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DE LA CROIX-ROUGE

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EDITORIAL NOTE

FOR some time past it has been considered desirable to publish either a short edition in English or at least a brief summary in that language of the present Review. This course will be followed henceforward, and each number will include a short supplement in English containing articles and information concerning the statutory activities of the International Committee.

This supplement will further comprise, either in extenso or in summary form, articles of general interest relating to humanitarian ideals or the principles upon which the institution of the Red Cross continues to rest.

*APPEAL RELATIVE TO THE REPATRIATION OF PRISONERS OF WAR*¹ (*Memorandum to Governments and Central Committees of National Red Cross Societies*)

Geneva, December 20, 1947.

In a memorandum dated August 21, 1945 and submitted to all the chief Powers holding Prisoners of War, as also to the International Allied Control Commission in Germany, the International Committee emphasised the fact that the captivity of prisoners of war could not be prolonged for an indefinite period.

In the following year, on July 2, 1946, in a note addressed to the Powers signatory to the Convention of July 27, 1929, who were still holding prisoners of war, the International Committee of the Red Cross drew attention to the fact that, according to the spirit of the Convention and in the absence of any peace treaty, it was incumbent upon the said Powers to take the initiative of repatriating prisoners of war.

The latter question has unfortunately not been wholly solved everywhere, and the International Committee therefore desire to make the following communication to Governments and to National Red Cross Societies :

At the present day several detaining Powers still hold large numbers of prisoners of war. It follows that two years after the close of hostilities these men are still awaiting their liberation. In spite of considerable improvement in their living conditions many of them are still detained in barbed wire enclosures, and under the supervision of armed guards. Although the Forces of which they were members no longer exist, they still wear uniform. They are deprived of any kind of private life, and opportunities for exchanging messages with their next of kin are strictly limited. The exercise of their civil rights is practically nullified ; their home life has been destroyed. Their individual abilities are running to seed and they are only considered in the light of the work they are compelled to do, as a rule for extremely

¹ See *Revue*, Dec. 1947, p. 935.

low wages. In short, they are kept beyond the pale of human society.

The capture of prisoners of war has only a single aim: to prevent enemy combatants taking up arms once more. The prolongation of such a state of affairs cannot be justified by any military consideration, as soon as hostilities are actually ended. For this reason a principle has been embodied in international law demanding that, as soon as possible after the close of hostilities, all prisoners of war who are not the subject of penal proceedings or sentences shall be repatriated.

Hostilities ceased over two years ago, and the measures taken by the victorious Powers give no grounds to hope that the said prisoners will regain their freedom before January 1, 1949.

Captivity in time of war seems, therefore, to have lost its primary justification. To-day, it is apparently maintained on account of the scarcity of labour in the detaining countries; it therefore becomes a compulsory labour service for ex-service men, who are nationals of countries compelled to furnish war reparations.

In view of this situation the International Committee of the Red Cross consider it a duty to point out how contrary the prolongation of such a state of affairs would be to the universally recognised principle of the respect of human personality and human rights, which constitutes the foundation on which the Red Cross itself is built.

*SHORT REVIEW OF THE ACTIVITIES OF THE INTERNATIONAL COMMITTEE OF THE RED CROSS DURING 1947*¹

The year which has just come to an end was one of intensive action for the International Committee.

As in 1946, the *repatriation of prisoners of war* remained their chief concern in regard to this class of war victims. The Committee's position in this respect was made known by an appeal which they issued in November last, to all Governments and

¹ See *Revue*, Jan. 1948, p. 2.

National Red Cross Societies. While by December 31, there were no prisoners of war left in American, Belgian, Dutch or Luxemburger hands, the other Detaining Powers continued during 1947 to apply or to inaugurate repatriation schemes with effect over regular intervals until the end of 1948. All efforts have been made by the Committee's delegations to hasten or facilitate repatriations. The French Government proposed that prisoners of war might change their status to that of "free workers", by signing a year's contract, to which 80.000 PW agreed. The Committee was thereupon invited to extend their general protection to these workers, who have no diplomatic authority to defend their interests.

Many hundreds of thousands of prisoners, however, still remained in captivity, and the Committee continued their customary activities in their behalf, in order to improve their living conditions, and to give them legal assistance. The Committee's delegates paid over two thousand visits to camps and working detachments in Eastern and Western Europe (particularly in Poland and Czechoslovakia), also in the Middle East, Africa and the Far East. They were also in contact with "Surrendered Enemy Personnel", i.e. the men taken prisoner when Germany and Japan capitulated. The Committee obtained from the American authorities the assurance that they would enjoy prisoner of war status.

Relief activities in favour of prisoners of war were still actively pursued, although donations to this effect showed a marked decrease, in spite of collections made in numerous countries through the authorities, the National Red Cross Societies or persons of German origin.

Many prisoners of war become *permanently disabled*, and in this particular field the Committee continued their endeavours to supply documentary and technical assistance to the authorities and special institutions of various countries. The Committee were also in a position, principally in Eastern Europe, Austria and Germany, to forward the first donations for the equipment of homes for the war-disabled.

Numerous efforts were made in order to accelerate the repatriation of *civilian internees* still remaining in Australia and

India. In Italy, civilian camps were visited and given relief. A delegation was sent to Denmark to assist the numerous German refugees still resident in that country. Help was granted to the German minorities in the Eastern regions (improvements in the camps and convoys ; suspension of evacuations during the winter months ; co-operation with the International Refugee Organisation). In the Far East, the Committee's delegation in Java commenced transfer operations for 15,000 displaced Chinese nationals.

Apart from these activities resulting from the World War, the Committee were called upon to act in countries where fresh conflicts had broken out, namely Indochina, the Indian Archipelago, Greece, and Paraguay. They sent a medical commission on board the three British vessels to which the Jewish emigrants of the *Exodus* had been transferred, to give these refugees medical attention.

The services of the Committee were also required in the same regions for material relief. In Indonesia they facilitated the transmission to both parties of relief supplies sent in particular from Australia and the Muslim countries. In Indochina, they distributed relief supplies forwarded by the French Red Cross Society and by private donors to civilian or military detainees in the hands of the Viet-Nam authorities, and medical supplies to the local Red Cross organisations, for the benefit of the civilian population. In Greece, the first relief supplies were dispatched, with the consent of the authorities, to persons under detention, while the Committee contributed to the relief action for the Greek population.

The work of relieving civilian populations was by no means ended when, at the request of the League of Red Cross Societies, the Joint Relief Commission of the International Red Cross was wound up at the end of 1946. The Committee endeavoured to give all possible support to the organisations which carried on this task. To this effect, they assisted the League in securing priority and free transport, offered part of their warehouse space and accepted to take charge, for the League's account, of the receiving, warehousing and reforwarding of supplies. In countries where an intermediary was necessary, the Committee's

delegations dealt with the receiving, transit or distribution of certain donations made to the League.

In a similar manner, the Committee supported the efforts of the "Centre d'entr'aide international aux populations civiles" and placed at this organisation's disposal the services of their delegations still resident in countries where the Centre was sending supplies. In addition, in order to encourage possible donors to aid the civilian populations, the Committee set up a Section which kept charitable organisations informed of appeals received, and published reports on living conditions among civilian populations. The Committee also, for the third time since the War, took an active part in launching a universal appeal in favour of all war victims.

* * *

During the past year, the Committee have pursued with increasing care the vast enterprise, begun in 1945, of preparing *the revision of the Geneva Conventions*, and of drafting a *new Convention for the protection of civilians*.

After collecting the suggestions contributed by the National Societies, to whom the Committee had submitted their first proposals and drafts on the occasion of the Preliminary Conference held at Geneva in 1946, an exhaustive study of the entire field was made. This study was based on a mass of data relating to all the treaty stipulations under consideration. The Committee consulted, in particular, during a meeting held in Geneva in March 1947, the representatives of secular and religious institutions which had, in co-operation with the Committee, furnished spiritual or intellectual help to prisoners of war during hostilities.

From April 14 to 26, a Conference of Government Experts for the study of the Conventions for the protection of war victims sat in Geneva ; this was attended by sixty-nine delegates representing fifteen Governments which had acquired particular knowledge and experience in this field. On the basis of the Committee's proposals, of opinions submitted by National Red Cross Societies, and of drafts tabled by several Governments,

the Conference agreed upon revised drafts of the Geneva Convention for the relief of the Wounded and Sick, the Tenth Hague Convention of 1907 and the 1929 Convention relative to the treatment of Prisoners of War. The meeting also adopted a preliminary draft of a new Convention for the protection of civilians. Later on, the Committee consulted several Governments who had been unable to send representatives to the April Conference, in particular during a meeting held at Geneva in June.

The Committee further profited by the views expressed by the Commission of National Red Cross Societies for the Study of the Conventions, which met in Geneva from September 15 to 16, 1947. Finally, the Committee applied themselves to establishing final drafts, which will be submitted, at the end of February 1948, to all the National Red Cross Societies and Governments, as a preliminary to the Seventeenth International Red Cross Conference in Stockholm.

The Committee also participated in numerous international meetings; one of the most important of these was the Joint Commission of the League and the Committee for the revision of the conditions of recognition of National Societies.

The Committee have also devoted attention to the preparation of the coming International Red Cross Conference, to be held in Stockholm in August 1948. Ten years have passed since the last Conference, which took place in London in 1938; the coming Conference will therefore be highly important. The drafting of reports on the Committee's past activities, in execution of the tasks assigned them by the London Conference, and of various proposals, following their experience in many fields, has taken up most of the time of several of their departments.

Pending the issue of their General Report on their war activities, the Committee published a brief review of this work, written in plain narrative form and called "Inter Arma Caritas". This booklet, which has appeared in five languages, has been very well received in the Red Cross world.

* * *

During 1947, the Committee recognised three new National Societies : the Lebanon Red Cross, the Red Cross of the Philippines and the Syrian Red Crescent, and was glad to welcome them as members of the International Red Cross.

The problem of reconstituting a National Red Cross Society in Germany has been given careful consideration. In the British and American Zones, the pursuit of this task was left to the delegates of the League of Red Cross Societies, while in the French Zone the Committee itself made constant endeavours to this end. They noted with deep satisfaction that the French Government agreed to the opening of numerous Red Cross branches in the chief provinces of this region. The Committee's delegation in Baden-Baden was wound up at the close of 1947, and the League is now following up this matter.

The past year enabled the Committee to establish closer contacts with the National Societies. A pleasing feature was the large number of visits paid to these Societies and to Governments.

In February one of the four members of the Central Management, M. G. Dunand, represented the Committee at the Fifth Pan-American Red Cross Conference, held in Caracas, where he contacted the Red Cross and the Government of Venezuela. Continuing his trip throughout Latin America, he visited the National Societies, the Ministers for Foreign Affairs and, in most cases, the Heads of State in all the twenty Latin American Republics.

In October Dr. E. Gloor, Vice-President of the Committee, accompanied by Mr. F. Siordet and Dr. R. Marti, travelled to Belgrade to represent the Committee at the Regional Conference of European Red Cross Societies. After this meeting, the Committee's representatives visited the National Societies and the Governments of Hungary, Rumania, Bulgaria, Yugoslavia and Albania.

* * *

While 1947 was a year of untiring efforts, it was also one of grave financial anxiety. The first contribution of ten million Swiss francs, voted by the National Red Cross Societies meeting

at the Preliminary Conference in July 1946, should, it is true, have almost sufficed, both to cover ordinary expenditure in 1947 and to make good the deficit of three million francs incurred in 1946, other sources of receipts seeming to have run dry, or to be most uncertain. Though several National Societies have already paid in their share of this extraordinary contribution—and the Committee are particularly anxious to express their keen appreciation of this fact—these amounts were far from being sufficient.

If the Committee's work was not seriously endangered during 1947, this is due to the fact that besides donations from Red Cross Societies, resources were made available on which it had been impossible to count with any degree of certainty. These resources included, in particular, various balances of Government contributions, a large donation from the French Government in recognition of the work done in behalf of prisoners of war and of the ex-prisoners who are now "free workers", and a generous response from the Swiss people, to whom the Committee appealed once again this year.

The Committee have therefore been compelled to pursue the reduction of their expenses, where as they would have preferred to meet the multiple aspects of the great task which still remains to be done. Expenditure for 1947 was still large, since it amounted to seven million Swiss francs; this has now been cut down, for the second year in succession, by 40 per cent. Furthermore, the previous deficit of three million francs is still unpaid.

The financial situation thus remains precarious. It would greatly relieve the Committee if the National Societies which have not yet paid in their share of the extraordinary contribution, could see their way to doing so in the near future.

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THE RED CROSS AND TREATY PROTECTION OF CIVILIANS IN WAR-TIME ¹

The Red Cross is not only, by its very nature, one of the greatest of the many international institutions which have come into existence, but also one of the most firmly established and flourishing of them all. Whilst other institutions are suffering setbacks, each new difficulty merely strengthens its prestige and leads to an extension of its activities. From the day when the "Genevèse Public Utility Society" (*Société d'utilité publique de Genève*) decided to support Henry Dunant's plan and set up the "Committee of Five", which ultimately grew into the International Committee, its expansion has been uninterrupted.

What is the reason of this success? Doubtless it is linked with the spirit of loyalty and self-sacrifice which the work of such an institution calls forth. There is something in it that attracts and uplifts. Its servants do not only give their time and labour; they also give a part of themselves—that which is best in them. However, its splendid development is not altogether to be attributed to this. It is due also to the policy which the Red Cross has followed and to the practical wisdom of which it has so often given proof.

The most important factor of all was the principles which governed its organic growth. The Red Cross has developed slowly, its progress being determined by practical needs and the exact appreciation of existing resources. It is not the sudden outcome of a comprehensive plan, nor of a logically built-up scheme. It was in 1928 only that its empiric character was given a definite legal form. This, however, served only to consolidate and clarify the results of a slow but steady advance, without in any way hindering its subsequent development.

¹ See *Revue*, Nov. 1947, p. 886.

It is perhaps of interest that another international institution, in a very different sphere, likewise preferred to follow the path of experience, rather than the royal road of improvisation, and is today reaping the reward of its patience. The Pan-American Union, like the Red Cross, had a modest beginning. Like the latter, it has climbed gradually and progressed by degrees. By a strange coincidence, it was also in 1928 that the scattered elements of its legal system were at length codified, at Havana. And, as in the case of the Red Cross, this systematization *a posteriori* merely hastened the rapidity of its progress.

Surely this prudent method is the best, since it is the only one which respects the laws of nature. Certainly the Red Cross owes its present flourishing condition in part to this.

But it owes it also to the sense of reality which it has always shown in the choice of its tasks and methods. No institution has been more successful in harmonizing realism with idealism, and in showing that these two principles, far from being opposed, may be complementary. The Red Cross, which rests upon a moral concept, cannot fail to be idealistic; yet it could very well not be realistic. But it is so, without any doubt, and with remarkable constancy and wisdom. Convincing proof of this is the way in which it has always recognized the occasions where humanitarianism, with its resulting benefits, may find a place even amidst the brutalities of war. Further, it has always sought to avoid wasting its strength and endangering its prestige in vain undertakings.

* * *

The War of 1914 gave the Red Cross occasion to introduce important reforms, chief of which were the creation of the League of Red Cross Societies, the adoption of the 1928 Statutes and the signing of the two great Geneva Conventions relating to the treatment of sick and wounded members of the armed forces, and of prisoners of war.

The experience gained during the recent war may apparently lead to still greater changes. Although it is still too early to foresee exactly the adjustments which may have to be made in the organic structure of the institution, the need for revising

the whole system of treaty stipulations set up by the Conventions already stands forth plainly in its main lines. The first task will be to revise the two 1929 Conventions, to amend and strengthen their provisions, in the light of the experience gained from their recent application. Secondly—and more important still—it is necessary to extend to civilians the juridical protection hitherto afforded only to combatants in the field and to certain persons officially attached to the armed forces.

The need for treaty stipulations protecting civilians—principally those who are exposed to enemy attack—was already felt after the first World War. The Tokyo Draft, adopted by the XVth International Red Cross Conference in 1934, attempted to fill this gap. But it was still only a draft when war broke out in 1939, and has been rendered practically obsolete by subsequent events. The inadequacy of existing legislation became more than ever apparent in the light of the deportations, the taking of hostages, the torture and scientific assassination, which the Red Cross found itself powerless to prevent. On the outbreak of hostilities the International Committee succeeded, it is true, in obtaining from the belligerents the undertaking that enemy aliens interned in their territory should enjoy the same privileges as those granted to prisoners of war under the 1929 Convention. The populations of the occupied regions, on the other hand, were deprived of any legal guarantees whatever, except for the two or three vague and out-of-date articles, applicable to them and embodied in the Regulations annexed to the IVth Hague Convention of 1907.

This tragic insufficiency did not prevent the International Committee from trying to help those who were suffering as the result of such a state of affairs. The Committee tried to give the detainees what moral and material aid it could, and to exercise some measure of control over the conditions to which they were subjected. A report published in February, 1946, on its work for civilians in concentration camps in Germany, reveals some of these efforts¹. All who are acquainted with its constant endeavours in the face of a thankless task, fully

¹ See *Revue*, March 1946, p. 164-247, and April 1946, p. 279-344.

appreciate its perseverance. But the disproportion between the results secured and the energy expended is flagrant. In the absence of any legal stipulations or formal obligations, the International Committee could but appeal to the conscience or the good will of the belligerents. It is scarcely surprising that these appeals were often left unanswered.

In the last analysis, civilians need protection not only against the brutality or perversity of certain governments or ideologies, but also against the wider consequences of the changed conditions obtaining in modern warfare.

Hitherto, international law drew a fundamental distinction between combatants and non-combatants, and tried to stress this difference. How can we maintain this distinction today? Although the evolution of modern warfare, its technical metamorphosis, has perhaps not wholly abolished this distinction, it has in any case rendered it less clear-cut and shown it to be, more often than not, wholly unjustifiable. In modern mechanized warfare, all the vital forces of belligerent nations help to build up their countries' power. Factories and construction yards, transport, economics, scientific discovery—all are just as important as the physical endurance of armies and the strategy of general staffs. This kind of warfare uses weapons which strike blindly and wreak mass destruction. Men no longer fight with swords or bayonets; they no longer direct artillery fire against particular targets. Torpedoes are launched against merchant-ships in convoy, sinking them with all on board. The quarter, or half, of a city can be destroyed in one night by air bombardments. The appalling ravages of atomic energy have made their appearance. Aircraft and rockets, by their speed and range, have transformed the time-honoured concepts of military strategy, and now spread death and destruction practically over the entire universe. How then, and why, should combatants and non-combatants be divided into two separate and essentially distinct categories?

The whole perspective is changed. This is the real reason why—quite apart from the “crimes” of recent date, which are still fresh in our memories—it is absolutely essential to bring about the reform of present legislation, and to extend (with the

necessary adaptation) to civilians the humanitarian principles which, under the existing Conventions, are applicable only to members of the armed forces.

* * *

The work has already begun. On February 15, 1945, the International Committee informed Governments and National Red Cross Societies that it planned the revision of the two 1929 Conventions, and the conclusion of new agreements for the protection of civilians¹. Whilst the National Societies were similarly studying this problem, the Committee—after gathering all available information regarding the experience gained during the late war—proceeded, as after the first World War, to enter into preliminary discussions. The first step was the Preliminary Conference of National Red Cross Societies, held in Geneva, from July 26 to August 3, 1946². Secondly, a Conference of Government Experts met, also in Geneva, from April 14 to 26, 1947³, and made a thorough examination of the numerous questions to be dealt with. Guided by these discussions, the International Committee is now drafting specific proposals. These will probably be the subject of further study, in particular at the forthcoming International Red Cross Conference at Stockholm, in August 1948, before receiving the definite sanction of a Diplomatic Conference.

Such an undertaking cannot be hurried. Doubtless it would be wise, in view of the present international situation, to avoid unnecessary delay; nevertheless, hasty procedure must not imperil the quality of the final documents which will crown so much patient effort.

In fact, the Red Cross is entering upon a field which is somewhat foreign to its habitual domain, and the difficulties with which it will meet must not be underestimated. This is, of course, not the first time that it has widened its scope, or trodden new paths. But, this time, the venture is more hazardous. To pass from the Geneva Convention to the Convention relating

¹ See *Revue*, Feb. 1945, p. 85.

² *Loc. cit.*, Aug. 1946, p. 637.

³ *Loc. cit.*, April, p. 277, May, 1947, p. 367.

to prisoners of war was an important step, but not nearly so sudden or arduous as that which must now lead the Red Cross towards the protection of civilians.

In this case, far novelty of the problems raised, and the lack of experience in this connexion, the number and variety of the questions involved, and, above all, their close bearing on the necessities of war and the policies of the belligerents, make the task of the Red Cross far more laborious.

The existing Conventions apply solely to sick or wounded members of the armed forces, or to prisoners of war. They cover only clearly determined classes of persons who are subject to strict discipline and commanded by responsible officers. The new Convention, on the other hand, will apply to an immense and unorganized concourse of people of all kinds, spread throughout the whole territories governed *de jure* or *de facto* by the belligerent Powers. This difference alone makes it obvious that the implementing of such an agreement will be far more arduous. Breaches and violations of such an accord will be inevitable, and probably more numerous and more difficult to prevent or remedy than before. Treaty protection of civilians—even if only for the reasons outlined above—is likely to prove much less effective than that of combatants.

Further, the task is made more delicate by the risk of colliding with the exigencies of war, and of failing to determine with sufficient precision—sometimes no easy matter—how far the Red Cross may go, in practice, in the pursuit of its humanitarian work.

We sometimes have an unrealistic conception of the possibility of “humanizing” war. We believe that, in order to conquer brute force, in the name of ethics, we have simply to build up a system of legal interdictions. Let nations engage in battle, let their very existence, their liberty, the fundamental values of their civilization be at stake, let their primitive passions and instincts be unleashed—and it will be vain to believe that ethics, even when reinforced by law, can stop them, or at least make them renounce what they consider to be the essentials of victory.

Legal experts and diplomats have not always kept this fact in mind; hence certain weaknesses in the Hague Conventions. The Red Cross, on the contrary, has never failed to recognize

the basic requirements of military action. Today, however, it is submitted to a test which is more exacting, in this respect, than all previous ones.

It is comparatively easy to ensure the protection of the sick and wounded, and of prisoners of war, without impairing the strength of belligerent States or interfering with their war policies, since the persons concerned are out of the actual fighting. Unhappily, the problems raised by the protection of civilians are not always so easily solved. They often touch upon "sore" spots, or reach into realms where the belligerents may object to any hindrance being placed to their freedom of action.

If any useful work is to be done, we must avoid these danger zones. To insist on entering them would only weaken the new Convention and impair the moral authority of the Red Cross, by making it the sponsor of a system which was too vulnerable.

* * *

Two or three examples will suffice to illustrate the foregoing.

Article 2 of the Tokyo Draft ¹ recognized to aliens resident in enemy territory at the outbreak of hostilities, the right to leave this territory, and to obtain for this purpose the necessary permits. Detention was authorized under Article 4 in two instances only: (1) persons liable to mobilization immediately or within the space of a year; (2) persons whose departure might reasonably be opposed in the interests of the security of the detaining Power.

The reasons underlying these two Articles are understandable; their weakness is, however, soon obvious. The first objection which comes to mind concerns the phrase "persons liable to mobilization": has it the same meaning today as for the authors of the 1934 Draft? The International Committee rightly pointed out in their Report (Vol. III, p. 5) to the Conference of Government Experts of April, 1947, that modern warfare has made necessary the "mobilization" of *all* the forces of a country, even of those persons who formerly were not called upon, such as women, children, the physically unfit, and so on. Thus the Tokyo formula no longer fulfils the intentions of the drafters;

¹ See *Revue*, 1934, p. 649.

its efficacy is impaired. What should be done in these circumstances? Should it be replaced by a more restricted and more rigid formula? Or must we confess that, under the conditions of modern warfare, it is impossible—except in an entirely arbitrary fashion—to define *a priori* the cases where a belligerent State may be entitled to detain enemy aliens who find themselves in its territory? The second solution seems the only right one; it alone allows the humanitarian mission of the Red Cross to be reconciled with the legitimate anxiety of belligerents whose vital interests are equally involved. It is not by disregarding this anxiety that any practicable system can be built up. We should make the best of a difficult position and concentrate our efforts elsewhere. For, if belligerents have the right to detain civilians whose departure they consider undesirable, they may, in return, be required to grant suitable living conditions to the aliens they keep under their jurisdiction. The organization of these conditions, the proper definition of the moral and physical guarantees which the latter imply, together with the effective control of their application—these should be the aims of the future Convention. If the Convention is limited to these, it may succeed. If, however, it attempts to go further, it will run a serious risk of becoming a dead letter.

* * *

Another example might be given. The means of destruction now available to belligerent nations are a direct menace to civilian populations. Neither rockets nor atomic bombs make any distinction between “combatants” and “non-combatants”. They spread death over vast areas, and their effects cannot be limited to a definite target. Nothing is safe from them.

What is the solution? The first idea which comes to mind is to forbid their use. The common anxiety demands this. It is a simple and radical remedy—on paper, at least. But it is not only on paper that these appalling weapons must be abolished. Now, can anybody seriously believe that to abolish them effectively, we have only to declare them unlawful? Is it conceivable that any Convention, however categorical and impressive, would be able to protect humanity against their ravages, solely by

virtue of mutual engagements? Past experience clearly does not justify such confidence, and the men now giving thought to the problem of atomic energy—statesmen, scientists, government officials, and business men—warn us against this attitude.

The United Nations Commission on Atomic Energy, in its report to the Security Council of December 31, 1946, declared:

“An international agreement outlawing the production, possession and use of atomic weapons is an essential part of any such system of international control of atomic energy. An international Convention to this effect, if standing alone, would fail. To be effective such an agreement must be an integral part of a treaty providing for a comprehensive system of international control and must be fortified by adequate guarantees and safeguards in the form of international supervision, inspection and control”, able to enforce the respect of the terms of the Convention.

Prohibition pure and simple will not suffice to spare humanity the horrors of the atomic bomb and other instruments of mass destruction. The only escape would be to eradicate war itself, or perhaps to set up a system of control such as that envisaged by the Commission on Atomic Energy, which comprises the creation of a powerful international institution with far-reaching authority. This at once places the problem far beyond the range of the Red Cross. It does not lie in the realm of humanitarian conventions, but in that of politics. There the Red Cross may not venture, and must avoid doing so, if it is to maintain the character which is indispensable for the accomplishment of its mission.

Thus it would be a mistake for the Red Cross to seek to limit or forbid the use of new weapons. It would be committing itself to an undertaking which it lacks the means to carry out. Moreover, the introduction of ineffective provisions would most likely endanger the efficacy of its whole system of treaty provisions. Once again—however regrettable this may seem—the wiser course is to recognize its limitations, and not to transgress them.

The prohibition of instruments of mass destruction, therefore, lies beyond the scope of the Red Cross. Perhaps, however, measures could be taken which would mitigate the effects of these weapons to a certain degree. We might, for instance,

revert to the idea of " safety " zones or localities. Even if this plan could not be carried out as originally intended, it might at least be adapted to the technical conditions—in so far as these may be foreseen—of some future war. Would it not be possible, notwithstanding the atomic bomb, to guarantee, as a preventive measure, some degree of protection to certain classes of civilians, such as children, expectant and nursing mothers, and so on ? True, this would be only a palliative, but it would cast a ray of hope in the surrounding gloom. Instead of cherishing our illusions, let us rather face the worst and use our " little grey cells " to find out what remains for us to do.

* * *

The task at present confronting the Red Cross is both magnificent and highly delicate. In face of new perils and new disasters, it must not shirk its responsibilities. Its tutelary role will be extended over a vast domain, where opportunities for good work will be multiplied. But the dangers will be many also, and tact and realistic outlook will be needed more than ever before if it is not to fail.

The political state of the world complicates this task still further. One would like to leave this fact out of the picture, but this is unfortunately impossible.

The increasing opposition between the Soviet and Western systems is making its paralyzing effects felt on all hands. Even the Red Cross, despite its purely humanitarian aims, cannot hope to escape these effects. It is obvious that the Red Cross, if it is to be really useful, must be universal, and that all the Powers likely to be involved in a future conflict must be associated in its work. A Convention to which the great majority of the States subscribe, but whose limitations are emphasized by certain absences, thus reflecting the rivalries of the present political scene, would be a most imperfect instrument. Whatever its intrinsic value, it would in reality leave the problem unsolved.

Of all present difficulties, this is certainly not the least. No doubt it can be surmounted ; but we must give it the most serious thought, and not rely on a miracle to solve it for us.

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*NEW PRESIDENT OF THE INTERNATIONAL
COMMITTEE OF THE RED CROSS GENEVA*

Geneva, February 9, 1948.

M. Carl Burckhardt, Minister in Paris, has just relinquished his position as President "en congé" of the International Committee of the Red Cross in Geneva, while retaining membership. The important functions to which he was assigned in Paris by the Swiss Federal Council in 1945 preclude his release from that post at the present time.

The International Committee announce that M. Paul Ruegger Minister in London, has agreed to fill the vacancy. M. Ruegger has had considerable experience of the Red Cross, in particular during the war, when he participated during 1943-44 in the Committee's work in Geneva. The Swiss Federal Council have again consented to dispense him with his diplomatic services until further notice, thus allowing him to devote himself entirely to the interests of the Red Cross.

The International Committee will issue a circular at an early date to all Central Committees of National Red Cross Societies, as soon as M. Ruegger has taken up his duties in Geneva.

UNITED NATIONS APPEAL FOR CHILDREN

It is nearly three years since the second World War ended on the field of battle. The victims of the war are still counted in tens of millions. Amongst them are many millions of children, bereft of their parents. Some of them have a family, it is true, but those relatives are inhabitants of, or foreigners living in a country where there is not even the minimum sustenance necessary for a young human creature.

The second World War has ended, but one sees the passions that provoked it and which it, in turn, has inflamed, still unassuaged.

And yet, even whilst the struggle continued, the voice of humanity was never quite silenced and there have been those amongst

the people of the nations, who have kept alive in the midst of the strife, the vision of ultimate reconciliation.

It follows then, that some at least of the principles of humane conduct must be kept unimpaired. Judgment on those who have resorted to war must be eschewed, but there remains the duty of carrying succour to the most pitiable of the victims of war. For long, the voluntary organizations have, single-handed, assumed that task. The Red Cross has found at its side, in the vanguard, the Churches, the international associations for youth, and the organizations for the relief of the victims of racial persecution. Where children were concerned it has always had the co-operation of the "International Save the Children Union", (now called the "International Union for Child Welfare"), which was founded after the first World War under the patronage of the International Committee of the Red Cross, and which has amongst its members a number of National Red Cross Societies. The Governments of neutral countries, too, have played a great part in this same effort of bringing relief to the victims of war ; they have set on foot, and even subsidized, such enterprises as the Irish, the Swedish and the Swiss Funds for the victims of war.

Let us turn to the belligerents ; there we see that the prosecution of the war compelled them to resort to economic blockade, the object of which was to keep from civilians who were engaged on making the weapons of war all that strengthened them for that work. Such measures meant that the children of the enemy, as well as the children of the friendly countries occupied by the enemy, were inevitably deprived of much that they vitally needed. And at the same time the belligerents clearly had to use every effort to give the best possible food and other supplies to their own citizens and those of their allies.

The greatest enterprise in relief organized by the Governments was undeniably UNRRA. It was created before the war ended, with the purpose of giving assistance to those member countries of the United Nations which had endured the severest hardships of the war. However, when the fighting ceased, the first limited plans were soon exceeded and UNRRA also brought its aid, moderate in degree, but vital, to the people of some of the enemy countries.

Meanwhile, in 1946, UNRRA had to be wound up when supplies came to an end, and when the private charitable organizations had exhausted the means at their disposal. The international situation was still chaotic and the economic reconstruction in the various countries had hardly made a start.

* * *

At that moment the United Nations Organization made the decision to carry on part of the work of UNRRA in the form of the "International Children's Emergency Fund", to which would be assigned the unexpended balances of UNRRA. The Fund would be further strengthened by the gifts of the member States of the United Nations and, if possible, also of other countries.

The question arose : would it not be wise to make an appeal to private benevolence and so give the enterprise a fresh inspiration ? The Economic and Social Council shared this view and in March, 1947, gave its sanction to the plan for a World Appeal, which would pool all the private and unofficial contributions for the relief of children. Thus the great undertaking of Mr. Aake Ording began in the "*United Nations Appeal for Children*".

The International Committee of the Red Cross, for whose collaboration in this work of mercy M. Trygve Lie had asked on May 13, wrote to the Secretary-General of the United Nations thus :

" The International Committee is glad to hear that the Economic and Social Council has given its approval to the suggestion that a special World Appeal be made in behalf of children *without distinction of race, creed, nationality or political doctrine...* It wishes to record its satisfaction that the United Nations Organization has set its hand to this great undertaking for bringing together all the resources that are most fruitful for the succour of children in distress. The Committee also especially welcomes the decision, since its motive derives from those principles of humanity which are the mainspring of its own efforts. It therefore identifies itself with this endeavour, which it hopes may meet from every quarter of the world a great response "

During the summer of 1947, the scheme for the Appeal was developed. In September Mr. Ording sent his assistant, Mr. Lubbock, to Geneva, to convey the request of the United Nations that the International Committee might make its own contribution to the work for the child victims of the war throughout the world.

The International Committee felt it a duty to respond to such a request; its chief task is to mitigate the suffering of those whom war afflicts, and it is dedicated to the attempt to give the new generation greater promise of life in a world that has found reconciliation. When the question arises, as it has done in recent years, of aid for civil populations affected by the war, the first principle of the Committee remains to devote itself before all to helping children and mothers. Finally, the United Nations Appeal to all peoples for the well-being of children of all peoples is the first manifestation since the war of an act of peace by the community of nations.

The Red Cross, born of war, is also the symbol of reconciliation. At the height of the conflict, it proclaims that in face of suffering there are no longer either friends or enemies. Amidst those passions that are unleashed it appeals to the combatants to accept limits to their power. It can demand with all the more reason in the post-war period, that every work of charity shall be done without any distinction of nationality, above all where children are concerned. Thus in December 1945, the International Committee joined with several of the chief organizations for international relief who have their headquarters in Switzerland, in order to launch the first appeal in behalf of those victims of the second World War who had been the most severely afflicted, namely the children. At Christmas-time, 1946-47, the Committee was associated with the same organizations in issuing further appeals of a similar kind: in 1946, in behalf of war victims among the civil populations, in 1947 in behalf of all victims of the war. On each occasion it laid stress on the importance of succouring the younger generation.

The International Committee had to assure itself that the United Nations Appeal in behalf of children should have that world-wide character which informs the work of the Red Cross.

The letter from Mr. Trygve Lie already quoted, and the later statements of Mr. Aake Ording gave the highest guarantees on this score.

The United Nations Economic and Social Council however, had made the provision on December 11, 1946, that the " International Children's Emergency Fund " should serve principally to give relief to the children of the countries who had suffered aggression, or of those who had, until then, been given relief by UNRRA. Whilst approving the United Nations Appeal in behalf of children the Council declared that its primary object was to supplement the " International Children's Emergency Fund ".

The question now arose : would the International Committee be justified in holding the view that a considerable part of the funds collected under the Appeal should be used to aid children in countries other than those nominated to benefit by the Fund, or should it be placed at the disposal of Governments or national and international organizations for the purpose of general relief ? Would the fruits of the Appeal, considered as a whole, in this way be employed in a manner entirely in keeping with the spirit of impartiality of the Red Cross ?

Mr. Aake Ording was able, when passing through Geneva at the end of 1947, to hold discussions with the International Committee, as a result of which he wrote on December 29 as follows :

I would like to comment briefly on our fundamental principle of universality. The keynote of the Appeal is that it should represent the whole world as one community, acting in concert. This applies as much to the help given as to the actual collection of money. It is true that the Economic and Social Council in its discussions in March and August expressed the clear hope that the ICEF should be the major beneficiary, and this is still our policy. This is natural, since the ICEF is itself a creation of the United Nations, and therefore the latter would clearly wish its own agency, established for the express purpose of helping children in need, to benefit largely by its own Appeal. At the same time, the Council's Resolution stated that the Appeal was for the benefit of children in need generally; thus the way is open for the proceeds of the Appeal to benefit and reinforce materially any established agency devoted to children in distress.

This is emphasized by the fact that originally it had been proposed to devote the entire proceeds of the Appeal to the ICEF only. But the Council decided in March that it should be of wider scope, in order that

all those working for the common purpose should be able to participate in the results of the campaign. In this way the true universality is maintained both in collection and operation, and the principle of non-discrimination is given practical effect.

Thus, both the voluntary organizations taking part in the Appeal, and the public who, on International Children's Day, February 29, 1948, will be making sacrifices in behalf of child victims of the war, will have the assurance that they are helping to make a world where children may look forward with confidence to the years ahead of them, in spite of differences of religion or of social and political systems, in a region beyond the memories of the struggle and beyond the hatreds kindled by the war.

* * *

The International Committee had hoped that a closer collaboration would be established between the United Nations Appeal and Fund, and those voluntary Societies who had been working for many years in the cause of child relief. It now seems that in future the United Nations Organization, in making its appeal for children, will not insist that it must reserve its humanitarian efforts exclusively for particular Governments. The proceeds of the Appeal will be considered by it as an offering to demonstrate the share of all peoples in the work of peace. At the same time, in accordance with agreements being prepared by Mr. Ording with several of the National Appeal Committees, at least half of the sums or merchandise collected in each country will be set aside at the disposal of national relief organizations. These bodies may therefore, inspired by the world wide appeal of February 29, be able to look forward to the realization of schemes to which they have been devoting all their efforts for years past.

The International Committee of the Red Cross hopes that the Appeal, addressed to the whole world in behalf of all children in distress, will not only allow voluntary organizations, especially the National Red Cross Societies, to extend their work, but will also ensure for still more countries the benefits provided without

stint by the International Fund of the United Nations for the relief of children.

Thus, from all countries of the world resources will come, at the earliest possible moment, to the help of the children of all nations, without distinction of race, creed, political doctrine or nationality: "The United Nations Appeal for children", as Mr. Aake Ording wrote in the *United Nations Bulletin* of January 15, "can neither remove nor run away from the fact of conflicting ideologies, of racial hatred, and of clashing power politics. But it can point to one simple fact which is even stronger and more important—the suffering of children. The voices of governmental representatives at Lake Success can for the most part only reach the average citizen now and then, from far away, and on complicated issues. But the voice of the children is constantly heard, in their own homes. To agree to save children needs no persuasion. It is already the concern of the average citizen, and an appeal for common action to save them is an appeal out of his own heart".

G. Dunand.

DEATH OF MAHATMA GANDHI

M. Paul Ruegger, Swiss Minister in London, was recently instructed by the Federal Council to visit the Governments of India and Pakistan, with a view to establishing direct contact and diplomatic relations between the two Dominions and Switzerland.

During his trip, M. Ruegger was received by Mahatma Gandhi on January 16, during his fast.

On this occasion Mahatma Gandhi asked M. Ruegger to convey to the International Committee his best wishes for its further development, and that of the Red Cross as an instrument of concord and mercy.

A few days later, the entire world was moved by the news of the Mahatma's tragic death.

Sharing the emotion created by the untimely disappearance of this great world figure, the International Committee cabled

to the Prime Ministers of India and Pakistan, and to the Red Cross Societies of both these countries, to express its heartfelt sympathy and sorrow at the death of the Mahatma, the apostle of the doctrine of non-violence, who devoted his entire life to the defence of human rights and liberties.

MISSION TO INDIA AND PAKISTAN

In reply to urgent messages received in Geneva the International Committee instructed Dr. O. Wenger, former delegate in India, to travel to that country.

Dr. Wenger left Geneva at the end of December. On arriving in New Delhi he was received by the Governor General, Lord Louis Mountbatten, and by the leaders of the Indian Red Cross Society. He also made contact with the Government of Pakistan and with the Pakistan Red Cross, which was constituted on January 25, with Governor General Jinnah as chairman.

Dr. Wenger has since then been requested to travel to Jammu (Kashmir), where 250,000 refugees were cut off in various areas. Dr. Wenger managed to cross the fighting zone at the frontier, and safely reached Jammu.

ACTIVITIES OF THE COMMITTEE'S DELEGATIONS IN VARIOUS PARTS OF THE WORLD ¹

To play the part of intermediary between belligerents in wartime, in what concerns the work of mercy, calls, at least to some extent, for direct personal contacts. The Committee's activities are sustained from outside sources, and are likewise wholly directed towards the outside. Liaison, therefore, with the National Red Cross Societies and with Governments is indispensable. This is the task of the special missions and permanent delegations.

¹ See *Revue*, Jan. 1948, p. 44.

If the Committee's role were exactly defined by the Conventions, a corps of delegates—or at least a skeleton staff—could be built up beforehand, and its duties, including relations with authorities, defined in advance. But this is not the case, and it is left to circumstances and governments to decide.

At the outset of the war the situation was fairly simple. A few countries only were affected, most of them within easy reach of Geneva. As soon as the "Blitz" against Poland was ended, the war became more or less static. The earliest and, for a time, the sole concern of the ICRC was to ensure the functioning of the Central Prisoners of War Agency, and to visit the camps. Appropriate arrangements had to be made on the spot with the authorities and the national Societies, to speed up the transmission of lists and other information to the Agency. Visits to the camps, a practice begun during the first World War which proved of immense benefit to the inmates, had to be resumed. In 1914 prisoners of war had no more protection than that given by the inadequate provisions of the Hague Convention: in 1939, on the other hand, their situation was covered in detail by a complete legal code, namely the 1929 PW Convention. It fell to the Committee's delegates, and to the representatives of the Protecting Powers, to watch how this Convention was applied. The task of visiting the camps was entrusted preferably to doctors, because of their special qualifications. Knowing just how much trained men can endure without undue risk, medical practitioners are less easily impressed than laymen by apparent deficiencies, not detrimental to health. On the other hand, they are able to recognize defects which would escape the inexperienced eye. What interests them is to find out not only whether rations are "good", but whether they have sufficient nutritive value.

As the conflict spread, the tasks of the ICRC rapidly increased. The Agency had to exchange correspondence with all countries, precisely at a time when communications were paralysed. In all theatres, the number of prisoners of war mounted with great speed. In Europe, in the Axis countries alone, they already numbered several million. Those taken by the Allies, until the last few months of the war, were less numerous, but

were scattered far and wide ; from the battlefields of Europe and North Africa they were sent to camps as far away as India, the United States and Australia. Each new declaration of war, even in the case of the countries farthest away from the theatre of operations, led to the internment of hundreds, if not thousands, of civilians, in America, the Far East and South Africa, as well as in Europe. For visits to be made to these widely scattered camps, delegates were needed.

The war had spread wide over a great extent of the world. Graver was the fact that each day its ravages went deeper and continued to make fresh classes of victims. To the prisoners of war and civilian internees, ever growing in number, were added millions of other victims, all the populations suffering from starvation and persecution, from bombing and forcible separation from their homes. Prisoners and internees were not always adequately protected by the Conventions, or failed to have the benefit of their proper application. The ICRC interceded and negotiated ; it endeavoured to fill existing gaps by particular schemes. The Committee tried to do what it could for the persons who enjoyed no treaty protection ; it suggested projects, organized, and above all improvised. This work required a still larger number of delegates.

With each phase, the war brought new problems and at the same time destroyed the means of solving them. The belligerents not only used weapons such as bombs and shells that shattered the lines of communication and forced the ICRC constantly to seek fresh routes and means of transport ; they also resorted to blockades, the censorship, and other restrictive measures. The medical delegates had an increasingly valuable part in the work, and it became necessary to have the help of legal advisers to carry on negotiations, commercial agents to buy relief supplies, shipping agents to transport the goods, and experienced business men to organize the work. In a small country like Switzerland, which was concentrating all its energies on national defence, it was not easy to find all the help needed in such exceptional circumstances. The ICRC was unable to send out the requisite number of delegates as promptly as it could have wished, since the belligerents were not always

disposed to receive them. Weeks, often months, were wasted in attempts to secure travel permits.

The few delegates who were available, had to undertake the most varied tasks. They had to represent on the spot all the departments of the Geneva organization. The allocation of duties could be easily settled in Geneva and in those countries which were far from the scene of the fighting and where problems were few and unvaried. But this was not possible in Germany, nor in the occupied countries. Here, in consequence of bombing and shortage of supplies, the daily cry was for immediate relief of all kinds; here, above all, the need was for prompt and decisive action in emergencies. At such times the organizer had to act as lawyer, the legal expert as public health officer, the doctor as merchant and diplomatist. In some of the oppressed countries, where everything was destroyed, pillaged or laid waste, the delegate was obliged to undertake, over and above his official duties, yet other tasks, arising out of his very presence in the country. The mere sight of a sign-plate bearing the Red Cross raised boundless hopes; in their distress, people credited the delegate from Geneva with almost superhuman powers.

If the whole tale cannot be told here, a few extracts, taken from diaries and reports, will throw light on often remarkable features of the life on service of the ICRC delegate.

In the Mediterranean, October 27, 1943, evening.

Under a leaden sky the freighter *Padua* was ploughing its way doggedly through the dark water. The holds were loaded to capacity with sacks of mail and parcels being shipped from Lisbon to Marseilles. The ICRC delegate asked the vessel's position, "Where are we, captain? We should have passed Sète by now..."

The skipper was an old sea-dog, a Portuguese, tough and grousing and yet not insensitive. Not a landmark, not a lighthouse, not a gleam to be seen along the French coast...

Towards midnight the delegate went to his cabin and was soon fast asleep. He was awakened by a terrific explosion. He sprang from his bunk, turned the switch, but there was no

light. Groping his way forward, he opened the cabin door. The water had reached the gangways ; groans and cries rent the night. A rush of water forced him back into his cabin. He was quite cool, but felt curiously detached. His mind was working clearly and he filled his lungs with all the air they could hold, then held his breath. As the sea water flooded the cabin he swam his way out. The current dragged him under water and forced him along the gangway. He reached the stern of the vessel and the companion-way leading up between decks, but he could no longer struggle against the suction of the ship which was dragging him down. It was the end.

Artificial respiration was bringing him back to life... The captain and some of the crew, whose cabins were in the fore-castle had managed to cut the lashing of the life-boats. Hearing the delegate's calls for help, they had finally discovered him and fished him up, naked, as he clung to the bars of a hen-coop afloat in the water.

So he was saved, the sole survivor of the eight men in the *Padua's* stern. But there were still five miles to the shore...

Salonika, 1944.

For over a year, at an extremely awkward time, the ICRC delegation had been carrying on relief for the inhabitants of the town and province. Oppressed by the victors, the country was constantly the scene of skirmishes, assassination of members of the occupying forces, reprisals and executions. Constant vigilance was required, because of the military patrols, the partisans and the mined and destroyed roads.

As he was returning from one of these relief expeditions at the beginning of August, a delegate learned that the little town of Naoussa, situated on a plateau on a spur of the Vermion range, had been liberated by the partisans. The Germans had fallen back to the railway station six kilometres from the town, and the population was without food. He decided to make a detour by way of Naoussa to examine the situation on the spot.

Before turning off on the Edessa road, at Verria, he gave the driver careful instructions. The road was mined in places, and

it was essential not to exceed twelve miles an hour, and to slow down still further if fighting was going on between the Germans and partisans, as the sporadic shooting seemed to prove. Finally, he told him that if the car was attacked, he must stop at once.

The car went forward cautiously. The driver fixed his eyes on the road, while the other occupants kept a look-out over the country. To their left was the Salonika-Florina railway, to the right a small plain stretching to the foot of the Vermion, a stronghold of the partisans from which the Germans had never managed to dislodge them. The travellers were now quite close to the place known as *Aghios Nicolaos*, barely two miles from Naoussa. Suddenly, a burst of firing, doubtless aimed at the car. The driver hastily pulled up, the passengers sprang out and into a ditch at the right of the road, and lay down in eight inches of water. In front of them the car was half concealed by a field of maize. That might just save the engine. The firing was coming from the direction of the partisans. Hadn't they seen the Red Cross on the car? Or did they take it for a ruse? For half an hour the bullets rained down. The car was hit; windows were broken and a tyre burst. Now the shots were coming from the other side, from the railway. The Germans in the station replying, no doubt. The travellers were caught in the cross-fire. Fortunately, the German's firing showed that they had recognized the Red Cross emblems and were trying to spare the car whilst they aimed at the partisans.

After half an hour the firing stopped suddenly. Was the skirmish really finished? Repairs were made hurriedly. The delegate decided to go on foot with his secretary to the village of Aghia Marina, three miles away. From there he would try to telephone the partisan headquarters. The car was left in the care of the driver.

Finally, at nightfall the travellers arrived at Naoussa, which was bedecked with Greek and Allied flags and where they were given a grand welcome. At partisan headquarters, apologies were made and everyone was glad that the incident had no serious consequences.

The food situation was indeed very precarious, and relief was needed. As the German had control of the Salonika-Verria-Naoussa road, there was no direct route for supplies to be brought up. But there were tracks through the mountains between Naoussa and Verria, where there was a depot of ICRC food and medical supplies. A mule train could convey them.

Paris, August 15, 1944.

The ICRC representatives had learned that the hospital at Orleans was asking urgently for medicaments, pharmaceutical stores, and special foods for diets, and that the "Stalag" was running short of food supplies.

Five tons of relief goods were loaded on to a truck furnished by the French Red Cross, and two of its men, the driver and his mate, accompanied the delegate.

The party was off next day at 15 hours. On reaching Etrechy, five miles from Etampes, the truck was stopped by SS men, who inspected the delegate's credentials for his mission. Disregarding their permit, they ordered him to return to Paris. The party made some show of acquiescence and the truck turned back. Half a mile on the road it turned off towards Douray, reached La Ferté-Alais, and then proceeded on its way towards Malesherbes, using secondary roads to by-pass the town. In the neighbourhood of Pithiviers it came out on highway 51, and continued in the direction of Orleans.

After a few wayside incidents, the travellers reached Voinbert, nears Orleans, towards 9 hours. Civilians waved and made signals to warn them that fighting was going on near by. Apparently an American armoured column had attacked Orleans that afternoon. The crackle of machine-guns could be heard, and at short intervals rifle-fire and artillery. The delegate decided to park the truck in the courtyard of a farm for the time being. At night fall rifle-fire ceased, but the bombardment continued.

At dawn on August 17, the car pursued its way, soon reaching Orleans, where all the inhabitants, in spite of injunctions, were rejoicing and thronging the streets, which they had decked with the French and Allied colours.

At the St. Aignan Hospital the delegate was given a warm welcome by the President of the local Red Cross Committee, and by the two doctors, a French senior officer and a British captain, who had been prisoners of war. The German guard had just surrendered, and the prisoner patients had been freed. The French officer told them that on August 14, all the prisoners of war were to have been sent by train to Charleville, via Paris, but that the Resistance, warned in time, had blown up the line a few miles from Orleans. The prisoners managed to escape and hide in the woods.

The food and medical supplies were handed over to the hospital, where injured civilians were being brought in constantly. The situation was most alarming. From Olivet, a district occupied by the Germans on the left bank of the Loire, the artillery was shelling Orleans without a pause. All along the river bank the streets were under constant fire. At the request of the town authorities, the delegate and his two companions used their truck to take relief supplies to people cut off in certain quarters. Bullets whistled about their heads. German soldiers hidden on the roof-tops were firing down into the streets; Americans answered their fire, and so did the civilians. The house from which women and children were to be taken was in a street running down to the quay along the Loire, and exposed to gun-fire. A shell passed over the heads of the rescuers; civilians shouted, but all the occupants were unharmed.

In the afternoon the bombardment stopped. His work done, the delegate decided to return to Paris. He called at American headquarters, where a Colonel received him very courteously and asked him to remain in Orleans until the Allies arrived in Paris.

"Is that an order, Sir?" the delegate asked. "No, but it's for your own sake."

The Red Cross representative thanked him, then pointed out on the map the route he wished to follow. They showed him approximately the positions of the spearheads of the American armoured columns along the road to Pithiviers. The three men started off at once for the capital, which they reached in the afternoon of the following day, after an eventful journey.

Germany, February, 1945.

Military events on the Eastern front had led the German authorities to move the prisoner camps from the regions threatened by the Russian advance and place them nearer the centre of the Reich. The withdrawal was made in headlong haste. In long columns, the exhausted men were obliged to make forced marches, often sustained by only a single slice of bread daily. They suffered from cold, as well as hunger, and hundreds died by the roadside in the Government General of Poland or the Protectorate of Bohemia and Moravia.

After many attempts, the delegation in Berlin at last succeeded in finding out the route these columns were following and the approximate time-tables. It got permission to try and reach them with supplies. Plans were made for transport by road. Simultaneously an attempt would be made to send parcels by rail, to reach them at certain points on the way. One column, marching towards Carlsbad and Marienbad, was reported; it included about fifteen thousand prisoners of war, mostly British, together with three to four thousand Russians, whom, in theory, the ICRC was unable to help.

One delegate was given the task of taking four truck-loads of parcels, which had been held up at Weissenfels near Leipzig, to Carlsbad and Marienbad. This was his story:

“We set off towards Weissenfels, along the autostradas constantly patrolled by the formidable “Tiefflieger”¹. The little 5 h.p. car did marvels. It even climbed, without chains, the snowy passes of the Sudeten mountains, though not, sometimes, without the help of a sturdy horse, and thanks also to the driver, a man of skill as well as of never failing good humour—one of the most precious qualities you can have in war time.

“In my pocket was a special pass from GHQ of the Armed Forces of the Interior, under whose authority the prisoners of war had recently been placed. This document gave formal permission to supply food to prisoners of war on the march, and requested all civil and military authorities to assist in this task. It would help me to use persuasion when meeting officers

¹ Aircraft, hedge-hopping and dive bombing, ordered to patrol the railways day and night.

behind the lines who wanted to abide strictly by regulations. For instance, the commandant at Weissenfels refused to hand over the parcels for the prisoners, on the grounds that he had not received orders to do so. Waved my pass and threatened to return to Berlin forthwith, unless he gave the necessary orders immediately to arrange for their transport to Carlsbad. The threat went home. Next, I tackled the railways. There was a shortage of rolling stock and only the transport of vital war supplies was allowed. Once more, scared them declaring I would go off to Berlin at once to complain to those who gave me the permit. Within a few hours, cars were found, loaded, sent on their way towards Carlsbad under responsible military escort (for thefts were already frequent) and some were even coupled to passenger trains. They arrived in time, after only four days' journey. A real achievement it was for a line badly knocked about by constant Allied bombing.

At Carlsbad, military HQ responsible for the PW columns ordered a forty-eight hours' rest and the prisoners were quartered in neighbouring villages within a distance of about six miles. Trucks were found to distribute the relief supplies. Needless to say how we found the petrol, except that the method resembled rather closely that of the black market gentlemen.

At last the moment came for the distribution. Each of the Allied camp leaders had received their share, and I wanted to see them give out the supplies. The sight really defied description. Imagine men who had been on the march for five weeks, in the snow and cold, on empty stomachs, with feet bleeding. That is no exaggeration, but the actual, brutal truth. Now they were each going to receive eleven pounds weight of supplies, including 100 cigarettes, a tin of powdered coffee, biscuits, meat, chocolate, soap. Their delight at these gifts which seemed to have descended from the skies was rapturous; they had to be stopped from stuffing themselves with the whole lot at once. The scene was too much, and I left them to get on with the distribution alone.

The next day a British R.A.M.C. Major told me that his men sang as they covered the last few miles before the distribution. The Red Cross had arrived—they were saved! And the

next day, too, passing alongside the column which was on the march again, I saw it wreathed in a cloud of smoke from thousands of cigarettes. The British camp leaders had not forgotten Russians, who had received one parcel for every three men.

That day I realized more than ever before what a great privilege it is to act as delegate. An easy task, because one never asks anything for oneself, one is always doing something for neighbours in distress. I realized too, that material help that saves the body goes with the encouragement that raises men's spirits. The British major whom I have mentioned, confirmed this by telling me that the very word that we had arrived gave new strength to the whole column. They no longer felt themselves abandoned in enemy country, under the cold eye of armed guards, a prey to the cruelty of some. The Red Cross had succeeded in tracking them, and hope was reborn.

April, 1945 in Vienna.

The city was encircled and on fire. It was being battered by "Stalin's barrel organs", the famous Russian guns. Street fighting had begun in the suburbs. Soviet planes were all the time on reconnaissance duty in the incredibly blue spring sky. For some days the ICRC representatives had been living in cellars, without water, proper shelter, or hot food. Civilians crowded round their doorway, women, young girls, children, a few old people, asking for shelter and protection. All squeezed in and huddled together with us.

A shell fell on the house opposite, the injured came to ask for help. A dressing station was improvised with haphazard gear. Several volunteers, young Frenchmen, "conscript workers", and Austrians, undertook a search among the still smoking wreckage. In a half demolished room they found an old man, badly hurt, beside the dead body of his wife. He was carried back to the first aid station, where he was nursed and his life saved.

This episode was hardly over, when again there was a knocking on the door of the refuge. This time it was a woman about to give birth to her child. A Dutch doctor, a deportee, examined her. He gave his opinion, she could only be saved by a Caesarean operation. But there were no surgical instruments,

only a pair of scissors and forceps, from a small first aid kit. Outside the battle was raging and the nearest hospital was half an hour away. The discussion was carried on by candle-light. Volunteers came forward, offering to risk the trip to the hospital. They decided to take the chance. In the darkness, the bold trip succeeded. The operation was performed, and mother and child saved.

But the fighting was coming nearer. It had now reached the street of the shelter. A Russian soldier, seeing the Red Cross emblem, brought in his officer who had been hit by machine-gun fire at point-blank range, and was dying. It was a hopeless case, but all the same the officer was taken to a German military hospital. The next day the soldier came for news. As he didn't see his officer in the shelter, he accused the delegates of making away with him and threatened them with his revolver. So the delegate, with the soldier's weapon against his ribs, went along to the hospital. There he learned that the officer had died. Fortunately for the delegate, a Russian prisoner patient saw what had happened, and intervened. The soldier was shown the body of his officer and the marks of the operation by which they had tried to save him at the last moment. The soldier burst into tears and kissed the hands of the man whom he had been threatening to kill only a moment before.

On the way back, a man whom the ICRC delegate had taken under his protection was hit by a fragment of a shell which burst over their heads. His injuries, apparently superficial, became infected and three hours later he was dead. The delegate hadn't even a scratch.

However, Vienna had fallen. The most amazing rumours were flying round. The authorities had vanished, everyone was a law unto himself. People came to the delegation one after the other, for hours on end. The mere sight of the Red Cross emblem aroused boundless hopes, sometimes foolish ones. A man came to ask the delegate to arrange to send him to South America as quickly as possible ; another insisted that he should take his race-horse under his protection.

REVUE INTERNATIONALE
DE LA CROIX-ROUGE
ET
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DE LA CROIX-ROUGE

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Editor: Louis Demolis

MISSION OF THE INTERNATIONAL COMMITTEE IN PALESTINE

In pursuance of a request made by the Government of the mandatory Power in Palestine, the International Committee of the Red Cross in Geneva, who had previously been authorized to visit the camps of persons detained in consequence of recent events, have despatched a special mission to Palestine. This mission has been instructed to study, in co-operation with all parties, the problems arising from the humanitarian work which appears to be indispensable in view of the present situation.

The Committee's delegates have met on all hands with a most friendly reception. During the last few weeks, they have had talks with the Government Authorities and the Arab and Jewish representatives; they have offered to all concerned the customary services of the Committee as a neutral intermediary, having in mind especially the protection and care of wounded, sick and prisoners. During their tour of the country the Committee's delegates visited a large number of hospitals and refugee camps, and collected information on the present needs in hospital staff, doctors and nurses, as well as in ambulances and medical supplies.

After the conclusion of this enquiry, the delegates laid before all parties a plan of action which includes the recruiting by the Committee of a staff of delegates and of senior nurses, who would be placed in the various zones of the country. This plan can be put into operation (subject to the settling of certain material questions) as soon as the International Committee have received sufficient assurances that the wounded, sick and prisoners will have the protection specified in the Geneva Conventions.

Dr. Roland Marti, the head of the International Committee's mission, has just left Geneva and returned to the Near and Middle East, where he will make contact with the National Red Cross, Red Crescent, and Red Lion and Sun Societies.

*MISSION OF THE INTERNATIONAL COMMITTEE
TO THE UNITED STATES AND TO CANADA*

UNITED STATES

A few months ago, the American Red Cross had courteously expressed the wish to receive the visit of representatives of the International Committee of the Red Cross, with a view to making personal contacts and discussing various problems of common interest.

The Committee thereupon instructed MM. Roger Gallopin, director-delegate, and David de Traz, head of department, to travel to Washington, where they arrived on January 19. On reaching National Headquarters of the American Red Cross, they were received with the greatest cordiality by Mr. James T. Nicholson, Vice-President and General Manager of the A.R.C. During their short stay in Washington, the representatives of the International Committee were able to make a careful review of a large number of problems with Mr. Nicholson, Mr. Ryan, Director of International Relations, and MM. Harold Starr and Harries. The discussions bore chiefly on matters concerning the activities of the Red Cross in time of war and in time of peace, both in the national and in the international field. The question of the revision of the international Red Cross Conventions was also studied.

The representatives of the International Committee were given a welcome opportunity of visiting the various departments of the American Red Cross, and of appreciating their excellent organization.

On the occasion of an official luncheon, to which Mr. Nicholson had invited representatives of the State Department and of the War Department who are specially conversant with Red Cross problems, the Vice-President of the A.R.C. recalled in most friendly terms the co-operation between the American Red Cross and the International Committee during the war, in the field of relief to prisoners of war.

MM. Gallopin and de Traz took the opportunity of their stay in Washington to attend a meeting of a special interdepart-

mental commission for the study of the revision of humanitarian conventions.

CANADA

The representatives of the International Committee were anxious to take advantage of their trip to the United States to pay a courtesy visit to the Canadian Red Cross. This Society, as is well known, was throughout the war in constant touch with the Committee and co-operated closely in its relief work.

On arriving in Toronto, MM. Gallopin and de Traz were received with the greatest cordiality by Dr. Fred W. Routley, National Commissioner of the Canadian Red Cross. Most useful talks took place between them on a number of problems of equal interest to both organizations. Dr. Routley kindly invited his guests to meet the leading members of the Canadian Red Cross, amongst whom the President of the Society, Colonel Arthur L. Bishop. On this occasion Dr. Routley spoke in eloquent fashion of the Committee and its work.

As was the case in Washington, the representatives of the Committee had opportunity to make personal contact with the Canadian Commission for the study of the revision of the humanitarian Conventions.

LAKE SUCCESS

The International Committee is, as is known, a non-governmental organization having consultative status with the Economic and Social Council of the United Nations. On leaving Canada, MM. Gallopin and de Traz therefore visited Lake Success and had a welcome opportunity of meeting M. Laugier, Assistant Secretary-General, and of having prolonged talks with Mr. L. White, chief of the Section for non-governmental organizations of the Division of Co-ordination and Liaison, and M. Hamori, member of the same Section.



James T. Nicholson (right), Executive Vice-President and General Manager of the American Red Cross, greets David de Traz (left) and Roger Gallopin, delegates of the International Committee of the Red Cross, upon their arrival in Washington for a series of meetings with American Red Cross officials.

(Photo from the American Red Cross)

THE FAR EASTERN CONFLICT¹

During the first World War, the number of prisoners in the hands of the Japanese forces was very small, and the ICRC was not really called on to take any large-scale action in the Far East. At that time nothing had revealed the very considerable differences which existed between Japanese conceptions and Western ideas on the subject of prisoners of war. At the time of the last War the position was different.

During nearly four years, up to the capitulation of Japan in August 1945, the activities of the ICRC met with the most serious difficulties in all areas under Japanese domination. These difficulties were doubtless due chiefly to the survival of certain ancestral ideas, according to which the status of prisoner of war is degrading.

Having emerged from its thousand year old isolation less than a century ago, the Empire of the Rising Sun soon entered the group of the Great Powers. Like these, it had adhered to the humanitarian laws embodied in the Geneva and Hague Conventions. It had more particularly signed the two Geneva Conventions of July 27, 1929, the first for the relief of wounded and sick in armies in the field, and the other concerning the treatment of prisoners of war. But of these two Conventions it had ratified the first, but not the second, so far as treatment of prisoners of war was concerned. One can gauge by this how far tradition remained alive, not only in the military clans called on to govern the destinies of the Empire, but also in the Japanese people as a whole.

Indeed, even in the West, the idea that PW should be protected against arbitrary action by the conqueror, is relatively recent in the history of law; as late as the XVIIth century, Grotius seemed to admit that persons captured during war became slaves under international law, as did their posterity.

In Japan, in 1854, if we may believe a contemporary English diplomatist, during the civil war which opened the country to modern industrial methods, the military parties fighting each

¹ See *Revue*, Feb. 1948, p. 109.



other executed all captured enemies out of hand¹. In fact, the Japanese were of opinion that any soldier captured was dishonoured and thus deserved capital punishment. In 1882, in spite of far-reaching changes carried out in other spheres, under the influence of Western ideas, the Regulations of the Imperial Army upheld the principle that military honour forbade a Japanese soldier to surrender to the enemy. The military regulations promulgated by the Minister of War on January 8, 1942, at the beginning of the Far Eastern conflict, maintained these traditional ideas in all their strictness. The chapters of these regulations concerning the life, death and honour of a Japanese soldier state that every man must die if he cannot carry out the task assigned to him, in order that his country may have victory. To be taken prisoner is a disgrace.

The customs still observed in Japan during the second World War show how deeply public opinion was governed by these ideas. When a soldier left his family to join a combatant unit, his departure often led to a ceremony to which his friends were invited. This ceremony was carried out in accordance with funeral rites. A lock of hair and a piece of nail of the soldier were kept by his relatives. From that moment, the man was dead, so far as his family was concerned, and was regarded by them as having returned to his ancestors. He could only come back alive as a conqueror. In the meantime, his relations experienced no wish to receive news of him. Should his letters not be held up by the military authorities, he was advised not to write. The news of his capture by the enemy involved dishonour for his family. This conception was still so firmly fixed in the Japanese mind, that certain prisoners whose capture had, in accordance with the Convention, been notified to the Central PW Agency, insisted that their names should not be forwarded to Tokyo. In other cases, Japanese soldiers concealed their identity out of respect for their families. A delegate of the ICRC noted, even after the close of hostilities, that Japanese PW who were being repatriated, were determined never to see their families again, and to accept employment

¹ Cf. Sir Ernest SATOW : "A Diplomat in Japan", p. 327 sqq.

any where under assumed names "to avoid disgrace". To understand the state of mind which then dominated Japan, we need only remember the praise that the military communiqués showered upon garrisons or civil populations who refused to surrender and committed suicide or were killed to the last man.

Although the Japanese kept the initiative in operations for a long time, and thus suffered fewer losses than the enemy, the figure of prisoners captured on both sides is nevertheless striking. In October 1944, the number of Japanese PW in the hands of the Allied forces was 6,400, whereas that of Allied PW in the hands of the Japanese at the same time could be estimated at 103,000 (without counting those who died in the camps or were drowned through ships being torpedoed).

In these circumstances, the situation of Allied PW was bound to be critical. Since the Japanese Authorities took only very little interest in their own prisoners, they exercised severity where enemy PW were concerned. Though a few Japanese in high position were anxious to implement the Convention, their attempts were obstructed by the military authorities, who denied the value of humanitarian principles. These principles were the more difficult to defend, since the argument of reciprocity could hardly be adduced.

Furthermore, discipline in the Japanese Army was always very strict. Disciplinary punishments were so severe as to be incomprehensible to the Western mind. The same discipline was unfortunately enforced on Allied troops in Japanese camps. The PW was not only regarded as a deeply detested enemy, but also as a man who had "lost face" by ceasing to fight. Furthermore, so far as food was concerned, the Japanese soldier's rations are far smaller than those issued to the Allied forces. As for living conditions in Japan, there is no need to emphasize the contrast between them and the standard to which inhabitants of countries of Western civilization are accustomed.

The Japanese treatment of civilians was not comparable to that to which the PW were subjected. The Japanese Government always displayed concern for its nationals who were domiciled in enemy territory at the moment of the attack on Pearl Harbour. According to the Japanese conception, these

persons were not dishonoured by the fact that they had been interned by Powers at war with Japan. Also, the fact of their great number gave some weight to arguments based on reciprocity.

Thus, by reason of the difficulties which had been encountered up to August 1945, the ICRC had to make very strenuous efforts, even to secure results which were in no way proportionate to these exertions.

From the moment of the capitulation, however, the Japanese authorities ceased to obstruct the Committee's endeavours. During the weeks which preceded the arrival of the Allied troops, the representatives of the ICRC were able to carry out the essential task of bringing relief to Allied service men and civilians held in prisoner of war or internee camps. This action saved from starvation and sickness a large number of persons whom the victorious forces were not yet able to help, since they were far away and capitulation had been very sudden. The release of these detainees, who numbered about 200,000, did not, as a matter of fact, require much time.

Then arose the question of the millions of members of the Japanese Army and Navy, handed over by the capitulation to the Allied forces. The situation was now reversed, and the absence of reciprocity worked against the Japanese. The numbers of the personnel who thus fell into the hands of the Allies in the space of a few days created a problem which could only be solved by allocating the Japanese troops fixed quarters, and leaving them under the command of their staff officers. The Japanese officers became responsible for the carrying out of orders given by the Allied military authorities. In these circumstances, the Allied Governments thought it impossible to apply to Japanese soldiers all the provisions of the 1929 Convention, and decided to classify the personnel of the Japanese army and navy under a distinct category of detainees, called "Surrendered Enemy Personnel" (SEP). Obviously, the ICRC could not be indifferent to their fate. It took steps with regard to them and approached the Allied Authorities, as it did during hostilities, when it approached the Japanese authorities in favour of the Allied PW. It even obtained from the Allied

States, signatories to the Convention, facilities which its delegates had been refused by the Japanese authorities during the war. These representatives were allowed, on application, to visit Japanese military camps, to talk freely with the Japanese, and to organize correspondence and relief work. The situation of these men was the same as that of the Germans after the capitulation of the Reich; the Germans also were regarded by the Allies as "Surrendered Enemy Personnel"; the steps taken by the ICRC in respect of both are set forth in the chapter concerning PW whose rights under the Convention were in dispute.

We shall here consider especially the steps taken by the ICRC in favour of Allied nationals during the Far Eastern war. This study has two parts.

The first concerns the general activities of the ICRC, and deals with the endeavours made to secure the application of the Convention in the Far East, the appointment of delegates of the ICRC, their relations with the Japanese authorities, visits of camps, living conditions, correspondence and issue of relief supplies.¹

The second part summarizes the work of the delegates and representatives of the ICRC, by districts, and mentions the relief issued both to Allied and Japanese PW and internees.

The activities of the ICRC in the local Indonesian and Indo-chinese conflicts is considered under the relevant headings of the second part.

A. ACTIVITIES OF THE ICRC DURING THE FAR EASTERN CONFLICT

I. *General Conditions.*

As soon as hostilities began between Japan, on the one side, and the United States and Great Britain on the other, the ICRC invited the three Governments concerned to forward all information concerning PW by cable to the Central PW Agency at Geneva. Although Japan was not bound by the 1929 Convention relative to the treatment of prisoners of war, no

¹ The *Revue internationale* only publishes the first part of this paper

obstacle should be raised to the forwarding of such information, "in so far as the Governments of the belligerent States reciprocally allow such communication or declare themselves willing to apply *de facto* the provision of the 1929 Convention".

On December 24, 1941, the ICRC notified Tokyo of the favourable reply received from the U.S. Government and of the appointment of a representative in Washington ; the Committee further proposed that its Tokyo correspondent should be recognised as representative for Japan.

The reply of the Japanese Government, received in January 1942, agreed to communicate to the Central Agency information concerning PW and non-combatants detained by the Japanese authorities ; it also notified the opening in Tokyo of an information office for PW (*Huryojohokyoku*).

Some days later the Committee's representative was approved by the Japanese Authorities.

The ICRC had, however, received no definite reply from the Japanese Government as to the policy the latter wished to follow with regard to the Convention itself. The Committee therefore applied once more to Tokyo, in February 1942, and further made it clear that, in its opinion, the fact that Japan was not a party to the Convention in no way prevented the *de facto* application of the provisions of this Convention to civilian internees, subject of course to reciprocity. In Tokyo, too, the Committee's representative made constant attempts to obtain from the Japanese Government a definite reply as to the manner in which the latter intended to treat PW and civilian internees. The Japanese Government made its position on the question known through the Japanese Legation at Berne in the following terms :

Since the Japanese Government has not ratified the Convention relative to the treatment of prisoners of war, signed at Geneva on July 27, 1929, it is therefore not bound by the said Convention. Nevertheless, in so far as possible, it intends to apply this Convention *mutatis mutandis*, to all prisoners of war who may fall into its hands, at the same time taking into consideration the customs of each nation and each race in respect of feeding and clothing of prisoners.

The Legation's note added that the Japanese Government had already, through the countries protecting the interests of these States in Japan, notified the above to the United States of America, Great Britain, India, South Africa, Canada, Australia, and New Zealand.

The ICRC called Tokyo's attention to the fact that the list of States to which the Japanese declaration had been notified did not include the Netherlands. The Japanese Government thereupon replied that it would also apply the 1929 Convention to the nationals of that country.

As for the application of the Convention to civilian internees, the Japanese Legation at Berne stated on February 14, 1942 :

During the whole of the present war the Japanese Government will apply, *mutatis mutandis*, and subject to reciprocity, the articles of the Convention concerning prisoners of war to non-combatant internees of enemy countries, on condition that the belligerent States do not subject them against their will to manual labour.

The Legation asked the ICRC to communicate this reply to the Governments of Great Britain, Canada, Australia, New Zealand, South Africa, India and the Netherlands Indies, the same text having been communicated to the United States of America through the Swiss Government.

These results gave reason to hope that the work of the ICRC could be carried out under conditions similar to those which prevailed in the other theatres of military operations. This hope was belied, by reason of the Japanese character and the conditions under which hostilities in the Far East were prosecuted.

Mistrust reached such a pitch that all foreigners who were not nationals of a Power allied to Japan were suspected of espionage. Indeed, the Committee's delegation itself seemed to be barely tolerated. The civil and military police went so far as to regard the delegation as a centre instructed to obtain information for, or on behalf of the representatives of the Protecting Power, whose duty was—so the Japanese authorities thought—to establish liaison with Japan's enemies. To combat these suspicions, the Committee's delegation at Tokyo denied

itself the same close relations with the representatives of the Protecting Powers as in the other belligerent countries, where no such difficulties existed. By fostering this suspicion, the military clans systematically hampered the action of the Committee's representatives.

The circumstances in which one of these agents (not officially recognised it is true), was condemned and executed, show what dangers were incurred in the Far East by men who tried to serve the humanitarian work of the Red Cross in that part of the world. Dr. Matthaeus Vischer had been chosen by the Committee to act as delegate in Borneo before the islands was occupied by the Japanese forces. When that occupation took place, in March 1942, the head of the Tokyo delegation was instructed to have Dr Vischer accredited to the authorities and to the Japanese Red Cross. The Ministry of Foreign Affairs in Tokyo, and the Japanese Legation at Berne were notified of Dr Vischer's presence in Borneo. When renewing its demand that this delegate should be officially recognised by the Ministry of Foreign Affairs, the Committee stated that Dr Vischer's duties in the future would be the same as in the past, namely "to care for all the victims of the war in accordance with the tradition of absolute neutrality of the ICRC".

In spite of frequent applications, the ICRC received no reply before the Japanese defeat. An official of the Ministry of Foreign Affairs then verbally expressed, on August 18, 1945, the agreement of the Japanese government to Dr Vischer's appointment. A few days previously, the ICRC had been informed by the Swiss Legation in Japan that Dr Vischer and his wife had been arrested on May 13, 1943, on a charge of conspiracy against the Japanese Government, and that they had been sentenced and executed in December of the same year. Among the charges brought forward by the Japanese naval court-martial against these unfortunate people was that of having "criminally" sought to learn not only the number of PW and civilian internees in Borneo, but also their names, age, race, status, conditions of life and health, and of attempting to send them food. It is true that, in answer to a strong protest,

the ICRC did receive apologies both from the officials of the Ministry of Foreign Affairs and from the Japanese Red Cross ; the former explained that the ship which carried the records of the 1943 affair had been torpedoed and sunk with all on board. But at no moment during the war, could this Department or this Red Cross Society give the ICRC assistance even distantly comparable to that which it enjoyed in the other belligerent countries.

2. Relations with the Authorities and with the Japanese Red Cross.

The Japanese Red Cross, which was highly esteemed in Japan, was mainly intended to provide for the upkeep of Red Cross hospitals and the training of nurses.

In spite of the best intentions, the "Foreign Section" of this national Society was regarded by the military authorities only as a subordinate department. It was unable to carry out the rapidly increasing duties which were connected with the war. The burden of the work fell on a Director and a Secretary, assisted by three voluntary workers, who were unfortunately not well acquainted with foreign languages. Custom demanded that a representative of the Society should accompany the Committee's delegates in their camp visits, but the Secretary, who was the only person available, was soon exhausted by this arduous task. In view of staff shortage, the Society had renewed difficulties in co-operating usefully with the Committee's delegation in Tokyo.

The relations of this delegation with the Ministry of Foreign Affairs (*Gaimusho*) were cordial, but on the whole of slight importance. In practice, this department generally played for time and put off any decision in matters concerning the Committee's delegation. They often referred delegates back to the Japanese Red Cross, alleging that the ICRC would have thereby a means of making contact with the Japanese authorities. The minor part allotted to that Society in Japan during the war is well known. The dilatory attitude of the *Gaimusho* was also shown by the delay in its replies to notes from the delegation.

Thus, in six months seventeen notes were sent to the Ministry and four replies only were received.

The PW Information Bureau (*Huryojohokyoku*), which was a government service subordinate to the Ministry of War, was very unwilling to co-operate with the delegation. In practice, relations with this Bureau were confined to an exchange of notes, replies arriving even more slowly than from the Foreign Office. Personal visits were discountenanced; the delegation was even asked to deal with all questions only by correspondence. A note from the delegation dated April 25, 1945, emphasized the fact that there was "a singular lack of information" concerning the PW and civilian internees in Rabaul (New Britain). The directors of the Bureau took serious umbrage at this, and threatened to stop sending to Geneva any news concerning the health or death of PW, unless they at once received apologies. The employees of the PW Information Bureau were all retired officers, who distrusted foreigners.

Relations with this Bureau were so difficult that it was only at the close of hostilities that the delegation was able to know exactly how it was organized. The Bureau comprised two offices: (1) the office for information concerning PW and (2) the office for the administration of PW; both were under the same chief. Whereas the Information Bureau issued the least possible amount of data concerning PW, nothing was ever said about the administration of the camps. The lists of deceased PW, particularly of airmen, were incomplete. Further, the information asked for by the Central PW Agency seems never to have led to enquiries in the camps; replies were merely given on the strength of information contained in the central card-index in Tokyo.

Relations with the officials of the Ministry of the Interior (*Naimusho*), which was responsible for civilian internee camps, were also by no means easy. The police officials often hardly dissembled the contempt they felt for the Red Cross delegates, despite the fact that Japan has a reputation for habitual courtesy. At a certain time, the delegates were entirely unable to travel, as the *Naimusho* refused to grant them the necessary permits.

3. *Appointment of New Delegates.*

The first delegate of the ICRC was, as has been said, approved by the Japanese authorities in January 1942.

Very soon he discovered how arduous his duties would be, and asked Geneva to give him an assistant. The ICRC first planned to send him a highly experienced assistant delegate, chosen among its Geneva staff; in view of the attitude of the Japanese towards all foreigners, and to save time, the Committee decided to take the advice of their Tokyo delegate and choose a Swiss resident in Japan. At the same time, attempts were made to obtain the consent of the Japanese authorities to the appointment of delegates to foreign territories under Japanese authority.

Before the Japanese occupation the ICRC had already appointed delegates in these territories, at Singapore and in Java, Sumatra and Borneo, by agreement with the local authorities. From the very first days of the occupation, the Committee tried to obtain acceptance by the Japanese government of these delegates, who had been concerned with the relief of nationals of the Axis Powers, and would henceforth have to turn their attention to nationals of the Allied Powers, both PW and civilian internees. Furthermore, the Committee asked for official recognition of delegates at Shanghai, at Hongkong, in Siam and in the Philippines.

The Japanese Government agreed to the appointment of delegates in occupied territories which were no longer regarded as zones of military operations. Thus an ICRC delegation was set up at Shanghai in March 1942, and at Hongkong in June 1942.

The ICRC did not, however, relax efforts to obtain the consent of the Japanese authorities to the appointment of delegates at Singapore, at Manila, in the Dutch East Indies and in Siam. The delegate at Singapore was accepted only at the time of the Japanese capitulation in 1945; nevertheless, during the occupation, he was able to do a certain amount of work in a more or less private capacity. As regards Manila, the Japanese Government invariably replied that "the time had not

yet come" to make this official appointment. The agent wrote himself :

Throughout the entire occupation I was never recognised by the local Japanese authorities, and whatever I was allowed to do had by all appearances to be of a private nature in my name.

In the Dutch East Indies, the negotiations undertaken with the Japanese Government proved fruitless, the latter confining itself to the reply that "the question could not be considered at present". The position of the Committee's representatives in the Dutch East Indies was the more difficult since, to all practical purposes, they were unable, throughout the war, to get into touch either with the headquarters of the ICRC at Geneva, or with the Tokyo delegation.

In Siam, the attempts of the ICRC to get their delegates accredited were partially successful. The Siamese authorities did indeed agree to the appointment of a delegate at Bangkok, but the Japanese refused to approve him, and that considerably hampered his work.

The situation remained unchanged up to the capitulation of Japan (except for the Philippine Islands, which were liberated before). In June 1943, the Japanese Ministry of Foreign Affairs categorically refused the repeated applications of the ICRC : "As we have already explained time and again through your delegate in Japan, in view of the special circumstances prevailing in the southern occupied territories, the time has not yet come for compliance."

(To be concluded).

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Circular Letter No 385.

*THE PRESIDENCY OF THE INTERNATIONAL
COMMITTEE OF THE RED CROSS*

Geneva, April 21, 1948.

TO THE CENTRAL COMMITTEES OF NATIONAL RED CROSS
(RED CRESCENT, RED LION AND RED SUN) SOCIETIES

Ladies and Gentlemen,

In December 1944, M. Max Huber had expressed the wish to relinquish, in view of his age, the duties of President which he had fulfilled for the past sixteen years.

M. Carl J. Burckhardt, member of the International Committee since 1933, was unanimously elected as his successor; he had taken a major part in the work of the Committee since the outbreak of the second World War¹.

Shortly afterwards the Swiss Federal Council appointed M. Burckhardt Swiss Minister in Paris. He therefore retired from his office as President as from May 1945, and M. Max Huber agreed to resume his duties as Acting President, while M. Burckhardt took the style of President « en congé ». In 1947, M. Max Huber again urged that he be relieved of his responsibilities, which then fell to the undersigned Vice-Presidents.

M. Burckhardt, tied at present by the duties entrusted to him by the Swiss Federal Council, decided at the beginning of the year that he must give up the Presidency of the International Committee, without however relinquishing membership.

The Committee then with great regret accepted the decision of M. Burckhardt and took steps to elect his successor.

The Committee with one accord decided to invite M. Paul Ruegger to succeed him, since he had for long been deeply interested in the Red Cross movement, and in 1943 and 1944 had given the whole of his time and attention to the work which the Committee was then pursuing. The Swiss Federal Govern-

¹ See our Circular Letter No. 367, Dec. 12, 1944.



M. Paul RUEGGER
President of the International Committee of the Red Cross

ment then released him wholly from his diplomatic duties, as it has done again for this new office.

The President of the International Committee will take up his duties at the beginning of May 1948.

* * *

M. Paul Ruegger, who was born on August 14, 1897, is a native of Lucerne. He studied in the Universities of Lausanne and Munich and in 1917 became Doctor of Law at the University of Zurich. He entered the Swiss Political Department in 1918 and worked with M. Max Huber, who was then Legal Adviser to the Department. In that same year he was appointed Secretary of the Commission on International Law, which had been set up by the Federal Council to make a study of post-war problems and of the League of Nations.

A year later he was promoted Secretary of Legation, and as Secretary or Adviser, he acted as a member of the Swiss Delegation to the first six Assemblies of the League of Nations. He was also member of the Swiss Delegation to the International Economic Conference at Genoa in 1922, and to the Conference for the Control of Traffic in Arms and Munitions of 1925. In 1924 he received the rank of First Secretary of Legation.

From 1922 to 1924 he was Lecturer in International Law at the University of Geneva. He is the author a number of works on that subject.

The following year, M. Ruegger was elected Assistant Registrar and Deputy Secretary-General to the Permanent Court of International Justice at The Hague, and held that appointment until 1928. In 1927 he acted as representative of the Court at the Assembly of the League of Nations.

After returning to the Swiss Political Department in 1929, he was attached to the Swiss Legation in Rome, being promoted Counsellor of Legation in the following year. In 1931 he was recalled to the Division of Foreign Affairs and placed in charge of the Political Section of that Division. Then came his transfer to Paris in 1933 as Counsellor of Legation.

Later, in 1935, M. Ruegger was appointed Envoy Extraordinary and Minister Plenipotentiary to Italy. He was in

charge of the Swiss Legation in Rome from that year until March 1942, when he returned to Switzerland as Minister « en congé », with special duties. He had been appointed member of the Permanent Commission of the International Institute of Agriculture and Chairman of the Finance Committee of that Institute.

In the years 1943 and 1944, he worked continuously with the International Committee of the Red Cross, when he gave most of his attention to the Committee's delegations. In that way he was able to make a close study of the various aspects of the work of the Committee.

Later still, in 1944 and until 1945, M. Ruegger served as Envoy Extraordinary and Minister Plenipotentiary of the Swiss Confederation in Great Britain.

In 1946, M. Ruegger was member of the Swiss Delegation at the final Assembly of the League of Nations. He was also President of the Delegation appointed to discuss with a Commission of United Nations the question of transfer of the League of Nations buildings at Geneva to United Nations, and the statute governing delegations and officers of United Nations in Switzerland. In 1946 and 1947, he was the senior Vice-President of the plenary meetings in London of the International Committee on Refugees.

In enlisting the services of M. Paul Ruegger, the International Committee are wholly satisfied that they are confiding the office of President to a man well qualified by his career and by his wide and disinterested outlook to serve the cause of the Red Cross, and uphold the principles on which it rests. They consider it a matter for congratulations that M. Ruegger will be the chief spokesman of the Committee in the world-wide community of the Red Cross.

We beg to remain, Ladies and Gentleman,
Your obedient servants,

For the International Committee of the Red Cross.

Martin BODMER
Vice-President

Ernest GLOOR
Vice-President

THE FAR EASTERN CONFLICT (Conclusion) ¹

As soon as Japan came into the war, the ICRC tried to send some of its assistants to the Far East. The Japanese Government replied to every application from the ICRC that "the time was not yet come to contemplate the carrying out in practice of this scheme". On February 11, 1943, the ICRC insisted in the following terms :

Since the month of September 1939, the ICRC has sent to various countries special missions of a temporary character, in order to visit the national authorities and to make contact with the delegates which they have appointed on the spot without being able to get in personal touch with them. We do not think that there is any need to stress the value of such journeys, which are calculated to solve problems which concern Governments and the ICRC equally.

Japan has now been more than a year engaged in the present war, and the question we have to discuss with the Japanese Ministry of Foreign Affairs and Red Cross have become more and more numerous and complicated. At the same time, the duties entrusted to our delegate in Tokyo have been considerably extended. We are therefore certain that your Government will welcome the scheme that we have prepared.

The reply of the Japanese Government was that "the purpose of this mission would be better served if the departure were postponed to a later and more suitable date". In May 1943, the ICRC proposed the sending of a mission which could have travelled on one of the ships repatriating Japanese diplomatists.

The object of the mission would thus be more clearly defined, with the aim of making contact with the Imperial Authorities and the Japanese Red Cross. At the same time, the special mission would give the ICRC delegation in Tokyo all information necessary to enable it to carry out its duties in the manner regarded as the most effective by all concerned.

This proposal was renewed in the month of September. In November, the Japanese Ministry of Foreign Affairs cabled to the ICRC that "the material situation has not changed since our last communication" and that the despatch of a mission should be postponed to a more favourable date.

¹ See Supplement No. 3, *Revue*, March, 1948.

The Committee's delegate in Tokyo, a medical practitioner of Swiss nationality domiciled in Japan, was fully acquainted with the customs of the country, and had already represented the ICRC in Japan during the first World War. He died at his post in January 1944, and this loss was the more unfortunate for the ICRC, since it seemed impossible to bring the Japanese Government to consent that a mission should be sent from Geneva. This event furnished the ICRC with a reason for an urgent renewal of its previous applications. The Committee had just been informed by the Japanese Legation at Berne of the "emotion of the Japanese authorities", in view of certain statements in the American and British press concerning "atrocities" committed by Japanese troops on the persons of Allied PW. Geneva took this opportunity to reply that any intervention by the ICRC to establish the facts would carry very much more weight, if the Japanese Government found it possible to accept the request which it had been the duty of the ICRC to submit, that a special mission be sent. Furthermore, the ICRC attempted to influence the decision of the Japanese by the communication, in February 1944, of a reply received from Washington, stating that "all the United States Government services concerned were, for their part, prepared to receive at any time a special mission to the United States, and to give them all facilities for carrying out their task". This, however, did not change the attitude of Tokyo.

Finally, in the autumn of 1944, the Japanese Ministry of Foreign Affairs for the first time gave a favourable reply. Unfortunately, for reasons beyond the control of the ICRC, the departure of the mission was delayed. The practical preparation of the journey (planning of the route, issue of travel permits, difficulties of transport in countries at war, etc.) lasted several months, and it was only in June 1945 that the new head of the delegation, accompanied by a woman assistant, who was thoroughly familiar with the work of the Central PW Agency, was able to leave Switzerland for Tokyo, where they arrived on August 11, at a moment when the second atomic bomb had just fallen on Nagasaki.

4. *Visits to camps*

The difficulties encountered by the ICRC in accrediting its delegates to the Japanese authorities inevitably made problems for them in carrying out their duties. The suspicion with which they were regarded, and the ill-will of the Japanese authorities responsible for the administration of prisoners of war, meant that they were only able, for instance, to visit 42 camps out of the 102 known to exist in Japan, in Formosa, in Korea and in Manchuria, at the time of capitulation.

Furthermore, these visits, during which they had to avoid quoting humanitarian conventions (mere mention of these texts annoyed Japanese military authorities), did not produce all the results that might have been expected from them. In Japan itself, the delegates found 34,000 Allied prisoners of war after the surrender of the Japanese forces, whereas only 27,000 names were known at Geneva. Also, more than anywhere else, many practical obstacles were put in the way of visits to camps. Permits, which had to be renewed in the case of each visit, were particularly difficult to obtain. The delegates, again, did not always receive the necessary travel permits. Lastly, when they went to fortified zones in which prison camps were situated, they had to supply photographs and make up an individual file for each application. Often the delegates did not know till the last moment whether the permit granted was a general one, or limited strictly to a single delegate. The duration of the visit of the camps was generally restricted to two hours, made up of one for conversation with the camp commandant, thirty minutes for visiting quarters, and thirty minutes for an interview, in the presence of the Japanese officers of the camp, with a camp leader appointed by them. No communication with the other prisoners was authorized, and negotiations undertaken with the object of altering this state of things were not successful. The camp commandants frequently refused to reply to questions put to them, on the score that they had not received authority to give information.

Visits to civilian internment camps were not so difficult. Nevertheless, after the autumn of 1944, the task of the delegates

in this field was much complicated by the Japanese police authorities. No communication with the camp leaders or with the internees could take place, unless it was in the presence of representatives of the detaining Power. The authorities found all kinds of reasons to delay or put off visits of delegates. The representatives of the ICRC noted that almost always their visits to the camps occurred several days before or after the visits of the representatives of the Protecting Power.

At the end of 1944, the Japanese Government, in reply to many requests from the ICRC, at last did allow certain camps to be visited, on condition that these visits should not interfere with military operations, that persons carrying them out should be chosen on the spot and should act as temporary representatives of the Tokyo delegation. Reciprocity, too, was to be guaranteed by the Allied Governments, particularly in New Caledonia and in the islands of Saipan, Tinian and Guam. The ICRC accepted the first three conditions, and with all haste succeeded in obtaining assurances of reciprocity from the Allied Governments concerned. The Committee then requested that the agents, which it already regarded as its delegates, at Singapore, in Siam, and in the Philippines, should be appointed to carry out these visits. The delegate at Singapore was refused approbation, and the Japanese authorities suggested the appointment of a person entirely unknown to the ICRC. The Committee held to its request for official recognition of its representative, but it was never possible to come to an agreement with the Japanese authorities (although the candidate suggested by the Japanese authorities would have been accepted by the ICRC, but only for visits of camps).

This is the place to pay a just tribute to the activities of the delegates chosen on the spot by the ICRC. In spite of the difficulties, they brought all their intelligence and their courage to the work which was demanded of them. Most of them worked without remuneration, in full agreement with their employers (generally Swiss firms).

5. Correspondence

The Pacific War, which spread over thousands of square miles, inevitably put serious obstacles in the way of correspondence. These were still further increased by the strictest censorship imposed as a result of a mistrust even greater than it was elsewhere.

The forwarding of the correspondence of prisoners of war or civil internees to their families was never satisfactory. It was nearly impossible in the southern territories occupied by Japanese forces, Siam, Malaya, Netherlands Indies and Melanesia. The negotiations undertaken by the ICRC had, however, led, on April 17, 1942, to a declaration of principle, according to which the Japanese Government "was ready to allow prisoners of war and civil internees to correspond freely with their families in foreign countries". Measures were then taken to send a first instalment of mail on the first ship for exchange of diplomatic personnel repatriated to Japan. Further instalments of mail were to be sent through Siberia.

The Japanese authorities laid down certain conditions concerning the wording and distribution of messages for the Far East, conditions which the ICRC was able to define in the following manner in a letter to the Belgian Red Cross in 1943 :

The regulations issued by the Japanese authorities limit to 25 words the length of the letters that prisoners of war and civil internees in the Far East may receive, and require that these letters should either be typed or written in capitals. These restrictions are enforced for correspondence addressed to all prisoners, either in Japan itself, or in Japanese overseas territories (Korea, South Sea Islands), or in territories occupied by Japan. In the case of civil internees, only letters for those who are in territories occupied by the Japanese forces are subject to these restrictions. For prisoners of war and civil internees presumed to be detained by Japan, but whose names had not yet been communicated, letters may be sent through the ICRC, to the Japanese Red Cross. In those cases where the names are known but the address of their camp is not known, the official information bureau on prisoners of war (*Huryojohokyoku*) is responsible for sending such mail through us.

Far from improving, the situation only became worse until towards the end of 1944, when the Japanese Government accepted the following proposals :

a) Exchange of cable messages (Telegraphic Message Scheme) enabling prisoners of war and civil internees in the Far East to send and receive every year a message of ten words, not including address and signature. All these messages were forwarded by the Central Agency at Geneva. The system was inaugurated at the beginning of 1945 ; six months later 65,823 messages had been forwarded to Tokyo, and 2,126 had been received from Japan.

b) Exchange of correspondence enabling civilians at liberty residing in the Netherlands Indies, the Philippines, Burma, and Malaya to give and receive news by means of a form with set phrases for information and queries which the sender could fill in simply. This system was also to be put in practice between these territories and the other countries under the Tokyo Government.

At the beginning of the war, the ICRC could only get in touch with its representatives by telegram, since no correspondence by letter was possible. It was difficult to transmit by telegram, with the necessary degree of accuracy, instructions, reports or special requests for information. Furthermore, in order to meet the requirements of the censorship, telegrams to the Southern occupied territories had to be sent in the Japanese language. Correspondence in these circumstances, between Tokyo, Shanghai, Bangkok and Geneva, was very uncertain and with the southern regions it was almost impossible, reaching the point where certain representatives could not get any message through, either to Geneva or to Tokyo, and in 1945 the ICRC had reason to wonder if they were still alive. It should be noted however, that the Committee's representative at Singapore was able to communicate with Geneva by cable, at the beginning of the war, thanks to the help of a Japanese official responsive to humanitarian ideals. He also managed to get through to Geneva a bundle of correspondence by the hand of the Vice-President of the Japanese Red Cross, who being in Singapore on a mission, took this packet to Tokyo.

Letter-mail, which was later authorized subject to Japanese censorship, was so slow that the ICRC often gave up using it

for communication with its representatives. The Committee's correspondence, too, with its delegates, either by letter or by telegram, was subject to censorship under conditions which seriously hampered it. Thus in March 1944, a telegram from a delegate giving an account of his visit to Fukushima prisoners camp, was considerably amended by the Military Authorities, who were unwilling that the delegate should report the unsatisfactory details that he had noted concerning the rations, sanitary conditions, and discipline of the Allied soldiers detained in this camp. The ICRC and the Allied Authorities, to whom these reports were forwarded, were aware of the difficult position of the delegates, and had to guess at what the messages meant as best they could. It should be noted that as an exceptional measure, and in a few cases which were indeed very rare, the ICRC was authorized to telephone first in German, and then in English, to its delegation at Tokyo.

6. *Relief*

Immediately after Japan's entry into the war, the question was considered of sending relief to Allied nationals who had fallen into the hands of the Japanese. The difficulties in the way of conveying relief supplies by sea over such great distances, in war zones, access to which was forbidden by the Japanese to any neutral ship, were considerable. The Committee was unsuccessful in its attempts to obtain a permit to bring to the Far East Red Cross ships with the relief stores urgently needed by Allied prisoners and civil internees.

As early as December 30, 1941, the British Red Cross asked the ICRC to organize in the Pacific a line similar to that which was to connect the United States with Europe across the Atlantic. The Australian Red Cross, for its part, expressed its readiness to provide for the first relief supplies from the South, if it could have a neutral ship with an escort and marked with the distinctive emblem of the ICRC.

The Japanese Legation at Berne, when approached on this matter, informed the Committee that the Tokyo Government would not object to a neutral ship being used. When the

Japanese stated that they were ready to give relief to prisoners of war and civil internees, in accordance with the provisions of the 1929 Convention, the ICRC asked the Japanese Red Cross if it had in mind the bringing up of relief stores on Red Cross ships. The reply, however, was long in coming. A little later, when the British Government proposed to send to the Far East a ship with relief stores for its nationals taken prisoner at Singapore, the Committee put the same question to the Japanese Government and requested them to agree in principle to the carrying of relief stores by Red Cross ships. Pending an official reply, and on the basis of the declarations made at Berne, the Committee set about finding a neutral ship¹. In this spirit, the American Red Cross planned to put on the Pacific service a ship transferred to the Swiss flag, and to the ownership of a corporation with Swiss nationality. It further offered to bear the expense involved. It requested the Committee to ask the belligerent Powers for a safe-conduct for the *Vasaland*, moored in the port of Gothenburg. This ship was to run on the route Seattle-Kobé-Shanghai-Hongkong-Manila. On its return, it would be sent to a United States port indicated by Japan, with relief stores on board for Japan's own nationals.

As it knew that the Japanese, for military reasons, would oppose any traffic in the Yellow Sea and the China Sea, which were war zones, the ICRC thought that it would be easier to secure an agreement for the establishment of a direct line from the United States to Japan, i.e. Seattle-Yokohama, or a line linking the United States with the neutral port of Macao.

Therefore, when making its request for consent by the Tokyo Government in June 1942, the Committee mentioned the route suggested by the American Red Cross and left it to the Japanese Authorities to choose a port, at the same time suggesting that of Macao. The ICRC meanwhile endeavoured to find a ship which might have been bought by the Foundation and employed in the Pacific. The French Government offered the *Wisconsin*, which was detained in the U.S.A. This ship, however, was no longer under French control, since it was being used by the

¹ At this time the ICRC was taking steps to set up a "Foundation for the Organization of Red Cross Transports".

Americans. There was then some thought of using the *Indiana*, another ship under French control in the United States.

The German Authorities at the outset refused to allow the *Vasaland* to leave the Baltic, so that the American Red Cross had to decide to charter the *Kanangoora*, another Swedish ship detained in the United States.

At the same time (in August 1942) the Japanese Government announced that it would not allow any neutral ships to enter Japanese waters, nor the waters surrounding territories occupied by Japan. It also refused to allow the establishment of a regular service, but permitted relief to be sent by ships used for the exchange of diplomatists and civilians between Japan and the Allied Powers. On this refusal, the Committee insisted on the creation of a half-way house at Macao, where ships might unload their cargoes. This port, being situated in Portuguese territories, and therefore neutral, was to play in the Far East a part similar to that of Lisbon for the Atlantic. At the end of September, the Committee learnt that the Japanese Red Cross had hinted that "the chances of arriving at an agreement would perhaps be greater if the Red Cross ships had a Japanese crew". The ICRC then contemplated creating a regular line, with a half-way house at Lourenço-Marquez. In October 1942, they submitted the scheme to the Japanese Authorities, and discussed it with the representatives of the American Red Cross. The ICRC, which had already obtained the agreement of the French and German Authorities for the transfer to the Foundation of the Belgian ship *Carlrier*, had thought of using this vessel between the United States and South Africa.

For the journey between South Africa and the Far East, it proposed to employ, with a Japanese crew, the French ship *Ville de Verdun*, which was interned in Japan. The occupation of North Africa by the Allies in November 1942 upset the scheme for the purchase of the *Carlrier* and, when a month had passed, the Tokyo Government informed the Committee that it did not see any possibility of organizing a transport service between Japan and Lourenço-Marquez.

In spite of this set-back, the question was taken up again. On February 24, 1943, the ICRC submitted to the Japanese

Red Cross a proposal of the American Red Cross for the establishment of a service between the United States and Japan, with a half-way house in the Pacific. By this plan an American ship would have unloaded the goods at a place to be determined, and they would have been distributed at various points in the Far East by a Japanese vessel. In the same way, the American ship would have unloaded in the United States the relief stores coming from Japan for Japanese prisoners and internees. The United States would even have agreed that the American ship should do the whole trip, the American crew being replaced at the half-way house by a Japanese crew for the Far Eastern part of the journey.

Likewise, on February 26, 1943, the Committee advised its delegation in Japan to resume negotiations with regard to the Lourenço-Marquez-Japan service by a Red Cross ship flying the Swiss flag, and carrying only relief stores for prisoners of war and civil internees of the two belligerent parties. In April 1943, the Japanese Red Cross, in reply to the American proposals, stated that the Japanese Government had no objection in principle to the sending of relief, but that it could not yet change its resolve not to permit the entry of neutral vessels into zones of military operations. Nevertheless, if the American Government were to send relief stores by a Soviet vessel to Vladivostock, Japan would be ready to consider the granting of facilities for the forwarding of such relief supplies. In fact, soon after this, the Japanese Ministry of Foreign Affairs notified Switzerland, in its capacity as Protecting Power, that Japan would send one Japanese ship monthly to Vladivostock, on condition that its passage was guaranteed by safe-conducts issued by the Powers concerned. This news was communicated to the ICRC by the United States Legation in June 1944. In November, a Japanese ship, the *Hakusan Maru*, was sent to the Siberian port of Nakhodka, to take on there part of the cargo of relief supplies that the United States had sent to that port on a Russian ship. The *Hakusan Maru* loaded at Nakhodka 2000 tons of goods delivered at Vladivostock by the American authorities. This consignment included a total of 74,364 parcels.

At the beginning of the year 1945, the Committee thought that negotiations for the establishment of a regular service, if resumed, would have some chance of success. Two lines could have been established ; one linking Europe to Sumatra, for the supply of the Sunda Islands, the other between the United States and Japan for food supplies to Japan and China. The *Mangalore* and the *Travancore*, Swedish ships which were then in service on the Atlantic line, seemed suitable to be put on to these new routes. From Sumatra, failing neutral cargo vessels, they could use ships of the Japanese coasting trade, which would provide a shuttle service. There were discussions to this end with the Japanese Legation at Berne in 1945.

The cargo loaded at Vladivostock, as has been seen above, seemed at last to give hopes of the establishment of regularity in the dispatch of relief supplies. Unfortunately, the *Awa Maru*, one of the ships responsible for distributing the relief supplies brought by the *Hakusan Maru* in the Southern occupied territories, was torpedoed on its return voyage on April 1, 1945, by an American submarine. From that time the Japanese Government refused to entertain any plans for Red Cross ships to ply in the Far East. The Japanese Authorities persisted in this attitude up to the capitulation, and the negotiations, which had been carried on for nearly four years with a view to establishing Red Cross transport services in this part of the world, in the end had no success. In this field, as in others, the fact that the efforts of the ICRC were fruitless was not through neglect of any feasible plan, even the boldest, or because there was failure to urge such a plan upon the Japanese Authorities on every possible occasion.

With the exception of the *Hakusan Maru*, it was only in the ships used for the exchange between Japan and the Allied States of persons in the diplomatic service and civilians, that medical stores, food and correspondence, could reach the Far East by sea.

A suggestion for these consignments was made for the first time in March 1942 by the Committee's delegation in Japan. Food and medical stores would be distributed to the consignees by the Japanese Red Cross. The exchange would take place

in the following manner : American or British ships would be sent to Lourenço-Marquez or any other port, to which Japanese ships on their side would also proceed. There would be a representative of the Protecting Power on board, who would at the same time work as the agent of the ICRC. A delegate of the ICRC would supervise the unloading of the goods, if necessary their storage, and their reloading on to another vessel. A first exchange took place in July 1942. The ship *Asama Maru* went to Lourenço Marquez to meet the *Gripsholm*. It brought 6,993 parcels back to Japan or to the occupied territories. A second exchange ship, the *Tatura Maru*, carried relief supplies from Lourenço-Marquez in September 1942. With regard to this, the delegate at Tokyo wrote as follows :

All the goods, including 48,818 parcels, 360 of which seem to have arrived in a bad condition, were unloaded at Singapore. The delegation in Japan asked the Huryojohokyoku to take the necessary steps, so that 60% of the cargo be divided among the prisoners of war and civil internees camps of the Singapore sector, and the remaining 40% between the prisoners of war and the civil internee camps in the Netherlands Indies.

In October 1944, according to the reports of the delegate at Tokyo, the *Kamakura Maru* carried a cargo of 47,210 parcels, 32,940 of which were unloaded at Hongkong. Lastly, the *Teia Maru*, going to meet the *Gripsholm*, took on board a number of parcels intended for Allied nationals detained in the Far East. On this subject, the Committee's delegate reported as follows :

Out of a total of 48,760 parcels dispatched 48,581 parcels have been distributed in the Far East. The allocation of these parcels and the collection of reports on them, as well as receipts, when included to the total despatch of 48,760 parcels, should be regarded as a satisfactory achievement in time of war.

The Committee's delegates were never able to exercise complete supervision of the unloading or the issue of these relief supplies. In most cases the Japanese Authorities took on this work, both in Japan and in the occupied territories. It was only very seldom that the delegates were able to be present at these operations. A certain check on distribution might, however, have been carried out through the individual receipts

in each parcel, but it was very difficult to get hold of these documents. The first receipt received was a general receipt, signed only by Japanese officers ; it contained no details as to distribution, and thus did not give the guarantees implicit in receipts signed by the consignees. (It should be noted that a fairly large number of individual receipts reached the ICRC after the end of hostilities, and among these there were those signed by Generals Percival and Wainwright, and by Governor-General van Starckenborg.)

These was an extensive correspondence with the Japanese authorities about the allocation of these relief supplies. During the war only a few replies came from the Prisoners of War Bureau and from the Japanese Ministry of Foreign Affairs, and the information received was seldom very satisfactory. The delegates tried gradually to obtain proofs that all relief supplies which were delivered had, in actual fact, been distributed to the addressees, but they only managed to do this in certain cases and after persistent discussion.

Parcels were distributed to Allied prisoners and civil internees, without distinction of nationality, since the American, British and Netherlands Government had decided to pool these relief supplies. To sum up, on these four ships more than 150,000 parcels were despatched, and this number reached their destination. If that number be added to the consignment on the *Hakusan Maru*, a total of 225,000 parcels were divided between the prisoners of war and Allied internees in the Far East. The unfortunate torpedoing of the *Awa Maru* was the reason brought forward by the Japanese authorities for not allowing any further consignments. Thus, no relief supplies reached Japan or the occupied territories after those which had been brought by the *Hakusan Maru* in November 1944.

In these circumstances, local purchase of supplies, a course which should have been taken only to supplement relief arrangements, became essential in practice. We shall confine ourselves here to mention of the general methods and total figures of these purchases.

The necessary funds came from the Allied Governments, from the Allied Red Cross Societies and other relief organizations.

At first they were transferable at pleasure, but as from 1944 they had to be sent to Tokyo. Transfer of funds in territories outside Japan was subject to a special permit. Owing to the rate of exchange imposed by the Japanese Government, these funds lost a part, often a large one, of their purchasing power. Lastly, funds intended for certain destination, had to be converted once or several times into different currencies at a rate fixed by the Japanese authorities themselves. It should further be borne in mind that the activities of certain delegates in these parts never had the sanction of the Central Authorities and local commandants.

About 21 million Swiss francs were transferred to the Far East through Geneva. The various delegations were able to use more than 16 millions. Five millions never reached their destination, since it had not been possible to obtain the "re-transfer" permit.

It was in August 1945, after the Japanese capitulation, that the activities of the ICRC in the Far East were at last able to have scope. For it was on that date that the delegates in the Southern occupied territories were recognized by the Japanese authorities, and that they were able to visit the ex-prisoners of war and civil internees who were still in the camps, and to give them help. Certain delegations, either direct or through Geneva, forwarded to the Allied commands a list of urgently needed relief supplies, to be dropped by parachute in camps indicated to pilots by large national flags or Red Cross flags. This work of the delegations was taken over, as soon as they arrived, by the Allied organizations responsible for repatriation of ex-prisoners of war and civil internees.

Appeals to public generosity made by certain delegates, particularly at the moment of the capitulation of Japan, made it possible to collect on the spot considerable gifts in kind of great variety, and funds which may be estimated as equivalent to about 1,200,000 Swiss francs.

The following table gives a general outline of the use of the funds :

	Funds supplied by Governments and Red Cross Societies	Funds collected on the spot	Total
Drugs, surgical apparatus, dental treatment	953,032.46	38,568.25	991,600.71
Soap, washing and toilet, disinfection	289,894.03	6,859.10	296,753.13
Food	8,784,470.04	547,737.33	9,332,207.37
Clothing, footwear, thread, buttons	601,196.26	89,197.07	690,393.33
Toilet articles ; tooth brushes, tooth powder, razors, blades, combs, brushes, etc.	134,809.15	2,440.35	137,249.50
Books, games, sports equipment, musical instruments	44,060.30	28,354.40	72,414.70
Beds, mattresses, blankets, sheets, towels	126,899.67	37,359.60	164,259.27
Household utensils, brooms, toilet paper	104,476.50	5,024.42	109,500.92
Office fittings, stationery, pencils, etc.	37,213.47	74.40	37,287.87
Allowances (to civilians)	831,644.73	—,—	831,644.73
Pocket money (prisoners of war and civilians)	1,518,161.47	50,080.14	1,568,241.61
Relief packages	371,161.70	—,—	371,161.70
Tobacco, cigarettes, articles for smokers	486,265.89	177,307.13	663,573.02
Officers' mess (Shanghai)	18,281.15	—,—	18,281.15
Rent, telephone, electricity, heating, repairs to building, furniture, kitchen fittings, wages (800,000 frs. of which was for the "Rosary Hill Red Cross Home" Hong-kong)	899,099.86	44,891.95	943,991.81
Miscellaneous, including carriage of goods, transports, cable charges	913,338.40	155,512.74	1,068,851.14
GENERAL TOTAL Swiss francs	16,114,005.08	1,183,406.88	17,297,411.96

More detailed tables giving the names of the various donors, the use to which these funds were put in local money and the equivalent in Swiss currency, will be found in the annex to Vol. III, which deals with institutions from which gifts were received.

Lastly, mention should be made of the fact that very large sums reached the Far East through the Protecting Powers. The delegates collaborated closely with their representatives, particularly at Shanghai and at Bangkok.

7. *Repatriation*

Although Japan was not a party to the 1929 Convention on the treatment of prisoners of war, the ICRC, in its memorandum of February 15, 1944, submitted to the Japanese Government, as to the other Governments concerned, the question of the repatriation of wounded and sick prisoners of war and civilian internees. No reply was given. The Committee returned to the problem in the month of June of the same year and telegraphed to the Japanese Ministry of Foreign Affairs, proposing the acceptance by the Imperial Government of a reciprocal agreement between the parties concerned for the repatriation of wounded and sick, particularly those whose state of health might become worse as a result of the climate. Pending the conclusion of such an agreement, the Committee asked, as a preliminary measure, that the prisoners should be transferred to districts where the climate was better ; it even offered to supply all the medical relief necessary for the help of these men.

The reply was received in October 1944 ; it stated that practical difficulties were involved in the repatriation of wounded and sick, but, even so, the Japanese Government was giving the question of the transfer of these persons the required attention and it went on to point out that the authorities as far as they could, were distributing the necessary medical relief, whilst the proposal of the ICRC to supply such relief remained still under consideration.

On March 28, 1945, a note on the same subject was sent again to the Japanese Government. In June 1945, when the Geneva mission set out, this question had not yet been solved ; it was to form the subject of negotiations by the delegates on their arrival. The Japanese capitulation occurred soon afterwards.

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DE LA CROIX-ROUGE

SUPPLEMENT

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INTERNATIONAL COMMITTEE OF THE RED CROSS

APPEAL OF THE SWISS RED CROSS

With the title "*Heiden - May 8, 1948*" the Swiss Red Cross issued the following Appeal :

Today, May 8, 1948, marks the hundred and twentieth anniversary of Henry Dunant, the founder of the Red Cross. On this same day, three years ago, the hostilities of the second World War came to an end in Europe. On this memorable day the Swiss Red Cross sends a call to meditation upon the spiritual forces which have imbued the work of the Red Cross since the battle of Solferino, to all the Red Cross, Red Crescent and Red Lion and Sun Societies, and through them, to men, women and children of all nations, as well as to their governments. Today, the spirit and work of the Red Cross are more than ever in danger. The sinister aspect of this peril lies in the fact that until today the foundation of a veritable peace, so sadly needed by humanity, has not yet been laid.

The spiritual force of which the Red Cross was born, is the feeling of kinship of all men ; in our fellow-man we see ourselves, our value and dignity, our longing for justice and love, but also our weaknesses and shortcomings. The feeling of kinship of all mankind is the feeling of common origin and destiny, of common task and fate.

When we face suffering and death, our pride vanishes and racial, religious and social discrimination lose all importance. In its place there comes into focus the community of mankind, the responsibility of man towards man, irrespective of his position in life.

The Red Cross was created in order to alleviate suffering inflicted upon men through sickness and neglect caused by war. Red Cross aid means aid to all, a practical application of man's responsibility toward man. The Red Cross breaks down walls which are blinding people to the reality of their mutual bonds. In the final analysis, it means love for each individual who suffers, even for the enemy. The Red Cross has the task of finding, in the darkness of hate and destruction, the human being in need, to be truly charitable to the neighbour, whoever he may be.

We all owe allegiance to the history and to the requirements of the State to which we belong. It is not always easy to carry out impartially

the Red Cross mandate of being one's brother's keeper. This is particularly true with regard to those who, in the pursuit of their enemies, have cast aside all human feeling. However, in what other way can we manifest our *own* humanitarianism, than in the attempt to free our fellow-men from the bonds and guilt which darken their existence? We must look upon them, as did Henry Dunant, as being all brothers. The Red Cross must first of all be the servant and helper of the *individual*, before it can be the servant and helper of peoples, states and armies.

Responsibility towards the individual and neighbour is not limited to the battlefield, to suffering and death; it enters into human relations as a whole.

It is not enough to assist the weak and helpless; the strong and independent, too, must learn to bridge the gaps which divide men, to break down barriers, to overcome suspicion and strife. For the millions everywhere, who believe in the spirit and work of the Red Cross, it must be a sacred duty to foster unity among men, to enhance the spirit of understanding, to strive for the suppression of brute force. It must become our avowed task to serve humanity not only in time of war, after all semblance of order has broken down, but to work with all their might for the *prevention* of war.

The spirit of the Red Cross is the spirit of peace. Therefore the plea goes out to everyone. Let us take this spirit into our hearts and carry it into our families, schools, professions, parliaments, governments and into the relations between States.

Looking back over the past tragic years of world history, it is to be hoped that many will become inspired—like Dunant on the battlefield of Solferino—to help free mankind from fear and misery and to spare no sacrifice to help create a humane and peaceful world.

* * *

The moving Appeal just quoted was read out on May 8, 1948 in the three national languages of Switzerland by members of the Central Committee of the Swiss Red Cross, and broadcast by the Swiss Radio. At the same time the General Secretariat of the League of Red Cross Societies sent records of the broadcast in many different languages to all the National Red Cross Societies. The Swiss Red Cross had chosen for this Address, a significant date: May 8 is the birthday of Henry Dunant, founder of the Red Cross and it is also the date on which fighting in the Second World War came to an end in Europe. In due

commemoration of this anniversary, the Swiss Red Cross invited to the little town of Heiden, where Henry Dunant spent the last eighteen years of his life, representatives of the International Committee of the Red Cross and of the General Secretariat of the League of Red Cross Societies, as well as those of many national Red Cross Societies. These guests were received by Dr. G.A. Bohny, President of the Swiss Red Cross, who had with him many of his colleagues on the Central Committee, as well as representatives of the Swiss Federal Council and of the Council of State of the Canton of Appenzell (Outer Rhodes) and the Municipality of Heiden. The message of the Swiss Red Cross was read aloud in the service of commemoration in the Church of Heiden. Later an address on Henry Dunant was delivered in front of the hospital of Heiden, where he passed his last days. The Swiss Red Cross entertained its guests to luncheon and the International Committee of the Red Cross used that occasion to pay tribute by the founder who inspires it swork. The International Committee was represented by M. Martin Bodmer, Vice-President, MM. R. Gallopin and G. Dunand, Director-Delegates and M. J. von der Mühl, head of the Information Division.

*THE INTERNATIONAL COMMITTEE
OF THE RED CROSS IN PALESTINE*

(December 1947 to May 1, 1948.)

On November 29, 1947, the General Assembly of the United Nations declared itself in favour of a plan for the partition of Palestine into two States, the one Arab, the other Jewish, a distinct status being reserved to the City of Jerusalem. This decision was received in different ways by those affected and, as soon as it became known, gave rise to incidents which constituted a danger to the safety and lives of a certain part of the population. Sporadic fighting and regular engagements soon began to develop: there were dead and wounded, prisoners and hostages, and helpless victims amongst disarmed civilians.

Faced with these facts, the International Committee at Geneva could not remain indifferent. It decided to consider to what extent it could proffer its good offices in bringing aid to the victims of the struggle which was beginning; the basis for any action to be taken was Art. VII, Sec. 2 of the Statutes of the International Red Cross which provides that "It (the ICRC) remains a neutral intermediary, the intervention of which is recognized to be necessary, especially in time of war, of civil war or of internal disturbances". Before taking any steps however, the Committee had to be more fully informed, and its delegation in Cairo was instructed to carry out a mission of enquiry on the spot.

A new circumstance arose at this juncture. On January 3, 1948, the Committee was informed, through the British Colonial Office and its own delegation in London, of a telegram from the British High Commissioner in Palestine, asking for the despatch of doctors, nurses and medical supplies, since the hospitals were overcrowded and the Arab and Jewish medical personnel had announced their intention of leaving their duties after the departure of the Mandatory Power. The Committee was therefore requested to assume a definite task, within the framework of its customary part as neutral intermediary. In order to

determine the possible scope of such action, a mission left Geneva on January 20, with instructions to study the situation in Palestine with regard to hospitals and medical aid, and at the same time to get in touch with the British, Arab and Jewish authorities, in order to consider to what extent it might be possible to expand the terms of reference of the task proposed. Before beginning to set on foot a scheme for medical aid, such as it had been asked to do, might it not be possible for the Committee to invite both parties to apply the Geneva Conventions for the relief of the sick and wounded and for the treatment of prisoners of war, and to extend the terms to cover civilian non-combatants ? The Committee holds that, since it is the originator of the Conventions, its fundamental task is to request their application on each occasion that this is required by the circumstances ; this duty takes precedence over any other action concerned with medical care of health.

The Mission of Enquiry, composed of Dr. Roland Marti, head of the Medical Division of the ICRC, M. Munier, delegate in Egypt, and M. Jacques de Reynier, first made a stay in Cairo, where Dr. Marti took the opportunity of explaining the objects which they hoped to achieve to members of the Government, in particular to H. E. Nokrachy Pacha, Prime Minister of Egypt, to Assam Pacha, Secretary-General of the Arab League and to the Grand Mufti. The Mission then arrived in Palestine, where it had discussions with the British, Arab and Jewish authorities. There it was able to determine the reasons which had moved the High Commissioner to prepare the Internatinal Committee. The disorders were at once seen to be extremely serious, leading to assassinations on both sides, followed by reprisals, passions gradually becoming inflamed to such a pitch that the worst was to be feared when the Mandatory Power left the country. The fact which most disturbed the Palestine Government and which explained the wording of their telegram, was that the Government hospitals were liable to find themselves from one day to the next without any staff ; this, for the Arabs in particular, would have been disastrous, considering the scarcity of medical resources. In order to ward off this danger the only solution had been to appeal to the Committee, as a proved neutral

organization, which was probably alone in a position to be recognized and accepted by the two parties.

Dr. Marti had occasion at this time to define the limits within which the Committee could take action. It was not, for instance, possible for the Committee to assure the operation of a Public Health Service and to act, as it were, in the place of a Government administration. It had neither the necessary experience, nor the requisite means, nor adequate staff to undertake such duties. It was therefore bound to confine itself to its habitual role, and to concern itself in the first place with obtaining that the Geneva Conventions should be applied and respected. The Committee's work would, of course, have to be adapted to local conditions and events, but it could not in any circumstances be extended to include the organization of a Public Health Service, for which large funds would be needed, which the Committee did not possess.

As to the despatch of doctors, nurses, surgical equipment and medicaments, those too must depend on the means available to the Committee, possibly after appeals had been made to Governments and the National Red Cross Societies.

It should be mentioned here that the Committee has no funds of its own available to finance missions which it is asked to undertake. In each case therefore, the question of finance arises : it will be seen below how the problem was solved for the work in Palestine.

After these preliminary contacts the Mission of Enquiry asked the Palestine Government to map out a journey in order that they might reconnoitre the whole of the Palestine territory. This inspection was carried out both in Arab and Jewish areas, and made it feasible to frame a working scheme to be submitted to the British authorities and to the Jewish and Arab leaders.

The Mission drew a schedule of hospital beds available, of medical and surgical installations, and of requirements in medicaments. They found that, in the case of the Arabs, reserve stocks of medicaments were almost nil, and moreover, that they had no reserve supplies either of blood or plasma for transfusions, whilst the Jews appeared to be well equipped, even in the smallest and the most remote of their settlements.

The problem of ambulances was threatening to become acute. The Magen David Adom (a Jewish association similar to a Red Cross Society, although not using the emblem) possessed thirty-one modern ambulances. The Palestine Government had but a few worn-out vehicles : it nearly always had to fall back on the use of army ambulances, which would have to be withdrawn after May 15.

Finally, there was the problem of the Mission Hospitals to be considered, which in many cases wished to be placed under the protection of the Committee, and also expected financial aid

The mission having thus made a rough schedule of requirements, and defined the scope of aid in medical care and health, went on to develop a working plan for placing hospital establishments under the protection of the Committee's emblem, and to enable those who wished to do so, to work there until the time came when the authority taking over power would be able to grant normal protection.

The following working plan was submitted to the parties concerned, who had previously given their consent in principle to the intervention of the International Committee and even keenly desired it.

Activities:— To see that the spirit, if not the letter, of the Geneva Conventions are applied and respected, by combatants and civilians. In practice therefore :

(a) — Endeavour to ensure respect for existing establishments and organizations which have a humanitarian aim and are of general utility, i.e. hospitals, dispensaries, laboratories, ambulances, medical personnel, orderlies and nurses, the emblems of the Red Cross, Red Crescent and Magen David Adom, in order to prevent their destruction and to allow them to work.

(b) — Endeavour to secure the freedom of traffic movement on roads leading to hospitals and burial-grounds, for vehicles displaying any one of the emblems of the Red Cross, Red Crescent, or Magen David Adom. By wider application, to secure respect for any vehicle displaying one of these emblems in any place.

(c) — Allocation and distribution of available means and relief in the form of personnel and supplies already there, such as medical and food supplies, and transport.

(d) — Taking delivery, transport and distribution of relief arriving from abroad.

(e) — Protection of the non-combatant civil populations (women, children and the aged), by finding practical means for their removal to points outside the fighting areas, and by setting up neutral zones, organizing relief, etc.

(f) — Endeavour to co-ordinate relief schemes abroad for Palestine.

Means and Plan of Action. — The delegation does not assume any kind of managing responsibility. It gives its support and protection to the humanitarian work carried out by existing organizations, and offers suggestions or advice. In order to do this, the delegations must :

(a) — Establish and actively maintain permanent and confident liaison with all existing organizations, such as the Red Cross, Red Crescent, Magen David Adom, Medical Associations, Women's Association, Missions and representatives of the various faiths, and local authorities. A network of good relations covering the whole country must be created as speedily as possible.

(b) — Establish and maintain relations of confidence with the military and civil government authorities, who at the time effectively hold power. This is the only means of obtaining agreements necessary for the protection of the work of the Red Cross, the Red Crescent and the Magen David Adom.

(c) — By the presence and activity of its delegates amongst those who are suffering, as well as amongst those who are doing welfare work, the Committee must create a feeling of confidence, calculated to ensure respect for the work which it defends and protects.

By co-ordinating the activities of its various delegations throughout the world, the Committee directs, from Geneva, the task of regulating the financial questions, purchases and transport of relief supplies for Palestine.

To carry this plan into action would involve the despatch of eight delegates and ten senior nurses of the ICRC to Palestine. The work of this delegation for the space of a year would mean an expenditure of roughly a million Swiss francs. The financial aspect of the problem seems to have been solved fairly quickly, the expenditure being underwritten, in shares of varying size by the mandatory Power, the Jewish and Arab organizations from whom the ICRC had formal assurances on the matter.

Even so this plan as a whole would have remained only one of intention without practical effect, if this preliminary and

essential condition failed of fulfilment: that is, the formal undertaking of both parties in the conflict to apply in all circumstances during the struggle in Palestine, the principles of the Geneva Conventions of 1929.

The application of these principles would have the effect (1) of keeping within limits the number of victims; (2) of providing protection for the sick and wounded, prisoners taken in the fighting and also, by extending its terms, for non-combatant civilians; (3) of making possible the despatch of relief of all kinds. The paramount aim of the Committee must be, then, to secure the pledge of both parties that they would observe these principles. On March 12, the Committee put out an Appeal from Geneva to awaken the attention of the Authorities concerned in the events, and to inform public opinion. The Appeal took this form:—

In spite of the fact that the present incidents in Palestine are not an armed conflict between two sovereign States, the International Committee of the Red Cross holds it to be its duty, in the interests of these who are the victims, to invite the parties—if they decline to give up the resort to force—to observe the traditional terms of the law of nations and to apply as from this day, the principles of the two Geneva Conventions of July 27, 1929.

The first of these Conventions provides for the relief of the wounded and sick, and the second bears on the treatment of prisoners.

In accordance with the true purpose of these Conventions, the International Committee draws particular attention to the following humanitarian principles:—

(1) — Protection shall be given to the wounded and sick, and without distinction they shall be treated with humanity and shall be given the care which their condition requires. The vehicles for the transport of the wounded and sick, the mobile medical units and the fixed establishments of the medical service, the medical personnel as well as the medical equipment and stores, shall be respected and be accorded protection in all circumstances.

(2) — Respect for the dead, that is for the bodies of the fallen and for the funeral convoys for their burial.

(3) — Safety for all who take no part in the fighting, especially women, children and the aged.

(4) — Right of every combatant who falls into the hands of the adverse party to be treated as a prisoner of war.

The International Committee, invoking the proclamations already made by the Magen David Adom and by the Red Cross and the Red Crescent Societies of Palestine affirming these principles, makes its own especial appeal to the responsible Authorities, to the Arab and Jewish people, and to those who are their representatives and spokesmen. It exhorts them to abide by the minimum conditions set out above and awaits the formal agreement of both parties that they will observe them. In the view of the Committee such an agreement is necessary before it can achieve, in accordance with the principles it is bound to defend, a work of humanitarian service in behalf of those who are stricken in the present grievous struggle.

On April 5, the Committee's delegate in Jerusalem had in his hand the written response of both the Arabs and the Jews. Both sides gave their word to respect and to observe the essential principles of the cited Conventions¹. There was now no longer any obstacle to the formal intervention of the International Committee. Within a month the stipulations were in force, the delegates and the nurses were at their posts.

In the meantime, the representatives of the United Nations in Palestine were kept informed of the projects, and they gave

¹ *Jewish reply:*

April 4, 1948.

We wish to give you formal assurance that the responsible Jewish Authorities in Palestine will, during the present conflict, respect the Geneva Conventions of 1929, in relation to armed forces and also to civilians, in so far as the said Conventions apply to civil populations.

Yours faithfully,

(Sgd) Iddie MYERSON.

D. BEN-ZEVIE.

On behalf of the Executive Committee of the Jewish Agency of Palestine and of the Vaad Leumi (General Council of the Jewish Community of Palestine).

Arab reply:

I have the honour to acknowledge the receipt of the Appeal of the International Committee of the Red Cross from Geneva on March 12 and in reply to inform you that the Arab Higher Committee, representing the Arab population of Palestine has noted this Appeal, and in accordance with the Arab and Muslim traditions and customs of humanitarian conduct, agrees to abide by the minimum conditions set out in the above-mentioned Appeal and to do all that is humanly possible to that end.

Yours faithfully,

(Sgd) Dr. H.F. KHALIDI.

(Secretary A.H.C.)

Stamp of the Arab Higher Committee.

them their entire approval. When the plan for the partition of the country was given up, the Committee made no change in its purpose and in its work to be done, since the state of the whole country remained as disturbed as ever, and even deteriorated as the day of May 15 approached.

* * *

Even before the decision was made to start on a fairly extensive undertaking, the delegate of the ICRC, stationed in Jerusalem, M. de Reynier, who later became Head of the Delegation in Palestine, received a large number of requests from the representatives of the Mandatory Power, and from the Arabs and Jews. His intervention was also often sought for the settling of particular points. The delegate had some gratifying success in this limited field of practical service; he was able, for instance, to see that certain medical stores held up at Tel-Aviv were sent off to Jerusalem, and to persuade the combatants on several occasions to cease fire for a time, in order that the wounded might have attention, or while the women, aged people and children were removed to less dangerous zones. At the same time, he carried out a plan of what might be called instruction and information, explaining the principles of the Red Cross and the spirit of absolute neutrality in which it serves in behalf of all victims, without reference to race or religion.

Proceeding in this way, he laid great stress on the unqualified obligation to respect, in all circumstances, the protective symbols of the Red Cross, and also on the duty incumbent on all who display the emblem, to refrain from any kind of action which might have the slightest connection, direct or indirect, with the fighting. He thus set out to win the trust of both sides in the struggle, a confidence without which he could not accomplish any service to them.

The request was made of him, for example, that the Committee take various hospitals and mental asylums under its protection. Particular mention was made of the government hospital of Bat Yam between Jaffa and Tel-Aviv. Built on high ground, it is an important strategic point, for the possession

of which the contest went on without pause. In the end, Arabs and Jews fell back on an agreement to respect this hospital and to keep it clear of the fighting, on condition that the Committee would take over its protection. A hospital in Jerusalem and a home in Bethlehem were in a like situation with regard to the fighting. The whole of the staff threatened to leave on account of the danger unless the Committee gave assurance that it would guarantee that the hospitals would not be used for military purposes. No formal undertaking of that kind could be given by the Committee, since every measure in Palestine was dependent on the word of Arabs and Jews that they would observe the principles of the Geneva Conventions. M. de Reynier, however, made it clear that the Committee would accept duties of that nature, on condition that the emphasis be placed on the moral character of the protection it gave and that it were not involved in administrative or financial matters in the running of these hospitals.

The discussion of such problems as these meant that the representatives of the Committee had to make journeys throughout the length and breadth of the country. In this connection, note should be made of the dangers which beset the head of the Delegation and later, his colleagues and the nurses who had joined him, as they went about their work. The roads were far from safe; frequently the journey had to be made under escort. Much suspicion had to be overcome and persuasion had to be practised. There was also the risk of falling into an ambush and of being shot at by snipers. It fell to them too, to arrange truces and local agreements with combatants who did not always respond to strict discipline and whose passions ran high.

One of the biggest problems which had to be tackled was that of Safety Zones. The idea has long been contemplated; it has not yet, however, reached the point of being put into practice. With the agreement of all the authorities and the approval of the International Committee in Geneva, the delegate considered plans for the establishment of three of such zones within the city of Jerusalem. Under the protection of the emblem of the Committee, they would have to take in all clas-

ses of non-combatants, (women with their children, expectant mothers, old people, disabled, wounded, and sick persons), on the invariable condition of absolute neutrality. No one would be permitted to carry in arms. The provisioning and maintenance of order would be the part of the usual authorities, whilst the Committee would endeavour to bring in relief supplies. The representatives of the Committee would have the duty of ensuring respect for accepted regulations, and would guarantee by their presence and by the supervision they provided that these zones should be neutral places of asylum established for the sole benefit of non-combatants. All concerned accepted the condition thus laid down.

Later, the proposal was made to extend the area of the Safety Zones to cover the whole of Jerusalem, and the city would then in a double sense have merited the description the "Holy Places". At the moment of writing no decision had been reached in this regard.

Since its primary object, that of the formal agreement of both to respect and to apply the principles of the Geneva Conventions, had been won, the ICRC was now free to give its attention to relief for those who had fallen victims in the struggle. It is understood that, as a general rule, the Committee proffers its services in this field whenever it believes it can serve as the *required neutral intermediary*, just as it has so often done in the course of the recent World War, and during the last three years. But if it wishes to remain true to its constant policy, it can only act equally in behalf of all parties involved. It has, too, of set purpose, laid the emphasis on its role of giving moral protection. Nevertheless, it was also clear from the outset in Palestine that the Committee must take on the task of supplying relief in kind to the victims in the struggle. It is anxious to bring this material help in two ways :

(1) — By sending nurses who form part of the delegation, and whose duty is to recruit a nursing staff, rather than to tend the sick and wounded.

(2) — By the despatch of relief in kind, with priority for medical equipment and stores.

The Committee has especially to seek relief stocks entrusted to it without conditions, which it can use for the benefit of Arabs as well as Jews. In the present state of the world, is it warranted in looking beyond Jews and Arabs to the charitable organizations to shew in a substantial way, their sympathy for the victims of what is happening in Palestine? Whilst taking care not to raise too many hopes, it has to pursue its search for relief supplies with the greatest determination. In so doing, the Committee relies most on the National Red Cross Societies. At the beginning of May, it sent an appeal direct to some of those National Societies who had shewn most concern about the conflict in Palestine.

What kind of help would be most useful? Whilst the Appeal was being drafted, the American Red Cross had, of its own accord, offered a large supply of dressings for distribution, at the discretion of the Committee, where the need was greatest. On the other hand, several organizations offered gifts, specifying how they wished them to be allocated. The Committee accepted these contributions too, on condition that it be allowed to retain a quarter for use as it thought best, it being understood that it would be devoted to Palestine.

The Committee holds it essential that it should be able to give relief to all victims in a conflict, without any discrimination. It is natural that donors wish their gifts to be handed preferably to those in whom they feel some special interest; it would, however, be contrary to the idea of the Red Cross that only certain categories of victims should benefit and that others, being unknown to the donors, should be excluded from the ministrations of the Committee, the agent through whom the gifts reach their destination. The Committee therefore asks these donors to grant it the liberty of distributing some part at least of their gifts according to its judgment, the sole criterion being the urgent character of the needs.

The donors themselves will be responsible for the transport to Palestine of these contributions, since up to that stage no intervention of a neutral intermediary is required, as it was during the War and the blockade. They will be unloaded as far as possible in Palestine itself. Probably the intervention of

the Committee will, equally, not be needed for distribution if the gifts are for Arabs in Arab zones, or for Jews in Jewish zones. However, the situation in the various regions develops and changes so rapidly that the Committee may be obliged, perhaps, to take over all distribution, unless it were to hand over each consignment to the Society called the Palestine Red Cross and Red Crescent (Arab) for example, or to the Shield of David (Magen David Adom).

In addition, the Committee ensures the protection of certain Hospitals. It has no responsibility for their supplies, but in all probability the delegation will be called on to receive subscriptions of money for financing their maintenance. These hospitals will, moreover, be included when an allocation is made of general relief stores.

Turning to the Safety Zones, the Committee is unable to see to the whole of their necessary supplies. At the same time, it accepts wide responsibilities in the moral, and probable the material field. A moderate estimate puts the sum necessary for maintaining the three zones in Jerusalem at 200,000 Swiss francs a month. The Committee is endeavouring to make sure of covering this expenditure by an appeal to the national Red Cross Societies. In order, however, to avoid delay in carrying out its plans, the Committee has not hesitated to make a preliminary advance of funds, even before receiving any assurances of backing for such action. The humanitarian purpose came before all other considerations. Nevertheless, the fact remains that such expenditure must necessarily be guaranteed, since the Committee has no funds of its own for undertaking, even for a short period, an enterprise of such dimensions.

Finally, the Committee, as it has always done on similar occasions will request the donors to make contributions to overhead expenses incurred in relief work, and to meet all the actual invoice charges. It is impossible to make forward estimates of those expenses ; the Committee has therefore arranged a "Palestine levy", similar in intention to that which was collected during the recent War for prisoner of war relief. It will ask the donors to make a contribution equal to ten per cent of the insurance value of their gifts. This ten per cent should be suffi-

cient, since the deliveries will be made at the port of transit free of charge. At the end of six months, a balance will be made and the Committees hopes to be able to make some refund to the donors.

* * *

Such, at the beginning of May, was the scope of the Palestine problem, as it appeared to the Committee. The definite achievements were then as follows :

(a) — Application of the principles of the Geneva Conventions of 1929 by both parties, to combatants and non-combatants ;

(b) — Presence of a delegation of eight members responsible for carrying out the customary duties of neutral intermediary and of supervising the methods of applying the Conventions ;

(c) — Presence of ten Hospital Sisters responsible for ensuring the proper management of a few hospitals, and to recruit medical staff ;

(d) — Planning of one or several Safety Zones in Jerusalem ;

(e) — Organization or relief measures for the benefit of victims of the conflict, without discrimination of any kind and solely in the measure of actual needs.

THE CONFLICT IN PALESTINE

AN APPEAL OF THE INTERNATIONAL COMMITTEE OF THE RED CROSS TO THE FORCES ENGAGED

Geneva, May 21, 1948.

In its anxiety to give the greatest possible safeguards to the principles of humanitarian conduct in the serious conflict in Palestine, the International Committee of the Red Cross in Geneva makes an appeal to the Governments of Egypt, Irak, the Lebanon, Saudi Arabia, Syria and Transjordan, as well as to the Government of Israel.

Here is the text of this appeal :

" The International Committee of the Red Cross, in Geneva, painfully impressed by the gravity of events in Palestine and moved solely by the anxiety to protect the greatest number possible of human lives, convey to the Governments the following earnest appeal, which is based on the principles of the Red Cross and the Red Crescent.

" From April onwards the International Committee, acting in agreement with the Arab and Jewish civil and military authorities and with the approval of the Palestine Government, were on the point of establishing security zones in Jerusalem itself, for the reception of the non-combatant population, and to protect it against the effects of military operations. At the beginning of May, the plan was also under consideration to neutralize the whole of Jerusalem, subject to the consent of all the authorities.

" Negotiations not having been concluded in time and since fighting is now going on in Jerusalem, the International Committee of the Red Cross in Geneva appeal to the Governments and beg them earnestly to take all necessary measures that at least the security zones be respected which the International Committee's Delegation is making every endeavour to establish within the town itself, as it had first planned. The same applies to the security zones which the delegation

may attempt to set up in other towns in Palestine. The object of these security zones is to receive, under the supervision of the International Committee of the Red Cross, first and foremost Arab and Jewish non-combatants, and thus to save the largest possible number of human lives.

"The International Committee of the Red Cross venture to remind the Governments of the first successful results of their intervention in Palestine :

- (1) agreement of the Arab and Jewish authorities to observe the fundamental principles of the Geneva Conventions ;
- (2) the placing under the protection of the International Committee of various hospitals ;
- (3) the dispatch of medicaments and other relief supplies intended for both parties ;
- (4) individual and constant interventions by their delegates, who have thus been able to save Arab and Jewish wounded during previous fighting.

"The International Committee are fully convinced that, in the spirit of the present appeal, all Governments to whom they now address themselves will participate in their endeavours to limit the sufferings due to the conflict in Palestine.

(signed) : The President of the International
Committee of the Red Cross"
Paul RUEGGER

It is to be hoped that this appeal will be heard and that all the responsible Authorities will give support to the International Committee of the Red Cross in its efforts to mitigate the effects of the struggle and to protect or succour the innocent victims.

REVUE INTERNATIONALE
DE LA CROIX-ROUGE
ET
BULLETIN DES SOCIÉTÉS
DE LA CROIX-ROUGE

SUPPLEMENT

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INTERNATIONAL COMMITTEE OF THE RED CROSS

THE INTERNATIONAL COMMITTEE IN PALESTINE

By the beginning of May, the Delegation of the International Committee, eight delegates and ten nurses, were on the spot in Palestine, ready to give those traditional services which are expected from the Committee in times of conflict and strife¹. It will be recalled that the Committee agreed to give its good offices to the belligerents on the unqualified condition that both Arabs and Jews signed an engagement to observe the principles of the Geneva Conventions of 1929, as applying to combatants as well as non-combatants. Plans had also been made for the organization of one or more safety zones in Jerusalem which would provide shelter for non-combatants, especially women, children and the infirm. There appeared, then, nothing to hinder the Delegation of the ICRC from carrying out effective work for the victims of that conflict between Arabs and Jews which was seen to be looming, and which broke out even before the mandatory Power had left Palestine. The facts, however, served to show that the task would prove greater and more dangerous than was feared by those who were the least sanguine.

After May 14, there was no law or order. The proclamation of the State of Israel called forth at once into action the Palestine Arab forces and those of the countries in the Arab League. There followed an involved political situation in some parts of the country and especially in Jerusalem. The delegates, stationed both in the Arab and the Jewish zones, were immediately besieged with appeals of every kind, some of them having no relationship to the traditional work and service of the International Committee. In their wish, however, to give the greatest help of which they were capable, to succour as many as possible of the victims of the fighting, to save lives,

¹ See *Revue internationale*, May 1948, pp. 329-340.

the delegates spared nothing. The incidents which arose whilst they went about their work, were without number. Some very nearly ended fatally. Mlle. Florence Cousin, a nurse, was seriously wounded by a bullet in the head and M. Robert Gouy, who was with her, narrowly escaped the burst of machine-gun fire. Another delegate, M. Pierre Gaillard, was also wounded when his car was fired on. A fourth delegate, Dr. Otto Lehner, was set on, fortunately with no ill effects, and a driver was hit by two bullets in the legs. Similar incidents continued with disquieting frequency, and it must be remarked that the members of the Delegation risked their lives many times a day in a spirit of restraint and self-sacrifice which deserves a sincere tribute.

What were those services expected of the delegates which they never failed to give, even though they were clearly beyond the limits of those assigned to them and outside their precise duty? A few instances will give the answer. At the request of the Arab Authorities on May 17, a Red Cross car had to take across the firing line two representatives of the United Nations Truce Commission, who were due to meet King Adbullah at Jericho for discussions on a possible truce in Jerusalem. The Red Cross car had to convey these two delegates to the old Arab city. At the same time, the Delegation of the ICRC then in the zone under Jewish control was no longer in direct touch with the Arab High Command, except by telephone, and it was necessary to restore the contact. Lastly the delegates had to apply to the Patriarchs who represented the Christian communities in the old City. These three facts seemed to justify an expedition of this kind through the lines, in defiance of the risks.

The delegates set out therefore with their two passengers, escorted as far as the front lines by a soldier of the Haganah. After they had gone several hundred yards across 'no man's land', following a circuitous track through the barricades, they emerged without hindrance in the Arab lines and there set down their passengers. The discussions with the Arab High Command were cordial. It was decided that for the purpose of making sure of closer contact, Dr. Lehner should remain behind in the old City and take up his quarters in the Austrian Hospice, now an Arab hospital under the protection of the flag of the

ICRC. The second delegate, M. Pierre Gaillard, looked into plans for his return to the headquarters of the Delegation, which he was going to undertake alone. He gave notice of his route to the Jewish authorities and announced it to the Arabs. The required orders were given that his car should be permitted to cross the lines. It was in the course of this return journey that M. Gaillard was wounded, an Arab soldier having sniped him in defiance of orders. Having been wounded in the head by glass splinters, he was picked up by Jewish soldiers and taken to a hospital. Fortunately the wounds were slight and in a few days he had completely recovered. The Arab authorities apologised for this incident, which they explained by the fact that the firing was started by soldiers who had lately arrived in Jerusalem and were not acquainted with the Red Cross emblem. Nevertheless, the incident was serious enough to raise grave anxiety for the lives of the delegates, constantly exposed as they were, both from the Jewish and the Arab side, to attack from irregular units who were undisciplined and conducting a kind of private guerilla. These men took no account of any agreements concluded to respect the Red Cross emblems, the immunity of the Red Cross delegates, or the protection of medical personnel bearing the Red Cross, the Red Crescent or the Shield of David ¹.

A second instance will show in what hazards the delegates worked during those weeks when the absence of stable authority began to be seriously felt. Between Bethlehem and Hebron there were five Jewish agricultural settlements, cut off in Arab territory and exposed to attack by the Arab forces. During the night of May 13 to 14, the Jewish Agency had asked for a cease fire. The head of the Committee's delegation, M. de Reynier, arranged for parleys between the Jewish Agency and the representatives of the Red Crescent and the Arab Higher Committee, with the object of getting agreement for the evacuation of the wounded and non-combatants, women and children, whilst men bearing arms were to be treated as prisoners of war.

¹ Jewish organization on the lines of the Red Cross, but not recognized as such and not displaying its emblem.

Two delegates of the ICRC, Dr. Otto Lehner and Dr. Pierre Fasel, were commissioned to go with Arab ambulances, to fetch the women and children of the settlements and bring them to safety in Jerusalem. They set off into the area of the fighting, that is, the zone of Kfar Etzion. On arriving, they found the settlements surrounded by Arab irregulars and armed civilians who occupied commanding positions on the neighbouring hills. The firing had almost died down and there were now only a few sporadic rifle shots. The delegates went forward right up to the Arab front line. Then two Jews came out from their entrenchment with the white flag of truce. Arrangements for the evacuation were then settled between Jews and Arabs through the mediation of the delegates. Suddenly, there was brisk firing from all sides on the group negotiating the truce, but it was impossible to say from which point the first shot came. Taking the wisest course, the delegates jumped into the car and made their way resolutely towards the Jewish positions. That action had an immediate effect; the firing ceased. When the delegates arrived on the spot, the Jewish combatants stated that they had indeed received the order to cease fire and had been promised that the women and children would be evacuated, whilst the men would become the prisoners of the regular Arab forces. They had no reason to doubt the good faith of these promises. Even so, they were convinced that Arab inhabitants of the neighbourhood and the irregular forces would disregard the agreement that had been reached and would attempt to massacre the inhabitants of the settlements. The only way to reassure these men was therefore to appeal to the Arab regular troops. During these talks, a detachment of Regulars fortunately arrived on the scene, and the evacuation was carried out with their protection and without any untoward incident. It had been a tense situation; members of the Arab medical personnel who accompanied the delegates were wounded at their side, and one Arab doctor was killed. It was due to the discipline of the Arab Legion that the evacuation of the settlement was carried out in good order: the women and children were conveyed to Hebron and the wounded to Bethlehem.

These two episodes serve to shew what confronted the delegation when it started its work on arrival in Palestine. It

had, in fact, been requested to act in the place of the national or local organizations, and even of the medical service of the combatant forces. Clearly, the tasks which it was hoped the delegates would take over were far beyond what was feasible for a handful of representatives of a private organization such as the ICRC ; they were also out of all proportion to the financial resources of the Committee. There would, of course, have been no hesitation about accepting big financial commitments in such circumstances, even without the certainty that these expenses would be covered in one way or another. Furthermore, such undertakings as mentioned earlier had no correspondence at all with those defined in the Statutes of the Committee and those of the International Red Cross, and with the Geneva Conventions of 1929.

For all that, the Committee's delegates were able to do much on both sides for the victims of the conflict. Though the combatants were well equipped for battle, they seemed to have given little attention to medical questions, as they counted on the civilian services to meet all needs of that kind. Neither on the Arab side nor the Jewish was there any real military medical service, in the true sense of the term. It fell therefore to the civil and private organizations to tackle this particular feature of the conflict. The parties to the conflict found themselves unprepared for the swift developments, and they therefore turned to the delegates of the ICRC, asking, for instance, that they should go out to pick up the wounded and the fallen between the lines, and bring both across the zones under fire. What, however, could eight men and ten nurses, scattered over the whole territory, do in such circumstances, even though, regardless of danger, they had the undaunted will to give help ?

Still, the first assessment of what the Delegation has accomplished is remarkable. On the Arab side, the delegation took steps to secure protection for the hospitals, for refugees, the wounded, the sick and prisoners. It was beyond the powers of the Delegation to take over the control or administration of the hospital services. However, it exerted its influence to get an arrangement whereby government hospitals, which had lost their British staff, were transferred to the municipal authorities ; its efforts to that end were for the most part successful. The

government hospital in Jerusalem and two hospitals in Bethlehem, were placed under the direct protection of the flag of the ICRC. Formal agreement was made between the ICRC, the Government and the Arab Association, whereby the control and administration were committed to that particular medical body. On the strength of this agreement, the Arab personnel agreed to remain in these hospitals which for all practical purposes, although still keeping civilian patients, were placed at the service of the armed forces.

Other hospitals and dispensaries, such as the Infirmary at Bethany, the Italian Hospital and School, the Casualty Clearing Station of the American Colony and others, which belonged to foreign organizations, were handed over by these bodies to the Committee, which took them under the protection of its flag, and placed them at the service of the Arab Medical Association. An agreement with the Jews on this subject was secured by the Delegation, which also succeeded in persuading the Arab personnel to continue their work. At the request of the Delegation, the Government laboratories was handed over by the mandatory authority to the Committee, which kept it available for both sides. These laboratories were situated in the Jewish zone, which was obviously an advantage to the Arabs. Of medical service, too, we should mention the formation of a convoy of the Lebanese Red Cross, which was bound for the Hospital at Acre, and which passed without hindrance through Jewish territory.

The work of the Delegation included the care of refugees. On the day after the attack on Jaffa, its intervention with the Jewish authorities enabled more than 30,000 people to pass through the Jewish lines over an area of about six miles, without a single shot being fired, and to reach the Arab zone, where they wished to take refuge. On another occasion, the Delegation saw to the transport of 170 Egyptian citizens from Jerusalem to the Egyptian frontier, and later on, to the embarkation of about 3,000 Egyptians at Jaffa. An Egyptian civilian airman, who came down on Jewish territory and had been given up by the Jews, was taken back to Jerusalem under the care of the Delegation at Tel-Aviv and repatriated via Amann.

The Delegation undertook operations on several occasions

for the rescue of the sick and wounded. Thus, on April 8, at Deir-Yassim, in the course of an extremely hazardous mission, it had discussions with the Irgun in order to bring away three wounded and to bury 200 bodies. As a result, the Delegation was able to pass on to the Arab authorities an accurate plan of the places of burial.

Towards May 10, the delegate at Haifa went to Acre, where an epidemic of typhoid fever had broken out ; he was accompanied by a nurse, who remained there. The ICRC sent one of its delegates, M. Jean Courvoisier, to the region of Nablus and Nazareth, another, M. de Meuron, to Haifa, and a third, M. R. Gouy, to Tel-Aviv and Jaffa : thanks to this action, a few hospitals were able to carry on their work. One nurse was installed at Diet-Safafa, another at the Government Hospital in Jerusalem, also under Arab control, a third at Acre under an Arab deputy director, and two others at Jaffa. These nurses, possessing as they did the requisite professional qualifications, brought invaluable aid, for they were able to ensure such highly specialized services as those of the operating theatres and X-ray departments.

In the matter of protection for prisoners, the Committee's delegation was able to pass on to the Arab authorities the lists handed to it by the Jewish leaders ; it was also able to carry out visits to camps and arrange for the exchange of civilian internees. In the course of a mission which was especially risky, M. Jean Courvoisier went, on May 4-5, after long and troublesome bargaining, to search for and bring in the Arab dead at Katamon. The bodies were lying in the ' no man's land ' of the fighting zone, and the task was interrupted several times by gun fire.

The work in behalf of the Jews was no less important. Although the Jews were extremely well organized for health and medical care in time of peace, no services of this kind existed on a war footing. Their forces therefore relied on the civil organizations. The problem of transporting the wounded appeared almost impossible to solve, since they would have had to be moved across ground held by the other side.

In this instance, too, the delegation of the ICRC gave its good offices to the full extent of its powers. Its first success

was in obtaining an assurance that the emblem of the ' Magen David Adom ' ¹ although it had no legal status should be accepted and respected not only by the Palestine Arabs, but by the Arab League. The hospitals under the flag of the MDA were therefore, in principle, respected by the other side. In Jerusalem, the Delegation intervened in behalf of the Hadassah Hospital, and, at the time of writing, discussions were going on for the formation of a third safety zone in Jerusalem, which would include the Hospital and the University of Hadassah. In a great number of instances, Jewish ambulances have been accorded immunity, at the request of the delegates of the Committee. The Hospital of the British Mission at Jerusalem was entrusted to the ICRC, which assigned it to the MDA for their use and management. The same action was taken in the case of the mental hospital of Bat-Yam at Jaffa.

The efforts of the Delegation for the sick and wounded did not stop short at an appeal to the other side to respect the emblem of the MDA: the delegates made every exertion to carry out at first hand the transport of the sick and wounded, and of the dead. Thanks to action taken by the Delegation, 52 wounded and 100 combatants of the Haganah were handed over to the Jewish Agency at Bethlehem, near the Well of Solomon.

The Delegation was able to get the Arabs to accept in principle the treatment of prisoners on the basis of the Geneva Convention of 1929. The question of exchanging prisoners is still a very difficult one, but it is hoped to achieve some positive results in time. It should also be mentioned that foodstuffs and milk for children were brought into the Jewish zone, and that the delegate at Tel-Aviv had instructions to enquire into local requirements and appeals for relief.

It is evident from these examples that the Delegation of the ICRC has been working in a spirit of complete neutrality and in accordance with the basic principles of the International Committee, to bring aid to the victims of the conflict on both sides. Proof of this is best seen in the establishing of the ' safety zones', a bold plan which is described in another paper of this

¹ Red Shield of David.

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¹ Red Shield of David.

number. The Committee has also been giving much thought to the conditions as they affect some of the inhabitants who are not Palestinians, such as the 400 German Templars of Wilhelma, and several score of European civilian internees, whose safety has been assured through action taken by the Delegation.

In point of fact, the only duty of the delegates, as laid down in the Conventions and in the Statutes of the ICRC, would have been to act in their capacity as neutral intermediaries. But they have gone far beyond this in practice and have taken an active part in the rescue of the sick and wounded in the fighting zone itself. It was on these occasions that the incidents described above took place, and it was the fact that the lives of the delegates were constantly in danger which led the Committee in Geneva to take a step which was without precedent in its history, when the newly-elected President of the Committee, M. Paul Ruegger, decided to see for himself the conditions in which the delegates had to work.

The journey of M. Ruegger, who was accompanied by Dr. Roland Marti and M. Max Wolf, was carried out according to plans made in Geneva and at all possible speed. On arriving in Jerusalem, the President held a Press Conference, in the course of which he referred to his primary object, which was to inform himself personally of the conditions in which the delegates had to carry out their duties. He told those present of the entire satisfaction and deep gratitude felt by all members of the International Committee at Geneva for the courage and devotion with which the Delegation had been carrying out its work in hazardous conditions. The negotiations and movements from place to place of the delegates had the full support of Geneva, where the problems connected with Palestine had been given much thought over a period of months.

M. Ruegger moreover wished to find out on the spot, by reports from the Delegation, the requirements in medical supplies and other forms of relief which were most needed in the country. He pointed out that the International Committee felt that it was vital that the respect for the Red Cross emblem should be given the support of all the authorities and all groups concerned. It was in these conditions only that their tasks of relief could be achieved by the Committee and its delegates, in

the spirit of the Geneva Conventions. If the ICRC were to come to the conclusion that the emblem of the Red Cross was not properly respected, it would be forced to reconsider the limits and possibilities of its work. It was essential that the letter and spirit of the Conventions, which especially ensure the protection of the sick and wounded, should be strictly observed by all concerned. The International Committee counted not only on the promised co-operation of all the authorities, whether *de jure* or *de facto*, but also on the adoption by them of all measures proper to ensure respect for the terms of the Conventions, including of course, respect for the Red Cross emblem. M. Ruegger also expressed his sincere thanks to all those who had helped the Committee in this spirit, especially the Arab and Jewish Medical Associations.

As a result of the President's journey, the International Committee found itself faced with a dilemma: should it allow the work to continue in conditions without precedent in the past history of the delegations, in which its representatives were called upon to work in the firing lines? Such work went beyond the true role of the ICRC and was also beyond the powers of its small delegation. Or should, on the other hand, the conditions and scope of the work itself be modified?

The Committee was in favour of the second alternative. After the tough period which the Delegation in Palestine had experienced, in the course of which it could deal only with the most urgent questions, sometimes by acting in place of the national Red Cross Societies or their local branches, it was time to return to the customary forms of work of the Committee, such as visits to prisoners' camps, the drawing up of lists of prisoners, the organization of relief and so on.

In accordance with the decision in principle thus taken, the Delegation of the ICRC was reorganized as from June 10. Since Jerusalem is no longer a centre of government where it is possible to keep in permanent contact with the responsible Authorities, only two doctors and four nurses will remain there; they will have the task of seeing to the proper working of the safety zones. The central Delegation will have its headquarters both at Tel-Aviv and at Amann. For practical reasons, and in order to keep in liaison with the regional delegations in the

Arab and Jewish zones, the central Delegation will also maintain a permanent office in Beirut. Its principal task will be to co-ordinate the work of the regional delegations, to maintain a liaison with them and with countries abroad, to arrange the exchange of lists of prisoners and, where required, the despatch of messages, and finally, to be a centre for receiving and distributing relief supplies.

The two regional delegations will have the duty of ensuring and developing contacts with the supreme civil and military authorities, and of carrying out the mission as a whole of the International Committee in Palestine, that is to say, the protection of the hospitals, the protection of prisoners in accordance with the Conventions, and the protection of the civil population, especially by means of the safety zones.

In the Jewish zone, the delegates will be living at Tel-Aviv, Haifa and Jaffa, and those in the Arab zone at Ramallah, Gaza and Tiberias. The ten nurses will be attached to the safety zones or to the staff of the various delegates.

In the matter of relief supplies, the International Committee has appealed to several of the National Red Cross Societies, and to various international welfare organizations. It has already received replies agreeing to help, and substantial support, particularly from the American, Australian, British, French, Swiss and South African Red Cross Societies, from the Turkish Red Crescent, and from the League of Red Cross Societies and the Y.M.C.A. An additional delegate has just left Geneva ; he will have the task of organizing the receiving and distribution of these relief supplies.

It seems that the scope of the International Committee's task in Palestine may now be defined in unmistakable terms, and that such aims can be pursued with success. It is thus clear that its activity is free of any kind of political consideration and is based only on principles of a strictly humanitarian character ; it remains true to a tradition which has enabled the ICRC, in the course of successive conflicts, to fulfil its office of charity, even when the passions roused by war appear to render it impossible. "*Inter arma caritas.*"

*SAFETY ZONES ESTABLISHED IN PALESTINE
UNDER THE FLAG OF THE ICRC*

The plan of establishing safety zones for the purpose of giving greater protection to the civil population from the effects of war, and especially against bombing and shelling is not a new conception. It was Henry Dunant himself, from whom the Red Cross derives, who first put forward the idea. The ICRC has given its attention to the subject from the legal point of view over a period of many years, and it has also consulted Commissions of international experts on the problem. Lately, the Committee has inserted clauses for the formation of such zones into the new Draft "Convention for the protection of civilians in time of war". On two occasions, before the outbreak of the second World War, safety zones were established: in China and also in Spain. It is in Palestine, however, that for the first time since 1939 the experiment has been really effective. Although the zones in Palestine have indeed a special character, having been improvised within the fighting area, this experiment will nevertheless provide a valuable guide for the future.

The delegation of the ICRC in Palestine, concerned to safeguard the lives of non-combatants, made the first move to establish places of refuge in Jerusalem. These were called "neutral safety zones under the flag of the ICRC". They had been under preparation for a long time and became effective on May 14, 1948, the date on which the British Mandate for Palestine came to an end.

An agreement on the operation of these zones was made between the delegation of the ICRC and the two parties in conflict, by which they pledged themselves in writing to observe the terms. These are the main points:

(1) The delegation of the ICRC is responsible for the safety of these zones, on the basis of formal undertakings made on May 9 and 17 by the two parties in conflict. The general control, as well as the administrative and medical direction inside the buildings, fall to the ICRC.

The safety zones are open to all refugees without distinction of nationality, race or religion. Within the zones, however, the refugees belonging to one side are separated from those of the other.

Two zones have been set up. One takes in the buildings, annexes and grounds of the King David Hotel, and the Y.M.C.A. and Terra Santa Hostels. The other includes the buildings and grounds of Government House, the Arab College, the Jewish Agricultural School and the married quarters of the Allenby Barracks.

A third zone comprising the Italian Hospital and School ceased to have the status of a safety zone on May 27, 1948, as the required conditions had not been fulfilled. This followed after due notification by the delegation of the Committee, recording the agreement of the parties in conflict that this zone should no longer serve.

(2) In each of the safety zones, the respective authorities assume responsibilities of administration, covering the food supply and the maintenance of order in respect of the refugees within their jurisdiction, under the supervision of the ICRC.

(3) Those who are to have advantage of the safety zones are selected in general by the Authorities who have jurisdiction over them. The rule is that the refugees must not come individually to the entrance of the zones, but shall be escorted and supervised by their own particular officers all the way from their place of residence to the nearest safety zone.

(4) All persons are considered as refugees who live in a district exposed to military operations. When the fighting is at an end, they no longer have that status: only women and children and, temporarily, wounded and sick can be admitted into the safety zones. As a provisional measure and subject to sanction by the ICRC at Geneva, the delegation in Palestine has felt bound, in its constant effort to save life, to allow also other categories of non-combatants to have the shelter of the zones, always on the understanding that they stay there in a strictly private capacity and that they refrain from any activities.

(5) In regard to the arrangements for the refugees, the sick will be assigned available rooms by priority and the serious cases will have to be taken away to a hospital. If there is a big influx, and if the weather is mild and the stay of the refugees in the zone relatively short, then those who are in good health will live out of doors under canvas, or in the open.

(6) Refugees, once they have entered a zone, will not be able to pursue any activity there, and they will not be able to leave except upon a formal agreement of the three parties concerned (the Arab Authorities, the Jewish Authorities and the ICRC).

Buildings in the Safety Zones.

The buildings in the safety zones, in the same way as other buildings in Jerusalem, were completely handed over, with their equipment and their annexes, to the ICRC by their legal owners upon a written agreement. The taking over by the delegation of this property, furniture and equipment came into effect only after formal agreement had been concluded by all the authorities concerned, that is, the Mandatory Power in Palestine, the Arab authorities, and the Jewish authorities, and (on the assumption that the resolutions of the U.N. would be confirmed) after the representative of United Nations, M. de Ascarate, had been consulted and had given his consent.

It was agreed concerning Government House that this building would be handed over by the ICRC only to the legally constituted Government, and at the formal request of its predecessor, the Mandatory Government, after preliminary agreement with the Arab and Jewish authorities.

The King David Hotel was handed over by the mandatory Government to the ICRC by a letter of April 23, 1948, signed by Sir Henry Gurney, which specified that the delegation of the Committee should have the use of all the rights of the British Government in this building, which rights would expire in July 1948. It was however agreed verbally, and as a result of a gentlemen's agreement of April 17, between M. de Ascarate, acting for United Nations, and the head of the delegation of

the ICRC, that when a legal Government or an authority legally representing it was established in Jerusalem and requested to have the use of this building, the delegation should remove its flag, after agreement between the two parties, and after official notification had been given.

Guests in a private capacity of the ICRC.

On May 20, 1948, the doyen of the Consular Corps in Jerusalem asked the Delegation of the ICRC that certain members of the Consular Corps might have permission to live in the safety zones. It was agreed, as a special concession, and bearing in mind the exceptional conditions existing in Jerusalem, that Consul-Generals, Consuls and Vice-Consuls put forward by the doyen should be the private guests of the delegation of the ICRC ; the Consular staff, however, were not be included.

In order to respect the engagements given by the delegation concerning the safety zones, the guests undertook to carry on no activity of any kind within the zones, and to do their official work only outside the limits. It was also stipulated that no arms or ammunition should be introduced into the zones, and that no flag other than that of the ICRC should be hoisted. This hospitality was given free of all charge, but the members of the Consular Corps undertook to see that their Governments should provide contributions to the relief funds of the ICRC.

As the United Nations Commission had also requested to be included in the hospitality of the ICRC, the application was granted by the delegation on the same conditions asked of the other guests. This Commission likewise had its offices outside the safety zones.

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INTERNATIONAL COMMITTEE OF THE RED CROSS

RELIEF FOR THE CIVIL POPULATION OF GREATER BERLIN AND OF THE SOVIET ZONE OF OCCUPATION IN GERMANY

The International Committee has now received the annual report of its Delegation in Germany on its relief work in behalf of the civil population in the American, British, French and Russian sectors of Greater Berlin and in the Russian zone of occupation in Germany. The "Revue Internationale" has already published, in an earlier number, an account of the extensive work carried out by this Delegation between 1946 and 1947¹.

It should be mentioned that the Committee assembled its delegations in Germany at the beginning of this year in Berlin.

From the end of 1947, the presence of its representatives in certain occupation zones in Germany was clearly no longer necessary. The reason for still keeping, at this date, a large delegation in Berlin itself is because the Committee is the sole international relief organization which is recognized by each of the four Allies, as a neutral intermediary for receiving and distributing relief coming into Germany from abroad. Whereas the Committee has withdrawn by degrees from all parts of Europe where, in the field of relief, it formerly served in its capacity of neutral intermediary, it has stayed where its presence is indispensable and is sought by the authorities. The region of Greater Berlin and the Russian zone of occupation are cases in point.

In this connection, many donations have been made by National Red Cross Societies, in particular those of Australia,

¹ See *Revue*, April, 1948, p. 251.

Canada, Chile, Eire, South Africa, Sweden and Switzerland. Contributions were also made by Governments, official organizations and private individuals; we may mention the Irish Donation, the Swiss Relief Fund, the Society of Friends, the World Council of Churches and Caritas. Yet other gifts came from Egypt, Latin America and South Africa. Relief supplies to the extent of 5,650 tons, with an approximate value of 15,500,000 Swiss francs, were distributed in Berlin and in the Russian zone of occupation in Germany between May 1945 and December 31, 1947.

The purchase and transport of the greater part of these supplies were carried out by the International Centre for the Relief of Civil Populations, Geneva. They filled about twenty block-trains which were dispatched to the Committee's delegation in Berlin.

* * *

Out of the total of the supplies mentioned, the City of Berlin received 2,945 tons, with a value of about seven million Swiss francs. That quantity was made up of 2,950 tons of foodstuffs, 67 tons of medical supplies and 288 tons of clothing material, and various other goods.

Great numbers of the population shared in these issues: as many as 2,437,202 persons received help. Amongst them were about 185,000 patients in the hospitals of Greater Berlin, children in hostels, orphanages and public day nurseries; children in TBC sanatoriums, young people in orphanages and schools, infants in hospitals and homes, children eligible for free meals at school, school children in the overcrowded districts, and pupils in training schools. To these should be added old people, the blind, expectant mothers and maternity cases, consumptives of all ages, persons in holiday camps and many others. Hundreds of relief schemes were successfully carried out. The issue of supplies was managed by the Berlin municipality; the plan of distribution was settled by agreement with the Welfare Service and the Public Health officials of the city

and its suburbs. Relief supplies from Sweden, were handled by the delegation in Berlin of the Swedish Red Cross, which works in the same manner as the Committee's delegation.

* * *

During this same period (May 1945 to December 1947), about 2,700 tons of relief supplies were issued in the Russian zone of occupation. The principal donors to this zone were the Red Cross Societies of Australia, Eire, South Africa and Switzerland, as well as the Irish Donation, the Swiss Relief Fund, the Irish Save the Children Fund, the Swiss Medical Relief Centre, the Society of Friends, German prisoners of war abroad, the Mormons, German residents in South Africa, and the Joint Relief Commission of the International Red Cross. The sum total of the relief supplies comprised 2,217 tons of foodstuffs, 313 tons of clothing supplies and 192 tons of medicaments.

As many as 2,123,630 people (women, children, old people and the sick of all ages) shared in the distribution of foodstuffs, and 353,630 were given clothing. Medical supplies amounting to two million Swiss francs in value were given to 65,930 institutions, such as children's homes, hospitals, first-aid stations, transit camps for refugees, clinics and hostels for children. The significance of these figures will be gauged from the fact that they included 300 million units of penicillin and 9,500,000 units of insulin, which were given to serious cases.

In the Russian zone of occupation, the distribution was made as follows. The supplies sent by the donors were first assembled in the warehouses of the Committee's Delegation in Berlin. The plan of issue was settled in agreement with the Commission for the distribution of Foreign Relief in the Russian zone, whose members were drawn from the six chief political parties. The practical work of distribution is undertaken by the Central Committee of the organization known as *Volkssolidarität*; this includes members of religious bodies and secular associations,

as well as those of all political parties and relief organizations. This distribution is made under the supervision of the delegates of the ICRC.

* * *

Here are some recent figures. From January 1 to May 15, 1948, 610 tons of sundry relief supplies reached Greater Berlin, while the Russian zone of occupation received 486 tons. During the same period over two million food rations were shared out amongst the inhabitants of the Russian zone, out of the supplies entrusted to the ICRC. In addition, 6,615,000 units of insulin were given to 271 hospitals and public health services ; layettes and soap were provided for 835 children's homes and nurseries for newly-born infants ; nearly 50,000 pairs of shoes were given to the poor.

A peculiarly moving incident occurred when more than 36,000 children each received at Easter a half-pound bag of sweets—an unheard-of luxury. This also shows the extent and varied character of the relief work undertaken in Berlin by the Red Cross.

*THE INTERNATIONAL COMMITTEE OF THE
RED CROSS IN PALESTINE*

The truce which was observed in Palestine for a period of four weeks, and which unhappily came to an end at the beginning of July, gave the Delegation of the International Committee (ICRC) some respite after the tension they had experienced during the first phase of their work.

It will be recalled that, as a result of the journey of the President of the International Committee to the Holy Land¹, it had been decided to alter the structure of the delegation and to move its headquarters from Jerusalem to Tel Aviv and Amman, in order to keep in regular contact with the Jewish and Arab authorities. Until then, the Delegation had carried on its work in the immediate areas under fire, meeting all the risks of the situation with complete disregard of personal safety. They could now pursue their work with less risk and devote themselves the better to the traditional tasks of delegates of the ICRC, giving first place to their aid for prisoners of war.

Before the armistice came into force, the Delegation was able to arrange the evacuation of Arab women and children, the aged and seriously sick from the civil population in Jerusalem, a course which had already been taken in behalf of the Jews. In three successive operations, at intervals of a few days, the Delegation succeeded in evacuating 130 people to the Arab Old City.

The delegate, in his report on this operation, lays stress on the repeated negotiations that were necessary in order to bring about a result which might appear of minor importance. He points out that difficulties arise from the fact that it is in any case an awkward problem to assemble the people who are to

¹ See *Revue*, June 1948, p. 405.

benefit by being evacuated ; and that these plans often run up against the hesitations of those to be moved : a woman, for instance, is unwilling to run the risk of being separated from her husband. However that may be, such operations do of necessity demand the presence of a neutral intermediary and could not take place without him. On another occasion, one of the delegates was able to hand over to the Arab authorities 1,068 women, children and old people who came from the region of Natania-Haifa.

During the truce, it was the problem of giving aid to the prisoners of war which was of the greatest concern to the delegates. As we know, the two sides had given a written undertaking to observe the principles of the Geneva Conventions for the protection of the sick and wounded, and to respect the status of prisoners of war : they had, moreover, agreed that the terms of the Conventions should be extended to cover the civil population. The delegates of the ICRC were able to verify that these engagements were in general observed. We reproduce here, as an example, the report sent to Geneva after a visit made to the POW camp at Abbassieh, on June 17, 1948.

General description of the Camp.

The camp lies at Abbassieh, on the outskirts of Cairo. It is a small camp of eight hutments built in masonry which serve as accommodation for Jewish prisoners of war : other hutments are for the time unoccupied. The huts are in good condition.

Quarters.

The prisoners are lodged in groups of eight to ten men, according to the size of the huts. There are no beds : the prisoners sleep on a palliase on the ground.

Hygiene.

The camp has an adequate water supply, and installations for showers and laundry. The latrines are perfectly clean. The

prisoners have asked the delegates to arrange with the camp authorities for a supply of DDT powder. This was agreed to.

Food.

Meals are issued after being cooked. At the wish of the PW, we asked the camp commandant to hand over foodstuffs in bulk to them and to leave to them the task of cooking their own food. This request was also agreed to. Every prisoner has eating utensils (tin mess bowl and plate): meals are taken in the huts, which are all provided with a large table and benches.

Clothing.

The condition of the clothing is not very satisfactory. Owing to the season, however, the PW are not in any discomfort from this cause.

Medical care and health.

A medical officer of the Egyptian Army has charge of the sick. On the day of the delegates' visit, several prisoners were being treated at the infirmary. The delegates have asked the camp authorities to allow a PW medical officer to take charge of medical treatment. This request will be agreed to. The question of dental care was not raised.

Work.

The PW have no work. Some men will be employed before long in camp maintenance (kitchen, checking of provisions, and so on).

Pay.

The prisoners have no pay.

Personal Effects.

The case was brought up of spectacles which are alleged to have been taken from some of the PW. It is possible that the Spectacle Section of the ICRC will be asked to supply a few pairs of glasses.

Religious Observances.

It appears that no difficulties are made concerning the free exercise of religion. The PW have asked for prayer books and Bibles.

Correspondence.

The question of correspondence was raised. On condition of reciprocity, the Egyptian authorities are ready to authorize every prisoner to write one letter a week.

Discipline.

Discipline in the camp is good. The camp leader appears to enjoy a position of sound authority with the PW, and is in constant touch with the camp authorities. Each hut has a corporal in charge.

Morale.

The morale of the men seems fairly good.

Complaints.

No serious complaint was presented to us.

Discussion with the Camp Commandant and with Lieut. Colonel Alfi.

The delegates have received permission to visit the camp once a week.

The conditions of internment in this camp are satisfactory. The delegates have been given an assurance by the Egyptian military authorities that the terms of the Geneva Convention on

the treatment of PW will be applied in full. Certain privileges granted to the Jews will however be withdrawn, should Egyptian prisoners in Jewish hands not receive the same treatment.

It should also be mentioned that there are seven women in the camp who are considered as PW. The Egyptian authorities claim that they were combatants, which the women deny. The delegates will attempt to clear up this problem.

* * *

It has not hitherto been possible to obtain reports in equal detail on Arab PW in Jewish hands, but negotiations are in process between the delegates of the ICRC and the authorities. These should bring about the arranging of camp visits, as well as the transmission of nominal rolls: questions relating to the prisoners' correspondence may be regulated, as well as the aid to be given them in the sense of the Conventions. We should also mention that the Jewish authorities appear to be ready to give PW pay equal to that of members of their own armed forces. The final definition of the status of Arab prisoners in Jewish hands seems to be only a matter of time: no major obstacle has hitherto been encountered which would indicate that the prisoners might not be treated in accordance with the Conventions: it was undertaken to apply these without reservation.

Close contact has been kept with the responsible authorities of both sides in the conflict. The head of the Delegation of the ICRC in Palestine was thus able to have discussions with the Jewish authorities at Tel Aviv. He explained the details of the measures taken to re-organize the Delegation and the reasons for dividing it into two parts. In the course of this interview, he laid great stress on the fact that the Delegation would in future keep to the traditional tasks of the International Committee, laid down in the Conventions, or approved by custom and precedent. Obviously, however, the delegates of the International Committee will not shrink from any task or any mission whenever human beings are in peril and could be saved by their intervention.

The problem of a general exchange of prisoners of war was touched on in this interview with the Jewish Authorities. According to the estimates of these authorities, it was possible that there were, at the time of writing (middle of June), about seven hundred Jewish prisoners in the hands of the Arabs and twelve hundred Arab prisoners held by the Jews. These proposals for an exchange had, however, not been confirmed and had not yet, at this stage, been carried out except in a few isolated cases.

The attention of the Jewish Authorities had also been drawn to the importance of maintaining the neutral safety zones in Jerusalem under the flag of the International Committee. These zones were established with the aim of sparing human lives, and the purpose they serve would become even clearer, if the fighting were to take a more serious turn. Whilst on this subject, it might be mentioned that the International Committee had considered whether new zones should not be planned in Jerusalem, and also at Tel Aviv and Amman. The formation of new zones, moreover, it seemed, was in line with the wish expressed by both Arabs and Jews.

In regard to the zones, the truce has given an opportunity for a preliminary assessment to be made and for the first lessons to be drawn from the experiment made in a wholly empirical way under the pressure of events. The difficulties which the International Committee has encountered in carrying through this plan have been many. Showing imagination coupled with a sense of reality, the delegates have sought to enlist public opinion in favour of the safety zones, by appealing for general support and by ensuring that the International Committee plays no part, except that of a neutral intermediary, whose mediation is earnestly desired by all concerned and in all fields.

The site of a safety zones is less important than the settling of its boundaries. The larger the zone, the greater the need of such definition. It is also imperative that the zone be clearly visible, within easy reach and wholly neutralized in the military sense. Safety Zone I (King David Hotel, YMCA, Terra Santa) was all that could be wished. The accommodation and all the international equipment were first-rate, and not only provided appreciable security, but also amenities for those

taking refuge there : large, shady open spaces, playing fields, bathing pools, large and small rooms, and annexes for many purposes. These all made it possible to organize the help needed by the various classes of refugees. It was possible to segregate the different races and people of different religions, the sick, women, children, the wounded, the consular corps, United Nations personnel, and even to shut off the various categories from one another, the space allocated to each being adjusted continuously according to need.

Within the safety zones each belligerent has responsibility on all scores for its own inmates. One Arab director, and one Jewish settle all matters concerning those of their own faith. These men have the most important part to play in the keeping of peace and good order. They represent a higher authority and have extensive powers ; they alone may give orders with complete executive power. They are also the intermediaries between the refugees and the delegate. They are assisted by one or more doctors and nurses of the same faith, and also by some police.

Responsibility is thus allotted to Jews in respect of Jews, and to Arabs in respect of Arabs, while the delegate of the International Committee settles questions of principle in matters of administration, medical attention, preparation of meals and so on, but he has no executive duties of any kind. Any mistake is the responsibility of the representative of one authority or the other, and not of the International Committee.

The external relations of the safety zone, particularly with the senior civil and military authorities, are governed only by the Delegation of the Committee. Questions of entry and leaving, security, supplies, and evacuation are in the hands of the Arabs, the Jews and the ICRC. It falls to the authorities to provide the food and funds, to appoint the police, and so on. At all times the authority with jurisdiction over the area of a safety zone has the right to supervise all that happens within that zone, the controlling agents being approved by the delegate of the International Committee, head of the zone. The delegate, after reference to the information gained in the course of his supervision, makes suggestions which appear to him advisable.

No local authority has powers over the zones superior to those of the Committee's delegate. No internal readjustment may be made without the formal and written consent of both parties. The first consent required is the acceptance, recognition and assurance of the total neutralization of the safety zones which must stand in every circumstance. The International Committee has at no time anything to conceal, but in accepting its responsibilities, it refuses to take orders from any quarter whatsoever. Its object will always be that of ensuring the safety of the refugees, whilst maintaining an absolute neutrality within the safety zones and close collaboration with the Authorities whom it serves as intermediary. As a rule, permission to enter or to leave the zones can only be had on request from the Authorities for a fairly large group of refugees, and with the sanction of the Committee's delegate, who is the head of the safety zone. Only non-combatants may be admitted and the sick and wounded, temporarily, preparatory to their evacuation to a hospital. All the convoys of persons and supplies coming in or leaving do so under the flag of the International Committee.

A nominal census was recently taken of Arabs and Jews, and the lists handed to both sides ; having approved them, they are bound to consider all these people at all times as protected personnel. In a safety zone, there are always some Arabs and Jews for whom the delegate of the ICRC as head of the safety zone is personally answerable. A safety zone formally ceases to exist only when the delegate of the ICRC in charge of the zone has received a request in writing from both parties in conflict. The closing cannot take effect until thirty days after the official announcement by the ICRC of this decision. Any violation or request by one side alone cannot have the effect of closing the zone.

Requirements in the field of relief increase in urgency as time goes on, and reports received by the ICRC from its delegates show the imperative need of aid on as wide a scale as possible. One delegate has the particular task of verifying the exact requirements. The need of medicaments is especially great, but it may be that the question of foodstuffs will also arise, especially at Jaffa, where four to five thousand Arabs are cut off right in

the Jewish Zone, and especially for the refugees, who are living in the most difficult conditions. Some weeks ago, the ICRC sent out an appeal to several national Red Cross Societies, as well as to official and voluntary relief and welfare organizations. This appeal has already met with a favourable response. A list follows of gifts and offers received by the ICRC to date.

Since the fighting has unhappily been resumed and the prospects of an end to hostilities and establishment of peace have become remote, the part of the ICRC in Palestine continues to be even more urgent, if an attempt is to be made to save as many lives as possible.

Donors	Value of gifts	Gifts in money
<i>Turkish Red Crescent Society:</i>		
Surgical equipment for the Arabs	—	—
<i>American Red Cross</i>		\$ 35,000
200,000 bandages, 250,000 dressings	\$ 3,097,44	
50,000 articles of clothing	\$ 73,089,80	
118 medical and surgical outfits	—	
2,000 packages blood plasma 25 cc.	—	
2,000 packages blood plasma 50 cc.	\$ 44,000	
<i>British Red Cross.</i>		\$ 500,—
<i>Swiss Red Cross</i>	Sw. Fr.	5,000.—
<i>International Committee of the Cross:</i>		
Pharmaceutical supplies and surgical instruments drawn from stock	Sw. Fr. 25,120.—	
Serums and vaccines sent by air	Sw. Fr. 5,000.—	
<i>League of Red Cross Societies:</i>		
6,000 amp. anti-diphtheria serum.	—	
7,000 tubes anti-cholera vaccine	—	
<i>French Red Cross:</i>		
Medical relief supplies	Fr. Sw. 4,000.—	(approx.)

Whatever turn events may take, the activities of the ICRC in Palestine remain essential, in order to save as many lives as possible, in the pursuance of the Committee's traditional duties.

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INTERNATIONAL COMMITTEE OF THE RED CROSS

THE INTERNATIONAL COMMITTEE OF THE RED CROSS IN PALESTINE

A preceding article ¹, speaking of the reorganization and decentralization of the Committee's Delegation in Palestine, stated that in future the Delegation would confine itself more closely to the usual work of the Committee, as stipulated in the Conventions or sanctioned by custom and precedent. We added: "It is obvious, however, that the delegates will not shrink from any duties and missions which may help to save human lives that are in danger."

One delegate, M. André Durand, of Geneva, has proved that the spirit which informs the Committee's representatives, is not a vain word. On July 17, M. Durand, who had arrived shortly before in Palestine, was in the Old Arab City of Jerusalem. After bitter fighting had taken place all night, the truce imposed by the UNO Commission for the Holy City had come into operation at dawn, wounded lay between the Jewish and Arab lines, and no-one dared to remove them, as they had fallen in the midst of a mine-field. They were Arabs, and their comrades begged M. Durand to undertake a rescue expedition, which he at once agreed to do. Alone, he advanced between the lines in dead silence. Suddenly there was an explosion. Shots were fired. M. Durand staggered a few steps further and then fell. He lay helpless for almost an hour, bleeding from his wounds, until he was removed by Jewish soldiers. The net result of his attempt was a wound in the thigh, and a mangled right arm, which had to be amputated above the elbow.

As usual in such cases, the exact circumstances of the accident are difficult to determine. The only point which concerns

¹ See *Revue internationale*, June 1948.

us here is the selfless act of this delegate who, in his anxiety to save the wounded, did not hesitate to expose himself, and who is now maimed for life. It should be added that M. Durand has expressed the desire to resume his work, as soon as his wound begins to mend.

Other incidents, happily less tragic, mark the work of the Committee's Delegation in Palestine during the past weeks—for instance, the evacuation of 1068 Arab women, children and old people from the region of Natania-Haifa, which has already been mentioned. Reports on this transfer have now reached headquarters in Geneva. Here are some extracts from M. Courvoisier's account :

On June 14, 1948, the civil authorities of the towns of Nablus, Tulkarem and Jenin, and many inhabitants drew my attention, to the fact that between Tel-Aviv and Haifa about 2,000 Arab old people, women and children were detained by the Jewish military authorities. The Arab authorities asked me to take steps through our delegation at Tel-Aviv to have these old people, women and children released. On June 16, M. Gouy, our delegate in Tel-Aviv, informed me by radio of arrangements allowing a little over 1,000 persons to be handed over unconditionally on June 18.

The arrival of 1,000 refugees in towns like Tulkarem, Nablus and Ramallah, which are already overcrowded, called for preparation. To this end, I asked the Mayor of Tulkarem if he could receive all these refugees. The Mayor consented, on condition that Nablus and Ramallah agreed to take their share. The Mayor of Nablus pointed out that he already [had 30,000 refugees ; consequently it would be physically impossible for him to receive more, as the problem of water and food had become acute during recent weeks. I then went to Ramallah, where I got into touch with H.E. Aref Pasha, Civil Governor of the District, who promised that one fourth of the full number would be taken in. He also pointed out that 500 refugees could be sent to Hebron. The Mayor of Ramallah fully agreed with the proposals made by the Governor...

On June 18 at 10 a.m. the transfer took place. I had arranged with the Mayor of Tulkarem for transportation and water supply. Forty motor-coaches, and thirty-five cars, accompanied by several Iraqi officers and by the representatives of the civil authorities of Tulkarem and of the local police, went over to the Arab front lines. I crossed the "no man's land" in my car, and after meeting M. Gouy and Dr. Fasel, who were on the Jewish front lines, the column of refugees began to move.

Exactly 1068 old people, women and children walked the mile which separated them from the Arab front lines. It was a moving sight to see these women carrying enormous bundles on their heads, and two or three children in their arms.

It was not easy to make them get into the buses in orderly fashion and on many occasions I had to act as policeman.

At Tulkarem the population gave a rousing reception to the convoy.

* * *

The Delegation is now giving particular attention to the question of relief to prisoners of war, which is its essential task. It has helped on both sides in the installation of prisoner of war camps. Both the Jewish and Arab authorities have most willingly accepted the advice given by the delegates, and have never objected to the inspection which the latter wished to carry out. The greatest good-will has been displayed in this matter of prisoners of war. In a comparatively short time the Delegation was supplied with lists of prisoners of war, could visit the men in their camps, and especially arranged for the exchange of correspondence between the prisoners and their next of kin. Taken as a whole, the number of prisoners of war visited and assisted by the Delegates in Egypt, Transjordan, Arab Palestine and Jewish Palestine may be estimated at between 1,500 and 2,000. Several thousand cards and letters were exchanged through the hands of the delegates, without censorship or control, but always with the knowledge of the responsible authorities and in answer to their request.

As an instance, the following are extracts of a report of a camp visit made on July 10, 1948, to Djalil by Dr. Louis Fasel, delegate at Tel-Aviv.

Accommodation: The camp is situated in a former Arab village. The mud huts in good condition are occupied; the others, dirty and full of vermin, are destroyed and the sites disinfected with D.D.T. The prisoners are lodged in a few huts and under canvas. They are supplied with straw pallets or mats and have one blanket each. The men complain of the shortage of blankets.

Officers are lodged in a house outside the camp. They live in a room with a tiled floor and sleep on mattresses. They requested the delegates to obtain beds for them and a table for meals.

Hygiene: Prisoners have a shower-bath room, with a constant supply of water. There is also a wash-house and a laundry, where the washing of clothes is done by men accustomed to the work.

The officers also have running water for washing purposes.

Food: The prisoner in charge of the camp food showed the delegates a list of daily supplies, which represent about 1700 calories daily. Working prisoners receive extra bread rations, which bring the figure up to 2800 for the workers. The delegates pointed out to the Camp Commandant that this ration was not sufficient. The prisoners ask for food more adapted to the diet to which they are accustomed—olives, cheese, sweetstuffs, etc., which the Jewish authorities are not able to supply, as they have none. The prisoners complain of the shortage of cooking and eating utensils, spoons and plates in particular.

Ration schedule:

400 gr. bread,
65 gr. meat,
170 gr. vegetables (carrots, radishes, tomatoes),
165 gr. potatoes or 55 gr. rice,
25 gr. sugar,
25 gr. sardines,
14 gr. salt,
3 gr. tea,
85 gr. dried vegetables,
30 gr. oil or fat,
50 gr. onions.

Medical attention: There is no Arab doctor in the camp, only an Egyptian medical orderly who attends to his comrades. A Jewish doctor who speaks Arabic pays daily visits to the camp. The state of health is satisfactory; an epidemic of dysentery, which occurred at the beginning, has now been checked. There are a few cases of mental disorder and some blind, who will be evacuated shortly. The prisoners would like to have an Arab doctor.

Work: Prisoners are not obliged to work; only those who are voluntary workers are employed for camp upkeep and the building of a new camp.

Spiritual needs: The prisoners have a mosque in the camp and four Moslem priests hold services. The Arabs of Christian faith would like to have the visits of a priest.

Correspondence: Prisoners are authorised to write one letter weekly. In reality, they may write one card weekly and one letter a month, without restriction as to the number of words.

Treatment: The prisoners are well treated in general. The Commandant seems well disposed towards them and very humane.

Interview with Camp Leader: The Camp Leader stated his wish to remain in close contact with the delegation; his letters to the delegates are not transmitted rapidly enough. The delegates arranged that he should send them a weekly report on the situation.

General remarks: This camp was installed recently and is the central camp for prisoners of war in Jewish hands. A few improvements are required in accommodation and food, but it may on the whole be considered satisfactory.

In the camp the delegates found 90 aged persons and 77 children whom the authorities wish to repatriate. Their departure has not yet been organised.

The presence in Palestine of a United Nations Commission has given rise in the public mind to some confusion as to the respective tasks of this Commission and of the Delegation of the Committee. It should be clearly understood that these two undertakings, although sometimes perhaps complementary, are clearly distinct from each other. The work of the ICRC can only be done in obedience to principles of absolute neutrality, in a humanitarian sense, and in behalf of all victims of present events.

This uncertainty was apparent especially at the time when the terms of the first truce were published. Article 8 of the Truce Convention submitted by the UNO to the belligerents stipulated that the ICRC should ensure the protection of the supply convoys for Jerusalem. The following is the text of this Article :

Relief for the populations of both parties in the areas which have seriously suffered from the fighting, such as Jaffa and Jerusalem, shall be distributed by the ICRC in such a way that the reserve stocks of essential commodities shall be practically the same at the end as at the beginning of the truce.

It was clear that such an undertaking could not fall within the Committee's activities, and that there could be no question of the ICRC ensuring the food supply for a civilian population which was intermingled with fighting forces. In the circumstances, the Delegation decided to confine its assistance solely

to the transportation of medicaments and food for the hospitals. Thus, fifteen hospitals and nursing centres, with a total of 2,000 beds, were supplied. A first fleet of seventeen trucks conveyed without difficulty 64 tons of food and medicaments from Tel-Aviv to Jerusalem. A second fleet of eight trucks transported 20 tons of supplies. The third fleet—the largest—included 56 trucks, all flying the Red Cross flag, conveyed 125 tons of miscellaneous supplies and 7,500 gallons of gasoline, Diesel oil and kerosene for the use of the hospitals. Lastly, at the beginning of July, a fourth fleet carried another three tons of food and medicaments. This relief scheme, which was in addition to the foodstuffs carried by the UNO, was greatly appreciated by the Jewish authorities. A similar scheme for the besieged Arab villages was attempted, but failed. On the other hand, the Committee's delegates managed to get food through to the Arab population who had remained in Jaffa. The supplying of hospitals in Jerusalem was not always understood, and there was some idea that this was a one-sided and general scheme in behalf of the Jewish population, whereas it was a matter of supplying the hospitals exclusively. To make things clear, the Committee's Delegation published the following statement through the press and radio :

Amman, July 2, 1948 : The Delegation of the International Committee of the Red Cross makes the following statement.

Inaccurate reports continue to circulate amongst the public about certain activities of the International Committee of the Red Cross, especially in the matter of supplies for the New City of Jerusalem during the truce.

It should therefore be stated clearly that the general provisions stipulated under Point 8 of the Truce Agreement were finally not put into effect. It is thus not the International Committee of the Red Cross, but exclusively the United Nations Organization (Count Bernadotte's Mission) who have taken charge of arranging for and supervising the supply convoys from Tel-Aviv to Jerusalem.

The International Committee of the Red Cross, while always ready to extend assistance, must however abide by the Geneva Conventions and the general Red Cross principles. These principles permit the Committee to undertake only the supplying of hospitals, welfare institutions, prisoners of war and civilian internees, and in certain instances, civilian populations who are non-combatant and totally disarmed.

We should allude here to the steps the Delegation took to protect the Government Hospital of Jerusalem. This hospital was placed under the Red Cross flag and handed over by the Delegation in Jerusalem to the Arab medical authorities. Its situation is a dangerous one. Since the outbreak of the fighting, it has been in the Jewish zone, at about 250 yards from the firing line. It was hit several times by bombs, and by artillery and rifle fire. The presence of the Red Cross nurses and the repeated interventions of the delegates allowed the medical and hospital staff, and the Arab patients to remain without serious harm in the hospital. It now enjoys greater peace, since a new truce has fortunately stopped the fighting.

* * *

It will be recalled that, for the first time in the history of the Red Cross, the International Committee opened in Jerusalem safety zones for the protection of non-combatants. Safety Zone No. 1 included the King David Hotel, the YMCA building and the Terra Sancta Hostel. This zone formed a complete unit. On June 15 the Delegation in Jerusalem agreed to detach the King David Hotel from Zone 1, and place it at the disposal of the mediator of UNO. The Red Cross flag was lowered and replaced by the UNO emblem. At the close of the truce, the UNO officials left the hotel, which was at once occupied by the forces of the Haganah. For this reason, the King David became a military objective, and was at once attacked by the Arabs; the Jewish garrison retaliated. These engagements endangered the other two principal buildings of Safety Zone No. 1, namely, the YMCA building and the Terra Sancta Hostel. The Delegation then asked that the Jewish troops should leave the King David and that the latter should once more be placed under the Red Cross flag. This course proved impossible, and it was then decided to abolish Safety Zone No. 1. The YMCA Hostel was given back to its owners and included amongst the buildings which are under the United States Consulate. The Terra Sancta Hostel was likewise returned to its owner, the

Franciscan Order. These operations led the Committee in Geneva to publish the following statement :

Geneva, 22 July 1948 : During the truce which for four weeks suspended hostilities in Palestine, the Delegation of the International Committee of the Red Cross responded to a request by the Mediator of the United Nations, and in agreement with the Arab and Jewish authorities, handed over to him the King David Hotel in Jerusalem.

It will be recalled that together with the YMCA Hostel, this hotel was included in one of the safety zones organized by the International Committee of the Red Cross, in which non-combatant civilians find protection and are sheltered from the fighting.

The Red Cross flag of the International Committee was consequently replaced on this building by the emblem of the United Nations.

At the expiry of the truce and after the departure of the staff of the UNO, the building was occupied by the Jewish forces. For this reason, the situation of the refugees who had remained under the protection of the International Committee in the YMCA Hostel opposite the King David Hotel, became precarious as a result of artillery bombardment.

The International Committee then asked the Arab and Jewish authorities to agree to reintegrate the King David Hotel in the safety zone. The Arab authorities put off their answer until later. The Jewish authorities stated that for imperative military reasons, they could not contemplate abandoning this position.

The International Committee was therefore compelled to notify the belligerents that the safety zone situated in the YMCA Hostel would be closed, on July 22, the day when all who wish to leave this zone will have been evacuated.

On the other hand, as long as circumstances permit, the second Safety Zone, which includes the former residence of the High Commissioner, will continue to function.

* * *

One of the most deplorable aspects of the conflict in Palestine is the very precarious living conditions of a large number of refugees who left their homes of their own free will, or who were compelled to do so when hostilities became imminent or had started. These refugees are for the most part Palestine Arabs. A very large number of these people are still in Palestine and have withdrawn to certain centres of the Arab zone. In some cities and townships the population was thus doubled

within a few days. Grave problems connected with feeding and sanitation therefore arose, and in several places epidemics of typhoid were announced. The refugees are sometimes housed in dwellings, but are mostly living under canvas or in the open. The necessary sanitary precautions are not taken, for lack of adequate means.

Another set of refugees has found temporary asylum outside of Palestine, either in Transjordan, Syria or Lebanon. Many of these are destitute and have no employment. They are assembled in camps and for the most part very poorly fed, badly cared for and depressed. The ICRC has endeavoured to assist them with the few means at its disposal. The Committee has sent some of its nurses to the camps to carry out general vaccination, and to give first aid to the sick and wounded. The problem is however on such a scale and the numbers of refugees so great that unless it receives the necessary material means, the Committee cannot contemplate any general relief scheme for these victims of the conflict. This is one of its most serious causes for anxiety.

* * *

We have already published a first list of donations which have reached the Committee for distribution in Palestine¹. The ICRC has pursued its efforts to procure fresh supplies. Its main endeavour is to help in the first place prisoners of war and patients in the hospitals. By order of priority, the ICRC are then taking up the question of the refugees in Palestine territory, in particular the children and expectant mothers. Next come the refugees in other countries, then the settled civilian population, —children and mothers always being considered as the first to benefit by any relief which may be distributed.

The Committee has instructed its delegates in Palestine to supply precise information as to the requirements which come to their notice. In order to coordinate work in this field, the ICRC has sent out a delegate, Dr Calpini, who will have special charge of the relief question. In addition to the relief supplies

¹ See *Revue internationale*, July 1948

which have already been mentioned, the ICRC has received the following donations :

- French Red Cross :* Dressings and medicaments.
- British Red Cross :* Sulphamides and dried blood plasma (£1,724) and a large quantity of penicillin.
- Through the British Red Cross in favour of the Syrian Red Crescent :* 50 units of blood plasma (£61)
- American Red Cross :* Dressings, catgut, sulphamides, anaesthetics, calcium (\$3,977).
- International Committee of the Red Cross :* Various medicaments, stretchers, syringes and needles (Sw. francs. 4,700).
- American Red Cross :* Penicillin, anaesthetics, analgesics, disinfectants, sulphamides, heart tonics, dextrose, vaccines, catgut, syringes and needles (\$20,300).
- British Red Cross :* 5,000 doses of typhoid vaccine.
- From the International Union for Child Welfare, on behalf of the French Committee for Child Relief :* Fr. francs 25,000.

The Ministry of Hygiene of the Egyptian Government has just made available to the ICRC 100,000 doses of vaccine which will enable measures to be pursued against the typhoid epidemic. The Egyptian Government is further prepared to supply another 200,000 doses, should circumstances require.

At the time of writing, the second truce is still making its welcome effects felt. The Delegation in Palestine is nevertheless pursuing its work, and will continue to do so as long as the presence of a neutral intermediary appears necessary and is desired by both parties to the conflict. To these the ICRC will lend its good offices, with its customary impartiality and neutrality.

FROM NABLUS TO JERUSALEM, MAY 14¹

“That car has a charmed life: the bullets just bounce off!”

Before the eyes of the Arab officer who had let fall these words, a white car, painted with the Red Cross on its sides, sped down a field and across a stretch of “no man’s land”, swept by fire. A tall fellow got out, shook himself and in great strides made off into the Arab lines. It was May 14, and we were on the outskirts of Jerusalem. Jean Courvoisier, delegate of the ICRC, on his way from Nablus, had to reach the city at all costs, to join M. de Reynier, head of the Delegation in Palestine.

It was the eve of the departure of the British forces. Quick on their heels, the Jews and Arabs were in a great hurry to occupy the best strategic positions, and operations on a big scale were afoot. Meanwhile, in the Holy City a handful of men of goodwill were seeking how to mitigate the effects of this clash of arms. If they could succeed in their plan, then in Jerusalem, spared from battle, the women, children and old people would find a refuge. But to carry through such a plan, the combatants would have to be ousted and the delegates would have to sound the commanders, secure an agreement from them and get a truce signed.

As a matter of fact, the delegate from Nablus was carrying within him the answer of an Arab general. Before pursuing on this venture, he had to get his car inside, which he had left in the care of an Arab driver. He was in for a parley of an hour and a half: patience and doggedness are the word in this country!

Already in the course of that day, three times as it happened, he had had to skirt the Jewish positions. Three times the Arabs

¹ See *Revue*, July 1948.

had taken him for a Jew, and only the eloquence of the driver had served to get him out of the fix. He was coming from a suspect direction and was bound for another no less questionable—nothing could be more calculated to arouse suspicion.

The last stage especially is worth recording. Now, the battle was on, and the road lay between the two lines of fire. In the car, viewing the prospect, the two men glanced at one another ; then each lit a cigarette, swearing he would cross the lines or perish in the attempt. The machine guns, however, had the last word. Brought to a standstill, the delegate at the door of the car waved the Red Cross flag. A second more, and it was lying in the dust, riddled with bullet holes. A further spurt of two hundred yards up to the first Arab outpost and there the inevitable match began between the driver, leaning out of the car and bawling, and the muffled voices coming from behind the sandbags. A few minutes which dragged like hours, and leave to pass was granted. It did not avail very far, for soon the road was blocked. From behind the sandbags came the categorical refusal to open the barrier under enemy fire. Nothing for it : the delegate had to get to work himself, with the help of the driver. It took three-quarters of an hour to get the car through and to put the boulders and barrels back in place.

Evening fell. For the delegate, safe and sound in the Arab lines, the respite was short. Once arrived in Jerusalem, he found a further battle was going on, cutting him off from his headquarters. Incredibly enough, the telephone had not been cut. From Arab G.H.Q. he called up M. de Reynier, who was surprised : why was any fighting going on ? Both sides had taken counsel with him and had agreed on a cease fire at six that evening. The Arabs said that they had not been able to observe the truce, since the Jews had given no assurance that they would agree to it. A fresh start had to be made ; the talks began again ; telephoning resumed, and at last the efforts of the Delegation were rewarded. A cease fire was agreed for nine thirty that evening.

The Jews were notified by M. de Reynier that an Arab armoured car, with a loud-speaker, would make a tour of the front : they were asked to give an undertaking not to attack it. At the appointed hour, all gradually became quiet. In the

whole quarter of the Government Hospital, Barclay's Bank, the American Colony, Sheikh Zanah at any rate there was silence. In an atmosphere which had become more propitious for discussion, the delegate laid before Arab G.H.Q. the International Committee's plan for making the city a neutral area. The explanation was made in English, the only common language. The negotiations were not at all easy, but ended in agreement. On the strength of a promise of acceptance of his plan, the delegate felt at last that he could take a little rest.

He had no sooner done so, when at midnight there was a sharp burst of fire about three hundred yards from his lodging. He made up his mind at once to go to the Old City, taking with him his host, a member of the Arab Higher Committee, who also brought along his mother and her servant. For an hour and a half they had to creep along under the walls. At last they reached the Austrian Hospital where the two women found shelter. There the surgeons were operating without pause by the light of an oil lamp. The delegate was in a hurry, however, to get more information on the situation. With an Arab liaison officer he gained the lines. In the moonlight, he could clearly make out the moving up of the men. Later, he established the fact that the truce had been broken by the action of extremists. The rest of the night was passed in telephoning and in all sorts of negotiations, in the coming and going of ambulances, and in searches for the wounded. Muddle and confusion grew.

At six in the morning, the delegate decided to try his luck once again in an attempt to reach the delegation. He got through to M. de Reynier on the telephone and reported. His chief then got into touch with the Jewish Agency, to make sure that the car would not be fired on. The Damascus Gate, the French Hospital, the last Arab post were all passed. A little further, at a distance of three hundred yards near Barclay's Bank, the Jewish lines began. There was a whistle of bullets. Further on the road was probably mined. There was no guide ; the driver sounded the horn, the car slowed down, and then came to a standstill before the Jewish posts. An officer came creeping up ; he was in command of the Stern gang men who were defending that sector. He claimed not to be in contact with

the Jewish Agency and had therefore had no instructions. He allowed them to take cover behind a building. The car was inspected and the driver carefully searched. What put out the officer more than anything was the presence of the Arab driver ; he could not permit him to cross into Jewish territory. Would he have to turn on his tracks so close to his goal ? The discussion sharpened ; the delegate refused to yield and to being parted from his gallant Mahmoud. Rather would he return to the Arab lines, and it would be the responsibility of the officer that he had been turned back. Very fortunately, this last argument went home and a few minutes later the car safely reached the headquarters of the Delegation.

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INTERNATIONAL COMMITTEE OF THE RED CROSS

THE INTERNATIONAL COMMITTEE OF THE RED CROSS IN PALESTINE

In the course of the last few weeks the delegation of the International Committee in Palestine has been particularly engaged with two problems : (1) the violation of No. 2 Security Zone in Jerusalem, which included the former Government House, the Arab College and the Jewish Agricultural School, and (2) the situation of the refugees in Palestine and in the neighbouring countries.

It will be recalled that one of the Security Zones had to be given up during the month of July ; a similar fate threatened Zone No. 2 in August. On August 16 in the evening, rifle and machine-gun fire started on all sides near Government House. About 11 p.m. Egyptian artillery went into action and commenced bombarding the zone outskirts. At 1 a.m. troops crossed the zone boundary and fighting went on for several hours between Arab and Jewish forces almost under the walls of the main building. The Jewish troops occupied the houses situated on the northern limit of the zone and blew them up, after the women and children had been removed to Government House. On August 16 and 17 the situation was most confused and the Delegation considered abandoning the security zone, unless a prompt return to former conditions was made.

After the fighting on August 16 and 17, the situation in the zone was as follows :

(1) — The Jewish forces occupied the Arab College and the Jewish Agricultural School ; the Red Cross flag had been taken down from the School, but could not be removed from the Arab College on account of incessant rifle fire, which would have made any attempt to do so extremely risky.

(2) — About fifty metres of no man's land lay between the first Jewish lines and the entrance to the gardens of Government House, where the Committee's delegation was still in residence.

(3) — The Government House grounds and premises were not occupied by Arab troops, who considered them however as " Arab territory " and had taken up their positions all round the garden, which was thus practically an enclave in the Arab lines and was often crossed by armed men.

In addition to the military occupation of the zone, the situation was made worse by several incidents, in particular the capture of eleven Jewish combatants inside the building and frequent raids within the zone itself by armed Arabs.

The delegates then present in Jerusalem took immediate steps to ensure the safety of the refugees and endeavoured to restore the zone and its former boundaries. After the above incidents, the Delegation in Palestine sent the following letter to the Arab High Command.

" The Delegation of the International Committee of the Red Cross in Palestine have the honour to place the following facts before the Arab High Command.

" In the night of August 16 to 17, 1948, Security Zone No. 2 in Jerusalem, which is under the safeguard of the International Committee and is known as the Government House Area, was the object of serious violations by Arab and Jewish armed forces. Fighting took place in the territory of the zone, but Government House itself was spared by both sides. At the present moment, our Delegation has no exact information concerning the buildings of the Arab College and the Jewish Agricultural School, which also form part of Security Zone No. 2.

" Further, in the afternoon of August 17, 1948 armed forces of the Arab Legion and irregular troops entered the territory and even the building ; they left however in good order a few hours later.

" The Committee's Delegation in Palestine is compelled to enter a strong protest against these incidents, which are contrary to the agreement made between the Arab and

Jewish authorities and the International Committee for the integrity of the security zones. The Delegation requests the Arab authorities to guarantee that incidents of this nature will not occur in future and await their views on the subject. An interview regarding the matter took place on August 17, 1948, in the evening, between Colonel Abdalla Tell, Commander of the Arab Forces in Jerusalem, and Dr. Pflimlin and Dr. Calpini, delegates of the International Committee.

“ Similar protest is being made to the Jewish authorities concerned.”

This written protest was followed by a series of negotiations and talks, with a view to restoring former conditions in Security Zone No. 2. The Committee's delegates requested the Jewish authorities to evacuate the two schools and to return the refugees in the Arab College.

The responsible Jewish authorities agreed in principle to withdraw their troops, on condition that the Arab forces abandoned the positions they occupied round the security zone. The refugees in the Arab College would be handed over unconditionally. Lastly, the Jewish authorities proposed a meeting with the Arab officers and the United Nations observers to determine the military positions and the conditions for the evacuation, the delegates of the International Committee to assist as observers at the meeting. The proposals were accepted by the Arab authorities and the meeting took place on August 20, in the no man's land between Government House and the Jewish Agricultural School. General Landstroem, the United Nations representative, proposed the removal of all troops and the creation of a large demilitarized area to encircle the security zone and to be placed under the protection of the Red Cross flag.

We cannot give here a detailed account of the negotiations which ensued, or the subsequent exchange of telegrams between the Committee's delegation and headquarters in Geneva, also between the Committee and the Arab and Jewish authorities. It will suffice to say that the Security Zone was finally restored to its former condition and is now fulfilling its initial purpose,

namely, to serve as a refuge for civilians of all categories and a transit centre for the removal or exchange of populations. The incidents which threatened to imperil this particular undertaking have increased the Committee's experience in this field and will serve to shape future policy with regard to Security Zones.

* * *

In spite of the concern and anxiety caused by the occupation of the security zone, the Committee's Delegation in Palestine has pursued its task of helping prisoners of war and all victims of the conflict. Efforts to supply food for Jerusalem hospitals have been continued. Several visits have been made to camps for prisoners of war in Jewish and Arab hands. On several occasions the Delegation has acted as an intermediary to facilitate the removal or the exchange of non-combatants. In this respect mention should be made of the attitude of one of the delegates, Dr. Fasel, who had offered his services to help the evacuation of three villages surrounded by Jewish troops, and whose car was blown up by a landmine when passing the lines to carry out his duties as a neutral intermediary. Fortunately, although the car was completely destroyed, the occupants were unhurt.

In order to avoid incidents of this nature, whenever possible, and to prevent the delegates being needlessly exposed to danger, the head of the Delegation issued instructions regarding the routes to be followed by exchanged or repatriated persons and relief supplies. To this effect, he sent the following verbal note to the civil and military authorities concerned.

“ Up to the present and in order to gain time, it has been customary in Palestine to send repatriated or exchanged persons and relief supplies for prisoners of war through the fighting lines. These operations could only be effected, in each instance, through the intervention of the Delegation and involved the presence in the fighting area of the delegates themselves.

“ The frequent and systematic passage through the lines implies considerable risk, both for the persons and supplies

conveyed under our flag, which should afford them a maximum degree of protection. The practice is in fact wholly contrary to the laws and customs of war, and to the usage of the Red Cross and of the International Committee in particular. Only military personnel and enlisted medical personnel have any business in the fighting line.

“ Representatives of National Red Cross Societies or of the International Committee have no call to be in the fighting line ; their task is to help the wounded and sick behind the lines and to assist war victims.

“ As a matter of principle and in view of the many accidents sustained within the fighting area by the Committee’s delegates and nurses, we must resume the methods usually followed for these operations. On principle, the delegates will no longer cross the lines. The Delegation will confine itself to its customary task as intermediary between the two sides, in all cases where a written request to this effect has been made, giving all necessary information as to the exact place where the lines are to be crossed. Application must be addressed exclusively to the head of the Committee’s Delegation in Palestine, who is the only person competent to handle matters in which both sides are involved.

“ The head of the Delegation will fix the date and hour of the passage, after having received the formal agreement in writing of the adverse party. Two delegates, one on each side, will supervise and control the operation, but will on no account go further than the first military post of the armed forces with whom they are in contact.

“ The passage through the lines will take place under the escort of military medical personnel, under the supervision of the Committee’s delegate and carrying a Red Cross flag. Should the competent authorities not wish to risk the lives of their medical personnel, the Committee’s Delegation has no reason for not sharing the same views.

“ It may be recalled that the habitual method of exchanging prisoners or forwarding relief supplies is to pass behind the lines and work round belligerent areas. The normal route in future will therefore be by a vessel of the

International Committee from Haifa to Beyruth, and vice-versa, then by train and road for the journey Tel Aviv/ Haifa and Beyruth/Amman. Transport from Amman and Tel Aviv will be effected by the usual means towards the centre of Palestine. This route will of course be used for all war victims without distinction.

“ If the authorities, for their own reasons, wish to follow another route and to cross the lines, the Delegation remains at their service, subject to the conditions above-mentioned.”

The reasons for these security measures will be readily understood. They by no means signify that the International Committee is anxious to restrict its activities in Palestine ; its sole desire is to do its duty with the least possible risk for both delegates and nurses.

* * *

In addition to its traditional activities, the International Committee aims at improving conditions for the refugees. The Committee was thus led to make the first appeal to National Red Cross Societies, and through the latter to the public in general, for relief supplies to be sent to Palestine. We have shown in a previous report the results of this appeal.

It is difficult to give an exact estimate of the number of refugees who require help. The data gathered by the Committee's Delegation are as follows :

Ramallah and district	125,000
Nablus and district	50,000
Gaza and district	80,000
Nazareth and district	17,000
Lebanon	50,000
Syria	60,000
Egypt	12,000

Who is to look after these refugees, is still an unsolved problem. Public opinion has been stirred by the United Nations

mediator, who stressed the refugees' tragic situation and asked for relief supplies to be sent at once.

The International Committee is in duty bound to pursue its efforts to help this category of war victims, in which the League of Red Cross Societies is equally interested.

For this reason, M. Paul Ruegger, President of the International Committee and Mr. Basil O'Connor, Chairman of the Board of Governors of the League, were able to state at Stockholm, on September 1, 1948, that with a view to implementing the recommendations of the XVIIth International Red Cross Conference, the two organisations had developed a working plan for relief in the Middle East.

This plan, designed to spread and extend Red Cross assistance to the victims of warfare, is synchronised with the general relief scheme developed by the United Nations mediator in Palestine, and with the relief activities of all other official or private organisations in this field.

The International Committee will pursue its present activities in behalf of civilians in Palestine and will assume the responsibility of distributing Red Cross relief in this area. As in the past, the Committee will continue its work in favour of prisoners of war. The League of Red Cross Societies, acting for the sixty-six National Red Cross and Red Crescent Societies, will co-ordinate relief shipments to countries which are outside the fighting zones and where National Societies are already functioning.

To illustrate the vital necessity for sending relief supplies to Palestine, we quote a few passages from a report received by the Committee from the Ramallah district :

“...Birzeith, which usually numbers about 1200 inhabitants, now shelters roughly 15,000 persons ; the population of Jifna has grown from 500 to 10,000 people. In Birzeith most of the refugees camp out under the trees where they have set up emergency shelters, part canvas, part tin and wood. In many places fires are lit, showing an attempt to keep tidy and clean... The refugees are however in great distress ; all they receive is a meagre daily ration of flour.

All have been vaccinated against typhoid, but there is no infirmary where they could have regular treatment... At Jifna, near the road to Ramallah, we saw a pitiful sight—about fifty refugees trying to draw water from a spring which was hardly visible. At this same place, a woman approached the car to ask for help and advice for her infant in arms, a living skeleton, which at the present time must surely have died. The poor child was not a lone case, others are dying... All the goodwill, all the resources of the country should be employed to try and improve the refugees' present condition... A problem of this magnitude cannot be settled by the Palestinians alone; surely the civilised world will contribute in face of this general distress. Extensive and urgent measures are required; this cannot be sufficiently stressed."

From another report received, it seems that the most urgent requirements are DDT powder in large quantities (at least 20 tons are needed), tablets for the disinfection of drinking water, blankets, food for infants in arms and expectant mothers, rice, maize, powdered milk, sugar, farinaceous foods and fats which would allow for minimum rations for hospital patients.

The delegate of the Committee, who sent the above report, states that "thousands must be fed who at present receive "practically no food. They need clothing and medical attention; "they have lost their homes, possessions and land. They have "settled in emergency camps which may be their only refuge "during the coming winter. In view of this critical situation, "it is not too much to ask for the help of all, Governments and "individuals; we must call upon the goodwill of all who are still "affected by human misery, apart from any political quibbling, "in order to improve conditions for these refugees."

The International Committee was fortunate in being able to give the alarm and to start enlisting the aid of the charitably inclined.

The recommendation passed by the Stockholm Conference for the synchronization of Red Cross relief confirms the magnitude and urgency of the Committee's appeal.

The Committee's means of action are confined to the donations it receives. The gift supplies provided up to the present have allowed it to grant emergency aid in the medical field, but Geneva has no funds enabling it to deal with the immense task with which it is faced. Needless to add that the Committee is prepared to make every effort to carry out, to the best of its ability, its traditional work as neutral intermediary, with a view to assisting the victims of the Palestinian conflict by distributing the supplies entrusted to its care.

*EVENTS IN HYDERABAD: AN APPEAL BY
THE INTERNATIONAL COMMITTEE OF THE
RED CROSS TO THE PARTIES IN CONFLICT*

Geneva, September 17, 1948.

With the earnest desire to protect to the greatest extent the humanitarian principles which it is their duty to maintain, the International Committee of the Red Cross in Geneva have today launched the following appeal to the Indian and Hyderabad Governments :

“ In conformity with their traditional humanitarian mission, the International Committee of the Red Cross are prepared whenever hostilities are impending to place their services at the disposal of the authorities concerned, in all cases where a neutral intermediary based on the stipulations of the Red Cross Conventions is required. The International Committee view events in Hyderabad from this standpoint. The International Committee’s services would in particular include the exchange of lists of captured army personnel, the visiting of places of internment by the Committee’s delegates, the exchange of news and the distribution of relief supplies placed by donors at the Committee’s disposal. Similar activities could be exercised in behalf of other victims of the conflict, in particular civilian internees ”.

(Signed) Paul Ruegger

President of the International
Committee of the Red Cross

*"FELLOWSHIP. THE MORAL SIGNIFICANCE OF
THE RED CROSS". BY JEAN-G. LOSSIER*

We have pleasure in quoting a few pages of the work entitled "Solidarité", first published in French in 1947¹, then translated into Spanish and German and now published in English under the title "Fellowship. The Moral Significance of the Red Cross"².

The author, Jean Lossier, a member of the International Committee's staff during the War, has aimed at giving a general idea of the moral principles on which the Red Cross movement as a whole is founded, and pointing the reasons for serving this cause. In the present day world where men are becoming more and more interdependent and where distances are growing less, it is vital that we should have a clear notion of the links which bind us together and which the constant and world-wide efforts of the Red Cross are strengthening daily.

The task of helping all who suffer, which the Red Cross has assumed, covers a very wide field and may even coincide with work undertaken by the social services of some States. By stressing that Red Cross work implies self-sacrifice the author explains the difference between a State social service and the work of the Red Cross, which springs from charitable motives.

Chapters entitled: Law, Ethics, Reasons for Action, Personal Commitments, Dignity, Humanity, Suffering, Communion, Solitude, Liberty and Civilisation are governed by the thought which always brings us back to the main theme:—the Red Cross has a moral significance that is enhanced by the threatening collapse of our present-day civilisation. It is today

¹ La Baconnière, Neuchâtel, Switzerland.

² Geneva, 1948.

the only means by which men of all creeds, race and opinion can unite in deep human fellowship.

We now quote the chapter entitled "Suffering".

* * *

The Red Cross asks no question other than whether there is suffering uncared for or distress unassisted. The need of help is the only passport it requires, for the only nationality it recognises is that of suffering, which all may come to share sooner or later.

When all suffering is a call that must be answered, discrimination as to country, class and creed disappears, giving place to a neutrality without reserve. This is a difficult moral position to acquire and uphold, especially in time of war, for it means victory over hatred and the ability to consider a human being apart from the nation to which he belongs, and his individual drama separately from the collective drama of the war. The stretcher-bearer doing his merciful duty on the battlefield ceases even to notice the uniform of the man he picks up, whether it is the enemy's or not, and the Red Cross, in its peacetime work, does not look to see whether the victim of epidemic or disaster is wearing a whole coat or a ragged one. Both are there to save the lives of human beings who in their eyes are all alike.

If we declare our fellowship in a way that the man we wish to help can see and feel and understand, he will take a new hold on life and glimpse a better world. A new Columbus, he will find himself in sight of an unguessed shore where he can land at last and build another life after long hardship and despair. No sign of sympathy on our part is unimportant; a trifling act sows the seed of an infinite harvest; the least word of comfort spoken to someone in misfortune awakens echoes near and far.

People will only matter to us if we are thoroughly aware of them as living presences, not phantoms.

So long as we only vaguely sense them about us like obstacles to be skirted or removed, humanly non-existent, our whole attitude towards them is negative. But as soon as we move out of our own light and see them clearly, they regain all their true substantiality.

The successive shocks suffered throughout the moral world during recent generations have brought mistrust and apprehension in their wake. We have become like travellers in unknown country, driving for caution's sake with headlights extinguished. When we forget to be mistrustful we turn on their beam again, and find that we are illuminating not only our own road, but also the wayfarers upon it. We had fancied that the shadows were full of hostile presences, but suddenly they come into view making friendly signs as we go peering among them with needless anxiety, for there is nothing terrifying about them. On the contrary, they comfort us with their unexpected companionship. We thought we were alone, and here we are among a crowd of kindred beings. A ray of sympathy turned in their direction was all it needed to rouse the same response in them, and make them our guides towards the goal to which all of us are bound.

Each one of us is part of the light that shines in darkness. If we let it go out, we shall make unseen victims all the way, and we ourselves, steering blindly into the solitary night, will leave the road and go hopelessly astray for want of someone to warn us that we have lost our bearings. The light that saves some from hurt and others from getting lost, is the same ; in its radiance all are joined, and all are both the leaders and the led. Between the giver and receiver of light there is the same communion as between the anxious seekers of the way and those who show it them.

This thought recalls the Greek view that the petitioned is inferior to the petitioner, the victim

of predestination over whom broods the eternal figure of suffering. It was a true conception, and its real power lay in the consciousness of the gods' omnipresence in all things. The triumph of human intelligence over the forces of nature blurred its meaning, until later generations came to think that to implore was to abase oneself. But is this not an error? Surely the implorer, not only as the symbol of suffering, but as the reminder of our mutual dependence, is clothed with dignity. Across the boundaries of space, his beseeching hands exhort us to remember that he does not need our help more than we need his appeal, for the understanding of suffering and the desire to alleviate it is the only true criterion by which to judge whether succeeding civilisations progress towards justice and humanity, or recede from them.

The ancient world placed the petitioner above the petitioned, the modern world places him below. But a time will come when both will be considered equal. Each gives the other opportunity to fulfil the best in him. They are united in equal fervour to build a social order in which relief will not be almsgiving, but the concrete form of fellowship deeply felt, not called forth by exceptional emergency, but permanently active and extending beyond specific suffering to every social need. Askers and asked being equal, they will have equal rights and receive equal respect, whereby they will recognise themselves at last as one and indivisible. Material aid is not at issue here. The petition we allude to is for the relief—over and above and far beyond mere rights and duties—of the two worst forms of suffering which can befall us: to be alone, cut off completely from all human contact, and to be subjected to wilful bodily torture. In hardship, one must have somebody to talk to, in abandonment one longs for the gesture of help, however slight, that will make one feel again that life is not utterly in vain.

The spirit of fellowship towards those in distress is of the very essence of the Red Cross. Dunant, pondering over the sufferings of the sick and wounded in the Chiesa Maggiore, dwelt longest on their infinite loneliness. In joy we are never alone, but in our suffering, that outside comfort can do little to assuage, who will seek us out ?

The young corporal will die more calmly because Dunant promises to write to his parents, break the sad news carefully and console them with his personal sympathy. We fear to die alone. As the body lets life out, a great need for human contact fills the soul. When nothingness engulfs the flesh, a hand gropes upward out of the depths, to touch the watcher's hand. In that moment of ultimate experience, a chain is stretched taut between the one who goes and those who stay, the helpers and the helped.

Suffering is slow to cry out, but its appeal is the more impassioned for having been restrained so long. When the hope of an answer is all that still remains, even the least sign that it has been heard is a token beyond price. Such signs must therefore always be tangible and real enough for the sufferer to receive them as true symbols of the better world they promise. It then becomes impossible for the helping deed or word to offend against dignity. Proffered and accepted as between equals, condescension on the one side and humiliation on the other will be unthinkable in such exchanges.

Utter simplicity in this respect will enable those in whom suffering and indignity have engendered an exacerbated consciousness of self, to find their way back to normal contact with others. The injured body, mended at last, once more becomes part of the mobile universe ; the heart, ceasing to overflow with its own tears, yields to the enlarging influence of knowing that one can reach the suffering of others

through one's own. Invalids have been known to overcome their maladies through the healing energy derived from a feeling of unity, not with invalids like themselves or, as often happens in moments of particular discouragement, with the dead whom they expected soon to join, but with the living who go about their occupations under the sun.

The despairing, all those whom war or the other hardships of life have crushed and broken, even the mutilated and the victims of the most hideous outrages, all can regain confidence and start afresh. But they must be helped, and the task requires much patience. The Red Cross, amongst other organisations, has taken up this work in several countries, mainly in the form of institutes for the rehabilitation of war victims, offices for aid and advice to those whom the war has robbed of their home ties, home nursing services, and so forth.

In this connection, it is worth quoting the especially valuable initiative of the British Red Cross in bringing the world's great paintings to patients in hospital by means of good reproductions, left hanging in each ward for a certain time and then replaced by others. The results have been unusually encouraging. The newly awakened interest in art, and eagerness to know more about the various masters and their schools have already drawn out talent. Patients have themselves taken up the study of art, and exhibitions of their work have been held in various places. The miracle of art, together with a creative use of enforced idleness, has strengthened the will to recover, and brought about a renewal of the spirit.

If joy calls forth a clear, high melody within us, suffering stirs our souls to graver tones, richer in content because through pain we reach farther into life. Its value lies not in pain itself, but in its power to widen even the narrowest horizon, increasing the

scale of sensibility and endowing the heart with a part of life's wealth, which we only never coveted before, because we did not guess that it existed. Something constructive can be made of every human suffering if we recognise those who have been through it as having a special contribution to make in their greater maturity and ability to let others share in the moral riches they themselves have acquired at such cost.

What has been learnt by men and women who have suffered in their flesh, their heart, their dignity and their faith in human kind must not be wasted, but put to its full use as a ferment in the sluggishness of those whose daily lives are full of ease. The martyred, the ill-treated who have come through such experiences unbeaten, reveal humanity to us through their witness to the self-respect that emerges triumphant out of the bitterest trials. Then there is the lesson of confidence taught us by those who escape from death only to remain bed-ridden, but find words perennially fresh to tell the beauty of life given back to them. The contribution of cripples is the more impressive for all their disability deprives them of. Their very dependence upon others is the image of the dependence of each on all.

Thus the sick, the injured, the infirm whom we are accustomed to look upon as diminished human beings can signify something altogether different, seen from another angle. In a society sufficiently enlightened to cultivate and use instruction in human values, they will give enough and to spare in return for opportunities, whereby they may show how suffering can be a pilgrim's progress onward and upward towards a more fruitful life. We do not mean to glorify suffering as such, but to point out the need to see that all the elements of existence, promising or unpromising, are turned to good account.

No work built on this view and purpose can dispense with the devotion of individuals, but neither can

individual efforts, however devoted, be effective unless co-ordinated. Red Cross initiatives in this direction cannot be too warmly welcomed. In some countries special departments for the medical and professional after-care of convalescents have been established. Paralysed children receive training with appliances, many regaining complete or partial use of their limbs. Unaided, they would never find the courage to make the exhausting effort such training requires, but games and singing make their hard way less painful. This is but one of the new activities for which the Red Cross, with its special character and the means at its disposal, is particularly well fitted.

Contact with suffering is good for humanitarian workers; it helps them to put the well-being of others before their own and not to flag in their effort to lend moral as well as material aid, by weaving ties of sympathy and hopefulness between the victim of disease or violence and the world about him. Those whose task is the alleviation of suffering do not connive at its causes, but neither do they seek to efface its mark. On the contrary, they know that certain scars can be like the fruitful furrow which in good time the slowly germinating seed will fill to overflowing with the bread of life.

No man alone is ever as strong as we think. In the long run the stress of intense suffering will crush rather than strengthen him. He will only be able to bear it and see its meaning, if others help him to carry a burden whose very weight calls forth unsolicited aid. What inspires his helpers to give the best that is in them, is not so much his tribulation as their own sympathy. In the fight against suffering this is the strongest arm, and when he and they emerge victorious they celebrate a common triumph. The remembrance of every such conquest gives courage to go further and do more.

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INTERNATIONAL COMMITTEE OF THE RED CROSS

THE ROAD BACK TO WORK

by *NORAH HILL, A.R.R.C.*

*Principal in the Disabled Persons Branch Ministry
of Labour and National Service.*

*AN ACCOUNT OF THE RESETTLEMENT OF THE
DISABLED IN GREAT BRITAIN, UNDER THE ADMI-
NISTRATION OF THE MINISTRY OF LABOUR AND
NATIONAL SERVICE*

SIGNPOSTS ALONG THE ROAD

Early in the 1939-45 war it was recognised that the return to civilian life of the disabled members of the Fighting Forces, the Merchant Navy and others injured through enemy action would present a considerable resettlement problem. Secondly, it was apparent that many of those already on the disabled list—not only through war disablement but also because of injury, disease or deformity—could make a substantial contribution in manpower to the war effort. A scheme was therefore set up by the Ministry of Labour and National Service in 1941 called the “Interim Scheme for the Training and Resettlement of the Disabled” which had the dual purpose of helping those who had suffered recent disablement to resume their former employment or to find the kind of work best suited to them, and helping those whose disability was of older date to prove their capacity to play their part in the war effort. This Interim Scheme merged gradually into the later Schemes so it will not be necessary to describe it in detail, but the experience gained in working it was valuable.

The next signpost along the road was the decision to prepare during the war a permanent scheme to assist the Resettlement

of the disabled at the end of the war. This was started by the appointment of the "Interdepartmental Committee on the Rehabilitation and Resettlement of Disabled Persons" over which Mr. George Tomlinson presided, and the publication early in 1943 of its report¹ commonly referred to as the "Tomlinson Report". In this report the principles were set down on which future legislation was to be based.

PRINCIPLES OF RESETTLEMENT

From the first it has been a basic principle of the British scheme of resettlement that it should cover disablements of all kinds and from all causes. The test is the effect of disability on the worker's employment capacity and not the cause of the disability. It does not matter whether the disability is acquired from birth or through childhood illness, from an industrial or other accident or from war service. All the disabled, provided they are substantially handicapped in obtaining or keeping employment suited to their age, qualifications and previous experience, should be eligible for help.

Secondly, it was recognised by the Committee that it is in the interest of the country, as well as of the disabled citizen, that he should get back to suitable employment as soon as possible—not to *any* employment but to the most skilled work of which he is capable. There was too common a tendency before the last war to assume that disabled people were capable only of light work of an unskilled character, but recent experience has shown that, with careful selection of work suited to the disability and with training as necessary for that work, most of the disabled are able to hold their own in a variety of occupations, many calling for skill. A disabled man's range of possible activity depends far more on character and personality, i.e. on his remaining abilities, than on his actual disability, which is only one of several factors to be considered.

¹ Cmd. 6415. H.M. Stationery Office, Kingsway, London, W.C.2. Price 9d. net.

Thirdly, the Tomlinson Report emphasized that the only really satisfactory form of resettlement for a disabled person is employment which he can take and keep on his merits as a worker in normal competition with his fellows. It is recognised, of course, that there are a small number of severely disabled men and women who need employment under special conditions, but the great majority have proved that they can compete in normal industry. The Report therefore did not aim at providing special work conditions or appliances for the disabled but rather at training the man to work with his fellow employees with the minimum of adaptation and specialisation. The disabled worker claims no special philanthropy from his employer. His aim is to prove his fitness to work side by side with the able-bodied, provided he is suitably equipped for this sometimes exacting task. Admittedly this is a high standard, but it is the only one which is likely to secure full employment for the disabled under competitive conditions.

THE DISABLED PERSONS EMPLOYMENT ACT, 1944

The general scheme advocated in the Tomlinson Report was embodied in the above Act which was passed in 1944. It came into full operation in August, 1945. Its object is "to make further and better provision for enabling persons handicapped by disablement to secure employment or work on their own account", and it made provision for the training and employment of disabled persons along the lines which will be described in the succeeding paragraphs, based on the principles laid down in the Tomlinson Report.

THE D.R.O. SERVICE

One of the Tomlinson Committee's recommendations was that a specialised service, within the Employment Exchange organisation of the Ministry of Labour and National Service should be set up to deal with the placing of disabled men and

women in employment and the following-up of cases to ensure satisfactory resettlement. It was recognised that placing in employment would not complete the process of medical rehabilitation unless proper care was taken to see that the employment was suited to the disability and full use made of individual capacity. This recommendation has been implemented by the selection at every Local Office (including Regional Appointments Offices) of the Ministry of Labour and National Service of one or more officers who are given specialised training and whose duty it is to help disabled men and women to get suitable employment. Each of these officers—there are men for men and women for women—is known as the Disablement Resettlement Officer (D.R.O.). He (or she) is in touch with all hospitals and sanatoria in his area, and is prepared to visit patients requiring advice on resettlement. He is also ready to give a private interview to any disabled person who calls at the Local Office and asks for assistance in obtaining employment or vocational training.

In giving vocational guidance the D.R.O. is guided by medical advice regarding the nature and extent of the disability and its effect on the employment capacity of the disabled person and, where necessary, such medical guidance is obtained from a specialist.

INDUSTRIAL REHABILITATION

The work undertaken at Egham, Surrey, has demonstrated that it is impossible to draw any precise line of demarcation between medical and industrial rehabilitation. There is a stage in the process of converting a hospital patient into an active worker at which what he needs is mainly recuperative medical treatment coupled with occupational therapy so as to enable him to regain the normal use of his bodily and mental capacities. This is primarily a medical matter and is a vital part of the comprehensive Health Service now being developed. Experience has, however, shown that, after receiving all the hospital rehabilitation available, there may follow a stage in which, while the disabled person may still need a certain amount of medical treatment, the main thing is to make him thoroughly fit and

prepared to enter the employment field, and to do what is necessary to enable him either to return to his former employment or to come to a sound conclusion as to what his future occupation should be. This stage is the responsibility of the Ministry of Labour and National Service, and is being dealt with through Industrial Rehabilitation Centres.

The object of industrial rehabilitation courses is to restore the working capacity of men and women who, although they no longer need hospital treatment, are not immediately fit to take up work. The act enables the Minister of Labour and National Service himself to provide such courses or to arrange for their provision by others, if necessary contributing towards their cost. After consultation with the Health Departments the Ministry of Labour and National Service established a residential Industrial Rehabilitation Centre for men at Egham. This Centre has a capacity of 200 and aims to get the disabled person fit for work or for vocational training. The stay at the Centre varies from six weeks to three months according to the needs of each man. All the facilities are provided free and the residents receive free board and lodging, and maintenance allowances for themselves and their dependants. Between August, 1948 and the end of the year the Ministry will open thirteen additional industrial rehabilitation centres, most of them non-residential, some of which will provide facilities for women and for the neurosis group, neither of which groups has hitherto been catered for at Egham. These new units will be situated in industrial areas and will actually be located inside a Government Training Centre. This development is a completely new experiment which will be carefully watched.

Another type of industrial rehabilitation is being provided by employers in their own establishments, on actual productive work. This has the advantage of linking the process closely with future employment, and is specially valuable for those who, after injury, hope to return to the same type of employment—though not necessarily the same job—as they were doing previously. A variety of schemes are now running, but perhaps the best known is that of a big motor engineering firm, who have organised their scheme in close collaboration with a nearby

Accident Hospital. A special rehabilitation workshop has been set apart by the firm for sick or injured employees needing light employment. Working conditions are good and all employment in this workshop is carefully supervised by the firm's medical staff in consultation with the surgeon-in-chief at the hospital. The wage system is such that the workers earn more than they would if on compensation only, but less than their pre-accident earnings. They thus have a double incentive (*a*) to earn more than they would if they remained on compensation only; (*b*) to return to their pre-accident rate as soon as possible. The average stay in the shop is 4 to 6 weeks, and the employers claim to have sent many men back to their previous jobs who might otherwise have had to find different work. The aim is complete recovery of function rather than speed in return to normal employment.

CIVIL RESETTLEMENT UNITS

It may be the appropriate place here to mention the 20 Civil Resettlement Units which were set up by the War Office to deal with the resettlement of repatriated British prisoners of war. These Units were started soon after the war ended and the last closed down in June, 1947. The Ministry of Labour, although it had no responsibility for running the Units, co-operated closely in finding employment for the ex-prisoner of war as soon as he was ready to leave the Unit.

Altogether 24,000 ex-servicemen, of whom 7,000 had been prisoners in the Far East, voluntarily passed through these Units where they stayed for a period varying from 4 to 13 weeks. A specially qualified staff helped them to overcome all their difficulties of adaptation to civilian life—medical, domestic, or vocational—and put them on the right road back to work.

For those ex-prisoners who were unable to attend Civil Resettlement Units, an Extension Scheme was organised by the War Office with the co-operation of some 4,000 members of the Red Cross and St. John, Women's Voluntary Services and other

voluntary organisations. In ten months visits were made to about 80,000 ex-prisoners of war, and a large number of them received assistance without actually attending a Unit.

VOCATIONAL TRAINING OF THE DISABLED

It is a mistake to think that every disabled man or woman needs a course of vocational training before entering employment. Experience has proved that the great majority can go straight into employment and less than one in 10 needs to take a vocational training course, either because he cannot return to his previous trade or because he has learnt no trade and wants to take up an occupation suited to his disability.

Under the Disabled Persons Employment Act, the Ministry of Labour and National Service is authorised to provide vocational training free of charge for all disabled persons aged 16 or over who are in need of it to make them fit to work. The training is carried out in various ways, either in Government Training Centres where the disabled and the able-bodied work alongside ; in special Residential Centres run by voluntary organisations, which are particularly suitable for the more severely disabled ; in Technical Colleges, which are well adapted for the younger workers ; or in employers' own works, under the special arrangements made between the employers and the Ministry.

Training is given in a wide range of occupations and trades, which varies in different parts of the country according to local industries. The period of training varies with the occupation but in most trades is about 26 weeks. Lodgings are found when the trainee is forced to leave his home area, and allowances are paid both to trainees and their dependants. Over 28,000 disabled men and women have passed through training courses since 1941.

Apart from this kind of training, which is mostly for manual occupations, the Ministry also arranges under the " Further Education and Training Scheme " for training in occupations of a professional, technical or executive character, but the actual

training takes place in educational establishments. There is also another scheme for business training, for which certain disabled persons are eligible.

BACK TO WORK

Industrial rehabilitation and vocational training courses are steps forward along the road leading back to work. The ultimate object is to find for the disabled man work which is suited to his capacity and which he can do in normal competition with his fellows, except in a small proportion of cases for which special employment of a sheltered kind must be provided.

How does the Disabled Persons Employment Act help to find him that work ?

He must first of all apply to have his name entered on the 'Register of Disabled Persons' which, under the authority of the Act, has been set up in every Employment Exchange. Registration started on 1st September, 1945, and is a continuing process. Already nearly 900,000 disabled persons have been registered (August 1948) and still the Register grows. This act of registration is merely a means of identifying those who are "substantially handicapped" in relation to their work and who therefore require some additional security.

Registered disabled persons can be helped to find employment in several ways. They can and do compete for jobs in the ordinary market with the non-disabled, and a great many fill vacancies which are notified to the Employment Exchange in the ordinary way by employers. The Tomlinson Committee foresaw, however, that not every employer would willingly engage his share of the disabled, and they therefore recommended the introduction of an obligation on as many employers as practicable to employ a quota or percentage of registered disabled persons. The Act applies the quota to all employers of 20 or more workers. The percentage is fixed by Order of the Minister of Labour and National Service after consultation with representatives of employers and workers and can be varied from time to time. When the Scheme was introduced on

1st March, 1946, the standard percentage was fixed at 2% but it was raised on 1st September, 1946, to 3% and still stands at this figure (August, 1948). An employer who is below his quota may not engage a person who is not a registered disabled person without a permit from the Ministry of Labour. Only those disabled who are regarded as suitable for the job are submitted, and, if there is no-one suitable on the Register, the employer may get a permit to employ a worker other than a registered disabled person. There is also a provision that an employer must not discharge a registered disabled person without reasonable cause if that discharge would leave him below his quota.

A second way in which the Act gives the disabled a special chance of employment is through the Designated Employments Scheme, by which the Minister, also after consultation with both sides of industry, designates certain employments as being specially suitable for disabled persons. The effect of designation is to reserve future openings in the designated employment to registered disabled persons only, and employers may not engage an unregistered person if there is a registered disabled person suitable for the job. From 1st September, 1946, the Minister designated two employments—those of passenger electric lift attendant and car park attendant—and made an Order accordingly. No further occupations have yet been designated.

Under all the training and employment Schemes mentioned above, preference is given (when there is a waiting list) to men and women who have served in H.M. Forces or in the Merchant Navy or in specified Women's Services. This preference, which is statutory, is not limited to those whose disablement is directly due to service.

SPECIAL EMPLOYMENT

Lastly, there are those who are so seriously disabled that they are unable to enter normal competitive employment and therefore require employment under special (sheltered) conditions. The Act enables the Minister of Labour and National

Service to provide this kind of employment by any of the following methods :

(a) setting up a Company or Companies specially for the purpose ;

(b) granting financial assistance to non-profit making organisations providing such employment ;

(c) granting financial assistance to Local Authorities who, under their Statutory Powers, provide such employment.

The Minister has already established the Disabled Persons Employment Corporation, Limited, to create and develop employment facilities for the severely disabled in all those areas where the need exists. The present programme of the Corporation includes more than 100 workshops and 25 have already been opened employing more than 1,000 workers. The workshops are known as Remploy factories and a wide range of useful products will be made so as to provide employment suited to the ability of workers ; the working conditions are to be such as to meet the needs of the majority of workers and rates of pay will be based on the rate for the job with adjustments in individual cases but subject to a minimum rate.

Assistance under a special scheme is being given to a number of non-profit making organisations employing the severely disabled. The purpose of the scheme is to encourage voluntary bodies to continue their good work and to extend where possible.

The assistance to Local Authorities relates mainly to the blind.

Employment under sheltered conditions is provided for Blind persons in 63 workshops for the blind. These workshops are managed either by Local Authorities or Voluntary Organisations acting on behalf of Local Authorities. The Ministry of Labour and National Service is responsible for the cost of training Blind Persons in these workshops. Maintenance

allowances similar to those payable to other severely disabled persons receiving training in sheltered workshops are paid to the trainees by the Ministry.

From 5th July, 1948, the Ministry of Labour and National Service will assist Local Authorities to meet the cost of providing special employment facilities for Blind Persons by the payment of substantial capitation grants.

It is not possible for all the severely disabled to be employed in workshops, and schemes for employment in the home are, therefore, being developed. The Disabled Persons Employment Corporation has already established homeworking schemes based on four of its Remploy factories and other schemes will be developed as soon as practicable. Encouragement is given to voluntary undertakings in this respect and homeworking schemes for the blind already developed by Local Authorities and Institutions for the Blind, will be continued and further developed.

GOING INTO BUSINESS

Those disabled men and women who were in business on their own account which they had to give up on account of service in the Forces, Merchant Navy or Civil Defence, and who are in need of assistance to restart their businesses, as well as those setting up for the first time who are pensionably disabled as a result of 1939-45 war service, can apply for help under the Ministry's Resettlement Grants Scheme. This Scheme, administered by the Ministry of Labour and National Service, makes grants up to £150, when resettlement in business is considered to be the best form of resettlement.

There is also a Business Training Scheme, already referred to, under which those who, as a result of disability received through war service, cannot return to their pre-war career or training, and who wish to apply for training in business administration, can be assisted.

ACHIEVING FINAL AND PERMANENT RESETTLEMENT

It may be supposed that, in spite of all these schemes and facilities which are being provided, there are still some disabled men and women who fail to find employment, or who turn back after they have started out along the road back to work. There are, for instance, those suffering from nervous disabilities who are restless by the very nature of their disability. How can the Disablement Resettlement Officer ensure that everything possible has been done to resettle a man in the right job? First of all, how can he decide what *is* the right job?

The Tomlinson Committee originally suggested that the Ministry of Labour and National Service should collect information on the suitability of particular occupations to particular disablements. This proposal was examined by a small committee which included three doctors. They took the view that it would be quite impracticable to prepare a comprehensive list of all the disabilities and to attempt to match suitable occupations against it. They recommended, as an alternative, the preparation of a descriptive guide to occupations, indicating their physical requirements and associated environmental conditions, and to accompany this with a form of medical report, showing the physical and functional limitations which must be taken into account in assessing the disabled worker's employability. Such a guide has been prepared and is being used, as recommended, in conjunction with the new type of medical report form.

D.R.O. thus have, on the one hand, a medical report, supplemented by verbal medical advice where possible, as to the person's capabilities, and on the other industrial guidance to supplement their own experience of job requirements. Thus armed, they are in a position to guide the disabled applicant for employment along the right road, although there are those who prefer to strike out on their own, against the advice proffered.

Having done his best to give guidance in the first place, the next task of the D.R.O. is to see whether the selected employment has provided satisfactory resettlement. To do

this, he "follows up" his client after a period by an enquiry as to how he is getting on, and whether he needs any further assistance. If he finds that he is out of work, he tries to place him again; if the work is unsatisfactory he tries to probe the reason and, if possible, to remove the cause. In the majority of cases, however, he will receive re-assurance that those he has started out along the road to work after disablement are now happily settled in and have been re-absorbed into the productive man-power capacity of the nation. So ends the long journey back to health and work.

WHAT OF THE FUTURE ?

Clearly, no scheme is ever complete—there are always improvements and extensions which at present lie buried in the minds of those responsible.

In the first place better integration of medical and industrial rehabilitation is planned, with closer actual co-operation between doctors and Disablement Resettlement Officers, sitting round a table planning together for the worker's resettlement in industry. Next, as knowledge of the needs of particular groups of disabled workers increases—so can these be better met. The blind, the epileptic, heart cases, the tuberculous—they all have their special problems, and it is only by patient research and experiment—sometimes even by trial and error—that the right type of employment is discovered and success is achieved.

Again, there is much more to be done for those needing special conditions of employment or work in their own homes. The housing shortage, and the difficult man-power situation have slowed up provision of sheltered accommodation, but plans have been made for further advances.

As post-war conditions improve, progress will be smoother, but it cannot be emphasised too often that resettlement of the disabled does not require a vast quantity of special machinery. As the Tomlinson Committee emphasised: "Ordinary employment is the object and is practicable for the majority of the

disabled—with the goodwill and co-operation of the representative organisations of employers and workpeople, in conjunction with the Health Services and the responsible Government Departments.” If the disabled worker and his employer can both be helped to forget the disability and to concentrate on the remaining abilities, then resettlement will be achieved in the great majority of cases.

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INTERNATIONAL COMMITTEE OF THE RED CROSS

RED CROSS RELIEF TO VICTIMS OF THE CONFLICT IN PALESTINE

LEAGUE OF RED CROSS
SOCIETIES

INTERNATIONAL COMMITTEE
OF THE RED CROSS

Geneva, September 23, 1948.

INTRODUCTION

M. Paul Ruegger, President of the International Committee of the Red Cross, and Mr. Basil O'Connor, Chairman of the Board of Governors of the League of Red Cross Societies, announced in Stockholm, 1st September 1948, that the two organizations, wishing to give effect to the recommendations of the 17th International Red Cross Conference, had decided upon a plan of action for the Near East.

This plan, the purpose of which is to extend Red Cross assistance to all victims of hostilities, will be synchronized with the general relief programme drawn up by the late Count Folke Bernadotte, United Nations Mediator for Palestine, as well as with the work of all other official and voluntary agencies concerned.

The International Committee of the Red Cross will continue to carry out its already extensive work for civilians in Palestine and will assume responsibility for the distribution of Red Cross relief in that area. Moreover, as in the past, the International Committee of the Red Cross will carry on its work for prisoners of war. The League of Red Cross Societies, acting in the name of the 66 National Red Cross and Red Crescent Societies, will coordinate Red Cross relief intended for countries in which fighting is not taking place and in which National Societies exist and are active.

The situation of the victims of the Palestine conflict, both Arabs and Jews, gives cause for alarm. The National Societies, meeting in Stockholm, received information in this connection which showed that our organizations must give assistance as quickly and as effectively as possible to the hundreds of thousands of refugees, as well as to those persons deprived of their liberty. At a plenary session of the Stockholm Conference, a resolution was adopted promising still greater Red Cross assistance. The League and the International Committee of the Red Cross therefore recommend to the National Red Cross, Red Crescent and Red Lion and Sun Societies that they contribute towards this joint work, bearing in mind the technical arrangements and information set forth in this first circular.

PREROGATIVES OF THE I.C.R.C. AND THE LEAGUE

The *International Committee of the Red Cross* stated, in its circular of 16th August 1948 (Pal.S.5), that it would only intervene as regards material relief in areas where a neutral intermediary is indispensable.

In accordance with the plan referred to above, the International Committee of the Red Cross offers its services of intermediary to National Societies for the consignment of relief :

(a) to refugees, persons placed under its protection in hospitals and security zones and other victims of the conflict on *Palestinian territory*.

(b) to prisoners of war and civilian internees in *Palestine and outside Palestine*.

The *League of Red Cross Societies*, acting in the name of the 66 National Red Cross, Red Crescent and Red Lion and Sun Societies, offers its services for the transmission of Red Cross relief intended for refugees in countries bordering on Palestine and in which National Red Cross, Red Crescent and Red Lion and Sun Societies are active.

II. INFORMATION CONCERNING NEEDS

The International Committee of the Red Cross has sent notes consisting of its appeal of 12th May and the four subsequent bulletins to the 66 National Societies.

The League published an appeal to the National Societies dated 24th May 1948 supporting the appeal of the International Committee of the Red Cross.

The present circular follows up the above-mentioned documents.

The two organizations are at present collecting information concerning the needs of all victims of the Palestinian conflict. They shortly will publish a joint document which will complete the instructions given previously.

III. NATURE OF GIFTS

The International Committee of the Red Cross requests recipients of the present circular to refer to its appeal of 12th May 1948 which gives details on the conditions under which it receives gifts in money and in kind.

The League refers the National Societies to its Relief Bureau Circulars Nos. 1 to 6 inclusive, which give the operational procedure of the League in matters concerning relief.

IV. ALLOCATION OF GIFTS

It is hoped that the National Societies taking part in relief actions in favour of victims of the Palestinian conflict will put their gifts at the unqualified disposal of the League and the International Committee of the Red Cross. It is more in conformity with the principles of Red Cross action for the allocation of gifts to be determined by the urgency of the need of the respective parties than for one of the parties to be favoured exclusively; if the latter procedure were followed the amount of relief might exceed essential needs, while it

might not be possible for adequate assistance to be given to the opposing party.

V. DESPATCH OF GIFTS

Bearing in mind the wish expressed above that gifts be placed at the unqualified disposal of the League and the International Committee of the Red Cross for their synchronized action, we give donors the two following addresses to which their relief may be sent :

International Committee of
the Red Cross, Free Zone,
Beirut

(or) League of Red Cross So-
cieties, Free Zone,
Beirut

(With bills of lading addressed to the Delegation of the International Committee of the Red Cross, Post Office Box 714, Beirut, and a copy to the International Committee in Geneva.)

(With bills of lading addressed to Mr. Jules Vallay, c/o Lebanese Red Cross, Beirut, and a copy to the League in Geneva.)

NOTE : Relief intended expressly for prisoners of war should be addressed according to the detailed instructions given in Section V of Circular Pal.S.5 of the 16th August issued by the International Committee of the Red Cross.

VI. PLAN OF DISTRIBUTION

One of the most important points in the synchronization of the relief of the League and the International Committee of the Red Cross is the establishment of a plan of distribution. Information concerning the needs of all victims of the Palestinian conflict will be centralized in Beirut where, subject to instructions of the League and the International Committee of the Red Cross in Geneva, representatives of the two organiza-

tions will determine the share of relief to be allocated to each of the categories of victims, bearing in mind the areas in which the latter are located.

VII. DISTRIBUTION

The League of Red Cross Societies will transfer to National Societies for distribution to the beneficiaries under supervision of the League the relief which it receives in Beirut in accordance with the distribution plan indicated under VI.

The International Committee of the Red Cross, acting in areas where there are no National Red Cross organizations, will entrust the distribution of relief to reliable local bodies but will supervise the carrying out of this work.

VIII. REPORTS ON DISTRIBUTION

Reports on distribution, to which will be attached in particular the receipts of the beneficiaries and the statements of account, will be sent directly by the International Committee of the Red Cross or the League, as the case may be, to the donors on whose behalf they have acted.

IX. FINANCE

Since the beginning of its relief actions for victims of the Palestinian conflict, the International Committee of the Red Cross has asked donors for an advance payment equivalent to 10% of the value of their gifts to cover expenses (cf. Appeal made by the International Committee of the Red Cross on 12th May 1948). These expenses arise not only from the various formalities and the forwarding of relief, but also from its distribution which is undertaken by the Committee alone, or if need be in cooperation with local organizations. The International Committee of the Red Cross will not in future ask for the payment of this advance tax of 10% but will request that the amount

in question be paid when the relief to which it relates has been received in Beirut. The International Committee of the Red Cross considers that after a period of six months, it may be possible to alter the rate on the basis of experience gained.

As regards the League, the usual administrative expenses, based on a percentage of the total value of each shipment, will be added to each bill. This percentage is 6% to December 31, 1948, when it will be reviewed. (See League Relief Bureau Circulars Nos. 5 and 6.)

League of Red Cross Societies
(signed) B. DE ROUGÉ
Secretary-General

*International Committee of
the Red Cross*
(signed) G. DUNAND
Director Delegate

*THE INTERNATIONAL COMMITTEE
IN PALESTINE*

Before dealing with the various aspects of the International Committee's work in Palestine, some account should be given of the circumstances in which one of their delegates, Dr Fasel, was involved in the tragic events which led to the death of Count Folke Bernadotte, Mediator of the United Nations.

On the day of his death (September 17), Count Bernadotte paid a visit to the Delegation to discuss certain questions which concerned both the Red Cross and the United Nations Truce Commission. The interview took place at Government House, the headquarters of the Committee's delegation in Jerusalem. After a friendly talk on matters in which they were both interested, Count Bernadotte asked Dr Fasel to accompany him to the Y.M.C.A. building to continue the conversation. At 5 p.m. a convoy of three cars left the Security Zone, the first with four members of the United Nations staff, the second with the delegate of the International Committee, who drove himself, and the third with Count Bernadotte and three members of the United Nations staff. On arriving at the outskirts of the Kattamon and Talbieh areas, the two cars bearing the United Nations flag were riddled with shots, the Committee's car remaining untouched, although it had been inspected by the authors of the outrage.

The members of the Committee's delegation at once offered their services and cooperated in the necessary steps for the transport of Count Bernadotte's remains. On September 18, a convoy composed of a Jewish police car, a United Nations car, an ambulance with the bodies of the two victims and a car of the International Committee, also carrying two Swedish Red Cross doctors, together with the cars of the Belgian, American and French General Consulates (members of the Truce Commission) set out for Haifa, escorted by Jewish police motor-

cyclists. The funeral party had to cross the combat area, and in the no man's land a detachment of the Arab Legion lined up to salute. At the entrance to the town of Haifa the convoy was formed anew and a procession of forty cars accompanied the bodies to the Government Hospital, to await transport for Europe.

* * *

It will be recalled that the International Committee had endeavoured to set up security zones in Palestine, principally in Jerusalem. For many weeks these zones were used to shelter non-combatants of all categories and as transit centres for the evacuation or exchange of civilians. Of the first three zones, two had to be given up during July ; in August, the third zone, called Zone No. 2, was seriously imperilled. Situated in an area of great strategic importance for both belligerents, it was attacked and partially occupied, so that the question of abandoning it altogether was seriously considered. An arrangement was finally proposed and met with the approval of both parties.

The United Nations representatives in Palestine seconded the scheme, and it was decided to evacuate all armed forces and to establish a wide demilitarized area round the security zone. Unfortunately, it was soon found extremely difficult to maintain the zone owing to its location. After numerous alarms and incidents caused by both sides, the Committee decided to remove their flag and to give up the zone definitely, as it no longer fulfilled the purpose for which it was intended and the refugees therein were not in safety. Further, communications with the outside world were risky, as they involved crossing the fighting area.

The attempt has, however, not been vain ; the closing of the security zones in Palestine does not rule out the establishment of similar zones in future. Though short-lived, the experiment has shown that the scheme can be carried out in practice.

It should also be stressed that in Jerusalem the zones were established in the fighting area itself. In the Draft Revised or New Conventions which the International Committee published in May 1948, it is definitely stipulated that such zones

should not be situated in regions which are in any way likely to become theatres of war.

Events in Palestine have shown that this condition is fully justified, yet it is now proved that zones set up in the immediate vicinity of the fighting lines, in order to meet humanitarian emergencies, can be of great service, even if of short duration only.

* * *

The successive truces called by the United Nations in Palestine have led to a situation of relative quiet. The Committee's delegation has thus been able to devote all its time to helping prisoners of war and victims of the conflict in general. The particular nature of the hostilities since the month of May, in which irregular forces were often involved, made the delegates' duties particularly dangerous. In these regions very few persons were familiar with the Red Cross and knew what it stands for. The first business of the delegates was to make the principles of the Red Cross more widely known; their educational efforts in this respect are now bearing fruit. The population, who were at first indifferent and even hostile, now understand that they may turn to the Red Cross for help and grasp the moral significance of its emblem.

The first duty of the Committee is obviously the relief of prisoners of war. In this field, the delegates have made constant endeavours to convince the Jewish and Arab authorities of their obligation strictly to adhere to the terms of the Conventions for the protection of prisoners of war, and they have had the satisfaction of observing the success of their efforts. The reports on camps and prisoners' living conditions which they are sending to Geneva clearly show that the circumstances of detention have notably improved. Prisoners on both sides enjoy the privileges stipulated by the Conventions; they are allowed to correspond, to receive relief supplies of food, clothing and even money; in each camp they have been authorised to nominate a camp leader to act for them. Their treatment is, on the whole, in conformity with the Conventions, which both parties undertook to respect.

Mail for Jewish prisoners in the Arab States, or for Arab prisoners in Jewish camps, passes through the International Committee's various delegations, who forward it to the addressees. In order that next of kin may be better informed of the men's circumstances, the Delegation has made arrangements for public exhibitions of photographs of Jewish prisoners in Arab hands, in particular those detained in Mafrak Camp. All the men in this camp were photographed in groups of twenty; enlargements were made and the photographs placed on view first in Jerusalem, then in Tel-Aviv and finally at Haifa. These exhibitions were a great success; relatives went to see them in crowds and as they can order photographs in which they are interested, several thousands of copies have been supplied to date.

The Committee's Delegation has also endeavoured to help the civil population, particularly by organising the exchange of civilian messages and an enquiry office for tracing persons whose exact whereabouts are unknown. The number of enquiries handled by the delegates is steadily increasing; whereas there are a good many missing from the Jewish side, a far larger number of Arabs are being sought for. A great many enquiries are received from Arab localities occupied by Jewish forces, or situated in the area now controlled by the latter; others are sent by the many thousands of refugees who are sheltered in the countries bordering on Palestine. To help handle this work, which is becoming more onerous every day, the Committee's delegation at Tel-Aviv has appointed a number of Arab correspondents in the occupied Arab localities, principally at Jaffa, Lydda, Ramleh, Acre and Nazareth. These correspondents, who are appointed in full agreement with the Jewish authorities, are rendering most valuable service. The Tel-Aviv Delegation is now considering the opening of a central Arab office at Jaffa, under its direction, and which could take over a large part of these enquiries. This system of correspondents has practically the same object as the local branches of a national Red Cross.

In addition to enquiries, the Civilian Message Scheme has been introduced, and the number of messages distributed or

transmitted is steadily increasing. Here again, many technical difficulties had to be met, mostly due to the fact that the senders write practically all the addresses in Arabic only ; the help of the Arab correspondents above-mentioned has been most useful in this connexion. This means of assisting the Arab population under Jewish control is certainly of great importance, as the wide use made of Red Cross messages helps to make known the principles and work of the Red Cross and will, in due course, lead to appreciable results.

The Committee's Delegation is also pursuing its role of protecting agency for hospitals. Its mission consists in giving legal advice (on the basis of the Geneva Convention) and relief supplies to certain categories of hospitals, in particular to the Arab hospitals in the Jewish zone. Some of these hospitals are in a very difficult position. At Jaffa, the Municipal Hospital, the French Hospital, the Mekor Hayim Hospital and the polyclinic enjoy this protection ; the Delegation has also been able to assist medical practitioners by preventing the requisitioning of their cars, thus allowing them to carry on their work. At Ramleh, the delegates intervened in behalf of a hospital under the Egyptian Red Crescent. Part of the hospital equipment had been requisitioned, but at the delegates' request it was handed back unconditionally by the Jewish authorities and sent on to Ramallah. At Nazareth, protection is extended to the French Hospital and the Scottish Mission Hospital, to both of which it has been possible to send medicaments and blood plasma. At Jerusalem the delegation is particularly interested in the Government Hospital. This is an Arab institution and is entirely surrounded by the Jewish front line ; it is thus in a very exposed position, which so far could not be improved. The evacuation of the premises is now being considered.

* * *

Mention should lastly be made of the Committee's activities in favour of refugees. As is known, it was decided in principle that the Committee would give relief to the refugees in Palestine

proper ; to this end, the Committee received supplies from various donors, including several National Red Cross Societies.

In our September issue, attention was drawn to the position of the Palestinian refugees, and a brief account was given of the relief being planned in their behalf both by the International Committee and by the League.

Despite the help they have received, the situation of the refugees is becoming steadily worse. Their means of existence are dwindling rapidly and the coming winter raises the grave problem of finding them accommodation, clothing, blankets, etc. The last reports received from the Committee's delegates show increasing distress, a worsening of the already poor health situation and an alarming increase in the death-rate. This tragic condition is further complicated by the mass exodus of refugees from North to South Palestine, who hope to find a warmer climate. Other groups are leaving their usual places of residence to go South, and thus increase the number of persons in need.

Appeals have been circulated, first by the International Committee and then jointly by the League and the Committee since September ; all National Red Cross Societies who are in a position to help should give them earnest consideration. Several Societies have already responded favourably and large relief consignments are on the way to Beirut ; these will allow the Red Cross to pursue its activities.

Turning to what has been done during the last few months, it will be noticed that in almost every case the donors have confined themselves to the requirements specified in the appeals. The consignments made include a large proportion of medical supplies ; at the present time they are principally composed of food and clothing.

On the whole, the Committee have up to now been able to issue slightly more than 50 tons of goods, worth approximately 1,150,000 Swiss francs. Supplies issued increase each month ; whereas in July only five tons were distributed, worth 70,000 francs, the August issue was eleven tons, for about 325,000 francs ; in September 14½ tons were handed out, which represented 550,000 francs. Half way through October the distri-

bution of 20 tons, for a value of 160,000 francs, was already carried out.

Issues are made through the various delegations of the Committee, with the help of local agencies set up by them in most Palestinian regions. These agencies include residents who are representative of the local groups and parties, medical practitioners and, in a general way, persons able to appreciate the position and who can be relied upon to ensure equitable distribution. The Committee have also enlisted the support of the local health authorities and of many religious institutions which maintain hospitals. The distribution scheme adopted has given good results.

When mentioning some of the results obtained by the Committee's action, it should not be forgotten that they themselves are not in a position — nor is it within their scope — to supply hospitals or refugee camps with medical supplies, clothing, food, and so forth. The Committee must confine their activities to the actual means at their disposal, and it is not superfluous to recall once more the fact that they depend entirely upon the donations they receive.

In some cases the authorities, and the refugees in particular, have been disappointed in not receiving the large quantities of supplies they had anticipated. It had to be explained to them that the Committee's main efforts were centered on assisting the sick and wounded, expectant mothers and children, and that they were unable to give full relief supplies to masses of refugees.

The distributions effected by the Committee's delegates have had three clear results :

- (a) To provide medical equipment and medicaments over a large area where supplies were completely exhausted and where, in addition to the civil population, a great number of refugees and many wounded are assembled.
- (b) The Committee has given immediate relief to refugees by opening dispensaries. At the present time these are seven in number, the maintenance of which is entirely in the Committee's care. These institutions are of great service,

as thousands of sufferers are given daily treatment by the Committee's nurses, who have trained native personnel to help them.

In addition, the nurses try to teach refugees the first principles of hygiene and simple prophylactic measures.

A gift of about eight tons of clothing, which included about 50,000 garments, enabled fairly large issues to be made.

- (c) The third result is the campaign for the prevention of epidemics which were threatening, especially typhoid fever. Thanks to the serum and vaccines received, the local medical authorities and the Committee's nurses have vaccinated a very great number of persons. The effect is apparently satisfactory, in spite of the deficiencies inherent in the system employed. These are largely due to the fact that, in many cases, the refugees are constantly on the move and cannot thus have the proper number of injections, control being frequently impossible.

THE INTERNATIONAL COMMITTEE OF THE RED CROSS IN PALESTINE

**RELIEF ACTIVITIES IN BEHALF OF THE VICTIMS OF THE PALESTINIAN CONFLICT
FROM JULY 1, 1948, TO OCTOBER 15, 1948¹**

I. CONSIGNMENTS FOR ARAB POPULATIONS

Areas benefited	Donors	Description	Value in Sw. Francs
North Palestine Region, Ramallah, Nablus	Egyptian Red Cross	40,000 doses antityphoid vaccine	40,850
French Hospital, Bethlehem	ICRC (Pharmac. Sect.)	Vaccines, sulphamides	1,200
Gaza, Ramallah, Nazareth, Jerusalem, Bethany	American Red Cross	Plasma	147,153
Ramallah, Nazareth	Canadian Red Cross	Vitamine glucose	5,680
Gaza, Ramallah, Nazareth	British Red Cross	Penicillin	4,420
Gaza, Ramallah, Nazareth, Jerusalem	ICRC	Sundry equipment	23,000
Gaza, Ramallah	American Red Cross	Dressings, disinfectants	13,317
Gaza, Ramallah	British Red Cross	Sundry medicaments	28,916
Gaza, Ramallah, Nablus (refugees)	American Red Cross	Clothing	313,900
Gaza, Ramallah	Turkish Red Crescent	Dressings	20,210
Gaza, Ramallah, Amman	American Red Cross	Plasma	180,438
Gaza, Ramallah, Tel-Aviv (Arabs in Jewish Zone)	American Red Cross	Medic. and minor surgical instrum.	143,772
Gaza, Ramallah, Jerusalem	Egyptian Government	Anti-typhoid vaccine	84,280
Ramallah	British Government	Tents	16,700
Ramallah (Arab refugees)	ICRC	Serums and vaccines	2,000
Ramallah (Arab refugees)	Egyptian Government	Dressings	600
Ramallah, Gaza	Egyptian Red Crescent	Anti-rabies vaccine	8,278
Syrian Red Crescent	British Red Cross	Plasma	10,530
Lebanon Red Cross	British Red Cross	Anti-typhoid vaccine	4,214
Lebanon Red Cross	French Red Cross	Sundry medicaments	4,540
Lebanon Red Cross	South African Red Cross	Medicaments, dressings	3,216
Ramallah, Gaza, Bethany	ICRC	Medical kits, needles, syringes . .	150
Mere Mahé, Tarshiha village	ICRC	Various medicaments	686
Arab refugees, Ramallah	British Government	Foodstuffs	700
Acre Hospital	Egyptian Red Crescent	Chloride	1,500
Arab areas	Egyptian Government	Vaccines	24,956
Arabs, Ramallah area	ICRC	Medicaments	2,500
			1,087,706

II. CONSIGNMENTS FOR JEWISH CIVIL POPULATIONS

Tel-Aviv	American Red Cross	Plasma (1st consignment)	46,347
Tel-Aviv	American Red Cross	Plasma (2nd consignment).	25,962
Tel-Aviv	American Red Cross	Equipment (American Red Cross)	20,292
			92,601

III. SUMMARY

Arabs	1,087,706
Jews	92,601
Total	1,180,307

¹ Statistics supplied by the Committee's Relief Centre in Beirut.

REVUE INTERNATIONALE
DE LA CROIX-ROUGE
ET
BULLETIN DES SOCIÉTÉS
DE LA CROIX-ROUGE

SUPPLEMENT

December 1948

No. 12

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*REVISED AND NEW DRAFT CONVENTIONS
FOR THE PROTECTION OF WAR VICTIMS*

TEXTS APPROVED AND AMENDED BY THE
XVIIth INTERNATIONAL RED CROSS CONFERENCE

INTRODUCTION

In May 1948, the International Committee of the Red Cross submitted to all Governments and States signatory to the Geneva Convention and to all National Red Cross Societies a Document (No. 4a), to which the reader is asked to refer, entitled—

“Draft Revised or New Conventions for the Protection of War Victims. Established by the International Committee of the Red Cross with the assistance of Government Experts, National Red Cross Societies and other Humanitarian Associations.”

This Draft was presented for discussion at the XVIIth International Red Cross Conference, which met in Stockholm from August 20 to 30, 1948, and which was attended by the representatives of fifty Governments and fifty-two National Red Cross Societies.

The study of the revision of the Geneva Conventions and of the draft new Convention for the protection of Civilians were referred to a Legal Commission, set up within the Conference. The Commission took the above-mentioned Draft as the basis of its discussions.

Each article of the Draft was examined separately and approved with slight amendments, some of which were proposed by the International Committee itself.

The XVIIth International Red Cross Conference adopted the conclusions of the Legal Commission and passed the following resolutions.

DRAFT INTERNATIONAL CONVENTIONS

1. *Geneva Convention.*

The XVIIth International Red Cross Conference, having studied and approved the draft revised text of the Geneva Convention of July 27, 1929, for the Relief of the Wounded and Sick in Armies in the Field, drawn up by the International Committee of the Red Cross with the assistance of Government Experts, National Red Cross Societies and other humanitarian associations,

requests the International Committee of the Red Cross to take all necessary steps to ensure that the said Draft, with the amendments which the Conference has made therein, be transmitted to all Governments with a view to its adoption by a Diplomatic Conference,

attaches thereto the Report of its discussions and expresses the hope that this Draft be implemented at the earliest possible moment.

2. *Maritime Convention.*

The XVIIth International Red Cross Conference, having studied and approved the draft revised text of the Tenth Hague Convention of October 18, 1907, for the Adaptation to Maritime Warfare of the Principles of the Geneva Convention of July 6, 1906, drawn up by the International Committee of the Red Cross with the assistance of Government Experts, National Red Cross Societies and other humanitarian associations,

requests the International Committee of the Red Cross to take all necessary steps to ensure that the said Draft, with the amendments which the Conference has made therein, be transmitted to the Governments, with a view to its adoption by a Diplomatic Conference,

attaches thereto the Report of its discussions and recommends that this Draft be implemented at the earliest possible moment.

3. *Prisoners of War Convention.*

The XVIIth International Red Cross Conference, having studied and approved the draft revised text of the Convention concluded at Geneva on July 27, 1929, relative to the Treatment of Prisoners of War, drawn up by the International Committee of the Red Cross with the assistance of Government Experts, National Red Cross Societies and other humanitarian associations,

requests the International Committee of the Red Cross to take all necessary steps to ensure that the said Draft, with the amendments which the Conference has made therein, be transmitted to the Governments, with a view to its adoption by a Diplomatic Conference,

attaches thereto the Report of its discussions and recommends that this Draft be implemented at the earliest possible moment.

4. *Convention relating to Civilians.*

The XVIIth International Red Cross Conference, having studied and approved the draft Convention for the Protection of Civilians in time of war, drawn up by the International Committee of the Red Cross with the assistance of Government Experts, National Red Cross Societies and other humanitarian associations,

requests the International Committee of the Red Cross to take all necessary steps to ensure that the said Draft, with the amendments which the Conference has made therein, be transmitted to the Governments, with a view to its adoption by a Diplomatic Conference,

attaches thereto the Report of its discussions and recommends that this Draft be implemented at the earliest possible moment.

5. *General Recommendations.*

The XVIIth International Red Cross Conference, having studied the text of the Revised and New Conventions for the Protection of War Victims submitted by the International Committee of the Red Cross, and having introduced a certain number of amendments and recorded the reservations which have been expressed, states its approval of these Drafts ;

notes that these Drafts, in particular the new Convention on the Protection of Civilians, correspond to the fundamental aspirations of the peoples of the world and that they define the essential rules for that protection to which every human being is entitled ;

considers that the Draft Convention relative to the protection of Civilians merely completes and defines what may be regarded either as the customs of civilized nations, or as ideas already embodied in previous treaties, in particular the Hague Convention of 1907, or as the most obvious demands of the world's conscience ;

draws especially the attention of Governments to the urgent necessity of ensuring the effective protection of civilians in time of war by a Convention, the lack of which was so cruelly felt during the last war, and urges that all States, immediately and without awaiting the conclusion of this Convention, apply its principles in the cases provided for ;

recommends furthermore that all Governments meet at the earliest possible moment in Diplomatic Conference for the adoption and signature of the texts now approved and requests the International Committee of the Red Cross to take all useful measures to hasten the meeting of the said Conference.

In order to follow up the above Resolutions the International Committee have, for the benefit of Governments, established the present document which contains the texts approved and amended by the XVIIth Conference. The *amendments* voted

during the Conference are shown in *italics*, whereas the wording of the International Committee, approved by the Conference, is in ordinary type. The reservations made by some delegations present in Stockholm will be found at the end of each Convention.

For fuller understanding of the texts, reference should be made to the volume No. 4a submitted by the International Committee to the Conference (*Draft Revised or New Conventions for the Protection of War Victims—Geneva, May 1948*), and to the minutes of the debates of the Legal Commission of the Conference, which will shortly be available.

In order not to delay the circulation of the wording approved at Stockholm, this wording is given below in the form approved by the XVIIth Conference, without any subsequent modifications. It should, however, be observed that the short time allotted to the Conference did not allow for certain adaptations which are the natural consequence of the amendments introduced. The International Committee will ultimately submit suggestions regarding these adaptations, together with the final proposals which, after three years study of the question, they may still believe to be necessary.

REVISION OF THE GENEVA CONVENTION
OF JULY 27, 1929,
FOR THE RELIEF OF THE WOUNDED
AND SICK IN ARMIES IN THE FIELD

TITLE

**GENEVA CONVENTION
FOR THE RELIEF OF THE WOUNDED AND SICK
OF ARMED FORCES IN THE FIELD ¹**

CHAPTER I

General Provisions

ARTICLE I

Respect of the Convention The High Contracting Parties undertake ² to respect, and to ensure respect for the present Convention in all circumstances.

ARTICLE 2

Application of the Convention In addition to the stipulations which shall be implemented in peace time, the present Convention shall apply to all cases of declared war or of any other armed conflict which may arise between two more of the High Contracting Parties, even if the state of war is not recognized by one of them.

¹ Title amended in view of present-day conditions.

² The words "in the name of their peoples" have been deleted.

The Convention shall also apply to all cases of partial or total occupation of the territory of a High Contracting Party, even if the said occupation meets with no armed resistance.

If one of the Powers in conflict is not party to the present Convention, the Powers who are party thereto shall, notwithstanding be bound by it in their mutual relations.

In all cases of armed conflict not of an international character¹ which may occur in the territory of one or more of the High Contracting Parties, each of the adversaries shall be bound to implement the principles of the present Convention. The Convention shall be applicable in these circumstances, whatever the legal status of the Parties to the conflict and without prejudice thereto.

ARTICLE 3

Neutral Powers shall apply by analogy the provisions of the present Convention to the wounded and sick, and to members of the medical personnel and to chaplains of belligerent armed forces interned in their territory.

Application by
neutral Powers

ARTICLE 4

Besides the agreements expressly provided for in Articles 12, 18 and 24, the Parties to the conflict may conclude particular agreements in all matters for which they may consider it useful to make special arrangements. These agreements shall in no case adversely affect the situation of the wounded and sick, or of the members of medical personnel and of chaplains, as defined by the present Convention, nor restrict the rights which it confers upon them.

Particular
agreements

Wounded and sick, as also members of medical personnel and chaplains shall benefit by these agreements as long as the Convention is applicable to them, subject to express stipulations to the contrary in the said or subsequent agreements, or again subject to more favourable measures taken in their behalf by one or other of the Parties to the conflict.

¹ The words " especially cases of civil war, colonial conflicts or wars of religion " have been deleted.

ARTICLE 5

Acquired rights

Wounded and sick, as also members of the medical personnel and chaplains may in no circumstances¹ abandon partially or wholly the rights conferred upon them by the present Convention, and, should the case arise, by the particular agreements provided for in the foregoing Article.

ARTICLE 6

Protecting Powers

The present Convention shall be applied with the co-operation and under the supervision of the Protecting Powers whose duty it is to safeguard the interests of the Parties to the conflict. To this effect, the Protecting Powers may appoint, apart from their diplomatic staff, delegates from amongst their own nationals, or the nationals of other neutral Powers. The said delegates shall be subject to the approval of the Power in whose territory they are to carry out their duties. *The said Power may only refuse its approval if serious grounds are adduced.*

The Parties to the conflict shall facilitate to the greatest extent possible the task of the representatives or delegates of the Protecting Powers.

ARTICLE 7

Activities of the International Committee of the Red Cross

The provisions of the present Convention constitute no obstacle to the humanitarian activities which the International Committee of the Red Cross may undertake for the protection of wounded and sick, medical personnel and chaplains, and for their relief, subject to the consent of the Parties to the conflict concerned.

ARTICLE 8

Substitutes for Protecting Powers

The Contracting Parties may at any time agree to entrust to a body which offers all guarantees of impartiality and efficacy the duties incumbent on the Protecting Powers by virtue of the present Convention.

Furthermore, if wounded and sick, or members of the medical personnel and chaplains do not benefit, or cease to benefit, by the activities of a Protecting Power or of the said body, the

¹ The words " be induced by constraint or by any other means of coercion, to " have been deleted.

Party to the conflict in whose hands they may be, shall be under the obligation to make up for this lack of protection by inviting either a neutral State or an impartial humanitarian body such as the International Committee of the Red Cross, to assume in their behalf the duties devolving by virtue of the present Convention on the Protecting Powers.

Whenever the Protecting Power is named in the present Convention, such reference also designates the bodies replacing it in the sense of the present Article.

ARTICLE 9

Whenever the Protecting Powers consider it desirable in the interest of wounded and sick, and of members of medical personnel and chaplains, particularly in the event of disagreement between the Parties to the conflict regarding the application of the provisions of the present Convention, the said Powers shall lend their good offices in order to facilitate such application.

Procedure of
conciliation

To this effect, each of the Protecting Powers may, either at the invitation of one Party, or of its own motion, propose to the Parties to the conflict a meeting of their representatives, in particular of the authorities responsible for wounded and sick, members of medical personnel and chaplains, eventually in suitably chosen neutral territory. The Parties to the conflict shall be required to give effect to the proposals made to them for this purpose. The Protecting Powers may, if necessary, submit to the approval of the Parties to the conflict the name of a person belonging to a neutral Power, or delegated by the International Committee of the Red Cross, who shall be invited to take part in this meeting.

CHAPTER II

Wounded and Sick

ARTICLE 10

Members of the armed forces and *the other* persons designated in Article 3 of the Convention of relative to the treatment of Prisoners of War who are wounded or sick, shall be respected and protected in all circumstances.

Protection
and care

They shall be treated humanely and cared for by the belligerent in whose power they may be, without any distinction of race, nationality, religion or political opinions, or any other distinction founded on similar criteria. *Priority treatment is permissible only for urgent medical reasons.*

Women shall be treated with all consideration due to their sex.

Nevertheless, the belligerent who is compelled to abandon wounded or sick to the enemy shall, as far as military considerations permit, leave with them a portion of his medical personnel and material to assist in their care.

ARTICLE 11

Status Subject to the provisions of the foregoing Article, the wounded and sick of a belligerent who fall into enemy hands, shall be prisoners of war, and the provisions of international law concerning prisoners of war shall apply to them.

ARTICLE 12

Search for the At all times, and particularly after an engagement, bel-
wounded and ligerents shall without delay take all possible steps to search
dead. for and collect the sick and wounded, protect them against
Evacuation pillage and ill-treatment, and ensure their adequate care, and
 to search for the dead and prevent their being despoiled.

Whenever circumstances permit, a local armistice or suspension of fire shall be arranged to permit the removal and transport of the wounded.

Likewise, local arrangements may be concluded between belligerents for the removal of wounded and sick from a besieged or encircled area, and for the passage of medical personnel and equipment bound for the said area.

ARTICLE 13

Communication Belligerents shall communicate to each other, as soon as
of information. possible, according to the procedure described in Art. 112 of
Prescriptions the Convention of relative to the Treatment of Prisoners
regarding the of War, the names of the wounded, sick and dead discovered
dead and collected, together with any indications which may assist
 in their identification.

They shall establish and forward to each other, by the same channel, certificates of death or, in lieu thereof, duly authenticated lists of the dead, *together with one half of the identity discs of the dead, which should be of a standard pattern, the other half to remain attached to the body.*

They shall likewise collect and exchange, by the same channel, all articles of a personal nature having an intrinsic or sentimental value which are found on the dead.

Bodies shall not be cremated except for imperious reasons of hygiene, or for motives *based on the religious tenets of the deceased.* In case of cremation, the circumstances and motives shall be stated in detail in the death certificate of the cremated person.

Belligerents shall ensure that the burial or cremation of the dead, *carried out individually as far circumstances permit,* is preceded by a careful, and if possible medical examination of the bodies, with a view to confirming death, establishing identity and enabling a report to be made.

They shall further ensure that the dead are honourably interred, if possible according to the rites of the religion to which they belonged, that their graves are respected, assembled if possible and marked so that they may always be found. To this effect, they shall organize at the commencement of hostilities an official graves registration service, to allow subsequent exhumations and to ensure the identification of bodies, whatever the ulterior site of the graves, and the possible transportation to the home country. These provisions likewise apply, so far as may be, to the ashes, which shall be kept by the graves registration service until the close of hostilities.

As soon as circumstances permit, and at latest at the end of hostilities, these services shall exchange the lists of the graves and of the dead interred in their cemeteries and elsewhere.

ARTICLE 14

The military authorities may appeal to the charity of the inhabitants to collect, under their direction, *and give first aid to the wounded or sick of armed forces, and may grant persons who have responded to this appeal the necessary protection and facilities. Should the enemy belligerent take or retake control of the area, he shall likewise grant these persons the same protection and the same facilities.*

The military authorities shall permit the inhabitants and relief societies, even in invaded or occupied areas, to offer in

Role of the
population

collecting and giving first aid to wounded or sick members of the armed forces, of whatever nationality, on condition that the latter shall not be withheld from the possible control of national or occupying authorities. The civilian population shall respect these wounded and sick, and in particular abstain from offering them violence.

Members of medical personnel and civilians may at no time be molested or convicted for having nursed the wounded or sick.

The provisions of the present Article do not relieve the occupying Power of its obligations to give both physical and moral care to sick and wounded members of the forces.

CHAPTER III

Medical Units and Establishments

ARTICLE 15

Protection

Fixed establishments and mobile hospital units of the Medical Service may in no circumstances be the object of attack, but shall at all times be respected and protected by the belligerents. Should they fall into the hands of the adverse party, their personnel shall be free to pursue their duties, as long as the capturing Power has not itself ensured the necessary care of the wounded and sick found in such establishments and units.

The responsible authorities shall ensure that the said medical establishments and units are, *as far as possible*, located in such a manner that attacks against military objectives cannot imperil their safety.

ARTICLE 16

End of
protection

The protection to which medical units and establishments are entitled shall cease only if they are used to commit acts *not compatible with their humanitarian duties. Protection may, however, cease only after due warning, naming a reasonable time limit, which warning remains unheeded.*

ARTICLE 17

The following conditions shall not be considered as depriving a medical unit or establishment of the protection guaranteed by Article 15:

Facts not
cancelling
protection

(1) That the personnel of the unit or establishment are armed, and that they use the arms in their own defence, or in that of the sick and wounded in their charge.

(2) That in the absence of armed orderlies, the unit or establishment is protected by a picket or by sentries.

(3) That small arms and ammunition taken from the wounded and sick, and which have not yet been handed to the proper service, are found in the unit or establishment.

(4) That personnel and material of the veterinary service are found in the unit or establishment, without forming an integral part thereof;

(5) That the humanitarian activities of medical units and establishments or of their personnel extend to the care of civilian wounded or sick.

ARTICLE 18

The Contracting Parties in time of peace and, in case of hostilities, the Parties to the conflict *may* create, in their own territory and, if the case arises, in occupied areas, hospital zones and localities so organized as to protect from the effects of war the wounded and sick ¹.

Hospital Zones
and Localities

Upon the outbreak and during the course of hostilities, the parties concerned shall agree on mutual recognition of the zones and localities they have created, and may, for this purpose, implement the provisions of the Draft Agreement ² annexed to the present Convention, with such amendments as they may consider necessary.

The Protecting Powers and the International Committee of the Red Cross *are invited* to lend their good offices in order to facilitate the institution and recognition of these hospital zones and localities.

¹ The close of this paragraph has been deleted.

² The said Draft Agreement applies also to the institution of security zones and localities for civilians. It therefore forms an annexe to the Convention for the Protection of Civilian Persons in time of war. See below.

CHAPTER IV

Personnel

ARTICLE 19

Protection

Medical personnel exclusively engaged in the search, collection, transport and treatment of the wounded and sick *belonging to the categories named in Article 3 of the Convention of..... relative to the treatment of Prisoners of War*, and occupied in the prevention of disease, furthermore, staff exclusively engaged in the administration of medical units and establishments, and chaplains attached to the armed forces, shall be respected and protected in all circumstances.

ARTICLE 20

Red Cross Societies

The staff of National Red Cross Societies and that of other Voluntary Aid Societies, duly recognized and authorized by their Governments, who may be employed on the same duties as the personnel named in Article 19, are placed on the same footing as the personnel named in the said Article, provided that the staff of such societies are subject to military laws and regulations.

Each High Contracting Party shall notify to the other, either in time of peace or at the commencement of, or during hostilities, but in any case before actually employing them, the names of the societies which it has authorized, under its responsibility, to render assistance to the regular medical service of its armed forces.

ARTICLE 21

Neutral Societies

A recognized Society of a neutral country can only lend the assistance of its medical personnel and units to a belligerent, with the previous consent of its own Government and the permission of the belligerent concerned. The neutral Government shall notify this consent to the adversary of the State which accepts such assistance.

The belligerent accepting assistance is bound to notify the adverse party thereof before making any use of it.

In no circumstances shall this assistance be considered as interference in the conflict.

The members of the personnel named in paragraph 1 shall be duly furnished, before leaving the neutral country to which they belong, with the identity cards provided for in Article 33.

ARTICLE 22

The members of personnel named in Articles 19 and 20 who fall into the hands of the adverse party, shall be held in captivity only in so far as the state of health, the spiritual needs and the number of prisoners of war demand. Under the authority of the Detaining Power, and particularly of its medical service, *the personnel thus detained* shall continue to carry out their medical or spiritual duties, in accordance with their professional ethics, for the benefit of prisoners of war, preferably those of their own nationality.

Retained
personnel

The foregoing provision does not relieve the Detaining Power of its obligations to provide medical and spiritual care to prisoners of war.

Members of personnel mentioned in paragraph 1 of the present Article *shall not be deemed to be prisoners of war, but shall enjoy all the rights of the latter.* To allow them to carry out their humanitarian duties under the best possible conditions, the detaining authorities shall grant them, as far as is necessary, certain privileges, particularly as to accommodation, food, correspondence relating to their special duties, the election of a spokesman from amongst themselves, and such travel facilities, with or without escort, as may be necessary for their work. *Belligerents shall grant such personnel the same allowances and the same pay as to the corresponding personnel in their own forces.*

Upon the outbreak of hostilities, belligerents shall make agreements as to the corresponding ranks of medical personnel, including those of the societies designated in Article 20.

ARTICLE 23

Members of personnel designated in Articles 19 and 20, whose detention in captivity is not made indispensable by the exigencies mentioned in Article 22, shall be returned to the belligerent to whom they belong, as soon as a route is open for their return and military considerations permit. Pending their return, they shall *not be regarded as prisoners of war, but shall enjoy all the rights of the latter.*

Return to the
belligerent

On their departure, they shall take with them the effects, instruments, arms and means of transport belonging to them.¹

¹ Paragraph 3 has been deleted.

ARTICLE 24

Selection of
repatriates

The selection of repatriates shall be made irrespective of any consideration of race, religion or political opinion, but preferably according to the chronological order of their capture and their state of health.

As from the outbreak of hostilities, belligerents may determine by special arrangement the percentage of personnel to be retained captive, in proportion to the number of prisoners *and the distribution of the said personnel in the camps.*

ARTICLE 25

Return of
neutrals

The persons designated in Article 21 may not be detained after they have fallen into the hands of the adverse party.

Unless agreed otherwise, they shall have permission to return to their country, or if this is not possible, to the territory of the belligerent in whose service they were, as soon as a route for their return is open and military considerations permit.

Pending their release, they shall continue their work under the direction of the adverse party; they shall preferably be engaged in the care of the wounded and sick of the belligerent in whose service they were.

On their departure, they shall take with them their effects, personal articles and valuables, instruments, arms and, *if possible*, the means of transport belonging to them.

Belligerents shall secure to this personnel, while in their power, the same food, lodging, allowances and pay as are granted to the corresponding personnel of their armed forces. *The food shall in any case be sufficient in quantity, quality and variety to keep the said personnel in a normal state of health.*

CHAPTER V

Buildings and Material

ARTICLE 26

Buildings,
material and
stores

The material of mobile medical units which are in the hands of the adverse party, shall continue to serve for the care of wounded and sick, by priority those of the same nationality as the said units.

The buildings, material and stores of fixed medical establishments of the armed forces shall remain subject to the laws of war, but may not be diverted from their purpose, as long so they are required for the care of the wounded and sick accommodated therein.

ARTICLE 27

The *real and personal property* of aid societies which are admitted to the privileges of the Convention shall be regarded as private property.

Material of
Relief Societies

The right of requisition recognized for belligerents by the laws and customs of war shall not be exercised except in case of urgent necessity, and only after the welfare of the wounded and sick has been ensured.

CHAPTER VI

Medical Transports

ARTICLE 28

Transport of wounded and sick or of medical equipment shall be respected and protected in the same way as mobile medical units. The same shall apply to vehicles temporarily employed for the above purposes, as long as they are so employed.

Protection

If such transports or vehicles fall into the hands of the adverse party, they shall be subject to the laws of war, on condition that the belligerent who captures them shall in all cases ensure the care of the wounded and sick whom they contain.¹

ARTICLE 29

Hospital aircraft described in the present Article and used as a means of medical transport may not be the object of attack, but shall be respected by belligerents, in so far as they are

Hospital aircraft

¹ This Article was adopted without amendment. The Conference drew attention, however, to the complexity of the problem raised by the employment of vehicles temporarily detached for medical purposes. It was recommended that the Diplomatic Conference which will be called upon to give the Conventions their definite form should consider this matter with particular care.

exclusively employed for the removal of wounded and sick, or the transport of medical personnel and material.

They shall be painted white and bear, clearly marked, the distinctive emblem prescribed in Article 31, together with their national colours, on their lower, upper and lateral surfaces. *They shall be provided with all other markings or means of identification which may be agreed upon between the belligerents at the outbreak or during the course of hostilities.*

To facilitate their identification, they shall endeavour to inform the enemy of their route, altitude and time of flight.

Unless agreed otherwise, flights over enemy or enemy-occupied territory are prohibited.¹

Hospital aircraft shall obey every summons to land.

In the event of involuntary landings in enemy or enemy-occupied territory, the wounded and sick, as well as the crew of the aircraft shall be prisoners of war. The medical personnel shall be treated according to Articles 19 and following.

In the event of a forced landing, the aircraft with its occupants may continue its flight after examination, if any.

ARTICLE 30

Flight over
neutral countries

Subject to the provisions of paragraph 2, hospital aircraft of belligerents may fly over the territory of neutral Powers, land on it in case of necessity, or use it as a port of call. They shall give the neutral Powers previous notice of their passage over the said territory and obey all summons to alight, on land or water.

The neutral Powers may, however, place conditions or restrictions on the passage or landing of hospital aircraft on their territory. Such possible conditions or restrictions shall be applied equally to all belligerents.

Unless agreed otherwise between the neutral Power and the belligerent Powers, the wounded or sick who are landed, with the consent of the local authorities, on neutral territory by hospital aircraft, shall be detained by the neutral Power in such a manner that they cannot again take part in operations of war. The cost of their accommodation and internment shall be borne by the Power on which they depend.

¹ This paragraph has been simplified.

CHAPTER VII

The Distinctive Emblem

ARTICLE 31

As a compliment to Switzerland, the heraldic emblem of the red cross on a white ground, formed by reversing the Federal colours, is retained as the emblem and distinctive sign of the Medical Service of armed forces.

Emblem of the
Convention

Nevertheless, in the case of countries which already use, in place of the red cross, the red crescent or the red lion and sun on a white ground, those emblems are also recognized by the terms of the present Convention¹.

ARTICLE 32

The emblem shall be displayed on the flags, armlets and on all equipment employed in the Medical Service, with the permission of the competent military authority.

Use of the
emblem

ARTICLE 33

The personnel designated in Articles 19, 20 and 21 shall wear, affixed to the left arm, a water-resistant armlet, bearing the distinctive emblem, issued and stamped by the military authority.

Identification
of medical
personnel

Such personnel shall also carry an identity card attesting their status, and which can be put in the pocket. *This card, worded in the national language, in English and in French*, shall be water-resistant, bear the photograph and finger-prints of the owner, and be embossed with the stamp of the military authority.

The identity card shall be uniform throughout the same armed forces and, as far as possible, of a similar type in the armed forces of the Contracting Parties. At the outbreak of hostilities, belligerents shall inform each other of the model in use in their armed forces. Identity cards shall be established at least in

¹ The Conference decided not to delete this paragraph for the time being; it expressed, however, the wish that the Governments and National Societies concerned should endeavour to return as soon as possible to the unity of the Red Cross emblem.

duplicate, one copy being given to the owner and the other kept by the home country.

In no circumstances may the said personnel be deprived of their armbands or identity cards. In case of loss, they are entitled to duplicates.

ARTICLE 34

Medical units

The distinctive flag of the Convention shall be hoisted only over such medical units and establishments as are entitled to be respected under the Convention, and with the consent of the military authorities.

In mobile units, as in fixed establishments, it may be accompanied by the national flag of the belligerent to whom the unit or establishment belongs.

Nevertheless, medical units which have fallen into the hands of the enemy shall not fly any other flag than that of the Convention.

Belligerents shall take the necessary steps, in so far as military considerations permit, to make the distinctive emblems indicating medical units and establishments clearly visible to the enemy land, air or naval forces, in order to obviate the possibility of any hostile action.

ARTICLE 35

Neutral units

The medical units belonging to neutral countries, which may have been authorized to lend their services under the conditions laid down in Article 21, shall fly along with the flag of the Convention, the national flag of the belligerent to whom they are attached, wherever the latter makes use of the faculty conferred on him by Article 34.

Subject to orders to the contrary by the responsible military authorities, they may, on all occasions, fly their national flag, even if they fall into the hands of the adverse party.

ARTICLE 36

Restrictions and exceptions

With the exception of the cases mentioned in the last three paragraphs of the present Article, the emblem of the red cross on a white ground and the words "Red Cross", or "Geneva Cross" may not be employed, either in time of peace or in time of war, except to protect or to indicate the medical units

and establishments, the personnel and material protected by the Convention. The same shall apply to the emblems mentioned in Article 31, paragraph 2, in respect of the countries which use them.

The National Red Cross Societies and the other Societies designated in Article 20 shall have the right, in all places and in all circumstances, to use the distinctive emblem conferring the protection of the Convention, for all activities defined in the said Article.

National Red Cross Societies may at any time, in accordance with their national legislation, make use of the *name* and emblem of the Red Cross for their other activities *which are in conformity with the principles laid down by the International Red Cross Conferences. Such use is, however, prohibited in fighting areas.* The conditions of the use of the emblem shall moreover be such that it cannot be considered, *in time of war*, as conferring the protection of the Convention. The dimensions of the emblem shall then be restricted *and its use on armlets shall be prohibited.*

The international Red Cross organizations and their duly authorized personnel shall be similarly permitted to make use, at all times, of the emblem of the Red Cross on a white ground.

As an exceptional measure, in conformity with national legislation and with the express permission of one of the National Red Cross (Red Crescent, Red Lion and Sun) Societies, the emblem of the Convention may be employed in time of peace to identify ambulances and to mark the position of aid stations exclusively assigned to the purpose of giving free treatment to the wounded or sick.

CHAPTER VIII

Execution of the Convention

ARTICLE 37

Belligerents shall ensure, through their commanders-in-chief, the proper implementing of the foregoing Articles and shall arrange for unforeseen cases, in accordance with the instructions of their Governments and in conformity with the general principles of the present Convention.

In no case shall reprisals be taken against the wounded, sick, buildings, personnel or equipment protected by the Conventions.

Implementing.
Prohibition
of reprisals

ARTICLE 38

Dissemination
of the
Convention

The High Contracting Parties undertake, in time of peace as in time of war, to disseminate the text of the present Convention as widely as possible in their respective countries, and, in particular, to incorporate the study thereof in their programmes of military and, *if possible*, civil instruction, so that the principles thereof may become known to the entire population, in particular to the armed fighting forces, the medical personnel and the chaplains.

CHAPTER IX

Repression of Abuses and Infractions

ARTICLE 39

Legislation

Within a maximum period of two years, the governments of the High Contracting Parties shall, if their penal laws are inadequate, enact or propose to their legislative assemblies the measures necessary for the repression, in time of war, of all acts contrary to the provisions of the present Convention.

The Contracting Parties shall inform the Swiss Federal Council, for communication to the other Contracting Parties, of such legislative provisions.

ARTICLE 40

Penal sanctions

The Contracting Parties shall be under the obligation to apprehend persons charged with acts contrary to the present Convention, whatever their nationality. They shall furthermore, in obedience to their national legislation or the conventions for the repression of acts which may be defined as war crimes, refer such persons for trial by their own courts, or *if they so prefer*, hand them over for trial to another Contracting Party.

ARTICLE 41

Investigation
procedure

Apart from the procedure indicated in Article 9, any High Contracting Party alleging a violation of the present Convention may ask for an inquiry to be instituted.

Such inquiry shall be undertaken as soon as possible by a Commission appointed for each particular case, comprising three neutral members chosen from a list of qualified persons, drawn up by the High Contracting Parties in time of peace, each Party nominating four such persons.

The plaintiff and defendant States shall each appoint one member of the Commission. The third member shall be designated by the other two, and in case they cannot agree, by the President of the Court of International Justice or, should the latter be a national of a belligerent State, *or incapacitated, by his substitute, or failing the latter, by the President of the International Committee of the Red Cross.*

As soon as the inquiry is closed, the Commission shall report to the Parties concerned on the reality and nature of the alleged facts, and may make appropriate recommendations.

All facilities shall be extended by the High Contracting Parties to the Commission of enquiry for the fulfilment of its duties. Its members shall enjoy diplomatic privileges and immunities.

ARTICLE 42

The High Contracting Parties whose legislation is not at present adequate for the purpose, shall take the measures necessary to prevent at all times :

Misuse of the emblem

(a) The use by private individuals, societies, firms or companies other than those entitled thereto under the present Convention, of the emblem or the designation "Red Cross" or "Geneva Cross", as well as any sign or designation constituting an imitation, whatever the object of such use.

(b) By reason of the compliment paid to Switzerland by the adaption of the reversed Federal colours, the use by private individuals or associations of the arms of the Swiss Confederation or marks constituting an imitation, whether as trade-marks or commercial marks, or as parts of such marks, or for a purpose contrary to commercial honesty, or in circumstances capable of wounding Swiss national sentiment.

The States not party to the Convention of July, 1929 for the Relief of the Wounded and Sick of Armies in the Field, and which may subsequently ratify the present Convention or adhere thereto, shall take the measures required to prevent at all times the acts mentioned under (a) and (b), so that the said interdiction may become operative five years at latest after the said ratification or adhesion.

The prohibition to adopt a trade or commercial mark which is contrary to the above interdictions, already enacted by the Convention of July 27, 1929, is maintained.

In States not party to the present Convention, and which may subsequently ratify it or adhere thereto, it shall no longer be lawful, as from the filing of the act of adhesion, to adopt a trade or commercial mark contrary to these prohibitions. Within five years, at most, from the coming into effect of the Convention, the trade-marks, commercial titles and names of associations or firms which are contrary to these prohibitions shall be amended, whatever the previous date of their adoption.

Final Provisions

ARTICLE 43

Languages The present Convention is established in French and English. Both texts are equally authentic. In case of doubt as to the interpretation of any particular stipulation the French text shall be considered as authoritative.

ARTICLE 44

Signature The present Convention, which bears the date of this day, is open to signature for a period of six months, that is to say, until, in the name of all the Powers represented at the Conference which opened at Geneva on ; furthermore, by Powers not represented at that Conference but which are parties to the Geneva Conventions of 1864, 1906 or 1929 for the Relief of the Wounded and Sick of Armies in the Fields.

ARTICLE 45

Ratification The present Convention shall be ratified as soon as possible. The ratifications shall be deposited at Berne.
A procès-verbal of the deposit of each instrument of ratification shall be drawn up, one copy of which, certified to be correct, shall be transmitted by the Swiss Federal Council to the Governments of all Powers in whose name the Convention has been signed, or whose accession has been notified.

ARTICLE 46

The present Convention shall come into force Effect
after not less than two instruments of ratification have been
deposited.

Thereafter, it shall enter into force for each High Contracting Party after the deposit of the instrument of ratification¹.

ARTICLE 47

The present Convention shall replace the Convention of Effect on
August 22, 1864, July 6, 1906, and July 27, 1929, in relations previous
between the High Contracting Parties. Conventions

ARTICLE 48

From the date of its coming into force, the present Convention shall be open to accession, duly notified, by any Power in whose name this Convention has not been signed. Accessions

ARTICLE 49

Accessions shall be notified in writing to the Swiss Federal Council, and shall take effect after the date on which they are received. Notification
of accessions

The Swiss Federal Council shall communicate the accessions to the Governments of all the Powers in whose name the Convention has been signed or whose accession has been notified.

ARTICLE 50

The situations defined in Article 2 shall give immediate effect to ratifications deposited and accessions notified by the Parties to the conflict before or after the outbreak of hostilities. The Swiss Federal Council shall communicate by the quickest method any ratifications or adhesions received from Parties to the conflict. Immediate
effect

¹ The XVIIth International Red Cross Conference decided to leave to the Diplomatic Conference the care of fixing the time-limits named in the present Article, adding a recommendation that these limits should be as short as possible. The same applies to Article 49.

ARTICLE 51

Notice of
termination

Each of the High Contracting Parties shall be at liberty to denounce the present Convention. The notice of termination shall not take effect until one year after the notification thereof has been made in writing to the Swiss Federal Council. The latter shall communicate such notification to the Governments of all the High Contracting Parties.

The denunciation shall have effect only in respect of the High Contracting Party which has made notification thereof.

Furthermore, this denunciation shall not take effect during a conflict in which the denouncing Power is involved. In such a case, the present Convention shall continue binding beyond the period of one year, until the conclusion of peace, and in any case until the operations connected with the release and repatriation of the persons protected by the present Convention are terminated. *Lastly, the denunciation shall in no way affect the other obligations, even if similar, by which the denouncing Party is bound by virtue of any other rules of international law.*

ARTICLE 52

The present Convention shall be forwarded by the Swiss Federal Council to the United Nations Organization, for the purpose of registration.¹ Similarly, ratifications, accessions and notices of termination which are notified to the Swiss Federal Council shall be communicated by them to the United Nations Organization.

Reservations

On the occasion of the XVIIth International Red Cross Conference, reservations were recorded in respect of the following Articles:

GOVERNMENT OF TURKEY:

Article 42

GOVERNMENT OF THE UNITED STATES: Articles 2, 14, 19, 22, 41
and 42.

¹ The words "A certified copy of the present Convention shall be deposited in the archives of the United Nations" have been deleted.

**STIPULATIONS FOR INSERTION
IN THE FINAL ACT OF THE FUTURE
DIPLOMATIC CONFERENCE**

The XVIIth International Red Cross Conference was of opinion that the two following recommendations, which were approved by the Government Experts (1947), could be included in the Final Act of the Diplomatic Conference called upon to give the Geneva Convention its definite form :

(1) Whereas Article 33, concerning the identity documents to be carried by medical personnel, was only partially observed during the course of the recent war, thus creating serious difficulties for many members of this personnel, the Conference recommends that States and National Red Cross Societies take all necessary steps in time of peace to have medical personnel duly provided with the badges and identity cards prescribed by Article 33 of the new Convention.

(2) Whereas misuse has frequently been made of the Red Cross emblem, the Conference recommends that States take strict measures to ensure that the said emblem is used only within the limits prescribed by the Geneva Conventions, in order to safeguard its authority and protect its high significance.

*THE RED CROSS TO THE HELP OF PALESTINE
REFUGEES*

Geneva, December 6, 1948

In consequence of the decisions taken by the United Nations Assembly, the Secretary General, M. Trygve Lie, requested the International Committee of the Red Cross and the League of Red Cross Societies to undertake part of the important relief activities in favour of Palestine refugees, that is to say, the hundreds of thousands of civilians who have been driven from their homes through late events. These refugees, who are in a most distressing situation, have sought refuge in less exposed areas in Palestine, or in neighbouring countries.

The International Committee of the Red Cross, in co-operation with other welfare associations, will deal with relief supplies in Palestine proper, while the League of Red Cross Societies will assume similar duties in the neighbouring countries.

In order to carry out this common action, in accordance with Red Cross principles and traditions and on an independent basis, the International Committee have called upon Mr. Alfred Escher, who until now was First Councillor to the Swiss Legation in London and whom the Swiss Diplomatic Service has released from all obligations, to this effect.

The League has nominated Mr. Ketwich Verschuur, former Director General of the Netherlands Red Cross.

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