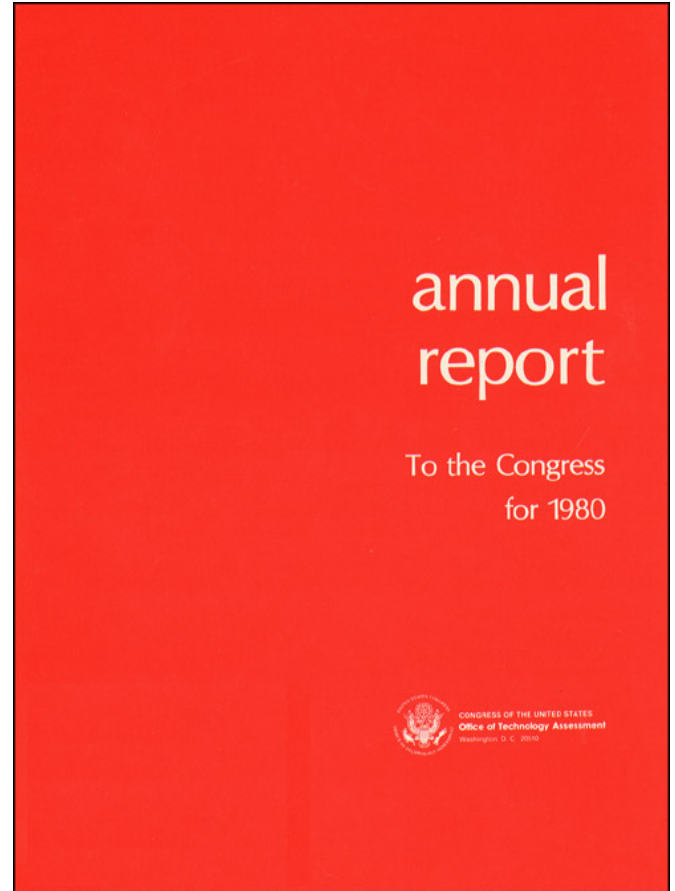


*Annual Report to the Congress for 1980*

March 1981



For sale by the Superintendent of Documents,  
U.S. Government Printing Office Washington, D.C. 20402

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**Section I**

**STATEMENTS BY THE  
CHAIRMAN AND  
VICE CHAIRMAN OF  
THE BOARD AND THE  
DIRECTOR OF OTA**

## Section I

# STATEMENTS BY THE CHAIRMAN AND VICE CHAIRMAN OF THE BOARD AND THE DIRECTOR OF OTA

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### Chairman's Statement—Congressman Morris K. Udall

As a charter member of the OTA Board, I take pride in the reputation the agency has built of doing some of the "best work in town."

Last year, OTA demonstrated how deserved that reputation is as it produced a variety of useful work for Congress.

As Chairman of OTA's Congressional Board for the past 2 years, I'm happy to report that OTA's performance measures up to the high standards we have set. The agency merits our continued confidence and support.

I've had the good fortune to have Sen. Ted Stevens of Alaska serve as my Vice Chairman. His contributions have been a real asset to me and to the agency, and I look forward to working with him 2 more years,

We regret that Dr. Frederick C. Robbins resigned the chairmanship of the Technology Assessment Advisory Council to accept the presidency of the National Institute of Medicine, but we are pleased that he will remain an active member of the Council. We are delighted that Dr. Robbins will be succeeded by Dr. Charles N. Kimball, and that Dr. Jerome B. Wiesner will serve as Vice Chairman. Together, they will make an extraordinarily effective team in advising Congress and OTA on the difficult challenges posed by scientific and technological developments.

The Board especially appreciates the fine job that Dr. John H. Gibbons has done in strengthening and streamlining the internal management of the agency and thus enabling it to meet the needs of Congress more efficiently and effectively. The Office could not be in better hands.

OTA accomplished a lot last year. It delivered a total of 27 reports and other studies to various committees of Congress. OTA representatives testified 17 times before 9 different committees

and gave 249 briefings and responses for Members of Congress, committees, and congressional staff. In terms of sheer volume, that is an impressive amount of work for a small agency to produce in a year's time—especially when it was, at the same time, engaged in an additional 33 other major projects.

Last year, OTA produced major and path-breaking assessments on such subjects as the potential for producing energy from oil shale resources and from our "biomass" resources—our trees, crops, and other plant material; and the technological and competitive strength of our steel industry. The value of these and similar assessments to Congress, and to the larger community of those informed and concerned about vital issues, is underscored by the fact that, according to a Government Printing Office (GPO) spokesman, OTA reports are among the bestselling in its category of any Government agency. During the calendar year 1980, GPO had sold over 48,000 copies of OTA reports for gross receipts of one-quarter of a million dollars. The National Technical Information Service of the Department of Commerce also sells individual copies and microfiche of all OTA reports and working papers. The demand is in the thousands with 20 titles on NTIS' bestseller list. In addition, an increasing number of OTA assessments are being reprinted by commercial publishers. By the end of the year, nine were either already in print or were in the process of being reprinted. Section V provides a more detailed listing of these highlights.

In a city overwhelmed by studies and analyses, OTA's work stands out for its integrity, its insight, and its usefulness to Congress.

I am proud to have served as Chairman of the OTA Board during the past 2 years. I look for-

ward with eagerness to working with Ted Stevens and my other colleagues in guiding the

efforts of this important agency for another productive 2 years.

### **Vice Chairman's Statement—Senator Ted Stevens**

As a member of the OTA Board since 1973, and as its Vice Chairman during the last Congress, I believe that 1980 must rank as the most productive and certainly the most satisfying year in the agency's young life.

The best evidence that our joint efforts have succeeded over the past year—is the fact that the committees keep coming back for more. While the volume of congressional requests for OTA studies and services increased, OTA demonstrated an ability to handle this increased volume, despite the fact that the size of its small staff remained the same.

As Chairman during the last Congress, Congressman Udall of Arizona guided the work of the

Board with a deft hand. I know I speak for all on the Board when I say it was a pleasure to serve with him.

I look forward to working with other Members of the Board in helping OTA forge even more productive relationships with the committees of Congress. Science and technology will play an important role in maintaining the strength of the Nation's economy and national defense in the years ahead. Congress faces issues requiring the kind of expert, objective, and cross-cutting analysis that OTA performs while reflecting the perspectives of the private sector. Together, we can continue to build on OTA's already excellent record of meeting congressional needs for honest and unbiased advice.

### **Director's Statement—John H. Gibbons**

OTA continued, in 1980, to work on some of the toughest and most important issues before Congress.

For example, one of the last bills Congress sent to the President in 1980 makes pneumococcal vaccine an acceptable medicare expense. Before that, medicare funds could be used for the more expensive and less effective task of treating pneumonia after it happened, but not for preventing it. OTA did some key analysis on this issue, showing that the vaccine was clearly cost effective.

In a similar vein, OTA did several comprehensive analyses on energy supply and availability. The work on liquids from shale showed both the promise and the problems of achieving significant shale oil production over the next 8 to 12 years. It also highlighted the inefficiencies inherent in either very modest or very ambitious production goals for 1990. Our work on oil shale also disclosed barriers to production which would limit plausible production by 1990 to a maximum of 1 million barrels of oil per day with severe regional

impacts above 300,000 barrels per day. Our analysis of the energy potential of biomass underscored the major importance of producing methyl alcohol from nonfoodstuffs—which far outweighs the potential for production of ethanol from grains and sugars.

Our studies of the U.S. and foreign steel industry pointed out the opportunities provided by advanced, proven technologies such as continuous casting; the need for major capital investment in new, more productive facilities; and the need for higher levels of R&D spending to enable the industry to benefit from innovative technologies.

These are a few examples of the wide range of work we produced last year. Because much of that work centers around the comprehensive analysis of controversial issues, our studies typically require more than a year to complete. Thus, much of OTA's formal agenda of work for 1981 is already set, generally reflecting bipartisan requests from various congressional committees. On top of these formal assessments, which re-



*Photo credit Office of Technology Assessment*

Congressman Udall chairing a joint meeting of the Congressional Board and the Technology Assessment Advisory Council

quire staff expertise, the use of external contractors, and the advice of distinguished panels of private citizens, OTA provides a wide variety of assistance to committees, using information derived both from past and current assessment projects.

OTA's Congressional Board and the Technology Assessment Advisory Council provided key leadership and guidance throughout the year. The Board helped OTA's management make difficult choices between competing needs for OTA's resources. It gave wise counsel in such areas as choice of work, division of attention between long-term and near-term issues, and on ways to improve the transfer of technical information to Congress. The Advisory Council reviewed the Office's program of work and supplied important insights concerning its quality and comprehensiveness, as well as helping identify emerging issues that will likely be subjects for future OTA assessments.

As technology becomes increasingly important in maintaining a vigorous economy, OTA's unique capabilities to provide a variety of analytical services will be especially helpful to the 97th Congress. The OTA staff will continue to count on the leadership of the Technology Assessment Board, the advice of the Technology Assessment

Advisory Council, and the generous devotion of time and wisdom of the scores of advisors, consultants, and contractors from the private sector. It is this remarkably broad involvement of people that is a hallmark of OTA.

### **Emerging Issues of the 1980's**

OTA always tries to be as responsive as possible to the interests and priorities expressed by committees. At the same time, OTA is constantly made aware, from a wide variety of contacts, of emerging issues in science and technology. The following is a brief profile of a few issue areas in technology that we believe will be of increasing concern to Congress.

- Areas where science and technology are changing rapidly. Fruits of scientific research provide a richer understanding of our world and also serve as a main source for social progress through an advancing economy. Three examples illustrate this point:

1. Molecular engineering. —The present and prospective rate of advance in molecular biology research is phenomenal and is exceeded only by the diverse and powerful implications it holds for society. Areas in

which applications will probably be significant in this decade include production of complex biochemical needed to treat human disorders and diseases, development of improved food material, and creation of specialized enzymes and microbes to upgrade organic materials and digest toxic wastes. Perhaps the most important application of this new knowledge about how life works will be to improve the treatment of human illness.

2. **Microelectronics.** —A steady advance in research in another “micro world”—of surfaces, solids, semiconductors, and super-miniature electronic circuits—promises continued technological developments that will have an impact on our national security and in virtually every sector of our economy. The same advances in the physics and chemistry of solid and liquid surfaces that will allow more effective computers and telecommunication devices will also lead to more effective ways to convert sunlight to storable, high-grade energy. Implications for society will be profound as “smart” electronics both create and displace jobs and create new patterns of social communication.
3. **Energy.** —Driven by higher oil prices and projected scarcities of current energy sources, research in both new energy sources (e. g., fusion) and in ways to use energy more productively (fuel substitution and conservation) is accelerating. The future will probably be characterized by higher costs of resources and uncertainty of supply. This implies continuing congressional interest, especially when market signals do not adequately reflect either marginal (replacement) costs of energy or nonmarket costs such as those associated with our dependence on imports.

• Situations where there are major socio-economic impacts from existing technologies or where important opportunities exist for using technology to meet national needs. Toxic and hazardous wastes are current examples. These unwanted residuals from the processing and use of resources will not go away through protracted arguments and adversary proceedings. How-

ever, a variety of technologies strategies exist that can be employed to: 1) clean up old hazardous waste storage sites that pose a threat to health and the environment; 2) improve the way that presently generated wastes are handled; and 3) reduce waste in streams by process modifications that produce the same product, or other modifications that lead to somewhat different products that perform the same tasks.

A second major set of examples concerns international security. Threats to security derive from diverse origins such as shifts in comparative military capabilities of various nations and coalitions (especially NATO, the Warsaw Pact, and the PRC); short-term and protracted vulnerability of U.S. access to world oil supplies; and the erosion of U.S. competitiveness in international trade. In each instance, improved scientific and technological capabilities must play a critical role in improving American security.

• Long-term trends related to science and technology. One important responsibility of OTA is to provide foresight about the longer-term future, especially as it might be shaped by current policy, evolving technology, and underlying forces such as demographic change and resource depletion.

1. Much is known about the profound but sharply different demographic changes faced domestically and in less industrialized countries. But little thought has been given to the kinds of impacts the various demographic patterns will have on technological innovation or on demand for technological development.
2. The rapid advances in computers and telecommunications provide manifold opportunities to improve human productivity, use resources more efficiently, and provide new amenities. Substantially more comprehensive thinking about the broad social and economic implications of these new technologies (e. g., on employment) appears justified.
3. We are beginning to recognize some “diseconomies of scale,” e.g., with respect to powerplants. Major technological opportunities exist to allow efficient economic operations on a smaller or decentralized



scale. At the same time we must not lose sight of the tremendous contribution that economy of scale can make. The challenge is to find the optimum scale for each technological application in the face of changing prices of resources.

4. There is increasing concern that human activity is beginning to stress the capacity of the Earth to supply resources and absorb wastes. It is extremely important that we improve our understanding of the extent to which these concerns are justified. To the extent that they are, it is vital that we identify and assess the various courses of action that can ameliorate the situation. Advanced science and technology will be central to this effort.

### **Resolving the Issues of the 1980's**

As science and technology provide greater capability both to provide amenities and to wage war; as human population increases and migrates; as extraction of mineral and energy resources leads inexorably to dependence on lower grade or less accessible resources; and as collective human activity increasingly affects the whole environment of our planet, we must respond with greater wisdom. Human ingenuity seems to be the one resource whose limits are not measured and certainly not fully engaged. This ingenuity becomes manifest in several ways, including science, technology, and institutional innovation.

Q Ingenuity expressed in science gives us understanding about the opportunities—and the limits—provided through natural law.

- Ingenuity expressed through technology provides us with diverse ways to achieve our many wants and needs. There are many ways in which technological ingenuity can provide amenities with more efficient use of increasingly scarce resources.
- Ingenuity expressed through institutions provides us opportunities to bring our accumulated learning and collective wisdom to bear on our needs and problems. New cooperative arrangements throughout our society and especially between the public and private sectors are needed to take full advantage of technology. New approaches to social, economic, and technological conflict resolution beyond adversary processes need to be devised.

How do we build a future that will offer to all our citizens the high standard of living and level of amenities that many already enjoy and that others aspire to, when that future will inevitably contain more people, more expensive resources, and less margin for error? How do we make this future sustainable, when many of our habits and ways of doing things were developed during an era of low population and inexpensive, seemingly inexhaustible resources? To what extent can technology help us make the transition to a more demanding and less forgiving future? Can an economy be devised which, like the mature ecosystem, is highly competitive and innovative while still in some form of overall equilibrium?

These are some of the difficult and searching questions that will confront Congress in the years ahead. Clearly, technology assessment has a major role to play in helping Congress explore them.

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## **Section II**

# **YEAR IN REVIEW**

The assessments carried out by OTA cover a wide spectrum of major issues before Congress and the country and examine a broad range of policy options and their potential impacts. To provide examples of the breadth and depth of OTA's work, summaries of reports published by the Office in 1980 are presented in this section. Also included are summaries of Technical Memoranda, issued by OTA on specific subjects analyzed in recent OTA reports or on projects in progress at OTA. Technical Memoranda are neither reviewed nor approved by the Technology Assessment Board.

The reader is cautioned that these are summaries of reports. They do not cover the full range of options considered or all of the findings presented in any individual report.

Conservation and  
Energy Programs of the  
Department of Energy

A Critique

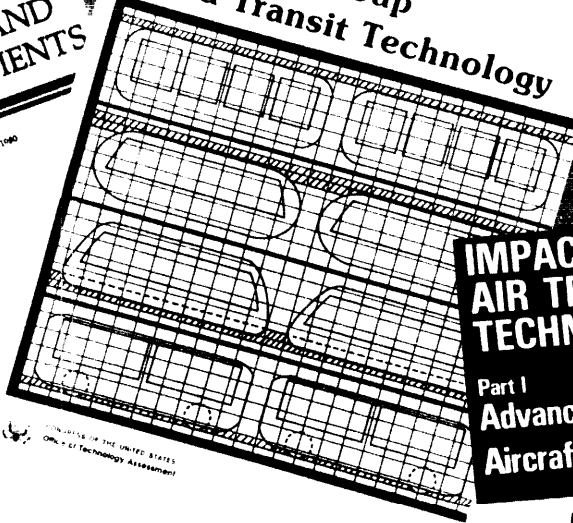
FORECASTS OF  
PHYSICIAN  
SUPPLY AND  
REQUIREMENTS

APRIL 1980

THE IMPLICATIONS OF  
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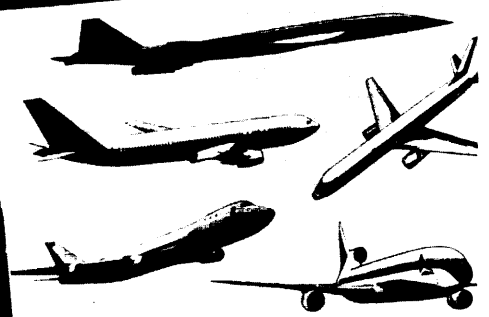
AUGUST 1980

Impact of  
Advanced Group  
Rapid Transit Technology

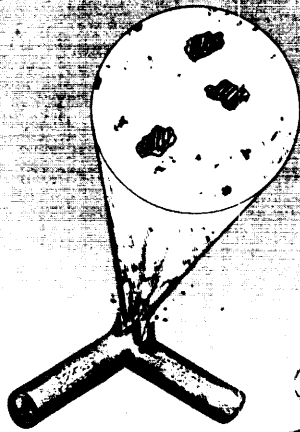


IMPACT OF ADVANCED  
AIR TRANSPORT  
TECHNOLOGY

Part I  
Advanced High-Speed  
Aircraft



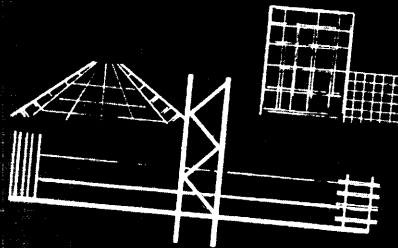
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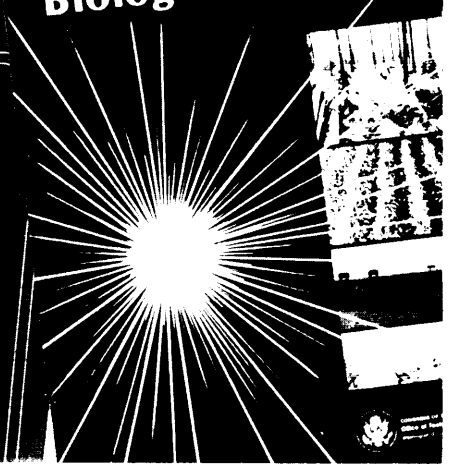
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OTA Semina.  
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Beacon System (DABS)

An Assessment of  
Oil Shale Technologies

Technology and  
Steel Industry  
Competitiveness



Energy From  
Biological Processes



ALTERNATIVE  
ENERGY  
FUTURES

Part I

The Future of Liquefied Natural Gas Imports



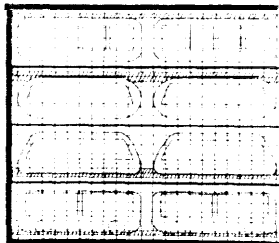
# Section II

## YEAR IN REVIEW

### Group Rapid Transit Technology

Driveless transit vehicles operating on exclusive guideways, known as automated guideway transit (AGT), could with further development offer better service at less cost than current rail and trolley systems. This is among the major findings of an OTA study which evaluates the need for continued development of third-generation AGT technology, called advanced group rapid transit (AGRT), now funded by the Urban Mass Transportation Administration

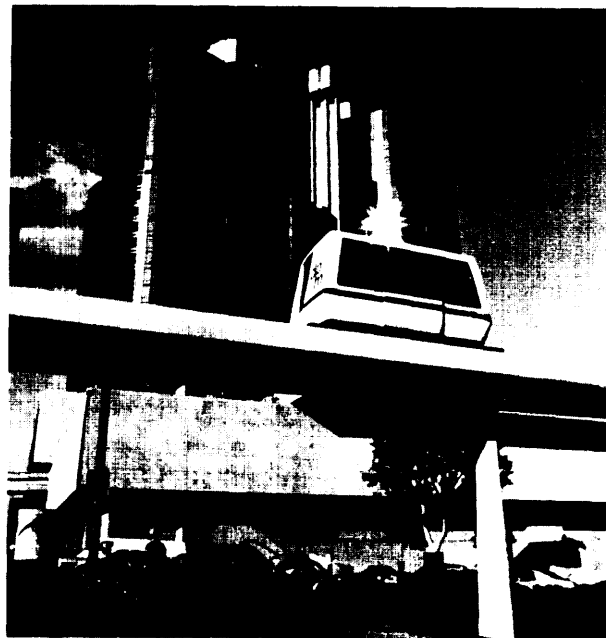
Impact of  
Advanced Group  
Rapid Transit Technology



First- and second-generation AGT systems are currently operating in airports, universities, hospital complexes, amusement parks, and shopping centers. Third-generation AGRT systems are being developed with vehicles that carry 12 passengers from origin to destination without transfers at speeds of up to 40 mph.

Users and nonusers alike are critical of the lack of amenities, infrequent service, unreliability, crowding, and inconvenience characteristic of transit services currently available in most cities. Technological innovations that may result from the AGRT program could help to address these problems by making transit more attractive through improved trip time, convenience, comfort, flexibility, and frequency of service. The public desires the further advances that AGT should be able to provide.

In the 1980's, cities will face increasing pressure to adopt more space- and fuel-efficient transit systems to meet the challenge of petroleum shortages, urban sprawl, and growing congestion. Barring major policy and lifestyle changes, traffic congestion in cities is expected to double by the year 2000. Automated systems are widely regarded as promising new options for addressing these in certain problem urban areas.



Downtown People Movers being planned in several U S cities

It is too early in the development cycle, however, to predict which of several technologies currently being pursued will prove superior for most uses. The selection of a single-system concept would appear premature at this time.

Cost comparisons with existing urban rail technology look favorable, but will require validation in a real-world installation. Questions requiring further study include: reliability of new technology; community acceptance of elevated guideway designs; emergency evacuation from narrow elevated guideways; operating problems in ice and snow; and public attitudes toward sharing small, automated vehicles with strangers.

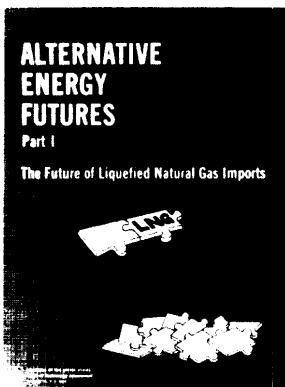
There is no guarantee that these systems will be marketed, even if the research and development (R&D) goals are met. Industry is finding it increasingly difficult to justify production of any transit technology, given a history of uncertain Federal support, unrealistic development timetables, complex institutional barriers, and the lack of established, stable markets. In West Germany

and Japan, a cooperative relationship between government and industry exists which has helped ensure an orderly program of long-range transit innovation and healthy transit equipment manufacturers. A closer examination of foreign government-industry relations is warranted.

While development of advanced AGT systems offers the prospect of improved transit services, urban transportation problems do not lend themselves to a single, all-encompassing solution. Other near- and long-term options which deserve consideration include expanded use of carpools and vanpools, transportation system management techniques, land use policies, and upgrading existing bus and rail technology.

### Future of Liquefied Natural Gas Imports

Despite current administration policy of discouraging imports of liquefied natural gas (LNG) from overseas, such imports could be desirable as part of a strategy to meet future U.S. energy demand. Specific import proposals should be judged on their individual merits in the light of the following findings.



By 1990, LNG imports could double from the currently approved level of 0.8 trillion cubic feet per year (Tcf/yr) to between 1.3 and 1.8 Tcf/yr—less than one-tenth of present domestic gas production. Imports will probably not exceed those levels because of political instability in [ran, the absence of any economic advantage in exporting gas for some other European and Japanese markets, and restrictions on trade with the Soviet Union. The likely sources of U.S. imports outside North America include Nigeria, Indonesia, Australia, Malaysia, Trinidad, Colombia, and Chile.

Since not all potential LNG exporters are major oil producers or members of OPEC, cutbacks

in foreign oil supplies do not automatically mean cutbacks in gas supplies. Moreover, LNG exporters generally have a greater financial stake than oil producers do in uninterrupted shipments, because they cannot easily find alternative purchasers with appropriate terminals, and because project revenues must pay for the large amounts of debt exporters incur for liquefaction facilities. To the extent that Maritime Administration and Export-Import Bank programs promote involvement of U.S. owners and creditors in LNG ships and facilities, the exporter's stake in uninterrupted revenues diminishes. The United States could ease the adverse impacts of any interruption through the present priority curtailment system and by sales and exchanges among gas wholesalers.

Over the next decade, domestic gas production will probably satisfy essential requirements, but neither domestic sources nor pipeline imports from Canada and Mexico are likely to meet additional demand except at costs equal to or greater than that of LNG. Delivered gas from LNG is likely to cost about the same as competing fuels, less than synthetic fuels and distillates from foreign crude oil, and more than currently regulated domestic natural gas. Customers also assume part of the financial risks associated with an LNG project by paying gas prices regulated to allow investors to recover portions of their initial costs, regardless of the project's subsequent commercial success or failure.

Gas from LNG imports will generally be used at least partly, and possibly entirely, in manufacturing and electric generating applications. Under the Natural Gas Policy Act of 1978, the cost of added supplies will not necessarily be borne by the customers receiving them. Industrial customers will probably pay a price close to that of alternative fuels and of LNG itself, and electric utilities and purchasers of electricity will receive a subsidy in the form of "exempt" prices under the Act. Although households and commercial establishments would probably receive little additional gas, at least initially, the price levels in these sectors will rise or fall in response to the higher cost of LNG and to any savings that may result from the more economical use of transmission and distribution capacity that LNG makes possible.

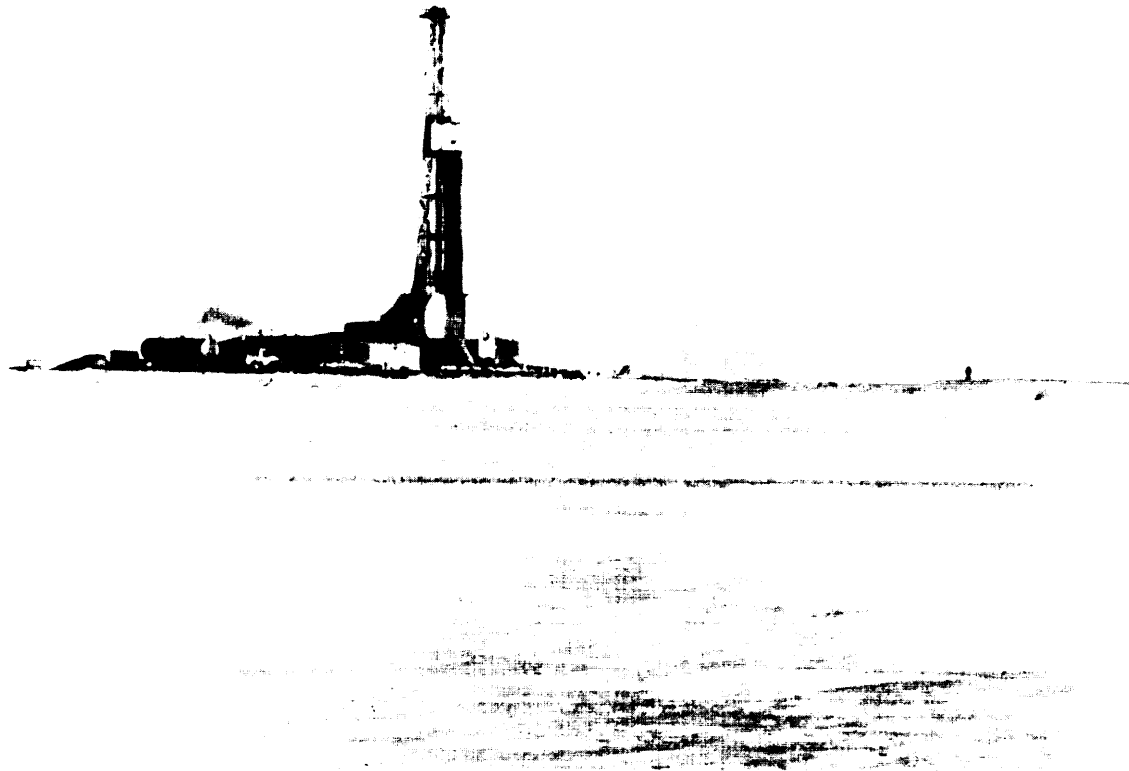


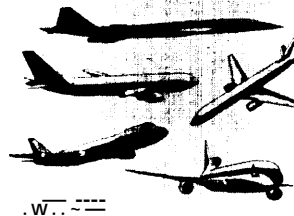
Photo credit: Courtesy of American Gas Association

Alaska's North Slope contains new reserves of natural gas. At Prudhoe Bay, this rig is typical of initial exploratory and production efforts.

### Advanced High-Speed Aircraft

Barring some major disruption in the growth of the world economy, and assuming reasonable

**IMPACT OF ADVANCED AIR TRANSPORT TECHNOLOGY**  
Part I  
Advanced High-Speed Aircraft

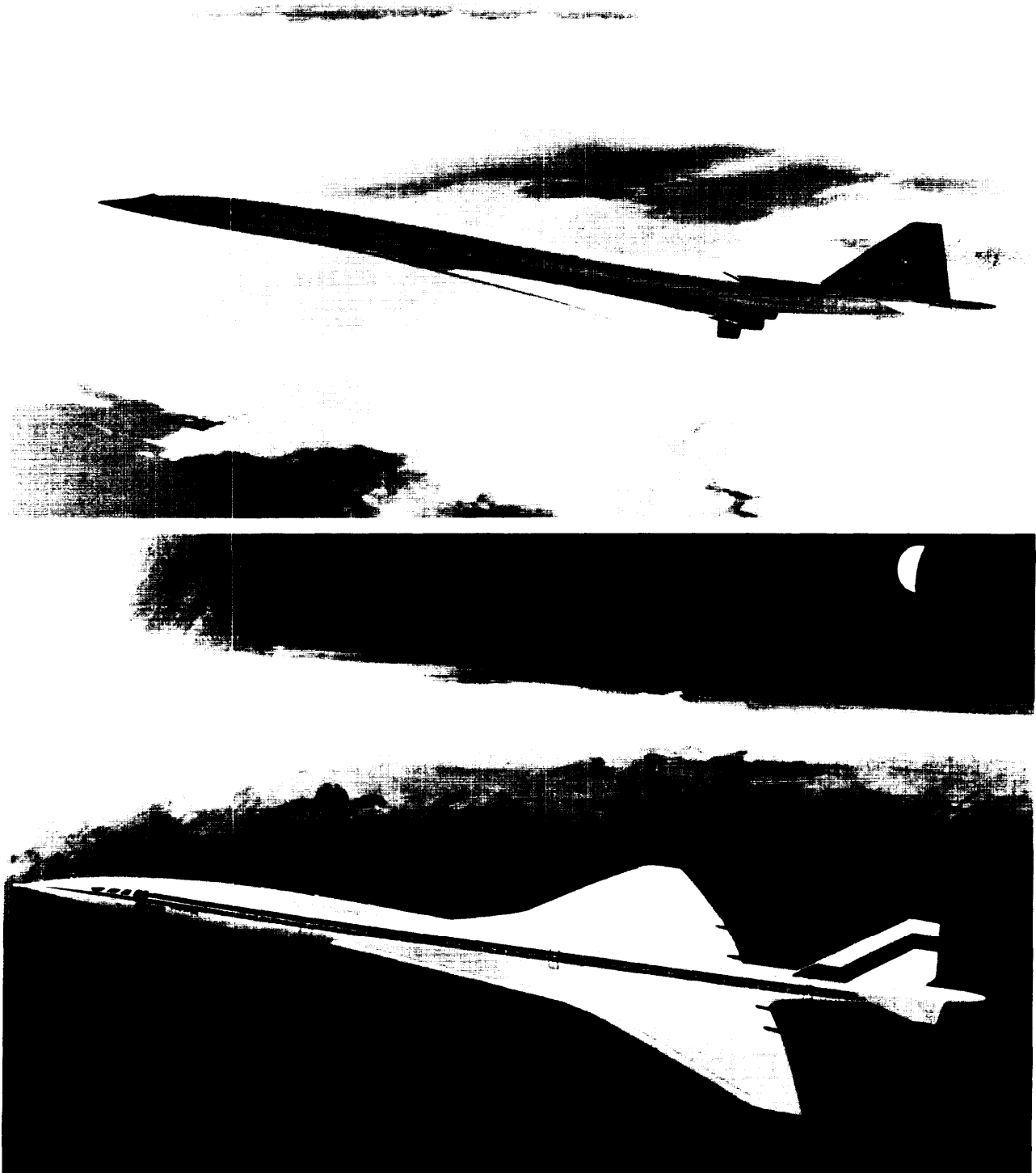


success in coping with increasingly costly energy, the total market for air travel and commercial aircraft could continue to expand in the future. In the 1990's, the current fleet of jet transports may need replacement and the aerospace industry may want to consider technologically advanced transports of either subsonic or supersonic design. However, developing that new technology

for either type of advanced aircraft will be extremely costly.

If an economically viable and environmentally acceptable advanced supersonic transport (AST) could be built in the 1990-2010 period, it could command some \$50 billion of sales in 1979 dollars or about one-third of the total sales anticipated for the long-distance market through 2010. However, whether such an AST can or will be built depends on the future price and availability of fuel, the ability to meet increasing public sensitivity to noise around airports, and the ability to finance a highly advanced new commercial air transport. Such a development will almost certainly not occur in the near future without substantial Government participation.

An AST that could fly faster and haul more passengers than the Concorde would offer the



Artists' concepts of advanced supersonic transports

advantage of higher "productivity" compared to a new subsonic aircraft. ("Productivity" is a function of the speed of the aircraft, load factor, and hours used in revenue service per year, ) However, higher productivity does not necessarily mean profitability. The AST now envisioned would be able to fly faster than 1,600 mph, allowing it to carry twice as many passengers a day on long-distance flights as a subsonic aircraft of equivalent size,

The major operating cost drawback to an AST is fuel consumption. An AST could burn two times more fuel per seat-mile than an advanced subsonic aircraft. This factor offsets the higher productivity of an AST and could mean higher fares—possibly up to one-third more than for the advanced subsonic plane. Passengers who highly value their time may tolerate this fare difference. However, greater fuel consumption raises energy concerns as well as objections to Government support for a project perceived by some as serving only selected classes.

In the United States a Supersonic Cruise Research (SCR) program, conducted by the National Aeronautics and Space Administration since the American SST was canceled in 1971, has made significant advances in the areas of aerodynamics, structures, propulsion, and noise reduction. While foreign manufacturers are becoming more competitive in the subsonic field, their willingness to embark on an AST is tempered by the same uncertainties as those facing the U.S. industry,

Given the possibility of an expanded market, and the importance to the U.S. economy and international trade balance of capturing a share of that market, it would appear that, if Congress wishes to keep the supersonic option alive, the existing level of Federal support in the generic R&D is not adequate. While further generic R&D to validate the supersonic technologies should facilitate a decision on whether or not to initiate an AST development, it will not answer critical questions such as price and availability of future fuel supplies, sensitivity of the public to aircraft noise, and the ability to finance such a major capital commitment.

## Forecasts of Physician Supply Requirements

The supply of physicians is growing at an unprecedented rate. The United States is expected to have 600,000 physicians by 1990, as against 378,000 in 1975. As a result, Federal concern has shifted from the total number to the kinds needed and where they are needed.

### FORECASTS OF PHYSICIAN SUPPLY AND REQUIREMENTS

&\$ z...

Wide variations in forecasts of the number and kinds of physicians needed and where they should practice make it difficult to develop effective legislative policies.

Two main physician-forecasting efforts exist. The Bureau of Health Manpower (BHM) of the Department of Health and Human Services (DHHS) provides annual reports which include estimates of the present and future supply of and need for physicians and other health professionals. In addition, DHHS has chartered a Graduate Medical Education National Advisory Committee (GMENAC) to make recommendations on present and future requirements of physicians, their specialty and locational distribution, and methods for financing graduate medical education programs. These two groups use different forecasting methods. BHM relies on standard economic techniques, while GMENAC uses a medical opinion approach.

Forecasts of needed medical services reflect projected population growth and changes in its age, sex, and income distribution, as well as per capita use. Different assumptions about demographic changes, per capita use, and/or physician productivity lead to different estimates of how many physicians are required. Adjusting only for demographic changes, BHM estimates that 415,000 physicians will be required in 1990. Decreases in productivity and/or increases in per



**U.S.-Trained Physicians, Graduates (MD and DO);  
Projected 1978-79 Through 1989-90**

Academic year	Total graduates	MD graduates	DO graduates
1978 -79 .....	16,044	15,048	996
1979 -80, .....	16,375	15,346	1,029
1980-81 .....	16,997	15,789	1,208
1981-82 .....	17,662	16,354	1,308
1982 -83 .....	18,333	16,956	1,377
1983-84 .....	18,699	17,241	1,458
1984-85 .....	18,818	17,322	1,496
1985-86 .....	18,928	17,394	1,534
1986-87 .....	19,036	17,464	1,572
1987-88 .....	19,142	17,532	1,610
1988-89 .....	19,201	17,554	1,647
1989-90 .....	19,289	17,604	1,685

SOURCE *Interim Report of the Graduate Medical Education National Advisory Committee to the Secretary, Department of Health Education, and Welfare, Washington DC Health Resources Administration, DHEW publication No (HRA) 19,633, p 147*

capita use would increase the requirements. With the further assumption of increased per capita use, the BHM projection rises to 600,00().

Adequate forecasts of how many physicians are required in each specialty cannot be made until agreement is reached on what these specialties are. Experts disagree on what primary care is and what specialties it includes.

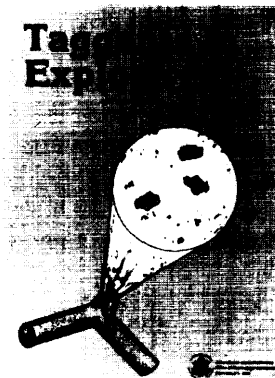
The Health Manpower Shortage Area (HMSA) designation is the vehicle for providing Federal support through the National Health Service Corps, determining eligibility for certain Federal grant programs, and obtaining Federal reimbursement for nurse practitioners' and physicians' assistants' services. In contrast to forecasting techniques for aggregate and specialty requirements, the methods used to identify HMSAs and the number of physicians they require contain assumptions on how physicians should be distributed and how much the Federal Government should be involved in such efforts.

Projections of physician supply and requirements depend on historical data to predict future events, but even recent historical data reflect past policies, not current ones. The limits of forecast must be fully understood if they are to serve as effective tools in the shaping of Federal medical policy. Those limits could be made clearer by explicitly describing the assumptions behind any forecasts, by making alternative forecasts based on different sets of assumptions, and by expanding the forecasting process to include policy-

makers as well as technicians in establishing the parameters.

### Taggants in Explosives

A new technology to place "taggants" (miniature labeling devices) in commercial explosives and gunpowders could be a useful tool against many terrorist and other criminal bombers. However, there are questions of safety which would have to be resolved before a taggant program could be put into effect.



Two different kinds of taggants could be used for different purposes.

Identification taggants are microscopic chips containing a code, designed so that the chips could be recovered from the debris of a bomb explosion. The code would provide law enforcement officials with a list of the last legal purchasers of the explosive material used in the bomb, and thus assist in finding the bomber. Detection taggants emit a vapor which would escape from a suitcase package containing a bomb, and which could be detected by a sensing machine placed at an airport, public building entrance, or other suitable site.

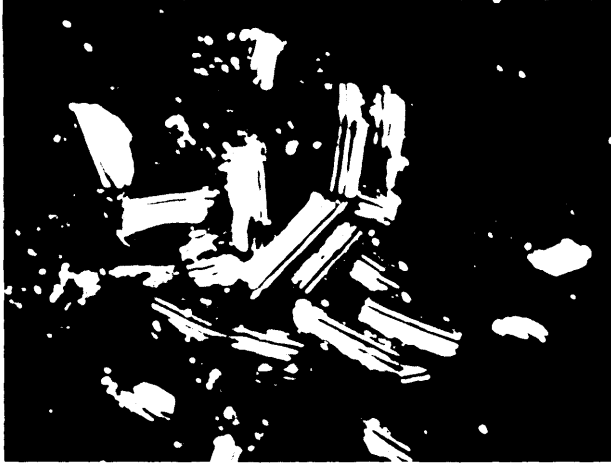


Photo credit U S Department of the Treasury

Recovered taggants from OTA-sponsored test of low-power dynamite

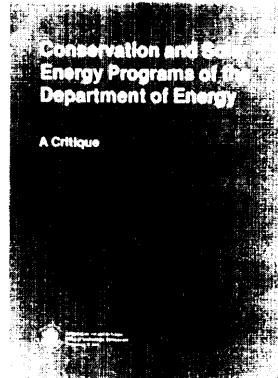
There has been considerable controversy over the technical development, safety, cost and law enforcement utility of such taggants. OTA found that the taggants would probably work, although some of the claims made by those developing them are exaggerated. Questions about the safety of adding such taggants to explosive materials would have to be resolved before a program could go forward. The cost of a program varies depending on how extensive the program is; OTA assessed the costs of one possible program at about \$25 million per year for either identification or detection taggants, and \$45 million per year for both. A taggant program would be of significant value to law enforcement; however, it would not help much against bombings which caused little damage and the most sophisticated terrorists and professional criminals could probably find ways to evade the effects of a taggant program.

## Conservation and Solar Energy Programs: A Critique

A lack of direction and leadership by the Department of Energy (DOE) management is hampering the progress of the DOE Conservation and Solar Energy (C&SE) Programs. Many C&SE programs suffer from inadequate planning, frequent and debilitating management changes and reorganizations, and other internal difficulties, although some are doing well and are staffed by many dedicated and competent people. This is the main finding of an OTA review of C&SE programs conducted with the aid of two panels of experts. The membership of the panels was designed to provide a balance of skills and viewpoints.

The national goals for solar energy outlined in the Administration's 1979 Domestic Policy Review (DPR), and endorsed in administration messages to Congress, have not been universally accepted within DOE, and C&SE programs have not been designed to meet them. No effort similar to the DPR has been made to establish conservation goals, which presently are defined implicitly. Conservation investments currently represent the most economic opportunity for dealing with the energy crisis.

Critical C&SE management problems include lack of both procedures and funding for program evaluation, extraordinary delays in processing contracts and filling staff vacancies, changing



**Comparison of the DOE Fiscal Year 1981 Budget Request With DPR Solar Energy Goals for 2000 or Conservation Savings Expected in 1990**

	Fiscal year 1981 budget request	Quad goal (2000)	Ratio	Ultimate potential (Quads)	Economics	Stage of develop- ment	Institutional and market barriers
<i>Solar</i>							
Active heating and cooling . . .	\$57.7	2	\$ 30	B	B	A	c
Passive heating and cooling . . .	33.9	1	30	B	B	A	c
Industrial and agricultural.	49.0	2.6	20	B	B	B	A
B i o m a s s	66.7	3.6 <sup>c</sup>	20	A	B	A	A
Photovoltaics ...	175.6	1.0	180	A	7	c	B
Wind . . . . .	80.0	1.7	50	A	A	B	c
Solar thermal (electricity) ...	117.5	0.4	290	A	?	c	c
Ocean . . . . .	39.2	0.1	390	A	7	c	c
<b>Conservation</b>							
		(1990)					
Residential/commercial . . . . .	97.6 <sup>b</sup>	9.5	10	c	A	A	c
Industrial. . . . .	58.9	25.9	2	c	A	B	A
Transportation . . . . .	113.0	10.4	11	c	A	A	B

A = favorable outlook    B = intermediate    C = limited potential or difficult problems  
<sup>a</sup>Excludes the 1.8 Quads already being used  
<sup>b</sup>Does not include \$202.5 million for the Schools and Hospitals Grant Program or \$19895 for the Weatherization Assistance Program The energy contribution of these programs presumably is included in the 95 Quads but the high budget levels result from the actual implementation being done by DOE unlike the other programs which are limited to R&D or demonstration projects

SOURCE Office of Technology Assessment

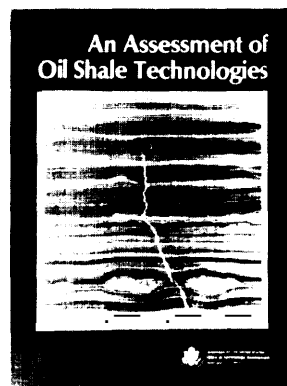
management and frequent reorganization, insufficient coordination between solar and conservation incentives, and difficulties in defining and implementing “commercialization” efforts.

C&SE also exhibits a number of institutional problems in such areas as coordination of energy policy and action within the Federal Government, assistance to the States, commercialization of solar conservation technologies, and questions of competing or conflicting roles among various units of the organization—headquarters offices, regional offices, the Regional Solar Energy centers, the Solar Energy Research Institute, and the National Laboratories.

From the view of specific program elements, OTA concludes: wind energy is a nearer term technology than DOE appears to believe; photovoltaics may not meet stated goals unless DOE acts more aggressively; biomass management should be tightened and the staff augmented; transportation should reevaluate its efforts in both advanced engines and electric vehicles; and solar active, passive, and conservation technologies must be integrated to achieve optimum energy use in new and existing residential and commercial buildings.

**Oil Shale Technologies**

An oil shale industry could benefit the Nation’s economy and security and help ease the liquid fuel supply problem. However, the rapid deployment of a large industry (500,000 barrels per day (bbl/d) or more by 1990 would entail economic, environmental, and social risks. Financial incentives could spur production. Production tax credits, purchase agreements, and price supports would be the most effective. Federal debt guarantees or debt insurance would help smaller firms,



The high-grade oil shale reserves of the Western United States could, with existing technologies, produce at least 400 billion bbl of oil. This equals 57 years’ worth of current U.S. petroleum consumption, and is over 2.5 times the estimated reserves of Saudi Arabia.

Recent increases in the price of world oil may make shale oil price-competitive with foreign crude, depending on: the reliability of current cost estimates for plants, the continuation of oil price increases, the effects of Federal and State regulatory action, and the required rate of return on capital.

About 80 percent of the richest shale is on Federal land. Four tracts (in Colorado and Utah) have been leased under the Federal Prototype Leasing Program. None of the extensive private holdings are now being developed commercially. Production beyond about 400,000 bbl/d is possible only if additional Federal land, with high-grade shale, is made available.

Of the three major processes for converting raw shale to oil, one is now being commercially developed, Crude shale oil, upgraded and refined, is a somewhat better source of jet and diesel fuel than of gasoline.

Oil shale development could have important environmental impacts. Many impacts are regulated by existing State and Federal environmental laws, although some wastes pose unique

challenges and a number of serious uncertainties exist. The Clean Air Act, the only existing environmental law that might limit the industry, could hold production in Colorado to about 400,000 bbl/d, although additional production could occur in Utah.

A 500,000 -bbl/d industry would increase approximately 1.5 percent the surface water demands projected for the Upper Colorado River Basin in 2000. Surplus surface water could support this industry until at least 2000: some time after 2000, scarcities may limit all types of regional growth. Any large-scale industry will require additional storage and transportation of water within the region.

Development will change the communities in the sparsely populated rural region. Adverse effects could occur, especially if oil shale development accompanies other industrial expansion. Without strong preventive measures, social and personal distress (boomtowns) will happen. Between 1985-90, communities in Colorado could probably accommodate the growth of 200,000 -bbl/d industry. Anything larger would require extensive impact mitigation programs.

**The Relative Degree to Which the Production Targets Would Attain the Objectives for Development**

	1990 production target. bbl/d			
	100,000	200,000	400,000	1 million
To position the industry for rapid development . . . . .			■	▨
To maximize energy supplies . . . . .			1, ■	■
To minimize Federal promotion . . . . .	■	▨		
To maximize environmental information and protection . . . . .		■	▨	
To maximize the integrity of the social environment . . . . .	■	▨		
To achieve an efficient and cost-effective energy supply system . . . . .			■	

Lowest degree of attainment 1 Highest degree of attainment

SOURCE Office of Technology Assessment

## Federal Prototype Oil Shale Leasing Program

This report is a companion to volume I of the OTA oil shale assessment. It describes the history and status of the Prototype Oil Shale Leasing Program.

About 80 percent of the U.S. high-grade oil shale is on Federal land in Colorado, Utah, and Wyoming. Under the Prototype Oil Shale Leasing Program, about 20,000 acres—less than 1 percent of the Federal oil shale land—have been leased to private developers. Four tracts, two each in Colorado and Utah, are under lease, but so far development has taken place only in Colorado.

The Department of the Interior (DOI) in May 1980 announced it would offer four more Prototype tracts. A permanent leasing program also is being planned with a target date for its establishment of 1982-83. DOI intends to foster oil shale development by asking Congress to amend the Mineral Leasing Act of 1920 and the Federal Land Policy and Management Act of 1976.

The stated goals of the Prototype Program are to provide a new energy source by stimulating development of a commercial industry, to ensure environmental integrity while developing safeguards and land restoration techniques, to permit an equitable return on development of the public resource, and to establish sound management practices.

Unforeseen problems have resulted in only partial realization of these goals. They have included economic, environmental, legal, and technological uncertainties. The difficulties led to suspension of the Prototype leases in 1976-77. Development has resumed, but there have been major changes in the technologies being used. The development may not attain the level of production they expected when the Program started, and it will take about twice as long as originally estimated to achieve commercial production.

Several uncertainties remain. Unpatented mining claims from before 1920 cloud the picture. The U.S. Supreme Court recently found in

favor of certain unpatented claimants in Colorado; the possible consequences of an extension of this doctrine to other Federal lands are unclear.

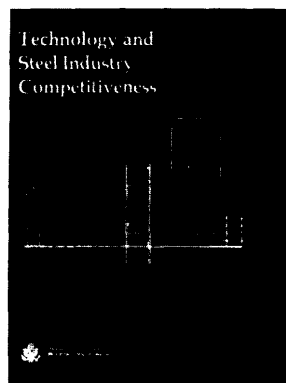
The Prototype Programs grew out of an unsuccessful DOI leasing effort during the 1960's. The effort failed to attract any private participation. The Prototype Program obtained responses to four of the six tracts offered. Increased interest in oil shale development should provide better prospects for success of additional leasing.

The outlook for shale development under the Prototype Program will depend on how the remaining uncertainties are resolved and on the success of overall Government efforts to solve the problems. Some of the Programs' goals are being met outside DOI'S framework. DOE and the Environmental Protection Agency are both involved in oil shale development, which complicates evaluation of the Prototype Program.

## Technology and Steel Industry Competitiveness

Steel will probably remain the world's most important engineering material and the steel industry is vital to the Nation's security and economic prosperity. However, unless action is taken, continued low profitability and some Federal policies, such as long depreciation times for new facilities, will cause the domestic steel industry to contract substantially. Many jobs could be lost, and the Nation might become vulnerable to scarce and high-priced imports, which by 1990 could account for 40 percent of the domestic market, compared with recent levels of about 15 percent.

The U.S. steel industry can be revitalized through increased investment in R&D and the adoption of new technology. For that to happen, however, OTA estimates that steelmaker must



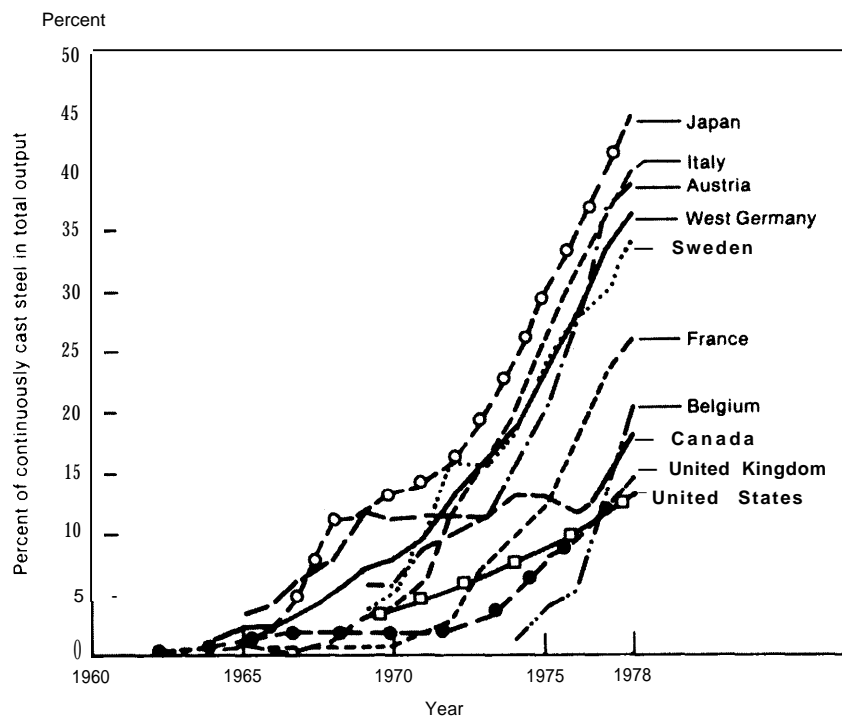
increase their capital spending on production facilities by at least 50 percent during the next decade, to approximately \$3 billion per year as compared to industry estimates of \$4.9 billion (1978 dollars), in order to modernize existing mills, expand capacity modestly, and bring profitability up to the level of most other domestic manufacturing industries. At the \$3 billion level, supportive Federal policies would be required to generate at least \$600 million of this additional capital per year.

Small nonintegrated steel plants that rely on ferrous scrap rather than iron ore to produce the simpler steel products could nearly double their market share (now at about 13 percent) in the coming decade, provided that adequate electricity and scrap are available in specific market areas. Considerable market potential could be exploited to increase exports by the highly competitive alloy /specialty steelmaker in the next 10 years, if the new Multilateral Trade Agreement is enforced vigorously.

Following restructuring, modernization, and expansion in the 1980's, the industry could adopt major new steelmaking innovations if the Federal Government supports more basic research in steelmaking, provides incentives for more industry R&D, and assists in pilot and demonstration projects. Such major process innovations could then bring the domestic industry a competitive advantage, rather than mere parity with foreign industries. This is the type of long-range strategic technology planning that the industry has not done well.

A well-designed and vigorously implemented government policy has nurtured the Japanese steel industry's expansion and adoption of new technology. The U.S. steel industry, on the other hand, has been hurt by a long series of Federal policies that have frequently been uncoordinated, contradictory, and inattentive to critical issues. A Federal policy that coordinates the industry's needs, the Nation's interests, and specific technical concerns is an important option.

**The Diffusion of Continuous Casting, 10 Countries, 1962-78**

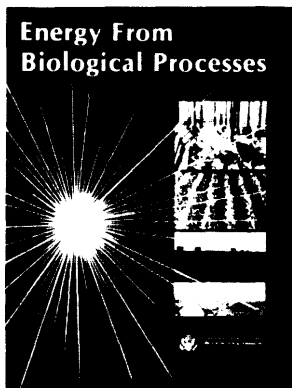


SOURCE Organization for Economic Cooperation and Development

Neither technology nor capital, alone, will solve the steel industry's problems. New technologies could be adopted by the domestic industry if problems of insufficient capital and uncertain import policies are resolved. One such technology already used by major foreign competitors is the continuous casting of molten steel which reduces energy consumption, increases productivity, and expands steelmaking capacity. Another, the coal-based direct reduction of iron ore to produce a low-cost substitute for ferrous scrap and blast furnace iron, may be developed commercially within the next 5 to 15 years. Potential advantages include reduced capital costs, reduced pollution, and increased use of coal.

### Energy From Biological Processes

By 2000, energy from biomass (wood and other plant material) could supply as much as 12 to 17 quadrillion Btu (Quads) of U.S. energy per year, depending on cropland availability and resource management. Of this, up to 10 Quads could come from wood and 1 to 6 Quads from plant herbage, including crop residues.



The most efficient processes for replacing oil with biomass energy are direct combustion and gasification for space-heating and process steam and heat. Combustion technology is now commercially available, and suitable gasification units are likely to be developed soon. With favorable conditions these technologies could supply the United States with as much as 10 Quads /yr by 2000 beyond 4 to 6 Quads/yr that probably will be used anyway. Ten Quads / yr are enough to displace the energy equivalent of 4,5 million bbl/d of premium fuels (oil and natural gas).

Biomass also can be converted into the liquid fuels ethanol (grain alcohol) and methanol (wood

alcohol). Only ethanol is now produced commercially from biomass. Growing and converting crops to ethanol requires roughly the same amount of energy that the ethanol contains. However, each gallon of ethanol can save nearly a gallon of premium fuels if: 1) ethanol distilleries are not fueled with premium fuels and 2) the ethanol is added to gasoline as an octane booster rather than used as a stand-alone fuel. Methanol seems the least expensive near-term option for producing liquid fuels from wood and plant herbage. Although no biomass-to-methanol facilities are in operation in the United States, the needed technologies for alternative feedstocks either exist or can be developed soon.

The behavior of wood harvesters will critically affect both the amount of biomass energy the United States can produce on a renewable basis and the economic, environmental, and other impacts of doing so. For example, careless forest management could damage the forests and sharply reduce the amount of wood available for energy. Furthermore, the production of fuel from cropland (except from residues) can drive food prices up. Significant price increases could occur at ethanol production levels as low as 2 billion gal/yr, but this estimate is uncertain. Also an expansion of the acreage in intensive crop production will add to the already damaging level of soil erosion from U.S. croplands.

The development of bioenergy poses a number of policy issues that Congress may want to address. If Congress chooses to promote the rapid expansion of energy from biomass, vigorous policy support including economic incentives—will be needed. In addition, severe environmental and other impacts may be unavoidable unless the expansion of bioenergy production is accompanied by strong incentives for careful resource base and the adequacy of existing policies. Bioenergy is now accorded a low priority by DOE and the U.S. Department of Agriculture. A decision to promote it aggressively will require a significant shift in the priorities of these departments as well as extensive coordination among Federal agencies and among National, State, and local governments.



*Photo credit USDA Soil Conservation Service*

Commercial forests: an excellent source of energy from biomass

### Implications of Cost-Effectiveness Analysis of Medical Technology

The need to control the rapidly rising costs of health care while improving its quality and accessibility has heightened interest in using cost-effectiveness analysis

THE IMPLICATIONS OF  
COST-EFFECTIVENESS  
ANALYSIS OF  
MEDICAL TECHNOLOGY

Mu. 17

[CEA) and cost-benefit analysis (CBA) as a means of making the medical care system more efficient. CEA and CBA are methods for comparing alternative ways to allocate resources.

The process of analyzing costs and benefits can improve decision-making in the field of health care by structuring

the problem, allowing an open consideration of all potential effects of a decision, and forcing the explicit treatment of key assumptions. However, CEA/CBA have too many limitations to serve as primary determinants of decisions in health care. Information produced by CEA CBA should be only one of several components of a decision process.

In CBA, both cost and benefits are expressed in dollars, resulting in a net plus or minus dollar figure or in a numerical ratio. With CEA, however, costs are expressed in dollars but effectiveness is measured in nonmonetary units such as lives saved or life years gained. Thus, both CEA and CBA are mainly designed to integrate the economic and the health aspects of decisions. However, CEA and CBA are only tools. Their use will not substitute for cost-containment programs. CEA and CBA could perhaps influence the distribution of expenditures, especially where



a program has a constrained budget, but in neither case would they limit the absolute amount of expenditures.

Health decisionmakers have only rarely used CEA and CBA in setting policy for medical technologies. Reimbursement programs, such as medicare, do not explicitly take costs into account in deciding whether or not to cover specific technologies. Professional Standards Review Organizations, which review the appropriateness of services provided under programs such as medicare, have not used information from CEAs or CBAs, though they potentially could incorporate that type of information in their review criteria. Health planning agencies have a mandate to consider both the costs and the benefits of a technology or service in making certain types of decisions. Yet those agencies have very infrequently used formal CEA or CBA. CEA and CBA have significant potential for use in health maintenance organizations because their budgets are fixed during any one time period.

The use of CEA and CBA is likely to increase substantially. Users, however, should be cautious in interpreting results and avoid relying too heavily on numerical result, which tend to obscure ethical considerations and uncertainties in data.

Many of the limitations of CEA and CBA can be ameliorated by following 10 principles of CEA/CBA: Define the problem, state objectives of analysis, identify alternatives, analyze all relevant benefits, analyze all relevant costs, differentiate the perspective of the analysis, perform discounting of future costs and benefits, analyze uncertainties, address ethical issues, and interpret the results. In addition, to lessen the problems associated with a numerical "bottom line," analysts should refrain from combining into an aggregate number the often complex sets of calculations, especially when nonquantifiable elements are important to the decision.

## Technical Memoranda

### Ocean Margin Drilling

Prepared in response to a request from the Chairman and the Ranking Minority Member of the HUD~Independent Agencies Subcommittee of the Senate Appropriations Committee, the Technical Memorandum evaluates the National Science Foundation's (NSF) plans for the development of an ocean margin drilling (OMD) program. The \$700 million, 10-year program is both a continuation of deep ocean drilling under NSF auspices, and a new thrust to explore the geology of continental margins (the borders between the continents and the deep ocean) and ocean crust where deep drilling is required to penetrate unknown regions. Some of the margin regions could contain substantial oil and gas resources, according to most experts, but very little evidence of that has been collected.

Some major findings in OTA's analysis are:

1. The NSF plan for ocean margin drilling developed during 1980 contains many worthwhile scientific objectives. The plan is supported by NSF and the Joint Oceanographic Institutions (JOI) who assisted in its development, and a scientific consensus on the present program is developing. A major concern of many scientists has been the lack of specific plans for geophysical surveys that must precede the drilling: however, a planning effort did begin in late 1980.

2. The probability of achieving the scientific objectives through the holes drilled and information collected will, in large part, be determined by the capabilities of the technology which is not yet developed. Some of the deep holes may not be completed as planned because of the technological uncertainty associated with deep ocean drilling in as yet unknown environments.
3. The potential for oil and gas resources in the continental margins is a subject of much speculation, but competent geologists claim that these areas hold significant promise at least to the extent that they should be carefully explored. The ocean margin drilling would provide better scientific information on which to base further speculation on oil and gas resources, but it is not a logical oil and gas exploration program.
4. A more sharply focused science program with fewer options than the present plan is advocated by several of the scientists OTA contacted. They have suggested alternatives which might result in lower initial costs and a postponement of the decision to fund major technology developments.

It is planned that NSF's ocean margin drilling program will be jointly funded by the Federal Government and the petroleum industry. The program calls for 4 years of preparation and 6 years of drilling. In carrying out the program, NSF plans to convert the Government-owned Glomar Explorer to a deep drilling ship, and to develop a riser system (a large pipe which channels drilling fluid down to the ocean floor and back up to the ship). The system will be used for controlled drilling at approximately 13,000-ft water depths and up to 20,000 ft below the ocean floor.

The scientific objectives stated in the plan include the investigation of: 1) passive and active

continental margins; 2) the Earth's crust beneath the ocean; and 3) deep sea sediments that could reveal historical environmental information about the Earth, particularly the opening of the Atlantic Ocean and the Gulf of Mexico.

### **Recent Developments in Ocean Thermal Energy Conversion**

Ocean thermal energy conversion (OTEC) is a proposed system for extracting energy from the solar heat stored in the surface water of tropical seas. The method uses the temperature difference between surface and cold, deep ocean water to operate huge, ocean-based electricity generating plants.



Prepared in response to a request from the Chairman of the Subcommittee on Energy

Development of the House Committee on Science and Technology, this Technical Memorandum updates a 1978 report on OTEC. Since the original report, several significant technical accomplishments have occurred in the OTEC program. The Technical Memorandum discusses these achievements as well as technical uncertainties that remain.

DOE is currently sponsoring a major effort to develop OTEC as a future energy resource. Funding for the program has grown from approximately \$15 million to \$40 million annually in the past 2 years. Recent DOE and industry reports were reviewed by OTA experts in order to provide an accurate update on the status of OTEC technology.

Some of the major findings in OTA's analysis are:

1. Outstanding technical achievements over the past 2 years have been: a) the operation of Mini-OTEC during the summer of 1979 in Hawaii, demonstrating that a small (10 kilowatt), barge-mounted system can generate net electrical output, and b) improvements in heat exchanger performance through laboratory and sea tests. The heat exchanger is the most important component for the OTEC plant due to its size, weight, and cost.
2. Over the past 2 years, the technology base for OTEC has improved, reducing the risk involved in building a midsize (10 to 40 megawatt) pilot plant. (The major technical risks include cold water pipes, heat exchangers, and electrical transmission cables. ) However, development has not reached the point where the costs of large, commercial plants can be estimated.
3. Little has been done to assess the potential ocean thermal energy resources available for major OTEC commercialization. According to OTA, current DOE studies do not adequately consider future resource availability.
4. OTA's analysis also questions whether DOE's project team, even though it is comprised of many competent technical groups, could adequately respond to a major acceleration requiring pilot plant construction before fiscal year 1982.

## World Petroleum Availability: 1980-2000

Prepared partly in response to a request from the Senate Committee on Foreign Relations, this



Technical Memorandum critically assesses the prospects for world oil production for the rest of the century. It examines, on a country-by-country basis, current production capabilities, the likelihood of new discoveries, and the political, economic, and other factors that will affect actual production levels.

Even under favorable circumstances, there will most likely be little or no increase in world oil production \* from conventional sources over the rest of the century, the Memorandum concludes. Not only will the United States be unable to expect increased imports over current levels, but the United States will probably face much stiffer competition for world supplies at even lower levels of imports. That is the likely future that current U.S. plans and efforts to reduce our heavy dependence on oil should prepare us to meet.

Forecasts of petroleum availability, in general, have fallen since the recent events in Iran. Never-

\* "Oil production" includes liquids associated with the production of natural gas

theless, the range of OTA estimates falls much below those of other organizations. For example, Exxon has recently forecasted world petroleum availability from conventional sources in 2000 at 60 million bbl/d • which is at the upper end of the OTA range. Compared with earlier estimates, both the OTA study and the Exxon forecast are pessimistic on production possibilities for the United States. Exxon forecasts U.S. production at 6 million bbl/d in 2000, while OTA estimates a range of 4 million to 7 million bbl/d. All of these estimates are considerably below the 1979 production level of 10.2 million bbl/d.

While it may be physically possible to increase world oil production by perhaps as much as 33 percent by the 1990's, no substantial increases are likely to occur because the countries that must contribute to an increase of this size (such as the Arab OPEC countries or Mexico) have little financial or political incentive to do so and because any attempt to increase production would run into a number of practical as well as political problems.

Oil production in the non-Communist world could begin to decline by the early 1980's. Assuming political stability in the major exporters, and thus no interruptions in their production, OTA estimates that non-Communist world oil supply is likely to range between 45 million to 60 million bbl/d in 1985 and 40 million to 60 million bbl/d in 2000, compared to 52 million bbl/d in 1979. As a group, OTA projects, non-Communist industrialized countries will experience no significant increase in production, and may, in fact, experience a decrease of as much as 50 percent by 2000.

•Millions of (42 gal) barrels per day

U.S. production may decline from its current level of 10.2 million bbl/d to a level of 7.2 million to 8.5 million bbl/d in 1985 and to a level of 4 million to 7 million bbl/d in 2000. The high estimate of 7 million bbl/d for 2000 assumes both the annual addition of 1 billion bbl to proven reserves and the extensive use of enhanced recovery techniques.

The Communist countries may cease being a net exporter of oil to the free world by the early 1980's as a result of declines in Soviet production. The entry of the Eastern European countries (now more than 80 percent dependent on the Soviet Union for their imported oil) and conceivably the Soviet Union itself as buyers on the world oil market will intensify the pressure on world oil prices and have potentially serious implications for U.S. foreign policy.

OTA believes that OPEC production during the next 20 years will range around its current level of 31 million bbl/d. Except in Iran, only Saudi Arabia, Kuwait, and United Arab Emirates have the reserves, and Iraq the estimated potential, to increase production rates. Thus, substantial dependence on Arab OPEC is likely to continue.

Although production in the non-OPEC less-developed countries (LDCs) will exceed current levels (mainly as a result of increases in Mexican production), much if not all of that increase will be absorbed by increases in LDC demand.

Although some large discoveries are possible outside the Middle East, there appears little possibility—outside of Mexico—that giant oil fields, such as those found in the Middle East, will be discovered elsewhere. Major additions to the

world's known oil supplies will likely come from additional recovery in known fields rather than from new field discoveries. These additions are not likely to alter the dominance of the Middle East, since over half of the new additions are expected to be in the Middle East. Moreover, experts generally agree that the world distribution of ultimately recoverable oil will not differ significantly from the known distribution today.

### Compensation for Vaccine-Related Injuries

The issue of compensation for vaccine-related injuries came to congressional and public attention dramatically in 1976 in connection with the Federal Government's sponsorship of a mass immunization program against swine flu. The memorandum is OTA's response to a request from the House Interstate and Foreign Commerce Committee. It expands on a chapter in the 1979 OTA report, Federal Vaccine and Im-



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The 1979 OTA report pointed to a major decline in the number of active vaccine manufacturers and of licensed vaccine products, noting that some researchers-blamed Federal policies for at least part of the decline. That report suggested that liability problems may be eroding the commitments of vaccine manufacturers, Congress, and State health departments to public immunization programs.

All vaccines, even when properly manufactured and administered, may pose risks to users.

Under the existing legal liability system, persons injured from vaccination must establish fault in court in order to receive compensation. The injured person generally sues one or more of the participants in the vaccination process (e. g., a party that manufactures, distributes, pays for, encourages the use of, or administers the vaccine). In four major cases in the past 11 years, including the recent swine flu decision, plaintiffs have won large judgments against vaccine manufacturers for injuries caused by nondefective and properly administered vaccines. This situation has affected manufacturers' willingness to produce and supply vaccines.

The Memorandum does not analyze the arguments for and against a Federal compensation program. Rather, it starts with the assumption that establishing such a program is desirable. The primary case for establishing a vaccine-injury compensation program is that society is obligated to minimize the consequences of injury when a vaccinee is harmed instead of protected in public immunization programs.

Six nations and the State of California have vaccine-injury compensation programs. These programs contain the elements that Congress may wish to consider in formulating a Federal compensation program: 1) the vaccines to be covered, 2) the injuries to be included, 3) the kinds of compensation, 4) the administrative mechanisms, and 5) the relationships with existing compensation programs (lawsuits, social insurance).

The memorandum sets out the Federal Government's current approach to compensation, the major arguments for and against a compensation program, the costs of such programs, the types and estimated numbers of vaccine-related injuries, current approaches to vaccine-injury compensation, and compensation in light of future developments in vaccines.

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## **Section III**

# **WORK IN PROGRESS**

OTA's work is structured along three broad divisional lines: energy, materials, and international security; health and life sciences; and science, information, and natural resources. Within those broad divisions, OTA conducts studies in energy, international security and commerce, materials, food and renewable resources, health, human resources, communication and information technologies, oceans and environment, and space technology.

More than 60 projects were in progress during the year, including 14 new studies.

In this section, the broad concerns and current work schedule of each OTA program are described for 1981 and beyond.

## Section III

# WORK IN PROGRESS

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### Energy, Materials, and International Security Division

#### Energy

Several factors combined in 1980 to give the Nation a respite from the series of energy shocks which began in 1973. Conservation driven by higher prices, higher than normal winter temperatures, and the economic slowdown have reduced total energy use in the United States by nearly 4 percent from 1979. In particular, the higher oil prices have so reduced the Nation's oil consumption that it is currently importing about 30 percent less oil than in the peak year of 1978. In addition, domestic energy production, led by coal, is continuing the slow increase that began 4 years ago. Congressional activity on energy matters in 1980 was considerably below the 1979 level due partially to these circumstances. The principal effort was completion of the Energy Security Act which established the Synthetic Fuels Corp., greatly expanded biomass programs, and set up new conservation and solar finance programs.

Despite the apparent easing of the Nation's energy problems, considerable danger remains for the next decade. The United States is still critically dependent on imported oil, and the threat of future cutoffs continues. Although conservation has been substantial—beyond the expectations of the most optimistic forecasts of a few years ago—it is still not clear how much is a short-term cutback and how much is a long-term gain in efficiency. Domestic production is increasing but currently not fast enough to offset the expected declines in older oilfields in the years ahead. Thus, Congress will face a number of important issues in the coming years and activity is likely to increase dramatically in 1981.

OTA should continue to be an important resource for Congress in analyzing energy issues. OTA assisted Congress in the course of its work on the Energy Security Act. In particular, OTA's analysis of energy from biological processes was important in developing those portions of the bill concerning wood and alcohol fuels. In addition,

the OTA study on the Department of Energy's (DOE's) Conservation and Solar Energy programs proved useful to congressional authorizing committees in treating that part of DOE's program. OTA also released an updated summary of the coal slurry pipeline study which was used extensively during the House debate on slurry pipeline legislation. Finally, OTA, by drawing on completed and ongoing studies, was able to help Congress meet immediate needs through testimony and other short-term responses on topics such as wood energy, methanol fuels, cogeneration, conservation in buildings, and enhanced oil recovery.

Currently, the Energy Program is working on a number of studies which should be of interest to the upcoming Congress. These include studies nearing completion on nuclear powerplant standardization and the solar power satellites. The former should contribute to the anticipated congressional debate on the future of nuclear power. Other studies include: dispersed electric energy systems, which will deal primarily with cogeneration; energy and city buildings, which addresses conservation in buildings and the particular energy problems facing cities; synthetic fuels for transportation, which is focused on the role of synfuels and increased automobile efficiency in meeting the Nation's liquid fuel needs; and industrial energy use. Finally, OTA will begin a study on technologies that could ease the effects created by an oil supply disruption or chronically tight oil markets. There will probably be strong congressional interest in contingency planning for possible long-term oil shortages and this study should contribute to that debate.

#### Alternative Energy Futures

Following an analysis of major issues involved in alternative energy futures, a number of separate but related studies have been initiated. Work on the future potential of "liquefied natural gas

imports” has been completed. The second study is “energy for city buildings,” which will focus on the interaction of technology and policy for new and existing buildings in U.S. cities for the next two decades. The massive current stock of buildings contains a high proportion of structures, both residential and commercial, constructed in a period of low energy cost when the continuing cost of energy use received no attention. Improving the energy efficiency of these structures is important in terms of energy policy, city viability, and the interests of individual owners and tenants.

This study will analyze retrofit technologies, both to conserve energy and to employ renewable energy that can improve the energy efficiency of structures. Capital costs, energy savings, and factors such as reliability and maintenance will be identified. Second, the study will explore the types of building owners. Regional factors affecting city opportunities and constraints, choices of action open to Federal, State, and city governments, and the related impacts of various policy choices will be examined.

A third major effort for the alternative energy futures study, Industrial Energy Conservation, has recently been initiated. This project is designed to examine a series of four American industries (pulp and paper, steel, petroleum refining, and organic chemical production) for their potential to use energy more efficiently, and to predict the impact of selected legislative options on energy use and efficiency within those industries.

OTA will examine the available technologies designed to improve energy efficiency, as well as the barriers to such technology’s implementation. The legislative options to be examined range from tax policy changes such as accelerated depreciation, to institutional changes in capital financing methods. Each option’s effects will be evaluated through a series of case studies in which corporation executives, consultants, and computer-modeling techniques are used to forecast the impacts of possible congressional action. Option’s will also be examined at the industry, industrial sector, and national energy use and economic levels using a similar series of modeling, management, and consultant evaluations.

The Energy Policy Forum will retain the broad scope of the original Alternative Energy Futures assessment, but will limit analysis to a systematic inventory of the most critical areas of agreement and disagreement over both factual assumptions and social values relating to energy use. This document will be used internally to guide related studies, and in 1981 to choose the remaining work necessary to complete *Alternative Energy Futures* study.

*Delivery date:* Early 1982. Call 226-2152 for further information.

*Requesters* House Committees: Banking, Finance, and Urban Affairs; Interstate and Foreign Commerce; Select Committee on Population.

### **Dispersed Electric Energy Generation Systems**

The possibility of using cogeneration and solar energy in all its direct and indirect forms, and the rapidly escalating economic and environmental costs of large energy facilities have stimulated considerable interest in small, dispersed energy systems. In particular, problems faced by the electric utility industry, such as rapidly rising capital costs, long leadtimes for plant construction, and difficulty in finding suitable sites, make dispersed energy systems attractive. It is essential, however, to determine the benefits and costs of dispersed systems in setting effective policy. This study will examine the role that cogeneration and small energy conversion equipment could play in meeting the country’s need for electric energy. It will review the economic, environmental, social, and institutional consequences of dispersed electric systems and their effect on the electric utility industry. Finally, it will analyze policy options Congress may wish to consider in addressing the issues about the development of such systems.

The study will examine the technical features of dispersed systems using a variety of dispersed cogeneration and small electric-generating equipment. It will then analyze the economic and technical effects of such systems on utilities using models developed for the OTA onsite solar study. Concurrently, evaluation of changes in utility structure would be carried out using decision models similar to those used by utilities.



Finally, a series about the effects on society (e.g., employment, risks, etc.) from dispersed systems would be examined. This would include public perception of small-scale, onsite energy facilities.

*Delivery date.* Spring 1981. Call 226-2152 for further information

*Requester.* House Committee on Banking, Finance, and Urban Affairs.

### **Nuclear Powerplant Standardization**

No new orders for nuclear plants are likely to be placed for the next several years, but new electric generating capacity will be needed soon. One of the greatest obstacles nuclear plants must overcome if they are to contribute to this new capacity is a lack of public confidence in reactor safety. Furthermore, there is probably general agreement among both proponents and opponents of nuclear power that the present licensing process is not an efficient means of ensuring either safety or economically viable reactors. Standardization of nuclear powerplants has been proposed to improve both safety and licensability. The potential benefits of standardization are clear and some progress has been made, but several issues have to be addressed before the concept can be implemented. For instance, the time needed to prepare and improve standard designs, the degree of standardization to be required, the number of designs to have available, and the period for which they should be valid will all affect the feasibility and desirability of standardization.

This study will examine many of the technical and institutional issues about nuclear powerplant standardization to determine its current status, whether it can enhance safety, and the extent to which standardization is possible.

*Delivery date.* Early 1981 Call 226-2152 for further information.

*Requester.* House Committee on Interior and Insular Affairs

### **Solar Power Satellite Systems**

This project will respond to congressional interest in a limited but independent assessment of the potential advantages, shortcomings, and impacts of solar power satellite systems. It is intended to aid in deliberations concerning the ap-

propriate level of Federal commitment to future development of this technology. It also will provide an improved background against which to evaluate analytical results and program proposals arising out of a study by DOE and the National Aeronautics and Space Administration completed in August 1980.

Major topic areas, within which key uncertainties will be addressed in a balanced treatment of positive and negative impacts, include: 1) future markets and the need for power from solar satellites, 2) cost feasibility of alternative satellite systems, 3) environmental impacts, 4) social and institutional factors, and 5) competing energy technologies and approaches. Within these categories, material resource limitations, health effects of microwave radiation, implications of highly centralized electric generation systems, and the expanded role of the Federal Government in energy production that may be required. Strengths, weaknesses, and uncertainties associated with the solar satellite concept will be contrasted with those of other long-term energy sources such as nuclear fusion.

The study is designed to identify and analyze the key issues that need resolution before decisions whether or not to develop major solar power satellite systems can be made. The study is divided into four parts: alternative satellite concepts, public acceptance (including environmental concerns), institutional acceptance (including utility integration and international concerns), and programmatic context (competing long-term energy sources, e.g., fusion, land-based solar). In each, a background paper will be prepared summarizing the problems and alternatives. A workshop will then be held for each of the areas to identify and describe the major issues, highlighting the divergent views. The background papers will form the basis of the workshops. On completion of the workshops, a report will be prepared by the OTA staff with the key issues and their analysis along with a summary of the background material. This report will provide assistance to Congress in evaluating major studies now underway or being initiated to determine the feasibility of these systems.

*Delivery date.* Early 1981 Call 226-2152 for further information.

*Requester.* House Committee on Science and Technology

### **Synthetic Fuels for Transportation**

*Synthetic Fuels for Transportation* is a project in the Energy Program to assess various synthetic fuels that can be used for transportation and automotive technology that can increase passenger car fuel efficiency beyond 1985 standards, and to compare these two options. The issue is how best to balance these approaches, as the synthetic fuel program develops and efficiency increases are contemplated, to achieve the most effective and economic path to reduced dependency on imported oil.

The Energy Program will review the technical, economic, environmental, and social features of the major synthetic fuels and automotive technology (increased automobile fuel efficiency and

electric vehicles) including information from reports by the Congressional Research Service, the Congressional Budget Office, and OTA studies on oil shale and biomass. In addition, potential oil savings through increased efficiency and fuel-switching in stationary uses of oil will be briefly described. Synthetic fuels and increased automobile fuel efficiency will then be compared using a variety of criteria, including consumer and investment cost, time frame for deployment, environmental impacts, and macroeconomic impacts. Selected issues related to these subjects will be discussed and policy options developed.

*Delivery date:* Summer 1981 Call 226-2152 for further information

*Requester* Senate Committee on Commerce, Science, and Transportation.

### **International Security and Commerce**

The interdependence of world nations is becoming increasingly evident. A wide range of vital U.S. national goals can be achieved only with the cooperation of other nations, or by deterring them from acting in ways that threaten the Nation. U.S. national security requires both economic and military strength, and U.S. technology continues to be an indispensable ingredient in both. Technology must continue to be a distinctive U.S. asset in the future, and must be used wisely. The International Security and Commerce Program assists Congress when setting an appropriate national policy requiring a sophisticated understanding of the status and implications of key technologies.

As military forces grow more and more expensive, the United States relies on a relatively small number of military systems, each of which embodies a variety of advanced technologies. In 1980, OTA initiated a project to study the ways in which the MX intercontinental ballistic missile (ICBM) could be based. During the course of 1981, Congress will be informed about the advantages, costs, and technical uncertainties of the alternative proposals for deploying this new missile.

In connection with international trade, the Program continued during 1980 a major assess-

ment of the international competitiveness of the U.S. electronics industry. This industry is a particularly useful subject for study because it includes areas of substantial U.S. technological leads (e.g. advanced semiconductors) and areas in which the United States has failed to retain markets in international competition (e. g., color television sets). We drew upon this ongoing study as well as on completed OTA work on other industries to assemble a comparative study of U.S. international competitiveness in the steel, automobile, and electronics industries. This study highlighted ways in which technology, governmental policies, and other factors affect U.S. industrial competitiveness.

The Program's final major study in 1981 will point out the ways in which international commerce and the traditional definitions of national security interact. This is a study of the impact which transfers of U.S. (and other Western) technology in energy production to the Soviet Union could affect Soviet energy supplies in the next 10 years, and how the level of Soviet energy supplies might affect U.S. national interests. This project will examine and compare the state of technology in the Soviet Union, the United States, and other Western countries: it also will examine the difficulties which the Soviets might

have in paying for Western technology and in absorbing it effectively; and finally it will examine the controversy over future Soviet energy production levels and the role Soviet production plays in world energy markets. These studies will assist in advising Congress about the likely consequences of alternative U.S. export policies.

### **Competitiveness of U.S. Electronics Industry**

There is growing concern that U.S. industries are losing, or have already lost, their position of international technical leadership and that this in turn adversely affects their position in world markets. OTA is examining this problem by studying industries chosen to illustrate a spectrum of issues and industry capabilities. The electronics industry is particularly appropriate because it is sensitive to a volatile and rapidly advancing technology and because it occupies a strategic position in the light of its contributions to innovation in other industries. The OTA assessment will look at three sectors of this industry: consumer electronics (where the United States has suffered heavily from Japanese competition), semiconductors (where a strong U.S. position is under challenge), and computers (where the United States still appears to lead the world).

The assessment focuses on those major contributors to the competitiveness of the electronics industry that could most readily be affected by U.S. Government policy. In each case, a comparison is made between the United States, Japan, and (to a lesser extent) Western Europe. The major factors are: 1) commercialization of research, development, and design; 2) manufacturing techniques and resources; 3) finance, including both private and public sources of funds; 4) human resources; and 5) overall governmental industrial policies.

*Delivery date:* Summer 1981. Call 226-2020 for further information.

*Requester* Senate Committee on Commerce, Science, and Transportation

### ***MX Missile Basing***

The Soviet Union may now be in the process of acquiring, through increases in the accuracy of

its new generation of MIRVed missiles (SS0 17's, 18's and 19's), the capability of destroying our land-based ICBMs in their silos. The Department of Defense expects this Soviet capability to become substantial in the early 1980's. In response, the administration has proposed to deploy a new missile, the MX, in a series of multiple protective structure groupings in the southwestern desert. Proponents claim that the missile location uncertainty thus introduced will protect these missiles from Soviet attack. Opponents object to the system on many grounds, including cost, technical feasibility, environmental impact, and an escalation in the arms race.

OTA's objectives are to assess the technical feasibility, strategic utility, cost, impact on the region, and future consequences of various MPS basing modes, and of any alternative missile basing modes that merit serious attention.

OTA is examining the latest administration MPS proposal, important generic classes of MPS systems, and various alternative basing concepts. Each will be investigated for technical feasibility (including technical risk, survivability, and the availability of resources), utility in the context of a variety of generic future scenarios (peacetime deterrence, arms control negotiation, severe crisis, and war) cost, in the broadest sense (both dollars spent and impact on the region where MX is based), and possible future consequences (including Soviet responses, and U.S. counter responses).

*Delivery date:* Summer 1981 Call 226-2020 for further information.

*Requester* Chairman and Vice Chairman of OTA's Congressional Board,

### **U.S. Industrial Competitiveness: A Comparison of Steel, Electronics, and Automobiles**

OTA's study of technology and the steel industry was recently published; a parallel study on the international competitiveness of the U.S. electronics industry is in process. The efforts have now been extended in the study of industrial competitiveness to a cross-industry comparison. This comparative project draws on OTA's work in steel and electronics, supplements it with a

brief examination of the U.S. automobile industry, and discusses the implications of these three case studies for U.S. policies toward industry.

The three industry sectors differ with respect to a wide range of factors which influence competitiveness—e. g., export orientation; level, nature, and maturity of technology; and frequency of innovation. These differences permit comparative analysis of the three industries, including the effects of Government policies on their competitive strengths.

The project includes a comparative economic analysis of the three sectors, drawing on the existing OTA work. “the analysis will include evaluations of the competitiveness of each industry, as indicated—e .g., by parameters such as import penetration, productivity, and return on assets. Based on the work discussed above, Government policies towards the three industries will be examined, with particular attention to the ways in which they might vary from industry to industry.

*Delivery date:* Early 1981. Call 226-2020 for further information.

*Requester:* Senate Committee on Commerce, Science, and Transportation

### **Technology and Soviet Energy Availability**

There is general agreement that the oil industry in the U.S.S.R. is facing serious difficulties. It is increasingly clear that the extent of Soviet energy problems and the way in which the Soviets deal with them can have a major impact on U.S. interests—i. e., in the effects of Soviet entry into world oil markets, the repercussions on the political and economic stability of Eastern Europe; and the increased chances of Soviet adventurism in the Persian Gulf. The U. S.S.R.’S problems result from the depletion of its older fields, which obliges it to look offshore or to remote areas of Siberia for proven reserves or promising sites for new discoveries. The harshness and/or accessibility of these areas, together with the lack of adequate technology, infrastruc-

ture, and trained manpower, will slow down their development during this decade. Similarly, the continued exploitation of more accessible fields is hindered by technological lags in Soviet drilling and enhanced recovery techniques and equipment. Whether the United States can or should assist Soviet oil production through the export of technology is a matter of debate; substantial disagreement also exists over the degree to which exports of American oil equipment and know-how to the U.S.S.R. might expand production, and over the impact of existing or potential U.S. trade policies on Soviet energy policies. The objective of this study is to illuminate these uncertainties by investigating the role that American technology might play in Soviet energy development.

The study addresses the following questions:

- What equipment and technology are needed by the Soviet Union for development of its energy resources?
- What factors inhibit or enhance the efficient use of imported energy technology in the U. S. S. R.?
- To what extent is the United States the sole or preferred supplier of energy technologies likely to be sought by the U. S. S. R.?
- Who are potential suppliers of comparable technologies and what are the costs and benefits of resort to them by the U. S. S. R.?

Based on the answers to these questions, OTA will construct several cases which assume various levels of availability of U.S. and other Western energy technology. These will be examined in terms of impact of such availability on Soviet energy production to 1990. The range of energy supply estimates will be used in turn to discuss the policy options available to the Soviets vis-a-vis other Warsaw Pact countries, the Western importers of Soviet energy, and the Middle East.

*Delivery date:* Summer 1981. Call 226-2020 for further information.

*Requesters:* Senate Committee on Banking, Housing, and Urban Affairs. House Committee on Foreign Affairs.

## Materials

The industrial base of a modern technological society requires a vast array of raw materials of many different types. The importance of materials to our society is suggested by the fact that annual consumption of minerals in the United States is about 40,000 lb per person. Society uses materials through what is called the materials cycle. The cycle starts with extraction of minerals or harvesting of renewable resources such as wood, proceeds through processing and end-product manufacture to use of the product by the consumer, followed by disposal of the product, and in some cases, reuse or remanufacturing of the product or recycling of the material.

At every stage of this cycle, the ways in which materials are handled are affected in complex and interlocking ways by institutional, economic, environmental, and technical factors. For example, the exploration, development, and production of a significant fraction of our minerals and timber are governed by the Federal land management laws and regulations; the degree to which materials are recycled after use depends partly on the relative costs of virgin and recycled materials and these costs partly depend, in turn, on institutional and technical factors; environmental concerns are leading to more stringent and costly controls on operations at all stages of the materials cycle from extraction through waste disposal; and new technology has simultaneously opened up hitherto untouched areas for exploration, development, and production, and helped to mitigate at least some of the associated impacts on the environment.

The Program has one ongoing project related to extraction (Federal coal leasing) and one ongoing project related to processing and manufacturing (nonnuclear hazardous waste management). The new projects started in 1981 will probably be concerned with the efficient management and use of materials resources, including renewable materials resources.

### Development and Production Potential of Federal Coal Leases

The Federal coal leasing assessment, mandated under the Federal Coal Leasing Amendments Act (Public Law 94-377), involves an independent analysis of all outstanding Federal coal leases, which include 564 developed and undeveloped leases and 172 preference-right lease applications. The study analyzes all mining activities on Federal leases, assesses the present and potential value (development potential) of the outstanding coal leases, estimates revenues to the Federal Government, and examines the feasibility of using deep-mining technology in leased areas. The assessment addresses issues of interest to the Senate Committee on the Interior and its subcommittee on Mines and Mining in evaluating the need for new leasing and the role of coal in the Nation's energy future.

*Delivery date* Spring 1981. Call 226-2210 for further information.

*Requester* Mandated by Public Law 94-377,

### Nonnuclear Industrial Hazardous Waste

Many nonnuclear industrial hazardous wastes must be stored or disposed of with great care or they may constitute a threat to health and the environment. Information on the nature and magnitude of the hazardous waste disposal and abandoned site problem will be reviewed. The reliability and efficacy of present containment, abatement, and disposal measures will be assessed. This information, coupled with criteria and techniques to judge relative health and environmental hazards of a given waste, will assist in identifying those wastes which could be reduced at the source—by modifications in process technologies, by recycle, or by an end-use substitution. Approaches for reducing hazardous waste generation with minimal undesirable economic effects on domestic industry will be identified.

This assessment has four objectives: 1) to assess criteria for defining hazardous waste and for judging the relative health and environmental hazards of a given waste; 2) to evaluate technologies for cleaning up present waste disposal sites that are hazardous to health and the environment; 3) to assess technologies and approaches for the safe storage or disposal of hazardous waste being presently generated; and 4) to assess technologies and approaches for reducing the volume of hazardous waste. The possible economic impacts on domestic industry of various approaches will be evaluated.

The project will focus initially on understanding the adverse consequences of present disposal strategies and techniques, and next on ways of reducing generation of industrial hazardous wastes economically. Alternative options will be developed to cope with hazardous waste disposal in the short-run and hazardous waste generation in the long-run.

Delivery date Summer 1982 Call 226-2210 for further information

Requester House Committee on Energy and Commerce

## Health and Life Sciences Division

### Food and Renewable Resources

The disappearance of abundant, cheap energy, the accelerating rise in world population, and industrial and economic development have all combined to put increasing pressure on the world's—and the Nation's—food and other renewable resources. In their scale and intensity, these pressures have rendered obsolete the traditional and largely compartmentalized views of agriculture, forestry, wildlands, and water management. Increasing and competing demands for these resources threaten to undermine their very capacity for self-renewal. The world's ability to make available to an expanding population a nutritionally adequate supply of food is exceedingly uncertain.

The Food and Renewable Resources Program explores, in its assessments and studies, the effects of technology on the productivity and sustainability of all elements of food and fiber production, distribution, and marketing; all ecosystems (agricultural lands, forestlands, wetlands, rangelands, deserts, etc.), their inhabitants, and their service functions; and human health as it is affected by food quantity and quality.

In today's world of 4 billion people, perhaps as many as 10 percent are suffering from malnutrition and, in some cases, starvation. As the global population rises to a projected 6 billion by 2000, world food demands will rise and the world will continue to look to the United States for assist-

ance. How can technology contribute to the solution of food problems?

Economic and environmental pressures in the United States are changing the natural resource base. The United States is rapidly losing some of its best soils to erosion and salinization. Competing uses strain the water resource and affect its availability and quality. What are the new technologies that can help sustain the land's natural productivity and maintain water quality?

To provide Congress with information on these and related problems, the Program identifies current and emerging technological issues that affect the United States and world food and renewable resources situation as well as issues affecting the sustainability of the renewable natural resource base.

Future food studies will deal with aspects of food and agricultural systems and of diet-health relationships.

Future renewable resource studies will fall within the following categories: land and soils, forests and other vegetation, ground and surface water, wildlands and wildlife. The studies may focus on aspects of or relationships between these resource systems and on ways of manufacturing, restoring, or improving them through the wise application of technology.

### *Impact of Technology on Productivity of the Land*

Were it not for technological advances, world agriculture would never have been able to keep pace with world population growth. Historically, U.S. technology has had a pronounced positive impact on increasing the productivity of croplands and pastures. U.S. dependence on a continuing supply of renewable natural resources compels it to maintain the stability of the ecological systems from which the resources arise. Now, however, there is increasing documented evidence showing that human activities are straining parts of the biological and physical systems and that the land's productivity is in jeopardy.

The land productivity assessment is examining the effect of presently used technologies on the capacity of the cropland and rangeland resource base to sustain high levels of production, and on emerging technologies that might be used to offset adverse effects of some of the established technologies. The assessment includes evaluations of: 1) The adequacy of available data on the effect of technologies on land productivity, and 2) new technologies that have potential for restoring, maintaining, or improving the productivity of the cropland and rangeland resource base. Selected case studies are being developed to indicate how society is affected directly and indirectly where long-term productivity of agricultural ecosystems is being altered through innovative applications of technologies.

*Delivery date* Summer 1981 Call 226-2264 for further information

*Requesters* Senate Committees. environment and Public Works: Appropriations House Committee on Agriculture

### **U.S. Food and Agricultural Research**

The success of U.S. food and agriculture industries has been based on an ever-increasing

use of new technologies. However, the effectiveness of these technologies and/or their development seems to be decreasing at a time when the research problem base is expanding and the intensity of some problems is increasing.

This assessment will examine the scientific base for establishing national, regional, and local research problems; identify the role of the Federal, State, and private research institutions in solving these problems; evaluate cooperative methods in identifying priority research areas; update evaluations of the adequacy of present basic and applied research efforts; and evaluate public policy options for Congress.

*Delivery date:* Summer 1981. Call 226-2264 for further information.

*Requesters:* Senate Committees: Appropriations, Agriculture, Nutrition, and Forestry.

### **Innovative Biological Technologies for Developing Countries**

This study reviews innovative biological technologies that might be used by the Agency for International Development (AID) to assist developing countries enhance the fertility of their tropical/subtropical soils and improve food production while reducing the need for costly commercial fertilizers. OTA conducted a workshop on this topic attended by 45 people in November 1980. The workshop included scientists from universities and executive branch agencies, congressional staff, and AID agricultural specialists. The final report will summarize 10 papers on innovative biological technologies and evaluations of the technologies, and present a summary of how these technologies might be used by AID.

*Delivery date* Spring 1981. Call 2262264 for further information

*Requester* House Committee on Foreign Affairs

## **Health**

The value American people place on health is reflected in the large number of Federal policies on health. Many of these policies address issues of health-related technology, directly and in-

directly, while a great many others indirectly affect the development and use of such technology. As a result, the Federal Government has become deeply involved in every aspect of the

process of development and diffusion of medical technologies—supporting R&D, evaluating safety and efficacy, and encouraging the use of beneficial technologies, while discouraging the use of unsafe or obsolescent technologies.

The Health Program assists Congress by: 1) examining the Federal role in anticipating and managing domestic and international impacts of health-related technology; 2) identifying and highlighting the social, political, economic, and ethical concerns surrounding the development and use of medical technologies; and 3) assessing the consequences of Federal policies involving the provision of and payment for particular medical technologies.

The work of the Health Program up to now has focused on methods of evaluating clinical medical technologies, and evaluation of computers in health care. However, although health may be viewed as being determined by four factors (genetics, personal behavior, environment, and health care), those two areas relate almost exclusively to only one of the four—health care. The field of genetics is the responsibility of another OTA program, but little work has been done by OTA in the other two areas. Because of this, in 1978 it was decided to initiate studies concerning health and the physical environment. The first study is examining cancer and the environment. In addition, the Health Program is working with other programs on aspects of their assessments where health effects may be an important factor. For example, the Program has taken some responsibility for developing information being carried out by the Materials Program.

### **Cost-Effectiveness Analysis of *Inactivated Influenza Vaccine***

This assessment examines the costs and health effects of vaccination against influenza. Data regarding several aspects of influenza, including hospitalization, physician visits, work loss, school loss, and disability from fiscal years 1970 through 1978 are analyzed through the use of a cost-effectiveness analysis model.

All costs and health effects are converted into ratios (e.g., cost/year of healthy life saved), which are used to compare the cost effectiveness of influenza vaccination for selected age groups. A sensitivity analysis is used to test the significance of certain variables, such as vaccine efficacy. Potential implications of Federal reimbursement for influenza vaccination are discussed.

Delivery date: Technical Memorandum, Early 1981 Call 226-2270 for further information.

Requester: House Committee on Interstate and Foreign Commerce.

### **Technologies for Determining Cancer *Risks From the Environment***

Reducing exposure to carcinogenic agents in the environment depends on identifying the causative agents, assessing the agent's potency, locating sites of exposure, and deciding on appropriate interventions. In addition, regulations to reduce exposure must be politically, socially, and economically acceptable. In this assessment, OTA examines four major issues:

1. Estimates of the percent of cancer due to environmental exposure. Of particular interest are the quality of the data used to make the estimates, how the data can be improved, and what effect different estimates might have on cancer policies.
2. Technologies used to test for carcinogenicity. Testing of chemicals in rats and mice has been the mainstay of carcinogenicity testing. Those tests, the rapidly developing "short-term" tests, and epidemiologic methods for determining carcinogenicity are discussed and compared.
3. Methods used for extrapolating data from animals to humans. Different methods of extrapolation lead to widely divergent estimates of human risk. The limited number of efforts made to compare carcinogenicity in animals and humans are described.
4. Regulatory pathways for controlling carcinogens. The application and utility of available data implicating agents as carcinogens vary under different health laws and pol-



icies. The various approaches to regulating these agents are examined.

Also presented as part of the assessment are options for improving information gathering, processing, and decisionmaking.

*Delivery date* Spring 1981 Call 226-2070 for further information  
*Requester* OTA Director, with approval of the OTA Congressional Board

### **Evaluation of Veterans Administration Agent Orange Protocol**

The epidemiologic study by the Veterans Administration of the long-term health effects resulting from exposure to agent orange was mandated in the "Veterans Health Act of 1979," Public Law 96-151. The same law requires OTA to review the study design. An advisory panel will be assembled to assist in the review.

*Delivery date* Indeterminate Call 226-2070" for further information.  
*Requester* Mandated by Public Law 96-151.

### **Strategies for Medical Technology Assessment**

Technology assessment is gaining increasing acceptance as a means of rationalizing health care. This trend has been stimulated by the rapidly rising costs of health care and technology's contribution to those costs. Since assessments can be expensive and time-consuming and can result in delaying the diffusion of beneficial technologies, and since not all technological developments can be systematically assessed, it is critical to select: 1) the right technologies to be assessed, 2) the optimum stage of technological development, and 3) the appropriate assessment methods. It is also important for the information gained from assessments to be disseminated in a timely and efficient manner. Currently, there is no coherent Federal policy regarding the selection process, and there are major problems with information dissemination. These issues are critical because many Federal agencies, as well as private organizations and individuals, depend on information from assessments to make decisions.

This study examines the appropriateness and validity of existing assessment methods, such as controlled clinical trials, epidemiological studies, consensus exercises, and computer models, with the intent of identifying alternative strategies for assessment. In addition, the MEDLARS information and retrieval system of the National Library of Medicine is evaluated with respect to the appropriateness of indexing, storage, and retrieval of useful information. The uses of that information by both governmental and private sectors are then examined in relation to the safe, efficacious, and efficient use of medical technologies.

*Delivery date.* Late 1981 Call 226-207(1 for further information  
*Requester.* House Committee on Interstate and Foreign Commerce

### **Technology and the Handicapped**

Approximately 45 million Americans—including 10 million children—have significant mental or physical handicaps. Technologies for aiding handicapped people are numerous, varied, and often complex and expensive. Such technologies are designed to alleviate, eliminate, or prevent the effects of handicapping conditions. They can be used to provide mobility and independence, restore or improve functional abilities, and help enable handicapped individuals to lead more productive and fulfilling lives.

The Federal Government's involvement in this area is extensive. A multitude of programs and agencies develop, evaluate, provide, pay for, and deliver technologies. Other actions—such as civil rights and education opportunity laws—provide conditions and incentives for further development of and investment in technologies for the handicapped.

Yet there are serious questions about whether technologies for the handicapped are being developed and used in as effective and efficient a manner as possible. Inadequate information exists regarding the overall process of technological development and use. Individual aspects of the technological process also remain troublesome. For example, what is the appropriate role for sophisticated technologies as opposed to (or in con-

cert with) the soft areas such as human service delivery systems that ultimately may determine the effectiveness of technologies? What methods exist for assessing the costs and benefits to society or to handicapped individuals of investment in or use of various technologies? What is the state of knowledge in regard to such costs and benefits? What effect will advances in medical technology have on the number and types of handicaps?

This assessment will provide information on general issues, such as the state of the art of

evaluating efficacy, safety, and costs. In addition it will address definitional problems and their implications. Most critically, it will examine several theme issues in depth. For example, what are the causes and the effects of today's emphasis on sophisticated technology?

Delivery date Early 1982 Call 226-2070" for further Information  
Requester Senate Committee on Labor and Human Resources

## Human Resources

The Human Resources Program explores technologies which directly affect human beings and their quality of life other than those which fall more appropriately into the Health or Food Programs. Examples are technologies affecting education, labor and population or deriving from genetics or other biological sciences.

Current assessments are in two areas: genetics and population. Interest in genetics arises from greatly expanded understanding of, and emerging capability for, altering or affecting the inherited characteristics of man, animals, and plants. The term "genetics" is used broadly and includes related biological technologies such as in vitro fertilization and artificial insemination. The importance of these emerging technologies is illustrated by the concern of the scientific community and the public over research with recombinant DNA, which led to development of the National Institutes of Health guidelines, the increasing use of procedures to detect genetic defects, and the recent successful human in vitro fertilization.

Rapidly growing population is a major factor influencing the quality of life everywhere. World population did not reach 2 billion until 1930, but only 45 more years were required to double it. Such rapid growth has placed great stress on the Earth and its resources as well as on economic and political stability, especially in those developing countries where population growth rates are highest. Increasing recognition of the importance

of the rights of individuals to have children and to choose their number and spacing is illustrated by rising support for family-planning programs over the last 25 years. Prior to 1965 only a few Third World countries had developed such policies.

These assessments are of unusual interest because many of the issues they raise are rooted in individual and societal values, attitudes and beliefs.

### *Technology and World Population*

World population has passed 4.4 billion and is expected to double in 70 years. Growth of this magnitude has major implications for the global biosphere and for international economic and political stability. Because of the serious consequences of rapid population growth—such as increasing demands for food, energy and jobs—most governments and international agencies have adopted policies and initiated programs in the last 20 years to modify birth rates.

OTA's study of global population examines how government policies and programs view planned birth technologies, and how new international population assistance has changed world population growth in the last 20 years. It projects probable impacts of population growth from 1980 to 2000 on food, energy, jobs, income, and other aspects of quality of life; and it assesses present and prospective planned birth technologies and factors determining their future development and use. The assessment focuses

on the Third World, where 92 percent of population growth in the next two decades will occur and where their governments seek to slow growth. It includes a research agenda relevant to their problems and presents policy alternatives open to the United States in dealing with world population issues. U.S. domestic population policies are not included in this assessment.

*Delivery date* Spring 1981 Call 226 2090 for further information

*Requester* The OTA Director, with the approval of the OTA Congressional Board

### *Impacts of Applied Genetics*

“Applied genetics” refers to those technologies that can influence biological characteristics inherited by living organisms. Recent advances in knowledge are leading to greatly expanded capability to affect genetic characteristics and to use these techniques to improve the quality of life. Both industry and government in the United

States and abroad are increasing their efforts to harness the gene for production of fuels, chemicals, and medicinal products. This assessment identifies and analyzes the impacts of nonhuman applications of genetic technologies. Animal, plant, commercial, and industrial applications are described. The costs and benefits, legal considerations, and social and ethical concerns associated with genetic technologies are identified and, where applicable, compared to those associated with nongenetic approaches. The potential of genetics in developing biological approaches to ensuring a sustainable future through renewable resources is considered. The study presents policy options with regard to such topics as the patentability of life forms, Government-industry relations in developing genetic technologies, and germplasm maintenance.

*delivery date* Early 1981 Call 226- 2090” for further information

*Requester* The OTA Director, with the approval of the OTA Congressional Board

## **Science, Information, and Natural Resources Division**

### **Communication and Information Technologies**

Telecommunication and information systems technologies are rapidly advancing and becoming more integrated. New facilities are being established, and new enterprises are merging in the United States and abroad. Governments are taking interest in the social and institutional implications of the new technologies. Governmental and industrial reorganizations are occurring, new legislation is being proposed and adopted, and relevant international norms are being formulated in global and regional forums.

Because of the unprecedented growth in the new telecommunication systems investment, and the expanding impacts on society of emerging national information systems, several committees of Congress consider it essential to assess the developing technologies and their broad societal impacts. General policies affecting areas such as innovation, education, use and management of radio frequency spectrum are also in a state of rapid change. The Communication and Informa-

tion Technologies Program includes several projects. One, on national information systems, and another, on telecommunication systems, are being conducted on a coordinated basis.

#### *The Patent System and New Technological Enterprises*

The climate for generating new technologically based enterprises in the United States has worsened during the past decade. Economists differ in their appraisals of the exact contribution such firms make to innovation, employment, and economic progress; however, it is possible that the contribution level is high and that technologically based enterprises are essential to the growth and revitalization of our society. Fledgling entrepreneurs and independent innovators are frequently dependent on, and influenced by, the patent system to a much greater degree than are large, established firms. In almost all aspects of the patent system - e.g., prosecution, inter-

ferences, licensing, litigation—small firms and individual inventors face far more difficult obstacles and economic choices than do the large firms. The importance of new technologically based firms to the future economic vitality of the United States underscores the need to assess the impact of the patent system on the generation and stimulation of such enterprises.

*Delivery date* Spring 1982 Call 226-2249 for further information

*Requesters* House Committee on the Judiciary Senate Committee on the Judiciary.

### *Information Technology and Education*

Over the last decade, the educational system has been increasingly pressed to meet a variety of new needs on a constant or even shrinking budget. The Federal and State governments now require that schools provide equal educational opportunities to groups traditionally outside the mainstream, such as the handicapped. Changing needs for job skills and changing demographic conditions also present new demands for education and training beyond the ages traditionally considered as the educational years. Information technology potentially provides opportunities for education systems to improve productivity and quality of instruction, and to offer more flexibility both in content, and in the time and place of offering. Previous attempts to enlist technology in education have had mixed outcomes, but the markedly lower cost and increased capability of new and projected computer technology, coupled with advances in telecommunication services, imply the need for a new look at educational use of technologies. The study will identify and project relevant technology and R&D activity and the providers and users of curricula, educational technology; and assess the likely impacts of selected alternative policies on the use of information technology.

*Delivery date:* Summer 1982. Call 226-2249 for further information.

*Requester* House Committee on Education and Labor.

### *Societal Impact of National Information Systems (NIS)*

The NIS project comprises four interrelated information system studies, selected in response to several expressed Committee interests and grouped to ensure more efficient management and reduce cost. The National Crime Information Center (NCIC) of the Federal Bureau of Investigation and related State use of computerized criminal histories are being studied. OTA is examining operational aspects, access to and use of data, principal user categories, data quality in the system, State uses of and attitudes toward NCIC, and alternative managerial and technical futures. Future electronic message systems are being studied with emphasis on the U.S. Postal Service's role in such systems and implications of alternative national policies. Electronic funds transfer is studied with a view toward identifying likely growth rates in these services and the implications for society of alternative national policies in this area. An overall assessment of the broader implications of computer-based national information systems was nearing completion at year-end and will serve as an umbrella tying together the information systems studies in particular sectors.

*Delivery date* Summer 1981 Call 226-2249 for further information

*Requesters* Senate Committee on the Judiciary House Committees: Judiciary, Post Office and Civil Service

### *Societal Impact of Telecommunications Technology*

This study reviews the telecommunication technology base and industry structure and identifies major participants in the domestic common carrier telecommunication sector, their roles and interactions. A variety of future policy frameworks are being developed, including one that assumes no major change in the extant legislative base. The implications of these alternative policy frameworks are examined on the basis of a com-

mon set of key issues, and the projected implications will be set forth as far and as clearly as possible. Common issues being examined include aspects of rates, economics, and accounting; implications of regulation: competition and industry oversight: industry and market structures; role of the Bell system: the use of resources and impacts on R&D: and implications for using and affected publics.

*Delivery date* Spring 1981 Call 226-2249 for further information.

Requester Senate Committee~ On Commerce, Science. and Transportation

### *Impacts of the 1979 World Administrative Radio Conference*

More than 150 nations' representatives met in Geneva, Switzerland, for 11 weeks in late 1979

to review and adjust the global allocation of uses of the radio magnetic spectrum. This major world meeting changed frequency allocations, adopted new definitions, planned additional future world and regional conferences, and modified the International Radio Regulations of the International Telecommunication Union (ITU). This study will review the U.S. preparations for and participation in that conference, identify its major results and project their impacts, and look at the future role of ITU and the U.S. participation in ITU and such future conferences.

*Delivery date* Fall 1981 Call 22(> -2249 for further information

Requester Senate Committee on Commerce, Science. and Transportation

## Oceans and Environment

Recent years have brought an increased awareness of the impact of the oceans on the well-being of humankind—the oceans' potential as a source of food, fuel, and hard minerals; their use as avenues of world commerce and communications; and their role in man's search for knowledge about his resources and environment. At the same time, we are beginning to understand that, although the oceans are vast, they are not inviolate to the interventions of man. Much more needs to be understood about the effects of such occurrences as oilspills, overfishing, the discharge of toxic substances and the role of the oceans in atmospheric carbon dioxide concentrations.

The United States, with a heavy marine interest, predicates its policies on facts derived from comprehensive ocean research. This effort is becoming increasingly more expensive as demands become more extensive. As a result, the job of Congress in determining the most effective allocation of Federal resources, both financial and in-

stitutional, has become more difficult and more critical.

To assist Congress in its deliberations, the Oceans and Environment Program focuses on a broad range of issues encompassing the uses and quality of the oceans and the systems deployed on or in the oceans or along their shores. The Program is particularly concerned with examining possible future uses of the oceans.

### *Fresh water Resources Management, Planning and Policy: An Assessment of Models and Predictive Methods*

The effective management and protection of our freshwater is of far-reaching importance to the future of the Nation. Serious problems currently confronting the United States include inadequate surface water supply, ground water, hazardous drinking water, and erosion of our most productive soils into rivers and streams. As the Nation's water problems become more complex, the often

conflicting advice presented to Congress by Federal agencies, advocacy groups, and expert witnesses is increasingly difficult to evaluate. Often this advice is based on the results of computer models and predictive methods of unknown quality or effectiveness. The information provided by these techniques becomes the basis for deciding such congressional water resource policy decisions as funding water supply structures, pollution control programs, and initiating the use of such new technologies as desalination. OTA's study of the tools that help supply this information will clarify which proposals are based on the best available analysis procedures and the assumptions and limitations of these tools. The assessment will consider a wider range of models and predictive methods, advising Congress of the credibility of the techniques used to predict the work of water resource projects and regulations, and the societal environmental effects of these decisions.

Delivery date: Spring 1981. Call 226-2046 for further information.

Requester: House Committee on Interior and Insular Affairs

### *High-Level Radioactive Waste Management and Disposal*

More than three decades into the nuclear age, this country still has no permanent disposal facilities for either military or commercial high-level radioactive waste. This assessment focuses on technologies for disposal of commercial high-level waste (spent fuel or solidified waste from processing). A clear understanding of the problem of managing radioactive waste from its generation to final disposal requires comprehensive analysis of the interactive relationships among possible storage and disposal technologies, transportation systems, regulatory considerations, and Federal, State, and local jurisdictional prerogatives. The OTA study is using a systems analysis technique to evaluate a range of strategies for developing and deploying a commercial high-level radioactive waste disposal system. Other waste forms are considered to the extent needed to determine how their management and disposal will affect commercial high-level waste disposal plans and to provide a basis for analysis

for the impacts of, and management problems presented by, a full-scale waste disposal system.

Delivery date Summer 1981 Call 226-2046 for further information

Requesters House Committee on Merchant Marine and Fisheries Supported by House Committees Science and Technology. Foreign Affairs Senate Committee on Energy and Natural Resources

### *Impacts of Atmospheric Alterations*

Many present day human activities—particularly the burning of fossil fuels—are altering the Earth's atmosphere in potentially harmful ways. The precise nature and extent of such activities is unclear. However, the potential consequences are severe enough to merit careful congressional consideration of domestic and international Federal policies.

Some of the consequences, such as acid rain, are occurring today. Others, such as global climate changes due to increasing carbon dioxide concentration, may appear within the next century. Increasing sulfur and nitrogen oxides and their transformation products (acid rains and oxidants) may damage thousands of lakes, decrease crop and forest productivity, deplete soil nutrients, and damage buildings and monuments. Increasing atmospheric carbon dioxide concentrations and other climate modifiers might result in global climate changes severe enough to disrupt present agricultural patterns and raise the sea level enough to flood major urban coastal areas throughout the world. Increasing sulfur and nitrogen oxides and certain climate modifiers may have adverse effects on human health.

The OTA study will develop a range of plausible impact scenarios covering the next several decades, describing the potential social, economic and environmental consequences of atmospheric changes caused by human activities. These scenarios will not attempt to "forecast" the future, but instead, present a range of plausible consequences of these changes, in terms responsive to near-term congressional decisions,

Delivery date Spring 1982 Call 226-2046 for further information

Requester HOUSE Committee on Interstate and Foreign Commerce

## Ocean Research Technology

Federal ocean research efforts amount to about \$1 billion per year and involve the operation of ships, satellites, buoys, aircraft, submarines, and other advanced technology. Our capabilities have increased in recent years. This has resulted in steady, repeatable data collection and survey work in several important areas. But such research work needs to be done with other ocean-related activities and phenomena—in particular, weather and climate, marine pollu-

tion, undersea mineral exploration, and fisheries (especially krill). This assessment identifies the technologies and management systems that are most effective in researching these four areas. OTA will describe the options available for technology development as well as for getting the most out of existing equipment and management systems,

Delivery date Early 1981 Call 226 2406 for information  
 Requester: Senate Committee on Commerce, Science, and  
 Transportation (S-P) (H-Q)

## Space Technology

The completion of the Apollo Program, the launchings of Landsat 1, the Synchronous Meteorological Satellite, and Applications Technology Satellite 6, and the arrival of the Viking spacecraft at Mars represented the culmination of U. S. civil space technology developments of the 1960's and early 1970's. These activities were marked by international dissemination of American space "know-how" and the birth of commercialized space systems, initially in communications. Since that time, advance in U. S. space technology capabilities have been slowed by markedly reduced funding, except for the Space Shuttle.

Many Federal, State, and local agencies use or are experimenting with uses of space-acquired data to support their missions. Private businesses in satellite communications have capital facilities valued at over \$1 billion, based on the established space technologies, and private interest in commercializing new space ventures is growing. The United States faces competition from several other nations with declared space goals and funded, competitive technical capabilities. The Space Shuttle is approaching operational capacity, but at present it serves only a limited orbital regime. Controversy exists over the readiness of certain technologies to become operational, and the institutional arrangements, policies and procedures, if any, appropriate to their commercialization. Because the relatively straightforward things have largely been done, the next major advances in space technologies are likely to be more costly and to take longer. Such advances

are highly risky and long-term: they are widely seen as requiring government funding

Congressional committees have expressed concern about national policies for [U. S. civil space activities in the light of these conflicting developments. OTA has been asked to assess the U.S. civil space activities: the economic, social, legal, and political impacts of the technologies and possible policy options dealing with the conflicts and issues suggested by the developments above,

The present study in this Program deals with overall issues and policy options and focuses on space applications. Topics such as science and exploration, the role of humans in space and their activities, and space transportation systems remain to be treated in depth.

## Space Policy and Applications

The assessment explores the adequacy of the Nation's present and future civilian space technology base. It examines the possible reliance on that base for applications of space technology in the 1980-2000 time frame. The focus will be on current and anticipated uses and management of remote sensing, communication satellites, materials processing in space, and the utilization of the space transportation system. A range of program and policy options will be developed, together with their societal, institutional, and economic implications. International impacts and cooperation and the U. S. space technology-based competitive position will also be considered. The

study has cross-cutting ties to the ongoing OTA assessments of solar power satellites, land productivity, and telecommunications, each with important space technology facets.

*Delivery date:* Summer 1981. Call 226-2209 for further information.

*Requester:* Senate Committee on Commerce, Science, and Transportation.

## Transportation

Of major concern to Congress is the ability of the transportation system in the United States to provide fast, efficient, and inexpensive mobility for people and goods. Transportation industries have had to contend with increasing economic, operational, environmental, and safety problems in recent years. In addition, there are a number of factors, growing in importance, which may force a change in transportation technology and policies in order to modify the system and the manner in which it is operated. These include:

- the almost complete dependence of the transportation system on petroleum in an era where dependence on imports must be reduced, and where supplies are dependent on the political stability of the Middle East;
- the rising percentage of the overall system cost represented by the cost of petroleum fuel;
- the physical deterioration of roadbeds and equipment at a more rapid rate than that of investment in their replacement; and
- the increasing cost of operating transportation systems—both public and private, freight and passenger—because productivity has not kept pace with demand for transportation services.

Since transportation supplies society with mobility for people and the wide range of goods and services needed, a degradation in the transportation system could significantly affect the character and lifestyle of society in the future.

In 1981, congressional interest will probably continue to focus on the influence of the cost and availability of petroleum and its effect on transportation systems, the deterioration of roadbeds and equipment, and the inability of the existing system (based on yesterday's technology) to meet the economic, environmental, and social needs of the future.

The Program will center its efforts on the effects of technological development in the areas of:

- goods movement technology—rail and truck systems—to improve service and reduce costs;
- urban transportation technology—evaluation of alternatives to the automobile to reduce petroleum consumption, emissions, and congestion;
- air transportation technology—to cope with changes in the system due to deregulation and increased costs of operation;
- reduction of the dependence on petroleum through the development of electrical propulsion and energy distribution systems.

### *Advanced Air Transportation Technology*

This assessment examines the impact of introducing or not introducing advanced high-speed aircraft into our future commercial fleet and of other potential commercial aircraft developments. The assessment is being conducted in four parts: 1) advanced high-speed aircraft (completed), which examines the economic, energy, environmental, and societal impacts of introducing advanced subsonic and/or supersonic aircraft into the future commercial fleet; 2) program management and financing alternatives of advanced high-speed aircraft, which examines alternative structures for financing and managing new aircraft programs, specifically an advanced supersonic transport; 3) low-density air service which studies its historical evolution, the economics of low-density service and the determinants of market size, conditions of competition, future evolution of the domestic commuter airline industry and the impact of deregulation; and 4) air cargo operations, which includes the historical background and current status of the airfreight industry, economics of airfreight and



the potential market, competitive concerns, and the potential for technological change in future cargo aircraft, including lighter-than-air systems.

*Delivery date* Part 1, published April 1980, Parts 24. spring 1981 Call 226 2249 for further information  
*Requesters* House Committee on Science and Technology

### *Airport and Air Traffic Control System*

Safety, performance in terms of capacity and delay, and productivity are vital concerns of our air transportation system. Increased traffic around many of our major and medium hubs, brought on partly through the Airline Deregulation Act of 1978, is contributing to safety, congestion, and delay problems. The cost of delay is becoming much more significant due to the increased cost of fuel. Also, public pressure against both noise and further expansion or development of airports is constraining possible solutions to these problems. However, there are a number of alternatives both technological and operational, which may help reduce or alleviate these problems. This is particularly true with regard to

airport airside capacity. For example, in the next decade, proposed plans call for substantial investments to implement new technologies for air traffic control such as microwave landing, collision avoidance, navigation, communications, surveillance and higher levels of automation of the traffic control function. Other alternatives propose more efficient use of existing airports, development or improvement of reliever airports, more efficient ground transportation systems, and separation of traffic for various user groups as a means to improve airport airside capacity. In light of changing air transportation operational patterns, new aircraft technologies, and rapidly changing telecommunications and information systems technologies, this assessment will look at the process of growth of the commercial and general aviation sectors and examine the relative merits of alternatives to satisfy the air travel demand of the 1980 to 2010 time frame.

*Delivery date* Summer 1981 Call 226 2249 for further information  
*Requesters* House Committee on Appropriations

## **Other Projects**

### **Technology for Local Development**

Technological innovations now being developed—such as land disposal of wastewater, distributed residential energy systems, and housing rehabilitation techniques—provide an alternative and possibly more effective approach to community and regional development. These technologies stress self-help and the use of renewable resources and are compatible with local capital and environmental requirements. This project assesses several prototype technologies, the local problems they may alleviate, and their feasibility and potential impacts. It examines options for Congress to build institutional structures that accrue the maximum benefits of these technologies to urban and rural communities,

*Delivery date* Early 1981 Call 226-2249 for further information  
*Requesters* Senate Committee on Governmental Affairs  
House Committees Select Committee on Population, Interior and Insular Affairs

### **Technological Innovation and Health, Safety, and Environmental Regulations**

This assessment evaluates alternative regulatory policies with regard to their effectiveness and efficiency in ensuring that the rate and direction of technological change are compatible both with health, safety, and environmental goals and with the goal of maintaining economic vitality. The study includes an examination of how regulatory policies, when integrated with technical market and financial considerations at the corporate level, influence private investments in innovation,

*Delivery date* Summer 1981. Call 226-2060 for further information.  
*Requester* Senate Committee on Commerce, Science, and Transportation

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**Section IV**

**TASK FORCE ON  
METHODOLOGY AND  
MANAGEMENT**

## Section IV

# TASK FORCE ON METHODOLOGY AND MANAGEMENT

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In November 1979, the OTA Director established an employee task force on Technology Assessment Methodology and Management with the following objectives:

- to improve the methodology and management of OTA's technology assessment projects;
- to build on OTA's 6 years of assessment experience, and on that of others in the public and private sectors and in other countries;
- to find ways to increase productivity and improve cost effectiveness in OTA; and
- to build a stronger team effort among OTA staff through cross-program and cross-divisional cooperation.

The Task Force, which includes a representative from each OTA program, met 12 times during the year and submitted its recommendations to the OTA Director in August 1980. Following discussions with OTA senior management and presentations to the Technology Assessment Advisory Council and the Technology Assessment Board, the OTA Director is implementing a number of the recommendations.

Dr. Gibbons noted that the work of the Task Force is a major contribution to better understanding and strengthening of the OTA assessment process leading to constructive, internal improvements at OTA.

Task Force recommendations now being implemented are:

- Development of an orientation program to help new staff, contractors, and consultants gain an earlier and more complete understanding of the OTA assessment process. The orientation package will include tape, written materials, personal briefings, and small group discussions.
- Improvement of intraoffice communication. For example, the publication "FOCUS" is now serving as a staff newsletter as well as a library reference document. Information kiosks and publication racks have been in-

stalled on each floor to increase staff awareness of the full range of OTA work. The well-received "Brown Bag" Friday seminar series also is effective in stimulating cross-program discussion on a wide variety of topics.

- Completion of an OTA operations manual which will be looseleaf so that it can be easily updated.

Several additional recommendations will be put into effect soon. These include revised OTA policies and procedures on preparation of project proposals, on internal review and approval of reports, and on project review checkpoints and project followup time.

The checkpoints will help encourage cross-program and crossdivisional review of projects at key points in the process, for example, at the point where the research is complete and a report outline has been developed but before the actual drafting of a report has begun. This should enable OTA to identify problems and provide guidance or assistance far in advance of the final draft.

Effective dissemination of study results is an essential part of the assessment process. The Task Force found that in the past, OTA had frequently given inadequate attention to communicating study findings effectively. A new draft policy would establish a 60- to 90-day period after report publication during which key project staff would be encouraged to take part in a variety of followup activities. These might include informal briefings for the requesting and interested committees, press briefings held jointly with committees, meetings with committees to advise them on possible witnesses and issues for hearings, presentation of OTA testimony, preparation of articles based on the study results for publication in scientific journals, and presentation of findings at scientific conferences. These kinds of activities help derive maximum returns to Congress on the investment in each project, and also contribute to the professional development of

OTA staff and the stature of OTA in the scientific and technical community.

Finally, there are a few recommendations related to productivity and quality control which will take time to implement:

First, a Task Force working group is preparing a technology assessment "workbook" for internal staff use which will bring together experience from every program about each major step of the assessment process. Lessons learned from new assessments will be folded into the workbook on a continuous basis through the use of project close-out reports, to be completed at the end of each major study.

Second, the Director has appointed an internal task force on OTA information systems. This group will review OTA's current use of information handling equipment, including word processors, computers, electronic typewriting equipment, and telephones, and to determine how to improve it. The task force will draw in part on related work already completed by the House Administration and Senate Rules and Administration Committees. It will also examine whether new services such as computer mailing, video-

conferencing, or electronic filing offer any potential benefits to OTA.

Third, over the next several months a series of staff development seminars will encourage a more regular exchange of learning within OTA and help sharpen the skills of the professional staff. Likely topics include policy analysis, Congressional relations, and assessment strategy and methodology.

OTA has already initiated a survey of TA methodology and strategy employed by selected private firms and foreign countries. Retrospective methodology reviews of selected completed OTA studies are also underway. The intent of this effort, in part a followup to the work of the Task Force and closely coordinated with NSF, has two dimensions. One is self-improvement. What can OTA learn from the experience and perspective of others regarding our own TA methodology and strategy? A second is to contribute to the broader TA professional community. It has been more than 4 years since OTA's last effort along these lines, which resulted in TAB hearings and a report on "Technology Assessment in Business and Government."

**Section V**

**ORGANIZATION  
AND OPERATIONS**

# Section V

## ORGANIZATION AND OPERATIONS

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Created by the Technology Assessment Act of 1972 (86 Stat. 797), OTA is a part of and is responsible to the legislative branch of the Federal Government. OTA received funding in November 1973 and began operations as the second session of the 93d Congress convened in January 1974.

The Act provides for a bipartisan Congressional Board, a Director, and such other employees and consultants as may be necessary to conduct the Office's work.

The Congressional Board is made up of six Senators, appointed by the President pro tempore of the Senate, and six Representatives, appointed by the Speaker of the House, evenly divided by party. In 1980, Cong. Morris Udall (D-Arizona) and Sen. Ted Stevens (R-Alaska) served as the Chairman and Vice Chairman, respectively, of the Board. The two posts alternate between the Senate and House with each Congress. The Board members from each House select their respective officer.

The Congressional Board sets the policies of the Office and is the sole and exclusive body governing OTA. The Board appoints the Director, who is OTA's chief executive officer, and a non-voting member of the board.

The Act also calls for a Technology Assessment Advisory Council comprised of 10 public members eminent in scientific, technological, and educational fields, the Comptroller General of the United States, and the Director of the Congressional Research Service of the Library of Congress. The Advisory Council advises the Board and the Director on such matters as the balance, comprehensiveness, and quality of OTA's work, and OTA's nongovernmental resources.

In providing assistance to Congress, OTA is to: identify existing or probable impacts of technology or technological programs; where possible, ascertain cause-and-effect relationships of the applications of technology; identify alternative technological methods of implementing specific actions; identify alternative programs for

achieving requisite goals; estimate and compare the impacts of alternative methods and programs; present findings of completed analyses to the appropriate legislative authorities; identify areas where additional research or data collection is required to provide support for assessments; and undertake such additional associated activities as may be necessary.

### Initiation, Processing, and Flow of Assessments

OTA's primary function is to provide congressional committees with assessments or studies that identify the range of probable consequences, social as well as physical, of policy alternatives affecting the uses of technology. Requests for OTA assessments may be initiated by:

- the Chairman of any standing, special, select, or joint committee of Congress, acting alone, at the request of the ranking minority member, or a majority of the committee members;
- the OTA Board; or
- the OTA Director, in consultation with the Board.

The authorization of specific assessment projects and the allocation of funds for their performance is the responsibility of the OTA Board. The Board early establishes priority areas of study, and approves individual assessment projects within those areas. To help in making these decisions, the Board considers recommendations and plans developed by OTA staff, and applies the following general selection criteria developed in consultation with the Advisory Council:

- Is this now or likely to become a major national issue?
- Can OTA make a unique contribution, or could the requested activity be done effectively by the requesting committee or another agency of Congress?
- How significant are the costs and benefits to society of the various policy options in-

volved, and how will they be distributed among various affected groups?

- Is the technological impact irreversible?
- How imminent is the impact?
- Is there sufficient available knowledge to assess the technology and its consequences?
- Is the assessment of manageable scope—can it be bounded within reasonable limits?
- What will be the cost of the assessment?
- How much time will be required to do the assessment?
- What is the likelihood of congressional action in response to this assessment?
- Would this assessment complement or detract from other OTA projects?

Assessment reports emerge from the combined effort of a staff with appropriate expertise, citizen advisory panels of experts, consultants, contractors, and other congressional information agencies. A particular assessment project may involve exploratory meetings, workshops of advisory panels, staff analyses, and consultant studies.

Different approaches are used. The method employed, personnel involved, and the skills tapped depend on the technology under study, the requesting client, the nature of the issues at stake, and the time available for and the setting of the project. Required to consider the needs of Congress, the vast range of technological issues, and the resources available for a study, OTA remains flexible in its assessment methods.

All OTA assessments strive to be objective, fair, nonpartisan, and authoritative. They must also be timely so as to meet congressional schedules.

### **Organizational Structure**

The Office is organized into three operating divisions, each headed by an assistant director. The three divisions are Energy, Materials, and International Security; Health and Life Sciences; and Science, Information, and Natural Resources. They encompass assessments grouped in the areas of energy, food and renewable resources, human resources, health, materials, in-

ternational security and commerce, oceans and environment, communication and information technologies, and space technology. A chart detailing OTA's organizational structure accompanies this section.

Staff professionals represent a wide range of disciplines and backgrounds, including the physical, biological, and environmental sciences, engineering, social sciences, law, and public administration. Professionals from executive branch agencies, detailed to OTA on a temporary basis, and participants in several congressional fellowship programs also contribute to the work of the Office.

### **Private Sector Involvement**

The private sector is heavily involved in OTA studies as a source of expertise and perspectives while an assessment is in progress. Contractors and consultants are drawn from industry, universities, private research organizations, and public interest groups.

OTA works to ensure that the views of the public are fairly reflected in its assessments. OTA involves the public in many ways—through advisory panels, workshops, surveys, and formal and informal public meetings. These interactions provide citizens with access to information and help OTA identify contrasts between the perspectives of technically trained and lay citizens.

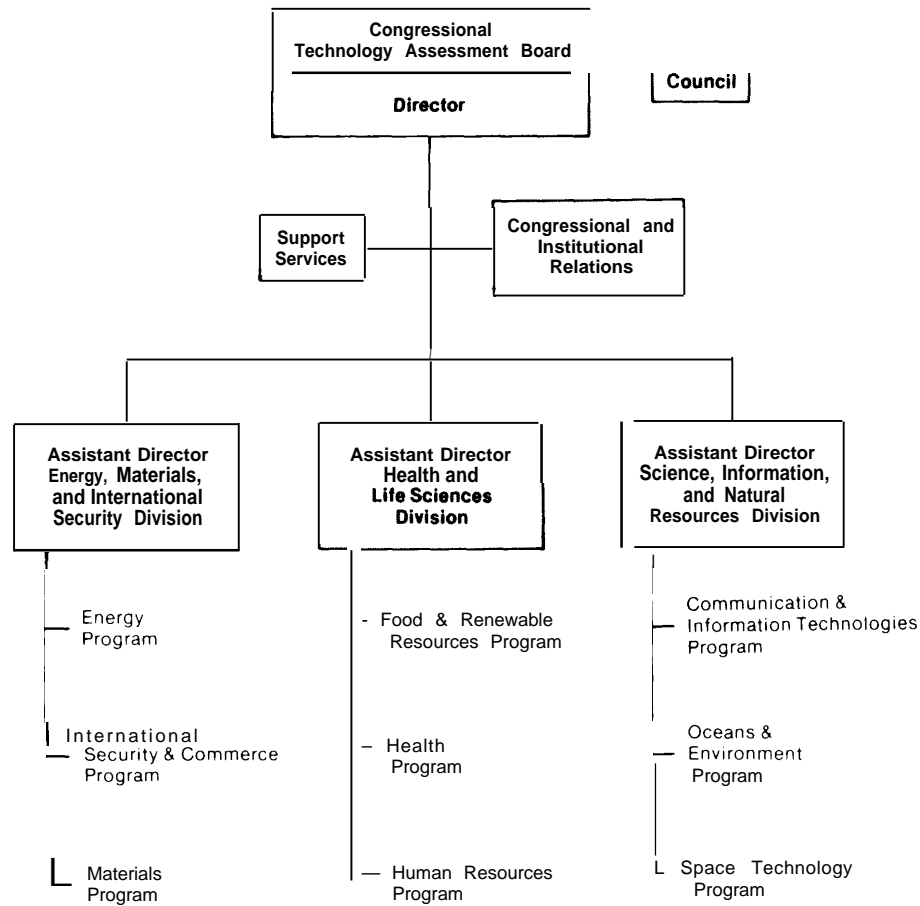
### **Operations**

OTA's Public Communication and Publishing units provide a variety of services to Congress, the public, and the media. These activities are featured elsewhere in this section.

In addition, the Operations Division provides numerous services to the OTA staff, contractors and consultants, panelists, members of the Advisory Council, and others in the OTA "family." Included among these services are the following:

- contract negotiation;
- personnel services;
- space, telephone, and equipment management;
- controllership and financial services;

## OTA Organization Chart



- financial and management reporting;
- literature searches and legislative reference;
- book and periodical library/circulation services; and
- travel arrangements and property management.

### Public Communications

The OTA Public Communications Office helps inform Congress and the public of OTA activities. The office acts as the main contact point with news media, handles public inquiries on OTA and its projects, directs special inquiries, and arranges press briefings. The office is also responsible for writing press releases and for coordinating and handling the initial distribution of reports, publication briefs, summaries, press releases, and other material to Congress, Board staff, and the

public. Public Communications maintains the OTA mailing list, which includes over 25,000 names of leaders in virtually every phase of government, academia, and private industry, as well as representatives from major national news media.

### Publishing Office

Production of OTA assessment reports and studies during 1980 has proven to be the most rewarding year of the agency's relatively short history. The Office has published and delivered to Congress 27 reports and studies that entailed 45 separate documents.

The recognition of the quality of information contained in the reports published is evidenced by:



- the numerous letter and phone requests received by the Publishing Office;
- the upsurge in sales of OTA reports and subsequent reprinting by the Government Printing Office (GPO);
- the sales recorded by the National Technical Information Service (NTIS);
- the number of private publishers that are reprinting OTA reports; and
- the Superintendent of Documents' selection of 24 OTA titles that will be displayed in six cities of the Peoples Republic of China in May 1981.

**REQUEST FOR PUBLICATIONS**

In order to expedite requests for OTA reports in a more efficient and timely manner to Members of Congress, congressional committees, Government agencies, and the general public, it was decided that the Publishing Office would be the central point for requests. This procedure enabled the Office to maintain an accounting of reports and keep an accurate inventory after the initial distribution was made to Congress. Since March 1980, the Publishing Office processed over 18,900 single and multiple requests. Of this total, 3,014 were requested by congressional offices (averaging 17.3/day) and 10,396 by the private sector (averaging 58.7/day).

**SALES OF PUBLICATIONS**

**Government Printing Office.** -Sales of OTA publications by the Superintendent of Documents are proving to be quite popular with the public. According to a Superintendent of Documents spokesman:

in comparison with other Federal agencies, OTA reports are considered good sellers. They have been selling at a higher and faster volume, they're better prepared than most agencies reports, and that they appear to be more understandable to the buying public .

The Superintendent of Documents sold 12,131 OTA reports for the period October 1 through December 30, 1980. Between January and December 1980, GPO sold 48,200 OTA reports for an estimated gross income of \$280,000.

**Summary of Sales of OTA Publications Through the Superintendent of Documents, GPO (July 1976 through December 1980)**

	As of 12/79	As of 12/80	12 mos difference
Number of Individual titled publications put on sale to the public.	83	105	+ 22
Total number sold: :	76,586	124,789	+ 48,203
Estimated GPO gross receipts from sales*	\$271,880	\$551,379	+ \$279,499

\*Based on single copy selling price

**National Technical Information Service.**

-NTIS sells scientific reports and papers that are, generally, not in great demand but are useful for scientific researchers. NTIS is the outlet for assessment working papers and contractor reports that are unavailable elsewhere.

During the past 18 months, NTIS informs us that sales of OTA reports have more than doubled and that 20 of OTA publications have made their bestseller list.

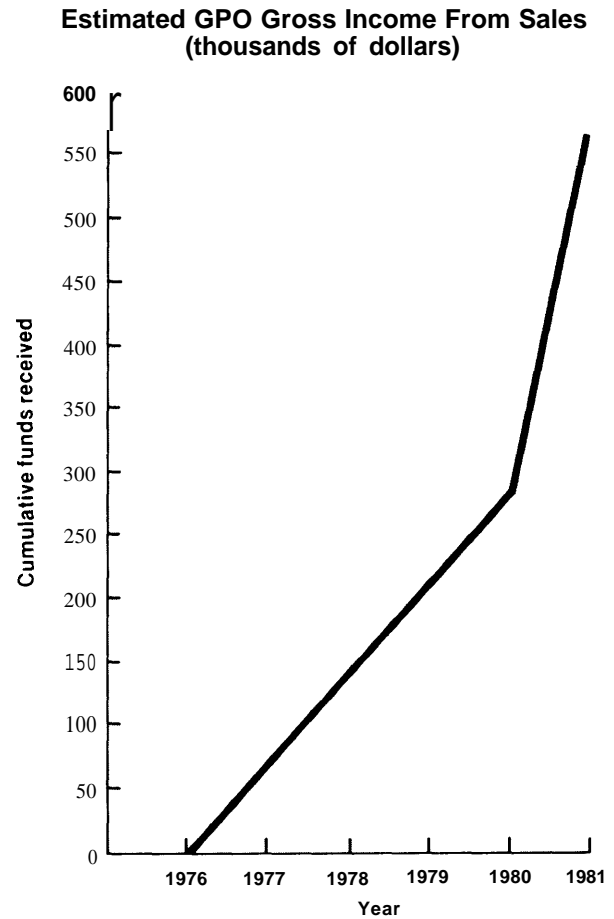
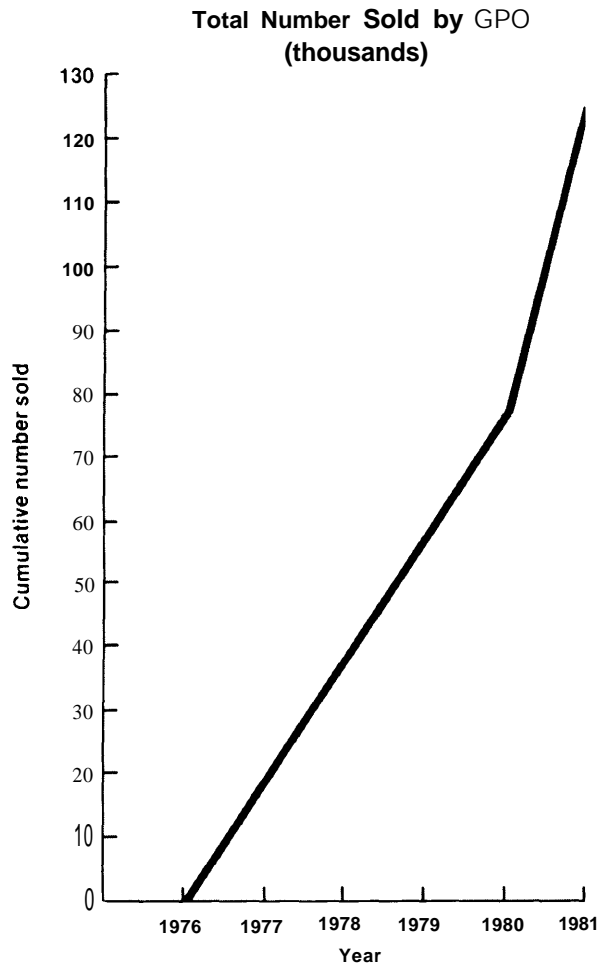
**Summary of Sales of OTA Publications Through the National Technical Information Service (July 1976 through December 1980)**

Number of Individual titled publications put on sale to the public		102
Total number sold (hard copy)	5,200	16,71
(microfiche)	10,971	
Estimated NTIS gross receipts from sales :		\$77.183

Totals	No of copies sold	Estimated dollar amount
GPO . . . .	124,789	\$551,379
NTIS :	16,171	\$ 77,183
<b>Grand totals</b>	<b>140,960</b>	<b>\$628.562</b>

The Superintendent of Documents was recently requested by the Peoples Republic of China to exhibit U.S. Government publications in six cities of China in May 1981. Based on the specific interests of the Peoples Republic of China, the Superintendent of Documents chose 24 of OTA's publications for display. The following publications were chosen:

- Cancer Testing Technology and Saccharin
- Policy Implications of the Computed Tomography (CT) Scanner



- An Evaluation of Railroad Safety
- Ocean Thermal Energy Conversion
- Application of Solar Technology to Today's Energy Needs, VOLS. I & II
- Assessing the Efficacy and Safety of Medical Technologies
- The Direct Use of Coal
- Drugs in Livestock Feed: Technical Report
- A Review of Selected Federal Vaccine and Immunization Policies Based on Case Studies of Pneumococcal Vaccine
- Technical Options for Conservation of Metals: Case Studies of Selected Metals and Products
- Gasohol: A Technical Memorandum
- Technology and East-West Trade
- Environmental Contaminants in Food
- Impact of Advanced Air Transport Technology, Part 1: Advanced High-Speed Aircraft

- Recent Developments in Ocean Thermal Energy: A Technical Memorandum
- Ocean Margin Drilling: A Technical Memorandum
- Technology and Steel Industry Competitiveness
- The Effects of Nuclear War
- Materials and Energy From Municipal Waste
- Computer Technology in Medical Education and Assessment: A Background Paper
- Pest Management Strategies in Crop Protection
- An Assessment of Oil Shale Technologies
- Energy From Biological Processes
- The Implications of Cost-Effectiveness Analysis of Medical Technology

**PRIVATE SECTOR REPRINTING**

Private publishers have expressed interest in several OTA publications. As of January 1981, nine OTA reports have been or are being commercially reprinted. This is in addition to the sales by GPO and NTIS. The following is a listing of the commercial publishers and the OTA publications that are being reprinted:

Friends of the Earth, Denver, Colo.

—Energy From Biological Processes—  
Summary

• McGraw Hill, New York

—Enhanced Oil Recovery Potential in the  
United States

—An Assessment of Oil Shale Technologies

—World Petroleum Availability: 1980-2000

—Energy From Biological Processes, vol. 11

• Allanheld, Osmun Publishers, New York

—The Effects of Nuclear War

—Technology and East-West Trade

—Residential Energy Conservation, vol. I

• Westview Press, Boulder, Colo.

—Energy From Biological Processes, vol. I  
Praeger Publishing Co. , New York

—Nuclear Proliferation and Safeguards

**OTHER ACTIVITIES**

In a joint effort, OTA, CRS, CBO, and GAO put together an information kit containing a brochure about each agency and its functions. One hundred copies of the kit were used by the Secretary of the Senate and their personal staffs; 200 copies were distributed to CBO; 100 copies were distributed to GAO; and 1,100 copies were distributed to CRS to be used for their congressional staffs. OTA served as the coordinator in this effort.

## Organizational Roster of OTA Staff as of December 1980

### OFFICE OF THE DIRECTOR

John H. Gibbons, Director  
Sue Bachtel, Executive Assistant  
Barbara O'Bryan, Secretary  
Sylvia Mokhtarian, Secretary

### Congressional and Institutional Relations

Marvin Ott, Director CIR  
Eugenia Ufholz, Assistant to Director CIR  
Patricia Halley, Secretary

### Medical Services

Rose McNair, Resident Nurse

### ENERGY, MATERIALS, AND INTERNATIONAL SECURITY DIVISION

Lionel S. Johns, Assistant *Director*  
Linda Riddiough, Division Assistant

### Energy Program

Richard Rowberg, Program Manager  
Thomas Bull, Project Director  
Alan Crane, Project Director  
Marian Grochowski, Secretary  
Charles Holland, Senior Analyst  
Nancy Naismith, Project *Director*  
Stephen Plotkin, Senior *Analyst*  
Lillian Quigg, Administrative Assistant  
Jennifer Robison, Project *Director*  
James Ryan, *OTA Fellow*  
Joanne Seder, Research Assistant  
Edna Saunders, Secretary  
Paula Stone, Senior Analyst  
Richard Thoreson, Senior Analyst  
Ray Williamson, Project Director

### International Security & Commerce Program

Peter Sharfman, program Manager  
John Alic, Project Director  
Martha Caldwell, Analyst  
Ronnie Lee Goldberg, Project *Director*  
Helena Hassell, Secretary  
Jeremy Kaplan, Project Director  
Dorothy Richroath, Editorial Assistant  
Jacqueline Robinson, Administrative Assistant

### Materials Program

Audrey Buyrn, Program Manager  
Patricia Canavan, Secretary  
William E. Davis, Senior Analyst  
Carol Drohan, Administrative Assistant  
Joel Hirschhorn, Project Director  
Gerd Kleineberg, OTA Fellow  
Karen Larsen, Analyst  
Phillip Robinson, Senior Analyst

### HEALTH AND LIFE SCIENCES DIVISION

Joyce Lashof, Assistant Director  
Ogechee Koffler, Division Assistant

### Food and Renewable Resources Program

Walter E. Parham, Program Manager  
Phyllis Balan, Administrative Assistant  
Christine Elfring, OTA Fellow  
Elizabeth Galloway, Secretary  
Barbara Lausche, Analyst  
Michael Phillips, Project Director  
Bruce A. Ross, Project Director  
Elizabeth Williams, Project Director

### Health Program

H. David Banta, Program Manager  
Clyde Behney, Project Director  
Virginia Cwalina, Administrative Assistant  
Shirley Gayheart, Secretary  
Michael Gough, Project Director  
Nancy Kenney, Secretary  
Arthur Kohrman, OTA *Fellow*  
Bryan Luce, Senior Analyst  
Judith Randal, OTA *Fellow*  
Michael A. Riddiough, Senior Analyst  
Gloria Ruby, Analyst

### Human Resources Program

Gretchen Kolsrud, Program Manager  
Marya Breznay, Administrative Assistant  
Susan Clymer, Secretary  
David Cantor, Analyst  
Les Corsa, Project Director  
Zsolt Harsanyi, Project Director  
Emiline Ott, *Senior Analyst*

**SCIENCE, INFORMATION, AND  
NATURAL RESOURCES DIVISION**

John Andelin, Assistant Director  
Doris Smith, *Division Assistant*  
Samuel Hale, *Executive Assistant*

Marci Conors, *Intern*  
Scott Finer, *Analyst*  
William Mills, *Senior Associate*  
Marsha Mistretta, *Administrative Assistant*  
John Young, *Project Director*

**Communication and Information  
Technologies Program**

Stephen Doyle, *Program Manager*  
Norman Balmer, *Project Director*  
Raymond Crowell, *Project Director*  
Elizabeth Emanuel, *Administrative Assistant*  
Teri Miles, *Secretary*  
Zalman Shaven, *Senior Analyst*  
Richard Weingarten, *Project Director*  
Frederick Wood, *Project Director*

**Oceans and Environment Program**

Robert Niblock, *Program Manager*  
Prudence Adler, *Analyst*  
William Barnard, *Senior Analyst*  
Kathleen Beil, *Administrative Assistant*  
Rosina Bierbaum, *OTA Fellow*  
Thomas Cotton, *Senior Analyst*  
Robert Friedman, *Analyst*  
Linda Garcia, *Analyst*  
Nancy Ikeda, *Analyst*  
Peter Johnson, *Associate*  
Daniel Kevin, *Analyst*  
Lucia Turnbull, *Analyst*  
Linda Wade, *Secretary*

**Space Technology Program**

Richard Marsten, *Program Manager*  
Marion Fitzhugh, *Secretary*  
Donna Valtri, *Analyst*

**Transportation Program**

Robert Maxwell, *Program Manager*  
Lee Dickinson, *Project Director*  
Larry L. Jenney, *Project Director*  
Jacqueline Mulder, *Secretary*  
Paula Walden, *Administrative Assistant*  
Jerry Ward, *Senior Associate*  
Richard Willow, *Associate*

**OPERATIONS DIVISION**

Bart McGarry, *Operations Manager*

**Administrative Services**

Thomas P. McGurn, *Administrative Officer*  
Susan Carhart, *Director of Contracts & Legal Services*  
Lola Craw, *Assistant to Administrative Officer*  
Alexandra Ferguson, *Contract Specialist*  
Susan Klugerman, *Conference Center Coordinator*  
Michael McIntyre, *Research Assistant*  
Pearl Smulevitz, *Contract Specialist*  
Geneva Watkins, *Travel & Admin. Training Coor.*

**Financial Services**

Alban Landry, *Controller*  
Bill Burnett, *Voucher Examiner*  
Loretta O'Brien, *Computer Technician*  
Janice Perocchi, *Manager/Systems Planning Group*  
Ann Woodbridge, *Manager/Operations Group*

**Information Center**

Martha Dexter, *Manager, Information Services*  
Suzanne Boisclair, *Information Technician*  
Carolyn Crenshaw, *Information Technician*  
Marian Ulincy Starr, *Asst. Mgr., Information Services*

**Personnel Office**

William Norris, *Personnel Officer*  
Katherine Mason, *Personnel Specialist*

**Public Communications Office**

John Burns, *Senior Editor*  
Jean McDonald, *Press Officer*  
Annette Taylor, *Assistant to the Press Officer*

**Publishing Office**

John C. Holmes, *Publishing Officer*  
Kathie S. Boss, *Assistant Technical Specialist*  
Debra Datcher, *Administrative Assistant*

## **APPENDIXES**

**Appendix A-Summary Report of Advisory Council Activities**

**Appendix B-Work in Progress (as of 12=31-80)**

**Appendix C—1980 Services to Congress**

**Appendix D-List of Published OTA Reports**

**Appendix E-List of Advisors and Panel Members**

**Appendix F—Technology Assessment Act of 1972**

## Summary Report of Advisory Council Activities

**Charles N. Kimball, *Chairman***

It was with great pleasure that I accepted the chairmanship of the Technology Assessment Advisory Council, succeeding Dr. Frederick Robbins upon his assumption of the presidency of the National Institute of Medicine. I was particularly gratified that Dr. Jerome Wiesner agreed to serve with me as Vice Chairman of the Council.

The scientific and technological capabilities of the United States are diffused broadly in the industrial, academic, and research communities—public and private. If this Nation is to successfully confront the problems of the 1980's, science and technology must play a central role. Progress in agriculture, energy, health, transportation, telecommunications, trade, environmental protection, resource extraction, and other major sectors of activity is dependent on the scientific and technological enterprise. Government policies in turn have a critical impact on the health of that enter-

prise. Consequently, it is particularly important that Congress have access to the best scientific and technological judgment available in establishing national policies and programs,

OTA plays a vital role in gathering and focusing expertise from around the country on major issues facing Congress. The Advisory Council, comprising distinguished individuals from various disciplines, locations, and professions, works with the Congressional Board and the Director in this process.

Under the direction of Dr. John Gibbons, OTA has become an increasingly potent instrument in bringing science and technology to bear upon the Nation's needs. That role will assume even greater importance as we confront the challenges and complexities ahead.

## Work in Progress (as of 12-31-80)

1. Alternative Energy Futures
2. Solar Power Satellite Systems
3. Synthetic Fuels for Transportation
4. Dispersed Electric Energy Generating Systems
5. An Analysis of Nuclear Powerplant Standardization Problems
6. Impact of Technology on Competitiveness of U.S. Electronics Industry
7. U.S. Industrial Competitiveness: A Comparison of Steel, Electronics, and Automobiles
8. Technology and Soviet Energy Availability
9. MX Missile Basing
10. An Assessment of Development and Production Potential of Federal Coal Leases
12. An Assessment of Nonnuclear Industrial Hazardous Waste
13. U.S. Food and Agricultural Research
14. Impact of Technology on Productivity of the Land
15. Technologies for Determining Cancer Risks From the Environment
16. Evaluation of Veterans Administration Agent Orange Protocol
17. Technologies for the Handicapped
18. Strategies for Medical Technology Assessment
19. Impacts of Applied Genetics
20. Technology and World Population
21. Technological Innovation and Health, Safety, and Environmental Regulations
22. The Patent System and Its Impact of New Technological Enterprises
23. Assessment of the Societal Impact of National Information Systems
24. Societal Impact of Telecommunications Technology
25. Space Policy and, Applications
26. Impacts of the 1979 World Administrative Radio Conference
27. Information Technology and Education
28. An Assessment of High-Level Radioactive Waste Management and Disposal
29. Impacts of Atmospheric Alterations
30. Freshwater Resources Management, Planning, and Policy: An Assessment of Models and Predictive Methods
31. Ocean Research 'Technology
32. Impact of Advanced Air Transport Technology
33. Airport and Air Traffic Control System
34. Automotive Fuel Efficiency and Alternative Energy Sources



# 1980 Services to Congress

## Communications With Congress

### *Testimony*

- House Committee on Science and Technology: National Academy of Sciences Report: Energy in Transition, 1985-2010.
- House Committee on Science and Technology, Subcommittee on Transportation, Aviation and Communications: Management and Financing Options for Advanced Air Transport.
- House Committee on Appropriations, Subcommittee on Legislative Branch: OTA Fiscal Year 1981 Appropriations Request.
- Senate Committee on Appropriations, Subcommittee on Legislative Branch: OTA Fiscal Year 1981 Appropriations Request.
- Senate Committee on Governmental Affairs, Subcommittee on Energy, Nuclear Proliferation and Federal Services: S. 1699, The Energy Impacts Assistance Act of 1979.
- House Committee on Science and Technology, Subcommittee on Energy Development and Applications: H.R. 6638, The Municipal Waste-to-Energy Act of 1980.
- House Committee on Interstate and Foreign Commerce, Subcommittee on Health and the Environment: Health Professions Educational Assistance Act of 1976.
- Senate Committee on Veterans' Affairs: Veterans Administration Agent Orange Study,
- Senate Committee on Commerce, Science, and Transportation; Subcommittee on Science, Technology, and Space: S. 2015, Transportation Energy Efficiency Act.
- House Committee on Science and Technology: H .R. 7178, The R&D Authorization Estimates Act.
- House Committee on Science and Technology, jointly with House Committee on Interstate and Foreign Commerce and International Trade Subcommittee on the House Committee on Banking, Finance, and Urban Affairs: Technology and East-West Trade.
- Committee on Interstate and Foreign Commerce, Subcommittee on Health and the Environment: Drugs in Animal Feed.
- Senate Committee on Commerce, Science, and Transportation: Subcommittee on Science, Technology, and Space: Oversight hearings on the implementation of the Science and Technology, Policy, Organization and Priorities Act of 1976 and the Operation of the Office of Science and Technology Policy.
- House Committee on Science and Technology, Subcommittee on Energy Development and Applications: Cogeneration.
- House Committee on Interstate and Foreign Commerce, Subcommittee on Energy and Power: Methanol Fuel.
- Senate Committee on Environment and Public Works: Steel Industry.
- Senate Committee on Budget, Subcommittee on Industrial Growth and Productivity: Steel Industry.

### *Director's Congressional Appointments*

- The Hon. Melvin Price, Chairman, House Committee on Armed Services.
- The Hon. Jennings Randolph, Chairman, Senate Committee on Environment and Public Works.
- The Hon. James M. Hanley, Chairman, House Committee on Post Office and Civil Service.
- The Hon. Harley O. Staggers, Chairman, House Committee on Interstate and Foreign Commerce.
- The Hon. Harold T. Johnson, Chairman, House Committee on Public Works and Transportation.
- The Hon. Henry S. Reuss, Chairman, House Committee on Banking, Finance and Urban Affairs.
- The Hon. Robert N. Giaimo, Chairman, House Committee on the Budget.
- Richard A. Wegman, chief counsel and staff director, Senate Committee on Governmental Affairs.
- The Hon. Claiborne Pen, Chairman, Senate Committee on Rules and Administration.
- The Hon. Adam Benjamin, Jr., Chairman, Subcommittee on Legislative Branch, House Committee on Appropriations.
- The Hon. Carl D. Perkins, Chairman, House Committee on Education and Labor.
- Letitia Chambers, staff assistant to Sen, Harrison A. Williams, Chairman, Senate Committee on Labor and Human Resources.
- Jonathan W. Fleming, legislative assistant for Sen. Alan D. Cranston, Chairman, Senate Committee on Veterans' Affairs.
- Joan Drummond, staff assistant to Sen. Robert C. Byrd, Senate Majority Leader.
- The Hon. Herman E. Talmadge, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry,

- The Hon. Edward J. Derwinski, Ranking Minority Member, House Committee on the Post Office and Civil Service.
- The Hon. Robert T. Stafford, Ranking Minority Member, Senate Committee on Environment and Public Works.
- The Hon. Robert Wilson, Ranking Minority Member, House Committee on Armed Services.
- The Hon. Donald H. Clausen, Ranking Minority Member, House Committee on Interior and Insular Affairs.
- The Hon. J. William Stanton, Ranking Minority Member, House Committee on Banking, Finance, and Urban Affairs.
- The Hon. Howard W. Cannon, Chairman, Senate Committee on Commerce, Science, and Transportation.
- Minority Chief Counsel, Senate Committee on the Judiciary.
- The Hon. John J. Rhodes, Minority Leader, U.S. House of Representatives.
- The Hon. Albert Gore, Jr., U.S. House of Representatives.
- The Hon. Alan Cranston, U.S. Senate.
- Staff Director, Senate Committee on Finance.
- Staff Director and Counsel, Subcommittee on Energy and Power, House Committee on Interstate and Foreign Commerce.
- Staff Director, Subcommittee on Energy Development and Applications. House Committee on Science and Technology.
- The Hon. Ted Stevens, U.S. Senate.
- The Hon. Morris K. Udall, U.S. House of Representatives.
- The Hon. John Wydler, U.S. House of Representatives.
- The Hon. Larry Winn, Jr., U.S. House of Representatives.
- The Hon. Edward M. Kennedy, U.S. Senate.
- The Hon. Joseph L. Fisher, U.S. House of Representatives.

### Responses to Congressional Inquiries

OTA regularly receives inquiries from congressional offices concerning issues which are the subject of ongoing or recently completed assessments. Responses to such inquiries are provided both orally or in brief written communications.

Cong. Don Fuqua Technological issues of the 1980's (other than energy or military)

Cong. Bill Green . Energy advantages of high-density urban areas

Sen. Birch Bayh Ohio River Basin energy study  
Sen Howard

Metzenbaum ., Low head hydro

Congressmen Edward

Markey and Joseph

F i s h e r

Cong. Paul Simon

Cogeneration

Introduction of methanol as a transportation fuel

Sen. Thomas Eagleton

Conservation and Solar Energy Programs of the Department of Energy

Cong. Mike McCormack Energy demand

Sen. Jacob Javits . . . . Electric power transmission costs

Cong. Leon Panetta Breeder reactor schedule

Cong. Morris Udall Coal

Cong Robert McClory Wood energy

Cong. Bill Green ., Energy conservation in cities

Cong, Jerry Huckaby Nuclear powerplant

standardization

Cong. Henry Reuss Energy and the cities

Cong. Charles Vanik Technology and steel industry competitiveness

Congressmen Harley

Staggers, John

Dingell, Bob Eckhardt,

and James Florio

Hazardous waste

Sen. John Glenn Calderon process

Cong, John Dingell ., Mandated study on toxic

substances, DOE studies of

ethanol/methanol toxicity

Sen. Herman Talmadge

Chiropractic in New Zealand, Report of the Commission of inquiry

Sen. Alan Cranston . . Five Epidemiologic Studies about

herbicides and cancer incidence,

photovoltaic costs, relative safety

features of fission and fusion,

agent orange

Senators John Melcher,

Max Baucus, and

Cong. Ron Marlenee

Study of saline seeps—their causes, consequences, and correction—in the Fort Benton - Highwood Bench region of Montana

Sen. Spark Matsunaga . Tropical/subtropical nutrition research

Sen. Daniel Inouye. Ocean thermal energy conversion

Cong. Berkley Bedell CO, problem, oil and gas reserves controlling ethanol imports

Cong. George E.

B r o w n , J r Results of the public participation and Three Mile Island conference, regulating chemicals, health, hazardous waste assessment

Sen. Charles Percy. . . Present storage capacity problem at nuclear reactors

Cong Tom Evans Skills needed in future technicians  
 Cong Don Fuqua Moon Treaty  
 Sen George McGovern The effects of nuclear war  
 Cong Patricia Schroeder Oil shale  
 Cong. Ronnie Flippo Solar power satellites  
 Cong. Robert McClory Kemeny report  
 Cong. Anthony Toby Moffett Propane/natural gas  
 Cong. James Blancard Biomass and oil shale  
 Cong Christopher Dodd Coal transmission  
 Cong. Ted Weiss Coal slurry pipeline, cost-effectiveness study  
 Cong. Cecil Hefel Mechanical cogeneration  
 Cong, James Sensenbrenner Coal slurry pipeline  
 Cong Jack Kemp Coal slurry pipeline  
 Sen. Paul E. Tsongas International solar work, Massachusetts utilities  
 Sen Howard Metzbaum Synfuels processes and direct hydrogenation  
 Cong Sam Gibbons Steel Industry competitiveness  
 Sen. Lowell P Weicker, Jr Psychotherapy case study advisory panel  
 Cong Robert W Daws Medical technologies: tough decisions for the hospital trustee  
 Cong Carlos J Moorhead WARC 1979 study and air traffic control-collision avoidance  
 Cong. Robert Duncan Air traffic control-collision avoidance  
 Cong Robert A, Young Air traffic control -collision avoidance  
 Cong Nicholas Mavroules Plant Varieties Act, HR. 999  
 Cong George E Brown, Jr, Regulating chemicals, health Many inquiries regarding the psychotherapy background report and the periodontal disease case study  
 Sen. Bill Bradley. Cogeneration, dispersed electricity  
 Sen Paul Tsongas Massachusetts utilities  
 Cong Charles E Grassley Gasohol prices  
 Cong Bill Frenzel Conservation marketing  
 Sen Edward NI Kennedy Review of JEC report  
 Cong. Caldwell Butler Gasohol's energy balance  
 Cong Thomas S Foley Agriculture water use

**Briefings, Presentations, Workshops for Congressional Staff**

<i>Committee</i>	<i>Topic</i>
SENATE:	
Appropriations	NSF work in population Ocean drilling National Oceanic Satellite Taggants Agent orange NSF/NASA appropriations
Armed Services . .	Hospital information systems
Banking, Housing & Urban Affairs	Residential energy conservation ITC study of international trade in integrated circuits Administration embargo of high technology exports to the U.S.S. R. Electronic funds transfer assessment
Budget . . . . .	Economic growth and productivity Productivity hearings
Commerce, Science & Transportation	Steel and electronics studies OTA space study Moon Treaty Proposed study on airports and air traffic control WARC 1979 Industrial competitiveness COMSAT/INMARSAT Tanker accidents Proposed legislation to modify Communications Act of 1934 Wind machines Automotive development-GM, Ford, and Chrysler Draft of technology and oceanographic report
Energy & Natural Resources	Biomass for S. 923 conference DOE C&SE study Oil shale report Ocean thermal energy conversion Coal leasing assessment Utah task force results Technology and Soviet energy availability
Environment & Public Works	Land Productivity Analysis of spent fuel storage

		Away-from-reactor siting question, disposal problems	Appropriations	Technology and world population
		S. 1480-Environmental Emergency Response Act		FAA'S discrete address beacon system (DABS)
		International Wildlife Resource Conservation Act of 1980		Future of electric vehicles
		Acid rain		An evaluation of the Cooperative Automotive Research Program (CARP)
F i n a n c e		Evaluation of chiropractors		Proposed study on air traffic and air traffic control
		Liquefied natural gas		Agent orange
		The value of pneumococcal vaccine		Taggants
		Psychotherapy case study		Cost effectiveness and PSROs
		Colonial Virginia Foundation for Medical Care	Banking, Finance & (Urban Affairs)	Transportation and the evolution of cities
Foreign Relations		Cost-effectiveness study		
		Soviet energy	B u d g e t	Financial incentives of oil shale development
		Technology and world population		Technology and world population
		Relationship of OTA population assessment and Foreign Relations Committee population study	Education & Labor	Information technology and education
		Subcommittee staff report on international population programs	Foreign Affairs	U.S trade policy: technology transfer
Governmental Affairs		Taggants (including attendance at markup session at committee request)		Tropical deforestation
		Office of Strategic Technology	Intelligence	Acid rain
		Energy technologies and oil supply disruptions		Nuclear role in satisfying future electricity demand
Judiciary	NCIC	report	Interior & Insular Affairs	Oil shale
		Patent study		MX missile basing
Labor and Human Resources		Cost-effectiveness study		Minerals policy, nonfuels minerals
		Physician supply and requirements		Ground water models
		Past OTA work		Management & disposal of nuclear waste, away-from-reactor siting
		Patent study		Freshwater resource study
Rules & Administration		Congressional computer and graphics capabilities and possible use for population presentations		<b>Agricultural</b> water use assessment
Small Business		Generic drugs	Interstate & Foreign Commerce	DOE authorization hearings
		Acid rain		Eliminating the deductible requirement in medicare's reimbursement policies for blood donations
Steel Caucus		Steel Industry competitiveness		Use of the nonreplacement fee in blood banking
Veterans' Affairs		Health effects of agent orange		Payment for vaccines under medicare
		Expected mortality for a population the size and age distribution of Vietnam		Physician supply and requirements
		Theater Veterans, 1970-79		Drugs in Livestock feed report
		Ingestion and inhalation of radioactivity at Utah A-bomb tests		OTA studies on benefits and costs of medical technologies
HOUSE:				Cancer risks
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Technology Assessment Activities of the National Science Foundation, June 12 and 13, 1974, OTA-A-2 (Hearings before the OTA Congressional Board)

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Requirements for Fulfilling a National Materials Policy, August 1974, OTA-M-4 Consists of the proceedings of a conference on a national materials policy sponsored by the Federation of Materials Societies from August 11-16, 1974, at Henniker, N.H.

Automobile Collision Date An Assessment Of Needs and Methods of Acquisition, OTA-T-5 Analyzes the nationwide data base on automobile accidents in light of proposals by the National Highway Traffic Safety Administration to use crash recorders to relate crash forces to injuries

"An Analysis Of the Department Of the Interior's Proposed Acceleration of Development of Oil and Gas on the Outer Continental Shelf, March 1975, (1) "

An Analysis Identifying issues in the Fiscal Year 1976 ERDA Budget, March 1975, (2) "

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An Analysis of the Feasibility of Separating Exploration From Production of Oil and Gas on the Outer Continental Shelf, May 1975, OTA-O 7 Analyzes the potential for and the alternative methods by which exploration for and production of oil and gas resources on the Outer Continental Shelf could be separated into two distinct operations

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<sup>1</sup>Included in appendix in publication OTA O-7  
<sup>2</sup>Published as Committee Print Senate Committee on Commerce  
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Sierra Club

Bruce M. Hannon  
Director  
Energy Research Group  
University of Illinois

Michael Hogan  
E. J. Rager & Associates

Max M. Levy  
Vice President  
Columbia LNG Corp.

William R. Robertson  
Executive Secretary-Treasurer  
Los Angeles County Federation of  
Labor

Robert L. Solomon  
Assistant Director  
California Energy Resources  
Conservation & Development  
Commission

Macauley Whiting  
The Dow Chemical Co.

#### Nuclear Powerplant Standardization Workshop Participants

Harold W. Lewis, *Chairman*  
Department of Physics  
University of California

Myer Bender  
Director of Engineering  
Oak Ridge National Laboratory

Sidney Bernsen  
Manager of Nuclear Engineering  
Thermal Power Organization  
Bechtel Power Corp.

Dale G. Bridenbaugh  
MHB Technical Associates

Thomas Cox  
Principal Reactor Systems Engineer  
U.S. Nuclear Regulatory Commission

Jesse Ebersole  
Oak Ridge, Term.

Darrell G. Eisenhut  
Director, Division of Licensing  
U.S. Nuclear Regulatory Commission

Stan Jacobs  
Chief Licensing Engineer  
Stone and Webster Engineering Corp.

Jerry Griffith  
Office of Light Water Reactors  
Nuclear Energy Programs  
U.S. Department of Energy

Joseph M. Hendrie  
Commissioner  
U.S. Nuclear Regulatory Commission

Edward O'Donnell  
Vice President of Enviosphere Co.  
Ebasco Services, Inc.

John Raulston  
Assistant to the Chief Nuclear Engineer  
Tennessee Valley Authority

Don Roy  
Manager, NPGD Engineering  
Department  
Babcock and Wilcox Co.

A. Edward Scherer  
Director, Nuclear Licensing  
Combustion Engineering

Oswald F. Schuette  
Department of Physics and Astronomy  
University of South Carolina

Glenn Sherwood  
Manager  
Safety and Licensing Operation  
Nuclear Energy Systems Division  
General Electric Co.

William R. Spezialetti  
Manager of Domestic Licensing  
Technology  
Westinghouse Electric Corp.  
Power Systems

Wayne Stiede  
Manager of Station Nuclear  
Engineering Department  
Commonwealth Edison

Frank Von Hippel  
Senior Research Physicist  
Center for Energy and Environmental  
Studies  
Princeton University

Ellen Berman  
Consumer Energy Council of America

Leslie Burgess  
Vice President  
Fluor Corp.

Frank Collins  
Oil, Chemical and Atomic Workers  
International Union  
AFL-CIO

Thomas F. Edgar  
Department of Chemical Engineering  
University of Texas

Louis Frick  
Planning and Intelligence Manager  
Chemicals and Pigments Department  
E. I. DuPont de Nemours & Co., Inc.

Robert P. Howell  
Consulting Engineer  
Chairman, Synfuels Task Force  
Sierra Club

Sheldon Lambert  
Shell Oil Co.

John L. McCormick  
Environmental Policy Center

Edward Merrow  
Rand Corp.

Richard K. Pefley  
Chairman  
Department of Mechanical Engineering  
Santa Clara University

Allan G. Pulsipher  
Tennessee Valley Authority

Robert Reilly  
Executive Director  
Business Strategy Development  
Corporate Strategy and Analysis Staff,  
Ford Motor Co.

Fred Wilson  
Coordinator  
Alternate Energy  
Texaco, Inc.

John J. Wise  
Vice President, Planning  
Mobil Research and Development Co.

Charles J. Cicchetti  
Professor of Economics  
University of Wisconsin

William H. Corkran  
General Manager  
The Easton Utilities Commission

Claire T. Dedrick  
California Public Utilities Commissioner

Steven Ferrey  
Energy Counsel  
National Consumer Law Center, Inc.

Henry Kelly  
Associate Director, Analysis and  
Applications  
Solar Energy Research Institute

Todd La Porte  
Institute of Government Studies  
University of California

Evelyn Murphy  
Department of Urban Studies and  
Planning  
Massachusetts Institute of Technology

Theodore J. Nagel  
Senior Executive Vice President  
Assitant to the Chairman  
American Electric Power Service Corp.

Thomas W. Reddoch  
Associate Professor of Electrical  
Engineering  
University of Tennessee

Bertram Schwartz  
Senior Vice President  
Consolidated Edison Co.

Harry M. Trebing  
Director  
Institute of Public Utilities  
Michigan State University

Thomas F. Widmer  
Vice President, Engineering  
Thermo Electron Corp.

Robert H. Williams  
Center for Energy and Environmental  
Studies  
Princeton University

**Synthetic Fuels for Transportation  
Advisory Panel**

Hans Landsberg, Chairman  
Resources for the Future

Harvey O. Banks  
President  
Water Resources Division  
Camp Dresser McKee, inc.

**Dispersed Electric Generation,  
Technologies Advisory Panel**

James J. Stukel, Chairman  
Director, Public Policy Program  
College of Engineering,  
University of Illinois

Rober Blobaum  
Roger Blobaum & Associates

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Panel**

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President, Conservation Foundation

Edward Berlin  
Partner; Leva, Hawes, Symington,  
Martin & Oppenheimer

Francis Hooks Burr  
Partner, Ropes & Gray

Vernon Friason  
Director  
Mount Auburn Good Housing  
Foundation

Lenneal Henderson  
School of Business and Public  
Administration  
Howard University

Michael Hogan  
Hogan Associates

George Latimer  
Mayor  
City of St. Paul, Minn.

Hewitt Lovelace  
Public Safety Director  
Greensboro, N.C.

Neal R Pierce  
Contributing Editor  
National Journal

George Peterson  
Director of Public Finance  
The Urban Institute

John H. Robson  
Vice President  
Marguette Fuels, Inc.

Terry L. Sinnott  
Commercial Sales Manager  
San Diego Gas and Electric

Victoria J. Tschinkel  
Assistant Secretary  
Department of Environmental  
Regulation  
State of Florida

Homer J. Vick  
Vice President  
Wisconsin Power & Light

James A. Walker  
Commissioner  
Energy Resources Conservation &  
Development Commission  
Sacramento, Calif.

Joseph Widmeyer  
Executive Vice President  
Complete Building Services, Inc.

**Solar Power Satellite Policy Issues  
Advisory Panel**

John P. Schaefer, Chairman  
President, University of Arizona

Paul Craig  
Professor of Applied Science  
University of California at Davis

Mr. S. David Freeman  
Chairman, Tennessee Valley Authority

Eilene Galloway  
Private Consultant  
Washington, D.C.

Karl Gawell  
Solar Energy Research Institute

Peter Glaser  
Vice President  
Arthur D, Little, Inc.

Jerry Grey  
Administrator for Public Polic,  
American Institute of Aeronautics and  
Astronautics

Grant Hansen  
President, SDC Systems Group  
SDC Corp.

Russell (Deek) Hensley  
Vice President-Technology  
Diversified Business Division  
Aetna Life and Casualty

Maureen Lamb  
Annapolis, Md,

J. C. Randolph  
Director, Environmental Programs  
School of Public and Environmental  
Affairs  
Indiana University

John J. Sheehan  
Legislative Director  
United Steelworkers of America

Graham Siegel  
Advanced Systems  
Tennessee Valley Authority

Robert Uhrig  
Vice President  
Advanced Systems and Technology  
Florida Power & Light

Frank von Hippel  
Senior Research Physicist  
Center for Energy and Environmental  
Studies  
Princeton University

Charles Warren  
Attorney  
Sacramento, Calif.

**INTERNATIONAL SECURITY AND COMMERCE PROGRAM**

**International Security and  
Commerce Program Taggants  
Advisory Panel**

Sanford Kadish, Chairman  
Dean, School of Law  
University of California at Berkeley

Tom Ashwood  
Air Line Pilots Association

Jerome S. Brewer,  
President  
J. S. Brewer & Associates, Inc.

H. J. Burchill  
President  
Atlas Powder Co.

Charles E. Calfee  
Special Agent  
Federal Bureau 01 Investigation

Robert Dimock  
Mine Manager  
Utah Copper Division  
Kennecott Copper

Ernest H. Evans  
Research Associate  
The Brookings Institution

Henry Eyring  
Department of Chemistry  
University of Utah

Eugene H. Eyster  
Los Alamos Scientific Lab

Rona M. Fields  
Consultant in Psychology  
Alexandria, Va.

Gary L. Hendrickson  
Dane County Sheriff's Department  
Madison, Wis.

Robert E. Hodgdon  
President  
Hodgdon Powder Co., Inc. and  
Pyrodex Corp.

Neal Knox  
Executive Director  
National Rifle Association  
Institute for Legislative Action

Lynn Limmer  
Director, Department of Public Safety  
Dallas-Fort Worth Airport  
International Operations

Alexander v. d. Luft  
Director  
Explosive Products Division  
E. I. duPont de Nemours & Co.

Hugh M. McGowan  
Supervisor, Bomb Squad  
New York City Police Department

William T. Poe  
Supervisor, Explosives & Firearms  
Control Unit  
Louisiana State Police

Theodore J. Sullivan  
Naval Surface Weapons Center

Robert W. van Dolah  
Private Consultant  
Pittsburgh, Pa.

Charles O. Williams  
Olin Corp.

**Electronics Advisory Panel**

Katherine Seelman, *Chairman*  
National Council of Churches  
Division of Church & Society

Jack C. Acton  
Staff Executive, Sector Planning  
General Electric Co.

Steve Beckman  
Research Associate  
International Union of Electrical, Radio  
& Machine Workers

A. Terry Brix  
Market Coordinator  
Battelle-Northwest Laboratories

Richard P. Case  
Director of Technical Operations  
Systems Products Division  
IBM Corp.

Ruth Schwartz Cowan  
Associate Professor of History  
State University of New York at Stony  
Brook

William Kay Dairies  
Executive Vice President  
American Retail Federation

Leonard Dietch  
Vice President, Product Development  
Zenith Radio Corp.

Isaiah Frank  
William Clayton Professor of  
International Economics  
Johns Hopkins University

F. Willard Griffith II  
Chairman and CEO  
GC International

Robert R. Johnson  
Vice President, Engineering  
Burroughs Corp.

Richard A. Kraft  
President  
Matsushita Industrial Co.

E. Floyd Kvamme  
President  
National Advanced Systems

Geraldine McArdle  
Board Member  
Consumer Federation of America

Charles Phipps  
Assistant Vice President,  
Corporate Development  
Texas Instruments, Inc.

K. M. Poole  
Head, Integrated Circuit Planning  
Department  
Bell Telephone Laboratories

Benjamin M. Rosen  
President  
Rosen Research Inc.

Kate Wilhelm  
Author

Robert B. Wood  
Director of Research  
International Brotherhood of  
Electrical Workers

Michael Y. Yoshino  
Professor of Business  
Administration  
Harvard Business School

**MX Missile Basing Advisory Panel**

Harry Woolf, *Chairman*  
Director, Institute for Advanced Study

Stanely Albrecht  
Professor and Editor of Rural Society  
Department of Sociology  
Brigham Young University

Stephen T. Bradhurst  
Director  
Nevada MX Project Field Office

Russel E. Dougherty  
General, USAF (retired)

Sidney D. Drell  
Professor and Deputy Director  
Stanford Linear Accelerator Center

Henry M. Foley  
Professor  
Department of Physics  
Columbia University

Kenneth E. Foster  
Associate Director  
Office of Arid Lands Studies  
University of Arizona

Sanford Gottlieb  
Kensington, Md.

Daniel O. Graham  
Lt. Gen., USA (retired)  
Director of Special Projects  
American Security Council

William Kincade  
Director  
Arms Control Association

Gordon Kirjassoff  
President  
Edwards and Kelcey

Kenneth C. Olson  
Project Manager  
Utah MX Coordination Office

Kenneth Smith  
Lockheed Chief Engineer (retired)

John Toomay  
Major General, USAF (retired)

William Van Cleave  
Director  
Defense and Strategic Studies  
Center for the Study of the American  
Experience  
Annenberg School of Communication  
University of Southern California

Jerome Wiesner  
Institute Professor  
Massachusetts Institute of Technology

Harry Woolf  
Chairman  
Director, Institute for Advanced Study

James R. Woolsey, Esq.  
Shea and Gardner



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Clifford Case, Chairman  
Production Tools and Services Group  
Hughes Tool Co.

E C. Broun, Jr.,  
President  
Production Tools and Services Group  
Hughes Tool Co

Robert Campbell  
Professor of Economics  
Indiana University

Leslie Dienes  
Professor of Geography  
University of Kansas

John Garrett  
Manager, Business Research  
Gulf Oil Exploration and Production

Marshall Goldman  
Professor of Economics  
Wellesley College

Gregory Grossman  
Professor of Economics  
University of California

Robert Jackson  
President, Security Division  
Dresser Industries

Stanley Lewand  
Vice President, Public Utilities  
Chase Manhattan Bank

Richard Nehring  
The Rand Corp.

Richard Pipes  
Professor,  
Harvard University

Damtwart Ruston  
Professor  
City University of New York

Henry Sweatt  
Vice President, Government & Industry  
Affairs  
Honeywell

Allen S. Whiting  
Professor of Political Science  
University of Michigan

## MATERIALS PROGRAM

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James H Gary, *Chairman*  
Chemical and Petroleum Refining  
Department  
Colorado School of Mines

William Brennan  
Rancher  
Rifle, Colo.

James Boyd  
Ex officio  
Private Consultant  
Carmel, Calif

Roland Fischer  
Secretary /Engineer  
Colorado River Water Conservation  
District

John D Haun  
Department of Geology  
Colorado School of Mines

Carolyn A Johnson  
public Lands Institute  
Denver, Colo

Sidney Katell  
College of Mineral & Energy Resources  
West Virginia University

Estella Leopold  
Director, Quaternary Research Center  
University of Washington

Charles H Prien  
Senior Research Fellow  
University of Denver Research Institute

John F. Redmond  
Private Consultant  
Bainbridge, Wash

Richard D. Ridley  
Vice President for Marketing  
Occidental Oil Shale, Inc.

Thomas W. Ten Eyck  
Vice President for Community,  
Government and Public Affairs  
Rio Blanco Oil Shale Project

Wallace Tyner  
Department of Agricultural Economics  
Purdue University

Glen D. Weaver  
Department of Economics  
Colorado State University

Lloyd Ernst  
Manager, Operations  
Western Fuels Association, Inc.

Thomas France  
Private Consultant  
Missoula, Mont.

James R. Jones  
Director of Environmental Quality  
Peabody Coal Co.

Robert Lang  
Plant Science Division  
University of Wyoming

Johnathan Lash  
Senior Project Attorney  
Natural Resources Defense Council,  
Inc.

Carla Kish  
Regional Representative  
Western Organization of Resource  
Councils  
Billings, Mont.

Alfred Petrick, Jr,  
Petrick Associates

Jack Simon  
Director  
Illinois State Geological Survey

Daniel J. Snyder  
President  
Colorado-Westmoreland, Inc.

**Federal Coal Leasing Advisory Panel**

Lynton Caldwell, *Chairman*  
Department of Political Science  
Indiana University

James Boyd  
Ex officio  
Private Consultant  
Carmel, Calif.

C. Wayne Cook  
Chairman, Department of Range  
Science  
Colorado State University

Larry Naake  
Associate Director  
National Association of Counties

Joseph Yancik  
Vice President, Research & Technical  
Services  
National Coal Association

**Impact of Technology on the  
Competitiveness of the U.S. Steel  
Industry Advisory Panel**

Gordon Geiger, *Chairman*  
Professor and Head  
Department of Metallurgical  
Engineering  
University of Arizona

Edmund Ayoub  
Research Director  
United Steelworkers of America

James Cannon  
Research Director  
Citizens for a Better Environment

Robert W. Crandall  
Senior Fellow  
The Brookings Institution

Milton Deaner  
Vice President, Engineering  
National Steel Corp.

William E. Dennis  
Senior Vice President  
American Iron and Steel Institute

Stewart G. Fletcher  
Senior Vice President  
American Iron and Steel Institute

William B. Hudson  
Executive Vice President, Planning &  
Development  
The McKee Corp.

Robert R. Irving  
Senior Technical Editor  
Iron Age Magazine

F. Kenneth Iverson  
President, NUCOR Corp.

Betty Jardine  
League of Women Voters

Ruth Macklin  
The Hastings Center

Peter F. Marcus  
First Vice President  
Paine, Webber, Mitchell, Hutchins, Inc.

Donald R. Muzyka  
Carpenter Technology Group

Mary Ann Ritter  
Manager, Purchasing, Forward  
Planning & Research  
General Motors Corp

Roger E. Shields  
Vice President, International Economics  
Department  
Chemical Bank

Edward Stanton  
Director, Human Development-Social  
Action

Diocese of Youngstown Catholic  
Charities

Caroline Ware  
National Consumers League

**U.S. Industrial Competitiveness: A  
Comparison of Steel, Electronics,  
and Automobiles Advisory Panel**

Alan K. McAdams, *Chairman*  
Professor of Business and Public  
Administration  
Cornell University

Steve Beckman  
Research Associate  
International Union of Electrical, Radio  
& Machine Workers

Milton Deaner  
Vice President, Engineering  
National Steel Corp.

William E. Dennis  
Senior Vice President  
American Iron & Steel Institute

John Holden  
Energy Planning  
Ford Motor Co.

Robert R. Johnson  
Vice President, Engineering  
Burroughs Corp.

Maryann N. Keller  
Vice President  
Paine, Webber, Mitchell, Hutchins, Inc.

E. Floyd Kvamme  
President  
National Advanced Systems

Daniel Luria  
Research Associate  
United Auto Workers

Thomas P. Rohlen  
Research Associate  
Stanford East Asian Forum

H. Paul Root  
Director of Economic Studies  
General Motors Corp.

Gary R. Saxonhouse  
Professor of Economics  
University of Michigan

Caroline Ware  
Board Member  
National Consumers League

## HEALTH AND LIFE SCIENCES DIVISION

## FOOD AND RENEWABLE RESOURCES ADVISORY COMMITTEE

	Johanna Dwyer, Chairperson Director, Frances Stern Nutrition Center, New England Medical Center	
Stephen Berwick Chief Scientist HDR Sciences	J. Frank McCormick Professor and Director Graduate Program in Ecology University of Tennessee	Daryl Simons Associate Dean for Engineering Research College of Engineering Colorado State University
Cy Carpenter President, Minnesota Farmers Union	Max Milner Executive Officer American Institute of Nutrition	Thomas Sporleder Professor of Agricultural Economics Texas A & M University
Almeta Edwards Fleming Teacher Coordinator Florence, South Carolina, School District	Robert O. Nesheim Vice President, Science and Technology Quaker Oats Co.	William Stapp Program Chairperson Behavior and Environment School of Natural Resources University of Michigan
Eliot Coleman Director, Coolidge Center for the Study of Agriculture	Kathleen O'Reilly Director, Consumer Federation of America	Sylvan Wittwer Director and Assistant Dean College of Agriculture and Natural Resources Michigan State University
Richard L Hall Vice President, Science and Technology McCormick & Co., Inc	R Dennis Rouse Dean, School of Agriculture Auburn University	
Laura Heuser Agricultural Council of America		
Arnold Mayer Legislative Representative Amalgamated Meat Cutters and Butcher Workmen of North America		



**Impact of Technology on  
Productivity of the Land Advisory  
Panel**

David Pimentel, Chairman Professor, Department of Entomology Cornell University	George R Hawkes Advisor, Product Environmental Affairs Ortho-Chevron Chemical Co.	John Moland, Jr. Director Center for Social Research Southern University
Delmar Akerlund Akerlund Farm Biological Enterprises Valley, Nebr	Earl O. Heady Professor of Economics Iowa State University	Richard E. Rominger Director, Department of Food and Agriculture State of California
Steve Brunson Director, National Association of Conservation Districts	John H Herman Attorney at Law Dayton, Herman, Graham & Getts Minneapolis, Minn	Edwin L Schmidt Professor, Department of Soil Science University of Minnesota
William Dietrich Senior Vice President, Operations Green Giant Co	Maureen K Hinkle Environmental Defense Fund	F. C. Stickler Director, Technical Center Deere & Co
James V Drew Dean, School of Agriculture and Land Resources Management Director, Agricultural Experiment Station University of Alaska	William H. Hinton Farmer Flintwood, Pa	Glover B. Triplett, Jr Professor, Department of Agronomy Ohio Agricultural Research & Development Center
	Garry D McKenzie Division of Polar Programs National Science Foundation	Ralph Wong Rancher Marana, Ariz
	William R Meiners Conservationist Resource Planning and Management Associates, Inc. Meridian, Idaho	

**U.S. Food and Agricultural  
Research Advisory Panel**

Aileen Adams  
Consumer Consultant  
Los Angeles, Calif.

Paul Baumgart  
Corporate Economist and Vice  
President  
Safeway Stores, Inc

Roger Blobaum  
Consultant  
West Des Moines, Iowa

William Burns  
Director of Research  
United Food and Commercial Workers  
International Union

Carl W. Carlson  
Consultant  
Ruckersville, Va.

Nick Carney  
Director  
Division of Agriculture  
Department of Natural Resources  
State of Alaska

Tony J. Cunha  
Dean, School of Agriculture  
California State Polytechnic University

Susan de Marco  
Director of Central Research  
General Foods Corp.

Harold Dodd  
President, Illinois Farmers Union

Lewis C. Dowdy  
Chancellor  
North Carolina Agricultural and  
Technical State University

Thomas F. Jones  
Vice President for Research  
Massachusetts Institute of Technology

Jarvis E. Miller  
President, Texas A & M University

Albert H. Moseman  
Consultant, IADS

William E. Myers  
Rural Employment and Training  
Coordinator  
State of California Employment  
Development Department

Lewis F. Norwood  
Director of Affiliate Relations  
National Association of Retail Grocers  
of the United States

William A. Reiners  
Professor, Department of Biological  
Sciences  
Dartmouth College

James E. Tillotson  
Vice President, Technical Research and  
Development  
Ocean Spray Cranberries, Inc.

Harold L. Wilcke  
Consultant  
Ralston Purina Co.

**HUMAN RESOURCES PROGRAM**

**Impacts of Applied Genetics  
Non-Human Applications Advisory  
Panel**

J. E. Legates, *Chairman*  
Dean, School of Agriculture and Life  
Sciences  
North Carolina State University

Ronald E. Cape  
Cetus Corp

Nina V. Fedoroff  
Department of Embryology  
Carnegie Institution of Washington

G. June Goodfield  
The Rockefeller University

Harold P. Green  
The National Law Center  
The George Washington University

Halsted R. Holman  
Stanford University Medical School

M. Sylvia Krekel  
Health and Safety Office  
Oil, Chemical, and Atomic Workers  
Internationa! Union

Oliver E. Nelson, Jr.  
Laboratory of Genetics  
University of Wisconsin

David Pimentel  
Department of Entomology  
Cornell University

Robert Weaver  
Department of Agricultural Economics  
Pennsylvania State University

James A. Wright  
Pioneer Hi-Bred International  
Plant Breeding Division

Norton D. Zinder  
The Rockefeller University

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Philip R. Lee, *Chairman*  
Director, Health Policy Program School  
of Medicine University of California

Leona Baumgartner  
Martha's Vineyard, Mass.

Wilbur J. Cohen  
School of Education  
University of Michigan

Cyril Crocker  
Howard University School of Medicine

Arthur Dyck  
Harvard Divinity School

Julia Henderson  
Warwick, N.Y.

William N. Hubbard, Jr.  
President, The Upjohn Co.

Snehendu B. Kar  
School of Public Health  
University of California

Nathan Keyfitz  
Harvard University Center for  
Population Studies

Marjory Mecklenburg  
President, American Citizens  
Concerned for Life

Deborah Oakley  
School of Nursing  
University of Michigan

Kenneth J. Ryan  
Boston Hospital for Women

Nafis Sadik  
United Nations Fund for Population  
Activities

Carol Tauer  
Department of Philosophy  
College of St. Catherine

Faye Wattleton  
President  
Planned Parenthood Federation of  
America

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Sidney Lee, Chairman  
Associate Dean, Community Medicine, McGill University

<p>Stuart H Altman Dean, Florence Heller School Brandeis University</p> <p>Robert M. Ball Senior Scholar Institute of Medicine National Academy of Sciences</p> <p>Lewis Butler Health Policy Program University of California</p> <p>Kurt Deuschle Professor Mount Sinai School of Medicine</p> <p>Zita Fearon Consumer Commission on the Accreditation of Health Services, Inc</p>	<p>Rashi Fein Professor Center for Community Health and Medical Care Harvard Medical School</p> <p>Melvin Glasser Director, Social Security Department United Auto Workers of America</p> <p>Patricia King Professor, Georgetown Law Center</p> <p>Mark Lepper Vice President for Inter-Institutional Affairs Rush-Presbyterian-St. Lukes Medical Center</p> <p>C. Frederick Mosteller Professor and Chairman Department of Statistics Harvard University</p>	<p>Bevedee Myers Director, Department of Health Services State of California</p> <p>Mitchell Rabkin General Director Beth Israel Hospital</p> <p>Frederick Robbms President Institute of Medicine</p> <p>Kerr L. White Deputy Director, Health Sciences Rockefeller Foundation</p>
--	---	--

**Cost-Effectiveness of Medical Technologies Advisory Panel**

John R Hogness, Chairman  
Association for Academic Health  
Centers

Stuart H Altman  
Dean, Florence Heller School  
Brandeis University

James L Bennington  
Chairman, Department of Anatomic  
Pathology and Clinical Laboratories  
Children's Hospital in San Francisco

John Chase  
Associate Dean for Clinical Affairs  
University of Washington School of  
Medicine

Joseph Fletcher  
Visiting Scholar  
Medical Ethics  
School of Medicine  
University of Virginia

Clark C Havighurst  
Professor of Law, School of Law  
Duke University

Sheldon Leonard  
Manager, Regulatory Affairs  
General Electric Co.

Barbara J, McNeil  
Department of Radiology  
Peter Bent Brigham Hospital

Robert H. Moser  
Executive Vice President  
American College of Physicians

C Frederick Mosteller  
Professor and Chairman,  
Department of Statistics  
Harvard University

Robert M. Sigmond  
Advisor on Hospital Affairs  
Blue Cross and Blue Shield  
Associations

Jane Sisk Willemis  
VA Scholar  
Veterans Administration

**Psychotherapy Review Advisory Panel**

Jerome Frank  
Professor Emeritus of Psychiatry  
Johns Hopkins University School of  
Medicine

Donald Klein  
New York State Psychiatric Institute

Beverly Long  
National Mental Health Association

Thomas McGuire  
Assistant Professor of Economics  
Boston University

Morris Parloff  
Chief, Psychotherapy and Behavioral  
Intervention Section  
National Institute of Mental Health

Hans Strupp  
Department of Psychology  
Vanderbilt University

Gary VandenBos  
Director, National Policy Studies  
American Psychological Association

**Technologies for Determining Cancer Risk from the Environment Advisory Panel**

Norton Nelson, Chairman  
Professor, Department of  
Environmental Medicine  
New York University Medical School

David Axelrod  
Commissioner of Health  
New York State Department of Health

Peter A. Berle  
Butzel and Kass  
New York, N Y

Theodore L. Cairns  
E. I. du Pont de Nemours & Co  
(retired)

Paul F. Deisler, Jr,  
Vice President. Health, Safety, and  
Environment  
Shell Oil Co.

George S. Dominguez  
Director, Government Relations  
Health and Environment  
CIBA-GEIGY Corp

David Doniger  
Natural Resources Defense Council

A. Myrick Freeman  
Department of Economics  
Bowdoin College

Priscilla W. Laws  
Dickinson College

Mark Lepper  
Vice President for Inter-Institutional  
Affairs  
Rush-Presbyterian-St. Luke's Medical  
Center

Brian MacMahon  
Harvard School of Public Health

Robert A. Neal  
Director of Center in Environmental  
Toxicology  
Vanderbilt University School of  
Medicine

Vaun A. Newill  
Research & Environmental Health  
Division  
EXXON Corp.

William J. Nicholson  
Environmental Sciences Laboratory  
Mount Sinai School of Medicine

R Talbot Page  
California Institute of Technology

Margaret Seminario  
Industrial Hygenist-AFL CIO  
Department of Occupational Safety and  
Health

Alice S. Whittemore  
Division of Epidemiology  
Stanford University School of Medicine

Michael Wright  
Safety and Health Department  
United Steel Workers of America

**Technologies for Forecasting  
Physician Supply and  
Requirements Advisory Panel**

E. Harvey Estes, *Chairman*  
Department of Community and Family  
Medicine  
Duke University School of Medicine

E. B. Campbell  
Executive Vice President  
Lane College

Jack Hadley  
Urban Institute

John Hatch  
School of Biomedical Education  
City College of New York

Lauren LeRoy  
Health Policy Program  
University of California

Charles Lewis  
Department of Medicine  
UCLA School of Medicine

Ted Phillips  
Associate Dean for Academic Affairs  
School of Medicine  
University of Washington

Jane Record  
Health Services Research Center  
Kaiser Foundation

Alvin Tarlow  
Department of Medicine  
University of Chicago

John Wennberg  
Department of Community Medicine  
Dartmouth College

**Strategies for Medical Technology  
Assessment Advisory Panel**

Lester Breslow, Panel Chairman  
Dean, School of Public Health  
University of California

Morris Cohen  
Department of Medical Methods  
Research  
Kaiser Permanence Medical Group

Richard Cooper  
Williams and Connolly, Inc.  
Washington, D.C.

D. V. d'Arbeloff  
Chairman and Chief Executive Officer  
Millipore Corp.

Harvey Fineberg  
Harvard School of Public Health

Jerome D. Frank  
Professor Emeritus of Psychiatry  
The Henry Phipps Psychiatric Clinic  
The Johns Hopkins University Medical  
School

William Goffman  
Professor  
School of Library Science  
Case Western Reserve University

Leon Greene  
Vice President  
New Product Technology  
Smith, Kline and French Laboratories,  
Inc.

Stanley B. Jones  
Vice President  
Blue Cross and Blue Shield Association

F. Wilfrid Lancaster  
Professor of Library Science  
University of Illinois

Louise B. Russell  
The Brookings Institution

Herbert Simmel  
President, Consumer Coalition for  
Health

Robert M. Veatch  
Kennedy Institute for Ethics,  
Georgetown

Richard W. Vilter  
College of Medicine  
University of Cincinnati

Kenneth E. Warner  
School of Public Health  
University of Michigan

Richard N. Watkins  
Group Health Cooperative

Carol Weiss  
Graduate School of Education  
Harvard University

Kerr L. White  
Deputy Director of Health Sciences  
Rockefeller Foundation

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Advisory Panel**

Daisy Tagliacozzo, *Chairperson*  
Department of Sociology  
University of Massachusetts

Miriam K Bazelon  
Washington, D.C

Tom Beauchamp  
Kennedy Institute. Center for Bioethics  
Georgetown University

Monroe Berkowitz  
Disability and Health Economic  
Research  
Rutgers University

Henrik Blum  
University of California, Berkeley

Frank Bowe  
American Coalition of Citizens With  
Disabilities

Jim Gallagher  
Martha Porter Graham Center  
University of North Carolina

Melvin Glasser  
Social Security Department  
United Auto Workers

Ralf Hotchkiss  
Oakland, Calif

John Kimberly  
Yale School of Organization and  
Management

Health Systems Management Group  
LeRov P. Levitt  
Vice President for Professional Affairs  
Mount Sinai Hospital, Chicago

Robert Leopold  
Department of Psychiatry  
Hospital of the University of  
Pennsylvania

Jacquelin Perry  
Rancho Los Amigos Hospital

Barbara W. Sklar  
Mount Zion Hospital

William Stason  
Harvard School of Public Health

Gregg Vanderheiden  
Trace Research and Development  
Center  
University of Wisconsin

Michael Zulo  
Corporate Partnership Program  
U S. Council for International Year of  
Disabled Persons

**SCIENCE, INFORMATION, AND NATURAL RESOURCES DIVISION**

**OCEANS AND ENVIRONMENT PROGRAM**

**Disposal of Nuclear Wastes  
Advisory Panel**

Hans Frauenfelder, *Chairman*  
Department of Physics  
University of Illinois

Seymour Abrahamson  
Department of Zoology  
University of Wisconsin

Kenneth Boulding  
Professor  
American Association for the  
Advancement of Science

Frank Collins  
Oil, Chemical, and Atomic Workers  
International Union

Floyd Cutler  
President, Electric Power Research  
Institute

J William Futrell  
School of Law  
University of Georgia

Edward Goldberg  
Professor. Scripps Institute of  
Oceanography  
University of California

William W Hambleton  
Director, Kansas Geological Survey  
University of Kansas

G W Hardigg  
Vice President and General Manager  
Advanced Power Systems Division  
Westinghouse Electric Corp.

Harriet Keyserling  
Member of the House  
State of South Carolina

Terry Lash  
Staff Scientist  
Natural Resources Defense Council,  
Inc

Kai Lee  
Institute for Environmental Studies  
University of Washington

Jean Malchon  
Pinellas County Commissioner  
State of Florida

Peter Montague  
Center for Environmental Studies  
Princeton University

Glen Paulson  
Vice President for **Science**  
National Audubon Society

Howard Raiffa  
Professor. John F Kennedy School of  
Government  
Harvard University

William A Thomas  
American Bar Foundation

Mason Willirch  
Vice President. Corporate Planning  
Pacific Gas & Electric Co

Donald Wodrlich  
Director, Rockwell International Waste  
Program  
Richland National Laboratory

**Ocean Margin Drilling Advisory  
Panel**

Joseph Curray  
Scripps Institute of Oceanography

Charles Drake  
Dartmouth College

James Hays  
Columbia University

John Imbrie  
Brown University

Feenan Jennings  
Texas A & M University

John Sclater  
Massachusetts Institute of Technology

John H VanAndel  
Stanford University

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Advisory Panel**

D. James Baker, Chairman  
University of Washington

Tim Barnett  
Scripps Institute of Oceanography

Frank Busby  
Consultant

Charles Drake  
Dartmouth College

Van Holiday  
Tracer

Charles D. Hollister  
Woods Hole Oceanographic Institution

Paul Maughan  
COMSAT

Arthur Maxwell  
Woods Hole Oceanographic Institution

Eric Mono-Christensen  
Massachusetts Institute of Technology

Worth Nowlin  
Texas A & M University

James O'Brien  
Florida State University

Marshall Orr  
Woods Hole Oceanographic Institution

Derek Spencer  
Woods Hole Oceanographic Institution

T. K. Treadwell  
Texas A & M University

Warren Wooster  
University of Washington

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**Telecommunication Advisory  
Panel**

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Professor of Engineering  
The City College of the City University  
of New York

L. E. Adams  
Executive Vice President  
Armed Forces Communications and  
Electronics Association

Roger C. Aude  
Executive Officer  
International Communications  
Association

Ruth Baker  
Attorney at Law  
Cohn & Marks Law Firm

K. Woodward Benkert  
Chairman of the Board of the U.S.  
Transmission Systems  
International Telephone & Telegraph  
Corp.

A. G. W. "Jack" Biddle  
President, Computers &  
Communications Industry  
Association

James B. Booe  
Assistant to the President  
Communications Workers of America

Kurt Borchardt  
Harvard Program on information  
Resources Policy  
Harvard University

Warren Braren  
Associate Director, Consumers Union

Willard T. Carleton  
Department of Finance  
University of North Carolina

Joseph V. Charyk  
President, Communications Satellite  
Corp.

Harry Dannals  
President  
American Radio Relay League

Lee L. Davenport  
Vice President, Chief Scientist  
General Telephone & Electronic Corp.

Francis DeRosa  
Vice President  
General Counsel, Law and Regulatory  
Affairs

William D. English  
Vice President, Satellite Business  
Systems

James Fellow  
President  
National Association of Educational  
Broadcasting

Emanuel Fthenakis  
President, American Satellite Corp.

George Gray  
Special Representative for Government  
Relations  
National Association of Broadcasters

Jerry Grey  
Administrator for Public Policy  
American Institute of Aeronautics and  
Astronautics

Walter R. Hinchman  
Walter Hinchman Associate, Inc.

Edward W. Hummers, Jr.  
President, Federal Communications Bar  
Association

Manley Irwin  
Professor  
Whittmore School of Business and  
Economics  
University of New Hampshire

Charles P. Johnson  
Vice President, IDCMA  
General Data Communications  
Industries, Inc.

Jo Ann Kimschot  
Research Associate, Common Cause

Jack Kinn  
Staff Director  
Institute of Electrical and Electronics  
Engineers

Lane Kirkland  
President  
American Federation of Labor &  
Congress of Industrial Organizations

Arthur Korff  
Director of Cable Television  
Department  
International Brotherhood of Electrical  
Workers

Norman Lerner  
President  
Transcom, Inc.

Richard Long  
Executive Director  
North American Telephone Association

George Mansur  
President  
Aeronautical Radio, Inc.



Donald C. Matthews  
General Executive  
Office of Communications  
Telecommunications Consumer  
Coalition  
United Church of Christ

Billy B. Oliver  
Vice President, Engineering Planning  
AT&T Long Lines Department

Billy B. Oxley  
Senior Vice President for **Distribution**  
National Public Radio

Edward W. Page  
Ex officio  
Department of Computer Science  
Clemson University

George E. Pickett  
Executive Vice President  
USITA

Russell Pipe  
Translational Data Report

Ithiel De Sola Pool  
Department of Political Science  
Massachusetts Institute of Technology

Paul Reardon  
Deputy Director, Economic Policy  
Center  
Chamber of Commerce of the United  
States

Michael Ridder  
Association President  
Commodity News Service

Bert Roberts  
Senior Vice President  
MCI Telecommunications Corp.

Lawrence Roberts  
President  
Telenet Communications Corp.

Robert L. Schmidt  
President  
National Cable Television Association

John Shattuck  
Director  
American Civil Liberties Union

Samuel Simon  
Executive Director  
National Citizens Committee for  
Broadcasting

Larry Singer  
Attorney at Law  
Fager & Singer

John Sodolski  
Vice President  
Electronics Industry Association

Reinhard Stamminger  
President  
Future Systems, Inc.

Bernard Strassburg  
Private Consultant

Robert Sutliff  
Representative for the Governor's  
Office of New York  
Chief System Planner  
New York Public Service Commission

Harry M. Trebing  
Director  
Institute of Public Utilities  
Graduate School of Business  
Administration  
Michigan State University

Carver L. Washburn  
Vice President for Business  
Development  
Western Union Corp.

Ron Wheatley  
Computer and Business Equipment  
Manufacturers Association

Val J. Williams  
President  
National Association of Business and  
Educational Radio

Lee Wing  
Executive Director  
North Carolina Agency for Public  
Telecommunication  
Department of Administration

Elizabeth L. Young  
President  
Public Service Satellite Consortium

**Telecommunication Technologies  
Special Panel**

Edward W. Page, Chairman  
Department of Computer Science  
Clemson University

Paul Baran  
Cabledata Associates

John Clark  
Director, Space Applications and  
Technology  
RCA Corp.

Douglas Crombie  
Director  
Institute for Telecommunication  
Sciences/NTIA  
U.S. Department of Commerce

Burton I. Edelson  
Vice President of Systems Technology  
COMSAT Corp.

Robert K. Geiger  
Director, Development  
Martin-Marietta Aerospace

Dean Gillette  
Executive Director  
Bell Telephone Laboratories

Richard G. Gould  
President  
Telecommunication Systems

Richard Marsten  
Professor of Engineering  
The City College of the City University  
of New York

Gregory E. Masterson  
Assistant Technical Director  
Computer Systems  
ITT, Telecommunications Technology  
Center

Al Paladino  
Deputy Director, TOTC  
GTE Laboratories

Wilbur Pritchard  
President  
Satellite Systems Engineering, Inc.

Joe Sobala  
NASA Headquarters

David L. Solomon  
Deputy Assistant, Technical Policy and  
Operations  
Office of the Secretary of Defense

Harry J. Talberth  
Group Leader  
Communications Engineering, The  
MITRE Corp.

**National Information Systems  
Overall Advisory Panel**

Susan Nycum, *Chairperson*  
Attorney at Law  
Chickening & Gregory

Roy Amara  
President  
Institute for the Future

Paul Baran  
President  
Cabledata Associates

Kent Colton  
Graduate School of Management  
Institute of Government Service  
Brigham Young University

Donald Dunn  
Engineering-Economic Systems  
Department  
Stanford University

Lawrence J. Gervais  
National Vice President  
American Postal Worker; Union  
AFL/CIO

Maurice W. Gregg  
Senior Vice President, Finance  
The Gap Stores, Inc.

Jeremiah Gutman  
Attorney at Law  
Levy, Gutman, Goldberg & Kaplan

J. Robert Harcharik  
President  
TYMNET, Inc

Rob Kling  
Department of Information and  
Computer Science  
University of California, Irvine

John C. LeGates  
Director, Program on Information  
Resources Policy  
Harvard University

Henry Lucas  
Computer Applications and Information  
Systems Department  
Graduate School of Business  
Administration  
New York University

Daniel McCracken  
President  
Association for Computing Machinery

Arthur S. Miller  
Professor Emeritus of Law  
The National Law Center  
George Washington University

Sharon Nelson  
Attorney at Law  
Consumers Union

Phil Nyborg  
Computer and Communications  
Industry Association

Russell Pipe  
Translational Data Report

Ithiel De **Sola** Pool  
Department of Political Science  
Massachusetts Institute of Technology

James Rule  
Department of Sociology  
State University of New York

Richard M. Schmidt  
American Society of Newspaper Editors

Robert P Smith  
Research & Development Department  
U.S. Postal Service

Sherry Turkle  
School of Humanities and Social  
Sciences  
Massachusetts Institute of Technology

Ron Uhlig  
Manager, Business & Services Planning  
Bell Northern Research Lab

Jacques Vallee  
President, INFOMEDIA

Carl Vorlander  
Executive Director  
National Association of State  
Information Systems

Fred W. Warden  
Director, Telecommunications Relations  
IBM

Willis Ware  
The RAND Corp.

Iram Weinstein  
System Planning Corp.

Alan F. Westin  
Graduate Faculties for Political Science  
Columbia University

**Electronic Funds Transfer Advisory  
Panel**

Kent Cohon, *Chairman*  
Graduate School of Management  
Institute of Government Service  
Brigham Young University

Wayne Boucher  
Center for Futures Research  
Graduate School of Business  
Administration  
University of Southern California

Roland R. Eppley, Jr.  
President, Eastern States Bank Card  
Association

John Fisher  
Senior Vice President  
First Bank Group of Ohio, Inc.

Maurice W. Gregg  
Senior Vice President, Finance  
The Gap Stores, Inc.

Jeremiah Gutman  
Attorney at Law  
Levy, Gutman, Goldberg & Kaplan

Jerry Hogan  
Consumer Federation of America

Michael Levine  
Citi-Bank

Allen Lipis  
President  
Electronic Banking Incorporated

John McDonnell, Jr.  
Eastern Regional Manager  
TYMNET, Inc.

Susan Nycum  
Attorney at Law  
Chickening & Gregory

William Riley  
Grand Island, Nebr.

James Rule  
Department of Sociology  
State University of New York

Jerry Svigal  
IBM

Willis Ware  
The RAND Corp.

Bob Zimmer  
Counsel, Electronic Money Council

**National Information Systems  
Technology Advisory Panel**

Paul Baran, *Chairman*  
President, Cabledata Associates

Craig Fields  
Senior Program Manager  
ARPA

Dean Gillette  
Executive Director  
Systems Research Division  
Bell Telephone Laboratories

Vico Henriques  
CBEMA

Lance Hoffman  
Department of Electrical, Engineering,  
and Computer Science  
School of Engineering and Applied  
Science  
George Washington University

Kas Kalba  
President  
Kalba Bowen Associates, Inc.

Daniel McCracken  
President  
Association for Computing Machinery

Theodore Myer  
Senior Scientist  
Bolt, Beranek and Newman

Phil Nyborg  
Computer and Communications  
Industry Association  
Dorm B Parker  
Senior Management Systems  
Consultant  
SRI International  
Ron Uhlig  
Manager, Business & Services Planning  
Bell Northern Research Labs  
Frederic Withington  
Arthur D Little, Inc  
Paul Zurkowski  
President  
Information Industry Association

**National Crime information Center  
Advisory Panel**

Arthur S Miller, *Chairman*  
Professor Emeritus of Law  
The National Law Center  
George Washington University  
Joe Armstrong  
Armstrong Associates  
Jerry Berman  
Legislative Counsel  
American Civil Liberties Union  
Washington Office  
Gerald Caplan  
Vice Chairman  
The National Law Center  
George Washington University  
Robert Gallati  
College of Criminal Justice  
Northeastern University

Lance Hoffman  
Department of Electrical Engineering  
and Computer Science  
School of Engineering and Applied  
Science  
George Washington University  
John Kennedy  
Scientists Institute for Public  
Information  
Steve Kolodney  
Executive Director  
SEARCH Group, inc.  
Barry Mahoney  
VERA Institute of Justice  
Inner London Probation and After-  
Care Service  
Jeffrey A. Meldman  
Sloan School of Management  
Massachusetts Institute of Technology  
Arthur R. Miller  
The Law School  
Harvard University  
J Francis Pohlaus  
Counsel  
National Association for the  
Advancement of Colored People  
James Rule  
Department of Sociology  
State University of New York  
Richard Schmidt  
American Society of Newspaper Editors  
Carl Vorlander  
Executive Director  
National Association for State  
Information Systems  
Iram Weinstein  
Systems Planning Corp  
Elyce Zenoff  
The National Law Center  
The George Washington University

**Radio Frequency Use and  
Management: Impacts From the  
1979 World Administrative Radio  
Conference Advisory Panel**

Thomas E Nelson, *Chairman*  
Yakima, Wash  
Jacob Beam  
Washington, D C.  
Nolan Bowie  
Washington, D.C  
Paul Dembling  
Washington, D C  
John M. Eger  
Washington, D C  
James C Fletcher  
Burroughs Corp.  
Walter R Hinchman  
Walter Hinchman Associates  
Harvey J. Levin  
Professor of Economics  
Hofstra University  
Ithiel De Sola Pool  
Department of Political Science  
Massachusetts Institute of Technology  
Raymond E Spence  
Ashburn, Va  
M. Jon Vondracek  
Director of Communications  
Center for Strategic and International  
Studies  
Grover M. Yowell  
Alexandria, Va

**SPACE TECHNOLOGY PROGRAM**

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Willis M. Hawkins, *Chairman*  
Senior Advisor  
Lockheed Corp  
Fred E Bradley  
Director  
Advanced Space and Special Projects  
McDonnell Douglas Astronautics  
Sam Brown  
Director, ACTION

John G. Burke  
Department of History  
University of California  
Hal Clement (Harry Stubs)  
Author  
Terry Dawson, Jr  
Ahername & Observer  
The Analytic Sciences Corp  
Hugh Downs  
Broadcaster, American Broadcasting  
co,

Daniel J. Fink  
Senior Vice President  
Corporate Planning & Development  
General Electric Co.  
Arnold Frutkin  
Director  
Market Development  
Pacific-Canada Division  
The Burroughs Corp

Eilene Galloway  
 Honorary Director  
 International Institute of Space Law  
 International Astronautical Federation

Ivan Getting  
 Consultant

Jerry Grey  
 Administrator of Public Policy  
 American Institute of Astronautics and  
 Aeronautics

Ida R. Hoos  
 Research Sociologist  
 Space Sciences Laboratory

James A. Lovell  
 President  
 Fisk Telephone Systems, Inc.

Michael B. McElroy  
 Abbot Lawrence Retch Professor of  
 Atmospheric Chemistry  
 Center for Earth & Planetary Physics

James A. Michener  
 Author

Bernard J. O'Keefe  
 Chairman & Chief Executive Officer  
 EG&G, inc.

Thomas O. Paine  
 President and Chief Operating Officer  
 Northrop Corp.

Merton J. Peck  
 Chairman  
 Department of Economics  
 Yale University

Charles Sheldon  
 Senior Specialist  
 Space & Transportation  
 Congressional Research Service

Martin Summerfield  
 President  
 Princeton Combustion Research  
 Laboratories, Inc.

Verner E. Suomi  
 Professor  
 Space Science & Engineering Center  
 University of Wisconsin

Anthony F. C. Wallace  
 Professor, Department of Anthropology  
 University of Pennsylvania

Roy A. Welch  
 Professor, Department of Geography  
 University of Georgia

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Raymond L. Bisplinghoff, *Chairman*  
 Vice President & Director of Research  
 & Development  
 Tyco Laboratories

Selor D. Browne Associates

Jesse Borthwick  
 Executive Director  
 National Association of Noise Control  
 Officials

Jack Enders  
 President  
 Flight Safety Foundation, Inc.

Robert R. Everett  
 President, The MITRE Corp.

William T. Hardaker  
 Assistant Vice President, Air  
 Navigation/Traffic Control  
 Air Transport Association

Robert J. Hermann  
 Assistant Secretary of the Air Force  
 Research, Development & Logistics

William Horn, Jr.  
 National Business Aircraft Association,  
 Inc.

Jack D. Howell  
 Air Line Pilots Association, Inc.

Victor J. Kayne  
 Aircraft Owners and Pilots Association

Michael E. Levine  
 California Institute of Technology

Janet St. Mark  
 President  
 SMS Associates

Clifton A. Moore  
 General Manager  
 City of Los Angeles, Department of  
 Airports

Robert E. Poli  
 President  
 Professional Air Traffic Controllers  
 Association

Gilbert F. Quinby  
 Fort Washington, Pa.

David S. Stempler  
 Airline Passengers Association

Richard W. Taylor  
 Vice President  
 Boeing Commercial Airplanes Co.

David Thomas  
 Annandale, Va

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R. Eugene Goodson, *Chairman*  
 Institute for Interdisciplinary Engineering  
 Studies  
 Purdue University

William G. Agnew  
 Technical Director  
 General Motors Research Laboratories

Leo Blatz  
 Executive Officer  
 ESSO Inter-America, Inc.

John H. Byrne  
 Chairman of the Board  
 GEICO and Affiliates

B. J. Campbell (resigned)  
 Highway Safety Research Center  
 University of North Carolina

Frank W. Davis, Jr.  
 Transportation Center  
 University of Tennessee

Clarence Ditlow, III  
 Center for Auto Safety (resigned)

Lament Eltinge  
 Director of Research  
 Eaton Corp. Research Center

Norman Emerson  
 Executive Assistant to the Mayor  
 City of Los Angeles

William Haddon, Jr.  
 President  
 Insurance Institute for Highway Safety  
 (resigned)

Kent Joscelyn  
 Highway Safety Research Institute  
 University of Michigan

Joshua Menkes  
National Science Foundation

Wilfred Owen  
The Brookings Institution

Archie H. Richardson  
President  
Auto Owners Action Council

Angela Rooney  
Upper Northeast Coordinating Council

Richard H. Shackson  
Assistant Director  
Transportation Energy Conservation  
Policy

S. Fred Singer  
Professor of Environmental Sciences  
University of Virginia

Lawrence J. White  
Council of Economic Advisors  
Executive Office Building of the White  
House

Howard Young  
United Auto Workers

**Advanced Group Rapid Transit  
Advisory Panel**

Michael A. Powells, Jr., Chairman  
Senior Vice President  
Barton-Aschman Associates, Inc.

J. Edward Anderson  
Director, Industrial Engineering  
University of Minnesota

Robert A. Burco  
President  
Public Policy Research Associates

Catherine Burke  
School of Public Administration  
University of Southern California

Lawrence Dallam  
Director of Transportation Planning  
Twin Cities Metropolitan Council

Julie H. Hoover  
Manager of the Planning Division  
Parsons, Brinckerhoff, Quade, and  
Douglas

George Krambles  
Executive Director  
Chicago Transit Authority

Robert Makofski  
Applied Physics Laboratory  
The Johns Hopkins University

**Impact of Advanced Air Transport  
Technology Advisory Panel**

Robert W. Simpson, Chairman  
Director, Flight Transportation  
Laboratory  
Massachusetts Institute of Technology

Jane H. Bartlett  
President, Arlington League of Women  
Voters

Ray E. Bates  
Vice President, Douglas Aircraft Co.

Norman Bradburn  
National Opinion Research Center

Frederick Bradley  
Vice President, Citibank, N.A.

John G. Borger  
Vice President of Engineering  
Pan American Airways, Inc.

Secor D. Browne  
Secor D. Browne Associates, Inc.

F. A. Cleveland  
Vice President, Engineering  
Lockheed Corp.

Elwood T. Driver  
Vice Chairman  
National Transportation Safety Board

James Fletcher  
Burroughs Corp.

Charles R. Foster (Observer)  
Associate Administrator for Aviation  
Administration  
Federal Aviation Administration

James J. Kramer  
Associate Administrator for Aeronautics  
and Space Technology

National Aeronautics and Space  
Administration

William K. Reilly  
President, Conservation Foundation

David S. Stempler  
Airline Passengers Association, Inc.

Janet St. Mark  
President, SMS Associates

John Wild  
Executive Director  
National Transportation Policy Study  
Commission

Holden W. Withington  
Vice President, Engineering  
Boeing Commercial Airplane Co.

Michael Yarymovych  
Vice President, Engineering  
Rockwell International

**Advanced High-Speed Aircraft  
Working Group**

Richard A. Pugh  
Chief, Nonhighway Transportation  
Branch  
Department of Energy

Raymond A. Ausrotas  
Flight Transportation Laboratory  
Massachusetts Institute of Technology

Jane H. Bartlett  
President, Arlington League of Women  
Voters

Frederick Bradley  
Vice President  
Citibank, N.A.

David Brewster  
Babcock and Schmid Associates, Inc.  
Arlington League of Women Voters

Secor D. Browne  
Secor D. Browne Associates, Inc.

Tulinda Deegan  
Director, Government Relations  
Commuter Airlines Association of  
America

Marcy Fannon  
Retired. Formerly Vice President  
Eastern Airlines

Richard D. Fitzsimmons  
Director, Advanced Program Planning  
Douglas Aircraft Co.

Joseph M. Fugere  
President, Pilgrim Airlines

Stanley Green  
General Aviation Manufacturers  
Association

Jack I. Hope  
General Manager, International Engine  
Group  
General Electric Co.

Harry W. Johnson  
General Aviation Office  
NASA Headquarters

Adib Kanafani  
Institute of Transportation Studies  
University of California

William Sens  
Pratt and Whitney Engine Co.

Armand Sigalla  
Chief, Technology Preliminary Design  
Boeing Commercial Airplane Co.

Robert W. Simpson  
 Director, Flight Transportation  
 Laboratory  
 Massachusetts Institute of Technology

Davis S. Stempler  
 Airline Passengers Association, Inc

Janet St. Mark  
 President, SMS Associates, Inc

Barney Vierling  
 Retired, Formerly with the U.S. SST  
 Program Manager

John Wesler  
 Acting Director for Environment and  
 Energy  
 Federal Aviation Administration Low  
 Density Working Group

Shirley Ybarra  
 Smat, Helliessen, and Eichner

**Air Cargo Working Group**

Keith G. Brady  
 Manager, Innovative Concepts  
 Development  
 Boeing Commercial Airplane Co.

Douglas A. Fisher  
 Assistant General Manager  
 Emery Air Freight

Joel H. Fisher  
 Director and Washington Counsel  
 Seaboard World Airlines

E. R. Hichens  
 Manager, Traffic Systems  
 Sears Roebuck and Co.

William H. Kuhlman  
 Douglas Aircraft Co.

Dennis J. Marshall  
 Manager, Development and Operator  
 Engineering  
 Federal Express Corp.

William T. Mikolowsky  
 Manager, Operation Research  
 Department  
 Lockheed Georgia Co.

George A. Pasquet  
 Scott Air Force Base

William F. Pieper  
 Director, Technology Development  
 Flying Tiger Line

Ray Siewert  
 Technical Specialists for Aeronautical  
 Technology  
 Pentagon

Nawal K. Taneja  
 Massachusetts Institute of Technology

Matthew M. Winston  
 NASA Langley Research Center

Shirley Ybarra  
 Smat, Helliessen, and Eichner

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 Advisory Panel**

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 National Urban League, Inc.

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 Research & Dealership Operations  
 Group  
 National Automobile Dealers  
 Association

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 President, Minicars, Inc.

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 National Institute for Automobile  
 Service Excellence

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 The Ethyl Corp.

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 Institute for Interdisciplinary Engineering  
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 Purdue University

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 Former Director  
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 Professor  
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John Holden  
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 Commission

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 Fearle Chemistry Laboratory  
 University of Chicago

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 Benjamin Pierce Professor of  
 Technology and Public Policy  
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 Harvard University

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Strategy  
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Jerry Grey  
Private Consultant

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Public Health  
Harvard University School of Public  
Health

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Infectious Diseases  
National Institutes of Health

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Private Consultant

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Harvard University School of Public  
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New Mexico Citizens for Clean Air &  
Water

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General Motors Research Laboratory

John R. Blizzard  
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Glass Corp  
Vice Chairman, Environmental Industry  
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Senior Vice President  
Southern California Edison Co

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Department of Orthopedics  
University of Washington

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Technology Policy  
Graduate School of Public  
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New York University

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Engineering Studies  
Purdue University

Peter Barton Hutt  
Covington and Burling

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Vice President for Environmental  
Engineering and Pollution Control  
3M Co.

Claire Nader  
Private Consultant

Roger C. Nell  
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Social Sciences  
California Institute of Technology

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Research Laboratory  
Rohm and Haas Co.

Russell E Train, President  
World Wildlife Fund, Inc.

Charles H Tupper  
Director, Safety Department  
International Brotherhood of Electrical  
Workers

Jacqueline Warren  
Natural Resources Defense Council

James W Young  
Manager of Regulatory Affairs  
Zoecon Corp

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Advisory Panel**

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Tessler & Cloherty, Inc.

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President  
Roger Blobaum and Associates

George Burrill  
Co-Director  
Center for Studies in Food Self-  
Sufficiency

Patricia Cloherty  
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Tessler & Cloherty, Inc

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Executive Director  
ACCION International

Mary Houghton  
Executive Vice President  
South Shore National Bank

Byron Kennard  
Community Organizer

David Lawrence  
Chairman of the Executive Committee  
Boettcher & Co

William Nicoson  
Counsel

Lynn Preston  
Acting Head, Problem Analysis Group  
National Science Foundation

Lola Redford  
President, Consumer Action Now

Constantine Safilios-Rothschild  
Professor of Human Development  
Pennsylvania State University

Steve Serfling  
President, Solar Aqua Systems, Inc.

Martha Stuart  
President  
Martha Stuart Communications, Inc

Richard P Taub  
Associate Professor & Chairman of  
Public Affairs  
University of Chicago

Sean Wellesley-Miller  
Assistant Professor of Environmental  
Control  
Massachusetts Institute of Technology

**Appropriate Technology  
Task Force**

Lola Redford, Chairperson  
President, Consumer Action Now

Tom Bender  
Freelance Writer, Energy & Technology

Robert S Browne  
Director, President of the Board  
Black Economic Research Center

Wilson Clark  
Energy Advisor  
The Governor's Office  
State of California

Kye Cochran  
Coordinator, Alternative Energy  
Resources Organization

John Cole  
Author and Contributing Editor

Cecil E. Cook, Jr.  
Senior Associate  
Inter-Culture Associates

Nicholas Georgescu-Roegen  
Distinguished Professor Emeritus  
Vanderbilt University

Jerome Goldstein  
Editor & Publisher, The J. G. Press,  
Inc.

Hazel Henderson  
Ex officio  
Member, Technology Assessment  
Advisory Council of OTA

Karl Hess  
Author, Community Technology  
(Harper & Row)

Joyce A. Hughes  
Professor of Law  
Northwestern University School of Law

Byron Kennard  
Ex officio  
Community Organizer

Elizabeth Kingman  
Consultant in Energy Communication

Merle Lefkoff  
Ex officio  
Senior Partner  
Eplan, Roark, Lefkoff and Allen  
(ERLA)

Arthur S. Obermayer  
Ex officio  
President, Chairman of the Board  
MOLECULON Research Corp.

Thomas Sheridan  
Professor of Engineering and Applied  
Psychology  
Massachusetts Institute of Technology

Henryk Skolimowski  
Professor of Philosophy, Department of  
Humanities  
College of Engineering  
University of Michigan

Barry Stein  
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Goodmeasure, Inc.

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Federal Coordinator  
Cities in Schools Program

Nancy Jack Todd  
Co-Director  
The New Alchemy Institute



# Technology Assessment Act of 1972



Public Law 92-484  
92nd Congress, H. R. 10243  
October 13, 1972

## An Act

86 STAT. 797

To establish an Office of Technology Assessment for the Congress as an aid in the identification and consideration of existing and probable impacts of technological application ; to amend the National Science Foundation Act of 1950; and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Technology Assessment Act of 1972".*

Technology  
Assessment Act  
of 1972.

### FINDINGS AND DECLARATION OF PURPOSE

SEC. 2. The Congress hereby finds and declares that:

(a) As technology continues to change and expand rapidly, its applications are—

- (1) large and growing in scale; and
- (2) increasingly extensive, pervasive, and critical in their impact, beneficial and adverse, on the natural and social environment.

(b) Therefore, it is essential that, to the fullest extent possible, the consequences of technologies] applications be anticipated, understood, and considered in determination of public policy on existing and emerging national problems.

(c) The Congress further finds that:

(1) the Federal agencies presently responsible directly to the Congress are not designed to provide the legislative branch with adequate and timely information, independently developed, relating to the potential impact of technological applications, and

(2) the present mechanisms of the Congress do not and are not designed to provide the legislative branch with such information.

(d) Accordingly, it is necessary for the Congress to\*

(1) equip itself with new and effective means for securing competent, unbiased information concerning the physical, biological, economic, social, and political effects of such applications; and

(2) utilize this information, whenever appropriate, as one factor in the legislative assessment of matters pending before the Congress, particularly in those instances where the Federal Government may be called upon to consider support for, or management or regulation of, technological applications.

### ESTABLISHMENT OF THE OFFICE OF TECHNOLOGY ASSESSMENT

SEC. 3. (a) In accordance with the findings and declaration of purpose in section 2, there is hereby created the office of Technology Assessment (hereinafter referred to as the "Office") which shall be within and responsible to the legislative branch of the (government.

(b) The Office shall consist of a Technology Assessment Board ( hereinafter referred to as the "Board") which shall formulate and promulgate the policies of the Office, and a Director who shall carry out such policies and administer the operations of the Office.

Technology  
Assessment  
Board.

(c) The basic function of the Office shall be to provide early indications of the probable beneficial and adverse impacts of the applications of technology and to develop other coordinate information which may assist the Congress. In carrying out such function, the Office shall:

Duties.

- (1) identify existing or probable impacts of technology or technological programs;

- (2) where possible, ascertain cause-and-effect relationships;
- (3) identify alternative technological methods of implementing specific programs;
- (4) identify alternative programs for achieving requisite goals;
- (5) make estimates and comparisons of the impacts of alternative methods and programs;
- (6) present findings of completed analyses to the appropriate legislative authorities;
- (7) identify areas where additional research or data collection is required to provide adequate support for the assessments and estimates described in paragraph (1) through (5) of this subsection; and
- (8) undertake such additional associated activities as the appropriate authorities specified under subsection (d) may direct.

(d) Assessment activities undertaken by the Office may be initiated upon the request of:

- (1) the chairman of any standing, special, or select committee of either House of the Congress, or of any joint committee of the Congress, acting for himself or at the request of the ranking minority member or a majority of the committee members;
- (2) the Board; or
- (3) the Director, in consultation with the Board.

Information, availability.

(e) Assessments made by the Office, including information, surveys, studies, reports, and findings related thereto, shall be made available to the initiating committee or other appropriate committees of the Congress. In addition, any such information, surveys, studies, reports, and findings produced by the Office may be made available to the public except where—

- (1) to do so would violate security statutes; or
- (2) the Board considers it necessary or advisable to withhold such information in accordance with one or more of the numbered paragraphs in section 552(b) of title 5, United States Code.

81 Stat. 54.

TECHNOLOGY ASSESSMENT BOARD

Membership.

SEC. 4. (a) The Board shall consist of thirteen members as follows:

- (1) six Members of the Senate, appointed by the President pro tempore of the Senate, three from the majority party and three from the minority party;
- (2) six Members of the House of Representatives appointed by the speaker of the House of Representatives, three from the majority party and three from the minority party; and
- (3) the Director, who shall not be a voting member.

Vacancies.

(b) Vacancies in the membership of the Board shall not affect the power of the remaining members to execute the functions of the Board and shall be filled in the same manner as in the case of the original appointment.

Chairman and vice chairman.

(c) The Board shall select a chairman and a vice chairman from among its members at the beginning of each Congress. The vice chairman shall act in the place and stead of the chairman in the absence of the chairman. The chairmanship and the vice chairmanship shall alternate between the Senate and the House of Representatives with each Congress. The chairman during each even-numbered Congress shall be selected by the Members of the House of Representatives on the Board from among their number. The vice chairman during each

Congress shall be chosen in the same manner from that House of Congress other than the House of Congress of which the chairman is a Member.

(d) The Board is authorized to sit and act at such places and times during the sessions, recesses, and adjourned periods of Congress, and upon a vote of a majority of its members, to require by subpoena or otherwise the attendance of such witnesses and the production of such books, papers, and documents, to administer such oaths and affirmations, to take such testimony, to procure such printing and binding, and to make such expenditures, as it deems advisable. The Board may make such rules respecting its organization and procedures as it deems necessary, except that no recommendation shall be reported from the Board unless a majority of the Board assent. Subpoenas may be issued over the signature of the chairman of the Board or of any voting member designated by him or by the Board, and may be served by such person or persons as may be designated by such chairman or member. The chairman of the Board or any voting member thereof may administer oaths or affirmations to witnesses.

Meetings.

Subpoena.

DIRECTOR (AND) DEPUTY DIRECTOR

SEC. 5. (a) The Director of the Office of Technology Assessment shall be appointed by the Board and shall serve for a term of six years unless sooner removed by the Board. He shall receive basic pay at the rate provided for level III of the Executive Schedule under section 5314 of title 5, United States Code.

Appointment.

Compensation.

83 Stat. 863.

(b) In addition to the powers and duties vested in him by this Act, the Director shall exercise such powers and duties as may be delegated to him by the Board.

(c) The Director may appoint with the approval of the Board, a Deputy Director who shall perform such functions as the Director may prescribe and who shall be Acting Director during the absence or incapacity, of the Director or in the event of a vacancy in the office of Director. The Deputy Director shall receive basic pay at the rate provided for level IV of the Executive Schedule under section 5315 of title 5, United States Code.

Employment restriction.

(d) Neither the Director nor the Deputy Director shall engage in any other business, vocation, or employment than that of serving as such Director or Deputy Director, as the case may be; nor shall the Director or Deputy Director, except with the approval of the Board, hold any office in, or act in any capacity for, any organization, agency, or institution with which the Office makes any contract or other arrangement under this Act.

AUTHORITY OF THE OFFICE

SEC. 6. (a) The Office shall have the authority, within the limits of available appropriations, to do all things necessary to carry out the provisions of this Act, including, but without being limited to, the authority to—

- (1) make full use of competent personnel and organizations outside the Office, public or private, and form special ad hoc task forces or make other arrangements when appropriate;
- (2) enter into contracts or other arrangements as may be necessary for the conduct of the work of the Office with any agency or instrumentality of the United States, with any State, territory,

Contracts.

00 STAT. 801

(or possession or any political subdivision) the reef, or with any person, firm, association, corporation, or educational institution, with or without reimbursement, without performance or other bonds, and without regard to section 3709 of the Revised Statutes (41 U.S.C. 5) ;

(3) make advance, progress, and other payments which relate to technology assessment without regard to the provisions of section 3648 of the Revised Statutes (31 " S. C. 529) ;

(4) accept and utilize the services of voluntary and uncompensated personnel necessary for the conduct of the work of the Office and provide transportation and subsistence as authorized by section 5703 of title 5, United States Code, for persons serving without compensation;

(5) acquire by purchase, lease, loan, or gift, and hold and dispose of by sale, lease, or loan, real and personal property of all kinds necessary for or resulting from the exercise of authority granted by this Act; and

(6) prescribe such rules and regulations as it deems necessary governing the operation and organization of the Office.

00 stat. 499;  
33 stat. 190.

Recordkeeping

(b) Contractors and other parties entering into contracts and other arrangements under this section which involve costs to the Government shall maintain such books and related records as will facilitate an effective audit in such detail and in such manner as shall be prescribed by the Office, and such books and records (and related documents and papers) shall be available to the Office and the Comptroller General of the United States, or any of their duly authorized representatives, for the purpose of audit and examination.

(c) The Office, in carrying out the provisions of this Act, shall not, itself, operate any laboratories, pilot plants, or test facilities

Agency cooperation

(d) The Office is authorized to secure directly from any executive department or agency information, suggestions, estimates, statistics, and technical assistance for the purpose of carrying out its functions under this Act. Each such executive department or agency shall furnish the information, suggestions, estimates, statistics, and technical assistance directly to the Office upon its request.

Personnel detail

(e) On request of the Office, the head of any executive department or agency may detail, with or without reimbursement, any of its personnel to assist the Office in carrying out its functions under this Act.

(f) The Director shall, in accordance with such policies as the Board shall prescribe, appoint and fix the compensation of such personnel as may be necessary to carry out the provisions of this Act.

ESTABLISHMENT OF THE TECHNOLOGY ASSESSMENT ADVISORY COUNCIL

Sec. 7. (a) The Office shall establish a Technology Assessment Advisory Council (hereinafter referred to as the "Council"). The Council shall be composed of the following twelve members:

Membership

(1) ten members from the public, to be appointed by the Board, who shall be persons eminent in one or more fields of the physical, biological, or social sciences or engineering or experienced in the administration of technological activities, or who may be judged qualified on the basis of contributions made to educational or public activities;

(2) the Comptroller General; and

(3) the Director of the Congressional Research Service of the Library of Congress.

(b) The Council, upon request by the Board, shall-

Duties.

(1) review and make recommendations to the Board on activities undertaken by the Office or on the initiation thereof in accordance with section 3(d) ;

(2) review and make recommendations to the Board on the findings of any assessment made by or for the Office; and

(3) undertake such additional related tasks as the Board may direct.

(c) The Council, by majority vote, shall elect from its members appointed under subsection (a) (1) of this section a Chairman and a Vice Chairman, who shall serve for such time and under such conditions as the Council may prescribe. In the absence of the Chairman, or in the event of his incapacity, the Vice Chairman shall act as Chairman.

Chairman and Vice Chairman.

(d) The term of office of each member of the Council appointed under subsection (a) (1) shall be four years except that any such member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term. No person shall be appointed a member of the Council under subsection (a) (1) more than twice. Terms of the members appointed under subsection (a) (1) shall be staggered so as to establish a rotating membership according to such method as the Board may devise.

Term of office.

(e) (1) The members of the Council other than those appointed under subsection (a) (1) shall receive no pay for their services as members of the Council, but shall be allowed necessary travel expenses (or, in the alternative, mileage for use of privately owned vehicles and a per diem in lieu of subsistence at not to exceed the rate prescribed in sections 5702 and 5704 of title 5, United States Code), and other necessary expenses incurred by them in the performance of duties vested in the Council, without regard to the provisions of subchapter 1 of chapter 57 and section 5731 of title 5, United States Code, and regulations promulgated thereunder.

Travel expenses.

80 Stat. 498;  
83 Stat. 190.  
5 USC 5701.

(2) The members of the Council appointed under subsection (a) (1) shall receive compensation for each day engaged in the actual performance of duties vested in the Council at rates of pay not in excess of the daily equivalent of the highest rate of basic pay set forth in the General Schedule of section 5332(a) of title 5, United States Code, and in addition shall be reimbursed for travel, subsistence, and other necessary expenses in the manner provided for other members of the Council under paragraph (1) of this subsection.

Compensation.

UTILIZATION OF THE LIBRARY OF CONGRESS

Sec. 8. (a) To carry out the objectives of this Act, the Librarian of Congress is authorized to make available to the Office such services and assistance of the Congressional Research Service as may be appropriate and feasible.

(b) Such services and assistance made available to the Office shall include, but not be limited to, all of the services and assistance which the Congressional Research Service is otherwise authorized to provide to the Congress.

(c) Nothing in this section shall alter or modify any services or responsibilities, other than those performed for the Office, which the Congressional Research Service under law performs for or on behalf

of the Congress. The librarian is, however, authorized to establish within the Congressional Research Service such additional divisions, groups, or other organizational entities as may be necessary to carry out the purpose of this Act.

(d) Services and assistance made available to the Office by the Congressional Research Service in accordance with this section may be provided with or without reimbursement from funds of the Office, as agreed upon by the Board and the Librarian of Congress.

UTILIZATION OF THE GENERAL ACCOUNTING OFFICE

Sec. 9. (a) Financial and administrative services (including those related to budgeting, accounting, financial reporting, personnel, and procurement) and such other services as may be appropriate shall be provided the Office by the General Accounting Office.

(b) Such services and assistance to the Office shall include, but not be limited to, all of the services and assistance which the General Accounting Office is otherwise authorized to provide to the Congress.

(c) Nothing in this section shall alter or modify any services or responsibilities, other than those performed for the Office, which the General Accounting Office under law performs for or on behalf of the Congress.

(d) Services and assistance made available to the Office by the General Accounting Office in accordance with this section may be provided with or without reimbursement from funds of the Office, as agreed upon by the Board and the Comptroller General.

COORDINATION WITH THE NATIONAL SCIENCE FOUNDATION

SEC. 10. (a) The Office shall maintain a continuing liaison with the National Science Foundation with respect to

- (1) grants and contracts formulated or activated by the Foundation which are for purposes of technology assessment; and
- (2) the promotion of coordination in areas of technology assessment, and the avoidance of unnecessary duplication or overlapping of research activities in the development of technology assessment techniques and programs.

(b) Section 3(b) of the National Science Foundation Act of 1950, as amended (42 U.S.C. 1862(b)), is amended to read as follows:

“(b) The Foundation is authorized to initiate and support specific scientific activities in connection with matters relating to international cooperation, national security, and the effects of scientific applications upon society by making contracts or other arrangements (including grants, loans, and other forms of assistance) for the conduct of such activities. When initiated or supported pursuant to requests made by any other Federal department or agency, including the Office of Technology Assessment, such activities shall be financed whenever feasible from funds transferred to the Foundation by the requesting official as provided in section 14(g), and any such activities shall be unclassified and shall be identified by the Foundation as being undertaken at the request of the appropriate official.”

ANNUAL REPORT

SEC. 11. The Office shall submit to the Congress an annual report which shall include, but not be limited to, an evaluation of technology assessment techniques and identification, insofar as may be feasible, of technological areas and programs requiring future analysis. Such report shall be submitted not later than March 15 of each year.

Scientific programs, financing. 92 Stat. 360.

64 Stat. 156; 32 Stat. 365. 42 USC 1873.

APPROPRIATIONS

SEC. 12. (a) To enable the Office to carry out its powers and duties, there is hereby authorized to be appropriated to the Office, out of any money in the Treasury not otherwise appropriated, not to exceed \$5,000,000 in the aggregate for the two fiscal years ending June 30, 1973, and June 30, 1974, and thereafter such sums as may be necessary.

(b) Appropriations made pursuant to the authority provided in subsection (a) shall remain available for obligation, for expenditure, or for obligation and expenditure for such period or periods as may be specified in the Act making such appropriations.

Approved October 13, 1972.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 92469 (Comm. on Science and Astronautics) and No. 921436 (Comm. of Conference).  
SENATE REPORT No. 92-1123 (Comm. on Rules and Administration).  
CONGRESSIONAL RECORD, Vol. 118 (1972):  
Feb. 8, considered and passed House.  
Sept. 14, considered and passed Senate, amended.  
Sept. 22, Senate agreed to conference report.  
Oct. 4, House agreed to conference report.

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