

# **Report of the Standing Committee on the Rehabilitation and Resettlement of Disabled Persons.**

## **Contributors**

Great Britain. Standing Committee on the Rehabilitation and Resettlement of Disabled Persons.

Great Britain. Ministry of Labour and National Service.

## **Publication/Creation**

London : H.M.S.O., 1946.

## **Persistent URL**

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Report of the Standing Committee  
on the  
Rehabilitation and Resettlement  
of Disabled Persons

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1946

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## STANDING COMMITTEE ON THE REHABILITATION AND RESETTLEMENT OF DISABLED PERSONS

To:—

The Right Hon. G. A. Isaacs, M.P.,  
Minister of Labour and National Service.

### INTRODUCTORY

1. The Committee were appointed in January 1943, following the recommendation in paragraph 115 of the Tomlinson Committee Report (Cmd. 6415) that a Committee consisting of representatives of the Departments concerned should be established to co-ordinate the work of the Departments responsible for the many different aspects of the whole scheme of rehabilitation and resettlement of disabled persons and to secure some general supervision over its development and administration. Owing to changes in Departmental duties of members, there have been several changes in the actual individuals representing the various Departments. In addition to the Departments regularly represented, the Service Departments have liaison officers and representatives of other Departments have attended *ad hoc* when matters particularly affecting their Departments have been discussed.

2. The Committee have held nineteen meetings to date, at which the action taken by the several Departments has been kept under continuous review. They feel that the stage has now been reached at which a general account can usefully be given of the steps which have been taken to implement the recommendations in the Tomlinson Report. This report accordingly reviews the progress which has been made to date by the Departments concerned, each of which remains responsible for executive action in its own sphere.

3. The matters dealt with in Part III of the Report, *i.e.*, medical rehabilitation, either do not require legislation or fall to be dealt with in the separate legislation required to introduce a comprehensive Health Service. The position in respect of that legislation is that the National Health Service Bill has received its third reading; the corresponding Scottish Bill is in preparation. The Committee have followed up the recommendations of the Tomlinson Report on this subject and their conclusions are included in paras. 4 to 13 below. The paragraph numbers in parenthesis are the paragraphs of the Tomlinson Report containing the recommendations on the subject indicated.

### MEDICAL REHABILITATION OF THE GENERAL GROUP OF SURGICAL AND MEDICAL CASES, INCLUDING FRACTURES AND OTHER PHYSICAL INJURIES (PARAS. 20 AND 22)

4. The Ministry of Health have conducted detailed reviews of the rehabilitation facilities available in hospitals in England and Wales. Very substantial progress has been made in the development of rehabilitation facilities in hospitals as shown by the following table and these will provide



the foundation on which to build the provisions for hospital rehabilitation which will be required as an integral part of the new Health Services:—

	1943	1944	1946
Hospitals possessing all facilities for active rehabilitation and using them for all suitable patients ... ..	13	58	83
Hospitals with all such facilities but only using them for selected disabilities ( <i>e.g.</i> , traumatic) ... ..	35	73	121
Total Hospitals with all facilities ...	48	131	204
Hospitals possessing partial facilities ( <i>e.g.</i> , remedial exercises but no occupational therapy) ... ..	102	136	129
Total Hospitals employing active rehabilitation ... ..	150	267	333

The 1946 total represents 71 per cent. of the 464 hospitals which were specially selected by officers of the Ministry of Health in 1943 as institutions at which rehabilitation departments should, if possible, be set up during the war years; or 64 per cent. of the 520 larger general and special hospitals in England and Wales at which the establishment of such departments might reasonably be expected.

5. In Scotland, while some of the larger voluntary hospitals had facilities for rehabilitation before the war, rehabilitation was concentrated during the war largely at the Emergency Hospitals run by the Department of Health, and at the hatted annexes run by Local Authorities as part of the Emergency Hospital Scheme. These contain the majority of the special units set up under the Scheme—neuro surgery, orthopaedic surgery, plastic surgery, &c. At each hospital rehabilitation departments have been developed according to the needs of the institution. There is also the special Fitness Centre at Gleneagles which, originally catering specially for miners, now accepts any male civilian patients. A sub-committee of the Scottish Medical Advisory Committee has been considering “the type of conditions for which rehabilitation facilities should be provided in a comprehensive medical service in Scotland and the nature and extent of the further facilities required.” Its report has been published.<sup>(1)</sup> The Department is now proceeding to assess the existing facilities for rehabilitation and to ascertain at which hospitals they might best be developed in the future.

#### SPECIAL CENTRES FOR CARDIAC CASES (PARA. 24)

6. The main field for action in the establishment of special centres for cardiac cases is in the age groups of 18–25, but it was difficult to do much during the war. The Health and Education Departments discussed the possibility of starting a joint scheme as a war-time experiment for young people. There was great difficulty in finding suitable accommodation but an approach was made to the London County Council to see whether accommodation could be made available in their area. The Council agreed to start an experimental scheme at the Northern Hospital, Winchmore Hill, but this had to be deferred owing to enemy action, and the fact that the hospital had been busy with convoys of wounded and repatriated prisoners of war. The Council’s staffing difficulties are still acute and it has not yet been possible to set up a Centre.

<sup>(1)</sup> “Rehabilitation—The Report of the Medical Advisory Committee (Scotland).” H.M.S.O., 1946. Price 6d. net.



## TUBERCULOSIS (PARAS. 27-28 AND 62)

7. Towards the end of April 1943 the Health Departments issued comprehensive memoranda on Tuberculosis to Local Tuberculosis Authorities, dealing in particular with examination and diagnosis, treatment and welfare. With the object of encouraging persons suffering from pulmonary tuberculosis to seek early treatment in their own interests and in the interests of the public health and the national effort, a scheme of maintenance allowances during the treatment is now in operation, expenditure on which is reimbursed to Tuberculosis Authorities by the Exchequer. The memoranda draw attention to the recommendation regarding the development of rehabilitation measures and the provision of employment in sanatoria. Arrangements have been made for close collaboration between the Tuberculosis Authorities and the Local Offices of the Ministry of Labour and National Service in finding employment under suitably adjusted conditions for the individual when he is adjudged fit to undertake it. This scheme gives effect to the general proposals of the Tomlinson Report in respect of employment. The arrangements made by the Health Departments with Local Authorities are regarded as satisfactory having regard to existing staff difficulties, although they have been more successful with regard to obtaining part-time employment for tuberculous persons than in the provision of rehabilitation measures. The problem of employment of the tuberculous is mainly one of employment under special (or sheltered) conditions and it is, therefore, being given special consideration by the Disabled Persons Employment Corporation under Section 15 of the Disabled Persons (Employment) Act, 1944. The question is also being kept under regular review by the National Advisory Council on the Employment of the Disabled.

## PROVISION OF HEARING AID CLINICS AND OF HEARING AIDS AND LIP READING INSTRUCTION FOR THE DEAF (PARAS. 31, 99 AND 100)

8. It was not possible during the war to establish hearing aid clinics and to arrange for the proper provision of hearing aids—on the lines recommended—but the questions were examined jointly by the Health and Education Departments and the Ministry of Pensions in conjunction with outside experts to see whether anything of a preliminary nature could be initiated for development after the war. As a first step the matter was referred to the Medical Research Council, who appointed a Committee to advise and assist the Council in promoting research into electro-acoustical problems relating to the design and application of instruments in the alleviation of deafness. As a result it was announced on the 5th June, 1946, on behalf of the Government that a new and efficient hearing aid had been designed by the Electro-Acoustics Committee of the Medical Research Council. The long-term position under the new National Health Service Bill will be that that Service will provide for any necessary treatment of deafness, for the scientific assessment of the need for the hearing aid, and for the provision of the aid itself, with service and new batteries as required. A charge will be made only for repair or replacement made necessary by damage due to the carelessness of the user. In the period before the new Health Service comes into operation, every effort will be made to secure that the new aid is produced and made available under existing powers and through the present specialist, diagnostic and treatment services. The production of these new instruments is now under consideration and the possibility of their being made in the British Factories for the disabled under the auspices of the Disabled Persons Employment Corporation is being explored. In regard to lip reading there is no evidence of any extensive demand for



instruction for deaf adults, but if it exists it can be met in areas where there are deaf schools. The Education Departments are prepared to consider any demands either in individual cases or in specific areas.

ESTABLISHMENT OF NEURO-PSYCHIATRIC SERVICE AND AFTER-CARE MEASURES  
(PARAS. 34 AND 35)

9. As the result of discussions between the Health Departments, Boards of Control, Ministry of Pensions and Ministry of Labour and National Service, arrangements were made to improve the procedure for dealing with psychoneurotic persons and to establish co-operation with the welfare and after-care associations for those needing special assistance. Factual surveys of the facilities available were conducted under the ægis of the Ministry of Health and the Department of Health for Scotland. The principal finding of the surveys was that the psychiatric services of the country were very unevenly distributed and there was need for more out-patient clinics. It was not possible to do much, however, during the war owing to the lack of trained personnel, but the Health Departments are now pursuing with the Boards of Control the questions of training and the establishment of facilities at out-patient clinics. Cases of psychiatric disorder are, perhaps, the most difficult of all types of disablement to resettle, and the Committee have sought the advice of medical experts. Action is now being taken along the following lines:—

- (a) *Assessment Centres*.—In the light of medical advice the Committee reached the view that there is a need for special centres to secure accurate diagnosis and to indicate the most suitable form of rehabilitation—on the general lines followed at the experimental centre set up at Dartford for ex-prisoners of war. The Committee considered that this development is primarily a medical matter and should, therefore, be undertaken by the Health Services. The Health Departments are now taking steps to set up one experimental centre for England and Wales and another for Scotland. Provision will be made for liaison with the D.R.O. service of the Ministry of Labour and National Service.
- (b) *Industrial Rehabilitation*.—Provision is being made for the admission of cases of neurosis to the new centres which the Ministry of Labour and National Service is establishing from among the Civil Resettlement Units hitherto administered by the military authorities, and other premises (see paragraph 25).
- (c) *Employment*.—For the less serious cases, including those which may have passed through the centres (a) or (b) above, immediate return to employment should be possible, and this will be assisted under the general provisions of the Disabled Persons (Employment) Act. For the more serious cases needing employment under sheltered conditions, the main responsibility will rest with the Disabled Persons Employment Corporation, but full use will be made of the facilities provided by voluntary undertakings, notably by the Ex-Services Welfare Society, which has for some time made special provision for this group among ex-Servicemen.

It is likely that there will be a number for whom resettlement action on the above lines will not prove successful, and there seems to be no immediate solution for them. The above action will, however, provide valuable information about the size and nature of this problem and it may later be possible to advise further measures in the light of experience.



## REHABILITATION OF MINERS (PARA. 36)

10. The Committee considered three progress reports submitted by the Miners' Welfare Commission relating to the rehabilitation treatment of coalminers. Representatives of the Commission and the Ministry of Fuel and Power were present during the discussions on the reports and the Committee regarded the progress made as satisfactory. The Committee also noted that special facilities for miners in Scotland had been provided at the Fitness Centre at Gleneagles administered by the Department of Health for Scotland. The special problem of silicosis in South Wales has formed the subject of a report (Cmd. 6719) by a working party under the chairmanship of Mr. D. R. Grenfell, M.P., which recommended the provision of special factories for the employment of a high percentage of silicotic and pneumoconiotic miners, and this is being implemented. The problem of disabled miners unable to return to the mining industry forms part of the general problem of disablement which is covered by the Disabled Persons (Employment) Act.

## EXAMINATION OF WAR-TIME EXPERIMENTS (PARA. 38)

11. The Committee have considered reports on the working of the experimental scheme at the Manchester Ship Canal Docks run in conjunction with the Merseyside Dock Labour Scheme, whereby dock workers suffering from minor physical ailments can receive medical advice and be referred as necessary for treatment with the object of assisting them to resume work with the minimum of delay. The Committee are satisfied that development of schemes of this kind will serve a useful purpose. The Committee have also considered reports on the Scottish Supplementary Medical Service. The main object of the latter service was to assist general practitioners in dealing with cases of war-time fatigue by providing complete consultant and diagnostic services for actual or probable early cases of organic disease, including in-patient diagnostic facilities in Scottish E.M.S. hospitals. The scheme, which was originally limited to the Clyde Basin and to persons up to the age of 25, has been extended to cover all industrial areas in Scotland and persons of all ages, and is being continued in operation with the full support of Scottish doctors. There is no similar formal organisation in England and Wales but it is considered that existing medical services provide generally for proper diagnosis and early treatment. The Ministry of Health arranged for an article in the Medical Journals drawing attention of doctors to the specialist facilities available with special reference to young persons. The Department of Health arranged for the publication of a booklet "Health and Industrial Efficiency,"<sup>(2)</sup> giving preliminary reports on the Supplementary Medical Service, on the Miners' Fitness Centre and on a pre-war enquiry into incapacity in Scotland.

## INCREASE OF REHABILITATION PERSONNEL IN HOSPITALS AND INSTITUTION OF DIPLOMAS (PARA. 39)

12. The Health Departments are advised by their respective medical advisory committees that the time is not yet ripe for the institution of a post-graduate Diploma in Rehabilitation for medical practitioners. Special courses for doctors have, however, been held and have been attended by 254 representatives from 172 hospitals. As regards ancillary personnel, the voluntary organisations concerned have been able in conjunction with the Health Departments to secure a considerable increase in the training facilities for physiotherapists and occupational therapists. Another question which was considered was that of developing the hospital almoner service. This was pursued by the Ministry of Labour and National Service and the

<sup>(2)</sup> H.M.S.O., 1943. Price 1s. net.



Ministry of Health with the result that a new short course of training lasting one year was specially arranged by the Institute of Hospital Almoners and agreement was reached that eligible ex-service candidates would qualify for financial assistance towards such training under Ministry of Labour and National Service schemes. A scheme adopted by the Ministries of Health and of Labour and National Service in co-operation with the Ling Institute resulted in the training of some 150 ex-Physical Training Instructors from the Forces as remedial gymnasts in a six months' intensive course organised by the Ministry of Health at Pinderfields Emergency Hospital, Wakefield. These will be available towards the end of 1946 for service in rehabilitation Centres.

#### ARTIFICIAL LIMBS (PARAS. 49 AND 111)

13. The war-time scheme which is operated by the Ministry of Labour and National Service in conjunction with the Ministry of Pensions Limb-Fitting Service for the provision of artificial limbs on a recoverable basis to civilians who are not entitled to free issue is continuing, together with the parallel scheme in respect of children which is being operated by Local Education and Child Welfare Authorities at the instigation of the Education and Health Departments. The scheme came into operation in October 1942, and up to the date of this report about 3,900 persons had been supplied with limbs, including nearly 300 children. The Ministry of Labour and National Service, in collaboration with the Ministry of Pensions, has taken every opportunity of encouraging the employment of persons with artificial limbs. The recommendation that the supply of artificial limbs should become a Health Service is being implemented by the National Insurance (Industrial Injuries) Act, 1946, and the National Health Service Bill.

#### POST-HOSPITAL REHABILITATION AND RESETTLEMENT (PARAS. 89 AND 105)

14. The main recommendations with regard to Reconditioning, Vocational Training and Resettlement contained in Parts II, IV and V of the Report have been embodied in the Disabled Persons (Employment) Act, 1944, which was passed on the 1st March, 1944. More detailed information about recommendations embodied in the Act or not requiring specific legislation are given in paras. 16 to 40 below. Prior to the introduction of the Bill there was discussion with the British Employers' Confederation, the Trades Union Congress General Council and the King's Roll National Council as recommended in the Report. These discussions revealed a general welcome from these bodies towards the Scheme as a whole and it may not be out of place to record that this point of view has continued in the subsequent discussions on various stages in the operation of the Act.

15. The Act is administered by the Minister of Labour and National Service, the cost of the service being met out of public funds. A number of Sections of the Act were brought into operation on the 15th August, 1944, by Order in Council (S.R. and O. 1944, No. 936). The sections were those dealing with the definition of "disabled person"; the provision of vocational training and rehabilitation courses; special facilities for the employment of the severely disabled; preference for men who have served in H.M. Forces or the Merchant Navy, and for women who have served in certain of the Women's Services; the establishment of a National Advisory Council; the appointment of officers, issue of regulations and application to Northern Ireland; and the application of the Act to non-British subjects. The



remaining Sections, which introduced the Register of Disabled Persons and the Quota and Designated Employment Schemes, were brought into operation as from the 1st June, 1945, by another Order in Council (S.R. and O. 1945, No. 615).

#### THE D.R.O. AND PLACING SERVICE (PARA. 103)

16. One of the Tomlinson Committee's recommendations was that a specialised service, within the Employment Exchange machinery, should be set up to deal with the placing of disabled persons in employment and with the following-up of cases to ensure satisfactory resettlement. This has been achieved by the selection at every Local Office (including Regional Appointments Offices) of the Ministry of Labour and National Service of one or more officers whose special duty is to help disabled men and women to get suitable employment. Each of these officers—known as the Disablement Resettlement Officer (D.R.O.)—is in touch with all hospitals in his area and visits patients. He is prepared at any time to give a private interview to any disabled person calling at the Local Office for assistance towards training or employment. This service has had to be rapidly created in conditions of extreme shortage of man-power. At the start there was no one with any experience of the special duties involved in this entirely new service. Short courses of training were instituted for the officers selected for the work in order that a start might be made. More elaborate courses of training are now provided, with the valuable assistance of the medical members of the National Advisory Council, and the development of the training of the D.R.Os. is being energetically pursued by the Ministry of Labour and National Service.

#### DISABLED PERSON (PARA. 12)

17. The definition of disabled person in Section I of the Act implements the recommendation that the general scheme should be open to all disabled persons whatever the cause or nature of the disablement.

#### VOCATIONAL TRAINING (PARAS. 46, 51-54, 56, 58, 59, 107 AND 109)

18. Vocational training may be provided under the Act for all disabled persons aged 16 or over who are in need of it to render them competent to undertake employment or work on their own account of a kind suited to their age, experience and general qualifications. The training is carried out in Government Training Centres under the direct control of the Ministry of Labour and National Service, special Residential Centres for the more severely disabled, Technical Colleges and also in employers' establishments under special arrangements made between the employer and the Ministry of Labour and National Service. In the Government Training Centres, of which there are 67 at present, the training of disabled persons is carried out side by side with the training of the able-bodied. This is regarded as the best arrangement from the disabled persons' point of view. The three special Residential Centres for the more severely disabled to which Ministry of Labour trainees are sent for training are the Queen Elizabeth's College, Leatherhead, St. Loyes College, Exeter, and Sir John Priestman Hospital, Finchale Abbey, near Durham. These Centres are run by voluntary organisations.



19. Training courses are available (in some cases only to a limited extent) in a wide range of occupations and trades, including the following:—

*Agriculture and Horticulture.*

*Building—*

Bricklaying.  
Carpentry.  
Mastic Asphalt.  
Painting (House).  
Plastering.  
Plumbing.  
Slatting and Tiling.  
Wood Machining.

*Civil Engineering—*

Blacksmith.  
Maintenance Fitting (B. & C.E.).  
Paviors and Flag Dressers.  
Pipe Jointers.  
Timberman.

*Miscellaneous—*

Agricultural Blacksmith.  
Agricultural Fitting.  
Basket Making.  
Boot and Shoe Making.  
Boot and Shoe Repairing.  
Clerical and Commercial.  
Commercial—Shorthand Typists.  
Commercial Art.  
Diamond Polishing.  
Electricians.

*Miscellaneous (contd.)—*

Certain Engineering occupations.

*Furniture—*

Cabinet Making.  
Upholstery.  
Wood Finishing (French Polishing, &c.).

Gardening.  
Hairdressing.  
Handymen.  
Leaded Light Making.  
Leather Goods Manufacture (Heavy).  
Leather Goods Manufacture (Light).  
Motor Mechanics.  
Piano Making.  
Pottery.  
Radio Mechanic.  
Saddlery and Harness.  
Shop Assistants.  
Spray Painting.  
Surgical Appliance Making.  
Tailoring.  
Taxi Driving.  
Typewriter Mechanics.  
Watch and Clock Repair.  
Weaving.

20. Every endeavour is also made to comply with individual requests for training in special trades which are not normally covered in training courses (*e.g.*, by arranging for this training to be given by a competent employer or teaching authority).

21. The general principles of the Vocational Training Scheme were agreed with the British Employers' Confederation and the Trades Union Congress General Council. Each scheme of training is also developed with the full co-operation of the industry concerned and standards of selection, syllabuses of training, the trade tests to be applied and standards of efficiency to be achieved are agreed with them. The numbers to be trained at any time for an occupation are also agreed with representatives of the industry and in return the industries accept responsibility for ensuring that trainees reaching the prescribed standards will be accepted into the industry as skilled operatives at the conclusion of training. Unfortunately at the present time training is hampered by the small numbers certain important industries such as engineering, furniture, printing, &c., feel it prudent to accept, either because of lack of raw materials and the uncertainty as to the future or, as in the case of engineering, because of the large numbers who received training during the war.

22. The period of training varies according to the occupation in which the training is being given and in individual cases according to the nature



of the disability. Practically all the trades covered are "skilled" trades and the period of training is rarely less than 26 weeks and it may extend up to 9 or 12 months with special provision in certain cases for further training "on the job" with an employer to whom a training fee is paid. The cost of training is borne by the Ministry of Labour and National Service and weekly maintenance allowances are paid to the trainees. Training of disabled persons for semi-skilled jobs is normally undertaken by employers without assistance under the Vocational Training Scheme.

23. Since the inception of the Disabled Vocational Training Scheme 21,696 disabled persons have completed courses of vocational training. On the 26th August, 1946, there were 4,478 disabled persons undergoing training and a further 5,443 were awaiting admission to training courses. The waiting list is formidable but more rapid progress depends on development in the capacity of the various industries concerned.

24. Apart from this training, which is for manual or quasi-manual occupations, there is also available under the Act training in occupations of professional, technical or executive character. The Ministry of Labour and National Service arranges for this training except where it involves a course at an educational institution, in which case the arrangements are made by the Education Departments. Up to the 31st August, 1946, approximately 3,000 persons who disclosed that they were discharged from H.M. Forces or other war service for medical reasons have been given awards under the Further Education and Training Scheme in respect of training for professional qualifications. About 500 applications from such persons were then under consideration. Training in Agriculture and Horticulture is provided under the Vocational Training Scheme. The actual training, which is given on selected holdings, is arranged by the Ministry of Agriculture and Fisheries, but selection of eligible and *prima facie* suitable candidates is made by the Ministry of Labour and National Service. The total number of applications from disabled persons accepted by the Ministry of Agriculture and Fisheries from the 2nd July, 1945, to the 29th July, 1946, was 446. Provision for the training of disabled juveniles up to the age of 16 years rests with the Education Departments.

#### INDUSTRIAL REHABILITATION (PARAS. 42-46, 107, 109)

25. The Act enables the Minister of Labour and National Service to provide facilities for the reconditioning of disabled persons by means of "industrial rehabilitation courses." After consultation with the Health Departments and the Ministry of Pensions, the Ministry of Labour established a residential Industrial Rehabilitation Centre for men at Egham, Surrey, as an experiment. The Centre has at present a capacity for 200 and its aim is to get the disabled person fit for work or fit for vocational training as the case may be. The stay at the Centre varies from one to three months according to the needs of each man. All the facilities are provided free and the residents receive free board and lodging and maintenance allowances. The experiment has so far justified itself that the Ministry of Labour and National Service is now preparing to extend the facilities available by taking over shortly a number of the Army Civil Resettlement Units and certain other premises and converting them for use as Industrial Rehabilitation Centres. These new Centres will not exclude persons who have been suffering from neurosis, and at least one will accept women. The work undertaken at Egham has emphasised that it is impossible to draw any precise line of demarcation between medical and industrial rehabilitation. There is a stage in the process of converting a hospital patient into an active worker at which what he needs is mainly recuperative medical treatment coupled with occupational therapy so as to



enable him to regain the normal use of his bodily and mental capacities. This is primarily a medical matter and is a vital part of the comprehensive Health Service now being developed. Experience has, however, shown that, after receiving all the hospital rehabilitation available in the present state of the Health Service, there may follow a stage in which, while the person who has been disabled may still need a certain amount of medical treatment, the main thing is to make him thoroughly fit and prepared to enter the employment field, and to do what is necessary to enable him to come to a sound conclusion as to what his future occupation should be. This stage is at present the responsibility of the Ministry of Labour and National Service and there is, as things stand at present, very considerable scope for expansion of the provision made for it. As, however, the provision for hospital rehabilitation develops in the coming years to its full extent, it is to be anticipated that the need for quasi-medical provision in the Ministry of Labour's Centres will become less and less, though it seems unlikely that the need for some provision, more or less on the lines of the Egham Centre, will ever completely disappear.

#### REGISTER OF DISABLED PERSONS (PARAS. 82-87)

26. It is a statutory condition of eligibility for the resettlement or "employment" schemes mentioned in paras. 27, 28 and 33-37 below that the disabled person should be registered in the register of disabled persons set up and maintained at Local Offices of the Ministry of Labour and National Service. Registration started on the 25th September, 1945, and is a continuing process; up to the 19th August, 1946, the total number of registrations was 628,638. A table giving an analysis of the registrations according to type of disablement is given in Appendix I.

#### THE QUOTA SCHEME (PARAS. 74-77, 86)

27. The Act places an obligation on every employer of 20 or more workers to employ a "Quota" of registered disabled persons based on a standard or special percentage of his labour force. The percentages are fixed by Order of the Minister of Labour and National Service after consultation with both sides of Industry. The Scheme was introduced on the 1st March, 1946, on the basis of a standard percentage of 2 per cent., together with a special percentage of 0.1 per cent. applicable to seagoing employees in the shipping and fishing industries (S.R. and O. 1945, No. 1570, and 1946, No. 236). The low figure of 2 per cent. was fixed for the purpose of introducing the scheme and it was announced at the time that it would be raised as soon as circumstances required. With the continued increase in the Register and the existence of unemployment among registered disabled persons proposals to increase the percentage were discussed with the National Advisory Council on the Employment of the Disabled and with both sides of Industry during July 1946, and as a result the Minister decided to raise the standard percentage to 3 per cent. as from the 1st September, 1946 (S.R. and O. 1946, No. 1258). The possibility of a further increase in due course will be kept in mind. To implement the recommendation that the scheme should not be used to force upon employers workers so severely disabled as to make it impossible for them to give reasonably satisfactory service in employment under ordinary conditions, the Ministry of Labour and National Service keeps separate records of those unemployed disabled persons who are regarded as needing employment under special (sheltered) conditions (see paras. 33 to 37 below) and takes care to submit for particular vacancies only those disabled persons who are regarded as suitable for the job.



## THE DESIGNATED EMPLOYMENTS SCHEME (PARAS. 78-81)

28. The Act enables the Minister of Labour and National Service, after consultation with both sides of Industry, by Order to designate employments which are specially suitable for disabled persons. Such consultations (and consultations with the National Advisory Council on the Employment of the Disabled, the British Legion, and associations of Local Authorities) were made with a view to a start being made with the designation of one or two occupations. In the light of such consultations the Minister decided to designate on an experimental basis with effect from the 1st September, 1946, the two employments of passenger electric lift attendant and car park attendant and made an Order (S.R. and O. 1946, No. 1257) accordingly. The effect of designation is to reserve future openings in these two occupations to registered disabled persons—primarily, as recommended by the Tomlinson Committee, those who are not particularly suited to occupations of a higher grade.

## NORTHERN IRELAND (PARA. 13)

29. The Northern Ireland Government has been kept in touch with developments through its representative on the Committee. The Disabled Persons (Employment) Act (Northern Ireland), 1945 was passed on the 1st May, 1945, and an Order in Council was made making the Act operative as from the 23rd July, 1945. The Northern Ireland Act follows very closely the Imperial Act and both Acts contain provisions to enable reciprocal arrangements to be made to enable registration as a disabled person in one country to count in the other. These reciprocal arrangements were put into force on the 1st March, 1946, by Order in Council (S.R. and O. 1946, No. 165).

## ADVISORY COUNCIL AND COMMITTEES (PARA. 73)

30. The National Advisory Council on the Employment of the Disabled was set up under the Chairmanship of Viscount Ridley, C.B.E., in accordance with Section 17 and the Second Schedule of the Act by the Minister of Labour and National Service in December 1944. A list of the members is given in Appendix II. The Council held their first meeting on the 30th January, 1945, and have held ten meetings up to date to consider matters referred to them by the Minister and to advise and assist the Minister in matters relating to the employment, undertaking work on their own account or training of disabled persons generally. They have set up three Committees to consider (i) Vocational Training and Industrial Rehabilitation, (ii) Employment under Sheltered Conditions and other matters affecting the severely disabled, and (iii) matters involving medical aspects or arrangements.

31. About 280 local Committees, known as Disablement Advisory Committees and consisting of an independent Chairman, equal number of employers' and workers' representatives and a number of other persons, including at least one doctor, have been set up under the same provisions of the Act.

THE KING'S ROLL SCHEME AND THE 1914-18 EX-SERVICE PENSIONER  
(PARAS. 69, 85)

32. At the discussions with the King's Roll National Council referred to in para. 14, it was stated on behalf of the Minister of Labour and National Service that no change in the King's Roll Scheme was contemplated until experience had been gained of the statutory scheme. The King's Roll



Scheme, therefore, continues but the special position of the 1914-18 war disabled ex-Service men has been recognised in the Act by a provision for their admission to the Register without formal proof that they are, in fact, handicapped by their disability in relation to employment.

#### EMPLOYMENT UNDER SPECIAL (SHELTERED) CONDITIONS

33. The Act enables the Minister of Labour and National Service to provide facilities under "special conditions" to meet the employment and training needs of registered disabled persons who because of the nature or severity of their disablement would otherwise (*i.e.*, otherwise than under special conditions) be unable either at any time or for a "prolonged period" to undertake employment or to engage in work on their own account. The Minister may give financial assistance towards the provision of these facilities:—

- (a) By voluntary associations or other bodies which are required by their constitution to use their profits in promoting their objects and which are prohibited from paying any dividends to their members;
- (b) By Local Authorities within the limits of their Statutory Powers, whether the employment facilities in question are provided direct or on an agency basis; and
- (c) By one or more non-profit-making Corporations to be specially set up by the Minister of Labour and National Service for the purpose.

#### VOLUNTARY BODIES (PARA. 90)

34. For some years past the Ministry of Labour and National Service has assisted certain voluntary bodies—*e.g.*, the Lord Roberts Memorial Workshops—to develop schemes for the provision of sheltered employment for badly disabled persons, under a scheme which originated from the 1914-18 war and is known as the Scheme of Grants. The Act gives statutory authority to this Scheme which will be continued in principle; some expansion of this field is to be expected.

#### LOCAL AUTHORITY SCHEMES (PARAS. 94, 98, 113)

35. The most important of the Local Authority Schemes are those in respect of the blind. Responsibility for the provision of employment for the blind (including special workshops and home workers' schemes) has hitherto rested with Local Authorities as part of their welfare responsibility under the Blind Persons Act. Expenditure on this provision has been included with other general expenditure of Local Authorities which has attracted Block Grant. As from a date to be agreed, although Local Authorities will continue to be responsible for the general welfare of the blind (and for that reason are likely to maintain their interest in the blind workshops), the Ministry of Labour and National Service will hold itself responsible for financially assisting such workshops provided they are up to an approved standard of efficiency, while continuing its general policy of endeavouring to place suitable blind persons in employment under ordinary conditions wherever possible. The basis of this financial assistance has not yet been agreed upon. It is the intention in due course to extend considerably the range of occupations hitherto available to blind persons in respect both of training and employment, *e.g.*, machine operation. The responsibility for the training of the blind has hitherto rested in the main with the Education Departments working through and grant aiding the Local Education



Authorities. It has been agreed that the training of Blind Persons below the age of 21 and of those whose training began before they reached the age of 21 will, generally speaking, continue to be a responsibility of the Ministry of Education and the Scottish Education Department, but as from the 1st April, 1946, the Ministry of Labour and National Service has assumed responsibility for the training of blind persons outside the above-mentioned age limits. In Scotland there is at present no institution which provides for the continued education and training of blind persons over the age of 18 years, and until such an institution can be established, vocational training of persons between 18 and 21 years will have to be carried out as at present in workshops. It is therefore proposed that for the time being the Ministry of Labour and National Service shall, in Scotland, assume responsibility for the training in workshops of all persons over the age of 18.

#### SPECIAL CORPORATIONS (PARAS. 91 AND 92)

36. The Minister has already set up the Disabled Persons Employment Corporation Limited under the Chairmanship of the Rt. Hon. Viscount Portal, D.S.O., as the first step in making use of the powers conferred under the Act. It is the function of the Corporation (a list of whose Directors is set out in Appendix III) to create and develop employment facilities for the severely disabled in places where there is need for them. A programme of 50 factories, to be known as "British Factories,"<sup>(3)</sup> has been approved by the Minister of Labour and National Service, and the first three of these factories were opened in the summer of 1946.

#### HOME WORKERS' SCHEMES

37. The Act also permits the development of home workers' schemes for the benefit of those whose disablement (or other circumstances) prevents their taking advantage of workshop facilities and restricts their activity to their homes. These schemes may be either for "working on own account" or on a contract basis, *e.g.*, in connection with a British Factory. Existing arrangements by Local Authorities for the organisation of home workers' schemes for blind persons will be continued, expanded and developed, and schemes for other groups will be developed as necessary.

#### EMPLOYMENT ON OWN ACCOUNT (PARA. 101)

38. The schemes of industrial rehabilitation and vocational training are available in appropriate cases to disabled persons who wish to set up for themselves in some business or occupation for reasons arising out of disablement. The Resettlement Grants Scheme, administered by the Ministry of Labour and National Service, makes grants up to £150 to men and women, including disabled re-starters who are in need of assistance and were owners of one-man businesses, or were in work on their own account, which they had to relinquish as a direct consequence of their service in the Forces, Merchant Navy or Civil Defence. Persons pensionably disabled as a result of 1939 war service who are disabled persons within the meaning of Section 1 of the Disabled Persons (Employment) Act may be assisted to set up on their own account for the first time if this is considered to be a better form of resettlement than any other available.

<sup>(3)</sup> These are now called "Remploy Factories."



## SURVEY OF OCCUPATIONS (PARA. 104)

39. The suggestion of the Tomlinson Committee that the Ministry of Labour and National Service should collect information as to the suitability of particular disablements to particular occupations was examined by a small *ad hoc* Committee consisting of representatives of the Ministry of Labour and National Service and three doctors. They took the view that it would be quite impracticable to prepare a comprehensive list of all the disabilities and to attempt to match that list against suitable occupations. As an alternative they recommended the preparation for the use of Local Offices of the Ministry of Labour and National Service of a description of occupations, indicating their physical requirements and associated environmental conditions, and to accompany this with a revised form of medical report, showing in respect of the disabled person the physical and other limitations which need to be taken into account in assessing employability. The Committee considered this report and accepted the recommendations which were subsequently agreed with the British Employers' Confederation and Trades Union Congress General Council. A description of occupations covering a great part of industry was accordingly prepared in consultation with the two sides of the industries concerned and has been issued to Local Offices of the Ministry of Labour and National Service for the guidance of D.R.Os. It has also been made available to interested industrial organisations. It is being developed and amplified in the light of industrial and occupational surveys undertaken by the Ministry's officers and of experience gained in the course of the administration of the Act. Steps are being taken to provide the D.R.Os. with more adequate medical advice on the capacities of individuals than can be given in written medical reports.

## PARAPLEGIA

40. In the course of their deliberations extending over a period of some 3½ years the Committee have considered numerous questions arising in regard to the operation of some particular aspect of the disablement problem. These have been dealt with as matters of day-to-day administration and it is not thought necessary to detail them here. One, relating to paraplegia, is, however, of general interest and is worthy of special mention. The special feature of this disability is that it requires permanent nursing attention and medical supervision after discharge from hospital and imposes on the disabled man all the limitations resulting from the necessity to lead a "chair" life. Modern methods of treatment and rehabilitation at the Ministry of Pensions Hospital, Stoke Mandeville, have shown that a majority of the disabled paraplegics are able to undertake remunerative employment under suitable conditions. The Committee were advised that before attempting to set up a special employment scheme for this type of disablement under Section 15 of the Disabled Persons (Employment) Act further experience was needed as any such scheme would be necessarily experimental. The Ministry of Pensions accordingly undertook to try out a scheme with two hostels, each catering for 50-70 persons, with the Ministry of Labour and National Service co-operating as regards training and employment. A site for one of these hostels, which is in the London area just off the Great West Road, has been acquired and it is expected that building will be started almost immediately. A site for the second hostel in the Glasgow area is still under consideration. As an interim arrangement pending the building of the hostels the Ministry of Pensions has opened convalescent wards at Stoke Mandeville where facilities are being given for prevocational training. These schemes are being



supplemented by the provision of a settlement at Lyme Green Hall by the Joint Committee for Cheshire of the British Red Cross and Order of St. John, and by the assistance given by the British Legion in making the necessary adaptations to the men's homes.

#### CONCLUSION

41. The Committee feel that their work in securing co-ordination and an exchange of information between the various Departments concerned with the many different aspects of the disablement problem has served a useful purpose and they propose, with your approval, to continue their general co-ordination of developments on the same lines as hitherto.

Signed on behalf of the Committee:

H. H. WILES,  
*Chairman.*

E. HARRISON,  
*Secretary.*

12th September, 1946.

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APPENDIX I (para. 26)

TABLE SHOWING NUMBER OF REGISTERED DISABLED PERSONS ON 19TH AUGUST, 1946

Type of Disablement	1914-1918 Ex-Service		Other Ex-Service		Non-Ex-Service		Juveniles		Total
	Men	Women	Men	Women	Men	Women	Ex-Service	Non-Ex-Service	
Amputation—one arm	4,775	—	2,908	4	4,585	352	1	81	12,706
Amputation—both arms	107	—	105	—	126	21	—	11	370
Amputation—one leg	10,936	—	7,138	15	9,334	881	—	154	28,458
Amputation—both legs	392	—	448	1	374	58	—	4	1,277
Amputation—others	1,748	—	3,644	20	5,968	838	1	93	12,312
Injuries of head, face, neck, thorax, abdomen, pelvis and trunk	13,658	6	17,993	58	10,081	531	—	49	42,376
Injuries and diseases (except tuberculosis) of lower limb—hip, thigh, leg, foot	20,258	1	40,623	206	33,935	5,508	6	762	100,399
Injuries and diseases (except tuberculosis) of upper limb—shoulder, arm, forearm, hand	21,666	—	25,322	104	19,326	2,541	—	463	69,422
Injuries and diseases of spine (except tuberculosis)	942	—	7,085	88	7,851	1,254	3	158	17,381
Tuberculosis (surgical)	207	1	1,174	50	2,590	956	—	227	5,205
<b>Total—Surgical group</b>	<b>74,689</b>	<b>8</b>	<b>106,440</b>	<b>546</b>	<b>93,270</b>	<b>12,940</b>	<b>11</b>	<b>2,002</b>	<b>286,906</b>
Arthritis and rheumatism—general	1,201	—	12,786	208	6,714	1,677	1	63	22,650
Diseases of the digestive system	1,446	1	30,492	101	12,074	530	1	35	44,680
Diseases of the genito-urinary system (except tuberculosis)	749	—	3,215	46	1,673	301	1	13	5,998
Diseases of the heart or circulatory system	4,478	2	13,609	150	10,062	1,624	1	253	30,179
Diseases of the lungs (except tuberculosis)	5,156	—	25,262	149	17,885	843	5	120	49,420
Diseases of the skin	129	—	3,433	30	2,082	376	—	13	6,063
Organic nervous diseases, e.g., epilepsy and disseminated sclerosis	635	3	5,450	109	6,582	1,563	—	307	14,649
Tuberculosis—pulmonary	2,194	1	11,597	257	6,535	1,911	1	138	22,634
<b>Total—Medical group</b>	<b>15,988</b>	<b>7</b>	<b>105,844</b>	<b>1,050</b>	<b>63,607</b>	<b>8,825</b>	<b>10</b>	<b>942</b>	<b>196,273</b>
Neurosis and psychoneurosis	2,512	1	16,899	301	2,603	425	3	29	22,773
Other nervous and mental disorders	1,674	1	5,485	132	3,124	773	2	199	11,390
<b>Total—Psychiatric group</b>	<b>4,186</b>	<b>2</b>	<b>22,384</b>	<b>433</b>	<b>5,727</b>	<b>1,198</b>	<b>5</b>	<b>228</b>	<b>34,163</b>
Congenital malformations	99	—	457	7	5,333	2,053	—	309	8,348
Ear defects—total deafness	410	—	1,206	7	6,198	2,161	—	274	10,256
Ear defects—other than total deafness	3,010	—	9,612	83	5,219	1,625	3	163	19,715
Eye defects—total blindness	372	—	940	7	4,598	1,573	—	95	7,565
Eye defects—other than total blindness	5,221	—	11,832	56	15,744	1,792	3	405	35,053
Diseases and disabilities not specified above	3,131	1	12,354	202	9,026	2,278	1	346	27,339
<b>Total—Others</b>	<b>12,243</b>	<b>1</b>	<b>36,401</b>	<b>362</b>	<b>46,118</b>	<b>11,482</b>	<b>7</b>	<b>1,682</b>	<b>108,296</b>
<b>GRAND TOTAL</b>	<b>107,106</b>	<b>18</b>	<b>271,069</b>	<b>2,391</b>	<b>208,722</b>	<b>34,445</b>	<b>33</b>	<b>4,854</b>	<b>628,638</b>



## APPENDIX II (para. 30)

## FUNCTIONS AND MEMBERSHIP OF THE NATIONAL ADVISORY COUNCIL.

1. The functions of the National Advisory Council, as laid down in Section 17 (1) (a) of the Disabled Persons (Employment) Act, 1944, are to advise and assist the Minister in matters relating to the employment, undertaking of work on their own account or training, of disabled persons generally.

2. The names of the members of the Council are as follows:—

- The Viscount Ridley, C.B.E. (*Chairman*).  
 †Mr. W. P. Allen.  
 Lieut.-Colonel the Hon. J. J. Astor.  
 \*Brigadier-General A. C. Baylay, C.B.E., D.S.O.  
 †Mr. H. L. Bullock.  
 Major Sir Brunel Cohen.  
 Mr. W. H. Crews.  
 \*Mr. E. De Ath, D.C.M.  
 Chief Commander Elizabeth L. Dixon, A.T.S.  
 Prof. T. Ferguson, M.D., F.R.C.P.E.  
 \*Lieut.-Colonel H. Rivers Fletcher, O.B.E.  
 Mrs. M. K. Gartside.  
 Councillor A. Gilzean, M.P.  
 Mr. I. J. Hayward, J.P.  
 Mr. R. A. Keys.  
 Prof. R. E. Lane, M.B., B.S., F.R.C.P.  
 \*Mr. W. A. Lee, C.B.E.  
 †Dame Anne Loughlin, D.B.E.  
 Lieut. J. R. Oldfield, R.N.V.R.  
 †Mr. A. F. Papworth.  
 \*Major J. C. Poole, M.C.  
 Squadron-Leader W. Simpson, D.F.C.  
 Mrs. O. Snow, O.B.E.  
 Major-General R. N. Stewart, O.B.E., M.C.  
 Dr. A. B. Stokes, D.C.H., D.P.M.  
 Lieut.-Commander G. W. Style, D.S.C., R.N.  
 Mr. C. G. A. Ward, D.F.M.  
 †Mr. J. Watson.  
 Sir Reginald Watson-Jones, F.R.C.S.  
 Lieut. the Hon. R. F. Wood.

*Secretary:* Mr. R. E. Gomme, O.B.E., Ministry of Labour and National Service, Norfolk House, St. James's Square, London, S.W. 1.

- \* Appointed after consultation with organisations representing employers.  
 † Appointed after consultation with organisations representing workers.



## APPENDIX III (para. 36)

## DISABLED PERSONS EMPLOYMENT CORPORATION LIMITED

Company Limited by Guarantee and not having a share capital

Registered Office: Egginton House, 25-28 Buckingham Gate, London, S.W. 1

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 Air Commodore G. O. Venn, C.B.E. (*Executive Director*).  
 Mr. S. H. G. Hughes, C.B., C.B.E. (*Financial Director*).  
 Miss C. H. Haslett, C.B.E., Comp.I.E.E.  
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 Mr. H. L. Bullock.  
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 Lieut.-General Sir Ronald M. Weeks, K.C.B., C.B.E., D.S.O.,  
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Secretary: Mr. R. W. Hamilton.

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