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INTERNATIONAL REVIEW OF THE RED CROSS

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FRENCH EDITION OF THE REVIEW

The French edition of this Review is issued every month under the title of *Revue internationale de la Croix-Rouge*. It is, in principle, identical with the English edition and may be obtained under the same conditions.

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SUPPLEMENTS TO THE REVIEW

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SPANISH

En el Japón: La Aviación y la Radio al servicio de la Cruz Roja. — En el Servicio Internacional de Busquedas. — San Domingo. — Una publicación sobre los sellos Cruz Roja.

GERMAN

In Japan: Flug-und Funkwesen im dienste des Roten Kreuzes. — Schaffung des Henry-Dunant-Instituts. — Beim Internationalen Suchdienst. — Santo Domingo.

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The Red Cross and Victims of Armed Conflicts

It will be recalled that in August and September 1963 on the occasion of the Red Cross Centenary, conferences and seminars took place in Switzerland. The International Review¹ analyzed the importance and significance of their results. Subsequently, it drew attention to the publications issued by the Centenary Commission of the Red Cross in Switzerland, as a result of these meetings, namely, the World Conference of Educators, the International Nursing Study Centre, and the International Red Cross Meeting of First Aiders.

The same Commission has now published a further book devoted to the work of the "Seminar on the Activity of the Red Cross on Behalf of the Victims of Armed Conflicts". We believe our readers will be interested in this publication of which we give some extracts below.² Let us first recall the significance of this seminar.

It would have been an omission not to have reserved a place in the general Centenary programme for the original tasks of the Red Cross, showing them in an up-to-date light in a world which has been so profoundly changed in the course of a century. It was therefore the ICRC and League activities which were portrayed, as well as those—past and present—of the National Societies themselves to bring assistance to the victims of conflict and to prepare for this mission. The presence of some thirty representatives of National Societies was therefore particularly useful.

Discussions, under the chairmanship of Mr. C. Pilloud, Deputy Director for General Affairs at the ICRC, were preceded by papers submitted by officials of the ICRC, the League, and the Swiss Red Cross. They dealt with some thirty subjects divided into several topics: practical peace-time preparation; activities of National Societies of countries involved in international conflict; activities in case of internal conflict; activities of National Societies of countries not involved in conflict.

¹ See *International Review*, particularly the November 1963 issue.

² This 240-page volume entitled *Seminar on the Activity of the Red Cross on behalf of the Victims of Armed Conflicts*, is available in French and English; it will shortly appear also in Spanish. It can be obtained from the ICRC, 7, avenue de la Paix, 1211 Geneva 1, price Sw. fr. 5.—.

THE RED CROSS AND VICTIMS

Mr. R. J. Wilhelm, an Adviser in the Legal Department of the ICRC, was responsible for the executive side of the Seminar and he delivered the introductory address. After having described the general themes to be dealt with by the meeting, he raised a fundamental question which is of concern today : Can one really prepare for all the eventualities arising from armed conflicts, even for those of the most extreme character ? By way of reply, he examined the types of conflicts which may require action by a National Society in favour of victims : a) international tension ; b) relatively local conflict in which the National Society's country is not involved ; c) conflict on the territory of the National Red Cross Society's country, e.g. internal disturbances (with violence) or civil war (which can cause much bloodshed), in both of which cases the Red Cross has for many years expressed its desire to intervene to help victims in the name of humanity ; d) international conflict of a limited nature or regional, which may nevertheless involve the National Society in considerable tasks requiring the mobilization of all its resources ; e) general war, which, by its very nature, according to a large body of opinion, would undoubtedly include the use of weapons of mass destruction and would create special problems and difficulties standing in the way of normal Red Cross action.

Mr. Wilhelm, in the text which follows, then raised another important question.

This example leads us naturally to questions of another order about which we must say a few words here, that is to say on the parallel between armed conflict and natural disasters, from the point of view of Red Cross activity and in particular of the preparation to be undertaken by National Societies.

Indeed we may ask: is not preparation for Red Cross activity in the event of natural disaster sufficient to suit also the event of armed conflict? Is such preparation in both cases not practically identical? There are similarities, but there are also wide differences and it is the latter which I wish to emphasize here.

It is a fact that in the handbooks issued by the Red Cross Societies, armed conflict is often placed on a footing similar to disasters and is considered as a disaster of a particularly serious character. One such handbook, worded to my mind in a striking

and effective manner, mentions “ natural disasters ” and “ man-made disasters ”. If, for example, we examine the excellent first-aid handbook issued this year by the Belgian Red Cross, we find a list of categories of possible disasters in a country such as Belgium, and this list finishes with war, conventional or nuclear, which, the handbook points out, is far worse than all other disasters “ in extent, duration, number of victims and destruction ”.

These distinctive qualifications of armed conflict—extent, duration, number of victims—are very much to the point, but they do not include one further essential qualification which, you might contend, goes without saying but which cannot be too strongly stressed; the disaster of armed conflict implies the concept of an enemy: enemies confronting one another with all the consequences which may result from such a situation. To make this understood thoroughly, we shall take two examples of natural disaster on the one hand, Agadir and Skopje, and the events of Hungary in 1956, on the other hand.

Both at Agadir and at Skopje, international assistance came into play on a large scale; frontiers were opened, barriers were removed, nationality was no longer a relevant question. At Skopje the American assistance, French technicians, and Soviet relief were all on the spot together, contributing to facilitating the delivery of relief in goods and personnel for the benefit of the victims.

Let us now look at the events in Hungary, a case of armed hostilities. It might be said that relief organizations of all sorts behaved at the beginning as if it were a case of natural disaster; relief supplies and teams flowed in from all quarters, somewhat *pêle-mêle*. And then, all of a sudden it must have been realized that this was an armed conflict in which there was a prevailing concept of an enemy: frontiers were closed, the movement of foreigners was halted and only the exemplary neutral body of the Red Cross, the ICRC, was able to overcome the obstacles and reach the victims in Hungary itself, for, contrary to natural disaster, the victims of armed conflict cannot be reached as one would wish: there are sometimes impassable barriers; there is the concept of an enemy with all that this implies by way of security measures, suspicion, etc.

How is a Red Cross nurse distinct from a nurse who is not of the Red Cross? No doubt by a technical training of a more thorough

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nature to be able to cope with a flow of wounded persons. But the distinction is above all this: the Red Cross nurse, thanks to her knowledge of the Red Cross principles and the Geneva Conventions, knows how to behave towards an enemy. She knows what she may and may not demand of the enemy, both for herself and for the victims under her care.

Thus armed conflict, unlike natural disaster, calls not only for personnel from the National Societies who have received specialized technical training to enable them to intervene effectively, it also requires this extra training which is not technical, but rather of a moral and normative order which derives from knowledge and practice of Red Cross principles and the Geneva Conventions.

Let us take the case of a strong and efficient National Society. In the event of flooding in its country, for example, it will be able to save a large proportion of the victims. But if it has not got the necessary minimum independence, it might well be unable to act in the event of internal conflict within its country despite all its technical efficiency.

Apart from this special technique, which is of primary importance and, in a way, of a moral character, armed conflict considered as disaster demands technical preparation by National Societies similar to that which is called for by the other aspects quoted in the Belgian handbook which distinguish this type of disaster from those which are natural, that is to say its extent, duration and the number of its victims. As well as these factors we must add the effects which are inherent in the very nature of weapons of war and also the fact—which is all too often forgotten—that the Red Cross Society must go into action at a time when a large proportion of the male population is under arms and the Society must therefore rely on other possibilities than those which are available in peace time. For all these reasons the preparation which a National Society must undergo should, even more than for cases of natural disaster, aim at adaptation to unforeseen circumstances with limited material means; in a word, improvisation.

But the difference is one of degree rather than of kind and National Societies are usually justified in embodying, to a certain extent, preparation for armed conflict in that intended for relief in the event of natural disaster.

As an illustration of the wide variety of subjects dealt with during the Seminar, we give below, in the order in which they were dealt with, some of the topics involved and the discussions to which they gave rise.

Mr. J. de Preux, an Adviser in the ICRC Legal Department, underlined the far-reaching importance of disseminating knowledge on the Geneva Conventions.

The dissemination of the Conventions is too vast a topic for me to deal with here in its entirety. In any case, the scope of this subject is restricted by the nature of this Seminar, in which we are concerned only with armed conflicts. As you know, there is in fact another aspect to the dissemination of the Conventions, which consists to some extent of promoting that spirit of peace which is implicit in the Geneva Conventions and the Red Cross ideal. And even with regard to armed conflicts this topic can be restricted yet further.

The first question which may be asked in connection with the diffusion of the Conventions concerns the numbers taking part; the results achieved in this respect are very important, since at the present time there are 96 countries formally bound by these Conventions.

Nevertheless, some Societies have still to succeed in influencing their governments, in order fully to achieve the first result, that is to say, universality. Once this has been achieved, the problem of translation arises, and this is something which is indispensable, because in order to apply the Conventions, they must first be known. In this respect, correlation amongst National Societies would be extremely useful in order to avoid duplication of effort. Indeed, a great many translations exist already. Apart from the question of translation, there are also the rules required for their implementation. The Geneva Conventions demand of the States adopting them a certain number of regulations, on the national level, of an administrative or legislative character, in order to ensure that these Conventions are implemented. It is useless to instruct members of armed forces on the punishment applicable for infringements of the Conventions and on the rights attached to possession of an identity card, if to a definite question the reply has to be: "This law does not

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exist”, “ We do not have these identity cards ”. It is therefore very important, after accession to the Conventions, that the necessary steps be taken to ensure their implementation and this indeed is a task awaiting the National Societies, that is to say the task of influencing their governments in the right direction.

If we now approach the wider implications of dissemination, questions which arise are of a twofold aspect: first, what is it that must be disseminated? Second, amongst whom is dissemination to take place? There is no single reply to the first question; dissemination may be required for the whole set of Conventions; it may be limited to specific details. In certain cases, it is preferable to deal with particular points before giving attention to the general problem. One major point in the Geneva Conventions on which dissemination sometimes falls short, is Article 3. It may well happen that at a particular time Article 3 should take precedence over the Conventions as a whole. There are other special cases also: for example, the protection of persons in the exercise of the medical profession or in the dispensing of care to the wounded. Other provisions of a limited kind may refer to the civilian population. The choice lies with the National Societies which should draw up a scale of priorities dependent on the needs of the moment.

What will the target be in efforts to disseminate the Conventions? We must first reach the authorities. Governments are overburdened. Once they have devoted time to acceding to the Conventions, it sometimes happens that they have difficulty in finding the time to attend to the logical consequences of having done so. Through the authorities one must endeavour to reach the armed forces. In this preparatory work the National Societies should be able to make a useful contribution. Dissemination should be aimed at specialized groups, universities, medical organizations, social services and finally, to an extent which has then to be decided, the public. In this field the National Societies can rely on the backing of the ICRC and the League. These two organizations have already prepared ample material which is available to the National Societies. If this cannot always be used to the full, it can provide a basis enabling the Societies to derive some advantage therefrom and a lightening of their tasks. Finally, I would not wish to conclude without saying that I believe that this problem of the dissemination

of the Geneva Conventions is, as it were, the keystone of everything to be discussed at this Seminar. Whatever their theoretical training, the members of the armed forces are required, in the course of conflicts, to perform acts which are sometimes difficult of accomplishment. It is therefore during action, in the very heat of action, that the National Society will provide a by no means negligible example, by the manner in which it exerts itself in accordance with the Conventions, to those who are witness thereto. And I believe that all the measures which will be discussed here are those which, at the right time, will promote the dissemination of the Conventions to an appreciable extent.

One National Society stressed that it had been granted authorization in its country to disseminate the Conventions in military colleges and that courses were already being given in the medical faculties.

Another Society (from Asia) was able to claim even more extensive measures. Following up the ICRC's circular of April 1962 and the receipt of the "Course of Five Lessons", it approached the Ministries of Defence, Health and Education. Teaching of the Conventions is foreseen in the faculties of law, courses are given in the administration and police schools by the Society itself, and regular articles on the subject are published in the Red Cross periodicals. Within the movement itself, lectures are given to the Junior Sections to whom is distributed documentary material published either by the ICRC or by the National Society itself. But, what is to be done, the representative of this Society asked, when an adversary does not abide by the Conventions?

Other Societies expressed themselves on similar lines, that is that either they have arranged for the Conventions to be the subject of an important chapter in the "Soldier's Handbook" or that they have concentrated their efforts in schools, universities or even amongst the general public. One Society representative asked others their opinion as to the best manner of approaching governments. One of the participants in the Seminar mentioned the case of a country where the National Society had formed an ad hoc commission on which the Red Cross and the government were represented and of which the task was to draw up the necessary programme. To conclude, stress was laid on the necessity for National Societies to organize instructor teams qualified to undertake the indispensable tasks involved in the dissemination of the Conventions.

The tasks confronting National Societies in the field of information and tracing as well as of transmission of civilian messages were the subject of a paper by Miss M. Katz, Head of the Italian Section of the Central Tracing Agency. An extract is given below :

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. . . As has been proved by the experience of the Second World War, and the recurrent outbreaks of conflict and violence since 1945, many National Societies have, as it were, to work alongside the national information bureau.

Indeed, whenever a family is without news from one of its members, it can if it wishes enquire of its national information bureau, which fulfils a dual function: the registration of foreign prisoners of war and interned enemy aliens on the one hand, and of its own nationals taken by the enemy on the other. However, the family will spontaneously appeal, in most cases, to the National Society to obtain news of a missing serviceman, a POW, an interned civilian or a relative residing abroad.

In addition, the Central Agency might request a National Society to seek civilians who have ceased to give relatives residing in a belligerent country any sign of life. Moreover, where soldiers fallen in battle, deceased prisoners of war or interned civilians, are concerned, the official confirmation of death is sent by the national information bureau to the Central Agency which, in turn, transmits it to the Power concerned. However, the family will want to know more, such as details of the circumstances of death, the assistance given to the dying person and any last wishes. As this entails enquiries of a humanitarian character, it is to the National Society that the Central Agency will appeal for additional information likely to bring a measure of comfort to the bereaved family.

There is yet a further very important activity which has to be undertaken by each National Society in countries involved in conflict or disturbances: the transmission of civilian messages. As you are aware, the International Committee of the Red Cross made it its business to provide a means of communication for civilians cut off by the fighting during the First World War. In 1916 the ICRC instituted a civilian messages system. During the Second World War it adopted a form for the transmission of civilian messages, form No. 61, well known to National Societies. One side of this is for the sender's and the receiver's addresses and for a message, whilst the other side is for a reply.

The National Societies had these forms printed, on the lines of the model drawn up by the ICRC, and they delivered these to people desiring news from their families not only during war, but whenever

postal communications were broken off for any reason. One such instance is the relatively recent suspension of postal connection between Indonesia and the Netherlands.

National Societies have an important role to play in the organization of civilian message transmission. They must watch that messages contain only strictly personal news, in conformity with the regulations, to ensure admission by the censorship in the country of destination.

If the National Societies send Geneva messages not meeting these requirements, the Central Agency is obliged to expurgate and re-write them. But the Central Agency's task must be lightened. During the Second World War it handled 24 million messages, with the co-operation of the National Societies, but it also had to re-write half a million of them, either because they did not conform to the regulations or because they were confused ramblings which had to be condensed.

A message may often lead to enquiries. If the addressee cannot be reached, the National Society, for humanitarian reasons, may not merely return the message to Geneva, with a note that the person had "left—address unknown". This could mean the person had been evacuated, had been wounded during evacuation, or had even died in hospital. If it is merely a change of residence, the new address has to be traced, so that every message returned to the National Society means starting enquiries to enable it to send the Central Agency the requisite information on the addressee.

The need for rational organization of tracing work cannot be too strongly stressed, as those Societies which have had experience in this field know. A tracing application in the form of a lengthy letter, no matter how well composed, will be detrimental to the promptitude with which the authorities or the Central Agency handle the case. The National Society must therefore draw up a standard form for such applications. We have specimen forms of a simple and rational type available to National Societies which may require them.

In addition, it is important that replies sent by National Societies to the General Agency's requests for enquiries should contain adequate and precise information on the person traced, in order to avoid confusion with a namesake.

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Moreover, when a National Society in the course of its enquiries obtains information which may appear inconclusive or of no importance, it should nevertheless give the details to the Central Tracing Agency, for they might well be a valuable link in investigations which the latter has to carry on; they may be the means of enabling cross-checking to be made.

In such investigations the contribution of the National Societies can be of inestimable value thanks to their humanitarian motives and their experience.

A further task devolving on the National Societies is the registration of refugees who have to flee from their homes because of hostilities.

Red Cross activity in internal conflicts aroused considerable interest. After a discussion of the application of Article 3 and the principles of the Geneva Conventions, attention was turned to the rôle of National Societies in such circumstances, in liaison with the ICRC.

Mr. H. Coursier, then an Adviser in the ICRC Legal Department, introduced the matter and we quote below part of his paper and the discussion which followed it.

A Commission convoked in 1962 by the ICRC recalled that the tasks incumbent on National Societies included humanitarian protection in the case of internal as well as international conflicts. The National Societies thus have the obligation to prepare themselves already in time of peace for the difficult and painful mission which they will have one day perhaps to fulfil. In order to be able to face up to this heavy responsibility, National Societies should be imbued with the doctrine and the principles of the Red Cross and assume the diffusion of this doctrine and these principles in their respective countries. They should adopt a structure capable of resisting as far as possible the upheavals caused by war or civil war. In this respect, the Commission envisaged measures for decentralization or for the constitution, to meet emergencies, of ad hoc committees of people whose functions enabled them to remain outside civil conflicts.

In addition, the Commission was of the opinion that, as far as the questions which it examined were concerned, there was no

division of responsibility between the International Committee of the Red Cross and the National Societies which would allot a reserved field of action for the latter. On the other hand, it would be for the ICRC to follow the development of the National Societies and to assure itself that they are organized and function in accordance with the rules of the Red Cross. In this respect, the Commission considers the moral support and technical assistance given by the ICRC (or by the League, should the occasion arise, according to its attributions) to National Societies in countries which have recently acceded to independence, as particularly desirable.

In the Commission's view, even if during a period of internal disturbances the National Societies did effectively assure to all, the protection required by international humanitarian common and treaty law, the ICRC should nonetheless be present. Neither action by public authorities and services nor by the National Red Cross Societies in any way constitutes legal grounds for objecting to ICRC intervention, which cannot be considered as interference in the internal affairs of a State.

The first aspect of the discussion was the practical activity of National Societies in the event of internal conflict, one of the Asian Societies having pointed out that it seemed difficult for a National Society to make visits to internees after such a conflict and that this function should be assumed essentially by the ICRC.

Whilst sharing this viewpoint, a representative of one of the European National Societies suggested an important distinction. He believed that National Societies should always be in a position "to bring relief", whilst visits to detainees, followed up by a report to the detaining authorities, was a task beyond the bounds of National Societies' possibilities. In this connection, Mr. Coursier mentioned that the 1921 Conference resolution quoted in his paper did not limit National Society activity to the provision of material relief; Red Cross Societies in some cases might be able to do more than that, hence the utility of a none too restrictive clause.

One European Red Cross representative, describing practical experience in this field, stated his Society had been able to visit political detainees to deliver material relief and perform certain social services. Following complaints it had received from these prisoners concerning their treatment; it asked for government permission to visit them and to investigate detention conditions. This had worked out well and had smoothed out the difficulties.

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But, as one of the ICRC speakers stated, activity during internal conflict requires prior preparation. In this respect, the representative of one of the Asian Red Cross Societies enquired whether it would not be appropriate to include in the conditions for recognition of new Societies, qualifying provisions designed to facilitate activity in the event of internal conflict, such as decentralization, absence of political association of members, etc. In this connection, the General Secretary of one of the European Red Cross Societies stated that some of these requirements were already implied in the conditions for recognition approved by the International Conferences of the Red Cross (see Handbook, page 319). Article 6 of the Conditions for the recognition of National Red Cross Societies provides that a Society shall "be so organized as to enable it to deal effectively with the tasks incumbent on it..." and Article 7 that it shall "extend its activities to the entire country and its dependencies." The conditions for recognition also stipulate under Article 6 that the Red Cross Societies must prepare "in time of peace for war time activities". Consequently, the amendment of these conditions would, in his opinion, require the stipulation that "time of war" should be taken to mean "during armed conflict of any nature whatsoever, both international or national".

The usefulness of the decentralization provision appears also to apply to another question raised by an Asian Red Cross Society: should the President or a senior member of the Management Committee, if isolated from headquarters by events, organize a Red Cross where he is? The ICRC representative replied that it was always possible to carry out humanitarian activities wherever one might be, and that in the hypothesis envisaged, if the Red Cross Society did indeed have sections throughout the national territory, that President could act in co-ordination with the section of the region where he was. The same representative quoted at length examples of Red Cross activity during the Spanish civil war, with the setting up of a Red Cross on each side. One of the difficulties lay of course in the fact that sections cut off from headquarters could not communicate with it direct, but the ICRC was there to act as a neutral intermediary between the two Red Cross Societies and to facilitate tacit agreement between them on the pursuit of humanitarian activities.

This is what happened during the Spanish civil war, and at the London International Conference in 1938 both Red Cross Societies were represented and the simultaneous presence of the two gave rise to no difficulties.

However, even more than decentralization and other measures, the most important criterion, and one to which the representatives of the Red Cross and Red Crescent reverted on several occasions, was National Society independence.

A European and a Middle East Society gave examples of good work which they had been able to carry out during internal conflicts thanks

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to their independence and the confidence which they enjoyed, both from the public at large and from political circles. From the outset of events, one of them stated, the members of the Central Committee were mobilized; day and night stand-by service was organized at the central headquarters; Society doctors, nurses and ambulances were mobilized and able to go to any part of the country held by either party to the conflict. The representative of this Society stated that the Red Cross mission "is unique and demands complete independence and confidence in the principle of absolute autonomy so that the Red Cross would always be able to give effect to the principles of fellowship which lie in every human heart and in order to be able to maintain at a high level and undefiled the great store of gratitude and confidence it has gained".

"Independence and autonomy" by no means implies the absence of connections with the government, as demonstrated by the President of one of the African Societies. His personal experience had shown that it was absolutely essential for a Society, if it were to be effective, "to live in harmony with the government" whilst making it clear that the Government should not interfere in the affairs of the Red Cross, just as the Red Cross should not interfere in the business of the government.

According to several African delegates, there was frequently in the developing countries a danger of a sometimes unconscious interference by the government into Red Cross affairs. They all underlined the fact that the Red Cross official who is also politically active is a potential danger to his Society. That danger, the temptation to join the Red Cross in order to give one's activities the trappings of humanitarianism when in fact they are purely political, may not be very obvious but it is thereby the more insidious. In the opinion of member delegates, therefore, the ICRC and the League should be in a position to demand of National Societies respect for basic principles, particularly the principle of Red Cross neutrality.

However, observance of Red Cross principles may make the National Society's position delicate vis-à-vis the Government if, for example, it undertakes humanitarian action in favour of persons considered to be enemies of the government. The representatives of the African Red Cross Societies, showing that this problem was sometimes particularly acute in new countries, raised the question of protection for Red Cross officials by the international organizations in Geneva, i.e. the ICRC and the League. Of course, as some of them underlined, such protection could only apply for officials whose role had been purely humanitarian; intervention from Geneva could never purport to cover political activities. In young National Societies who cannot yet stand on their own feet and which have sometimes to work in countries "where a person can be put out of the way for a "yea or a nay", it would often be psychologically beneficial for a Red Cross official to know that in case of need he would benefit from some degree of protection by the Geneva organizations.

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Mr. Pilloud replied at length to these preoccupations. Of course, if Red Cross officials with an easy conscience are unjustly dismissed or risk persecution for having fulfilled their functions, the ICRC and the League will always endeavour to come to their assistance as they have done in some cases. At all events, the ability of Red Cross Societies to carry out their activities under all circumstances is the main interest of these two international institutions. In addition, if a government sets at naught the activities of an impartial, independent and therefore productive Red Cross, it is certainly very difficult to take any action.

Moreover, said Mr. Pilloud, there are certain precautions which National Societies can take in time of peace, apart from those which have already been mentioned. For instance, it might be appropriate to draw up the National Society's statutes in such a way that the board of management is always composed of a majority of persons elected by members of the Society's own sections. As has been said, the appointment of the Society's president by the head of the State is a normal procedure in very many excellent Societies; such a procedure can sometimes ensure the appointment of a highly competent person. Nevertheless, the precaution to be taken for the composition of the board of management is still necessary. Naturally, continued Mr. Pilloud, there is no hard and fast rule for effective action where governments, in contempt of their National Society's importance and discarding Red Cross principles, wish to subvert them for political ends. But this is a short-term attitude which such governments might one day well regret.

In this connection, one of the Red Crescent representatives from the Middle East mentioned his own experiences during a revolution in his country, when the officials of the National Society had twice been dismissed from office. Being sceptical of the possibilities open to the ICRC and the League to intervene, he considered that the only solution lay in greater comprehension on the part of the authorities for the rôle and functions of the international Red Cross. In conclusion, a delegate of an African Red Cross Society recalled that his country, which had been the victim of aggression, received assistance from medical personnel delegated by Red Cross Societies in neutral countries and that this personnel had been prepared to make the supreme sacrifice. In his opinion, when one agreed to assume office in the Red Cross, and to do so by upholding the organization's principles, one must also be prepared to face the risks and inconvenience which such an office might entail.

Miss S. Robertson, Assistant Director of the Relief Bureau of the League, broached another aspect of activity by National Societies in neutral countries, namely reception of refugees.

Numerous references have already been made to refugees within a country involved in armed conflict. However, under this subject

concerning a National Society not engaged in the conflict, which falls very much within the competence of the League, three types of refugee situations may face the National Society:

- a) refugees who will return to their own country when the conflict is over—such as the Algerian refugees in Tunisia and Morocco;
- b) refugees who cannot return to their own country nor remain in the country of first asylum but must emigrate—such as the Hungarian refugees in Austria;
- c) refugees who cannot return to their own country but who can be resettled in the country of first asylum—such as the Tutsi refugees in Kivu Province of the Congo, Burundi, Tanganyika and Uganda.

The responsibility of the Red Cross is similar in each case—that of providing shelter, food and medical care until the refugees are repatriated, shifted to their final destination, or become self-supporting, though in the latter case it may be possible for the National Society to ensure the early integration of the refugees into the community by active participation in their resettlement and the provision of equipment or tools, etc. It is important that every effort be made to prevent the refugees' condition from becoming permanent, such as is the case of the Palestine refugees. The National Society will be called upon to co-operate with governmental or international agencies in connection with the repatriation, emigration or resettlement of the refugees.

From the very beginning of a relief operation for refugees, serious consideration must be given by the Red Cross in conjunction with the governmental authorities to the method in which the problem is going to be finally solved—i.e. repatriation, emigration or integration in the local community. The League has had considerable experience in these problems since the last world war and National Societies faced with such a situation should always feel free to approach the League for advice or practical assistance. League delegates experienced in this field of activity can be made available if such help is desired or warranted.

For the purposes of the relief operation it is necessary to register the refugees, but it may be possible to carry this out in conjunction with a governmental registration. Registration should be carried

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out by the Red Cross, principally for reasons of tracing, reuniting families, etc. The degree to which the Red Cross is responsible for this registration will be decided by the National Society in each particular relief operation, but you are all aware now of the importance of ensuring that a thorough registration is carried out and you have heard many helpful suggestions which will aid you in making a registration—such as cards, forms, records, etc.

The basic principles of relief postulate National Societies' co-ordinating all available sources of assistance within their country. Therefore the relief plan should utilize the facilities of other agencies willing to assist the Red Cross fulfil its obligations.

The decision as to whether the refugees will be grouped together in camps or not and, if so, whether they will be sheltered in tents or available buildings, will have to be decided in each individual case by the National Society in consultation with its Government according to the particular circumstances and facilities available...

Mr. H. Haug, Secretary-General of the Swiss Red Cross, also dealt with the reception of refugees; those of the last world war. We give below a section relating to refugee children; this is an example of practical work undertaken by a National Society in a particular aspect of assistance to war's victims.

The relief action carried out on the widest scale was that involving the reception and accommodation with Swiss families of children who had suffered because of the war. As early as 1940 Switzerland received groups of children, some numerous and some less so, from France, Belgium, Yugoslavia, and later from Luxemburg, Holland, Italy and subsequently from Austria, Great Britain, Hungary, Germany, Poland, Czechoslovakia, Spain and Greece.

The selection of the children was effected jointly by the National Red Cross Society in the country of origin and a representative of the Swiss Red Cross, and it was in principle based on medical criteria. The children travelled both ways in Swiss railway carriages accompanied by Swiss stewardesses. The Swiss Red Cross Children's Relief Programme set up reception centres at the frontiers and also in the building which is today the headquarters of the ICRC. The children were examined medically before continuing their voyage to their final destinations in various parts of the coun-

try. Language was no problem and very often the children even attended schools in our country. From 1948 onwards the number of children accommodated under the scheme declined but the programme did not come to an end until 1956. In all, some 180,000 children were lodged in this manner with more than 100,000 Swiss families or in homes, for periods of from 3 to 4 months. Most of them returned to their own countries newly clad from head to foot. The cost to the host families has been estimated at 60 million Swiss francs. The other expenses involved were covered by funds collected in cash (weekly pennies, sale of badges, contributions from sponsors, etc.).

The havoc created by tuberculosis in many European countries during and after the war impelled Switzerland to play its part in curing the victims of this disease, particularly as the Swiss climate lends itself to tuberculosis treatment. Sanatoria were opened in Leysin in 1944 for the benefit of student tuberculosis cases who were enabled to carry on their studies whilst undergoing treatment. When the Red Cross withdrew from this activity in 1946 students from France, Belgium, Holland and Czechoslovakia had been accommodated in these sanatoria.

Hospitalization of children prone to tuberculosis assumed more extensive proportions and was carried on from 1945 to 1948. The Swiss Red Cross established a health centre to accommodate them at Adelboden and the programme started by taking in over one thousand French children. During the four months they were in our country, not only were they housed, fed and cared for, but they were also provided with a complete set of new clothing. The Swiss Red Cross then received at Adelboden and other health resorts other groups of children coming from Belgium, Czechoslovakia, Holland, Great Britain, Poland, Austria, Hungary, Yugoslavia, Germany. As a result, 4,253 children have thus completely or partly recovered their health.

In a number of countries there were so many children disabled by the war that it was not possible for them all to be operated on without delay or for them to be fitted with the artificial limbs appropriate for children. A Swiss medical mission went to Alsace in 1945 to choose the first group of 550 children (from France, Belgium, Austria and Hungary)—mostly orthopaedic cases—who

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were admitted into specialized Swiss hospitals. They returned home two or four months later fitted out with artificial limbs. The lasting success of such a programme implies regular supervision of the patients once they are back in their own country. . . .

On the subject of international relief actions, Mr. C. Pilloud dwelt as follows upon the principles involved :

The first of these principles is non-discrimination, that is to say relief must be given without distinction of race, language, political opinion, religion, philosophy, class or any other criteria. Similarly, in any international action, the nationality of beneficiaries should in no way influence the work on behalf of any category of the destitute or victims.

Relief has to be—or ought to be—in proportion to the extent of the needs which it is desired to alleviate. It is therefore necessary to use one's resources for the most urgent needs first. Unfortunately, as you know, it is seldom that adequate means can be mustered to eradicate or alleviate misery completely, so that some rule has to be found for the most advantageous use of the means available. When misfortune is slight, assistance need not be great, but large-scale distress calls for relief action in equal proportion. It is therefore quite normal and logical for the Red Cross to differentiate between varying degrees of emergency and needs.

One delicate point in this connection, as you know, is that whereas some events arouse the extreme generosity of the public, there are others which, whilst no less serious, do not make so much impression on the public. To what extent can the Red Cross remedy this lack of equilibrium in public generosity? The question is a difficult one. So far our organizations have not felt themselves able to equate, so to speak, the resources which are available to needs which arise; the problem remains and many instances could be quoted, such as the disasters of Fréjus and Agadir, when public generosity was immense. In countries further afield where events no less disastrous occurred, generosity has been very much less. For the moment the Red Cross has had neither the means nor the justification to redistribute the relief funds which it receives, but obviously the ideal solution would be to have available a general

fund, to which recourse could be had without taking into consideration who the beneficiaries of the funds were originally intended to be. This is a problem which we must keep in mind. Red Cross relief actions should be universal in character, that is to say should be carried out in any part of the world on behalf of mankind everywhere. Public generosity is aroused more readily for certain sections of mankind and this is a regrettable fact that we can do nothing about.

During relief actions in time of war or in the course of disturbances, experience has shown that intervention by an impartial and neutral organization is a necessity. This is why the Geneva Conventions and the statutes of the International Red Cross have cast the ICRC for this rôle. This intervention often enables relief to be removed from the sphere of politics or nationality, no matter what its origin, and also enables supplies to be distributed to persons often considered as enemies of the State.

A further principle which is at the basis of all Red Cross international relief actions is solidarity. You will recall that one of the conditions necessary for the recognition of National Societies is that they observe the spirit of solidarity which unites members of the Red Cross. This principle of solidarity finds material expression in international relief actions, and it is a source of pleasure for me to recognize the fact that the National Societies of the Red Cross, the Red Crescent and the Red Lion and Sun have proved on very many occasions that, although they are independent organizations, they yet feel themselves united in the face of misfortune affecting any one of them.

In time of war, assistance may assume various forms. One Society may give direct aid to another: we have known this to happen many times during conflicts. It may be that recourse has to be had to multilateral assistance involving intervention by the relevant international organization, i.e., in this case, the ICRC.

It must also be borne in mind that relief by the Red Cross should always retain its auxiliary nature and I believe that the leaders of the international organizations of the Red Cross and of the National Societies are now aware of this. The Red Cross cannot assume the full responsibility for the feeding of an entire population. That would obviously exceed its means. Nor can it be responsible for the feeding of prisoners of war. All it can do therefore is to provide

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a supplement; the assumption of full responsibility by a National Society or by one of the international organizations of the Red Cross for any category of persons can only be envisaged as an exceptional temporary measure.

A further important principle of international Red Cross action is its gratuitous nature. It is a basic principle of our movement, and on this point I believe there is no doubt in anybody's mind, that all actions, both international and national, have always been free of charge. That, of course, does not mean that the National Societies and the international organizations of the Red Cross may not accept refund of the expenses which relief action entails and indeed the international organizations have many times availed themselves of refund possibilities, in particular when they have been requested by governmental authorities to undertake some specific action.

One further point I wish to add, which is just a principle of implementation, is that all relief given in the name of the Red Cross at an international level should be subject to supervision of the use made of the relief supplies and services. I think that any National Society asking for or accepting relief from a sister Society should simultaneously accept a degree of supervision over the utilization of the relief which it receives. This principle has so far not been completely integrated into our practice, but I personally wish to see it become established and made a practical reality. The Red Cross enjoys in general the confidence both of the public and of the authorities. The relief distributions which it undertakes should be carried out in such a manner that everything goes to those for whom it was intended. Confidence is built up slowly but can be rapidly lost.

These few extracts give an idea of the interest to be found in this book which has just come off the press. We might add that although this Seminar was convened to examine the hypothesis of armed conflicts, the task which it had set itself was quite compatible with the profound desire for peace cherished by all people and the entire Red Cross movement.

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*The International Review*¹ has already given the text of the Resolutions passed at the XXth International Conference of the Red Cross last year. One of these (No. XXVIII) is of particular importance and we shall no doubt have reason to revert to it. It reads as follows :

The XXth International Conference of the Red Cross,

in its endeavours for the protection of the civilian population, reaffirms Resolution No. XVIII of the XVIIIth International Conference of the Red Cross (Toronto, 1952), which, in consideration of Resolution No. XXIV of the XVIIth International Conference of the Red Cross (Stockholm, 1948) requested Governments to agree, within the framework of general disarmament, to a plan for the international control of atomic energy which would ensure the prohibition of atomic weapons and the use of atomic energy solely for peaceful purposes,)

thanks the International Committee of the Red Cross for the initiative taken and the comprehensive work done by it in defining and further developing international humanitarian law in this sphere,

states that indiscriminate warfare constitutes a danger to the civilian population and the future of civilisation,

solemnly declares that all Governments and other authorities responsible for action in armed conflicts should conform at least to the following principles :

- that the right of the parties to a conflict to adopt means of injuring the enemy is not unlimited ;*
- that it is prohibited to launch attacks against the civilian populations as such ;*
- that distinction must be made at all times between persons taking part in the hostilities and members of the civilian population to the effect that the latter be spared as much as possible ;*
- that the general principles of the Law of War apply to nuclear and similar weapons ;*

¹ See *International Review*, November 1965.

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expressly invites all Governments who have not yet done so to accede to the Geneva Protocol of 1925 which prohibits the use of asphyxiating, poisonous, or other gases, all analogous liquids, materials or devices, and bacteriological methods of warfare,

urges the ICRC to pursue the development of International Humanitarian Law in accordance with Resolution No. XIII of the XIXth International Conference of the Red Cross, with particular reference to the need for protecting the civilian population against the sufferings caused by indiscriminate warfare,

requests the ICRC to take into consideration all possible means and to take all appropriate steps, including the creation of a committee of experts, with a view to obtaining a rapid and practical solution of this problem,

requests National Societies to intervene with their Governments in order to obtain their collaboration for an early solution of this question and urges all Governments to support the efforts of the International Red Cross in this respect,

requests all National Societies to do all in their power to persuade their Governments to reach fruitful agreements in the field of general disarmament.

This resolution shows that the XXth International Conference has fully followed up the recommendations submitted by the ICRC in its report "The Legal Protection of Civilian Populations against the Dangers of Indiscriminate Warfare". We therefore believe our readers will be interested in that report, which we give below.

I.—The resolution adopted by the XIXth International Conference and subsequent steps

The XIXth International Conference of the Red Cross, which met in New Delhi, in autumn 1957, was asked to give its views on a set of "Draft Rules for the Limitation of the Dangers incurred by the Civilian Population in Time of War", presented by the International Committee of the Red Cross (ICRC).

This project gave rise to an important debate within the XIXth International Conference, which finally adopted the following unanimous Resolution:

The XIXth International Conference of the Red Cross,

convinced that it is interpreting the general feeling throughout the world which demands that effective measures be taken to rid the peoples from the nightmare of the threat of war,

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having taken cognizance of the “ Draft Rules for the Limitation of the Dangers incurred by the Civilian Population in Time of War ”, drawn up by the International Committee of the Red Cross, following a request by the Board of Governors of the League, meeting at Oslo in 1954,

considers that a set of rules revising and extending those previously accepted is highly desirable as a measure of protection for the civilian population, if a conflict should unfortunately break out,

deems that the objectives of the Draft Rules submitted are in conformity with Red Cross ideals and the requirements of humanity,

urges the International Committee of the Red Cross to continue its efforts for the protection of the civilian population against the evils of war, and

requests the International Committee of the Red Cross, acting on behalf of the XIXth International Conference, to transmit the Draft Rules, the record of its discussions, the text of the proposals, and the submitted amendments, to the Governments for their consideration.

In implementation of this resolution, the ICRC communicated to the governments, during the spring of 1958, the full text of the Conference debates on the project of the Draft Rules, together with the text of all amendments proposed. Copies of this documentation were also sent, for their information, to all National Societies of the Red Cross, the Red Crescent and the Red Lion and Sun.

A memorandum, dated May 12th, 1958, was attached to this documentation, in which the ICRC expressed itself as follows:

The drawing up of the rules recommended by the New Delhi Conference is now a matter for Governments. Nevertheless, the Conference Resolution urges the International Committee to continue its efforts. This appeal strengthens the Committee in its resolution to continue its studies, in the light of the Conference discussions and in the humanitarian spirit which has prevailed in its previous efforts, with a view to assisting progress towards an international agreement—the logical conclusion of this work.

On the completion of its studies, and following consultations which may possibly be held on the subject, and when the documents appended have duly been examined by the recipients, the International Committee will submit, if its studies enable it to do so, some definite proposals to the authorities concerned.

Numerous Governments replied to this communication. The majority let it be understood that they would examine this documentation carefully. Only five Governments, however, communicated

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the results of their scrutiny. No Government of a great Power is included in this number. The five replies received can be summarized as follows:

One Government indicated that, after having carefully considered the matter, it approved the Draft as a whole.

Another Government suggested, in a verbal reply, that the ICRC should preferably draw up a declaration of principles, which, without being binding, could prompt the future conduct of States.

A third Government asked that article 14 of the Draft Rules be completed by a provision clearly prohibiting the use of nuclear and thermonuclear weapons. The same Government, furthermore, moved that a Conference of plenipotentiaries be called in order to negotiate and conclude a convention based on the Draft Rules.

Finally, in a more detailed reply, another Government, whilst expressing its support for the Draft Rules, stressed that it would probably be difficult to obtain unqualified approbation from all countries concerned. This Government, therefore, suggested that the Draft Rules be divided up into a number of legal instruments, in such a fashion that Governments could, if they so desired, only adopt one aspect of the Rules. In this fashion, all matters pertaining to the definition of military objectives could be the object of a separate instrument. This same Government also stressed the importance of passive precautions and of the protection to be accorded to civil defence services. The status of these services of protection could, according to this Government, be the object of specific rules.

As can be seen, these various replies hardly concord. Two governments, however, did express themselves in favour of the establishment of guarantees for the protection of civil defence services. The status of civil defence services had, moreover, been put on the agenda of the XXth International Conference and the ICRC—in a separate report on this subject—is submitting suggestions, which might later serve as a basis for the formulation of an international regulation.

On the other hand, the ICRC has had to note that, at least with regard to certain essential points, the Draft Rules could hardly longer serve as a basis for its future studies, given the absence of

favourable reactions from Governments. Moreover, the few replies received do not show a sufficient consensus of opinion to enable the ICRC to orient its studies in a precise direction.

Given these circumstances, the ICRC has had recourse to outside opinion, which is the object of the following chapter.

II.—Further studies by the ICRC

The Resolution adopted in 1957 by the XIXth International Conference invited the ICRC “inter alia” to pursue its efforts for the protection of the civilian population against the evils of war. This invitation, moreover, corresponded to the intentions of the ICRC, which has, for a long time now, followed these problems with sustained interest.

Without going into details here, it is sufficient to recall that in 1917 already the ICRC launched an appeal against gas warfare; that in 1920 it addressed itself to the League of Nations with a view to the “limitation of air warfare to strictly military objectives”. The ICRC also, in the period between the two World Wars, promoted passive defence measures with a view to the protection of the civilian population; it advocated the creation of security zones where the civil population could take refuge, a suggestion which has found a partial application in the Fourth Geneva Convention of August 12th, 1949, for the protection of civilian persons in time of war.

In a more recent past, the appeals launched by the ICRC during the Second World War should also be mentioned; appeals asking for the observance of clear distinctions in the domain of bombardment from the air; its circular of September 1945 concerning atomic weapons and, on the same subject, its appeal of 1950 to the High Contracting Parties to the Geneva Conventions. It should be added that the International Red Cross movement has always encouraged and supported the ICRC in this field as can be seen from the numerous Resolutions adopted by International Conferences.

That is why, given the reticence of Governments towards the Draft Rules, the ICRC deemed it necessary to lay down in which direction it should henceforth pursue its studies. It therefore decided to consult a certain number of personalities who, given their knowledge of public opinion and the evolution of military,

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political and scientific thinking, could express and give an informed opinion on the matter.

These personalities were chosen, sometimes with the assistance of National Societies concerned in the matter, in such a fashion as to represent the principal currents of opinion which exist in the world to-day. A number of these personalities met at a "Round table" conference, whilst others were approached individually. In order to facilitate this inquiry, the ICRC drew up a questionnaire which was handed to each of these people, setting out the principal questions on which the ICRC wished to be informed.

Their replies are briefly analysed hereunder and for convenience' sake the questions are presented in the same order as in the above-mentioned questionnaire.

Possibilities of limiting the evils of war in the world to-day

The ICRC asked itself whether it was still possible to act in this field by means of legal measures of an international character. The personalities consulted were of the opinion that, even when faced with the menace or the possibility of a nuclear conflict, the ICRC should pursue its efforts. For some it was a question of measures to be taken beforehand such as the formulation of certain principles, whilst others preferred to consider formal approaches at a precise moment of tension and possibly even after the outbreak of hostilities. Yet others were of the opinion that the Red Cross should primarily prepare itself to bring efficient aid to the victims of any conflict.

The second aspect of the problem dealt with the crisis of confidence dividing the Great Powers. On this point the personalities consulted were practically unanimous. It appeared to them to be out of the question that, at the present time, the Great Powers would accept overall regulations such as the Draft Rules; that is to say, provisions of a precise and detailed character, concerning the conduct of hostilities, agreed to already in peace time.

Agreements, however, on limited and specific questions, which do not touch on the vital interests of States, and which do not concern methods of warfare, appear feasible; regulations, for example, concerning civil defence or the evacuation of populations might meet with fairly general acceptance.

One of the personalities consulted also evoked the possibility of regional agreements, which would be binding to certain groups of States. This solution, however, appeared somewhat inopportune to other experts who saw therein the danger of "regionalizing international law" and that of having two sets of rules, one applying to the Great Powers, the other to less important countries, which would be contrary to universality, a principle of the Red Cross and of the Geneva Conventions.

The negotiations relative to disarmament and the efforts made to establish a lasting peace should not, in the opinion of the personalities consulted, constitute an obstacle to the efforts of the Red Cross.

Disarmament is a long-term objective and as long as there are limited armed forces, national or international, it will be necessary to envisage principles and rules governing the conduct of hostilities.

One of the personalities consulted went as far as to recall that the Commission of Eighteen, designated by the United Nations to study disarmament, has recognized the usefulness of collateral measures towards disarmament, which can create a climate of confidence.

The notion of a civilian population and its protection

The ICRC put the question whether the immunity of the civilian population, recognized in traditional law, was still valid at the present time.

Generally speaking, it was recognized that civilians, even if they take part in the war effort by working in plants and factories directly linked to the military effort, are nonetheless not combatants. To be sure, the buildings in which they work, the machines they serve, are objectives which can legitimately be attacked and destroyed but these persons themselves do not constitute a military objective.

It was recalled, in this connection, that the participation of civilians in the war effort seems to be losing importance since these civilians' work does not have an immediate effect on the actual conduct of hostilities.

With regard to the overall obligation of keeping the civilian population out of hostilities, the personalities consulted, generally

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speaking, confirmed this principle. In numerous cases, to be sure, wars have tended towards the total subjugation of the enemy country and of its population. However, even in this extreme hypothesis belligerents should bear in mind that after the war they will have to re-establish friendly relations with the population of the enemy country; it is, therefore, essential to avoid inflicting, as far as possible, unnecessary sufferings on the said population.

Various personalities consulted stressed that the civilian population, apart from the dangers resulting from air raids, was frequently the object of very strong pressures, more particularly when groups of partisans were leading the combat. Therefore, there would, perhaps, in this field also be reason to seek measures of protection for the civilian population.

Finally, the personalities consulted informed the ICRC of the manner in which the major Powers envisaged the plight of the civilian population in the event of war. These personalities noted that the problem of reprisals, given the power of destructive weapons, is of capital importance and that it is the object of no precise treaty ruling.

Legal and practical methods of strengthening the protection of the civilian population

Having, generally speaking, counselled against the establishment of regulations with a view to binding governments already in time of peace, the majority of the personalities consulted advanced the idea of a declaration reaffirming and setting forth a number of essential principles. This declaration could be made either by an International Conference of the Red Cross or by the ICRC itself. Such a declaration, it was observed, would in fact repeat the principles which already exist in common and treaty law; it might also risk involving the Red Cross in the controversy at present opposing the Great Powers. However, by limiting the declaration to the strictly humanitarian field, such a risk might possibly be avoided.

With regard to the content of the declaration, it was recommended that the principal obligations, already accepted by Governments in virtue of treaty and international common law, figure therein. One of these personalities suggested that the declaration

should also deal with the question of the proportionality to be observed in the event of reprisals. He also proposed that the declaration recall the distinction to be observed, in the conduct of hostilities, between military objectives and non-combatants. Similarly, the principle should be laid down therein that the conduct of hostilities must, till the very end, remain under the control of the individual and of his conscience.

A number of these personalities recommended that the declaration be preceded by a preamble setting out the reasons which, still to-day, render imperative the maintenance of the distinction between combatants and non-combatants, more particularly in order to facilitate a return to peace.

One of these personalities did not exclude the possibility that such a declaration of principle might, subsequently, be the basis of one or a number of international treaties. Such a declaration would represent, for States, an expression of international public opinion.

Finally, a new and interesting idea was put forward by one of the persons consulted. In his opinion, the declaration should be drawn up in such a way that it could subsequently be submitted for ratification by governments; the latter could, thus, publicly declare that they approved the principles contained therein and that they intended to observe them.

A number of the participants to this consultation stressed the necessity of disseminating, as widely as possible amongst the general public, the humanitarian principles which would be reaffirmed in the proposed declaration as well as those which already figure in the Geneva Conventions. These principles could thus be made to "penetrate the conscience of peoples".

With regard to the practical methods which the Red Cross could employ, a number of personalities consulted suggested that, in the event of conflict, the ICRC address a solemn appeal to belligerents. This appeal should be launched at the moment when it is to be feared that an armed conflict may degenerate into total atomic war.

In the opinion of another personality consulted, who approved the aforementioned suggestion, this appeal should contain some simple rules, the application of which by belligerents would demonstrate their determination to keep the conflict within certain limits.

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On the subject of practical measures to be taken and laid down, possibly through international instruments of law, the evacuation of populations was considered. Generally speaking, however, opinions were somewhat sceptic with regard to the practical possibilities of displacing populations en masse.

It would appear to be more realistic to envisage evacuations of a limited character, more especially from the great urban centres towards the less populated regions of a territory. The possibility of setting up safety zones remains useful, though, till now, it has hardly ever led to measures not already provided for in peace time.

A number of the personalities consulted stressed the necessity of preparing personnel and equipment beforehand in order to bring assistance to the civilian victims of conflicts. This, however, to be sure, is a problem probably beyond the possibilities of the Red Cross, though it can contribute towards its solution. The setting up of stocks of equipment and supplies could also be contemplated.

These are the results obtained by the consultation of personalities to whom the ICRC had recourse and it wishes to thank them here most sincerely for the assistance they have given. The main conclusion which the ICRC draws is that it must pursue its efforts in the field of legal protection of civilian populations against the dangers of war, a point on which all personalities consulted were unanimous.

III.—Conclusions

If reference is made to the New Delhi Resolution and without denying the value of the studies being pursued within other organizations, it will be seen that the problem of the respect of the civilian population in the event of armed conflict does not yet seem to be anywhere near solution. The problem, nonetheless, continues to be of serious concern to statesmen and to peoples. The ICRC does not, therefore, in any way intend to disinterest itself in the question, all the less so since it is bound by its statutes to make sure that the civilian victims of armed conflicts receive aid and protection. The ICRC will, therefore, avail itself of every possible opportunity to intervene in favour of a greater respect of the civilian population in time of war.

Indeed, the imperative reasons which led the ICRC, together with the XIXth International Conference, to promote the drafting of restrictive rules are, unfortunately, just as valid today as they were then. The fate of the civilian population in the event of war remains one of the crucial problems of our time and, since 1957, the development and the dissemination of weapons of mass destruction as well as the obstacles encountered in the course of negotiations on disarmament, have alarmed public opinion even more. It is even to be feared that, in certain conflicts, indiscriminate air raids may render the application of the principles contained in the Geneva Conventions inoperative.

In the field of humanitarian law, the Red Cross can but propose agreements and endeavour to persuade Governments to conclude them; it has no power to force them to do so. The final responsibility remains solely with the Governments. What more, therefore, can the Red Cross do?

A number of the personalities consulted by the ICRC have suggested that the International Red Cross Conference should, in a solemn declaration, reaffirm some of the essential principles of which the Red Cross demands the respect in any armed conflict. Amongst these principles would figure, more particularly, the obligation to maintain a very clear distinction between the civilian population and military objectives, the prohibition of attacking the civilian population as such and finally the obligation, when attacking military objectives, to take every precaution in order not to harm the civilian population.

The ICRC was of the opinion that the aforementioned suggestion deserved to be studied by the XXth Conference. The proposed declaration, without having a legal character, could nonetheless, have far reaching effects. It could, more particularly, serve as a basis to those who are of the opinion that weapons should not be employed in an indiscriminate manner and might perhaps facilitate the subsequent conclusion of an agreement between States.

The Red Cross in the USA

WATER SAFETY AND FIRST AID

The year 1964 marked the fiftieth anniversary of the American National Red Cross water safety program. In that year, 232 persons were awarded the coveted Certificate of Merit for saving lives through skills learned in Red Cross courses. The certificate they won, which is signed by the President of the United States and the Chairman of the American Red Cross, may be granted to people who have had water safety or first aid training. Both programs share in the overall purpose of the American organization's Safety Services: the saving of lives through public education in accident prevention and through courses that teach people how to respond when accidents do happen in the home, at work, on the highway, in the water, and elsewhere. Thousands of heroes and heroines, many unrecognized, have used their training to avert tragedies throughout the United States over the past 50 years.

The idea of Red Cross was born when Henry Dunant and his volunteer helpers, the village women of Castiglione, gave first aid to the wounded soldiers left behind by the opposing armies at the battle of Solferino. Since the realization of Dunant's dream, with the establishment of the international Red Cross movement, most National Societies have stressed the teaching of first aid. Millions of people all over the world have been trained in Red Cross courses to know what to do when accidents occur. The American Red Cross officially organized its First Aid Service in 1910 and, shortly thereafter, added instruction in water safety to supplement standard first aid training.

The pioneering water safety efforts of the American Red Cross were spurred by Commodore Wilbert E. Longfellow, a man of great vision who started the nation's first classes in swimming and lifesaving. He strove all his life for what he aptly termed "the waterproofing of America". In 1914 he established the Red Cross Life Saving Corps, forerunner of the present-day water safety program, and began the crusade that was ultimately to bring water safety training to every part of the country. From the beginning, the program was enthusiastically received by the public and was supplemented by the work of many other organizations. The results of nationwide teamwork in water safety training have been heartening. During the past half century the annual drowning rate in the United States has dropped from 10.4 per 100,000 persons to 3.4 per 100,000. The reduction represents a remarkable achievement for a period that has also been marked by a hundred-fold increase in the popularity of water sports. However, as more and more people of all ages take up swimming and boating every year, the Red Cross recognizes that continued expansion of its water safety program is necessary.

Today, Safety Services staff members cooperate with a number of other groups engaged in safeguarding aquatic-minded Americans: the National Safety Council, the United States Coast Guard and the Coast Guard Auxiliary, the United States Power Squadron, the Boy Scouts and the Girl Scouts of America, the National Council of Young Men's Christian Associations, and many more.

Red Cross personnel work closely with manufacturers, engineers, and legislators who are responsible for building safety into water sports equipment and for incorporating it in waterways legislation. Increasingly, national safety leaders have been emphasizing the importance of special first aid and water safety programs for people with special needs. The Red Cross wholeheartedly supports these programs and provides instructors for many of them. Swimming instructors from chapters all over the country are taking part in the exciting venture "Operation Waterproof Fourth Grade", sponsored by the National Safety Council. This operation is designed to teach youngsters to swim at the earliest age at which they can learn in groups. It has had marked success and has recently been extended on an experimental basis to towns that have limited

WATER SAFETY AND FIRST AID

swimming facilities. In these places, Red Cross volunteers serving as instructors are using portable collapsible swimming pools supplied by the National Swimming Pool Association and set up temporarily at elementary schools. In one little town in Kentucky, fourth graders learned to swim in a pool crowded into one end of their school cafeteria.

The Red Cross also provides volunteers to serve as instructors for "Operation Westwide", initiated by the Bureau of Reclamation of the United States Department of the Interior to teach swimming and water safety to residents of formerly landlocked areas where new dams, reservoirs, and irrigation ditches have been built by the government. Some of these new facilities are used for aquatic sports. All of them are potentially dangerous for non-swimmers.

In addition to cooperating in many programs set up by other agencies, the American Red Cross offers its own special courses designed to meet special needs. Along with the thousands of regular swimming, diving, and lifesaving classes taught every year, the Red Cross gives classes in survival swimming for sportsmen and members of the armed forces and classes in swimming for the handicapped. It trains young boys and girls who want to become water safety aides before they are old enough to take senior life-saving courses. It organizes safety clinics for owners of home swimming pools and every year gives an increasing number of small craft safety courses for boating enthusiasts.

The expanding Swim and Stay Fit activities were planned for swimmers of all ages but seem to appeal particularly to older people, especially those who need regular exercise to help them overcome health problems. One holder of a Swim and Stay Fit certificate, which is issued for completing 50 miles of swimming in easy stages, is a nurse who some time ago was forced to give up her career because of the crippling effects of arthritis. At her doctor's suggestion, she learned to swim. Daily swimming helped her condition so much that she was eventually able to return to work. She still swims every morning when she comes off night duty.

The American Red Cross reaches the public with water safety and first aid ideas through broad utilization of all information

media. Materials of many kinds are supplied to national magazines, large and small newspapers, publishing houses, and radio and television stations. To reach the large audience of boat owners and users, the Red Cross makes its safety recommendations available for inclusion in articles in yachting and other sports magazines. It has recently published a series of small-craft books, which can be purchased by the public at nominal cost through local chapters. A Red Cross manual for parents has sold nearly 550,000 copies since its publication in 1957.

An especially noteworthy safety effort in which the American Red Cross has played an important role is the public education campaign to promote knowledge of mouth-to-mouth resuscitation. The mouth-to-mouth or mouth-to-nose method of artificial respiration can be used by people of all ages in all kinds of circumstances to save life in the critical first 4 minutes after accident victims stop breathing. In 1957, the American Red Cross recommended this technique for use with infants and children. In 1959, its use for adults was adopted. Recognizing the value of wide-spread knowledge of mouth-to-mouth resuscitation, the organization teaches the method in both first aid and water safety courses and exploits every opportunity to publicize it.

Special films, television shows, and posters demonstrate the technique. It is illustrated in many Red Cross manuals and pamphlets. Books published by commercial firms often include material on the method and feature Red Cross instructions for the use of the method. It is even illustrated in simple sketches on cardboard cartons of milk sold in many places, especially in vacation areas where water sports abound. Newspapers across the nation have repeatedly run accounts of the actual use of mouth-to-mouth resuscitation in emergencies.

During the past several years stories appearing in many states and in Canada have told of lives saved with the mouth-to-mouth method of resuscitation by persons who have learned the technique from seeing Red Cross demonstrations. More and more of the affidavits submitted each year along with recommendations for the award of the Certificate of Merit give substantiating evidence of how quickly and how easily mouth-to-mouth resuscitation can be employed, often in extraordinary circumstances. Here are a few

WATER SAFETY AND FIRST AID

examples from descriptions of events behind some of the 1964 awards:

On the Florida coast, William K. went to the rescue of a swimmer floundering in heavy surf. The victim lost consciousness while being towed ashore. William K., despite his own growing exhaustion, was able to administer mouth-to-mouth resuscitation in high waves at a considerable distance from the beach and to keep the man breathing while pulling him close enough to shore for another swimmer to help. In Wisconsin, Bernard F. gave mouth-to-mouth resuscitation on the top of an electric pole to a fellow worker who had been severely burned and shocked.

In California, a girl going on 12, saved her 8-year-old brother's life with mouth-to-mouth resuscitation when he got sick and stopped breathing.

Pages could be filled with additional examples of effective assistance given in emergencies of all kinds by ordinary men and women, old and young, who have been trained to know what to do for an accident victim until medical help arrives. Schools, churches, businesses, and industry stress the value of training to prevent accidents or to be ready to give aid quickly and properly when accidents do happen. Many groups call on the American Red Cross for help with their accident prevention and preparedness efforts. In addition to the regular Red Cross water safety and first aid courses, a variety of specialized courses in first aid have been developed for particular categories of people who are likely to encounter emergencies during their leisure pursuits or on their jobs.

The 5,000 members of the National Ski Patrol System, whose headquarters is in Denver, Colorado, are ready to assist victims of skiing and mountaineering accidents in winter sports centers throughout the country—thanks, in part, to the regular and refresher first aid courses set up for them by the Red Cross chapter in Denver. Truck and bus drivers trained and equipped by the Red Cross to give on-the-spot first aid in motor accidents are helping daily to combat the mounting death toll on America's crowded highways. In a new program, apprentices in the hazardous building trades are being taught how to avoid accidents themselves and how to give first aid to fellow workers if it is needed. Dozens

of other sports or occupational groups get similar specialized training.

The annual figures on water safety and first aid classes taught, certificates issued, and services provided to communities show at a glance how far the American Red Cross safety operations reach. Following is the 1963-64 chapter, statistically speaking, in the Safety Services story:

Water safety certificates issued totaled 2,451,500. Of these, 339,000 were in lifesaving, 2,091,300 in swimming, and in small craft handling. Volunteer instructors numbered 112,400. They spent 8,545,500 hours training persons who spent more than 82,000,000 hours receiving instruction—a total equivalent of 10,337 calendar years invested in learning how to enjoy swimming and boating safely.

Participants in the Swim and Stay Fit program earned 27,000 certificates logging 588,000 miles in pools across the country.

At 24 Red Cross national aquatic and small-craft schools for community water safety leaders, 3,000 volunteers acquired special training.

Certificates numbering 1,074,300 were issued to persons who completed first aid classes, bringing the grand total of certificates granted since the start of first aid training in 1910 to 25,808,000.

Qualified instructors numbering 82,000 gave 2,500,000 volunteer hours teaching persons who spent 15,000,000 hours learning first aid.

Twelve hundred chapters operated first aid stations, detachments, and mobile units providing first aid services. One chapter alone supplied 560 trained first aiders to work with a volunteer staff of 150 doctors and nurses at 155 public events. Of the 3,000,000 people attending these functions, 3,100 needed emergency treatment.

Highway first aid stations, detachments, and mobile units numbering 26,900 gave emergency service in accidents. At the 1,800 first aid stations along the highways, 5,500 trained volunteers were available to render assistance.

As an integrated part of the educational efforts of schools and colleges, youth organizations, business and industry, city, state, and federal government, the water safety and first aid work of the

WATER SAFETY AND FIRST AID

American Red Cross touches citizens of the United States at every level. The Red Cross safety program is “portable”. It can stay at home with a young mother, go out into a windstorm with a telephone company repairman, sail out of a marina, stand by on the sidelines at a school ball game, hurry to the scene of a wreck on an icy road, respond to a frantic call for help from a farm pond. Persons trained by the Red Cross in water safety and first aid can serve in any place at any time. Their continuing aim is simple and basic: to save a life whenever and wherever possible.

IN VIETNAM

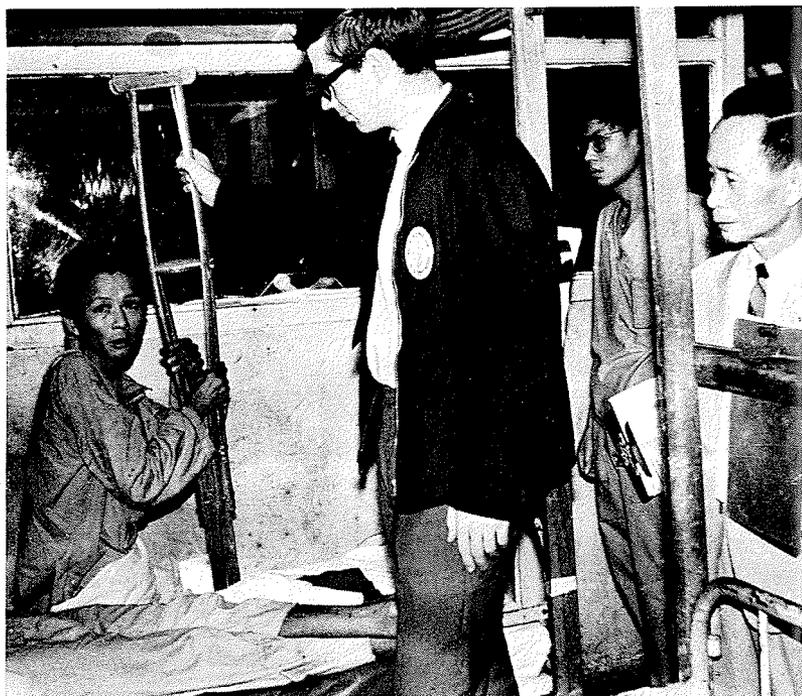


At Quang Nam, ICRC relief for displaced persons being distributed by the Red Cross of the Republic of Vietnam.



At Danang, distribution of ICRC relief to displaced persons.

Danang civil hospital. Crutches being presented to the disabled by Mr. A. Modoux, ICRC delegate, accompanied by representatives of the Vietnamese Red Cross.



INTERNATIONAL COMMITTEE OF THE RED CROSS

EXTERNAL ACTIVITIES

Viet Nam

ICRC medical teams ready to go into action. — With a view to alleviating the suffering caused by the prolongation of the war to the Vietnamese population both in the North and in the South, the International Committee of the Red Cross on December 27, 1965 offered the Ministries of Foreign Affairs of Hanoi and Saigon and the National Liberation Front (NLF) to send medical teams to the spot, each consisting of two doctors and one male nurse, all of Swiss nationality. These could, in accordance with the principles of the Red Cross, care for all wounded, sick and disabled, victims of the events.

The Ministry of Foreign Affairs of the Republic of Vietnam has replied to the ICRC, accepting that offer of assistance.

Dr Ulrich Middendorp, former chief medical officer of the ICRC field hospital at Uqhd in the Yemen desert, has therefore gone to Saigon in order to organize this medical action in which the Swiss Red Cross has already announced its participation.

An improvised emergency hospital. — Amongst the various humanitarian problems to be faced, that of overcrowded hospitals is of particular urgency. In fact, convalescence for amputated cases necessitates a long period of hospitalization. On two occasions, disabled persons arrived in Saigon from Danang asking the ICRC delegation to fit them with appliances, although their stumps had not yet healed. With great difficulty and with the help of the Ministry of Health, the delegates were able to find accommodation for five of them in a hospital in Cholon. Five others were hospitalized in a dispensary in the suburbs which was just as overcrowded.

Faced with this critical situation, the Vietnamese Red Cross and the ICRC then decided to set up a small hospital ward at the headquarters of the local Red Cross which can accommodate from twenty to thirty patients.

A young girl recovers her wish to live.—One of the first civilian disabled cared for by the ICRC has finished being fitted with an appliance and her rehabilitation at the Centre for the Disabled in Saigon, and has been able to return home. We would recall that mention has been made in a previous number of the *International Review* of the ICRC's concern in bringing orthopaedic aid to the disabled by supplying them with artificial limbs.¹

Dissemination of the Geneva Conventions.—On the initiative of the Vietnamese Red Cross in Saigon, all units of the armed forces of the Republic of Vietnam have received precise instructions on the application of the Geneva Conventions of August 21, 1949.

They contain, in four pages, seven main points concerning the treatment of prisoners of war, the protection of civilians and the rules to be followed to mitigate distress caused by the war.

Furthermore, the Vietnamese Red Cross has had an official translation made of the Third and Fourth Conventions and has distributed it to the commanders of units. They have been asked to make these texts known and applied by their troops.

Visit to a prisoner-of-war camp.—The delegates of the ICRC in South Vietnam, Mr. Werner Muller, Mr. André Tschiffeli and Mr. Alain Modoux, accompanied by a representative of the Vietnamese Red Cross and officials of various ministries, on December 22 last visited the Tan Hiep camp, situated about twenty miles from Saigon. This holds 950 detainees, of whom 137 are classified as prisoners of war and the remainder as "political". The ICRC representatives were able to talk without witnesses with the prisoners of war whom they were free to select. The political prisoners live in the same conditions. A report on the visit has been forwarded to the Government of the Detaining Power.

¹ *Plate.* Crutches being presented to the disabled by an ICRC delegate in Vietnam.

Aid in the form of donations to the three parties.—The total of relief sent, or in the process of being despatched, to Vietnam through the intermediary of the ICRC amounted to 700 000 Swiss francs at the end of December 1965.

This figure does not include contributions sent direct to Vietnam by the National Red Cross Societies. Most donors expressed the wish to have their donations divided equally between the North, the South and the NLF. Others handed their contributions to the ICRC leaving it to decide upon their best use. Some donors also asked that their contributions be given to the victims on one or other of the three sides. In all cases, donations are sent in accordance with the donors' wishes.¹

Indonesia

After a short stay in Switzerland, Mr. André Durand, delegate general of the ICRC, again returned to Asia. His first call was at Djakarta where he resumed contact with the Indonesian Red Cross with which he studied in particular the position of Indonesian detainees in Malaysia and the despatching of 300 parcels and family mail for them.

After a series of talks with representatives of the Indonesian Government, Mr. Durand left for Cambodia.

India and Pakistan

Meetings under ICRC auspices.—On three occasions already, the International Committee of the Red Cross has organized meetings on the Indo-Pakistan frontier of the two National Red Cross Societies in order to exchange parcels for prisoners of war. These exchanges took place near Ferozepore in the Punjab, south of Lahore, where the former international boundary meets the cease-fire line; these arrangements have now become established practice.

The last two meetings were on December 27, 1965 and January 19, 1966. On each occasion, the ICRC delegates, Mr. Michel Martin

¹ *Plate.* ICRC relief for displaced persons being distributed by the Red Cross of the Republic of Viet Nam.

and Mr. Pascal Julmy on the Pakistan side, and Mr. Roger Du Pasquier (who has been replaced since the beginning of January by Professor Egon Wildbolz) and Mr. Jacques Moreillon, on the Indian side, first made contact on the border and made final practical arrangements for the exchange. The representatives of each of the Red Cross Societies then came forward and gave instructions for their lorries, loaded with parcels for exchange, to come forward to the rendez-vous point. These meetings, at which a cordial atmosphere prevailed, provided useful opportunities for exchanges of views, not only between the ICRC delegations but also between the two National Societies.¹

The parcels mainly contained clothing, foodstuffs, toilet articles and reading matter.

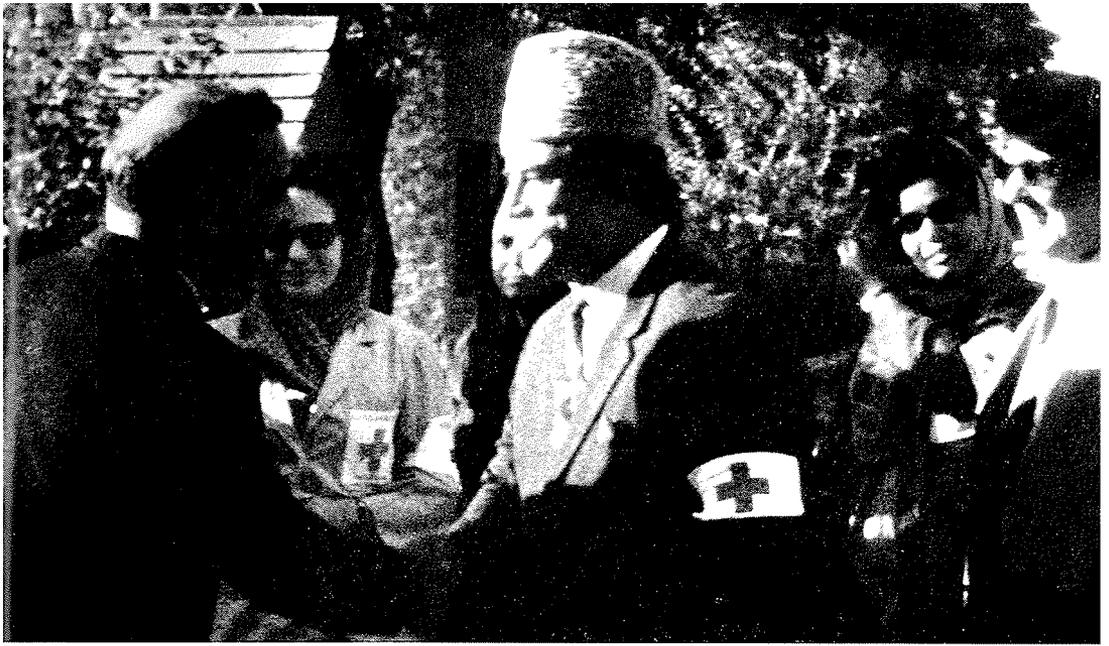
The majority of prisoners of war detained in the two countries have now received parcels either from their National Red Cross Society or from their relatives. On both sides the ICRC delegates personally attended to the distribution of the parcels in the camps and every recipient signed a receipt.² These receipts were then transmitted to the senders of the parcels. Both the Indian and Pakistani prisoners expressed their warm appreciation to the organizers of this operation which made their captivity less of a hardship.

Assistance to interned civilians.—Pending the implementation of the provisions of the Tashkent agreement in favour of prisoners and internees who are to be repatriated, the ICRC is continuing its activity for these victims, in conformity with the Geneva Conventions. In this connection, Professor Wildbolz, delegate in India, has just visited a camp of interned Pakistani civilians whose homes are in the zones which were occupied by the Indian army during hostilities.

Assistance to refugees.—On both sides of the cease-fire line the ICRC is carrying on its action in favour of refugees. Mr. Martin and Mr. Julmy, delegates in Pakistan, have visited the Mirpur

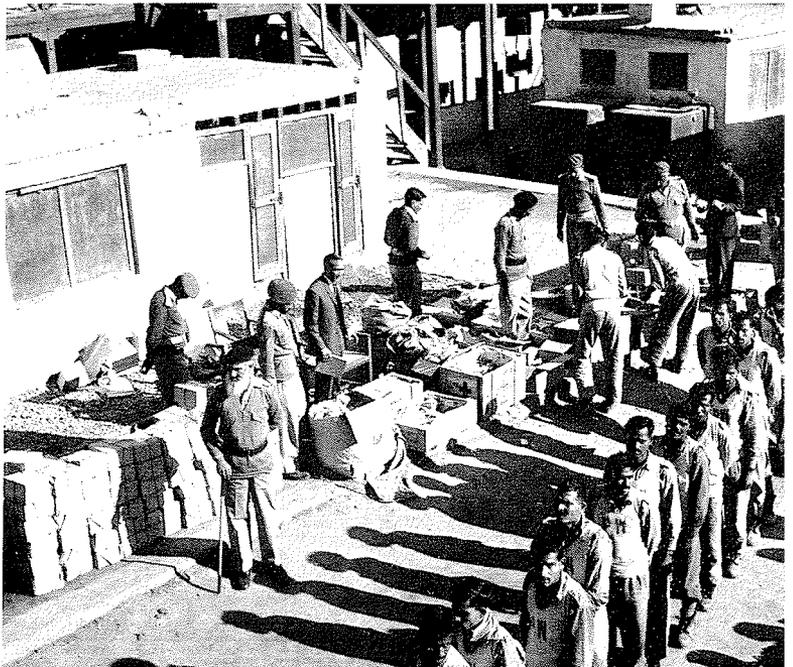
¹ *Plate.* At the Indo-Pakistan frontier, meetings arranged by the ICRC took place during the exchange of parcels for prisoners of war.

² *Plate.* Parcels being handed over by the ICRC's delegate to Indian prisoners of war. The prisoners sign receipts.



At the Indo-Pakistani frontier, Mr. W. Ali Shah, Chairman of the Red Cross of Pakistan (right) and Colonel P. Bhatia, Assistant Secretary of the Indian Red Cross, shaking hands. These meetings, arranged by the ICRC, took place during the exchange of parcels for prisoners of war. (In background, Begum Noon, President of the West Pakistan Red Cross and right, Mr. R. Du Pasquier, ICRC delegate).

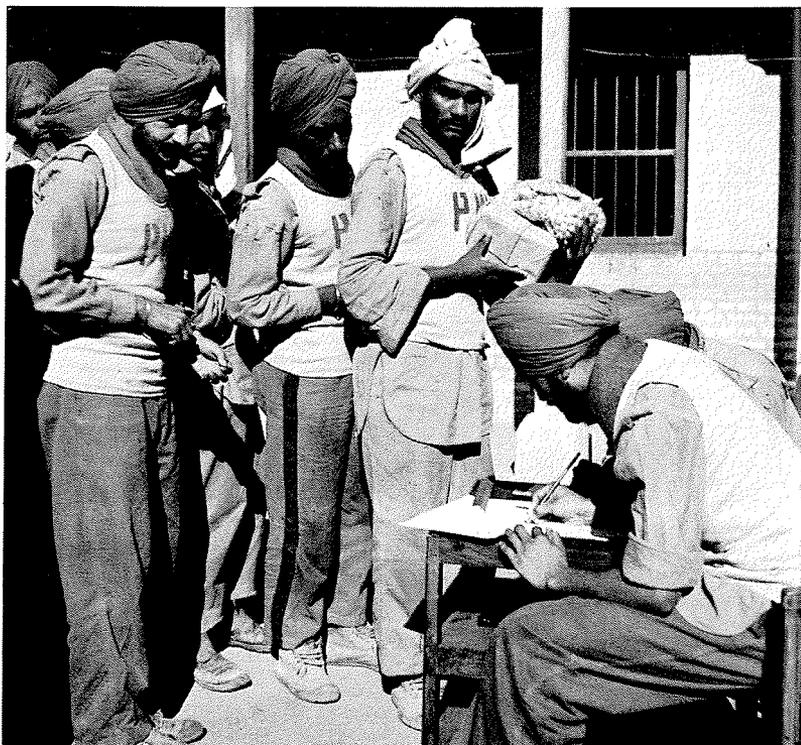
Indian prisoners of war at the distribution of parcels...





... which are being handed over by Mr. Michel Martin, ICRC delegate...

... for which they sign receipts.



district, a section of Kashmir attached to Pakistan, where there are some 75,000 refugees, half of whom are under 15 years of age. Accompanied by the Begum Viquar-un-Nisa Noon, President of the West Pakistan Red Cross, and also by government officials, they inspected arrangements made for refugees and attended distributions of relief supplies.

The ICRC delegates in India, Professor Wildbolz and Mr. Moreillon, for their part, went to Jammu Province and Kashmir where they distributed 10,000 blankets contributed by the British Red Cross. They endeavoured to distribute them to those villagers and inhabitants of mountainous regions who had suffered most from the recent military operations. These were mostly families who, after a stay in refugee camps, have now returned to their villages, only to find their homes destroyed and where they are now living in distressful conditions. The rigours of the winter in these mountainous regions make their plight one of extreme hardship and the blankets distributed by the ICRC, in co-operation with the Indian Red Cross and the Ministry of Rehabilitation, were received with great eagerness. The ICRC delegates personally attended distributions in various places in the Poonch valley, a region which has been particularly affected by hostilities.

Yemen

Assistance on Republican territory.—The International Committee of the Red Cross has just sent a large consignment of relief material to Sanaa, the capital of the United Arab Republic of the Yemen. It included 645 jackets, 1800 bedsheets and 90,000 cigarettes. These were delivered to the WHO Centre in Hodeida, the WHO Child Clinic in Sanaa—which is concerned with many needy families—and the Sanaa orphans school. Parts of the consignment will be distributed in Dhamar, Ibb and Taiz. The cigarettes are mainly intended for detainees and the orthopaedic hospital in Sanaa.

The Swedish Red Cross has just sent 18 tons of clothing and medical supplies to Sanaa. This relief material will also be distributed among the various hospital centres of the Yemen Republic.

The ICRC which has been carrying out regular distributions of relief material to the civilian population in Sanaa (milk, cheese and soap), has continued this activity until the end of January, when the delegation was withdrawn.

Mobile medical teams.—After having worked in the Dhamar hospital, Dr Peter Spreng's medical team since the end of November 1965 has been in Manakha half-way between Sanaa and Hodeida. Dr Rainer Siegenthaler and male nurse Joseph-Hans Arnold had already spent the month of August in that area. Apart from operating a polyclinic service, Dr Spreng, assisted by Mr. Edwin Haederli, male nurse, and Mr. André Meyer, a medical student, has organized an anti-smallpox vaccination campaign in schools at Manakah and the surrounding villages. At the beginning of January, this team went to Zebid in the Tihama coastal plain, between the Red Sea and the chain of Yemen mountains. In view of the lack of medical facilities in this part of the country, the ICRC has decided to concentrate its medical assistance in that region, where, apart from other diseases, malaria, bilharziosis and purulent tuberculosis are endemic.

Another doctor, Dr Eric Lüthi, assisted by a male nurse, has been working since January 5 in Beit el Fagih, in the same region, three hours' journey over rough tracks to the south of Hodeida. These two teams, which are carrying out their activities with the agreement of the Ministry of Health, remained until the end of January at Zebid and Beit el Fagih, where there are no doctors to attend the 15 to 20,000 inhabitants.

The "Clinobox" at Najran.—After the withdrawal of the Uqhd hospital at the end of November 1965, the ICRC's "Clinobox" operating theatre was temporarily transferred—not without some difficulty—to Najran, where it is being put to good use.

The medical statistics drawn up by Dr. Heinrich Staebler show that in 37 days, more than one thousand people have been given free consultations at the clinic-dispensary. Each day the ICRC Medical Centre attends not only to the needy Yemeni population, but also to a large number of Saudi Arabians.

*IN GENEVA***Aspects of a Centenary**

The year 1966 marks the centenary of the birth of Romain Rolland which will be duly celebrated by various commemorative events. In this connection, the International Committee of the Red Cross would recall that the famous French writer, holder of the Nobel prize for literature, was at the beginning of the First World War a collaborator of the International Prisoners of War Agency, opened in Geneva in 1914. He worked voluntarily until July 1915 for the ICRC from which this Agency depended.

On June, 1917, he wrote a letter to Gustave Ador, President of the International Committee, which started with these words: "The International Committee has been one of the brightest lights illuminating the darkness of these tragic years. It has been a consolation for millions of unfortunate ones, the guardian of the spirit of human fellowship amidst universal suffering. It remains for untold numbers the forerunner of a better world."

At about same time, he published an article entitled: "Inter Arma Caritas", which is the ICRC's own motto. In this he wrote: "It (the Red Cross) is not only beneficent in its renewal of bonds broken in battle between the soldier-prisoner and those closest to him. By its work of peace, its impartial knowledge of facts in the belligerent countries, it can also contribute to a certain extent towards calming men's minds in their hatred, exasperated by so many hallucinated accounts and demonstrate all that remains of humanitarian to the bitterest of enemies."

We would again recall that the writer, who received the Nobel Prize for literature in 1915, distributed all its proceeds for benevolent works of which the ICRC's Prisoner of War Agency received a half.

IN THE RED CROSS WORLD

Australia

The Australian Red Cross has recently informed the ICRC of the efforts it made in 1965 in helping to disseminate the Geneva Conventions in Australia and Papua—New Guinea. We now publish this information and we would always be pleased to produce news from other National Societies on their respective activities :

There is a Division of our Society in each of the six States and three Territories. Earlier this year we took steps to get active Commissioners accredited to the Army Commands in each State and Territory with the exception of the Australian Capital Territory and the Northern Territory. At present there is no need for a Commissioner in the former, and in the latter we have only just obtained a suitable person for the position.

We now have Commissioners accredited in all States and the territory of Papua/New Guinea, and one of the main duties with which these officers have been charged is the dissemination of the Conventions.

They are responsible to their Divisional Executives and to me as Chief Commissioner that lectures on the Conventions are given to all types of audiences within their Commands. They personally give lectures to members of the Armed Forces, concentrating on new entries and troops about to go overseas, and they encourage the Heads of Departments to lecture to other audiences such as Red Cross, schoolchildren, Police etc.

Particular attention has been paid to the National Service trainees who are sent to camps in New South Wales and Victoria

from all parts of Australia. In New South Wales our Commissioner has lectured to audiences consisting of 650 men.

A member of our Headquarters staff gave a talk on the Conventions in October to Senior Army doctors from throughout Australia while they were attending a conference in Victoria. They were encouraged to make full use of our Commissioners on return to their Commands, and to select officers under their command to study the Conventions and then lecture on them to their own personnel.

We have found the excellent film "Red Cross on a White Field" most useful to the Commissioners who report that it is always much appreciated by their audiences. We have ordered six copies of it, at a cost of £600, so each of our State Divisions may have their own.

In conclusion, we feel we have made a modest start in assisting the Government to carry out its legal obligation to disseminate the Conventions to the population as a whole, and we hope to be able to report further progress next year.



Cameroon

The Red Cross Society of Cameroon, whose President is Mr. S. Um-Um, organised a Red Cross week from November 21 to 27, 1965. The theme of this enterprise was the dissemination of the Geneva Conventions and a large number of events were arranged.

Programmes distributed on that occasion contained several extracts of the 1949 Conventions, which enabled the inhabitants of Douala and Wouri to have some idea of the activity of the Red Cross and of the significance of its emblem.



Chile

The Review Cruz Roja Chilena (Santiago, No. 43) has produced an article on the organization of the Aid Service of the Chilean Red Cross, of which we now give the main points since it will certainly be of interest to all National Societies.

The Chilean Red Cross always remains prepared. In cases of emergency it undertakes the necessary relief action, in accordance with the standards laid down by the Central Committee and directives drawn up in each case in agreement with the Government.

It was realized in 1960 how extremely vulnerable were the country's communications in earthquakes. In fact all overland routes were practically severed in the southern part of the province of Cautin, all wharfs destroyed at Corral, Puerto Montt, Ancud and Castro, whilst regional airports were rendered unserviceable for a certain period. It was then thought that a chain of emergency depots should be set up, each of which would provide the necessary facilities for the installation, within a few hours of a disaster, of first-aid posts and immediate relief.

From 1960 onwards, the Central Committee has organized and completely equipped twelve emergency depots. Some of these dispose of a single "outfit", others of four and Santiago of twenty. Each of these outfits comprises medical and surgical material, injection kits, medicines, clothing, furniture, rescue equipment, blankets and water-purifying instruments. None of these items can be used without authorization from the Central Committee and they are stored and maintained by the Red Cross branch to which they have been allotted.

There is also a relief warehouse at Santiago for whose extension a sum is allocated each year. The object is to provide for the requirements of the emergency depots which should be organized in cases of national disasters to enable relief distributions to be started, if possible, a few hours after a calamity. This warehouse disposes of a large reserve of clothing, warm under-clothes, household and toilet articles for the needs of eventual homeless. Furthermore, the Chilean Red Cross proposes to establish further warehouses in various localities in due course.

The earthquake which affected the central provinces in 1965 demonstrated the effectiveness of the humanitarian action. On the third day following the disaster, voluntary teams from the Santiago, Valparaiso and Viña del Mar branches made inquiries on the spot, in order to discover those families which had suffered most and to what extent, as regards food, personal belongings etc.. In thirty-six towns and villages, 15,000 inquiries were made, the results of which were studied with care and grouped in three categories of urgency, according to the damage incurred. Naturally, the families most affected were the first to be aided on the basis of inquiry cards drawn up for each family, giving their needs of clothing, warm under-clothes and household articles. These results also served for the preparation of parcels, cases and packages, all appropriately labelled.

On the sixth day, teams of Red Cross volunteers began to distribute relief. They went to the various sites in lorries placed at their disposal by the army. No less than thirty-six mobile relief distribution posts were then functioning in many places, distributions being made according to the following criteria :

(a) Relief is handed over direct to families according to needs as shown by prior inquiries.

(b) In deciding what should be given to each family, it should be remembered that aid must be adequate, so that prepared parcels should, if possible, contain relief in the form of household articles, clothing, warm under-clothing, etc. Clothing, for example, will be prepared as individual equipment, consisting of one blanket, a suit or a pair of trousers and a coat and under-clothes (the same quantity for adults as for children of various ages). To this will be added household articles, plates, cups, pots, etc., which will constitute the " family parcel ".

Relief so far distributed, with the exception of 1000 blankets from the USSR and 250 from Uruguay, was provided from the reserve stocks which the Chilean Red Cross had collected and deposited in its central warehouse. Some figures can be quoted showing the importance of relief already distributed :

IN THE RED CROSS WORLD

9,116	blankets
7,632	clothing for men
9,048	„ „ women
9,696	„ „ boys
7,912	„ „ girls
5,526	„ „ infants
31,784	household articles.

At both the inquiries and the distributions, the members of the Red Cross branches carried out various tasks with great devotion. Distributions to homeless families took place without those incidents which were numerous in 1960 when no control was imposed. The system put into practice by the Red Cross showed itself to be effective and distributions, which were always made at the appropriate moment, made it certain that relief in fact went to the proper beneficiaries.

In addition to the inquiries and distributions which it has undertaken, the Red Cross, in 1965, supplied personnel at various points most affected by the earthquake. These volunteers dealt with the vaccination of the homeless and, in Santiago, with the organization and administration of the depots established by the Government. In this case, relief in store is distributed by the State institutions, Red Cross personnel being responsible only for reception, classification and organization of relief supplies.

In 1960, an earthquake followed by a ferocious tidal-wave caused the death of 800,000 people, but no further earthquake took place in Chile until March 28, 1965. However, it little matters how long a period elapses between two disasters; the Red Cross is at all times prepared. We know that it brings aid without distinction of race, nationality, political beliefs, social class or religion.

EXTRACT FROM THE STATUTES OF
THE INTERNATIONAL COMMITTEE OF THE RED CROSS

(AGREED AND AMENDED ON SEPTEMBER 25, 1952)

ART. 1. — The International Committee of the Red Cross (ICRC), founded in Geneva in 1863 and formally recognized in the Geneva Conventions and by International Conferences of the Red Cross, shall be an independent organization having its own Statutes.

It shall be a constituent part of the International Red Cross.¹

ART. 2. — As an association governed by Articles 60 and following of the Swiss Civil Code, the ICRC shall have legal personality.

ART. 3. — The headquarters of the ICRC shall be in Geneva.

Its emblem shall be a red cross on a white ground. Its motto shall be " Inter arma caritas ".

ART. 4. — The special rôle of the ICRC shall be :

- (a) to maintain the fundamental and permanent principles of the Red Cross, namely: impartiality, action independent of any racial, political, religious or economic considerations, the universality of the Red Cross and the equality of the National Red Cross Societies ;
- (b) to recognize any newly established or reconstituted National Red Cross Society which fulfils the conditions for recognition in force, and to notify other National Societies of such recognition ;

¹ The International Red Cross comprises the National Red Cross Societies, the International Committee of the Red Cross and the League of Red Cross Societies. The term " National Red Cross Societies " includes the Red Crescent Societies and the Red Lion and Sun Society.

- (c) to undertake the tasks incumbent on it under the Geneva Conventions, to work for the faithful application of these Conventions and to take cognizance of any complaints regarding alleged breaches of the humanitarian Conventions ;
- (d) to take action in its capacity as a neutral institution, especially in case of war, civil war or internal strife ; to endeavour to ensure at all times that the military and civilian victims of such conflicts and of their direct results receive protection and assistance, and to serve, in humanitarian matters, as an intermediary between the parties ;
- (e) to contribute, in view of such conflicts, to the preparation and development of medical personnel and medical equipment, in co-operation with the Red Cross organizations, the medical services of the armed forces, and other competent authorities ;
- (f) to work for the continual improvement of humanitarian international law and for the better understanding and diffusion of the Geneva Conventions and to prepare for their possible extension ;
- (g) to accept the mandates entrusted to it by the International Conferences of the Red Cross.

The ICRC may also take any humanitarian initiative which comes within its rôle as a specifically neutral and independent institution and consider any questions requiring examination by such an institution.

ART. 6 (first paragraph). — The ICRC shall co-opt its members from among Swiss citizens. The number of members may not exceed twenty-five.



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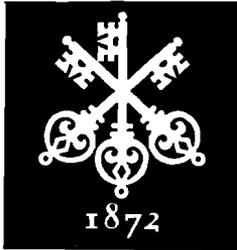
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ADDRESSES OF CENTRAL COMMITTEES

- AFGHANISTAN — Afghan Red Crescent, *Kabul*.
- ALBANIA — Albanian Red Cross, 35, Rruga Barrikadavet, *Tirana*.
- ALGERIA — Central Committee of the Algerian Red Crescent Society, 15 bis Boulevard Mohamed V, *Algiers*.
- ARGENTINE — Argentine Red Cross, H. Yri-goyen 2068, *Buenos Aires*.
- AUSTRALIA — Australian Red Cross, 122-128 Flinders Street, *Melbourne, C. 1*.
- AUSTRIA — Austrian Red Cross, 3 Gusshaus-strasse, *Vienna IV*.
- BELGIUM — Belgian Red Cross, 98, Chaussée de Vleurgat, *Brussels 5*.
- BOLIVIA — Bolivian Red Cross, Avenida Simon-Bolivar, 1515 (Casilla 741), *La Paz*.
- BRAZIL — Brazilian Red Cross, Praça da Cruz Vermelha 10-12, *Rio de Janeiro*.
- BULGARIA — Bulgarian Red Cross, 1, Boul. S.S. Biruzov, *Sofia*.
- BURMA — Burma Red Cross, 42, Strand Road, Red Cross Building, *Rangoon*.
- BURUNDI — Red Cross Society of Burundi, P.O. Box 1037, *Usumbura*.
- CAMBODIA — Cambodian Red Cross, 17 R Vithei, P.O.B. 94, *Phnom-Penh*.
- CAMEROON — Central Committee of the Cameroon Red Cross Society, rue Henry-Dunant, P.O.B. 631, *Yaoundé*.
- CANADA — Canadian Red Cross, 95 Wellesley Street East, *Toronto 5*.
- CEYLON — Ceylon Red Cross, 106 Dharmapala Mawatte, *Colombo VII*.
- CHILE — Chilean Red Cross, Avenida Santa Maria 0150, Casilla 246 V., *Santiago de Chile*.
- CHINA — Red Cross Society of China, 22, Kanmien Hutung, *Peking, E*.
- COLOMBIA — Colombian Red Cross, Carrera 7a, 34-65 Apartado nacional 11-10, *Bogota*.
- CONGO — Red Cross of the Congo, 24, Avenue Valcke, P.O. Box 1712, *Léopoldville*.
- COSTA RICA — Costa Rican Red Cross, Calle 5a Sur, Apartado 1025, *San José*.
- CUBA — Cuban Red Cross, Ignacio Agramonte 461, *Havana*.
- CZECHOSLOVAKIA — Czechoslovak Red Cross, Thunovska 18, *Prague I*.
- DAHOMEY — Red Cross Society of Dahomey, P.O. Box 1, *Porto-Novo*.
- DENMARK — Danish Red Cross, Ny Vestergade 17, *Copenhagen K*.
- DOMINICAN REPUBLIC — Dominican Red Cross, Calle Galvan 24, Apartado 1293 *San Domingo*.
- ECUADOR — Ecuadorean Red Cross, Avenida Colombia y Elizalde 118, *Quito*.
- ETHIOPIA — Ethiopian Red Cross, Red Cross Road No. 1, P.O. Box 195, *Addis Ababa*.
- FINLAND — Finnish Red Cross, Tehtaankatu 1 A, *Helsinki*.
- FRANCE — French Red Cross, 17, rue Quentin-Bauchart, *Paris (8^e)*.
- GERMANY (Dem. Republic) — German Red Cross in the German Democratic Republic, Kaitzerstrasse 2, *Dresden A. 1*.
- GERMANY (Federal Republic) — German Red Cross in the Federal Republic of Germany, Friedrich-Ebert-Allee 71, 5300 *Bonn 1*, Postfach (D.B.R.).
- GHANA — Ghana Red Cross, P.O. Box 835, *Accra*.
- GREAT BRITAIN — British Red Cross, 14 Grosvenor Crescent, *London, S.W.1*.
- GREECE — Hellenic Red Cross, rue Lycavittou 1, *Athens 135*.
- GUATEMALA — Guatemalan Red Cross, 3.ª Calle 8-40 zona 1, *Guatemala C.A.*
- HAITI — Haiti Red Cross, rue Férou, *Port-au-Prince*.
- HONDURAS — Honduran Red Cross, Calle Henry Dunant 516, *Tegucigalpa*.
- HUNGARY — Hungarian Red Cross, Arany Janos utca 31, *Budapest V*.
- ICELAND — Icelandic Red Cross, Ølduggøtu 4 *Reykjavik*, Post Box 872.
- INDIA — Indian Red Cross, 1 Red Cross Road, *New Delhi 1*.
- INDONESIA — Indonesian Red Cross, Tanah Abang Barat 66, P.O. Box 2009, *Djakarta*.
- IRAN — Iranian Red Lion and Sun Society, Avenue Ark, *Teheran*.
- IRAQ — Iraqi Red Crescent, Al-Mansour, *Baghdad*.
- IRELAND — Irish Red Cross, 16 Merrion Square, *Dublin 2*.
- ITALY — Italian Red Cross, 12, via Toscana, *Rome*.
- IVORY COAST—Ivory Coast Red Cross Society, B.P. 1244, *Abidjan*.
- JAMAICA — Jamaica Red Cross Society, 76 Arnold Road, *Kingston 5*.
- JAPAN — Japanese Red Cross, 5 Shiba Park, Minato-Ku, *Tokyo*.
- JORDAN — Jordan Red Crescent, P.O. Box 1337, *Amman*.
- KOREA (Democratic Republic) — Red Cross Society of the Democratic People's Republic of Korea, *Pyongyang*.
- KOREA (Republic) — The Republic of Korea National Red Cross, 32-3 Ka Nam San-Dong, *Seoul*.

ADDRESSES OF CENTRAL COMMITTEES

- LAOS — Laotian Red Cross, *Vientiane*.
- LEBANON — Lebanese Red Cross, rue Général Spears, *Beirut*.
- LIBERIA — Liberian National Red Cross, Camp Johnson Road, P.O. Box 226, *Monrovia*.
- LIBYA — Libyan Red Crescent, Berka Omar Mukhtar Street, P.O. Box 541, *Benghazi*.
- LIECHTENSTEIN — Liechtenstein Red Cross, *Vaduz*.
- LUXEMBURG — Luxemburg Red Cross, Parc de la Ville, *Luxemburg*.
- MADAGASCAR — Red Cross Society of Madagascar, rue Clemenceau, P.O. Box 1168, *Tananarive*.
- MALAYA — Malaysian Red Cross Society, 519 Jalan Belfield, *Kuala Lumpur*.
- MEXICO — Mexican Red Cross, Sinaloa 20, 4^o piso, *Mexico 7, D.F.*
- MONACO — Red Cross of Monaco, 27, Boul. de Suisse, *Monte-Carlo*.
- MONGOLIA — Red Cross Society of the Mongolian People's Republic, Central Post Office, Post Box 537, *Ulan-Bator*.
- MOROCCO — Moroccan Red Crescent, rue Calmette, *Rabat*.
- NEPAL — Nepal Red Cross Society, Tripureswore, P.B. 217, *Kathmandu*.
- NETHERLANDS — Netherlands Red Cross, 27 Prinsessegracht, *The Hague*.
- NEW ZEALAND — New Zealand Red Cross, 61 Dixon Street, P.O.B. 6073, *Wellington C.2*.
- NICARAGUA — Nicaraguan Red Cross, 12 Avenida Nordeste, *Managua, D.N.C.A.*
- NIGER — Red Cross Society of Niger, B.P. 386, *Niamey*.
- NIGERIA — Nigerian Red Cross Society, 2 Makoko Road, Yaba, P.O. Box 764, *Lagos*.
- NORWAY — Norwegian Red Cross, Parkveien 33b, *Oslo*.
- PAKISTAN — Pakistan Red Cross, Frere Street, *Karachi 4*.
- PANAMA — Panamanian Red Cross, Apartado 668, *Panama*.
- PARAGUAY — Paraguayan Red Cross, calle André Barbero y Artigas 33, *Asunción*.
- PERU — Peruvian Red Cross, Jiron Chancay 881, *Lima*.
- PHILIPPINES — Philippine National Red Cross, 860 United Nations Avenue, P.O.B. 280, *Manila*.
- POLAND — Polish Red Cross, Mokotowska 14, *Warsaw*.
- PORTUGAL — Portuguese Red Cross, General Secretaryship, Jardim 9 de Abril, 1 a 5, *Lisbon 3*.
- RUMANIA — Red Cross of the Rumanian People's Republic, Strada Biserica Amzei 29, C.P. 729, *Bucarest*.
- SALVADOR — Salvador Red Cross, 3a Avenida Norte y 3a Calle Poniente 21, *San Salvador*.
- SAN MARINO — San Marino Red Cross, *San Marino*.
- SAUDI ARABIA — Saudi Arabian Red Crescent, *Riyadh*.
- SENEGAL — Senegalese Red Cross Society, Bld. Franklin-Roosevelt, P.O.B. 299, *Dakar*.
- SIERRA LEONE — Sierra Leone Red Cross Society, 6 Liverpool Street, P.O.B. 427, *Freetown*.
- SOUTH AFRICA — South African Red Cross, 14 Hollard Street, P.O.B. 8726, *Johannesburg*.
- SPAIN — Spanish Red Cross, Eduardo Dato 16, *Madrid, 10*.
- SUDAN — Sudanese Red Crescent, P.O. Box 235, *Khartoum*.
- SWEDEN — Swedish Red Cross, Artillerigatan 6, *Stockholm 14*.
- SWITZERLAND — Swiss Red Cross, Taubenstrasse 8, B.P. 2699, 3001 *Berne*.
- SYRIA — Syrian Red Crescent, 13, rue Abi-Ala-Almaari, *Damascus*.
- TANZANIA — Tanzania Red Cross Society, Upanga Road, P.O.B. 1133, *Dar es Salaam*.
- THAILAND — Thai Red Cross Society, King Chulalongkorn Memorial Hospital, *Bangkok*.
- TOGO — Togolese Red Cross Society, Avenue des Alliés 19, P.O. Box 655, *Lomé*.
- TRINIDAD AND TOBAGO — Trinidad and Tobago Red Cross Society, 48 Pembroke Street, P.O. Box 357, *Port of Spain*.
- TUNISIA — Tunisian Red Crescent, 19, rue d'Angleterre, *Tunis*.
- TURKEY — Turkish Red Crescent, Yenisehir, *Ankara*.
- UGANDA — Uganda Red Cross, 17 Jinja Road P.O. Box 494, *Kampala*.
- UNITED ARAB REPUBLIC — Red Crescent Society of the United Arab Republic, 34, rue Ramses, *Cairo*.
- UPPER VOLTA — Upper Volta Red Cross, P.O.B. 340, *Ouagadougou*.
- URUGUAY — Uruguayan Red Cross, Avenida 8 de Octubre, 2990, *Montevideo*.
- U.S.A. — American National Red Cross, 17th and D Streets, N.W., *Washington 6, D.C.*
- U.S.S.R. — Alliance of Red Cross and Red Crescent Societies, Kouznetsky Most 18/7, *Moscow k.31*.
- VENEZUELA — Venezuelan Red Cross, Avenida Andrés Bello No. 4, Apart. 3185, *Caracas*.
- VIET NAM (Democratic Republic) — Red Cross of the Democratic Republic of Viet Nam, 68, rue Bà-Trièz, *Hanoi*.
- VIET NAM (Republic) — Red Cross of the Republic of Viet Nam, 201, duong Hông-Tháp-Tu, No. 201, *Saigon*.
- YUGOSLAVIA — Yugoslav Red Cross, Simina ulica broj 19, *Belgrade*.