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PART I

I. Departments of the ICRC

THE PRESIDENCY

At the beginning of 1948, the President, M. Carl J. Burckhardt, whose duties as Minister to France required his residence in Paris, resigned; he continued, however, to be a member of the Committee. The ICRC learned with great regret of M. Burckhardt's decision, and reluctantly accepted his resignation.

As his successor, they unanimously chose M. Paul Ruegger, who had also been long associated with the Red Cross and who, in 1943 and 1944, had given all his energies to the Committee's work. Then, as now, he was released from any other call upon his time by the Diplomatic Service of the Swiss Confederation. M. Ruegger was Swiss Minister in London when asked to become President of the ICRC.

M. Ruegger is the sixth President of the ICRC. His predecessors were : General Dufour, MM. Gustave Moynier, Gustave Ador, Max Huber and Carl Burckhardt. He took office on May 12, 1948, Dr. Ernest Gloor and M. Martin Bodmer continuing as Vice-Presidents.

With a gratifying resumption of the tradition of General Dufour, General Guisan, ex-Commander-in-Chief of the Swiss Army, was elected member of the ICRC on September 20, 1948; he brings to the work of the Red Cross the valuable support of his prestige and experience.

LIST OF MEMBERS OF THE ICRC, AS ON DECEMBER 31, 1948

Max HUBER	Doctor of Laws, former President of the Permanent Court of International Justice, The Hague, <i>Honorary President</i> (1923) ¹ .
Paul RUEGGER	Doctor of Laws, former Swiss Minister to Italy and to Great Britain, <i>President</i> (1948).
Ernest GLOOR	Doctor of Medicine, <i>Vice-President</i> (1945).
Martin BODMER	<i>Vice-president</i> (1940).
Jacques CHENEVIÈRE	Hon. Doctor of Literature (1919).
Suzanne FERRIÈRE	Deputy Director of the International Social Service (1924).
Georges PATRY	Doctor of Medicine, Colonel, former O.C. Medical Services of an Army Division (1929).
Lucie ODIER	Former Director of the District Nursing Service, Geneva Branch of the Swiss Red Cross (1930).
Carl J. BURCKHARDT	Doctor of Philosophy, Swiss Minister to France (1933).
Edouard CHAPUISAT	Hon. Doctor of Literature (1938).
Alec CRAMER	Doctor of Medicine, Colonel, Army Medical Service (1938).
Adolf L. VISCHER	Doctor of Medicine (1945).
René van BERCHEM	Doctor of Laws, Banker (1946).
Léopold BOISSIER	Doctor of Laws, Professor in the University of Geneva, Secretary-General of the Inter-Parliamentary Union (1946).
Edmond GRASSET	Doctor of Medicine, Professor in the University of Geneva, Director of the Institute of Public Health (1946).
Adolf LUECHINGER	Doctor of Laws, Mayor of Zurich (1946).

¹ The years in brackets indicate the date of election to the ICRC.

Paul CARRY	Doctor of Laws, Professor in the University of Geneva (1946).
Claude DU PASQUIER	Doctor of Laws, Professor in the Universities of Geneva and Neuchâtel (1947).
Henri GUISAN	General, former Commander-in-Chief of the Swiss Army (1948).

BUREAU

The "Bureau" is a Committee of certain members of the ICRC and acts in the name of the ICRC in the intervals between the meetings. No change has been introduced in its structure and working methods.¹

On December 31, 1948, it was composed of the following members : M. Paul Ruegger, *President*, Dr. Gloor and M. Bodmer, *Vice-Presidents*, Mlle Odier, M. Boissier, Dr. Grasset, *Members*, MM. Chenevière, Chapuisat and van Berchem, *Deputy Members*.

CENTRAL MANAGEMENT

Early in 1948, certain functions had to be re-allotted in the Central Management, on the resignation of M. Henri Cuchet, Director-Delegate and Treasurer of the ICRC.

M. Roger Gallopin, Director-Delegate, became responsible for the Prisoners, Internees and Civilians (PIC) Division, the Central Prisoners of War Agency, the Delegations Division, and the Finance, Administration and Staff Departments.

M. Jean Pictet, Director-Delegate, took charge of the Secretariat of the Committee and the Bureau, the Legal Division, the Records Division, the Translation Department and the *Revue internationale de la Croix-Rouge*.

M. Georges Dunand, Director-Delegate, acted as head of the Relief Division, the Medical Division, and the Information Division.

¹ See *General Report of the ICRC, 1939-1947*, Vol. I, p. 55.

M. R. van Berchem, member of the ICRC, offered his help in ensuring the satisfactory working of the Finance and Accountant's Department, pending its reorganisation.

SECRETARIAT

M. J. Duchosal continued as hitherto to be Secretary-General.

In addition to the missions referred to in the Report¹, the Secretary-General ensured liaison between the ICRC and the National Red Cross Societies, the League of Red Cross Societies and International Organisations.

He had an important part in preparing the XVIIth International Red Cross Conference, and spent a considerable time in Stockholm for the purpose.²

COMMISSIONS

The following Commissions continued to direct and control the work of the various Departments of the ICRC in the sphere proper to each :

Delegations Commission : Chairman : M. Gallopin. Members : MM. Chenevière and Chapuisat, members of the ICRC.

Administrative Commission : Chairman : Dr. Gloor, Vice-President of the ICRC. Members : M. Bodmer, Vice-President, and M. van Berchem, member of the ICRC.

Legal Commission : Chairman : M. Pictet. Members : M. Max Huber, Honorary President and M. Boissier, member of the ICRC.

Relief Commission : Chairman : M. Gallopin. Member : Dr. Gloor, Vice-President of the ICRC.

Medical Commission : Chairman : Dr. Cramer, member of the ICRC. Members : Dr. Gloor, Vice-President, Mlle Odier and Dr. Patry, members of the ICRC.

Other Commissions set up during the War³ ceased operations.

¹ See under, pp. 30 and 33.

² See under, p. 31.

³ See *General Report of the ICRC, 1939-1947*, Vol. I, p. 51 and ff.

STAFF

On July 1, 1947, the number of persons regularly employed was 722¹; on December 31, 1948, the figure had fallen to 394.² During the same period, the number of voluntary assistants decreased from 95 to 60.

This reduction, which was to be expected, was particularly noticeable at the Central Prisoners of War Agency. Of 184 persons employed in July 1947, it retained only 58 (including seven volunteers) on December 31, 1948 — a reduction of 70%.³

The other ICRC Divisions also greatly reduced their staffs, but not to the same extent; existing activities had to be continued (e.g. prisoners of war), new tasks undertaken, and important preparatory work done for the Stockholm Conference.

The staff's conditions of employment remained unchanged. The ICRC tried, however, to improve conditions as far as possible. A special Winter allowance was given for the period November 1947 to February 1948; certain salaries were readjusted on March 1, 1948, and the system of family allowances was extended.

The Social Welfare Department continued to look after staff members who suffered in health, or otherwise. The Employment Office has done everything possible to find other work for staff members who had become redundant.

DELEGATIONS

A progressive reduction in the number of Delegations began at the close of 1946 and became more marked during the two following years. It was carried out in three ways :

- (a) — Closing of Delegations.
- (b) — Concentration and amalgamation of several Delegations into one.
- (c) — Replacement of permanent Delegations by occasional missions.

¹ In December 1944, staff numbered 3,373.

² Of these 313 were in Geneva, two elsewhere in Switzerland and 79 abroad.

³ See below, p. 75.

The first course was adopted wherever work hitherto carried out by the ICRC could be taken over by the National Red Cross Society. This was the case in Belgium, Holland, Great Britain and Spain, and partially in Italy.

In countries where there were still several ICRC Delegations, the second solution was chosen. Thus, the Delegations in the three Western Zones of Germany (at Baden-Baden, Frankfurt-on-Main and Vlotho) were closed and their activities taken over by the Berlin Delegation. Likewise, in Austria the Vienna Delegation alone was kept open; an office only was maintained at Innsbruck (French Zone), whilst the representative at Salzburg (American Zone) was withdrawn.

Finally, it was decided to replace permanent Delegations in most European countries by periodic missions from Geneva. After the Belgrade Delegation was closed in the Spring of 1947, the ICRC was represented in the Balkans only by the Delegation in Bucharest, which in turn was wound up in the Autumn of 1947. At that time, the ICRC representatives at the Regional Conference of European Red Cross Societies held at Belgrade, in September 1947¹, made contact with the Governments and National Red Cross Societies in Belgrade, Bucharest, Sofia, Tirana and Budapest. These Delegates advised the ICRC to maintain representation in South-East Europe through periodic missions.

Study missions, or missions with a limited aim, were sent to Greece², Spain, Portugal and to the United States.

The Cairo Delegation was instructed to send Delegates to Kenya³, Palestine⁴ and Cyprus, to collect information about Jews interned in those countries.

The events which followed the partition of the Indian Peninsula into two States, India and Pakistan, called for the dispatch of a Delegate accredited both to New Delhi and to Karachi.⁵

In the Far East, the busiest area was that of the Delegation for South-East Asia. This Delegation co-ordinated the Commit-

¹ See below, p. 29.

² See below, p. 100.

³ See below, p. 70.

⁴ See below, pp. 101-116.

⁵ See below, p. 95.

tee's activities in Batavia, Indo-China¹, Siam and Singapore.

Finally, the Delegations in Tokyo, the Philippines and Shanghai maintained contact between the ICRC and authorities in the Far East. The Shanghai Delegation did not intervene in the internal disturbances in China.

As on December 31, 1948, the ICRC still had 34 Delegations, with a total strength of 90 Delegates, of whom 33 gave their services free.

The Delegation in France had the largest staff during the period under survey; it still had to deal with 300,000 German prisoners of war, of whom 120,000 had become civilian workers². There were, besides, German civilian workers recruited by France in the French and American Zones of Occupation in Germany; the French authorities had requested the ICRC to take these various categories of workers under its protection.

FINANCES

Prospects for the financial year 1947 were particularly discouraging. The war-work account showed, at the close of 1946, a deficit of over three million Swiss francs. In addition, the estimated expenditure for 1947, reduced to the utmost, still amounted to close on seven million francs.

Budgeted expenses, including the deficit, thus came to some ten million francs.

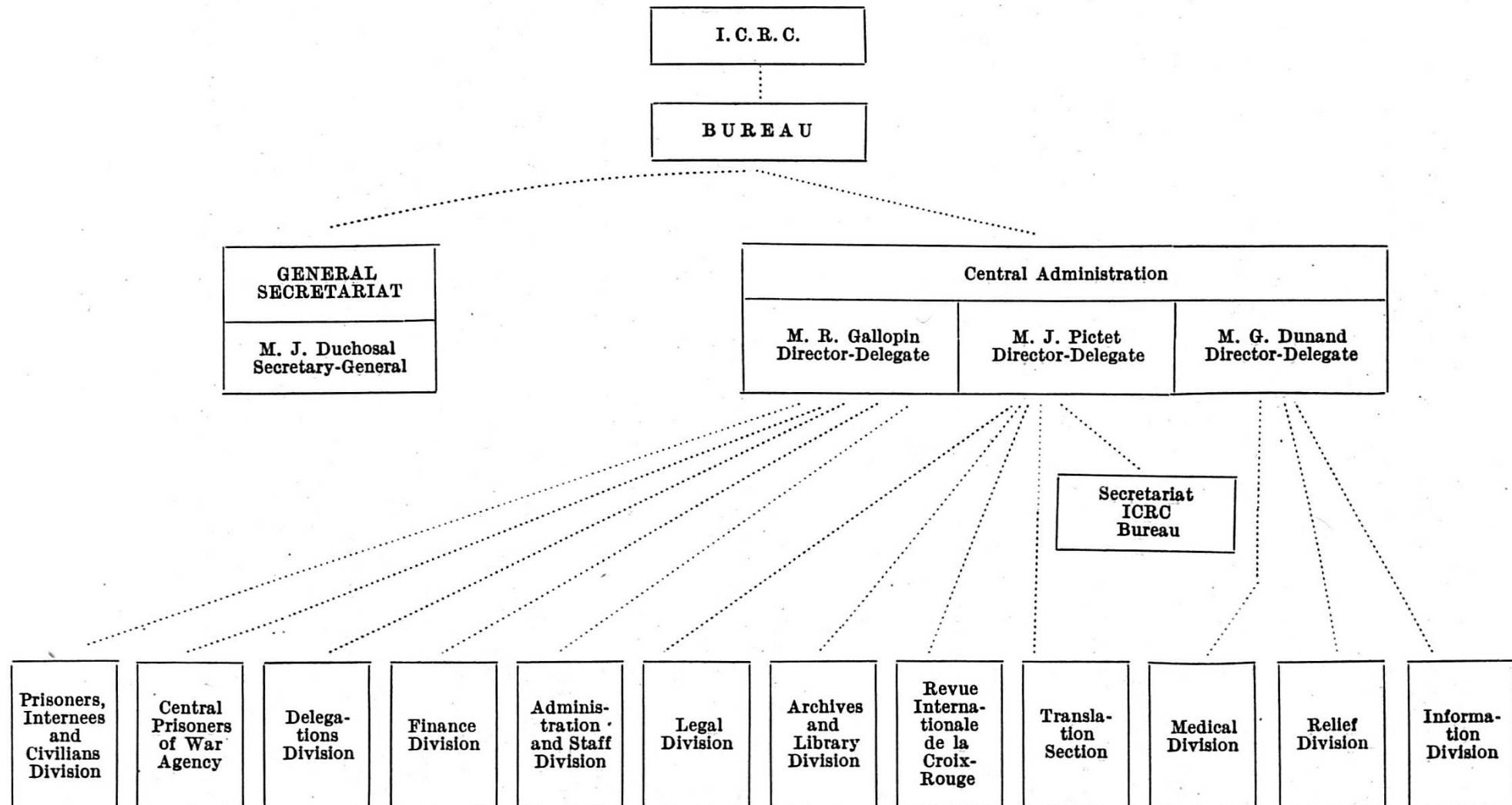
To meet them, the ICRC could count only on payments of the Extraordinary Contribution of fifteen million francs which had been voted to the Committee by the National Red Cross Societies during the Preliminary Conference held in Geneva in July-August 1946. All other sources then seemed dried up.

The fact could not be ignored that certain Societies would find it difficult to pay their shares of the Contribution. Amounts paid by those which could do so were gratefully received, but did not suffice to balance the accounts. Very fortunately, some additional funds were paid in as gifts. Furthermore, the French

¹ See below, p. 87.

² See below, p. 54.

ORGANISATION OF THE ICRC SERVICES AS ON DECEMBER 31, 1948



Government, in consideration of the numerous tasks undertaken in France in 1947 by the ICRC, made a special contribution. In 1947 also, the ICRC once more received the customary support of the Swiss people, and this helped to meet outlay for the financial year. The ICRC was unable, however, to cover all of the previous deficit, the items mentioned being very far from equivalent to the Extraordinary Contribution voted at the 1946 Geneva Conference.

A printed Report on the Balance Sheets, and Receipts and Expenditure for 1947, was circulated in May 1948 to all National Red Cross Societies and to Governments. A summary of this Report appeared in the *Revue*¹.

The Committee's expenditure budget for 1948 was considerably reduced in comparison with that for 1947. It stood at about 5,500,000 Swiss francs, not including previous deficits.

World events prevented the ICRC from strictly applying the retrenchment programme it had planned, and even entailed much supplementary expenditure.

The Committee's general financial situation therefore continued difficult.

Details of gifts and contributions of Governments and National Red Cross Societies for 1947 and 1948 are given in the subjoined table.

GRANTS AND CONTRIBUTIONS

of Governments and National Red Cross Societies in 1947 and 1948
(accounted in Swiss francs in the books of the ICRC)
(Ordinary Account and "War Work" Account)

Country	1947	1948	Totals
AUSTRALIA			
Government	—	—	—
Red Cross	138,220.—	138,400.—	276,620.—
AUSTRIA			
Government	—	—	—
Red Cross	—	5,263.—	5,263.—

¹ May 1948, pp. 359 and ff.

Country	1947	1948	Totals
BELGIUM			
Government	100,788.90	—	100,788.90
Red Cross	—	—	—
BRAZIL			
Government	—	—	—
Red Cross	—	1,921.20	1,921.20
BULGARIA			
Government	—	—	—
Red Cross	5,738.10	2,828.—	8,566.10
CANADA			
Government	85,174.15	21,200.—	106,374.15
Red Cross	316,000.—	320,560.—	636,560.—
CHILI			
Government	—	—	—
Red Cross	—	892.70	892.70
CZECHOSLOVAKIA			
Government	—	—	—
Red Cross	59,600.—	86,000.—	145,600.—
DENMARK			
Government	—	—	—
Red Cross	1,789.07	12,526.—	14,315.07
DOMINICAN REPUBLIC			
Government	—	—	—
Red Cross	800.—	—	800.—
ECUADOR			
Government	—	—	—
Red Cross	545.—	5,120.—	5,665.—
FINLAND			
Government	—	—	—
Red Cross	5,263.—	5,000.—	10,263.—
FRANCE			
Government	1,541,082.55	44,575.27	1,585,657.82
Red Cross	—	325,200.—	325,200.—
GERMANY			
Government	1,501,500.— ¹	—	1,501,500.—
Red Cross	7,500.— ²	1,875.—	9,375.—

¹ Amount provided from funds managed by the Federal Service for German interests in Switzerland.

² German regional Red Cross organisations.

Country	1947	1948	Totals
GUATEMALA			
Government	—	—	—
Red Cross	5,578.80	—	5,578.80
HONDURAS			
Government	—	—	—
Red Cross	5,000.—	—	5,000.—
HUNGARY			
Government	—	1,000.—	1,000.—
Red Cross	—	—	—
INDIA			
Government	—	—	—
Red Cross	1,270.—	1,270.—	2,540.—
INDONESIA			
Government	—	—	—
Red Cross	31,057.95	29,452.50	60,510.45
IRAQ			
Government	—	—	—
Red Cross	10,526.—	—	10,526.—
IRELAND			
Government	—	—	—
Red Cross	5,194.50	—	5,194.50
LUXEMBURG			
Government	10,000.—	—	10,000.—
Red Cross	—	—	—
MEXICO			
Government	—	—	—
Red Cross	23,620.85	16,949.15	40,570.—
NETHERLANDS			
Government	81,000.—	—	81,000.—
Red Cross	10,000.—	—	10,000.—
NEW ZEALAND			
Government	8,750.—	34,700.—	43,450.—
Red Cross	18,832.60	—	18,832.60
NICARAGUA			
Government	—	—	—
Red Cross	210.—	615.25	825.25
NORWAY			
Government	—	—	—
Red Cross	2,591.70	3,000.—	5,591.70

Country	1947	1948	Total
PARAGUAY			
Government	—	—	—
Red Cross	1,000.—	—	1,000.—
PERU			
Government	—	—	—
Red Cross	—	2,125.—	2,125.—
RUMANIA			
Government	—	—	—
Red Cross	5,625.—	—	5,625.—
SAN SALVADOR			
Government	—	—	—
Red Cross	360.—	120.—	480.—
SIAM			
Government	—	—	—
Red Cross	6,376.05	851.54	7,227.59
SOUTH AFRICA			
Government	86,150.—	8,468.20	94,618.20
Red Cross	91,650.30	89,272.—	180,922.30
SWITZERLAND			
Government ¹	—	—	—
Red Cross	158,894.—	1,000.—	159,894.—
TURKEY			
Government	—	—	—
Red Cross	9,780.—	115,043.—	124,823.—
UNITED STATES OF AMERICA			
Government	—	—	—
Red Cross	307,000.—	—	307,000.—
VENEZUELA			
Government	—	17,910.45	17,910.45
Red Cross	—	—	—

¹ During 1946 and 1947, the Swiss Government advanced a total sum of 7,500,000 Swiss francs to the ICRC. These very generous advances allowed the ICRC to overcome the considerable financial difficulties with which it was then faced.

INFORMATION

Broadcasting

Until the end of 1948 the ICRC continued wireless broadcasts to facilitate the tracing of persons whom the War had separated from their families. Broadcasts were made daily at 9.15 a.m. and 6.30 p.m., on 37.28 metres wavelength (6,345 kilocycles), and as shown in the following time-table. Languages used were Czech, Dutch, English, French, German, Hungarian, Italian, Polish, Portuguese, Rumanian, Serbo-Croat, Spanish and Slovak.

Sundays		Weekdays	
Time	Subject	Time	Subject
a. m.		a. m.	
9.15	Children's Messages	9.15	Tracing Bureau
9.30	International Topics	10.00	ICRC Information (German)
9.45	Calls for the Missing		
10.00	ICRC Information		
p. m.		p. m.	
6.30	ICRC Information	6.30	ICRC Information
7.00	Calls for the Missing	7.00	Calls for the Missing
7.30	Calls for the Missing	7.30	Prisoner of War Mail (German)
9.15	Children's Messages	8.00	Calls for Children
9.30	International Topics	8.15	Calls for the Missing
9.45	Variety	9.15	Music
10.00	ICRC Information	9.30	ICRC Information
11.00	Next Day's Programme	10.10	Next Day's Programme

It will be gathered that the reading of lists of persons sought, or for whom messages were intended, was supplemented by information. The ICRC was assisted by national broadcasting stations, which gave the temporary use of their short and medium wavelengths. The ICRC was thus able to broadcast interviews and talks on current Red Cross topics and to spread knowledge of the Geneva Conventions and Red Cross principles.

The Swiss Broadcasting Service and Radio Geneva were both most helpful, and their assistance was much appreciated.

In order to have full use of modern means of communication in time of war, civil conflict or other disturbances, the ICRC continued to press for its own wavelength. This is really essential

if the ICRC is to make the communications required of it by the Conventions, and to carry out its commitments as a neutral intermediary between belligerents. At the World Radio Short-Wave Conference, held in Mexico in October 1948, the matter was raised by the Swiss Government, which was good enough to support the ICRC in its efforts to reach a satisfactory arrangement.

The Swiss Delegations was successful in having six hours daily broadcasting time granted to the ICRC. Wavelengths may, however, be attributed only to members of the International Telecommunications Union, and those for the Red Cross were thus allocated to Switzerland. Switzerland employs them in peace time, but in a time of crisis the ICRC will have the use of them.

The recent War proved that to operate as it should, the ICRC needs a minimum of twelve hours daily broadcasting time. The original application specified this figure. The Swiss Delegation had to reduce it by half because, for technical reasons, only 5,000 hours broadcasting time is available, as against the 15,000 hours for which application was made. The Swiss Government declared, however, that it would make up from its own wavelengths the difference between the Committee's initial figure and the allocation, and thus ensure to the ICRC the requisite facilities for its work.

In its broadcasting requirements at least, the future of the ICRC thus seems to be satisfactorily provided for.

News Bulletin

In order to keep the Departments and, in particular, the Delegations outside Switzerland, informed on the various activities in hand, the ICRC resumed, from March 1948, the issue of a bulletin under the title *ICRC News*.

The bulletin is circulated to the Press and to National Red Cross Societies; it appears in English, French, Spanish and German.

Films

To present a general view of work done during the last War, the ICRC produced a documentary film entitled *Inter Arma*

Caritas, incorporating in it the best parts of previous war films. The reel was shown during the Stockholm Conference.

The ICRC also prepared a film showing its work for civilian war victims, particularly in Germany; the title is *Helft Helfen*.

Copies of these reels, and of two others which were made previously, *Drapeau de l'humanité* and *Une voie reste ouverte*, have been presented or lent to National Red Cross Societies, International Organisations, Legations and Consulates, and the Swiss Tourist Office.

During the last six months of 1948, the ICRC Photography Section issued 1,244 photographs to the Press.

Publications

The ICRC published the following from September 1947 to December 1948 :

Report on the Work of the Conference of Government Experts for the Study of the Convention for the Protection of War Victims. (In English and French.)

Revised and New Draft Conventions for the Protection of War Victims. (In English and French.)

Report of the International Committee of the Red Cross on its Activities during the Second World War (September 1, 1939-June 30, 1947). (In English, French and Spanish.)

Vol. I : General Activities.

Vol. II : The Central Agency for Prisoners of War.

Vol. III : Relief Activities.

Report of the International Committee of the Red Cross on the Health Conditions of the Civil Population in certain European Countries affected by the War. (In English and French.)

The International Committee of the Red Cross in Palestine (in English, French, German and Spanish).

Revised and New Draft Conventions for the Protection of War Victims. Texts approved and amended by the XVIIth International Red Cross Conference. (In English and French).

In order to make the *Revue internationale de la Croix-Rouge* more widely known in English-speaking countries, it was decided, from January 1948, to produce an English Supplement to each issue.

The publication *Inter Arma Caritas* has been issued in five languages : English, French, German, Spanish and Russian¹.

CORRESPONDENCE

During the month of June 1948, the ICRC Mail Section, which until then had been located in the Central Prisoners of War Agency, was transferred to headquarters and merged with the Registry.

The statistics for outgoing and incoming letters and telegrams from July 1, 1947 to December 31, 1948, appear in the Chapter on the Agency².

¹ Although not published by the ICRC, two works should be mentioned here, which were well received by the Red Cross and the general public : "Fellowship" by Jean G. Lossier (in English, French, German and Spanish), and "Le Troisième Combattant", by Dr. Marcel Junod.

² See below, p. 75.