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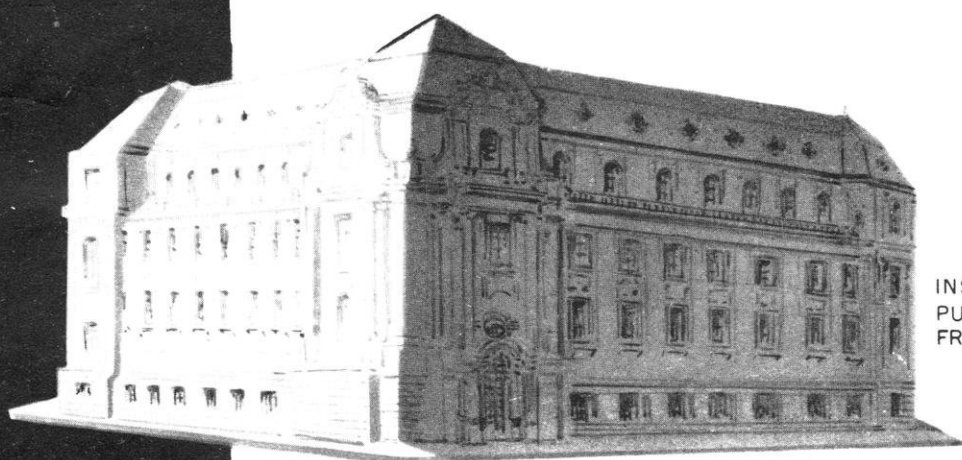
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Germanische Literatur, die in der Zeit...

THE GOVERNMENTAL AFFAIRS
**CULTURAL
EXCHANGE
PROGRAM**



INSTITUTE OF
PUBLIC AFFAIRS
FRANKFURT, GERMANY

CIVIL ADMINISTRATION DIVISION

AS OF 20 DECEMBER 1948
FOR THE PERIOD
1 JULY 1948 — 30 JUNE 1949

FOREWORD

During the past three and a half years, Military Government has made a determined effort to assist in the establishment in Germany of democratic institutions of government. In doing so, it has been fully aware of the fact that political institutions are no more than the reflection of the thoughts and social habits of the German people. In undertaking its Cultural Exchange Program in the government field, Military Government is now attempting to assist in providing the social and psychological foundation upon which the ultimate success of its institutional reforms must be based.

It must be emphasized that the exchange program in the government field is intended as a supplement to the democratic forces now developing in Western Germany. Much of its success depends upon its assistance of these natural forces in the German community rather than upon an effort to introduce an entirely extraneous movement in the German scene. It must also be understood that as political institutions are inseparable from the thoughts and habits of the people whom they represent, so they are also inextricably related to broader cultural patterns in Germany. As a consequence, the exchange program in the government field is but a portion of the larger Cultural Exchange Program to which many portions of Military Government are contributing.

This report has been prepared in the Civil Administration Division under the supervision of Mr. H. Philip Mettger, and with the policy collaboration of American specialists both in Germany and in the United States. Their guidance and assistance is gratefully acknowledged.

Berlin, Germany
20 December 1948

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Director
Civil Administration Division

CULTURAL EXCHANGE PROGRAM

THE CULTURAL EXCHANGE PROGRAM
OF THE CIVIL ADMINISTRATION DIVISION
OFFICE OF MILITARY GOVERNMENT FOR GERMANY (U.S.)

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CULTURAL EXCHANGE PROGRAM

THE CULTURAL EXCHANGE PROGRAM OF THE CIVIL ADMINISTRATION DIVISION OFFICE OF MILITARY GOVERNMENT FOR GERMANY (US)

I. INTRODUCTION

The German Problem of Governmental Affairs

The United States and her Allies have pledged themselves to assist Germany to build a democratic political life and to regain a partnership in the society of peaceful nations of the world. The German people are making sustained and rapid progress toward these objectives: the basic personal liberties of democratic society have been restored; political parties are again competing freely for the privilege to represent the electorate; and representatives of the German people, meeting at Bonn, are completing a Provisional Constitution for a German Federal Government.

The magnitude and rapidity of these gains have brought with them a heavy strain on the cultural and democratic resources of the German people. The heavy wartime losses in human and economic resources, and the limited training and experience of those who grew to maturity during the Nazi regime, have left Germany with a minimum number of people experienced in the art and science of democratic government. Within the sphere of civil administration, a most immediate and important responsibility exists to assist in every way possible the present German efforts to overcome shortages in experienced and skilled manpower.

Specifically, the German nation is faced with the problem of training on a mass basis large numbers of Germans who understand and who can operate the detailed mechanisms of dynamic democratic government and administration. Among the concepts of democracy on which training and experience are necessary are: the scope of legislative, administrative and judicial authorities, and the limitations placed on these authorities by the basic liberties of the individual; means of preserving a decentralized and responsive representative government which is sensitive to the wishes and the well-being of the citizenry; organization to assure democratic controls of leadership in both governmental and non-governmental organizations, including the assurance of democratic leadership of trade and professional groups; free and unfettered sources of political and governmental information; and establishment and preservation of systems of public employment which shall guarantee to all persons basically equal opportunity and to the nation a flexible responsive administrative structure.

Relationship of Civil Administration Program to the Total Military Government Cultural Exchange Program

The program of the Civil Administration Division, in the largest sense, is one aspect of the world-wide American program of Cultural Exchange. This program is based on the premise that full and free exchange of the best products of the cultures of all countries promotes understanding and friendship among people, thus promoting a peaceful world society.

Specifically within Germany, cultural exchange is a major continuing responsibility of the United States Government. The American cultural exchange program covers all aspects of German life. In educational affairs Military Government is actively participating in reconstructing the curricula and subject matter content of primary, secondary, and vocational schools, and of universities and adult education programs, including the re-writing and re-publication of school text books. Likewise, support is being given to the formation of parent-teachers associations and to other means of popular participation in school affairs. Religious institutions are being assisted to revitalize their activities and to extend their beneficial influence in German life. Women's associations, sports organizations, youth groups, theatrical organizations, musical groups, and numerous others are likewise obtaining assistance in their efforts to regain strength within Germany and to re-establish cultural and professional contacts abroad. In matters relating to agriculture, Military Government is encouraging the development of wider perspective on the part of rural and farm communities by promoting enlarged and integrated agricultural extension services; better farm informational services; practical training for farm women; and democratic farmers' organizations and cooperatives. In the information and publications field, most tangible and valuable contributions to post-war German culture are being achieved. Nearly 10,000 new books and pamphlets have been printed by United States Military Government-licensed publishers including translations of over three hundred American works. Several German language periodicals are being published which devote an important part of their copy and illustrations to supplying German people with facts concerning life in the United States, American objectives in Germany, and current information on international developments. In labor relations and legal affairs Military Government is conducting programs to promote a fuller understanding within Germany of stateside activities and working philosophies in these fields.

Cultural relations are one major aspect of the program through which American Military Government expects to achieve the official US objective of the "creation of those political, economic, and moral conditions which will contribute most effectively to a stable and prosperous Europe". It must be emphasized that no more than a substantial beginning has been made to this program. During the first two or three years after the end of the war, most of the efforts of the German people were consumed in a struggle for economic survival. In this period progress in cultural affairs was slow. The phenomenal improvement in economic life in Western Germany in recent months, however, furnishes one of the basic requisites on which Germany can reconstruct its cultural life. Assuming still further improvements in the economy of Western Germany, an active continuation of the cultural exchange program should assure a rapid cultural orientation of Western Germany to the Western democratic world.

II. BASIC OBJECTIVES OF THE CULTURAL EXCHANGE PROGRAM OF THE CIVIL ADMINISTRATION DIVISION

Military Government is particularly concerned with stimulating a lively citizen-government relationship which will strengthen the sense of civic responsibility and give life to the democratic structure and procedure. The development of local self-government which will afford the German citizen the opportunity of participating in his government and in the civic activities of his community; the exercise of civil liberties and of the franchise by periodic and free elections are the means of maintaining the sovereignty of the people and preserving the democratic character of the instruments of government. Military Government is equally concerned with the objectives of strengthening the public service ideal among all government officials, and of assuring a continuing federal government structure. Such basic long-term objectives represent the indispensable minimum for assuring that democracy is to survive in Germany. The German governments at all levels of administration exercising their full legislative, administrative and judicial authority, must protect the freedoms guaranteed in the several constitutions; must promote and preserve a decentralized and democratically representative governmental structure with such separation of power as is consistent with a system of parliamentary responsibility; and must protect and further the right of the individual citizen to participate actively and critically in the affairs of government.

With the return of increased responsibility to the German people it is necessary to facilitate the healthy growth of a governmental organization and the acceptance of democratic principles by the exchange of ideas and experiences. It is imperative that these ideas and the will to exercise responsibility and to assert civil rights take firm root in the minds and daily lives of the German people. It is especially urgent because of the threat to free institutions from totalitarian forms of government and politics which have attempted to exploit and exaggerate the frustrations and political despair of the German people and to discredit democratic principles and methods. The German people are acutely conscious of this threat but have found no fully effective ways to combat it. Democratic consciousness and the understanding of the value of civil liberties must be so strengthened in every German community as to assure a strong psychological bulwark against either material adversity from within the country or fear campaigns originating from outside.

For these purposes the US Military Government recognizes the importance of extending to the Germans the most vigorous assistance in anticipation of the time when the cultural exchange program will become in every sense a German operation, no longer dependent on either the financial or professional assistance of the United States Government. By helping the German people to help themselves, Military Government is making a specific contribution to strengthen the German sense of responsibility and the German capacity for democratic government. Thus, the role of Military Government is to render such help as will enable the German government and the German people to re-establish their political and spiritual independence within the framework of democratic principles.

III. METHODS OF ACCOMPLISHING OBJECTIVES

To achieve the cultural objectives of the governmental affairs program, the widest possible use of professional, institutional and financial resources must be made. The Germans - particularly those who have had wide experience in democratic theory and practice - must assume primary responsibility for the extension of democratic ideas within Germany and for the re-establishment of close cultural relationships with other countries. Military Government will continue during the initial phases of the program to furnish administrative, financial and planning assistance.¹ Of even greater significance on a long-range basis, however, is professional and financial assistance of American foundations, associations, universities, and private individuals. Outstanding Americans in all aspects of civic and governmental affairs will be asked to come to Germany to assist the Germans in the dissemination and application of ideas and techniques. American universities can make a most significant contribution in the field of government by the loan of experts, by offering grants and scholarships to German students and by assisting in the improvement of the cultural relations plans. American foundations can make a particularly strong contribution through financial and planning support of German institutions and programs which are being set up specifically to improve democratic life.

1. Within Germanya. Use of American and European Experts

To provide an immediate impact on affairs in all major aspects of German government, a program has been prepared by the Civil Administration Division to bring the best American and European experts in the field of government to Germany to consult with and advise German officials and other leading citizens. These experts will be in Germany from two to six months each and they will be working on specific programs which are of vital concern to Germans and to Military Government. They will have wide opportunity to work directly with their professional counterparts in Germany, and through these contacts to formulate solutions specifically designed to meet the peculiar needs of German institutions. Although this will be a long-range program, detailed plans for 22 immediate projects (to be completed by 30 June 1949) are included in Appendix A. These projects include: civil liberties; political parties and election systems; legislative organization and procedure; problems of federalism, including distribution of powers among the different levels of government; state and municipal organization with special reference to decentralization; public welfare administration; public health administration; police administration; civil service policies and administration; and training for public administration. Aside from strictly professional contacts, these experts will have an opportunity, through the Institute of Public Affairs, universities, public forums and seminars to have close contact with a wide cross section of the German people. (The Institute of Public Affairs is a new German institution similar to the organizations at "1313" in Chicago. It was established in Frankfurt in December 1948 with the full support of Military Government.)

¹. Project Statements are in Appendix A, pp 22-53, and Appendix B, pp 54-73.

b. Selection and Dissemination of Literature in the Field of Government and Civil Liberties

Another important program of the Civil Administration Division is the selection and distribution to Germans of important literature in the fields of civil liberties, general government and public administration. This is made particularly urgent by the conspicuous absence of such literature in Germany since 1933. The materials currently available are often so highly tinged with Nazi doctrine and practices as to be unacceptable for purposes of reorientation. For this reason a large volume of works in these fields is being given wide dissemination to political leaders as well as to students and the public at large. This collection, which at present consists of approximately 3,000 volumes, will be expanded to 50,000 or 60,000 volumes in the coming year and will contain a wide selection of books, important periodicals and brochures. These materials are to be drawn from the United States and Western European sources, and will include an extensive medical library made available by the United States Army and the German Foreign Office Library, now located in Berlin. Additional works in German will be available through subsequent purchases in Switzerland, through translation contracts with German publishers and in translations of selected articles and chapters provided in the future through Institute facilities.

Although the Institute will be the chief reference point for this literature, the need for wide dissemination of the materials is fully apparent. Adequate supplies of this literature will be retained in the library of the Institute of Public Affairs; the remainder is to be distributed through CAD Land Offices to German agencies or libraries where the study of public administration, public health, public welfare, and police administration is stressed. This entire project is one specialized phase of the general publications program of American Military Government; the materials procured under it serve an especial audience, and supplement, therefore, the "Amerika Haus" library program.

The Constitutional Assembly at Bonn has been supplied with a library of several hundred volumes in German and English, including general studies of governmental structures in democratic states, constitutional histories, and studies of political theory as well as a wide selection of works in more specific and technical governmental and administrative fields. The Technische Hochschule at Karlsruhe and the Speyer Akademie have also received collections. Similar distribution will continue to implement this part of the reconstruction of the German political and social structure.

c. Assistance to Associations of Professional Civil Servants

Associations of functional experts and other government employees have long been existent in Germany. Although they were dominated by the Nazi regime after 1933, they have reorganized on a democratic basis since 1945. These associations are now carrying on a considerable amount of constructive research, particularly on technical and legal subjects. However, they need much outside help. They have been cut off for a decade or more from their professional contacts in other countries; they are not strongly organized or properly financed. Pragmatic objectives and sound "public service" attitudes are not given

adequate emphasis. For example, in the field of municipal and local government, primary consideration and interest is directed to problems of legal authority, transfers of functions between state and local government, changes in the election systems and other political or semi-political subjects. Activity in improving systems of internal administration and in adapting operations especially to meet the varying needs of the people is almost non-existent within these associations. The need for extensive consideration of these problems, however, is far greater than in most American cities. Experience in the United States has shown how valuable the professional associations can be as vehicles for the furtherance of democratic government and for development of a sense of responsibility to the public. These ideals need to be brought into clear focus as a part of the codes of ethics and action programs of the German associations. It is in this respect, particularly, that American associations can render a specific contribution to these organizations.

The associations of functional specialists are not strongly organized. They have little financial support and they depend primarily on extra-curricular assistance from members. In the American Zone, in the police field, for example, there are two organized local associations of police chiefs, one in Northern Bavaria (Council of the Chiefs of City and Community Police) and one in Hesse (Association of Police Chiefs of Hesse). Recently the first steps have been taken toward a possible Zone-wide association of police chiefs.

In public health, there are a few specialized associations in the field of T.B. control and a number of "Medical Associations" (Aerztekammer) which represent vested interests of the medical profession and as presently organized constitute a weak basis for a future over-all public health association. Plans are now under way to form such an association which would draw its members from the public health profession and the universities and which would offer a constructive program geared into the Cultural Exchange Program. Relatively better associations are to be found in the public welfare field. For example, there is a National Association of Welfare Workers (Deutscher Verein fuer oeffentliche und private Fuersorge) which is located in Frankfurt and which in character is comparable to the U.S. National Conference of Social Work. This Association carries on a program of social action and social research, and attempts to facilitate discussion of problems and methods of human improvement; it also conducts programs designed to increase the efficiency of agencies and institutions in the welfare field.

Aside from their technical objectives, German professional public administration associations must assume a large part of the responsibility for establishing democratic standards of public service. Through their members they must actively promote responsive administration of government in every community, city, state and bureau of government in Germany. German officials must come to understand and to take advantage of the suggestions and criticism of private citizens, civic associations and other non-professional groups. At the present time, most German officials look with hostility and distrust on such groups and do not understand the constructive assistance which can be obtained from them in the effective administration of public responsibilities.

American Military Government is contributing to the strengthening of the associations, not only by professional and financial assistance but by sponsoring the re-entry of German representation into international associations of public administration. In 1949, for example, the Deutscher Staedtetag will participate for the first time since the war in the conference of the International Union of Local Authorities to be held in Geneva.

d. Promotion of Civic Associations

Civic associations composed of citizens interested in the improvement of government activities played no part in German political life prior to the end of the war. Beginning in 1947, American Military Government has sponsored a "reorientation program" under which civic groups have been established in hundreds of cities and towns throughout the American Zone of Germany. These groups sponsor forum discussions and "town meetings" to explain the processes of government and to recommend improvements. These groups, although in an initial state of development, have been received with great popular interest in most communities, and they offer a sound basis for making government more responsive to the wishes of the citizenry.

There is a basic need to improve the quality of the town meetings and to develop a program which will ensure the wide-spread continuance of these groups as an integral part of German life. To achieve the objective of improving quality, one or more permanent servicing offices will be established to furnish guidance on organization and programming to the local groups and to prepare and distribute basic information on political and governmental problems of particular interest to them. The facilities of the Institute of Public Affairs as well as the services of universities and professional associations will be used for this purpose. Several Germans who have demonstrated outstanding leadership in the organization of civic groups will be sent to the United States to examine the methods and achievements of some of the best citizens associations in America. These people will be elected with special reference to their availability on their return to Germany to devote substantial amounts of time to explaining their findings to large numbers of other Germans interested in the same general problem.

e. Introduction of the Social Sciences in German Universities

One of the obstacles in the way of democracy in Germany is the excessive legalism with which the Germans approach their political problems. This has nothing to do with respect for the law. Rather it is a tendency to evade political solutions by legalistic arguments and legal arrangements which provide a purely formal answer to pressing social issues. This tendency, of course, is not uniquely German, but it is particularly pronounced in German public life. In consequence, live issues are transformed into highly technical discussions of legislation or legal interpretation; legally trained people obtain a monopoly over positions where policy is made; and a wide chasm separates the people on the one hand and the elected and administrative officials on the other.

There are many aspects to the situation. It is related to the traditional respect for and insistence on caste, titles and privileges. Years of authoritative government have established the habit of regarding politics as something out of reach of the average citizen. It will be difficult to change these attitudes. It is possible, however, to break the monopoly of legalistic approach to government and to make officials, civil servants and citizens at large more aware of the inter-relation of the social sciences and of their contribution to the understanding of modern society.

This is particularly possible in German universities where the social sciences have been both neglected and kept from dealing with contemporary problems. Today many German university officials and governmental agencies dealing with education are eager to correct this situation. Assistance in this field therefore would meet a genuine German interest and be received with appreciation. It would help to overcome the one-sidedness of professional training, particularly in the legal field, and to place in the minds of students who are now prone to specialize in a particular field like economics, law, public finance, history, sociology, a sense of the inter-dependence of these fields and their bearing on the pressing problems to be solved in Germany today. Lack of experience, of personnel and of time will prevent German universities from accomplishing much in spite of good intentions, unless they have substantial outside help. (The outline of the program for such help is in Appendix A, page 51, under the title "Introduction of Social Sciences into German Universities.")

f. U.S. Students at German Universities

An important part of the two-way process in a Cultural Exchange Program within the field of governmental affairs is the bringing of students from the United States and other democratic countries to Germany to study the social and political sciences side by side with German students. A significant aspect of such a program is to introduce German students and professors to a less authoritarian approach of learning.

In Germany, American students can make a particularly valuable contribution in bringing their German colleagues up-to-date in the latest practices of student self-government in stateside universities. German students have already shown commendable initiative in this field and should be further encouraged and assisted in this initiative by American students. Student self-government is, of course, an excellent instruction for citizenship purposes, and it can be expected to materially assist German students in realizing and accepting civic responsibilities in their home communities.

There can be little doubt of the real hunger which German students have for first-hand knowledge of practices in a democratically-organized and governed community. American students can help satisfy this hunger both inside and outside the classroom by providing numerous examples drawn from their everyday life in America. Such examples will illustrate the meaning--both the ideals and the struggles with machines and vested groups--of democratic life possibly even more effectively

than textbook materials. This association between American and German students on such matters unquestionably will stimulate German students to take a more positive role as citizens.

For the academic year 1949-50 Military Government is sponsoring a program to bring forty students from the United States and other countries into Germany to do university work in the social and political science fields. The students selected for this program should be at the graduate level, reasonably mature persons whose personalities are such as to have some impact on the students and faculty with whom they associate. They should be persons who have some effectiveness as teachers because their work in the German universities will ideally require, of course, a good bit of indirect and informal teaching of German students.

g. Establishment of the Institute of Public Affairs

After months of careful planning by German and American officials and German government associations, the Institute of Public Affairs was "opened for business" in December 1948. It will operate on a nation-wide basis with headquarters in Frankfurt. (This program is described in detail in the first project of Appendix A, page 22.) The Institute has the specific objective of promoting effective government, responsive to the needs and desires of the people of Germany, and of furnishing a channel for the exchange of information and persons active in governmental affairs with other democratic countries. The Institute is to be a central liaison and coordinating center for the major civic and public administration associations in Germany. By maintaining continuous contacts with international associations in the field, as well as the more important national associations of government and public administration in other countries, it will serve as a central clearing house for professional personnel coming from other countries to Germany, and for Germans going abroad. For example, it will be the main contact and liaison point for the cultural exchange programs for governmental and civic affairs. Through its library on comparative government, it will be a major resource of the best literature from all over the world on matters of government and administration. Initially a considerable body of literature from the United States and Western Europe will be put at the disposal of the Institute by Military Government. This basic material will form the core of the Institute's research and reference library, designed to serve the special needs of its member organizations and governmental agencies, citizens' organizations, and of interested individuals.

The Institute has already secured the support of German State Minister-Presidents, mayors, university presidents and professors, and of a large number of private citizens who have a strong interest in the re-orientation of German political and civic life. The Institute is not to have a large overhead organization but is to be devoted to coordinating and facilitating the work of its member associations. These groups will maintain permanent bureaus in the Institute, but will retain their independent right of internal administration.

By December 1948, eight associations have become members of the Institute:

CIVIL ADMINISTRATION DIVISION

Association of German Cities (Deutscher Staedtetag)
Association of Smaller German Cities (Deutscher
Staedtebund)
Association of German County Governments (Deutscher
Landkreistag)
Association of German Villages (Deutscher Gemeinde-
verband)
German Association for Housing, City and Regional
Planning (Deutscher Verband fuer Wohnungswesen,
Staedtebau & Raumplanung)
Association for Public and Private Welfare (Verein
fuer Oeffentliche und Private Fuersorge)
Public Health Research Organization (Arbeitsgemein-
schaft fuer Gesundheitswesen)
German Statistical Association (Deutsche Statistische
Gesellschaft)

Admission of additional groups, including the German Society for Personnel Administration and the Association of Police Chiefs of the U.S. Zone, is under consideration.

The Institute will have the following staff divisions:

Library
Liaison with International Bodies
Public Administration Clearing House
Statistics
Publications

As a logical channel through which American funds and services for the improvement of democratic government will be made available to Western Germany, the Institute will serve to coordinate and give continuity not only to the work of American and European experts, but to the wide variety of other activities thus rendering contributions to political re-orientation more effective and lasting. The Institute will promote research and training, civic education and community ideas; it will sponsor studies in international comparative government, designed specifically to determine the best practices in the world and apply them to specific German requirements; and it will serve to develop special programs of each of the professional organizations associated with it.

By December 1948 the eight German national associations of public administration and municipal government listed above have already begun work on detailed plans and programs for the Institute and they will begin to implement them in the near future. In the immediate future, the Institute will need the greatest possible professional and financial assistance from Military Government. Control of the Institute, however, is exercised by German member organizations, with Military Government restricting its supervision to the expenditure of funds provided through United States sources. Emphasis is placed on encouraging the Germans to accept and exercise responsibility for the Institute program.

2. Within the United States

a. Democracy Orientation Courses

Though much can be done by introducing democratic thinking, traditions and techniques into Germany through people coming from abroad, all activities mentioned above will still take place in the environment of German institutions and social relations. There is much evidence that the impact of a different social climate, of free and uninhibited relations between government and people, of political and personal give and take, is strongest on Germans who visit other countries. To meet the real need for a larger body of Germans who fully understand democratic practices, it is hoped that 90 graduate students can be sent to universities in the United States for the school year 1949-50 for special study of democracy. They should be divided into groups of approximately 15 students, with each group going to a different university. The courses could be given at universities with sufficient resources to assume full academic responsibility for such a group. The selection of the students should be made in terms of their potential influence in their community. Journalists, local labor union leaders, prominent party workers, young teachers and civil servants should be included. But all participants should be chosen because of their personal qualifications, the breadth of their interests, their social consciousness and sense of civic responsibility rather than for their excellence in their respective profession. The program should be designed to offer not professional training but adult education on a graduate level, centered around a number of basic courses presenting comparative material on citizenship and civic responsibility, representative government, and citizen participation, constitutional developments, civil rights and their protection, mass media of communication, their influence and self-control, pressure groups, trade unions, parties, and the political role of non-political associations. Discussions with guest speakers, personal contacts with external organizations or professional groups, and informal sessions should be essential features of the curriculum. Ample time should be left for field studies and individual research assignments. This project is contained in Appendix B, page 72; it is presented on a tentative basis because each American university may have a different way of organizing such courses and equally successful techniques of handling them.

b. Graduate Training in the U.S.

The enormous strides made by American universities in the theory and practice of government administration since 1918 have had no counterpart in Germany. In fact, the quality of instruction in Germany declined rapidly during the same 30-year period. In no German university today can training in public administration be obtained comparable in quality to that of American universities. In fact, adequate graduate training in public administration is unobtainable in German universities.

The effect of inadequate professional training is evident in every sphere of German public administration. For example, the concept of administrative management through budgetary control is not used. The budget is little more than an accounting document. Little or nothing has been done in the field of traffic management with the result that

traffic is a confused snarl in the center of all the larger cities. Effective utilization of personnel, and sound supervisor-employee relations is a relatively unexplored field in German government. Similar comments may be made in almost every other aspect of German public administration.

As one means of correcting this basic deficiency American Military Government plans to send during the next school year not less than 50 German administrators and professors of political science to the United States for a year of advanced training in public administration. Virtually every field of public administration and every level of German government will be represented by these administrators. One or more administrators will be sent to the United States for graduate training in each of the following functional fields:

- (1) Public welfare
- (2) Police administration
- (3) Public health
- (4) Municipal government
- (5) Civil service administration and administrative management
- (6) State and Federal Government

Each German will be enrolled at a university having a strong program in his special field of interest. For example: specialists in government administration might be sent to Syracuse University, specialists in public welfare administration to the University of Chicago, and specialists in public health to the University of Michigan.

Although the training programs will be established in terms of functional specialties, the objective of orienting these administrators to their larger role as public servants in a democracy is at least as important as subject matter content. The general tendency of specialists to lose general perspective is far more pronounced in Germany than in the United States. The "public servant" concept is not widely understood and even less widely translated into objectives and operations. The curricula and contacts with American government officials and civic leaders, therefore, must be organized to give even greater emphasis to the role of the public servant in a democracy.

c. Professional Field Experience

University and graduate training will serve a long-range purpose of furnishing basic experience to promising young men and women in German public life. Shorter (two to six months) field experience in the United States is planned for German political and governmental leaders. Prior to July 1949, 150 Germans will be sent to the United States for this purpose. Germans in all phases of public life, including the Minister-Presidents, have indicated a most active interest in this program, and

they are recommending their top officials for these assignments, in spite of the temporary inconveniences to official business which their absence from Germany will cause.

In each case the cooperation of appropriate professional organizations in the United States will be necessary in planning the field work and supervising the progress of the participants. For instance, the American Public Welfare Association will be asked to play a primary role in the orientation of German welfare administrators. For the field work of local government officials, schools of public administration in various parts of the country will play a part, since it is planned to distribute these students to a large number of widely scattered municipalities and counties.

Another kind of training will be provided in order to encourage the development of non-partisan associations devoted to specific projects or ideas. Germans who have shown an interest in such subjects as civil liberties, tax reform, or improving the civil service will be sent to the United States for a period of training with a recognized organization operating in the field in which they are interested. They will have an opportunity to learn the general outlines of the problem as it exists in the United States, together with the practical techniques involved in translating an ideal into legislative and administrative action and in securing and organizing public support. Organizations considered for this type of training include the American Civil Liberties Union, the National Municipal League; the League of Women Voters, and the Bureaus of Governmental Research in Detroit, Providence and other large cities. Training programs will be worked out so as to equip the Germans to play an active part in organizing similar groups in Germany after their return.

3. Within Other Democratic Countries

Many of the projects which have been planned for the United States can of course be applied equally well to other countries in Europe. This is particularly true in the case of Switzerland, which has the advantage of German-speaking regions, where the study of political and governmental life can be done with greater informality and ease. The active participation of the average Swiss citizen in the affairs of his community and his country provides a particularly effective example to the German visitor. Holland has an outstanding Union of Municipalities which has a well-established central institute offering a wide variety of services to its membership. The International Union of Local Government Authorities is located at Brussels and has facilities which would be of immense value to the German visitor. Great Britain has active private organizations in the governmental field which have already invited German guests from the British Zone to participate in their programs. On the academic level, the "Institut des Hautes Etudes Internationales" at Geneva, Switzerland, has world-wide contacts to make it a vantage point for comparative studies in the government field of the kind planned for universities in the United States. In addition, Geneva continues to be a center for important international activities which visiting Germans would have a chance to observe. The "Handelshochschule" at St. Gallen, and the Universities of Zurich and Basel have faculty and library resources which make them particularly suitable for similar undertakings.

The extent to which university training programs could be made available in these Universities to German students, and the extent to which German observers in the governmental fields could visit other continental countries, would be determined largely by the amount of private financing which could be made available for these purposes. Only limited, if any, financial support can be expected from the several institutions mentioned above.

IV ADMINISTRATION

1. In Germany

Within the Office of Military Government, there has been created an Interdivisional Reorientation Committee which is chaired by the Education and Cultural Relations Division; including among its members the Information Services Division, the Food and Agriculture Group, the Legal Division, the Manpower Division, the Control Office and the Civil Administration Division. This committee exercises over-all policy coordination in the cultural exchange field, but within this framework, each OMGUS division participating in the program has proceeded to develop and implement specific projects. Political reorientation in the fields of government and public administration, with particular emphasis on democratic procedure, civil liberties and free public expression, is a major task of the Civil Administration Division. Related fields of public administration such as public health, public welfare and public safety are also integral parts of the Civil Administration Division program.

Those projects described in this paper which relate to the social and political science fields in German universities are coordinated in their execution with the Education and Cultural Relations Division so that they may serve as an effective supplement to that Division's programs in the university field.

The general planning and coordination of the program of the Civil Administration Division rests with the Democratization Branch in OMGUS Headquarters. This Branch utilizes and depends upon the assistance of the several branches of the Civil Administration Division in planning and carrying out the various parts of this program. This Branch also analyzes the effectiveness of the projects undertaken, and determines specific "problem area" which are to be met as the program unfolds. The Land Civil Administration offices assist in program planning by suggesting projects, by making critical appraisals of projects under way and completed, and by executing the necessary administrative details of the program. In cooperation with other interested divisions of Land Military Government and German citizens' committees, they are also responsible for local coordination of the various aspects of the program.

Military Government organization and facilities for the purposes of this program in the governmental affairs field may be expected to continue to be available for some years to come. At the present time Military Government has substantial responsibilities for providing the leadership and impetus to these cultural exchange programs, including the aid that Military Government can render the German organizations and agencies in undertaking their own individual programs. It has been emphasized that it is necessary for these German organizations to assume more and more responsibility in these matters in anticipation of the day when Military Government will completely withdraw, not only from technical and professional assistance, but from financial aid as well. The administrative direction and coordination of the activities of German organizations in the field of public affairs must be assumed by the Institute of Public Affairs. During the initial period aid and assistance from Military Government will be essential to launch this enterprise. It is expected, however, that within five years this Institute will become a self-operating agency under the complete control of the appropriate German authorities.

2. Within the United States

To provide assistance and support in the United States for the Cultural Relations Program with occupied countries, a non-governmental organization has been established in Washington, D. C. This organization is called the Advisory Committee for Educational and Cultural Relations with Occupied Countries. This Committee, concerned with the very broad policy phases of the Cultural Exchange Program, was not designed or intended to concentrate on specific aspects of that program such as are provided for within this pamphlet. The programs which are described in this pamphlet fall into specialized fields such as governmental affairs, political science and civic education, and for this reason require the attention of professional people who are intimately and continuously associated with these fields. At the time that the original over-all stateside committee was projected, specific provisions were made for separate functional panels which would concentrate on the more specialized problems of the various subject-matter fields. This part of the plan is being implemented in the field of Civil Administration by establishing a stateside Panel for Cultural Exchange on Governmental Affairs.

The Panel will consist of several Americans specifically selected for their interests in the governmental affairs field, which is broadly defined to include not only governmental administration but also the political sciences, civic education and civil liberties. Membership in this Panel, when fully staffed, will include: (a) a representative from a leading university in the government field, (b) a political scientist with long experience in military government, (c) the Director of the Social Science Research Council, (d) the Director of the Public Administration Clearing House, and one or more of the affiliated agencies of 1313, (e) the director of a model civil service agency, (f) a representative of the Federal Security Agency (for health and welfare aspects), (g) an outstanding police authority, (h) a representative from the United States Conference of Mayors, (i) and other similar representative agencies. By December 1948, five members had been selected for the Panel: Mr. Herbert Emmerich, Director, Public Administration Clearing House; Dr. Roger Wells, Bryn Mawr College; Dr. James K. Pollock, Chairman, Department of Political Science, University of Michigan; Dr. Pendleton Herring, Director, Social Science Research Council; and Dr. Taylor Cole, Professor of Government, Duke University.

The Panel will, of course, work within the policy framework set by the Advisory Commission for Education and Cultural Relations, but within this policy framework it will be free to plan and carry out its own programs. Among the functions in the governmental affairs field which the Panel will carry on are: (a) to encourage establishment of the graduate democracy orientation courses described above; (b) to obtain fellowships and scholarships for Germans to graduate schools specializing in civil service, municipal management, health, welfare, police, etc.; (c) to plan stateside observation programs for visiting German professional people and in this connection to enlist the assistance of appropriate sponsoring agencies in the States; (d) to recommend experts for service on the Cultural Exchange Program; (e) to recommend United States students for attendance in German universities within the political and social science fields; (f) to recommend appropriate written materials for translation into German for use by German universities, government training schools, German professional associations and the Institute of Public Affairs; and

(g) to present the several parts of the Cultural Exchange and Governmental Affairs Program to private foundations to enlist their sponsorship and financial support of these programs. The effective performance of the Panel's work will necessitate a small permanent staff which the Civil Administration Division, Office of Military Government for Germany, is making available from its own organization.

3. Within other Democratic Countries

Whatever cultural exchange programs can be undertaken with democratic continental countries will, at the outset at least, have to be restricted to specific sponsoring agencies which have existing facilities in the government field, such as the International Union of Local Governments, the Union of Dutch Municipalities and the "Institut des Hautes Etudes Internationales". It is hoped that these agencies can assume such sponsorship and that adequate arrangements for financial support can be effected. If this can be done, the German planning and implementation of this program can be assumed at an early date by the Institute of Public Affairs.

V PROGRAM COSTS

1. Policy of Financing

The Civil Administration Programs outlined above are in large measure being initially financed by federal appropriations. These funds, however, are not adequate to cover all of the exceptional costs necessary in the initial stages of such a program. Not only is financial assistance from non-governmental sources necessary, but the accompanying policy and program guidance is essential to the success of the program. In the first place representatives of independent foundations and associations can bring a type of background and experience to bear on these programs which is not available elsewhere. Furthermore, from a strictly negative viewpoint, it is important to remove as much of this program as early as possible from any possible stigma of association with and dependence on a single government administration in the same way that American associations maintain independence from possible government supervision and control. For these reasons United States government aid must be withdrawn as soon as continued operation can be assured by financing from private associations, private foundations and universities.

2. U. S. Government Funds

For the fiscal year ending 30 June 1949 United States Government contributions amounting to \$840,962 are being made to the cultural exchange programs of the Civil Administration Division. This figure includes appropriations of \$494,782 for salaries and expenses, \$75,000 in Deutsche Marks, contributed from American Military Government mark credits, and \$271,080 worth of travel and per diem which is being furnished by the Department of the Army and the Air Force. (The international transportation will be furnished on regular Air Force transport planes and Army vessels, and will include an estimated 186 round trips by air at the commercial rate equivalent of \$736 per round trip.)

Thirty-six US experts to Germany for average of three months

Salary.....	\$ 97,200
Per diem.....	\$ 22,680
Transportation to and from Germany.....	\$ 32,400
	<u>\$152,280</u>

Thirty-six continental experts to Germany for average of two months

Salary.....	\$ 55,182
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150 German experts to US for three months

Salary.....	\$121,500
Per diem.....	\$ 81,000
Transportation.....	\$135,000
	<u>\$337,500</u>

Purchase of books, periodicals, equipment, supplies, and printed data in US and Europe.....	\$135,900
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Military Government costs for administering the
CAD-OMGUS program (salaries, supplies, equipment,
etc.).....\$ 85,000

Total Federal Appropriations	\$765,862
250,000 Deutsche Marks	<u>75,000</u>

Grand Total, US Government Contributions	\$840,862
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3. Financing by Universities

During the 1949-50 school year it is hoped that approximately ninety German graduate students, in groups of fifteen each, will be sent to universities in the United States for a year's democracy orientation course presented by six of the nation's leading universities. In addition, fifty German graduate students will be selected for specific graduate training in the fields of public health, public welfare, police administration, civil service, municipal management, citizenship organizations, etc., at universities having outstanding departments devoted to these fields. Appropriation limitations will restrict Military Governments contribution to meeting only the transportation costs of the students from Germany to the United States and return. These costs have been estimated at \$700 per student, or a total of \$98,000 annually. It is hoped that the universities or private foundations participating in these programs may be able to make tuition scholarships available for these students, and to provide faculty members to give such specially-designed courses of study as may be required.

4. Financing by Private Associations

During the current fiscal year, the Federal Government is contributing \$337,500 to cover travel and living expenses for sending 150 outstanding German experts, sponsored by the Civil Administration Division, to the United States for professional field experience in the fields of public welfare, municipal management, state government, police administration, and the study of citizenship groups interested in civil liberties, municipal reform, tax reform, civil service reform, etc. Whereas sufficient funds are available to cover the salary, per diem and transportation costs of these experts, nevertheless, assistance is being requested from private associations in the form of making members of their staffs available to plan and develop the programs for the various functional experts, as well as to assist them during their three-months visit to the United States. In addition, the private associations may be asked by their German opposites to send their top flight staff members to Germany to assist in programs designed to revive and strengthen comparable associations in Germany. In part, the costs involved in this phase of the project will be paid out of Military Government funds which have been earmarked to pay the costs of the visiting experts' program.

5. Financing by Private Foundations

The most immediate problem involving private financing is the program of the Institute of Public Affairs. For the time being, at least, the work of the Institute must depend almost entirely on non-German financing, for the effect of monetary reform has made it quite impossible for the German state governments and German associations to assume this financial burden.

For the reason stated in the paragraph on "Policy of Financing", it is not desirable for Military Government to undertake the major long-range financial responsibility for the Institute. If such responsibility is undertaken by a private foundation, the chance for the Institute to be a success and to make a major contribution to German democratic society will be virtually assured. Such a program would initially amount to a maximum of approximately \$160,000 per year. At the end of a five-year period the German economy as well as the organization of the Institute itself should be such that all or a major portion of the financial burden could be obtained from German sources. A tentative budget estimate for the Institute is submitted below:

Itemization of Institute Expenses (First Year)

a. Personnel Services (1)

Director General of the Institute.....	\$ 4,000	annually
Secretary General.....	2,675	"
Chief Librarian.....	2,675	"
Assistant Librarian.....	2,000	"
Representative of Association of German Cities.....	2,844	"
Representative of Association of Smaller German Cities....	2,844	"
Representative of Association of German County Governments	2,844	"
Representative of Association of German Villages.....	2,844	"
Representative of Police Associations.....	2,600	"
Representative of Public Health Research Organization.....	2,350	"
Representative of Association for Public and Private Welfare	2,350	"
Representative of Legislative Reference Library.....	3,350	"
Representative of Association for Housing, City and Regional Planning.....	2,675	"
Representative of Civil Liberties Group.....	2,350	"
Representative of Civil Service Group.....	2,675	"
Representative of Statistical Association.....	<u>2,350</u>	"
COST, Personnel Services	\$43,426	"

b. Supplies and Equipment

Office equipment, including furniture, office supplies, typewriters, etc.....	\$13,350	for the first year
Photostat and microfilm apparatus.....	5,000	" "
Lithograph and mimeograph apparatus.....	11,675	" "
Newsprint for professional publications.....	<u>10,000</u>	" "
COST, Supplies & Equipment....	\$40,025	

c. Miscellaneous Administrative Costs (2)

While the cost of these administrative and research services will be borne by the member organizations after the first or perhaps second year, it is clear that in the initial period these costs must be borne by private sources. These administrative and research services consist of the following items:

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3	Translators.....	\$ 6,000	for the
2	Interpreters.....	3,200	first year
20	Clerks.....	20,000	" "
20	Stenographers.....	20,400	" "
15	Research Workers.....	<u>27,000</u>	" "

COST, Miscellaneous Administration Costs \$ 76,600 " "

TOTAL INSTITUTE PROGRAM COSTS, First Year \$160,051

- (1) These salaries compare favorably to those paid for similar work performed in comparable German agencies, and have been recommended to the Institute by prominent Germans.
- (2) Building facilities, light, heat and related expenses are being made available by the Military Government Office of Land Hesse.

For the current fiscal year \$10,000 have been earmarked for the procurement of office supplies, equipment, and newsprint for the Institute. In addition, Military Government has earmarked approximately 250,000 Deutsche Marks from the Reorientation Fund to help defray the expenses of the Institute. These sums will meet approximately only half the total program costs for the Institute for the first year.

In addition to the Institute of Public Affairs program, the program to bring German graduate students to the United States depends, in part, on the willingness of private foundations and universities to provide cost of living allowances to the students. It is estimated that these allowances would approach \$800 a year per student, or a cost of \$112,000 annually for 140 students. Financial aid is also required from foundations for meeting living costs of the 40 United States graduate students selected for a year's graduate study in Germany. It is estimated that these living costs would be approximately \$800 annually per student, or a total cost of \$32,000 for the 40 students.

6. Conclusion

As indicated above, the U.S. Government is assuming the major portion of the financial responsibilities for the cultural exchange programs of the Civil Administration Division for the fiscal year ending June 1949. Travel and per diem costs alone amount to \$271,000. Costs for salaries of employees and experts and other expenses exclusive of travel amount to nearly \$495,000 more, or a total of \$766,000, exclusive of the \$160,051 required for the Institute program. The Federal contributions to this latter program are limited to \$75,000 in Deutsche Marks. These amounts will be supplemented, it is hoped, by the assistance of universities and colleges throughout the United States, and the direct support of private American associations and foundations.

If the cultural exchange program for governmental affairs is to be fully successful, it will be because a wide variety of sources - public and private, universities, colleges, associations, foundations and private citizens - participate actively in it. Military Government financial and professional aid is initially a significant part of the program; it is fully recognized, however, that the objectives of cultural relations will not have been achieved until there is a completely normal, direct large-scale interchange of ideas and experiences between private German individuals and associations on one hand, and their counterparts in other countries, on the other.

APPENDIX A: PROJECTS FOR US AND CONTINENTAL EXPERTS VISITING GERMANY

Qualifications for American Experts going to Germany

Approximately 36 American experts in the field of governmental and civic affairs will make special studies of German problems during the year ending June 30, 1949. These experts will represent a cross section of the best qualified Americans in their subject matter fields. The following general standards of abilities and experiences are being used in the selection of these experts.

a. Broad and mature background in governmental affairs, civic affairs, political sciences, or one of the professions of public administration.

b. Originality, initiative and ability to make wide contacts with appropriate Germans independent of the guidance and suggestions of the Civil Administration Division.

c. Ability to speak and read German. (Not essential for most projects, but its usefulness cannot be overemphasized. By eliminating the need for interpreters and simplifying contacts with Germans, knowledge of the language enables the expert to obtain a far better insight of the problems.)

d. Previous successful experience in Military Government or experience in Germany prior to the war. (Desirable but not essential.)

e. Ability to relate one's ideas, techniques and recommendations to the German environment and effectiveness in expressing viewpoints and instilling interest and enthusiasm.

f. Knowledge of German history and politics and thorough understanding of human nature.

PROJECT: INSTITUTE OF PUBLIC AFFAIRS

1. Problem

The democratization of German government and politics is hampered not only by inadequate knowledge of democratic ideas, techniques and experience in governmental and political affairs, but more particularly by the lack of an outlet for the exchange of ideas and a means whereby the Germans can develop their own instructional, research and functional programs in the fields of government. There is abundant evidence that Germans eagerly welcome the restoration of cultural ties with Western democracies. Indeed, the practical difficulty is that the German requests for cultural assistance far exceed the facilities which are available. It is clear that the time has now come to plan not merely in terms of immediate requirements, but also of a long-range program for the democratization of German administrative and political life.

2. Objective

This long-range program requires the organization and development of a definite institutional center to serve as the vehicle for introducing into Germany services and materials from the United States and from other Western democracies. It should also serve as the vehicle for developing greater German responsibility in the execution of this democratization program and as the means of facilitating the growth and coordinated activities of various German public agencies with their respective international organizations from which they may have been heretofore isolated. To meet this need the Civil Administration Division is establishing an Institute of Public Affairs, located in Frankfurt.

The Institute of Public Affairs will be concerned with those public or governmental questions which are at present under the jurisdiction of the Civil Administration Division and which are distinct from religious, educational, literary and artistic matters. Among the topics which fall under governmental affairs and in which democratic techniques and ideas need to be introduced are civil liberties, the role of citizens' groups in community, democratic training and techniques in the field of public administration, civil service, community organization and the development of institutional services in the fields of public health and public welfare.

3. Method

In a broad sense the Institute of Public Affairs will be the vehicle through which the Civil Administration Division will develop the several projects described in this pamphlet. Specifically, the Institute will provide the following functions:

1. A center for visiting professors, public officials and other experts who come to Germany as a part of the exchange program of the Civil Administration Division.

2. The headquarters from which professors and practicing experts can carry on their program outside the university in the communities and in administrative agencies of government.

3. A center for offering guidance and leadership in suggesting improved programs for in-service training for civil servants and for the development of democratic public service traditions and practices.

4. An office to which political and social science literature is forwarded for subsequent distribution to German organizations and institutes.

5. A center for offering seminars and lectures as well as library and research facilities for the use of German officials, professors and students in the specialized field of political and social science.

6. Facilities for holding periodic conferences for German professional groups and associations in the fields of government, including joint meetings with similar groups from other countries.

7. An agency for recommending German experts and promising students in the field of government and administration for scholarships and grants-in-aid to study in American universities and governmental agencies.

8. A center for academic study in the broad fields of the social sciences with the opportunity for organizing field programs, surveys and training in all fields of the social sciences including the various aspects of civil liberties and public administration, social services and public health.

9. Research facilities in public administration to be used by the German public service.

10. Intellectual stimulus to the study and writing in the field of government in terms of the development of democratic public initiative, zeal and tradition so that as Military Government withdraws from responsibility in the over-all supervision of government such a center will become a self-operating agency between a well developed German organization and a variety of non-governmental or quasi-governmental organizations.

The Institute will be a mixed American-German enterprise. For the initial period the bulk of the financing will be from American government and from private American sources. Thereafter, as the German economy revives, it is hoped that German support will be the mainstay with the continuing assistance of non-governmental American institutions.

The private American support envisaged would be from the various foundations and professional associations. Foundation funds would be made available to the sponsoring American university or universities which, in cooperation with the German university concerned, would have the primary responsibility for the organization of certain types of projects. However,

this would not preclude enlisting support from numerous American and German professional organizations in the field of government and administration which could be represented on advisory or consultive committees and through which special scholarships and grants might be arranged. Although in the beginning the Institute will require extended and specific support from Military Government to carry out these functions, the Institute will become increasingly more and more a German institution self-supported and self-operated.

In all phases of the Institute the support and cooperation of a variety of governmental agencies and private organizations interested in the broad program of the Institute will be indispensable. These various agencies and organizations will be considered as associate members of the Institute and will be called upon from time to time to discuss both administrative and program problems and to advise Military Government how it can help in promoting the program. In turn the Institute will serve these various associate members by making available services and materials in the common interest of their programs. Eventually as these members of the Institute are able to re-establish their contacts with international associations and to resume their normal functions, Military Government will withdraw from active control of the organization.

As has been indicated above, the Institute of Public Affairs is the agency which will plan and promote the specific programs each U.S. expert is charged with carrying out. The specific projects set forth below indicate some of the special tasks which these experts will attempt to pursue within the program of the Institute.

Although the Institute is located in Frankfurt in the U. S. Zone of Germany, it will aim to serve the needs of all the Western zones and, it is hoped, eventually all of Germany. In view of this fact, close liaison and effective cooperation is being established with the appropriate British and French Military Government representatives so as to secure some measure of coordination of plans and efforts. In time the Institute will be affiliated with several of the German universities and technische Hochschulen as was the case with numerous institutes which existed in Germany before the Nazi regime. In addition to German connections, the Institute will be affiliated with one or several American universities, particularly those with well-developed schools of government, public administration or social sciences.

CULTURAL EXCHANGE PROGRAM

PROJECT: SURVEY OF THE CIVIC LIFE OF THE GERMAN COMMUNITY

1. Problem

The adoption of democratic methods and institutions has thus far only established certain formal aspects of democratic public life. Democratic institutions have not yet become a genuine part of the community and the majority of the German people are not yet prepared to accept democratic responsibilities.

2. Objective

a. To survey community life to determine and analyze the forces which

- (1) frustrate the growth of democratic ideas and attitudes,
- (2) have prevented democratic institutions from becoming vigorous organs in the daily life of the community,
- (3) have undermined and discredited democratic methods and procedures in public affairs, and
- (4) are responsible for the failure of the majority of the German people to accept fully their democratic responsibilities.

Similarly, an analysis is required of those forces which promote democracy in the civic life of the community. An understanding of these problems will throw much light on the means to be pursued in developing democratic attitudes and strengthening democratic institutions.

b. To encourage the citizens of the community to take a lively interest in their rights and responsibilities through community activities, citizens' committees, public forums and discussion groups.

3. Method

The areas of this study will be selected towns, counties and cities. In each of these areas a team consisting of two U. S. experts and two or more German experts will undertake this survey. The activities of all three teams will be under the supervision of a director who will plan and direct the collection and analysis of pertinent data and the community activities in which the experts might participate. The research will concern itself not only with statistical data but also with information gathered from group discussions and conferences with all elements of the community. The members of the teams in the course of their study will be able to offer counsel and otherwise assist communities in the art of democratic local government. Other specialists in the field, primarily concerned with other projects, will be invited to participate in this study and in the community activities projected or engaged in by the team.

PROJECT: CIVIL LIBERTIES IN A DEMOCRACY

1. Problem

The nature and value of individual rights is not generally understood nor highly esteemed in German public opinion today. In economic adversity people are inclined to feel that food, clothing, shelter, and fuel comprise the totality of human wants. Many lose complete sight of the benefits of spiritual freedom. This problem is pointed up by the results of a recent public opinion survey which showed that a substantial majority of those polled preferred a government guaranteeing economic security to one that guaranteed protection of civil rights.

2. Objective

To build a positive response in German public opinion to the moral values inherent in the respect for the dignity and responsibility of the individual; and to point out the danger of neglecting to provide adequate safeguards against encroachments on basic civil liberties.

3. Method

Methods should center upon the techniques of educating and influencing public opinion. These techniques would include the effective use of radio programs, lectures, public forums, and conferences with public officials and leaders of citizens' groups including judges, lawyers, educators, clergymen, community organizers, labor leaders, and political party officials. In all these contacts, emphasis should be placed not only on the broad principles of political and civil rights but also upon the danger arising from the totalitarian inroads into German public life and upon the means of meeting the crisis.

CULTURAL EXCHANGE PROGRAM

PROJECT: CIVIL SERVICE

1. Problem

The German bureaucracy has for decades existed as an instrument for the exercise of power of the state over the people. Unlike the practice of administrations in truly democratic countries, its relationship to the people has been that of "master" rather than of "servant." This tradition had become entrenched through such means as (a) basic training for public service, (b) entrance based on social background and military service, (c) differentials in rights and duties of officials and employees, (d) rigid and arbitrary promotional requirements, (e) difficulty of removing unsatisfactory officials from office. The problem has been further complicated by the license permitted public servants to engage in overt political activity, the lack of restriction on the right of public servants to go on strike, and their right to serve as members of the legislative bodies to which their administrative agencies are responsible.

2. Objective

To introduce to a body of German people, both administrators and laymen, democratic ideas and methods now prevalent in the democratic nations in the field of public personnel management and public control over the public service. The purpose of such action is to further the reconstruction of the German public service into a truly democratic institution based on such fundamental concepts as service to the people rather than to the state, responsiveness to public policy, respect for the basic rights of the individual, and equality for any qualified citizen to serve his government regardless of race, sex, religion, or political belief.

3. Method

A group of visiting experts in public management with a detailed knowledge of democratic personnel principles should be brought to Germany. These experts will need to have a full knowledge of the relationships of public servants in a democracy, and of the principles involved in building a public service which can adequately serve a modern nation. Such experts would work with civic and educational groups as well as with German personnel administrators. They would, through conferences, forums and publications, promote the initiation of reform measures which will provide, among other things, for:

a. Selection and promotion of public servants exclusively on the basis of relative merit and fitness,

b. Impartiality and fairness in all personnel matters such as pay, tenure, retirement benefits, vacations, and termination,

c. Full opportunity within the service for self expression and presentation of ideas, and preservation of all individual rights and liberties except those which must necessarily be limited in the interest of responsible government,

d. Easy access for the people, and for public servants as well, to impartial instruments of government for expeditious redress of grievances, as a safeguard against arbitrary or capricious action.

The visiting experts should include representatives of various European democracies and of the United States. This would assist in emphasizing to the German officials that the modern personnel principles being introduced by Military Government are not merely American innovations.

PROJECT: GERMAN SOCIETY FOR PERSONNEL ADMINISTRATION

1. Problem

German public administrators have so long been steeped in the German bureaucratic tradition that they are entirely unfamiliar with modern personnel methods. This problem is intensified by the absence of trained personnel technicians or personnel administrators at all levels of the public service. Civil servants now engaged in personnel work in the Laender are still unacquainted with modern personnel techniques and are not prepared to carry out on a continuing basis any modern personnel program.

2. Objective

In order to make possible the self-education of German personnel technicians, we propose that a German Society for Personnel Administration be initiated through the Institute of Public Affairs.

3. Method

a. Membership in the society should be open to all personnel engaged in any phase of professional personnel work at all levels in the German governments. This would include individuals now engaged in determining salary levels and in training for the public service, university instructors in public administration and others performing personnel functions in the various state ministries. German government units, such as a Gemeinde or Kreis, should participate in the Society.

b. Purposes of the society would be to promote professional advancement through the following methods:

- (1) Publishing of a quarterly professional journal. At the outset, this journal would necessarily be small and would be limited largely to translations of pertinent articles from U. S. and British publications. However, writings by German technicians on German problems can be expected to increase in volume within a year or two.
- (2) Publication of pamphlets, including translations of pertinent pamphlets originating abroad.
- (3) Advice on personnel problems to any government agency.
- (4) Quarterly meetings devoted to intensive exploration of technique and methodology.
- (5) Monthly meetings of local chapters, in such cities as Munich, Stuttgart, Frankfurt and Weisbaden. Outside speakers including foreign visiting experts could be provided for appropriate sessions of such chapter meetings.

c. Permanent staff for the society could be limited at the outset to one full-time professional person and one full-time typist-translator. The Society itself, of course, would have its own officers and committees, democratically elected by the group. The advantages of this type of organization are that it may achieve an informality not possible within the direct line of command and that it puts an emphasis on professional equality of all staff members of the personnel agencies. Such a society should provide a sounding board for new ideas on the part of German technicians, provide an opening for the injection of new ideas by Civil Administration Division Civil Service Branch staff and should stimulate progressive thinking by all professional people. Participation would be particularly valuable for trainees in personnel jobs.

d. The merit of discussing freely the need for democratic attitudes on the part of public employees and the whole problem of democratization within the public service should be a primary contribution of the society. As techniques and technicians are developed the society can be sub-divided into professional committees on recruitment, classification, training, employee relations, etc. While the primary orientation of the society would be toward the public service, the addition of personnel people from industry should provide a valuable interchange of technical ideas.

PROJECT: LEGISLATIVE ORGANIZATION AND PROCEDURE

1. Problem

German legislative bodies have not developed internal organization or rules of procedure that: (a) make possible effective presentation to the legislature of diverse points of view, (b) give voice to individual members on the floor of the legislature, (c) provide effective means of control over the administration through interpellations and question periods, (d) produce statutes containing limitations on administrative discretion through proper standards, precise definitions, and clear delegation of authority, and (e) make use of available sources of information. There were evidences of this weakness in the German legislative process even before the time of the Nazis. During the Nazi regime democratic legislative processes were completely ignored and relegated to the ash heap. Moreover, in this period and the period immediately following the war the Germans have been out of touch with the traditions and developments in legislative processes in democratic countries in the outside world. The Germans should now be enabled to find out and learn for themselves what democratic countries have been doing in this critical field so that this aspect of democratic government may become firmly rooted in German thinking on governmental problems and thereby the groundwork laid for what is hoped will later be a strong and well entrenched tradition.

2. Objective

To make the German legislative bodies more effective instruments of popular action and democratic control.

3. Method

A Legislation Bureau should be established in the proposed Institute of Public Affairs. Its functions would be to disseminate information and assistance in the field of democratic legislation and legislative techniques. To these ends it would maintain a legislative reference library adequately stocked with relevant books, both German and foreign, available to all Germans interested in legislation. Its staff would provide expert research and legal draftsmanship assistance to legislative committees. It would provide assistance and guidance to law schools and universities teaching courses in legislation by furnishing reference books and publications to them and by facilitating the exchange of literature between the German school materials. It would act to coordinate all the separate educational programs, designed to aid Germans in emphatic democratic principles to both the substances and the procedures of legislation. These would include the various "visiting experts" projects in the legislation field. The Bureau would facilitate surveys made by these experts, provide them, if necessary, with skilled German interpreters and insure the maximum benefit from such surveys by bringing their conclusions to the greatest number of German legislators and students. These surveys, as availability of experts and working time permit, should be concerned with (a) legislative procedure: rules of debate, handling of bills, printing, voting and roll-calls; (b) legislative organization: number, size and functions of standing committees, method of reporting, relation to the ministries and administrative offices, powers, party composition of committees and control of

of legislative organization; (c) committee procedure: role of the chairman and vice-chairman, responsibility for reporting, methods of obtaining information, public hearings, power to summon witnesses, staff assistance; (d) bill drafting: assistance to the legislative body on the technical aspect of drafting legislation so that the administrative authority is sufficiently directed and its powers made definite.

PROJECT: PROBLEMS OF FEDERALISM

1. Problem

When the Germans are given additional governmental functions under the Occupation Statute and the Federal Constitution, the need for more effective use of comparative data in federalism will be far greater than at any previous time. It is most desirable, therefore, to bring in extensive comparative studies and through discussions, to point out some of the quite different solutions brought to the problems in other countries. The problem of federalism divides itself mainly into three fields:

a. First, there is the question of distribution of powers, and related to it, the question of administration. In Germany, a considerable number of federal functions have traditionally been exercised by Land agencies. The Land officials and local officials, who function under delegated authority for federal agencies, are thereby placed in the awkward position of serving two masters. Further study is needed, particularly by non-Germans, of the local officials' problem of carrying out the directives of federal and state offices and at the same time meeting local requirements..

b. Another important factor of federalism is the distribution of income. Independent sources of income are absolutely necessary for the viability of any political and social body. However, Land governments have been reluctant to assign to municipalities independent sources of income sufficient for their major functions.

c. A third aspect of federalism to which no attention has been given yet in German discussions is the problem of concentration of economic power, which tends to suppress regional differentiations and to weaken the authority and economic independence of Laender and municipalities. To cope with this economic phenomenon, the central government is forced to take over more and more powers both of control and taxation. This question must be explored in relation to decartelization and other attempts at economic decentralization.

2. Objective

Accordingly, it is necessary to provide German thinking on the political, academic and administrative level with material which can be used in implementing the German federal constitution, upon its completion.

a. The literature and the practical experience, particularly of the United States, should be made familiar to a far larger number of key people in German government, in German parliaments and party organizations, and if possible, within the German faculties of law and social science.

b. Since the literature in the field of taxation is highly specialized, it needs to be pre-digested for German use and adapted to the particular

problems existing in Germany. Practical solutions will have to be sought not only as far as allocation of taxes is concerned, but in the field of developing methods of common administration through agencies in which both the federal and the Land governments are represented.

3. Method

Teams of experts will establish the necessary contacts and discuss matters with influential individuals and groups in Germany. The program has to be kept completely flexible since the increasing familiarity with the different aspects and implications of the problem may induce the experts to change their methods and to shift emphasis from one to another part of the problem as well as from one to another group of people with whom they confer. The members of the team will divide their survey according to areas and problems, meet regularly during their stay to compare notes and revise their own assignments, and occasionally call round table discussions with outstanding German experts in order to check their findings and communicate their thoughts.

PROJECT: POLITICAL PARTIES AND ELECTION SYSTEMS

1. Problem

Political parties are means by which the citizen expresses his views on public matters and through which he exercises his respective share of influence on the government. Indispensable as they are to the structure of the state they cannot under a democracy become its instrumentalities. Their functions as parties lie in the fields of policy and government formation but do not include the tasks of governing. The extension of party influence into the executive fields of government or the rigid subordination of government to party invites unfair practices and undermines the prestige of popular government, paving the way for totalitarianism.

The relationships between the political parties and the government on all levels determines to a large degree the fate of democracy of the given country. To an equal extent the fate of popular government is dependent upon the nature and structure of the parties and their relations as organizations to the rank-and-file. Party hierarchies are often wont, in order to increase the combatant effectiveness of their organization, to overstress the concepts of "party-loyalty" and "party-discipline", thus violating the rights of the individual. While intra-party cohesion is a necessity for effective government there is latent danger to the position of the individual in the uncontrolled use of these practices by party functionaries. Thus a viable democracy is concerned not only in the party-government relationship, but also in the internal structure of the functioning parties and in the degree of the control exercised by the membership over the party.

While parties in a democracy are instrumentalities through which the voter expresses his political preferences, they are not the sole factors in the field of public affairs. Independent groups and frequently public-minded individuals share with the parties the tasks connected with the "crystalization of popular will".

In applying the above principles to the present Germany we find that:

(a) German governmental life is thoroughly dominated by the political parties to the exclusion of all other groups. Party domination penetrates even the chambers of the German legislatures. Open debates in plenary sessions are almost unknown. They are superseded by discussions behind closed doors in party conferences and in inter-factional negotiations. The minority inside a party faction does not dare to bring its case before the entire house;

(b) The monopolistic control which the party exercises over the government tends frequently to obliterate the lines of demarcation between government and party hierarchy. Major governmental decisions are often made not in cabinet chambers but in party headquarters. These practices, blossoming on the debris of a totalitarian system in which party and state were fused, constitute a grave danger to the new German democracy.

(c) The political party in Germany is not only a closed association as far as outsiders are concerned, but also within the party several levels of sanctity exist, each accessible only to the corresponding levels of the party functionary apparatus. The full-time party official tends to centralize more power in his hands at the expense of the membership. It is he who usually plays the leading role in party conferences and who has a determining voice in party policy. It is also he who decides to a large extent the party's nominees for office.

Correlated to the problem of political parties is the problem of elections. Theoretically, in a representative government the average voter is free to choose his representative. In practice, his choice is prejudiced by the parties' selections of candidates. The normal voter seldom ventures beyond the list of party nomination. Elections objectives are, therefore, conditioned by: (1) the judicial use by the political parties of their nomination privileges and, (2) by the effectiveness with which the given election method is able to crystalize a functioning governmental majority. The prevailing electoral systems in Germany tend to encourage the formation of many parties, prevent the crystalization of a majority, strengthen party bureaucracy and discourage independent participation in governmental offices.

2. Objectives

The general objective of the proposed project is to resuscitate and strengthen those forces in German public life which may counteract the above-mentioned abuses. Its specific aims are:

a. To kindle popular interest not only in government but also in party affairs; to encourage intra-party democracy; to encourage the democratization of the party structure by diminishing the ex-officio functions performed by the paid party functionary and by the submission of the party hierarchies to effective membership control.

b. To acquaint the German public with the less rigid party control systems over the membership and to inform them of the other methods of party enrollment than those practiced in Germany.

c. To acquaint German parliamentarians with parliamentary procedures, relations between caucuses and parliaments, and with the advantages of open discussions.

d. To acquaint the German public with the importance and functions of the independent groups and their indispensability to good government.

e. To acquaint the German public with nominating procedures as practiced in other countries.

f. To acquaint the German political and governmental leaders as well as the German public with the election systems used in other countries and to analyze the experiences which other countries have made with such systems.

3. Method

The project can be split into several sub-projects according to the objectives listed above. By means of lectures and round-table conferences before academic, political and governmental circles, and groups of politically-interested citizens they will acquaint their audiences with political, electoral and governmental methods as practiced in the U. S. and other democratic countries.

Some of the experts are also to devote some time to the preparation of comparative analyses, for German consumption, of party organization and electoral methods.

PROJECT: TRAINING FOR PUBLIC ADMINISTRATION

1. Problem

The training of German administrative personnel is, on the whole, limited either to the study of law or to such technical professional education as engineering, medicine, and forestry. To this professional background have been added rather haphazard in-service training courses. The absence of any specialized and well-developed training in administration, personnel management, police administration, and related fields is one of the reasons for the obvious shortcomings of German administration.

2. Objective

It is necessary to encourage the establishment of administrative schools and, particularly, the setting up of well-integrated curricula for courses on different levels. The actual teaching must, of course, be left to German instructors but the organization of programs, the integration of faculties, and the awareness of students for the skills to be developed can be greatly helped from outside.

3. Method

Expert teachers in the field of public administration should visit some of the existing schools of administration and stay with the German faculty, preferably without definite assignment, but with access to all classes, opportunities for occasional lectures and seminars, and close contacts with the student body. Their task would be to survey the teaching program, to suggest the development of courses on different levels, to familiarize both faculty and students with international achievements in their field and, at the same time, to counteract the spirit of arrogant self-satisfaction and narrow specialization so characteristic of bureaucracy in Germany.

These teachers, using the facilities of the Institute of Public Affairs, should also assist the professional associations in governmental fields to establish in-service training programs which could be conducted either at the Institute itself or at a variety of decentralized locations or through correspondence. At the present time such in-service programs as are in existence reach only a fraction of the people engaged in professional government work and through this technique of in-service training it is hoped that a much broader group of government people can be reached and can become informed on the latest developments in their several fields.

PROJECT: SURVEY OF LAND MINISTRIES

1. Problem

Most of the Land ministries are not only poorly organized and inefficient, but are out of touch with the problems at the municipal government level over which they exercise control. This weakness results in bureaucratic delay, irresponsibility, and arbitrary decisions which tend to hamstring democratic processes at the local government level.

2. Objective

To determine the factors in the bureaucratic structure which hamper effective responsive administration and to devise plans and techniques for discharging the public business in a more democratic manner. To determine the extent to which traditional habit patterns of the professional Beamten and the ingrained legalistic approach to practical administrative problems unduly influence the administrative process. Specific recommendations and a long range action program for combating these basic weaknesses in German government operations should be devised by the visiting experts.

3. Method

Each expert on this project will survey in detail one or two Land ministries. At least one survey of a Land Ministry of Interior will be made. The experts will discuss operations with all levels of employees from cabinet ministers to clerks. They will also meet with county, city, and town officials whose activities are affected or directly supervised by Land ministries. The main weaknesses of the entire operation should be pointed up and procedures formulated for a broader use of practical information and advice in the policy making process; methods of assuring closer working relationships with local officials are needed; and the social and human results of official decisions should be brought more effectively to the attention of the officials.

PROJECT: GERMAN MUNICIPAL ASSOCIATIONS

1. Problem

The German Staedtetag, Landkreisverband and Land Gemeindetag, and similar municipal associations on a Land level, have quickly re-organized since the end of the war. They have offices and regular meetings and are regaining a certain influence in advising governments and Parliaments on problems within their competence. However, they are without any popular support, manned exclusively by officials who are interested more in their profession than in community problems.

2. Objective

It is important to make these municipal associations truly representative of the total community interest as well as the professional interest of municipal officials. The base of representation on the association boards must be made more representative of the people. The influence of the associations on Land Parliaments should be explored to determine if it is disproportionately large. Consideration should be given to the possibility of organizing other pressure groups with different points of view concerning local government not only to represent their own interest adequately but to counterbalance the professional bias of the municipal associations.

3. Method

One consultant each for the main German organizations - Staedtetag, Gemeindetag, and Landkreisverband - should spend some time with the headquarters of each of them, some time in individual visits with members of the board, and some time finding out to what extent the proposed policies of these bodies are backed by the local people who are supposed to support them. Such surveys could well contribute to a less bureaucratic organization of and representation within these groups and a closer democratic relation between the membership and professional secretaries and directors.

CULTURAL EXCHANGE PROGRAM

PROJECT: EXERCISE OF GOVERNMENTAL POWER BY NON-GOVERNMENTAL ORGANIZATIONS

1. Problem

Germany has a long history of both authoritarian controls over and suppression of individual rights in the economic sphere and of denial of popular control dating back to the rigid guild system of the Middle Ages. Military Government has insisted on free associations of persons and enterprises which involves democratic organization, voluntary and non-discriminatory membership, unrestricted free trade and competition, and non-exercise of governmental powers by the associations and chambers.

2. Objective

To develop a broad program to make German trade associations and chambers free, voluntary and democratic organizations representing and promoting the lawful interests of all their members.

3. Method

To explain to rank and file members of the vocations as well as to leaders of chambers and trade associations the advantages of free associations and free competition and to familiarize them with the system of public hearings; to investigate functions and activities of such vocational groups and their relationships to members and non-members of their trade as well as to public authorities.

PROJECT: FACTORS RETARDING ASSIMILATION OF REFUGEES

1. Problem

The influx of over three million refugees into the U.S. Zone of Germany is an unexpected postwar problem, difficult for the native population to accept. Facilities for the refugees are expensive and inadequate. The refugees with relatively few exceptions live in a state of despair and poverty, considering their expulsion from their native countries, "an injustice unique in the history of mankind". Unrealistically, they react to their environment with wishful thinking that their stay in Germany is only temporary and sooner or later they will be permitted to return to their homes. The cleavage in interests which exists between the old residents and the newcomers is the most serious factor retarding the economic integration and cultural and social assimilation of the refugees.

2. Objective

It is generally accepted that in order to prevent the formation of a large discontented and underprivileged minority group within the German body politic, the refugee population will have to be rehabilitated to enable them to compete on an even plane with the native population in business, education, politic, and other endeavors. Conditions to date have not been favorable for the rehabilitation of the refugee segment of the population; moreover, neither the population nor the individual state government has given adequately serious consideration to the problem of rehabilitating the refugees. Nor have they have recognized the inherent danger to themselves in the presence of over three million economically restive refugees. It would serve the interests of the evolving democratic institution in Western Germany to determine the optimum conditions under which both groups of the population could live side by side in a spirit of cooperation, with the purpose in mind of eventually eliminating the concept "refugee" in German life.

3. Method

One U.S. psychologist and one U.S. sociologist both of whom have a more than ordinary knowledge of European society and German social class system, will work as a team assisted by two to four German graduate students of psychology and sociology. The latter will act as legmen and possibly as interpreters and interviewers. The U.S. experts will establish the essential elements of information needed in order to arrive at the basic causes of friction between the two groups in the population. The team will use its own chosen method of sampling both the localities and persons to obtain its information. An analysis of all the information obtained should enable the U.S. experts to reduce the clash between the native group and the refugee group to its basic points of conflict; based on this, a definition of optimum conditions to eliminate the existing hostility between the two groups with recommendation on how to bring about these conditions, will follow.

PROJECT: REHABILITATION OF REFUGEES

1. Problem

Almost all of the three million expellees and refugees transferred to the US Zone of Germany arrive with 100 pounds or less of personal property; they are in effect destitute. The expellee population is in need of special protective legislation and other government supported rehabilitative measures, such as priorities in housing and government guaranteed bank loans. Unless the German governments take appropriate steps to benefit and protect the transferred population, the presence of over three million destitute persons may cause a lowering in the general standard of living of the entire population. The bettering of the economic status of the transferred populations is a "must" in the development of a sound democracy in Germany.

2. Objective

To examine the extent of German legislation and other special measures in behalf of the transferred populations already in effect and being planned. To make recommendations in the fields in which further aid is necessary to ensure the successful assimilation of the transferred population into the German community.

3. Method

This project will be undertaken by a social scientist who has had experience with the Social Security structure in the U.S. which involves federal, state, and local relationships and aid for disadvantaged and dependent groups. The experts will have the assistance of a German graduate student in each state who will compile the pertinent material in their respective states for the use of this survey. Each student will also serve as liaison between the expert and the refugee commissioner of the state concerned.

The U.S. expert will review all legislation and ordinances so far promulgated in the states on behalf of, or to the detriment of refugees. He then will visit the office of the Refugee Commissioner in each state and acquaint himself with the state machinery set up for the administration of the refugee problem. From the state level he will work down through the administrative channels of the refugee commissariat to the local community, tracing the effectiveness of the promulgated measures at the implementing level. Based on his past experience in the field of federal, state, and local relationships in the care of disadvantaged groups, the experts will make recommendations for additional measures, legislative or otherwise, deemed necessary if the peaceful integration of the refugees in a democratic German society and economy is to be realized.

PROJECT: POLICE ADMINISTRATION AND TECHNIQUE

1. Problem

The problems encountered today in the field of Police organization, administration and technique are discussed at length in Appendix B of this paper under the Project "Visits of German Police Administrators to the United States". Mainly those problems arise from the lack of professionally trained democratically minded police and police leaders, the failure of the Germans to keep pace with modern developments in the police field in democratic countries, and their inexperience in performing police work under a system of government which decentralizes power and protects the individual rights and liberties of the citizen against oppressive actions of the state.

2. Objective

These problems can best be solved by the reestablishment of professional contacts between the German police and the police of other democratic countries, through which the Germans may receive knowledge of progressive methods of police administration and law enforcement and be assisted by their colleagues from other countries in adopting those methods to the needs of present day Germany.

3. Methods

Outstanding personalities from the field of professional police training, preferably from Schools of Police Administration in colleges and universities, and outstanding police administrators and technicians will visit Germany as consulting experts. They will consult with and advise individual German police departments, informing them of organizational methods and professional techniques which may be applied to the benefit of the German department. They will conduct seminars, lecture groups of police leaders, administrators and technicians, bringing to them a knowledge of police administration and operation systems and techniques in their own country and discussing their applicability to the German problem. They will consult with police school directors, instructors, University officials explaining methods of police education followed in their home country and discussing the establishment of similar methods in police schools or universities in Germany.

PROJECT: MEDICAL AND PUBLIC HEALTH PRACTICES

1. Problem

German medical and public health practices at one time were outstanding and set a standard that was generally aspired to throughout the rest of the world. Since World War I and particularly during the Nazi regime, advancement in these fields has lagged, partly because of adherence to tradition and partly because of enforced and probably to some extent voluntary isolation from more progressive countries. There is a definite need for a comprehensive review and modernization of the German concept of medical and public health training and practice.

2. Objective

To make available to the medical and public health practitioners and training institutes and hospitals in the US Zone, methods, procedures, and curricula used in the US and other countries having modern systems in medicine and public health in order that German leaders in medicine and public health can develop higher standards of proficiency in these fields.

3. Method

The proposed specialists from the US would by use of personal contact, lectures, publications and other media inform the German medical and public health professions of the latest methods and procedures used in the US. These specialists would cooperate with and supplement the efforts of various OMGUS Divisions and Branches including Education and Cultural Relations Division; Public Health Branch, Civil Administration Division; and the Office of Research Control.

PROJECT: MENTAL HEALTH PRACTICES

1. Problem

Due to the isolation of the German medical profession and related medical-social groups during the Nazi regime and because of the enforced Nazi ideology, the development of principles and practices in the field of mental hygiene, psychiatric social work, and closely related fields concerned with the prevention of and the care of borderline psychiatric cases has been seriously retarded. Military Government has not attempted to date to provide assistance to the German medical profession or substantial aid to related professions in this problem.

2. Objective

To make available within the U. S. Zone of Germany, through the use of specialists in these fields, information about the problems and up-to-date thinking and developments in order to stimulate the appropriate German agencies to develop comprehensive programs.

3. Method

The proposed specialists would, after being briefed carefully in Military Government policy, visit the Laender Public Health and Public Welfare Departments, the faculties of the medical and social work schools, and the professional personnel of agencies and institutions in the U. S. Zone to determine what is now being done; and by lectures and personal contacts with German personnel concerned with such programs, attempt to implant the basic principles of the best modern concept of preventive techniques and of care in this field.

PROJECT: TRAINING IN SOCIAL WORK

1. Problem

The normal development of social work education in Germany was interrupted by Nazi indoctrination of social workers, dismissal of staff members not active in the party, the closing of many schools of social service, and the complete discontinuance of international contacts in the field of welfare. The elimination of many trained and experienced social workers through the denazification program further reduced the number of available workers. Sound legislation, policies, and procedures are of little use without adequate qualified staff for their implementation.

2. Objective

The aim is to assist in the development of (a) advanced training in the professional schools of social work and in one or two universities and (b) on-the-job training programs for public and private welfare organizations.

3. Method

A group of visiting experts in social welfare training from the United States and other democratic countries will concentrate on

a. advanced training for university students and for faculties of social service

b. in-service-training - orientation for new employees and refresher programs for older experienced workers and administrators.

Preparation of men social workers, changes in school curricula, adjustments in civil service requirements, and integration with related professions will be emphasized as well.

Specifically the consultants will

a. determine the type of contribution that can be made through contacts at the Institute of Public Affairs and visits to schools, agencies, and government officials;

b. conduct seminars for social service school faculties, for students specializing in the field of welfare, and for staffs of welfare institutions and agencies;

c. advise on the content of training courses and on teaching materials for schools and agencies;

d. recommend books, periodicals and other publications for libraries of the schools, the Institute of Public Affairs, and the Amerika Hauser.

PROJECT: CHILD WELFARE SERVICES

1. Problem

Child Welfare services in Germany suffered a severe set-back 15 years ago and the intermittent period witnessed first, a distortion in objectives and philosophy, and second, disorganization that followed the collapse of the Nazi regime. Stress on biological interpretation of behavior, emphasis on punishment as a mode of social control, disregard for human values - all were characteristic of the Nazi period. War and its aftermath brought not only dire material needs but a physical and psychological uprooting with a consequent loss of purpose and direction for children and young people.

2. Objective

The objective is to furnish stimulus and concrete assistance through the development of a demonstration child welfare facility and service in one or two communities in the US Area of Occupation and to increase the understanding of children on the part of welfare agencies and institution staff and of social service school faculties.

3. Method

A child welfare program will be established to carry responsibility for clinical demonstration, teaching, consultation, and research.

In the beginning the program will undertake a survey of problems and a definition of objectives and standards in the child welfare field. The defining of objectives will be a cooperative project with leading German social workers through the Institute of Public Affairs. American experts will be asked to participate in the formulation of the program and in the introduction of new techniques.

The child welfare demonstration program will be divided into four tasks - clinical service, teaching, consultation, and research. Actual responsibility for the work with the children and families will be carried by the German psychiatrists, social workers, and psychologists under the guidance of the center staff. There will also be a limited amount of formal teaching by Americans in a school of social work, and lectures and seminars with practising social workers selected from public and private agencies. Significance of behavior, techniques of working with normal and abnormal children, and rehabilitation of children will be dealt with using actual case studies as teaching material.

CULTURAL EXCHANGE PROGRAM

PROJECT: MATERNAL AND CHILD HEALTH AND WELFARE SURVEYS

1. Problem

Though the German agencies under the Nazi regime put considerable emphasis upon the obligation of German citizens to fulfill their patriotic responsibilities by producing large families, and though much care was given to institutional services the government could offer in the case of mothers and children, much is left to be desired in the present condition of maternal and child care. The havoc of war and the collapse of Nazi maternal and child programs and more particularly the total lack of community participation in these problems make it urgent to initiate a medical and welfare program by a project for improving maternal and child health. It is not merely a question of reducing infant mortality but of helping German communities to develop a program to this end.

2. Objective

a. To promote the study of problems causing the present high infant mortality rate in Germany, the solution of which will alleviate suffering and lessen morbidity and mortality associated with child bearing.

b. To help the Germans develop medical, psychiatric and social facilities and standards to be used in the supervision of all phases of maternity and child care.

c. To introduce a program of mental hygiene and psychiatric social work, and of public health techniques and practices by facilitating the development of community clinics, community councils and health centers through which the community as a whole as well as private and governmental agencies may render coordinated and effective services in the improvement of maternal and child care.

3. Method

a. Through conferences with the medical profession, social workers and community leaders to stimulate interest in providing better maternal, infant, and child care by the demonstration of techniques and of clinical and institutional services.

b. Through printed materials, films, and other media to educate professional and lay people to the need of better obstretrical care both in institutions and homes.

PROJECT: PUBLIC REPORTING

1. Problem

A long-standing problem of government in Germany has been its tendency to carry out its functions in a vacuum, from which the governed are excluded from information about those functions and from the opportunity to exert influence on them. Although this tendency reached its climax in the arbitrary rule by decree of the Nazi period, it was observable even before.

One aspect of that broad problem is the retarded development of government reporting techniques which have the objective of informing the public in an attractive, interesting, and stimulating manner about the multitude of government activities which affect their every-day lives.

2. Objectives

To stimulate interest among government officials in interpreting their activities and programs to the public, both to meet the responsibility of democratic government for keeping its citizens informed, and to stimulate the interest of citizens in the functioning of government to encourage their participation in it.

3. Method

Through discussion with government officials, to inspire greater interest in positive and dynamic government reporting. To make available to large numbers of public servants examples of public reporting of the kind described above. To secure the services of an American expert in the field to employ both of the methods mentioned above, and through public meetings, conferences, and the channels of communication of the existing organization of local and state government officials, to develop interest and an awareness of imaginative techniques of public reporting.

PROJECT: INTRODUCTION OF THE SOCIAL SCIENCES INTO GERMAN UNIVERSITIES

1. Problem

During the Empire, contemporary matters were carefully kept out of university teaching in Germany. With a few exceptions, teachers preferred to stay within the safe limits of the past, in spite of the fact that lectures on current affairs were generally popular with the students. State control over universities saw to it that nobody was appointed to a chair in economics, modern history, philosophy of law and related fields, who did not give assurance that his views coincided with the official attitude on such matters.

Not very much changed in this situation during the Weimar republic. Then it was less a matter of state supervision but more the reactionary attitude of most of the professors who preferred to avoid even academic polemics on contemporary problems and withdrew into the presentation and interpretation of the past. So little did the university offer in terms of integrated courses in the social sciences that attempts had to be made to substitute extra-university education in these fields.

When National Socialism came into power there was no dearth of courses dealing with current affairs but all of them were mere propaganda. Those not in favor with the regime had to limit themselves to purely technical aspects of their disciplines. Economists turned to econometrics, professors of modern history to the Middle Ages, philosophers of law to court procedures and social psychologists to individual psychology. Students also tried to escape the boredom and dogmatism of general courses by early and narrow specialization in their respective fields.

This tendency was superimposed on the traditional character of legal training which while theoretically requiring some economic and historical knowledge, was in fact highly technical with emphasis on the interpretation of written law. At the same time, this was the required education for the vast majority of those entering the so-called higher civil service. The results are still conditioning German public life. On the one hand there is a tendency to solve administrative and political problems by referring to rules and regulations, to look into the statute books instead of into the matter itself, to legislate and regulate innumerable details and to be dogmatic in application. On the other hand, the public became more and more incapable of understanding the maze of rules under which it had to live and therefore cared less and less about influencing them.

A similar chasm developed between academic life and popular interests. This is particularly dangerous today because of the large number of students, most of them past the middle twenties, who have to accept the same kind of training and are thereby pushed into the same direction of isolation and professional arrogance. Already the jurists are regaining the monopoly not only of public service but also of political activities.

2. Objective

a. It is possible to help German universities to make current problems the object of academic teaching and academic studies. This in itself would tend to break the monopoly of legal training. It would also widen the horizon of students in the social sciences and restore to them a sense of proportion. Matters of world-wide importance, such as the E. R. P. and the United Nations, which have a direct bearing on German interests, should be given increased emphasis in the universities.

b. Supporting stimuli should be brought from the outside to promote cross-fertilization of the social sciences. It will be necessary to convey to German academic circles an understanding for basic problems which are common to all the social sciences and for the great advantages which can be gained from approaching a particular problem from the angles of different disciplines.

c. In order to make such a process meaningful, it will be necessary to close the gap between the universities and the reality of social and political life outside of the classroom through extension courses and expanded adult education programs. Such contact between integrated study of the social sciences on the academic level, and carefully planned and subsidized adult education resulting from it, would be a major contribution to improving German democratic life.

3. Method

(N.B. This project will be carried out in close coordination with the Education and Cultural Relations Division which has the primary responsibility in the education field.)

a. Carefully selected faculties of law and of social sciences should be offered an opportunity to invite without cost to themselves one or several members of American universities to join them in their work for a period of at least one academic year. Preferably the proposal of individual names should come from the faculties concerned. In discussions with the Germans, it should be explained that the type of colleague whom they should invite should be chosen not in terms of his professional excellence in a limited field but rather because of his familiarity with a wider area and because of his interest in those marginal fields where different disciplines of the social sciences overlap.

While such men or women should be added to the faculty on a completely equal status with their German colleagues, they should not be burdened with too heavy a teaching load and particularly should be kept completely free from the chores of examinations and any administrative tasks. They should be left to pick their own topics and their own teaching methods. Their main work should be in seminars where they can introduce to qualified German students both foreign literature and foreign documentary material. The latter in particular needs to be studied by students of social science in Germany because the technique of assembling data and presenting them for public scrutiny is far behind in Germany while particularly well developed in the United States.

b. It would be necessary to plan the presence of an American guest with any German university far ahead of time. Every effort should be made to establish personal contacts before the visiting professor takes up residence in Germany. This can possibly be done in relation with the exchange program under which German professors go to the States. An actual exchange from university to university, with a German residing in the States for one year, thereby becoming familiar with the background and life of this institution, and then an American from this institution visiting the university from which the German comes, would be the ideal procedure.

c. If possible, it would be desirable to coordinate the visit of these guest-professors with some of their best students who might be coming to Germany under the program for U. S. students in German universities, described in an earlier part of this paper. These students could assist in class discussion, in reviewing papers, in giving guidance to the German students with their reading and research, and in conducting "bull sessions" which in Germany, where there is no campus life and where students retire into their individual isolation, need to be encouraged and organized.

d. One of the best possible implementations of this project would be the forming of small working teams composed of German and American students under the general direction of the American guest - who in turn would have to cooperate closely with some of his German colleagues. These teams should investigate concrete problems arising in the area where the university is located, such as social tensions, difficulties of expellee assimilation, improper financial procedures of local authorities, and similar problems of which there is of course no lack in Germany. Reports on the findings and preferably concrete proposals should be submitted by these teams to the seminar, and the group of students should discuss them and try to work them into a basis for concrete civic action.

In this way a close contact could be established between the university and the community of which it forms a part. To the discussion of such studies, experts or people directly concerned - party leaders, mayors or Landraete, leaders of the community or representatives of the man in the street -- could be invited to present their viewpoints and offer their criticism. For the German public the combination of a detached and scientific analysis with a concrete proposal, of German investigation with U. S. advice, of local concern and foreign detachment would offer all the advantages of both indigenous initiative and foreign assistance.

If such a scheme were successful it could easily be expanded and developed into a program of adult education which would bring the foreign guests into direct contact with the population at large and thereby increase their effectiveness many fold.

APPENDIX B: PROJECTS FOR GERMANS GOING TO THE UNITED STATES

Qualifications for Germans selected to visit in the United States.

Approximately 150 Germans in the fields of governmental and civic affairs will be selected to visit the United States prior to July 1949. While no hard and fast requirements have been established, the following criteria will be used in making the selections;

a. No rigid standards will be applied on education or experience of the candidates beyond the requirement that the candidate is reasonably well qualified in his particular professional field or in his area of civic interest.

b. Candidates should have an adequate grasp of English with the ability to comprehend spoken English and a minimum ability to speak English. Exceptions may be made from this rule when assurance is given that other members traveling in the same group have a sufficient command of English to eliminate the necessity for an outside interpreter.

c. No hard and fast standards will be applied on age although preference should be given to the younger candidates.

d. Candidates should be persons of sufficient vitality and enthusiasm to insure that they will be able to pass on their experience to the widest number of Germans upon their return. Candidates should have the recognition and support of their professional colleagues or be accepted leaders in civic organizations to insure wide receptiveness to their ideas and experiences upon their return. The candidates should also have qualities of leadership and progressiveness and be sufficiently aggressive to insure an impact upon the German community.

e. There should be reasonable grounds to expect that the candidates in a particular field have the intention and the possibility of continuing in that field.

f. Candidates should be persons who exercise discretion and moderation in their personal habits.

PROJECT: VISITS OF GERMAN OFFICIALS FROM STATE AND, WHEN ESTABLISHED, FEDERAL GOVERNMENT TO UNITED STATES

1. Problem

In spite of their unquestionable technical competence, German executives on the higher levels of government are subject to a number of limitations which are the result of environment rather than of personal shortcomings. Impressions gained in close contact with members of Land cabinets and high officials in Land ministries make it likely that the future federal ministers and state secretaries who will be drawn from the same group of persons who show the identical traits.

a. German officials have a tendency to regard their positions as a claim to certain privileges and immunities. While this is an almost unavoidable feature of any hierarchical system - and the German administration with its ranks, titles and closely protected careers is an extreme example of such a system - it is particularly dangerous in a country where generally low standards of living turn even the necessary facilities of office into enormous advantages. German officials more than others tend to consider these advantages as a result of their own outstanding qualities and acquire a superiority complex which expresses itself in their whole attitude towards the public.

b. Consequently, they are most intolerant of criticism. They regard any public criticism of their activities as disrespectful or even dangerous. They rely on the authority of their offices and insist on compliance out of obedience rather than on acceptance out of agreement. This is particularly evident in German official relations to newspapers and to the radio.

c. There is no understanding of publicity as a means of informing the public, of giving account of the performance of a public service and of making the citizen realize his own vital interest in good government. Administration becomes an end in itself. It is regarded as the preserve of experts into which laymen should not try to enter. Regular reports to the people are unknown. Information has to be forced from officials and is given reluctantly and often quite incompletely.

2. Objective

It is hoped to make German state and federal administrators more responsive to the citizenry by becoming more aware of their obligations as public servants, including a more humble and helpful attitude towards the public and a more adequate public reporting of their activities.

3. Method

It is proposed to enable leading German state and federal

officials (when the Federal Government is established), preferably those in a position of direct responsibility for governmental action, to visit the U. S. and to observe U. S. government on the federal and state level, particularly in the field of public relations.

a. In personal interviews with federal administrators and state officials, the German guests will be able to observe how accessible high functionaries in the States have to be if they are to retain the confidence of the public, how they are held accountable by the taxpayer, and how they accept this accountability as a matter of course.

b. For a German visitor the direct and sometimes reckless criticism of officials would be a shocking experience. Equally surprising will be the spirit of fair play in which it is accepted and answered.

c. Particularly revealing will be a study of the methods by which representatives of radio and newspapers gather their information on public affairs, and by which the government on its own initiative provides easy opportunities to them. The amount of time given by officials to participation in publicity programs, the media through which a continuous stream of factual data is sent out to interested groups and to the public at large, will be observed and unavoidably compared with the practice in Germany.

PROJECT: VISITS OF GERMAN POLICE ADMINISTRATORS TO THE UNITED STATES

1. Problem

Although large numbers of police personnel were removed under the Denazification Program, many of the traditions which had existed even before the Nazi time - and which of course were strengthened during the Nazi period - still show their effect. These traditions which stand in the way of a more democratic influence in police administration may be briefly identified as follows:

a. The police have always been the enforcement arm of a government which considered itself the master of the people, which regulated the daily lives of its citizens in the minutest detail and which could not be called upon to give an accounting of its acts.

b. There was always a degree of centralization of control of the police in Germany. Prior to the Nazi era they were generally controlled by state governmental agencies, while under Hitler the entire police system, including all of its branches, was centralized at the national level. Over the years the German police officials have been so accustomed to centralized police administration that they frequently tend to consider this method of organization the only efficient and effective one.

c. Militarism has dominated the training of German policemen. The relationship of the individual policeman to his superior was that of soldier to officer. In fact police reserves were kept in garrisons where they lived and were trained to function as military units. While these features have been erased by Military Government order an occasional tendency can be seen on the part of some police officials to conduct their forces as military units and to attempt to re-establish the military system of training.

d. Under the old German police system, police officers possessed substantial judicial powers. They could assess and collect on-the-spot fines from the violator without formality; in the United States such misdemeanors are handled by courts of primary jurisdiction. This granting of judicial power to an executive agent of the government added of course to the powerful position of the police over the public.

e. Compared to Anglo-Saxon standards the German police have always possessed excessive powers in the performance of their duties without adequate safeguards or control to prevent abuse in their exercise. For example, German police were empowered to arrest without warrant, to conduct searches without warrant and to put people in jail without a hearing. These powers when coupled with the absence of adequate judicial relief (habeas corpus, etc.) placed the German police in an almost dictatorial position where their acts could not be challenged by the aggrieved person. These unbridled police powers have naturally caused the average German

citizen to hate and fear the police. The German policeman was not considered as the servant and protector of the citizen but as his all-powerful master whose orders had to be implicitly obeyed.

f. Prior to the occupation the German police performed a number of miscellaneous control and regulatory functions involving the everyday activity of the citizen. For instance, the policeman checked on fire prevention, sanitation, weights and measures, pure food and drug control, business licensing, alien registration and change of residence. Although these functions have been eliminated from the regular police activities and assigned to more appropriate governmental offices, the feeling still persists, not only on the part of the police but also on the part of the agencies who assumed these functions, that these functions could be more efficiently performed by the police.

Quite apart from the negative effect which these traditions assert upon German police administration, the German police today are not competent to perform their job as adequately as should be expected. This is true for several reasons. While it is true that a completely decentralized police force performs its tasks less efficiently than one centralized, this fact is particularly true when only three and one-half years have elapsed since the conversion from a highly centralized system. It is difficult even with the best of training facilities for a small police force to adequately equip itself with trained personnel, to plan organizational and operational methods and to provide the expert technical knowledge necessary to cope with its daily problems. Many of the former higher professional policemen as well as the technical police experts who might have been expected to fill this gap had to be removed from the police service by the Denazification Program because of their criminal activities during the Nazi regime. The lack of adequate police training facilities in Germany today has of course made it virtually impossible to fill this gap. Moreover, the German police have been out of touch with their professional colleagues in the outside world for over fourteen years. In the following paragraphs are indicated some of the more serious shortcomings in which the German police require professional assistance.

a. The police in Germany today have no realization of the seriousness of the modern traffic problem and no conception of the modern system of traffic management. German cities, being medieval in structure and layout, are not designed for the volume of modern traffic or for its smooth movement. In none of the German cities in the U.S. Zone is the routing of traffic or the separation of cargo from passenger traffic attempted. Adequate systems of traffic safety education are not provided. The German people generally are not conscious of the dangers of traffic nor of the need for correction.

b. In the United States there have been many developments

in methods of police department organization, personnel utilization, parole systems, etc, which make possible a high degree of police efficiency and protection, with a minimum of police personnel. The German police, without adequate knowledge to guide them in reorganizing their police departments along these lines, find it necessary to use large numbers of policemen without providing an adequate degree of police protection to the community. Similarly, a lack of modern equipment, such as mobile radio patrol units, makes it difficult for them to meet the standards of police of other democratic countries of the world.

c. The investigative techniques of German police are entirely different from those of democracies such as the United States, because in Germany the rights of the individuals under investigation, or involved in the investigation as witnesses, have not had to be considered. When faced by the limitations placed upon their activities by their new and more democratic constitutions, police investigators have lost in efficiency. Only by a study of investigative techniques such as developed in the United States, where every consideration must be given to the protection of the individual, will the German police be able to equip themselves properly.

d. While the German police were quite advanced in making the police service a career and in providing formal training for the new police officer, they are not acquainted with late developments in the field of police training and today do not have adequate instructors for police training courses. Then too, the old German training systems followed a militaristic pattern with students receiving as much training in military discipline and activity as in actual professional police subjects. The elimination of military training and practices has left a void yet unfilled.

2. Objective

a. It is intended to provide the German police with an understanding and realization that a municipal police force, even if small, can be entirely independent of control by police authorities on a higher level of government and yet efficiently provide the community with all needed police protection. It is intended to show them the advantages of a system which limits the authority and jurisdiction of the police and which protects the individual citizen from arbitrary police action. While accomplishing this main objective the police can simultaneously acquire a knowledge of modern police techniques in the field of organization, operation and training and renew their contact with members of their profession in the outside world.

3. Method

It is proposed to send groups of selected police personnel

to the United States to visit and study police organization, techniques and professional behavior in American communities whose police problems are comparable to those of the average German community. By working with the American police in these communities and by observing their operation at first-hand, the Germans will understand some of the basic elements of the American police system and its role in democratic society. In brief, their program in the United States will be planned to give them a general perspective of American municipal police administration. At the same time they will acquaint themselves with new professional techniques in their special fields and establish contacts with the outstanding professional figures in the United States in police administration and in the effectiveness of democratic methods and techniques.

Personnel selected to go to the United States will consist of experts who are not only engaged in police administration but who intend to continue their services in that field. The first group will consist of the chiefs of police and other police experts from among the larger cities in the U.S. Zone. Subsequent groups will consist of experts in the fields of police organization, scientific methods of crime detection, police training and police personnel administration. These groups will at the same time receive technical instruction in these specialized fields while they study the general character of police administration in a typical community.

The programming in the United States will be accomplished by direct personal contact between representatives of the Office of Military Government and the police officials in the American communities concerned. The itinerary which will be arranged by the sponsoring police officials will provide for the proper contact with city officials as well as with specialized police experts. To supplement these arrangements local police officials who are to serve as hosts for the German visitors will be asked to implement these programs.

PROJECT: VISITS OF PUBLIC HEALTH OFFICIALS TO THE UNITED STATES

. Problem

German medical educational methods were considered at one time to be on a par with those of the most advanced civilized nations in the world. German methods served as models for programs in medical education in many other countries. Similarly, German medical research and scientific methods had at one time reached a standard that was generally aspired to throughout the rest of the world. In addition to her reputation in these phases of medicine, Germany had a highly developed health insurance plan and medical care program. Since World War I, and particularly during the Nazi regime, advancements in these fields lagged, due, in part, to interference on the part of the government, enforcement of strict adherence to Nazi doctrine, philosophy, and organizational structure, and the almost complete isolation from the scientific work of the rest of the world, and due also, in part, to the voluntary adherence to historical methods and techniques. Enforced Nazi ideology made impossible objective work in such fields as mental health and psychiatric social work. War and the chaos occasioned by the defeat of the Third Reich and subsequent dislocations have resulted in the further breakdown of established medical practices which had already suffered at the hands of the Nazi regime and adherence to German tradition. Present-day Germany is, therefore, faced with a number of urgent problems in the fields of medicine and public health. Among the most pressing are:

a. The presence of German medical faculties which are traditionally hide-bound and for the most part unaware of advances in medicine and public health or reluctant to accept new ideas and techniques.

b. An over-supply of doctors and medical students, but a lack of well-trained personnel. This is a direct result of physicians trained prior, during, and subsequent to the war who were rapidly passed through the overcrowded, inadequately staffed and poorly equipped institutions of medical learning.

c. A dire need for better qualified nurses to fill teaching and supervisory positions.

d. A serious lack of properly qualified and experienced personnel in the governmental health departments resulting in a serious overlapping in the functions of voluntary and official agencies and vying among the various agencies for control of certain public health responsibilities. This situation has been largely responsible for the almost complete breakdown of the comprehensive health insurance plan and medical care program which once existed in Germany.

e. An infant mortality rate in the U.S. Zone of Germany considerably higher than normal for Germany and much higher than that in the United States.

f. Uninspired and non-progressive medical research and scientific programs.

g. The seriously retarded position of the mental hygiene and psychiatric social work programs.

h. An alarming increase in drug addiction.

i. The domination of the Aerztekammer over the German medical profession. Fostered under the Nazi regime this agency performs functions of government, by issuing licenses to practice and conducting the Courts of Discipline and Honor. Membership in the Aerztekammer is requisite to receiving a license to practice.

2. Objective

To make available recent developments and discoveries in the medical field and the related fields of public health and public hygiene. To overhaul, democratize, and bring up to date German practices of medical education and German organization in the public health and public hygiene fields, and to attempt to re-educate or replace present personnel in order to bring the quality of medical care up to pre-Nazi standards.

3. Method

German public health officials, physicians, nurses, students, teachers in medical schools and laboratories, and research workers should be sent to the United States for periods of from six to twelve months of study. These periods will be utilized to acquaint the Germans with the latest surgical methods and techniques and medical education. They will also be acquainted with the latest developments in research in the field of the medical sciences, with the organization of a democratic medical society, with the latest developments in providing efficient medical care, with developments in the field of medical science in the universities, and with the principles of public health administration as followed by federal, state and local agencies. Of great importance will be their contact with the professional and community life in America.

PROJECT: VISITS OF GERMAN PUBLIC WELFARE OFFICIALS

1. Problem

The quality of social work and the quality of training for social work deteriorated dangerously in Germany during the Nazi regime. The basis of the democratic system is its emphasis on the individual, his opportunity to develop his greatest capacity and make the fullest possible contribution to society. The emphasis in the U. S. in the field of social work has been, increasingly, toward a recognition of the individual, the final objective being to allow him to retain his self-respect and to enable him to resume his place as an independent member of his community. Interviewing and investigating procedures in public and private social agencies in Germany have always been routine and mechanical processes, more geared to groups of people and to the needs of groups than to those of the individual. This type of orientation was tremendously intensified during the Third Reich when increasing emphasis was placed on the development of the State, and the role of the individual in all spheres of activity was reduced to insignificance. In addition to this basic difference between the German and the American concept of the role or purpose of social work, the destruction of all international contacts, the absence of all emphasis on research in the field, the lack of any interest in the mental welfare of individuals, the socio-economic and the moral crisis resulting from the war, and the drastic reduction in both numbers and functions of welfare agencies under the Nazi regime are all contributing factors to the present urgent problems in the field of social welfare today. Some of the most serious problems are:

- a. Outmoded, legalistic programs for training in the field of social work, resulting in inadequate and poorly trained personnel now available and extreme difficulty in attracting promising young people into the field.
- b. The absence of any preventive program in the fields of child delinquency or any program for treatment of maladjustments occurring during childhood which lead to neuroses and mental disorders in later life. The disruption of family life resulting from the war and the lack of facilities to provide even basic necessities to children has intensified this problem.
- c. The lack of any coordinated, community-wide welfare programs which can achieve maximum utilization of community resources.
- d. The absence of any program or facilities for dealing with problems in the mental health field.
- e. The bureaucratic and arbitrary management of existing public and private welfare organizations.
- f. The absence of any social research facilities for locating areas of greatest need, dovetailing and coordinating services, etc.

2. Objective

To bring to the Germans knowledge of modern techniques, methods, organization and utilization of resources in order to provide adequate service in all phases of public welfare work.

3. Method

The attention of social welfare in the U. S. has centered primarily on the individual and his personal development or adjustment. Specific methods have been further developed in the U. S. than in Germany or Europe, particularly in the fields of community organization, social research, social case work and social group work. The utilization of scientific findings for the benefit of general human welfare and day by day living has been highly developed in the U. S. in such areas as mental hygiene and parent and child guidance.

It is of great importance, therefore, to provide German public welfare personnel with the opportunity of studying first hand the public welfare system which has been developed in the U. S.

Institutions, agencies, and schools in which studies will be made will depend upon the background, special interests, areas of competence and the type of employment of the individual expert selected. A special program should be developed for each visitor to meet the individual's background. At the outset a brief period of orientation in the U. S. is essential, and introduction into the American setting under the guidance of a welfare specialist familiar with both German and U. S. practices. Important differences exist in the pattern of social work, the concepts, and terminology of the two countries. These differences must be understood by the German before he can benefit fully from study in the States.

Following the period of orientation, the visitor can utilize in his work the facilities of a variety of institutions and agencies, projects, and numerous individual contacts which will be invaluable. Some of the most useful institutions for this study are the leading schools of social work, national and local conferences of welfare groups, the American Association of Schools of Social Work, the Family Welfare Association of America, the Child Welfare League of America, the U. S. Children's Bureau, the Child Study Association of America, the National Education Association, the Child Guidance Clinic, Community Survey Projects, the Federal Security Agency, the American Association of Psychiatric Social Workers, the National Committee for Mental Hygiene, the Social Service Department of the Veterans' Administration, Private Welfare Organizations, the Russel Sage Foundation, the American Public Welfare Association, the National Probation Association, and the Society Security Board.

PROJECT: VISITS OF GERMAN LEGISLATORS TO UNITED STATES1. Problem

a. German legislative bodies, on both a state and national (bizonal) level, fail to function adequately as popular representative bodies. Issues tend to be settled on the basis of compromises between party factions, rarely on the basis of an objective consideration of the merits of the case. While this is no doubt partly due to the system of proportional representation, which could only be corrected through changes in election laws, it is also due to the lack of available information for the individual legislator enabling him to make up his mind as an individual, and lack of procedures whereby members of the public and representatives of legitimate interest groups may express their views during the legislative process.

b. German legislation when passed often fails to correspond with the constitutional and democratic principles on which it is supposed to be based. Frequently the purposes of the law are unclear; more frequently the legislative body exceeds its constitutional powers or delegates to administrative bodies such extensive rule-making power as to constitute actually a delegation of legislative authority. Too seldom is there contained in a law adequate protection of the individual against excessive exercise of the administrative power granted by it.

c. German laws have a tendency to be extremely fragmentary, repealing piecemeal sections of previous laws, or incorporating sections of earlier laws (which may or may not have been repealed in their entirety) by reference. The result is that a major task of research may be necessary in order to find out what a law really means. Also insufficient attention is given to informing the citizen of his rights and duties under the law.

2. Objective

a. It is desired to encourage practices in German legislative bodies which will increase their effectiveness as organs representing the public and of bodies where issues are discussed and decided upon their merits. To accomplish the first, it is hoped to develop a regular practice of public hearings on all pending legislation. These should be adequately publicized in advance, and those who have legitimate interests in the matter or who can contribute technical information should be invited (where necessary subpoenaed) to attend the sessions. In addition there is necessary the establishment of legislative reference services, with the object of providing legislators and the public with all pertinent information on existing and pending legislation.

b. It is also desirable to introduce better standards of legislation, as to clarity and consistency of purpose, conformity with democratic principles and the constitution, and avoidance of excessive grants of authority to the executive. Such standards should also operate to restrict the passage of unreasonable laws, that is laws which impose requirements that cannot reasonably be expected from an individual. The standard should also require that all laws be complete within themselves, and readily

understandable by the public, or in the case of legislation on technical subjects, by those persons who are to be governed by the law or are to enforce it. Incorporation of previous legislation by reference should be kept to a minimum.

c. It is also desirable to introduce a philosophy as to the necessity of laws, so as to avoid regulating a subject by law simply because it has always been regulated. Laws should be passed only when there is an urgent and demonstrable social need for them, and provisions should be made for the periodic review and repeal of obsolete legislation which is no longer needed.

3. Method

a. It is proposed to send to the United States a small group of about 15 Germans who are in a position to influence the improvement of German legislative practices. This group should include officials of State and bizonal legislatures, chairmen or secretaries of factions, and ministerial officials responsible for preparing laws. The group should spend approximately three months in the United States, observing legislative procedures and practices which may be of value in fulfilling the objectives discussed above.

b. The group should spend an initial period in Washington, under the guidance of an agency such as the legislative reference service in the Library of Congress. This period should include careful study of the legislative procedure in the United States government, including the preparation of government bills in the departments, their clearance through the Budget Bureau, submission to Congress, hearings, floor procedures and debates, and conferences. Attention should also be given to the types of material provided by the legislative reference service, requests by congressmen and senators for information, and participation of administration representatives in the legislative process. Visits should be paid to offices of "lobbies," such as the American Public Power Association, American Forestry Association, National Education Association, Association of Retail Grocers, etc.

c. Following the stay in Washington, the group should proceed to the Public Administration Clearing House for discussions with representatives of the constituent organizations on problems of securing public participation in the legislative process, on standards of legislation, as well as on inter-State cooperation for the adoption of standard legislation on matters reserved to the States. In conjunction with PACH, and such universities as are in a position to cooperate, visits should be paid to state legislatures, with a program parallel to that carried out in Washington. Visits should also be paid to regional offices of federal agencies which advance grants-in-aid for expenditure under state laws, such as the Federal Security Agency and Bureau of Public Roads, inasmuch as the areas in this type of operation approximate the administrative and legislative problems arising under the German system of delegated functions.

PROJECT: VISITS OF GERMAN LOCAL GOVERNMENT OFFICIALS TO THE UNITED STATES1. Problem

An essential feature of democratic society is the building of a firm democracy on the local (county and municipal) level. Local governments have a vital function to fulfill in creating democratic attitudes and in providing scope for citizen participation in public life, as well as serving as a training ground for public officials and politicians who will later emerge on the state or national level.

Germany has a long tradition of democracy and home-rule in local government, and since the occupation commendable progress has been made by the Germans themselves in restoring at least the forms of local democratic institutions. So far as the content is concerned, in terms of democratic attitudes and practices, the picture is spotty -- some local governments show a high appreciation of what democracy means, others relatively little.

The difficulties which exist in making local governments more democratic can be grouped under a variety of subjects, as follows:

a. Legislative problems

- (1) There is a need for clearer definition of the field in which a local legislature (Kreistag or Gemeindeversammlung) should operate -- what kinds of decisions it should make itself and what it should delegate to the executive. Some local executives tend to operate their governments too autocratically, resenting legislative "interference", while others do not like to make decisions and tend to pass to the legislature responsibility which they should assume themselves.
- (2) There is a need for improved legislative procedure. The agenda for legislative meetings is often unrealistic or inadequately planned in terms of the number of questions to be decided in a single session. Members come to the meetings without sufficient background information on or preparation for the subjects to be discussed.
- (3) Chairmanship is often unskilled, so that the discussion wanders from the point and fails to result in a coherent conclusion.
- (4) There is a lack of sufficient legislative control over the executive, and a failure to use committees as "sounding boards" to interpret public desires to the executives and executive problems to the public. The public hearing as used in the United States is practically unknown in Germany.

b. Relations between the citizen and his government

- (1) There is a tendency for German government to be too paternalistic and to treat the citizen as if he were somehow inferior to the public official. The philosophy and psychology of public contacts do not reflect democratic principles. The citizen is often made to feel that he is a mere passive object of government activity rather than a part of his government.
- (2) The number of contacts which the citizen, as consumer, as worker or as business-man, has to make with various agencies, the time spent in waiting or in "hand-carrying" applications and the number of forms he has to fill out are excessive and should be radically reduced. German government has a tendency to regulate things which, from an American point of view, do not need to be regulated.
- (3) There is a tendency to make unenforceable and unreasonable laws and ordinances, to interpret them rigorously, but to "wink at" violations. The citizen who "gets away" with something is likely to receive at least tacit popular approval. This condition produces an anti-democratic contempt and antagonism toward government as such.

c. Public participation in government

- (1) The public, particularly the young people, are apathetic toward local politics, with the result that local governments are often run by small cliques with little or no opposition.
- (2) Public reports of German local authorities are usually dull and uninformative. Little is known about popular reports which tell the citizen, with charts and pictures, a story about his government which interests him and which he can understand.
- (3) There is a lack of non-partisan organizations such as citizens and taxpayers associations which in the United States play an important role in stimulating better local government.
- (4) Civic training in the schools, in the sense of giving young people experience and active participation in government, is almost entirely lacking.
- (5) Relationships with the press are in general inadequate and reflect a lack of responsibility to the public.

d. Local government finance

- (1) German budgets, as prepared according to the "Reichshaushaltsordnung", are abstruse and uninformative. They do not tell the taxpayer what he is getting for his money.

- (2) Financial reporting is correct, and probably adequate to control misappropriation of funds, but does not give up-to-date and usable information as to the actual financial state of affairs at a given time.
- (3) German measurements of fiscal ability -- the power of local governments to raise revenues in relation to effects of taxation on the supporting economy -- and advance estimates of tax yields are not accurate enough for intelligent financial planning.

e. Local government personnel

- (1) Personnel administration tends to be formalistic, job requirements being conceived in terms of stereotyped patterns of education and apprenticeship. There is no concept of scientific job-analysis and selection criteria.
- (2) Germans are in general completely unfamiliar with the use of tests adapted to job requirements.
- (3) Although some in-service training is being provided through state-operated schools and correspondence courses, more needs to be done in developing training at the local level, particularly "on-the-job" training.

f. Administrative management

- (1) Germans are unfamiliar with methods of job-load analysis and control, organizational simplification and procedural studies.
- (2) There is a tendency to consider legislation as an end in itself, rather than as a means to accomplish a task in the public interest, and therefore administration takes a legalistic rather than a management point of view.

2. Objective

a. It is desirable to provide German local government officials and politicians with an opportunity to observe at first hand practices in American local governments in the fields indicated above, with particular emphasis on those phases which, as indicated, constitute "problem areas" for the Germans. In some cases they will be able to find techniques which they can use for their own governments. In other cases where structural, legal or psychological reasons make this impossible, they will be able to learn a methodology, a means of identifying and solving the problem, which will enable them later to work out their own solutions adapted to German conditions.

b. Even more important than technique is the American philosophy of the public service, as it exists in our better municipal and county governments. Many of the problems cited above can only be solved through the

inculcation of progressive attitudes, that is a creative and scientific approach to the job, and a feeling of being servant of the public rather than its master. These can best be developed by "living with" American officials who practice this philosophy in their daily work.

3. Method

a. It is proposed to select approximately 30 local government officials for periods of study in the United States. These should be distributed between local government heads (Landraete, Oberbuergermeister, and full-time Buergermeister of larger Gemainden), younger department heads, and promising local politicians (members of local legislatures). These should be generalists rather than specialists, and should go to the United States to observe local government as a whole, with reference to all of the problem areas discussed in section 1.

b. Each official should be assigned to the office of the mayor, city or county manager, or possibly the budget commissioner in a local government selected because of its reputation for progressive public administration. There should be planned for him a program consisting of sitting in on council and committee meetings, interviews with members, a general survey of the government as a whole, and short "internships" in several departments. Contacts should also be arranged with taxpayers' associations, municipal bureaus, and with other groups influential in community affairs, so that the German official may secure an "outside" as well as an "inside" view of the local government and how it works.

c. Where schools of public administration are available within reach of the local governments to which the German officials are assigned, they should attend (not for credit) a seminar or course on public administration.

d. If possible, the German officials should travel to the United States together, and receive at some central point (for instance Harvard, Syracuse or Chicago) a short indoctrination course of a week on the essential features of American local government and its divergencies from the German system. They should return to the same point for a summing up session, which might well consist of committee reports on the various subject matters.

e. This program of generalized study is not intended to preclude specialized programs in any of the subjects indicated above. However, such special programs could best be undertaken by individuals from the Ministries of Interior, local government associations or administrative schools, who could make the results of their studies available for local governments as a whole.

PROJECT:VISITS OF GERMAN PERSONNEL ADMINISTRATORS IN THE UNITED STATES1. Problem

The problems of a reactionary bureaucracy, based on antidemocratic traditions, and the absence of knowledge of or training in modern personnel techniques, indicates a lack of contact with the outside world, and a tendency to cling to the outmoded and legalistic traditions of the "Beamten". New concepts of public management have not been introduced into Germany for many years. This has stopped the progressive development of public service, and results in Germany having more expensive government than it can afford.

2. Objective

a. In order to provide a solid foundation of well-trained personnel administrators and technicians for the various German personnel jurisdictions, a program should be established to provide for study by responsible Germans in the United States.

b. The purpose here is not to transplant practices now prevalent in various jurisdictions in the United States, but rather to introduce to German teachers, to German personnel administrators and to German trainees the democratic point of view in carrying on the operation of the service, and to train the administrators and technicians in the modern personnel techniques designed to operate under and to protect the public service in a democratic state.

3. Method

a. At least one top-ranking personnel man from each Land should be sent to the United States for three months of intensive study and observation of modern governmental personnel methods. One also should be included for the Bizonal government. At the federal level the visiting expert might spend his time with two or more such agencies as the following: U.S. Department of Agriculture, Federal Council of Personnel Administration, Tennessee Valley Authority, State Technical Advisory Service of the Social Security Administration. At the state level, the trainee-expert might spend his time with such agencies as the Michigan, New York or California state civil service agencies. At the municipal level, time might be spent with the Detroit, Los Angeles or Berkeley city governments, or studying the contractual relationships of the New York State, California State, or Los Angeles County civil service agencies with municipalities.

b. To back up the top level man and to provide a nucleus for the future development of a specialized professional personnel, younger persons from each Land and the Bizonal government should be given a three- to six-month training assignment in the United States. Preferably, the trainees selected should be young men or women of high intelligence, good academic background, and should have leadership qualities.

The training period should be a combination of university seminars plus work assignments in a public jurisdiction. Suggested com-

binations which now provide such facilities are shown below for illustrative purposes: University of California with practice work in the California state service at Sacramento; University of Michigan with practice work at Detroit; Syracuse University with practice in New York State; University of California at Los Angeles with practice work at Los Angeles City; University of Chicago with practice assignment with the Chicago Parks or the Illinois State Service; New York University with practice assignments in New York City Service; and George Washington University with practice assignments in Federal agencies. This letter assignment might be under the guidance of the National Institute of Public Affairs at Washington.

c. Selected instructors from the civil service administrative schools and from the area of public administration teaching in the universities should be sent on a three-month study and observation tour in the United States. This tour would provide the instructors with the opportunity to observe teaching methods and subject matter in the schools of public administration in the United States. Particular attention will be paid to various types of specialized training at the upper division and graduate levels, in contrast to the extensive training in specialized theory which is a characteristic part of such training in Germany. Also to be pointed out is the contrast between the heavy emphasis on legal training in Germany as compared to training in the social sciences in America.

The travellers would visit one of the better known schools of public administration such as the Maxwell School at Syracuse University, the Bureau of Public Administration at the University of California (Berkeley), the Littauer School at Harvard, or the Schools of Public Administration at the Universities of Michigan and Minnesota. The individual traveller may well spend thirty days in one of the above schools and perhaps seven days in one or more of the other schools for contrast and comparison. While in the school he should observe class room methods, discuss teaching techniques, familiarize himself with texts and materials available in the field, and perhaps carry on a brief research project in his own area of specialization.

The group could profitably spend a few days at Public Administration Clearing House in Chicago, where detailed examination can be made of the structure and methods of the public administration professional societies and the ways in which they contribute to the advancement of various techniques in the field of government. The remaining half of the tour could be devoted to detailed observation of government departments in operation at the federal, state and city levels.

PROJECT: DEMOCRACY ORIENTATION COURSES

1. Problem

One of the difficulties which Germany shares with other technically developed countries is extreme specialization. Although a general feature of modern civilization, it is carried to an extreme in a country where tens of thousands of professional people have to make up for the loss of seven war years, where the present need for trained specialists puts a premium on concentrated and narrowly technical studies, and where the complexity of the problems and the confusion of public opinion make reliance on the expert a generally accepted attitude. It is necessary to restore to Germans who are in a key position to influence public life a sense of politics as the ordering of human relations in the public sphere. There is sufficient interest in power politics, in foreign affairs and in the struggle of parties to gain positions and privileges for their members. All these are viewed with a cynical detachment and with no sense of participation. There is little understanding however and little faith in the role of the citizen in a democracy and in democratic policies as a result of civic action.

2. Objectives

Germans who do not want to become professional politicians but as persons of promise or achievement in their fields are in a position to influence their neighbors should be given as complete a background as possible on what the forms and procedures of democracy are in countries where there is a democratic tradition, a vivid sense of public duty, individual initiative for common causes and a way of achieving political ends without waiting for the legislator or administrator. Qualified Germans should be exposed to the complete and concentrated influence of the kind of world from which they have been isolated for so long--to its traditions, its modes of thought, and its practices in the whole field of democratic life.

3. Method

It is proposed to suggest to several universities such as Duke, Yale, California, Michigan, Harvard and Bryn Mawr, and to some especially well-equipped colleges and schools to organize a special course of studies designed to give democratic orientation to a selected group of mature students initially from Germany, and later perhaps also from other countries, where such orientation is needed.

a. Selection of students. Students should be selected on the basis of their political past, their professional achievement, their prospects for an influential part in local life, for their character, and for their educational background. They ought to be able to follow academic courses, have sufficient knowledge of English, be able to express themselves orally and in writing and have a minimum training, though not necessarily gained in universities, in methods of analysis and research. Their stay in the States must be financed completely out of available funds. However, it is important that those who are in a position to do so, contribute from their own resources to the expenses incurred.

b. Program. While each university will have its own way of attacking the task, the following suggestions are made to indicate the kind of program envisaged. The year's course should center around a number of basic courses dealing with the main problems of comparative democracy; a comparative description of the making of citizens and their role in different democracies; comparative government with emphasis on change from procedural and formal democracy to social democracy; the development of civil rights, their guarantee in constitutions and their actual protection; the means of mass communication, their influence on public opinion, and their control through self-restraint or through government regulation; pressure groups; the role of parties in different democracies and the effect of election procedures on party structure; the political influence of non-political organizations, especially trade unions, chambers of commerce and other economic associations; the relations between government and social institutions like churches, organized education, etc. From this list only a limited number of courses should be chosen. Some of them should be planned for this particular group of students. Others may be offered as part of the regular curriculum, and the Germans could sit in on them. It is however most important that the teaching program is not too heavy and that emphasis is on seminars and tutoring, including guidance on reading materials because there is always a definite danger that German students will become completely lost in the mass of unfamiliar literature which faces them on their arrival in the States.

Sufficient time should be left to make it possible for the individual student to get in contact with his American colleagues in the particular field where he is working. Field trips and prolonged visits with organizations, institutes, or governmental agencies should be possible.

It seems most important that the group, while kept together for the particular purpose of its stay, should not become isolated from the general life of the campus. Therefore students should be housed with American students and should be encouraged to participate to the greatest extent possible in extra-curricular activities on the campus.

c. Administration. One member of the faculty should be in complete charge of the program. He must be in a position to coordinate activities of several departments and to call on members of the faculty for a kind of cooperation they are not usually expected to give. He should limit himself however to the over-all direction. The details should be handled by at least one instructor who should devote full time to the job. He should if at all possible sit through all the lectures and seminars of the group and supplement them with whatever additional information may be required. He must be completely familiar with German history and present German conditions so that he can relate the material discussed by the teachers to the experiences of the German students. He will also have to take charge of a carefully considered system of appraising what the students get out of the program.

At the end of the course all students should be encouraged to write down their experiences and impressions and to use these papers for publication and presentation after their return to Germany.