THE GERMAN REGULATIONS FOR UTILISING VOLUNTARY AID IN WAR.

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The meaning and scope of voluntary aid organisation not only among the German people but amongst all the great Continental Powers, are not well understood in this country. We have been slow to grasp its importance, or, at any rate, to take active steps to apply a similar organisation to our own needs in war; mainly, I think, because of the essential difference between the military systems of Continental nations and our own; the difference, that is to say, which is bound to exist between a country whose whole people has a direct interest in its military life, and one whose military life is known only to a fraction of its population. My object, therefore, in drawing attention to the German regulations on the utilisation of voluntary aid in war is to present, through them, the exact position which those who are anxious to help the Army Medical Service in its care of the sick and wounded should be prepared to accept in war, and should provide for by local or other organisation in time of peace. The regulations in question form the sixth part of the Kriegs-Sanitäts-Ordnung, and received the Imperial sanction on December 18, 1902, being published for general information during the current year. They are headed “Freiwillige Krankenpflege,” and consist of twenty sub-headings, each containing from one to fourteen paragraphs, and six appendices. In 1901 our Director-General of Military Intelligence published a pamphlet on the subject of the organisation of voluntary medical aid in war in Austria, France and Germany, which included a translation of the “Service Instructions,” then in force in Germany, for ensuring the co-operation of voluntary aid with the Army Medical Service. This translation contains more elaborate details than the new regulations, but it may not be out of place to offer the following notes, embodying the main facts in the order in which they are now presented in the sixth part of the Kriegs-Sanitäts-Ordnung.
The general regulations commence with a definition of “Freiwillige Krankenpflege,” which may be translated shortly as “Voluntary Aid.” For military purposes this is regarded as including all voluntary arrangements for supplementing the Army Medical Service in war, and all persons who take part in these arrangements. It is specially stipulated that the military authorities do not contemplate accepting such aid in connection with the Army Medical Service in time of peace, and that the aid which will be accepted in war is limited to that organised by: (1) The German Red Cross Territorial Societies; (2) societies associated with them; (3) the St. John, St. George, and Maltese Orders of Knighthood.

The limitation is made in favour of these bodies because it is understood that they already devote themselves in peace and within the German Empire to the care of the sick and wounded. Under exceptional circumstances permission may be given to others to take part in voluntary aid. Application for such permission has to be made through a high official known as the Imperial Commissioner and Military Inspector of Voluntary Aid, and in the event of approval by the War Office, the society or individuals concerned will be attached to one of the recognised Red Cross Territorial Societies, or to one of the Orders of Knighthood. Voluntary aid from foreign countries may be accepted under the same conditions, but its sphere of action will be confined to the home territory. Finally, it is stipulated that voluntary aid will not be permitted to form any independent unit, and its co-operation with the official units will only be permitted in so far as it can be dove-tailed into the official organisation, and placed under official control. Otherwise, the regulations state, it will not further but only hamper the administration of the services in aid of the sick and wounded. It must, therefore, submit itself unconditionally to the orders of the military authority and individual representatives of that authority.

In supplementing the regular Army Medical Service, voluntary Aid will be confined to the following spheres of activity: (a) The nursing of sick and wounded; (b) the transport of sick
and wounded; (c) depot duties, i.e., in stores. All this supplementary help must be given in rear of the fighting force, either in the home territory or on the lines of communication. The employment of voluntary aid with the first line will only be permitted in special emergencies, and with the approval of the Commander-in-Chief. In such emergencies the Voluntary Aid personnel must be attached to a bearer company or field hospital belonging to the regular Army Medical Service, and be placed under its commanding officer. The establishment of hospitals of the Red Cross Societies in the area of field operations may be permitted under the special authority of the Inspector-General of the lines of communication and railways, but this permission will only be granted in case of urgent necessity and on the understanding that the hospital will be withdrawn whenever the necessity disappears.

The following is the detailed work which the regulations lay down as forming the general duties of Voluntary Aid Societies:

(1) The organisation of male and female nurses and cooks for duty in military reserve hospitals on the lines of communication and stationary field hospitals. A proportion of the male nurses must be trained as stretcher bearers. (2) Similar organisation of male and female nurses for duty in connection with the conveyance of sick and wounded from the lines of communication to the reserve hospitals, and also of stretcher bearers in the same sphere. (3) Appointment of individuals trained in merchants' or forwarding agents' offices, for the management of Voluntary Aid depots. (4) Collecting and forwarding gifts. (5) Supplementing the military reserve hospitals, either by taking over special branches of hospital management, such as the dieting, laundry work, &c., or by supplying certain portions of equipment, such as beds, linen, clothing, kitchen and messing utensils, &c., or by the establishment of special Red Cross Society hospitals, or finally by the reception of convalescents into private nursing homes. (6) Supplying information to the relatives regarding the sick and wounded in hospitals, and sharing generally in the duties of the official Central Information Bureau. (7) The establishment of dressing and rest stations at those places along the line of railway where no special provision is made by the regular service. This can only be done with the concurrence of the military director of
railways, the committee for sick transport, and the officer commanding the lines of communication. (8) The preparation and equipment of hospital trains out of the Society's own funds and under its own management and direction. This, however, will only be permitted when the military authorities consider it necessary. The conditions laid down with regard to the hospital trains of the regular Army Medical Service and the specifications for their construction will be made applicable to these Red Cross trains.

The sub-section closes with the stipulation that the work of Voluntary Aid Societies in peace, in preparing for these duties in time of war, must be specially directed towards ensuring rapid mobilisation on the outbreak of war.

THE IMPERIAL COMMISSIONER AND MILITARY INSPECTOR OF VOLUNTARY AID.

At the head of all Voluntary Aid there is an Imperial Commissioner with the official title of "Imperial Commissioner and Military Inspector of Voluntary Aid." The appointment is one which is held during peace as well as war. The officer holding it is appointed by the Emperor. He has under him two assistant Commissioners, who carry on official business when he is prevented from doing so himself. These assistant Commissioners are also appointed by the Emperor on the proposal of the Imperial Commissioner with the approval of the War Office. It is enjoined in the regulations that all government officials shall give the Imperial Commissioner whatever information he may require to enable him to carry on his duties, and that he shall be granted any assistance which is permissible in accordance with existing orders. His office during peace is in Berlin. During war one of the Assistant Commissioners takes it over from him.

In addition to the help he receives in accordance with the above arrangements he is advised by two special Committees, viz., (1) a standing committee, composed of the Chairman of the Central Committee of German Red Cross Societies, the two Assistant Commissioners, and two representatives of the War Office. The latter are appointed with a view to facilitating communications between the Commissioner and the War Office, and supporting him generally in his duties. (2)
Advisory Board, which is only to be summoned on specially important occasions.

The Imperial Commissioner nominates the members of the Committee and the Advisory Board, and he also acts as Convenor. The German Red Cross Societies and Societies associated with them are generally under the direction of the Central Committee of the German Red Cross Societies, which has its seat in Berlin; while the Orders of Knighthood are under the direction of their respective Councils. But both the Central Red Cross Committee and the Councils of the Orders are subordinate to the Imperial Commissioner on all occasions on which they come into association with the army and official administration.

DUTIES OF THE IMPERIAL COMMISSIONER.

The Imperial Commissioner supervises during peace the training of the personnel of Voluntary Aid Associations, and the preparations made by them for war. He is obliged to forward to the War Office annually a report upon the state of all personnel and material that come under the heading of Voluntary Aid; and the War Office informs him in return what preparations should be made on the part of the Voluntary Aid Associations in the event of mobilisation. He distributes the work required by the War Office amongst the recognised Red Cross Societies and Orders of Knighthood; and the War Office has the power to satisfy itself, by inspection, that the preparations which are being made meet its requirements. It is his duty to select and submit to the War Office for approval the names of individuals who are suitable for appointment as Voluntary Aid Delegates in the event of mobilisation. The functions of these Delegates are detailed in the next sub-section. It is also his duty: (a) To make himself acquainted with the objects and regulations of all associations that may be formed voluntarily for the purpose of supplementing the Army Medical Service in war, and his approval must be obtained before such associations can be included amongst or attached to the Red Cross Societies; (b) to take into consideration the wishes of individual associations regarding the work they are to undertake; (c) to concentrate as much as possible the work of separate societies and individuals; (d) to
keep the various associations informed of the lines on which they may work to the best advantage.

When war breaks out the Imperial Commissioner hands over his office at Berlin to one of the Assistant Commissioners and joins the Headquarter Staff of the Commander-in-Chief in the field, where he directs Voluntary Aid in association with the Inspector-General of the Lines of Communication and Railways and the Principal Medical Officer of the Field Force. While occupying this position it is his duty to issue the papers authorising Voluntary Aid Delegates to act, as well as Red Cross brassards, and identification cards to all individuals connected with Voluntary Aid. It is enjoined that these badges, namely, the white brassard with the Red Cross, must be clearly stamped with his stamp, and that the bearers must carry identification cards authorising them to be in possession of the brassard.

Should any persons connected with Voluntary Aid be called upon to perform duties requiring their presence in districts where the right to travel without restriction has been withdrawn, it is the duty of the Imperial Commissioner to give them written permits, stating their errand and the locality to which they are going. These permits must also be endorsed with the approval of the Commander-in-Chief of the Army. They may be issued also by the Voluntary Aid Delegates appointed to the staff of the Inspector-General of Communications. The Imperial Commissioner must keep himself in close touch with the Assistant Commissioner who has taken over his office in Berlin. This official is obliged to carry out all the orders and requirements of the Commissioner as regards Voluntary Aid with the field force. He is in direct communication with the War Office and submits his proposals according to the instructions received from the Imperial Commissioner. He is assisted by a Board consisting of: (1) The President of the Central Committee of the Prussian Red Cross Society and four to six of its members; (2) the same number of members belonging to the other Red Cross Societies; (3) representatives of the Orders of Knighthood; (4) other individuals especially qualified to help him in the despatch of business. The duty of managing the depot and accounts at Berlin is placed in the hands of the President of the Central
Committee of the Prussian Red Cross Society. But in the event of his being selected for the appointment of Assistant Commissioner, this duty will be handed over to one of the other members of the Central Committee with the approval of the Imperial Commissioner.

**Voluntary Aid Delegates.**

Voluntary Aid Delegates are appointed in civil and military districts throughout Germany to enable the Imperial Commissioner or his Assistant to communicate through them with the military and Government officials, and for the purpose of supervising Voluntary Aid schemes within their districts. They are selected by the Imperial Commissioner on the approval of the local Red Cross Societies or Orders of Knighthood. Before they can carry on any duties on mobilisation the appointments must be sanctioned by the War Office, and only those individuals who have been so proposed, appointed and sanctioned may assume the title of “Voluntary Aid Delegate.” Some slight modification in the manner of appointing delegates is made in connection with Bavaria, but the principle is the same. Each delegate on accepting appointment must be prepared to serve for a fixed period, either with the army in the field or with the home garrison. He must make a declaration of the time he is prepared to serve, and, as a rule, must bind himself for a period of at least three months, if he selects employment with the army in the field, or for the duration of the campaign, if with the home garrison. The Imperial Commissioner has power to revoke any appointment, and no Delegate can resign without his consent. He has also power to grant temporary leave of absence, release from duty before the specified period has expired, or removal on medical or other grounds. He must also arrange for legal compensation, where such is involved.

The office of Voluntary Aid Delegate is honorary, but clerical assistance is given. All Delegates who are not entitled to wear a military uniform or field uniform as members of an Order of Knighthood must wear a specified uniform, the details of which are given in one of the appendices. They must wear the Red Cross brassard at all times, and have in their possession the identification card entitling them to wear the brassard,
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as well as their authority to act as Voluntary Aid Delegates. They are given a service seal or stamp.

**The Duties of Voluntary Aid Delegates in Peace.**

In peace the Voluntary Aid Delegates are divided into two distinct classes, the so-called Territorial Delegates, and the Delegates of Army Corps districts.

(a) **Territorial Delegates.**—Each province of Prussia and each separate state of the German Union has a Territorial Delegate during peace. He is the direct channel of communication between the Imperial Commissioner and the Voluntary Aid Societies, &c., in his district. In order to ensure continuity of work the Territorial Delegates have to organise their own business arrangements themselves, and appoint substitutes to act for them in the case of absence or other circumstances. They are obliged to carry out the orders of the Imperial Commissioner, and remain constantly in touch with the national and provincial Red Cross Societies, and Orders of Knighthood in their districts. They direct and supervise the work of these so far as preparation for war is concerned, and act as advisers to societies and individuals with regard to the lines on which they should work. In the event of any new society being formed in their districts, they will make themselves acquainted with its aims and objects and take the necessary steps to bring it into association with the general scheme of organisation of Voluntary Aid.

With regard to the general work of preparation for mobilisation in their districts, they receive instructions from the Imperial Commissioner and forward to him annually the following documents: (1) A list of individuals fitted and willing to take up the position of Voluntary Aid Delegate in war. The names of these are submitted to the Delegates by the Red Cross Societies and Orders of Knighthood in each Province or State. (2) A general review of the existing state of Voluntary Aid work in their districts, along with a general plan for the employment of the Voluntary Aid *personnel* in war, including doctors, dispensers, male and female nurses, stretcher bearers, male and female cooks, &c. (3) A general review of Voluntary Aid material, *e.g.*, Red Cross hospitals, stores, utensils, linen, &c. (4) Nominal rolls of *personnel*, who are ready for immediate
distribution on the outbreak of hostilities to hospitals, convoy
and transport work and depots.

(b) Army Corps District Delegates.—Army Corps districts in
Germany may extend over several States or Provinces, and at
the headquarters of each Army Corps a Voluntary Aid Delegate
is appointed to act as the channel of communication between
the Territorial Delegates and the General commanding the Army
Corps. Their chief function, therefore, is to keep themselves at
all times in touch with the General and his Staff, and to
endeavour to carry out the arrangements which the latter may
make for the utilisation of Voluntary Aid within the Corps
district. It will be their duty to let their Territorial Delegates
concerned know of these arrangements and keep the General
informed as to the manner in which they are being executed.
They act, in fact, as intermediaries between the military
authorities and Voluntary Aid, are representatives of both
sides, and carry out the commissions of both, assisting the
Territorial Delegates, at the same time, in the preparation that
is required by the War Office in connection with an army in
the field. A Territorial Delegate of a locality which happens
to be the headquarters of an Army Corps may act as an Army
Corps District Delegate.

THE DUTIES OF VOLUNTARY AID DELEGATES IN WAR.

The duties of Voluntary Aid Delegates in war depend upon
whether they are employed with the army in the field or with
the army occupying the garrisons in the home territory. In
either case their work must be carried out in direct association
with the administrative officers of the Army Medical Service,
with whom rest all decisions on questions concerning the needs
of the sick and wounded, and on all technical matters.

(a) Voluntary Aid Delegates with the Army in the Field.—
The Delegates with the Army in the field are classified as follows:

(1) One Delegate General (Generaldelegirter). This Delegate
is only appointed when the area of operations is very extensive,
and when it is impossible for the Imperial Commissioner, in
consequence of this, to exercise full control. The appointment
of the Delegate General requires Imperial sanction. He acts as
the representative of the Imperial Commissioner in the particular
area to which he is appointed.
(2) A Delegate for the lines of Communication (Etappendelegirter) of each army. He is placed under the Inspector of the lines of communication, makes his arrangements in association with the Principal Medical Officer of the lines of communication, and comes in touch with the Principal Medical Officer of the Army only when under exceptional circumstances, as already noted, Voluntary Aid is employed in the first line.

(3) A Delegate with the Director of Military Hospitals in the Field (Delegirter bei dem Feldlazarethdirektor). He exercises control over Voluntary Aid work in military hospitals of the Field Army, and is immediately under the Delegate for the lines of communication. His work is carried out with the sanction and approval of the Director of military hospitals of the Field Army.

(4) A Delegate with the sick transport committee (Delegirter bei der Krankentransportkommission). He controls all Voluntary Aid work in connection with the distribution and evacuation of sick and wounded under the Delegate of the lines of communication.

(5) An Assistant Delegate (Unter-delegirter) at each depot station, as manager of Voluntary Aid depots. These depots are, as far as possible, affiliated to the hospital reserve depots. The duty of this Delegate is to manage all business matters and accounts connected with voluntary gifts, so far as these are non-official. He acts under the Voluntary Aid Delegate of the lines of communication, and co-operates with him in forwarding the personnel and material of Voluntary Aid Associations within the limits assigned to him by the railway authorities. So far as his connection with military authorities is concerned, both he himself and the personnel of the Depot which he manages are subordinate to the Commandant of the railway station where the depot is placed, in accordance with general military arrangements.

(6) Voluntary Aid Delegates with the Garrison Army.

(1) The Territorial Delegates retain their post and sphere as in time of peace.

(2) The Army Corps District Delegates also retain their posts with the General Officer who takes the place of the General commanding the Army Corps at the headquarters of the district, and carry on the same functions as in time of peace.

(3) A fortress Delegate is attached, as required, to the governors of fortified places. His work is regulated by instruc-
tions received from these officials. Should the resources of the fortress be incapable of supplying the personnel and material, application must be made by him to the Territorial Delegate.

(4) Reserve Hospital Delegates are appointed as required, to act within the sphere of the director of military reserve hospitals. Any personnel or material that is needed will be forwarded to them by the Territorial Delegates on requisition.

(5) Delegates for lines of communication (Liniendelegirter). One Voluntary Aid Delegate with the above designation is appointed to be with the Commandant of each line. His duties are to facilitate business between the Territorial Delegates of the garrison army and the Delegates of the lines of communication of the field army.

Voluntary Aid Personnel.

All individuals who take part in Voluntary Aid work with the German army, including the Delegates, must be of German nationality, and belong to a class not liable to military service. An exception is made in the case of those who are liable to serve in the home reserve (Landsturmpflichtige), and should any such persons be attached for work with the Voluntary Aid Associations, a notification of the fact must be made to the military authority in whose district they live. A similar notification must be made should any such appointments be cancelled. Within these limits, the Voluntary Aid Associations and Orders of Knighthood have full power to select their own personnel, but each individual must be fitted to fill, in every respect, the position for which he is selected, and an irreproachable character, reliability, good health, bodily activity, as well as good education, are noted in the regulations as indispensable. In the case of doctors, approval of the War Office is required. The Voluntary Aid Delegates are obliged to submit to the military authorities, to whom they are attached, a nominal roll of all personnel under them and to notify all alterations in the list monthly. The Delegates on the lines of communication receive a copy of these lists and alterations from the delegates who are subordinate to them.

The whole of the personnel will wear the uniform and be in possession of the equipment laid down in the appendix to the regulations. The cost of fitting them out with everything
necessary in the way of clothing, &c., is borne by the Voluntary Aid Associations. It is laid down, however, that only those who bind themselves to serve for at least three months in the field shall be accepted and receive these field outfits. Male and female nurses may wear the uniform of an Order of Knighthood in the field, if entitled to do so. Male nurses and stretcher bearers may also wear Voluntary Aid uniforms during peace manoeuvres, and while they are doing duty with the home garrison during war. Commanders of Voluntary Aid companies, the Assistant Commanders and the Medical Officers of the companies, who are employed in peace in the home territory, are entitled to attach to their uniforms the badges of rank noted in the appendix. The personnel of Voluntary Aid must wear at all times the Red Cross brassard, and carry with them the identification card authorising them to wear it. Voluntary Aid personnel are under the disciplinary control of the Assistant Commissioner and the Delegates, each in his own sphere, from the day they are called out to serve until the time when their period of service with the army expires. The punishments which these Voluntary Aid officials may administer are: (1) A simple reprimand; (2) a formal reprimand, with warning of discharge from the Voluntary Aid Service; (3) discharge from such service. A punishment book is kept, in which all punishments awarded will be noted. In addition to this disciplinary control, the whole of the Voluntary Aid personnel is subject to military law within the area of operations, and they are to be expressly informed of this on being accepted for service. In the case of complaints, the regular army regulations regarding the manner in which these are to be made will be followed. The Officers who are empowered to exercise direct command over the Voluntary Aid personnel are the Imperial Commissioner, the Assistant Commissioner, the Voluntary Aid Delegates, the Commander of Companies, the Assistant Commander of Companies, the Commanders of Sections of Companies, and all Officers or Medical Officers of the regular army who exercise command over any military units to which the personnel of Voluntary Aid may be attached.

**Distribution of Voluntary Aid Personnel.**

All Voluntary Aid personnel employed with the field army or home garrison are divided into the following classes: (1)

The male personnel are formed into companies (Züge) of twelve files each, i.e., twenty-four men. Each company is commanded by a Company Commandant (Zugführer), who has under him an Assistant Commandant. The Company is further sub-divided into two sections of six files each, each under a Section Commandant (Sektionsführer). The companies may be split up, and in such cases command of the second half company is taken over by the Assistant Commandant, or should a further division be necessary, the Company Commandant will select one of the members of the Company to take charge of such sub-divisions. It is laid down that in the selection of a Company Commandant care is to be taken that he is a man of wide general experience and education. In the formation of the companies of the Convoy and Transport personnel a few skilled carpenters and blacksmiths are to be enrolled if possible. In case of necessity, drivers and conductors from the regular army may be added to assist individual companies. Regulations as to the material with which Convoy and Transport Voluntary Aid Companies are to be equipped are at present in reserve.

Method of Employing Voluntary Aid Personnel with the Field Army.

(a) Hospital Duties.—A Voluntary Aid hospital detachment will be formed for each army corps. It will be attached to the regular hospital of the corps concerned, and will consist of male nurses (of whom a portion must be trained as stretcher bearers), female nurses, and male or female cooks. These will be distributed amongst the hospitals along the lines of communication and stationary hospitals. A note has already been made regarding the occasions on which they may be employed with the field hospitals in the first line. The Voluntary Aid Delegate with the Director of Field Hospitals will be their chief, but in all matters connected with the exercise of their duties in hospital and discipline they will be subordinate to the senior medical officers of the regular medical service, in whose
hands rests the right to appoint each individual to a definite
duty, and who are empowered, without reference to higher
authority, to remove from the hospital any who, in their
judgment, are no longer suitable for employment. Individuals
so discharged will report themselves to their Delegate for
further instructions. The senior Medical Officer of a hospital
in discharging any Voluntary Aid personnel is obliged to give
on demand to the individuals concerned a statement in writing
on their conduct, the nature of the duties on which they were
employed, and the period during which they served under him.
Some special arrangements are made in the case of members
of Orders of Knighthood who may be employed in military
hospitals. These arrangements form one of the appendices to
the regulations, and refer mainly to the supervision of the
members of the Order by Knights of the Order and to other
matters connected with special rules of the Order. There is
no relaxation of the rule, however, which places them in sub­
ordination to the senior medical officer of the hospital to which
they are attached.

(b) Duties in Connection with Sick Convoys.—A Voluntary Aid
detachment of male and female nurses, a portion of the former
being trained as stretcher bearers, assists the regular service in
passing sick and wounded down the lines of communication to
the reserve hospitals, and establishes and manages rest and
dressing stations along the line. One such detachment will
be formed for each line of communication, and be under the
Delegate for the line of communication concerned. Its members
will carry out the orders of the surgeon in charge of a convoy
in all matters connected with the care of the sick and wounded.

(c) Duties in Connection with the Transport of the Sick and
Wounded.—A special transport detachment of Voluntary Aid
personnel will also be appointed to each line of communication,
and will do duty at the hospital reserve depot or with its
transport column. It will consist of stretcher bearers, and
their duties are to undertake the conveyance of sick and
wounded from the advanced hospitals to the head of the lines
of communication, and from railway stations to hospitals and
vice versa within the lines of communication. They are
employed in the first line only in special emergencies, as
already noted.
(d) Duties in Connection with Depôts.—A depot detachment of Voluntary Aid personnel is also formed in connection with each line of communication, to undertake the management of Voluntary Aid depôts at the headquarters of the line, under the direction of the Voluntary Aid Delegate of the line, who is responsible for preparing the details of the work. The members of this detachment must have been trained in merchants’ offices, or as forwarding agents. They will assist the Assistant Delegates at the collecting stations and establish subsidiary depôts at intermediate stations along the line, as required. Members of this detachment may also be employed in piloting consignments of voluntary gifts by train from the collecting stations to the head of the line. The equipment of these depôts will be arranged in accordance with instructions issued by the military authorities. These various Voluntary Aid detachments will assemble on the mobilisation at the localities most convenient to them, and will await further instructions there. The locality selected must be determined in time of peace.

Method of Employing Voluntary Aid Personnel with the Home Garrison.

As with the field army, Voluntary Aid personnel is distributed for duties in hospitals, with convoys for transport purposes, and at depôts. The personnel employed in hospital duties will be distributed amongst the reserve and fortress hospitals of the regular military service. They will also take over the whole work of any Voluntary Aid hospitals that may be established in the home territory. The convoy personnel will take over the duties of attendance on sick and wounded during their conveyance by railway or water within the home territory, and will also be employed in dressing and rest stations along the line. The transport personnel will be employed in conveying sick and wounded within the home territory from railway stations to hospitals, and vice versa. The depot personnel manage the Voluntary Aid stores at the base of the lines of communication at the frontier, and may be employed in accompanying the larger consignments of stores from there to collecting stations up the line. The strength and distribution of these various detachments in the home territory will be determined.
according to requirements. They will be under the charge of the Territorial Delegate in whose district they may be employed.

**Collecting and Forwarding of Gifts.**

The regulations regarding the collecting and forwarding of voluntary gifts to an army in the field are somewhat extensive and detailed. The main principles are as follows: Voluntary Aid depots for the reception of gifts, each with one Delegate and the necessary depot personnel, will be formed at the headquarters station of each Army Corps district in the home territory. There will be one such depot at the military hospital of the station, and another at the refitting establishment. They will be designated "The Reception Station for Voluntary Gifts, No. 1 and No. 2" respectively, "for the 1st, 2nd, 3rd, &c., Army Corps," as the case may be, and they will be under the General commanding the Army Corps. The whole organisation of these depots must be as far as possible arranged in time of peace.

All gifts collected by the Voluntary Aid Associations, or by individuals, are to be directed to these reception stations only, whether they are intended for the sick and wounded in hospital or for men in the field; and the invoices sent with the gifts must clearly state the nature of the contents, their destination, and the reception station to which they are sent. Each package must also be marked and labelled with the same particulars as on the invoice, on two sides at least. All packages must be of moderate weight and capable of being handled easily. The military regulations with regard to the preparation of packages for transport by sea will be adhered to, and the military transport regulations hold good as regards their transport by land. Once they have been received into the Voluntary Aid Reception stations, as noted above, they are regarded as military stores and are carried free. The rule with regard to forwarding the goods to the front is that they shall be passed on in the order in which they are received, unless special instructions are given, to the collecting stations up the line, where they will be received by the Assistant Voluntary Aid Delegates and the depot personnel under them in a section of the military goods depot affiliated to the department for hospital stores. Space will be set apart in this depot for the purpose by the Com-
mittee who are in charge of the depot and responsible for its establishment. The Voluntary Aid Delegate has to carry out the instructions of the Committee in accordance with the general military regulations for the interior working of the depot and collecting stations generally. Trains proceeding from these depots and collecting stations with consignments of voluntary gifts will be loaded under the direction of the Principal Medical Officer, and conveyed to the head of the lines of communication, with the concurrence of the Director of the military railways. The regulations recommend that such trains be accompanied to their destination by selected members of the Voluntary Aid Associations and by a military officer. The arrangements for storing, preparing inventories, forwarding, &c., of the goods are laid in the service regulations for the Goods Depot of the Collecting Stations. When the packages arrive at the head of the lines of communication they will be received in special depots established and managed by the Voluntary Aid representatives. They will be issued from these depots under detailed instructions from the authorities on the lines of communications, and any application from military officers in the field to have such goods sent to them should be made to the head of the lines of communication. A list of the gifts which it is desirable that the Voluntary Aid Association should prepare will be published from time to time by the Imperial Commissioner. It is specifically stated in the regulations that in the interests of the military arrangements gifts for the sick and wounded or for the fighting force should be such as are not provided officially under ordinary circumstances, or even under exceptional conditions. If required, receipts will be given for all gifts received, and opportunities will be given to Voluntary Aid Delegates to make themselves acquainted with the way in which they have been used.

EMPLOYMENT OF VOLUNTARY AID IN CONNECTION WITH THE DOMESTIC MANAGEMENT OF RESERVE HOSPITALS.

The reserve hospitals are official establishments in the home territory, and as noted in the earlier part of the regulations, one of the directions in which the regular service may be supplemented by Voluntary Aid is by taking over the management of the domestic arrangements of the hospitals, as, for
example, the dieting of the sick, hospital washing, &c. The charge of these departments will, in every respect, be subordinate to the official hospital authorities, and should any expense be incurred by the Voluntary Aid authorities in connection with them an arrangement will be made beforehand with the "Intendance" Officer and with the approval of the Principal Medical Officer of the Army Corps district concerned. In each case all the circumstances for which expenditure is required must be clearly explained. An imprest account may then be opened. No alteration will be made in the Official Regulations with regard to reserve hospitals in connection with the management of these departments by Voluntary Aid; and the Voluntary Aid personnel will merely carry out the rules laid down for the regular military personnel. They will keep, however, a proper account of any expenditure for which the Voluntary Aid Associations may afterwards receive reimbursement out of public funds.

The Establishment of Red Cross Societies' Hospitals ("Vereinslazarethe").

The Red Cross Societies, Orders of Knighthood, or private individuals, may establish Red Cross Hospitals at their own expense, for the purpose of taking over sick and wounded from the reserve hospitals in the home territory. They must be equipped as a rule for not less than twenty beds, and only sick and wounded from the reserve hospitals may be admitted to them. These hospitals are to be placed under military discipline and control. The professional supervision will be exercised by the senior medical officer of the nearest reserve hospital, or in the case of larger garrisons, by the specially appointed director of reserve hospitals and by the principal medical officer of the Army Corps district. Discipline will be maintained among the wounded by the senior medical officer or directing Committee of the reserve hospital, or by a specially appointed committee, consisting of a military officer and the chief surgeon of the Voluntary Aid hospital. These will also be responsible for all official matters connected with the hospital. The General commanding the Army Corps district may hand over military buildings for the establishment of such hospitals on the proposal of his "Intendance" officer and after a report by the officers
commanding the garrisons concerned. Otherwise, the whole equipment and establishment of the hospitals are to be carried out by the Red Cross Societies, Orders of Knighthood, or private individuals themselves. Certain articles of hospital equipment may, however, be handed over from the military stores. These are to be handed back when the hospital is disestablished. Should an application be made for a grant in aid of the expenses of the equipment and maintenance of Red Cross hospitals, including expenditure in connection with the treatment of sick and wounded, a full statement of the circumstances must be put forward and a strict account kept.

THE MANAGEMENT OF RED CROSS SOCIETIES' HOSPITALS.

The general management of the Red Cross Societies' hospitals rests entirely with the societies and individuals concerned; and the co-operation of military or other officials only takes place, as already noted, in connection with discipline and where State interests are involved. The official regulations under this heading refer only to the conditions under which this cooperative control is exercised. The official side is represented by the military officer of the hospital committee, as referred to under the previous heading, and by a non-commissioned officer who is attached to the hospital for discipline, clerical purposes, and preparation of official returns under the supervision of this officer. All transactions, however, must be signed by both members of the committee. They are given a corresponding service stamp with the designation "Royal Hospital Committee of the Red Cross Society Hospital at —" ("Königliche Lazaretkommission des Vereinslazareths zu —").

Strict accounts have to be kept of receipts and expenditure, with the exception of expenditure on surgical material, food and hospital equipment, the management of which is entirely the concern of the society or individual. These accounts are to be kept in accordance with the regulations of the army medical service. A monthly return will be submitted to the senior "Intendance" officer of the army corps district in which the hospital is situated. This return has to show the pay of the military member of the committee, the extra pay (nine marks monthly) of the non-commissioned officer, payments to sick during their treatment in the hospital, payments to sick
officers and officials, office expenses, funeral expenses, and money payments to the Society, to which receipts and sick reports should be attached.

With regard to the reception and disposal of sick and wounded admitted into or discharged from the hospital, the regulations of the regular army medical service are in force, with the following modifications: (1) The sick are to be accompanied by a transfer certificate from the reserve hospital and will bring with them a complete outfit, including two shirts and a vest. Any other articles of clothing, or other property which may have been brought by the sick to the reserve hospital, will be kept there, and will not accompany the sick to the Society's hospital. (2) On discharge from the Society's hospital the patient will be sent back to the reserve hospital from which he was admitted. (3) In the case of death, a notification will be sent on the regular form to the reserve hospital concerned, with information regarding the place, time, cause of death, and hour of burial. Should there be no official reserve hospital in the immediate neighbourhood the information will be sent to the local government official direct, and through him to the reserve hospital with which the Society's hospital is connected. Sick returns will be sent from the Societies' hospitals to reserve hospitals under instructions from the Principal Medical Officer of the Army Corps district, as well as the patient's bed-head sheets, and when the hospital is disestablished, the admission and discharge book and the death register.

All the above arrangements and regulations regarding the establishment and management of Red Cross Societies' hospitals, or of certain departments of the official reserve hospitals by Voluntary Aid in the home territory, are carried out under the General Officer commanding the Army Corps district, through the Territorial Voluntary Aid Delegates, and are subordinate to these delegates, under the supervision of the military authorities.

PRIVATE NURSING HOMES.

Applications may be made for the reception of convalescents into private houses through the Committee of the Societies of the Red Cross, or Orders of Knighthood, and also by Government officials of the locality concerned. These applications will be sent to the Voluntary Aid Territorial Delegate and by
him to the General commanding the Army Corps district. They must be accompanied by a certificate from one of the above-named committees or Government officials to the effect that the people concerned offer a complete guarantee for the care of any sick and wounded that may be sent to them. The approval of the General commanding the district is also required before any private nursing homes may be established, and arrangements will also be made by him for placing the convalescents under the control of some definite military officer in his district.

Supervision over these private nursing establishments is thus exercised by the military authority of the locality and the Principal Medical Officer of the Army Corps district, who may utilise the local official medical services. In conjunction with them the Territorial Voluntary Aid Delegates also exercise supervision over the private nursing establishments, and the civil officials of the locality are required to co-operate when asked to do so by the military authorities. The owners of nursing homes are obliged to inform the military authorities from time to time whenever a convalescent has completely recovered, as well as to make known any requirements connected with the patients, and if necessary to submit medical certificates at their own expense. Should it be necessary to retain a convalescent in any of the homes for a longer period than that appointed, the owner of the home, if he is prepared to still retain the patient, must apply immediately to the supervising military officer, and the application must be accompanied by a medical certificate. This officer must send in a monthly return of the number of military patients in nursing homes under his supervision to the General commanding the Army Corps district.

Transmission of Information Regarding Sick and Wounded, &c.

Members of Voluntary Aid Associations who may be working in hospitals have assigned to them the duty of endeavouring to induce the sick and wounded to write to their relatives regularly, and in the case of patients who are unable to do so, to undertake the correspondence themselves, so long as there is no medical objection. At the official Central Information Bureau, Voluntary Aid is represented by two members, who will
undertake the distribution of information regarding the whereabouts of individuals of their own army, of the enemy's army, or of an allied army, and who may also co-operate in other work of the bureau.

GRANTS FROM PUBLIC FUNDS IN CONNECTION WITH VOLUNTARY AID.

A fixed sum is placed annually at the disposal of the Imperial Commissioner for the extra pay of his clerks, office disbursements, and travelling expenses when on inspection duty. During war the amount placed at his disposal will depend upon the proposals put forward by him or the Assistant Commissioner through the War Office. Free rations and quarters are provided for the Imperial Commissioner and Voluntary Aid Delegates with the field army. Other Voluntary Aid personnel receive free rations and quarters whether they are serving with the field army or home garrison. Persons, however, who are doing duty in their own locality and are living in their own homes will not receive these allowances except in case of need or special duty. Members of Voluntary Aid Associations may be granted a daily pay for duties performed in Government hospitals in the home territory, the amount being fixed by the War Office. Those employed with the field army are entitled to regular pay in accordance with a special provision in the Pay Warrant. Free medical and surgical treatment, medicines, &c., in or out of hospital, are given to Voluntary Aid personnel with the field army, but only under exceptional circumstances and when there is special need to those employed with the home garrison. In the case of permanent injury or sickness due to service in the field they are entitled to certain gratuities as soldiers, and in the case of death their families receive compensation from the State.

During peace the Imperial Commissioner and his Assistants are entitled to have their letters franked, and the correspondence between Territorial and Army Corps District Delegates, and between them and the recognised Voluntary Aid Associations, Orders of Knighthoods, or military authorities is also transmitted free, so long as it is concerned with preparations for mobilisation. All such letters must bear the stamp or seal of the office from which they are despatched and be marked "militaria." During war, the letters and telegrams of the
Imperial Commissioner and the Voluntary Aid Delegates are regarded as official, and the correspondence of the subordinate Voluntary Aid personnel is treated as soldier’s letters under the regulations of the field postal service. Free passes are given to the Voluntary Aid personnel to travel by rail by second or third class during war. These passes are issued by the Imperial Commissioner and must indicate the nature and object of the journey. Free passages are also given in Government transports when the journey is by sea. Packages labelled “Voluntary Gifts” and addressed to the Voluntary Aid reception stations are conveyed free by rail or on Government transport. The Imperial Commissioner and Voluntary Aid Delegates are supplied during a campaign with Government horses, carriages, and grooms, according to a fixed scale laid down in one of the appendices.

**METHOD OF MOBILISING VOLUNTARY AID.**

The Voluntary Aid Associations commence their war duties on reception of the order to mobilise. The Imperial Commissioner proceeds at once on a communication from the War Office to the headquarters of the Commander-in-Chief in the field, in order to undertake the direction of the Voluntary Aid service with the army. The Assistant Commissioner takes over his office at Berlin. The documents appointing the Voluntary Aid Delegates with the field army are prepared and issued by the Commissioner.

The Territorial Delegates will get ready as quickly as possible lists showing the personnel and material that is ready for immediate use, along with a statement of the number of persons ready to proceed (1) for duty on the lines of communication with the field army; (2) for general duty with the home garrison, and (3) for duty only in the places where their homes are. The lists will be sent to the Imperial Commissioner. The Territorial Delegates will commence courses of instruction and exercises for the personnel already trained during peace, as well as for those offering their services for the first time. The Voluntary Aid Companies for hospital duties and for duty with sick convoys will be equipped and got ready first, and the voluntary gifts and hospital material intended for the army in the field will be prepared for despatch.
The Voluntary Aid Delegates for the lines of communication will proceed, on instructions issued by the War Office to the Imperial Commissioner or Assistant Commissioner, to the base of the lines of communication, and the Assistant Delegates to the collecting stations. They will take with them any assistants that may be absolutely necessary. Other Voluntary Aid personnel, including Delegates with the field hospital directors and sick transport Committee, will await further instructions at the places arranged for the assembly of Voluntary Aid personnel. The instructions will be sent by Delegates of lines of communication to the Assistant Commissioner.

The Territorial Delegates will be responsible for informing the military authorities of their district of any soldiers liable to serve in the home reserve, who are retained for employment with the Voluntary Aid Societies, and of the discharge of such individuals from their employment. The War Office will publish a notice calling upon all Associations, societies or individuals willing to assist in connection with Voluntary Aid to apply for employment to the Imperial Commissioner and to await instructions from him. A notice will also be published to the effect that the gifts intended for the hospitals or for the army in the field are to be addressed to the reception stations, which the Imperial Commissioner will appoint. Arrangements already planned and prepared in time of peace by the Red Cross Societies for equipping hospitals, &c., are to be completed as soon as the order for mobilisation is received, provided they are such as are intended to be ready by the tenth day of mobilisation. Arrangements that are planned to take more than ten days in mobilising, will not be commenced until a special order is issued.

These notes complete the details of the regulations. The appendices need not be considered in detail. They consist of:
(1) A description of the field uniforms of the Knights of St. John and of the Knights of Malta;
(2) a description of the uniform and equipment of the Voluntary Aid Delegates with the field army;
(3) a description of the clothing and equipment of other Voluntary Aid personnel with the field army;
(4) a description of the badges of rank which the commanders,
assistant commanders, and surgeons of Voluntary Aid Companies wear during peace manoeuvres, and when on duty with the home garrison during war; (5) special regulations regarding the employment of members of the Orders of Knighthood; and (6) a tabular statement of the number of grooms, servants, horses and waggons allowed to the Imperial Commissioner and his staff, to the Delegate-General, to the Delegate on the lines of communication, and to the Delegate with the field hospital, the Delegate with the sick hospital convoy, and the Assistant Delegates.

The difference between our position and that of Germany (and as a matter of fact, that of France, Italy, Russia and Japan as well) is, I think, clearly indicated in these regulations. In our case there is no peace organisation of Voluntary Aid that has got to the heart of the people, whereas in other countries the peace organisation of popular movements in aid of the sick and wounded in war is so extensive that official regulations for utilising them follow as a matter of course.

After the International Conference of Red Cross Societies in Vienna in 1897, a conference during which I had an opportunity for the first time of coming personally in touch with the Continental organisations, and which impressed me very forcibly with our failure as a nation to recognise the importance, both from a military and political point of view, of organising in time of peace the elements of which Voluntary Aid is composed, I ventured to submit the following remarks in the report on the work of the Conference. "In States where there is compulsory military service each home has a direct interest in the welfare of the sick and wounded amongst the troops, and under such circumstances it is an easy and natural process for Voluntary Aid Societies to spring into existence and become organised and maintained in a state of activity in time of peace." "In our country, however, there is no such peace organisation in existence. Voluntary Aid, such as would be forthcoming in abundance in the event of our being involved in an international war, would come upon the military authorities in the form of a mass of unorganised and untrained elements, probably so unsuited for the actual requirements of the moment that for a time at any rate the working and administration of the regular army medical service would be considerably ham-

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pered and embarrassed.” The report was instrumental in leading to the formation of the Central British Red Cross Committee under the authority of the Secretary of State for War. It must be acknowledged, however, that such a Committee is of itself insufficient, so long as the elements of which Voluntary Aid is composed fail in time of peace to form themselves into a definite network throughout the country to which popular sentiment will attach itself and upon which the military authorities can rely when war breaks out. Whether we shall ever as a nation be able to form an organisation of this kind, such as can be utilised and controlled in the same manner in which Voluntary Aid organisations are utilised and controlled by Continental powers, must depend largely upon an alteration in the standpoint of popular sentiment and its attitude towards the Army Medical Service on the one hand, and of the Army Medical Service towards it on the other. We are apt to regard popular sentiment as abstract and intangible; but in this, I think, we are wrong. It is likely to become an overwhelming power in the sphere of army medical work in any great war, and nothing will make it of greater value to the sick and wounded and help the Army Medical Service more than the careful and studied preparation during peace of channels into which it may be directed when war breaks out. At present popular sentiment in England has a tendency to regard military hospitals as the death-traps they were at the time of the Crimean War, and the work of the Army Medical Service of the country as inferior to the medical work to which the people are accustomed in civil life, overlooking the fact that war has really no counterpart in the comparisons which are made, and that the organisation of the medical services must progress more with the real and permanent advances in medical, surgical and sanitary science than with those which may be popularly attractive but which are apt to be ephemeral. The result, hitherto, has been to impel individuals and associations in the direction of acting independently of Army Medical Organisation rather than in the direction of placing themselves in co-operation with it and acting under its control.

When the South African War broke out this attitude was distinctly prominent. The Central British Red Cross Committee were able to control it to a great extent, as is evident from
their report on the Voluntary Organisations in aid of the sick and wounded during the war, but the lack of local organisations amongst the people themselves, such as are recommended in the concluding portion of the report, led to vast sums of money being utilised in a manner which was a great help no doubt, but not in any way commensurate with the help that might have been afforded by the same amount of expenditure in detailed Voluntary Aid schemes, planned and thought out in time of peace, and known to and relied upon by the War Office authorities. Consider, for example, the useful work that might have been left entirely to Voluntary Aid in providing accommodation for and equipping the extra three thousand beds or so required for the sick and wounded as they arrived in this country from South Africa.* Little more than three hundred beds were found to be available amongst the civil hospitals in London and not many more than six hundred throughout the country, England and Wales (exclusive of Scotland and Ireland), for this purpose, and in default of a reliable Voluntary Aid scheme the War Office had to act independently of any desire on the part of the general public or individuals to help in this direction. Had popular sentiment taken up this branch of work during peace and had local committees prepared schemes for the expansion of hospital accommodation in the home territory in war, not only would the people's contributions in money, clothing, luxuries, &c., have been diverted into a really useful channel, but the people themselves would have had the satisfaction of coming into more direct touch with the work they were supporting than could have been the case in connection with private hospitals in the area of active operations in the field.

It is satisfactory to note that, as regards Voluntary Aid personnel, a commencement has been made in the desired direction by the organisation of the St. John Ambulance Brigade into companies of stretcher bearers for work with the Army Medical Service in the home territory, the official arrangements having now been completed for the mobilisation of ten companies of fifty-eight men each for this purpose. The St. Andrew's Ambulance Association in Scotland is also organising

* I do not refer to the accommodation in private homes offered for convalescents. That was over and above the hospital accommodation referred to.
on similar lines, and is endeavouring to create local committees for the consideration of Voluntary Aid schemes in the direction indicated in the report of the Central British Red Cross Committee, to which reference has just been made. These are peace organisations with an extensive hold on the country. The Army Nursing Service Reserve are also in touch during peace with a valuable reserve of nursing sisters for war, and the various branches of the St. John Ambulance Association throughout the country have been of material use in connection with the organised preparation and forwarding of voluntary gifts. But these peace organisations do not represent all the Voluntary Aid that will be forthcoming from every quarter in time of war, and there is much to be done in order to utilise the other elements in an organised manner and to the best advantage. It is not enough that schemes of supplementary aid to the Army Medical Service should be prepared by local committees and private individuals. They should be submitted to the inspection and criticism of a central authority, and the details and the extent to which they can be relied on in war should be known by periodical reports to the War Office through this authority. The organisation of the home army in army corps districts, each covering several counties, should facilitate the dovetailing of Voluntary Aid schemes into our army medical system, and these notes on the German regulations may help in directing popular sentiment towards achieving this end.