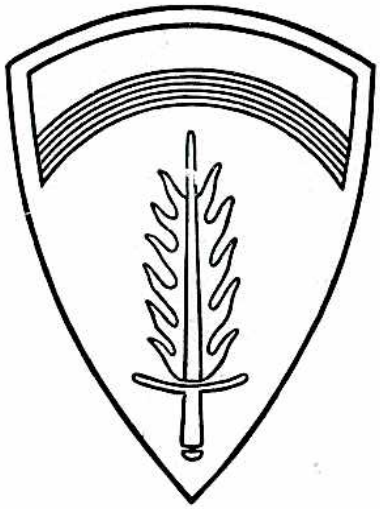
THE DEPENDENTS' SCHOOLS PROGRAM OF THE U.S. ARMY, EUROPE, 1946 - 1956



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THE DEPENDENTS' SCHOOLS PROGRAM OF THE U. S. ARMY, EUROPE, 1946-56

HEADQUARTERS
UNITED STATES ARMY, EUROPE
HISTORICAL DIVISION
1958


KARLSRUHE AMERICAN ELEMENTARY SC

Foreword

The purpose of this monograph is to trace the origins and development of the United States Army's program of education for the dependent children of its personnel serving in Europe during the ten years following World War II. After a brief treatment of the historical background of the Army's role in education, the first section covers the early plans that led to the establishment of a formal program under the control of the Dependents' Schools Service in the spring of 1946. Following an analysis of the organization and operation of the school system during the first year, there is a discussion of the problems involved in the growing school program. Topics include a detailed examination of funding processes, personnel procurement, supply procedures, school building programs, and administrative changes. Finally, the educational program itself is discussed, and the achievements of the program are summarized and evaluated.

Prepared by Mr. Bruce H. Siemon and Mr. Ronald Sher of the USAREUR Historical Division, the monograph was based on research in the files of the appropriate USAREUR staff divisions, in the command's retired files that were recalled from the Kansas City Record Center, and in retired War Department files that were made available on microfilm by the Office of the Chief of Military History, Washington, D. C. Additional information was obtained from interviews with key personnel of the Dependents' Education Group, whose assistance proved invaluable.

The release and dissemination of this study or any part thereof is governed by the appropriate provisions of AR 360-5.

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Kenneth E. Lay

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Colonel, Infantry
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September 1958

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Preface

The history of the Army's assumption of certain nonmilitary responsibilities in the field of education has deep roots. As early as 1821, with congressional enactment into law of General Winfield Scott's regulations providing for the financial support and administration of library services, education of children, music, and disability benefits, came the recognition that military posts had nonmilitary aspects--civilian aspects--comparable to communities outside the Army. The money for supporting such activities at military communities was derived from a special tax levied on the post sutler[1] for the privilege of trading at the post. When congressional approval of the regulations was withdrawn in 1822, the President authorized their immediate reinstatement in the Army. Under these provisions schools on military posts operated for the next 75 years; these schools on occasion were reported to be "productive of much good." The historical significance of Scott's regulations lay in their reflection of the social and educational ideas that agitated the country and led to the founding of the public school movement in the United States in the first quarter of the 19th century. Of significance too was the fact that these schools were provided at an earlier date than in many frontier communities.

In 1838 Congress legislated that post chaplains were to receive 40 dollars a month for their services, plus 4 rations a day with quarters and fuel. The chaplains were also to perform the duties of a schoolmaster at the post.

Following the Civil War the character of the post schools changed considerably. An 1866 law provided for a program of adult education for enlisted men. However, little effort was made to establish the program until 1878 when a War Department general order organized the operation of the schools and instituted a school program. The 1866 law made no provision for the education of children, but the War Department included children in its program. Following the Spanish-American War the post schools for children were left without financial support or legal status as the result of an internal reorganization. Not until a 1905 general order were such schools established as separate institutions. Eight years later the Judge Advocate General (JAG) ruled these schools extralegal.

It was not until after World War I that post schools were again supported by congressional appropriations, which were discontinued in 1922.

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[1] One who follows an army and sells to the troops provisions, liquor, and the like.

Support of post schools for children then became dependent on the recreation fund and local post contributions. In 1925 another JAG ruling negatively sanctioned the legality of the post schools by declaring that they were not forbidden by law, although the schools received no direct appropriated support. Further, the ruling stated that government buildings could be used to house the schools provided that this did not interfere with the intended use of the buildings. Another ruling in 1926 held that the post recreation fund could be used to pay tuition for enlisted men's children. Since that time these recreation funds, plus contributions from the parents of the children and occasionally the profits of the post exchange, have constituted the principal sources of revenue from which school facilities were provided for children who did not have free access to public schools.[2]

These were the precedents for providing educational facilities and programs to dependent children of military personnel at installations in the United States and in its territories and possessions outside the continental limits or in overseas areas where no adequate facilities existed. In United States history there was no precedent, however, for setting up a dependents' educational system in a former enemy country occupied following victory in war. Since dependents did not join or accompany U.S. military personnel in the relatively short occupation of Germany after World War I, the need for such a school system never arose. On the other hand, once the decision was made after World War II to permit certain occupation personnel in Germany to have their dependents join them, the establishment of schools, as well as other essential services of an American community, was a logical consequence. In September 1945 the Special Occupational Planning Board of U.S. Forces, European Theater (USFET), was created to formulate over-all plans for living quarters, recreational facilities, and other services required by the occupation forces and their families. Included in these plans were permanent troop and headquarters locations, barracks, utilities, quarters for various types of servicemen and their dependents, clubs, expanded commissary and post exchange installations, and schools for dependent children.[3]

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[2] Lloyd E. Blauch and William L. Iverson, Education of Children on Federal Reservations (Washington, 1939), Stf Study 17, prepared for the Advisory Committee on Education. Quoted in paper, n.d., subj: Education of Children on Military Posts, Historical Background. In AG Microfilming Job No. B-100, Reel No. 3.161, subj: D/P&A /Director of Personnel & Administration/ Major Simpson's Records on Education of Dependents Program (hereafter cited as In USAREUR Hist Div Docu Sec /MF/).

[3] Oliver J. Frederiksen, The American Military Occupation of Germany, 1945-1953 (USAREUR Hist Div, 1953), pp. 120-21.

Section I: The Early Days, 1945-47

CHAPTER 1

Planning

1. Early Planning for Schools

With the need for schools established in the over-all preparations for the arrival of dependent families in occupied Germany, planning focused on the kind of school system that should be established. A variety of suggestions were received concerning the creation of a program. As early as 23 August 1945 one American officer suggested in a memorandum that a plan for a quadripartite school be submitted for consideration to the Allied Control Council. To promote international understanding, each of the 4 occupying powers would enroll 250 boys--ranging in age from 12 to 18--in a military-type school where French, English, and Russian would be taught. Students from the 4 countries would be organized into "companies" of 100 with equal national representation to avoid the competition of nationalities. Four boys, one from each country, would be quartered to a room. The athletic and military training program would combine elements from the four powers. Students would be encouraged to spend vacations in the homes of foreign friends or roommates. Such a program might have trained a group of young men whose future service to their countries would have been invaluable because of their understanding of other nations and their linguistic ability.[1] At the same time, this project was designed to

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[1]Memo, USFET Dep ACofS G4 to Maj Gen W. S. Paul, DCS, 23 Aug 45, subj: Boys Schools for Occupational Forces. In USAREUR Hist Div Depn Sch file. Unless otherwise indicated all sources cited in this chapter may be found in this file.

meet a specific objective and could therefore not fulfill the educational requirements of the whole dependent community in Germany.

One of the obstacles in formulating over-all plans for an educational system was the lack of accurate information on the number and age categories of the dependent children that were to come to the theater.[2] Upon such estimates depended the number of schools and teachers and the quantities of supplies and equipment that would be needed. All these factors would determine the cost of the education system, estimates of which were necessarily nothing more than guesses based on fluctuating occupational troop bases. A survey completed in early 1946 showed that for every 200 officers and noncommissioned officers (NCO) of the top three grades there would be 46 school age children. By July 1947 the occupation force was expected to reach 202,000 and to have 10,120 school age dependents in the theater. The cost of establishing and operating the school system for the first year was put at $4,000,000; the minimum annual expense was estimated at over $2,200,000, for a per pupil cost of $200.[3] Another staff study assumed for planning purposes that the occupation force would number 300,000 and that preschool age dependents would total 20,800; elementary school age, 11,900; and high school age, 5,800. Based on these figures the theater would need from 70 to 100 pregrammar schools, 70 to 100 elementary schools, and 30 to 40 high schools. It was also expected that some German universities, such as Marburg and Heidelberg, would have to accommodate from 1,000 to 1,500 American students. Personnel requirements to staff such a large school system were proportionately high: 200 school administrators, 200 clerical assistants, 700 nursery school and kindergarten teachers, 400 elementary school teachers, 300 high school and 200 university teachers, 500 general service employees, and from 300 to 500 French or German governesses and tutors, for a total staff of 2,800 - 3,000.[4]

Much of the dependents' schools planning was done by USFET headquarters' Information & Education (I&E) Division and G1 Morale Branch even before specific responsibility for dependents' schools was assigned. The Special Occupational Planning Board also formulated some ideas about dependents' education. The board assumed first that the schools would receive financial aid if not full support from the U.S. Government (meaning from Army appropriations) because tuition charges or assessments would impose a hardship on most Army personnel, especially enlisted men. I&E, on the other hand, considered government aid as desirable to help keep tuition costs down, but didn't assume that such aid would be forthcoming.

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[2]Memo, Maj K. K. Johnson, USFET G1, to C/G1 Morale Br, 21 Sep 45, subj: Report on Trip to Paris.

[3]Memo, C/USFET G1 Morale Br to Bud Dir, 23 Jan 46, subj: Budget Requirements for Education of Children of Occupational Forces.

[4]Stf Study, USFET I&E Div, 26 Jan 46, subj: School Requirements for Children Dependents in Army Communities.

Both the board and the I&E Division agreed that so far as operation of the school system was concerned, educational matters were best left to civilian experts and administrative problems relating to facilities, supplies, transportation, and maintenance, to the military.[5] The I&E Division thought that the whole education project warranted summoning a qualified civilian expert from the United States. The question of whether the Army was the appropriate agency to undertake such a project at all was implicit in the I&E Division's suggestion that the U.S. Office of Education be asked whether the dependents' education program did not fall within that office's province. The I&E Division accurately forecast the need for a rural-type elementary school system--dispersal of many small schools over a large area--and a centralized high school system--few large high schools located in large dependent population centers to serve both the centers and the areas around them. Good salaries would induce the better teachers to apply for jobs in Europe. USFET G1 thought the minimum salary should be $3,000 a year, which would not only attract competent people but would compare with other civilian income in the theater. Salaries would be scaled upward from there.[6] On the basis of a few months' practical experience, the I&E Division subsequently favored a single salary schedule for teachers amounting to over $4,100 a year, corresponding to a civil service rating of CAF-8.[7]

Still another detailed study, prepared in February 1946 to support a request for appropriated funds from the War Department, excluded consideration of the need for pregrammar schools or colleges.[8] Since the occupation forces were distributed throughout the U.S. Zone in military communities of varying sizes, the study recommended three general classifications of schools. For large communities a 7-year elementary school, to include kindergarten, and a 6-year high school were proposed. Smaller communities would be afforded a 9-year elementary school, and centralized and/or boarding high schools would be provided to take care of high school students from communities having no high schools of their own. Detailed curriculums for all of these, as well as estimates of personnel and equipment requirements, were included in the study. First year cost estimates, which included the cost of setting up the program, indicated a per pupil cost of approximately $335 in the elementary and combined elementary-high school programs. The per pupil cost at centralized high schools was estimated at $615. The plan also included detailed suggestions, including job descriptions, for the establishment of a headquarters organization staffed by civilian educators. This staff

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[5](1) Memo, Maj Johnson to C/G1 Morale Br, 21 Sep 45. (2) Memo, C/G1 Morale Br to Bud Dir, 23 Jan 46. Both cited above.

[6]See note above.

[7]DSS Rept of Ops, 30 Jun 46, pp. 13-14.

[8]IRS, USFET G1 Morale Br to I&E Div, 11 Feb 46, subj: School Requirements in Army Communities.

was to be responsible for all educational matters, including formulation of policy, setting of standards for personnel, establishing curriculums, selecting texts and supplies, and supervising the execution of the program.[9]

2. OMGUS Views on Dependent Education

The Office of Military Government for Germany (OMGUS) had no direct responsibility for the education of U.S. Army dependents. Its concern was in obtaining locations for boarding schools, sharing German university and/or college facilities, and in finding suitable governesses and tutors for high school level students who were unable to attend school. As part of the occupation policy of democratization, the return to the Germans of requistioned or confiscated educational facilities was to be carried out as quickly as possible. Democratic education was fundamental to democratic development. OMGUS, therefore, was the first to suggest that the Army dependents' schools should serve as models of democratic education to teach the Germans by example.[10]

3. War Department Policy

The assumption that the War Department would financially support a dependents' school program in Europe proved unjustified. In connection with the authorization permitting dependents to join their sponsors overseas, USFET was informed in February 1946 that the War Department assumed "no obligation for schooling of dependent children while overseas."[11] There was no objection, however, to establishing schools in overseas areas if it could be done without expense to the U.S. Government and without interfering with the mission or the occupational duties of the military forces. The I&E Division in Washington was authorized to provide information and assistance in the organization and operation of dependents' schools, provided such support did not involve the employment of additional personnel or the expenditure of appropriated funds.[12] In March 1946 the USFET commander assigned responsibility for implementing educational policies to the I&E Division with instructions to analyze the problem of establishing dependents' schools in military communities in the theater. A procedural plan for the operation of the schools was also to be prepared and implemented.[13] Although War Department approval

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[9]Stf Study, USFET I&E Div, 19 Feb 46, subj: Educational Program for Dependents in the Army of Occupation.

[10]Stf Study, USFET I&E Div, 26 Jan 46, cited above.

[11]Cable WCL-49706, WARCOS WDGAP to CG USFET, et al., 25 Feb 46. In USAREUR Hist Div Docu Sec (MF).

[12]Comment 1, WD G1 to WD I&E Div, 15 Mar 46, subj: Education of Dependents of Military Personnel Overseas. WDGAP 350. In file above.

[13]Memo, CG USFET to C/I&E Div, 20 Mar 46, subj: Planning of Schools for Dependent Children in Army Communities. AG 352 GAR-AGO.

seemed doubtful, USFET in April 1946 forwarded its detailed plans for a tentative school program to Washington along with a request for funds. In brief, the plans provided for dependents' schools from kindergarten through grade 12 and suggested several types of school organizations with different grade groupings that could be adapted to the needs of various localities. Centralized supervision of the schools was to be exercised by qualified administrators to assure uniform standards and efficient operation. Teacher qualifications and curriculum requirements were determined with the idea of meeting educational standards found in the United States. School requirements were based on an estimated occupation force of 160,000 by 1 July 1947, 30,000 dependents--revised from the plan's original estimate of 50,000--and 7,500 school age children. To accommodate these an estimated 50 schools with 330 American administrators and teachers and 257 German maintenance and clerical people would be needed. The salaries for German employees would be charged to reparations costs. The total cost for the school program was estimated at slightly more than $2 million, but since approximately $300,000 worth--about one-half of the estimated needs--of miscellaneous supplies were available in the theater, the amount of required appropriated funds would be $1,709,000.[14]

In the meantime, USFET prepared an alternate school program in case the War Department did not favorably consider the theater's request for school fund support. This program proposed financing the school system through reasonable tuition charges, averaging $10 per month, and meeting the balance with the profits from the sale of beverages (so-called class VI supplies). This modified program was based on a revised enrollment estimate of 2,500 students, which meant of course that costs for teachers, supplies, and equipment could be reduced correspondingly. The total needed then was close to $560,000, for a per capita cost of $225, of which $90 would come from tuition and $135 from class VI profits. This plan also visualized the creation of an agency, other than G1 or the I&E Division, to administer the operations of the schools once they were established. Certain qualified personnel in the I&E Division were available to staff such an agency and prepare for the screening of administrative and teaching personnel, the setting up of courses of study, and the surveying of supplies and equipment in the theater.[15]

The War Department did not approve the request for funds and suggested using the Central Welfare funds in the command. However, since these funds were designed to assist enlisted men, their use for the education of dependents of officer and civilian personnel could not be justified. The Central Welfare Board recommended obtaining funds from class VI profits.[16]

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[14] Ltr, USFET to AGWAR, 8 Apr 46, subj: Schools for Dependent Children, European Theater. AG 352 GAP-AGO.

[15] Stf Study, USFET G1, 17 Apr 46, subj: Alternate Program for the Education of Minor Dependents.

[16] DSS Rept of Ops, 30 Jun 46, pp. 19-20.

4. Planning for Schools in Austria

Although subordinate to United States Forces, European Theater, United States Forces, Austria (USFA), enjoyed considerable autonomy. Moreover, the occupation of Austria was somewhat different from that of Germany. Thus, USFA formulated separate plans to establish schools that would be independent of those in Germany.

USFET's March 1946 plans for the education of minor dependents in the theater took the problems existing in Austria into consideration. Three schools serving a total of 300 children were envisioned for Austria--one each in Salzburg, Linz, and Vienna. Operational control of the schools would be vested in the Commanding General, USFA, but the responsibility for procurement of personnel and supplies, for the allocation of appropriated funds, and for administrative matters would remain with USFET headquarters.[17]

USFA, however, had meanwhile developed an independent, but generally similar, plan for the education of dependents in Austria. An elementary school with nursery was to be organized in each of the three military communities and a single boarding-type high school in Vienna. It was hoped that a sufficient number of teachers could be found among the dependent wives who would come to Austria; these would have to be fully qualified and would receive salaries approximating those found in the United States. This preliminary plan did not anticipate an appropriation to meet the costs of the school system, and parents were expected to pay tuition charges of approximately $25 per month in addition to textbook, library, and laboratory fees.[18]

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[17] Stf Study, USFET I&E Div, 18 Mar 46, subj: A Tentative Program for the Education of Minor Dependents of the United States Occupational Forces in the European Theater.

[18] USFA ltr, 12 Feb 46, subj: Schools for Dependents of U.S. Army and U.S. Civilian Personnel in Austria. AG 352-PAGCT.

CHAPTER 2

Preparations for the Opening of Schools

5. Establishment of the Dependents' Schools Service

In May 1946 the first concrete results of all the planning that went into the dependents' school program were realized with the creation of the Dependents' Schools Service (DSS), the prelude to the actual opening of the schools themselves. Established under the command of Maj. Virgil R. Walker in Frankfurt as a special staff agency of theater headquarters and responsible to the USFET Assistant Chief of Staff, G-1, the Dependents' Schools Service was charged with the planning and supervision of a school program for minor dependents in the U.S. Zone of Occupation of Germany. The service assumed responsibility for personnel procurement, curriculum planning, budgeting, development of supply requirements, and general supervision of teaching and administrative methods.[1] The small staff of DSS, made available from the I&E Division on a temporary duty (TDY) basis, consisted of 2 officers--one of whom also served as Director of Education and had primary responsibility for developing the educational program--1 enlisted man, and 4 U.S. civilians--a librarian, a science specialist, a music specialist, and a secondary education specialist--in addition to several Allied and German clerical personnel.[2] Since dependent children were not to be educationally handicapped while in Europe, the standards of the schools to be established were set as high as those of the best schools in the United States. This was an essential requirement if the schools were to meet the standards of accrediting associations in the United States. The Dependents' Schools Service's tentative program was based on the concept of civilian-staffed elementary schools in all military communities supplemented by centralized and/or boarding high schools.

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[1] USFET GO's 132, 4 May 46; 147, 18 May 46.

[2] DSS Rept of Ops, 30 Jun 46, cited above, pp. 2-6.

The type and size of the schools would depend upon the size of the community. Preschool and college age dependents were not included in the planning.[3] To help communities prepare for the establishment of schools, USFET solicited the support of local commanders in surveying facilities and personnel resources. All existing facilities that might be used in the school program were to be surveyed, including school plant based upon an approximate teacher-pupil ratio of 1:23; general school equipment, such as desks and chairs; and specialized equipment for science, arts and crafts, music, and physical education classes.

Although teacher recruitment in the United States was anticipated, it was thought that the theater itself was and would be a rich source of qualified teachers. For this reason, local commanders were also requested to circulate a questionnaire that was to be completed by military and civilian personnel present in or assigned to the theater. The questionnaire was not designed as an application for employment in the school system, but was to serve only as a source of information enabling the Dependents' Schools Service to evaluate personnel resources.[4] The questionnaire was also reproduced in The Stars and Stripes of 26 May 1946, along with the official USFET announcement of the plans for establishing the dependents' schools system.

6. Relationship of the School Systems in Germany and Austria

In late May 1946 a conference was held to determine the future relationship between the schools in Germany and Austria. By this time USFA had a well-developed plan of operations and had established a nonappropriated fund--using class VI profits--to defray the costs of operating the schools. The conferees agreed that USFA would retain control of its independent school system, but that USFET would assume responsibility for the allocation of any appropriated funds that became available and for processing and transporting teachers destined for Austria. In addition, to provide uniformity the two systems would coordinate such matters as teacher contracts and salary schedules; curriculum planning; and selection of textbooks, library books, and specialized equipment and supplies.[5] This unofficial collaboration continued, with the school system in Germany taking care of the recruiting and processing of teachers for Austria until the American forces withdrew from that country in late 1955.

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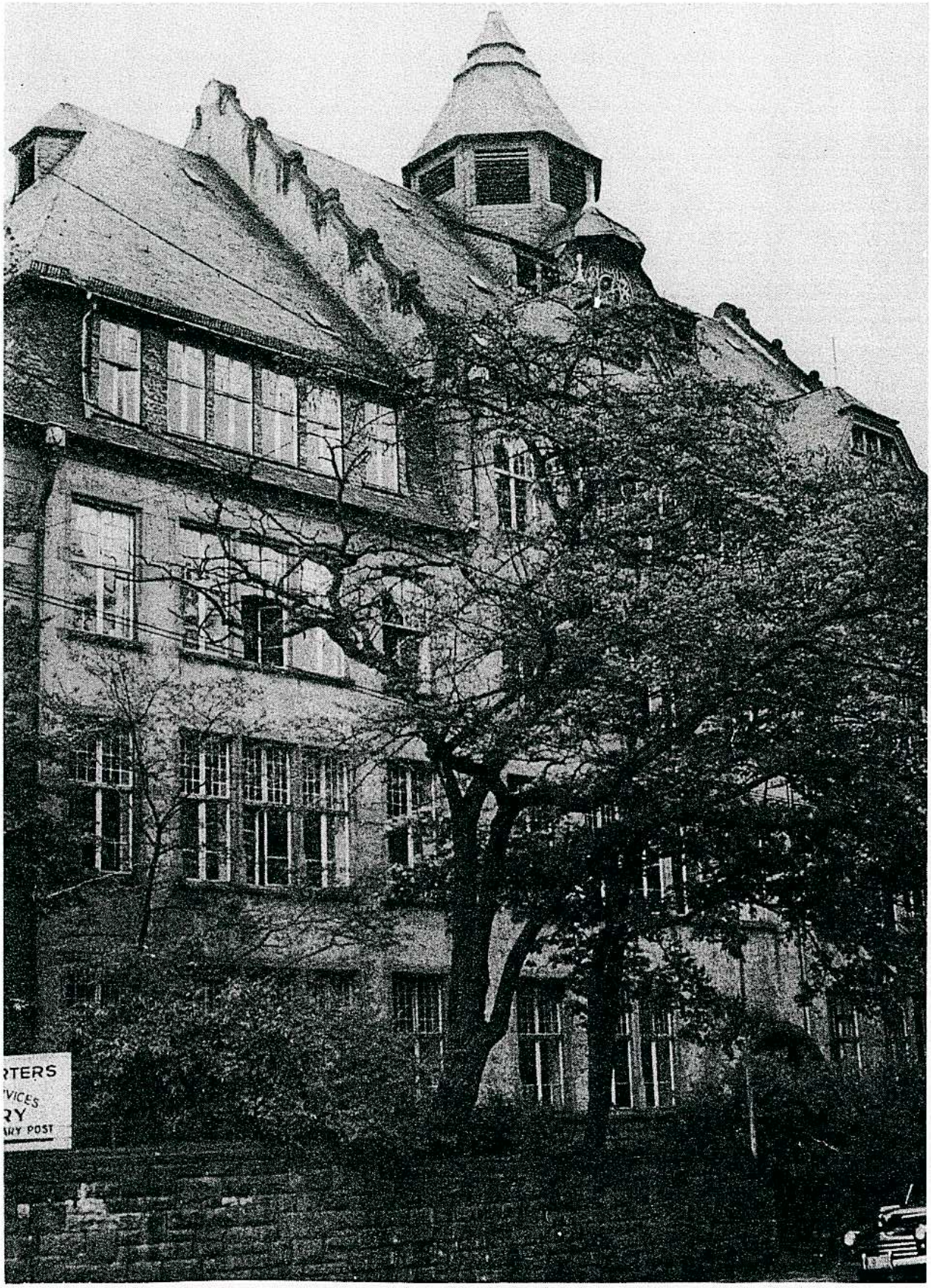
[3] USFET ltr, 4 May 46, subj: Schools for Minor Dependents in the European Theater. AG 352 GAP-AGO.

[4] Ibid.

[5] Memo for rec, Maj K. K. Johnson, USFET G1, 3 Jun 46, subj: Conference on Dependents Schools Problems. In USAREUR Hist Div Depn Sch file. Unless otherwise indicated all sources cited in this chapter may be found in this file.



The Elizabethan School—first American elementary school in Frankfurt and headquarters of the Dependents' Schools Service

AGL (1) 8-58-350-67354

7. The Financial Picture

The opening of schools depended upon adequate enrollment, qualified teacher personnel, and the availability of funds. As already indicated, the War Department had not assumed any financial responsibility for the education of minor dependents overseas. Although USFET recommended reconsideration and submitted another request for appropriated funds, a study of the nonappropriated fund resources available in the theater was also prepared. This study indicated that sufficient nonappropriated funds were available to defray initial planning and procurement costs until appropriated funds became available. If no such appropriated funds were forthcoming, the program could probably be supported entirely from nonappropriated funds.[6]

The War Department replied that "no direct appropriation will be made for education of dependents."[7] It thus became necessary to implement the alternate funding program and to rely on support from nonappropriated funds. Accordingly, the Dependents' Schools Service Fund was established on 6 June 1946 as an activity of DSS. Revenues for the fund were to be derived from the profits of the U.S. officers' and noncommissioned officers' clubs in the theater and from tuition fees.[8] The fund was initiated with a contribution of $100,000 from the Educational Fund, U.S. Forces in Austria.[9]

In order to supplement this grant and thereby keep tuition charges down, $375,000 was to be contributed from the class VI profits of the U.S. Officers' and Non-Commissioned Officers' Club, European Theater. The DSS Fund was to receive this sum in monthly installments over a one-year period ending 1 July 1947.[10]

The tuition-fee plan called for the lowest 3 enlisted grades not to pay any charge, while the top 4 enlisted grades were to pay $4 per month and officers and civilians $8 per month. Based on a forecast enrollment of 3,000 pupils, some $200,000 could thus be realized from tuition levies.[11] The plan was approved, and the above schedule of

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[6] USFET ltr, 4 May 46, cited above.

[7] Cable W-89314, AGWAR to CG USFET, 25 May 46.

[8] USFET Stf Memo 55, 6 Jun 46, subj: Establishment of Dependents Schools Service Fund.

[9] Ltr, USFA to CG USFET, 8 Jun 46, subj: Transmittal of Nonappropriated Funds. AG 123-GCT.

[10] Ltr, USFET to Bd of Governors, US Off & NCO Club, Eur Thtr, 20 Jun 46, subj: Allocation of Class VI Supply Funds for Dependents Schools. AG 352 SGS-OAGO. A subsequent grant in November 1946 brought the total to $610,000.

[11] Stf Study, USFET G1, 22 Jun 46, subj: Tuition Charges, Dependents' Schools Program.

tuition charges was made official on 20 July 1946.[12]

8. Preparation of the Educational Program

While the financial problems were thus being solved, the educational staff of the Dependents' Schools Service--composed of a librarian and specialists in the fields of science, music, and secondary education--developed detailed courses of study for all grades and subjects. Itemized lists of school supplies--to include textbooks, reference works, and library books in addition to general supplies--were prepared, and general criteria and areas of responsibility for the operation of the schools were established.

In July 1946 an elementary education specialist was added to the staff, and six of the newly hired teachers came to Europe in advance of the main body to assist the regular DSS staff in its preparations. Another group of teachers, who came to Germany in September with the rest, met at Boston University before leaving. There they prepared data on elementary school courses of study and gathered similar material that was available within their own school systems and brought this information to Europe, where it served to supplement the planning efforts of the Dependents' Schools Service. Finally, 11 committees of teachers were formed to develop detailed information and recommendations that would be of general use in the following areas: music, mathematics, social studies, language arts, home economics, art, library, the one-room school, community resources, reports to parents, and responsibilities of the teacher. The committees reported on their activities at a general conference held at Bad Homburg during the week of 6 October; written reports of the committees' findings were distributed to all teachers to assist them in meeting the challenge of establishing an American school system in the ruins of post-war Europe.[13]

Realizing that a prolonged stay in Europe offered the individual student a unique opportunity to broaden his outlook, the DSS staff decided in June 1946 to provide the basic tool of cultural intercourse--language. Although it would not be made a required course, German was to be taught at all grade levels. A foreign language specialist was recruited in the United States to take charge of this program and develop the necessary courses of study, instructional materials, and teaching aids, most of which were prepared locally and distributed to the teachers. The teachers themselves were locally hired German nationals who were paid with occupation cost funds, thus providing a German language program that cost the United States virtually nothing.[14]

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[12] USFET ltr, 20 Jul 46, subj: Tuition, Dependents' Schools Program. AG 352 GAP-AGO.

[13] DSS Rept of Ops, 31 Dec 46, pp. 2, 3, 9, 11-12.

[14] (1) DSS Rept of Ops, 30 Jun 46, p. 30. (2) DSS Rept of Ops, 31 Mar 47, p. 12. (3) Appendix VI, to DSS Rept of Ops, 31 Mar 47.

In addition to the preparations made for the establishment of an American school system in Europe, the Dependents' Schools Service took into consideration the fact that some parents might prefer to send their children to private schools and established an information and advisory service to assist such parents in placing their children in Swiss schools. A partial list of Swiss schools that were willing to accept American students and that offered instruction in English was compiled and distributed to each military community along with a series of pamphlets and brochures. Direct arrangements had to be made by the individual parents, using the Swiss National Tourist Office as the liaison agent with the school selected. During school year 1946-47 some 50 dependent children studied in Switzerland.[15]

9. Personnel Procurement

Another problem was that of obtaining and selecting personnel to run the schools. Since the success or failure of the program rested mainly upon the quality of teaching provided, the minimum requirements for classroom teachers were established as the possession of a bachelor's degree coupled with two years of successful teaching experience.[16]

On the basis of dependent population estimates and a maximum teacher-pupil ratio of 1:25, the recruitment of 113 teachers and administrators was initiated in the United States. Additional instructional personnel and the necessary clerical workers would be hired within Germany.[17]

Having been requested to assist in the recruiting drive, the placement services of ten American universities and colleges screened applicants and selected the best candidates. These were interviewed by two DSS representatives--Mr. R. R. Meyering and Maj. M. S. Bell--who flew to the United States for the final selection. Most of the elementary school teachers were chosen from the Middle West, for it was realized that the dependents' school system in Europe would closely approximate the conditions found in that area, i.e., small, scattered communities served by one- or two-teacher schools that contained all eight elementary grades. Teachers familiar with this type of instructional problem were, of course, necessary to insure success. On the other hand, high school instructors were selected largely from the East and West coast areas; the large centralized high schools in Europe would most closely parallel the conditions found in the coastal city school systems, and representation of all geographic areas on the school staff was considered desirable.

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[15](1) USFET ltr, 27 Jun 46, subj: Educational Facilities in Switzerland. AG 350 GAP-AGO. (2) DSS Rept of Ops, 31 Dec 46, p. 20.

[16]These basic requirements remained unchanged throughout the 10-year period under discussion.

[17]DSS Rept of Ops, 30 Jun 46, pp. 29-30.

Although the school teachers were paid from nonappropriated funds, they benefited from the same transportation and processing facilities as did regular civil service employees.[18]

Although six teachers arrived in Europe with one of the DSS recruiters in August,[19] the first regular contingent did not reach Frankfurt until early in September; by 6 October all the teachers hired in the United States had arrived. In a series of lectures, conferences and tours, during this one-month period, the newly arrived personnel were acquainted with their new environment and working conditions.[20]

These methods--the screening of applicants by American universities, interviewing candidates before final selection, and conducting thorough orientation programs for newly arrived personnel--were continued, virtually without change, throughout the ten-year period covered by this study.

In addition to the personnel recruited in the United States the Dependents' Schools Service from time to time hired qualified dependents for teaching positions. During the school year 1946-47 approximately 40 dependents were hired as school population growth dictated increases in the teaching staff. Locally hired teachers were paid at an annual rate of $1,800, as compared with the yearly salary of $3,725 paid to those recruited in the United States.[21] The practice of hiring teachers locally to supplement those brought from the United States also proved satisfactory.

10. Supplies

The first lists of books and materials had been prepared in May 1946. Obtaining these supplies and distributing them to the schools remained, however, a problem of major proportions. The two interviewers who went to the United States in July also placed orders there for books and supplies needed for the coming school year. Some $100,000 was spent during the first school year for supplies, which included approximately 15,000 books that were shipped from the United States. The time lag in shipping was an area of real concern, for although most of the books were received during the last quarter of 1946, it was not until early 1947 that the final shipments of books and supplies from the United States arrived.[22]

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[18] Ibid., pp. 31, 34.

[19] DSS Rept of Ops, 31 Dec 46, p. 3.

[20] Ibid., p. 10.

[21] "The Second Year of the Occupation" (Occupation Forces in Europe Series, EUCOM Ofc of Chief Historian), Vol. III, p. 211.

[22] (1) Ibid., p. 216. (2) DSS Rept of Ops, 30 Jun 46, p. 35. (3) Appendix VII, to DSS Rept of Ops, 30 Jun 47.

Both to alleviate the book shortage and to help keep costs down, many library and reference books, as well as textbooks, were obtained within the theater from the Information and Education and the Special Services Divisions. Approximately another 15,000 volumes were received from these sources.

A considerable portion of the other supplies needed for the schools was also obtained from the Army's service agencies[23] within the theater. Thus, for example, the Signal Corps made available many films, filmstrips, and other audio-visual aids material and equipment; the Quartermaster Corps provided such expendable supplies as paper, notebooks, pencils and pens, rulers, ink, paper clips, brooms and mops, etc.; nonexpendable supplies, such as furniture, were requisitioned through normal supply channels from the appropriate service agency; and some scientific laboratory equipment was made available by the Medical Corps. Athletic equipment was provided by the Special Services Division.[24]

In addition to the supplies and books bought or requisitioned, the DSS staff prepared and distributed many special teaching aids, lesson plans, and mimeographed instructional materials to be used to supplement or, in some cases, take the place of regular printed materials.[25]

The distribution of books and supplies to the schools, seemingly a routine matter, led to major difficulties because of a lack of transportation facilities. The Dependents' Schools Service had no delivery trucks, so each individual community had to provide a vehicle to pick up the supplies for its school. Communities that could spare no trucks were forced to reply on parcel post shipments. This situation was finally corrected in February 1947 when USFET inaugurated a rail express service.[26]

11. Criteria and Responsibilities

In September 1946 USFET determined the criteria and responsibilities for establishing and operating the dependents' school system in Germany. While an elementary school was to be established in every military community having at least 10 eligible school age children, high schools would

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[23] The Army services are those branches primarily concerned with furnishing technical support and administration to the Army as a whole, as opposed to the arms, whose primary mission is combat.

[24] (1) "The Second Year of the Occupation," Vol. III, pp. 217, 220. (2) DSS Rept of Ops, 30 Jun 47, p. 26. (3) Appendixes III and X, to DSS Rept of Ops, 31 Dec 46. (4) The (Giessen) Military Monitor /community newspaper/, 6 May 47.

[25] DSS Rept of Ops, 31 Mar 47, p. 11. For further details concerning the use of locally developed materials, see par. 13 and ch. 9, passim.

[26] "The Second Year of the Occupation," Vol. III, pp. 216-17.

be established only in large population centers where they would serve the surrounding geographical area. To be eligible for admission to an Army school a child had to reach his sixth birthday by 1 January 1947. Grade placement of older pupils was effected on the basis of record transcripts or earlier report cards. All students were required to undergo physical examinations and submit proof of having had the required immunizations. In addition to the children of American personnel, the school age dependents of members of foreign (allied) diplomatic corps, missions, and liaison groups were permitted to enroll.

Responsibility was vested in the staff of each school for the operation of the school, to include the maintenance of discipline. On the other hand, the military commander of each community in which a school was located was required to provide logistical support, to include an adequate building for the school plant, maintenance service and utilities, messing and billeting facilities for boarding high school students, and "hot lunch" messing facilities. Moreover, the commander was to arrange for transportation of students and supplies; to collect and forward to the Dependents' Schools Service tuition payments; and to furnish German maintenance and custodial personnel, teacher-assistants, clerk-typists, and German language instructors. Finally, the Dependents' Schools Service was responsible for the general supervision and administration of the system, to include technical supervision of the individual schools; determination of courses of study, curriculums, promotion policy, and school calendar; and personnel administration, to include employing, assigning, and transferring personnel, as well as determining requirements and job descriptions for all employees.[27]

12. School Plant Facilities

A directive that had been issued in June 1946, prohibiting the appropriation of indigenous school buildings or supplies for use by the American dependents' schools, seriously hampered the community commanders' efforts to provide adequate school buildings.[28] In certain cases German schools were used, most notably in Frankfurt, where a modernistic school building that had been built under the Nazi regime housed the largest American high school. The building contained a full-sized gymnasium, shower rooms, an auditorium, a library with 3,500 books, a manual training shop, and a home economics department with stoves, sewing machines, and a model home.[29] This was, however, the exception that proved the rule. In the vast majority of cases improvisation characterized the

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[27](1) USFET ltr, 11 Sep 46, subj: Tentative Dependents School Plans and Teacher Assignment. AG 352 GAP-AGO. (2) USFET ltr, 14 Oct 46, subj: General Provisions for All Dependents' Schools, w/incl. AG 352 GAP-AGO.

[28]DSS Rept of Ops, 30 Jun 46, p. 7.

[29]Dorothy Gies, "Bobby Sox Outpost," The Stars and Stripes Weekend (Eur. Ed.), 17 Nov 46.

efforts to provide suitable buildings to house the schools. In Landshut, for example, the elementary school shared a building with the engineer post utilities shops; in other cases extra rooms in military barracks were made available, and private houses and apartments were used for schools. The Munich high school was located in a requisitioned German house, as was the dormitory for boarding students. Because of a shortage of furniture the dormitory was equipped with Army cots and wooden boxes that served as tables and desks.

Despite these handicaps school began on 14 October with 38 elementary schools and 5 high schools in operation.[30]

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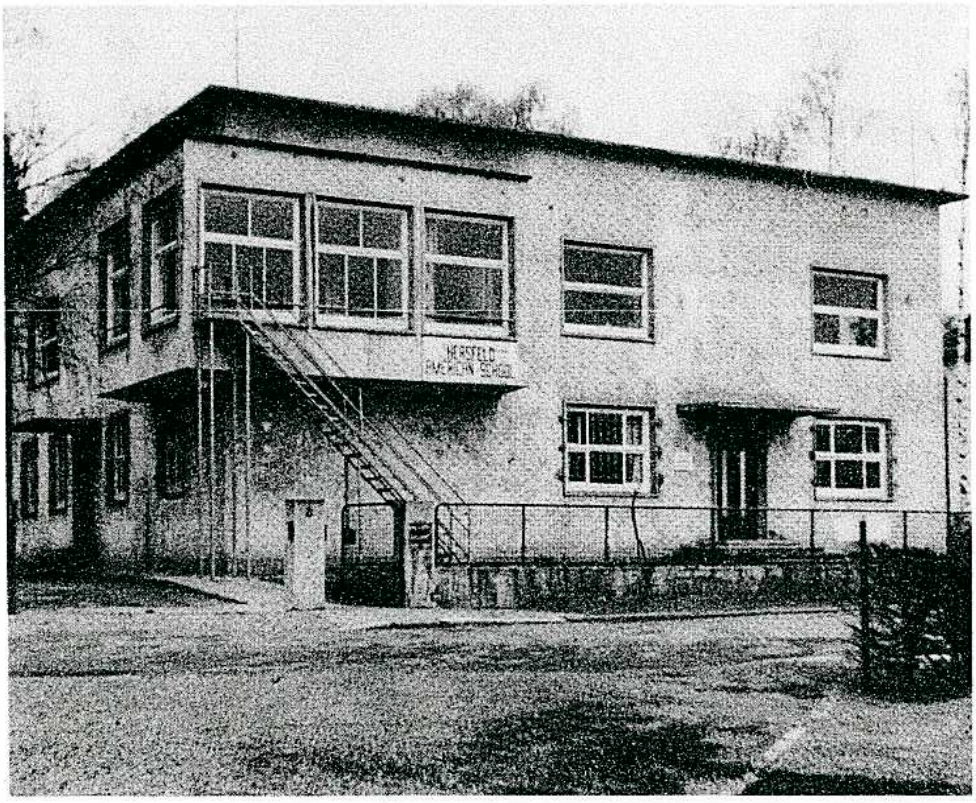
[30](1) The Landshut Dependent School News /school newspaper/, 30 May 47. Copy in USADEG files. (2) Incl 1, n.d., no subj, (press release based on interviews with veteran teachers), to DF, USADEG to USAREUR Hist Div, 4 Oct 57, subj: Data for Historical Study, DEG. In USAREUR Hist Div Docu Sec.



American schools formerly housed in requisitioned properties at Erlangen (above) and Hersfeld (below)

CHAPTER 3

The First Year

13. Programs and Problems

The 43 American schools in Germany, staffed by 116 American teachers, opened their doors to 1,297 dependent children. In addition to the normal "three R's," the elementary school curriculum encompassed arts and crafts, music, and German language courses for all grades. Whenever possible schools were furnished pianos, phonographs, recordings, and radios. The music program included singing, lessons in sight reading of sheet music, and music appreciation. To supplement this latter aspect of the curriculum, weekly radio programs were broadcast over the Armed Forces Network especially for the schools. Although at first only concerned with music appreciation, later in the school year these broadcasts included programs of German music and literature that supplemented the German language instruction. The instructional materials for both music and German, as well as the broadcasts, were largely developed locally by the DSS staff.[1]

In the high schools the main emphasis was on the college preparatory type of curriculum, although some vocational education was offered. Arts and crafts, music, and physical education were an integral part of the curriculum, and guidance and counseling services were also provided. The high school music program was considerably broader than that of the elementary schools, including instrumental music and chorus singing in addition to the other offerings. The arts and crafts program suffered particularly from a lack of supplies, and was saved from extinction, only by individual

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[1] (1) DSS Rept of Ops, 31 Dec 46, pp. 16-17; Appendixes VIII and XIII. (2) DSS Rept of Ops, 31 Mar 47, pp. 11-12. (3) DSS Rept of Ops, 30 Jun 47, pp. 18-19. (4) Incl 1, to DF, USADEG to Hist Div, 4 Oct 57, cited above.

resourcefulness and ingenuity. In the Frankfurt high school, for instance, pupils went to a nearby salvage dump to "scrounge" pieces of metal, wood, and leather to use in the crafts classes. Empty shell casings were used in other instances to make ashtrays, lamps, and jewel boxes. One teacher had only colored chalk for her art classes, but managed to multiply the uses of this simple substance. Powdered and mixed with water it became tempera paint; mixed with varnish it substituted for enamel; and when added to starch it served as finger paint. The high schools also had rather well-developed extracurricular programs, and in many instances teachers conducted field trips to nearby points of historical or cultural interest to supplement their classroom instruction.[2]

All schools, elementary and high, had libraries, and in many instances individual classrooms had their own libraries in addition. A central circulating library was also provided to insure maximum use of those books that were too few in number to be distributed to the school libraries.[3]

In a further effort to maintain the highest American standards, standardized mental ability and achievement tests were given throughout the school system during November and December 1946. The results were tabulated for use by the teachers in diagnosing individual difficulties and thereby determining any need for remedial instruction.[4]

Realizing that the individual child's physical well-being was at least as important as its education, the Dependents' Schools Service introduced a school health program in November 1946. In December a Director of Nurses was added to the DSS staff to supervise the nurses who were assigned to the larger schools. Because of budgetary limitations the local communities had to supply their own nurses for the smaller schools, either from local funds or on a volunteer basis. The nurses, working in conjunction with a local Army medical officer, were to weigh and measure each child at least once every four months; check periodically on the general health of the child; make an annual examination for gross defects, to include a check of teeth, ears, and eyes; maintain a health record for each child; and conduct sanitary inspections of the schools.[5]

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[2](1) Rept, Dr. V. M. Rogers, n.d., subj: Evaluation of American Dependents Secondary Schools in Germany (submitted to the North Central Association of Colleges and Secondary Schools). Cy in Hist Div Depn Sch file. (2) Incl 1, to DF, USADEG to Hist Div, cited above. (3) DSS Rept of Ops, 31 Dec 46, p. 16.

[3](1) "The Second Year of the Occupation," Vol. III, p. 220. (2) Rept, Dr. Rogers, cited above. (3) Appendix XIII, to DSS Rept of Ops, 31 Dec 46.

[4]DSS Rept of Ops, 31 Dec 46, p. 20. The tests used were the Otis Quick Scoring Mental Ability Test, the Meyers-Ruch High School Progress Test, and the Metropolitan Achievement Test for Grades One to Eight.

[5](1) Ibid. (2) USFET ltr, 16 Nov 46, subj: Dependents' Schools Health Service. AG 352 MCH-AGO.

Shortly after the schools had opened it was announced that no kindergartens would be operated by the Dependents' Schools Service because of the limited school budget. However, groups of parents who were anxious to provide their children with kindergarten schooling proceeded to organize their own kindergartens in several communities, and in some cases also nursery schools.[6] The Dependents' Schools Service then requested an additional grant from the nonappropriated funds available within the theater. The request was approved by the theater commander, and the DSS Fund was granted an additional $135,000 from class VI profits.[7] Of this amount, $35,000 was to provide for the establishment of kindergartens in communities with elementary schools and in which at least 10 kindergarten age children resided. The five kindergartens thus established were operated on a half-day basis. Qualified teachers were approved and paid by DSS but had to be made available by each community. Tuition charges for kindergarten were the same as for grades 1 to 12.[8]

A typically American activity was also introduced to the European scene with the appearance of PTA's. Even before the schools had opened a group of parents stationed in Berlin had met to form a local Parent-Teachers Association, and other communities were not slow to follow. By the end of the school year PTA's had "become an important force in the schools."[9]

14. Evaluation

The school system established in 1946 by the Army for its dependent children in Europe adequately met the obvious need for an educational program. Most aspects of the program had worked well during the school year 1946-47, and some growth and improvement was already discernible. By the end of the school year--which officially closed on 11 July 1947--enrollment had more than doubled, rising to 2,992. These pupils were taught by 150 teachers, but the factor to be considered in evaluating

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[6](1) The Stars and Stripes (Eur. Ed.), 18 and 24 Oct 46. (2) The (Frankfurt) Occupation Chronicle /community newspaper/, 23 Oct 46. (3) The Heidelberg Post /community newspaper/, 7 Nov 46. Copies of latter two in USADEG files.

[7]Nonappropriated fund grants then totaled $610,000.

[8](1) USFET ltr, 14 Nov 46, subj: Kindergarten Program. AG 352 GAP-AGO. (2) Ltr, USFET to Bd of Governors, US Off & NCO Club, Eur Thtr, /20/ Nov 46, subj: Allocation of Class VI Supply Funds for Dependents Schools. Both in Hist Div Depn Sch files. (3) DSS Rept of Ops, 31 Dec 46, p. 16.

[9](1) The Stars and Stripes (Eur. Ed.), 13 Oct 46. Many reports of early PTA groups are included in the newspaper clipping files of USADEG, drawn from a number of community newspapers. (2) Rept, Dr. Rogers, cited above.

the teacher-pupil ratio of 1:20 was the unequal distribution of the school population.[10] As noted above, the use of radio programs to supplement classroom instruction had been expanded during the year, and the German language program had been successful, with approximately 90 percent of the pupils taking these optional courses.[11] The school health program had also shown its value; the 2,429 physical examinations conducted had revealed 944 children in need of treatment, and some 2,400 children had had their required immunizations completed.[12]

Even in the area of personnel, the DSS staff found themselves in more auspicious circumstances than anticipated. Although roughly 90 percent of the teachers had come to Europe on a one-year leave of absence and would have to return to the United States before September 1947 to protect their careers, some 35 percent had indicated in February a desire to remain overseas for at least another year. Actually close to 45 percent finally decided to remain; only 65 of the 114 teachers employed for school year 1947-48 were hired in the United States. Moreover, American teachers showed so much interest in working for dependents' schools systems that these 65 were selected from hundreds of applicants.[13]

One of the most important problems facing the school system was accreditation of the dependents' high schools. Realizing that schooling would otherwise be of little benefit to a child returning to the United States, the Dependents' Schools Service had requested recognition from the North Central Association of Colleges and Secondary Schools (NCA).[14]

An NCA representative was originally expected to come to Europe to inspect the five high schools. When this became impossible Dr. Virgil M. Rogers, a prominent educator and the Superintendent of Schools of Battle Creek, Michigan, was designated by the NCA to make this evaluation. He was at that time in Europe as a member of a special War Department educational mission to survey the native German school system. Dr. Rogers

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[10] "The Second Year of the Occupation," Vol. III, pp. 206, 221. By the end of the year the number of elementary schools had risen to 41, while the high schools remained at 5.

[11] DSS Rept of Ops, 31 Mar 47, pp. 11-12.

[12] "The Third Year of the Occupation" (Occupation Forces in Europe Series, cited above), 1st Qtr, Vol. III, p. 204.

[13] (1) DSS Rept of Ops, 31 Mar 47, pp. 5-6. (2) Ltr, C/DSS to EUCOM Dir Pers & Admin, 27 Aug 47, subj: Report of Trip to United States to Procure Personnel for Dependents Schools Service. (3) Hq DSS Str Rept, 30 Sep 47. All in Hist Div Depn Sch file.

[14] The North Central Association had been selected on the grounds that it was the largest accrediting association and had the most member schools (covering 19 states) of any in the United States.

conducted his investigation during the last two weeks of April 1947 and submitted a written report to the NCA.[15]

In his report Dr. Rogers was able to "unhesitatingly commend /the high schools/ to the Association for recognition beginning with the current year." The schools had developed a satisfactory degree of efficient instruction, had high morale, and an intellectual tone. All buildings fully met NCA standards for safety, sanitation, and student comfort. Instructional materials and equipment were considered adequate despite shortages that had existed during the first few months of the school year, and in certain areas, most notably the science laboratories and audio-visual aids, were found to be better than average or, indeed, a model for American schools to copy.

The one weak spot was the libraries. Although books were numerically plentiful, the selection of titles, since many of them had come from Army sources, left something to be desired. This situation was, however, in the process of being corrected as books ordered from recommended high school reading lists were beginning to arrive from the United States.

With respect to the educational program itself, the main emphasis was on college preparatory courses. There was provision for art, music, and physical education, however, and some vocational education. The extracurricular program was strong, with excellent staff supervision, but the guidance and counselling programs were thought to be somewhat weak. The extremely low teacher-pupil ratio--the teaching load could compare favorably with any public or private school--permitted regular individual work with all pupils, thus offsetting many of the other weaknesses.

On the question of organization and administration, Dr. Rogers believed that, although the operation of schools was not a normal Army function, the policies that had been established assured an efficient and successful educational program. He properly identified high teacher turnover--which was to plague the system throughout the following years--as the major administrative problem, but felt that the high quality of the teachers employed and their excellent performance would offset this disadvantage.

Finally, the intercultural activities designed to develop better understanding between German and American youth were considered to be a

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[15](1) Rept, Dr. V. M. Rogers, cited above. The remainder of this chapter is based on Dr. Rogers' report. (2) Who's Who in America, Vol. 28 (Chicago, 1955), p. 2283.

positive contribution to the United States' efforts to reeducate conquered Germany.[16]

The learning situation and services provided by the Dependents' Schools Service were summarized as being far above the average high school accredited in the NCA area--an emphatic commendation of the Army's efforts to create an overseas school system for its dependent children.

[16] Newspaper clipping files in the USADEG headquarters contain a wealth of material concerning international activities--exchanges of visits, mixed outings, sports, parties, social gatherings, and cultural meetings--conducted in all grade levels of the Army schools. This program was well underway in the first year and is discussed further in par. 35.

Section II: Expansion and Growth, 1947-56

CHAPTER 4

Efforts to Establish a Permanent Program

Although the need for dependents' education had been met by EUCOM, and the school system that had been established appeared to be working well, it was quite obvious that some more permanent arrangement would have to be made. In the first place, the authorization for providing such schools was at best a negative one; it was not forbidden to provide education facilities, but neither was it expressly approved. Furthermore, to support the school system with only nonappropriated funds was somewhat undesirable, and possibly illegal, since the primary purpose of welfare funds was to provide entertainment, recreation, and comfort for enlisted men, whereas most dependent children were those of officers and the top three NCO grades.

15. War Department Activities

In March 1947 the War Department had designated The Adjutant General (TAG) as the operating agency for all matters pertaining to the education of dependent children. However, no funds were provided, and this arrangement was considered merely a temporary one that would be adjusted as soon as permanent legislation could be obtained to put the program on a firm base.[1] At the same time the War Department turned its attention to the

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[1](1) Memo, Maj B. M. Simpson, WD Pers & Admin Div, to Col Whalen, C/WD Pers & Admin Div Welfare Br, 1 Apr 47, subj: Education of Children Overseas. (2) DF, Dir WD Pers & Admin Div to TAG, 17 Mar 47, subj: Education of Children of War Department Personnel. WDGPA 352.9. (3) Min, Conf on Overseas Depn Schs, 22 May 47. All in Hist Div Docu Sec (MF).

two-fold problem of securing permanent authorization for the program through the passage of such legislation and of obtaining appropriated fund support to pay for the schools. In the view of the War Department, however, the basic consideration was not merely the operation of Army dependents' schools but, rather, the larger problem of providing educational opportunities for the dependents of all government personnel stationed overseas. For that reason unilateral action was considered less desirable than a "united front" approach, and a series of discussions were held among representatives of the Army, Navy, Air Force,[2] and U.S. Office of Education to find a common viewpoint. It was agreed that the U.S. Office of Education would confine its activities to assisting the services in their efforts, since the Commissioner of Education did not consider it appropriate for him to operate the overseas dependents' schools.

Since the Navy already had legal authority to use appropriated funds for the education of its dependents in any area--foreign or domestic--where regular schools were not available, it was proposed that the War Department attempt to get similar all-encompassing authority.[3] At the other extreme, one recommended solution to the dependents' education problem was to avoid it. Under this plan the Army would operate no schools but would contract for the education of its dependents on a per pupil cost basis. Within the United States and its possessions such contracts would be made with public school systems; in overseas areas a parents' organization could be established to provide schooling for the children under contract to the Army.[4]

Neither of these plans worked out. Although the Military Appropriations Act for fiscal year (FY) 1948 contained funds to be used for the education of dependents of military and civilian personnel residing on military reservations, the Judge Advocate General (JAG) ruled that the term "military reservations" could not be applied to any occupied overseas areas but was restricted to actual military reservations within the continental United States, its territories, and possessions only. Moreover, in the opinion of JAG, the War Department could not legally contract for services with a parents' organization since the latter would not be considered a long-established reputable firm with national standing.[5]

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[2]On 25 July 1947 the Congress passed a bill establishing the Department of Defense, with the Departments of the Army, Navy, and Air Force as separate entities within it. Although at the time here under discussion this change had not yet taken place, the War Department knew that it would in the near future and was already treating the Army Air Corps as a separate organization for planning purposes.

[3](1) Memo, Maj Simpson to Col Whalen, 1 Apr 47, cited above. (2) Min, Conf on Overseas Depn Schs, 22 May 47, cited above.

[4]Memo, Maj Simpson to Col Whalen, 10 Jul 47, subj: Dependents Schools. In file above.

[5]Status Rept, Maj Simpson, 28 Jul 47, subj: Dependent School Services. In file above.

In the meantime, however, the War Department general and special staff divisions had been developing tentative policies and procedures for the operation of Army dependents' schools should the desired basic legislation not be enacted. Representatives of the Far East Command (FECOM) and the European Command (EUCOM)[6] who were then in the United States to interview prospective teachers were called upon to provide recommendations and opinions that were incorporated into the regulation that the War Department finally published as a result of these activities.[7]

At the same time that these questions were being considered the Congress was debating and enacting the 1948 Supplemental Appropriations Act, Government and Relief in Occupied Areas (PL 271, 80th Congress), which made provisions for dependents' education, among other things; a total of $451,000 was included for the schools in Germany. In setting up the regulations for operating dependents' schools in overseas areas, the War Department specified that these appropriated monies could be used only for the education in grades 1 through 12 of the children of War Department personnel. The War Department would recruit and process the civilian personnel needed to operate the schools through its Civilian Personnel Division, and would distribute the appropriated funds quarterly to the commanders in chief of FECOM and EUCOM, who were directly responsible for the administration of the school program. The other features of the regulation were generally similar to those under which the EUCOM dependents' schools were already operating. The schools were to be as nearly like the better schools in the United States as possible; they were to be available for use by the military government as demonstration models; adequate plant facilities were to be secured on the local economy, by rental if necessary; secondary schools were to meet the requirements of an acceptable accreditation system; supplies and equipment were to be made available through normal supply channels after appropriate tables of allowances had been established; commanders (i.e., of FECOM or EUCOM) could contract for services, supplies, and equipment within the limits of the appropriation; and, finally, locally available funds might be used for expenses in excess of the appropriation.[8]

The Army's education program for dependent children was now legally authorized, and appropriated funds had been provided, at least for one year. This fell short of the desired permanent authorization, however, and efforts were continued to get basic legislation enacted that would provide a broad dependents' school program within the Department of Defense as a whole. Both the Army and the Air Force tried repeatedly to

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[6] USFET had been redesignated as EUCOM on 15 March 1947.

[7] Memo, Maj Simpson, 25 Jul 47, subj: Dependents Schools. WDGPA 352.9. In file above.

[8] WD Memo 850-475-1, 14 Aug 47, subj: Dependent School Services in Occupied Zones. In file above.

get congressional authorization for a permanent centralized school program in which all service-operated schools would have similar policies and programs. The Navy, however, operated its schools on an individual basis and did not desire to centralize their control. By the end of 1947 nothing concrete had been accomplished.[9]

Early in 1948 consideration was given to a plan for the State Department to take over the military government functions in Germany. At that time the Department of the Army discussed with State Department representatives the possibility of the latter taking over the operation of the dependents' schools, too. This plan also came to nought.[10]

16. Further Efforts at Unification

Although the Army never did get the basic, far-reaching legislation it desired, the idea of a unified school system came up for further discussion on several occasions during the period herein examined. In January 1952 a Department of the Army representative who had inspected the schools in EUCOM recommended that a joint Army-Air Force committee be created at the departmental level to provide uniformity in the various dependents' school systems. This committee would insure that both services had common policies, curriculums, and qualifications for personnel, and would establish a common purchasing agency for supplies and equipment. By eliminating competition between the services more efficient operation would result.[11] The North Central Association accreditation team that had visited EUCOM with the Department of the Army representative supported his recommendation. These civilian educators considered that at the minimum a single teacher recruiting program for all the services should be provided to eliminate waste and duplication of effort. Even better, however, would be a triservice coordinating committee, preferably with representation from the U.S. Office of Education in at least an advisory capacity, that could assume responsibility for the operation of all dependents' schools of whatever service.[12]

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[9](1) Status Repts, Maj Simpson, 25 Aug and 17 Oct 47, subj: Dependent Schools. (2) Repts of mtgs of Jnt Army-Air Force Bd, Depns Schs, 3 Nov and 1 Dec 47. All in file above. Unlike the Army and Air Force, the Navy staffed, equipped, and supplied each school as a unit, and there was no headquarters organization similar to the EUCOM DSS.

[10](1) Ltr, Col W. W. Harris, DA CAD, to Mr. J. A. Frank, Dept of State, 24 Feb 48. CSGPA 352.9. (2) Ltr, Mr. Frank to Col Harris, 18 Mar 48. Both in file above.

[11]Memo, EUCOM Pers & Admin Div Pers Svcs Br to C/Pers & Admin Div, 31 Jan 52, subj: Dependent School Accreditation Team Report. In USAREUR SGS 352.9 (1952), Vol. I, Item 7A.

[12]Gen Rept of Com on Depns Schs, NCA, 15 Mar 52. In USADEG Secondary Sch Sec files.

This idea was not developed further, and, in fact, the situation became more complicated when the Air Force decided to operate its own schools in Germany. This step was first proposed by the Air Force in January 1952, at which time the Army operated dependents' schools in France and Germany, while the Air Force had schools at airbases in France, North Africa, and the United Kingdom. The Army position, as expressed by EUCOM, was that since the Army schools also admitted dependents of Air Force personnel, the establishment of schools in Germany by the Air Force would only be a needless duplication of effort.[13] In the meantime, however, it had been decided that each service in the future would pay for the education of its own dependents; Army appropriated funds would be used to pay for Army dependents only, and if Air Force or Navy dependents attended Army schools, the Army would be reimbursed by the other service under the terms of "cross-service funding agreements" that would be developed locally. By the same token, of course, the Air Force and Navy could use their appropriations for the education of dependents to support their own schools instead of paying the Army for educating their dependent children for them.[14]

The discussion dragged on for several months with both sides doggedly adhering to their originally stated positions.[15] Various aspects of the problem changed on 1 August 1952, when the joint triservice command, U.S. European Command (USEUCOM), was formed.[16] Composed of three individual service organizations--U.S. Army, Europe (USAREUR), U.S. Air Forces in Europe (USAFE), and U.S. Naval Forces, Eastern Atlantic and Mediterranean (NELM)--this command also had the function of coordinating administrative and logistical activities of the three services in Europe. Since the European command had now become a joint one, the entire question of service responsibilities, including that of providing for the education of dependents, would have to be reexamined in that light. The proposed transfer of certain dependents' schools in Germany to Air Force control was temporarily dropped.[17]

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[13](1) C/N 1, Dir EUCOM Pers & Admin Div to CofS, 9 Jan 52, subj: Operation of Dependent Schools in Germany. (2) Cable SC-10631, CinCEUR to CofSA, 11 Jan 52. Both in USAREUR SGS 352.9 (1952), Vol. I, Item 2A-1. (3) Intvw, Mr. B. H. Siemon, USAREUR Hist Div, with Mr. M. E. Armitage, USADEG Stat Sec, 17 Oct 57.

[14]Cable DA-32988, TAG to CinCEUR, 13 Jan 52. In file above. Although announced in January, this decision was not to take effect until the beginning of the next fiscal year on 1 July 1952.

[15]Cables SC-14015, CinCEUR to CofSA, 12 Mar 52; EPPS-48306, CinCUSAFE to CofSAF, 21 Mar 52; SC-16308, CinCEUR to TAG, 21 Apr 52; SC-17885, CinCEUR to 12th AF, 16 May 52. All in file above. Other cables on this matter may be found in the same file, passim.

[16]Especial care must be exercised not to confuse USEUCOM with the former command, EUCOM.

[17](1) Cable SC-12754, CinCUSAREUR to TAG, 13 Aug 52. In file above. (2) Frederiksen, op. cit., p. 156.

During the year that followed the establishment of USEUCOM lengthy discussions were conducted to develop interservice policies and agreements for the distribution of responsibilities among the four commands. Three of the commanders, USCinCEUR, CinCUSAFE, and CinCNELM, favored having one service operate all the dependents' schools throughout the USEUCOM area; USAREUR, representing the service with the largest number of schools in operation, was favored to assume this responsibility.[18] USAREUR, however, opposed the plan, having no desire to operate such a widespread school system. Representatives of USAREUR, USAFE, and NELM formed a committee to develop a plan for the administration of dependents' schools. In June 1953 the three services agreed to continue school operations in school year 1953-54 on the same basis as in the past. USAREUR would, however, offer technical assistance and consultation to the other services in order to better coordinate the programs of education operated by the three services.[19]

During the months of October-November 1953 another group of civilian educators from the NCA made a visit to the USEUCOM area to inspect the high schools for accreditation purposes. The group noted the distinct differences in the organization and operation of the school systems of the three services. Although they would have recommended a centralized control system for the dependents' schools of all services before their visit, these specialists admitted after their on-the-spot observations that such an arrangement would not be feasible. They did, however, recommend a higher degree of coordination among the services in such matters as teacher recruiting, special consultative services, and professional conferences, as a substitute for the over-all control that could not be established.[20]

17. The USEUCOM Policy Directive

Having decided to continue the 3 separate school systems at least for the time being, and realizing that a more concrete basis for interservice coordination and delineation of responsibility was needed, the 4 commands in Europe began in November 1953 to discuss general policies for the operation of the schools. These discussions carried over into 1954, and it was not until April of that year that a mutually agreed upon policy could

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[18] USEUCOM exercised military jurisdiction over the U.S. forces stationed in the United Kingdom, France, Germany, Austria, Italy, North Africa, and the Middle East.

[19] C/N 1, USAREUR ACofS G1 to DCS Admin, 15 Jun 53, subj: Unified Administration of Education of Dependents Program; and C/N 2, DCS Admin to ACofS G1, 25 Jun 53, same subj. In USAREUR SGS 352.9 (1953), Vol. I, Item 18.

[20] Rept, Messrs. E. G. Johnston and L. B. Fisher, NCA, n.d. [1953], subj: Visit to Dependents' Schools in Europe. In USADEG Secondary Sch Sec files.

be promulgated.[21] Basically, this agreement was a perpetuation of the status quo; each service was assigned specific areas of responsibility for the operation of dependents' schools, these areas generally coinciding with the areas in which the services already operated schools. Thus, the Army was responsible for the U.S. area of Germany, where USAREUR operated the schools, and Austria, where USFA was the operating agent. The Air Force, however, was given responsibility for the schools located at all exempt air installations,[22] wherever they might be, and thus had the authority to operate schools in Germany that were outside the jurisdiction of the Army school system. Both the Army and Air Force would operate schools in France, each service assuming that responsibility in the areas where its personnel were numerically preponderant. The Air Force was also responsible for the education of dependents residing in the United Kingdom, Algeria, the Mediterranean islands, Greece, Turkey, Italy, Benelux, Denmark, and Norway. However, the cities of Naples, Italy, and Izmir, Turkey, were assigned to the Navy, and USFA was made responsible for Leghorn, Italy.

Financial responsibilities and relationships were also spelled out in detail. When dependents of other services attended a school, the service that operated the school was reimbursed, with appropriated funds, in the full per pupil amount of its own appropriated allocation. This reimbursement procedure applied only to appropriated funds, however; any nonappropriated fund support given to the schools was considered to be made avilable for the use of all pupils equally. Such funds would be provided by the service operating the school and would not be reimbursed by the other services.[23]

In the interests of coordination USAREUR's dependents' schools headquarters was designated as a "clearinghouse" for school information. The other services would report to USAREUR the names, locations, and organization of all schools operated by them and would report any changes to this list. USAREUR would, in turn, furnish the same information to the other services upon request. In addition, each service was to report to

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[21](1) C/N 1, USAREUR ACofS G1 to DCS Admin, 19 Nov 53, subj: USEUCOM Policy Directive, Dependents School System. (2) Ltr, USAREUR to USEUCOM, 14 Jan 54, same subj. AG 352.9/d GPA. Both in USAREUR SGS 352.9 (1954), Item 1 atchd. (3) USEUCOM Plcy Dir, 30-5, 8 Apr 54, subj: Personnel, Dependents School System.

[22]An exempt air installation was one that was not under the command of a local military area or district but reported directly to USAFE headquarters.

[23]The reason for this was inherent in the nature of nonappropriated funds. Since the funds were generated by the personnel in the area who used such facilities as post exchanges, service-operated movies, etc., it was obvious that any service member who needed to send his children to a school operated by another service would also have contributed to the nonappropriated funds of that service by patronizing the local NAF facilities.

the other services, in advance, projected enrollments of their dependents in the other services' schools; similarly, each service would advise the others in advance what the total annual per pupil charge for the following school year would be. Finally, each service would, upon request, furnish the other services with copies of directives, supply catalogs, curricular information, and similar published materials to assist in the development of coordinated programs.[24]

This policy statement was never officially revised and remained in effect as the basic interservice guidance document beyond the end of the period here under discussion. Since under the terms of this policy the Air Force was to be responsible for the operation of schools on the exempt air installations in Germany--where USAREUR already operated schools--Army-Air Force discussions were initiated to plan the transfer of these schools. USAFE proposed transferring the 11 schools involved effective 1 September 1954, i.e., before the beginning of the new school year. USAREUR, however, suggested deferring the changeover until the end of the civilian pay period closest to 30 September.[25] USAREUR had already ordered furniture and supplies for the schools in question and had recruited teachers to staff them for school year 1954-55. In addition, the actual assignment of individual teachers to schools could not be planned in detail until August, and after the schools opened in September a certain amount of adjustment of personnel and supplies among the schools could normally be expected. USAFE recognized and accepted these suggestions, and the schools were transferred according to schedule, with the Air Force reimbursing the Army for the costs of transporting the teachers; the salaries paid; the cost of books, supplies, and equipment; and administrative costs to the Army involved in operating the schools for the month of September.[26]

Throughout the remaining two years the schools continued to be operated on the basis of the policy established in 1954. The Army operated schools where its personnel predominated, and the Air Force and Navy took care of the problem in their areas of responsibility. As will be seen, differences between the services continued to give rise to problems,

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[24] USEUCOM Plcy Dir 30-5, 8 Apr 54, cited above.

[25] Unlike the military, who were paid on a monthly basis, civilian personnel were paid every two weeks on the basis of a Monday-to-Friday workweek. To simplify payroll matters, the change was to take place at the end of a 2-week pay period.

[26] (1) Ltr, Hq USAFE to CO 7755 AU (USAREUR), thru CinCUSAREUR, n.d., subj: Transfer of Responsibility for Dependents Schools; w/1st Ind, Hq USAREUR to CinCUSAFE, 1 May 54, same subj. (2) C/N 1, USAREUR ACofS G1 to CofS, 26 Apr 54, subj: Transfer to USAFE of Air Force Dependents Schools. Both in USAREUR SGS 352.9 (1954), Item 7 atchd. (3) Intvw, Mr. Siemon with Mr. Armitage, 17 Oct 57.

especially in the area of personnel administration. Generally speaking, however, the modus vivendi established in 1954 was satisfactory; informal service-to-service discussions resolved most problems. Although permanent legal authorization for the over-all school program was still lacking, the services managed to operate their schools quite adequately with the year-to-year authorizations and appropriations that were granted.

The situation was less than ideal, nevertheless, and in May 1956 the Department of Defense sent a special committee to examine the service-operated school systems in Europe and North Africa.[27] The committee's findings supported earlier recommendations that the Army and Air Force at least be granted permanent legal authorization to conduct dependent children's education.[28]

Although the committee did not recommend a unified all-service dependents' education system, an undesirable degree of duplication of effort and a lack of uniformity was noted, even in cases where schools were operated by more than one service in the same general geographic area. For example, the services determined their curriculums and selected instructional materials and textbooks independently of one another. Whenever possible, the committee suggested, greater coordination among the services would be beneficial.[29]

No specific action developed from these recommendations during the period under consideration, and no further progress was made toward achieving a permanent dependents' education program.

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[27] For other aspects of the committee's work, see pars. 25 and 27.

[28] DoD Com Rept, n.d. [1956], subj: Study of Education of Dependents Overseas. Cy in Hist Div Docu Sec.

[29] Ibid.

CHAPTER 5

Problems of Funding

Perhaps the most outstanding problem of a recurring nature that plagued the administrators of the European dependents' schools was that of securing adequate funds. Not unlike their colleagues in the United States, the Army educators in Europe found themselves, almost invariably, with less money than they thought they needed to operate the schools effectively. As previously mentioned, no funds at all were provided for the first year's operations, and the schools were supported by grants from the nonappropriated funds available within the command in addition to small tuition charges that were levied against the parents of the pupils.[1]

In April 1947 the Dependents' Schools Service prepared a $1 million nonappropriated fund budget for the following fiscal year that incorporated three new features: tuition fees were to be eliminated, more full-time principals would be provided, and a junior college would be added to the school system.[2] However, the Commander in Chief, European Command, Gen. Lucius D. Clay, approved a budget of only $600,000 for the dependents' schools, and DSS was directed to revise its plans accordingly,

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[1] In addition, throughout the period considered in this monograph sums of Deutsche Mark funds were made available for the use of the dependents' schools. These funds were provided by the German government to the Allied powers--at first as occupation cost funds, and later as defense support contributions after the German nation recovered its sovereignty. Each year the U.S. Army headquarters in Europe made some of this money available to the dependents' schools. In the early years, however, record keeping was apparently lax, and no figures are available for Deutsche Mark expenditures. Thus, the following discussion is restricted to dollar funds.

[2] DSS Rept of Ops, 30 Jun 47, p. 9. In Hist Div Depn Sch file.

assuming that tuition would continue to be charged at the current rate.

The budget was brought within the limit by eliminating the 3 proposed changes, by reducing the number of stateside-hired teachers by 20, by doing away with 6 of the proposed 10 positions for school nurses, and by leaving the salary of dependent teachers at $1,800 instead of raising it to $2,400, as planned. Although these changes reduced the budget to the limit imposed by the commander in chief, it was feared that the personnel reductions might well result in a curtailed program during the following year.[3]

18. Effects of Appropriated Funds

a. FY 1948. The announcement in August 1947 of the War Department program for education of dependents and the availability of appropriated funds of course completely invalidated these plans. The appropriated funds granted for FY 1948 were included in the Government and Relief in Occupied Areas (GARIOA) appropriations bill, which placed no limitations upon their use.

However, although the use of appropriated funds would reduce the amount of nonappropriated funds that would be needed, over-all costs would actually increase. Teachers paid with appropriated monies came under the civil service classification system, which meant that their yearly pay would rise to $3,776. Moreover, since regular employees' salaries had risen, those of employees paid with nonappropriated funds would have to be increased to maintain an equitable pay scale for all. To further complicate matters, enrollments so widely exceeded expectations that an additional eight elementary schools had to be opened and provisions had to be made to furnish children in isolated areas with home instruction materials.[4] In terms of an appropriated fund budget, the Dependents' Schools Service had in September 1947 fund resources totaling $661,000: $165,000 surplus nonappropriated funds from FY 1947; $451,000 in appropriated funds; and $45,000 anticipated income from tuition payments. Costs for the year, after providing for the increases noted above, were expected to reach $682,000, for a $21,000 deficit that would have to be made up with nonappropriated funds.[5] Since the DSS Fund had already drawn more than $21,000 from the nonappropriated funds of the Officers' and NCO's Club under the terms of the earlier nonappropriated fund budget, the revised budget in the amount of $682,000 was

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[3](1) C/N 3, EUCOM DCS to Pers & Admin Div, 14 May 47, subj: Nonappropriated Fund Budget for Dependents Schools. (2) C/N 4, EUCOM Pers & Admin Div to DCS, 23 May 47, same subj. Both in file above.

[4]For discussion of home instruction courses, see par. 43b.

[5](1) Hist of Educ of Depns Prog, prepared by Mr. Andrews, 15 Feb 54. In Hist Div Docu Sec (MF). (2) WD Memo 850-475-1, 14 Aug 47, cited above. (3) Stf Study, EUCOM Pers & Admin Div, 16 Sep 47, cited above.

approved and the Officers' and NCO's Club was instructed to cease all further payments to the Dependents' Schools Service. Excess nonappropriated funds held by the DSS Fund were paid into the Central Welfare Fund, and tuition fees were revised downward to $3.00 monthly for enlisted grades 1 through 3, and to $4.00 for officers and civilians.[6]

b. FY 1949. In FY 1949 funds appropriated for the EUCOM dependents' schools in the bill for Government and Relief in Occupied Areas amounted to $1,050,000; they were supplemented by $65,300 in nonappropriated funds intended primarily to support the operation of kindergartens, which were not authorized to be supported with appropriated funds. When school opened in the fall of 1948 enrollments were again found to have exceeded expectations. This fact, complicated by continued growth in enrollments, dictated the hiring of additional teachers. Since the appropriated fund budget could not accommodate any personnel increases, the additional teachers were hired locally on a nonappropriated fund basis, and an extra grant of $26,000 was obtained from the Central Welfare Fund to meet the costs.[7]

Additionally, in FY 1949 tuition charges for the dependent children of military personnel and Defense Department civilian employees were dropped; certain categories of other American children were permitted to enroll in the schools on a space-available basis, however, subject to payment of the full per pupil cost of school operations. Thereafter, only these so-called ineligible students were required to pay tuition.[8]

Despite the fact that the problems encountered in FY 1949 were relatively small and were solved comparatively easily, a basic difficulty had been revealed by the situation in that year; inaccurate forecasts of future enrollments--upon which budget appropriations would be based--or failure to obtain sufficient funds to meet the costs of educating the full number of children enrolled, could lead to serious monetary problems.

c. FY 1950. A similar situation, although of more serious proportions, prevailed in FY 1950. The original appropriation was some $530,000 less than what was needed for the year, and the Central Welfare Fund was asked to grant additional nonappropriated funds--over and above the amount of the kindergarten grant--as a loan to make up this deficit. When the Department of the Army made additional appropriated funds available in

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[6](1) Memo, EUCOM DCS to Pers & Admin Div, 30 Sep 47, subj: Supplement to Dependents Schools Service Budget for Fiscal Year 1948, w/incls. (2) EUCOM Wkly Dir No. 7, 26 Sep 47. Both in USAREUR Hist Div Depn Sch file.

[7]Depn Sch Div Repts of Ops, 20 Sep 48, p. 10; 31 Dec 48, pp. 4-5. In file above.

[8](1) EUCOM Cir 57, 3 Aug 48, no subj. (2) EUCOM Dep CinC's Wkly Stf Conf, No. 11, 15 Mar 49. SECRET (info used UNCLAS). In USAREUR Hist Div Docu Sec.

June 1950, the nonappropriated fund loan was repaid in the amount of $308,000.[9]

Total expenditures for the year amounted to $1,657,367, of which some $1,291,000 was appropriated funds. The remainder was in nonappropriated funds, $283,000 being for grades 1 through 12 and $83,000 for kindergartens.[10]

19. Further Complications

a. FY 1951. Beginning with FY 1951, funding problems became more complex; funds for dependents' schools were thereafter included within the Army appropriations bill, and a so-called per pupil limitation--that is, a sum that could be spent to educate one individual pupil and that therefore restricted the use of appropriations--was imposed upon the command. Thus, appropriated funds were directly linked to, and restricted by, actual school populations. In FY 1951 the per pupil limitation in EUCOM was $200, and the actual enrollment turned out to be much lower than had been anticipated. These two factors combined to make the appropriated funds inadequate to meet the costs of operating the schools for the year. When other measures to conserve funds failed to reduce the requirements sufficiently, it was decided to transfer 154 teachers from an appropriated fund to a nonappropriated fund status temporarily.[11] This necessitated the expenditure of over $230,000 from nonappropriated funds for grades 1-12--kindergarten costs ran to $64,789--but approximately $115,000 of this was repaid from appropriated funds at the end of the fiscal year. Appropriated fund expenditures were $1,561,137.[12]

b. FY 1952. In FY 1952 the per pupil limitation caused more serious difficulties. After the FY 1952 budget had been prepared, a civilian pay raise was granted to become effective on 1 July 1951. This raise was

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[9] EUCOM CinC's Wkly Stf Conf, No. 41, 11 Oct 49; No. 22, 20 Jun 50. SECRET (info used UNCLAS). In file above.

[10] Draft MS, n.d., no title /on subj of depn sch actvs in 1950-51/, prepared by Capt M. Hooper, EUCOM Hist Div (hereafter cited as Hooper MS), p. 26. In USAREUR Hist Div Depn Sch file.

[11] To be eligible for transportation to and from the command a teacher had to be under an appropriated fund contract. In order to be able to use nonappropriated funds and still avoid breaking the teachers' contracts, the teachers were placed on a "leave without pay" status, then "hired" as nonappropriated fund employees and, finally, returned to a duty status on appropriated funds to provide them with government transportation for their return to the United States.

[12] (1) Min, 7755 DSD Nonappropriated Fund Council, 17 Feb 50, 26 Jan 51, and 3 Aug 51. In file above. (2) Ltr, USAREUR CofS to COA, 17 Dec 53, no subj. In USAREUR SGS 352.9 (1953), Vol. I, Item 33 atchd. (3) Hooper MS, p. 27.

expected to increase the cost of school operations by some $160,000 and the Dependents' School Detachment assumed the Department of the Army would increase the limitation accordingly and allot additional funds. This was not, however, immediately done. Once again nonappropriated funds were obtained locally to make up the deficit in the funds available for grades 1-12 in addition to the usual nonappropriated fund grant for the kindergartens. During the second half of the fiscal year, however, the Department of the Army raised the per pupil limitation to $235, and made available additional appropriated funds for the dependents' education program. As in previous years, the loans from nonappropriated funds were partly repaid with this appropriated fund increase so that nonappropriated fund expenditures for grades 1-12 were reduced to a trifling $11,013. (The kindergarten program received $128,122.)[13]

c. FY 1953. Another deficiency of the per pupil limitation was its inflexibility in contrast to the actual costs incurred, which varied widely according to the location and size of the schools. The operating costs of schools in France--which had been opened in December 1950--were higher than those of similar size schools in Germany, for example, and small schools cost more per pupil than did large ones. Moreover, stringent economies were planned for FY 1953. The Berlin high school, where per pupil costs were expected to be more than $1,000 higher than those in larger schools--Berlin was expected to have only 14 children in grades 10-12 for FY 1953--would have to be closed. Furthermore, the minimum requirement of 10 eligible pupils for the opening of a school would have to be raised to 20 in order to reduce the number of small, high-cost schools.[14]

Objections were raised to both proposals; the new minimum enrollment requirement would have closed half the schools in France, and the school in West Berlin was considered essential because of the special position of that city as a democratic outpost in the heart of Eastern Germany.[15]

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[13](1) Annex A, 8 Feb 52, no subj, to Min, DSD Nonappropriated Fund Council, 8 Feb 52. (2) Rept of the Pres, 7755 DSD Nonappropriated Fund Council, 22 Aug 52, no subj. Both in Hist Div Depn Sch file. (3) Memo, EUCOM Compt to CofS, 20 Mar 52, subj: EUCOM Dependent School Funding. In USAREUR SGS 352.9 (1952), Vol. I, Item 10.

[14](1) Ltr, EUCOM to CG Berlin Mil Post, 27 Jun 52, subj: Inactivation of Berlin High School. AG 352.9 GPA. In USAREUR SGS 352.9 (1952), Vol. I, Item 18 atchd. (2) C/N 1, EUCOM Pers & Admin Div to DCS Admin, 25 Jul 52, subj: Minimum Enrollment, Dependents Elementary Schools. In file above, Item 2A-1 atchd. (3) Tab B, n.d., no subj, to C/N 1, Pers & Admin Div to DCS Admin, 25 Jul 52, cited above.

[15](1) C/N 1, Pers & Admin Div to DCS Admin, 25 Jul 52, cited above. (2) Ltr, Maj Gen L. Mathewson, CG Berlin Mil Post, to Gen T. T. Handy, CinCEUCOM, 27 Jun 52. In file above, Item 18 atchd. For further details, see par. 33.

The Berlin problem was solved by permitting the high school to continue in operation as an exception to general policy so long as the Berlin Military Post was able to help defray the additional costs by providing locally generated nonappropriated funds. This arrangement continued for several years. Similarly, exceptions to the minimum enrollment were made in France to permit schools with as few as 10 pupils to continue in operation whenever special circumstances made such action desirable.[16]

Additionally, the usual appropriated fund shortage again plagued the school system in FY 1953. Although EUCOM/USAREUR had accurately forecast an enrollment of over 10,000, the Department of the Army had reduced this figure to 6,922--presumably because earlier forecasts had been too high--and had funded on that basis at a rate of $206 per pupil, thus creating a serious shortage of appropriated funds.[17] Pending a definite solution to the problem, the command welfare board loaned $800,000 in nonappropriated funds to the Dependents' School Detachment. When no additional appropriated funds became available by October 1952, some 180 teachers were transferred to a nonappropriated fund status in a move similar to that taken in 1950.[18] To further complicate matters, enrollments continued to increase throughout the year. The actual shortage was determined to be $1,014,550, and the Department of the Army was repeatedly asked to cover this deficiency. When the appropriated monies became available near the end of the fiscal year, the Dependents' School Detachment repaid the nonappropriated fund loan in full. The total budget then amounted to $2,437,435 in appropriated funds and $154,502 in nonappropriated funds, the latter being exclusively for kindergarten.[19]

One further development in the FY 1953 funding procedures, although not a problem, was of interest. Until the end of FY 1952 the Department of the Army had been responsible for including in its budget the costs of educating all Department of Defense dependent children in Germany. (The State Department, however, had been required to reimburse EUCOM at a rate of $200 per child per year for any of its dependents who attended Army

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[16](1) Ltr, Gen Handy to Gen Mathewson, 10 Aug 52. In file above. (2) C/N 2, EUCOM DCS Admin to Dir Pers & Admin Div, 30 Jul 52, on C/N 1, Pers & Admin Div to DCS Admin, 25 Jul 52, cited above.

[17](1) Rept of the Pres, 7755 DSD Nonappropriated Fund Council, 22 Aug 52, cited above. (2) Annex A, 24 Oct 52, no subj, to Min, 7755 DSD Nonappropriated Fund Council, 24 Oct 52. In Hist Div Depn Sch file.

[18](1) Memo, Pers & Admin Div to CinCUSAREUR, 15 Aug 52, subj: Funding, Dependents Schools. In USAREUR SGS 352.9 (1952), Vol. I, Item 20. (2) Min, 7755 DSD Nonappropriated Fund Council, 24 Oct 52. In Hist Div Depn Sch file.

[19](1) Cables, SC-19198, CinCUSAREUR to TAG, 22 Nov 52; and SC-10738, CinCUSAREUR to CofSA, 16 Jan 53. Both in USAREUR SGS 352.9 (1953), Vol. I, Item 1 atchd. (2) Min, 7755 DSD Nonappropriated Fund Council, 30 Jan, 18 Aug 53. In Hist Div Depn Sch file.

schools in Europe.) Beginning with FY 1953, and continuing throughout the remainder of the period here under discussion, each military service was provided with funds to pay for the education of its own dependents. So-called cross-service funding agreements were negotiated among the local commanders involved, under which each service reimbursed the other two services for any costs incurred in educating its dependents. This also meant that the Army schools would be funded on the basis of the per pupil limitation and the enrollment of Army dependents only.[20]

d. FY 1954. In FY 1954 the situation was virtually the same; the Department of the Army funded the dependents' education program on the basis of an enrollment forecast lower than the one prepared by the Dependents' School Detachment, and when the latter proved to be correct a serious appropriated fund shortage once again threatened to disrupt the program. As before, the problem was solved by obtaining a temporary grant of nonappropriated funds that was later repaid when the Department of the Army increased the appropriated dollar funding program. The appropriated fund budget totaled $4,342,800 and was supplemented by nonappropriated fund grants and payments from other services and Government agencies to reach a grand total of $6,812,218.[21] This startling increase in expenditures over the previous year was a result of the extraordinary growth in the school population. The peak monthly enrollment of Army dependents in FY 1953 had been 13,298; in FY 1954 that figure rose to 20,852.[22]

e. FY 1955. The cycle of appropriated fund shortages was finally broken in FY 1955 when the Department of the Army authorized sufficient funds to educate the 35,000 Army dependents that USAREUR had predicted for the fiscal year. This time, however, the forecast was far too high; enrollments averaged 23,031 and never exceeded 24,000. Delays in the planned construction of housing units reduced the number of dependents in the command drastically. Although the Dependents' Education Group made every effort to reduce costs, a major problem existed in that teachers had been hired on the basis of the expected higher enrollment. Salary costs were expected to raise the per pupil cost of operations above

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[20](1) Min, Advisory School Bd mtg, 2 Nov 51. (2) Rept of the Pres, 7755 DSD Nonappropriated Fund Council, 22 Aug 52, cited above. Both in Hist Div Depn Sch file. (3) Intvw, Mr. Siemon with Mr. Armitage, 7 Nov 57.

[21](1) Ltr, 7755 DSD to CinCUSAREUR, attn: Bud Div, 22 Jan 53, subj: Tentative FY 1954 Funding Distribution for Planning Purposes. In USADEG Bud & Fisc Sec Chron files. (2) Ltr, Maj Gen C. B. Ferenbaugh, USAREUR CofS, to Lt Gen G. H. Decker, COA, 17 Dec 53. In USAREUR SGS 352.9 (1953), Vol. I, Item 33 atchd. (3) Memo, C/USAREUR G1 Pers Svcs Br to ACofS G1, 10 Sep 54, subj: Dependents School Costs, FY 1954 Summary. In USAREUR SGS 352.9 (1954), Item 15.

[22]Figures extracted from Mthly Sch Pop Repts by Mr. M. E. Armitage, USADEG Stat Sec. Peak total enrollments, including Air Force, Navy, State Department, and other dependents, were 15,446 in FY 1953, and 25,856 in FY 1954.

the $211 limit imposed. The over-all fund authorization was sufficient, however, so a solution to the problem was found when the Department of the Army raised the per pupil limitation to $228. No additional funds were needed. The operation of the dependents' school system in FY 1955 cost $6.6 million, including Army appropriated funds, payments from other services and Government agencies, and nonappropriated funds.[23]

f. FY 1956. Funding problems assumed crisis proportions in the following year. The origins of the FY 1956 difficulties were complex; for one thing, the 7½ percent pay raise granted to all Department of the Army civilian employees in June 1955--retroactive to March--had not been considered in the budget request prepared during the preceding year. Additionally, the per pupil limitation of $231 would not permit full utilization of the appropriated fund authorization since actual Army dependents' enrollment was somewhat lower than had been anticipated--26,285 as against 29,444. Moreover, enrollments continued to decline throughout the year, largely as a result of unsettled conditions in dependents' strength that resulted from Operation Gyroscope.[24] Finally, in September 1955 there were 86 more teachers present in the command than had been anticipated. Several explanations for this overage were offered; more teachers had decided to remain for another year than had been originally expected, teachers were permitted to transfer to USAREUR from the defunct Austrian dependents' school system, and cancellations of teachers who had been recruited in the United States were fewer than the experience factor had indicated.[25]

Although the total funding program was adequate, the $231 per pupil limitation was expected to give rise to a deficit of some $560,000. To reduce the deficit the supply purchasing program was curtailed by $120,000; planned work for teachers in the following summer was reduced in the amount of $20,000; and the elementary school year was shortened by 8 days, which was supposed to save $150,000 without impairing the educational

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[23](1) Cable DA-527033, COA to CinCUSAREUR, 25 Jun 54. (2) Cable SC-21178, CinCUSAREUR to DA for Compt-B, 15 Mar 55. (3) Memo, DSD Bud & Fisc Off to Dep CO, DSD, 17 May 55, subj: Annual Funding Program, Fiscal Year 1955. All in USADEG Bud & Fisc Sec Chron files. (4) Cost and enrollment figures extracted from Mthly Sch Pop Repts, passim, and AG-230 rept, 10 Jun 55, by Mr. Armitage, 8 Nov 57.

[24]Operation Gyroscope, which was tried for the first time during FY 1956, was a means of interchanging whole units of division size instead of replacing individuals. Such large-scale troop movements and the attendant transportation of dependents seriously affected forecast strengths.

[25](1) Cable SC-10040, USAREUR to DA for Compt-B, 3 Jan 56. In USAREUR SGS 352.9 (1956), Item 1. (2) Memo for rec, Mr. S. J. Hergenroeder, Dep Dir DEO, 23 Sep 55, subj: Analysis of Teacher recruitment for 1955-56. In Dir USADEG files. (3) Incl 1, n.d., no subj, to ltr, Dr. E. R. Sifert, Dir DEG, to all tchrs, 30 Mar 56, no subj. In Hist Div Depn Sch file. (4) Intvw, Mr. Siemon with Mr. Armitage, 8 Nov 57.

program. These actions still left a shortage of over $270,000.[26] The solution of using nonappropriated funds to pay the teachers, as had been done in former years, was disapproved by the Department of the Army. The other alternatives--barring an increase in the limitation--would be to charge tuition, which was thought to be undesirable, or to fire approximately 75 teachers, which was also inadvisable since such an action would hamper future recruiting efforts. The only remaining possibility was to further shorten the elementary school term and also to curtail the high school term. When repeated efforts to raise the per pupil limitation failed--Department of Defense worldwide commitments prohibited any such adjustment--the curtailment of the school year was directed. In the ensuing uproar both parents and teachers expressed their dissatisfaction with such a step, not only within the command, but also in letters and cables to Congressmen and other influential persons.[27] As a result, within a month of the announcement of the planned reduction in the school year the Department of the Army authorized an increase in the per pupil limitation to $246.50. Since additional funds were also required, the Congress was prevailed upon to enact supplementary legislation that would grant the use of appropriated funds in the amount of the new limitation. The bill became law in May 1956, and once again the appropriated fund crisis had been successfully passed.[28]

In evaluating this succession of funding problems it must be borne in mind that the very nature of government budgetary procedures--the recurring cycle of budget preparation, analysis by the respective congressional committees, and finally authorization of funds--was the primary source of difficulty in all the above cases. Another problem was the difficulty in correctly forecasting the school population for the following year in December, nine months before the opening of school. Finally, since appropriated funds were mainly spent on teachers' salaries--on an average, some 85 percent of the appropriated fund budget was for salaries--this problem was closely connected with the recruitment and employment of teachers.

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[26] Cable SC-10040, 3 Jan 56, cited above.

[27] (1) Ibid. (2) Ltr, Gen A. C. McAuliffe, CinCUSAREUR, to Maj Gen D. P. Booth, Act DCSPER, 20 Jan 56. (3) Ltr, Maj Gen T. L. Sherburne, Act Asst DCSPER, to Gen McAuliffe, 27 Jan 56. (4) Comment 2, USAREUR ACofS G1 to CofS, 3 Feb 56, subj: Dependents Education Program Deficit. (5) Ltr, CinCUSAREUR to TAG, 12 Mar 56, subj: Education of Dependents. AEAGA 352.9 GA. (6) DF, USAREUR ACofS G1 to CofS, 28 Mar 56, subj: Dependent School Situation. (7) Cable SC-21590, CinCUSAREUR to DA for DCSPER, 30 Mar 56. All in USAREUR SGS 352.9 (1956), Item 1. (8) Intvw, Mr. Siemon with Mr. E. J. Melaven, USADEG Bud & Fisc Off, 8 Nov 57.

[28] (1) Cable DA-407167, DA fr DCSPER to CinCUSAREUR, 10 Apr 56. (2) Cable DA-409767, DA fr TAG to CinCUSAREUR, 18 Apr 56. (3) Cable DA-430945, same to same, 26 Jun 56. All in file above.

CHAPTER 6

The Changing Administrative Organization in Europe

20. Military Administration

The Dependents' Schools Service, the organization first established to administer the Army dependents' education program in Europe, was a purely military organization. Although staffed by civilian educational experts, DSS had a military chief who was at least technically responsible for all aspects of the program, including those matters that were purely educational in nature. Lines of command and responsibility went through typically military channels; the administrative staff was responsible to the chief of the Dependents' Schools Service, the chief was responsible to a staff officer of the headquarters, and that staff officer was in turn responsible to the commander in chief.

Initially the Dependents' Schools Service was responsible to the USFET Assistant Chief of Staff, G-1, and was composed of five branches: administrative, personnel, supply, fiscal, and education.[1] In January 1947 the organization made a physical move from Frankfurt to Heidelberg, and a conjunctive organization, the Dependents' School Detachment, was established for the administrative purpose of permitting personnel to be assigned to a regular military unit.[2] When USFET was redesignated EUCOM in March 1947, a similar change in name only was made, the Dependents' Schools Service, USFET, becoming the Dependents' Schools Service, EUCOM. The internal organization and command relationships of DSS remained the

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[1](1) USFET GO 132, 4 May 46, subj: Establishment of Dependents Schools Service. (2) DSS Rept of Ops, 31 Dec 46, passim. Both in USAREUR Hist Div Depn Sch file.

[2]DSS Rept of Ops, 31 Mar 47, pp. 1-2. In file above.

same, except that the USFET G1 was redesignated the EUCOM Personnel and Administration Division.[3] The organization remained unchanged until 8 April 1948, when the Dependents' Schools Service was redesignated the Dependents' School Division, all other aspects of its organization and relationships staying the same.[4] When, in the spring of 1948, EUCOM headquarters was moved from Frankfurt to Heidelberg, the resultant crowding of the available office space dictated the move of the Dependents' School Division to Karlsruhe. This was accomplished in July 1948 and was followed by a reorganization of the educational administrative machinery of the division. Under the terms of new regulations published in August, the U.S. Zone of Germany was divided into five geographical school regions, each of which was administered by a regional superintendent of schools who was responsible to the Education Branch of the Dependents' School Division.[5] Technically, of course, all educators remained subordinate to the military commander of the division throughout all these changes.

This arrangement was considered to be highly satisfactory and, in fact, one representative of the Department of the Army who had come to Europe to inspect the school system described it as the "ideal" solution to the problem of school administration.[6] The Dependents' School Division, with its operating agency, the Dependents' School Detachment, continued in existence virtually unchanged until February 1951. At that time, due to a theater reorganization, the division was inactivated and its functions assumed by the detachment.[7]

21. The Administrative Organization Challenged

In January 1952 the North Central Association of Colleges and Secondary Schools sent an inspection team to EUCOM to conduct an accreditation visit of the dependents' high schools--the first such visit since the schools were originally granted accreditation in 1947. Although the existing organization had apparently functioned smoothly in the past, in

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[3](1) Ibid., p. 3. (2) Org Chart, EUCOM DSS, 11 Mar 48. In file above.

[4]EUCOM Stf Memo 17, 8 Apr 48, subj: Organization of Headquarters, European Command. In file above.

[5](1) Frederiksen, op. cit., p. 42. (2) Depn Sch Div Rept of Ops, 30 Sep 48, pp. 1-2. In file above.

[6]Incl 1, n.d., subj: Survey of Education of Dependents Program, to Memo, Capt G. U. Tapper, TAGO Ops Br, to TAG, 8 Oct 48, subj: Report of the Operation of the Education of Dependents Program in the European Command and the Adjacent American Commands in Europe and the Near East. AGAO-R. Copy in USAREUR Hist Div Docu Sec (MF). Captain Tapper was so impressed with the administrative organization he found in EUCOM that he recommended information concerning the European organization be sent to the Far East to assist FECOM in establishing a similar system.

[7]USAREUR Hist Div chronology.

its report the NCA committee criticised the internal organization of the Dependents' School Detachment (DSD) because of the lack of delineation of responsibilities of the military and professional staff of the organization. The NCA held that in the interests of good educational practice professional educators should be employed in the top administrative positions, and full responsibility for the educational aspects of the program should be delegated to them; a detailed study of the administrative organization was thought to be imperative. In his reply the commanding officer of the Dependents' School Detachment asserted that no such problem existed.[8] In the correspondence exchanged during the following months among the NCA, DSD, and EUCOM/USAREUR headquarters,[9] the NCA spelled out in detail its objections to the current organization. The job description of the chief of the Education Branch--the senior educational administrator in the school system--specified that all policy decisions were the exclusive prerogative of the detachment commander; moreover, although the DSD organizational scheme might permit sound educational practices, the commander had actually usurped the authority of the educational staff.[10] Specifically, the NCA was disturbed by the "unjustified interference in educational phases of the program" on the part of the commander. "The regional superintendents were made directly responsible to /the military commander/, bypassing the educational personnel. Much time of administrators was consumed in relatively trivial routine reporting on matters which would seem to be primarily items of logistical support. Much of this detail interfered with the educational leadership which principals and superintendents should have been giving. ...Of special concern to the Committee was the wholesale change of administrative personnel last summer with the new principals arriving at school in September just as the schools were opened. ...It is our judgement that these changes were arbitrary decisions by the Colonel rather than appointments made on the basis of careful consideration of educational policy."[11]

22. Reorganization Efforts

The USAREUR commander in chief, Lt. Gen. M. S. Eddy, personally directed the efforts to correct this situation. In November 1952 a new organization, the Dependents' Education Organization (DEO) was created

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[8] Ltr, Col R. F. Albert, CO DSD, to Mr. E. G. Johnston, Chmn, Com on Secondary Schs, NCA, n.d. /May 1952/. In USADEG Secondary Educ Sec files.

[9] On 1 August 1952 EUCOM was redesignated USAREUR; command relationships and organization of DSD remained the same.

[10] (1) C/N 1, USAREUR Pers & Admin Div to DCS Admin, 7 Nov 52, subj: Accreditation of Dependents Schools. (2) Ltr, Mr. Johnston to Lt Gen M. S. Eddy, CinCUSAREUR, 19 Nov 52, no subj. Both in USAREUR SGS 352.9 (1952), Item 30 atchd.

[11] Ltr, Mr. Johnston to Brig Gen J. B. Murphy, USAREUR ACofS G1, 4 Mar 53. In USAREUR SGS 352.9 (1953), Vol. I, Item 3A atchd.

with the former chief of the DSD Education Branch as its director. DEO was intended to be a completely autonomous unit that would report directly to the commander in chief, and the director was fully responsible for major educational policy decisions. DSD was to remain responsible for furnishing logistical support to the dependents' school system, but was to exercise no supervisory control over DEO. In addition, the Board of Educational Advisors, composed of educational specialists present in Europe, but who were in no way connected with the dependents' schools, was established to advise the commander in chief. An officer well versed in military educational problems--he had served in the Department of the Army office dealing with such matters--replaced the commanding officer of DSD. Finally, the Department of the Army was requested to assist USAREUR by acting on the latter's behalf in person-to-person negotiations with the NCA in the United States in the event that any further difficulties arose.[12]

a. The Search for a Director. Although the establishment of DEO promised solution of the problems enumerated by the NCA, there remained the urgent need of finding a suitably qualified director for the new organization. Such a person would have to be "thoroughly familiar with modern educational developments at both elementary and secondary levels," and the NCA considered it advisable to find someone who had "not been involved in the recent difficulties."[13] Nevertheless, the NCA placed the USAREUR dependents' high schools on its "unqualifiedly recommended" list while the USAREUR Board of Educational Advisors undertook to obtain the services of an outstanding educator as the director of DEO.[14] During the spring and summer of 1953 the board established a list of potential candidates for the position and attempted to secure one of these. Problematical was the attempt to attract qualified people for the position; most of those who could qualify already held important posts in state-side educational institutions where they received more pay and enjoyed greater prestige than the directorship of DEO could offer.[15] In September difficulties arose with the sudden resignation of the person selected for the position. With school ready to begin, USAREUR, caught

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[12](1) Ltr, Lt Gen Eddy to Mr. Johnston, 12 Nov 52. (2) Job description, Dir USAREUR DEO, n.d. Both in USAREUR SGS 352.9 (1952), Vol. I, Item 30 atchd.

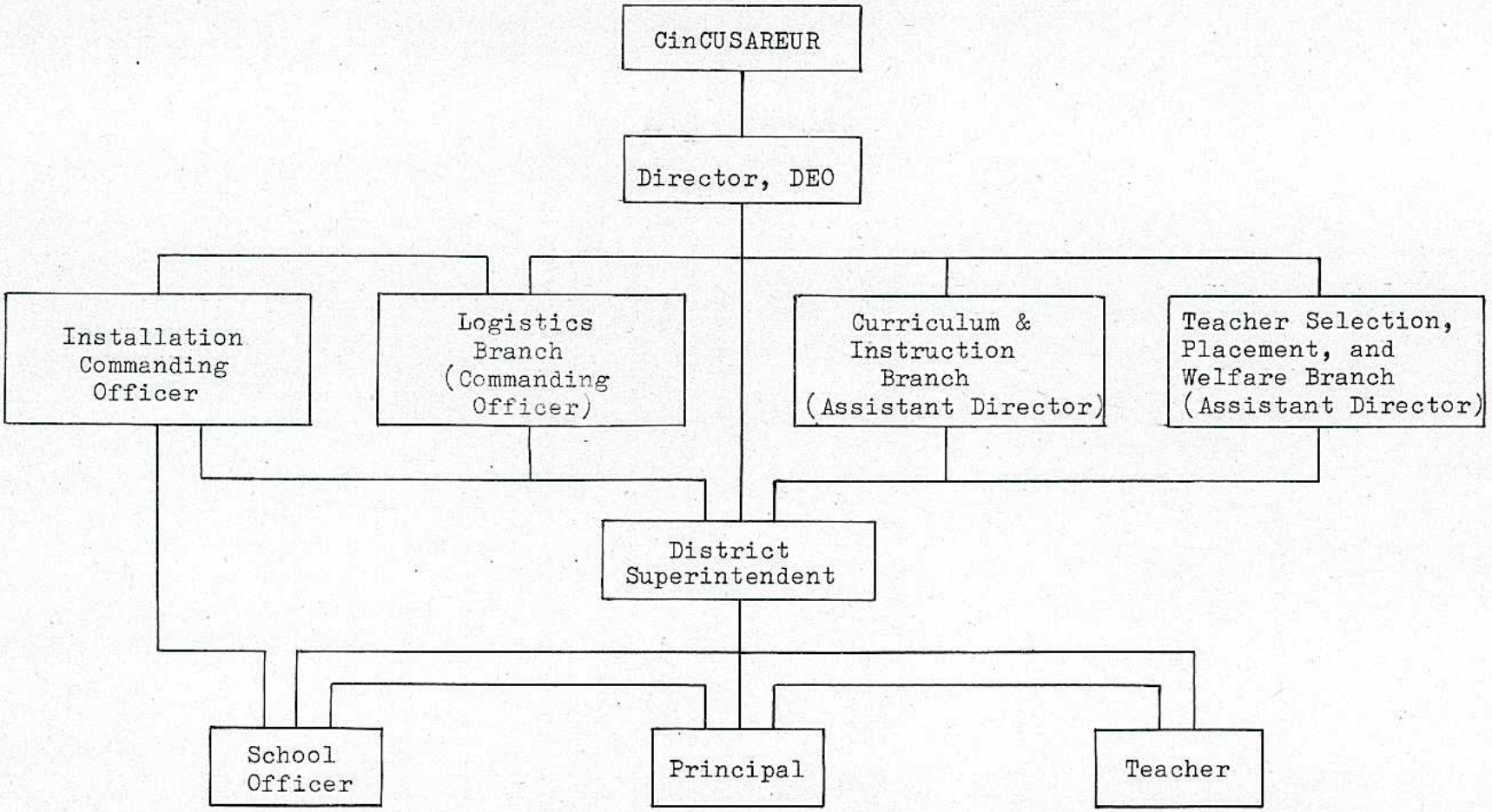
[13]Ltr, Mr. Johnston to Maj Gen H. M. Milton, DA Exec for Res and ROTC Aff, n.d., quoted in ltr, Gen Milton to Gen Eddy, 23 Jan 53. In USAREUR SGS 352.9 (1953), Vol. I, Item 3A atchd. For further details, see correspondence among NCA, DA, and USAREUR from Nov 52 to Mar 53, in file cited.

[14](1) C/N 1, USAREUR ACofS G1 to DCS Admin, 15 Apr 53, subj: Letter to Dr. Conant Regarding Director, Dependents Education Organization. (2) C/N 2, USAREUR ACofS G1 to DCS Admin, 15 Apr 53, subj: Letter from General Milton II to General Bolte dated 7 April 1953, on C/N 1, SGS to ACofS G1, 14 Apr 53, same subj. In file above, Items 13, 9A.

[15]C/N 1, USAREUR ACofS G1 to DCS Admin, 28 May 53, subj: Selection of Director, Dependents Education Organization. In file above, Item 4 atchd.

Chart 1

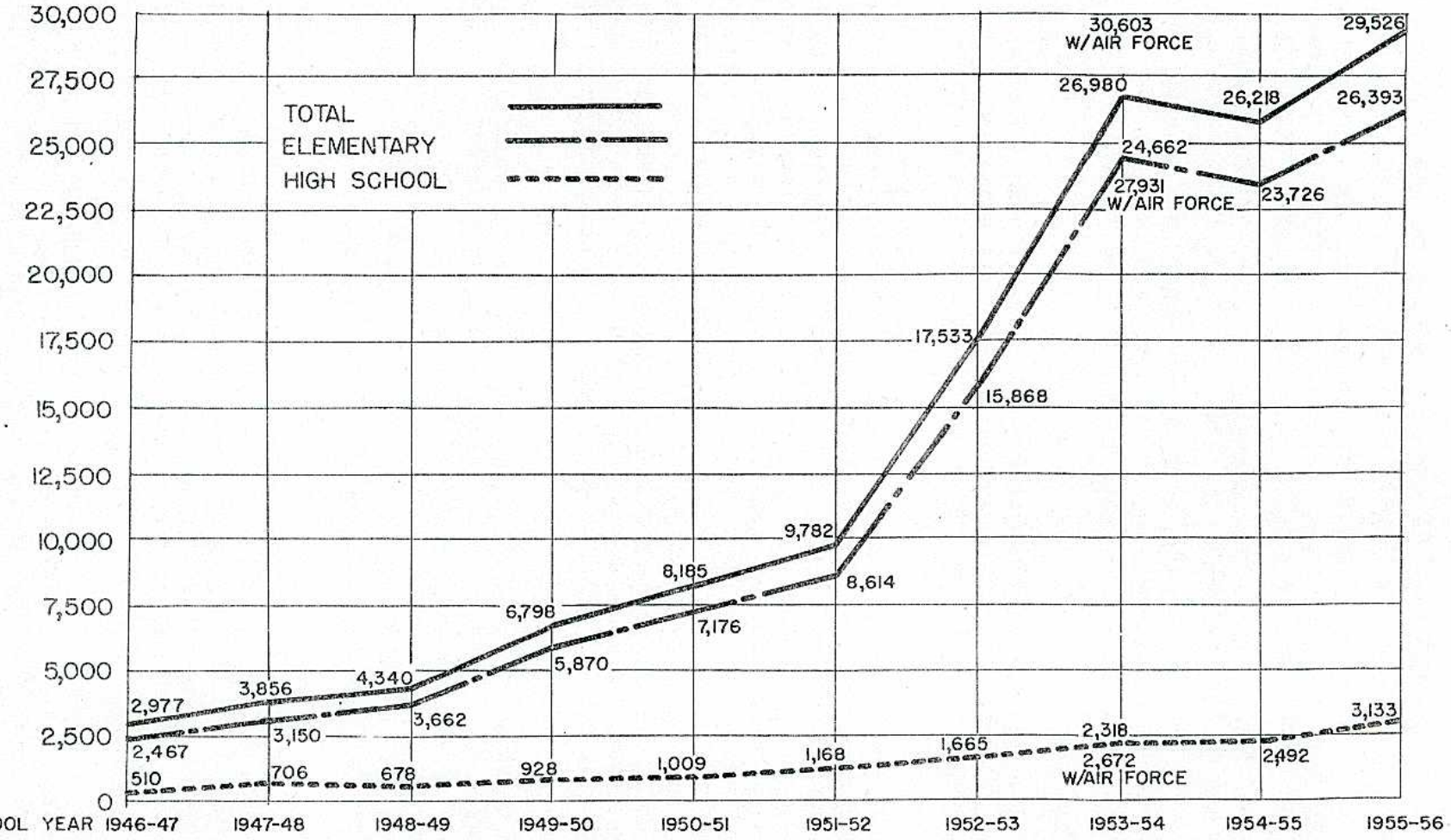
Proposed Organization for Dependents' Education Organization



Source: Rept, Dr. W. O. Reed, 14 Dec 53, subj: Administration, Organization, and Functions of the Education of Dependents Program, USAREUR. In USADEG Dep Dir Educ files.

CHART 2

PEAK ENROLLMENT OF PUPILS



ENROLLMENTS CONTINUED TO GROW REACHING PEAKS
OF 35,576 IN 1956-57 AND OF 41,097 IN 1957-58

SOURCE: USADEG STAT SEC.

report to the Director, DEO, since its activities would be of direct concern in all planning undertaken by the professional educators. Such an arrangement, Dr. Reed felt, would result in a vastly improved administration of the USAREUR dependents' schools.[18]

At approximately the same time that Dr. Reed conducted his investigation, two members of the NCA came to Europe to conduct an accreditation visit of the high schools. They wholeheartedly indorsed the recommendations of Dr. Reed and urged that USAREUR secure a full-time director for DEO as soon as possible to replace the then acting director who, although doing an adequate job, was not fully qualified for the directorship.[19]

USAREUR had, of course, been attempting to find a suitable person for some months and continued its efforts. It was not until the spring of 1954, however, that a qualified educator could be found who would accept the position. In April 1954 Dr. E. R. Sifert, then president of the NCA and a nationally known educator with 18 years' experience as a school superintendent, was appointed director of the Dependents' Education Organization.[20]

c. New Organization. In an effort to carry out the recommendations of Dr. Reed and the NCA, on 1 June 1954 the Dependents' School Detachment was redesignated the Dependents' Education Group, 7755 Army Unit (DEG). Two subunits, the Dependents' Education Organization (DEO) and the Dependents' School Detachment (DSD), were designated and assigned to the group. Essentially, the new DSD and DEO were the same as the old ones they replaced, but they apparently were intended to function in the role of the branches envisioned by Dr. Reed. DSD was the equivalent of the Logistics Branch, while DEO performed the functions of the Curriculum and Instruction Branch. Personnel functions, however, remained in the Personnel and Administration Section of DSD, contrary to the recommendations of the Reed report.[21]

Although existent in theory, in actual practice the group had no director or chief and did not function as a unit but remained two separate, co-equal organizations. During school year 1954-55, however,

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[18] Rept, Dr. W. O. Reed, US Ofc of Educ, 14 Dec 53, subj: Administration, Organization, and Functions of the Education of Dependents Program, USAREUR. In USADEG Dep Dir Educ files.

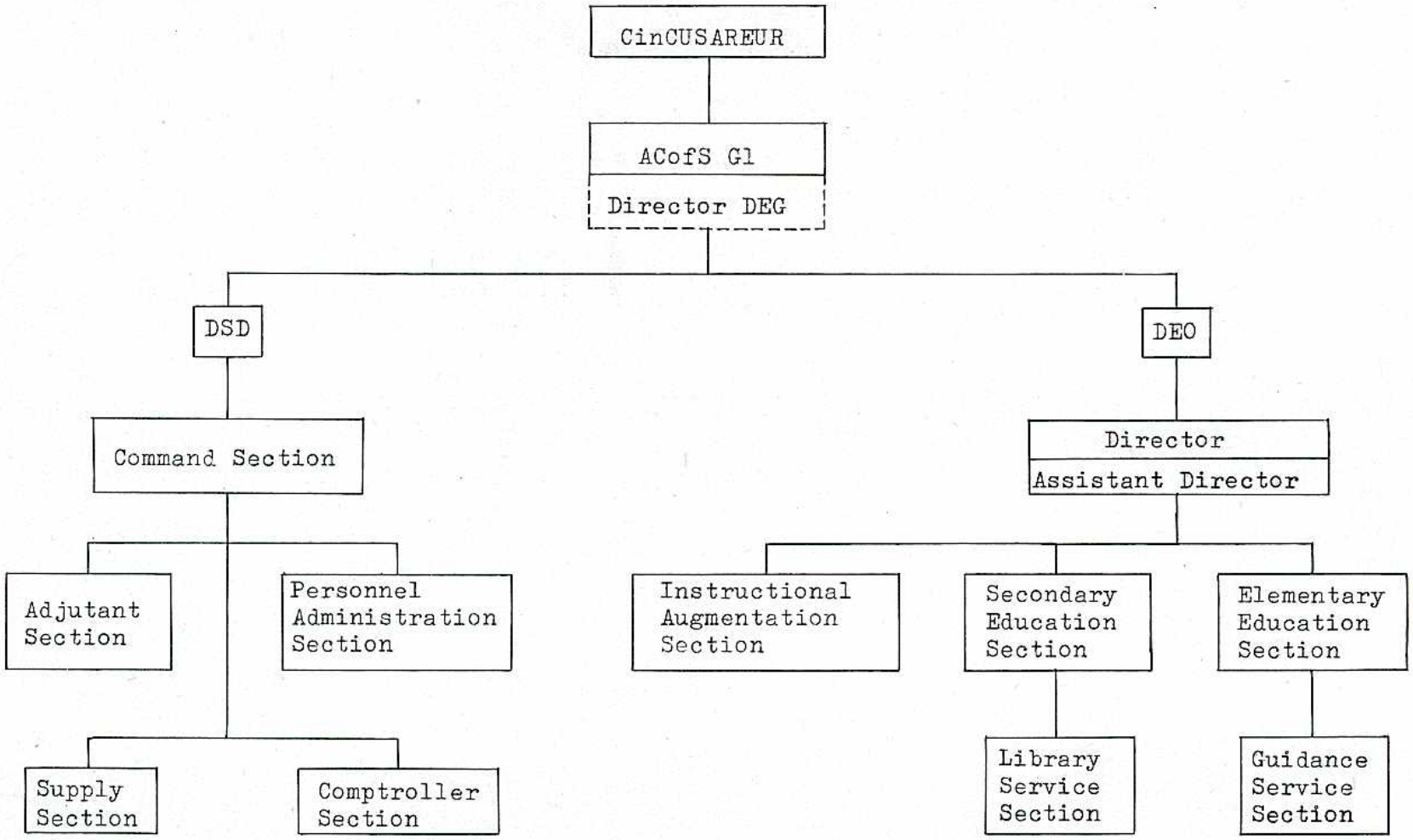
[19] Ltr, Messrs. L. B. Fisher and E. G. Johnston, NCA, to Gen W. M. Hoge, CinCUSAREUR, 25 Jan 54. In USAREUR SGS 352.9 (1954), Item 2A.

[20] (1) C/N 1, USAREUR ACofS G1 to CofS, 2 Apr 54, subj: Background Investigation, Dr. Earl R. Sifert. (2) Cable SC-17029, USAREUR to DEPTAR, for G2, 5 Apr 54. Both in file above, Item 5.

[21] (1) USAREUR GO's 57, 8 May 54; and 59, 12 May 54. (2) USAREUR T/D 77-7755, 15 Apr 54, w/Chng 1, 30 Jun 54. See Chart 3.

Chart 3

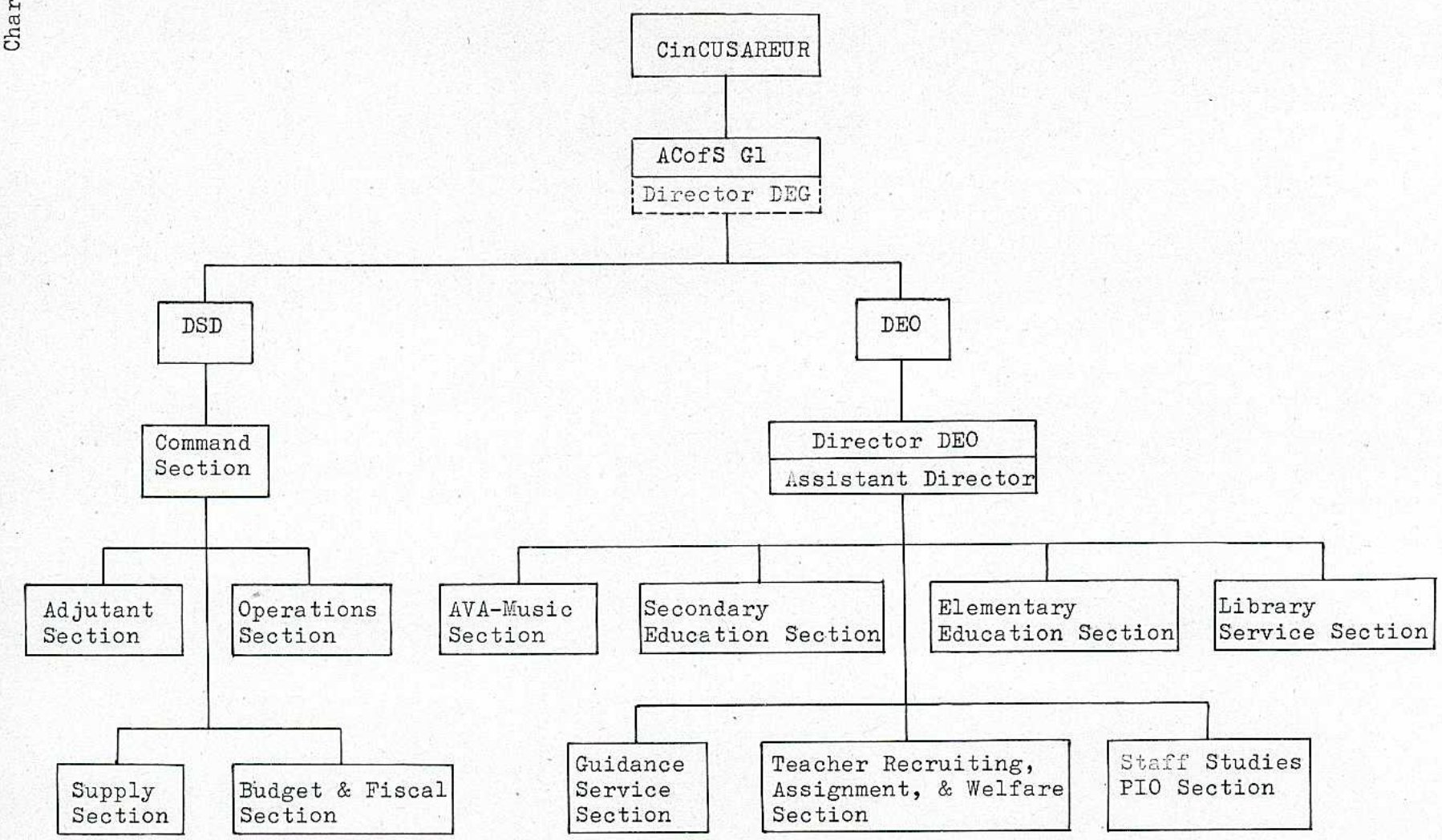
Dependents' Education Group



Source: USAREUR T/D 77-7755, 15 Apr 54.

Chart 4

Dependents' Education Group



Source: USAREUR T/D 77-7755, 28 Feb 55.

further steps were taken to more closely align the functional organization of the group to the recommendations of the educational experts. The first such change came in August 1954 with the transfer of the personnel functions from DSD to DEO, thus making the reorganization of the internal functions conform more closely to the recommendations made by Dr. Reed.[22] (See Chart 4.)

d. Further Changes. There still remained, however, the question of the relationship between DEO and DSD. Under then current regulations the Assistant Chief of Staff, G-1, was responsible to the commander in chief for the over-all supervision of the dependents' education program, to include coordination of the civilian and military aspects of the program. The Director, DEO, was responsible for the professional supervision of the program, and the Commanding Officer, DSD, was responsible for all support activities attendant to the program.[23] Such an arrangement could certainly be made to work, but its success would depend to a large extent on the good will and cooperation extended by the staffs of the two organizations. This inherent structural weakness defeated the purpose of the Reed recommendations. Accordingly, after a year's experience of working with the organization as it was constituted, USAREUR headquarters in July 1955 designated the Director, DEO, as the Director, DEG, in addition to his other duties. In the latter capacity he was directly responsible to the Assistant Chief of Staff, G-1, for the administration of the dependents' education program and was to supervise the operations of the Dependents' School Detachment. Under the terms of this arrangement the requirement first detailed in 1953, that a civilian educator should head the schools' administrative organization and have the military logistical support agency under his control, was met.[24]

The final link in the reorganizational chain was forged in May 1956 when the existing organization was once more modified, this time to eliminate the two independent organizations that constituted the Dependents' Education Group. Effective 1 July 1956 both DSD and DEO were eliminated and the Dependents' Education Group became the sole administrative office for the dependents' school system in USAREUR. The group was organized into two branches--a Logistics Branch and an Education Branch--each of

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[22](1) Memo, Lt Col B. M. Simpson, USAREUR DSD, to Dir DEO, 29 Aug 54, subj: Francisco Report. In USADEG Dep Dir Educ files. (2) USAREUR T/D 77-7755, 28 Feb 55. The latter formalized the unofficial arrangement put into effect in August.

[23]USAREUR Manual AE-M 710-1, 5 Feb 54, subj: Education of Dependents Program. This document was the official basis for the operation of the school program in USAREUR, and was not superseded until March 1957. It was, of course, considerably modified by directives and regulations issued by USAREUR headquarters during the period before its supersession.

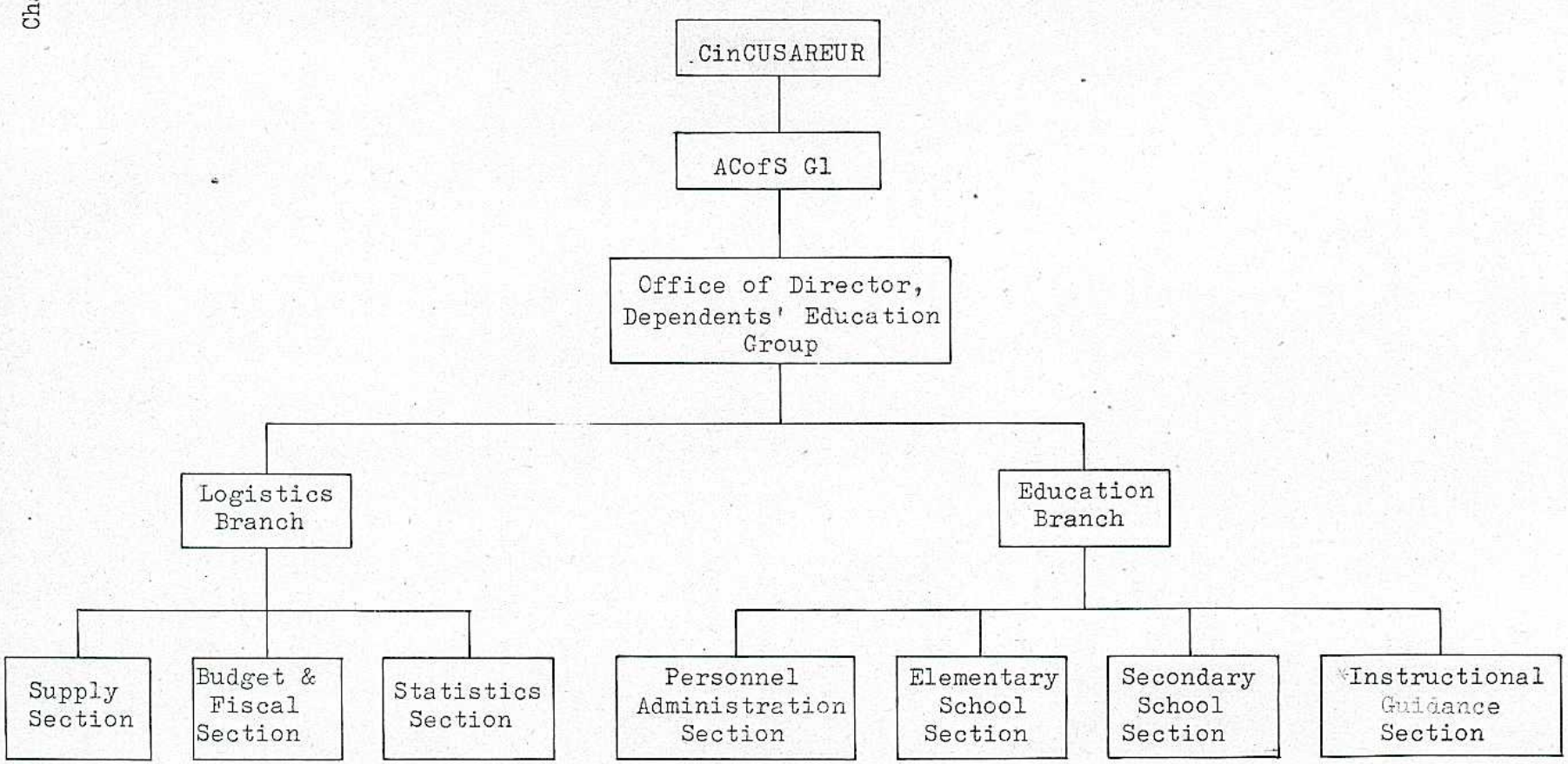
[24]USAREUR ltr, 8 Jul 55, subj: Appointment of Director, Dependents Education Group. AG 230.02 GPA-AGO.

which was headed by a deputy director who was responsible to the director of the group. The Education Branch was further broken down into sections that were headed by educational specialists in their respective areas of responsibility. The Logistics Branch, responsible for furnishing support to the educational activities of the group, was similarly organized into sections. At the end of the period covered by this study the school administrative headquarters was organized as shown in Chart 5.[25]

[25] USAREUR GO 78, 22 May 56, subj: Reorganization of the Dependents Education Group (7755). (2) USAREUR T/D 77-7755, 1 Jun 56.

Chart 5

Dependents' Education Group



*Combines functions of former AVA-Music, Guidance, and Library Services Sections.

Source: USAREUR T/D 77-7755, 1 Jun 56.

CHAPTER 7

The Professional Staff

Another area in which considerable difficulty was experienced throughout the years was that of personnel matters. Not only the obtaining and retaining of qualified teaching and administrative personnel gave rise to problems, but also such things as conditions of work, fringe benefits and privileges, and teacher status within the command.

23. Recruiting

As was noted above, the pattern for recruitment operations was established in the first year of the dependents' school system's existence. Although the Dependents' Schools Service had been established only in May of 1946, and thus caused recruiting to get off to a late start, the general procedure of using university placement services to screen applicants among whom the representatives of the dependents' school system would later choose was developed that year and continued in use. The major change in recruiting policies came in 1947 when appropriated funds were granted, thus making all teachers civil-service employees. When the War Department (later Department of the Army) entered into the picture, all instructional personnel paid with appropriated funds had to be recruited and processed through civilian personnel channels. This processing did not include the final selection among the candidates for positions, which was made by members of the dependents' schools operating headquarters staff who went to the United States each year for that purpose.[1] Recruitment activities were gradually perfected by advancing the recruitment visits. Thus, while in 1946 recruiting had been done in July,

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[1] (1) WD Memo 850-475-1, 14 Aug 47, subj: Dependent School Services in Occupied Zones. (2) Intvw, Mr. Siemon with Mr. S. J. Hergenroeder, Dep Dir USADEG, 30 Jul 58.

the Dependents' Schools Service representatives went to the United States in March of 1948, and by 1954 the start of the campaign had been moved up to February. During the last year covered by this study the size of the school system and the attendant burden of recruiting activities had grown so that an additional month was required, the Dependents' Education Group recruiting team leaving for the United States in January 1956.[2]

Aside from the question of standards and qualifications, which had been satisfactorily answered by the criteria established in the first year, the only other significant problem in personnel procurement concerned the propriety of the three services conducting independent teacher recruiting programs. This point was raised by the accreditation team of the North Central Association that visited the EUCOM schools in January 1952. The representatives of the NCA found the three dissimilar recruiting programs of the services not only wasteful of effort, but also a potential source of teacher dissatisfaction because of major differences in the terms and conditions of employment offered by the three services.[3] Similar observations and recommendations were made on a number of occasions in the ensuing years by both military and civilian observers of the dependents' school system(s) in Europe without any change in recruiting practices being effected.

24. Retention

Of infinitely greater significance was the problem of keeping the professional staff once it had been selected. Whereas other Department of the Army civilian employees were required to sign a two-year transportation agreement before being accepted for overseas employment, in an effort to induce teachers to leave their regular stateside positions to come overseas only a one-year agreement was required of them.[4] This shorter agreement, however, accelerated teacher turnover, thus contributing to another very serious administrative problem. Nevertheless, and presumably as a result of special benefits and privileges extended to teachers, the annual resignation rate was held down to approximately 30 percent for many years; in FY 1955, however, several circumstances

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[2](1) "The Third Year of the Occupation," 3d Qtr, Vol. III, p. 184. (2) Ltr, Mr. H. M. Milton, Asst SA, to Gen W. M. Hoge, CinCUSAREUR, 21 Sep 54. In USAREUR SGS 352.9 (1954), Item 16. (3) Intvw, Mr. Siemon with Mr. H. D. Search, USADEG Secondary Sch Sec, 14 Nov 57.

[3]Gen Rept of NCA Com on Depns Schs, 15 Mar 52. In USADEG Secondary Sch Sec files.

[4]The transportation agreement was not, in the strictest sense, a contract, but merely stipulated that the employee would remain overseas for at least two years--or, in the case of teachers, one year--before becoming eligible for return transportation to the United States at Government expense.

Teachers arriving from the United States debarked at Bremerhaven, where they were met by representatives of the Dependents' Education Group staff

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Table 1--Teachers in the Dependents' School System, 1946-56

School Year	Totals	Elem	Secdy	Language[a]	Elem	Secdy
1946-47	146[b]	-	-	-	-	-
1947-48	184	147	37	-	-	-
1948-49	202	160	42	-	-	-
1949-50	280	238	42	-	-	-
1950-51	454	286	54	114	-	-
1951-52	466	325	62	79	-	-
1952-53	695	520	83	92	-	-
1953-54	1,097[c]	772	132	133	107	26
1954-55	1,212[d]	831	157	121	91	30
1955-56	1,330[e]	862	211	137	107	30

a/ Figures are not available as indicated.
b/ Elementary and high schools were combined. Figures do not differentiate between elementary and high school teachers.
c/ Includes 60 teacher-principals.
d/ Includes 57 teacher-principals and 46 elementary specialists (i.e., in physical education, remedial reading, speech, and music).
e/ Includes 51 teacher-principals and 69 elementary specialists.

Source: USADEG Stat Sec.

(see par. 26) caused the rate to rise to 54.8 percent.[5]

The problem of retention was, of course, complicated by the nature of the teaching profession. Most of the teachers had begun careers with a particular school system; they had established varying degrees of seniority within their home systems, were members of retirement plans, often had tenure, and were usually on one-year leaves of absence when they accepted overseas positions. Few were willing to abandon their careers for the sake of two or three years' employment with the USAREUR school system. Those in this category usually returned to the United States at the end of their first year in Europe. Studies conducted in 1955 and 1956 revealed that many teachers were returning to the United States to get married or because they had completed the traveling they had planned. Moreover, many felt isolated in the Army communities in Europe--primarily organized for family living and offering little social activity to young, single people--and wanted to return to family and friends in the United States.[6]

Another significant aspect of this problem was the question of how the teachers who would remain for another year could be gainfully occupied during the summer months when there was no school. During the first few years after the school system was established there was no difficulty; the number of teachers involved was small, and there was plenty of work that had to be done over the summer in preparation for the coming school year. In 1947 and 1948 teachers were employed in summer workshops revising curriculums and developing and improving teaching materials for use in the schools. In addition they considered such matters as extracurricular activities, use of community resources, and problems of utilizing indigenous personnel.[7] Similar workshops were operated in each of the following years. As the staff grew, however, and the number of teachers remaining for another year exceeded the requirements of the workshops, other means of spending the summer months profitably had to be found for them.

Although under the terms of the transportation agreement a teacher could resign and go home at Government expense after one year, to be eligible for so-called reemployment leave--traveling to the United States in a leave status and returning to the command at Government expense--

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[5](1) "The Third Year of the Occupation," 3d Qtr, Vol. III, p. 184; 4th Qtr, Vol. III, pp. 183-84. (2) Memo for rec, Mr. S. J. Hergenroeder, Dep Dir USAREUR DEO, 16 Mar 55, subj: Summary of Personnel Data as of 16 March 1955. In Dir USADEG files.

[6](1) Stf Study, USAREUR DEG, 15 Jul 55, subj: Area I Personnel Study. In Hist Div Depn Sch file. (2) Memo, C/USAREUR DEG Instr Svcs to Dir USAREUR DEG, 19 Feb 57, subj: Progress Report - Reasons for Termination of DEG Employees. In Dir USADEG files.

[7](1) DSS Rept of Ops, 30 Sep 47, pp. 21-23. (2) "The Third Year of the Occupation," 4th Qtr, Vol. III, pp. 185-86.

that person had to stay for two years, the same as any other civil-service employee. Beginning in 1949, however, teachers were permitted to return to the United States for so-called interim leave during the summer after having completed only one school year of service. Provided that a teacher signed another one-year employment agreement before leaving the command, he or she could make a return trip to the United States at Government expense. Since the school year was not a full calendar year and the first agreement had also been a one-year agreement, the unserved period of the first agreement was considered a "conditional period" within the new agreement. Any person violating the new employment agreement during this conditional period would be required to reimburse the United States for the cost of transportation involved in his leave and to pay his own way home.[8]

In 1951 the Department of the Army declared the practice of granting interim leave to be illegal, whereupon it was replaced by the "resignation and reemployment" program under which a teacher would resign after having indicated his desire to return for employment in the following year. After his return to the United States, the individual would be requested by name, thus, in effect, continuing interim leave under another name. It was in this same year that the first summer school program was conducted for dependent children in Europe. This program not only fulfilled an educational need (see par. 41), but also provided employment for a number of teachers who were remaining in the command, thus helping to solve the problem of keeping the teachers employed in a pay status during the summer.[9] Thereafter summer schools were conducted every year.

25. Questions of Status

In 1952, when a North Central Association committee visited the EUCOM dependents' schools for the first time since 1947, they found the position of the teacher within the military community somewhat less than desirable. Teachers, the association representatives maintained, should be given privileges and recognition comparable with those accorded officers.[10] The same point was again brought up in 1953, when it was asserted that the educational requirements for employment as a teacher exceeded the

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[8] EUCOM Dep CinC's Wkly Stf Conf, No. 14, 5 Apr 49. SECRET (info used UNCLAS).

[9] Intvw, Mr. Siemon with Messrs. S. J. Hergenroeder and C. E. Tinder, USADEG, 17 Nov 57.

[10] Gen Rept of NCA Com on Depns Schs, 15 Mar 52, cited above. Although the details were not spelled out in the report, it would appear that the privileges and recognition to which the NCA team referred were those involved in billeting and messing facilities. Under the terms of then current regulations all civil-service grades were equated to military grades for purposes of billeting and messing; civilian employees with a GS-7, which was the grade of most teachers, were considered the equivalent of master sergeants.

minimum requirements for officers. Alleged discrimination at recreation areas as well as in matters of messing and billeting at home stations was considered to demean the professional dignity of the teachers. One solution suggested was to place teachers in an exempt professional category rather than to keep them within the framework of the civil-service classification system. Such a change, however, would have required congressional action. It was, nevertheless, seriously considered for a number of years, and repeated efforts were made during 1953 and 1954 to change the teachers' status.[11]

In May 1955 the USAREUR Advisory School Board recommended that the command's billeting regulations be revised to accord civilian employees of grade GS-7 officer status.[12] In the ensuing year no change in teacher status was effected, although a special directive authorized teachers to use officers' billets in the recreation areas. When the Department of Defense committee visited the European schools in May 1956 it, too, recommended the affording of officer status to teachers in clubs and billets.[13] These recommendations were put into effect shortly after the close of the period here considered with the publication of changes to the then current billeting regulations that placed civilian employees of grade GS-7 in an officer category for billeting purposes.

26. Administration of Teaching Personnel

Over and above the question of status, the issue of administration of teachers in a manner more in keeping with traditional educational practice was a source of continuing difficulty. The matter came to a head in the latter half of the 1954-55 school year. In January 1955 the Department of the Army directed the discontinuance of resignation and reemployment leave; the Navy and Air Force retained it. This difference, and the resulting dissatisfaction on the part of teachers, was considered a vital factor in the sudden increase of resignations from the USAREUR dependents'

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[11](1) Ltr, Mr. M. Harmon, tchr in Stuttgart Am Sch, to Lt Col J. L. Steele, USAREUR G1, 5 May 53. In USAREUR SGS 352.9 (1953), Vol. I, Item 15 atchd. (2) Rept, Messrs. E. G. Johnston and L. B. Fisher, NCA, n.d. /1953/, subj: Visit to Dependents' Schools in Europe. In USADEG Secondary Sch Sec files. (3) Ltr, Messrs. Johnston and Fisher to Gen W. M. Hoge, CinCUSAREUR, 25 Jan 54, no subj. In USAREUR SGS 352.9 (1954), Item 2A. (4) DF, USAREUR ACofS G1 to CofS, 21 Dec 54, subj: Advisory School Board Minutes. In file above, Item 22.

[12]Min, USAREUR Advisory Sch Bd, 13 May 55. In USAREUR SGS 352.9 (1955), Vol. I, Item 10A.

[13](1) Incl 1, n.d., subj: Comments of USA Dependents' Education Group Staff Members on "The Dependents' School Program of the U.S. Army, Europe, 1946-1956," to DF, Dir USADEG, to C/Hist Div, 13 Jun 58, subj: History of Dependents' Schools. AEUE-D 268/40. In Hist Div files. (2) DoD Com Rept, n.d., subj: Study of Education of Dependents Overseas, cited above.

school system from 346 to 534 in the space of a few weeks. Transfers to Air Force employment also rose sharply during the same period. Furthermore, the nature of the school year--with holidays at Christmas and Easter--and civil-service leave regulations forced teachers to use up annual leave during the year whether they wanted to or not. For a time administrative leave--not chargeable to annual leave accruals--had been granted during these enforced school holidays. This, too, was declared illegal and discontinued in 1955. Finally, civil-service pay scales were based on a 40-hour week and a full year's employment, whereas teachers, who were not being paid for the summer months when school was not in session, actually received only about 10 months' wages.[14]

The establishment of an exempt category outside of the civil-service grade structure was also proposed as a solution to these ills. USAREUR prepared a detailed list of proposals and asked the Department of the Army for assistance in obtaining legislation that would effect such a change. Under the terms of such an arrangement teachers would be hired at a fixed salary for a 10-month school year. They would accrue no annual leave, as such, but would not be required to work during normal school holidays. Any teachers employed during the summer months would receive additional pay for that period, and provisions would also be made for the promotion of experienced and qualified teachers without regard to time in grade, as required under civil-service regulations. These changes, it was believed, would put the teachers in a more professional category of employment.[15]

In a further attempt to improve the teachers' lot, a new program was instituted in the summer of 1955 to enable them to spend their vacations profitably. It is common practice for school systems in the United States to encourage, or even require, teachers to engage during summer vacation periods in activities that will contribute to their professional growth. One such activity is, of course, attendance at some institution of higher learning for the purpose of acquiring an advanced degree. Since civilian personnel regulations authorized the expenditure of appropriated funds for training needed to maintain an effective work force, and the University of Maryland overseas program offered graduate courses in its summer sessions held in Munich, teachers were permitted to attend these courses in a duty status for the purpose of improving themselves and thereby the caliber of the dependents' schools staff. This training program, in addition to the usual summer schools and teacher workshops, accounted for slightly over

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[14](1) Memo for rec, Mr. Hergenroeder, 16 Mar 55, cited above. (2) Min, USAREUR Advisory Sch Bd, 13 May 55, cited above. (3) DF, Dir USAREUR DEO to ACofS G1, 27 Jun 55, subj: Personnel Information for Letter to Department of the Army. In USAREUR G1 Educ & AYA Sec files.

[15](1) DF, USAREUR ACofS G1 to CofS, 29 Jun 55, subj: Major Problems in Administration of Dependent School Teachers. (2) Ltr, Gen A. C. McAuliffe, CinCUSAREUR, to Lt Gen W. L. Weible, DCS Ops & Admin, 8 Jul 55. (3) Ltr, Gen Weible to Gen McAuliffe, 11 Aug 55. All in USAREUR SGS 352.9 (1955), Vol. I, Item 10A.

400 of the teachers who had decided to remain with the system for another year. Approximately 100 teachers had finished more than two years of service and went on reemployment leave, while an equal number stayed in the command in a leave-without-pay status.[16] For the time being, at least, the problem of keeping the teachers profitably occupied during the summer vacation seemed to be close to solution.

Further efforts to finally resolve these problems were made during school year 1955-56. No legislation to establish an exempt category for teachers had been enacted, so other steps had to be taken to reduce teacher dissatisfaction within the command. For example, teachers were permitted during that year to obtain credit for school work done outside of the normal duty hours; the number of hours so worked would be credited in the form of compensatory time off not chargeable to annual leave. A maximum of 96 hours of compensatory time could be accumulated to be used primarily during the enforced school holidays at Thanksgiving, Christmas, and Easter.[17]

The financial crisis that developed later in the year led to the decision to reduce the school term by 12 days so that enough money could be saved to remain within the budget limitation. This potential loss of pay would have canceled out the gains of the compensatory time granted to the teachers. The reaction was so violent that the teachers were issued a 12-page information bulletin, explaining in detail the steps that had been and were being taken to improve their position.[18] The provision of additional funds at the end of the school year largely solved the problem, but, again, only temporarily.

As in the case of finances, the problems in the personnel area were almost entirely a result of the peculiarities of the unique situation in Europe. The civil-service regulations under which teachers were employed

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[16](1) Min, USAREUR Advisory Sch Bd, 13 May 55, cited above. (2) DF, USAREUR G1 to DEG, 9 Jun 55, subj: Payment of Per Diem to Teacher Personnel Attending University of Maryland Summer Session. (3) DF, Dep Dir DEO to ACofS G1, 26 Jul 55, subj: In-Service Training for DEO Personnel. Both in USADEG files.

[17](1) Memo for rec, Dr. E. R. Sifert, Dir USAREUR DEG, 4 Oct 55, subj: Civilian Personnel Difficulties. In Hist Div Depn Sch file. (2) DEG ltr, 4 Oct 55, subj: Compensatory Time Off for Teachers in USAREUR Dependents Schools. AEUE 230.44. (3) Stf Study, USAREUR DEO TRAW Br, 11 Oct 55, no subj. In USADEG files. (4) Memo for rec, Lt Col N. H. Hixson, C/USAREUR G1 Civ Pers Br, 26 Jan 56, no subj. (5) Memo, Col P. A. Fraser, C/USAREUR G1 Pers Svcs Br, to Maj Gen A. S. Newman, USAREUR ACofS G1, 21 May 56, subj: EUCOM's Interest in USAREUR School Problems. Both in USAREUR G1 Educ & AYA Sec files.

[18]Incl 1, no subj, to ltr, Dr. Sifert to all tchrs, 30 Mar 56, no subj. In Hist Div Depn Sch file.

and had to be administered did not readily lend themselves to the scholastic situation; no adequate adjustment to the school workweek or to the academic year was possible within the civil-service framework, and no real solution to these problems was found.

27. The Department of Defense Committee Findings

The Department of Defense committee that came to Europe in May 1956 also examined the question of civilian personnel matters in the schools operated by the three services.[19]

Concerning recruitment, the committee proposed to minimize the duplication of the separate and uncoordinated teacher recruitment programs conducted by each of the three services. Close coordination was recommended to reduce the number of duplicate applications, to effect optimum use of interview space, and to provide for the best interservice use of the supply of applicants.

Under the then present system of operations all the services hired teachers on a school-year basis. Once hired, a teacher could choose to remain in the school system for an indefinite period, on a yearly basis, provided performance was satisfactory. However, many teachers could remain in the system only one year because of commitments to the stateside schools from which they had obtained leaves of absence. Such a situation caused a great deal of instability in the teaching staffs of the dependents' schools. Therefore, the committee proposed that all teachers upon initial recruitment from the United States be required to sign an agreement to teach 2 consecutive school years at locations where the tour of duty for military personnel was 24 months or more. Further, these teachers would not be granted reemployment leave privileges until the second school year was completed. The exception to this was that each service might designate hardship areas where the working and travel agreement would be reduced to one working year.

Concerning salary, the usual practice in American public schools was to employ teachers for a fixed school term with a stated annual salary, which was paid in a specified number of equal installments. Salaries were paid through holidays and school recesses. Teachers in the service-operated schools received variable amounts depending on the actual number of days worked plus the necessary time in travel status. Salary reductions were made for school recesses unless sufficient compensatory time had been worked to counteract the absence. In order to establish employment practices more nearly comparable with those in the United States, the committee recommended that a new legislative proposal define the work year for teachers and principals as the school year plus one week before the start and one week after the end of the actual school year for pupils; define the work year for administrative and supervisory personnel as 12 calendar

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[19] This paragraph is entirely based on the DoD Com Rept, subj: Study of Education of Dependents Overseas, cited above.

months, with annual and sick leave accrued in the customary manner; make all school holidays paid nonworking days for teachers and teacher-principals; discontinue annual leave for teachers, but allow 4 hours of sick leave every biweekly pay period; eliminate compensatory time; and prorate the annual salary quoted for each general service (GS) teacher and administrative rating according to the actual work year.

The committee noted that the pay schedule for teachers and administrators overseas had no provision recognizing either experience or educational achievement. Although periodic step increases within the regular civil-service pay structure were granted to teachers, an additional incentive was needed to retain teachers on longer tenure in the school system and to allow them greater opportunities for self-improvement. Consequently, the committee recommended that a new legislative proposal should include a graduated pay schedule to recognize years of service in the military dependents' school system. Further, the basic salary should be increased in recognition of educational attainment beyond the bachelor's degree, and pay increments should be granted for experience above that actually required.

The school teacher who wanted to return to the United States to teach for one year in order to retain seniority and retirement benefits or certification in a state or local school system had to resign. In order to return to the dependents' schools, however, he or she had to reapply and, if selected, was placed in the category of a beginning teacher with respect to salary, seniority, etc. This situation the committee found unsatisfactory to both the system and the teacher. Generally speaking, a teacher with previous experience in the dependents' schools would be of more value to the system than one without such experience. Moreover, recognition of such past experience by placing the teacher in the next pay step above the starting salary would be an incentive for the good teacher to return to the system. The committee therefore proposed that dependents' school teachers with three years' service be authorized to return to the United States for one year to teach or to study. Upon returning to the dependents' schools system these teachers would receive salaries with periodic step increases just as if they had remained in the system. Seniority would be retained and computed in the same manner.

Another committee proposal was to discontinue the practice of paying teachers who attended summer school and were not actually teaching or working.

Some teachers chose to remain in the area of employment where their services would be continued even though they were entitled to reemployment leave. The housing of teaching personnel varied according to conditions at the location of the military installation so that in some areas quarters were provided on a calendar year basis; in other locations quarters were available but rental allowances were paid and a rental charge was made for the occupants; other areas had no quarters at all and quarters allowances were paid and accommodations were obtained on

the local economy. In cases where the teachers were authorized quarters allowances, the payments stopped when the individual went into a leave-without-pay status at the end of the school year. In terms of expense, inconvenience, and hardship to the teachers this situation was unfair and undesirable because the individual had to pay rent during the summer months while on leave without pay or had to move and possibly pay storage for personal effects between the school's closing and its opening in the fall. In view of all this the committee suggested that the services be authorized to furnish quarters or pay a quarters allowance during summer vacation if the teacher intended to remain in the dependents' school system for the following year and did not return to the United States. The committee also recommended that the services be given legal authority to store the household goods of teachers at no charge to those who had completed two years of service and who were returning to the system for the following year.

Under the teacher recruitment system of the three services, it was rather difficult for a teacher to transfer from a school of one military department to that of another. The committee thought it was in the interest of economy to the U.S. Government to encourage teachers to make a career in the military dependents' schools or to prolong their service wherever possible, because the expense of recruiting and providing transportation for a new teacher was so much greater than for one already in the school system. Furthermore, a new teacher required time to adjust socially and professionally to the new environment. Thus by retaining experienced teachers valuable classroom instruction time was saved, and the quality of such instruction was maintained at a higher level. In view of these facts the committee proposed that the Army, Navy, and Air Force facilitate interservice and intertheater transfers of teachers.

The committee also found that a number of teachers assigned to hardship posts were denied the privilege of transferring to more attractive locations in the school system. At the same time, new recruits were given their first assignments at some of the more desirable locations in postions that could have been filled by honoring requests for transfers of teachers already in the system. In the interest of teacher morale, longer teacher tenure, and resulting economy, the committee recommended that teachers at hardship posts be given preference over new recruits in assignments for the following year.

The committee noted that the services of capable administrators had been difficult to obtain for overseas schools because of the reluctance of stateside administrators to surrender a certain amount of security and stability achieved after years of study and experience. Moreover, boards of education were less inclined to grant leaves of absence to administrators than to classroom teachers. Consequently, the quality of administrative leadership did not generally meet the high standards of the teaching staff. The committee therefore recommended that a system be devised to select and train teachers for administrative jobs.

Since these recommendations came at the very end of the period herein examined, little, obviously, could be done about them before it ended.

Nevertheless, as has been noted above, certain of the recommendations--those that had already been made by some other source earlier--were indeed put into effect. Those remaining, it may be hoped, pointed the way for further improvements in the future.

CHAPTER 8

School Plant Facilities

28. Construction in Germany

From the very beginning the European dependents' school system was plagued with the problem of obtaining adequate physical plants for its schools. In the first years locally available buildings were used, but these were generally inadequate since the Office of Military Government had forbidden the requisitioning of German school buildings for use by the American forces. Schools were housed in whatever was available, sometimes in apartments, in private houses, even in troop billets where there was space left over.[1] In December 1949 a survey was made to determine the changes and improvements that would be required to bring the 66 schools then in operation up to standards.

This project was interrupted, however, almost before it began. The increasing worldwide tensions generated in 1949 and 1950 led to a decision to triple the strength of American forces in Europe. Prior to that time the location of troops in Germany had depended largely upon the availability of housing facilities--that is to say, requisitioned facilities. The new concept, of stationing troops in depth to face a potential attack from the east, brought with it a need for providing on a large scale new troop and dependents' support facilities. Accordingly, a construction program, paid for with Deutsche Mark funds made available by the West German Government, was initiated to meet the requirements of the troop augmentation program. Among the support facilities included in this construction program, dependents' schools ranked third in priority behind troop and dependents' housing, although each dependents'

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[1] USAREUR Hist Div, "The U.S. Army Construction Program in Germany, 1950-53 (U)," pp. 6-7, 125-30. SECRET (info used UNCLAS).

housing community was generally afforded a school building.[2]

The school construction program began in June 1950 with the approval of 28 projects--including renovations and rehabilitations in addition to new buildings--for FY 1951 at a cost of close to DM 6 million. All of the improvement projects were completed within six months, while the new construction took longer. A more ambitious program was established for FY 1952, 18 projects being approved at a cost of DM 10.3 million.[3]

School size was determined on the basis of potential enrollment; one elementary classroom of 850-900 square feet was to be provided for every 32 children. Each floor of a school building had to have toilets and washrooms; schools with more than 10 classrooms were afforded special rooms for instruction by means of visual aids; elementary schools with more than 6 classrooms also had playrooms; and high schools and junior high schools were provided with special rooms for instruction in arts and crafts, music, science, home economics, and typing, in addition to libraries, gymnasiums, and shower and locker rooms. Finally, schools with 10 or more classrooms were equipped with auditoriums, and those with 6 or more classrooms had food preparation and lunchroom facilities; the smaller schools were equipped with food warming installations and milk dispensing bars to afford minimal messing facilities.

Junior-size sanitary equipment was installed for the use of children in the lower grades, each floor had two widely-separated exits with panic-proof hardware, and each school was provided a fully-equipped playground with 300 square feet of area per child.

Under this first construction program, which began in June 1950 and ended on 30 June 1953, 44 projects consisting of either the construction of new buildings or alterations to old, were executed at a cost of DM 43,380,000 ($10,328,000).[4] The problem was not, however, even close to solution at that point. Despite the number of new schools built, and the renovation and improvement of other requisitioned school buildings, the influx of troops and personnel created a need for even more school-room space.

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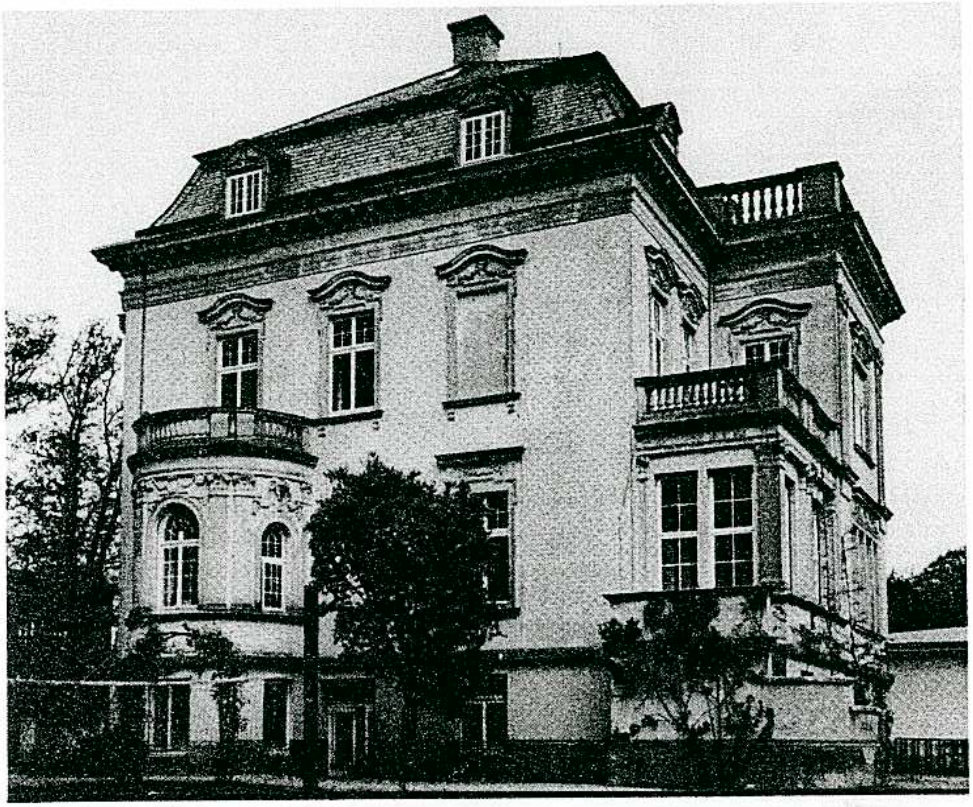
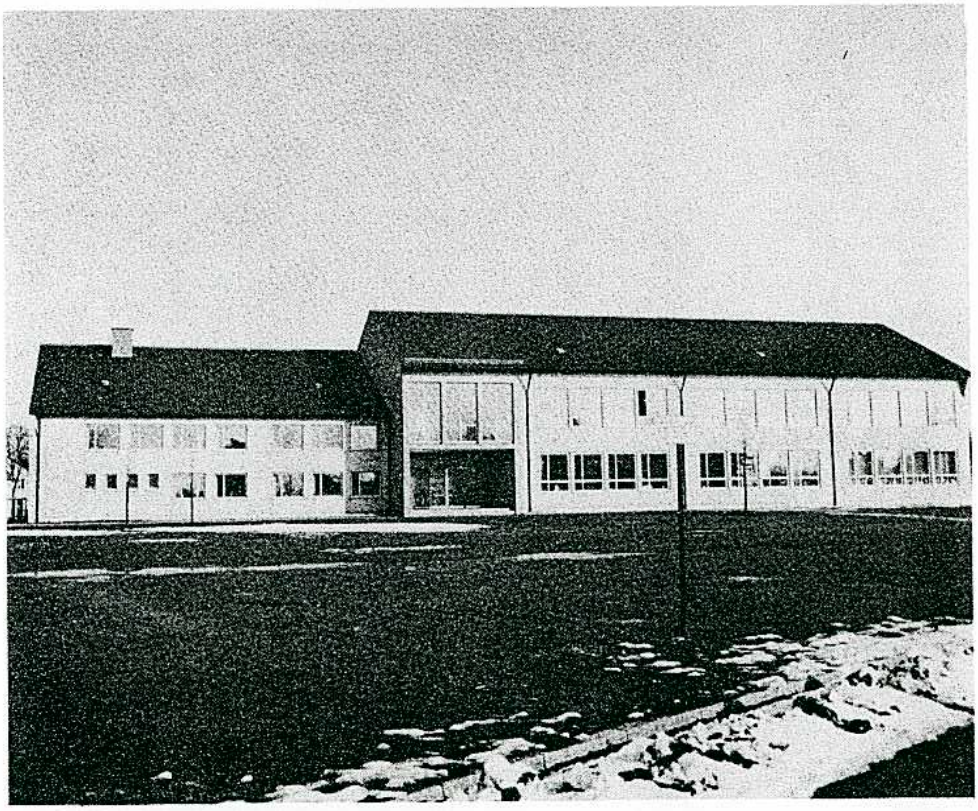
[2](1) Ibid., pp. 11-12, 125-30. (2) Frederiksen, op. cit., pp. 186-87.

[3](1) EUCOM CinC's Wkly Stf Conf, No. 41, 5 Dec 50, p. 4. (2) EUCOM CinC's Wkly Stf Conf, No. 22, 7 Aug 51, pp. 5-6. SECRET (info used UNCLAS).

[4]USAREUR Hist Div, "The U.S. Army Deutsche Mark Construction Program, 1953-1957," p. 51. There were 79 schools in Germany as of 30 June 1953.





The American elementary school formerly housed in a requisitioned building at Bremen (above) and the Bremerhaven American school (below) that was built under the construction program

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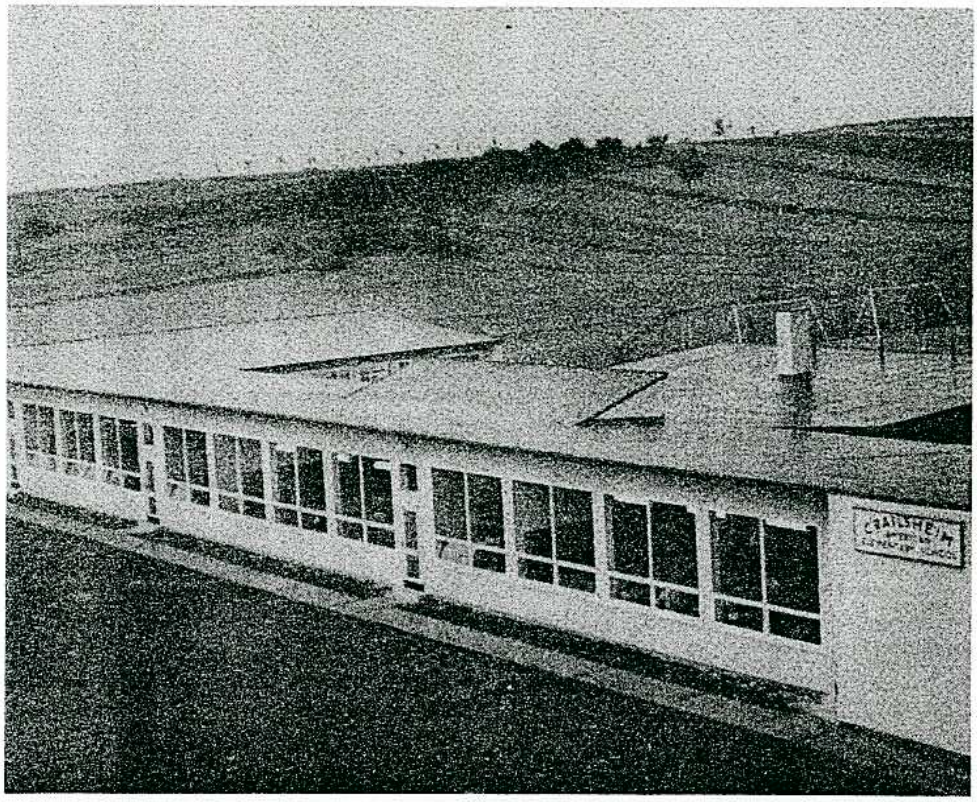
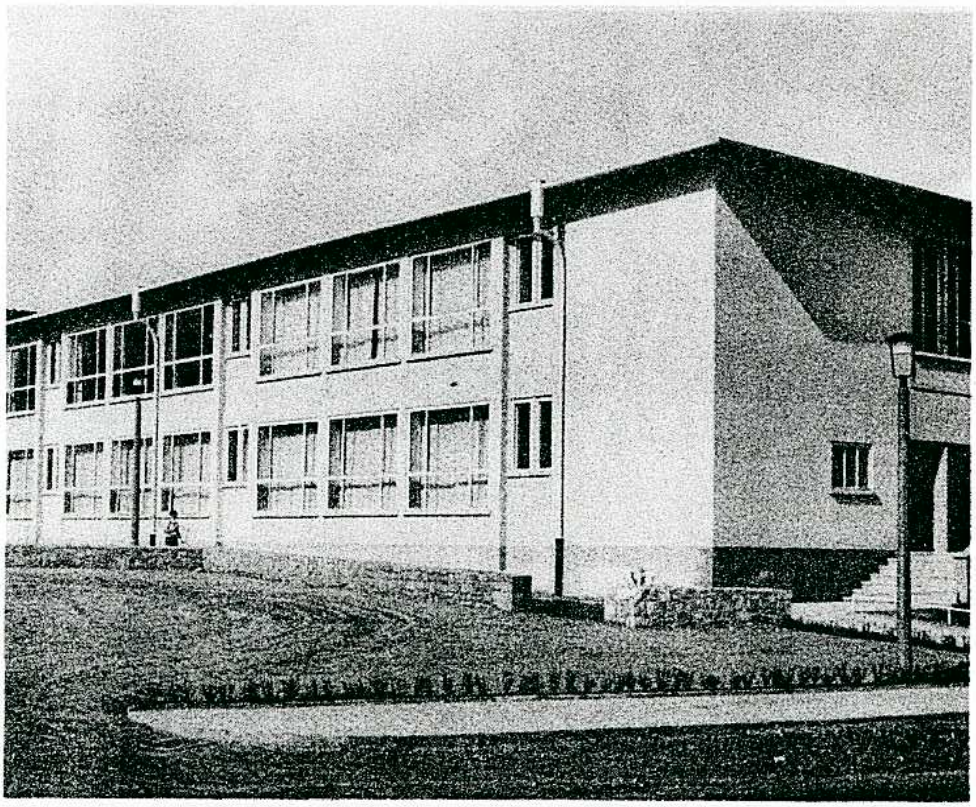
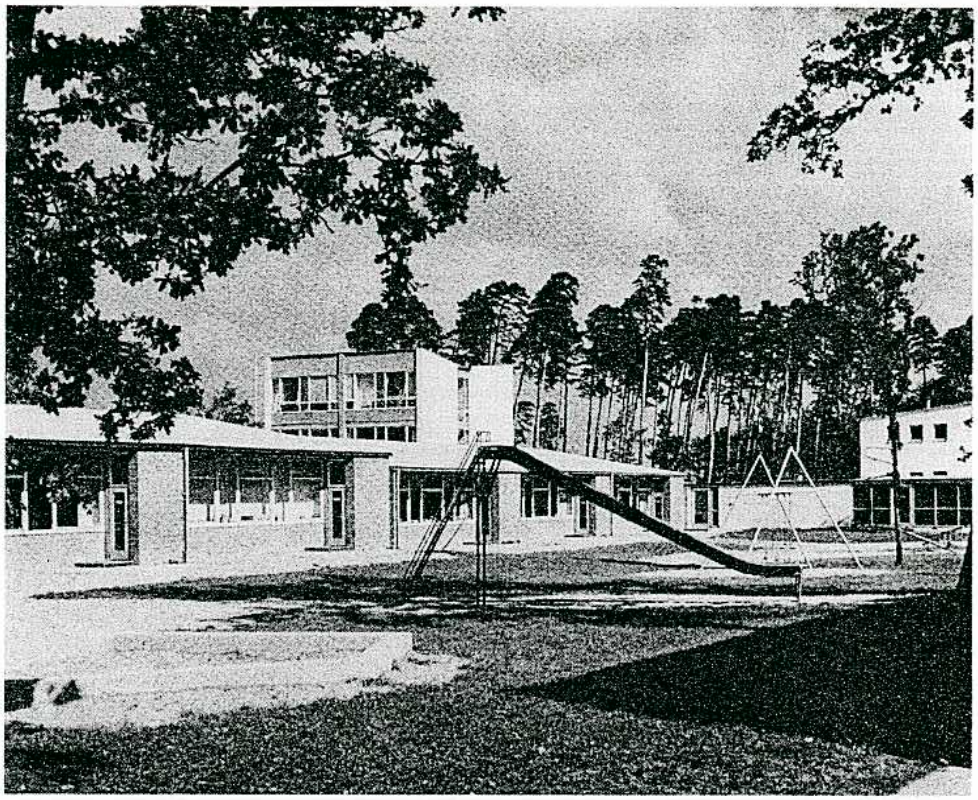
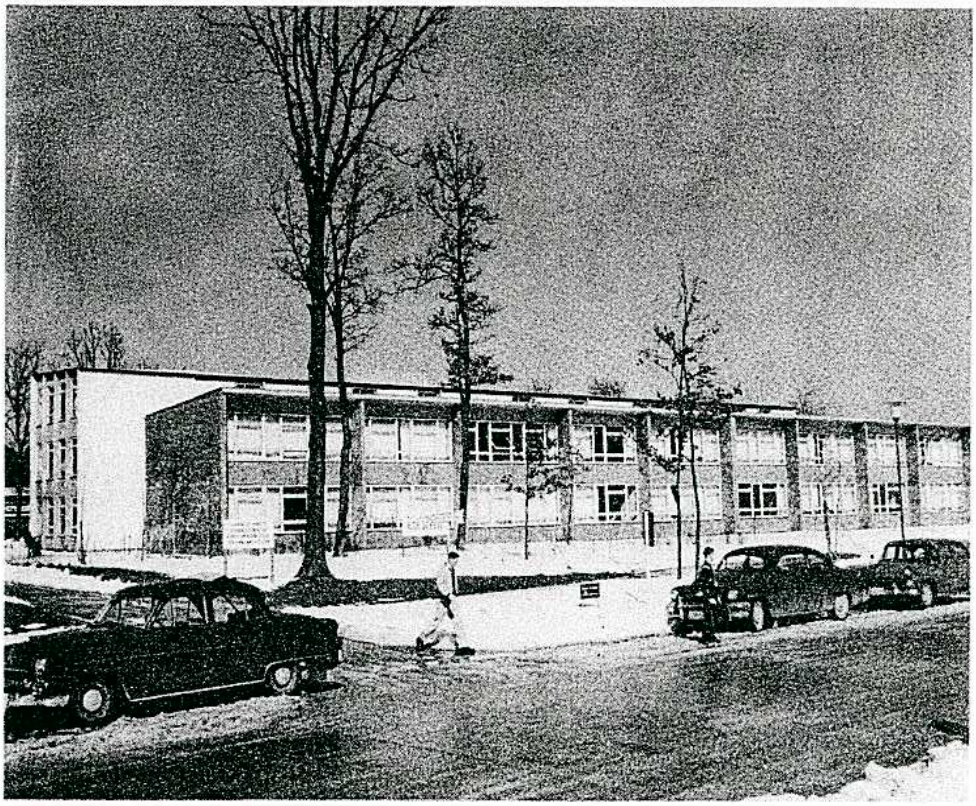




Schools built under the construction program at Crailsheim (above) and Gelnhausen (below)





The Munich elementary (above) and high (below) schools built under the construction program

29. Problems in France

The troop buildup in Germany had made necessary a line of communications through France, which led to major increases in troop and dependent strength in the latter nation. Since these personnel were in a friendly, sovereign land on the sufferance of its government, requisitioning obviously could not be used to acquire school--or for that matter any other--facilities. Buildings would either have to be rented, if suitable ones could be found, or constructed by the Army with appropriated funds, since Deutsche Mark funds could not be used outside Germany.

a. The First Schools. The first Army dependents' schools in France were opened in rented facilities at Verdun and Paris in December 1950. Between them, these schools had a total enrollment of 49 pupils in grades 1 through 8; neither high school nor kindergarten facilities were provided. By the end of the school year--July 1951--the school population had grown to 149 pupils, attending 5 elementary schools scattered along the line of communications. In the following year the number of elementary schools rose to 8, serving a total of 251 pupils. Additionally, American dependents in France were afforded their first high school in October 1951, when the Paris American High School opened in a rented and renovated private house.

Up to the end of school year 1951-52 all facilities used for schools were of a permanent nature, being either rented and renovated buildings or buildings that were available within the barracks being utilized by American troops. In preparation for school year 1952-53, however, when large enrollment increases were anticipated, some prefabricated buildings were erected during the summer of 1952 to serve as schools.[5] When school sessions started in September 1952, there was a total of 14 schools for dependent children in France, Paris having the only high school. The size of the high school and the number of students in the Paris area precluded the enrollment of students from other areas in France. These were given the option of attending a high school in Germany as boarding students or of taking home-study courses in high school subjects.[6]

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[5](1) USAREUR Hist Div, "The Line of Communications Through France, 1952-53 (U)," pp. 243, 246-47. SECRET (info used UNCLAS). (2) Mthly Sch Pop Repts, (info extracted by Mr. M. E. Armitage, USADEG Stat Sec, 25 Nov 57.) (3) Intvw, Mr. Siemon with Mrs. E. A. Sher, USADEG Secondary Educ Sec, 27 Nov 57.

[6](1) "The Line of Communications Through France, 1952-53," p. 246. SECRET (info used UNCLAS). (2) Sch Pop Repts, cited above. (3) Ltr, Lt Gen M. S. Eddy, CinCUSAREUR, to Maj Gen S. D. Sturgis, CG USAREUR COMZ, 8 Sep 52. In USAREUR SGS 352.9 (1952), Vol. I, Item 2A-1 atchd.

b. The Paris Situation. More serious than the problem of the high school students in other parts of France was the overpopulation problem within Paris itself. The Paris schools had not been established primarily as a result of the buildup along the line of communications but, rather, to support the United States elements of Supreme Headquarters, Allied Powers Europe (SHAPE). When school began in September 1952, however, it was found that there were many more U.S. dependents in Paris than had been anticipated. The high school had received applications from 108 pupils and all had been admitted. The elementary school had a problem; 314 children had been enrolled--222 dependents of SHAPE personnel, 64 USAREUR dependents, and 28 children of Army personnel assigned to Military Assistance Advisory Groups (MAAG's)--but some 190 others had to be denied admission because of space limitations. This latter group included dependents of Navy and Air Force personnel assigned to MAAG's, service attaches, Air Force personnel stationed in and around Paris, and personnel assigned to the Battle Monuments Commission, the Air University Study Group, and the office of the Special Representative, Europe. The only possible solution to the problem was to obtain either a larger building or another small one to supplement the one already in use. Teachers and supplies were available, but the Army had no money for the procurement of a building.[7] Although USAREUR was required to support only SHAPE and had met that obligation, it was agreed that USAREUR could and would operate a school for all Department of Defense dependents in the Paris area if a building could be made available. (The other two services would reimburse USAREUR for the actual per pupil costs of educating their dependents.) Since the Air Force had the greatest number of non-SHAPE dependents in the Paris area, that service agreed to procure the needed building. The Air Force could not rent a suitable building, however, so the enlisted men's club at Orly Field, outside Paris, was converted for school use.[8] This, obviously, was at best a makeshift arrangement. Although plans were made to build facilities for both an elementary and a high school in Paris, neither of these buildings would be ready for the school year 1953-54, and temporary facilities would have to be found to replace the enlisted men's club.

30. Further Problems, 1953-56

At the end of school year 1952-53 the situations in Germany and France were widely dissimilar. In Germany well over half of the schools

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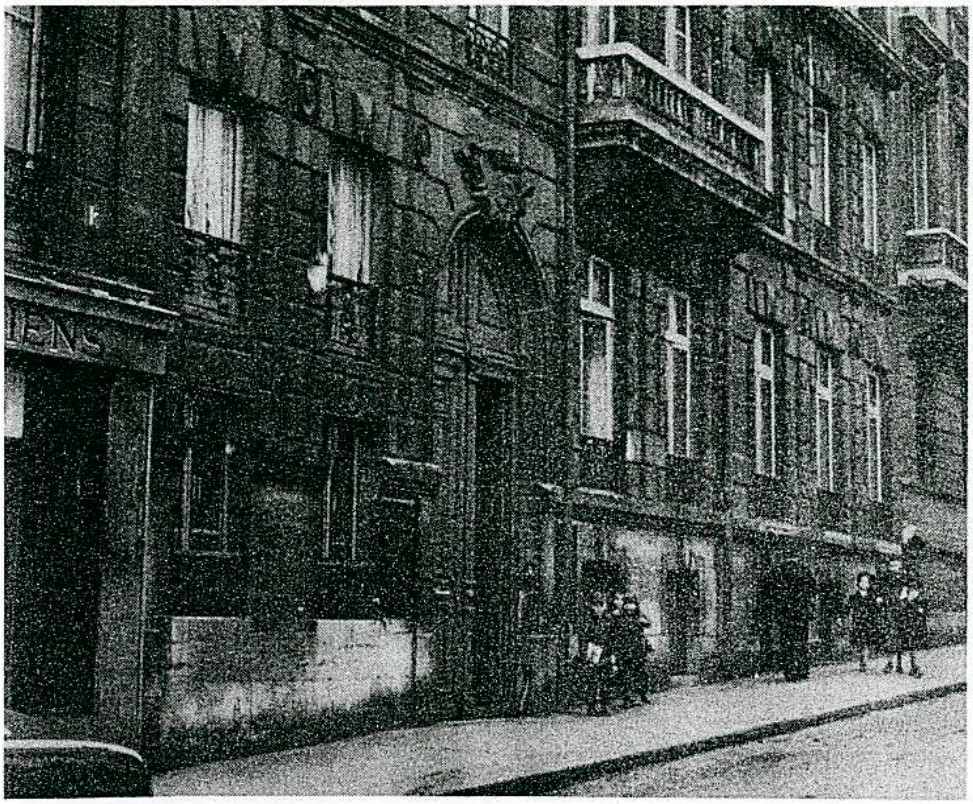
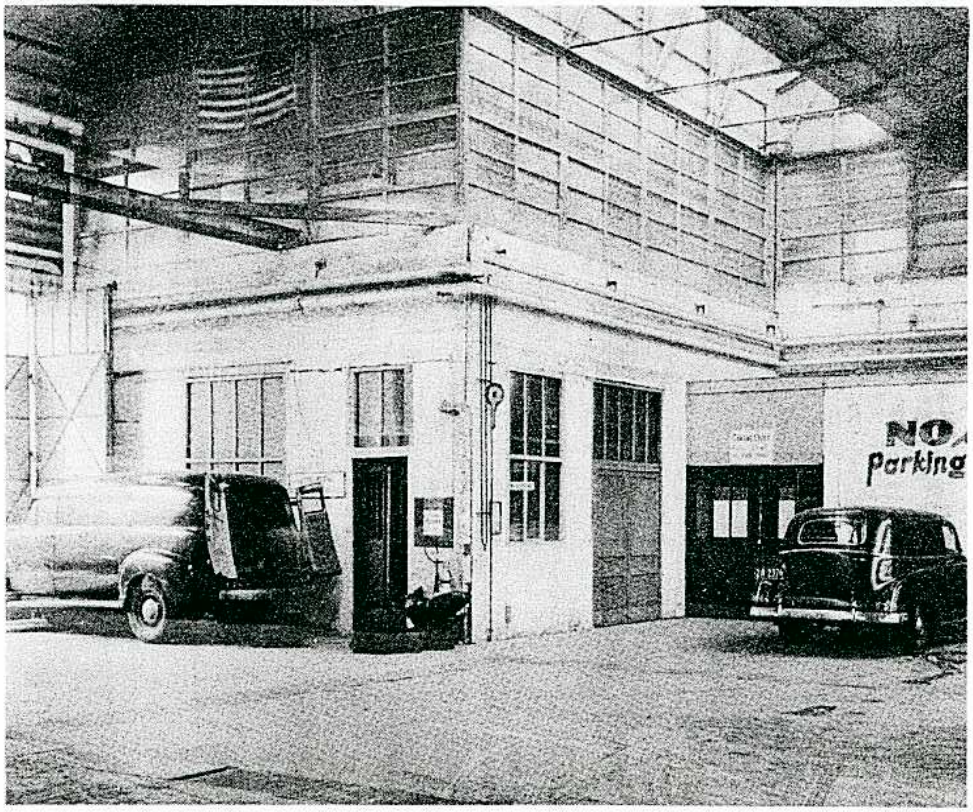
[7] Ltr, Col G. H. Holterman, USAREUR Pers & Admin Div, to Brig Gen J. B. Murphy, Dir Pers & Admin Div, 5 Sep 52, subj: Paris Elementary and Secondary School. In USAREUR SGS 352.9 (1952), Vol. I, Item 2A-1 atchd.

[8] (1) Cable EPPS-D-37673, CinCUSAFE to CinCUSAREUR, 29 Sep 52. In file above, Item 23. (2) Cable SMC IN 6366, USCinCEUR to CofSA, 28 Oct 52. (3) Memo, Gen Murphy to Gen Eddy, 15 Nov 52, subj: Dependents Schools-Paris Area. Both in file above, Item 28.





Makeshift quarters in Paris for American schools—Nr. 3, Rue Cimarose (above) and above the Stars and Stripes office in the Bleriot factory (below)

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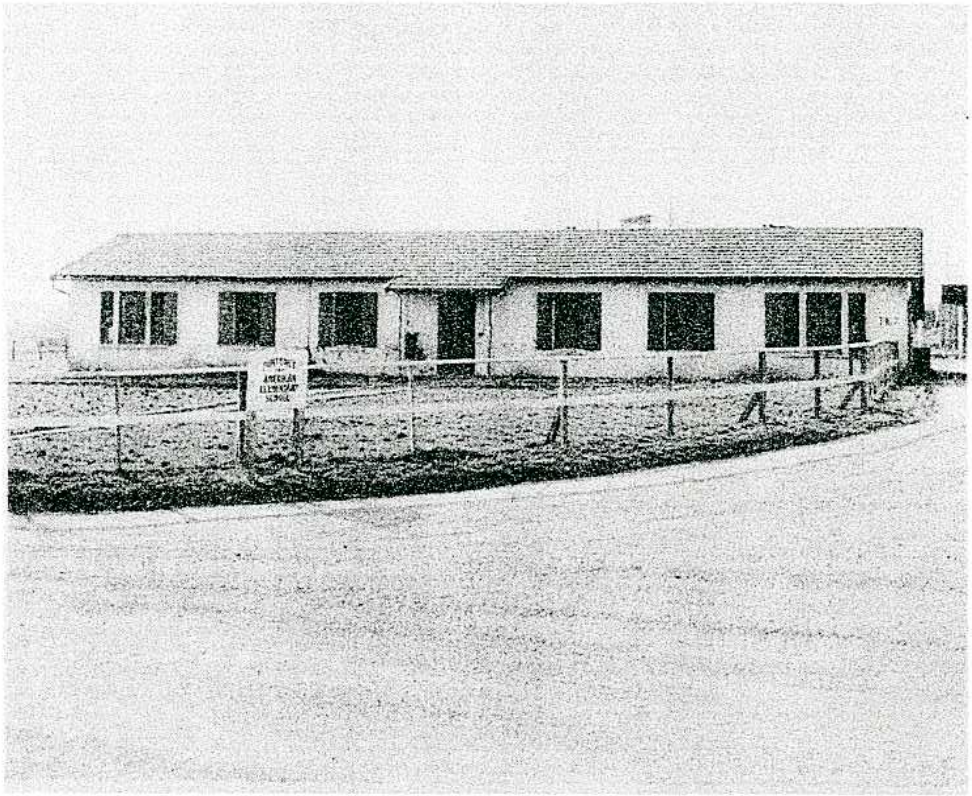
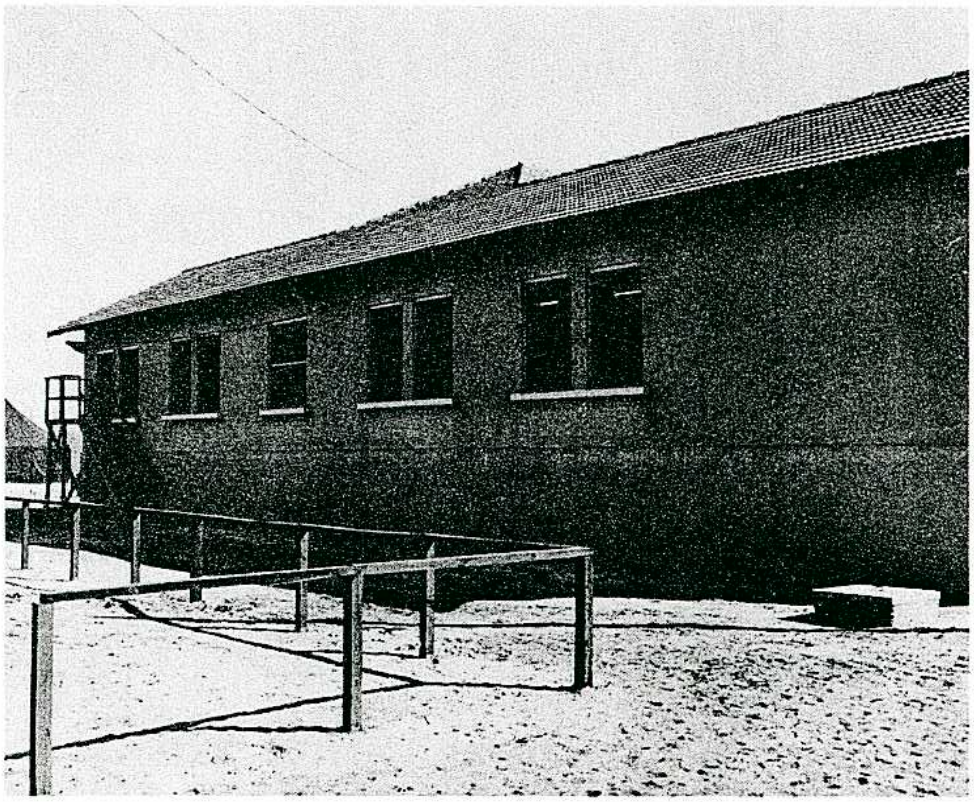
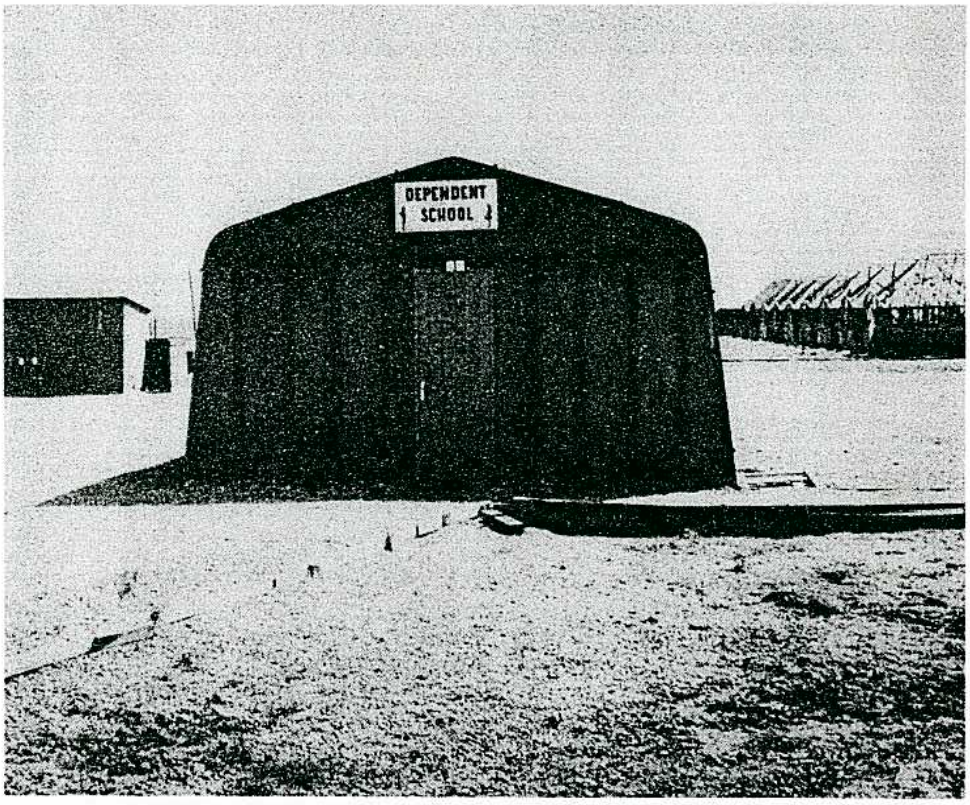
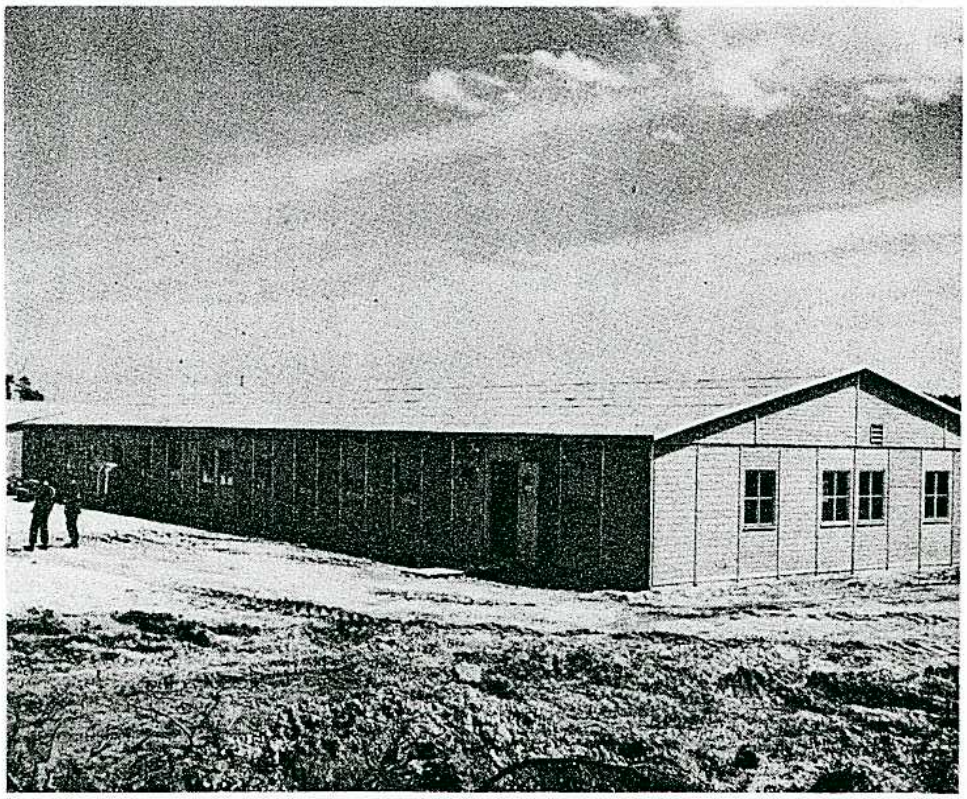




American schools housed in converted barracks facilities at Fontenet (above) and Captieux (below), France--1953





Two types of prefabricated structures used to house American schools in France, at Vassincourt (above) and Bussac (below)--1953

had been newly built, and many of the requisitioned buildings that housed schools had been renovated extensively. In France, on the other hand, all schools were housed either in prefabricated buildings or in rented facilities that often were far from adequate. Further improvements were called for in both countries.

a. Additional Construction in Germany. The decision to continue the construction program in Germany after June 1953 was taken basically for two reasons: additional facilities of various kinds were needed, and Deutsche Mark funds for construction were still available. Moreover, when the status of West Germany changed from that of an occupied country to that of a sovereign, independent one, Deutsche Mark contributions to the former occupying powers would be sharply curtailed or even eliminated. A major portion of the construction undertaken as part of the continued program was dependents' housing and support facilities, including schools.[9]

The same technical standards that had applied in the first construction program were used as guidelines for school construction in 1953-56. Thirty-two new schools were built, bringing the total of new school plants in Germany to 76, and in addition a number of the other schools were expanded and/or renovated; the entire 1953-56 school construction program cost the Deutsche Mark equivalent of $10.3 million. At the end of June 1956 only six schools in Germany remained housed in buildings that had not been specifically constructed by the Army as schools. Five of these were in renovated buildings within barracks areas, and the other was in a former German school.[10] Construction of new facilities to replace the German school and one of the barracks buildings was planned for the following year.[11]

b. Difficulties in France. School year 1953-54 presented even more serious problems in France. A large influx of troops and dependents was expected during that year, but although it was planned to construct buildings for use as schools eventually, none of these would be ready in time for the opening of school in the fall of 1953. In August therefore, the Department of the Army approved a plan for the erection of prefabricated buildings to serve as schools at 14 locations in France. A $25,000 cost ceiling was imposed for each location, and troop labor was used to erect the structures. Although not all of these buildings were ready in time for the scheduled opening of schools in September, in no case was a school opening delayed more than one week.[12]

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[9] "The U.S. Army Deutsche Mark Construction Program, 1953-1957," pp. 1-4.

[10] This was one of the very few exceptions to the early OMGUS injunction against the use of German schools.

[11] (1) Ibid., p. 51. (2) Depns Schs Fac Sv Repts, passim. In USADEG Stat Sec files. (3) Intvws, Mr. Siemon with Mr. M. E. Armitage, Mr. F. L. Miller, Mr. W. J. Waters, and Miss H. A. Slosberg, all USADEG, 4 Dec 57.

[12] "The Line of Communications Through France, 1952-53," pp. 246-49. SECRET (info used UNCLAS).

In Paris the situation had improved slightly. The elementary school was housed in two rented buildings and supplemented by classrooms in a wooden building at Orly Field, which the Air Force had constructed to replace the enlisted men's club that had been used as a part-time school building the year before. The high school was located in a renovated airplane factory on the outskirts of the city, but construction of a multiple-unit elementary and high school in St. Cloud was begun in February 1954. The new buildings were ready for occupancy in time for the opening of school in September 1954, the first buildings actually constructed for use as schools by the U.S. forces in France. This was the most modern and satisfactory dependents' school plant in France.

The second dependents' high school in France was opened at Rochefort for school year 1953-54 and housed in a renovated office building. It continued there, although increased enrollments necessitated the addition of prefabricated supplementary classrooms. In school year 1954-55 Orleans was also provided a 4-year high school; it, too, was housed in a rented and renovated building.[13]

By June 1956 a total of 26 schools--3 high schools and 23 elementary schools--were in operation in France. Six of these were housed in permanent nonschool buildings that had been renovated for use by the dependents' schools. Three of the six had prefabricated additions to alleviate crowding, and for one of them a permanent addition had been built. An additional six schools were housed in permanent buildings that had been built by the Army, and two of these were supplemented by prefabricated additions. Thirteen of the remaining schools were entirely in prefabricated buildings that had been erected by the Army, and, finally, one school--that at Soulac-sur-Mer--had been constructed by volunteer military labor, using salvage materials. Although this school was extremely primitive, the need for a school for the children in the area and the enthusiasm of the parents persuaded the Dependents' Education Group to permit it to function for school year 1955-56. It did not reopen the following year.[14]

With the exception of the four schools that were entirely housed in specially built facilities, the school plants in France were decidedly inferior to those in Germany, although they were considered to be adequate.

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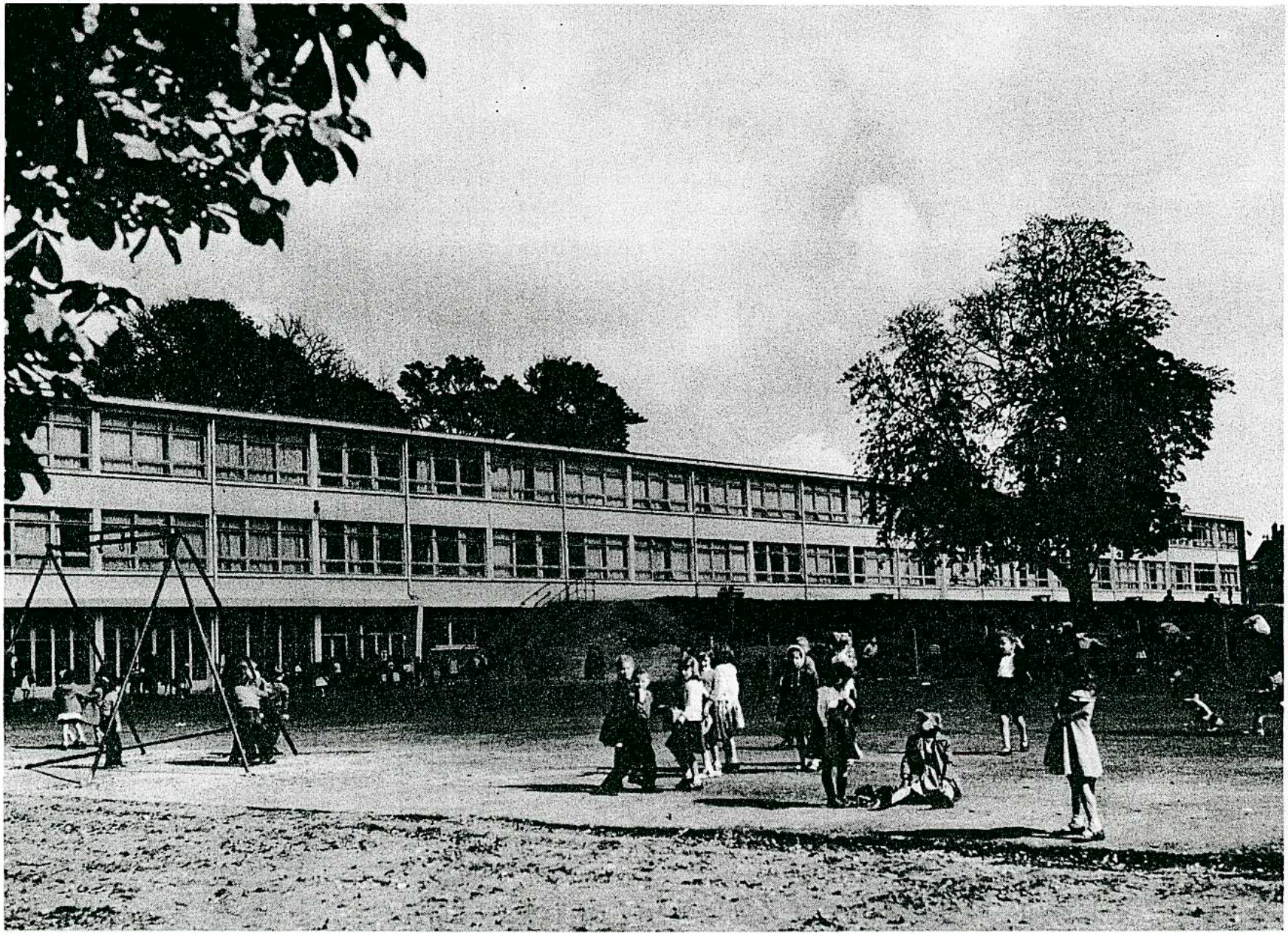
[13] In 1952-53 Orleans had a ninth grade added to its elementary school, and in 1953-54 the tenth grade was added. At that time the school was also in a renovated building.

[14] (1) Depns Schs Fac Sv Repts, cited above. (2) Intvws, Mr. Siemon with Mr. Armitage, Mr. Miller, Mr. Waters, Mr. Search, and Miss Slosberg, 4 Dec 57. (3) Erinnerungen /yearbook of all USAREUR depns high schools/, 1954, pp. 360, 400; 1955, pp. 386, 420. (4) DF, USAREUR ACofS G1 to CofS, 12 Oct 55, subj: Queries Raised as Result of C/S Visit to COMZ and NODEX Site. In USAREUR SGS 352.9 (1955), Vol. I, Item 17.

The most serious problems were deficient heating equipment in the temporary structures and a lack of built-in storage space in both renovated and temporary buildings.[15]

[15](1) Schs Fac Sv Repts, cited above. (2) Memo for rec, Mr. H. K. Heiges, USAREUR DEO Educ Br, 5 Nov 56, subj: Visit to Schools in France, 14-31 October 1956. In USADEG files. (3) DoD Rept, n.d., subj: Study of Education of Dependents Overseas, cited above.



Permanent construction in France—the new American school at Paris

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CHAPTER 9

The Education Program

Part I: Evolution

The standard curriculums and sound educational practices of American public school education were the basic elements used in planning for the education of the children in overseas American dependents' schools.

31. Elementary School Program, 1947-56

The specific educational objectives were to teach basic subject matter skills on the various grade levels in accordance with generally accepted standards and to help children understand and develop economic and social ideas. The students were to learn geographical, historical, governmental, and ethical facts in preparation for good citizenship. They were also to learn about the historical, economic, and social development of the nations of the world, with special emphasis on Germany and France. Finally, the students were to enhance their understanding and cultivate an appreciation of the relationship between all human beings and the physical environment in which they live and work.

To achieve these objectives the schools used approved basic textbooks and teaching aids for the subjects taught on all grade levels. In addition the teachers used manuals and guides for subject matter fields and major school activities. Teaching procedures were set up on a unit area and pupil experience basis, which determined the objectives to be achieved within the school year on each grade level. Teacher groups developed additional experience units, which utilized the local environment and community facilities to enrich the curriculum. Supporting classroom instruction were school libraries and a program of audio-visual aids consisting of carefully selected films, filmstrips, musical recordings, maps, etc. The children were taught to respect the customs and traditions of the Germans, the French, and other European peoples, and every American school child was given the opportunity to learn the German or French language. The planned

guidance program included the administration of standardized achievement and ability tests every school year.[1]

The pupils acquired fundamental skills and social understandings through being taught arithmetic, the social studies mentioned above, and the language arts, which included reading, English and composition, writing, and spelling. Health, safety, and general science were also important parts of the elementary curriculum, as was music.[2]

During the second school year in 1948-49 the curriculum was improved by the adoption of a comprehensive program of social studies lesson units for grades 1-8. The subject matter of the textbooks used in geography and history for grades 3-8 was the minimum learning requirement. Additional materials were provided to suggest further program enrichment and environmental study activities.[3] The school system was already characterized by the extensive use of local European historical and cultural backgrounds in connection with the curriculum. Almost as a matter of course, classes visited nearby art and music centers, castles, historic towns or communities, or picturesque places.[4] The basic elementary curriculum itself was subject to little change during the 10-year period encompassed in this report. However, the teachers and administrators regularly reviewed the curriculum at conferences and summer workshops and adopted suitable ideas and innovations in the field of elementary education.

32. The High School Program, 1947-56

The development of the secondary school curriculum can clearly be seen in the comparison of the subjects taught in the high schools in 1946-47 and 1955-56, shown in Table 2. The period in between was one of growth--in the number of schools, the number of students and teachers, the number of subjects taught, and in the number and kinds of educational services performed. In addition to the curriculum expansion of these 10 years, the number of extracurricular activities also increased. These activities, which included interscholastic and intramural athletics, student government, clubs, musical organizations, social functions, etc., achieved "cocurricular" status in recognition of their significant contributions to the education and growth of children.

In November 1947 a conference of superintendents and coaches developed plans for the establishment of the European Command American High

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[1] Teachers' Guides for Elementary Schools, 1954, 1957, p. 5. Prepared by Mr. F. L. Miller, C/DEG Elem Sch Sec.

[2] DSS Rept of Ops, 30 Sep 47, pp. 22-27. In USAREUR Hist Div Depn Sch file.

[3] DSS Rept of Ops, 31 Dec 47, pp. 19-20. In file above.

[4] Incl 1, n.d., subj: Survey of Education of Dependents Program, to memo, Capt G. U. Tapper, TAGO Ops Br, 8 Oct 48, cited above.

Table 2--American High Schools' Curriculum

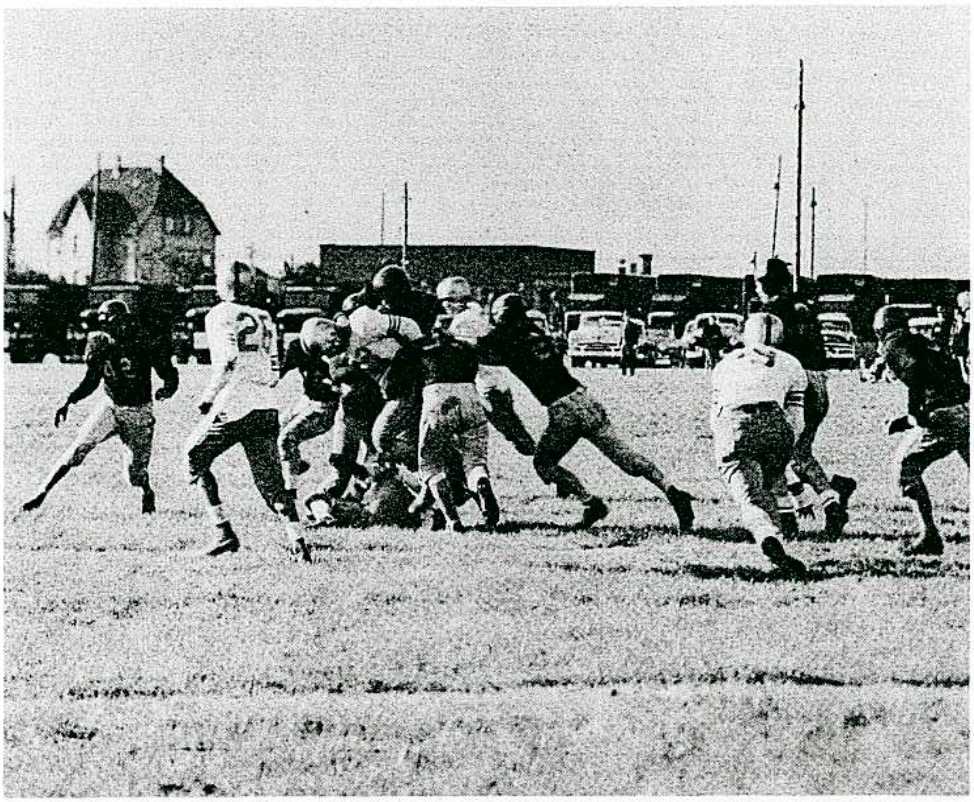
Subject[a]	SY 1946-47 Grade	SY 1955-56 Grade
English 9	9	9
English 10	10	10
English 11	11	11
English 12	12	12
Journalism	--	10-12
Speech	--	10-12
Remedial Reading	--	9-12
General Mathematics	9	9
Algebra I-II	9-10	9-10
Algebra III (1 sem)	11-12	11-12
Algebra IV (1 sem)	11-12	11-12
Plane Geometry	10	10
Solid Geometry (1 sem)	11-12	11-12
Trigonometry (1 sem)	11-12	11-12
Freshmen Goals (1 sem)	--	9
Problems of Democracy	12	--
World Geography (1 sem)	9	9
World History	10	10
American History	11	11
American Government (1 sem)	12	12
Sociology (1 sem)	--	12
General Science	9	9
Biology	10	10
Chemistry	11	11
Physics	12	12
German I	9-12	9-12[c]
German II	--	10-12[c]
German III	--	11-12[c]
French I	--	9-12
French II	--	10-12
Homemaking I	9-12[b]	9-12[d]
Homemaking II	--	10-12[d]
Arts & Crafts	9-12	9-12
Mechanical Drawing	--	10-12
Woodworking I	--	9-12[e]
Woodworking II	--	10-12[e]
Typing I	11-12	10-12
Typing II	12	11-12
Shorthand I	12	11-12
Shorthand II	--	12
Bookkeeping	--	11-12

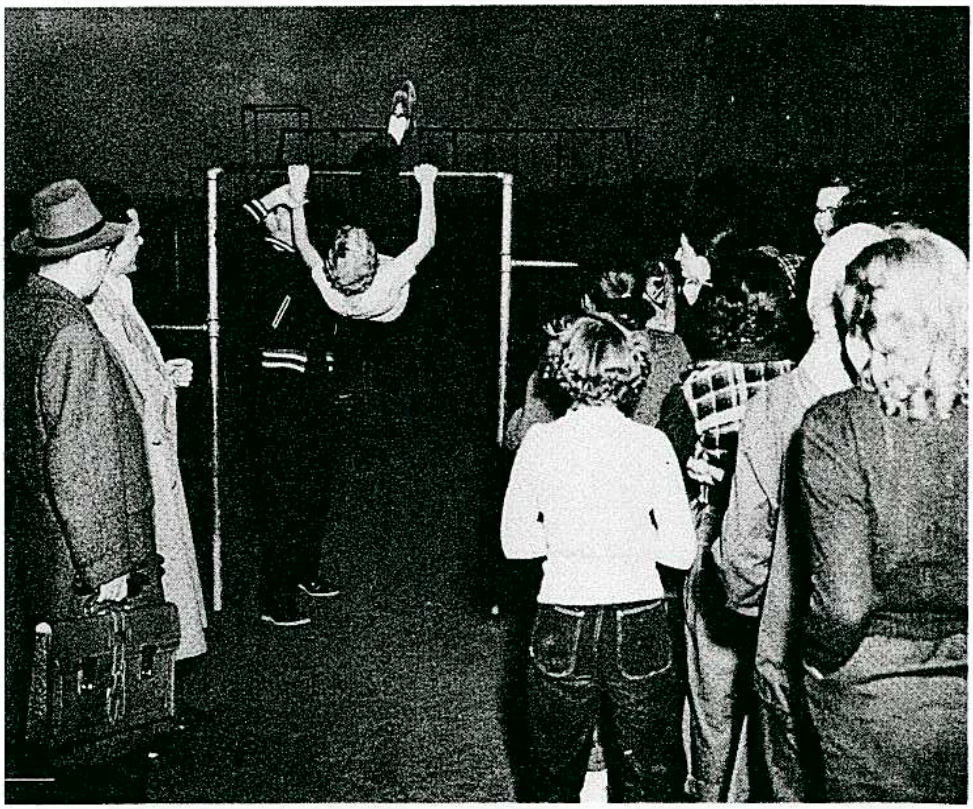
Table 2--American High Schools' Curriculum--continued

Subject[a]	SY 1946-47 Grade	SY 1955-56 Grade
Chorus	9-12	9-12
Boys' Glee Club	9-12	9-12
Girls' Glee Club	9-12	9-12
Physical Education	--	9-12

[a] Offered at all schools, except as indicated.
[b] Except Berlin and Erlangen.
[c] Except Paris, Rochefort, and Orleans.
[d] Except Berlin.
[e] Except Berlin, Bremerhaven, Paris, and Wuerzburg.

Source: USADEG Secondary Sch Sec.





Sports and physical training were an integral part of the educational program

School Athletic Association. With minor revisions, the rules and regulations governing student eligibility for team sports and interscholastic competition were modeled after those of the Michigan High School Athletic Association. Transportation needs for the athletic teams traveling within the command were provided by the Transportation Division, while post commanders provided local bus service for games played in nearby cities. Athletic equipment was supplied by Special Services from Army surpluses.[5] The interscholastic athletic program was instituted in the fall of 1948 with the establishment of a high school football league. The end of the first full season of games found Heidelberg High School in possession of the championship. Basketball teams were also established at the end of 1948, with competition readied for the 1949 spring term. In school year (SY) 1948-49 there were 17 interscholastic teams, divided among basketball, football, and baseball. Track was added to competitive athletics in SY 1950-51, and tennis teams were formed in the following school year. Golf became a competitive sport in SY 1953-54, and a soccer team was organized in the Paris High School in SY 1954-55. By 1956 over 40 teams were participating in the dependents' high school athletic program.[6]

In 1949 the first composite annual, or yearbook, for all the high schools was published. Entitled Erinnerungen--meaning memories or souvenirs--the annual's first issue, which commemorated the 1948-49 school year, totaled 728 copies. In 1956 over 2,100 copies were published; the total number of annuals sold and distributed for the period 1949-56 was nearly 12,500.[7]

The adequacy of the secondary school curriculum was constantly reviewed to meet the accrediting standards of the North Central Association of Colleges and Secondary Schools, commonly referred to as NCA.[8] The variety and quality of the educational program constituted the most important factors in determining the accreditation of the schools. Beginning in 1947 every dependents' high school has maintained continuous accreditation.[9] (See Table 3.) Upon the recommendations of NCA visiting

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[5](1) DSS Rept of Ops, 31 Dec 47, pp. 17-18. (2) "The Third Year of the Occupation," 2d Qtr, Vol. III, pp. 196-97.

[6](1) Depn Sch Div Rept of Ops, 31 Dec 48, p. 10. (2) Info from USADEG Secondary Sch Sec.

[7]Info from USADEG Secondary Sch Sec.

[8]Accreditation by this association, by mutual agreement with other regional accrediting groups, results in ready acceptance of USAREUR high school students by all other accredited schools in the United States. School accreditation is also an important aspect of the admission requirements of most American colleges and universities.

[9](1) Ltr, G. W. Rosenlof, NCA, to Col J. P. Murphy, C/DSS, 9 Jul 47, App XII to DSS Rept of Ops, 30 Sep 47. (2) The North Central Association Quarterly, Vol. XXX, No. 1 (July 1955), pp. 132-33; Vol XXXII, No. 1 (July 1957), pp. 125-26.

Table 3--High School Accreditation

High Schools	Accredited Since
Germany	
Berlin	1947
Frankfurt	1947
Heidelberg	1947
Munich	1947
Nuremberg	1947
Bremerhaven	1948
Wiesbaden[a/]	1948
Kaiserslautern	1953
Stuttgart	1954
Wuerzburg	1955
Augsburg	1956
Baumholder	1956
Mannheim	1957
France	
Paris	1952
Rochefort	1954
Orleans	1955

a/ The Wiesbaden High School was transferred to the Air Force school system effective October 1954.

Source: The North Central Association Quarterly, Vol. XXX, No. 1 (July 1955), pp. 132-33; Vol. XXXII, No. 1 (July 1957), pp. 125-26.

teams, which periodically inspected the schools, adjustments in the curriculums were made. In 1952, for example, NCA noted that the secondary school program was geared largely for those preparing to enter college. However, the program was inadequate for those planning to enter vocations without further education beyond high school. Consequently, the vocational program for school year 1952-53 was expanded. Typing and shorthand were offered in almost all the high schools, a more extensive course in homemaking was introduced, and facilities were expanded. The arts program was broadened to include industrial arts--mechanical drawing and woodworking--in most of the high schools.[10]

33. Difficulties in Meeting NCA Accreditation Standards

Although accreditation was continuous once granted, it could be withdrawn if after an examination or inspection a school failed to continue to meet the standards. A school might receive an advisement or a warning preliminary to actual withdrawal from the accredited list. A school would lose its accreditation only if it failed to correct the deficiency after receipt of the advisement or warning. During the first 10 years of operation only 1 warning and 1 advisement were received by USAREUR high schools. No dependents' school has ever lost its accreditation. The Munich High School was "advised" in 1955 because its principal did not have a Master's degree. The deficiency was corrected when the principal completed the necessary work for the degree.[11] In 1956 NCA gave the Berlin High School a warning based on low enrollment and the school's consequent inability to provide a well-rounded educational program. The peculiar geographical position of the school raised sensitive issues involving much more than educational standards. The psychological and political ramifications of the loss of accreditation for the Berlin school assumed greater proportions in the context of the "cold war." The question of closing or discontinuing the Berlin High School rose for the first time in 1952 when, after a period of declining enrollment, the motivation was more financial than educational. As indicated above (par. 19c), the per pupil cost for staffing such a small school was over $1,000 more than that required for a larger high school. This situation warranted the transfer of students in grades 10 to 12 to the Frankfurt High School, where dormitories were maintained 7 days a week. Grade 9 students were to become part of the elementary school in Berlin. The alternative to this arrangement was the use of correspondence courses for continuation of high school education.[12] The issue became so important

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[10] Ltr, Col R. F. Albert, CO DSD, to Mr. E. G. Johnston, Chmn NCA Com on Secondary Sch, n.d. [May 52]. In USADEG Secondary Sch Sec files.

[11] Intvw, Messrs. B. H. Siemon and R. Sher, USAREUR Hist Div, with Messrs. H. Heiges and H. D. Search, DEG, 17 Jan 57.

[12] (1) Memo, C/EUCOM Pers & Admin Div Pers Svcs Br to Brig Gen J. B. Murphy, Dir Pers & Admin Div, 31 Jan 52, subj: Dependent School Accreditation Team Report. (2) Ltr, EUCOM to CG Berlin Mil Post, 27 Jun 52, subj: Inactivation of Berlin High School. AG 352.9 GPA. Both in USAREUR SGS 352.9 (1952), Vol. I, Items 7A, 18 atchd.

that the matter was decided at the highest echelons of the command. Conceding the high costs of education in Berlin, Maj. Gen. L. Mathewson, commander of the Berlin Military Post, indicated that the alternatives were fraught with difficulties, especially in the matter of weekend traveling between Frankfurt and Berlin. Moreover, parents wanted their children with them even if it meant that their schooling was on a special basis. Educators would at least find it educationally, if no economically, desirable to continue the high school for a small number. The general therefore pleaded for the continuation of the school until it was no longer practical from any point of view.[13] Continuation of the Berlin High School for SY 1952-53 was assured by Gen. T. T. Handy, commander in chief of EUCOM/USAREUR, with special nonappropriated funding arrangements made to cover the excess costs involved in operating the small school.[14] In October 1953 an NCA accreditation team visiting the Berlin High School reviewed the issue of maintaining the school because of its small enrollment. However, the strategic and political considerations outweighed the disadvantages and so impressed the visiting team that Berlin's accreditation status for SY 1954-55 remained unchanged.[15] All the schools, including Berlin, were accredited again for SY 1955-56.[16] In November 1955 an NCA team revisited the Berlin High School and gave it the "warning" referred to above. The team recommended the discontinuance of the upper 3 grades (i.e., 10-12) effective in SY 1956-57, unless enrollment rose to double the 22 students then attending the school.[17] Although per pupil costs in Berlin were still the highest in the school system, amounting to $1,363 (compared to $493 for Heidelberg and $847 for Wuerzburg),[18] NCA was more concerned with the problems generated by low enrollment. For instance, low enrollment precluded athletic competition with other high schools, which in turn caused low

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[13]Ltr, Maj Gen L. Mathewson, CG Berlin Mil Post, to Gen T. T. Handy, CinCEUR, 27 Jun 52. In file above, Item 18 atchd.

[14]Ltr, Gen Handy to Gen Mathewson, 10 Aug 52. In file above.

[15](1) Ltr, Messrs. L. B. Fisher and E. G. Johnston, NCA, to Miss V. Reilly, Principal, Berlin High School, 18 Jan 54. In USADEG Secondary Sch Sec files. (2) C/N 1, USAREUR ACofS G1 to CofS, 6 Apr 54, subj: Accreditation of USAREUR Dependents' High Schools. In USAREUR SGS 352.9 (1954), Item 2 atchd.

[16]Ltr, Mr. A. J. Gibson, Chmn NCA Depn Schs Com, to Gen A. C. McAuliffe, CinCUSAREUR, 11 Apr 55. In USAREUR SGS 352.9 (1955), Vol. I, Item 8.

[17]Ltr, Messrs. G. A. Beck and F. A. Miller, NCA Visitation Com, to Mr. M. A. Fay, Principal, Berlin High School, 10 Jan 56. In USADEG Secondary Sch Sec files.

[18](1) DF, USAREUR ACofS G1 to DCS Admin, 19 Oct 55, subj: Contribution to Support of Education of Dependents Program, Berlin High School. (2) Comment 3, same to same, 24 Oct 55, same subj. Both in USAREUR SGS 352.9 (1955), Vol. I, Item 17A.

student morale. This factor formed the basis of the team's warning in its recommendation to discontinue the high school, even though the educational program was admittedly adequate.[19] The NCA recommendation elicited a strong response from the Dependents' Education Group (DEG)--the administrative headquarters of the dependents' schools. An inspection of the Berlin school in January 1956 by DEG showed, contrary to the NCA observation, that morale at the school was good despite the lack of competitive athletics. The activities program, which included a variety of clubs, a school newspaper and annual, a student council to which all students belonged, sports, and social functions, was rated excellent. The academic program was also excellent even though the courses were restricted primarily to college preparatory work because of the small size of the school. Living in Berlin itself was a unique and richly rewarding experience. Closing the school would not only cause hardship on the parents and children, but would provide the Communists, particularly in East Berlin and East Germany, with grist for their propaganda mills.[20] In his rebuttal the director of the Dependents' Education Group labeled the proposed withdrawal of accreditation "educational desertion and treason." According to him, NCA evaluated the dependents' schools in Europe in terms of a frame of reference that applied only to stateside schools. What was needed was a world-wide frame of reference that would permit NCA to recognize the vital role the Berlin school played as an instrument of national policy. Berlin was an outpost beyond the front lines of the "cold war"--an outpost that had proven its mettle in the crisis of the blockade in 1948. The teachers were more than teachers, the schools more than schools--they were "coguardians of an international tranquility." The administration of educational as well as military affairs in foreign lands presented an ever-rotating panorama, one so large that a fraction of such rotation in the United States would result in a school superintendent's perpetual insomnia. The nonaccreditation of the Berlin school therefore could not be countenanced.[21] The NCA position was in fact difficult to understand, especially since the Association had accredited many other small schools in the United States and in the dependents' school system.[22] For example, the Bremerhaven school experienced chronically low enrollments, which NCA never questioned, although the command had occasionally doubted the wisdom of continuing the school for reasons of economy.[23] The issue in the Berlin school was finally resolved in the

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[19] Ltr, Beck & Miller to Fay, 10 Jan 56, cited above.

[20] Incl, Rept, Mr. S. J. Hergenroeder, Dep Dir DEG, and Lt Col L. J. Aebischer, CO DSD, 25 Jan 56, to ltr, Dr. E. R. Sifert, Dir DEG, to NCA Depn Sch Com, 25 Jan 56. In USAREUR G1 Pers Svcs Br Educ and AYA Sec files.

[21] Ltr, Dr. Sifert to NCA, 25 Jan 56, cited above.

[22] Ltr, Dr. Sifert to Maj Gen A. S. Newman, USAREUR ACofS G1, 21 May 56. In USAREUR G1 Pers Svcs Br Educ and AYA Sec files.

[23] (1) Memo, C/EUCOM Pers & Admin Div Pers Svcs Br to Gen Murphy, 31 Jan 52. (2) Ltr, EUCOM to CG Berlin Mil Post, 27 Jun 52. Both cited above.

following school year (i.e., 1956-57) when the high school enrollment rose to 56, well above the NCA-stipulated figure.[24]

34. The Language Program

Apart from the unusual feature of being located in Europe, the American dependents' schools were distinguishable from most public schools in the United States by the fact that foreign languages were taught in the elementary grades and that foreign-born teachers were employed to give this language instruction. The native language of the host country was offered in the elementary schools of both Germany and France. French was also offered as a second foreign language in the high schools in Germany, although German was not offered in the high schools in France because of the lack of demand. The idea of providing German language instruction in the elementary grades of the dependents' schools was seen as a contribution to the over-all postwar mission of democratizing Germany. The presence of American schools in Germany afforded other opportunities to contribute to the plans for reeducation, namely by studying German cultural and social problems and by using American schools as models for German educators.[25] The educational objective of the language course was to afford pupils the opportunity to acquire in a relatively short time the rudiments of a speaking and listening knowledge of German in order to make a quicker and more adequate adjustment to life in the German community and to absorb as much as possible of the culture and civilization of the German-speaking countries of Europe. In order to realize this goal the study of language itself did not suffice. Therefore, in 1947 the German language course was broadened in concept to provide an introduction to German literature, history, geography, social studies, art, and music.[26] The German education program was important enough to warrant the services of a full-time supervisor in the administrative headquarters of the dependents' schools. This post was retained until 1951 when the program became such an integral part of the elementary curriculum that its special administration no longer seemed necessary. When American dependents' schools were opened in France in 1950 the French language was also offered as an integral part of the elementary curriculum. The educational objectives of teaching French were essentially the same as for teaching German, applied of course to France. Thus students learned French to be able to derive the greatest good from their experience in France and to appreciate and understand French life, culture, and customs. It was also thought that the early language learning

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[24] Mthly Sch Pop Rept, Sep 56. In USADEG Stat Sec files.

[25] (1) Ltr, DSS Dept of German to German teachers, 2 Sep 47, subj: Orientation. (2) Ltr, same to all American teachers of DSS, 2 Sep 47, subj: German Teaching. Both in App XVIII, The German Program, to DSS Rept of Ops, 30 Sep 47.

[26] DSS Dept of German, Guide to a Course of Study in German, 2 Sep 47. In file above.

experiences in Germany or France--even if they lasted only from one to three years--might influence children in the dependents' schools to plan their educational careers by including languages and/or foreign relations studies. As adults these students would enter their vocations with more enlightened living experiences and with a broadened vision of at least one other important nation besides their own.

The instruction in German and French emphasized first the mastering of a good basic vocabulary with proper pronunciation and language understanding. First and second grade instruction was almost exclusively aural-oral. Reading and writing was introduced only after a fairly sizable English vocabulary was acquired.[27] Six learning levels were established to determine the assignment of youngsters to classes in German and French. There were beginner and advanced classes in each of three grade groups: primary grades 1-3, intermediate grades 4-6, and upper grades 7-8.[28] Since the language program at the elementary school level was not common to elementary curriculums in the United States, support for the program came from nonappropriated fund sources. This circumstance permitted the school authorities to hire as language teachers foreign-born personnel, whose services cost less money than would have been needed to employ American-born persons. More important, however, was the fact that European teachers provided the necessary link between the Americans and the German and French communities, thereby facilitating social and cultural exchange activities.[29]

35. Exchange Program

Although the American schools had no formal program of exchange visits and community relations with the German and French localities, a concerted effort was made each school year to carry on the maximum of such activities. (Many school-community projects were part of or coordinated with the official efforts of the U.S. Government to promote good German-American and Franco-American relations.) Guidance and suggestions for carrying on a large assortment of activities came from the headquarters of the dependents' schools, but no attempt was made to direct an over-all program. Each school was left to decide the kind or kinds of activity it wanted to conduct--a fact which made for greater variety of experiences.[30] The nature of most contacts was social and educational. These included parties, dances, exchange visits of pupils and teachers, mutual participation in observances of national holidays, festivals, and

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[27] Teachers' Guides for Elementary Schools, 1954, p. 137; 1957, p. 122, cited above.

[28] Ibid., 1950, Book C, p. 96.

[29] Ibid., p. 97.

[30] Ltr, DEO to all sch principals in France, 18 Apr 56, subj: Dependents' Schools' Participation in the Army Community Relations Program. AEUEO 000.7. In USADEG files.

fairs, etc. There were charitable activities involving the distribution of food, clothing, toys, and gifts to orphanages and to the poor and sick of local communities. There were joint excursions to famous sites or historical landmarks, museums, and art galleries. There were musical activities, athletic events, and literally dozens of other kinds of jointly shared entertainment and educational projects.[31]

Although statistical summaries of the extent of the exchange program were not compiled, the number of German-American and French-American contacts was estimated well into the thousands. In 1950, for example, approximately 500 German teachers visited American dependents' schools as a result of arrangements made by the Education and Cultural Relations Division of the Office of the U.S. High Commissioner for Germany (HICOG) and the dependents' schools. Bilingual brochures on the schools were prepared for the German visitors.[32] Representative of the student exchange-type activity was the program conducted in Wiesbaden in 1951. Beginning in February of that year 3 German high school students studied for 1 week at the Wiesbaden American High School, while 3 Americans studied at the German Gutenberg School. Selected groups of students of both nationalties continued the exchanges in the following weeks.[33] American and German elementary school children in Erlangen compared school methods during German-American School Children Visiting Week in April 1951. Exchanges were made between corresponding classes of both nationalities under the supervision of teachers who knew both English and German. An open house was held at the American school with all German teachers and parents invited.[34] American school children in Stuttgart visited local industries with the idea of becoming acquainted with the German worker and his job. A toy factory, a cotton mill, a bicycle and motorcycle plant, a machinery works, and a newspaper plant were among the places visited.[35] CinCUSAREUR was impressed with the significance of the exchange program when the favorable publicity the exchanges had received in the American and German press was brought to his attention.[36] General Bolte sought extension of

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[31] For illustrations of the diversity and extent of the exchange program, see the various newspapers sponsored by military units and local posts or stations, e.g., The Constabulary Lightning Bolt (Munich area newspaper), 28 Nov 47; The Young World (Nuremberg area), 3 Jan 49; The Heidelberg Post, 10 Mar 49; The Munich American, 17 Nov 50; The Nuremberg Post, 20 Apr 51; The Gateway (Rhine-Main area), 2 Nov 51. The Stars and Stripes (Eur. Ed.) also contains numerous accounts of exchange activities during the period 1946-56.

[32] EUCOM Hist Div, Ann Narr Rept, 1 Jan-31 Dec 50. SECRET (info used UNCLAS).

[33] HICOG Information Bulletin, Mar 51, p. 32.

[34] The Nuremberg Post, 20 Apr 51.

[35] HICOG Information Bulletin, May 51, p. 38.

[36] (1) Ltr, Mr. M. Harmon, Stuttgart High Sch Tchr, to Lt Gen C. L. Bolte, CinCUSAREUR, 29 May 53. (2) Ltr, Gen Bolte to Mr. Harmon, 11 Jun 53. Both in USAREUR SGS 352.9 (1953), Vol. I, Item 15 atchd.

American elementary school children on a field-trip to a German department store (above) French and American Boy Scouts presenting a program on international scouting to an American class in France (below)

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the exchange program by requesting the Department of the Army to permit the enrollment of a selected group of German students in the Berlin American High School. However, the Judge Advocate General ruled that no exception could be made to the appropriations act limiting the use of educational funds to specified categories of dependents.[37] Meanwhile, an active exchange program had been inaugurated in the Berlin school.[38] Furthermore, a sizable group of foreign students were enrolled in the school, as well as in other schools in Germany and France, on a tuition-paying basis. For instance, by SY 1955-56 over 100 foreign students were attending the Army dependents' schools in Europe; 5 of these were in the Berlin school.[39]

The German-American and French-American school activities in SY 1955-56 formed the substance of two reports prepared by the Dependents' Education Group. Distributed to all the schools throughout the command, the reports provided useful information and suggestions to teachers and principals in Germany and France in inaugurating, sustaining, or expanding the program of school-community relations.[40]

36. Health Education

An important part of the command's school system was health education, which was the responsibility of each school. According to the National Committee on School Health Policies, the essential areas of a school health program included healthful school living conditions, appropriate health and safety instructions, adequate health services, healthful physical education, adequate teaching staff and service personnel, and education and care of handicapped children.[41] The dependents' schools and the military communities generally shared the responsibilities of conducting the health program in these areas. Post or installation commanders were responsible for maintaining the school health program. Technical advice

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[37] Ltr, CinCUSAREUR to TAG, 18 Sep 53, subj: Acceptance of Exchange Students in Overseas Dependents Schools, w/1st Ind, TAGO to CinCUSAREUR, 28 Oct 53, same subj. In file above, Item 27A.

[38] See, for example, ltr, Miss D. J. Rahm, Principal, Berlin Am Sch, to Dir DEO, 31 Mar 55. In USADEG PIO files.

[39] (1) USADEG Stat Sec. (2) USAREUR ltr, 30 Sep 52, subj: Assistance to Non-Military Agencies and Individuals and Military Nonappropriated Fund Agencies. AG 400.12 GLD-AGO. (3) 2d Ind, USAREUR to CO DSD, 23 Aug 54, subj: Application for Enrollment of Students. In USAREUR SGS 352.9 (1954), Item 3 atchd.

[40] (1) DEG ltr, 26 Nov 56, subj: French-American Relations, AEUE 352.9, w/incl 1, Report on French-American Relations in DEG Schools in France, 1955-56. (2) DEG ltr, 22 Jan 57, subj: German-American Relations, AEUE 352.9, w/incl 1, Report of German-American Activities in Dependents' Education Group Schools, 1955-56.

[41] Teachers' Guide for Elementary Schools, Science, Health, and Physical Education, 1949, p. 24. Prepared by Depn Sch Div.

and essential medical services were provided by the post or installation surgeons. School nurses were available at a limited number of schools, generally those with large enrollments. Although functioning under the technical supervision of the installation surgeons, the school nurses were under the administrative supervision of the school principal. Schools without nurses were urged to secure either the services of one from locally available funds or of part-time personnel. Army nursing personnel were not available for such assignments. Until 1950 medical officers or physicians were designated to serve as school medical officers in addition to their other duties.[42] However, after December 1950 Medical Corps officers and doctors generally were no longer available to visit the schools or to conduct routine physical examinations.[43] Parents were responsible for securing medical care and physical examinations for their children at available medical facilities nearest their residence. Such examinations were completed each school year before registration for the new term. Later registrants completed their examinations within 45 days after registration upon penalty of suspension. Besides being weighed and measured in the annual physical examination, the students' heights and weights were checked twice, and after February 1954 once, during the school year. This information was recorded in each student's health record maintained by the individual schools. Parents were required to arrange for the immunization of their children in conformance with command directives, and teachers had to make daily health checks of their pupils to determine if any medical care or exclusion from school was necessary. Principals informed parents of any observed or suspected ailment or physical defect that required attention.[44]

In an effort to protect and improve the physical, mental, and emotional health of every child, the teacher presented health education concepts through stories, activities, and practices that were correlated with other subjects taught in the school. Thus, whenever possible the social studies, science, physical education, art, music, and languages became instruments through which health and safety were taught. Generally, most correlation occurred in science and physical education classes, the textbooks for which contained appropriate chapters or units on health and safety education. The health instruction work plan for elementary schools was formulated around 13 general health areas, which included sanitation and good health habits; communicable diseases; nutrition, food, and growth; teeth and dental health; sunshine, fresh air, and ventilation; exercise, recreation, sleep, and rest; stimulants and narcotics; water and health; eyes and light; ears, sound, and speech; mental health and emotional adjustments; health and the digestive system; and body structure,

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[42] EUCOM Cir 59, 28 Oct 49, subj: General Provisions for All Dependent Schools.

[43] EUCOM Man EC-M 710-1, 22 Dec 50, subj: Education of Dependents Program.

[44] (1) EUCOM Cir 59, 28 Oct 49, cited above. (2) EUCOM Man EC-M 710-1, 22 Dec 50, cited above. (3) USAREUR Man AE-M 710-1, 5 Feb 54, subj: Education of Dependents Program.

organs, and cells. A fourteenth unit concerned safety and accident prevention.[45]

Health education instruction in the high schools was given in conjunction with science and physical education courses. In 1956 the Medical Division of USAREUR headquarters recommended that a course in "Individual Health and Survival in the Atomic Age" be added to the dependents' high school curriculum. The Red Cross would contribute most of the instructors, and medical service personnel, instructional material, and training aids would be made available by the Medical Division. By the end of school year 1956 the Dependents' Education Group prepared to revise the course of study for physical education to include a unit on first aid care of the sick and injured. Red Cross instructors were to conduct classes in home care of the sick and approximately 30 high school teachers would receive Red Cross instruction in home nursing and/or first aid.[46]

37. Libraries

Since the learning process did not begin and end in the classroom, the library, particularly the school library, fulfilled a vital role in the school organization. By being taught where to go for information and how to find it, students were provided with the key to the door of learning and knowledge. Individual differences in ability and interests were to a certain extent satisfied through the use of the library.

The dependents' school library program was directed by a headquarters librarian, who provided technical assistance in the organization and administration of school libraries. She selected, classified, and cataloged books placed in school libraries. In every dependents' school the principal designated one faculty member to supervise the library program. Depending on the size and location of the school, the supervisor had a German or French assistant who was a teacher-secretary-librarian, a secretary-librarian, or a full-time librarian. Since many schools were not staffed with professional librarians, teachers often performed the needed library functions. In 1954 schools with enrollments over 400 were assigned full-time librarians.[47]

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[45](1) Teachers' Guide for Elementary Schools, Science, Health, and Physical Education, 1949, cited above, p. 23 ff. (2) Teachers' Guide for Elementary Schools, 1954, cited above, p. 116 ff.

[46](1) DF, USAREUR Med Div to G1, 2 May 56, subj: Instruction in First Aid and Survival Care for High School Students. (2) Comment 2, USAREUR G1 to Med Div, 29 Jun 56, same subj. Both in USAREUR G1 Educ and AYA Sec files.

[47](1) Teachers' Guide for Elementary Schools, 1954, p. 168. (2) C/N 2, DEO to USAREUR G1, 12 May 54, subj: Accreditation Reports, Dependents High Schools. In USADEG Secondary Sch Sec files.

While a central library room in every school was the most desirable arrangement, 1-room schools and space limitations in many schools precluded having a central library. When no such facility was available, the book collections were placed in the classroom or distributed to classes for classroom libraries depending on grade levels. To a certain extent the school library attempted to compensate for the lack of general public library service in many housing areas by providing recreational reading for adults. All school libraries were equipped with one or more encyclopedias and dictionaries, and the Holy Bible, Revised Standard Version, was available in every library or in the principal's office as a reference for literature or history.

All schools attempted to provide library instruction for a minimum of 45 minutes per week, a goal that was generally difficult to achieve because of space and schedule problems.[48]

In 1952 the establishment of the union school library catalog showing the location of all books in the command instituted a more effective system of ordering and distributing school library books. Redistributing duplicate books to needy libraries allowed a greater variety of new books to be ordered and circulated throughout the command.[49] Expansion of the school library service was reflected each year in the addition of books to the shelves of old and new school libraries. In 1953 there were 19,492 books in 10 high school libraries. In the following 2 years, although only 4 small high schools were established, over 13,000 books were added to the school libraries for a median increase in each school of 51 percent.[50] In school year 1956, when school enrollment exceeded 31,000, nearly 66,000 books were added, bringing the total number of books in the school libraries to almost a quarter of a million. The number of books circulating during the same year was 860,953, which amounted to an average circulation of 27 books per pupil.[51]

38. Visual Aids

Audio-visual aids are supplementary visual and auditory instructional materials that are used in connection with other classroom learning experiences to clarify, establish, and correlate ideas, interpretation, and understanding. Broadly speaking, audio-visual aids include films and filmstrips; all types of pictures, photographs, maps, charts, objects, models, and specimens; and radio, television, and recordings--both tape and disc types. Research has proven the efficacy of audio-visual aids in facilitating learning, increasing the retention of facts, and promoting

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[48] Teachers' Guide for Elementary Schools, 1954, pp. 168-69.

[49] Ltr, Col Albert to Mr. Johnston, n.d. /May 52/, cited above.

[50] Ltr, Dr. Sifert to NCA Depn Schs Com, n.d. /Oct 55/, no subj. In USAREUR G1 Educ and AYA Sec files.

[51] MRS, Chief Lib to Dir DEO, 24 Jul 56, no subj. In USADEG files.

greater interest in the subject being studied. Other than the classroom blackboard, perhaps the most extensively used audio-visual aid in USAREUR was the film or filmstrip. Generally, every dependents' school had its own projector or had one readily available from the Signal Corps. A large, comprehensive library of about 1,000 films and 4,000 filmstrips, encompassing all elementary and secondary subjects offered in the schools, was built up in the central film and filmstrip library in Karlsruhe. Catalogs were prepared and distributed periodically to the schools to assist teachers in selecting appropriate titles for showings in their classes. The catalogs contained complete listings of available films and filmstrips as well as the synopsis, suggested grade level(s), and running time of each film. In addition, the teachers were provided with numerous suggestions on how to use audio-visual aids for the best educational advantages.[52]

39. Guidance Services

Until the position of guidance director in the dependents' school administrative headquarters and the pupil guidance program were established in 1953, no formal guidance service was available to the students. Individual teachers with guidance experience assisted their students to a certain extent, but this did not meet the need for an organized, extensive guidance program worthy of a growing school system. The purpose of the guidance program was to provide help in the educational development of as many school children as possible.

The areas of guidance services offered in the dependents' schools were the ones generally recognized by educational authorities. The designations of these areas adopted by the dependents' schools in 1956 were taken from a U.S. Office of Education report on "Pupil Personnel Services in Elementary and Secondary Schools."[53] The personnel services areas included orientation, counseling services, individual analysis, clinical services, child accounting and attendance, health services, relationship to home and community, informational services, residence hall, and placement and follow up. The most common guidance aids were standardized tests, which assisted the teachers in diagnosing students' difficulties and evaluating their progress; machine scoring service; individual diagnosis; sociometric material; a system for referring emotionally disturbed children to Army psychiatric services and child guidance clinics; and the cumulative record, which was a folder prepared for each pupil to help the teacher direct him (or her) into desirable learning patterns. The folder

[52](1) Teachers' Guide for Elementary Schools, 1954, pp. 173-74. (2) See also the various catalogs: Audio-Visual Aids, Films and Filmstrips for Dependent Schools, Jan 49; Audio-Visual Aids, Films and Filmstrips for EUCOM American Schools, Jan 51; Film and Filmstrip Catalog for USAREUR American Schools, Aug 53; Audio-Visual Aids Handbook, with 1954-56 Film Supplement, USAREUR American Schools; Film Guide for Teachers, USAREUR American Schools, 1955-56.

[53]DEO ltr, 23 Feb 56, subj: Checklist of Guidance Services. AEUEO 352.9.

included the permanent record card; personal, family, and autobiographical data; health record; previous report cards; anecdotal records; standardized test information; teacher comments; records of parent interviews; and referral reports. Other guidance aids were films on child development and educational psychology, tape recordings of teacher-parent interviews, and reference pamphlets or literature.[54]

In the elementary school a guidance coordinator was appointed by the principal to act as chairman of a guidance committee and to develop an organized guidance program within the limits of local school and community resources and staff capabilities. The guidance committee, also appointed by the principal, consisted of teachers interested and/or qualified in guidance work. Elementary and junior high schools that were not large enough to warrant full- or part-time guidance experts or committees usually had qualified teachers perform guidance services during 1 or 2 periods every school day. All high schools (except Berlin) and large junior high schools retained full- or part-time guidance experts--in some cases with assistants--to run the school's guidance program.[55]

40. Kindergartens

As already noted, the organization of kindergartens in the dependents' school program was accomplished as a matter of course without the benefit of appropriated fund support. The first kindergartens in Germany opened in 1946. Although the first schools in France were opened in SY 1951, the complications of nonappropriated funding did not allow the establishment of kindergartens at the same time. The first kindergarten in France was opened in November 1952 with an enrollment of 39; Metz started its kindergarten in 1953 with 21 enrolled.[56] Kindergartens were operated only in conjunction with elementary schools and if there were at least 15 eligible children.[57] The minimum figure was subsequently raised to 20 to reduce the cost of running the kindergarten program.[58] Each kindergarten unit was operated on a half-day basis of about 2½ hours, in 2 shifts if necessary. Because of nonappropriated fund limitations kindergarten teachers could not be recruited from the United States; they were American dependents who were present in local communities. According to standards determined by the school administrative headquarters the teachers

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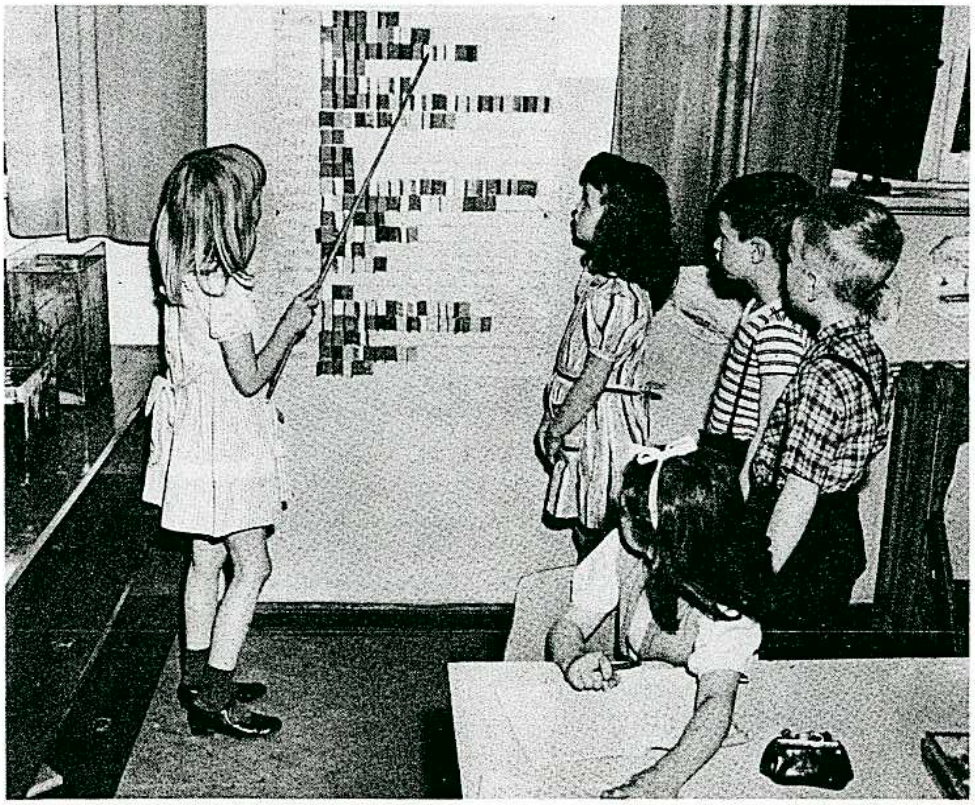
[54]Teachers' Guides for Elementary Schools, 1954, p. 19; 1957, pp. 24-25.

[55](1) Ibid. (2) Ltr, Col Albert to Mr. Johnston, n.d. [May 52], cited above. (3) Intvw, Mr. Sher with Dr. N. E. Lange, USADEG, 28 Apr 58.

[56](1) C/N 1, Dir USAREUR Pers & Admin Div to DCS Admin, 15 Aug 52, subj: Changes, Dependents School Manual; Nurses, Kindergartens. (2) C/N 2, SGS to Dir Pers & Admin Div, 19 Aug 52, same subj. Both in USAREUR SGS 352.9 (1952), Vol. I, Items 19 and 19 atchd. (3) USADEG Stat Sec.

[57]EUCOM Cir 59, 28 Oct 49, cited above.

[58]USAREUR Man AE-M 710-1, 5 Feb 54, cited above.



Kindergarten children playing "house" (above) and a first-grade class in the Berlin American school (below)

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were approved by the regional school superintendent and were supervised by the local school principal. Books and some supplies for teacher and student use were provided by the headquarters, which also directed the showing of appropriate films and filmstrips to the kindergartens. Other equipment and play materials were provided locally, depending upon the availability of nonappropriated funds. A special kindergarten library fund provided a specially selected list of 40 books for all kindergartens.[59]

The major objective of the kindergarten was to help the child form favorable impressions of the school and its environment. The general educational objectives were to build desirable attitudes and develop good habits in health, self-control, work and play, and social participation; to develop skill in muscular coordination by the use of art activities (e.g., clay work, crayon drawings, paper cutting, blocks, rythmic instruments, etc.); to stress consideration and respect for living things through contact with other children, by stories and dramatic activities about kindness to animals, and by caring for pets; to build up experiences and vocabulary to prepare the child for reading in the first grade; to teach proper work habits so that a child would finish what he had started; and to develop a sense of pride in having a clean, attractive kindergarten room.

Although kindergarten children were not expected to learn the three R's, an effort was made to teach them basic concepts in the curriculum areas of language arts, health, arithmetic, social studies, natural science, music, and art.

Evidence indicated that children who had kindergarten experiences usually ranked much higher scholastically in subsequent schooling and were more advanced in social and emotional development than children of similar backgrounds and intelligence levels without such experiences.[60]

41. Summer Educational Program

Beginning in 1949, and every summer thereafter, a combined program of instruction and research was provided. Designed to be of maximum benefit to the children, the teaching staff, and the educational system, the program met the educational needs of a special group of students, helped the dependents' school system keep abreast of important educational developments, and solved the problem of employing hundreds of staff personnel who did not return to the United States after the end of the school year.

a. Instruction. The original summer school program, inaugurated in Heidelberg in 1949, was in reality a recreational program for American school children that was supervised by a group of American and German

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[59] Teachers' Guides for Elementary Schools, 1954, pp. 178-79; 1957, pp. 164-65, 173.

[60] Ibid., 1957, pp. 165-72.

teachers and the Special Services office.[61] This idea was extended to include instruction for particular categories of pupils. These so-called summer opportunity schools were conducted for 6-week sessions at selected junior and senior high schools, depending upon the enrollment of a sufficient number of students and the availability of teachers. The summer school program in 1956, for instance, operated at 11 schools for about 400 students and employed 40 teachers. The elementary summer school program provided instruction for pupils who for justifiable reasons missed regular school work or needed extra help. Summer schooling was offered only to students most in need and most likely to benefit from the program. Instruction was concentrated in the language arts (reading and English) and arithmetic. The pupil-teacher ratio was deliberately kept low to permit the most effective remedial teaching.

The high school summer program was planned for students who received barely passing or failing grades because of late entry, frequent transfers, illness, or other reasons acceptable to the local principal. In addition, students who lacked one-half a credit for graduation in the following semester were eligible for summer enrollment. No student was allowed to take more than two subjects, however.[62]

b. Program Planning. As with good school systems in general, the dependents' schools constantly adapted and developed the education program as a cooperative enterprise that made use of all available staff members and resources. In addition to providing for careful experimentation in curriculum development, research during the summer recesses served to explore the fields of student activities, library services, audio-visual aids, guidance, and testing.[63] In 1948 at Bad Wiessee a total of about 270 teachers attended a series of 3-week summer workshops whose objectives were to standardize teaching methods and procedures throughout the system, to solve problems that arose in the first year of school operations, and to establish the curriculum, including study programs and teaching units for all subjects, for school year 1948-49. A "Handbook for Parents" was produced in one of the workshops to acquaint parents with the school system.[64] In addition, a number of teachers also

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[61](1) The Stars and Stripes (Eur. Ed.), 11 Jun 49. (2) The Heidelberg Post, 23 Jun 49.

[62](1) Intvw, Messrs. Siemon and Sher w/Messrs. H. Heiges and H. D. Search, DEO, 17 Jan 57. (2) DEO ltr, 21 Mar 56, subj: Summer School for American Pupils. AEUEO 352.8. (3) DF, DEO Secondary Sch Br to Dir DEO, 21 May 56, subj: Summer Employment (Secondary School Branch). In USADEG files. (4) DEG Rept to USAREUR Ad Bd of Educ, 9 May 57. In Hist Div Depn Sch file.

[63]Pamphlet, The North Central Association of Colleges and Secondary Schools, Policies, Regulations, and Criteria for the Approval of Secondary Schools, pp. 13-16.

[64](1) "The Fourth Year of the Occupation," (Occupation Forces in Europe Series, cited above), 1 Jul-31 Dec 48, pp. 167-68. (2) The American Traveler (1st Div newspaper), 18 Jun 48.

worked at the dependents' school headquarters on research and on compiling library references for teacher use in all subject fields. Much of the work done by teacher groups in these and other summer workshops was included in teachers' guides that appeared in subsequent years.[65] Once the education program had become firmly established, the summer workshops concentrated on revising courses of study, expanding guidance services, and introducing new testing techniques. In 1955 the workshops prepared a budget to support various homemaking activities, the costs of which were not sustained in normal school appropriations. In addition, the homemaking and English literature courses were revised, and a guide to teaching journalism was prepared.[66] A guide for French language teachers was prepared in a workshop in Paris for SY 1955-56.[67]

The summer workshops produced particularly useful results in the guidance field. Special guidance films were examined, instruction was given in administering, scoring, and analyzing the Stanford-Binet Intelligence Scale, teacher-parent interviewing techniques were studied, and a standardized German language achievement test was constructed. (See also Table 4.)[68] The curriculum workshops in the summer of 1956 yielded new guides in a variety of subjects including American Government, 12th grade sociology, freshman problems, arts and crafts for grades 7-12, homemaking, bookkeeping, typing, and industrial arts. Supplementary library materials were procured for grades 7-12 English courses. Other workshops revised the teachers' guides in 9th grade science and in mathematics and developed materials for teaching mathematics to rapid learners.[69]

In the audio-visual aids and music fields, summer workshops developed guides for 7th and 8th grade and high school music classes. Work was done on integrating and correlating music with literature, social studies, and the German language program. The handbook on audio-visual aids was also

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[65](1) Teachers' Guide for Elementary Schools, Science, Health, and Physical Education, 1949. (2) Teachers' Guide for Elementary Schools, Reading and Literature, Social Studies, Kindergarten, with Workbooks, Audio-Visual Aids, German Education and Daily Program Construction Plans, 1950. (3) Teachers' Guides for Elementary Schools, 1954; 1957.

[66]DEO Secondary Sch Br Rept, n.d. [1957], subj: Summer Workshop for Secondary Schools. In USAREUR Hist Div Depn Sch file.

[67]Memo, DEO Elem Sch Br to Dir DEO, 27 Jun 55, subj: Achievement of French Language Teachers at the Paris Curriculum Workshop, June 22-24, 1955. In USADEG files.

[68]Rept, DEO Gdnce Svcs, 20 Jul 55, subj: Summer Workshops, 1955. In USAREUR Hist Div Depn Sch file.

[69]Memo for rec, Dr. R. Haskell, DEO Secondary Sch Br, 9 Jul 56, subj: Summer Curriculum Workshops, Secondary Schools. In USADEG files.

Table 4--Guidance Service Workshop Projects, 1956

1. Preparation of USAREUR norms for standardized tests.
2. Summary of activities in USAREUR schools to improve Franco-American relations.
3. Guide for high school principals and counselors in evaluating student transfer credits.
4. Analysis of attendance reports for SY 1955-56.
5. Demographic analysis of 8th grade graduates of Mannheim and Stuttgart elementary schools.
6. Demographic analysis of Frankfurt elementary school graduates.
7. Report on ways to teach non-English speaking children in USAREUR schools.
8. Study of pupil problem areas using Mooney Problem Checklist.
9. Teacher-principal handbook on teaching gifted children.
10. Analysis of achievement test scores in SY 1955-56 testing program.
11. Opinion studies of grades 7-12 students graduating or leaving USAREUR schools in June 1956.
12. Analysis of Munich High School student leaders, showing sponsor status and selected characteristics.
13. Teacher attitude survey of USAREUR pupils.
14. Preparation of school administrators' index.
15. Preparation of German language tests.
16. Summary of school reports on German-American relations.
17. Analysis of academic achievement of USAREUR students in college in fall semester of 1955.
18. Survey of parental attitudes on the USAREUR secondary schools.
19. Guide to all USAREUR school forms.
20. Course of study for slow-learning students.

Source: (1) DF, Dr. N. Lange, C/DEO Instr Svcs Br, to Dr. E. R. Sifert, Dir DEO, 7 Nov 56, subj: Summer Workshops, 1956, Guidance Services. In USADEG files. (2) Rept, DEG to USAREUR Bd of Educ, 16 Nov 56, pp. 7-11. In USAREUR Hist Div Depn Sch file.

revised and a considerable number of films and filmstrips were evaluated.[70]

c. In-Service Education. In the summer of 1955 the University of Maryland extension service in Europe, cooperating with the Dependents' Education Organization and the USAFE Dependents' Schools Section, operated a 6-week graduate summer school in Munich. Apart from resolving the administrative problem of providing suitable activity for the large group of teachers who remained in the command during the summer months, the summer study program contributed to the professional growth of the attending teachers and thereby to the improvement of the dependents schools. The 163 teachers in attendance took courses that were suggested by the DEO headquarters staff.[71] Although the study program was not repeated in 1956 because of funding complications, most teachers without summer employment in the command returned to the United States for additional study and then returned for the new school year.[72]

d. Conferences. Ever since the dependents' school system was introduced in 1946, teachers and administrators attended periodic conferences to discuss professional problems. Both the annual summer orientation conferences for new teachers and these periodic meetings permitted the school headquarters administrative staff to evaluate the efficiency of the educational system and provided teachers and principals with opportunities to improve themselves. The North Central Association compared such conferences with the teachers institutes and other in-service activities that were standard practice in the United States.[73]

42. Special Education Program

As a result of planning begun in November 1953 with the introduction of proper guidance services, a program of special education was inaugurated in September 1954. A survey in the spring of 1954 revealed the need for special education for substantial groups of students with speech difficulties and a variety of mental and physical handicaps.

a. Special Speech Program. To assist the approximately 5 percent of the USAREUR school children with speech defects and another estimated 5 percent who could profit from speech therapy, specially trained teachers were employed and assigned to elementary schools in Frankfurt, Heidelberg-Mannheim, Kaiserslautern, Munich, Nuremburg, Stuttgart, and Paris. A part-time teacher was assigned to the Karlsruhe elementary school. The teachers had a maximum case load of 100 per week at the schools to which they were

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[70] DF, C/DEO AVA & Music to Dir DEO, 11 Jul 56, subj: Workshop Projects for the Summer. In file above.

[71] Ltr, Dr. Sifert to Gen Newman, 20 Sep 55, no subj. In USADEG files.

[72] DEO ltr, 17 Jan 56, subj: In-Service Education Summer Program (University of Maryland). AEUEO 350. In file above.

[73] Gen Rept of NCA Com on Depns Schs, 15 Mar 52, cited above.

assigned; they also did speech work in neighboring schools once or twice a week and consulted with other teachers. A total of 753 different children received needed speech therapy from this small group of teachers in the first year of the program. Included in the total were 583 children with functional difficulties (articulation, lisping, etc.), 21 with organic difficulties (cleft palate), and 60 with nervous disorders (stuttering). Another 20 children with hearing defects were taught lip-reading. The speech teachers administered audiometric tests to 485 children to determine whether they should be enrolled in speech improvement classes. The work of these special teachers extended to the pupils of 21 elementary schools and some of the large high schools. Established as an essential service of the dependents' school system, the program was expanded in SY 1955-56. In addition to teaching, the speech specialists conducted in-service clinics in which school staffs were instructed in remedial procedures and were given demonstrations in the use of equipment and materials.[74]

b. Program for Mentally Retarded Children. In 1954 there were at least 75 school age children who needed special instruction because of their below-normal mental capabilities. Consequently, three so-called ungraded classes were set up in the Frankfurt, Heidelberg, and Kaiserslautern elementary schools, with a total enrollment of 41 children. Before being admitted, the children were carefully tested individually, the recommendations of their teachers were considered, and the consent of their parents was sought. The children had chronological ages of from 8 to 16, had attained a mental age of 6, and had scored between 50 and 75 as intelligence quotients on the Stanford-Binet Intelligence Scale.[75] The value of the program was demonstrated in the measurable progress achieved by the retarded children. However, plans for increasing the number of ungraded classes were hampered by a shortage of funds that curtailed the program in SY 1955-56, when only 2 ungraded classes were conducted with an enrollment of 30. Recognition of the need for a larger program elicited a special fund authorization that would provide extra classes and specialized teachers for the following school year. In January 1956 the development of a curriculum for retarded children was begun. Detailed lesson plans were being prepared for teachers whose students included retarded children who were unable to attend the special ungraded classes.[76]

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[74](1) Memo for rec, C/DEO Gdnce Svcs, 21 Jul 55, subj: Report of the Special Education Program. In USADEG files. (2) DEO ltr, 19 Aug 55, subj: Special Speech Program. DEO 352.11.

[75](1) Memo for rec, 21 Jul 55, cited above. (2) DEO ltr, 7 Sep 55, subj: Mentally Retarded Pupils. DEO 352.9.

[76](1) Memo for rec, C/DEO Gdnce Svcs, 27 Jan 56, subj: Ungraded Classes. (2) Ltr, C/DEG Instr Svcs to U.S. Army Hosp, Landstuhl, C/Child Gdnce Clinic, 25 Aug 56, no subj. Both in USADEG files.

c. Program for Orthopedically Handicapped Children. In 1955 approximately 10 children of USAREUR personnel had orthopedic handicaps that precluded their attending school and receiving normal classroom instruction. To accommodate this group a special class was organized for SY 1955-56 in the Frankfurt American Elementary School No. 2. The type of disabilities considered for admission included orthopedic and cardiac cases and children with cerebral palsy and seriously impaired vision. Enrollment in the class was based on a written medical and psychological report from a U.S. medical officer and a personal interview between the parent(s) and the special teacher of the class. With no dormitory facilities available for this group, the parents had to arrange for proper housing and out-of-school supervision of the children.[77] Since Army regulations did not permit the formation of a class with less than 10 pupils, and since there were only 2 or 3 deaf and/or blind children in the command, the dependents' schools could not make arrangements for their education. However, if a private school was available and acceptable, a child could be enrolled with the approval of the director of the Dependents' Education Group. Moreover, the fees in such cases were paid from appropriated funds up to the amount authorized for enrollment in tuition-fee schools. A list of special private schools in England was circulated so that the principals could assist parents.

Special sight-saving materials were available for children with seriously impaired vision who could not attend the special class at Frankfurt. Such supplies consisted primarily of textbooks printed in large-size type on nonglare paper. A lending library was established to circulate these costly materials to requesting schools.[78]

d. Assignment of Sponsors. Since the centers for specialized education were located in relatively few places, it was virtually impossible to serve individual handicapped children in other school areas. Consequently, USAREUR authorized the transfer of parents of handicapped children to areas where specialized education facilities were available. However, this system proved unsatisfactory for a variety of reasons, including the reluctance of sponsors to be transferred or of their units to grant the transfer, the delays in effecting transfers, and the absence of vacancies in the desired area. Nevertheless, post commanders were given additional information on the special education program, the locations of special classes, and the need to give speedy consideration to requests for reassignment.[79] Furthermore, the Department of the Army was informed of the location of the special education classes for

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[77](1) Memo for rec, 21 Jul 55, cited above. (2) DEO ltr, 7 Sep 55, subj: Special Class for Exceptional Children with Certain Physical Disabilities. DEO 352.9.

[78](1) Memo for rec, 21 Jul 55, cited above. (2) USAREUR Cir 621-320, 14 Mar 57, subj: Education of Dependents.

[79](1) Memo for rec, 21 Jul 55, cited above. (2) Incl 1, to DF, Dir USADEG to C/Hist Div, 13 Jun 58, cited above.

consideration in the assignment of military personnel with handicapped children. Beginning in 1956 the physically handicapped or mentally retarded child was identified in the requests for overseas movement of dependents (DD Form 349).[80]

e. Remedial Reading Program. Although no formal program existed as such, the dependents' schools have since their inception conducted remedial reading. Qualified teachers assisted particularly poor readers on an individual basis and also divided classes into groups according to reading ability. By 1954 three full-time remedial reading teachers were recruited and assigned to the three largest elementary schools in the command, i.e., Frankfurt, Kaiserslautern, and Munich. For SY 1955-56 reading specialists were assigned to 14 elementary schools. A reading specialist supervisor was also assigned to DEG headquarters to direct the work of the teachers and assist them in the selection of appropriate reading material. The teachers not only instructed very poor readers but worked with other classroom teachers to improve reading instruction. The average schedule of the remedial reading specialist permitted instruction 4 days per week for about 25 to 30 pupils individually or in small groups. The fifth day was spent helping other teachers diagnose reading problems, testing, finding appropriate group reading levels, suggesting suitable texts and workbooks, and suggesting and demonstrating remedial reading techniques. In schools to which no specialist was assigned, qualified teachers, following the practice of earlier years, assisted the particularly poor readers.[81]

f. Psychiatric Referrals. Although not strictly a part of the special education organization, the program of providing referral resources for emotionally disturbed children profoundly affected the over-all educational program. Through the cooperation of the USAREUR chief of psychiatric services, the various general and station hospitals in the command, and the child guidance clinic at Landstuhl, procedures were established to allow the schools--with parental consent--to refer children with specific symptoms to psychiatric or child guidance clinics. A substantial number of children received needed assistance. In SY 1954-55, for example, 44 schools referred over 200 children to 12 psychiatric or child guidance centers. Another 52 children were referred by parents with the knowledge or assistance of the school. In certain cases necessary referrals were not made because sponsors did not wish to change locations or because distance to the hospital or clinic was too great for easy consultation. Since the system of referrals involved a steady interchange between the schools and the Army's psychiatric services, the teachers received expert assistance in planning proper teaching approaches

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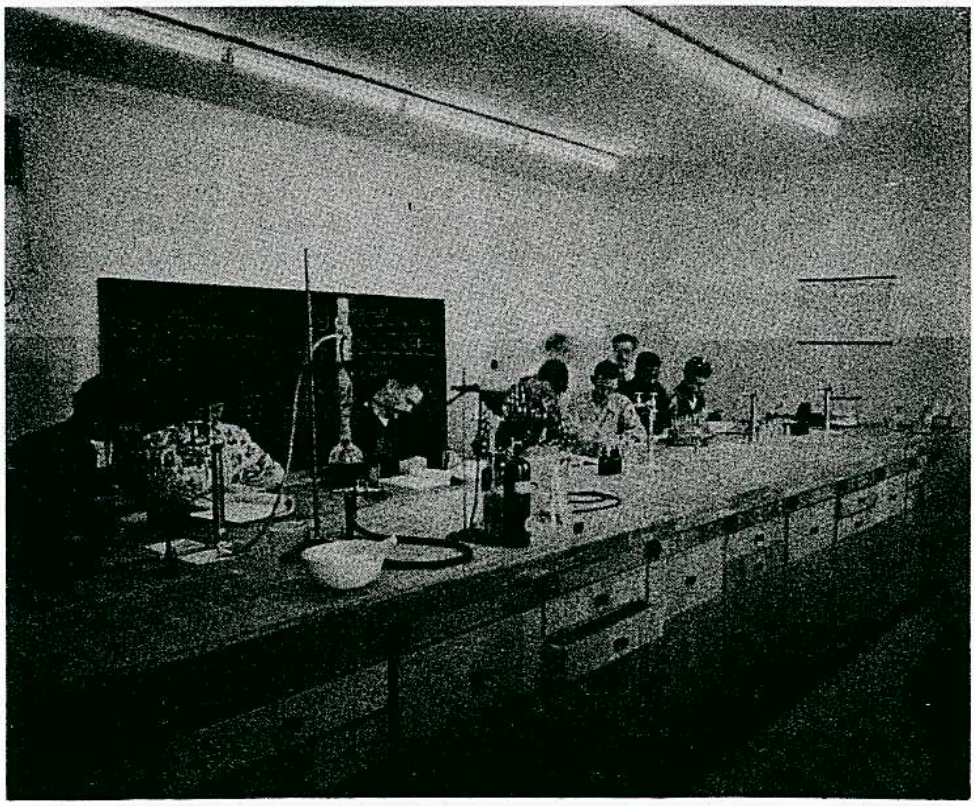
[80] DF, USAREUR G1 to Dir DEG, 29 Mar 56, subj: Proposed Change to AR 55-47. In USADEG files.

[81] (1) Intvw, Mr. Sher with Mr. F. L. Miller, USADEG, 15 May 58. (2) DEO ltr, 28 Sep 55, subj: Improvement of Reading Program in Elementary Schools. AEUEO 352.11.



High school classes in arts and crafts (above)
and chemistry (below)

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for disturbed students. The teamwork of the schools and the Army in performing this service, of course, benefited above all the child and his parents.[82]

43. Ancillary Activities

Over and above the actual running of the dependents' school system, a number of related, peripheral activities were conducted close enough to the school milieu to warrant examination in this study. Some of these activities, such as the parent-teachers associations, were normal community extensions of school activities that merely reflected typical stateside practice. Others, such as the home instruction services, were a direct result of circumstances peculiar to the establishment of American family life in foreign lands and cultures. All, it might be added, were attempts to institute a semblance of normalcy, both for the children and their parents, and were supported to varying degrees by the Army in recognition of that need.

a. Nursery Schools. At no time did the Army officially sponsor or run schools for preschool age children in Europe. Even the kindergarten program relied exclusively on nonappropriated fund support, appropriated funds being earmarked specifically for use in educating children in grades 1 through 12 only.

When the dependents' schools first opened in the fall of 1946, however, and Government funds were not made available to finance the nursery schools, parents in many cases established their own nursery schools. One of the first schools so opened was at Bad Nauheim. Organized and supervised by the women's club of the local military community, the school was staffed by two volunteer nurses who were aided by various mothers. Similar procedures were adopted in other communities throughout Germany.[83] During the following years this procedure was continued wherever there was sufficient interest on the part of individual parents. The only official logistical support offered took the form of making available to a suitable parents' group a place in which the nursery school could be conducted. All else was left to the parents.[84]

b. Home Instruction Courses. A more serious problem, from the point of view of the operating officials of the dependents' schools, at least, was that of the child who, for one reason or another, was unable to attend school even when eligible to attend. The great majority of these cases resulted from isolation; when children lived in a small, isolated community

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[82](1) Memo for rec, 21 Jul 55, cited above. (2) DEO ltr, 25 Nov 55, subj: Use of Army Psychiatric Services as Referral Resources. AEUEO 352.9.

[83](1) The Stars and Stripes (Eur. Ed.), 18 & 24 Oct 46. (2) The Occupation Chronicle, 23 Oct 46. (3) The Heidelberg Post, 7 Nov 46.

[84]Intvw, Mr. Siemon with Mr. Search, 5 Dec 57.

that was not large enough to make the operation of a school economically feasible, some means had to be found to avoid depriving them of the education that was rightfully theirs. In other cases physically handicapped children were unable to attend regular classes.

A solution to both these aspects of the problem was found with the decision to provide correspondence, or home instruction, courses. Upon receipt of a nominal deposit from the parents[85] by the dependents' schools headquarters, complete sets of books and study materials would be sent to the child requiring them. Deposits were refunded when the materials were returned to the headquarters.

The system of courses selected for the elementary school pupils was that of the Calvert School in Baltimore, Maryland, and was first offered in school year 1947-48. Complete sets of books and materials--even including pencils, paper, and crayons--were sent to the parents along with an instruction manual to help them in assisting their child with his studies. All written work and tests were sent by the parents directly to the Calvert School, where the work was corrected and then returned to the student with detailed commentary.

It was not until school year 1952-53 that high school correspondence courses were added, these being those of the University of Nebraska. The procedure followed was approximately the same as that for elementary school courses, except that a teacher of the dependents' school system was appointed as the adviser of each individual child taking such courses. The adviser was the only person entitled to administer tests--although the parents could, as in the case of elementary students, help the child with his studies--and the tests were also forwarded directly to the university for correction and comment.

Enrollments for the various courses fluctuated considerably from year to year--in the case of the Calvert courses, between 10 and 60, and for the University of Nebraska courses, between 25 and 35. Courses and advisory service were provided by the dependents' school system headquarters without charge.[86]

Another unique experimental use of home instructional techniques was necessitated by the polio epidemic that broke out in Berlin during the fall of 1947. To avoid possible spreading of the contagion the Berlin schools were not opened, and the Armed Forces Network local station broadcast special school programs throughout the day to enable the children to keep up with their school work at home. Only basic courses were broadcast: arithmetic, spelling, reading, and social studies for

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[85] The amount varied depending upon the number of courses taken.

[86] (1) Mthly Enrollment Repts, passim. In USADEG Stat Sec files. (2) "The Third Year of the Occupation," p. 189. (3) Intvw, Mr. Siemon with Messrs. Hergenreder and Miller, 9 Dec 57.

the elementary grades, and mathematics, English, science, and history for high school students. The programs for the different subjects and grade levels were spotted throughout the day, and daily written assignments were made that were picked up by couriers. These assignments were then graded by the teachers and returned to the pupils with detailed comments.

Although the experiment was entirely too limited in scope to permit a definitive analysis of its effectiveness, the teachers reported that it had seemed to work well. In one case, an elementary school teacher reported that her pupils had made better progress in arithmetic than when attending regular classes.[87]

c. The University of Maryland Program. As previously mentioned, the proposal made in the spring of 1947 to include a junior college in the dependents' school system was dropped because of funding difficulties. This decision did not eliminate the problem, however; there was still a group of college age dependents in Europe who were unable to pursue their studies unless they returned to the United States, and this solution was not always practical.

In October 1949, however, the University of Maryland began operating an overseas program in Europe. Designed primarily to help the soldier whose studies had been interrupted by the call to service, most of the courses were given during off-duty hours, that is to say, at night.

During the following summer the university indicated a willingness to extend its overseas program to dependents. Daytime courses would be offered at the Munich branch of the university if sufficient interest was shown on the part of students. At first it was proposed to operate a separate junior college for dependent children, but not enough people indicated a desire to attend. It was then decided to offer to dependent students during the daytime the same courses that were available to the military students at night. Both the Dependents' Schools Division and EUCOM headquarters favored the plan, and the Army agreed to support the program to the extent of providing, on a space-available basis and at minimum cost, dormitory facilities for out-of-town students. In addition, students were permitted to eat in Army messes provided that they paid for their meals in cash. Initiated in October 1950, the University of Maryland program for dependent students was continued throughout the remainder of the period examined in this study.[88]

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[87](1) The Stars and Stripes (Eur. Ed.), 18 & 21 Oct 47. (2) Intvw, Mr. Siemon with Mr. Miller, 9 Dec 57.

[88](1) The Stars and Stripes (Eur. Ed.), 4 Sep 50. (2) The Munich American, 4 Aug & 15 Sep 50. (3) C/N 1, USAREUR AFIED to CofS, 8 Jun 53, subj: University of Maryland Daytime Program. In USAREUR SGS 352.9 (1953), Vol. I, Item 16A. (4) Ltr, Maj Gen K. F. Cramer, CG SACOM, to Brig Gen E. J. O'Neill, USAREUR DCS Admin, 6 Jul 53. In file above, Item 16A atchd.

d. Parent-Teacher Associations. Another typical aspect of American school-community life was manifested almost concurrently with the appearance of the dependents' schools on the European scene. In the case of Berlin, in fact, the first organizational meeting of the local parent-teacher association took place even before the schools were opened in October 1946. Other communities were quick to follow, and before the 1946-47 school year was over most communities had formed local groups. The most general activity of these organizations was fund raising; contributions were made to the schools for the purchase of materials or supplies not included in the normal budget. Examples of such contributions included funds for construction of school playgrounds; purchase of cheerleader uniforms, record players, tape recorders, extra library books and recordings, and arts and crafts supplies and tools; sponsorship of a school drama club; and attendance prizes and the like.[89]

(1) Organizational Efforts. Until 1951 the local PTA's were autonomous units that had little relation or communication with each other. In May of that year, however, a conference of delegates from local PTA's was held at Frankfurt to plan for a Europe-wide confederation of American PTA chapters. The conferees adopted the designation European Command Parent-Teacher Council for the new organization and agreed to hold another meeting in September 1951, to which all local PTA's would be invited to send delegates, for the purpose of ratifying a constitution. The council continued to hold two meetings annually and in general served as a coordinating agency of PTA activities in Europe.

In October 1954 the council decided to affiliate with the National Congress of Parents and Teachers, the stateside over-all organization of PTA's. A new constitution was drawn up and the Dependents' Education Organization was requested to assist in accomplishing the affiliation with the national group. Under the terms of the new constitution the organization became known as the European Congress of American Parents and Teachers and adopted the objectives and policies of the National Congress. The National Congress did not, however, accept the European Congress as a regional branch member, although individual local PTA groups could, and in many cases did, become chapters of the National Congress independently.[90]

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[89](1) The Stars and Stripes (Eur. Ed.), 13 Oct 46. (2) The Occupation Chronicle, 6 Nov 46. (3) The (Giessen) Military Monitor, 6 May 47. See USADEG clipping files for many other similar items. (4) PTA Actv Repts, Jul 55. In USADEG files.

[90](1) Rept, Mr. F. L. Miller, Temp Chmn, EUCOM Parent-Teacher Council, 10 May 51, subj: Meeting of Delegates from Parent-Teacher Associations in Germany. (2) Ltr, Nat Cong of Parents and Tchrs to Mr. J. Blank, Pres, EUCOM Parent-Tchr Council, 3 Feb 53. (3) DF, Mr. H. Heiges, DEG Supt of Schs, Area I, to DEG Elem Schs Br, 4 Jan 55, subj: DEG Recruiter Requested to Visit Office of National Congress of Parents and Teachers. (4) Constitution and By-laws, European Congress of American Parents and Teachers, n.d. All in USADEG Elem Sch Sec files. (5) Intvw, Mr. Siemon with Mr. Miller, 11 Dec 57. In 1958, however, the European Congress did become a regional branch member of the National Congress.

(2) Activities. An outstanding example of the type of activities undertaken by the European Congress to protect the welfare of the dependent children in Europe was the crusade against undesirable "comic" magazines. Started by the Bremen Parent-Teacher Association, this campaign for a clean-up of the newsstands was brought to the attention of the European Congress at its October 1954 meeting. A committee was appointed to investigate the situation more fully and report its findings and recommendations to the USAREUR Troop Information and Education Division. In the meantime, however, The Stars and Stripes--which controlled the newsstands--had already directed the cancellation of 17 publications in November, which removed all but 3 of the objectional magazines from military newsstands. The European Congress was assured that in the future only comic magazines bearing the seal of approval of the Comics Magazine Association of America--an organization with which the local parents' group found itself in sympathy--would be sold on The Stars and Stripes newsstands.[91]

Part II: Achievements

To evaluate a program of education is at best difficult and must of necessity be confined to comparisons of its various aspects with those of other educational systems.

44. Academic Achievement

a. Elementary School Students. A useful means of measuring the academic achievement of an individual or a group of students is to compare scores obtained on standardized achievement tests with the national averages. Beginning in October 1954 all students in USAREUR schools in grades 3 through 8 were administered the Metropolitan Achievement Tests, which are widely used in the United States and thus provide a broad base for comparison.

In the accompanying table (Table 5) the first scores for the school year 1954-55 are indicated by grade and month of achievement. Thus, for example, a score of 3.5 means the achievement of that level of knowledge that would be expected of an average child in the fifth month of the third grade. As indicated by the table, the USAREUR students in all grades scored above the national average in reading, science, English, literature, and social studies, although all grades fell below the national median in spelling, and grades 3 through 6 scored below the median in arithmetic. No results were sufficiently above or below the

[91] Rept of Com for Comics, Eur Cong of Am Parents and Tchrs, 26 Apr 56, w/inclosures thereto. In file above.

Table 5--Median Grade Level Scores Obtained by USAREUR Elementary School Pupils

	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8
National Median	3.2	4.2	5.2	6.2	7.2	8.2
Subject						
Reading	3.3	4.4	5.5	7.0	8.2	9.4
Spelling	3.0	3.9	4.9	5.9	6.0	7.7
Arithmetic	2.9	4.0	5.0	6.0	7.3	8.3
Language Usage		4.1	5.4			
Science				7.1	7.9	9.4
English				6.8	7.5	8.6
Literature				6.3	8.0	9.6
Social Studies				7.0	7.9	8.7

Source: Study A, A Comparison of Academic Achievement in USAREUR Schools and Stateside Schools, cited above.

Modern equipment in the elementary schools--
a science class (above) and using a recording
machine (below)

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national averages to be termed "statistically significant."[92]

The test scores were submitted to a second analysis in an effort to determine whether these differences resulted from USAREUR schooling or from previous stateside instruction. Two groups of scores were selected, those of students who had attended USAREUR schools for a year or longer, and those of students who had been present less than half a year. Some pupils in the latter group had only been in Europe for a matter of weeks. A combined, all-subjects score was used, calculated in the same grade and month system as had been used in the other study.

Three comparisons of the two groups were made for each grade. First, the median scores of all pupils in the groups; second, the median scores of the pupils in the lowest quarter of each group; and finally, the median scores of the highest quarter of each group. (See Table 6). The students who had attended USAREUR schools for a year or more scored generally higher than the others, although not in all grades. The study revealed no evidence to support the thesis that the higher scores were attributable to stateside schooling, and by the same token reflected the effectiveness of USAREUR schooling.[93]

As a further check, the standardized achievement tests were again administered in May 1955 to children who had taken the test in the preceding fall. This time, however, not the full student body, but only 450 children in the sixth grade took the tests, such a sample being considered as representative of that grade level. Again median scores for the full group, for the top quarter, and for the bottom quarter were developed. The gain in all scores from October to May should have been the equivalent of seven months, or .7 under the customary scoring method. As may be seen from Table 7, the median rate of improvement in all subjects exceeded expectations, ranging from a low of .8 (8 months) to a high of 1.8 (18 months). In all subjects except spelling the spring median scores exceeded the stateside norm of 6.9; this was especially noteworthy in the case of arithmetic, which had been below the norm in the preceding October. It was felt that added stress on arithmetic instruction during the year may have been partially responsible for the gain.

The general implication of the study seemed to be that USAREUR instructional methods were at least as good as those found in stateside schools, since the rate of progress of the students equalled or exceeded

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[92] Study A, A Comparison of Academic Achievement in USAREUR Schools and Stateside Schools, atchd to Memo, Dr. N. Lange, C/DEO Gdnce Svcs, to Dr. E. R. Sifert, Dir DEO, 21 Jul 55, subj: Status of Present and Projected Research in USAREUR Schools. In Hist Div Depn Sch file.

[93] Study B, A Study of the Relative Effectiveness of USAREUR Schools, atchd to memo cited above.

Table 6--Comparison of Scores of Children Attending USAREUR Schools for More than One Year and Less than Half a Year

Grade	Year	All-Pupil Median		Bottom Quarter Median		Top Quarter Median	
		Full	Half	Full	Half	Full	Half
3		3.1	3.0	2.7	2.5	3.6	3.5
4		4.2	4.2	3.6	3.5	5.3	4.9
5		5.3	5.4	4.7	4.6	6.1	6.2
6		6.7	6.6	5.7	5.6	7.7	7.8
7		7.7	7.7	6.6	6.6	8.8	8.5
8		8.8	8.6	7.6	7.2	10.3	9.9

Source: Study B, A Study of the Relative Effectiveness of USAREUR Schools, cited above.

Table 7--Growth in Academic Achievement from October 1954 to May 1955 by USAREUR Pupils in the Sixth Grade

	All-Pupil Median			Bottom Quarter Median			Top Quarter Median		
	Fall	Spring	Gain	Fall	Spring	Gain	Fall	Spring	Gain
Reading	7.0	8.1	1.1	5.8	6.8	1.0	8.3	10.0	1.7
Arithmetic	6.0	7.5	1.5	5.5	6.6	1.1	6.6	8.4	1.8
Social Studies	7.0	8.8	1.8	5.5	7.1	1.6	8.8	10.5	1.7
Science	7.1	8.0	0.9	6.1	7.2	1.1	8.3	10.5	2.2
Spelling	5.9	6.7	0.8	5.0	5.7	0.7	6.7	7.7	1.0
Average	6.7	8.2	1.5	5.7	6.8	1.1	7.7	9.2	1.5

Source: Study C, A Study of Extent of Academic Achievement of USAREUR Pupils, atchd to memo cited above.

the norm. In fact, when methods were specifically tailored to the needs of the students, as in the case of arithmetic, much better results were obtainable.[94]

b. High School Students. The academic achievement of USAREUR's high school pupils was measured by means of similar standardized tests that were administered at the end of the 1953-54 school year. As indicated below, USAREUR scores were higher than the stateside norm in all subjects but American History:

Subject	Stateside Mean	USAREUR Mean
General Science	50	81
Chemistry	50	64
American History	50	44
Elementary Algebra	50	65
Plane Geometry	50	60
Intermediate Algebra	50	64

Although the number of pupils involved was limited, the tests were thought to indicate that USAREUR students were at least on as high a level as similar grade students in the United States.[95]

Additionally, in October 1953 the Cooperative English Test--one of the most widely used tests of its type in the United States--was administered to all USAREUR high school students in grades 9 through 12. Mean scores for each grade and each part of the test were computed and compared with the national means, as below:

	Grade 9		Grade 10		Grade 11		Grade 12	
	Natl	USAREUR	Natl	USAREUR	Natl	USAREUR	Natl	USAREUR
Mechanics of Expression	39.6	40.1	43.4	46.2	47.2	48.5	50.5	51.4
Effectiveness of Expression	38.7	41.0	42.9	46.4	47.0	50.9	50.4	54.4
Reading Comprehension	39.2	44.0	43.9	50.0	47.6	55.2	50.8	57.9
Total English Scores	37.9	41.1	42.4	47.0	46.9	51.8	50.6	54.7

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[94](1) Study C, A Study of Extent of Academic Achievement of USAREUR Pupils, atchd to memo cited above. (2) Comment 2, Dir DEO, to C/DEO Gdnce Svcs, 18 Apr 55, subj: Gifted Children and Special Teaching Materials. In Dir USADEG files.

[95]Study D, A Study of Academic Achievement in USAREUR High Schools, atchd to memo cited above.

Based on this sampling, the test results seemed to indicate that USAREUR students had attained at least the level of their counterparts in the United States.[96]

One further analysis of the accomplishments of USAREUR students was made during the winter 1955-56. At that time the college records of 134 former USAREUR students--from the graduating classes of June 1953 and June 1954--were examined to determine how well these students were progressing in college.[97]

It was learned that 4.3 percent of the former USAREUR students had been dropped for academic reasons or had voluntarily withdrawn while failing during the 3 semesters covered by the study. An additional 4 percent--for a total of 8.3 percent--had withdrawn for other reasons. Although one study does not warrant a generalization over a long period of time, the withdrawal rate seemed to be considerably below the national average.[98] This, of course, would tend to suggest that those USAREUR students who entered college achieved better than average success in higher education.

In evaluating the findings of the above-mentioned studies the USAREUR school authorities hestitated to claim cause and effect relationships chiefly because they felt that too many variables had been uncontrolled. This caution in the interests of scholarship and intellectual honesty was perhaps overdone, since the available evidence indicates that the academic achievement of USAREUR students was better than the national average.

45. Student Reactions

The dependent children of members of the armed forces constitute, by nature of their parents' profession, a peripatetic group, changing their place of residence, and hence of schooling, on an average of once every 2 or 3 years. As a result of this wide schooling experience, the opinions of these children are of interest in comparing the USAREUR schools with those of the United States.

a. Opinions of Leaving Students. At the close of school years 1953-54 and 1954-55 unsigned opinion questionnaires were solicited from USAREUR high school students. In the first year only graduating seniors were asked to complete the questionnaire, but in 1955 all senior and junior high school students who were leaving the system were solicited. Not all

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[96](1) Study E, A Study of Academic Achievement in Senior High School English, atchd to memo cited above. (2) Appendix B, n.d., no subj, to memo, C/DEO Gdnce Svcs to Dir DEO, 4 Mar 55, subj: Information Requested. In file above.

[97]One out of four of the 1953 and 1954 USAREUR graduates had entered college; these 134 students represented 97 percent of that cross section.

[98]Memo, C/DEO Gdnce Svcs to Dir DEO, 17 Feb 56, no subj. In file above.

students filled in the questionnaires, and those who did occasionally left out some answers. In 1954 replies to individual questions ran between 221 and 284, accounting for 68 and 87 percent of the class, respectively. In 1955 some 320 seniors were graduated; when other students leaving the system were included, the answers to individual questions ran as high as 660.

In addition, during school year 1954-55 some 800 questionnaires were mailed to USAREUR high school graduates of the classes 1948 through 1953. Only 195 alumni replied, but part of the reason for the disappointingly low rate of response was attributed to an inability to locate former students who had moved without leaving forwarding addresses. Thus, while the samplings from 1954 and 1955 were considered large enough to permit valid generalizations, the response to the mail campaign was considered too small to be significant of itself. The results of all three investigations are compared in Table 8, below.

With the exception of curriculum offerings--where the problem seems to have been one of a limited choice of courses, rather than the course content--and the activity program, all three groups evidenced favorable reactions to their school experiences in Europe. It is interesting to note that the "old grads" were more positively oriented than the more recent alumni, which was taken to indicate a possibly greater awareness of the quality of schooling in terms of later experience.

Finally, each person answering the questionnaires was requested to reply with a simple "yes" or "no" to the question, "If a friend of yours had a chance to attend a USAREUR ... high school, would you advise him to go?" As shown below, all groups of students overwhelmingly indorsed the USAREUR school system in their responses to this question:

	1948-1953		1954		1955	
	Number	Percent	Number	Percent	Number	Percent
Yes	186	95.4	216	78.8	525	78.1
No	9	4.6	58	21.2	148	21.9

It would seem, then, from the three parts of this study, that a high percentage of former USAREUR students considered the high school program to be as good as or better than their stateside experience.[99] Admittedly, the groups involved were small and might not have been able to give a really dispassionate appraisal of their own experiences, but at the same time it would appear reasonable to assume that consistent satisfaction, growing stronger in retrospect, was a valid indication of the adequacy of the program.

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[99] Opinionnaire Study of USAREUR Junior and Senior High School Graduates and Other School Leavers, n.d., atchd to memo, C/Gdnce Svcs to Dir DEO, 21 Jul 55, cited above.

Table 8--Reactions of USAREUR Students in Comparing Aspects of the USAREUR School Program with Stateside Schools

USAREUR Schools Were:

	Better			About the Same			Poorer			Total Number of Students Answering		
	A	B	C	A	B	C	A	B	C	A	B	C
Methods of Instruction	58	28	38	35	47	37	7	25	25	175	284	660
Activity Program	47	27	31	22	25	19	31	48	50	177	275	657
Curriculum Offerings	23	16	14	33	24	34	44	60	52	172	270	632
Help with Planning a Vocation	40	48	46	37	40	41	23	13	12	175	263	602
Help with Planning for Further Education	45	43	45	40	46	44	15	11	11	170	263	647
Help with Personal Problems	50	41	38	40	49	45	10	10	17	171	221	636
Foreign Language Instruction	76	51	62	11	23	17	13	26	21	155	243	611

Note: All figures for responses, except total column, are represented as percentages of total responses to questions. A, graduates of classes 1948-1953; B, class of June 1954; C, all leavers, June 1955.

Source: Opinionnaire Study of USAREUR Junior and Senior High School Graduates and Other School Leavers, n.d., atchd to memo, C/Gdnce Svcs to Dir DEO, 21 Jul 55, cited above.

b. Survey of USAREUR Students Attending the University of Maryland at Munich. In March 1955 the guidance counselor of the Munich American High School interviewed each of the 21 former USAREUR students then attending the extension courses of the University of Maryland. Although the comments of each student were prepared in a narrative style and thus precluded a statistical presentation of the results, the consensus was general satisfaction with the preparation for college given by USAREUR high schools. However, a few students did indicate that the use of college-type lecturing in at least some high school classes, as well as more attention to the teaching of proper outlining, note-taking, and study techniques, would be of benefit to USAREUR students planning to go to college. They also recommended that more emphasis be placed on the teaching of English grammar in the high schools.[100] While this study was of relatively little significance by itself, it tended to corroborate the findings of the earlier studies.

c. Regularity of Attendance in USAREUR Schools. An analysis of attendance trends throughout the USAREUR school system was prepared at the end of school year 1955-56 on the basis of monthly attendance figures submitted by each school. Monthly average daily attendance ranged from a high of approximately 95 percent in September and October 1955 to a low of 91 percent in February 1956. No significant differences were detected between the rates of attendance in high schools and elementary schools. For the full year, attendance throughout the school system averaged slightly over 93 percent. This compared favorably with the stateside average for 1953 and 1954 of between 91 and 92 percent.[101]

Since the USAREUR school population constituted a large enough sample to be statistically valid, it seemed that USAREUR children attended school more regularly than their stateside counterparts. This high attendance rate was achieved although the turnover among the students was extraordinarily high and no compulsory education regulations were enforced.[102]

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[100] A Follow-up Study of USAREUR Students Attending University of Maryland at Munich, n.d., atchd to memo cited above.

[101] Stateside average is as quoted by USADEG from the U.S. Ofc of Educ, "Bi-Annual Survey of Education in the United States, 1953-1954."

[102] (1) Incl, n.d., subj: Regularity of Attendance in USAREUR Schools, to USADEG Bul 6, 25 Mar 57. (2) It is of interest to note that when, in school year 1956-57, the USAREUR Judge Advocate Division proposed the establishment of a compulsory school attendance regulation, the Dependents' Education Group opposed the plan on the grounds that there was no need for such a regulation. Truancy, as opposed to legitimate absences, amounted to less than .01 percent, and the small number involved made the cost of enforcement unjustifiable. The idea was dropped. (Based on Comment 4, DEG to USAREUR G1, 31 Jan 57, subj: Truancy. In USADEG files.)

46. The Defense Department Committee Evaluation

Although not directly concerned with educational matters, the Defense Department committee that visited the European school systems during the spring of 1956 was forced to consider such questions in relation to other activities and made some pertinent observations in its report.[103]

a. Curricular Offerings. The committee found that both elementary and secondary school offerings were comparable with the programs of the better schools in the United States and that particular emphasis had been placed on teaching science and mathematics. The need for special teachers to give remedial instruction had been recognized and met by USAREUR, in particular, which provided special classes for mentally and physically handicapped children that were thought to be well organized, well staffed, and effective. In general, however, not enough specialized instruction for exceptionally gifted children was being provided by service-operated schools in Europe--a criticism leveled at many stateside school systems.

The foreign language, kindergarten, summer school, and library programs were singled out for special mention as worthwhile activities of the dependents' schools systems, and the physical education program was commended although notice was taken of the limited facilities available in certain areas.[104]

b. Parental Evaluation. Parents with whom committee members had occasion to converse stated that they were more than satisfied with school operations. Indeed, they praised the schools highly. It must be pointed out, however, that the number of parents involved was so small that they did not represent a valid cross section.[105]

47. Some Final Considerations

Over and above the specific, statistically demonstrable achievements of the USAREUR schools discussed above, a number of less tangible but nonetheless noteworthy facets of the dependents' education program remain to be considered.

The requirements in the USAREUR schools included, in addition to a college degree in the field of education and a valid teaching certificate

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[103] It must be remembered that the committee examined the dependent schools of all three services and that the general findings reported were equally applicable to all the service-operated schools in Europe. Where the USAREUR schools were singled out for separate mention, this fact is noted in the text below.

[104] The report did not specify the areas to which these limitations pertained, but no such deficiencies existed within the USAREUR system.

[105] DoD Com Rept, n.d. [1956], subj: Study of Education of Dependents Overseas, cited above. See also par. 27, above.

from one of the states, a minimum of two years' teaching experience. Clearly, few stateside school systems can boast of employing only experienced teachers. This factor, coupled with the unanimous approval given by the various inspection groups that came to Europe, leads to the conclusion that the instructional staff employed by the Army for its European schools was better equipped for its task than was that of the average stateside school system.[106]

Moreover, the schools have been provided with only the best and most modern equipment and books. Even the buildings themselves are of better-than-average quality, the vast majority of the installations in Germany having been built after June 1950. Probably no school system in the world can lay claim to a more modern plant than the facilities used in Germany.

A somewhat unexpected byproduct of the USAREUR dependents' school system was the "melting-pot" role it assumed far beyond the borders of the United States. Both staff and student body were composed of persons from all 48 states, and the territories, as well. People from all walks of life, all races and creeds, and representing the full range of sectional backgrounds and interests, met in the classrooms, bringing with them the uniqueness that was theirs and taking away, certainly, a fuller knowledge and deeper understanding of the totality that is the American people.

Coupled with this, the physical location of the schools and the efforts of the Army educators to capitalize on local sources of historical and cultural interest, to say nothing of Franco- and German-American social activities, certainly contributed to a broader knowledge and understanding of the world and mankind on the part of the students. While the transfer of a child from a stateside school system to a USAREUR school and then back again three years later[107] might disrupt educational development in some instances, such a disruption would have no greater effect than if the family had moved within the United States. As indicated, the USAREUR schools mirrored as nearly as possible the conditions found in a typical stateside school system. In its European schools the Army faithfully reproduced every possible facet of American education--from spelling bees and little league baseball, by way of curriculums, to parent-teacher associations. The foreign milieu, and the benefits accruing from it, definitely constitute an advantage to the student, enriching what would otherwise be a reflection of an American education that is merely above average.

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[106] Cf. with ch. 7, above.

[107] The normal tour of duty for Army personnel in Europe is three years. While there may be certain exceptions, most children attend USAREUR schools for three calendar years.

* * *

The Army succeeded admirably in a task that transcended its military mission. It accepted the challenge of establishing in Europe a school system for its dependent children and created, virtually from nothing, a self-contained educational system that would meet the needs of over 30,000 children.[108] The success achieved is to the credit of the service itself as well as to that of the dedicated men and women who established and maintained the system.

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[108] By 1958 enrollments had reached approximately 50,000 and continuing rapid expansion was anticipated. (Comments of USADEG Staff Members, 13 Jun 58, to draft manuscript "The Dependents' School Program of the U.S. Army, Europe, 1946-1956." In Hist Div Docu Sec.)

Glossary

This glossary contains the abbreviations used in this volume that are not listed in AR 320-50, 7 May 1957, as changed.

Term	Definition
AFIED	Armed Forces Information and Education Division
AGWAR	Adjutant General, War Department
Am	American
AVA	audio-visual aids
AYA	American Youth Activities
CAD	Civil Affairs Division
cf.	compare
CG	commanding general
C/N	carrier note
C/S	chief of staff
DEG	Dependents' Education Group
DEO	Dependents' Education Organization
DSD	Dependents' Schools Detachment
DSS	Dependents' Schools Service
ed.	edition
et al.	et alii, and others
EUCOM	European Command
FECOM	Far East Command
ff.	following
GS	general service (civil-service classification)
ibid.	ibidem, in the same place
I&E	Information and Education
IRS	internal route slip
lib	library, librarian
MRS	memo routing slip
mthly	monthly
NAF	nonappropriated fund(s)
narr	narrative
NCA	North Central Association of Colleges and Secondary Schools
n.d.	no date
NELM	U.S. Naval Forces, Eastern Atlantic and Mediterranean

Term	Definition
op. cit.	opus citatum, the work cited
passim	here and there
pres	president
PTA	parent-teacher association
supt	superintendent
SY	school year
tchr	teacher
TRAW	Teacher Recruiting, Assignment, and Welfare
USADEG	U.S. Army Dependents' Education Group
USAFE	U.S. Air Forces in Europe
USFA	U.S. Forces, Austria
USFET	U.S. Forces, European Theater
WARCOS	War Department Chief of Staff
WD	War Department
wkly	weekly

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150	Dependents' Education Group
	C. OTHER AGENCIES
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