \$53.1 million in FY 1996. The ERS was told not to continue any rice modeling research. The **National Agricultural Statistics Service**, which the Budget Committee argued should be cut by 20 percent, received a \$317,000 reduction from its FY 1995 funding to \$81.1 million.

NEH Faces Difficult Hurdle on House Floor

The full appropriations committee voted \$99 million for the **National Endowment for the Humanities (NEH)**, an allocation that faces a difficult challenge on the House floor during the week of July 17. The committee's recommendation would be a \$73 million reduction from FY 1995 spending, but many in the House would like to eliminate the Endowment. Also in the same bill is \$6.1 million for the **Woodrow Wilson International Center for Scholars**, a reduction of \$2.7 million over current spending. The

decreased funding is due to the committee not supporting the Center's move to new office space in Washington, D.C.

Justice Increased, Census Down Slightly, Exchanges Slashed

The Commerce, Justice, State Appropriations Subcommittee approved its FY 1996 spending package on June 28. While some spending figures are available, greater detail and justification will not be available until the panel issues its report on July 19.

For the Office of Justice Programs, which includes the National Institute of Justice, the Bureau of Justice Statistics, and several other agencies, \$3.6 billion was allocated for FY 1996, an increase of \$1.2 billion over current funding. These figures include the trust fund from the 1994 crime bill (\$2 billion for 1995, \$3.3 for 1996) and the overwhelming majority of these funds go to state and local law enforcement.

At the Commerce Department, Economic and Statistics Analysis was reduced from its current appropriation of \$46.9 million to \$40.0 million. The salaries and expenses line item at the Bureau of the Census (which includes regular census programs) was held at its current funding level of \$136.0 million. Periodic Censuses and Programs (which supports the 2000 Census) was reduced from \$142.0 million to \$135.0 million. In previous years the Subcommittee has issued sharply critical report language regarding the Census Bureau. It is unclear at press time if that will occur this year.

For educational and cultural exchanges supported by the U.S. Information Agency, the panel cut current funding from \$238.3 million down to \$192.1 million.

Technology Office Saved, Sent to CRS

The Legislative Branch Appropriations bill passed by the House on June 22 eliminated the Office of Technology Assessment (OTA). The report accompanying the bill stated: "If any functions of OTA must be retained, they shall be assumed by other agencies such as the Congressional Research Service or the General Accounting Office. Alternatively, the National Academy of Sciences, university research programs, and a variety of private sector institutions

will be available to supplement the needs of Congress for objective, unbiased technology assessments."

The House approved 220-204 an amendment by Rep. Amo Houghton (R-NY) to take \$16.6 million out of the budget for the Library of Congress and transfer \$15 million of that to the Congressional Research Service (CRS) for the purpose of performing OTA's functions within CRS. The approval of the Houghton amendment came the day after a similar amendment offered by Rep. Vic Fazio (D-CA) was rejected on a 213-214 roll call in which Democrats alleged the Republican presiding over the House ended the voting period while two Democrats were preparing to vote. After Democrats threatened to obstruct the conduct of business on the House floor, the House Republican leadership agreed to reconsider the question.

Area Studies Research Program Funded

The House Foreign Operations appropriations bill, approved on July 11, supported the administration's \$10 million request for the Russian, Eurasian, and East European Research and Training Program. The report noted, "This program, which has traditionally received strong, bipartisan support, is the only United States government sponsored program that supports American research, training, and language expertise concerning the successor states of the former Soviet Union and Eastern Europe. The program is an investment designed to ensure that broad-based expertise is available in both the academic and policy making community on a wide range of policy issues in the region."

The House rejected the administration's \$31.8 million request for the Inter-American Foundation, voting \$20 million instead. Current funding is \$31.0 million. The Foundation supports international development efforts, and includes a research fellowship component.

For the International Organizations and Programs Account, the House voted \$155 million, \$119 million below the FY 1995 level and \$170 million below the Clinton request.

ARE WE PRODUCING TOO MANY PHDs? SCIENCE COMMITTEE EXAMINES GRADUATE TRAINING

Appearing before a House panel, National Science Foundation Director Neal Lane asked "Why has a society so broadly based in science and technology managed to define so narrowly the role and responsibilities of scientists and engineers?" This was the key question facing the Basic Research Subcommittee of the House Science Committee when it examined the issue of graduate training in the sciences and engineering. Subcommittee Chair Rep. Steve Schiff (R-NM) called the July 13 hearing to focus on the report released by the National Academy of Sciences' Committee on Science, Engineering, and Public Policy (COSEPUP), *Reshaping the Graduate Education of Scientists and Engineers*.

Lane further argued that we can no longer afford a model of graduate education in which campus-based research scientists produce more campus-based research scientists. "We must be more aggressive and creative to portray training in science as preparation for a broad array of professional careers. Research experience teaches us the path of critical thinking -- a vehicle for informed judgment. We live in a world where informed judgment seems to be in short supply," Lane observed.

Phillip Griffiths, Director of the Center for Advanced Study at Princeton University and the Chair of COSEPUP, discussed the report's conclusions (see *Update*, May 8). He also pointed out that an increasing proportion of PhDs are obtaining non-academic employment and that although unemployment among PhDs is not high relative to the general population, there may be a delay in employment and an underemployment problem.

Congressional interest was high in the subject and the questions focused on the recommendations of the report: providing more information to graduate students to help them better plan their careers; allowing more flexibility and options for students; and shortening time to degree.

Members Relate Their Own Experiences

In reflecting on the first recommendation, Subcommittee Ranking Democrat Rep. Pete Geren (D-TX) suggested that the problem stemmed from the non-responsiveness of universities to student needs. Reflecting on his own law school experience, Geren noted that the student grapevine was much more helpful than the school in providing job market and other information. Rep. Dave Weldon (R-FL) asked whether there were too many universities producing too many doctorates? Rep. Gil Gutknecht (R-MN) wanted to know why the U.S. educational system seems geared toward training people to work for somebody else? Where do we teach entrepreneurial skills, he wondered?

Rep. Roscoe Bartlett (R-MD), in addressing the time-to-degree problem, cited his own graduate experience that led to a PhD in 1952, and suggested (he later added with affection) that universities hold on to their students for a long time, since they were a source of "slave labor" as teaching and research assistants. George Walker, Dean of the Indiana University Graduate School, representing the Council of Graduate Schools, claimed that the largest single variable in the time-to-degree problem was the level of support received, which varies greatly from field to field and from institution to institution. For example, Lane noted that only 20 percent of graduate students in the science and engineering disciplines receive Federal support in any given year, ranging from about 6 percent in the social sciences to over 36 percent in the physical sciences.

Focusing on the government's role, members evinced concern about Federal support for and the relationship between research assistantships and traineeship programs. NIH Director Harold Varmus, discussed the different programs at the Institutes, and declared that "any retreat from our traditional support of graduate training would be a mistake." He also cited the value of direct hands-on training for graduate students.

Too Many Foreign Graduate Students?

Members also asked a number of questions concerning foreign graduate students: Should they stay after receiving their degree? Should they be forced to go home? Are there too many of them? Are they taking the place of Americans? Are we providing too

much training for our potential U.S. economic competitors? These questions were not very satisfactorily answered in the hearing.

Dean Walker also made a strong pitch for obtaining better data on what happens to students after they receive their doctorates. We need to make a major data collection effort "to learn about multiple, flexible career paths," he said.

More Women and Minorities in Graduate School

The women and minority members of the Subcommittee attending the hearing such as Reps. Constance Morella (R-MD), Sheila Jackson Lee (D-TX), and Rep. Zoe Lofgren (D-CA) raised the issue of increasing support to further diversify the science and engineering graduate student body. (Morella even pointed out that the COSEPUP study panel had 19 members, only one of whom was a woman.) Lane and Varmus described NSF and NIH efforts to expand the pool through outreach and other mechanisms.

Witnesses and members all seemed to agree that any attempts to limit the number of graduate students or graduate degrees would not benefit the nation or its need for scientists and engineers. Although some, such as Lofgren, argued for strategic planning, most members opted for market solutions to straighten out the problem. If there are problems with the U.S. system of graduate training, and the hearing did not suggest anything major, it still remains the envy of the rest of the world.

RENO PRAISES WORK OF RESEARCHERS

In a July 10 speech Attorney General Janet Reno lauded the contributions of criminal justice research. Reno made her remarks at the Justice Department-sponsored Conference on Criminal Justice and Evaluation. The three-day event brought over 700 social scientists, criminal justice leaders, and community activists together to learn more about what works in crime control and prevention.

Reno pledged that the Clinton administration is fully committed to using research and evaluation to shape crime policy. She said that "gathering information systematically" is essential to ensuring that tax dollars are used effectively in this area.

Recalling her days as a Dade County (Fla.) prosecutor, Reno said that a good research and evaluation report was "like finding a gold mine," and said that federally-supported studies had guided her efforts, particularly in the area of drug treatment and boot camps. In implementing the 1994 anti-crime legislation, Reno said that five percent of funds allocated for community policing, violence against women, boot camps, and drug courts provisions of the bill have been earmarked for research and evaluation.

Cites Social Science Research Contributions

The Attorney General, who has attended several National Institute of Justice research in progress seminars, cited numerous accomplishments of social science: an increased understanding of how and when to deliver drug treatment; a study of the causes and correlates of crime showing that an individual is twice as likely to commit a crime if they had been exposed to violence as a child; evidence showing that aftercare programs are essential to the success of a boot camp; and a greater awareness of how the police and courts can best respond to domestic violence.

Reno urged researchers to present, "in the clearest possible way," not only what works, but how it can work better. She called for more timely and concise research findings that use more comparable measurements. Echoing the sentiments expressed by many in breakout sessions at the conference, she urged researchers to remember the community, saying "behind the data you collect... are people." Moreover, she said, listen and do not just tell people what to do, something she said is "one the great failings of government today."

Edelman Says More Progress Needed

Also at the conference, Peter Edelman, Counselor to Health and Human Services Secretary Donna Shalala and chair of an inter-agency task force on violence, lamented that "what we know... has not transmitted itself well enough into public policy" in the area of criminal justice. Edelman sharply criticized congressional leaders for proposed cuts in crime prevention programs. He cited a need for better data in areas such as gun deaths and violence against women, and urged researchers to more closely consider and define the concept of "community."

Violence Study Released

One study released at the conference that gained media attention was a survey in which over one in three admitted gang members said it was acceptable to shoot someone who "disrespected" them. Two out

three illegal drug sellers said it was "okay to shoot someone who hurt[s] you." The study, conducted by Scott Decker of the University of Missouri, interviewed arrestees in 11 cities about attitudes and behaviors relating to drug-related gang violence.

SOURCES OF RESEARCH SUPPORT: DEPARTMENT OF HEALTH AND HUMAN SERVICES

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.

Office of the Assistant Secretary for Planning and Evaluation

The Office of the Assistant Secretary for Planning and Evaluation requests applications to conduct policy research concerning low wage labor markets, parental responsibility and support, child development outcomes, and adolescent pregnancy. The purpose of these grants is to stimulate interest in conducting policy relevant research on a broad range of topics related to poverty, welfare dependency, labor markets, child and youth development and parental responsibility.

These grants are for short-term efforts which are designed to be completed within one year. The intent is to sponsor research efforts and not to fund the provision of services. While research may be conducted in service settings, proposals of this nature will be carefully scrutinized to assure that these funds are not used for other purposes, no matter how worthwhile. Within the context of this announcement, the term "parent" and "family" should be understood to include both mothers and fathers whether living together or apart.

Topics of Priority Interest are as follows:

- Research on Low-wage Labor Markets, Employment and Training Programs
- Research on Parental Responsibility and Support
- Research on Linkages Between Child Development and Changes in Family Economic Self-Sufficiency
- Research on Adolescent Pregnancy and Parenting
- Other Topics Related to Poverty and Dependency

Application Procedures: Applications narratives should not exceed 30 double spaced pages exclusive of attachments. The applications should be assembled as follows: *Abstract; Goals-Objectives, and Usefulness of Project; Methodology and Design; Experience of Personnel/Organizational Capacity; Work Plan; and Budget.*

Budget: Between 10 and 15 awards are expected to be made from funds appropriated for fiscal year 1995, and an additional five awards may be made with funds for fiscal year 1996 within the limits of the available funding. Awards will be limited to one year of support. The average award is expected to be approximately \$75,000.

Deadlines: Applications are must be postmarked or hand-delivered by August 28, 1995

Contact: For additional information and application kits please contact: Grants Officer, Office of the Assistant Secretary for Planning and Evaluation, Department of Health and Human Services, 200 Independence Avenue, SW, Room 405F, Hubert Humphrey Building, Washington, DC 20201, phone: (202) 690-8794.

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