

Circular 32/51.

MINISTRY OF HEALTH,

23, SAVILE ROW,

LONDON, W.1.

(Tel. Regent 8444, Ex. 70)

28th August, 1951.

To:—

County Councils and

County Borough Councils (England),

Other Local Authorities (for information).

SIR,

NATIONAL ASSISTANCE ACT, 1948

I. WELFARE SERVICES FOR HANDICAPPED PERSONS OTHER THAN THE BLIND AND PARTIALLY-SIGHTED

1. I am directed by the Minister of Health to inform you that he has now received the recommendations of his Advisory Council for the Welfare of Handicapped Persons, the establishment of which was foreshadowed in paragraph 72 of Circular 87/48 dated 7th June, 1948, and the Chairman of which is Mr. Edward Evans, C.B.E., M.P. The Minister has carefully considered these recommendations, and is now able to give local authorities the further guidance promised in that circular.

2. As local authorities are aware, arrangements for promoting the welfare of persons to whom section 29 of the National Assistance Act applies can be carried into effect only in accordance with schemes approved by the Minister. Since authorities seem to have found helpful the outline schemes for the welfare of blind and partially-sighted persons which the Minister made available to them, he has decided to present the guidance he is now able to give as the result of the Advisory Council's recommendations in the form of outline schemes. Accordingly an outline scheme for the provision of welfare services for deaf or dumb persons will be found in Appendix I to this circular, and an outline scheme for persons substantially and permanently handicapped by illness, injury, or congenital deformity in Appendix II. In each case notes on the main provisions of the scheme are given at the end of the Appendix.

3. Local authorities will recall that the provisions of section 29 of the Act are permissive except to such extent as they are made mandatory by a direction of the Minister given under sub-section (2), and that such a direction was given by paragraph 56 of Circular 87/48 in relation to blind persons who are ordinarily resident in the Council's area. The Minister has no intention at present of giving any similar direction as respects the classes of handicapped persons covered by the two appended outline schemes. He is, however, ready to consider schemes submitted by local authorities who desire to exercise their powers under section 29 to provide welfare services for either or both of these classes, and he would be glad if the Council would now consider the matter on this basis. He is convinced that much benefit would accrue to handicapped persons of all the classes covered by the outline schemes if the voluntary effort which abounds for their welfare were properly co-ordinated and directed in close co-operation with the Council's Health and Welfare Departments. He hopes that the Council will share these views and will submit schemes accordingly. It would greatly facilitate his consideration of such schemes if they follow the general order and form of the outlines. Four copies (one of which should be sealed) should be provided of each scheme. County Councils are reminded of the requirements of sub-section (3) of section 34 of the Act.

4. The outline schemes have been drawn in two Parts. The first Part sets out the services the Council must or may provide immediately. The second Part deals with the progressive development of the services included in Part I to full adequacy as and when circumstances permit the devotion of greater resources to them. Realisation of the limits imposed by present conditions has dictated the sub-division of the first Part into duties which will be obligatory on the Council and powers of which the Council may wish to take advantage—for example in individual cases of special need. The services included in the mandatory group can all, it is thought, be brought into operation without substantial expenditure of manpower or money, and the Minister would be reluctant to approve a scheme which did not make mandatory all the services which have been put into this group. These services seem to him to represent a substantial advance on existing measures for the welfare of the handicapped and yet to impose no undue burden on any area, even in the difficult circumstances of today. The Minister will, of course, be prepared to consider any proposal the Council may wish to make to transfer particular services from the permissive to the mandatory group.

5. The Advisory Council have expressed the view—which the Minister strongly supports—that steps should be taken to ensure that the needs of handicapped persons are envisaged and dealt with as a whole. To this end there should be the closest co-operation between the local authority's committee and officers responsible for welfare services under section 29 of the Act and those responsible for local health services under Part III of the National Health Service Act, 1946. There should similarly be co-operation on the one hand with Boards of Governors of Teaching Hospitals, the Regional Hospital Board and Hospital Management Committees providing hospital and specialist services under the National Health Service Acts, and on the other hand with the Regional Controllers and Local Officers of the Ministry of Labour and National Service, the Youth Employment Officers, and, in the case of disabled ex-service men, the War Pensioners Welfare Service of the Ministry of Pensions.* Furthermore, adequate arrangements should be made for advising handicapped persons of the services available to them. Where the Council provide or assist in the provision of information centres under section 134 of the Local Government Act, 1948, they should ensure that full information as to these services is available at the centres. County Councils should arrange to supply the necessary information to district councils (in London, Metropolitan Borough Councils and the Common Council of the City of London) maintaining or assisting with such centres. Arrangements should be made whereby initial enquiries at the centres can, if necessary, be followed by a visit by the appropriate local authority officer to the person's home.

II. PARTIALLY-SIGHTED PERSONS

Register of Partially-Sighted Persons (formerly called "Observation Register").

6. I am to take this opportunity to refer to paragraph 18 of Circular 150/48 dated 20th August, 1948, in which local authorities were asked to maintain a register of partially-sighted persons. The Minister has consulted his Advisory Council for the Welfare of Handicapped Persons on a number of enquiries he has received about the form in which this register should be kept, and the main classifications and groupings desired are set out in Appendix III to this circular. He proposes to ask local authorities to

* By Statutory Instrument 1953/1198 is now styled Ministry of Pensions and National Insurance.

give a few simple statistics relating to the partially-sighted, in addition to the usual annual statistics relating to the blind, beginning on 31st March, 1952.

Schemes

7. Most local authorities have included in their approved schemes of welfare services for the blind provisions applying appropriate parts of the schemes to partially-sighted persons. The Advisory Council have urged the importance of the adoption of this procedure uniformly throughout the country, and the Minister hopes that the few local authorities whose blind schemes do not include provision for the partially-sighted will give renewed and favourable consideration to the submission of amending schemes on the lines of the outline circulated at the end of 1948.

8. The Minister hopes from time to time to give local authorities further guidance on the development of their welfare services for handicapped persons (or particular groups of such persons) in the light of the advice he receives from the Advisory Council.*

9. Copies of this circular are enclosed for the use of the Council's Chief Welfare Officer and Financial Officer, and a copy has been sent separately to the Medical Officer of Health. Further copies may be purchased through any bookseller or directly from H.M. Stationery Office.

I am, Sir,

Your obedient Servant,

J. W. Williams

The Clerk of the Council.

The Town Clerk.

94020/2/20.

* The following have been issued:—

Circular 8/52 dated 15th April, 1952.

Circular 26/53 dated 17th December, 1953.

Report on the Special Welfare Needs of Deaf-Blind Persons.

APPENDIX I

COUNTY (BOROUGH) COUNCIL OF

NATIONAL ASSISTANCE ACT, 1948.

Scheme for the Provision of Welfare Services under Sections 29 and 30 for Persons who are Deaf or Dumb.

The Council, in exercise of their powers under sections 29 and 30 of the National Assistance Act, 1948, hereby make the following scheme under section 29 of the Act and submit the scheme to the Minister of Health for approval under section 34 thereof:—

Citation and Interpretation

1.—(1) This scheme may be cited as the National Assistance (Deaf and Dumb Persons) Scheme, 195 .

(2) The Interpretation Act, 1889, shall apply to the interpretation of this scheme as it applies to the interpretation of an Act of Parliament.

(3) In this scheme, the following expressions have the meanings hereby assigned to them—

“handicapped person” means a deaf or dumb person who is in need of assistance under this scheme ;

“the Act” means the National Assistance Act, 1948 ;

“the Council” means the Council ;

“the Minister” means the Minister of Health ; and

“voluntary organisation” means a voluntary organisation for the time being registered in accordance with the Act, being an organisation having for its sole or principal object or among its principal objects the promotion of the welfare of persons to whom section 29 of the Act applies and having among its objects the promotion of the welfare of persons who are deaf or dumb.

PART I

General

2.—(1) The Council shall promote the welfare of handicapped persons by making such provision as is authorised or required by the following provisions of this scheme.

(2) In the exercise of their functions under this scheme the Council shall have regard to the need for providing services of different descriptions suited to the different descriptions of handicapped persons.

(3) Any provision in this scheme for the provision of services by the Council shall be construed as a provision enabling the Council to provide the services either directly or by the employment as their agent of any voluntary organisation.

(4) The Council may enter into an agreement with any other local authority which is duly providing any service which the Council are authorised or required by this scheme to provide for the use thereof by the Council on such terms, including terms as to the reimbursement of expenditure by that authority, as may be agreed.

(5) The Council may enter into an agreement with any local authority authorised to provide a service which is being provided by the Council under this scheme for the use thereof by that authority on such terms, including terms as to the reimbursement of expenditure by the Council, as may be agreed.

Register

3.—(1) The Council shall keep a register of handicapped persons who apply for assistance and whom the Council assist under this scheme, and shall include therein such particulars as the Minister may from time to time direct.

(2) In the arrangements made for the admission to the register of the names of persons who apply to the Council as handicapped persons the Council shall ensure that any case in which an application is proposed to be refused and all cases of doubt shall be referred to the Medical Officer of Health.

Social Welfare

4. The Council, so far as reasonably necessary to meet the needs of handicapped persons, shall:—

- (1) assist handicapped persons to overcome the effects of their disabilities and to obtain any available general, preventive or remedial medical treatment which they appear to require;
- (2) give advice and guidance to handicapped persons on personal problems and in connection with any services, whether provided under any enactment or rendered by any voluntary organisation, which appear to be available to them and of which they wish to take advantage;
- (3) encourage handicapped persons to take part in the activities of social centres, clubs or institutions, whether provided by the Council under this scheme or otherwise, or provided or established by any other person under any enactment or otherwise; and
- (4) use their best endeavours to arrange for voluntary workers to visit handicapped persons with a view to affording them comfort and encouragement and assistance in the solution of domestic and other problems confronting them, and otherwise to assist in the carrying out of the purposes of this scheme.

5. In addition, the Council may—

- (1) provide practical assistance for handicapped persons in their homes;
- (2) provide, or assist in obtaining, wireless, library and similar recreational facilities for handicapped persons;
- (3) provide for handicapped persons lectures, games and other recreational facilities in such social centres as aforesaid and elsewhere, and also outings;
- (4) provide, or arrange for the provision of, special religious services for handicapped persons desirous of taking advantage of the same;
- (5) provide facilities for, and assistance to, handicapped persons in travelling to and from their homes to participate in any of the services provided under this scheme; and
- (6) facilitate the taking of holidays by handicapped persons, in particular at holiday homes, whether provided by the Council under this scheme or otherwise, or provided or established by any other person under any enactment or otherwise, and if the Council so determine defray any expenses incurred in or in connexion with the taking of such holidays.

Social Centres and Holiday Homes

6.—(1) The Council may provide social centres and holiday homes for the purposes of this scheme.

(2) Any social centre or holiday home so provided may be used also for the purposes of any other scheme made by the Council under section 29 of the Act.

(3) Any social centre or holiday home provided by the Council under any such scheme as aforesaid may also be used for the purposes of this scheme.

(4) Any social centre provided by the Council otherwise than under any such scheme as aforesaid may be used also for the purposes of this scheme.

Welfare Officers

7.—(1) For the discharge of the Council's functions under this scheme there shall be employed by or on behalf of the Council such number of Welfare Officers as the Council may from time to time determine :

Provided that no person employed as a Home Teacher of the Blind, whether qualified or not, shall be employed in connexion with the discharge of the Council's functions under this scheme without the consent of the Minister at any time when—

- (a) the number of persons employed as Home Teachers of the Blind (both qualified and unqualified) is less than one-hundredth of the number of persons whose names appear on the Register of the Blind and the Register of the Partially-Sighted (taken together) ; or
- (b) the number of persons so employed is less than one one-hundred-and-twentieth of the number of persons whose names appear on the said Registers, when added to the number of persons whose names appear on any other Registers maintained by the Council pursuant to schemes in force under Section 29 of the Act, being persons in relation to whom the persons so employed perform duties under the said schemes.

(2) The duties of Welfare Officers shall be such as the Council may determine for the purpose of securing the general welfare of handicapped persons, but shall include the following duties, and the duties of Welfare Officers shall be distributed amongst them in such manner as the Council shall determine :—

- (a) to ascertain the existence of and the needs of handicapped persons ;
- (b) to visit handicapped persons in their homes, or elsewhere if necessary ;
- (c) to instruct handicapped persons in methods of overcoming the effects of their disabilities ;
- (d) to advise handicapped persons of any social, health or medical services or facilities, whether provided under any enactment or made available by any voluntary organisation, of which they appear to be in need and of which they wish to take advantage ;
- (e) to give special attention to the needs of handicapped persons suffering from multiple disabilities, in consultation, where necessary, with any officers of the Council who may be specially concerned with any one of those disabilities ; and
- (f) to organise social centres, classes and individual and other recreational facilities for handicapped persons, and to recruit voluntary workers to assist in the performance of this duty and to perform other duties in connexion with the discharge of the Council's functions under this scheme.

(3) Save as may be otherwise prescribed by regulations made by the Minister, Welfare Officers employed pursuant to paragraph (1) of this clause shall be persons holding a Diploma or Certificate in Social Science or a similar qualification in social work of a comparable character, or persons as respects whom the Council are satisfied that they enjoy a special aptitude for the work, possess a broad knowledge of the social services and some experience in the field of welfare, and have an understanding of the problems of deafness and the principles of deaf education.

(4) The Council shall by arrangement with any voluntary organisation or otherwise endeavour to secure that handicapped persons who do not use speech as a normal method of communication are dealt with by persons who are conversant with manual language and other methods of communication alternative to normal speech.

Training Facilities

8. If any handicapped person applying for assistance under this scheme appears to be capable of benefiting from training under the Education Act, 1944, or the Disabled Persons (Employment) Act, 1944, and is desirous of taking advantage of such training, the Council shall take such steps as are practicable to assist him to that end.

Employment

9. The Council shall take such steps as may be practicable, in consultation with the Minister of Labour and National Service, to assist any handicapped person to secure any work in trade, commerce, industry or a profession for which he appears to be fitted and which he is desirous of obtaining.

Children

10. If any handicapped person who applies or in respect of whom an application is made for assistance under this scheme is a child in respect of whose needs it appears that action can more appropriately be taken in relation to him under any other enactment than the Act, the Council shall take the necessary steps to that end.

Persons not Ordinarily Resident in the area of the Council

11. If a handicapped person applying for assistance under this scheme is not ordinarily resident in the area of the Council, he shall not be assisted under this scheme if the local authority of any area in which he may be so resident have a corresponding scheme, unless the Council and the other local authority concerned are satisfied that it would not be reasonable to assist him under such corresponding scheme as aforesaid.

PART II

Further development of Welfare Services for Handicapped Persons

12. The Council shall keep under constant review the services provided in accordance with the provisions of Part I of this scheme, in consultation with any registered voluntary organisations or other bodies concerned, with a view to their progressive development, as circumstances permit, in such a way that—

- (1) the needs for assistance under this scheme of handicapped persons registered thereunder shall be adequately met ;
- (2) the number of Welfare Officers employed by or on behalf of the Council shall be sufficient to secure the efficient administration of the services provided under this scheme ; and
- (3) no Welfare Officer (other than a trainee) shall be employed in relation to a handicapped person who does not use speech as a normal method of communication unless that officer is fluent in manual language and other methods of communication as an alternative to normal speech.

NOTES ON SCHEME FOR DEAF OR DUMB PERSONS

Clause 1 (3)

The Act does not define the term "deaf or dumb". The persons to whom the scheme applies can conveniently be divided into two groups—

- (a) *The Deaf*—often described as the "deaf and dumb". This class includes persons who were born deaf and also persons who lost their hearing so early in life that they have little or no recollection of sound and have had to be educated in the same way as those who were born deaf. Few succeed in acquiring the use of normal speech. The great majority use only a manual sign language or a combination of signs and restricted speech, in which the power of self-expression is limited and in any case varies considerably with the individual. Many are unable to read fluently and can do no more than gather the general substance of simple printed matter.
- (b) *The Hard of Hearing* are those who have lost their hearing wholly or in part after acquiring ordinary speech and after being educated as hearing persons.

It is hoped that in the interest of uniformity local authorities will wherever appropriate adopt the above nomenclature.

Clause 2 (2)

The differences between the deaf and the hard of hearing are so wide that each class will need separate, even though in some respects similar, welfare services. The outlook of the deaf upon life differs—apart from the difficulty due to their lack of speech—from that of people with normal hearing or who once had normal hearing. It is moreover important that the hard of hearing should maintain their links with the normal hearing world. Whilst everything possible should be done to alleviate the isolation of the deaf by encouraging associations with the hearing world these should preferably be with persons with normal hearing.

Clause 2 (3)

The provision of suitable welfare services for the deaf and the hard of hearing presents many difficulties. Local authorities are, therefore, advised to seek the co-operation of voluntary bodies having special experience in this field of work, including organisations established and managed by the deaf and by the hard of hearing themselves. The territories in which these voluntary bodies work are sometimes loosely defined and will seldom coincide exactly with the areas of county or county borough councils. There may be overlapping in some areas whilst other parts of the country may not be adequately covered. Local authorities employing voluntary organisations as their agents may therefore sometimes find it necessary to make arrangements with more than one organisation and may sometimes wish to ask the organisations to agree to consider adjusting their areas of activity. There are in England and Wales some 80 local voluntary organisations concerned with the welfare of the deaf. Their affairs are generally managed by a committee of voluntary workers with the help of a small whole-time staff. There are about 140 centres for the hard of hearing, practically all of which have been established and are run by the hard of hearing themselves.

Clause 3. General

(a) *The Deaf.* From such information as is available, including records of children of school age and registers maintained by local Institutes for the Deaf, it is estimated that there are between 20,000 and 25,000 deaf persons in England and Wales or about one deaf person to every 2,000 of the population. This figure may serve as a rough guide to the number of deaf in any particular local authority area. It can be assumed that all but a small proportion of deaf persons are likely to be in need and to avail themselves, in some degree, of welfare services of the kind for which the scheme provides.

(b) *The Hard of Hearing.* No reliable information is available as to the number of hard of hearing persons. Those in England and Wales whose degree of deafness is such that they need to use a hearing aid are estimated to be about 230,000 but it is probable that a proportion only of this number will wish to participate in welfare services of the kind for which the scheme provides. It is suggested that authorities should get into touch with any local organisation for the hard of hearing and with any hearing aid distribution centre in the area and that in collaboration with voluntary bodies they should take all possible steps to make known to the hard of hearing the services available to them.

Clause 3. The Register

It is desired that the register should be kept in two parts to be known as the Register of Handicapped Persons (Deaf) and the Register of Handicapped Persons (Hard of Hearing) respectively. At the initial registration the usual particulars of name and address, sex and age will no doubt be recorded. Thereafter every opportunity should be taken to build up case history, not necessarily by direct enquiry but by noting relevant information as it comes to hand. To facilitate the collection of statistics on a national basis if at a later stage this should be decided upon, it is desired that the register should include the following information in respect of each case:—

- (1) Age at which deafness occurred or first noticed.
- (2) Degree of deafness: (a) total, (b) severe, (c) slight.
- (3) Cause of deafness: (a) born deaf, (b) deafness acquired.

- (4) Degree of speech: (a) normal, (b) indistinct but intelligible, (c) unintelligible.
- (5) In the case of a child under the age of 16, whether he
- (i) attends special school ;
 - (ii) attends other school ;
 - (iii) is not at school but is educable ;
 - (iv) is ineducable.
- (6) In the case of a person of age 16 and upwards, whether he is
- (i) employed ;
 - (ii) undergoing vocational training ;
 - (iii) unemployed but available for and capable of training or work ;
 - (iv) incapable of or not available for work.

To enable the background of each person registered to be readily appreciated local authorities may wish to record other information such as particulars of relatives who are deaf or hard of hearing, whether (in the case of married persons) the husband or wife is deaf or hard of hearing, and the nature of the person's employment. A deaf person who is also permanently and substantially handicapped by some other disability (not being blindness) should be recorded in the Register of Handicapped Persons (Deaf) with a cross reference to and in the Register of Handicapped Persons (General Classes). A hard of hearing person in this position should be recorded in the Register of Handicapped Persons (General Classes), if his other handicap is his principal disability, with a cross reference to and in the Register of Handicapped Persons (Hard of Hearing). A deaf or hard of hearing person who is also blind should be recorded in the Register of the Blind with a cross reference to and in the Register of Handicapped Persons (Deaf) or (Hard of Hearing) as is appropriate.

Clause 3 (1)

The handicapped person's application need be nothing more than a word to the Council's Welfare Officer.

Clause 3 (2)

The handicap of a deaf or hard of hearing person is self-evident in the majority of cases and registration can usually be accepted by a layman. Reference to the Medical Officer of Health need be made only in exceptional cases.

Clauses 4, 5 and 6. General

The services specified in these clauses are intended to be sufficiently flexible to cover the needs of both the deaf and the hard of hearing. The general aim should be to mitigate the social isolation which inevitably results in varying degree from the handicap of deafness. The primary requirement for persons of both groups is, therefore, a place where they can meet, but although the same premises may serve the purpose, both groups should be catered for separately. Special regard should be paid to the needs of those living in rural areas whose isolation may be very great.

The deaf are often unaware of services and facilities available to them or of their rights as citizens. Even when a deaf person has this knowledge he may be unable to take advantage of his knowledge unless special arrangements are made to enable him to overcome the barrier of deafness, and the services of an efficient interpreter are therefore an essential feature of the organisation of any social centre or club for the deaf.

The main need of the hard of hearing is assistance in conserving and making the best use of their residual hearing. Except in special circumstances (e.g. a court of law) they need no interpreter to act for them. A social centre can

provide a meeting place where their handicap will be understood and any self-consciousness minimized. Advice and instruction can be given in the proper use of hearing aids, in lip-reading, and in speech correction in cases in which speech is tending to become defective.

Social centres for the deaf and hard of hearing should to the fullest possible extent be organised and managed by the users themselves.

Clause 4 (1)

Consideration should be given immediately after registration of an applicant to the question whether he is in need of any services available under Part III of the National Health Service Act, 1946, or of treatment or medical rehabilitation through the hospital and specialist services provided under Part II of that Act.

Clause 4 (4)

Attention is drawn to the note on clause 7 (4).

Clause 6 (2)

Caution should, of course, be used in any mixing of various classes of handicapped persons in social centres and holiday homes.

Clause 7. General

In making their schemes local authorities will of course be free to select and substitute other titles to describe these officers.

Clause 7 (1). Proviso

The Minister regards it as vital to the maintenance of the present standards of the blind welfare service that the Home Teachers of the Blind should continue to be able to render adequate services, including visiting, to the blind.

Clause 7 (3)

It will be observed that this clause is drawn in very wide terms. The Advisory Council for the Welfare of Handicapped Persons are about to consider the question of appropriate qualifications for Welfare Officers, and the Minister will in due course consider, having regard to any advice he receives from the Council, whether it would be desirable to formulate more precisely the qualifications required.

Clause 7 (4)

The importance of fluency in manual language for all those who visit and advise the deaf cannot be too strongly emphasized; Welfare Officers not already proficient in the language should be encouraged to become so as soon as possible.

Clauses 8 and 9

The handicap of deafness does not of itself give rise to the need for providing employment under sheltered conditions, but a deaf or hard of hearing person needs of course to be placed in employment suitable to his aptitude and for which hearing is not essential. There is always a danger that in the absence of a skilled interpreter to assist him a deaf person will drift into employment far below his capacity or that his training for employment will be retarded by the inability of his instructors to establish a proper contact with him. A similar danger may exist in the case of some hard of hearing persons.

Clause 11

Where as a matter of convenience a deaf or hard of hearing person wishes to participate in the activities of a social centre in the area of a local authority other than that in whose area he is ordinarily resident it is hoped that the authorities will allow him to do so.

APPENDIX II

COUNTY (BOROUGH) COUNCIL OF

NATIONAL ASSISTANCE ACT, 1948

Scheme for the provision of Welfare Services under Sections 29 and 30 for Handicapped Persons other than the Blind, Partially-Sighted and Deaf or Dumb

The Council, in exercise of their powers under sections 29 and 30 of the National Assistance Act, 1948, hereby make the following scheme under section 29 of the Act and submit the scheme to the Minister of Health for approval under section 34 thereof:—

Citation and Interpretation

1.—(1) This scheme may be cited as the National Assistance (Handicapped Persons) (General) Scheme, 195 .

(2) The Interpretation Act, 1889, shall apply to the interpretation of this scheme as it applies to the interpretation of an Act of Parliament.

(3) In this scheme, the following expressions have the meanings hereby assigned to them—

“handicapped person” means a person, not being a person whose only handicap is that he is a blind or partially-sighted person or is deaf or dumb, who is substantially and permanently handicapped by illness, injury or congenital deformity or such other disabilities as may be prescribed by regulations made by the Minister and who is in need of assistance under this scheme;

“the Act” means the National Assistance Act, 1948;

“the Council” means the Council;

“the Minister” means the Minister of Health; and

“voluntary organisation” means a voluntary organisation for the time being registered in accordance with the Act, being an organisation having for its sole or principal object or among its principal objects the promotion of the welfare of persons to whom section 29 of the Act applies and having among its objects the promotion of the welfare of handicapped persons.

PART I

General

2.—(1) The Council shall promote the welfare of handicapped persons by making such provision as is authorised or required by the following provisions of this scheme.

(2) Any provision in this scheme for the provision of services by the Council shall be construed as a provision enabling the Council to provide the services either directly, or by the employment as their agent of any voluntary organisation.

(3) The Council may enter into an agreement with any other local authority which is duly providing any service which the Council are authorised or required by this scheme to provide for the use thereof by the Council on such terms, including terms as to the reimbursement of expenditure by that authority, as may be agreed.

(4) The Council may enter into an agreement with any local authority authorised to provide a service which is being provided by the Council under this scheme for the use thereof by that authority on such terms, including terms as to the reimbursement of expenditure by the Council, as may be agreed.

(5) The powers conferred on the Council by clauses 6 and 10 of this scheme to provide sheltered workshops and hostels respectively shall be construed as including power for the Council, instead of providing the services, to enter into an agreement with any voluntary organisation which is rendering analogous services to the public for the use thereof by the Council on such terms, including terms as to the reimbursement of expenditure by the organisation, as may be agreed.

(6) In the last preceding paragraph the expression "any voluntary organisation which is rendering analogous services to the public" shall be construed as including any such voluntary organisation as is mentioned in section 30 (1) of the Act which has for its sole object the promotion of the welfare of the blind, or of the blind and partially-sighted.

Register

3.—(1) The Council shall keep a register of handicapped persons who apply for assistance and whom the Council assist under this scheme, and shall include therein such particulars as the Minister may from time to time direct.

(2) In the arrangements made for the admission to the register of the names of persons who apply to the Council as handicapped persons the Council shall ensure that any case in which an application is proposed to be refused, and all cases of doubt shall be referred to the Medical Officer of Health.

(3) In any case in which the Medical Officer of Health is in doubt whether an applicant is a handicapped person, the Council or the Medical Officer of Health, if he is generally or in any particular case or class of case authorised in that behalf, may at the expense of the Council obtain the advice of an appropriate specialist.

Social Welfare

4. The Council so far as reasonably necessary to meet the needs of handicapped persons shall—

- (1) assist handicapped persons to overcome the effects of their disabilities, and to obtain any available general, preventive or remedial medical treatment which they appear to require ;
- (2) give advice and guidance to handicapped persons on personal problems and in connexion with any services whether provided under any enactment or rendered by any voluntary organisation, which appear to be available to them and of which they wish to take advantage ;
- (3) encourage handicapped persons to take part in the activities of social centres, clubs or institutions, whether provided by the Council under this scheme or otherwise or provided or established by any other person under any enactment or otherwise ;
- (4) use their best endeavours to arrange for voluntary workers to visit handicapped persons with a view to affording them comfort and encouragement and assistance in the solution of domestic and other problems confronting them, to accompany them to places of worship, social centres, clubs and similar places of recreation and otherwise to assist in the carrying out of the purposes of this scheme ; and
- (5) use their best endeavours to secure the co-operation of the responsible bodies in facilitating the admittance of handicapped persons carried in wheel-chairs or spinal-chairs to places of worship, entertainment or recreation and in making suitable provision for them while there.

5. In addition, the Council may :—

- (1) provide practical assistance for handicapped persons in their homes ;
- (2) provide, or assist in obtaining, wireless, library and similar recreational facilities for handicapped persons ;
- (3) provide for handicapped persons lectures, games and other recreational facilities in such social centres as aforesaid and elsewhere, and also outings ;

- (4) provide facilities for, and assistance to, handicapped persons in travelling to and from their homes to participate in any of the services provided under this scheme ;
- (5) assist handicapped persons in arranging for the carrying out of any works of adaptation in their homes or the provision of any additional facilities, designed to secure the greater comfort or convenience of such persons, and if the Council so determine defray any expenses incurred in the carrying out of any such works or in the provision of any such facilities ; and
- (6) facilitate the taking of holidays by handicapped persons, in particular at holiday homes, whether provided by the Council under this scheme or otherwise, or provided or established by any other body under any enactment or otherwise, and if the Council so determine defray any expenses incurred in or in connexion with the taking of such holidays.

Workshop Employment

6.—(1) The Council may provide such sheltered workshops as the Minister may approve in which handicapped persons may be employed in suitable work, or may be trained in pursuance of the Disabled Persons (Employment) Act, 1944.

(2) To the extent which the Minister may approve, the Council may utilise for the purpose of such employment as aforesaid any special workshops which the Council or any other local authority may have provided for the blind.

(3) The Council shall in respect of their employment make such reasonable payments to handicapped persons employed in sheltered workshops pursuant to the provisions of this scheme as the Council may determine, after consultation, where necessary, with any other local authority or any voluntary organisation concerned.

Home Employment

7.—(1) The Council may, with the approval of the Minister, assist under supervision handicapped persons who are capable of earning at least such reasonable weekly sum as the Council may determine, by the production of saleable goods or the rendering of useful services, to engage in activities to that end in their own homes, or elsewhere other than in sheltered workshops.

(2) The Council shall make such reasonable payments to handicapped persons assisted under this clause, provided they are not in receipt of National Assistance grants, as the Council may determine, after consultation, where necessary, with any other local authority or any voluntary organisation concerned.

Handicrafts, Crafts and other Skilled Activities

8.—(1) The Council may assist handicapped persons, not being persons assisted under clause 6 or clause 7 of this scheme, who are capable and desirous of engaging in any handicraft, craft or other skilled activity, to engage in that activity in their own homes, social centres or in any other place, not being a sheltered workshop.

(2) No payment shall be made by the Council to any person assisted under this clause.

Marketing of Produce

9.—(1) The Council shall sell or otherwise dispose of all goods produced by handicapped persons assisted under clause 6 of this scheme :

Provided that any goods so produced in sheltered workshops used for the purposes of this scheme under the management of another local authority or a voluntary organisation may be sold or otherwise disposed of by that authority or organisation.

(2) The Council shall help handicapped persons assisted under clause 7 or clause 8 of this scheme to secure orders for their goods or services and to dispose of any saleable goods or other marketable articles produced by them.

Hostels, Social Centres and Holiday Homes

10.—(1) The Council may provide hostels where handicapped persons assisted under clause 6 of this scheme may live.

(2) Any hostel so provided may be used also for the accommodation of other persons who are employed in sheltered workshops provided under any other scheme made by the Council under section 29 of the Act and of other persons to whom arrangements under subsection (1) of that section relate and for whom work or training is being provided in pursuance of the Disabled Persons (Employment) Act, 1944.

(3) Any hostel provided by the Council under any other such scheme as is mentioned in the last preceding paragraph for the accommodation of such persons as are therein mentioned may also be used for the accommodation of handicapped persons to whom paragraph (1) of this clause relates.

(4) The Council may provide social centres and holiday homes for the purposes of this scheme.

(5) Any social centre or holiday home so provided may be used also for the purposes of any other scheme made by the Council under section 29 of the Act.

(6) Any social centre or holiday home provided by the Council under any such scheme as aforesaid may also be used for the purposes of this scheme.

(7) Any social centre provided by the Council otherwise than under any such scheme as aforesaid may be used also for the purposes of this scheme.

Employment otherwise than in Work or Activities provided directly under this Scheme

11. The Council shall take such steps as may be practicable, in consultation with the Minister of Labour and National Service, to assist any handicapped person to secure any work in trade, commerce, industry or a profession for which he appears to be fitted and which he is desirous of obtaining.

Welfare Officers

12.—(1) For the discharge of the Council's functions under this scheme (other than the carrying out of arrangements under clauses 6, 7 and 9 (1) thereof, or under clause 9 (2) thereof, except in relation to its operation in respect of persons assisted under clause 8 thereof) there shall be employed by or on behalf of the Council such number of Welfare Officers as the Council may from time to time determine:

Provided that no person employed as a Home Teacher of the Blind, whether qualified or not, shall be employed in connexion with the discharge of the Council's functions under this scheme without the consent of the Minister at any time when—

- (a) the number of persons employed as Home Teachers of the Blind (both qualified and unqualified) is less than one-hundredth of the number of persons whose names appear on the Register of the Blind and the Register of the Partially-Sighted (taken together); or
- (b) the number of persons so employed is less than one one-hundred-and-twentieth of the number of persons whose names appear on the said Registers, when added to the number of persons whose names appear on any other Registers maintained by the Council pursuant to schemes in force under Section 29 of the Act, being persons in relation to whom the persons so employed perform duties under the said schemes.

(2) The duties of Welfare Officers shall be such as the Council may determine for the purpose of securing the general welfare of handicapped persons but shall include the following duties, and the duties of Welfare Officers shall be distributed amongst them in such manner as the Council shall determine:—

- (a) to ascertain the existence of and the needs of handicapped persons;
- (b) to visit handicapped persons in their homes, or elsewhere if necessary;

- (c) to instruct handicapped persons in methods of overcoming the effects of their disabilities ;
- (d) to encourage handicapped persons to participate in handicrafts, crafts and other skilled activities, and so far as practicable to instruct them or arrange for them to be instructed in the practice thereof ;
- (e) to advise handicapped persons of any social, health or medical services or facilities, whether provided under any enactment or made available by any voluntary organisation, of which they appear to be in need and of which they wish to take advantage ;
- (f) to give special attention to the needs of handicapped persons suffering from multiple disabilities, in consultation, where necessary, with any officers of the Council who may be specially concerned with any one of those disabilities ; and
- (g) to organise social centres, classes and individual and other recreational facilities for handicapped persons, and to recruit voluntary workers to assist in the performance of this duty and to perform other duties in connexion with the discharge of the Council's functions under this scheme.

(3) To such extent as may be necessary on account of lack of competence on the part of Welfare Officers employed pursuant to paragraph (1) of this clause, the Council shall use their best endeavours to provide the services of persons, whether as volunteers, part-time workers or workers in any other capacity, who are competent to instruct handicapped persons in the activities referred to in paragraph 2 (d) of this clause or any of them.

(4) Save as may be otherwise prescribed by regulations made by the Minister, Welfare Officers employed pursuant to paragraph (1) of this clause shall be persons holding a Diploma or Certificate in Social Science or a similar qualification in social work of a comparable character, or persons as respects whom the Council are satisfied that they enjoy a special aptitude for the work and possess a broad knowledge of the social services and some experience in the field of welfare.

Training Facilities

13. If any handicapped person applying for assistance under this scheme appears to be capable of benefiting from training under the Education Act, 1944, or the Disabled Persons (Employment) Act, 1944, and is desirous of taking advantage of such training, the Council shall take such steps as are practicable to assist him to that end.

Children

14. If any handicapped person who applies or in respect of whom an application is made for assistance under this scheme is a child in respect of whose needs it appears that action can more appropriately be taken in relation to him under any other enactment than the Act, the Council shall take the necessary steps to that end.

Persons not Ordinarily Resident in the area of the Council

15. If a handicapped person applying for assistance under this scheme is not ordinarily resident in the area of the Council, he shall not be assisted under this scheme if the local authority of any area in which he may be so resident have a corresponding scheme, unless the Council and the other local authority concerned are satisfied that it would not be reasonable to assist him under such corresponding scheme as aforesaid.

PART II

Further development of Welfare Services for Handicapped Persons

16. The Council shall keep under constant review the services provided in accordance with the provisions of Part I of this scheme, in consultation with any voluntary organisation or other bodies concerned, with a view to their progressive development, as circumstances permit, in such a way that:—

- (1) the needs for assistance under this scheme of handicapped persons registered thereunder shall be adequately met;
- (2) the number of Welfare Officers, including persons especially engaged to teach handicrafts, employed by or on behalf of the Council shall be sufficient to secure the efficient administration of the services provided under this scheme.

Notes on Scheme for Handicapped Persons (General Classes)

Clause 1 (3)

It is considered to be impracticable to define the persons who may be dealt with under the scheme beyond the terms of section 29 of the Act. The Minister hopes that local authorities will give a wide interpretation to the words "substantially and permanently". In their dealings with individual handicapped persons local authorities will no doubt exercise discretion in the use of the word "permanently".

Clause 2 (5)

This is to enable local authorities to enter into agreements (as opposed to agency arrangements) with voluntary organisations controlling special workshops and hostels for handicapped workers.

Clause 3. The Register

It is desired that the register should be known as the Register of Handicapped Persons (General Classes).

In addition to recording the usual particulars of name, address, sex and age the register should provide for the identification on broad lines of the handicap from which the person registered is suffering. It is desired that the classification should follow in an abbreviated form the letter code which the Ministry of Labour and National Service have devised for their own purposes in connexion with the Disabled Persons (Employment) Act, 1944. This code is linked with the Medical Research Council Code numbers of diseases and disabilities. The appropriate classifications as abbreviated are ten in number and are as follows:—

- A/E Amputation.
- F Arthritis and rheumatism.
- G Congenital malformations and deformities.
- H/L Diseases of the digestive and genito-urinary systems; of the heart or circulatory system; of the respiratory system (other than tuberculosis) and of the skin.
- Q/T Injuries of the head, face, neck, thorax, abdomen, pelvis or trunk. Injuries or diseases (other than tuberculosis) of the upper and lower limbs and of the spine.
- V Organic nervous diseases—epilepsy, disseminated sclerosis, poliomyelitis, hemiplegia, sciatica, etc.
- U/W Neuroses, psychoses and other nervous and mental disorders not included in V.
- X Tuberculosis (respiratory).
- Y Tuberculosis (non respiratory).
- Z Diseases and injuries not specified above.

It is further desired that the register should be kept in five groups as follows:—

- (a) Handicapped persons (other than children) who though possibly needing training for some new occupation are capable of work under ordinary industrial conditions.

- (b) Handicapped persons (other than children) who are incapable of work under ordinary industrial conditions but who are mobile and capable of work in sheltered workshops.
- (c) Handicapped persons (other than children) who are incapable of work under ordinary industrial conditions and who are insufficiently mobile for work in sheltered workshops but who are capable of work at home.
- (d) Handicapped persons (other than children) who are incapable of, or not available for work.
- (e) Handicapped persons who are children under the age of 16 years and whose needs are likely to be met under other enactments but for whom the local authority have a general responsibility under section 29 of the Act.

Adherence to these simple classifications and groupings will greatly facilitate the collection of statistics on a national basis if at a later stage this should be decided upon. To enable the handicapped person's background to be readily appreciated local authorities may wish to record other particulars such as his industrial history before and after the onset of his disability. Local authorities may find the records which they already keep in connexion with their arrangements for promoting the welfare of the blind adaptable to the present purpose. A handicapped person who also is blind should be recorded in the Register of the Blind with a cross reference to and in the Register of Handicapped Persons (General Classes). See also the last paragraph under Clause 3, The Register, page 9 of Appendix I and paragraph 3 of Appendix III.

Clause 3 (1)

The handicapped person's application need be nothing more than a word to the Council's Welfare Officer.

Clause 3 (2)

It is not felt necessary or desirable for every applicant to undergo a special medical examination for the purposes of registration.

Clause 3 (3)

As these references will be for the purposes of section 29 of the Act and not for treatment the cost cannot be borne under the National Health Service Acts.

Clauses 4 and 5. General

The services specified in these clauses are intended to be sufficiently flexible to cover the wide range of handicaps from which the persons to be dealt with are likely to suffer.

Clause 4 (1)

Consideration should be given immediately after registration to the question whether the handicapped person is in need of any services available under Part III of the National Health Service Act, 1946, or of treatment or medical rehabilitation through the hospital or specialist services provided under Part II of that Act.

Clause 5 (5)

This power might be used to provide (for instance) a ramp in place of steps to assist a handicapped person able to get about only in a wheel-chair.

Clauses 6 and 7. General

The provision of suitable employment is the most satisfactory way of meeting the principal needs of those handicapped persons who are capable of performing it and these clauses represent therefore an important feature of the scheme. In particular it is thought that the establishment by local authorities of home-workers schemes on lines similar to those for the blind may meet one of the greatest needs. The Minister is advised that some strength can be given to the word "work" in section 29 of the Act and as there used envisages an activity which produces something of economic value. Persons who, broadly speaking, are not capable of earning by their work an appropriate income, should be regarded as proper to be dealt with under clause 8 of the scheme.

In considering proposals from local authorities for the provision of facilities for employment the Department will work in close consultation with the Ministry of Labour and National Service to avoid overlapping that Department's functions

under the Disabled Persons (Employment) Act. Where the question of making a grant to a local authority under that Act arises in connexion with a proposal submitted under the scheme every endeavour will be made to settle this question at the same time as the giving of the Minister's approval.

Clause 6 (2)

Proposals which seem likely to prejudice the position of the blind persons for whom the facilities were provided will not be approved.

Clause 7 (1)

The intention is that before admission to a scheme the handicapped person must be able to pass a test of minimum earning capacity so that the scheme may be placed and kept on an industrial plane.

Clause 8

Local authorities will appreciate the importance of providing some form of occupation for handicapped persons who are capable of undertaking it but who are incapable of training for employment of an industrial character. The expression "pastime occupation" has been avoided as likely to discourage handicapped persons from participating in the service. Where a handicapped person assisted under this clause shows special aptitude the aim should be to bring him to the standard of the home-workers scheme and then to encourage him to join it.

The provision of materials and equipment should form part of the service, either free of charge or, where the handicapped person's resources are sufficient or are increased by the sale of his products, at such cost (not greater than the actual cost) as the local authority determine. The Ministry of Pensions* have, in co-operation with a number of voluntary organisations, arranged for the provision of handicrafts for severely disabled war pensioners. A list of the local Welfare Offices of that Department with which local authorities are advised to make contact with a view to co-ordinating this service is annexed. Full particulars of all pensioners in the area are kept in each office.

Clause 9

Local authorities have had experience in marketing produce in connection with blind workers and it is suggested that they should consider whether, without prejudicing the position of the blind persons concerned, the arrangements under this scheme can be linked with those under the scheme for the welfare of the blind.

Clause 10 (5)

Caution should, of course, be used in any mixing of various classes of handicapped persons in social centres and holiday homes.

Clause 12. General

In making schemes local authorities will of course be free to select and substitute other titles to describe these officers.

Clause 12 (1). Proviso

The Minister regards it as vital to the maintenance of the present standards of the blind welfare service that the Home Teachers of the Blind should continue to be able to render adequate services, including visiting, to the blind.

Clause 12 (3)

Voluntary organisations may be able to give much help in teaching handicrafts. In particular, the British Red Cross Society and many Cripple Aid Societies are active in this field. Help may also be obtainable from members of Women's Institutes who are skilled in handicrafts.

Clause 12 (4)

It will be observed that this clause is drawn in very wide terms. The Advisory Council for the Welfare of Handicapped Persons are about to consider the question of appropriate qualifications for welfare officers, and the Minister will in due course consider, having regard to any advice he receives from the Council, whether it would be desirable to formulate more precisely the qualifications required.

* See note on page 2.

ANNEXE

MINISTRY OF PENSIONS*

LIST OF WAR PENSIONERS WELFARE OFFICES (ENGLAND)

					<i>Address</i>
BIRMINGHAM	...	...	...	...	Dalton House, 94, Corporation Street, Birmingham 4.
BRISTOL	...	...	...	...	Government Buildings, Vassall Road, Fishponds, Bristol.
CAMBRIDGE	...	...	...	...	Brooklands Avenue, Cambridge.
LEEDS	...	...	...	...	Government Buildings, Lawnswood, Leeds 6.
LIVERPOOL	...	...	...	...	Orleans House, Edmund Street, Liverpool 3.
LONDON, N.E. and N.W.	...	...	...	...	25, Gordon Street, W.C.1.
LONDON, S.	...	...	...	...	Sanctuary Buildings, 20, Great Smith Street, S.W.1.
MANCHESTER	...	...	...	...	Sunlight House, Quay Street, Manchester 3.
NEWCASTLE	...	...	...	...	81, St. Mary's Place, Newcastle-on-Tyne 1.
NOTTINGHAM	...	...	...	...	33, Carrington Street, Nottingham.
READING	...	...	...	...	Whiteknights Road, Wokingham Road, Earley, Reading.
TUNBRIDGE WELLS	...	...	...	...	Forest Road, Hawkenbury, Tunbridge Wells.
WHOLE-TIME SUB-OFFICES					
BLACKPOOL	...	...	...	...	Williams Deacon's Bank Chambers, Talbot Square, Blackpool.
EXETER	...	...	...	...	The Bishop's Palace, Exeter.
LONDON, W.	...	...	...	...	Woodgrange House, Uxbridge Road, Ealing Common, London, W.5.
MIDDLESBROUGH	...	...	...	...	61, Wilson Street, Middlesbrough, Yorkshire.
NORWICH	...	...	...	...	Norfolk House, St. John, Madder Market.
PORTSMOUTH	...	...	...	...	77, Elm Grove, Southsea.
SHEFFIELD	...	...	...	...	119, Psalter Lane, Sheffield 11.
STROOD	...	...	...	...	Gun Lane, Strood, Rochester, Kent.

* See note on page 2.

APPENDIX III

Notes on the Register of Partially-Sighted Persons

1. The register should distinguish between males and females in age groups 0-1, 2-4, 5-15, 16-20, 21-49, 50-64, 65 and over.
2. The age at onset of the disability as shown in paragraph 1 (b) of Form B.D.8 (revised) should be recorded.
3. A partially-sighted person with multiple disabilities should be recorded in the register (other than by means of a cross-reference to the other appropriate register) only if his partial sight is his principal disability.
4. The register should be kept in four main classes as follows:—
 - A. Prospective Blind—Persons (other than children) who are near blind or likely to become blind and to need the full range of blind welfare services.
 - B. Industrially Handicapped—Persons (other than children) whose principal needs are likely to be met by proper placement in industry.
 - C. Requiring Observation—Persons (other than children) whose defect is neither industrially nor socially a serious handicap and whose vision may or may not deteriorate.
 - D. Children—All such children under the age of 16 as are referred to in paragraph 16 of Circular 150/48.
5. The register should provide for classes A and B to be sub-divided into four groups as follows:—
 - (i) Employed
 - (ii) Undergoing training
 - (iii) Unemployed but available for and capable of training or work
 - (iv) Incapable of or not available for work.
6. Children in class D in the age range 5-15 should be sub-divided in the register as follows:—
 - (i) Attending special schools
 - (ii) Attending other schools
 - (iii) Educable but not at school
 - (iv) Ineducable.
7. The register should enable new registrations during the year (ending 31st December) to be distinguished. A record of removals from the register during the year should also be kept under the two headings of (i) transfer to the register of the blind, and (ii) other causes.

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