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Voluntary Hospitals Committee

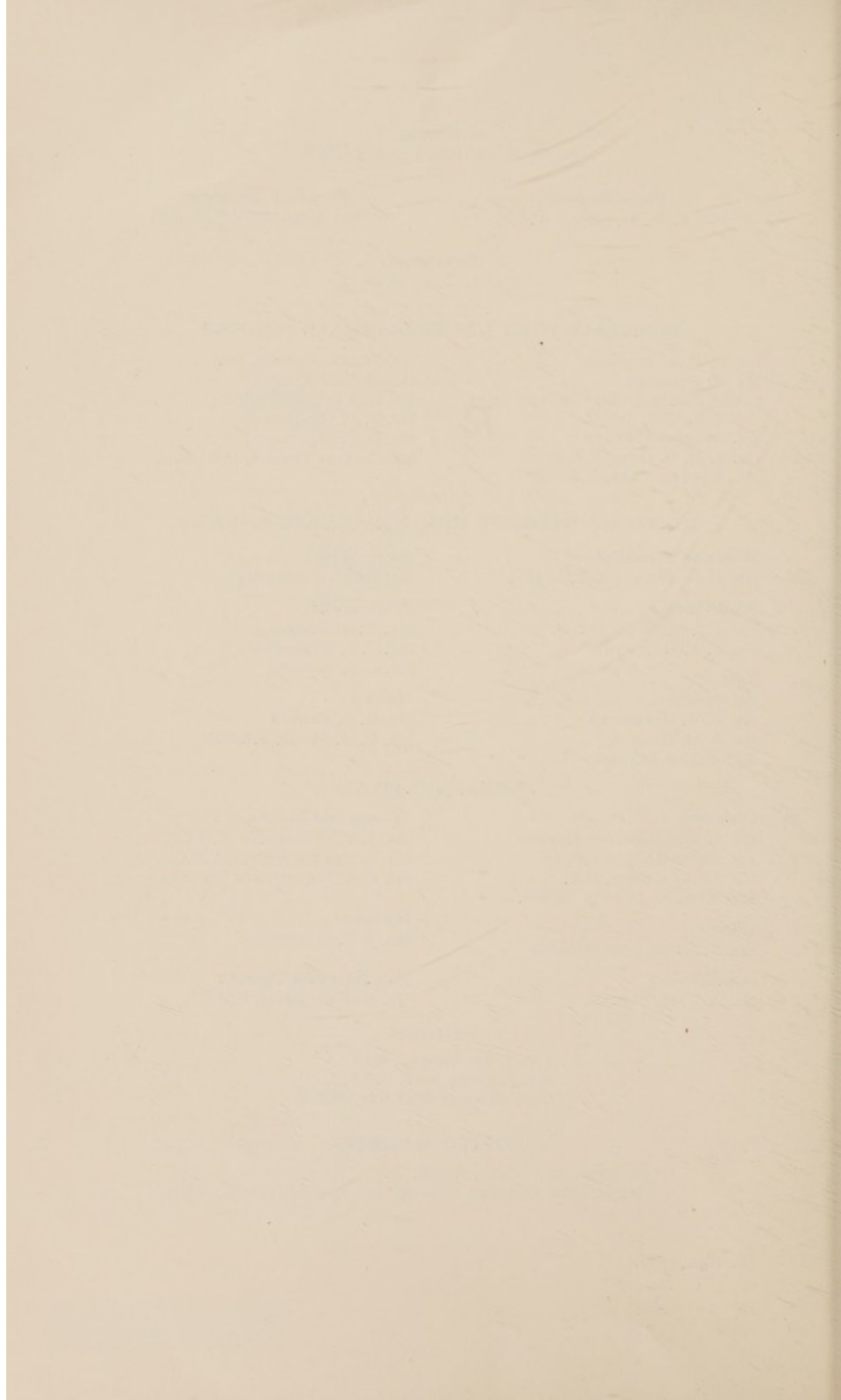
For London

REPORT

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Year 1939

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*Voluntary Hospitals Committee
for London*

*Report
for the Year 1939*

It would be true to say that in the main the efforts of all hospital bodies during 1939 were directed first to preparation for war and later to adjusting themselves and their institution to wartime conditions. The establishment in December, 1938, of the Casualty Service Committee and in May, 1939, of the British Hospitals Association War Emergency Committee, involved the assumption by those bodies of the responsibility for safeguarding the interests of the voluntary hospitals in connection with the part allotted to them in the Emergency Medical Service. The Voluntary Hospitals Committee, however, as will be seen from this Report, continued to function and met regularly up to the outbreak of war.

In the event of the war following the course which had been generally predicted, it had not been anticipated that it would be either possible or needful to resume regular meetings of the Committee in October and thenceforward. And indeed a similar view was taken regarding the activities of the War Emergency Committee. But circumstances have quite clearly shown the need for the continued deliberations of that Committee, and there are indications that regular, if perhaps less frequent,

meetings of the Voluntary Hospitals Committee are also desirable. To take one example. A subject which is very much in the minds of many people in the hospital world is the Regionalisation of Hospital Services. This important question loomed large in the report of the Voluntary Hospitals Commission under Lord Sankey's chairmanship, and a Provisional Central Council was set up by the British Hospitals Association to implement the first three recommendations of the Commission's report. The recent munificent gift of Lord Nuffield will undoubtedly materially assist the Provisional Central Council in achieving its purpose more speedily and more efficiently than might otherwise have been the case—particularly in the case of provincial regions. The Voluntary Hospitals Committee for London will have to play its part in co-operation with other bodies in ensuring that in the national system the organisation of the London Region, involving as it does close co-operation with municipal authorities, is planned with the greatest care and efficiency having regard to all the interests affected.

British Hospitals Association

Sir Bernard Docker, K.B.E., Chairman of the Westminster Hospital and of the War Emergency Committee of the British Hospitals Association, has accepted an invitation to become Chairman of the Association.

The Committee is represented on the Council of the Association by:—Mr. O. N. Chadwyck-Healey; Dr. Reginald Jewesbury; Sir Frank Newnes, Bt.; and Mr. G. T. Whiteley.

Subscriptions to the Association, based on a scale proportionate to bed complement, are collected by the Committee from its constituent hospitals. All hospitals on the list paid their subscriptions, which amounted to £508 4s. A sum of £300 was paid over to the Association in respect of the year 1939.

A number of hospitals have paid a second subscription towards the expenses of the Provisional Central Council, the money so collected amounting to £184 11s.

Relations with the King's Fund

The Fund has continued to afford facilities for the secretarial work of the Committee, and the Committee places on record its gratitude for this invaluable assistance.

Financial Relations between Voluntary Hospitals and the London County Council: Conference at the Ministry of Health

Arising out of suggestions made simultaneously by the Committee and the King's Fund, Sir George Chrystal, K.C.B., Secretary to the Ministry of Health, presided over a conference in January, when a long and very frank discussion took place between representatives of the L.C.C., the King's Fund and this Committee; officials of the Ministry were also present. The Committee was represented by Mr. Chadwyck-Healey and Dr. Gray. The existing understanding with regard to payment for services rendered was reviewed and the Council representatives were asked whether the Council could see its way to devising some system by which more substantial financial assistance might be afforded to the Voluntary Hospitals in respect of their work in London. Lord Dawson suggested that an Advisory Board might be established to assist in co-ordinating the activities of the Municipal and Voluntary Services. Mr. Herbert Morrison, the leader of the L.C.C., said that the Council was anxious to be helpful and sympathetic in the difficulties of the Voluntary Hospitals but that he personally could hold out no hope that the Council would be able to offer any increased financial assistance; this he regarded as a matter rather for the State than for the County Council. A general discussion took place, after

which the representatives present undertook to report back to their constituent bodies, and to give further consideration to the matters which had been raised at the conference. A brief press report of the conference was issued and a summary circulated to members of the Voluntary Hospitals Committee.

Emergency Hospitals Scheme

(i) Casualty Service Committee for London, December, 1938—May, 1939.

The Casualty Service Committee for London was formed in December, 1938, under the ægis of the Voluntary Hospitals Committee to co-operate with the appropriate authorities in the preparation of any Casualty Service Scheme, to represent the views of the Voluntary Hospitals, both administrative and medical, and to promote the co-operation of the London Voluntary Hospitals in any such scheme on satisfactory conditions.

The Ministry was at that time engaged in formulating its proposals for the Emergency Hospital Service, and shortly after its inception the Committee was given an opportunity of learning the outline of the Ministry's proposals. The whole London area was to be divided into ten Sectors radiating from the centre, each Sector to be based on one or more Teaching Hospitals. The plan involved a substantial reduction in the number of beds in the central hospitals and creation and expansion of hospitals on the outskirts of London. These proposals commended themselves to the Committee and have since become the basis of the present Emergency Hospital Scheme.

The Committee was also concerned with the arrangements made for (a) the administration of the Sectors and of the Scheme as a whole, (b) the method of reimbursement for structural precautions undertaken by the hospitals, and (c) the exemption from military service of key members of hospital staffs with military commitments.

(ii) *Formation of War Emergency Committee of the British Hospitals Association (May, 1939).*

In May the Committee learned that the Ministry were proposing to discuss the method of reimbursing Voluntary Hospitals taking part in the Scheme and had addressed a communication to the British Hospitals Association on this subject. Steps were therefore taken to set up a national War Emergency Committee of the British Hospitals Association by merging the Casualty Service Committee for London with representatives of the provincial hospitals nominated by the Council of the British Hospitals Association. The Council agreed to grant plenary powers to the War Emergency Committee to come to decisions on its behalf. The new Committee pointed out the difficulties inherent in a flat rate of payment per casualty, inasmuch as beds would have to be kept vacant whether or not casualties were received, and the Ministry thereupon agreed to an alternative system to be based upon a payment per bed reserved under the Scheme. These discussions had not proceeded far when in August hostilities became imminent and it became a matter of urgency to reach a provisional agreement which could at once be put into operation. The Committee felt bound to emphasise the need for (a) a system of interim payments approximating to full cost, and (b) a definite undertaking that there would be a subsequent adjustment when it might become possible to assess the cost. Both objects were achieved in the arrangements set out in Sir George Chrystal's letter of August 31st, 1939, circulated as War 52.

In the meantime the War Emergency Committee had also been concerned with various other matters and was represented by its Chairman at a conference with the Minister which took place in June, when the Chairmen of the Teaching Hospitals in London expressed anxiety at the lack of adequate co-ordination in the London area. As a result of this conference the Minister appointed a Committee under the chairmanship of Sir George Chrystal, K.C.B., comprising Sir Girling Ball, F.R.C.S. (representing the Group Officers), Lieut.-General Sir George Cory,

K.B.E. (representing the Lay Sector Officers), Sir Frederick Menzies, K.B.E. (representing the London County Council), and Sir Bernard Docker, K.B.E. (representing the Chairmen of the Teaching Hospitals).

(iii) *Outbreak of War and subsequent activities of the War Emergency Committee.*

When after the outbreak of war it became apparent that, contrary to expectation, the Committee might still continue to meet and perform a useful function, Mr. Chadwyck-Healey felt compelled, in view of other commitments, to resign the Chairmanship, and Sir Bernard Docker, K.B.E., was appointed Chairman. It became necessary to implement the arrangements made for the financing of the Emergency Hospital Service and with the help of staff placed at its disposal by the King's Fund the Committee undertook the task of providing the Ministry with the necessary statistics of cost in respect of a great number of hospitals in respect of whom no sufficient data were available. Later in the autumn a Financial Sub-committee was appointed to discuss with the Ministry the return to be made for assessing the cost of providing the Casualty Service. This difficult task was successfully discharged and early in 1940 the Ministry was able to issue a form of return agreed by the Committee. The Committee issued simultaneously comprehensive notes for the guidance of hospitals.

The position of those hospitals—mainly Special Hospitals—which did not receive payments in respect of the provision of casualty beds, presented exceptional difficulties and the Committee took vigorous steps to urge their claims upon the Ministry. No settlement had, however, been reached by the end of the year.

The Committee was by no means solely concerned with financial issues but considered and took up with the authorities many important questions affecting Voluntary Hospitals in all parts of the country. A series of précis have been issued to all hospitals from time to time. For example, steps were taken to collect a series of reports upon the adequacy of the accommodation

for the civil sick, and these reports were forwarded to the Ministry : and arrangements were made for a badge to be issued through the Committee for all hospital staffs.

Contact was maintained throughout with the regular meetings of the Lay Sector Officers through Sir Bernard Docker, who attended their meetings, and through Mr. Ives, who acted as their Secretary.

Fracture Service for London

A Sub-committee, comprising Mr. Robert Milne, F.R.C.S., Mr. F. A. Lyon, and, in the absence abroad of Sir Alfred Webb Johnson, F.R.C.S., Mr. C. Max Page, D.S.O., F.R.C.S., was set up in 1938 and a reference to its activities will be found in the report for that year. The Sub-committee issued its report in July.*

Informal discussions took place with the L.C.C. The report included a list of some 20 Voluntary Hospitals and some 10 L.C.C. Hospitals at which clinics conforming on general lines to the principles laid down by the Inter-departmental Committee on the Rehabilitation of Persons Injured by Accidents were already in existence or proposed, and the Sub-committee recommended :

- (a) that its report should be circulated to the hospitals ;
- (b) that hospitals not at present listed as possessing fracture clinics should be asked to consider what arrangements they could see their way to making for the transfer of cases to fracture clinics ;
- (c) that steps should be taken to secure that information is made available to the Committee at regular intervals showing the extent and the numbers of fracture cases treated at hospitals possessing fracture clinics and at those not possessing clinics, respectively.

Representations were made in the name of the Committee to the Inter-departmental Committee asking that in their final report

* Copies are available and can be obtained from the Secretary.

they might make some indication as to the sources from which Voluntary Hospitals might receive funds to meet the expenditure incurred in running this virtually new type of service.

Contributory Schemes

(i) Extended Scheme of the Hospital Saving Association.

Reference to this Scheme for persons whose incomes are just over hospital income limits was made in the report for 1938. At the end of that year the Scheme embodying all the amendments suggested by the British Medical Association was approved by the Committee and circulated to hospitals. By the early summer a substantial number of hospitals had intimated their readiness to accept the Scheme, but its actual inauguration was suspended owing to the imminence of war.

Early in 1940 the Hospital Saving Association sought the advice of the Committee with regard to the desirability of any early inauguration of the Scheme and a Sub-committee was appointed to consider the position.

(ii) Insurance for the middle classes : King's Fund Provident Scheme.

The Committee appointed by the King's Fund as a result of representations by the Voluntary Hospitals Committee made considerable progress during the year with the preparation of a Provident Scheme for the middle classes. Proposals which proved to be generally acceptable were circulated to hospitals in the summer. The Scheme was to have been launched in the autumn but was postponed on the outbreak of war.

(iii) Meeting with the Hospital Saturday Fund.

The attention of the Committee had been drawn to differences in the agreements made between Local Authorities and the two Contributory Schemes. A conference between the Contributory

Schemes Committee and representatives of the Hospital Saturday Fund was held in May, when it appeared that the Saturday Fund would be willing to take action to fall into line with the arrangements made by the Hospital Saving Association. It was hoped that further collaboration between the two Funds would prove to be possible, but meetings of the Contributory Schemes Committee were inevitably suspended on the outbreak of war.

Nursing Recruitment Committee

Arising out of the recommendation of the Voluntary Hospitals Committee contained in its evidence as submitted to the Inter-departmental Committee on Nursing Services that a central bureau be established in London for the recruitment of nurses, a Nursing Recruitment Committee was set up in June, 1939, by the King's Fund, consisting of Miss B. Monk, Miss D. M. Smith, and Miss F. G. Goodall, of the Royal College of Nursing; Sir A. Kaye Butterworth, Sir Frank Newnes, Bt., and Mr. Harold Pearson, of the Voluntary Hospitals Committee; and the Honorary Secretaries of the King's Fund, with Lord Luke as Chairman. The King's Fund agreed to allocate £1,000 a year to cover the cost of this new service and the Committee appointed Miss M. M. Edwards as recruitment officer. Arrangements which had been completed for work to be started in the autumn were postponed for three months on the outbreak of war, and the position was being reconsidered early in 1940.

Voluntary Hospitals Emergency Bed Service

It will be remembered that in June, 1938, on the recommendation of the Committee, this Service was inaugurated by the King's Fund under the direction of a Joint Committee. From the date of its inception to September, 1939, the Service handled some 10,000 cases on behalf of more than half the doctors in

London. The Service thus clearly demonstrated its value and enquiries concerning its method of working have been received both from other parts of the country and from overseas.

On the outbreak of war the staff were taken over by the Ministry of Health to organise the Sector Office Casualty Bureaux. The Service was therefore suspended, but since it soon became apparent that there was still a demand for it under war conditions, steps were taken to restart it. By the third week in September it was running with a new staff on a daytime basis and the full 24-hour service was re-opened on December 1st. Since that date information as to the occupancy of hospitals has been supplied by the Sector Office Casualty Bureaux thus ensuring close contact with the Ministry of Health Emergency Medical Scheme. Ambulance arrangements made through the Committee continue to operate smoothly.

A comprehensive report was presented to the Council of the King's Fund in December last copies of which can be obtained from the Fund.

Extensions at Voluntary and London County Council Hospitals

(a) Voluntary Hospitals.

The proposed extensions at the Metropolitan Ear, Nose and Throat Hospital, referred to in the report for 1938, have been further considered and were communicated to the Council.

The Committee warmly welcomed the amalgamation of the Golden Square and Central London Throat, Nose and Ear Hospitals as a step which should prove advantageous to both institutions.

(b) London County Council Hospitals.

The Committee was notified in July of a proposal to build additional maternity accommodation at St. Mary Islington Hospital. Voluntary Hospitals likely to be affected were informed

of the proposals and a suggestion made by University College Hospital that accommodation should be provided for medical students in the proposed new block, was communicated to the Council.

Midwifery Service

The London County Council intimated its readiness to review the basis of grants in respect of domiciliary midwifery services negotiated by the London Maternity Services Joint Committee and the London County Council in 1937. Towards the close of the year an application was made for an increase in the grants to take account of the actual costs of the provision of the service in the light of experience. The Committee was also concerned, in conjunction with maternity hospitals in other parts of the country, with the shortage of pupil midwives and a deputation attended at the Ministry of Health to urge a change in the system of grants for training. No action had been taken by the end of the year in the direction desired by the Committee.

Cancer Act

Under the recently-enacted Cancer Act the London County Council is required to submit a scheme to ensure that the facilities for the treatment of cancer are adequate for the needs of the County. The Scheme is to include arrangements :

- (a) for facilitating the diagnosis of cancer ;
- (b) for the treatment of cancer either in hospitals maintained by the Council or in hospitals maintained by other councils or local authorities, or in voluntary hospitals.

The Council is further required to consult Committees representing Governing Bodies and Medical Staffs of Voluntary Hospitals providing Cancer Services ; and has appointed Mr. G. F. Stebbing, F.R.C.S., to undertake the preparation of a scheme in London.

Membership

Under its Constitution the Committee is empowered to co-opt up to five additional members, and in June Sir Bernard Docker, K.B.E., Chairman of the Westminster Hospital and General Sir Kenneth Wigram, G.C.B., C.S.I., C.B.E., D.S.O., Chairman of the Royal Cancer Hospital, accepted invitations to serve on the Committee as co-opted members.

In the Teaching Hospitals Group Mr. H. L. Milsom, of the London Hospital, has resigned, and Mr. H. Brierley has been appointed in his place; in the Children's Hospitals Group Mr. Arthur Morley, K.C., has resigned and he has been succeeded by Mr. Arthur Moon, K.C.

In October the Committee heard with deep regret of the death of Major Raphael Jackson, who had been a member of the Committee since December, 1935. The vacancy so caused on the Committee has been filled by the appointment of Mr. A. M. Hughes of the Poplar Hospital.

In April an application that the Royal Hospital and Home for Incurables, Putney, be represented on the Committee, was considered and approved; and the Hospital is now represented as a Special Hospital (Ungrouped).

Membership of Committees

Voluntary Hospitals Emergency Bed Service Committee.

(See page 11.)

Sir Harold Wernher, K.C.V.O. (Chairman); Lord Luke, K.B.E.; Sir Ernest Pooley; Dr. A. M. H. Gray, C.B.E.; Mr. O. N. Chadwyck-Healey; Dr. Geoffrey Evans; and Mr. A. J. Gardham, F.R.C.S.

Contributory Schemes Committee. (See page 10.)

Mr. P. W. L. Camps, F.R.C.S.; Captain G. M. Eden, M.B.E.; Mr. A. G. Elliott, O.B.E.; Dr. Geoffrey Evans; Dr. A. M. H. Gray, C.B.E.; Dr. R. C. Jewesbury; Mr. G. G. Panter; Sir Edward Penton, K.B.E.; Mr. F. A. Lyon; Mr. J. A. Ritchie; Mr. A. J. M. Tarrant; Mr. Austin Taylor; Sir John Weir, G.C.V.O., M.B.; Mr. G. T. Whiteley; Mr. F. P. Whitbread; Captain Robert Whitney, M.B.E.

British Hospitals Association War Emergency Committee.

(See page 7.)

Sir Bernard Docker, K.B.E. (Chairman).

Representing London:

Mr. George Aylwen; Mr. H. Brierley; Mr. O. N. Chadwyck-Healey; Lieut.-General Sir George Cory, K.B.E., C.B., D.S.O.; Mr. C. H. S. Frankau, F.R.C.S.; Sir William Goschen, K.B.E.*; Professor T. B. Johnston, M.D.; Colonel H. L. Nathan, D.L., M.P.; Mr. B. Lees Read, A.C.A.; Mr. J. P. Wetenhall; General Sir Kenneth Wigram, G.C.B., C.S.I., C.B.E., D.S.O.

* resigned.

Representing the Provinces :

Mr. J. A. Beardsall (Cambridge) ; Mr. F. J. Cable (Manchester) ; Mr. S. Clayton Fryers (Leeds) ; Mr. R. J. Carless (Hull) ; Mr. H. Collinson, C.B., C.M.G., D.S.O., M.S., F.R.C.S. (Leeds) ; Mr. W. H. Harper (Wolverhampton) ; Sir Ronald Matthews, J.P. (Sheffield) ; Mr. R. A. Mickelwright (Ealing) ; Sir Louis Pearson, C.B.E. (Nottingham) ; Sir Harold Pink, J.P. (Portsmouth) ; Mr. Alan Ruddie (Newport, Mon) ; Mr. W. Rutter (Liverpool) ; Mr. S. Vernon, J.P. (Birmingham) ; Admiral Sir Arthur Waistell, K.C.B. (Winchester) ; Major R. P. Woodhouse (Hertford).



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