

THE NATIONAL AERONAUTICS AND SPACE COUNCIL

DURING THE TENURE OF LYNDON B. JOHNSON
AS VICE PRESIDENT AND DURING
HIS ADMINISTRATION AS PRESIDENT

(JANUARY 1961 - JANUARY 1969)

NOTE REGARDING CLASSIFICATION

This document bears a Secret cover because a few of its pages contain Secret material. A number of other pages contain Confidential material. All pages in such categories are marked accordingly. Pages not so marked are unclassified.

PREFACE AND FOREWORD

PREFACE

This history of the National Aeronautics and Space Council covers the period of 1961 through 1968. During that span, Lyndon B. Johnson was Vice President and Chairman of the Council (1961-1963) and President (1963-1968).

The period under review encompassed major developments and accomplishments in both space and aeronautics. Since large amounts of time and substantial funds were devoted to the newly developing space program, the record reflects this priority. However, such projects as the Supersonic Transport indicate considerable aeronautical interest and attention.

An attempt has been made within these pages to set forth with appropriate detail and documentation some of the facets of decision making as well as intra-governmental coordination. These include:

- amendments to the Act establishing the Council.
- lunar program decisions.
- communications satellite policy and legislation.
- international cooperation.
- the supersonic transport.
- space nuclear applications.
- public information policy.

The Council responsibility and organization served to bring the Vice President into active contact with and significant influence upon major decisions within the Executive Branch in the fields of aeronautics and space. It also served as a bridge to various committees of the Congress and to agencies of the Executive Branch, whether the latter were members of the Council or not.

In brief, this history of the National Aeronautics and Space Council can be considered a reflection of the day-to-day dealing of policy and program issues of major budgetary and national security significance affecting the destinies and fortunes of this Nation in a very profound sense. The record will show that the Council as well as the Council staff took positive action to advise and assist the President in the interest of technological progress and in national accomplishment. The Council and the staff also acted to help educate the general public on the advantages of carefully planned space and aeronautical projects, while at the same time influencing agencies of the Government to coordinate their plans and actions.

To have served as Executive Secretary of the Council during this entire period of positive action and progress, under the leadership of Lyndon B. Johnson, has been a special privilege.

E. C. Welsh

Washington, D. C.
September 26, 1968

FOREWORD

This history of the National Aeronautics and Space Council was prepared under the direction and supervision of the Executive Secretary, the Honorable Edward C. Welsh. Assistance and cooperation were received from all members of the Council staff, with particular notice merited by Mr. Richard Hirsch who undertook the major portion of the organization and planning as well as some of the writing of the history, and to Mr. Reed Bundy to whom credit for editorial consistency should go.

TABLE OF CONTENTS

TABLE OF CONTENTS

VOLUME 1

Part I Organization and Administration

Origin of the Council.....	1
The Kennedy-Johnson Space Council.....	3
Welsh Takes Office.....	4
New Legislation.....	4
Staffing Pattern and Procedures.....	16
Budget.....	18

Part II Program Development

Initiation of Space Acceleration.....	21
Summary of the Vice President's Memorandum for the President... 27 (C)	
Vice President Johnson's Visits to Aerospace Facilities.....	34
Development of Space Policy.....	35
President Kennedy's Five Questions.....	43
Astronaut Selection and Training.....	45
Bioastronautics.....	46
Project West Ford.....	49
Limits of Air Space and Outer Space.....	50
International Cooperation.....	53 (C)
Communications Satellites.....	62
Patent Aspects.....	74
Ownership.....	78
NSAM 338.....	89 (S)
Space Frequency Spectrum Assignment.....	95
Japanese Olympics.....	96
Domestic Satellite System.....	97
National Geodetic Satellite Program.....	98
Instrumentation Ships.....	99
Earth Resources Satellite.....	100
Aeronautics.....	103
NASA-FAA.....	105
Supersonic Transport.....	106
Space Nuclear Power Program.....	119 (C)
Nuclear Rocket Program.....	125 (C)
Manned Orbiting Laboratory Program.....	131
Space Rescue.....	137
Unmanned Lunar Programs.....	139

Unmanned Planetary Programs.....	142
Meteorological Satellites.....	145
Fragments.....	147
Propulsion.....	153
Comparative Statistics on U. S. and Soviet Space Flight.....	154
Public Information Policy.....	159
Council Activities.....	167
International Space Exhibits.....	169
Los Angeles Space Exposition.....	169
New York World's Fair.....	173
Paris Air Show.....	183

Part III Interagency Relationships and Staff Assistance

Budget Bureau.....	207
National Security Council.....	207
Office of Science and Technology.....	208
Council on Marine Resources and Engineering Development.....	208
Director of Telecommunications Management (and earlier OTM)...	209
Within the Executive Branch.....	209
Quasi-Governmental Organizations.....	212
Assistance to the President.....	212
Records for Presidential Libraries.....	218
Assistance to the Vice President.....	222
Relations with Congress.....	224

VOLUME 2

- APPENDIX A -- National Aeronautics and Space Council Meetings 1961-1968
- APPENDIX B -- Oral History Project, John F. Kennedy Library -- Interview
with Dr. Edward C. Welsh
- APPENDIX C -- Reproductions of Chapter II (National Aeronautics and Space
Council) from the President's Annual Report to the Congress,
1961-1968
- APPENDIX D -- Staff Appointm ents

*Updated material inserted 3/31/75
per memo from E.C. Welsh to Callahan
11/13/69*

Unmanned Planetary Programs	142
Meteorological Satellites	145
Fragments	147
Propulsion	153
Comparative Statistics on U. S. and Soviet Space Flight.....	154
Public Information Policy	159
Council Activities	167
International Space Exhibits	169
Los Angeles Space Exposition.....	169
New York World's Fair	173
Paris Air Show	183

Part III Interagency Relationships and Staff Assistance

Budget Bureau	207
National Security Council.....	207
Office of Science and Technology.....	208
Council on Marine Resources and Engineering Development....	208
Director of Telecommunications Management (and earlier OTM).	209
Within the Executive Branch	209
Quasi-Governmental Organizations	212
Assistance to the President	212
Records for Presidential Libraries	218
Assistance to the Vice President	222
Relations with Congress.....	224

VOLUME 2

APPENDIX A -- National Aeronautics and Space Council Meetings 1961-1968
APPENDIX B -- Oral History Project, John F. Kennedy Library -- Interview with Dr. Edward C. Welsh
APPENDIX C -- Reproductions of Chapter II (National Aeronautics and Space Council) from the President's Annual Report to the Congress, 1961-1968
APPENDIX D -- Staff Appointments
APPENDIX E -- Communications Policy References
APPENDIX F -- United States Space and Aeronautics Highlights, 1964-1968

PART I
ORGANIZATION AND DEVELOPMENT

THE NATIONAL AERONAUTICS AND SPACE COUNCIL

Origin of the Council

The idea of a National Aeronautics and Space Council is generally associated with Senator Lyndon B. Johnson's efforts to keep both military and civilian emphasis strong and at the same time to guarantee that nothing vital to the national interest would get lost or overlooked by assigning responsibilities solely to NASA and DOD.¹

The Eisenhower Administration's original legislative proposals were set forth in draft legislation sent to the Congress by the Bureau of the Budget on April 2, 1958.²

The draft legislation provided for the establishment of a National Aeronautics and Space Policy Board not to exceed 17 members, to meet at least quarterly and to serve without compensation in a general advisory capacity to both the President and the NASA Director. In addition, the Board was to make recommendations to NASA on general policies, programs, appropriations, and major appointments.³

Lyndon B. Johnson, Senate Majority Leader, was the chairman of the Senate Special Committee on Space and Astronautics. Under his aegis the concept of the Council was enacted into the legislation signed by President Eisenhower on July 29, 1958.

¹ Administrative History of NASA 1958-63. NASA SP-4101. 1966
by Robert L. Rosholt. pp 13-14

² Ibid. pg. 10

³ Ibid. pg. 12

Whereas the draft legislation provided for a Space Policy Board advising the NASA Director, the Space Act provided for a National Aeronautics and Space Council advising the President. (Sec. 201). The two concepts bore almost no resemblance to each other.⁴

The Council, as legislated in 1958, was composed of the President, Secretary of Defense, Secretary of State, NASA Administrator, AEC Chairman, and up to one other government member and three private civilian members. Its purpose was to advise the President in his planning, development, and coordination of a comprehensive national space program. The Executive Secretary of the Council was given the power to hire a staff. The law provided that the executive secretary be appointed by the President and confirmed by the Senate.⁵

President Eisenhower did not fill the job of Executive Secretary of the Council even though this was provided by statute. Instead, an acting executive secretary was borrowed from NASA, or on occasions from the Office of the President's Science Advisor. Meetings were few and far between, and in his legislative program at the end of his last year in office, President Eisenhower recommended that the Space Council be abolished.⁶

⁴ Ibid. pg. 13

⁵ Ibid. pg. 13

⁶ H. Doc. 296, 86th Congress

The Kennedy-Johnson Space Council

On December 20, 1960, President-elect John F. Kennedy announced that he intended to rely heavily on Vice President-elect Lyndon B. Johnson in space matters and that he wanted the Vice President to become Chairman of the National Aeronautics and Space Council.⁷

President Kennedy considered that the Council had a significant potential for accomplishment - particularly to accelerate the space program, and equally to give some clear-cut responsibility to Vice President Johnson so that he could bring to bear his already extensive knowledge of space as a significant force in the new Administration.⁸

This was in accord with the fact that Vice President Johnson had been one of the major architects of the Space Act, and had been Chairman of the Senate Space Committee, and thus was ideally suited to ensure that the Council would become, in President Kennedy's words, "an active and useful instrumentality."⁹

⁷ New York Times, December 21, 1960 - page 1, Col. 4. See also Oral History Paper - John F. Kennedy Library. Interview with Dr. Edward C. Welsh, Executive Secretary, National Aeronautics and Space Council, Recorded May 16, 1964, at the Executive Office Building, Washington, D. C.

⁸ Ibid. pg. 3

⁹ Ibid. pg. 4; also statement of December 20, 1960

Welsh Takes Office

As a first step in making the National Aeronautics and Space Council an active instrumentality in the realm of Executive decision-making, President Kennedy, on March 20, 1961, nominated Dr. Edward Cristy Welsh for the position of Executive Secretary, which position is that of head of the agency, per se. Dr. Welsh brought academic and legislative and executive governmental experience to this post. (See biog. sketch). The House was advised of the pending appointment. Hearings were held on March 23 by the Senate Committee on Aeronautical and Space Sciences. Dr. Welsh was confirmed the same day, and the oath of office was administered in the White House on March 24 -- four days after his nomination, a near-record for speed in the traditional process of Senatorial advice and consent.¹⁰

New Legislation

One of Dr. Welsh's first tasks as Executive Secretary was to draft amendments to the National Aeronautics and Space Act of 1958 to remove the President as Chairman and replace him with the Vice President; to limit membership to the Secretaries of State and Defense and the Administrator of NASA and the Chairman of the AEC, and to place the Council within the Executive Office of the President.¹¹

In fact, Dr. Welsh prepared a memorandum for Vice President Johnson as early as March 30, 1961, in which consideration was given to three

¹⁰ White House Press Release March 22, 1961

¹¹ Oral History, page 9; memo for Mr. Ernest Goldstein, The White House, December 7, 1967

procedures available to effect changes in the legislation -- a Reorganization Plan, an amendment to the NASA authorization bill, or a separate amendment to the Space Act.¹²

Dr. Welsh's survey established that the Chairmen of both the Senate and House Space Committees would cooperate in expediting action, no matter what procedure was employed. According to Chairman Overton Brooks of the House Space Committee, Speaker Rayburn "very decisively preferred a simple amendment rather than a Reorganization Plan" because "the great popularity of the Vice President" would enable the House to expedite action, while the Reorganization Act required a sixty-day layover.

Chairman Brooks further advised that an amendment to the NASA Omnibus Bill would also cause delay.¹³

An additional factor in favor of an amendment was the rule that a Reorganization Plan would go before the Government Operations Committee, while an amendment would be handled in the House Committee on Science and Astronautics.¹⁴

As a result, by April 6, Dr. Welsh was in a position to advise Vice President Johnson that a document was on hand calling for a minimum change in language to effect President Kennedy's intent, that it had been cleared in

¹² Memorandum to the Vice President, March 30, 1961, from Dr. Welsh, subject: "Changes in the Space Act."

¹³ Ibid.

¹⁴ Ibid.

the Executive Office of the President with Messrs. Bell, Staats, and Neustadt, and that Budget Director Bell had agreed to discuss the paper with Ted Sorensen and President Kennedy. In addition, Congressman Brooks agreed to schedule the amendment for hearing by his Committee on April 11.¹⁵

In addition, preliminary clearances had also been undertaken by Dr. Welsh with the staffs of Senators Kerr, Bridges, and Dirksen, and with Congressman Brooks, Speaker Rayburn, Majority Leader McCormack, and Congressman Thornberry of the Rules Committee.¹⁶

Following the conference on April 6, Dr. Welsh drafted a letter for President Kennedy to the Speaker of the House and to the President of the Senate transmitting a bill to amend the National Aeronautics and Space Act. This was sent, substantially as drafted, by President Kennedy on April 10.¹⁷

President Kennedy's letter of transmittal stated: "I believe that the Vice President can contribute importantly to, and give me valuable counsel and assistance with respect to, space programs, and that the chairmanship of the National Aeronautics and Space Council will materially enhance this opportunity and capability to render maximum service."¹⁸

The House Committee on Science and Astronautics met on April 12, 1961. Dr. Welsh was the only witness called.

¹⁵ Memorandum to the Vice President from Dr. E. C. Welsh, April 6, 1961.
Subject: "Preparation for Legislation to put Vice President on Space Council."

¹⁶ Ibid.

¹⁷ Draft Letter, April 7, 1961.

¹⁸ Letter from President Kennedy to the Speaker of the House of Representatives and to the President of the Senate, April 10, 1961.

In his statement Dr. Welsh clarified many of the questions which had been raised by Congressional staff members and others in informal inquiries. He pointed out that the bill proposed to change neither the advisory character of the Council nor the nature of its functions. "Rather," he said, "it proposes to make the Council more effective."¹⁹

Excerpts from Dr. Welsh's testimony follow:

"The Council is an advisory, not an operating or executive body in the clear meaning of those terms. The President wants continuous and effective leadership in this advisory group. In the Vice President he has this asset, free from the special interests which might attend anyone who also has executive or operating responsibilities in a department or agency of the government.

"The Vice President is already by statute a member of the National Security Council. To make him a member of the Space Council seems to be a comparable action with suitable precedence. For the Vice President to be chairman of an advisory council does not, in my judgment, raise any more question than does the fact of his membership.

"The present law specifically identifies five members of the Council. With the exception of the recommended change as respects the President and the Vice President, the proposed bill would retain the same specified membership, i. e., the Secretary of State, the Secretary of Defense, the Administrator of the NASA, and the Chairman of the AEC.

"In addition to the specified membership, the present law permits the President to appoint 'not more than three public members' and 'not more than one member from departments and agencies of the Federal Government.'

¹⁹ Statement of Edward C. Welsh, Executive Secretary, National Aeronautics and Space Council, before the House Science and Astronautics Committee, April 12, 1961.

"To give greater flexibility to this advisory Council, it was considered sound to eliminate the option to appoint additional members. To choose a small number of outstanding individuals from the many able and deserving members of the public who might have substantial contributions to make, and to choose one from the large number of Federal agencies, which will have from time to time substantial interest in particular aspects of the programs, would not only be difficult but would diminish the desired flexibility of the Council.

"Several additional points might be made in support of this proposal: (1) To defer Council meetings until public members could attend from various places in the United States would make emergency meetings of the Council impractical; (2) To make recommendations to the President as respects specific functions and responsibilities among the several agencies of the government should come from those with a continuous day-to-day knowledge of what is being done and who can best do what; (3) To call in consultants or responsible representatives from government agencies at the time when specific problems within their competence arise is preferable to freezing the Council membership with individuals representing just a few areas of specialization. Judicious and objective consultation with scientists, management specialists, legal authorities, etc., within the government avoids the creation of another layer of advisers, without inhibiting the Council from calling upon such specialists as needed.

"This bill provides two other changes which are, in a sense, procedural. Subsection (b) provides language so that the President may appoint an Acting Chairman in case the Vice President is not available.

"The bill also proposes to clarify the organizational status of the Council by placing it in the Executive Office of the President. This follows the pattern which the Congress approved in the past as respects the National Security Council, the Bureau of the Budget, and the Council of Economic Advisers. In the present status the Space Council has been left in an indefinite position, and it seems to be organizationally clearer and certainly appropriate for the Council to be identified as a part of the Executive Office of the President."

During Dr. Welsh's testimony, the following colloquy took place with the Chairman:

"The Chairman. Doesn't the Vice President have some executive authority? Isn't he for some purposes a part of the executive branch?

"Dr. Welsh. Without attempting to examine all the responsibilities of the Vice President, I want to say in this specific instance this responsibility would be advisory and not in a real sense executive.

"The Chairman. You would have no objection to furnishing for the record a copy of the opinion of the Attorney General on that point?

"Dr. Welsh. I would be pleased to supply that. "

Following Dr. Welsh's testimony, the House Committee reported that H.R. 6169 to amend the National Aeronautics and Space Act had been considered by the Committee and the bill was reported favorably without amendment and with recommendation that "the bill do pass."²⁰

The report also provided a detailed analysis of how the bill amended Section 201 of the National Aeronautics and Space Act of 1958 in the following particulars:

1. It placed the National Aeronautics and Space Council within the Executive Office of the President.
2. It removed the President from the Council and from the Chairmanship and replaced him with the Vice President.
3. The Council was to be composed of the Vice President, Secretary of State, Secretary of Defense, Administrator of NASA, and Chairman of the AEC.

²⁰ 87th Congress, First Session, House of Representatives Report No. 225, amending the National Aeronautics and Space Act of 1958.

4. The additional Government member of the Council appointed by the President under the original law and the three civilian scientific members also appointed by the President under the original law were removed from the Council.

5. The President was authorized to designate other Council members to act as Chairman when the Vice President is absent or otherwise unavailable.

6. While the function of the Council to advise the President remained essentially the same, the anticipated role of the Council was enlarged due to two language changes. One of these changes removed the wording of the Act which made it the specific duty of the President to formulate the national space program; the second change set a new requirement that the Council "assist" the President in the "performance of functions in the aeronautics and space field."

7. The duty of the Council to help provide for cooperation between NASA and the Department of Defense was broadened to include cooperation "among all departments and agencies of the United States engaged in aeronautical and space activities."

8. The provision authorizing per diem compensation to civilian members of the Council was repealed.²¹

In line with Dr. Welsh's assurance to the Committee, a request was made by him of the Department of Justice for a written opinion on the Constitutional question. This was forthcoming on April 18, 1961, in a memorandum for the Vice President signed by Nicholas deB. Katzenbach, then Assistant Attorney General, and Legal Counsel to the Department of Justice. This opinion is one of the few official documents on record which deals authoritatively with the Vice President's role and function and the

²¹ Ibid. pp. 1-2

Presidential delegation of power to him. It is not too much to say that it is a landmark document in this area and warrants scrutiny in some detail. "The question has arisen," it began, "whether there is any Constitutional bar to the proposed service of the Vice President on the Council."²²

Then it went on to say that although the Constitution allotted specific functions to the Vice President in the transaction of business by the Legislative Branch of the Government (Art. I, sec. 3), it neither granted nor forbade him functions in the conduct of affairs in the Executive Branch. Since the courts had never had occasion to consider the extent to which he might properly take part in these affairs, it was necessary therefore to look mainly to historical precedence for guidance.

Until 1933, only three Vice Presidents had ever sat with the Cabinet: Adams on one occasion in 1791 during Washington's absence, Marshall on a few occasions while Wilson attended the Paris Peace Conference, and Coolidge regularly at Harding's invitation. Beginning with Roosevelt in 1933, Garner participated in the deliberation of the Cabinet as a matter of course. He was also consulted by the President on foreign policy matters and in 1936 became the first Vice President in office to travel beyond the country's borders on an official mission.

²² Memo for the Vice President re constitutionality of the Vice President's service as Chairman of the National Aeronautics and Space Council, dated April 18, 1961.

The Office of the Vice President experienced its greatest growth as a consequence of World War II. Wallace served as Chairman of the Board of Economic Warfare and for two years was the superior of a number of department and agency heads in a variety of international economic defense activities. Pursuant to Presidential Executive Order, he also served as Chairman of the Supply Priorities and Allocation Board, and in October, 1941, he was named by Roosevelt to the Presidential Advisory Committee on the Development and Use of Atomic Energy.

More recently, Nixon in 1953-61 was Chairman of the President's Committee on Government Contracts. The document pointed out that Vice President Johnson performed a similar function as Chairman of the successor body, the President's Committee on Equal Employment Opportunity.

Aside from Presidential assignments, the Vice President had but two functions prescribed by statute. One dating back more than a century made him a member of the Board of Regents of the Smithsonian Institution (20 USC §§ 41, 42). The other made him a member of the National Security Council in 1949 (50 USC §§ 402 (a)).

The Department of Justice opinion then stated that since the Vice President was not prevented by the Constitution or by any general statute from acting as the President's delegate, the range of duties he could undertake at the instance of the President appeared to be co-extensive

with the latter's power of delegation. As for legislative action, bestowing functions on the Vice President, the limiting factor appeared to be Article II, Sec. 1 of the Constitution, which declared flatly that "the executive power shall be vested in a President of the United States." Any legislation, therefore, which might threaten the unity of the Executive by attempting to place power in the Vice President to be wielded independently of the President would contravene this provision. H. R. 6169, however, would not contravene the provision, since the duties of the Chairman would be purely advisory; furthermore, the bill was supported as a matter of historical precedence by more than a decade of Vice Presidential service on a similarly advisory National Security Council.

One other consideration still had to be dealt with -- the doctrine of separation of powers by reason of the Vice President's designation by the Constitution as the presiding officer of the Senate.

Having raised this question, the memorandum proceeded forthrightly to demolish it. It held that such doctrinal considerations would not appear to block the Vice President's performance of important functions in the Executive Branch. It held that despite his position as President of the Senate, he was certainly not one of its members. It cited in support of this viewpoint Article I, sec. 6, cl. 2 of the Constitution, which provides that "no Person holding any Office under the United States, shall be a Member of either House during his Continuance in Office." Since the

Vice President holds "an Office under the United States," it would do violence to this language to argue that the Founding Fathers conceived of him as a member of the Senate. Moreover, clauses 1 and 2 of Art. I, sec. 5, which provide that each House shall be the judge of the elections, returns and qualifications of its own members and may punish and expel them, plainly do not apply to the Vice President. Neither could the Vice President be convincingly described as a third member on the Legislative Branch alongside the two Houses of Congress. It concluded that "perhaps the best thing that can be said is that the Vice President belongs neither to the Executive nor the Legislative but is attached by the Constitution to the latter."

Having taken four pages of closely reasoned argument to work his way through the legal thickets both real and imaginary, the Assistant Attorney General forthrightly concluded: "Consistent with the foregoing, I am of the opinion that service of the Vice President as chairman of the National Aeronautics and Space Council under the provisions of H.R. 6169 would not violate the Constitution."

House consideration of H. R. 6169 took place on April 17, and the bill was approved by voice vote.²³

Hearings before the Senate Aeronautical and Space Sciences Committee began on April 19, 1961. Again Dr. Welsh was the sole witness and on the

²³ Journal Clerk of House of Representatives Clerk's Office.

same date the bill was unanimously approved by the Committee. Senate floor action quickly followed and on April 20 approval was given by voice vote with no dissents.²⁴

Five days later, on April 25th, President Kennedy signed the bill into law in the presence of Vice President Johnson, Senator Kerr, Congressman Brooks, Administrator Webb of NASA, and Dr. Welsh.²⁵

This major change completed, subsequent amendments to the Act were administrative rather than substantive in nature. Aside from these amendments dealing with pay raises under the Federal Executive Salary Act of 1964, the most important affecting the Office of the Chairman were:

Public Law 87-367, 87th Congress H.R. 7377, October 7, 1961, which authorized an increase, from three to seven, of the number of persons to be appointed by the Executive Secretary of salaries not to exceed \$19,000.

Public Law 87-584, August 14, 1962, Section 7, 76 Stat. 385 which amended the final paragraph of Sec. 201 (f) of the Act by adding the sentence: "other provisions of law or regulations relating to Government employment (except those relating to pay and retirement) shall apply to Council employees reporting directly to the Chairman to the extent that such provisions are applicable to employees in the Office of the Vice President."

In effect this provided for the non-applicability of the Hatch Act to those members of the Council staff when they were assigned by the Executive Secretary to work directly for the Vice President.

²⁴ Ibid.

²⁵ Ibid.

One further matter concerning the Chairmanship of the Council might be mentioned. After the death of President Kennedy, and the incumbency of President Johnson, the Chairmanship fell vacant. Although the law permitted the President to appoint one of the statutory members to act as chairman for each meeting, he did not choose to do so. Instead, by public announcement, he had Dr. Welsh designated as acting chairman.²⁶

As a result, Dr. Welsh served both as acting chairman and as Executive Secretary until January 20, 1965, when Vice President Hubert H. Humphrey became Chairman.

Staffing Pattern and Procedures

The National Aeronautics and Space Act states (Sec. 201 (f)) that the Council, headed by the Executive Secretary and subject to the direction of the Council, is authorized to appoint and fix the compensation of staff personnel.

Under the terms of this statutory authority, Dr. Welsh determined the general staffing pattern to be followed, with the general approval of the Chairman, Vice President Johnson.

As Dr. Welsh explained in an interview recorded on May 16, 1964, in the Executive Office Building:

²⁶ White House Press Conference, November 27, 1963.

"I found it necessary to have a small staff. First of all, I wanted it to be small because I thought it would be highly undesirable to have it duplicate other staffs that exist ... I wanted to rely primarily upon the staff of the agencies that belonged to the Council."²⁷

At the House Committee hearing on H. R. 6169, Dr. Welsh explained his staffing philosophy as follows:

"... We expect the staff to be small. We prefer to have ... high quality rather than to build a big organization ... If we could get ten to a dozen topflight people...we would have something near requirements."²⁸

As it turned out, Dr. Welsh's estimate of professional staff people needed proved correct. During most of the period from its organization the staff has been about 28 in number, including clerical.

Staff assignments covered the following subject areas which are listed here to illustrate the scope and breadth of Council concerns:

Communications; tracking and data acquisition

Navigation, geodetic, and advanced technology satellites

Chemical propulsion; management techniques

Materials research and technology

Chemical and solar energy conversion

Scientific satellites

Aeronautics

Meteorological satellites

²⁷ Op. cit. footnote 7, page 3

²⁸ Op. cit. page 8, House Hearings.

Sounding rockets; arms control; non-Soviet foreign programs;
and international cooperation

Manned systems and missions

Bioastronautics

Administrative

Annual report and special reports

Spin-off applications

Congressional liaison

Nuclear propulsion

Nuclear power

Observation satellites

International comparisons data; Information policy

Space defense; Unmanned lunar and planetary projects

NASC Budget

President Kennedy allocated \$40,000 to the Council from the Emergency Fund for the President on March 21, 1961, to cover staff expenses of the Executive Secretary and four assistants.²⁹

On August 17, 1961, President Kennedy signed an Appropriation Bill which included \$320,000 for the Council, the full amount Dr. Welsh requested and supported in testimony before House and Senate Appropriations Committees.

²⁹ Bureau of the Budget estimate for FY 1961 (computation on which transfer of \$40,000 from "Emergency Fund of the President," March 21, 1961, was based) (Chart).

On September 30, 1961, President Kennedy signed a Supplementary Appropriation Bill, which was recommended by Vice President Johnson, amounting to \$225,000 for the NASC, making a total of \$545,000 available for FY 1962.³⁰

Dr. Welsh appeared as the sole witness before the House and Senate Appropriations Committees each year, FY 1962-1969, in support of the President's requested budget for the Council. The full amount requested was appropriated each year except for FY 1965 and FY 1969, when the appropriated amount was evened out at \$500,000.

From FY 1962 through FY 1969, the budgets were:

<u>Year (FY)</u>	<u>Requested</u>	<u>Appropriation</u>
'62	\$545,000	\$545,000
'63	\$530,000	\$530,000
'64	\$525,000	\$525,000
'65	\$525,000	\$500,000
'66	\$525,000	\$525,000
'67	\$525,000	\$525,000
'68	\$524,000	\$524,000
'69	\$524,000	\$500,000

During this period, salaries have been increased by pay bills which applied to payrolls on: October 14, 1962; January 5, 1964; July 5, 1964; October 10, 1965; July 3, 1966; October 8, 1967; July 14, 1968. But these increases were absorbed each time and the budget requested each year since 1962 has been less than that year.

³⁰ Dr. Welsh memorandum, October 23, 1961 (4 pages) Memorandum for Record: Personnel Staff, March 1961 to date.

In FY 1963 and FY 1964, the ceiling on permanent positions in the budget was 32, and in all subsequent years it has been 28.³¹

³¹ President's Budget for years covered, testimony, and the "Blue Covered" Budget and Justification for each fiscal year.