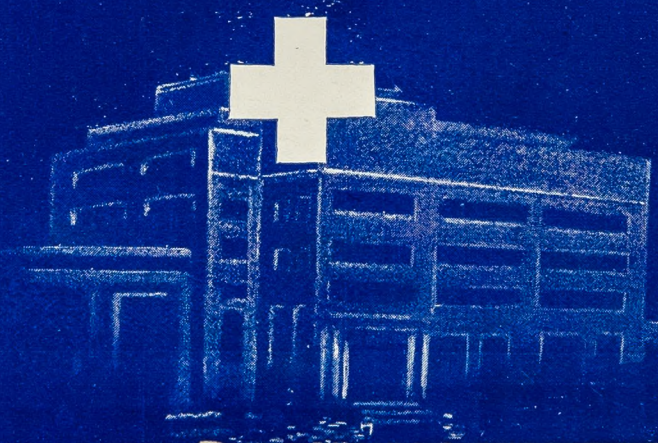


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A WOMAN'S CALLING



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FOREWORD

In the year 1934, the National Association of Local Government Officers published recommendations relating to nurses and institutional officers. These recommendations were based upon the Report of the "Lancet" Commission, and upon the standards established by the College of Nursing, and the Association has since been engaged in formulating a comprehensive recruitment and training scheme for women engaged in the Public Health Services.

The Scheme is now submitted in the hope that it will find favour amongst those engaged in public health work and be generally acceptable to local authorities.

The Public Health Services were never more important than they are to-day ; they are varied in the sense that they range from pre-natal advice to providing comfort and consolation to the aged, and they are interrelated all along the line. It's a woman's work and it offers all the scope of a great and satisfying career. The conception behind this scheme is the career service, and not just a job. That ideal is only made possible by linking up the various occupations in the hospital and the Public Health Department. It is dependent upon and deserves the goodwill and sympathy of the local authorities into whose care the public health of the nation has been entrusted by Parliament.

This Scheme is a women public health workers' Charter ; it should give hope to the girl whose education and disposition fit her for the hospital and health services, it should persuade authorities to bring organization and vision into their employment of youth.

N.A.L.G.O. is prepared to help by offering scholarships and grants to make it possible for talent to transfer from grade to grade and to undertake progressive training. Given adequate facilities and encouragement for training and promotion, the best starting point for practically all the higher posts open to women in the public health field is either the junior clerical posts or probationer nursing.

CHARTER FOR WOMEN IN THE NURSING AND PUBLIC HEALTH SERVICES OF LOCAL GOVERNMENT

THAT the field of local government offers a considerable number of careers for women, particularly those (and there are many) with a flair for social service, does not seem up to the present to have been too well publicised.

The National Association of Local Government Officers, the only organization representative of the professional, technical, administrative and clerical staffs of local authorities in England, Scotland and Wales, with no less than 100,000 members, publishes this revised Charter for women in local government with a dual purpose.

Firstly, in the hope that it will be of interest and an incentive to women already in the service to aspire to the higher posts within their reach.

Secondly, that it may encourage young women about to embark on a career to consider local government as offering an attractive outlet for their ambitions.

There are more nursing staffs in N.A.L.G.O. than in any other service organization.

This Charter shows in fairly simple form how advancement in status can be sought in work associated with public health and not only lays down a programme with regard to salaries and general service conditions, but also deals with recruitment, training, qualifications and the possibilities of interchangeability.

There is no easy road to high office in the local government service, and success comes only to those who are prepared to equip themselves for senior posts by suitable vocational training.

The principal objects of the National Association of Local Government Officers are to promote the highest degree of efficiency, and to secure rates of pay which will attract the best possible candidates.

Choice of a Career

Under existing conditions in the local government service there are two main avenues open to those who aspire to a nursing career :—

(i) Hospital and Institutional Appointments

Administrative and Nursing Staffs
Almoners
Dieticians
Sister Tutors
Teaching Midwives

(ii) Public Health Appointments

Clinic Staffs
Dental Nurses
Health Visitors
Masseuses
Midwives and Teaching Midwives
Pharmacists and Dispensers
School Nurses
Tuberculosis Visitors

The Association desires to see the greatest possible degree of interchangeability between appointments on the preventive (public health) side and the curative (hospital) side, to the advantage of the service and to the staffs concerned.

The Start of a Career

The establishment in 1919 of the General Nursing Councils gave nursing a definite professional status. These Councils maintain a state register of nurses who have satisfied the examiners after a course of training as a probationer nurse in a general hospital over a period of three or four years. There is a supplementary part of the register for male nurses and other supplementary parts containing the names of those trained in the nursing of (a) children, (b) mental diseases, and (c) infectious diseases.

After general training there are various opportunities open to the nurse according to her individual leanings. She may continue with hospital work as a staff nurse, rising through the rank of sister to more responsible posts. To many with a gift for teaching a special course for a sister-tutorship will be an attraction.

On the non-institutional side such posts as health visitors, tuberculosis visitors, school nurses, dental nurses, midwives, etc., all involving some specialised additional training, offer attractive vocations.

The accompanying Chart (see Appendix) shows the various posts in progressive form with necessary qualifications and the possibilities of interchangeability advocated and encouraged by N.A.L.G.O. It remains for the authorities themselves to afford the necessary facilities.

A Brief Survey of Present Difficulties

There is no unemployment in the nursing profession—indeed, the position at present is very much the reverse. A shortage of trained staff is causing serious embarrassment and a solution to the problem must be found without delay.

It is not within the scope of this brochure to dilate at length on the existing system of recruitment and training. An exhaustive review will be found in the Final Report of the Lancet Commission on Nursing (1932), published by The Lancet, Limited, price 2s. 6d. net. Reference might also be made to the "Choice of Career" Series, No. 17 (Stationery Office, price 4d.).

Under present conditions, with the nursing of the sick in the hands of two main groups (local authorities and voluntary organizations), one factor of paramount importance emerges from a study of the Lancet Report—the immediate need of standardization in this section of the public service. Five years have elapsed since the issue of the Report, and no serious attempt appears to have been made in this direction by any of the national bodies whose primary responsibility it should be to ensure the recruitment and training of an adequate and contented personnel.

As regards the public service generally, it has been the officers' organization—the National Association of Local Government Officers—which has always taken the lead in the formulation of schemes for the recruitment and vocational training of staff and to ensure better service conditions.

Staff Personnel

It is generally recognised that one of the principal difficulties to be overcome in order to ensure an adequate flow of suitable entrants into the nursing profession is to bridge the gap between the age when the average girl leaves school and the age when training can be commenced. Some girls are virtually "born nurses" and others quite easily acquire a knowledge and a keen interest in the profession, given the opportunity. Arrangements should be made whereby any girl with a good standard of education and the necessary enthusiasm should be regarded as a potential qualified nurse.

Tradition dies hard. The school of thought that holds steadfastly to the opinion that a girl should be at least 18 years of age before she embarks upon a new life as a probationer is, it is felt, mistaken. N.A.L.G.O. holds a higher opinion of the young woman of to-day. She is physically and mentally several years ahead of the pre-war girl and is quite capable of meeting all reasonable demands upon her energies at an age earlier than 18 years.

The recruitment of nursing staff demands complete reconsideration. It is futile to let the system remain static and expect the material to find ways and means of adjustment. The system must be made to conform to modern requirements if for no other reason than that comparatively few parents can afford to continue their girls' education up to 18 years of age.

N.A.L.G.O. Proposals on Recruitment, Training and Qualifications

Given the necessary support of the nursing profession in the employ of local authorities, N.A.L.G.O. will take every possible step towards implementing the following policy :—

1. **Local Authorities** and the **Board of Education** to be urged to establish suitable courses of instruction in anatomy, physiology and hygiene ; also, if practicable, courses in food values, cooking and household management :—

- (a) as an optional part of the curriculum for girls in secondary schools up to age 17-18 ;
- (b) as an extension of the curriculum of technical schools providing two years' training from age 15-16 ;
- (c) in evening continuation schools open to all from age 15 upwards ;
- (d) under Student Nursing Schemes.

Entrants (subject to a form of agreement with the parents) to be regarded as eligible for suitable scholarships or maintenance grants throughout the course.

2. **The General Nursing Councils** to be urged to :—

- (a) divide the preliminary state examination into two parts : Part I, Anatomy, Physiology and Hygiene ; and Part II, Theory and Practice of Nursing.
- (b) agree to the examination for Part I being taken prior to entry for general training.
- (c) require all hospitals recognised as complete training schools to admit probationer nurses at age 17-18 years to a three years' course.
- (d) require all hospitals recognised as complete training schools to make an allowance for time spent in any form of approved preliminary training, provided satisfactory evidence of such training is produced.
- (e) limit the questions in the final state examinations for all parts of the register to nursing treatment ; neither systematic medicine, surgery, gynæcology, or psychiatry to be included.

3. **Local Authorities** to be urged to staff hospitals which are not approved as training centres by the General Nursing Councils, with trained nurses who shall not be required to perform domestic duties.

4. **Local Authorities** to be urged to arrange for nurses to be released from all duties at least on the night before as well as on the day of examinations.

5. **Local Authorities** to be urged to afford ample facilities in the way of leave of absence (with pay) and maintenance grants, where necessary, for post-graduate candidates for specialised appointments.

N.A.L.G.O. Proposals on Salaries and Service Conditions

Nursing is a profession requiring the highest degree of skill and devotion to duty. In the past women have sacrificed their health and strength in the cause of humanity with no hope of adequate reward. It should not have been so. The profession deserves, and must have, a more generous recognition of its services. Many authorities have made beneficial changes in the salaries and working conditions of nursing staffs in the past few years, but over the whole field there is still much room for improvement.

The shortage of nurses is attributable, in part, to the fact that improvements in their working conditions are a vital necessity if the service is to attract girls all of whom, in private life, enjoy a freedom unknown 25 years ago.

There is still far too much regimentation in the staff administration. Discipline and the authority of a senior on duty can be maintained without dominance ; off duty a comradeship which should exist amongst all grades of staff with a common purpose in life is all too often lost in the retention of the dignity of official designations.

On the vexed question of salaries and general conditions of service, N.A.L.G.O. submits its revised programme :—

1. **National Minimum Scales and Grading**

Resident Nursing Staffs.

	General and Children.	Tuberculosis and/or Fever
Probationers : First year	£35	£45
Second year	£40	£50
Third year	£50	—
Fourth year	£60	—

Average number of beds in daily occupation.	Staff Nurse after termination of Agreement (Annual increment £5)	Ward Sister (Annual increment £10)	Special Sisters, (Theatre, X-ray, Maternity, Massage, etc.) (Annual increment £10)	Home Sister — Sister House-keeper (Annual increment £10)	Night Supt. (Annual increment £10)	Asst. Matron (Annual increment £15)	Matron (Annual increment £20)
	£	£	£	£	£	£	£
Under 25	75-95	95-135	120-160	—	—	—	150-190
25- 50	75-95	95-135	120-160	—	120-170	120-180	200-240
50-100	75-95	95-135	120-160	120-160	120-170	120-180	250-290
100-200	75-95	95-135	120-160	120-160	120-180	140-215	300-340
200-300	75-95	95-135	120-160	140-180	140-190	140-230	350-410
300-500	75-95	95-135	120-160	140-180	140-190	160-270	400-480
Above 500	75-95	95-135	120-160	140-180	140-190	180-290	500-580

Sister Tutors : £160-£15 -£265 (certificated King's College for Women, or other approved college).

For special posts, e.g., Almoners, Dieticians, Dispensers, Masseuses, Pharmacists, etc., some of which are resident positions, others non-resident, special scales of salaries should be applicable.

The scale minimum of a Staff Nurse to be paid on obtaining the final certificate.

The salaries for Resident Staff are exclusive of emoluments.

The value of emoluments (assessed at outside market value) should be added to salary of nurses living outside the hospital.

In every case uniform or monetary equivalent to be provided.

2. National Minimum Standard of Service Conditions.

- Hours of Duty.** Day and night—sufficient staff to be employed to provide for a maximum of 48 hours per week or 96 hours per fortnight exclusive of breakfast and supper, but inclusive of other meals on duty and lecture times.
- Off-Duty Time.** The equivalent of one free day each week. Off-duty time to be predetermined to allow notice of at least one week. Attendance at meals adjacent to off-duty time not to be compulsory.
- All nurses, including probationers on day duty, to be free to go out between the time they come off duty and bedtime without special permission.
- All nurses off duty to be allowed to leave the premises subject to reasonable regulations as to the hour of return.
- Meals.** The stretch of work during which no meal is provided shall not be longer than five hours. Resident staff should be allowed meals when off duty if so desired.
- Diet.** The preparation, cooking and serving of all meals shall be under the control of a trained dietician.
- Allowances in lieu of Rations.** Monetary allowances on the basis of actual cash value in lieu of rations to be made to resident staff whilst on annual leave or duly authorised sick leave.
- Sickness.** Payment of salary during sickness should be regarded as a normal condition of employment.
- Permanent Disability.** In cases of accident or sickness arising from performance of duty full salary to be paid during absence. Adequate compensation to be paid in cases of permanent disability.
- Holidays.** A minimum of four weeks with full pay, with additional leave in special cases.
- Recreation.** Outdoor and indoor recreation facilities to be provided.
- Non-Resident Posts.** Wherever practicable all trained nurses should have the option of being either resident or non-resident. All meals, including breakfast and supper, should be supplied to non-resident staff on duty and a fair valuation of the cost thereof be made and taken into account as remuneration in kind.
- Resident Posts.** A separate bedroom should be provided for each resident nurse.
- Nursing staffs, when off duty, shall be free from unnecessary restrictions. Those responsible for the administration of the Nurses' Home should aim to create an atmosphere therein which will compare favourably with the freedom enjoyed by non-resident staff.
- Duties.** Nurses shall not be required to undertake domestic duties.

- Examinations.** The attainment of certificates and diplomas shall be encouraged and recognised. Facilities shall be given for attendance at lectures and classes.
- Discipline.** The right of dismissal shall lie only with the local authority or appropriate committee, and in the case of accusations, proposals or decisions affecting or likely to affect an officer's position, there shall be a right of appeal and representation before the committee concerned.
- Superannuation.** Superannuation should apply to all nursing staffs. There should be transfer value provisions for nurses migrating between employment under local authorities and voluntary hospitals or private nursing.
- The value assigned to emoluments for the purposes of superannuation to be the actual ascertained value of such emoluments.
- Negotiating Machinery.** Suitable arrangements to be made for the provision of joint machinery whereby differences may be adjusted and mutual agreement obtained in regard to all conditions of service.

NOTE.—NO OFFICER SHALL BE PREJUDICIALLY AFFECTED BY THE OPERATION OF THESE CONDITIONS OF SERVICE.

3. Qualifications and Minimum Standards for Certain Public Health Appointments

Post	Qualification	Greater London Area	Provinces
Health Visitor	General Training Certificate	£225-£15-£390	£225-£15-£300
	Certificate of the Central Midwives' Board		
Midwife	Health Visitor's Certificate	£225-£15-£390	£225-£15-£300
	General Training Certificate		
Tuberculosis Visitor	Certificate of the Central Midwives' Board	£225-£15-£390	£225-£15-£300
	General Training Certificate		
School Nurse*	T.B. Training Certificate	£210-£15-£300	£150-£15-£255
	General Training Certificate		
Dental Nurse	General Training Certificate	£210-£15-£300	£150-£15-£255
	General Training Certificate		

* If possessing Health Visitors' qualifications, to be paid same salary as Health Visitors.

N.A.L.G.O. proposes

With a view to encouraging the attainment of qualifications and to assist in increasing interest in the nursing profession as a career for women

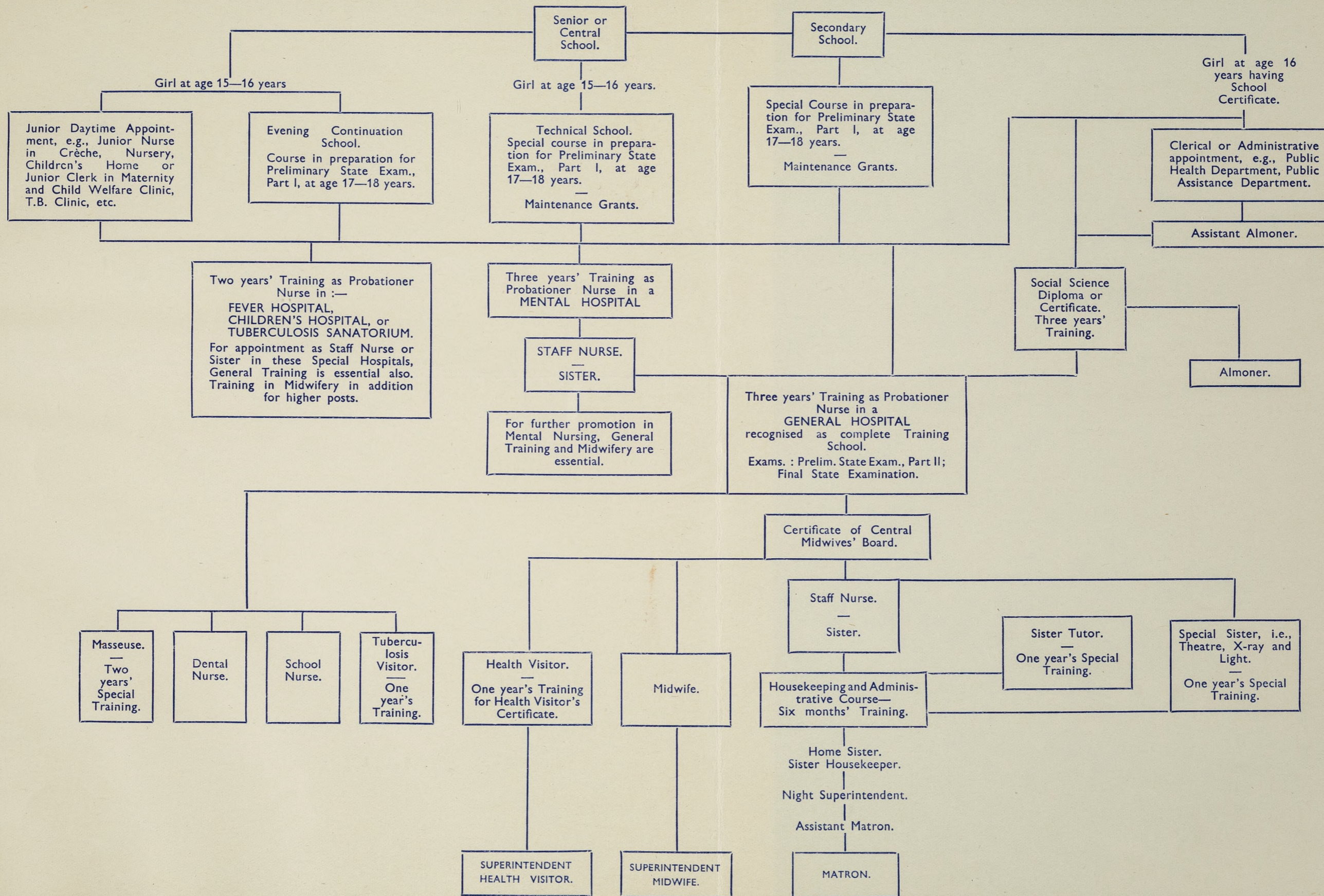
- (a) to form a **Women's Services Committee.**
- (b) to hold **Summer and/or Week-end Schools for Public Health Staffs** where not already provided, and to afford increased facilities for attending thereat.
- (c) to offer scholarships for :
 - (i) **Sister Tutors ;**
 - (ii) **Midwives ;**
 - (iii) **Health Visitors ;**and other specialist appointments.
- (d) to offer prizes on the results of :
 - (i) **Part I Preliminary State Examination**
 - (ii) **Part II Preliminary State Examination**
 - (iii) **Final State Examination.**

If agreed to be divided by the General Nursing Councils.

FOR FURTHER INFORMATION
AND FOR ADDITIONAL COPIES
OF THIS BROCHURE, APPLY TO

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N.A.L.G.O.,
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NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS
Scheme for Recruitment, Training and Promotion in the Nursing and Public Health Services of Local Government



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