WEST GERMAN MAPS may paint rings around the US, UK and French Zones, but since birth of the Allied High Commission, all three have been treated as one big unit. True, each zone has its separate Allied administration, but all are bound together by the same rules and purposes, as set up by the three-power High Commission.

One of the latest additions to the job of co-ordinating these three zones is the system of State Observers*, which is now making an effective contribution to the over-all operation of the High Commission.

The primary purpose of the system is to encourage closer tripartite co-operation on the state level. To this end, each Western ally has appointed Observers to serve in the capitals of the states not within its zone. Thus, US Observers are serving in each state of the British and French Zones, and the French and British have like appointees in states not under their direct jurisdiction. The State Observers help to implement tripartite policies, and are the primary channel of co-ordination among the states in matters below the level of the Allied High Commission itself.

The concept of State Observers was first announced in Washington, the three Occupying Powers concluding an agreement as to tripartite controls, setting up a program for fusion of the three zones and for creation of the Allied High Commission.

The agreement stated:

“All powers of the Allied High Commission shall be uniformly exercised in accordance with tripartite policies and directives. To this end in each Land (state) the Allied High Commission shall be represented by a single Land Commissioner who shall be solely responsible to it for all tripartite affairs. In each Land the Land Commissioner shall be a national of the Allied power in whose zone the Land is situated. Outside his own zone each High Commissioner will delegate an observer to each of the Land Commissioners for purposes of consultation and information.”

Thus THE OBSERVER system was created as an integral part of the trizonal fusion agreements. The Allied High Commission was set up to deal with the Federal German Republic on a unified basis; and to assist in carrying unification down to the state level.

This system grew from the changing relationship of the Western Allies to the German people. Through the recent years of occupation, Allied policy has been to encourage development of democracy in Germany, and to return governing powers to those forces which have proved themselves responsible. Culmination of this policy was writing of the Occupation Statute and founding of the German Federal Republic.

During these years, the occupation changed from a military administration—first zone by zone, then on a bizonal-plus-French-Zone basis—to the civilian trizonal, tripartite agency, the Allied High Commission. With this changeover, the significance of zonal boundaries diminished and tripartite co-operation has become increasingly more effective. The Observer system has played an important part.

Setting up the Observer system required much discussion over Allied conference tables, but by September 1949, when the Department of State took over the occupation responsibility from the US Army, its outlines were substantially drawn. Today, all State Observer posts have been filled. In several cases, the British and US High Commissioners appointed the consuls general, already in the state capitals, to the additional post of State Observer.

THE ORGANIZATIONAL PATTERN of the Observer system is as follows:

In the first place, the Observers are responsible to their high commissioners; US Observers represent Mr. McCloy. They are accredited to the state commissioners of the state to which they are assigned, and rank immediately below them. At any time the opinion of the United States is desired by the British or French state commissioners, the American Observers are consulted. In any matter of tripartite interest, such as High Commission decrees, implementation of tripartite agreements, or legislative review, the Observers act as American spokesmen. At the same time, they inform the British and French state commissioners of the ways in which similar matters have been carried out in the US Zone.

As a secondary job, the American Observers report all events within the particular state which are of interest to the United States and to HICOG. Much report material is made available to them through the state commissioners, although the Observers often prepare original reports.

In filling the American Observer posts certain special abilities were looked for, besides the usual executive requirements of such positions. Among these were the ability to speak German, or German and French for a French-Zone post; the ability to take action quickly and consistently, in view of the isolation of each post from HICOG headquarters; and the willingness to endure and overcome the logistic difficulties entailed in such isolation. Questions of schooling for children, office supplies, transportation, even grocery supplies, took time for solution. However, most of these questions have been settled in co-operation with the British and French authorities.

* The official title is “US Land Observer.” Land (pronounced lahn) is a German term meaning “state,” and should not be confused with the English word “land.” Germans apply “Land” to governmental components of the Federal Republic such as Bavaria, Hesse and North Rhine-Westphalia, and also to the entire United States (die Vereinigten Staaten). To clarify the term for its American readers, the Information Bulletin uses the translated form.
THE AMERICAN OBSERVER for North Rhine-Westphalia, stationed in Duesseldorf, is Joseph W. Darling. Employed before the war by oil companies in the United States and Venezuela, he spent four years in the Army. He served in Berlin from 1946 to 1949, leaving as deputy chief of the Economic Branch to go to Duesseldorf.

Dr. Ulrich E. Biel is the Observer in Hanover for Lower Saxony. A native-born German, he went to the United States in 1934 and was later naturalized. Discharged as a captain after four years in the Army, he served with OMGUS and the Political Affairs Section in Berlin.

Robert H. Hutton, the Observer in Tuebingen for Württemberg-Hohenzollern, was for many years European manager of an American firm in London. After a period with the American Red Cross, he joined OMGUS, as French adviser to the State Commissioner of Württemberg-Baden.

In Hamburg, Consul-General Robert T. Cowan was designated as Observer. A career Foreign Service officer, his previous posts took him to South America, Zurich, Port Said, Casablanca, and Windsor, Canada.

Roy L. Kimmel, the Observer in Kiel for Schleswig-Holstein, has a long background in agricultural affairs. During the war, he headed the US lend-lease mission to New Zealand, and later he was a lieutenant colonel in the Army. Upon discharge, he entered the Foreign Service and his most recent post was as agricultural attache in Berlin.

The Observer’s job in South Baden is done by Paul A. Neuland, former college professor and linguistic consultant to the Federal Bureau of Investigation. After service in the Army, he became assistant to the deputy US chief of counsel at Nuremberg, and was also in the War Crimes Division of the Office of the Army Chief of Staff. Since that time, Mr. Neuland has been a member of the State Department and the Central Intelligence Agency.

Robert Taylor was appointed in June as Observer for Rhineland-Palatinate in Coblenz. A career Foreign Service officer with duty in China, Mexico and France, Mr. Taylor last served as consul general in Nairobi, and in 1949 attended the National War College in Washington, D.C.

THESE AMERICAN OBSERVERS are assisted in their jobs by small staffs, ranging in size from one professional assistant in the smaller states to three assistants in North Rhine-Westphalia. Four of the assistants are political officers, and five are economic officers. There is also an agricultural officer in Hamburg, whose area of responsibility extends throughout northwestern Germany, and a labor officer in Duesseldorf who keeps close watch on labor developments in the Ruhr and other North German industrial centers. The British and French Observers have staffs of approximately similar size and composition. Size of the staffs was decided by tripartite discussions, and any changes in size would likewise be a three-power decision. However, to date, the present staffs have been adequate to meet the demands of Observer responsibilities.

The first six months of operation have been, as with all new organizations, a shakedown period; the newness of the Observer idea has added to the growing pains. However, certain patterns of action have emerged which indicate the direction in which the system will develop.

Certainly the most important phase of the Observers’ work is the exchange of views and co-ordination of Allied policy throughout western Germany. No specific methods were required of the pioneer Observers for this phase of the job; instead they have been left to develop their own. The Observers have generally received from the state commissioners every available service. Conferences and consultations have been frequent. The Observers are entitled to attend the state commissioners’ staff meetings. There is a regular interchange of information and reports between the Observers and the commissioners.

In the American zone, the state commissioners are thus given the benefit of keeping abreast of official British and French positions on specific problems as they arise from day to day. Similarly, the British and French commissioners in the other zones are kept informed of American policy, practices and opinions. This has been the most immediate and important benefit of the Observer program, and is the primary channel of co-ordination among the three Allied organizations on a level below that of the High Commission.

LEGISLATIVE REVIEW is another Observer responsibility. In the charter of the Allied High Commission, each state commissioner is held responsible for “initial consideration and prompt transmission to the Council (consisting of the three High Commissioners) of state legislation, together with his recommendations thereon.” In such actions, the state commissioner customarily consults with the Observers. They in turn give their opinions in the light of their governments’ policy on each particular issue, and in the light of their experience and insight into local affairs. In some cases, they consult first with their respective headquarters. In this way, differences of opinion or of interpretation are ironed out before they reach the High Commissioners, and the handling of legislation is considerably speeded. Laws are transmitted with comments and recommendations for approval or disapproval.
The reporting functions of the Observers have proven mutually beneficial to all governments and their representatives in the field. Informative reports are exchanged between Observers and state commissioners. The Observers also furnish a channel through which requests for information can be efficiently made of the other occupation authorities. In some instances, the American Observer staffs have provided reports or information on topics which are of particular interest to HICOG; for example, HICOG may seek information on ERP activities or the use of counterpart funds in a certain area. They hand in reports on day-to-day events of immediate interest or importance.* Finally, the Observers' staffs may provide general reports on subjects of continuing interest to HICOG, written from the point of view of an on-the-scene reporter and interpreter, and giving HICOG a broader foundation upon which to base policy judgments and decisions.

* See typical comments in "Europa Union Plebiscites" in Information Bulletin, September 1950 issue.

A preliminary evaluation of the Observer program would emphasize three aspects which have proved themselves to be of immediate and practical benefit to the three Western Powers. First of all, the Observers perform a substantial amount of representation for their respective High Commissioners. Such representation has proved vital in creating closer working relationships with both German and Allied officials and in presenting American attitudes to the German people.

Secondly, they fulfill certain reporting functions that have proven valuable in assisting the interchange of information among the three control authorities. The Department of State as well as HICOG relies upon Observer reports to keep its policy makers fully informed on internal developments throughout the British and French Zones.

Finally, the Observers are an instrument of tripartite cooperation and consultation, playing a valuable and flexible role in the evolution of occupation controls.

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"Voice of America" Programs Rated Good

THE MAJORITY OF US ZONE and Western Berlin residents interviewed in a poll of current attitudes regarding the Voice of America broadcasts described the programs as "good" because they are informative and instructive.

The poll, completed by the Reactions Analysis staff of the Office of Public Affairs, HICOG, in which trained German interviewers made a representative sampling of opinion in the zone, 500 in Berlin and 300 in Bremen, also disclosed that the Voice of America audience in West Berlin had increased by 17 percent since June 1949 when a similar study was made. This audience is now estimated at 55 percent of the population of western Berlin.

In the US Zone, there has been little change in the size of the audience. Of those polled, 36 percent said they generally listen to the broadcasts which are especially tailored for German audiences and beamed direct from New York for relay by Radio Bremen, Radio Frankfurt, Radio Munich, Radio Stuttgart and RIAS in Berlin. Listenership in all places surveyed was 39 percent of the total public, and 60 percent of German radio listeners.

Polling Germans on the Voice of America broadcasts heard daily at 7 p.m. over the German stations in the zone and RIAS in Berlin, interviewers found that 89 percent of the people who customarily listen at that hour regularly or occasionally tune in on the Voice, while part of this impressive coverage arises from the fact that it is possible to tune in on other programs at that hour, including an hour-long classical music program of the American Forces Network in Germany and a music presentation from Radio Leipzig (Soviet Zone).

In analyzing Voice of America listenership, the survey found that it is not confined to special groups but represents a cross-section of the German public in the areas surveyed. This audience distribution, indicative that the broadcasts are effective in its themes and appeals to Germans in all walks of life, was revealed in surveying population groups by education, income, city size, sex, age and religion.

Asked to give an opinion on the quality of the programs, the majority described them as "good." For the minority who considered them "fair" or "poor," the reasons assigned included lack of interest, bias, ignoring of German interests, overemphasis on politics and poor reception.

About half of the people who found the Voice programs good declared their most valuable feature to be information about the American way of life. The second most frequently mentioned reason was their clarity and instructive value. Other reasons included objective reporting, interesting lectures and talks, and assurances of the US desire to aid Germany.

The majority opinions also were that the Voice broadcasts gave East zone Germans a favorable impression of the United States, the main reason being that they are informative. Other leading reasons given for saying that the programs impress Eastern Germans are that they awaken longing of the people for Western ways, Western standards, and union with West Germany; give the people support, hope and encouragement, and point up the difference between Russian and American conditions.

Educators of 12 countries met at Jugenheim Aug. 23 for the greatest educational conference held in Germany since the war. Occasion marked re-admittance of Germany to the Pedagogical World Movement on its 25th anniversary. Countries represented included Australia, Austria, Belgium, Denmark, France, Germany, Holland, Italy, Switzerland, United Kingdom, United States and Vietnam.