



MINISTRY OF LABOUR AND NATIONAL SERVICE
MINISTRY OF WAR TRANSPORT

SEAMEN'S WELFARE IN PORTS

Report of the Committee appointed by the
Minister of Labour and National Service
and the Minister of War Transport,
in 1943

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NOTE.—Estimated gross cost of the preparation of this Report is £217 5s. *od.* of which £75 *os. od.* represents cost of printing and publication.

LONDON

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:
York House, Kingsway, London, W.C.2; 13a Castle Street, Edinburgh 2;
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REPORT OF COMMITTEE ON SEAMEN'S WELFARE IN PORTS.

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REPORT OF THE COMMITTEE ON SEAMEN'S WELFARE IN PORTS.

The Rt. Hon. ERNEST BEVIN, M.P.,
Minister of Labour and National Service.

The Rt. Hon. LORD LEATHERS, C.H.,
Minister of War Transport.

PART I. INTRODUCTION.

I. *Terms of Reference.*

1. We have the honour to present to you our report on the matters concerning the welfare of seamen which we were asked to consider. The Committee was set up in November, 1943, with the following terms of reference:—

“ Having regard to the Government's acceptance of the Recommendation of the International Labour Conference concerning the promotion of seamen's welfare in ports, to consider the activities and functions respectively of the Government, the Shipping Industry and the Voluntary Organisations in the establishment and maintenance of hotels, hostels, clubs, recreational facilities and other amenities for Merchant Seamen in ports in Great Britain, and in that connection to consider in consultation with the Voluntary Organisations primarily concerned with Merchant Seamen their appeals for funds not only for welfare but for benevolent and samaritan purposes whether for expenditure in Great Britain or elsewhere, and to submit recommendations.”

II. *Taking of Evidence and Visits to Ports.*

2. We have held thirteen full meetings and have examined 34 witnesses from Government Departments, the Office of the High Commissioner for India, the National Service Hostels Corporation Ltd., the principal voluntary organisations and other societies concerned with the welfare of merchant seamen. In addition to taking oral evidence from those witnesses, whose names are appended to this report, we have considered memoranda and statements submitted both by the voluntary organisations and other bodies, set out in Appendix I. The Committee invited evidence from all persons or organisations interested in the welfare of seafarers.

3. During the course of our enquiry, we have also visited the principal ports in Great Britain and have made an inspection of the hostels, clubs and institutes provided in these ports for Merchant Navy officers and men. We should like to express our thanks to all those who so willingly helped us during the course of our visits to the various ports in Great Britain. We wish to express our thanks also to all those who have so readily responded to our request for information, and particularly to those who appeared to give evidence before us.

III. *Division and extent of Problem.*

4. Our terms of reference comprise two main problems:—

(1) The provision to be made for the establishment and maintenance of hotels, hostels* and clubs, etc., for seamen† and

* During the course of our enquiry, we have formed the view that the term “hostel” is out of date and should no longer be used. As the word “hotel” conveys too wide a meaning, we are of opinion that the term “residential club” should be the only term employed. The word “club” therefore may cover both residential and non-residential establishments.

† The term “seamen” or “seafarers” in this report covers all ranks of the Merchant Navy.

(2) The co-ordination of appeals for funds made to the public in the name of seamen.

These are two distinct problems and we have accordingly dealt with them separately so far as possible. The two problems are very closely interconnected, however, and we have recommended a solution which will, we hope, overcome the difficulties in both fields.

Numbers of Merchant Seamen.

5. On the 15th June, 1938, the latest date at which an official census was taken before the war, the numbers employed on sea-going vessels registered in the United Kingdom, the Isle of Man and the Channel Islands comprised 27,020 officers and 132,293 ratings, making a total of nearly 160,000. Of these over 45,000 consisted of Indian, Chinese and Colonial seamen. The number of men, therefore, of United Kingdom (or in a few cases other European) origin was roughly 115,000; of whom 95,000 were in the foreign trades, that is not trading exclusively between ports in the United Kingdom or to the neighbouring ports between the Elbe and Brest.

6. The official figures also show that the total numbers employed at some time or another during the year 1938 were over 190,000, the number of United Kingdom seamen being about 140,000. The difference between the two figures of 140,000 and of 115,000 represents mainly men working by a ship off articles, men on leave or men temporarily out of employment on the particular date at which the census was taken.

7. Numbers employed during the war are not available but there is no large scale increase as compared with the numbers quoted above. There is at present no material for determining the post-war position.

8. While these figures give an idea of the number of British seamen employed, they are little guide to the numbers ashore in ports at any one time before the war.

9. On many ships employment was in effect continuous, with leave between voyages. The majority of seafarers were, however, signed on for one voyage only in the case of ships in the foreign-going trades, and paid off at the end of the voyage on return to the United Kingdom. The length of their stay ashore before re-engaging depended on their own inclination and on the employment available. Most had their homes in or near the ports.

10. During the war, as part of the arrangements set up under the Essential Work Order, the Merchant Navy Reserve Pool system has been instituted. Under this system, members of crews of British ships and other British merchant seamen who are discharged on arrival in the United Kingdom are entered into the Pool after taking the leave they have earned, and remain on Pool pay until they are allocated to a ship. Vessels can obtain fresh crews only from the Pool. Undoubtedly a larger proportion of seamen are drawn from inland localities than before the war.

11. There are no figures available of the number of seamen on foreign ships visiting this country in peacetime, but the total number of alien seamen officially recorded as having been granted temporary shore leave at the principal ports of the United Kingdom during 1938 was approximately 500,000. This figure includes repeated visits by the same seamen at various dates and at different ports. The numbers were much larger for the East Coast ports than the West Coast (over half the total number came ashore in London and the Thames Estuary ports and nearly a quarter in the Tyne ports), and at certain East Coast ports the tonnage of foreign vessels handled

in peacetime was in fact as great as that of British vessels. The average period of stay in port of foreign vessels was naturally much shorter and the opportunities for crews to be ashore correspondingly fewer. At least it can be deduced that on an average there were some thousands of foreign seamen ashore in ports in this country daily.

IV. *Definition of "Welfare"*.

12. The term "welfare" is not easily defined, but in this report covers almost exclusively those steps taken to cater for the well-being of seamen when ashore in ports. It is a concept which has grown with the advancing tide of social progress, and, as in other fields, the pioneer steps have been taken by voluntary organisations, actuated by the Christian motive of service towards their fellow men. The work done by the voluntary organisations in many of the other fields of social service has been supplemented, and in some cases improved, as local authorities and national authorities came in to assist in the work—and so it has been in the case of seamen's welfare. For years the voluntary organisations worked alone in the field but since the adoption by the Government of Recommendation No. 48 of the International Labour Conference concerning the Promotion of Seamen's Welfare in Ports and with the special needs which have arisen during the war, the situation has changed and there has been a considerable advance towards a comprehensive and co-ordinated welfare service for merchant seamen in which the Government and the shipping industry as well as the voluntary organisations have participated.

13. No attempt has been made in this report to deal with health and educational needs and other matters not raised by our terms of reference though these would fall under a wider interpretation of the term "welfare".

Sub-Division of the term "Welfare".

14. For our purpose, welfare work may be divided into three constituent part—temporal, benevolent or samaritan, and spiritual.

(a) *Temporal welfare*—the word "temporal" is applied to those activities which may be considered to be directed towards the satisfaction of purely material needs. In particular this includes the provision of suitable accommodation and recreational facilities in ports, which is the subject of Part II of our Report.

(b) *Benevolent or samaritan welfare*—the term "benevolent" or "samaritan" may be taken to cover those activities relating to the relief of distress, and other assistance given to seamen, their families and dependents, including the provision of homes for aged seamen. The co-ordination of appeals for this and other types of welfare is dealt with in Part III of the Report.

(c) *Spiritual welfare*—this term may be confined to the religious work done among seamen, such as the holding of services on board ship or in chapels or mission halls ashore, the visiting of seamen on board ship by chaplains and others and the general pastoral work of the clergy attached to the various seamen's missions. It is our view that this work is outside our terms of reference but it is an integral part of the whole work of some of the organisations concerned with temporal or benevolent welfare.

V. *Welfare Overseas.*

15. Under our terms of reference we have not had to concern ourselves with the welfare measures taken for British seamen abroad, and we wish to make it clear that our report is not intended to cover conditions overseas.

No doubt the problem in overseas ports is similar, though the emphasis on particular parts of the problem may be different, while the conditions under which it can be solved are certainly different. We must stress that welfare abroad is probably far more important than welfare at home.

16. One reason, however, why it is essential that a proper comprehensive service should be established in this country is that the United Kingdom has adopted Recommendation No. 48 of the International Labour Conference. It is the duty of this country fully to implement the Recommendation and to aim at a high standard if we expect other countries to co-operate in entertaining and looking after British seamen in their ports.

PART II. TEMPORAL WELFARE.

A. SEAMEN'S WELFARE BEFORE 1940.

VI. *The role of the Government and the Shipping Industry.*

17. In general, only the voluntary organisations played any effective role in the field of temporal welfare in the years before the outbreak of war. Neither the Government nor the shipping industry came into the field to any extent until 1940.

(a) *Governmental interest or participation in the field of welfare before 1940.*

18. Though seamen's problems received a good deal of attention in the 19th century, the part played by the Government and Parliament was essentially regulative in character.

19. The Merchant Shipping Acts dealt largely with relations between ship-owners (or shipmasters) and crews. Under these Acts the Mercantile Marine Offices were set up under the Board of Trade and only in these Offices or before a Superintendent of a Mercantile Marine Office could men be engaged for, or paid off from, a foreign-going ship in the United Kingdom. Certain powers were given the Superintendent to ensure that various statutory requirements are embodied in the articles of agreement, which form the contract of employment of every crew, and that seafarers in fact receive what is due to them under the articles. The Acts further provided for various requirements for the safety of ships and those in them.

20. One of the matters dealt with in the Merchant Shipping Act, 1894, however, is the control of seamen's lodging houses in seaport areas (section 214). Local authorities in such areas, subject to the approval of the Board of Trade (now Ministry of War Transport), may make Bye-laws relating to seamen's lodging houses requiring them to be licensed and inspected and to comply with various conditions—as to sanitary and other matters. The making of such Bye-laws may be followed by an Order in Council providing that in the district covered by the Bye-laws none but persons duly licensed in pursuance of the Bye-laws may keep seamen's lodging houses or let lodgings to seamen. A number of local authorities have received approval for Bye-laws, and a number of Orders in Council have also been made.

(b) *The role of the Shipping Industry* in the field of welfare before 1940.*

21. Though many shipowners took an active part in the work done by the voluntary organisations and helped both by financial aid and with advice and counsel on local committees, there was no organised activity for the promotion of the welfare of seafarers on the part of the shipping industry as a whole before 1940, because it was felt that the work done by the voluntary

* The term "shipping industry" throughout this report denotes both shipowners and seafarers.

organisations made it unnecessary for the industry (or the Government) to take any special steps to deal with the problem. There were other factors also, however, to which reference may be made.

22. The majority of seamen were discharged at the end of each voyage (or were continued in employment by certain companies but given leave), and in the main they went home as soon as they had been paid off. Special provision at the ports therefore was only required for men without homes and for men who found it difficult to obtain fresh employment. Employment being mainly on a voyage to voyage basis, the individual employer had no responsibility between voyages for the welfare of members of a former crew, who might or might not find employment with him again. The voluntary organisations, especially in slump periods, were dealing to a large extent with men for whom there was no employment available or who were incapable of employment.

VII. The role of the Voluntary Organisations.

23. The history of seamen's welfare before 1940 is almost entirely a history of the work of the voluntary organisations. It is perhaps fitting at this stage that the Committee should place on record its appreciation of the services rendered to seafarers by those organisations during the nineteenth and twentieth centuries. Their record is one of which these bodies may be proud.

24. As in the case of the social services generally, the work of the voluntary organisations dates from the early days of the nineteenth century.

25. The Port of London Society, founded in 1818, was the first of its kind. This was merged into the British Sailors' Society in 1833. The Missions to Seamen was founded in 1835, and in the meantime Liverpool and Glasgow had formed their Seamen's Friend Societies. Gradually other societies sprang up in somewhat haphazard fashion. All in the years to come increased and added to their work for seamen, providing Bethels, institutes, and later on hostels where men could sleep when on shore awaiting ships or out of work. Thus the voluntary societies established themselves as the recognised bodies to look after both the spiritual and temporal welfare of seamen, including service to their families and dependants.

26. Most of the societies were established for religious motives and their primary purpose was to minister to the spiritual needs of seamen. The stress laid on the spiritual side of their work has varied, however, and the universal practice to-day is to make no distinction based on creed in giving assistance to seamen.

Distinction between Sailors' Homes and the Hostels of the religious voluntary organisations.

27. The Sailors' Homes were set up in the larger ports with the purpose of providing accommodation of good standard for merchant seamen. The Homes are usually managed by local committees whose object is to render them as self-supporting as possible, though donations are sought from ship-owners and others when money is needed for the building or extensions or other capital expenditure. The Sailors' Homes in London, Glasgow and Southampton are striking examples of the success which has been achieved in this particular field of seamen's welfare.

28. The hostels and institutes of the religious bodies, however, were set up in the first place as annexes to the chapels and churches of these societies or as shore bases for their work afloat. Though the management of the hostels to-day has been increasingly separated from the purely spiritual work of these bodies their purpose at the outset was to enable the chaplain or missionary to get into closer contact with the men and so to exercise to the full the

opportunity of spreading the religious influence of the society. Certain societies to-day (and particularly the British Sailors' Society) have adopted a policy of separating as far as possible the hostel side of their work from the purely spiritual side. This is a tendency which we welcome believing that the effect will be to provide a better service in both the temporal and spiritual fields for the seafarer.

Number of Beds provided by the Voluntary Organisations.

29. As an example of the extent to which the various societies cater for seafarers, the following approximate figures of the number of beds provided in their hostels in Great Britain during the year 1938 are given, together with comparative figures for the year 1943. It should be noted that some of the accommodation now provided is also used by naval ratings.

Name of Society	Approximate number of beds provided in 1938	Average number of beds occupied in 1938	Approximate number of beds provided in 1943
Apostleship of the Sea	30	20	30
Bristol Sailors' Home	30	16	30
British Sailors' Society	1,000	650	2,455
Glasgow Sailors' Home	200	126	200
Leith Sailors' Home	90	50	100
Liverpool Sailors' Home... ..	203	155	200
Liverpool Seamen's Friend Society (Gordon Smith Institute)	40	30	64
Mersey Mission to Seamen	21	21	69
Missions to Seamen	350	225	793
Queen Victoria Seamen's Rest, London	126	114	126
Sailors' Home, London	245	199	202
Seamen's Christian Friend Society ...	6	3	6
Southampton Sailors' Home	135	118	132
Swansea Sailors' Society	80	40	80
Other Societies	—	—	400
Total	2,556	1,767	4,887

Co-ordination of the work of the voluntary organisations.

30. Attempts were made before 1940 to co-ordinate the work of the voluntary organisations, particularly in the accommodation field, but with very little practical result.

31. Shortly after the first Maritime Conference of the International Labour Office in Genoa in 1920, certain associations of welfare workers began to stimulate interest in wider questions relating to welfare ashore, e.g., health, and in 1927 this led to the formation of the British Council for the Welfare of the Mercantile Marine, whose main purpose was to promote welfare on the broader lines which were then being urged on the International Labour Conference. The Council with other associations later formed a National Joint Committee which surveyed the conditions in ports, and the Committee initiated the formation of voluntary port welfare committees in London, Liverpool, Cardiff and Swansea; of these, only the London Committee achieved any results.

32. The establishment of King George's Fund for Sailors is described in Section XIX. The Representative Council of Seamen's Missions and Sailors' Homes was formed in 1931 under the auspices of King George's Fund to prevent overlapping in the work carried out in the ports by the various societies. Further reference to this Council is also made in Section XIX.

B. SEAMEN'S WELFARE SINCE 1940.

VIII. *Recommendation No. 48 of the International Labour Conference.*

33. The adoption of Recommendation No. 48 marks an important stage in the history of Seamen's Welfare.

34. Since its inception maritime questions have always had a special place in the work of the International Labour Organisation, and the Second Session of the International Labour Conference was a Seamen's Conference held at Genoa in 1920. The Joint Maritime Commission of the International Labour Office, consisting of representatives of shipowners and seafarers, was established in 1920 and at the Genoa Conference it was decided that all questions on maritime affairs put forward for consideration by Conferences should be previously considered by the Joint Maritime Commission.

35. At the 13th Session of the International Labour Conference held in 1929 the promotion of seamen's welfare in ports was one of the subjects discussed, and, after subsequent meetings of the Joint Maritime Commission, Recommendation No. 48 was unanimously adopted by the International Labour Conference at the special maritime session of the Conference held at Geneva in 1936. The Conference was attended by delegates and technical advisers representing 33 States, including the principal maritime countries of the world.

36. The Recommendation covers a very wide field, including such subjects as the regulation of the sale of intoxicating liquor in dockside areas, prohibition of the sale and use of narcotics among seamen; safety in docks, health questions, etc. These matters do not come within our terms of reference and will presumably continue to be the subject of supervision by the appropriate Government Departments concerned. No reference is made in the Recommendation to the question of the finance of seamen's welfare nor to benevolent or samaritan welfare. It may be presumed that these matters were left for arrangement between the authorities concerned when the necessary action was taken by signatory Governments for giving effect to the Recommendation.

37. The Recommendation was officially adopted by the British Government in 1938 and in the following year a survey was made by officers of the Ministry of Labour and National Service in collaboration with the Mercantile Marine Department of the Board of Trade (now merged in the Ministry of War Transport) of existing conditions in the principal ports of Great Britain. After the receipt of their report steps were taken, in consultation with the various Government Departments concerned and the organisations of shipowners and seafarers, to set up official machinery to implement the Government's acceptance of the Recommendation. An outline of the official machinery is given in Section IX of our report.

38. In view of the importance of the Recommendation we give in Appendix II the preamble and Parts I, IV and VII of the Recommendation.

39. In the course of our enquiry we have taken note of a Resolution passed by the Joint Maritime Commission of the International Labour Office at its 12th Session held in London in June, 1942, which is a commentary on and supplement to the provisions of Recommendation No. 48. The relative portion of the Resolution is given in Appendix II.

IX. *Governmental Organisation.*

40. One of the main reasons why machinery to implement the provisions of Recommendation No. 48 was set up in 1940 was that in the summer of that year a great change took place in the shipping position. France and

the Low Countries were overrun by the Germans and a transfer of shipping from certain United Kingdom ports to others took place. The general need for making the best use of available tonnage also took many ships away from their normal ports. This necessitated the urgent provision of additional welfare facilities in those ports which had to deal with a greatly increased number of ships and seafarers. Account had also to be taken of the needs of shipwrecked survivors and of the many categories of foreign seamen whose homelands had been captured by the enemy. It should therefore be stressed that a good deal of the work undertaken by the Government during the war was undertaken purely because of the special war-time needs of seafarers.

41. The following is a brief account of the machinery which was set up to assist the Ministry of Labour and National Service in the work which it undertook on behalf of merchant seamen during the war.

Seamen's Welfare Board.

42. A Seamen's Welfare Board was set up in October, 1940, composed of representatives of the organisations of shipowners, officers and men, and of the Government Departments concerned with merchant seamen, together with persons having experience of the work of the voluntary organisations and a medical expert with special knowledge of seamen's health problems. The Chairman of the Board is the Joint Parliamentary Secretary of the Ministry of Labour and National Service and its functions are to advise the Minister on all questions concerning the welfare of British, Allied and other seamen in British ports, and of the crews of British ships in overseas ports. Its main duties are to advise on the co-ordination of welfare work in the ports, on the provision of hostels and recreation facilities for seamen, on questions affecting seamen's health while ashore and on the finance of seaman's welfare generally. Though its functions are advisory and it has no executive or statutory powers, its influence on welfare cannot be over-emphasised.

Port Welfare Committees.

43. After the Board had been set up it was decided to establish Port Welfare Committees in all the principal ports. The Port Welfare Committees also include representatives of the shipowners', officers' and men's organisations, with representatives of the voluntary organisations, the local authority and the foreign consular corps. In all cases the local representative of the Ministry of War Transport is an ex-officio member of the Committees. Their functions, which are advisory, are:—

(1) To implement locally the proposals contained in paragraphs 1 and 2 of International Labour Recommendation No. 48, i.e., to collect all useful information and suggestions on the conditions for seamen in the ports concerned, to advise the competent departments, authorities and welfare associations as to the adoption, adaptation and co-ordination of measures for the improvement of such conditions and to collaborate, if required, with other competent bodies in carrying out such measures: and also to furnish information from time to time to the Board, especially with a view to the International Labour Office being supplied with relevant information.

(2) To develop co-operation between the British, Allied and other welfare associations and to help the latter in securing facilities for Allied and foreign seamen, particularly as regards outdoor recreation.

(3) To place the available knowledge and experience possessed by the voluntary organisations and other bodies at the disposal of all who are working in the interests of seamen.

Seamen's Welfare Officers.

44. Seamen's Welfare Officers, who are full-time officers of the Ministry of Labour and National Service, were appointed at all principal ports to implement in their areas the policy of the Ministry based on the recommendations of the Seamen's Welfare Board and the Port Welfare Committees. They act as secretaries to the Port Welfare Committees and assist the organisations concerned with seamen's welfare, with a view to the co-ordination of their activities and the avoidance of overlapping. They have a special responsibility to ensure the provision of adequate accommodation and recreational facilities for seafarers in their respective areas and have been largely instrumental in arranging for the establishment of the Merchant Navy Houses and Clubs to which reference is made later. They work in close collaboration with the Regional Officers of other Government Departments and with the local authorities. Their reports together with the minutes of the meetings of the Port Welfare Committees are submitted to the Headquarters of the Ministry of Labour and National Service for the information of the Seamen's Welfare Board.

The Central Consultative Committee of Voluntary Organisations.

45. In November, 1940, a Central Consultative Committee of the voluntary organisations was set up to place at the disposal of the Ministry of Labour and National Service the knowledge possessed by the voluntary organisations of the special problems of seamen's welfare. Not many meetings of this Committee have been held and, in practice, consultation of the voluntary organisations is made through the Port Welfare Committees.

X. The Role of the Government, the Shipping Industry and the Voluntary Organisations.

46. As this was the first occasion on which the three agencies with which we are primarily concerned came together in the field of welfare, it is important to examine how effectively the machinery which has been set up has worked. We accordingly set out the functions of each agency in turn within the framework of the new machinery.

(a) The Government.

47. The supervisory functions of the Government in home ports have been discharged mainly through the agency of the Ministry of Labour and National Service. The Ministry provides the secretariat of the Seamen's Welfare Board, and has appointed the Seamen's Welfare Officers in the various ports.

48. The Ministry is also mainly responsible for the direct work done by the Government in this field of welfare in this country. The Ministry of War Transport is, however, closely associated with the Ministry of Labour and National Service and has been particularly concerned with welfare work for Allied and neutral seamen. Representatives of the Ministry sit on the Seamen's Welfare Board and on the Port Welfare Committees, and the Ministry's Mercantile Marine Office Superintendents in the ports work in close co-operation with the Seamen's Welfare Officers.

49. The Ministry of War Transport has been responsible for the supervision of the welfare work for British seamen in ports overseas. It furnishes reports on this work to the Seamen's Welfare Board.

50. The Colonial Office has established a number of hostels and clubs for Colonial seamen and has taken a special interest in their welfare, as part of its general responsibility for the care of Colonial citizens in this country. The work of the Colonial Office is dealt with more particularly in paragraphs 113-115.

51. Other Government Departments concerned in seamen's welfare are consulted as necessary by the Ministry of Labour and National Service and the Ministry of War Transport.

(b) *The Shipping Industry.*

52. The role of the shipping industry in the new framework has been mainly advisory. All branches of the shipping industry are represented both on the Seamen's Welfare Board and on the Port Welfare Committees. Representatives of the shipowners', officers' and men's organisations form, in fact, the majority of the members of these bodies.

(c) *The Voluntary Organisations.*

53. The voluntary organisations are not represented on the Seamen's Welfare Board, though two members of the Board have been appointed because of their special knowledge of the work of these organisations. One of the members is the Secretary of King George's Fund for Sailors. The association of the voluntary organisations with the new Governmental machinery has been mainly through their representation on the Port Welfare Committees.

XI. *Results achieved.*

54. How far did the new machinery achieve results? The best answer will be to examine in what direction progress has been achieved and to set out the record of the four years since the Seamen's Welfare Board was established.

55. As has already been indicated in Section VIII, under war-time conditions of service large numbers of men come ashore at ports which are not their home ports and frequently crews or individuals have to stand by their ships between voyages at ports distant from their homes. Additional accommodation and recreational facilities have had to be provided for them. This need was partly met by the establishment by the Government of Merchant Navy Houses and Clubs (paragraph 60). In addition, the voluntary organisations not only continued their peacetime work for merchant seamen but increased and enlarged their existing hostels and institutes, and opened new ones. The following developments during the war seem to be particularly worthy of notice:—

(1) *Co-ordination of Effort.*

56. Under Governmental supervision for the first time in the history of seamen's welfare, a measure of co-ordination of effort has been successfully achieved. In every port where a Port Welfare Committee has been set up those concerned with the problem of the welfare of seamen meet together at regular intervals to receive reports on the work being done in the port areas concerned, to consider proposals for extension and improvement of existing facilities, and to make suggestions for further developments. Organisations working in the area concerned are thus enabled to give an account of their activities and to receive the benefit of the advice and assistance of the representatives of the Government as well as of the shipowners' and of the officers' and men's organisations who are members of the Committee. The local authorities are also brought into close contact with the work being done as, in most cases, Port Medical Officers and representatives of the Port Health Authorities sit on the Committees.

57. Through the machinery of the Seamen's Welfare Division of the Ministry of Labour and National Service, reports of work done throughout the country are submitted at regular intervals to the Seamen's Welfare Board, which body advises the Department what further steps are needed to link up nationally the developments being made locally. New ideas which have

been tried in one particular area are thus passed on to other areas for consideration by the Port Welfare Committees concerned. The Seamen's Welfare Board has played a notable part by centralising and co-ordinating nationally all activities carried on by the Port Welfare Committees.

58. Apart from the general co-ordination of effort the new Governmental machinery gave a considerable impetus to schemes being prepared for the extension and improvement of existing facilities. The Port Welfare Committees as the supervising bodies were able to see where facilities were lacking and to make suggestions which led to the remedying of these deficiencies. The result was a great increase in the amenities provided for seafarers in all the main ports.

(2) *Raising of Standards of Accommodation and Recreation.*

59. One of the most valuable results of the new machinery was the encouragement given to the raising of the standards of accommodation and of the general recreational and other facilities provided in the hostels and institutes of voluntary organisations. Owing to the fact of their establishment, for the most part, in the latter years of the nineteenth century, much of the accommodation provided was of the dormitory or cubicle type and much of the furniture and equipment fell short of the standard now considered suitable for seamen. Owing to the influence of the Port Welfare Committees the old dormitory system was abandoned in most places in favour of a separate room for each seafarer. Improvements also took place in the type and standard of the furnishings and equipment of all the premises of the voluntary organisations.

(3) *New types of Residential and Non-Residential Clubs.*

60. An important development during the war was the establishment by the Ministry of Labour and National Service of a new type of residential club called the Merchant Navy House and a new type of non-residential club called the Merchant Navy Club. These places were revolutionary in design and in outlook. A brief account of their outstanding features is given below:—

(a) *Merchant Navy Houses.*—These are in effect hotels for seafarers embodying as far as possible under war-time difficulties the standards of accommodation laid down by the Seamen's Welfare Board. The facilities they provide include sleeping accommodation, generally in single rooms or cubicles, baths, changing rooms, reading, writing, billiard and recreation rooms, dining room and bar. In certain of the Merchant Navy Houses accommodation is provided for married couples. The total number of beds provided in the eleven Merchant Navy Houses established up to August, 1944, was 603, of which an average of over 500 were occupied nightly.

(b) *Merchant Navy Clubs.*—These Clubs of which eight have been opened (in addition to the three mentioned in paragraph 64) are usually situated in the centre of the town away from the dock areas and provide the seafarer with all the amenities of a good club. In addition to the usual dining, bar and recreational facilities, concerts and dances are organised and every effort is made to make these clubs the meeting place in the ports of seafarers and their friends.

(c) *Admission of wives and women friends of seafarers.*—At all Merchant Navy Houses and Clubs admission is given to wives and women friends of seafarers. This was a revolutionary conception which had much to do with the instantaneous popularity of these places and was in keeping with the spirit of Recommendation No. 48 which enjoined signatory Governments to take every step possible to encourage the family life of seamen.

(d) *Facilities for sale of alcoholic liquor.*—In accordance with the advice tendered by the Seamen's Welfare Board, a bar and bar-lounge is installed in all Merchant Navy Houses and Clubs. The Board has expressed the opinion that facilities of this kind should be provided because the members believe (a) that seafarers in general prefer to be able to obtain a glass of beer in their own establishments and (b) that provision of licensed facilities in decent surroundings and in the company of wives and friends tends to diminish excessive drinking. We are glad to be able to record that the representatives of the National Service Hostels Corporation assured us that no difficulties had occurred as a result of this step.

The authorisations for the sale of liquor in Merchant Navy Houses and Clubs are issued by the Ministry of Labour and National Service in agreement with the Home Office under the provisions of Defence Regulation 60AA.

61. The Merchant Navy Houses and Clubs established by the Ministry of Labour and National Service are managed by the National Service Hostels Corporation, a company not trading for profit, which was set up by the Ministry to manage Government hostels for war-workers. The Corporation also manages the clubs at London, Glasgow and Cardiff which have been sponsored by the Merchant Navy Club Company Limited (see para. 64).

(4) *Merchant Navy Reserve Pool Waiting Rooms.*

62. At many ports, waiting rooms with canteens have been set up for the convenience of seafarers attending the Merchant Navy Reserve Pool Offices. Under the arrangements made for the enrolment of seafarers, large numbers of men while awaiting orders attend daily to sign on at the Pool Offices and remain in the vicinity of the Offices throughout the day. It was felt that a waiting room with facilities for recreation and for the provision of light meals would be of benefit to these men. The cost was met from the Seamen's Welfare Fund (see paragraph 71); and the management of these waiting rooms is entrusted to various voluntary organisations.

(5) *Rest Homes for Merchant Seamen.*

63. Rest Homes have been established for the benefit of merchant seamen suffering from the strain of war-time service. These rest homes have been set up at the suggestion of the Seamen's Welfare Board and cater for seamen who have been certified by a Merchant Navy Reserve Pool Medical Officer as being in need of rest and recuperation. Men resident in the homes receive full maintenance and pocket money as well as allowances for dependents; this is made possible by grants from King George's Fund for Sailors. The Fund has also made grants towards the cost of the establishment of the rest homes. Three rest homes have already been set up in different parts of the country. They have been much appreciated by those seafarers who have used them.

(6) *Merchant Navy Club Co., Ltd.*

64. One of the most interesting developments during the war was the establishment of the Merchant Navy Club Co., Ltd., which was set up in 1942 to take over the administration of the generous contributions received from the American labour organisations through the British War Relief Society of the U.S.A. for the establishment of clubs for merchant seamen in Great Britain. This friendly gesture was greatly appreciated by all connected with the Merchant Navy in this country. A total of \$210,000 has been contributed from American funds up to 30th June, 1944, and the Company has set up Merchant Navy Clubs at London, Glasgow and Cardiff. The Council of Management of the Company includes the American Ambassador as Chairman, the Parliamentary Secretaries of the Ministry of Labour

and National Service and of the Ministry of War Transport, the General Manager of the Shipping Federation, the General Secretary of the National Union of Seamen, and other members appointed by the Council.

(7) *Liverpool Seamen's Welfare Centre.*

65. Another interesting development was the establishment of the Liverpool Seamen's Welfare Centre which is responsible for the highly successful club for seafarers in Liverpool known as the Ocean Club. The Centre also runs one of the rest homes referred to in para. 63 above, and the Liverpool Reserve Pool Waiting Room. The Committee of Management of the Centre is composed of shipowners and of representatives of seafarers. The funds for the Centre have mainly been provided locally by shipowners and others.

XII. *Finance of Seamen's Welfare.*

66. Before 1940 welfare amenities for seafarers were provided exclusively by the voluntary organisations out of the donations received by these organisations from the public, including donations from individual shipowners and shipping companies. Since 1940 the cost of providing welfare amenities for seafarers has been shared between the Government and the voluntary organisations, there being no specific contribution made by the shipping industry. Contributions however have been made by shipowners and shipping companies to new organisations such as the Liverpool Seamen's Welfare Centre as well as to existing organisations.

I. *The Government.*

67. The contribution of the Government to the cost of Seamen's Welfare during the war was made mainly through the expenditure incurred by the Ministry of Labour and National Service. A certain amount of expenditure has also been incurred by the Ministry of War Transport in respect of Allied and Neutral seamen and by the Colonial Office on behalf of Colonial seamen.

68. *Ministry of Labour and National Service.*—The approximate cost to the Exchequer of residential and non-residential clubs, etc., provided or assisted by the Ministry of Labour and National Service during the war to 30th June, 1944, was as follows:—

(a) Cost of Merchant Navy Houses and Clubs managed by National Service Hostels Corporation, Ltd.:—

	£	£
(i) Capital costs	217,000	
(ii) Contribution to running costs	45,000	262,000

(b) Grants to Voluntary bodies:—

(i) Capital costs	7,000	
(ii) Contribution to running costs	4,000	11,000

£273,000

These figures exclude the cost of administrative services of the Ministry of Labour and National Service.

69. *Ministry of War Transport.*—The Ministry has made the following contributions towards the establishment and running expenditure of clubs in Great Britain:—

(a) In the case of three clubs for which the Ministry accepted full responsibility, it had met up to the 30th June, 1944, capital expenditure of £3,030, and deficits on running expenditure of £2,842.

(b) In the case of clubs for which it has made a part contribution, other contributors being the Allied Governments or shipowners, etc., the Ministry has made capital grants totalling £1,308 to three clubs, and grants totalling £970 towards running expenditure, up to 30th June, 1944.

70. *Colonial Office*.—The Colonial Office has established four hostels especially for the use of Colonial seamen. During the financial years 1942-3 and 1943-4 its total capital expenditure on these hostels was £23,000, exclusive of the cost of administrative services at headquarters and of certain items of a maintenance character borne by the Ministry of Works. In addition contributions made to running costs totalled £6,296 in these years.

71. *Seamen's Welfare Fund*.—This Fund was created as the result of donations, each of £5,000, received from the Shipping Federation and the Royal Seamen's Pension Fund for the purpose of furthering seamen's welfare. Smaller donations have also been received from other bodies and from individuals. The Fund is managed by the Seamen's Welfare Board and, except for certain sums which have been earmarked for specific purposes by the donors, is available generally for the welfare of seamen ashore.

2. *The Shipping Industry.*

72. As already mentioned, the industry, as a whole, made no contribution to the cost of welfare schemes during the war.

3. *The Voluntary Organisations.*

73. It has not been found possible to give precise figures showing the extent of the contributions made by the voluntary organisations to the cost of providing temporal welfare schemes during the war, in the absence of a complete statistical survey of the finances of these organisations.

74. In Appendix III we give a statement showing the investments, income and expenditure of voluntary organisations in 1938 and for the years 1940-3. These figures have been extracted from the published accounts of the various societies, and serve to give as far as possible a fairly accurate indication of their total income and expenditure during the war. It will be noted that, the list of societies included is not exhaustive.

75. As appears from the statement, the total annual expenditure for all purposes of those organisations concerned with hostels, clubs and institutes rose from about £285,000 in 1938 to an average of over £700,000 during the four war years. Up to date figures would no doubt show a still higher rate of expenditure. This will show the great increase in the scale of their activities, even allowing for higher war-time costs of goods and services. From further figures which we have examined relating to the actual working in 1940-3 of some 100 hostels, we estimate that there was an average annual excess of running expenditure over income from services rendered of between £100,000 and £150,000. This excess was met by income from investments, and contributions from the public.

C. SEAMEN'S WELFARE IN THE POST-WAR PERIOD.

XIII. *General Review of Problem.*

76. We now consider, in the light of the experience gained, what steps should be taken in the post-war period. In our consideration of the problem we sought the views both of the representatives of the shipping industry and of the voluntary organisations, on the main questions with which we are concerned.

77. In the case of the shipping industry, we approached the National Maritime Board as being the authoritative channel of opinion of all branches

of the industry. This Board is composed of equal numbers of representatives of shipowners and of officers and men and deals with all questions affecting the terms and conditions of service of crews engaged in the United Kingdom for British merchant ships. It has had outstanding success in settling industrial questions and is the only body which can speak for the industry as a whole. The voluntary organisations were approached individually.

78. Information was sought on the following general questions among others:—

(1) What should be the respective roles of the Government, the shipping industry, and the voluntary organisations in the field of seamen's welfare; and

(2) whether the hotel and club side of seamen's welfare work should be treated as a purely secular matter entirely divorced from religious work for seafarers.

79. The reply received from the National Maritime Board may be summarised as follows:—

(1) Seamen's welfare work should be dealt with centrally by a body authorised by statute, composed of representatives of shipowners and of the officers' and men's organisations.

(2) A large part of the cost of welfare schemes should be borne by the industry, the necessary funds being raised by a compulsory levy made both upon owners and upon seamen.

(3) The central body should make use of the services of the voluntary organisations but only if they conform to the standards laid down by the central welfare body.

80. The replies received from the voluntary organisations may be summarised as follows:—

(1) General approval was expressed of the machinery which had been set up during war-time for the co-ordination of the work of seamen's welfare. There was also a general agreement that some form of co-ordination and control would be necessary in the post-war period.

(2) It was recognised by nearly all that the shipping industry had a right to be consulted on all matters concerning the welfare of seafarers. It was also recognised that the Government had an interest in their welfare.

(3) Practically all the voluntary organisations expressed the belief that the preservation of the voluntary principle was important and that voluntary organisations should continue their work in the post-war period. They claimed that neither the Government nor the industry could cover the whole ground and drew attention to the fact that the inspiration of their work was philanthropic, which gave a special personal character to their institutes and other centres. Certain societies suggested that in a country with democratic principles the freedom of choice of seamen should not be limited, and that, in the same way, the liberty of individual agencies to supply seamen's needs ought not to be curtailed.

(4) There was definite opposition on the part of practically all the organisations to any proposal to separate hotel and club work from other kinds of welfare work, on the ground that there was no dividing line between religious and secular work, the two being inter-dependent.

XIV. *The Need for Residential and Non-Residential Clubs.*

81. We have considered how far the establishment of special clubs for seafarers is necessary. At first sight it might be thought that members of the Merchant Navy would be able to find accommodation in the hotels and boarding-houses usually found in ports, and during the day-time adequate opportunities for recreation in cafes, cinemas and similar amusement centres.

82. We have come to the conclusion, however, that while there is force in this argument there are and will remain ports where sufficient suitable accommodation cannot be found in hotels and boarding-houses, and where recreational facilities are lacking. With the prospect of continuous employment being organised for seafarers after the war, the case for providing regular accommodation and recreational facilities for men standing by for allocation to a ship is strengthened.

83. Further, most seafarers are away from home for long periods and they are not in a position to enjoy the normal benefits of family life. Anything that can be done to promote their family life should be encouraged. The recent innovation of providing accommodation where wives of Merchant Navy officers and men can join their husbands at ports when the latter are unable to make a visit home is a development which we welcome and has been greatly appreciated, and should be extended as far as reasonable.

84. As regards the need for clubs generally, there is bound to be a number of visiting seamen in every port who, especially if they are strangers to the port, would benefit by the availability of some recreational centre of their own. They naturally want to be ashore as much as possible, but cannot or should not have to spend all their free time sight-seeing or in visiting public-houses, cafes or cinemas.

85. In most port areas also, especially by the dockside, there are cafes and public-houses of a low type which can only be regarded as traps for the unwary seafarer. In these he may meet women of undesirable character, and may be induced to spend part of his wages in drink and entertainment of a harmful kind. It is in the interests of the seafarer and the community that he should be encouraged to keep away from this type of resort. The existence of Merchant Navy centres to which he would naturally go would undoubtedly provide a strong counterbalance to the doubtful attractions of the more undesirable type of club or licensed premises.

86. In any case the Merchant Navy clubs established during the war have been an innovation which has been greatly appreciated. We are of opinion that this type of club must continue and there can be no withdrawal from the standard which has been set up in them.

87. Clubs should not necessarily be confined to the dockside area but should be established, wherever possible, in the districts near the centre of the town so that the seafarer can get away from the atmosphere of ships and be closer to the centre of normal civilian life ashore.

88. The need for the provision of clubs is especially important for the younger seamen. So long as conditions exist in which young seamen in any numbers frequent a port, whether coming off ships in which they are serving or, even more, if they are awaiting engagement, they form a special responsibility for the shipping industry. This responsibility can best be discharged by providing them with separate clubs where there can be special supervision and care over those who use them.

XV. The Need for Control of Redundancy.

89. One of the most important problems of the post-war period will arise from the wartime expansion of residential and non-residential club facilities, much of which will be redundant as measured by normal peace-time requirements. We have surveyed the extent to which co-ordination has been achieved during the war and how far control has been found to be necessary.

90. The Ministry of Labour and National Service as the chief co-ordinating Government Department has no compulsory powers in connection with its work for the welfare of merchant seamen. The work

which it has undertaken has been done during war-time when there was an urgent need for the expansion of existing facilities and when large sums of money were available for expenditure by the voluntary organisations. Under the Civil Building Licensing System, introduced by the Ministry of Works, no licence for setting up new premises or for the adaptation and/or extension of existing premises could be granted by that Ministry unless a definite need could be proved and unless the support of the Ministry of Labour had been granted to the scheme in question. It was, therefore, impossible for a voluntary organisation to erect a new building or to improve an existing building without the prior approval of the Ministry being obtained. Similarly, supplies of furniture and equipment and the special priorities which are granted by the Ministry of Food to hostels and institutes of the voluntary organisations catering for seamen, could not have been obtained without the support and approval of the Ministry of Labour and National Service.

91. In effect, therefore, during the war the Ministry of Labour and National Service has acted as a central controlling and co-ordinating body, supported in its decisions by the advice of the Seamen's Welfare Board and the Port Welfare Committees.

92. While the expansion of welfare facilities was the normal process during the war, in peace-time the opposite will be the case. The problem which will arise immediately after the war, and may recur at later times in a less acute form, will be the closing down of those premises the need for which has clearly ceased. The only possible solution is that there should be a central authority in close touch with the position and in possession of sufficient powers to ensure the elimination of these redundant premises. If this step is not taken the position in the temporal welfare sphere will be chaotic, since the temptation to retain premises where there are competing organisations will be very great.

93. This argument is reinforced by the fact that the efforts made by the Representative Council of Seamen's Missions and Sailors' Homes before the war to bring about voluntary agreement between the various organisations on matters of policy had very little success. The reason for this was that no real powers were vested in the Council. It was therefore open to any organisation which disagreed with the decisions of that body to take independent action.

XVI. The Role of the Government, the Shipping Industry and the Voluntary Organisations.

94. From our examination both of the pre-war and war-time organisation we have been led to the conclusion that some body must be set up to co-ordinate and control the various agencies working in the field of welfare. It therefore remains to consider how the responsibility for co-ordination and supervision can best be discharged and what should be the respective functions of the three agencies with which we are concerned.

(1). The Government.

95. We have been much impressed by the extent and scope of the work done by the various Government Departments in the field of welfare but we fully recognise that this work was undertaken primarily because of the special war-time needs of merchant seamen. It cannot therefore be said that the Government has accepted the permanent responsibility for undertaking the direct control of welfare work for Merchant Seamen. The Government cannot divest itself of some general responsibility under Recommendation No. 48, but we take the view that the function of the Government in the

field of welfare should be to exercise general supervision rather than to undertake directly the organisation of welfare. There is no logical reason why the Government should accept executive responsibility for welfare measures for merchant seamen any more than it should undertake a similar responsibility for any other class of worker. In this view we have been supported by the evidence tendered to us both by the National Maritime Board and by the representatives of the voluntary organisations. This is not to suggest any doubt that the Government should give its full support to these measures for the welfare of an important section of its citizens, which for the reasons given in paragraph 85 will also be of indirect benefit to the community as a whole. In our recommendations we have suggested that this support should take the practical form of a financial contribution.

(2) *The Shipping Industry.*

96. The shipping industry has taken an important part in the organisation which has been set up during the war and is now anxious to play a larger role than before. There are several reasons why it should do so. It has a natural interest in the steps taken for the well-being of its members and it can claim to know best what these needs are. The industry is, moreover, prepared to provide money to meet these needs. It is logical therefore that the industry should assume responsibility for executive and controlling work in the welfare field.

(3) *The Voluntary Organisations.*

97. The voluntary organisations were, in effect, the only organisations to undertake work in the welfare field before the war and during the war their contribution has been valuable. Clearly, their role after the war will be important and therefore they must share in any scheme for the future organisation of seamen's welfare.

98. There are certain factors which must be taken into account which would render it unlikely that the voluntary societies alone without supervision could provide all that is needed in the welfare field. For example, the refusal of many of them to supply alcohol on their premises had some share in the decision to establish certain of the Merchant Navy Houses and Clubs. Again, many of them do not admit women guests of seamen to their premises.

99. There is also a rather more intangible factor. Many merchant seamen feel when using some of these societies' premises, that they are the objects of charity, whereas they would prefer to feel that they were paying their own way, as they would do at a normal hotel or club. "Charity" is of course a debatable and relative term, but the feeling exists, and is sometimes intensified when there is any suggestion of patronage.

100. The problem of reconciling the different claims of the industry and the voluntary organisations is not simple. We have considered whether a joint controlling body would be the appropriate solution. After reflection, we have rejected this solution. As indicated in the foregoing paragraphs, it seems to us logical that the controlling interest in any organisation for the welfare of seafarers should be entrusted to the representatives of the shipping industry. If so, and if the supervision of the voluntary societies which we consider necessary is to be effective, the representation of the voluntary societies on any joint controlling body, could at most be a minority. It might be argued that even a minority would give the societies a definite status and a share in final decisions. In practice, however, a nominal share is worse than none at all. In fact the representatives of the voluntary organisations were unable to carry their views against those of the

majority, the decision would bind these representatives in a way which might be embarrassing to them personally, or to the societies to which they belonged. It is a point of some substance also that as the shipping industry is prepared to bear a large part of the cost of welfare schemes, it would be better that the body which has the expenditure of the money which that industry contributes should be composed entirely of their representatives.

101. We therefore think that it would be more satisfactory from all points of view that the controlling body should be composed exclusively of members of the industry, and that the voluntary organisations should be able to discuss matters of concern to them on a separate joint council where their representation could be larger and more effective.

102. There must be full consultation with the voluntary organisations through this council and through regional or port welfare committees. There must also be some form of appeal open to a voluntary organisation which may consider that the controlling body has used its powers arbitrarily or unfairly notwithstanding these opportunities of consultation.

103. The system of Port Welfare Committees has been a most valuable means of associating the voluntary organisations with the official machinery, and the continuation of this form of contact with local needs and developments will be essential. For similar reasons no controlling body will be able to do without travelling or regional officials corresponding to the present Seamen's Welfare Officers.

D. WELFARE OF CERTAIN CATEGORIES OF SEAMEN.

XVII. (1) *Introductory.*

104. We have given some consideration to the special problems affecting certain categories of merchant seamen. If we describe their problems as special, this does not imply in any way that we consider that their needs can or should be segregated from those of British seamen generally, but simply that it is more convenient to deal with these problems separately.

105. The most important sections of the seamen we have in mind are the Indian, Chinese and Colonial seamen serving in some ships, most of whom are recruited on special Articles and rates of pay; and the foreign European seamen visiting this country.

(2) *Indian Seamen.*

106. Indian seamen are not normally discharged in this country; they are engaged in India for a voyage or period of service terminating again in India, and remain the continuous responsibility of the employing Company in the interval. In normal times it was seldom necessary to lodge a crew ashore in this country, but, when it was, the duty and charge fell upon the shipowner employing them. During the war considerable numbers have been arriving in this country as survivors or otherwise who could not immediately be engaged on other ships or repatriated. In certain circumstances the Ministry of War Transport has met the financial responsibility for accommodating crews ashore.

107. Before the war Indian crews when accommodated ashore were placed in boarding houses run by private individuals as commercial ventures. The disadvantages of this system as numbers increased during the war became apparent and the accommodation used for Indian crews ashore in this country is now usually provided (1) by the shipowners, (2) by the Missions to Seamen (Glasgow), or (3) in the hostel set up by an individual of Indian nationality at Coatbridge near Glasgow, which though run by him as a private individual is subject to supervision. Special reference must be made to the establishment by Liverpool shipowners who employ Indian seamen of the hostel at

Mere Hall, Birkenhead, in most attractive premises and surroundings. So far as it has been necessary to use ordinary boarding houses, certain improvements in conditions have been made.

108. In London, Liverpool and Glasgow, which are the chief ports where Indian crews are found ashore in war-time, committees of representatives of the shipowners employing Indian seamen have been set up, dealing primarily with the provision of accommodation. In each case the Seamen's Welfare Officer, the Indian Seamen's Welfare Officer (see below) and the Superintendent of the Mercantile Marine Office are present at meetings in an advisory capacity. There are also arrangements for co-operation between the three ports so that if accommodation in one port is overloaded, transfers can be made to another port if there is spare accommodation.

109. Recreational clubs for Indian Seamen are a war-time innovation. A number of such clubs have been set up in Manchester, Liverpool, Hull and other ports by the Missions to Seamen, and one at Avonmouth by the British Sailors' Society.

110. The High Commissioner for India, as representing the Government of India, takes a close interest in the welfare of Indian merchant seamen. The Government of India in July, 1940, appointed three Indian Seamen's Welfare Officers (of Indian nationality) to be responsible to the High Commissioner for India for the supervision of Indian seamen's welfare ashore and afloat in United Kingdom ports. They are stationed at London, Liverpool and Glasgow respectively, and work in close co-operation with the Superintendents of the Mercantile Marine Offices and with the Seamen's Welfare Officers.

(3) *Chinese Seamen.*

111. Until the beginning of 1942 the position of Chinese seamen was much the same as that of Indian seamen. Since it became impossible to repatriate Chinese seamen to their home ports in the Far East, arrangements have been made between the British and Chinese Governments to give them continuity of employment through Chinese Seamen's Reserve Pools established in Liverpool and Bombay. Chinese seamen who are ashore in the United Kingdom whether through the conclusion of the voyage or as survivors, are attached to the Pool. The Ministry of War Transport is responsible for the wages and maintenance of men in the Pool. The Ministry has appointed a special Liaison Officer, with particular knowledge of the Chinese language and character, who is concerned especially with the welfare of Chinese seamen. The men are accommodated principally in the ports of Liverpool and Glasgow in boarding houses run by or under the supervision of the leading shipowners concerned. The number of Chinese seamen on British ships is much smaller than the number of Indian seamen and their employment is almost entirely in the hands of two important Shipping Companies.

112. Three clubs for Chinese seamen have been set up in Liverpool, London and Glasgow respectively. They are under the control of specially formed local committees of shipowners and others, who have provided the funds with some Exchequer assistance. The responsibility for running the club at Liverpool has recently been transferred by agreement to the Chinese Seamen's Union.

(4) *Colonial Seamen.*

113. Certain Colonial seamen are employed on special Articles, but a considerable number are on ordinary Articles.

114. The Colonial Office has made itself responsible during the war for the accommodation of Colonial seamen in ports in this country and has set up in certain ports Colonial Houses providing amenities analogous to those in

Merchant Navy Houses; these are administered directly by the Colonial Office. A club for Colonial seamen at Barry is financed by the Colonial Office. The Department has worked in close co-operation with the Ministry of War Transport and the Ministry of Labour and National Service; and the Port Welfare Committees and the Seamen's Welfare Officers have collaborated locally in matters affecting Colonial Seamen.

115. The Colonial Office state that in their experience Colonial seamen, while they like to know that the general facilities for British merchant seamen are available to them, prefer to mix with their own people. One practical reason for helping them to do so is that many of them speak but little English and might fall an easy prey to the dangers which beset seafarers ashore.

(5) *Non-British European Seamen.*

116. Before the war large numbers of ships flying the flags of European States, especially the Scandinavian countries, used the ports of this country. Most foreign seamen when ashore associated with their own compatriots or found their own amusements, if they knew the port (as most of them did), but some used the amenities provided for British seamen. Special reference may be made to the Scandinavian missions which existed in most ports. The official survey presented in 1939 stated that these were remarkably well patronised. The survey also mentioned a considerable demand for sports facilities, e.g., football, among Scandinavian seamen, and suggested that there was a number of foreign seamen who might have benefited by additional welfare arrangements.

117. During the war a considerable number of Allied and neutral seamen have been based on this country, owing to the occupation of their homelands by the enemy. In 1940 the Ministry of War Transport stimulated the establishment in the main ports of Hospitality Committees (most of which have since been merged or linked up with Port Welfare Committees) intended to ensure that proper arrangements were made for the welfare of these seamen. Since 1942 large numbers of American ships have been trading to this country.

118. The Governments of Belgium, Greece, Holland, Norway, Poland, the U.S.A. and Yugoslavia have set up organisations in this country to look after the interests of their merchant seamen, and the French Authorities have followed a similar procedure. All of them have established hostels and clubs for their own seamen with their own funds. The Ministry of War Transport has been in close touch with them and has given assistance in obtaining premises, equipment, etc., and considerable help has been afforded also by Seamen's Welfare Officers and Port Welfare Committees. Certain ships formerly under other foreign flags, e.g. those of Denmark and the Baltic States, are under the care and control of the Ministry of War Transport, which has been directly responsible for the welfare of the crews of these nationalities.

119. There has been a considerable demand from the Allied seamen who were based on this country for excursions and entertainments (provided by the British Council, see below) and, in certain areas where local factors encouraged it, for sports facilities. This may be a pointer for post-war conditions though the need for entertainments at least will presumably be much reduced.

(6) *British Council.*

120. The British Council, operating under the Foreign Office, has undertaken a general responsibility for the educational and recreational welfare of all visitors from overseas to the United Kingdom. It takes a special interest in Allied and neutral seamen. Dominion, Colonial and Indian seamen are also covered by its activities.

121. The main purpose of the Council is to ensure that the best possible impression of Britain and of national life in this country is gained by all types of visitors.

122. It has a Regional organisation with full-time staff, and in all the major ports excursions, entertainments, concerts, and film shows, and classes in English have been organised for merchant seamen.

123. At some ports where the Council has its own premises, seamen are received in large numbers; elsewhere the Council provides, in addition to the facilities mentioned above, such amenities as libraries and reading material for the national clubs and hostels organised by Allied Governments and other authorities.

124. It is no part of our task to foresee whether the British Council will be able to play a similar part in peacetime but we should hope this would be possible.

PART III—CHARITABLE APPEALS.

XVIII. *Introductory.*

125. We have now to consider the appeals for funds made to the public by the voluntary organisations. This is a matter which is intimately bound up with the earlier part of our report. We have to deal here however not only with societies which appeal for funds to maintain their work of temporal welfare, e.g., the provision of institutes, hostels, clubs, etc., but also with those societies (including some engaged in temporal welfare) appealing for funds for benevolent and other purposes, whether for expenditure in Great Britain or elsewhere. These bodies are numerous, with different objects, methods and organisation. The work which they undertake includes financial assistance to distressed seamen and their dependants, general aid for shipwrecked seamen, pension funds and houses for aged seamen, orphanages and schools, training schools for the Merchant Navy, and collection and distribution of comforts and books, etc. There are also three Seamen's Hospitals, but in accordance with paragraph 13, and in view of the arrangements already existing for the co-ordination of appeals for hospitals, we have not regarded them as within the scope of this report.

126. The matters referred to in the preceding paragraph are not dealt with in Recommendation No. 48, and the appeals made by the voluntary organisations are outside the effective scope of action of the Ministry of Labour and National Service and of the Ministry of War Transport. The regulation of certain methods of charitable appeals falls within the administrative sphere of the Home Office. In Scotland these regulative powers are exercised by the Secretary of State for Scotland.

127. Benevolent work among seamen has been known since as early as 1514 when there is evidence that the Brethren of Trinity House, London, were dispensing charitable funds at their disposal and had almshouses for seafarers. In 1550 the Merchant Venturers established almshouses for seamen in Bristol and in 1702 and 1750 other ports followed suit. In 1756 the Marine Society was formed for fitting and placing out poor boys of good character to serve at sea, and in 1790 the London Maritime Institution provided annuities to Masters and their widows.

128. Early in the nineteenth century the first Seamen's Hospital was founded, shortly followed by the first orphanage, the Merchant Seamen's Orphan Asylum, now the Royal Merchant Navy School, Bearwood, and the Destitute Sailors' Asylum in Dock Street, London. In 1839 was founded the first Society to deal with shipwrecked mariners and fishermen and their widows and orphans in the Shipwrecked Fishermen and Mariners' Royal

Benevolent Society; and in 1865 the Royal Alfred Aged Seamen's Institution came into existence. During the latter part of the eighteenth century further hospitals, orphanages, Homes for aged seamen, and Training Ships for boys were founded.

XIX. *King George's Fund for Sailors.*

129. During the 1914-1918 war, various funds and establishments sprang up, some of which were short-lived, but others remained in existence. There arose a great danger of overlapping and lack of collaboration between all the societies, especially in the giving of assistance to aged seamen and to so-called destitute seamen.

130. As a result of steps taken by prominent members of the shipping industry and others, King George's Fund for Sailors was formed in 1917 to collect and distribute money to the Nautical Societies working for seamen (Naval or Merchant) or their families or dependants. One of its chief functions was to bring together the various societies already in the field, and induce them to co-ordinate their activities. Another was to examine the accounts of the various societies to ensure that they were kept in a satisfactory form.

131. The Fund has achieved considerable success and has become recognised as the central collecting society for nautical charities. Its authority among the Nautical Societies is undoubted. It set up a Representative Council of Sailors' Homes and Missions in 1931, consisting of representatives of the principal organisations which before the present war were concerned with the welfare of merchant seamen. The main objects of the Council were to prevent overlapping in the ports, to weed out unworthy societies, and to obtain co-operation in such efforts as flag days and large appeals for money. Not all the then existing societies took part in the proceedings of the Council, and certain difficulties were encountered from time to time, but the Council prevented a certain amount of fresh overlapping even if it was not able greatly to reduce the overlapping already taking place. A standardised system of accounts was drawn up by King George's Fund for Sailors and has been accepted by nearly all the societies which were in existence before the war. The London and Home Counties Combined Flag Day for Seamen has resulted from its efforts. No other flag day for seamen is allowed in the Metropolitan area.

132. In order to make certain that officers and men of the sea services and their families and dependants in need during the present war should be provided for, King George's Fund has, with the concurrence of the Admiralty and Ministry of War Transport, set up a special War Fund for this purpose for which special appeals have been made. Certain national societies have been appointed to deal with applications for assistance from this War Fund and to act as almoners. This War Fund has separate sections for the Royal Navy and Merchant Navy respectively. There is no other organisation undertaking the same work in this country.

133. King George's Fund has also continued its normal work during the war and has made grants in new directions, e.g., to assist seafarers resident in rest homes; and altogether in 1943 it made grants to voluntary societies for work for merchant seamen and their dependants totalling £204,042.

134. In the course of consideration of this report we have learnt that King George's Fund has arranged to separate completely the administration of its Merchant Navy from that of its Royal Navy funds. Clearly funds for the Merchant Navy are best dealt with by those directly concerned with that Service, and we agree with this step.

XX. *Present Statutory Position of Charitable Appeals.*

135. The Home Office in England and Wales, and the Scottish Home Department in Scotland, are the Departments administratively concerned with the regulation of certain methods of charitable appeals, which in general are subject to local permits or licences; their own powers are not extensive.

136. The question of taking powers to supervise charitable work generally has often been under consideration, and was the subject of enquiry by the Departmental Committee on the Supervision of Charities which reported in 1927; and by the Joint Committee of both Houses of Parliament on whose report in July, 1938, the House to House Collections Act, 1939, was generally based. The existing control by statute of charitable societies and their appeals is confined to the following measures:—

137. Section 5 of the Police, Factories, etc. (Miscellaneous Provisions), Act, 1916, enables regulations* to be made by a police authority as to street collections (otherwise known as flag days). A permit from the police authority of the area in which the collection is to be made is required and its issue is entirely within the discretion of the authority.

138. Under the House to House Collections Act, 1939, house-to-house collections on behalf of charities in any locality require to be licensed by the police, the licence being for a period not exceeding 12 months at a time. Refusal to grant, or revocation of, a licence carries with it a right of appeal to the Home Secretary†, whose decision on the matter is final. Collections for local purposes to be completed within a short time are exempted, and the Home Secretary† may by order exempt an organisation pursuing a charitable purpose throughout the whole of England or a substantial part thereof. Four of the larger societies with which we are concerned have been so exempted, i.e., control is in the hands of the Home Office† and not of the local police authority.

139. Under the War Charities Act, 1940, appeals for donations in money or kind to a war charity (as defined in paragraph 141), are prohibited unless the charity is registered by the local authority or is exempted by the authority from registration. Exemption may be given in certain circumstances to minor charities only. Registered charities must comply with the following conditions (Section 3 of the Act):—

(a) administration by a management committee of not less than three persons;

(b) the keeping and submission of accounts audited by an independent and qualified auditor;

(c) a separate banking account in the name of the charity;

(d) the furnishing of such particulars with regard to accounts and other records as the registration authority or the Charity Commission† may require, and the keeping available for inspection at any time of books and other records.

140. Registration may be withdrawn or refused on grounds of doubt of the bona fides of the charity, improper or extravagant administration, excessive remuneration of collectors, or withholding of information (Section 2 (2) of the Act).

* Regulations as to street collections in burghs in Scotland may be made by the magistrates under the Street Collections Regulation (Scotland) Act, 1915.

† In Scotland the functions described as exercised by the Home Secretary and The Charity Commissioners are discharged by the Secretary of State for Scotland.

141. The definition of a war charity (Section 11 (1)) is limited to funds and undertakings having for their sole or principal object the relief of suffering or distress caused by, or the supply of needs or comforts to persons affected by, the war.

142. The Charity Commissioners* have certain supervisory powers, determine appeals against refusal to register, and can take action to have charities removed from the register if they are satisfied on representations made to them that such a step is justified.

143. Under the Act there are no powers to control overlapping or redundancy.

144. Under the *Blind Persons Act, 1920*, charities for the blind must be registered, and the registration authority may refuse registration if satisfied that the objects of a new charity are adequately attained by a charity previously registered under the Act.

145. *Defence Regulation 79D* prohibits charitable appeals from the United Kingdom to persons overseas unless the permission of the Home Secretary* has been obtained. He may grant the permission subject to such requirements as he thinks fit to secure, that the appeal shall not be prejudicial to the relations between the United Kingdom and the country in which it is to be made. The remission of funds from this country to abroad is also strictly controlled during the war under the Currency Control Regulations. Both these restrictions, on the making of appeals overseas by organisations whose headquarters are in this country, and the remission of funds by such organisations to foreign countries, are imposed under emergency Regulations.

146. The situation may be summarised briefly as follows:—

(a) There is regulation of street collections (flag days) and house to house collections on behalf of all kinds of charities. Permission for these activities is, however, normally given unless there is clear danger of fraud or improper activities on the part of the collecting societies and their agents.

(b) War Charities of all kinds, established for what may broadly be called benevolent purposes related to the war or for the supply of comforts, are prohibited from appealing to the public for money unless they are registered and comply with certain conditions as to management: registration may be withdrawn or refused on grounds of fraud or improper administration.

(c) Charities for the blind must be registered and registration may be refused where overlapping would result.

(d) During the present war emergency, appeals to countries overseas and expenditure overseas out of funds in this country are controlled.

It will be apparent that the safeguards imposed, in all cases except (c) and possibly (d), are of a purely formal kind, and do not extend to control of the numbers or kinds of appeals or the purposes for which they are made. As regards the working of the War Charities Act, we make some further remarks on this matter in the course of our recommendations.

XXI. *Review of Evidence.*

147. In addition to the questions referred to in paragraph 78, we asked the National Maritime Board and the voluntary organisations for their views on the proposal that all appeals to the public for funds for merchant seamen's welfare should be co-ordinated or placed under the supervision and control of some central body, official or otherwise; and for any alternative suggestions

* In Scotland the functions described as exercised by the Home Secretary and The Charity Commissioners are discharged by the Secretary of State for Scotland.

for the proper control of appeals to avoid overlapping and to prevent misrepresentation. The following is a summary of their respective views and of the evidence submitted to us by the Charity Organisation Society.

Evidence of National Maritime Board.

148. The Board stated that there was no doubt that some voluntary organisations had "cashed in" on the emotional value of appeals for the Merchant Navy for amounts far in excess of services rendered. They recommended that public appeals by voluntary organisations should, as far as practicable, be controlled so as to prevent overlapping, and to prevent unnecessary and misleading appeals to the public. They stressed the need for a clear line of demarcation between welfare organisations for the Royal Navy and the Merchant Navy, and the need for the control of Merchant Navy appeals by a wholly Merchant Navy Body.

Evidence of Charity Organisation Society.

149. This Society, which is generally concerned with the co-ordination of charitable organisations in this country, and whose Annual Charities Register is widely accepted as a list of properly conducted societies, stated that there were not many fraudulent or questionable seamen's societies. The Society expressed the view that redundancy and overlapping existed among institutions for the welfare of seamen to a greater degree than in almost any other field of social service; this had increased during the war. In their opinion the situation in regard to appeals was chaotic, and there was no doubt that more money for seamen's welfare was being subscribed than was necessary.

150. The Society's main recommendations were (1) compulsory registration of all seamen's societies appealing to the public, (2) control of appeals by the requirement of a licence from the registering authority, which should have the advice of a special advisory committee, (3) power to refuse a licence on the grounds of redundancy and overlapping.

Evidence of Voluntary Organisations.

151. Most societies which we consulted were in favour of some control of appeals, and the view of the majority was that control should be in the hands of King George's Fund for Sailors. They considered that control should be confined to public appeals of the nature of flag days, house to house collections, Merchant Navy Weeks, etc., and should not touch private appeals.

XXII. Review of Problem.

Introductory.

152. It will be apparent from the foregoing that there is a large volume of responsible opinion which takes the view that it is extremely desirable that some system of control should be developed to co-ordinate and supervise the appeals made to the public by the voluntary organisations on behalf of merchant seamen.

153. While we have been told in evidence by the Charity Organisation Society that there have been complaints in the past of advertisements and appeals of a misleading character, e.g., simply issued as "For Merchant Seamen" without details of the society or the precise purpose to which the results of the appeal would accrue, we have no reason to doubt the statement also made by the Society that there are not many fraudulent or questionable seamen's societies. This the Society attributed largely to the supervision exercised by King George's Fund for Sailors and the Representative Council of Seamen's Missions and Sailors' Homes.

Criticism of Existing Position.

154. Criticisms of the existing position fall under two main headings:—

(a) Redundancy and overlapping between societies, leading to unnecessary appeals; and

(b) extravagance of appeals.

155. There are some organisations appealing to the public whose work for seamen by reason of inefficiency or decay has definitely become redundant and which in the best interests of the community should close down. Under existing circumstances there is no means of compelling them to do so. Apart from this particular problem there is some overlapping between the old-established organisations, which has been increased by the growth of new organisations during the war. Finally, there is the question of the organisations which are not primarily concerned with merchant seamen, that is to say, bodies such as the Y.M.C.A. and the Salvation Army. The help which they have given to merchant seamen deserves appreciation, but reference is made to their position because in some of their appeals they have referred to this help as if it formed a large proportion of their work and justified a substantial measure of support by the public interested in the Merchant Navy.

156. We have been impressed with the large response made by the public to any war-time appeal for purposes claimed to benefit merchant seamen. Certain figures are given in Appendix III showing as far as we can determine the sums received from the public by certain voluntary organisations dealing wholly or primarily with merchant seamen and their dependants. Among these are all the major societies but the list is not exhaustive. The War Fund of King George's Fund for Sailors had collected over £763,000 by the end of 1943, and the Merchant Navy Comforts Service nearly £1,000,000. Other societies working primarily for merchant seamen together collected during the war by way of public appeals a sum not much less than £1,000,000 up to the end of 1943. At the same time ordinary subscriptions, donations and responses to private appeals have brought in another £1½-2 millions during the war and the societies receiving the largest amounts in this way (including the British Sailors' Society, Missions to Seamen and the Shipwrecked Mariners' Society) all obtain more by this means than as a result of specific public appeals, though no doubt the latter help to attract private subscriptions.

157. In our view the funds so collected are in some instances in excess of the actual requirements for which the appeals have been made. The result has been that societies have branched out into fields of activity not contemplated when the money was being collected. While we do not suggest that there has been misrepresentation on the part of the appealing organisation, there has been a lack of understanding on the part of the public as to the objects to which they are contributing.

Other Factors to be considered.

158. We hope that the scope for charitable work among seamen will be considerably lessened after the war. It is impossible to forecast at present to what extent continuity of employment may reduce the number of unemployed seamen who will require help not given by social security measures, but there should be some reduction from this cause. While we were considering our report the Government's outline of its proposals for social insurance were published, and we assume that the expanded social services which those proposals foreshadow will provide more adequately for the disabled, sick and aged seamen and for seamen and their dependents in difficulties in other ways. Even so, it is inevitable that there will still be numbers of hard cases where special circumstances will render it desirable to give assistance outside the scope of the official schemes, and only experience will show the permanent volume of such cases.

159. There is, however, a considerable natural feeling on the part of members of the industry against being held up as objects of special charitable appeals, and we feel that this is a factor which ought not to be ignored in any consideration of the problem of appeals.

Need for further control.

160. We consider on these grounds that it is essential to ensure that the public is not induced to over-subscribe to particular charities and that the money available goes to bona fide and satisfactorily administered organisations and is used to the best purposes (or at least to meet actual needs). Apart from limited control of the bona fides and administration of war charities and, to a lesser degree, of societies making street collections and house to house collections, there is no means of attaining these ends under present circumstances. The dangers of the present lack of control might not be as serious in peace time as they are at present when money is being liberally subscribed by the public, but they would still remain. Appeals should be controlled and their terms measured and the industry should have a greater say in determining whether appeals are necessary. Besides controlling appeals, steps must be taken to ensure satisfactory administration and the elimination of redundant organisations and overlapping activities.

161. We conclude accordingly that there should be a system of registration of all voluntary organisations (and not only those which are war charities), that redundancy and overlapping should be among the grounds on which registration can be refused, and that appeals should be subject to control. The controlling body which we have proposed in Section XVI should also be the controlling body for these purposes, since it will consist of representatives of the industry, and it is the industry which we wish to put in the position of judging these matters.

162. In order to render any scheme of control of appeals workable it must be confined to public appeals, i.e., excluding appeals by societies among existing members and private efforts made by individuals on their behalf. We recognise that this may still leave scope for abuse or even evasion but we are unable to devise any practicable alternative which would not cause more unfairness than the abuse it would prevent.

163. A system of registration is necessary both for formal purposes and as a means of checking the dangers of maladministration, inefficiency and overlapping. In this connection we are aware that proposals for the registration of charitable organisations generally were rejected by the Committee on the Supervision of Charities to which we have made reference at the beginning of Section XX. The reasons for rejection were entirely related to the technical difficulties of registration, having regard to the large number of charitable organisations in existence and the consequent difficulty of securing the purpose of registration, viz., adequate supervision by the various registration authorities to prevent risk of fraud or mismanagement on the part of individual organisations.

164. The Committee, however, put forward a special case against the suggestion that registration machinery might be used as a means of checking overlapping or redundancy. After saying that there was useful and lawful experiment in charity, and that novel methods, whether of collection or administration, should not be stifled on the ground that they formed a departure from recognised ways, the Committee's report agreed that the expenses of numerous small organisations, each with its overhead charges, might tend to waste and lost effort, and went on:—"In this respect it seems to us possible that power to refuse registration on the grounds of redundancy might do good and not harm in the hands of a really well-equipped and

judicious body; but we are doubtful whether it is one which could safely be entrusted to local authorities in general; and we are still more doubtful whether the charitably disposed would not greatly resent any such interference with their freedom and initiative, and whether the effect of such measures would not be to paralyse a large amount of beneficial charitable effort."

165. The statement by this Committee that power to refuse registration would, in the hands of a really well-equipped body, be useful to prevent overlapping is important. Neither of the two Committees referred to in Section XX considered the question of controlling appeals, but the objections made by the Committee on the Supervision of Charities to the introduction of registration machinery might also have been made against the introduction of machinery for the control of appeals. These objections are partly met if the really well-equipped body which the Committee had in mind is established to administer such machinery. In the present instance the majority of the voluntary organisations which are the appealing bodies are in favour of steps being taken to co-ordinate and control appeals. This control is also desired by those representing the seafarers, on whose behalf the appeals are made. As regards the public which is invited to respond to these appeals, while there might be considerable force in the last sentence of the extract which we have quoted from the Committee's report, we take the view that the charitably disposed, so far from resenting interference with their freedom and initiative, would for the most part appreciate a guarantee of the soundness of the appeals made to them. Whatever might be the difficulties of introducing control over the whole charitable sphere, the problem is on so much smaller a scale in the case of seamen's societies that there should be no difficulty in providing a control of appeals which is efficient and a guarantee of soundness which is reasonably watertight.

166. There must clearly be full consultation between the controlling body and the societies, on matters concerning registration and appeals, just as much as on temporal welfare, and in addition there must be available to any aggrieved party a right of appeal against the decision of the controlling body in matters which may be of vital importance to that party.

PART IV. RECOMMENDATIONS.

XXIII. *Merchant Navy Welfare Board.*

167. Our main recommendation is that a Merchant Navy Welfare Board should be set up equipped with executive and supervisory powers over the whole field of temporal welfare, viz., the provision of suitable residential and non-residential club accommodation and other recreational facilities in ports for visiting seamen, whether British or foreign. This includes all accommodation and recreational facilities provided by the voluntary societies. The Board should have certain other functions and powers, with which we deal later, in connection with the registration of voluntary societies and their appeals.

168. The Board should be a statutory body, composed of equal numbers of representatives of shipowners and of seafarers nominated by the National Maritime Board, and appointed by the appropriate Minister.

169. We recommend that the Board should have power to investigate and make a continuous review of the conditions in all ports in Great Britain, and to decide from time to time what club accommodation and other amenities are required. If there proved to be an excess of accommodation, taking into account that which was provided by the voluntary organisations, and after consideration of suitable sites and standards and other relevant factors, the Board would decide what premises were redundant and were

to be closed. This latter power will be particularly important in the immediate post-war period when conditions at the various ports revert to normal and the need for sleeping accommodation ashore declines. It does not follow that conditions in the ports will be the same as before the war but it is certain that a very large amount of accommodation at present provided in some ports will not be required.

170. The positive side of the Board's work might well start with the taking-over of any of the Merchant Navy Houses and Clubs which are still in existence at the time of the Board's appointment. Unfortunately, owing to questions of suitability and of tenure of site, it is doubtful if any of these can be considered as permanent, but we recommend that the existing Houses and Clubs for which the Ministry of Labour and National Service is responsible should be transferred to the Board during the war period. We hope that similar arrangements will be made by agreement with the Merchant Navy Club Company, Ltd., and the Ocean Club.

171. For permanent needs there must be adequate provision of residential and non-residential clubs to meet all requirements. It is not necessary that they should all be new; there is no reason why arrangements made by the voluntary organisations should not be "approved" by the Board, if they fit into the general scheme of things.

172. This will involve some control over the activities of voluntary organisations. Superfluous premises will have to be closed, and the Board will only be able to approve the clubs of the voluntary organisations which conform to certain standards. In this matter there is some difference between the position of residential and of non-residential clubs. The former must, in our view, be controlled and limited much more rigidly by the Board than the latter. We doubt whether it is a part of the function of a society whose purposes are primarily missionary, for example, to provide sleeping accommodation on any significant scale. In any case, the tendency to separate hostel management from spiritual activities which we noted in paragraph 28 is one we should like to see encouraged.

XXIV. *Standing Joint Advisory Council.*

173. What we have just said illustrates the importance of the need for the voluntary organisations to be brought fully into consultation with the Board on all matters which are likely to affect them.

174. For this purpose the Merchant Navy Welfare Board should be placed under statutory obligation to create, as part of its machinery, a Standing Joint Advisory Council. This Council would be jointly representative of the Board and of the registered voluntary organisations, including not only those organisations concerned in temporal welfare but also those wholly or partly concerned in benevolent or samaritan work.

175. In order to give adequate representation to the various types of voluntary organisations, we consider that the Council should consist of ten representatives of the voluntary organisations and an equal number of representatives of the Board. The former would be appointed at an annual conference of all the registered voluntary organisations to be convened by King George's Fund for Sailors. King George's Fund should nominate two of the ten representatives of the voluntary organisations and should also nominate one of these two as Chairman who would preside at all meetings of the Council.

176. We have suggested the appointment of two members of the Council by King George's Fund, because we think it would be generally acceptable that that organisation should nominate the Chairman. The Fund should

not need to feel that its choice of a suitable Chairman was fettered, and for this reason and to avoid any difficulty on occasions of combining the functions of Chairman and of mouthpiece for the detailed views of the Fund, we think that the Fund should be able to appoint in addition a member who is fully acquainted with the detailed work of the Fund and of the other organisations and can give the Council the full benefit of the experience gathered in the course of the history of the Fund.

177. The functions of the Standing Joint Advisory Council would be advisory to the Merchant Navy Welfare Board, who would supply the secretary. The Board could seek the advice of the Council on any question, but it should be made a statutory obligation upon the Board to consult the Council before taking a decision on certain points which vitally affect all or any voluntary organisations, such as the closing of redundant premises, the fixing of standards of accommodation, and applications for permission to make appeals; these points are detailed under Section XXVI, XXX, and XXXI.

XXV. Regional Welfare Organisation.

178. In the same way we regard it as essential that the new Board should carry on the system by which there are port or regional standing committees on which the various parties concerned in temporal welfare in the ports meet to discuss problems and pool their information. It is in the ports that there is the closest contact with the needs, and the Board would be out of touch with the situation if it had not some means, similar to the existing Port Welfare Committees, to keep it informed of the local position. These local committees should be constituted of representatives of the industry and the local voluntary organisations, together with those of the local authorities, Departments and foreign Consulates, on the same pattern as at present.

179. For general inspectional and executive purposes and to provide a secretariat and connecting link with these local committees, the Board would need a number of regional agents or representatives of the same character as the Seamen's Welfare Officers. Regional Welfare Officers of this kind will have to be appointed in addition to those concerned with the day-to-day business of management of clubs. It may not be necessary to maintain as many as the present number of Seamen's Welfare Officers, whose tasks have been greatly increased by the complications attendant on the provision of clubs, equipment supplies and other matters under war-time restrictions and formalities.

XXVI. Powers of the Merchant Navy Welfare Board.

180. These powers would include the following:—

(a) Power to investigate conditions in all ports in Great Britain, and to inspect all homes, hostels, clubs, institutes and other recreational facilities for merchant seamen; and to decide what clubs and other recreational amenities are required in each port, what premises are redundant, or whether proposed new premises are necessary.

(b) Power to take over by agreement from the State those Merchant Navy Houses and Clubs which continue in existence.

(c) Power to take over by agreement other hostels, clubs, rest homes, centres, etc. at present run by the State, voluntary organisations or other parties.

(d) Power to establish and operate clubs and other activities, including those referred to in (b) and (c).

(e) Power to assist financially any club or organisation not under the Board's management.

(f) Power to prescribe standards of accommodation, amenities, meals, prices, etc. to be observed in all clubs for seafarers, including those of the voluntary organisations.

(g) Power to close any homes, hostels, clubs, institutes, or other recreational facilities which the Board may consider to be redundant or not up to standard, or not properly administered.

(h) Power to borrow on mortgage or otherwise and to form a limited Company as a subsidiary for specific purposes such as the executive management of clubs.

181. It should be a statutory obligation upon the Board to consult the Standing Joint Advisory Council, whose appointment is recommended in Section XXIV, before taking a decision under sub-paragraph (g) above to close any premises belonging to or operated by a voluntary society, and before prescribing standards under sub-paragraph (f) above.

XXVII. *Finances of Merchant Navy Welfare Board.*

182. The Board will be assuming direct responsibility for a number of clubs for which it will have to meet running costs as well as capital expenditure. It may well be that in some cases where it regards a club belonging to a voluntary organisation as essential to the amenities of the port, and the club cannot itself find all necessary funds, the Board may feel called upon to make a contribution towards its operation. The Board may be responsible also, directly or indirectly, for certain centres for Indian, Chinese, Colonial and even foreign seamen (see Section XXIX) and may be involved in some expenditure or some contribution in consequence.

183. In principle the income of the Board should be found by the shipping industry. One obvious way of providing this income, mentioned in the evidence of the National Maritime Board, would be a weekly contribution collected from shipowners and seafarers in the same way as health insurance contributions. On pre-war figures each joint contribution of 2d. per week from serving personnel, levied at the rate of 1d. each on the shipowner and seafarer respectively, would yield between £50,000 and £60,000 per annum. Assuming that this method of contribution is agreed, we recommend that an obligation should be imposed by law on shipowners and seafarers to make welfare contributions on such a basis, i.e. equally on owners and seafarers in the same way as National Health Insurance contributions. In order not to render this burdensome, we suggest that the obligation imposed should in the first instance be a contribution not exceeding 6d. per head per week, i.e. 3d. from the owner and 3d. from the seafarer, the actual contribution levied from time to time being, within this maximum, at such rate as the Board may fix, with the approval of the appropriate Minister. This levy would be made on personnel domiciled in the United Kingdom and engaged in the United Kingdom on United Kingdom registered ships.

184. We have noted a statement made by the National Maritime Board that the officers' representatives would be prepared to agree that the officers' contribution should be, if necessary, in excess of that paid by other ranks, in order to provide separate officers' facilities.

185. It is difficult to forecast at the present time to what extent this levy will be needed, or to estimate the income required by the Merchant Navy Welfare Board. In preparing its first budget the Board will not be able to obtain very useful guidance from the experiences of the voluntary bodies or of the National Service Hostels Corporation. During the war they and the Corporation have had to work under the handicap both of premises which in normal times would not have been considered altogether suitable or

economical, and of generally inflated costs, and the Corporation's charges have been limited to keep them in line with those made generally in hostels for transferred war workers run by the Corporation. So far as capital costs are concerned, nearly all Merchant Navy Houses and Clubs have been provided on a requisitioned basis in existing premises and the costs in such cases have rarely exceeded about £6,000, the two highest being under £13,000; in the case of three, where the building has had to be provided, the cost has risen to £42,000 (Merchant Navy House) and to £12,600 and £7,350 (Merchant Navy Clubs); cost of equipment is included in all these figures.

186. We have had some evidence which leads us to expect that it will not be possible to maintain a full club system without a continued loss on running expenses. The service to be given must meet the maximum demand for accommodation and other facilities. This will be considerably above the average demand with resulting inflation of overhead charges. There are, however, some Clubs, such as the Ocean Club, Liverpool, and various Allied Clubs which are running on a profitable basis. In principle clubs should be self-supporting. We trust that by a policy of amalgamation and replanning and necessary adjustment of charges this can be attained, or at least the overall deficit reduced to the lowest possible figure consistent with a proper and attractive service to Merchant Navy personnel. We hope that some arrangements can be made to make available to the Board the valuable experience of the National Service Hostels Corporation on these matters.

187. It is possible to see certain outlines of the expenditure to be met by the Board. In the first place the Board will need a headquarters' staff, and a regional organisation (Section XXV), the cost of which, together with rents and rates of offices and other subsidiary expenditure, may amount to between £10,000 and £20,000 per annum. Taking the view that as a whole the clubs to be run by the Board, for the reasons given in the preceding paragraph, will not pay their way, the Board will be faced with a deficit on the running of these clubs, which, on the basis of, say, 15 clubs at an average of £1,000 or £2,000 each, will increase their "fixed" annual outlay to a sum of the order of the produce of a 2d. levy. To meet capital charges the Board will have to ask for a levy above this figure and obtain some of the money on loan or mortgage. If the average cost of establishing a club under post-war conditions were only £25,000, the 15 clubs assumed just above would require £375,000. Even if a large proportion of this sum is obtained on mortgage, the Board will for some time have little to spare for other purposes, e.g. assisting voluntary organisations.

188. It will be borne in mind that while we have only estimated the Board's outgoings for expenditure in the United Kingdom, if it is expected to deal with welfare arrangements overseas, this may constitute by far the heavier drain on its finances. Any estimate such as is given above is no fair criterion of the extent to which a reasonable levy on owners and seafarers will be adequate to meet the whole costs of clubs and recreational facilities both at home and overseas.

189. For the general reasons given in paragraph 95 we think the State should make a substantial contribution to the finances of the Board. During the war shipping has been under the control of the Ministry of War Transport. It would be fitting, assuming that State control will cease after the war, that a grant should be made in token of the war-time relationship. There is an item in the Ministry of War Transport Vote, moreover, for the appropriation in aid of various sums relating to unclaimed balances of seamen's wages deposited with the Ministry and to fines and forfeitures imposed on board ship. The net amount received each year runs into several thousand pounds, but the

capitalised value of these sums which have fallen to the Exchequer from individual seamen would have been considerable. We do not suggest that the annual amount of these sums should be remitted to the new Board, but in considering a grant to the Board it may be borne in mind that a portion of the grant could be said to represent a method of rendering some return to seafarers for the amounts received from these sources.

190. We consider, therefore, that the State should provide the principal portion of the capital expenditure incurred by the Board during the first five years of its existence. We suggest that the State should contribute 75% of the total of this capital expenditure, leaving 25% to be met by the Board. We think it likely that this might involve a sum up to £500,000 in all, and this should be regarded as the maximum.

191. Apart from such a State grant and from the welfare contribution to be paid by the industry, additional funds might no doubt be obtainable for certain purposes or under certain circumstances from King George's Fund for Sailors; and from surplus funds which the voluntary organisations may arrange to hand over to the Board, especially having regard to the transfer to the Board of liabilities which the organisations now bear.

XXVIII. *Subsidiary Recommendations affecting Clubs.*

192. Subject to their practicability in particular local circumstances, we wish to make the following recommendations:—

(1) We endorse the policy, adopted as a general principle by the Seamen's Welfare Board, that in every port where the need for a club is shown there should be at least one where beer can be obtained by merchant seamen in decent surroundings.

(2) We believe that, wherever reasonably practicable, a merchant seaman should be able to take his wife or female relative or friend into the clubs.

(3) Provision should be made in ports for accommodation for married couples so that wives can stay with their husbands when the latter are unable to get home between voyages.

(4) Separate residential and recreational facilities should be provided as far as possible for the "under-twenties."

193. Reference has been made in paragraph 20 to the Bye-Laws which may be made by local authorities in port areas for the licensing and control of seamen's lodging houses. These Bye-Laws are applicable to such premises as Sailors' Homes and Hostels. We have noted that in certain areas the Bye-Laws in force make it a condition of the granting of a licence to a lodging house keeper, that he shall not be a person who holds a licence for the sale of intoxicating liquor or is engaged or takes part in a business of a clothier, outfitter or slop dealer and that such Bye-Laws sometimes provide that female lodgers shall not be admitted to a licensed lodging house.

194. We consider, therefore, that unless steps are taken under the existing procedure to amend the Bye-Laws which contain conditions to this effect, provision should be made by legislation that nothing in such Bye-Laws in respect of these matters shall, in a bona fide Merchant Navy House or Sailors' Home (or similar establishment), prevent intoxicating liquor being sold, or clothing provided for sale to seamen only, or lodging given to wives and children accompanying merchant seamen, always provided that any profits from the Merchant Navy House or Sailors' Home in question are wholly applied or expended for the upkeep, maintenance, endowment or improvements of the House or Home or for other such Houses or Homes or for the benefit of seamen lodging or boarding therein, and subject to any other necessary safeguards.

195. We feel bound also to refer to the present statutory restrictions on the registration of clubs under the Licensing Acts which appear to preclude the registration of any club such as a Merchant Navy Club, which cannot have a regular membership. This would render it necessary to adopt the comparatively unsatisfactory and uncertain method of applying for a justice's licence. It will be realised that unless legislation is passed to cover these matters, it may not be possible to implement the recommendations made in paragraph 192 either in clubs managed by the Merchant Navy Welfare Board or where the Board arrange with voluntary organisations to conform to these recommendations. Uniformity as regards the sale of beer has been made possible during the war by the use of Defence Regulation 60AA (see paragraph 60 above) and seamen going from port to port should not be subject to unnecessarily wide local variations on these matters.

XXIX. Welfare of Certain Categories of Seamen.

196. As a general comment, we would stress the need for giving full effect to the spirit of Recommendation No. 48 which urges all Governments, authorities and organisations, which may have to administer funds for the welfare of seamen, not to concern themselves solely with seamen of a particular nationality but to act as generously as possible in the spirit of international solidarity; or, to use the phrase of the Joint Maritime Commission, to act "irrespective of colour, creed or race." We must ensure that the real needs of all visiting seamen are fully met. Where their numbers are not sufficient to justify special provision for them, they should not be forgotten. They should at least be welcomed to the clubs provided for seamen generally and should not be left to make the best for themselves in the worst of London and other ports.

197. The special problems presented by Indian, Chinese, Colonial and foreign European seamen under wartime conditions, referred to in Section XVII, will largely disappear in normal times.

Indian and Chinese Seamen.

198. Under normal conditions there will be few crews or individuals requiring to be boarded ashore, and for these the shipowners will be responsible. It is important that the improved standards of accommodation achieved during the war should be maintained.

199. The clubs for Indian seamen have been established mainly by the Missions to Seamen and in one case by the British Sailors' Society. Those for Chinese seamen have been established by special local committees with funds partly from official sources and partly from shipowners and others. There is an essential distinction between clubs and boarding accommodation. The latter is for men who are temporarily without a ship; there is no need that it should be situated near to the waterfront, and in fact Mere Hall is three miles away from the River Mersey; but the need for boarding accommodation will be rapidly reduced as shipping returns to normal conditions under which the crews do not leave their ships while in port except in the case of accidents, fumigation, etc. On the other hand clubs must be established near docks as their chief value is for men serving in ships; to a greater extent than European seamen, these seamen cannot afford to travel far to their clubs nor in many cases have they the ability to find their way safely any considerable distance through the maze of a European port, but the need for some clubs should, as far as we can see, still exist in the post-war period though the number of ports where they will be needed and the numbers using them will be considerably reduced. It would be appropriate that the Merchant Navy Welfare Board should bring these clubs generally under its supervision and ensure that the necessary financial support is available; in this connection we have no doubt that the employing Companies would respond to a request for contributions if the need were shown.

Colonial Seamen.

200. The Colonial Office have provided centres in certain ports for Colonial seamen which they freely use. We do not wish to prejudice the future of these centres as we understand that the position will naturally have to be reviewed before long. If the Colonial Houses provided for Colonial seamen are maintained after the war the Colonial Office will retain control or will no doubt wish to stipulate that before these centres are handed over to any other organisation the Colonial Office must be satisfied that full attention would be paid to the special needs of Colonials. On the other hand, it may be decided that centres for Colonial people generally, including seamen, are required and that it is better to provide these than centres for Colonial seamen alone. In any eventuality it would be wrong to suggest that the Merchant Navy Welfare Board should make any attempt to take over responsibility for centres for Colonial seamen if there is any more suitable body available to do so. The numbers of non-resident Colonial seamen ashore in this country may well be very greatly reduced after the war.

Compulsory Levy.

201. We think it will be impracticable to oblige Indian, Chinese and Colonial Seamen on special articles to make the welfare contributions proposed in paragraph 183. The employing owners should equally not be laid under statutory obligation to contribute in respect of them.

Non-British European Seamen.

202. We do not anticipate that any special provision would be required for European seamen, who should be welcome to use the clubs and recreational facilities available to British seamen. Any further special needs would no doubt be brought to the notice of the Merchant Navy Welfare Board.

XXX. Registration of Voluntary Organisations.

203. The arrangements for the consultation by the Merchant Navy Welfare Board of the voluntary organisations, involving the appointment of the Standing Joint Advisory Council to represent them, imply a recognised list of such organisations and it is necessary to provide for this list being authoritatively compiled. Some system of registration of voluntary organisations is required.

204. The establishment of a registration system will also be a necessary formal step in the direction of ensuring the bona fides of voluntary societies active in the temporal and benevolent welfare fields, and of the control of public appeals. The provisions for registration under the War Charities Act, 1940, form a useful model for this step, which will be extremely valuable in our general plan. The need for registration, involving conformity to certain reasonable conditions, can but be of benefit to the reputable societies, and should help to eliminate the others.

205. It will be important that a registration scheme should allow for the refusal or withdrawal of registration for societies whose work is redundant. For the sake of fairness as between new societies and established societies, in consequence, the scheme should require the registration of each society not merely as a society, but as a society carrying on certain specified activities; and an amendment of the registration would be necessary if other activities were undertaken just as registration would be needed if a new society to undertake these activities were proposed to be established.

206. We recommend that every organisation which claims to work primarily, or to a large extent for the benefit of merchant seamen and their dependants, in the fields of temporal and of benevolent and samaritan welfare, and which for any such purpose appeal for funds or gifts in kind from the general public should require to be registered as a society carrying on specified

activities. There should be a single national registration authority, which should be the Merchant Navy Welfare Board. No organisation should be allowed to appeal in any way in the name of merchant seamen or their dependants for money or gifts for activities for which it is not registered or to set forth in any claim or in any letter or appeal that such activities are for the benefit of merchant seamen or merchant seamen's dependants. The following conditions should be complied with before registration can be permitted:—

(a) Administration by a management committee of not less than five persons.

(b) The keeping and publication of accounts in the Standardised Form for the Published Annual Accounts of Marine Benevolent Institutions, framed by King George's Fund for Sailors, or other form approved by the Merchant Navy Welfare Board. Accounts to be audited by an independent and qualified auditor and submitted to the Board yearly.

(c) The keeping of a separate banking account in the name of the society.

(d) The furnishing of such particulars with regard to accounts and other records as the Merchant Navy Welfare Board may require and the keeping available for inspection by them at any time of books and other records.

207. The Board should have the power to refuse or withdraw registration (wholly or in respect of particular activities) on grounds of doubt of the bona fides of the society; improper, inefficient or extravagant administration; excessive remuneration of collectors; carrying on of unregistered activities; withholding of information; the issue of misleading information to the public; or in any case where the work or proposed work of the society is held to be redundant.

208. The inclusion of the ground of redundancy as a ground on which registration can be refused or withdrawn, is one which we regard as essential. It will, of course, be necessary that the Board should exercise this power with discretion in order not to stifle legitimate experiment. It is, however, important that there should be no addition to the number of societies carrying out work which is already being well done by existing societies.

209. We consider it essential that the registration authority should be a single national registration authority. The authorities responsible for registration under the War Charities Act are in general the larger local authorities, but, apart from the connection of registration with the appointment of the Standing Joint Advisory Council, we do not feel that with the additional restrictions on registration which we now recommend, the local authorities could, in many cases, carry out their duties without assessors or expert advisory committees, which may not be readily available.

210. We are in doubt as to the effectiveness of the supervision which is exercised under the limited provisions contained in the War Charities Act. In practice it would be possible for societies to exceed their objects and commit various technical and other offences without being checked by the registration authority or the Charity Commission. The Act thus gives a false appearance of protection to the public.

211. The Board should, in our opinion, consult King George's Fund for Sailors before deciding whether an application for registration should be granted. The application for registration would normally, once the Standing Joint Advisory Council has been appointed, be a matter on which the Board would consult the Council.

XXXI. *Control of Appeals for Funds.*

212. The requirement of registration does not settle the whole difficulty regarding appeals for funds by the voluntary organisations. It is even

more important to ensure that the public is not induced to over-subscribe to particular appeals by these societies and that money is subscribed only for a useful purpose which does not overlap with existing facilities. We recommend that flag days, house-to-house collections, broadcast and public appeals of any kind, appeals by circular (other than to previous subscribers, donors or helpers) and appeals by means of newspaper advertisements which any society proposed to make for purposes claimed to benefit Merchant seamen or their dependants should require the approval of the Merchant Navy Welfare Board. The Board could either disallow proposed appeals, on the ground that they were unnecessary having regard to the purpose of the appeal or the financial position of the Society, or insist on any necessary amendment of the form of appeal or advertisement. Applications could not be considered unless made by a registered society.

213. Before coming to a decision upon any application for permission to make an appeal, the Board should be under statutory obligation to consult the Standing Joint Advisory Council. The Board would no doubt consult their Port or Regional Welfare Committee in case of local appeals.

214. We realise that this recommendation involves special legislation of a novel character; nevertheless, we think that it is essential that seamen's charities and their appeals should be controlled. The cause of the merchant seamen is being exploited during the war to an extent which is highly undesirable and there is no guarantee that this may not occur in peacetime. However great the desire of the public to "do something" for merchant seamen, it is only fair to give the public some assurance that their money is not being wasted. Control is both facilitated and made necessary because the merchant service is a national service; its problems, that is to say, cannot satisfactorily be dealt with by unco-ordinated local action; yet they are of limited compass. A majority of the voluntary organisations are in favour of some control, and this is supported by the National Maritime Board. Unjustifiable and exaggerated appeals do harm to the reputable societies. We do not consider that the course we recommend would curb initiative on the part of existing or future seamen's societies. It is our hope that the control of registration and of public appeals which we have recommended will definitely be directed to the elimination of any societies which are shown to be redundant and of all activities in individual ports which are redundant or inefficient.

215. It should be added that nothing in these recommendations is intended to limit or interfere with the spiritual work of any voluntary organisation.

216. Provision will be necessary to meet cases of failure to observe decisions of the Board where permission has been refused for particular appeals (assuming that these decisions are not reversed under the procedure which we propose in Section XXXIII). Where the offender is an established society, the threat or actual step of withdrawing registration will normally be sufficient, coupled with the power to close down premises where this power can also be used. Nevertheless the necessary legislation must provide for other penalties in extreme cases and must cover the question of prosecution of unregistered bodies which make appeals and of persons who make appeals on behalf of a registered organisation without the latter's authority.

217. While the procedure which we recommend in connection with appeals for money has had to be stated as a form of control, it must not be overlooked that the procedure will involve consultation and co-operation between the voluntary organisations and the Merchant Navy Welfare Board. The inevitable result will be that the Board, and through the Board the shipping industry, will be brought into much closer touch with these efforts, and their interest and help, especially in national appeals, will be stimulated.

XXXII. *Supplementary Recommendations regarding Appeals for Funds.*

218. It is our hope that the process already begun, by which in certain areas a combined appeal is made jointly by the voluntary organisations concerned with merchant seamen, should be extended on a national basis. We think that the main source of funds for the voluntary organisations should be national joint appeals, arranged or controlled by a central distributing body, viz., King George's Fund for Sailors (Merchant Navy Section). The Fund would organise the necessary national appeals; and it should receive the active co-operation of these organisations in the collection of funds, apportioning the whole proceeds wholly or mainly according to needs.

219. Nothing we have said in this respect is to be taken as meaning that we are opposed to the idea of combined appeals with the Royal Navy on the lines of Sea Services Weeks. On the contrary we consider that under present circumstances such combined appeals have many advantages.

220. While it may not be strictly within the scope of our terms of reference, we are impressed with the great number and variety of the societies which deal with various features in the field of seamen's welfare. We believe that amalgamation of societies working with the same or similar objects is desirable. In so far as amalgamation may not be practicable, some greater centralisation of certain activities would be advisable.

XXXIII. *Appeals from Decisions of Merchant Navy Welfare Board.*

221. While our recommendations provide for full consultation between the Merchant Navy Welfare Board and the voluntary organisations through the central machinery of the Standing Joint Advisory Council and, locally, through the Port or Regional Welfare Committees, we have to consider the practical possibility that where the decisions of the Board may be held adversely to affect voluntary organisations, those organisations collectively or individually may feel they have good grounds for challenging them. Further, we have to take account of the consequence of our acceptance of the arguments in favour of restricting the membership of the Board to representatives of the shipping industry. This conclusion makes it the more undesirable to leave with the Board the final decision on such matters as the closing of premises belonging to the voluntary societies which it considers redundant, the refusal of registration, and the refusal of permission to make appeals. These functions of the Board might have to be exercised in a way that would seriously affect the activities, or even the existence, of a voluntary society. It is therefore impossible to deny to the voluntary societies the right to appeal from the Board's decisions on these important matters.

222. We believe that the cases where the societies are not prepared to acquiesce in the Board's decisions will be few, and we think it will be sufficient to provide a right of appeal to an arbitrator or arbitrators appointed by the appropriate Minister whose decision should be final. The right of appeal should be in respect of a decision of the Board:—

(a) that an existing residential or non-residential club, hostel, institute or other premises run by a voluntary society is redundant or in any respect is not up to standard or is not efficiently operated or properly administered, and must be closed down;

(b) that a voluntary society should not be allowed to open a proposed new residential or non-residential club;

(c) that registration as a voluntary society working for the welfare of merchant seamen or their dependants within the terms of paragraph 206 should be refused or withdrawn either wholly or as regards a particular activity or activities;

(d) that permission to make a public appeal as defined in paragraph 212 should be refused; or

(e) that certain general standards of accommodation, amenities, meals, prices, etc. to be observed in clubs and other premises run by the voluntary organisations be fixed.

223. It would be an advantage if one permanent arbitrator or a standing panel or arbitrators were nominated by the Minister for these purposes so as to preserve continuity of practice in the decision of appeals.

XXXIV. *Position of Government—Future of Seamen's Welfare Board.*

224. From this report the reasons will be apparent why we recommend the transfer from Government to the shipping industry of such responsibility as the former has assumed during the war for the provision of residential and non-residential clubs and other amenities for merchant seamen in ports in this country.

225. Notwithstanding developments to the contrary in recent years, it is still a general principle in this country that as far as possible the functions of Government shall be confined to those of regulative character, and that it should not intervene directly in the affairs of individual industries if a reasonable alternative can be provided. The Government cannot escape from its responsibility under Recommendation No. 48, but it is better that it should not assume executive responsibility and should be in an independent position. We feel sure that the help of the Government, within reasonable limits, will always be available to the new organisation and that it will watch sympathetically the progress of its development.

226. Recommendation No. 48 covers many matters which are outside the scope of this report. These and other matters in the field of welfare, using the term in a wider sense than that in which we have normally used it in this report, must be the concern of the Government. It would be natural that the Merchant Navy Welfare Board should be regarded as the normal source of advice on such matters where the views of the industry are sought by the Government, especially as the Board in turn could obtain readily the views of the voluntary societies.

227. If the foregoing recommendations are carried into effect there will no longer be any reason for the existence of the present Seamen's Welfare Board. This body should therefore be dissolved as soon as the new Merchant Navy Welfare Board comes into existence. The Government would, in our view, adequately discharge its obligations under Recommendation No. 48 for the supervision of the arrangements for seamen's welfare in the ports if, having established the Merchant Navy Welfare Board as a statutory body, it relies on this Board for advice and information on any matters which have been entrusted to the Board. We have recommended above that the Board should establish an organisation equivalent to the Port Welfare Committees so that local information regarding the needs in the welfare field will continue to be readily available.

228. We have recommended that if the new Board is constituted before the end of the war emergency period, it should take over responsibility for the running of Merchant Navy Houses and Clubs. It must be a matter for settlement between the State and the Board on what terms the responsibility is handed over. As soon as possible the Board must decide on permanent needs in each port and make its own arrangements. For a time, however, if shipping is still controlled or labour and supplies for new buildings or adaptations are difficult to obtain, some special arrangements may be necessary and the present State financial support of Merchant Navy Houses and Clubs continued in part or whole.

229. We conclude with a general observation. In this report we have endeavoured to make recommendations which will reconcile the divergent interests of all parties. If our recommendations are to prove effective, this can only be if the parties most concerned bring to the working of this organisation the utmost good will. In the early stages especially, when the Merchant Navy Welfare Board is beginning its work, good will during this testing period will be essential to success.

230. We wish to record our high appreciation of the work of our Joint Secretaries, Mr. J. W. Wellwood of the Ministry of Labour and National Service and Mr. J. B. W. Armstrong of the Ministry of War Transport. Their extensive knowledge of the subjects of our enquiry, and their devotion to the work of the Committee, have greatly lightened our task.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS.

A. The Committee have come to the following general conclusions:—

(1) that special residential and non-residential clubs for seafarers are necessary, but that after the war a number of clubs may be redundant, and that the reduction must be controlled;

(2) that the standard laid down by the Seamen's Welfare Board for clubs for seafarers must be maintained as a minimum;

(3) that appeals to the public for money must be controlled;

(4) that the shipping industry should take over the functions of co-ordinating and supervising the provision of residential and non-residential clubs exercised by the Government during the war; and

(5) that voluntary organisations should continue the work which they have been doing with success in the provision of residential and non-residential clubs, subject to the supervision of a controlling body representing the industry, and subject to registration and to control of their appeals for money.

B. The Committee recommend the following steps:—

(1) *Merchant Navy Welfare Board* (Section XXIII).

A Merchant Navy Welfare Board should be set up by statute, composed of equal numbers of representatives of shipowners and of seafarers to be nominated by the National Maritime Board, to deal with all questions concerning the welfare of seafarers in ports in Great Britain.

(2) *Standing Joint Advisory Council* (Section XXIV).

It should be a statutory obligation of the Merchant Navy Welfare Board to create, as part of its machinery, a Standing Joint Advisory Council. This Council would be composed of ten representatives of the Merchant Navy Welfare Board and ten representatives of the voluntary organisations, two of whom should be nominated by King George's Fund for Sailors. The Chairman of the Standing Joint Advisory Council should be one of the two representatives of King George's Fund for Sailors.

The functions of the Council should be to advise the Merchant Navy Welfare Board on all questions concerning the position of the voluntary organisations.

(3) *Regional Welfare Organisation* (Section XXV).

Port or Regional Welfare Committees should be established in all important port areas to advise the Merchant Navy Welfare Board on local port conditions and to co-ordinate the work being done in these areas for the welfare of merchant seamen. Regional Welfare Officers should be appointed to act as the liaison officers between the Merchant Navy Welfare Board and the Port or Regional Welfare Committees.

(4) *Powers of Merchant Navy Welfare Board* (Section XXVI).

The Board should have powers to decide what clubs are required in each port, to establish new clubs and to close those considered to be redundant. It should have the power to lay down standards as to the type of accommodation, amenities, meals and prices which must be observed in all clubs for seafarers, and power to close those clubs not up to the standard laid down or otherwise improperly administered.

Before exercising its powers of closing premises and fixing standards the Board should be under a statutory obligation to consult the Standing Joint Advisory Council.

(5) *Finances of Merchant Navy Welfare Board* (Section XXVII).

The expenses of the Board should be met by a levy on the members of the shipping industry based on a joint contribution not exceeding 6d. per head per week, payable half by shipowners and half by seafarers. A contribution to the capital expenditure to be incurred by the Board should be made by the State.

(6) *Special Recommendations concerning Clubs* (Section XXVIII).

Detailed recommendations have been made as regards the provision of licensed clubs, admission of women guests, and provision for married couples and for younger seamen.

(7) *Recommendations regarding Certain Categories of Seamen* (Section XXIX).

Special clubs should be provided for Indian and Chinese seamen under the supervision of the Merchant Navy Welfare Board.

Recommendations have also been made regarding the provision of welfare amenities for other categories of seamen not resident in the United Kingdom, and in particular Colonial seamen.

(8) *Registration of Voluntary Organisations* (Section XXX).

All voluntary organisations which claim to work for the benefit of merchant seamen and their dependants in the fields of temporal, benevolent and samaritan welfare should require to be registered under the Merchant Navy Welfare Board. No organisation not so registered should be allowed to appeal in any form in the name of merchant seamen or their dependants.

The Board should be able to refuse or withdraw registration on certain specified grounds, including redundancy.

(9) *Control of Charitable Appeals* (Sections XXXI and XXXII).

(a) All appeals to the public for money for purposes claimed to benefit merchant seamen or their dependants should require the prior approval of the Merchant Navy Welfare Board. Before coming to any decision upon any application for permission to make an appeal the Board should be statutorily obliged to consult the Standing Joint Advisory Council (Section XXXI).

(b) So far as possible national appeals for funds for the welfare of merchant seamen should be combined and such combined appeals should be made under the auspices of King George's Fund for Sailors (Merchant Navy Section) (Section XXXII).

(10) *Appeals from Decisions of Merchant Navy Welfare Board* (Section XXXIII).

There should be a right of appeal by a voluntary organisation from decisions of the Merchant Navy Welfare Board on certain matters to a person or tribunal to be appointed by the appropriate Minister.

(II) *Position of Government* (Section XXXIV).

The Seamen's Welfare Board should be dissolved and the Merchant Navy Welfare Board should in future be consulted by the Government Departments concerned on all questions affecting the welfare of merchant seamen whether arising out of the provisions of Recommendation No. 48 of the International Labour Office or otherwise.

We are,

Your obedient Servants,

(Signed) H. GRAHAM WHITE (*Chairman*).

J. W. BOOTH.
G. R. S. HICKSON.
CHARLES JARMAN.
RICHARD SNEDDEN.
D. S. TENNANT.
RICHARD A. WITTY.

JOHN B. W. ARMSTRONG, } *Joint Secretaries.*
J. W. WELLWOOD, }

17th November, 1944.

APPENDIX I.

A. LIST OF WITNESSES.

Colonial Office	Mr. J. L. Keith, O.B.E.
Home Office	Miss J. I. Wall.
Office of the High Commissioner for India	Mr. F. J. Adams.
	Mr. H. B. Ker.
National Service Hostels Corporation Ltd.	Major R. T. Loughton, O.B.E.
	Mr. J. W. Todd, C.B., C.B.E.
	Mr. J. Barnett.
Apostleship of the Sea	Mr. R. M. K. Buchanan.
	Mr. Kenneth Swan, K.C.
British Sailors' Society	The Rt. Hon. Sir Frederick Sykes, M.P.
	Lieut.-Commander Webb, R.N. (Retd.).
Charity Organisation Society	Mr. B. E. Astbury, O.B.E.
Glasgow Sailors' Home	Mr. A. C. Chalmers.
Incorporated Seamen and Boatmen's Friend Society.	Rev. A. Kay.
Liverpool Seamen's Friend Society ...	Mr. W. A. Tolputt.
	Mr. J. B. Bryans.
	Sir George Hume, M.P.
Mariners' Friend Society... ..	Mr. H. H. Elvin.
	Mr. R. J. Betteridge.
	Rev. E. Bradshaw.
Merchant Navy Comforts Service ...	Mr. Edmund Watts.
Mersey Mission to Seamen	Mr. S. James.
	Rev. G. W. Evans, M.A.
Missions to Seamen	Mr. T. Clive Davies.
	Rev. G. F. Trench, M.A.
	Mr. A. J. Matthew.
	Sir Amberson Marten.
Royal Alfred Aged Seamen's Institution Sailors' Home and Red Ensign Club, London.	Mr. E. L. Smith.
	Mr. G. R. Rudolf.
	Mr. W. A. Stride.
	Miss K. Hill.
Seamen's Christian Friend Society ...	Mr. T. D. Williams.
	Mr. J. T. Hill. •
Shipwrecked Mariners Society	Mr. F. L. Sidebotham, M.C.

B. LIST OF GOVERNMENT DEPARTMENTS AND OTHER BODIES WHICH SUBMITTED MEMORANDA OR OTHERWISE ASSISTED THE COMMITTEE.

Charity Commission.	Liverpool Seamen's Friend Society (Gordon Smith Institute).
Colonial Office.	Liverpool Seamen's Welfare Centre.
Department of Health for Scotland.	Marine Engineers Association Benevolent Fund.
Home Office.	Mariners' Friend Society.
Ministry of Labour and National Service.	Mercantile Marine Service Association.
Ministry of War Transport.	Merchant Navy Comforts Service.
Scottish Home Department.	Merchant Navy Club Co., Ltd.
British Council.	Merchant Seamen's War Memorial Society.
International Labour Office.	Mersey Mission to Seamen.
Miners' Welfare Commission.	Missions to Seamen.
National Maritime Board.	National Association of Discharged Prisoners' Aid Societies.
National Service Hostels Corporation, Ltd.	National Disasters Relief Fund.
Office of the High Commissioner for India.	Port of Hull Society's Sailors' Orphans Homes.
Apostleship of the Sea.	Royal Alfred Aged Merchant Seamen's Institution.
Association for Moral and Social Hygiene.	Royal Hamadryad Seamen's Hospital, Cardiff.
Bristol Sailors' Home.	Royal National Mission, to Deep Sea Fishermen.
British Sailors' Society.	Sailors' Home and Red Ensign Club, London.
Charity Organisation Society.	Scottish Coast Mission.
Council of Voluntary War Work.	Seafarers' Education Service.
Destitute Sailors' Fund.	Seamen's Christian Friend Society.
Glasgow Sailors' Home.	Seamen's Friendly Society of St. Paul.
Glasgow Seamen's Friend Society.	Seamen's Hospital Society, Greenwich.
Hindustan Hotel, London.	Seamen's Mission (Queen Victoria Seamen's Rest, London).
Honourable Company of Master Mariners.	Shipwrecked Mariners' Society.
Incorporated Seamen and Boatmen's Friend Society.	Society of St. Vincent-de-Paul.
King George's Fund for Sailors.	Southampton Sailors' Home.
King's Fund (1940).	Swansea Sailors' Society.
Leith Sailors' Home.	
Liverpool Council of Social Service.	
Liverpool Sailors' Home.	

APPENDIX II.

EXTRACTS FROM RECOMMENDATION NO. 48 OF THE INTERNATIONAL LABOUR CONFERENCE AND FROM RESOLUTIONS OF JOINT MARITIME COMMISSION.

I. *Preamble to Recommendation No. 48.*

Whereas by the nature of their calling seamen are frequently deprived for long periods of the advantages of family life and may be exposed while in ports, particularly in foreign countries, to special dangers and difficulties, and whereas it is not always possible for them to have the benefit of arrangements made to organise the spare time, promote the welfare and safeguard the health of the general body of workers;

Whereas certain Governments and different private associations have successfully taken various measures for the special help and protection of seamen in ports and whereas such protection should be extended to as large a number of seamen as possible; and

Whereas it is important, notwithstanding differences which may exist in national and local needs and customs, to develop and co-ordinate nationally and internationally the principal forms of action, in a manner which draws no distinction of race between seamen;

The Conference recommends that each Member of the International Labour Organisation should take the following principles and methods into consideration for the promotion of the welfare of both national and foreign seamen in ports.

II. *Part I of Recommendation No. 48.—General Organisation.*

It is desirable to create in every important port an official or officially recognised body, which might comprise representatives of shipowners, seamen, national and local authorities and the chief associations concerned, for the purposes of—

(a) collecting, as far as possible in conjunction with the different authorities or organisations concerned, including the consular authorities of maritime States, all useful information and suggestions on the conditions for seamen in the port;

(b) advising the competent departments, authorities and associations as to the adoption, adaptation, and co-ordination of measures for the improvement of such conditions; and

(c) collaborating if required with other competent bodies in carrying out such measures.

III. *Part IV of Recommendation No. 48.—Accommodation and Recreation.*

Arrangements should be made, at least in the larger ports, for the material and general assistance of seamen while in the port and such arrangements should more particularly include:

(a) the institution or development of seamen's hostels of a satisfactory character and furnishing suitable board and lodging at reasonable prices;

(b) the institution or development of institutes—which might be distinct from the seamen's hostels, but should keep as far as possible in touch with them—providing meeting and recreation rooms (canteens, rooms for games, libraries, etc.);

(c) the organisation, where possible in co-operation with ships' sports clubs, of healthy recreation, such as sports, excursions, etc.;

(d) the promotion, by every possible means, of the family life of seamen.

IV. *Part VII of Recommendation No. 48.—Equality of Treatment.*

Governments, authorities and organisations which may have to administer funds for the welfare of seamen are specially urged not to concern themselves solely with seamen of a particular nationality but to act as generously as possible in the spirit of international solidarity.

V. *Resolution passed by the Joint Maritime Commission of the International Labour Office at its 12th Session held in London in June, 1942.*

The Joint Maritime Commission,

Having noted with satisfaction the measures taken by a certain number of Governments to make provision, in accordance with the Recommendation of the International Labour Conference in 1936, for the welfare of seafarers of their own and other countries while ashore,

Considers nevertheless that, especially in war conditions, it is urgently necessary that such provision should be made on an adequate scale in all maritime countries and should be systematically organised in such a way as to ensure the continuance of necessary welfare schemes after the war.

The Commission therefore urges all maritime Members of the International Labour Organisation to give effect without delay to the provisions of the Seamen's Welfare in Ports Recommendation, 1936.

The Commission calls the attention of Governments in particular to the following matters which it considers to be of special importance:

(1) The administration of welfare schemes should be so organised as to give effective control to representatives of industrial organisations directly concerned with ships and the sea.

(2) The financing of such schemes should be organised on an adequate and permanent basis and should not be exclusively dependent upon so-called charitable organisations.

(3) Special provision should be made without delay for visiting seamen on the basis of equality of treatment irrespective of colour, race or religion.

APPENDIX III.—STATEMENT OF INVESTMENTS AND INCOME AND EXPENDITURE OF VOLUNTARY ORGANISATIONS.

(See paragraphs 74 and 156)

	INVESTMENTS (Capital Value)		1938			1940-43 (Aggregate)			Remarks
	1938 1.	1943 2.	Income from Public† 3.	Total Income 4.	Expenditure* 5.	Income from Public† 6.	Total Income 7.	Expenditure* 8.	
	£	£	£	£	£	£	£	£	9.
ORPHANAGES AND SCHOOLS.									
Hull Seamen's General Orphanage	91,564	119,083	2,220	6,530	7,247	13,842	37,360	27,301	1943 expenditure estimated.
Port of Hull Society Orphan Homes.	244,414	245,254	3,529	17,487	18,335	37,084	88,387	80,000	
Royal Merchant Navy Boys School	117,918	189,466	12,774	18,570	28,527	126,352	154,828	124,813	
Royal Liverpool Seamen's Orphanage.	Not published	Not published	3,479	16,131	Not known	23,692	92,551	98,778	
Southampton Seamen's Orphan- age.	9,063	8,210	1,470	1,951	2,038	4,780	7,691	6,743	
	462,959	562,013	23,472	60,669	56,147	205,750	380,817	337,635	
BENEVOLENT FUNDS AND AGED SEAMEN'S HOMES.									
Destitute Sailors Fund ...	15,230	20,095	3,997	4,927	5,554	12,144	16,439	14,325	K.G.F.S. Almoners. 1943 not available.
Glasgow Aged Seamen's Relief Fund.	34,648	36,285	3,428	4,892	5,334	10,188	14,704	13,742	
Glasgow Seamen's Friend Society (Ladies Auxiliary).	4,393	8,099	2,279	2,462	2,577	10,115	10,930	10,211	
Inst. of Marine Engineers Guild of Benevolence.	20,172	37,793	342	1,085	1,115	4,432	7,652	4,175	
Marine Engineers Assoc. Bene- volent Fund.	5,225	5,035	333	564	688	35,913	37,027	9,277	K.G.F.S. Almoners.
Master Mariners (Hon. Co.) Bene- volent Fund.	4,598	6,083	606	837	823	3,325	3,635	2,678	
Mercantile Marine Masters and Officers Relief Fund.	(a) 5,652	(a) 8,531	1,450	3,010	1,781	6,852	7,602	3,764	(a) Balance in hand.
M.M.S.A. Charitable Funds ...	710,431	756,500	9,729	45,467	34,427	43,968	138,862	114,779	

Royal Alfred Aged Seamen's Inst.	180,327	229,778	13,691	24,593	23,705	93,154	138,006	86,939	K.G.F.S. Almoners.	
" " Widows & Samaritan Fund.	500	1,951	4,147	4,427	4,334	21,816	22,035	18,913		
" " War Fund ...	—	(a)42,000	—	—	—	123,602	126,377	32,112		K.G.F.S. Almoners (a) Temporary.
Seamen's National Insur. Soc. Benevolent Fund.	—	—	257	297	454	1,740	1,740	1,607		
Shipwrecked Mariners Society...	198,000	377,112	20,292	28,992	34,457	585,292	655,866	517,362		K.G.F.S. Almoners (a) from K.G.F.S. Has no direct income from Public.
Trinity House Bounty Fund ...	—	—	2,000	2,004	2,034	13,750	13,797	12,584		
" " Pension Fund ...	Not available	Not available	Not available	Not available	Not available	(a)17,730	88,420	81,911		
" " War Fund ...	—	—	—	—	—	31,991	33,118	8,199		
Tyne Mariners Benevolent Institution.	32,261	33,594	2,368	4,005	4,053	10,875	17,443	15,483		K.G.F.S. Almoners.
	1,211,437	1,562,856	64,919	127,562	121,336	1,026,907	1,333,653	948,061		
GENERAL (SAILORS SOCIETIES, HOMES, MISSIONS, COMFORTS, ETC.).										
Apostleship of the Sea ...	—	Not available	—	—	—	9,447	9,470	1,063	14 mths. only (H.Q. London only)	
British Sailors' Society ...	98,550	470,137	44,586	99,443	107,000	1,119,561	1,890,742	1,473,407		
Catholic Seamen's Home, London	Not available	Not available	Not available	Not available	Not available	3,239	6,244	6,041		
Glasgow Seamen's Friend Society	28,833	33,033	1,820	3,092	3,783	6,869	15,825	16,008	One year only. 2 years only. (a) Cash in hand.	
Hull Missions to Seamen ...	8,194	13,236	1,207	1,968	1,609	6,893	10,691	9,201		
Liverpool Seamen's Friend Soc.	24,033	26,660	3,960	8,282	7,852	27,768	92,220	90,888		
Liverpool Seamen's Welfare Cen.	—	10,000	—	—	—	36,962	46,368	20,764		
Mariners Friend Society ...	—	—	1,140	1,162	1,403	5,032	5,718	5,754		
Merchant Navy Comforts Service	—	(a)371,148	—	—	—	959,534	1,026,769	605,921		
Merchant Seamen's War Memorial Society.	42,080	75,130	1,248	4,426	4,457	72,690	77,388	12,884		
Mersey Missions to Seamen ...	20,982	26,733	4,379	6,743	8,337	35,539	74,881	70,182		
Missions to Seamen (Headqtrs.)	140,452	288,963	40,967	46,437	59,237	425,893	443,858	428,402		
" " (Branches)	76,974	120,161	20,074	28,943	24,842	231,847	326,384	256,123		
Sailors Home, Glasgow ...	Not known	11,492	44	1,646	1,666	9,466	122,021	99,705		
Sailors Home, London ...	32,334	50,124	324	22,479	22,422	24,416	146,287	127,957		
Sailors Home, Liverpool ...	39,485	49,855	142	9,021	7,241	681	46,349	36,832		
Sailors Home, Southampton ...	21,183	21,616	433	5,693	5,158	1,113	21,184	21,702		

	INVESTMENTS (Capital Value)		1938			1940-43 (Aggregate)			Remarks 9.
	1938 i.	1913 2.	Income from Public† 3.	Total Income 4.	Expenditure* 5.	Income from Public† 6.	Total Income 7.	Expenditure* 8.	
GENERAL (SAILORS SOCIETIES, HOMES, MISSIONS, COMFORTS, ETC.)— <i>cont.</i>									
Sailors Home, Tees	1,142	1,862	Not available	Not available	Not available	59	2,476	1,559	
Scottish Coast Mission ...	16,264	18,275	2,465	2,850	2,993	15,094	17,548	16,538	1943 not available
Incorporated Seamen and Boat- men's Friend Society.	5,900	5,022	5,874	7,612	8,249	20,524	25,422	23,257	
Seamen's Christian Friend Soc.	291	291	7,014	7,095	6,754	24,348	67,013	66,186	
Seamen's Mission (Queen Victoria Seamen's Rest).	15,509	28,103	5,790	11,966	10,787	23,036	61,765	50,563	
Swansea Sailors Society ...	1,000	5,000	508	1,983	1,936	6,487	17,177	13,635	
Toc. H. Seafaring Boys Club, Southampton.	—	300	—	—	—	2,973	8,390	7,872	
	573,206	1,627,141	141,975	270,841	285,726	3,069,471	4,562,190	3,462,444	
King George's Fund for Sailors War Fund, Merchant Navy Section.	—	262,057 In hand for further grants	—	—	—	763,195	768,916	(a) 479,359	(a) Grants, chiefly included in Income from Public above. No expenses.
	SUMMARY (EXCLUDING KING GEORGE'S FUND FOR SAILORS).								
Orphanages and Schools ...	462,959	562,013	23,472	60,669	56,147	205,750	380,817	337,635	
Benevolent Funds	1,211,437	1,562,856	64,919	127,562	121,336	1,026,907	1,333,653	948,061	
Sailors Societies, Homes, etc. ...	573,206	1,627,141	141,975	270,841	285,726	3,069,471	4,562,190	3,462,444	
£	2,247,602	3,752,010	230,366	459,072	463,209	4,302,128	6,276,660	4,748,140	

* Excluding capital expenditure met from " extraordinary " income (legacies) or from accumulated income balances.

† Includes amounts received from the public in any way, e.g. from appeals (public or private), collections and subscriptions, but excluding legacies; in certain cases grants from King George's Fund are included.