

From: Walter Hinchman <wrhinch@gmail.com>
Subject: Re: Rostow Report
Date: October 8, 2012 10:24:16 PM EDT
To: Roger Salaman <r.salaman@comcast.net>
Cc: Margaret Whitehead <margaretmwhitehead@gmail.com>

Hi Roger:

If it is true that the road to hell is paved with good intentions, I must be well on the way! When I last visited you in Boulder I told myself (and probably you and Naomi) that I would keep in touch and return to Boulder much sooner than before; but as always my life seems to be rather chaotic. Thankfully, Margaret seems to be reconnecting many of the old ties from bygone days; and yes, I do plan to attend the January reunion and hope to see you there.

As to the origins of OTP, I am fairly certain that the only link between the Rostow report and the creation of OTP was simply the fact that I was a member of the Rostow Central Staff and later worked with Tom Whitehead in developing the Open Skies domestic satellite policy. I doubt that Tom ever read the Rostow report, and am fairly certain that no one else in the Nixon White House did either. The actual sequence of events was as follows:

- 1) In the waning days of the Johnson Administration, Dr. Rostow made a strong attempt to get President Johnson to release the Rostow report, but failed.
- 2) During the same time frame, as the few remaining members of the Central Staff were departing, I was asked by the outgoing Assistant Secretary of Commerce to join his office as a carryover to the incoming Assistant Secretary (whom he apparently knew) in order to brief him on telecommunications issues and the potential role for the Department of Commerce in addressing them.
- 3) In April, 1969 while still working at Commerce Department headquarters, I received a direct request from Tom Whitehead (on the recommendation of an OMB staff member who had monitored the Rostow Task Force activities) to brief him on the origins and activities of the Task Force.
- 4) During this briefing, I learned that neither Tom nor apparently anyone else in the White House had prior knowledge of or much interest in telecommunications issues; but were being pressured by Congressional sources to release the Rostow report. The report was subsequently released without endorsement, and it was my impression that the Nixon Administration had no further plans regarding telecommunications policy initiatives.
- 5) Not long after this meeting, I transferred from the newly established Office of Telecommunications in Commerce (which I had been instrumental in creating) back to the Boulder labs, to establish a Satellite Systems and Spectrum Engineering program.
- 6) In mid-Summer, 1969 I received another call from Tom Whitehead, informing me that the White House had decided to develop policy recommendations regarding the newly emerging field of domestic satellite communications, and asking me to join him in putting together a White House working group for that purpose.
- 7) Over the next 6 months, during my participation in this working group, Tom and I discussed many other existing and/or emerging issues concerning telecommunications which might merit high level Executive Branch attention. As a result of those discussions, we decided to recommend the establishment of a small "think tank" activity in the Executive Offices of the President to identify and develop policy recommendations regarding such issues. At no time during those discussions do I recall any reference to the Rostow Task Force recommendations, other than to note that the Task Force had made a somewhat similar though more grandiose recommendation.
- 8) During the last month of this tour in Washington, while wrapping up the Open Skies policy paper, Tom asked me to draft the Reorganization Plan #1 which resulted in the creation of OTP.

During a previous exchange regarding the Whitehead papers and the upcoming OTP reunion, Margaret had informed me that there was some debate (or possibly revisionist history) regarding OTP origins. I hope this will clarify the matter for all concerned.

Hope to see you in D.C., and possibly in Boulder next Summer.

Walter

On Mon, Oct 8, 2012 at 7:56 AM, Roger Salaman <r.salaman@comcast.net> wrote:

Hi Walt,

It's been a long time since we have communicated. Hope you are doing well. Are you still in Sedona?

Last week, Margaret Whitehead asked me to put together what I had about the Boulder Policy Support activity in support of OTP. So I spent the last week going through my files and will send History Associates the few documents I have, for the Whitehead collection.

I had mentioned that the recommendations in the Task Force report by Rostow "led to considerations to establish the Office of Telecommunications Policy (OTP) in the Executive Office of the President." The report was published by GPO in 1968, and it's results were known before this time. OTP was formalized in Reorganization Plan No. 1 of 1970. I remember that you had talked to me about the Report when we were in Washington. And there are references to this correlation which I find in searching the internet.

Margaret Whitehead's response to me on this point was "On a tangential matter, please allow me to mention that one of the principals at OTP has mentioned that the Rostow Report was not influential in the formation of OTP and, indeed, the papers show that this was true. They speak to the fact that OTP was conceived in the White House by Tom with Walter's help and that the Rostow Report only surfaced afterward. It came eventually from a location where it was being kept in Texas."

I think you can clarify this.

Are you going to the January 11 dedication?

If you come to Boulder, Naomi and I would like to see you...let us know.

Roger

From: Walter Hinchman <wrhinch@gmail.com>
Subject: Re: Reply
Date: August 13, 2012 3:21:50 PM EDT
To: Margaret Whitehead <margaretmwhitehead@gmail.com>

Hello Margaret:

As the saying goes, I have some good news and some bad news. The good news is that I finally found some Open Skies papers, in literally the very last box where they could possibly be (and after combing through 10 file cabinets and many other boxes filled with papers from prior and succeeding work experiences). With them I am now able to put together, from personal experience, the entire history of domestic satellite policy development, from the initial applications filed with the FCC in 1966 through the Rostow Task Force and the Open Skies decision to the ultimate implementation of that decision by the FCC.

The bad news is that I will not be able to provide any of these materials to you prior to my next return from Canada, now planned for the end of September but subject to the status of my friend's condition. I have simply exhausted more time than was available for this search, and am now hardpressed to finish the work I came back for originally. That is not a complaint, as this was something I needed to do and had planned to do this Summer anyway before matters went awry in Canada. But having carted all these papers around for the last 40 years in anticipation of my writing plans, I hope you can understand that I will not now place them in anyone else's care until I can review and copy them as needed.

Meanwhile, I have given some thought to your comments about persons now attempting to attribute the Open Skies policy to the Rostow Task Force. As you may know, I served on the Central Staff of that task force, which actually did all its work; and had previously conducted an analysis of the domestic satellite applications for the Office of Telecommunications Management while serving there as a Commerce Science and Technology Fellow. I shared the results of that study with fellow members of the Central Staff, and engaged in many discussions of the issues involved. The Central Staff and the full task force expressed general support for some degree of competition in the telecommunications industry, with few specifics. With respect to domestic satellites, the task force only recommended that a "pilot" or "demonstration" program be undertaken, to be owned by a consortium of all those entities who had applied for permission to establish their own separate systems, all to be overseen by an interagency governmental committee.

When Tom became involved with this issue, in the early months of the Nixon administration, the Common Carrier Bureau at the FCC was proposing to the commissioners the creation of a consortium-owned and regulatory supervised pilot program similar to that suggested by the Rostow Task Force. At Tom's request I helped assemble a White House Working Group to examine various options for getting the domestic satellite policy off dead center where it had by then languished for several years. A pilot program such as those proposed by the Rostow Task Force and the FCC staff was one of the several options considered; but it was firmly rejected by the Working Group as both unnecessary (given the proven state of technological development) and undesirable (from the standpoint of achieving more innovation, more efficiency, and better services through competition). The option chosen by the Working Group and recommended to the President was what came to be known as "Open Skies", in which any entity with the wherewithal to undertake such a major telecommunications venture on a competitive basis should be authorized to do so, subject only to the technical and economic regulations normally required by regulatory agencies and courts. The FCC Commissioner subsequently agreed with this policy and instructed the Common Carrier Bureau staff to implement it. As you may or may not have known, some time after my move from OTP to the FCC in 1972 I became (quite unexpectedly) the Common Carrier Bureau Chief, with one of my responsibilities being the ultimate implementation of that policy.

In sum, I can state from personal experience and with supporting documentation that the "Open Skies" policy originated in the White House Working Group created by Tom with my assistance; and that the principal recommendation of the Rostow Task Force in this regard, i.e. a consortium-owned and governmentally-supervised "pilot" program, was explicitly rejected by this group and thus by the Administration.

Finally, I am enclosing a listing of OTP staff members as of 9/17/71, while I was still there. Some early key members (such as Stan Besen, an economist from Rice University) had already departed, and others were yet to come. On the attached list, I would likely consider the following to have had the most contact with Tom and the greatest role in OTP operations:

Wilfrid Dean
Stephen Doyle
Philip Enslow
Henty Goldberg
Walter Hinchman
Charles Joyce
Brian Lamb
Seb Lasher
George Mansur
Michael McCrudden
Judith Morton
Bruce Owen
Kenneth Robinson
Antonin Scalia

Well, that is it for now. Just discovered that my scanner software will not work with the new printer; and as I am sending this from a friend's house in Arizona I don't have immediate access to the proper software. Will not be able to attach the OTP list, but will send via separate email later. Hope the preceding info is useful, and that the delay in receiving additional papers is understood. Please keep in touch and let me know about reunion plans and any other info I can provide.

Walter

On Thu, Aug 2, 2012 at 9:12 AM, Margaret Whitehead <margaretmwhitehead@gmail.com> wrote:

Dear Walter,

Thank you so much for your wonderful note and its very interesting news. I am delighted by your enthusiasm for looking through your papers even as I am hugely sympathetic to you for having to go through them. It is, frankly, a very big job to take on the many boxes of old papers to find things specific to historic events. It is both a testimony to your patience and wonderful that you are going to give the effort a second go. I deeply appreciate your doing this for the sake of the history of OTP, you and your colleagues who worked so hard, and, of course, Tom's memory.

It's great that you also found the list of OTP org list. If you would be kind enough to share it, it will be invaluable in sending invitations to the January occasion. I was and am very concerned that everyone be invited. So thank you very much for mentioning this and for the promise of it.

I am completely sympathetic to the health situation with your friend and send my best wishes for what might evolve as ongoing positive news.

Everyone is very excited about coming together in January. I have told Dale that you are going to try to come and he was very pleased. Bruce was recently here to speak at Hudson and I was very glad to see him. As you may remember, he and Dale will be members of the panel at the Library along with Henry. I have not spoken to Henry and Brian in a couple of weeks, but when I do I will tell them the news of your search and your hope to be with us.

Thank you again for looking for the Open Skies papers and anything else you think of importance. A number of people to whom I have spoken besides you think that history is being rewritten very swiftly and repeatedly, and are very interested in the idea of researchers getting a more authentic narrative of telecom in the last quarter of the twentieth century.

May you have a good weekend.

My best and--

Gratefully,

Margaret

P.S. Yes, I remember meeting you once a very long time ago at OTP. So we are not strangers.

From: "George Mansur" <gfm@mountainwhitewater.com>
Subject: Re: So Nice to Renew Acquaintance
Date: October 7, 2012 10:50:57 AM EDT
To: "Margaret Whitehead" <margaretmwhitehead@gmail.com>

Thank you so much, for your very nice comments concerning my relationship with Tom. As only you know best, Tom was instrumental in establishing OTP and he was the sustaining force which led to two decades of communication deregulation. *Tom Whitehead forged the Communications Industry that we know and enjoy today*. Borrowing a phrase from Henry Ford about the Model T: ATT offered the finest of telephones in a color of your choice – as long as they were black. Tom ushered in a Revolution in Communications Policy which is still evolving even today.

You may have noticed that I called you Friday from my cellphone; we have a small farm and I was putting up hay. Fall has arrived in the Mid-west with its spectacularly colorful foliage, only surpassed by New England and perhaps North Carolina. I may have mentioned that the corn-crop yield has been severely reduced due to the worst drought since 1936, which I remember quite well – 44 days of over 100 degrees – and as a consequence the price of corn and soybeans has almost doubled. As winter pastures become depleted, I expect the price of hay to increase as well. It is said that the high price of corn is creating hunger in many parts of the world; but the Feds are still subsidizing ethanol additive to gasoline even though it has been shown to be “not green”. The wheat crop did much better because most all wheat is “winter wheat” meaning it is planted in the fall and harvested before the heat of summer sets in.

By the way, we have a house in town as M’Lu declines to live on the farm with its ticks and chiggers. So much for farm wisdom, but I thought you might enjoy a taste-of-small-town living.

I do hope your surgery was minor and that you are recovering nicely. We are in reasonably good health – M’Lu will be 85 in November as will I be next April. M’Lu has high blood pressure, treated to normal range; she claims that her hypertension is due to living with an engineer. Perhaps So! She has always been a superb Bridge player, and she enjoys playing Duplicate against a “computer opponent”.

Warmest regards, george and m’lu

From: [Margaret Whitehead](#)
Sent: Saturday, October 06, 2012 10:27 AM
To: [George Mansur](#)
Subject: Re: So Nice to Renew Acquaintance

Dear George,

It truly was a wonderful conversation. I was absolutely delighted to find you, for I had been trying for several months and, overall, for about two hours, to locate you by combing the internet and calling various people to see if they knew where you were. I finally found out that you were from Missouri and saw your Missouri address. I apologize that it has taken some time to get back to you, but I had go out of town for a time and, as well, have some surgery.

It was really lovely to hear of the great success and happiness that you have found since leaving OTP, most especially your leadership at Arinc where I can only imagine how much the application of your skills mean to the company, and, most of all, to know of your and Mary Lu's long time marriage. Congratulations to

you and to Mary Lu, for I know that these successes belong to you both.

Thank you very much for your lovely note below that includes the information about Col. Tom Olsen. There is so much history such as this regarding OTP that is not necessarily in Tom's papers and that is endangered. If only I could persuade you to just sit down and speak before a video camera and to mention anything at all, and as much as possible, that you think significant. It would be a lovely video document for your family to have as well. I am always struck by how history gets "folded in" to our accumulated knowledge, and how much of it disappears forever and yet is taken up partially and in other forms by others only to be somewhat detached from the philosophies from which it arose and, in many cases, inaccurate. What you and Tom did at OTP deserves to be known. I would appreciate any thought at all that you might give to this, but, if it is just too much to contemplate, then I would certainly understand.

Thank you very much for your very kind words about Tom and your sympathy for me and our children. I know firsthand that Tom had the utmost confidence in you and that he relied a great deal on you for your expertise and for your oversight of many very important matters at OTP. I knew then and continue to know that he was most grateful for your significant contribution. A small detail in the chronology of your coming to OTP was that I think that Tom and I started to see each other in the same month that you came to OTP, because he told me he had hired the perfect person to be his deputy. He was especially happy about this. I am thinking that this must have been early in 1970.

We will miss and remember you at the ceremony in January. I am sorry that you cannot be there, but know that you will be with us in spirit.

May your happiness continue and may you and Mary Lu have many more anniversaries.

There is no way to thank you enough for your collegiality and friendship to Tom and, now, for your kindness to me.

Warm regards to you and to Mary Lu,

Margaret

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McLean, Virginia 22101
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On Oct 1, 2012, at 11:47 AM, George Mansur wrote:

We had a wonderful conversation yesterday; it was so nice to hear about Tom and his final years building a house in McClain. I know you and your children have cherished those years.

I have since recalled the name of the Air Force officer who was replaced by Lt. Col. Jiggets: Col. Tom Olsen who passed away many years ago. He had children but I have not kept in touch; he was a wonderful man and Officer -- who almost singlehandedly wrote the OTP's Aviation Satellite Policy which called for the use of L-Band frequency spectrum. This was a dramatic change for civil aviation as Boeing, Pan Am and NASA were already testing VHF -- but the Policy proved to be correct.

I know that I agreed to write a brief paper when I spoke with you yesterday but I must renege. 40 years have passed since my association with "regulatory" affairs, and as a consequence you, and perhaps more importantly, I would not be satisfied with the result -- too much time has passed for me to produce a first-class paper. Walt Hinchman, who spent some years at the FCC would be better suited to the work than I.

Again it was so nice to hear from you, and let's stay in touch.

george mansur and mary lu (we just celebrated our 64th Wedding Anniversary on 9/11)