

Peace-Time Policy
and Programme of the
Canadian Red Cross Society

By

Dr. James W. Robertson

Chairman of the Executive Committee



ISSUED BY

The Canadian Red Cross Society

410 Sherbourne Street

Toronto

HV580

C3

R63

1920

PEACE-TIME POLICY AND PROGRAMME OF THE CANADIAN RED CROSS SOCIETY

The following statement, tracing the principal course of the movement which led to the development of the obligation of the Canadian Red Cross Society to carry on a Peace-time Programme, was prepared for the First Meeting of the Red Cross Advisory and Consultative Committee, by Doctor James W. Robertson, Chairman of the Executive Committee.

FIRST STEPS BY FIVE GREAT POWERS

In December 1918: With the approval and indorsement of the Governments of the five great powers, Great Britain, France, Italy, Japan and the United States, a Committee of their Red Cross Societies was constituted "to formulate and to propose to the Red Cross Societies of the world an extended programme of Red Cross activities in the interest of humanity."

The Chairman of the Board of Governors of the League of Red Cross Societies has issued the following statement:

"The Red Cross Societies of the United States, Great Britain, France, Italy, and Japan for several months worked incessantly through their representatives to devise an agency which could adequately cope with world problems of disease and disaster.

"From the outset it was clear to us all that there was no institution in the world so well adapted to this task as the Red Cross, because of the peculiar hold which it has upon the hearts of all peoples, irrespective of differences of race and religion, because of its fifty years of honorable service in all quarters of the globe, because of the amazing development of its powers in the recent war, because of the anxiety of its membership not to lose the opportunity for service when war service was no longer needed—because, in short, of the consensus of opinion, medical and lay, that the health problems of the world can never be solved by doctors, alone, nor by governments alone; but must enlist the hearty volunteer co-operation of the peoples themselves; and no organization can mobilize the peoples of divergent views as can the Red Cross.

"Recognizing this phenomenon, the five largest Red Cross Societies have banded themselves together to bring about Red Cross co-operation everywhere."

CONFERENCE OF MEDICAL EXPERTS

The Committee of Five called a conference of medical experts who met at Cannes, France, in April, 1919. That conference which was presided over by Professor Roux, the successor of Pasteur, and Dr. William H. Welch, of Johns Hopkins, is regarded as one of the most remarkable gatherings of health experts ever held, and included many of the foremost men of America, France, England, Italy, and Japan.

These experts adopted, at the Conference, a Minute announcing that a great part of the world-wide prevalence of disease and suffering is "due to wide-spread ignorance and lack of application of well-established facts and methods capable either of largely restricting disease or preventing it altogether." The Minute goes on to assert: "We have carefully considered the general purposes of the Committee of Red Cross Societies to spread the light of science and the warmth of human sympathy into every corner of the world and we are confident that this movement, assured as it is at the outset of the moral support of civilization, has in it great possibilities of adding immeasurably to the happiness and welfare of mankind."

From the address of Mr. Henry P. Davison, of the American Red Cross Society, at the opening session of the Conference:

"To cite a practical operation as we see it, let us take a country. We find there a national Red Cross. We present to it the practice which has been approved by you gentlemen and which has been demonstrated by the Red Cross organizations during the war. We awaken in them a realization of the work which can be done through a Red Cross for civilian population. We say to them: 'We want you to know about Child Welfare; we should like to have you know what has been demonstrated and practised in Child Welfare.' We would have some one like Dr. Lucas, or whosoever he may be, show to them the practical results from the work of Child Welfare in the countries which have been devastated by war as well as in other countries. We would say to them: 'This is the practice; this is what is being done for the children of the world.' We are confident that the result of that will be that Red Cross organizations would either stimulate the agencies within that country to work in Child Welfare or, if there were no agencies, would create agencies so that they would stimulate and develop the work for the children of that country.

"As in Child Welfare, so it would be with Sanitation; and we would expect to develop a public sentiment within

that country for sanitary methods. The method of creating that sentiment would be to let the people know the modern practice in Sanitation, to let them know what the other enlightened countries of the world were doing for sanitation. We expect that as a result of that presentation there would be a demand, a popular demand, from the people, to their governments that they employ sanitary methods.

"It is not our thought that a national Red Cross would undertake child welfare work or that it would undertake the work in tuberculosis or in malaria or in sanitation; but rather it would be the active agency recognized by the government and by the people, to stimulate and encourage the work in these and other subjects which were needed or could be of benefit to the people of that country."

Opinions expressed by some of the world's leading medical men:

DR. EMILE ROUX, Director of Pasteur Institute, Paris:—

"Disease belongs to the history of mankind since its origin, and disease is such a powerful enemy because of our ignorance, and especially because of the ignorance of the people in general, who are thus unable to fight against it. Through scientific discovery only, can adequate defence against disease be accomplished. The Red Cross wishes to give to the people the benefit of scientific knowledge through the medium of education. How could we refuse our most hearty co-operation in such an effort!"

SIR ARTHUR NEWSHOLME, of the Royal College of Physicians, London:—

"It is a fact that, of the total deaths in England and Wales during the last few years, twenty per cent occurred under the age of five years. I think that the various members of the Red Cross organizations who are present will agree with me when I state that two prime necessities which are needed in order that this new crusade shall be successful are knowledge and devotion."

DR. WICKLIFFE ROSE, General Director of the International Health Board of the Rockefeller Foundation:—

"Recognizing that public health is a government function, and that the work must be done, in the main, by government agencies, it remains for us to ask how the Red Cross, as a voluntary agency, can co-operate helpfully with established agencies. Our national or State Department of Health is the agency fundamentally responsible, and voluntary agencies may co-operate in the following ways:

(1) By enabling it to carry on its research work to get the knowledge which it wishes;

(2) By supplying you with the means whereby you can go through the experimental stage in the application of that knowledge to the control of the disease and standardize your working methods;

(3) After standardizing the working methods, a voluntary agency may supply you with the means whereby you may be able, by demonstration, to convince the people of the value of the work in order that they may vote the funds necessary to complete the task.

That may typify the ways in which voluntary agencies may co-operate with established government agencies in the control of disease the world over."

DR. LIVINGSTONE FARRAND, Chairman Central Committee of American Red Cross:—

"I am in full agreement with the idea that Public Health is an official governmental responsibility and that the function of a voluntary organization, whether Red Cross or other organization, is entirely a stimulating, aiding and co-ordinating function.

"In regard to the conduct of a national Red Cross in its own field, I can only speak now for America. We have had, in the United States, for some years a number of voluntary organizations dealing with the various problems of Public Health, Tuberculosis, Venereal Diseases, Child Welfare, and many others. It seems to me that it would be entirely wrong for the American Red Cross to attempt to assume the function of those organizations. The function of the American Red Cross is to strengthen and to play the game with these organizations.

"There are always certain fields that are not occupied. It is here I think that each national Red Cross must decide for itself just what it will do."

SOME OF THE RESOLUTIONS ADOPTED AT THE CONFERENCE

From the Introductory Statement preceding the Resolutions:

"The magnitude of the relief work done during the war by the Red Cross and the personal participation in its activities by multitudes of people in many countries as well as the devotion to it and the appreciation of its usefulness by enormous numbers who have experienced its benefactions, have shown it to be an agency for good of unparalleled force and power.

"The Conference, therefore, heartily approves of the purpose of the Committee of Red Cross Societies to extend greatly the activities of the Red Cross in time of peace, to the pre-

vention of disease and the betterment of the health and general welfare of the people in all countries.

"In view of these considerations, it is our belief that no other organization is so well prepared to undertake these great responsibilities at the present time as the Red Cross, and no movement deserves more the hearty and enthusiastic support of all people than does this."

From the recommendations of the Conference:

"Recognizing the prevention of disease and the protection of the health of the people as a primary responsibility and function of government, a non-political organization, such as that of the Red Cross, will be able by the education of the public and many other ways to stimulate, support and aid the government in its health work.

* * * * *

"RESOLVED: That the promotion of a wide extension and development of Child Welfare Work be selected as of the first important constructive activity.

"RESOLVED: That wise Public Health Legislation and efficient Public Health Administration be encouraged everywhere and by all appropriate means, through national Red Cross Societies, and particularly that the accurate and full registration of Vital Statistics be urged as forming the fundamental basis for definite and permanent improvement of health conditions.

* * * * *

"RESOLVED: That the extension of the employment of public health nurses or health visitors be furthered in every possible manner in all countries, and that standardized educational centers for training such nurses or visitors be developed.

"RESOLVED: That the programme for the control of Tuberculosis, Malaria and Venereal Diseases submitted by the Conference be urged for adoption in all countries.

"RESOLVED: That since educational propaganda has been shown to be the most efficient means for forwarding all forms of health activity, we especially urge the general adoption of scientific publicity methods.

"RESOLVED: That the training by thoroughly qualified teachers of school children in all grades in the subjects of personal and general hygiene, and the inculcation of proper health habits during school life, are essential measures for permanently improving the health and contributing to the welfare of the people.

FORMATION OF THE LEAGUE OF RED CROSS SOCIETIES

The purposes of the League of Red Cross Societies are recognized by the League of Nations, as expressed in Article XXV of its Covenant, which reads:

"The members of the League agree to encourage and promote the establishment and co-operation of duly authorized voluntary national Red Cross organizations, having as purposes the improvement of health, the prevention of disease, and the mitigation of suffering throughout the world."

The League of Red Cross Societies was organized in Paris on May 5, 1919. Its purpose is to associate the Red Cross Societies of the world in a systematic effort to anticipate, diminish and relieve the misery produced by disease and calamity.

The objects of the League of Red Cross Societies, as formally set forth in its Articles of Association, are:

(1) To encourage and promote in every country in the world the establishment and development of a duly authorized voluntary national Red Cross organization, having as purposes the improvement of health, the prevention of disease, and the mitigation of suffering throughout the world, and to secure the co-operation of such organization for these purposes.

(2) To promote the welfare of mankind by furnishing a medium for bringing within the reach of all peoples the benefits to be derived from present known facts and new contributions to science and medical knowledge and their application.

(3) To furnish a medium for co-ordinating relief work in case of great national or international calamities.

The League will be made up of organizations of the Red Cross Societies of the world which desire to pursue these same objects.

From address by Sir Arthur Newsholme, of the Royal College of Physicians, London, at Washington, D.C., May 2nd, 1919:

"It is not intended that the national Red Cross shall undertake, much less compete with, work already being carried out either by local authorities or by existing voluntary associations. If, for instance there is a society concerning itself with child-welfare, or the prevention of tuberculosis, or of venereal diseases, the national Red Cross would naturally give such assistance as it could through its voluntary workers in this special work, while leaving untouched existing arrangements. If no such societies existed the national Red Cross

might advantageously assist in their formation, retiring as soon as the separate organization was working.

"Increased local patriotism is urgently needed if the prospective fight against disease by the Red Cross Societies is to succeed, and if the further triumphs of preventive medicine within our reach are to be secured. To this end enthusiasm will need to be infused into official public health administration as well as into the work of voluntary agencies; and it is only by developing all the possibilities of our governing bodies as well as of voluntary societies and by securing the closest co-operation between the two that a new ideal of the Red Cross organization can be realized."

FIRST MEETING OF THE GENERAL COUNCIL OF THE LEAGUE

Some of the Resolutions adopted at the General Council of the League of Red Cross Societies at Geneva, March 2nd to 8th, 1920:

"The General Council of the League of Red Cross Societies, representing the National Red Cross Organizations of the United States of America, France, Great Britain, Italy, Japan, Belgium, China, Norway, Portugal, Brazil, Peru, Australia, Canada, Argentine, South Africa, Greece, Sweden, New Zealand, Denmark, Roumania, Venezuela, Cuba, India, Holland, Serbia, Spain, Poland, Switzerland, Czecho-Slovakia, Uruguay, at its first meeting assembled at Geneva on the second, third, fourth, fifth, sixth, eighth, and ninth days of March, 1920:

WHEREAS the signatories to the Covenant of the League of Nations have agreed 'to encourage and promote the establishment and co-operation of duly authorized voluntary national Red Cross organizations having as purposes the improvement of health, the prevention of disease and the mitigation of suffering throughout the world;'

AND WHEREAS the League of Red Cross Societies has been founded to aid in the accomplishment of such purposes;

NOW THEREFORE, the General Council aforesaid unanimously resolves as follows:—

(i) That widespread and popular membership in a national Red Cross Society is the necessary condition of success in its peace-time programme.

(ii) That a national Red Cross Society should endeavour to cover the expenses of administration and of its normal activities by membership dues and the income of permanent investments.

(iii) That the members of a national Red Cross Society should be afforded suitable opportunities to render definite services for public welfare in their respective localities.

(iv) That a national Red Cross Society should organize the youth of its country for Red Cross service.

(v) That a national Red Cross Society should assist in relief operations in the event of national disaster and should always be prepared to take prompt and effective action.

(vi) That the League of Red Cross Societies should maintain for the member societies a rapid service of information regarding calamities and disasters in order to insure the immediate mobilization of every possible form of assistance, and that effective communication should be established with meteorological and seismological stations throughout the world.

(vii) That the three principal duties of the national Red Cross Society in the field of health service should be:

(a) To stimulate and maintain interest in public health work;

(b) To support and, if need be, supplement the work of Government agencies;

(c) To disseminate useful knowledge concerning health through demonstration, education and otherwise.

(viii) That a national Red Cross Society should employ properly qualified persons to direct its health service and make suitable arrangements for training its non-professional workers.

(ix) That a national Red Cross Society should endeavour to secure the co-operation and co-ordination of voluntary organizations engaged in any work similar to that which it may undertake."

PEACE-TIME PROGRAMME OF THE CANADIAN RED CROSS

At a meeting of the Central Council of the Red Cross Society held in Winnipeg, Manitoba, September 9th and 10th, 1919, resolutions were adopted outlining the beginning of a Peace-time Programme in Canada.

1. Continuance of War Work.

The first duty of the Society and each Branch shall be to continue and complete the War Work of the Society.

2. Relations with International Bodies.

That since Canada has become a signatory of the League of Nations (in which Article XXV calls for 'the establishment and co-operation, of duly authorized voluntary national Red

Cross organizations having as purposes the improvement of health, the prevention of disease and the mitigation of suffering throughout the world') it is incumbent upon the Central Council through its Head Office to take from time to time such steps as may be necessary to keep the Canadian Red Cross Society in line with other national Societies, included in the League of Red Cross Societies and affiliated under the International Red Cross Committee, and to keep the Provincial Branches of the Red Cross in Canada advised as to the international work of the Red Cross.

3. Provincial Autonomy.

That, since by the amendment of the Charter, the Canadian Red Cross Society may now engage in the "improvement of health, prevention of disease and the mitigation of suffering" both at home and abroad, in peace and war, and since in Canada each Province is empowered to deal with its own conditions of health and sanitation; therefore each Provincial Branch shall within the limits of the policy of the Society as laid down from time to time by the Central Council be autonomous and have full control of its own finances, subject to the maintenance of a uniform fee and basis of membership throughout the Dominion and of making such provision for the Central Executive Committee as shall enable it to carry on the work of the Head Office and form an emergency fund to be used when immediate financial aid is essential, subject to such contributions to the Central Fund as will provide for Head Office expenses and an adequate reserve for national emergencies.

4. Relations with St. John Ambulance Association and Brigade.

The relation with the St. John Ambulance Association and Brigade as arranged under the National Relief Committee at the beginning of the war shall continue in force until the date decided upon for the conclusion of the war period of the Society.

5. Auxiliary to Militia Department and Public Health Department.

The Central Council shall offer its services as a voluntary auxiliary to the Federal Department of Public Health while continuing to act as an auxiliary to the Medical Service of the Department of Militia and Defence, and it should invite representatives of other nationally organized voluntary health societies to confer from time to time for the improvement of health and prevention of disease throughout the country, and for the dissemination of information regarding international health movements.

6. Preparedness for Emergencies.

In order that the Red Cross may be prepared to meet national emergencies, there shall be a reserve of funds and supplies at the disposal of the Central Executive Committee available for use in any part of the Dominion; and a Provincial reserve at the disposal of the Provincial Executives for use within the Provinces; and also that each Provincial Branch should be requested to compile a card index or register containing the names and addresses of doctors, graduate nurses, short course nurses, certificated V.A.D's and other voluntary workers who could be called upon in cases of emergency.

7. Suggested Activities for the Red Cross in Peace-time.

In addition to the care of the sick and wounded men and the preparation for emergencies, the Canadian Red Cross Society should do all in its power in each locality to promote Child Welfare and all measures for the prevention and the cure of tuberculosis, venereal and other diseases, and to promote sanitary conditions in all public places, especially in schools; and to promote the provision of medical and nursing facilities for remote and scattered districts and to disseminate in a popular form information from international, national and provincial sources which may lead to the improvement of health and prevention of disease in Canada.

At a Meeting of the Central Council of the Red Cross held at Toronto, Ont., February 3rd to 5th, 1920, the following two resolutions were adopted:

8. Junior Membership.

That the Canadian Red Cross should promote the development of Junior work:

- (1) By calling the attention of each Provincial Branch to the importance and necessity of this movement;
- (2) By the organization of National Junior Membership Campaigns to be conducted annually at the same time as the campaign for Senior Members;
- (3) By the issuing of special Junior Membership badges and certificates to which each child shall be entitled on the payment of a membership fee of twenty-five cents;
- (4) By the publication of matter of such a character as to attract and interest children and young people, and to be of service to teachers and organizers of Junior work and that special study as to the interests and needs of children should be made in connection with this publication.

9. Advisory and Consultative Committee.

WHEREAS under the terms of the Peace Treaty a League of Red Cross Societies was called into existence;

AND WHEREAS the Canadian Red Cross Society in accepting membership in the League has hereby become responsible for carrying out the objects set forth in the Treaty viz: the promotion of health, the prevention of disease, and the mitigation of suffering;

AND WHEREAS it is the policy of the Red Cross Society;

(a) To carry its peace time work in cordial and intelligent co-operation with other nationally organized and voluntary bodies, also engaged in the promotion of public health service; and

(b) To assist in bringing about, by the voluntary action of such bodies, co-ordination, to the largest practicable degree, of their activities in order that the greatest good may be done with the most economical and effective use of all available resources;

THEREFORE, BE IT RESOLVED:

(1) That the Executive Committee be directed to arrange for the formation of a Committee to be called the Red Cross Advisory and Consultative Committee, to be constituted as hereafter provided for;

(2) That the duties and powers of the Committee be: (a) To advise its constituent bodies on means whereby, by their voluntary action, the largest measure of co-operation between and amongst them may be secured and the greatest degree of appropriate co-ordination of their activities may be arranged; (b) To take into consideration any suitable question submitted by any of the bodies represented on it and to report the result of such consideration to all its constituent bodies.

PROPOSITIONS BASED ON CONCLUSIONS OF THE WORLD'S FOREMOST AUTHORITIES:

With the knowledge that I am repeating what has already been presented, I submit the following paragraphs, made up mostly of quotations although not indicated by quotation marks, as propositions which have been put forth by the world's foremost authorities.

General Conclusions.

1. That a great part of the world-wide prevalence of disease and suffering is due to wide-spread ignorance and lack of application of well-established facts and methods capable either of largely restricting disease or preventing it altogether.

2. That the health problems of the world can never be solved by doctors alone, nor by Governments alone, but must enlist the hearty volunteer co-operation of the people themselves.

3. That the prevention of disease and the protection of the health

of the people is a primary responsibility and function of government; and that a non-political organization will be able by the education of the public and in many other ways to stimulate, support and aid the government in its health work.

Red Cross as Suitable Voluntary Agency.

4. That some agency should be devised which could adequately cope with world problems of disease and disaster.

5. That the Red Cross is the best existing organization to undertake the responsibility of enlisting the interest, intelligence and service of all the people for the improvement of health, the prevention of disease and the mitigation of suffering throughout the world.

6. That the League of Red Cross Societies will (a) encourage and promote the establishment of duly authorized voluntary national Red Cross organizations, (b) make provision for their co-operation by furnishing a medium for bringing within the reach of all peoples the benefits to be derived from present known facts and new contributions to science and medical knowledge and their application and (c) furnish a medium for co-ordinating relief work in case of great national or international calamities.

Principal Duties of a National Red Cross Society.

7. That the three principal duties of a national Red Cross Society in the field of health service should be: (a) to stimulate and maintain interest in public health work; (b) to support and, if need be, supplement the work of Government agencies; (c) to disseminate useful knowledge concerning health through demonstration, education and otherwise.

8. That it is not intended that the Red Cross shall undertake, or compete with, work already being carried out by Government authorities or attempt to assume work being done by other existing voluntary organizations, but that the function of the Red Cross is to strengthen and assist them.

9. That a national Red Cross Society should endeavor to secure the co-operation and co-ordination of voluntary organizations engaged in any work similar to that which it may undertake.

Needs: Knowledge, Devotion, Enthusiasm, and Support of Public Opinion.

10. That knowledge and devotion are needed; that increased enthusiasm should be infused into official public health administration and into the work of voluntary agencies in order that this new peacetime crusade for the improvement of health and the prevention of disease shall be successful; and that it is only by developing all the possibilities of governing bodies as well as of voluntary societies and securing the closest co-operation between the two that the new ideal of the Red Cross can be realized.

11. That the Red Cross should secure the support of public opinion to the Government that it may be enabled to go through experimental stages in the application of scientific knowledge to the control of disease; and supply means whereby, by demonstration, the people may be convinced of the value of the work in order that they may vote the funds necessary to extend and carry it on.

12. That since educational propaganda has been shown to be the most efficient means for forwarding all forms of health activity, scientific publicity methods should be adopted generally.

Of First Importance: Child Welfare, Public Health Nurses and Health Visitors.

13. That the members of a national Red Cross Society should be afforded suitable opportunities to render definite services for public welfare in their respective localities.

14. That the promotion of a wide extension and development of Child Welfare work should be selected as one of the first importance.

15. That the training by thoroughly qualified teachers of school children, in all grades, in the subjects of personal and general hygiene, and the inculcation of proper health habits during school life, are essential measures for permanently improving the health and contributing to the welfare of the people.

16. That a national Red Cross Society should organize the youth of its country for Red Cross service.

17. That the extension of the employment of public health nurses or health visitors should be furthered in every possible manner and that standardized educational centres for training such nurses or visitors should be developed.

In Case of National Emergency.

18. That a national Red Cross Society should assist in relief operations in the event of national emergency and should always be prepared to take prompt and effective action.

On behalf of the Canadian Red Cross Society I submit that it highly resolves to dedicate itself to the task of helping to interpret these propositions into appropriate service in Canada.