

150 - History - Preparations

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26 November 1946

MEMORANDUM

TO: Mr. Allen T. Bonnell
Deputy Director
Division of Country Programs

FROM: Dr. J. G. Johnstone
Director
Medical and Sanitation Supplies Division

SUBJECT: History of the Medical and Sanitation Supplies Division

This Division, although in the Bureau of Supply, is also an integral part of the Health Division in the Bureau of Administrative Services. I have interviewed Dr. W. A. Sawyer, Director of the Health Division, and he has expressed his willingness to collaborate with this Division and arrange his report along lines to permit this to be done. There should, however, be a section in the Bureau of Supply part of this history devoted to the financial aspect of this Division and its procurement accomplishment. An early decision on these two aspects is desirable as that will determine the arrangement of the report. At present, the aspects I think should be dealt with are as follows.

1. Early origin of the Medical Supplies Committee of OPRRA.
2. Incorporation into UNRRA organization with development and elaboration from the Health Division.
3. Determination of bases and principles of judgment for medical and sanitation supplies with relationship to Central Technical Supply Committee, including the Far East Section.
4. Description of schedules of equipment and functional units with reasons for their selection and employment.
5. Organization of the Medical and Sanitation Supply Division and its place in relation to the European theatre of operation.

6. Relationship with the Missions and the difficulties encountered.
7. General observations on financial and procurement aspects from a purely commercial angle in relation to the requirements and accomplishment with data.
8. Special memoranda by any officers of the Division on
(1) special projects developed, (2) criticism of operations generally.

The representatives of the Medical and Sanitation Division to carry through the history will be Dr. J. Weisskopf and Mr. C. B. Scott.

JGJohnstone/nm

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J.G.J.

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JGJohnstone/mz

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Dr. Wm. K. H. H. W.
Mr. Scott. 9138.
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For information return

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE
WASHINGTON 25, D. C.

18 October 1946

1370 —

TO: Bureau and Division Chiefs

FROM: Grace E. Fox
Historian, Headquarters

SUBJECT: Historical Monographs

With the approval of Dr. Kuo, I am sending you at this time a copy of European Region Technical Instruction No. 7 dealing with UNRRA Historical Reports. ERO and Missions with Procurement Functions, under date of 30 September 1946. Herein Mr. George Woodbridge, the Chief Archivist and Historian, has outlined fully the type of historical monograph or report which he is requesting in London and in the European Missions. In principle it corresponds closely with the brief statement I gave you several weeks ago covering the general plans for the History of UNRRA and the nature of the monographs to be prepared. I feel, however, that these more detailed statements of Mr. Woodbridge may be helpful in assembling the material for the studies which are being made in your Division. If the general approach to all monographs prepared throughout the Administration can be somewhat uniform, the writing of the official History will be greatly facilitated.

I would like to call your attention especially to Mr. Woodbridge's statement on Page 1 regarding the three themes which the final History of UNRRA will emphasize, and to his suggestions on Pages 3 to 6 regarding the outline of the monographs and the treatment of the subject matter.

1D-7217-46

EUROPEAN REGIONAL OFFICE

European Region Technical Instruction No. 7.

(General Series)

Subject: UNRRA Historical Reports, E.R.O. Date: 30 September, 1946
and Missions with Procurement Functions.

1. PURPOSE

The Administration has decided that a history of the organisation should be prepared for publication. It is no exaggeration to say that the work of the Administration will not be completed until this history is published. The Administration has handled greater funds and has had a greater practical effect on the world situation than any other international organisation to date. Its accomplishments and its failures are of immense importance and if correctly known will certainly prove of great value in the organisation and operation of other international organisations, in the handling of emergencies and crises, and in work of economic rehabilitation and reconstruction.

Many accounts of the work of the Administration have already appeared and will continue to appear. In most cases, these have been inaccurate, have come to incorrect conclusions and have thrown an entirely false light on what has been done and what has been accomplished. This is due, in part at least, to the fact that they have generally been prepared by people outside the Administration who had insufficient knowledge of the Administration and its work. It is obvious that the most effective accounts can be written by those with direct, first-hand knowledge of what has been done.

An accurate history, correctly evaluating the work of the Administration must be prepared if the full effects of the work of the Administration are not to be lost, and the experience gained in its operations are to prove of lasting benefit. Furthermore, this history must be prepared by the members of the Administration.

It is now planned that the final history of the Administration will emphasize the following three main themes:

- (1) An international organisation: its organisation, administration and staffing.
- (2) An international organisation and national governments.
 - (a) Relations with contributing governments, including problems of publicity in such countries.
 - (b) Relations with benefiting countries, including problems of control over the activities of such countries, observation of their use of supplies given them and of their welfare activities.
- (3) The economic impact and implications of an international supply organisation, including the effect on health conditions, as well as on industrial, agricultural, and transport developments.

2. APPLICABILITY

This Instruction applies to ERO and to those Missions and Field Units under the jurisdiction of ERO which have or have had procurement functions, in so far as this Instruction has reference to such functions.

3. PHASES

It has been decided that the history of UNRRA will be prepared in several phases. The first phase will involve preparation by the Administration's working staff of reports or monographs dealing with the work of the Administration. The final history will be, to a considerable extent, based on these reports. It is important, therefore, that they should be accurate and complete. They will form a basic part of the final history and statement of the work of the Administration.

It is not contemplated, however, that they will be published in precisely the form written. They will be, at first, for the confidential use of the Chief Historian and his staff. The writers, therefore, should express their views freely; they should not hesitate to be frank, but they must be factual and if criticism of governments or individuals is involved, it must be substantiated by facts and not merely by hearsay or the writer's personal view. Their reports will in no way affect the attitude of the Administration towards the writers; their position will be fully protected.

4. LIST OF REPORTS

The following minimum list of reports should be prepared:

- A.1. The Office of the Director General (or PRDG)
2. Relations with Governments
3. Relations with other Organisations
4. Work of Economic Analysis and Investigation
5. Legal Problems and work
6. Public Information
7. Office of Diplomatic Adviser
- B.8. Office of Chief of Supply
9. Preparation of Programmes
10. Relations with Allocating Bodies
11. Allocation of Supplies
12. Procurement through Government Mechanism
13. Direct Procurement in Country in which office is located
14. Procurement elsewhere
15. Observation and Distribution
16. Records and Reports
17. Food
18. Textiles and Clothing (including yarn, cloth, finished clothing, shoes, etc.)
19. Medical Supplies
20. Agricultural Rehabilitation Supplies
21. Industrial Rehabilitation Supplies
22. Shipping and Warehousing
- C.23. Office of Chief of F. & A.
24. Organisation and Management
25. Personnel
26. Finance
27. Accounts and Audits
28. Administrative Services
 - (a) Accommodation
 - (b) Communications
 - (c) Mission Supplies
 - (d) Registry
 - (e) Travel
- D.29. Office of Chief of Relief Services
30. Displaced Persons
31. Health
32. Welfare
33. Relations with Voluntary Organisations

/Those

- 3 -

These reports in the above list which clearly do not apply to the work done may be omitted.

Chiefs of Departments and Mission Chiefs may at their discretion subdivide the above reports and have prepared in place of some of those suggested, several reports.

5. OUTLINE

(a) The reports should be prepared in accordance with the following outline:

(i) Part I.

- (a) Programme purpose and function.
- (b) Internal structure and methods of work.
- (c) Relations with other parts of UNRRA.
- (d) Personnel.
- (e) Relations with governments and other organisations.
- (f) Problems.

(ii) Part II.

Achievements and results.

(iii) Part III.

Documents

(b) It is assumed that the minimum list of reports requested covering various functions and operations of the Administration will, in general, coincide with the organisation of ERO and Missions into bureaux or departments, divisions, branches, and sections. Chiefs of Departments and Mission Chiefs may at their discretion alter the list of reports to make them coincide with such organisational pattern if they believe this is desirable.

(i) Part I.

(a) Programme purpose and function

The Programme purpose and function of the work performed by bureaux, departments, divisions, branches, sections, etc., should be clearly stated. Since, in many cases, there were undoubtedly changes from time to time, the development, purpose and function of each bureau, division, etc., should be indicated clearly in an orderly, chronological manner. This section of the report should include a list of documents which created the terms of reference for the work done. These documents should be clearly identified.

(b) Internal Structure and Methods of work

(i) Charts showing the internal structure of the bureaux, divisions, etc. (To indicate change and development there should be included a series of such charts indicating the structure of the particular branch during the most important phase of its existence).

(ii) Job descriptions of the more important positions in the branch.

(iii) A clear description of the way in which particular tasks were performed.

- (iv) The extent to which work was done on a committee or group basis.
- (v) The extent to which the work centered in the Head of the Mission or branch.
- (vi) The extent to which the work was delegated to junior members of the division or branch.
- (vii) The extent of work done in the principal UNRRA office.
- (viii) The extent of work done in the field or regional office.

(c) Relations with other parts of UNRRA

- (i) Relations with Headquarters.
- (ii) Relations with ERO.
- (iii) Relations with other divisions, branches of the Mission or Office (in discussing these relations it is not necessary for, let us say, the agricultural rehabilitation branch to discuss relationships with the personnel, finance, or administrative services branches of the same Mission or office. Such relations will be taken for granted. On the other hand, the agricultural rehabilitation branch should discuss relations with the food branch if that existed as an independent unit.)
- (iv) Relations between branches and divisions and the Office of Bureau Heads.

(d) Personnel

- (i) Amount and adequacy of personnel.
- (ii) Relations between personnel of different nationalities.
- (iii) Relations between Class I and Class II personnel.
- (iv) Evaluation of type of personnel available for work. [This should include a discussion of the suitability of people with general training, with specialised training, and with prior contact with the country; etc.]
- (v) Staff morale.

(e) Relations with Governments and Other Organisations

- (i) Extent to which relations were satisfactory, unsatisfactory, and changing pattern of relations.
- (ii) Relations with a central clearing office (if one were established).
- (iii) Relations with corresponding functional departments of governments.
- (iv) Adequacy of relations.
- (v) Attitude of governments to suggestions, criticisms, etc., made by the Mission.

(f) Problems

- (i) Problems arising out of local conditions in the country.

(ii) Problems arising out of relations with other parts of the Administration.

(iii) Problems arising from the arrival or non-arrival of supplies.

(iv) Problems of communications.

The influence of these problems on the work of the Administration and on the effectiveness of the work should be fully discussed. It should be shown what attempts were made to overcome the problems and to what extent these attempts were successful.

(ii) Part II

(a) Achievements and Results.

The achievements and results and, wherever possible, the permanent effects or continuing influence of the work done should be described fully and accurately. This section, is to be considered the most vital and important section. For example, in the reports on supply activities, the immediate effect on health conditions, on industrial activities, and agricultural activities of the supplies brought in, as well as the effect on the economic development of the country, should be set out in as detailed a fashion as possible.

A clear evaluation should also be attempted of the extent to which success was achieved as well as an indication of important work necessarily left undone.

(iii) Part III

(a) Documents

A list of available documents which illustrates the work discussed in the preceding sections of the report.

6. TREATMENT

(a) Contents of the Report

The report should be a serious study of the work of the Mission or Office. It should not consist of a repetition of monthly and other periodic routine reports which are already available to the Historian. A rehash of such reports or excerpts from them would obviously present no addition to available material.

(b) Facts and Opinions

Reports should include factual material, expressions of opinion, results, etc. A clear distinction should, however, be made between these various elements.

(c) Lessons Learned.

In each section of the report consideration should be given to the lessons learned and the work done.

(d) Precision

The reports throughout should be as precise as possible. They should indicate the year, the month and, if possible, the day on which a particular piece of work began or on which a particular event occurred. Similarly all figures quoted, whether of personnel, supplies, etc., should be precise and accurate.

/(e)

(e) Cross References

References should be included throughout the reports to office and Mission documents. These references should clearly identify the documents and should be given in all cases to support figures, opinions, evaluations, etc.

(f) Length

The report should be sufficiently lengthy to describe completely the work done. Generally speaking, it is better to include too much material than not enough. On the other hand, matters extraneous to the subject under consideration should not be included.

(g) Style

The reports should be clearly written but time should not be spent in attempts to produce fine prose for publication. Facts, opinions, deductions are more important than literary form.

7. INSTRUCTIONS

Chiefs of Departments and Mission Chiefs should provide the Chief Historian by 15 October, 1946 with a list of those reports and special reports which he proposes to have prepared.

R.G. LEWIS

D.D.G. and Chief of Finance
and Administration.

ID-7218-46