HIP STIRLINGER OUR DEMENDALE ACTY CERMANN

ited by GABRIEL A. ALMOND

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Eugene N. Anderson

Wolfgang H. Kraus

Gabriel A. Almond

Fred H. Sanderson

Hans Meyerhoff

Vera F. Eliasberg

Clara Menck

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gressively menaces a peaceful European settlement, concerned people are looking at Germany as the last dike against the Red flood. The authors of this book assert that in spite of the Soviet-Western tension, the first duty of the American occupation is still to make Germany into a working democracy. But this objective must be won against two threats: the first, historic German authoritarianism and nationalism; and the second, Communist infiltration and Soviet expansionism.

The Struggle for Democracy in Germany emphasizes the twofold nature of the occupation problem—the reconstruction of German ideology and the rebuilding of sound institutional routines of living. Part I is concerned with the uphill struggle of liberalism against traditional Junker authoritarianism, as exemplified in the Bismarck era, and the fate of liberal tendencies under Nazi repression and terror. This includes a graphic account of the anti-Nazi underground before and during the war, culminating in the July 20, 1944 attempt on Hitler's life.

Part II discusses the most significant phases of occupation policy—economic, governmental, political, cultural, and psychological—and their impact on the future of Germany and its political potential. This involves problems ranging from the improvement of the housing situation and employment conditions to the execution of a program for denazification. These problems are placed in the context of the East-West struggle.

Each of the seven contributors to this volume is a specialist in the particular aspect of the German problem for which he assumed responsibility.

THE STRUGGLE FOR DEMOCRACY IN GERMANY



FOR DEMOCRACY IN GERMANY

Edited by GABRIEL A. ALMOND

Eugene N. Anderson Wolfgang H. Kraus

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Clara Menck



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Preface

In the first months after the defeat of Germany it appeared, at least on the surface, that the primary criterion for the solution of the German question was the elimination of Germany's physical and psychological capacity to make war. This was the spirit of the Potsdam Agreement, concluded in the flush of victory, and in the mood of Allied amity which followed. Western opinion has experienced a profound disillusionment in the three years which have followed this era of sanguine expectations. Each phase of the peace settlement and each step in the program of bringing international politics within the framework of effective law and organization has been assimilated to the over-all struggle between East and West. The collapse of the Conference of Foreign Ministers at London in November, 1947 put an end to hopes that a peaceful and stable German settlement could be reached in the present state of international relations. Subsequent developments indicate that the division of Germany has become a practical if not a juridical reality.

The solution to the German question contemplated in the Potsdam accords and earlier agreements, rested on the expectation of a stable "concert of power" in the postwar period. It was assumed that the German problem could be settled largely in its own terms—that of destroying once and for all Germany's capacity to make war and laying the basis for a peaceful and democratic polity. Three years after Potsdam finds us subordinating these problems to the more urgent question of whether German power is to be included in the Soviet orbit or integrated with the surviving democratic strength of Western Europe.

This shift in emphasis in the German question confronts us with a very real danger. In the atmosphere of tension between the Soviet Union and the Western powers there is an obvious temptation to attempt to maximize anti-Soviet strength regardless of its character and consequences. Thus, a reactionary and nationalist Western Germany would be more anti-Communist than a moderate demo-

cratic one and might therefore seem more desirable from a security point of view. But the development of such a Western Germany would endanger the American interest in Europe in at least three ways: (1) such a Germany might be provocatively hostile to the Soviet Union and might force the hand of American policy; (2) the emergence of a new German nationalism would create disunity in the Western camp by raising the spectre of German aggression and expansionism; (3) a reactionary and nationalist Western Germany would be opposed by a substantial proportion of the German population and consequently would be vulnerable to Communist infiltration and Soviet propaganda.

These considerations suggest that the general change in the international situation should not be permitted to suppress the original aims of the German occupation. Our primary concern ought still to be German "democratization." But it is necessary to face the threat to democracy in Germany on two fronts: (1) the threat of historic German authoritarianism and nationalism; (2) the threat of Communist infiltration and Soviet expansionism.

To counteract this twofold threat the earlier primarily negative approach to the German problem has had to give way to a positive and constructive emphasis in which the key concept is "integration." If the larger part of German strength is to be employed in the interest of the democratic and liberal world the postwar status of Germany and Germans will have to be revised. Perhaps the main objective of such a policy would be to give the Germans a sense of participation in the values and programs of the Western community of nations. The main problem of German politics is that most of the Germans, and particularly the youth, are "hold-outs." The present strength of the moderate Socialist and Christian parties is largely a surface manifestation. To the historic political indifference of the German masses there has been added a widespread mood of bitterness and futility, a mood which deprives the existing party elites of any right to speak with full authority for Germany, and which provides extremists and authoritarians of a right or left coloration with the kind of spiritual vacuum which has always facilitated their success.

The United States has a very real security interest in integrating that part of Germany which we can influence into the Western community of effort. This is not merely the economic question of utilizing German resources, equipment, and manpower in the European Recovery Program, although that is an important part of it. American policy should add social, cultural, and psychological reintegration, to its present economic emphasis.

Two objectives are suggested here: (1) the elimination of the moral cordon sanitaire; and (2) the initiation of steps that will hasten the processes of social integration. In connection with the first objective, German representation in the various Western European organizations will constitute a symbolic modification of the pariah status to which postwar Germans have been condemned. Equally important, a substantial program of cultural interchange and exchange of personnel, might be undertaken on a collaborative basis between the interested Western powers. Such measures, if applied to university youth, and the emergent political, intellectual, and cultural elites, may go far toward "sparking" the regeneration of Western cultural and spiritual values in Germany.

The second objective requires a broad set of means, ranging all the way from the improvement of the housing situation and employment conditions in order to make a satisfactory family life possible, to the rapid execution and termination of the program of denazification. These and similar measures, which will have the effect of stabilizing and normalizing the institutional routines of living, may give content to the present "formal" democracy of Western Germany, and thereby give Western policy strong roots in a most critical area.

The present book makes a contribution toward understanding the twofold nature of the German problem. Part I is concerned with the strength and composition of liberal and democratic tendencies in German history and with the extent of their survival in the anti-Nazi resistance. This part of the book represents an effort to correct the erroneous history of the war period which placed Germany entirely outside the pale of Western historical and politico-moral development. It is suggested here that this policy was based on an

viii Preface

exaggeration of historical trends, and that it is now the task of policy-makers to discover and strengthen that part of the German heritage which inclines toward liberalism and democracy. Part II discusses the most significant phases of occupation policy—economic, governmental, political, cultural, and psychological—and their impact on the future of Germany. Each functional problem is placed in the context of the East-West struggle, and the various issues are evaluated in terms of their implications for the outcome.

A symposium always presents problems of consistency and coherence. The participants in this symposium in most cases had the advantage of having shared in common or related work during the war years, and of having discussed their general approach with one another as the project developed. While it is possible to speak, therefore, of a common approach to the German problem as underlying the various contributions, each writer has assumed responsibility only for his own section.

Those contributors now in government service wish to express their gratitude to the State Department for its clearance of their contributions. Needless to say, the opinions expressed are those of the writers. The authors of the chapters on the German resistance wish to record their appreciation to the many officials of the American, British, and French military governments in Germany for the courtesy and helpfulness shown them in their studies of the German resistance. Special thanks are due Professor Waldemar Gurian of Notre Dame University for his thoughtful reading and criticism of a part of the manuscript and Professor C. B. Robson of the University of North Carolina to whose original suggestion this book owes its inception and whose subsequent sponsorship brought the project to fruition.

Contents

	I. THE HISTORIC POTENTIAL	_
Chapte r		Page
	FREEDOM AND AUTHORITARIANISM IN GERMAN HISTORY EUGENE N. ANDERSON, Professor of History, University of Nebraska	3
2	RESISTANCE AND REPRESSION UNDER THE NAZIS WOLFGANG H. KRAUS, George Washington University, and Gabriel A. Almond, Research Associate, Institute of International Studies, Yale University	33
3	THE SOCIAL COMPOSITION OF THE GER- MAN RESISTANCE GABRIEL A. ALMOND and WOLFGANG H. KRAUS	64
	II. OCCUPATION POLICY	
4	GERMANY'S ECONOMIC SITUATION AND PROSPECTS FRED H. SANDERSON, Chief, Western European Economic Branch, Division of Research for Europe, Department of State	111
5	THE RECONSTRUCTION OF GOVERNMENT AND ADMINISTRATION HANS MEYERHOFF, University of California at Los Angeles	185
6	POLITICAL PARTY DEVELOPMENTS VERA F. ELIASBERG, Research Director, American Association for a Democratic Germany	221
7	THE PROBLEM OF REORIENTATION CLARA MENCK, Die Neue Zeitung, U. S. Zone, Germany	281
	NOTES	311
	INDEX	333

Index

Abgeordnetenhaus, 5 Abwehr, and July 20 affair, 100-1; mentioned, 73 Action and Dream, 90 Adenauer, Konrad, 237, 265 ADV, 59 Allied Control Council, and Allied economic policy, 116 ff.; and property disposition, 150; function of, 186; mentioned, 168, 220, 272 Allied Military Government, and the "Antifa" movement, 67 f.; and the German economic situation, 111 ff. passim; and currency reform, 140 ff. passim; and denazification, 149. See also Military Government American Zone, economic conditions in, 127 ff. passim; and denazification, 149, 198 ff. passim; disposition of property in, 150 ff. passim; territorial revisions in, 194; democratization in, 203; and zonal coordination, 206 ff. passim; political characteristics of, 224-25; political parties in, 229 ff. passim; and East-West conflict, 267 ff. passim; and reorientation of Germany, 288 ff. passim; mentioned, 119. See also Bizonal Area, Western zones

Anglo-American Joint Export-Import Agency, 127 "Antifa" movement, 67 f. Anti-Fascist Bloc, 228 Anti-fascist Committee of Hamburg, 73 ff. Anti-Nazi People's Front, 75 Anti-Nazi resistance, historical background of, 50 ff.; social composition of, 64-107; and the church, 70 ff.; and German youth, 85 ff.; and the German Army, or ff.; and the July 20 affair, 96 ff. Appeal of the Christian Democratic Union, 233 Army, German, and anti-Nazi resistance, 91-96 Arrests, by Gestapo, 55 ff. Association for Mutual Farmers' Help, 262 Augsburg, 75 Augustine, 67 Authoritarianism, in Germany, 3 ff. passim B Baden, 7, 195, 224-25. See also

Wuerttemberg-Baden

Baptista, Johannes, 307

Banks, 152

Barter, 138-39 Barth, Karl, 82, 85, 283 Basic Law, 275, 276 Bavaria, constitution for, 212; political parties in, 224; mentioned, 192, 193, 239, 246, 251, 252, 253 Bavarian Monarchist party, 249 Bavarian People's party, 224, 235 Bayern-Partei, 249 Beck, General Ludwig, and anti-Nazi resistance, 91 ff. passim; mentioned, 101, 104 Beerman, 67 "Bekenntnisfront," 52 Berlin, blockade of, 220, 272, 273, 277; political parties in, 259; mentioned, 163, 223, 257 Berlin Conference, and decentralization, 204-5; and the future of Germany, 216-18; mentioned, 196, 197, Berlin-Potsdam region, 58, 60 Bernhard, 66 Bertram, Cardinal, 81 Best, Dr. Werner, 37 Bevin, Ernest, 120 Bibelforscher, 56 Bidault, Georges, 120 Bielefeld, 87 Big Three, blueprint of, 111-16; mentioned, 208 Bismarck, Prince von, and unification of Germany, 5, 9; career of in German politics, 5 ff.; influence of on political parties, 11-13 Bizonal Area, formation of, 127; food conditions in, 130-32; and coal production, 136; and transportation, 136-37; and control and ownership of property, 149-57; economic prospects of, 167 ff. passim; and ERP, 173-75; finances in, 180-83; and East-West conflict, 267 ff. passim. See also American Zone, British Zone, Western zones Bizonal Economic Administration,

and East-West conflict, 267 ff. passim; mentioned, 206, 207 Bizonal Economic Council, 114 Bizonal Economic Organization, 206, Bizonal Executive Committee, 270 "Black Reichswehr," 100 Blomberg, General von, 94-95 Blood and Iron, policy of, 10 Boeckling group, 87 Boenwetter, 67 Bolz, Eugen, 99 Bonhoeffer, Dietrich, 101 Bonn, 208, 210, 213, 275 Books, 300-1 Borchers, 66 Bormann, Martin, 81 Brauchitsch, General von, 93, 94 Bredow, General, 93 Bremen, political leaders in, 66; and "Antifa" movement, 67 f.; underground in, 75; and youth resistance, 88; mentioned, 223, 238, 247 Breslau, 59, 60 British Zone, economic conditions in, 127 ff. passim; and denazification, 149, 198 ff. passim; disposition of property in, 150 ff. passim; territorial revisions in, 194; and democratization, 203-4; and zonal coordination, 206 ff. passim; and state constitutions, 213; political characteristics of, 223-24; political parties in, 230 ff. passim; and East-West conflict, 267 ff. passim; and reorientation of Germany, 289 ff. passim; mentioned, 119. See also Bizonal Area, Western zones Brunswick, 192, 238 Buckendal, 66 Bundesrat, 191 Bureaucracy, historical background of, 188-90; in Soviet Zone, 198; in Western zones, 199-200; mentioned, 186. See also Civil service Busch, 66 Byrnes, James, on reparations, 116, 119-20; on economic merger of zones, 127; mentioned, 154

C

Canaris, Admiral, 95, 100

Catholic Centrist party, early characteristics of, 16-17; and the Weimar Republic, 23 ff. passim; and anti-Nazi resistance, 52-53

Catholic church, and Bismarck, 11-12; and anti-Nazi-resistance, 79 ff. passim; political influence of, 223 ff. passim; and the reorientation of Germany, 297-98; mentioned, 19, 25

C.D.U. See Christian Democratic Union

Center party, 223, 224, 227, 233, 237, 238, 269

Central Administration, 205-6 Central Committee, of Social Democratic party, 227, 248

Central Economic Commission, 206 Chemnitz, 59, 60

Christian Democratic party (Italy),

Christian Democratic Union, and socialization, 153, 156; emergence of, 226 ff. passim; description of, 233-39; in Western zones, 252 ff. passim; in the Soviet Zone, 255 ff. passim; and East-West conflict, 267 ff. passim; mentioned, 85, 106, 211, 243, 244, 298

Christian Social Union, in Western zones, 251 ff. passim; mentioned, 233, 235, 269

Christian Trade Unions, 69

Church, the, and authoritarianism, 19; and Gestapo arrests, 56; and anti-Nazi resistance, 79-85. See also Catholic church, Protestant church

"Circular Letters," 43
Civil Service, 188-90, 197-98. See
also Bureaucracy
Clay, General Lucius D., on sociali-

zation in Germany, 154-55; on denazification, 200-1; mentioned, 152

Coal production, in Western zones, 132-36; in Ruhr, 150-52, 177-78; mentioned, 160, 167

Cologne, 75, 250 Communist Oppositionists, 65

Communist party, in Germany, 53 ff. passim; and labor resistance, 65 ff. passim; and July 20 affair, 96 ff. passim; and socialization, 153; emergence of, 226 ff. passim; description of, 245-49; in the Soviet Zone, 254 ff. passim; and East-West conflict, 266 ff. passim; mentioned, 195, 196, 211, 218, 223, 224, 242, 243, 244

Concentration camps, 46, 74-75 Confessional church, and anti-Nazi resistance, 52-53, 82 ff. passim Confessional Declaration of Barmen, 82

Confessional Front, 83 Constitutions, for Western Germany, 210, 213-14, 273 ff.; for

German states, 211-16 Council of Foreign Ministers, London meeting of, 118, 120, 121, 196, 218, 219, 268, 269; Moscow meeting of, 120, 121, 196, 218, 219; failure of, 125-26; mentioned, 117, 205

Council of States, 206-7, 267, 268, 269
Courts, and the Nazi party, 42 ff.

Criminal Police. See KRIPO Cultural League, 262 Currency reform, in Western zones, 139-45; in Soviet Zone, 160-62

D

Dahrendorf, 98 DANA agency, 231 Danzig, Free City of, 113 Darmstadt, 67, 76 Death sentences, 44

Decentralization, 204-8 Deike, 66 Delp, 97 Democracy, historic tradition of in Germany, 6 ff. passim; economic prerequisites for, 175-84 Democratic Peasants' party, 266 Democratic People's party, 240 Democratization, 201-4 Demokratische Bauern-Partei. See Democratic Peasants' party Denazification, in Western zones, 148-49; and government, 197-201; mentioned, 306 Dertinger, Georg, 265 Dessau, 223 Detective Force. See KRIPO Detlefs, 66, 73 Deutsche Arbeitsfront, 150 Deutsche Kohlen Bergbau Leitung. See DKBL Deutsche mark, 140 ff. passim, 181 Deutsche Partei. See German party Deutscher Bund, 187 Deutsche Volkszeitung, 257 Deutsche Werft, 71 Deutschkonservative Partei. See German Conservative party Deutschnationalen, 99 DKBL, 152 Dortmund, 60, 230 Dresden, 60, 70 Duisburg, 75, 247 Dulles, Allen, 97 Düsseldorf, 60, 75, 247 "DZ 1/11 s," 87

E

Eastern zone. See Soviet Zone
East Prussia, 196
East-West conflict, and the economic situation, 116-26; and government, 215-16, 218-22; and political parties, 266-80
Ebert, 24

ECA, 177

Economic Cooperation Administration. See ECA Economic Council, 206-7, 267, 268, 269, 270 Economic Reconstruction Association, 249 Economic situation, German, 111-Economist, 130 "Edelweiss." 86 Education, and authoritarianism, 18-19; reorientation in public schools, 291-93; reorientation in the universities, 293-96; program of adult education, 296-97 Ehard, Hans, 253 Eihlers, 66 Einsiedel, Horst von, 97 Eisleben, 75 Elections, for Saar Assembly, 195; for Constituent State Assemblies, 236-37, 240, 244, 246-48; Reichstag, 237; in British Zone, 238; in French Zone, 238-39; in American Zone, 239; in Soviet Zone, 262-64; in Berlin, 277-78; mentioned, 202, 203, 204 Elite Guard. See SS Elsas, Fritz, 99 ERP, and Western Germany, 173-75; mentioned, 144, 177, 178. See also Marshall Plan Essen, 247 European Recovery Program. See ERP Executive Council, 207

ĸ

"Falcons," 87
Falkenhausen, General von, 103
Family, life, and reorientation in Germany, 286-88
Faulhaber, Cardinal Archbishop, 81
Federalism, 208-11
"Federated Selfdefenders," 87
Fellgiebel, General, 102, 105
Finance, postwar, 137-39; currency

reform, 139-45, 160-62; and Ger-Geiler, Karl, 252 man recovery, 180-84 Georges, Bruno, 66, 72-73 Flach, Dr. Rudolf, 43-44 German Confederation, 187 German Conservative party, 250 Flensburg, 243 Fontane, Theodore, quoted on Bis-German Empire, 187, 190-91 marck, 14-15 German Nationalist party, 51, 52, Food, in Western zones, 130-32, 99, 225 169-70; in French Zone, 157; in German party, 250, 269 Soviet Zone, 163-64 German People's party, 52, 269 Foreigners, 56 ff. Germany, freedom and authoritar-France, and the German economic ianism in, 3-32; unification of unsettlement, 116 ff. passim; and terder Bismarck, 5; and the anti-Nazi resistance, 33-107; economic situaritorial revision of Germany, 195-96; and the future of Germany, tion in and prospects for, 111-84; reconstruction of government and 216-17; mentioned, 177 administration in, 185-220; terri-Franconia, 224 Franco-Prussian War, 190 torial reorganization of, 193-97; Frankfurt, political leaders in, 67 future of, 216-220; political parties Frankfurt a/Main, 60, 75, 230 in, 221-80; and the problem of Frankfurt an der Oder, 163 reorientation, 281-307 Frankfurter Hefte, 236 Gerstenmaier, Eugen, 97 GESTAPO, description of, 40 ff.; Free Democratic party, 240, 269 "Free Groupers," 87 resistance statistics of, 54; arrests Freie Deutsche Jugend, 289 by, 55 ff.; terror, 65, 69; and the Saefkow group, 70; mentioned, 35, Freisler, 42, 89 French Zone, economic conditions 36, 46, 49, 65, 71 Gisevius, 104 in, 127 ff. passim, 157; and ERP, 173 f.; territorial revisions in, 194-Godesberg, 230, 234 Goebbels, Joseph, and July 20 affair, 95; and denazification, 198 ff. passim; and democratization, 203; and 102 ff. passim; mentioned, 38, 103 Goerdeler, Dr., 98 ff., 104 state constitutions, 213; political Goering, Hermann, 35, 93, 94-95 characteristics of, 225; political Gotthardt, 66 parties in, 231 ff. passim; and re-Government, reconstruction of, 185orientation of Germany, 289 ff. 220. See also Military Government passim; mentioned, 119 Graf, Wilhelm, 89 Freytag, 67 Freytag-Loringhofen, Colonel von, Great Britain, and the German economic settlement, 120 ff. passim; and socialization in Germany, 155; Fricke, Pastor Otto, 234 expenditures of in Germany, 169, Fritsch, General von, 94-95 172-73, 174; and territorial revi-Fromm, General Fritz, 104 sion of Germany, 195 f.; and decentralization of Germany, 205 ff. passim; and the future of Ger-Galen, Bishop von, on church remany, 217; and East-West consistance, 81 Geheime Staatspolizei. See GEflict, 269 ff. passim Greater Hesse, creation of, 194; STAPO

mentioned, 148, 155, 225, 236, 240, 244, 246
Groeber, Bishop, 81
Gross, Nikolaus, 98
Grotewohl, Otto, 259
Guardini, 294
Guderian, General, 93
Guertner, 43
Guilt, German, 306-7

H

Halle, political leaders in, 66; and "Antifa" movement, 67, 68; mentioned, 223 Hamburg, political leaders in, 66; and "Antifa" movement, 68; labor resistance groups in, 71-75; mentioned, 58, 60, 65, 70, 223, 238, 250, 252 Hammerstein, General von, 91 Hanover, political leaders in, 66; and "Antifa" movement, 67, 68; mentioned, 58, 60, 75, 230, 250 Hansen, Colonel Georg, 101 Harnack, Arvid, 69 Hassell, Ulrich von, quoted, 78, 93 Haubach, Theo, 97, 98 Heimat- und Koenigspartei. See Bavarian Monarchist party Heinze, Hildegarde, 66 Helldorf, Count von, 102 Hermes, Andreas, 227, 256 Herrenhaus, 5 Hesse, constitution for, 211-12; mentioned, 66, 194, 225, 239, 252 Hesse-Nassau, 194, 195, 225 Heydrich, Reinhard, quoted, 39; mentioned, 36 Himmler, Heinrich, 35, 36, 52, 74, 94 Hindenburg, Field Marshal von, 25, Hirsch, Helmut, 87 Hitler, Adolf, and the courts, 42-44; on the underground opposition, 49; and the church, 80 ff. passim; and German youth, 86 ff. passim;

and the German Army, 91 ff. passim; and the July 20 affair, 97 ff. passim; and the rise of National Socialism, 231; tactics of, 282-83; mentioned, 29, 41, 72, 111 Hitler Youth, 86, 288, 289 Hoare, Sir Samuel, 101 Hoegner, Wilhelm, 251 Hoeppner, General, 101, 105 Hohscheid, 75 Holy Roman Empire, 187 Home Army, 103 Hoover Mission, findings of, 131-Huber, Dr. Kurt, 89 Hundhammer, Alois, 253 Husen, Paulus van, 97

I

I. G. Farbenindustrie, 150 Independent Trade Union Opposition, 264 Industrial Advisory Committee, 177 Industry, German, Allied plans for, 113 ff.; in Western zones, 130; and coal production, 135-36; and currency reform, 141-42; and reparations removals, 147-48; and property disposition, 150 ff. passim, 164 ff. passim; and dismantling of plants, 158-59, 176-77; production in Soviet Zone, 159-60; prospects for, 171 Inflation, 183 Internationaler Sozialistischer Kampfbund. See ISK ISK, 69

J

Jakob, 96
Jaspers, 294
John, Hans, 101
John, Otto, 101
Joint Export-Import Agency, 173
July 20 affair, description of, 96-107;
mentioned, 41, 51, 54, 60, 64, 66, 69, 70, 185, 265

Junkers, and the Weimar Republic, 25; mentioned, 6, 17, 202

K

Kaiser, Jakob, quoted, 77; on federalism, 209; mentioned, 69, 97, 98, 106, 256, 265, 268, 272 Kaltenbrunner, Ernst, 40 Kalujek, 67 Kampfgemeinschaft den gegen Faschismus, 75 Kampmann case, 59 Karl, 67 Karlsruhe, 60 Kaufmann, 74 Keegan, Colonel Charles, 236 KGF, 68 Kiel, 60, 238 Klamm, 66 Kluge, General von, 93, 103, 104 Koenig, 66 Koerner, Heinrich, 98 Köhn, 66 Köln, 60 Königsberg, 60, 113, 196 K.P.D. See Communist party Krefeld, 75 Kreisau Circle, and the July 20 affair, 96 ff. passim; program of, 97 Kriminalpolizei. See KRIPO KRIPO, 35, 41 Krogmann, Burgermeister Vincenz, Kuelz, Wilhelm, 265, 272

Ŧ,

Labor, and anti-Nazi resistance, 64 ff.

Land, ownership of in Soviet Zone, 166-67

Länder, and currency reform, 141; mentioned, 150, 153, 291, 296

Länderrat, 154, 206-7, 267, 268, 269

Land governments, 152

Landtag, 5, 6

Langbehn, Dr., 100

Lastenausgleich, 276

Law for Liberation from National Socialism and Militarism, 149 Lebensgebiete, 39 Leber, Julius, 69, 70, 96, 97, 98, 101 Leipart, Theodore, 98 Leipzig, political leaders in, 66; and "Antifa" movement, 67 f.; mentioned, 60, 70, 262 Lemmers, Ernst, 69, 256, 265 Letterhaus, Bernhard, 98 Leuninger, Franz, 98 Leuschner, Wilhelm, 69, 70, 98, 101 Level of Industry Plan, original agreement on, 113-16; revision of, 120 ff.; and reparations, 146 Liberal Democratic party, and socialization, 153; emergence of, 227 ff. passim; description of, 239-40; in Western zones, 252 ff. passim; in the Soviet Zone, 255 ff. passim; and East-West conflict, 269 ff. passim; mentioned, 211, 269 Liberalism, in Germany, 6 ff. pas-Loew, Colonel von, on Nazi terror, 46-47 London Conference, of six Western nations, 207-8, 217, 220, 272, 273 Loritz, Alfred, 249 Lower Saxonian party, 269 Lower Saxon State party, 250 Lower Saxony, 194, 244 Lücke, 66 Luebeck, political leaders in, 66; and the "Antifa" movement, .68; underground in, 75; mentioned, 223, 238 Lukaschek, Hans, 97 Lutheran church, 79

M

Maass, Hermann, 98 Mackensen, Marshal von, 93 Magdeburg, 70, 223, 262 Mainz, 67, 76 Marahrens, Bishop, 83 Marogna-Redwitz, Rudolf, 101

Marschmeier, 67 National Liberal party, 10, 11 Marshall, George C., on German National Security Office. See RSHA government, 118; on level of in-National Socialism, and the Weimar dustry, 120; on reparations, 121; Republic, 25; rise of, 28 ff.; and and ERP, 173 German youth, 85 ff. passim; and Marshall Plan, 248, 268, 269, 271. See the German Army, 93; mentioned, also ERP 4, 5, 22, 33, 35, 78, 82, 223, 285 Mecklenburg, 223 National Verein, 7 Mecklenburg-Vorpommern, 262 Nationalzeitung, 266 Meldungen aus dem Reich, 39, 62 "Navajos," 87 Nazi party, police system of, 35 ff.; Mierendorff, Carlo, 97 American. Military Government, terror, 42 ff.; and the church, 79 148, 229-30, 236, 249, 256, 295; ff.; and German youth, 85 ff.; men-Bipartite, 150 ff. passim, 232-33; tioned, 226 British, 72, 247; French, 250, 252; Nazi regime, and the anti-Nazi re-Soviet, 239, 240, 247, 249, 254 ff. sistance, 33-107 passim; and civil passim, 272, 277, 278; mentioned, service, 190; and authoritarianism, . 155, 212, 226, 249, 251, 267, 271, 191, 193; influences of, 286 ff. pas-273, 288. See also Allied Military sim; mentioned, 185, 187 Government Nazism, and the authoritarian tradition, 4 ff. passim; rise of, 28 ff. Molotov, Vyacheslav, on reparations, 121-22; mentioned, 120 passim; remnants of, 251; social-Moltke, Count Helmuth von, 45, 96psychological consequences of, 282-86; mentioned, 224, 228 Monetary conditions, financial chaos Nazi-Soviet pact, 53, 71 in Germany, 137-39; currency re-Nebe, Arthur, 41, 102 form, 139-45, 160-62 "Nerothers," 87 Moscow Free Germany Committee, Neubeginnen, 69 "New Germans," 87 266 Motion pictures, 301-2 Newspapers, 264, 299 Niedersaechsische Landespartei, See Mueller, Dr. Joseph, 101, 106, 236, Lower Saxon State party Munich, and "Antifa" movement, 68; NKFD, 59, 68, 70, 75 North Rhine Westphalia, 194, 237, and youth uprising, 89; mentioned, 238, 244, 248 60, 75 Noske, 24 Munich Soviet of 1919, 224 Nuremberg, 59, 60 N 0 National Committee for Free Germany. See NKFD

National Democratic party, 266
National-Demokratische Partei. See
National Democratic party
Nationalism, 283-86
National-Kommittee Freies Deutschland. See Moscow Free Germany

Committee

Oberhausen, 75
Occupation forces, 303-4
Occupation Statute, 273, 274
Oder-Neisse boundary, 196
Office III. See RSHA, Office III
Office IV. See RSHA, Office IV
Office V. See RSHA, Office V

"Oficomex," 127
Ohlendorff, 38-39
Öhlschlager, 66
Olbricht, General, 101, 104
Oldenburg, 238
Öllrogge, 66
Ordnungspolizei. See ORPO
ORPO, 35
Oster, General Hans, and the July
20 affair, 100-1; mentioned, 96
Otten, 66

P

Palatinate, 225 Pan-German League, 19 Papen, Franz von, 265 Parliamentary Council, meeting of, 208, 210, 213, 275 Passarge, 66 "Pathfinders," 87 Paul, Rudolf, 264 Pause, 67 People's Congress, 218-19, 268, 272 People's Council, constitution of, 214-15 People's Court, 88, 89 People's Tribunal, 42 Periodicals, 299-300 Peters, Hans, 97 Petersen, Dr., 252 Pieck, Wilhelm, 248, 259 Planck, Erwin, 99 "Plan for Reparations and the Level of Post-War German Economy," 113 ff. Plesse, 66 Plivier, Theodore, 264 Poelchau, Harald, 97 Poland, 112, 196 Political parties, and Bismarck, 11-13; emergence of after Bismarck's dismissal, 15 ff.; early developments of, 66 ff.; and socialization, 153-54, 156; and democratization, 202-4; and federalism of Germany, 210-11; and the state constitutions, 212 ff. passim; characteristics of in

Germany, 221-25; emergence of, 226-31; strength of, 231-51; smaller groups, 249-51; parties in the Western zones, 251-54; parties in the Soviet Zone, 254-66; parties in divided Germany, 266-80 Pomerania, 223 Pope Pius XII, 80 Popitz, 100 Popular Republican Movement, 233 Popular Social League, 250 Population, 132, 168-69 Potsdam Agreement, and German economy, 112 ff. passim; violation of, 126; mentioned, 171 Potsdam Declaration, on political parties, 229; mentioned, 227 Preysing, Bishop, 81 Prices, 143-45 Probst, Christoph, 89 Property, control and ownership of in Bizonal Area, 149-57; disposition of in Soviet Zone, 164-67 Protestant church, and anti-Nazi resistance, 79 ff. passim; political influence of, 224 ff. passim; and reorientation of Germany, 297-98; mentioned, 19. See also Church Protestant Reich church, 8r Prussia, and German politics, 5 ff. passim; disappearance of, 194; mentioned, 187, 188

Q

"Quickborners," 87

R

Radbruch, 294
Radio, 298, 301
Reconstruction Finance Corporation, 172
Red Army, 245, 255
Refugee party, 239
Regular Police. See ORPO
Reich, Second, 4; Third, 41-42, 80, and passim; history of, 187-88; federalism of, 208 ff. passim

Reichsbanner, 71 Reichsmark, instability of, 128, 137 ff. passim Reichsrat, 191 Reichssicherheitshauptamt. See RSHA Reichstag, power of under Bismarck, 9; elections to, 237; mentioned, 15, 50, 97, 191 Reichwein, Adolf, 96, 97, 98, 101 Religion, 297-98. See also Church, Catholic church, Protestant church Remer, Major, 103 Remscheid, 75 Reorientation, and the social-psychological consequences of Nazism, 282-86; problems and accomplishments of, 286 ff.; and the effect of contact with the occupation forces, 303-4; and the problem of German guilt, 306-7 Reparations, Potsdam Agreement on, 113, 115, 119-20; and the Level of Industry Plan, 114-15; Soviet demands of, 120, 121 ff.; in Bizonal Area, 145-48; exacted in Soviet Zone, 123-24, 162; mentioned, 219 Repression, under the Nazis, 33-50, 51 ff. passim "Reptile Fund," 10 Republican party, 250 Republikanische Partei. See Republican party Research Office of the Air Ministry, Resistance. See Anti-Nazi resistance Reststimmen, 204 Reuter, Ernst, 263 Rheinische Volkspartei. See Rhenish People's party Rhenish Confederation, 224 Rhenish People's party, 250 Rhineland, the, French demands on, 116, 117, 124; tripartite discussions

on, 125; mentioned, 87, 194, 223, 224, 225 Rhineland Westphalia, 237, 244, 248 Rhine-Palatinate, 195 Rhine Province, 195 Ritter, Gerhard, 88 Roehm coup, 92 Roesch, 97 Rommel, General, 102, 103 Rosenberg, Alfred, 84 Rossaint, Dr., 87 Rossberg, 66 Rote Kapelle, 69-70 RSHA, Office III, 36, 38-39, 46; Office IV, 40; Office V, 41; mentioned, 35 Ruhr, the, underground in, 75; French demands on, 116, 117, 124; tripartite discussions of, 125; and coal production, 133 ff. passim; and property disposition, 151-52, 155; future of, 177-78; mentioned, 207, 217, 223, 224, 225, 230, 237, 243, 248, 273 Russian Zone. See Soviet Zone

Saar, the, French demands on, 116, 117, 124; status of, 195; mentioned, 225, 231, 243 Sabotage, 72 Saefkow, 96 Saefkow group, 70 Saxony, 192, 223, 262 Schaeffer, Friedrich, 235, 251 Schlegelberger, 43 Schleicher, General, 93 Schleswig-Holstein, 194, 238, 244, Schmedmann, 66, 73 Schmorell, Alexander, 89 Schoenfeld, Hans, 101 Scholl, Hans, 89 Scholl, Sophie, 89 Schreiber, Walter, 256 Schulenberg, Count Fritz von der, 98

Schulenberg, Werner von der, 99 Schulze-Boysen, Harro, 69-70 Schumacher, Kurt, 66, 243, 265 Schwamb, Ludwig, 67, 98 SD, description of, 36 ff.; reports of, 37-38, 86-87, 88; mentioned, 35, 36, 40, 49, 62 Secret State Police. See GESTAPO Security Police. See SIPO Security Service. See SD S.E.D. See Socialist Unity party Sicherheitsdienst, See SD Sicherheitspolizei. See SIPO Sindermann case, 59 SIPO, 35, 36 Social classes, 19-21 Social Democratic party, and Bismarck, 11 f.; early characteristics of, 16; and Weimar Republic, 23 ff. passim; and labor resistance, 65 ff. passim; and July 20 affair, 96 ff. passim; and socialization, 153, 156, 157; emergence of, 226 ff. passim; description of, 240-44; in Western zones, 252 ff. passim; in the Soviet Zone, 254 ff. passim; and East-West conflict, 267 ff. passim; mentioned, 53, 211, 223, 224 Socialist Labor party, 53, 65, 69 Socialist Unity party, formation of, 246, 257-58; in the Soviet Zone, 258 ff. passim; and East-West conflict, 268 ff. passim; and nationalism, 285; mentioned, 159, 196, 198, 211, 214, 218 Sokolovsky, Marshal, 162 Solingen, 75 Sondergerichte. See Special Courts South Schleswig Association, 250 See Soviet Soviet Government. Union Soviet Military Administration, 161, 165 Soviet Union, and the partition of Germany, 113; and the German economic settlement, 117 ff. pas-

Germany, 196 f.; and the future of Germany, 218-19; and East-West conflict, 218-20, 266 ff. passim; and the Communist party, 245 ff. passim Soviet Zone, labor resistance in, 76; reparations exacted in, 123-24, 162; economic conditions in, 127 ff. passim; dismantling of plants in, 158-59; industrial production in, 159-60; currency reform in, 160-62; food supply of, 163-64; reorganization of economy of, 164-67; economic prospects of, 167 ff. passim; and denazification, 197-98; democratization in, 202-3; and zonal coordination, 205-6; and state constitutions, 214-15; political characteristics of, 222-23; political parties in, 226-29, 254-66; elections in, 262-64; and reorientation in Germany, 289 ff. passim; mentioned, 119, 239 Sozialistische Einheitspartei. Socialist Unity party S.P.D. See Social Democratic party Special Courts, 42 Spiecker, Karl, 237-38 SS, 35, 41, 46, 74 Staatenbund, 209, 210 Standard of living, 115, 177 State Protective Corps, 36 Stauffenberg, Colonel von, 98, 101, Steel industry, 148, 151-52, 167, 178 Steffan, 67 Steltzer, Theodore, 97, 98, 106 Stettin, 60 "Storm Groupers," 87 Stulpnagel, General von, 103 Stuttgart, 60, 225 Sued-Schleswig-Vereinigung. See South Schleswig Association Supreme Administrative Court, 207 "Systemzeit," 52

sim; and territorial revision of

Tagesspiegel, 256, 258
Taxes, 182-83
Territorial revisions, 193-97
Theatre, 302
Thierack, Dr., 43-44, 45
Thuringia, 192, 223
Totalitarianism, 285
Trade unions, and anti-Nazi resistance, 69; and July 20 affair, 96
ff. passim; mentioned, 198, 235
Transportation, 136-37
Treaty of Versailles, 25, 27, 175
Tresckow, General von, 101
Trott zu Solz, Adam von, 97
Two-Year plan, in Soviet Zone, 162

U

Ulbricht, Walter, 249 Gewerkschafts-Op-Unabhaengige position. See Independent Trade Union Opposition United Anti-fascist Front, 256 United States, and the German economic settlement, 118 ff. passim; and socialization in Germany, 154-55; expenditures of in Germany, 169-70, 172-74; ERP, 173 ff. passim; and territorial revision of Germany, 195 f.; and decentralization of many, 205 ff. passim; and the future of Germany, 217; and East-West conflict, 269 ff. passim United States Foreign Assistance Universities, reorientation of, 293-96 U. S. Zone. See American Zone

$\cdot \mathbf{V}$

Vereinigte Stahlwerke, 151
Vertrauensmaenner, 39
Viechtach, 235
Volksgericht. See People's Tribunal
Volkshochschulen, 296
Volkssturm, 66, 74, 75

Wartenburg, Yorck von, 96-97 Weber, Max, 19 Wehrmacht, opposition of to Hitler, 51, 52; and the July 20 affair, 96 ff. passim; mentioned, 66, 73 Wehrmacht Counter-Intelligence, Weimar, 59, 60 Weimar Coalition, 223, 224 Weimar Republic, in Germany, 23 ff. passim; and the German Army, 91; civil service in, 189-90; centralization in, 191, 192; political parties in, 224; mentioned, 19, 89, 177, 187, 212, 223 Western Germany, economic prospects for, 169-73; and ERP, 173-79; constitution for, 210, 213-14, 273 ff.; included in Marshall Plan,

271; mentioned, 248, 251 Western zones, economic developments in, 129-57; economic prospects for, 169-84; and territorial reorganization of Germany, 196; bureaucracy in, 199-200; and the London Conference, 207-8; and East-West conflict, 218-20, 266 ff. passim; major political parties in, 220 ff.; smaller political parties in, 249 ff.; and parties in the new governments, 251 ff. See also Bi-Area, zonal American British Zone, French Zone Westphalia, 230

Wiesbaden, 67, 76
William I, 5-6, 15
William II, 18, 20, 25
Winters, 67
Wirtschaftliche Wiederaufbauvereinigung. See Economic Reconstruction Association
Wirtschaftsrat. See Economic
Council
"With Burning Sorrow," 80
Witzleben, Field Marshal von, 101

Wolters, 66

Women's League, 262 Works' Councils, 198 World War I, 15, 16, 22-23, 191 World War II, 17 Wuerttemberg, 195. See also Wuerttemberg-Baden formation Wuerttemberg-Baden, of, 195; constitution for, 212; mentioned, 224, 225, 236, 239, 240, 244, 246, 251 Wuerzburg, 235 Wuppertal, 75 Wurm, Bishop, 83-84

 \mathbf{Y}

Yalta Agreement, and partitioning

of Germany, 112; violation of, 126 Youth, and anti-Nazi resistance, 85-90; and reorientation of Germany, 288-91

7.

Zentralverband der Angestellten,
73
Zentrum, 298
Zhukow, Marshal, 164, 226, 227
Zinnkann, 67
Zonal Advisory Council, 206
Zonenbeirat. See Zonal Advisory
Council

THE. CONTRIBUTORS

GABRIEL A, ALMOND

Research Associate, Institute of International Studies, Yale University

EUGENE N. ANDERSON

Professor of History, University of Nebraska

WOLFGANG H. KRAUS

Associate Professor of Political Science, GEORGE WASHINGTON UNIVERSITY

FRED H. SANDERSON

Chief, Western European Economic Branch, Division of Research for Europe, Department of State

HANS MEYERHOFF

Assistant Professor of Philosophy, University of California at Los Angeles

VERA F. ELIASBERG

Research Director, American Association for a Democratic Germany

CLARA MENCK

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