

THE WOMAN'S LEADER

AND THE COMMON CAUSE

Vol. XVII. No. 14. One Penny.

REGISTERED AS
A NEWSPAPER.

Friday, May 1, 1925.

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Annual Subscription for Postal Subscribers: British Isles and
Abroad, 6/6.
Common Cause Publishing Co., 15 Dean's Yard, Westminster, S.W. 1.

NOTES AND NEWS.

The Budget.

This year's Budget statement was awaited with even greater interest than usual. Its secrets had been exceedingly well kept; the personality of the Chancellor and what Mr. Snowden called the "romantic" associations connected with his appearance, the difficult nature of his task, combined with the opportunities offered by his being able to deal with what is probably the first of a series of Budgets to be introduced by the same Chancellor, all made the occasion a peculiarly exciting one. Mr. Churchill's speech certainly justified the highest possible expectations. It was a brilliant exposition of the financial situation, and presented a well balanced and lucid account of his proposals. Speaking generally, these appear to us on the whole to present a fair and well conceived scheme. On the immediate return to the Gold Standard, the provision for Imperial Preference, the re-imposition of the McKenna Duties, we cannot deal without betraying our party feelings—nor for the same reason do we feel able to comment on the increased Death Duties and the general alteration of rates with respect to Super Tax and Income Tax. But two matters, at least, come very clearly within our ken. One is, of course, the question of Social Insurance, and the inclusion of Widows' Pensions within the new scheme, and the other the fact that no provision has been made for the separate taxation of the incomes of married persons. We have not, as yet, had the opportunity of seeing the details of the new Widows', Orphans', and Old Age Contributory Pensions' Bill, and will return to it again. But certain features of the proposals outlined in the speech call for immediate comment. In the first place we cannot refrain from rejoicing at the inclusion of *any* scheme to help the widow with dependent children. As our readers know, this reform has been one of those we are most anxious to see adopted, though we realized that there was no hope under this Government for the non-contributory scheme for which we stand. This time last year we bitterly complained at the absence of any reference at all to widows in Mr. Snowden's speech, and it is a curious turn of Fortune's Wheel which left it to a Conservative Government to be the pioneer in this respect. But at the same time, apart from the contributory nature of the scheme, there are many points we feel bound to criticize. Firstly, the benefits are *far* too low: 10s. a week for the mother, 5s. for the first child, and 3s. for subsequent children is not enough to prevent those who have no other resources from either applying to the Poor Law or facing the bitter alternative of semi-starvation, or going out to work leaving the children, in many cases, inadequately cared for. The demand for pensions

for widows *without* children has never been put forward by women's organizations or anybody else. It would have, in our opinion, been far better to concentrate whatever provision was considered possible for widows on the widowed mother of young children. It is, moreover, a great disappointment that no provision is to be made for the wives and children of insured persons under the National Insurance Act. Mr. Churchill's claim that 70% of the population will be given security by his scheme does not stand close examination in this respect. With regard to the need for the separate taxation of the incomes of married persons, we much regret that the opportunity offered by the possibility of a lower rate was not taken advantage of by the Chancellor to remove this injustice. Next week, with fuller material before us, we will deal in greater detail with the Budget proposals.

The Remaining Work of the Session.

The Government has a crowded session ahead of it if it is to get through its programme before August. There is the Factories Bill, which will take a considerable amount of time, though it is now generally believed that many of the expected innovations, including the 48 hour week for women workers, have been dropped out and that it will be little more than a consolidating Bill. Immediate steps will have to be taken to deal with rent control; if the period of control is to be extended the Bill must be passed before the end of May, whilst the Teachers' Superannuation Bill and the Tithe Redemption Bill must be passed before the end of the session. Then there is the Wireless Bill, which is likely to prove very contentious, and it is generally realized that it is of the greatest importance what line is taken with a side of the life of to-day which has incalculable developments ahead of it. The Rating and Valuation Bill is another extremely complicated Bill which is of wide interest, and there are besides such Bills as the Summer Time Bill, the Criminal Justice Bill, the Church of Scotland Bill, and the Merchandise Marks Bill. With respect to those Bills in which we are specially interested, our eyes will be fixed more on the House of Lords than on the Lower Chamber. The Guardianship of Infants Bill, and the Summary Jurisdiction (Separation and Maintenance) Bill, will shortly be coming on for consideration; the second reading of the Parliament (Qualification of Peeresses) Bill in Lord Astor's charge will be taken on 21st May. The final stages of the Legitimacy Bill are yet to be taken, and it is hoped that the Coverture Disabilities Abolition Bill will be introduced. In the House of Commons, in addition to those financial matters we have referred to above, time will, we hope, be allowed for the Bastardy Bill, which still awaits its second reading, and for the Legitimacy Bill on its being sent down from the Lords. Lady Astor will probably introduce under the ten minutes' rule a Bill to provide for equality of treatment for both sexes in street offences.

The Law and the Married Woman.

As we go to press we learn that Lord Danesfort will ask the following question in the House of Lords on 6th May:— "Whether, in view of the wide legislative charges that have been made in recent years in the status and rights of married women, they will appoint a Select Committee to consider the state of the law governing the liabilities of a married man in respect of the torts and debts of his wife, and to report what alterations are necessary or desirable." We have already referred to the Coverture Disabilities (Abolition) Bill drafted by the National Union of Societies for Equal Citizenship. We shall come back to this matter later.

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The Hindenburg Election.

We hope that the election of von Hindenburg as President of the German Republic will not arouse a great outcry about German militarism in this country or elsewhere. It is easy to exaggerate the significance of the election. Hindenburg's record was a fine one, and heroes of a great campaign can always reckon on a considerable degree of popular enthusiasm. It is easy to imagine people voting for a great Field Marshal without really deeply endorsing his politics or glorifying the war. If Lord Haig took part in any election here he would certainly be supported by many voters who had no very keen political convictions but were carried away by his prestige. Hindenburg will have to take the oath of allegiance to the Republican Constitution, and it is inconceivable that his election should bring the possibilities of a Hohenzollern monarchy any nearer. The position is, of course, dangerous in other ways. Distrust of Germany is always near the surface even in this country, and still more so in France, and the election of Hindenburg is likely to strengthen all the most strongly anti-German forces. But if the bulk of the people in the countries which fought against Germany can refrain from being carried away by fear and distrust, which means largely if the Press keeps calm, they may find after all that German policy has not materially altered. If there should be any change in the wrong direction, if Germany, for example, should fail to carry out the Dawes Report, then would be the time to cry out against revived German militarism, and to take whatever steps may prove necessary; but hostility at this stage cannot alter the election, and it is likely to bring about the very results it deprecates by strengthening national bitterness.

Co-operation in Agriculture.

The Board of Agriculture has just published the first of a series of reports on economic questions, in which it deals with the co-operative marketing of agricultural produce in England and Wales. The economic and social importance of the fuller development of the agricultural possibilities of this country is being much discussed in these days, and co-operation is of great importance in this respect. It is, of course, no surprise that the report gives a rather gloomy picture of the position of agricultural co-operative marketing. The failure has been due in part to lack of support from the members of the various societies. They do not realize the necessity for loyalty to the organization, but "insist on maintaining their rights as individuals to sell their produce in the market which at the moment appears to offer the best price," and do not see that in the long run this may not be the most paying line of action. Moreover, the experiments in co-operative marketing have been, on a small scale, to sell the produce of a limited number of farmers, whereas the distinguishing feature of recent co-operation in Denmark, in the U.S.A., and the Dominions has been the movement to deal with commodities on a large and national scale. It is, we suppose, largely a psychological question; the English farmer is often intensely individualistic and local in his outlook, but publications such as this pamphlet of the Board of Agriculture should help to make it clear how important are the economic gains to be achieved if this narrower individualism were overcome.

Conference on the British Empire and Citizenship.

Our readers will remember the accounts recently published in these columns of the new efforts to link up the woman's movement in different parts of the Empire. The British Overseas Committee of the International Woman Suffrage Alliance has decided to hold a conference on 9th and 10th July, at the Caxton Hall, on the British Empire and Equal Citizenship. The conference will cover the special problems of women and their representation at gatherings of Empire importance as well as discussions on equalities and inequalities of legislation in the special parts of the Empire, and an attempt will be made to provide a survey of conditions which should be of the highest value. The Committee, in view of the new scope of its work, hopes within the next few weeks to be able to announce the terms of its constitution and a more distinctive title.

The Need for Playing Fields.

A letter from the Director of Sports for the Y.W.C.A. in *The Times* of 27th April gives an interesting commentary on the need for more playing fields for girls, to which we referred last week. Though there are on an average a thousand girls in London who take part in the annual drill competition organized

by the Y.W.C.A., only half that number come up to games and sports competitions owing to the lack of fields where the girls can train and play. That drill is an excellent thing no one can deny, but it is lamentable that half the London members of the Y.W.C.A. who are keen on physical exercise should be denied the opportunity of getting it in the open air instead of in drill halls, and what is true of the Y.W.C.A. members is probably equally true of countless other girls in our big towns.

Sunday Lectures at the British Museum.

For the first time a Sunday lecture has been given at the British Museum, and it will in future be a regular feature. On the vexed question whether this country is gaining or losing by departing from its old stricter Sabbatarian practice we will not venture to express an opinion, but we think most people will welcome this particular development. There are many young men and women from the provinces and the country who come up to London to earn their livelihood and have no opportunity during the week for getting to know London's treasures. To someone fresh to our Museums their extent is apt to be overwhelming, and the chance of being able to attend lectures instead of trying to cope with a vast collection unaided is a very great thing. How welcome these Sunday lectures are likely to be is shown by the fact that the first was crowded out, and two of the official guides had to be called in to deal with the overflow.

Smallpox Menace.

The Times of 28th April published an interesting but depressing chart showing the increase of smallpox during the last three years. The number of notifications has increased in a startling fashion since 1922 and the disease has now become endemic in certain Midland districts. According to *The Times* medical correspondent, "we are rapidly approaching the circumstances in which a really serious and deadly outbreak in smallpox may be expected." Having no medical knowledge, we can form no conclusion as to whether this statement is unduly pessimistic or is justified by the facts. We quote it without comment. The bulk of people in this country will connect the increase in smallpox with the decline in the number of vaccinations. What explanation the anti-vaccinator gives we do not know, but to those who take the orthodox medical view in these matters it will seem a serious thing that there are "now districts where the majority of the population are unprotected by vaccination," and they will endorse the demand of *The Times* that the Ministry of Health should carry on a campaign of education on the subject of smallpox and withdraw the recent regulations which make the way of the conscientious objector, in our opinion, so fatally easy.

Fine Records of Service.

We regret to learn that owing to a breakdown in health Miss Berry, the Secretary of the Women's Local Government Society, had to resign her position at the beginning of the year. Anyone who has come into contact with the W.L.G.S. and with Miss Berry's encyclopaedic knowledge on the subject with which it dealt, will realize what a loss this is. A "Marian Berry" Testimonial Fund has been inaugurated, which it is hoped will enable her to take a long holiday. Contributions should be sent to the Hon. Treasurer, Miss N. S. Kilgour, 58 Porchester Terrace, W. 2. Another organization which is recognizing a long record of service on the part of its secretary is the National Council of Women. Miss Norah Green has been with the Council for twenty-one years, and it is difficult to over-estimate what her devoted services have meant to the Council, but this "coming of age" we are glad to say does not mean she is leaving the Council.

A Champion of the Midwives' Profession.

We notice that Miss Rosalind Paget is resigning her position as representative on the Central Midwives' Board of the Queen Victoria Jubilee Institute, though she will still work in connexion with the Midwives' Institute and Club. The value of the services Miss Paget has rendered towards raising the profession of the midwife is incalculable. She realized from her experience in the hospitals the great need there was for more skilled attention for working-class mothers, and in 1881, with Miss Louisa Hubbard, she founded the Matrons' Aid Society as a first step. Then followed a long fight for the legal protection of the title of midwife, in which Miss Paget was one of the leading figures. Anyone who wishes to read the details of that struggle can do so in Miss Emma Brierey's book *In the Beginning*.

RESTRICTIONS.

There is a very obvious inclination at the moment in discussions on our difficult economic position to blame women for part of it, and to argue that the thing to do is to get them out of the industrial world and back to the home, and so provide more work for men. One of the chief speeches at a recent conference laid emphasis on this point of view. An article in a Sunday newspaper of this week argues in the same line in statements so one-sided and unfair as to be seriously misleading, with no opportunity of any answer.

This attitude and these examples are indicative of how widespread the view is that industry is for men, and that women are to be used, controlled, and moved in and out of it as desired under restrictions "safeguarding" them. Those of us who stand for equality must realize that here is one of the places where the issue is clearly joined.

None of us will quarrel with "protective" legislation that improves conditions of industry and imposes standards that must be adhered to in relation to industrial work, but we take our stand on the principle that such legislation should concern itself with the nature of the work and not with the sex of the worker. We possess a good deal of "differential" legislation which in effect closes avenues of training and opportunity and employment to women, and adds greatly to the influences that cause women to be paid at low rates. It undoubtedly delays the fullest scientific development in the organization of industry. When we are frankly out to see that all the work of the world is so organized that it is "fit" for anyone to do we are on the right road, and industrial equality is as sound and as sensible a foundation to work on as political equality. It may be argued that there is one problem that must be specially legislated for—maternity. We hold on this that rigid restrictions are neither the best here nor the soundest, however kind they appear on the surface, and that the wisest policy is to provide for the mother such economic conditions as shall make maternity possible without either ill-health or starvation.

This Government has stated that it will bring in the Factories Bill, and the Home Secretary has also announced

HOUSING: THE NEXT STEP.¹

By CAPTAIN R. L. REISS.

II.

In the previous article I dealt with the present problem and the existing legislation. In this second article I propose to deal briefly with some suggestions as to the way in which women can help to secure that better use is made of the Housing Acts and the rate of building substantially increased.

In the first place, it is important to realize that none can render any real assistance unless equipped with an adequate knowledge of the powers possessed by Local Authorities and private enterprise under the existing Housing Acts, particularly the Acts of 1923 and 1924. To this should be added a general knowledge of the circulars issued by the Ministry of Health in regard to the administration of the Acts, particularly Circular No. 520, which was issued to Local Authorities, and obtainable from the Stationery Office. This circular explains the procedure to be adopted under the Acts. It is also essential that those who are anxious to secure further action should have a general knowledge of the existing conditions in their district with regard to overcrowding, and also as to what the Local Authority is actually doing.

Armed with this knowledge, women, either individually or in groups, should take what steps they can to secure that the Local Authority increases its programme of building and takes into account the full opportunities presented by the two Acts.

Of course it is important to ensure that the houses when built should be let at rents within the reach of the people who most need them. This will mean in many cases the use of the 1924 Act rather than the 1923 Act. In addition to this, efforts should be made to stimulate private enterprise to take advantage of the Acts and to get the Local Authorities to render every assistance in their power to such enterprise. In many places it may be possible to form a Public Utility Society, and for such a Society to obtain a loan of 90 per cent. of the value of the houses from the Local Authority, together with subsidy as provided. Where this is done the Society will only have to raise in private capital roughly one-tenth of the value of each house, which will not amount to more than £50 per house, and there is no doubt that many people, even of moderate means, would invest £50 in such a Society with the knowledge that they will be getting, say, 5 per cent or 6 per cent. on their money and at the same time housing a family.

¹ The first article on this subject appeared in our issue of April 24th.

that he will bring in a measure on the White Lead in Painting Convention, and the former at least will go through before summer. The National Union of Societies for Equal Citizenship and other women's organizations have made representations on the lines of the policy we have been advocating to Sir William Joynson Hicks on the Factories Bill and are approaching him also on the Bill to embody the White Lead I.L.O. Convention. This is not yet published, but in the form in which it was brought forward by the last Government it definitely excluded women from painting any part of a building where lead paint was used, except "as excluded from the provisions of this section by an Order of the Secretary of State." Women were classed with "young persons" in this exclusion, but immediately following the male apprentice was set free of the restriction, so it remained in reality only on women.

Mrs. Sidney Webb's comment on Lead Poisoning, in her Minority Report of the War Cabinet Committee on Women in Industry, may fittingly finish thus:—

"... It is said that women are specially susceptible to lead poisoning. I do not feel sure that what has been proved is a special susceptibility of the female sex, or a special susceptibility of particular individuals. The experience during the war with T.N.T. and other poisonous substances leads me to the inference—and this is the suggestion of women doctors who have served as medical officers of factories—that what is called for is not the exclusion from work of all persons of one sex, or even the subjecting of them to special restrictions, but the minute, careful, and persistent observation, by the medical officer of the factory, of the health and diathesis of the individual workers irrespective of sex, and the application of such special precautions, such restrictions, and even such exclusions, as may be called for by the proved susceptibility of the several individuals affected, whether they are men or women."

We arrive again at the position we take that it is the nature of the work, and not the sex of the worker, that should determine protection and control.

A few words should be said in regard to the problem of the supply of labour. No doubt in many districts there is a shortage of skilled labour, and this will be given as an answer to suggestions for increasing the rate of progress of building. It is quite true that the existing supply of skilled labour is inadequate to meet the needs if the number of houses built annually is to be substantially increased. Leaving aside controversial suggestions, there are certain ways in which this difficulty can be overcome without provoking opposition. The supply of apprentices to the trade should be increased, and this is one of the proposals made by the Joint Committee of Building Trade Employers and Operatives. All contractors employed by the Local Authority should be required to have as high a percentage of apprentices as possible, and private builders should be encouraged to take on apprentices so that the supply of skilled labour may be increased in the near future.

In the second place, careful consideration should be given to various alternative methods of construction which would reduce the necessity for those particular skilled trades which are shortest, particularly bricklayers and plasterers. Many forms of concrete construction have been proved to be satisfactory. The pouring of concrete between shuttering as a means of providing walls, if properly done, provides quite a satisfactory house, and this can be done by labour which is not already skilled in the building trade. A large number of houses are being built in this way at Welwyn Garden City by a Public Utility Society.

Consideration can also be given to the experiments being carried out in various forms of steel construction, though it does not appear, at present, as if this method will be as satisfactory as concrete.

In regard to all these new methods of construction anyone who is seriously desirous of helping would do well to inspect and get particulars of the various methods tried in different places.

I have not dealt with the question of planning, but obviously women should keep a continuous watch upon the types of houses which the Local Authority and private enterprise are building, and by discussion with the tenants find out as to whether the planning and arrangement will meet the needs of the working housewife and reduce her labour to a minimum. So much has been written on this subject that it is unnecessary to deal

with it at any length. All that it is necessary to say is that careful attention to the cooking and heating arrangements are essential, and that in the controversy as to whether parlour or non-parlour houses should be built it is always well to bear in mind that this must be considered in conjunction with the problem of rent, and that it is better to have one family in a non-parlour house than two crowding into a parlour house.

As stated in the previous article, the main concentration will be on new building. At the same time women can do much to improve the general standard of existing accommodation by seeing that the Local Authority enforces its powers as requiring owners to keep their houses in proper repair, and also by making careful survey of slum areas and attempting to formulate suggestions as to how the Local Authority should deal with them by clearance or otherwise.

In conclusion, I would emphasize the futility of merely meeting together in little groups and discussing the problem academically. The existing literature on the subject now provides sufficient data for practical efforts. Any group of people anxious to be of practical use should organize locally and study the question from the definitely practical point of view on the lines I have attempted to indicate in the course of this article. Such groups of persons can obtain assistance and information on points of doubt from the Garden Cities and Town Planning Association at 3 Gray's Inn Place, W.C. 1, from whom books and pamphlets on the Housing Question can be obtained.

SHORT BIBLIOGRAPHY OF UP-TO-DATE BOOKS ON HOUSING.

The New Housing Handbook. By R. L. Reiss. (P. S. King & Son, 4s. 6d., cloth. A paper-covered edition obtainable from the Garden Cities Association only, at 2s. 6d.)

A Handbook on Housing. By B. S. Townroe. (Methuen, 6s.)

The New Housing Law. (Garden Cities Association, 2d. Special quotation for bulk supply.)

The Housing Problem. (Consultative Committee of Women's Organizations, 92 Victoria Street, 1s.)

TWO SPRING VISITS TO PALESTINE, 1921, 1922.¹

By MILLICENT GARRETT FAWCETT, G.B.E., J.P., LL.D.

CHAPTER XXII.—PICKING UP THE PIECES.

Prosperous Jews all over the world have always been distinguished for the skill and generosity they have shown in looking after the less fortunate members of their own race. On this visit to Jerusalem we were to see a good deal of the organizations which they had created for looking after the Jewish war orphans, for providing Jewish schools not only in Jerusalem but all over the Holy Land, in making arrangements for the care and future employment of Jewish immigrants, and for setting up Baby Clinics, centres for pure milk distribution for infants of all races, and other beneficent activities.

Our first tea-party in Jerusalem introduced us to a group of the ladies actively engaged in this work. We there met Miss Sophia Berger, the executive director of *The Palestine Orphan Committee*, and under her guidance we later had the opportunity of seeing some of the Jewish orphanages and of understanding the principles on which she and her committee had worked.

The Jewish population of Palestine was estimated before the war to amount to 100,000. After the war it was reduced to 60,000, of whom more than 4,500 were orphans. The war itself, together with its camp-followers—typhus, cholera, and starvation—accounted in great part for this reduction. Part of it was, however, doubtless due to the removal from Palestine of women and children belonging to sections of society which could afford to get them out of the fighting area, and part of it was due to the absorption into the British army of young Jews of military age. I was told that more than 4,000, not exclusively Palestinian, had joined the battalions called the Judeans raised by Colonel Patterson and the Maccabees raised by a British officer of Jewish race. On our first visit we saw several of these young men proudly wearing on their caps and shoulder-straps the seven-branched candlestick as their distinctive badge. On one of our calls at Government House we saw a large thick book in which the names of these young men were inscribed; of course, a not inconsiderable number had laid down their lives. It is not therefore difficult to understand why the four years of war had cut down the Jewish population of Palestine to the extent just mentioned.

¹ This is one of a series of weekly articles which will extend over a period of several months.

The practical problem to be dealt with was how best to provide for the 4,500 orphans in such a manner as not to undermine the independence of their character or to weaken the sense of family obligation among their relatives. These orphaned children of Jewish race were to be found not only in Jerusalem but all over Palestine, as well as in Damascus and other places in Syria. It was one of the first duties undertaken by the Zionist Commission in Jerusalem to care for these children, and a special committee for the purpose was formed, called *The Palestine Orphan Committee*. Mr. Norman Bentwich, now Attorney-General, was chairman of this committee, and Miss Sophia Berger, already mentioned, was its executive director. She placed all her knowledge and experience of its work and methods at our disposal. From the outset of its work the committee received most generous help and support in money and in kind from the American funds for Jewish war sufferers. The first thing to do was to make a careful search for surviving relatives of the children, who, when found, were in general not only willing but eager to recognize their responsibilities. From my own observation I believe that their fidelity to, and generous interpretation of, family obligations is one of the great strengths of the Jewish race. Where necessary, in such cases a monthly allowance for the maintenance of these children was made from the Central fund and home visitors were appointed charged with looking after their health, cleanliness, school attendance, and general well-being; precautions were also taken to prevent the children being exploited either by their foster-parents or by employers. Next, existing orphanages were approached and where possible and desirable children were placed in them. These activities reduced the number of orphans requiring relief from 4,500 to about 4,000. But new orphanages had to be opened, four in Jerusalem, one in Safed, and one in Damascus, and local committees were formed for their supervision. The orphanage for girls formerly supported by the Hilfsverein der Deutschen Juden passed under the supervision of the committee. The great principle underlying every action of the committee was to make the children, whether boys or girls, self-reliant and self-supporting as soon as possible. Elder boys were passed on to some adjacent Jewish Agricultural Colonies; for instance, fifteen boys were in this way placed for a year at Givat Shaul, a Jewish Colony in the outskirts of Jerusalem, which had been destroyed during the war. The boys cleared much of the ground from stones and started an excellent garden, making the place ready for a sanatorium for a group of children, tubercular suspects, who greatly benefited by their country life. In a large number of cases the committee organized the trade-training of both boys and girls. When the report which lies before me was written, more than 500 of the boys and girls from 12 years old upwards were learning special trades: for boys, carpentry, shoe-making, tailoring, gardening, book binding, saddlery, etc.; the girls learning to become stenographers, dressmakers, carpet weavers, milliners, domestic servants, cooks, and laundry hands.

In all the orphanages run by the committee the children themselves take an active part in the necessary work both in the house and in the garden. It was delightful to see these eager intelligent little creatures thoroughly enjoying themselves over work of this kind both indoors and out. Little girls so small as to make it necessary for them to be raised on three-legged stools while pursuing their culinary operations, not being *driven* to work or very much or very obviously overlooked, but rising with childish glee to the importance of the job entrusted to them. Through the children becoming self-supporting, as well as by the return of relatives willing and anxious to take charge of them, the number of children in the hands of the committee had been reduced at the time of our visit to 2,655. A large number were expected to have completed their training and to be ready for work by the end of November, 1922: but there will still remain a great many hundreds of children, between 11 and 14 years of age, whose industrial and general training is of first-rate importance and who must consequently remain under the charge of the committee for a considerable time.

We saw several of the orphanages and were very much impressed by the absence of the institutional *malaise* and by the happy and vigorous appearance of the children.

WOMEN AND THE BAR EXAMINATION.

The names of twenty-three women were included in the results of the Easter Bar Examination, including five women who passed the final examination. One of them, Miss J. I. Wall, of the Home Office, well known to some of our readers as an expert on the delinquent child, obtained a First-class and Certificate of Honour.

A NEW BILL FOR PUBLIC ORDER.

By MRS. BETHUNE-BAKER.

It is always a satisfaction when the moment arrives for taking some definite action on behalf of a "cause." And on behalf of one of the most far-reaching causes for which this paper stands—the attainment of an equal moral standard—a serious fight must now without delay be made. Our readers will remember that for three years in succession at meetings such as the Annual Council of the National Union of Societies for Equal Citizenship resolutions have been passed by overwhelming majorities in favour of the abolition of the Solicitation Laws.

In the meantime the Association for Moral and Social Hygiene, with the deliberation and caution born of the knowledge of actual facts which we have learned to associate with all the work which that Society puts out, has produced a Bill to amend the law relating to order in streets and public places so as to secure equality of treatment between the sexes. At a meeting held on 25th March, at the House of Commons, of Members of Parliament and others interested in the Bill, it was decided to bring it in this Session under the ten minutes' rule and so secure a preliminary discussion on the purport of the Bill.

In the meantime, also, some of us have learned something of the way in which New York has thought fit to deal with its problems of solicitation, and how under its methods of police temptation, severe penalties, and kind coercion, administered by women's courts, it has "cleansed its streets." A verbal account of a sitting of one of these courts, given by an Englishwoman who had been present, to an audience of women in London produced a profound impression of distrust and almost of horror that such methods could be tolerated in a modern city.

To record yet further activities among organizations in this country, the London Public Morality Council has appointed a special committee of fourteen persons to make a report on the question of the problem of solicitation and its treatment. This committee has produced a report and made various recommendations. There are no signatures attached to the report, so that we are left in ignorance as to the size of the majority making the recommendations and as to who approved of them. We know that some members of the Committee very strongly disapproved of them. And we know that some of the recommendations as they stand, and with their implications, are altogether opposed to the principles of legal equality of status as between the sexes, and intolerable to anyone who has a "burning sense of justice," as Josephine Butler said, "for other people."

It is hoped that these proposals may be amended before they are formally adopted by the London Public Morality Council. Unless, however, they are amended out of all recognition they will not be acceptable to those organizations of women which stand for equality of treatment for men and women.

In this article it is proposed to deal very briefly with the proposed Bill. Succeeding articles will give an account of the women's courts in New York, and will deal further with the report of the special committee appointed by the London Public Morality Council. A copy of the Bill itself, with an explanatory memorandum, can be obtained from the Secretary of the Association for Moral and Social Hygiene, Orchard House, Great Smith Street, S.W. 1, price 2d, and readers are strongly advised to get one. The present account is entirely untechnical, but aims at presenting accurately the object of the Bill and its necessity. First of all, the Bill is to repeal certain sections of the existing laws dealing with solicitation and annoyance by common prostitutes in the streets and public places. It may be as well to explain that under present conditions neither promiscuous intercourse, nor prostitution, nor solicitation is illegal. Under certain police acts solicitation becomes a legal offence when its practice becomes an annoyance and when the person soliciting is a woman whom the police call a "common prostitute." Under these conditions a woman may be arrested, brought before a police court, and imprisoned or fined. Much open solicitation is untouched and untouched by the present law. The same offence is punishable in one prison and not in another. The result is an administration of the law which is both futile and unjust. The new Bill proposes, in Clause 1, to repeal all sections of the various Police Acts under which solicitation is now dealt with. The general purpose of all these Acts is the maintenance of public order. The promoters of the new Bill propose to meet this need by one comprehensive regulation (Clause 2 of their Bill). This clause runs as follows:

Every person who, in any street or public place, willfully causes annoyance to any person by words, or behaviour, shall be liable to a penalty not exceeding 40s. for each offence. This clause will apply to all persons, regardless of sex and irrespective of their moral character, who may wilfully annoy another person "by words or behaviour." It provides protection in the streets and public places from solicitation, pestering, or any other form of annoyance.

Clause 3. Any constable or other peace officer may arrest without warrant any person committing an offence against this Act, provided that no person shall be taken into custody for such offence except upon complaint by or on behalf of the party aggrieved.

In submitting this Bill to Parliament for consideration its promoters are fully aware of the many difficulties inherent in the legal treatment of this particular kind of *conduct*. But they maintain that it is what people *do* that the law must concern itself with, and not with the moral character of the person doing it. They contend that there is no reason for special legislation against alleged prostitutes. They should be subject to the same restriction on their conduct in the streets as are other people. It is against the English law of evidence to bring forward the question of character and previous convictions until the accused person is convicted on the immediate charge. This rule is always broken in the case of the alleged prostitute; she is outside the protection given by the law to every other offender—made by the Courts legally an outlaw, as she is morally a scapegoat.

The question of evidence to be required in cases of alleged annoyance is so important for the protection of *all* persons that it is urged that Parliament should refer it to a Select Committee which would take evidence as to the best means of securing equal justice for men and for women and at the same time maintain and safeguard public order and decency.

"To achieve equality of justice and at the same time to promote order and decency in the streets" is the object of the draft Bill which we ask all our members to support in every way open to them.

MANDATES AT WORK.¹

It has been felt in many quarters that the Mandatory system, by which the backward peoples of the ex-enemy colonies were to be governed by the more advanced nations as a sacred trust, was a noble ideal which entered practical life under most unfavourable conditions. The Allies each received mandates for the territories they most desired as spheres of influence, and nobody would touch Armenia which imposed obligations, but promised no benefits. The recent report of the Permanent Mandates Commission to the League Council, however, shows that the Commission is making the most of its functions, and is endeavouring to ensure that the system shall be administered not only in the letter but in the spirit of the Covenant. The Mandatory Powers report annually to the Commission, and are subject to close cross-examination. This involves a publicity which no Power can afford to despise. At the last session, reports were considered from the British in Palestine, the Cameroons and Togoland, from the French in Syria, and from the Japanese, the Australians and the New Zealanders in the Pacific Islands. Palestine presents a peculiarly difficult problem in the conflict of interests between the existing Arab population and the in-coming Jews. In the African and Pacific territories most of the problems inseparable from the contact of native races with civilization are involved—land, labour, liquor, disease—and the Commission acts as a clearing house for the ideas and experiments of the various administrators. There are now disquieting rumours about the Rehoboth tribe in S.W. Africa. This question will come up in June, when we may expect from the Commission a candid and impartial review of the situation.

Despite its origins the Mandatory system is full of promise if there is a vigilant public opinion to operate the instruments of the League.

OURSELVES.

We publish this week the second article on Housing, by Captain Reiss. Next week's issue will contain the first of three articles on "Housing in Rural Areas," by Miss Amy Sayle, formerly Housing Sub-Inspector in the Ministry of Health. Further announcements regarding articles on the Housing Problem will be made later.

¹ Contributed by the Women's International League, 55 Gower Street, W.C.

THE LAW AT WORK.¹

THE PRISON CONGRESS.

As has already been announced in the Press, the eighth International Prison Congress will be held in London on 4th-8th August. The first Congress was held in London in 1872, but on account of the war none has now been held since that at Washington in 1910. The Congress has been invited by the British Government, and delegates are expected not only from Europe and America, but also from Japan, India, Siam, and the overseas Dominions.

An account of the congresses of the past and of the plans for the next is given in a book entitled *Prison Reform—At Home and Abroad*, by Sir Evelyn Ruggles-Brise (Macmillan & Co., price 5s.). The title of "Prison" Congress does not adequately cover all the topics to be discussed. Criminology or Penal Reform would be a more descriptive name. One of the subjects on the programme is the "individualization of punishment," meaning, in the words of Sir Evelyn Ruggles-Brise, "that each man convicted of crime is to be regarded as an individual, as a separate entity or morality, who by the application of influences, of discipline, labour, education, moral and religious, backed up on discharge by a well organized system of patronage, is capable of re-instatement in civil life." One contrasts this ideal with a description of prison given by Mr. Havelock Ellis: "Prison is an incubator for those who are young in crime, a place of torture for those who possess the finer feelings of humanity; to habitual offenders it is simply a welcome and a comfortable home." We have indeed a long way to go before we achieve very much individualization in our penal system.

Another topic for discussion is the indeterminate sentence, together with a substitute for imprisonment in the case of trivial offences. These two aspects of the same subject are more closely connected than appears at first sight. They recall the well known epigram: "There are only two classes of people in prison—those who ought not to be there at all, and those who ought never to come out." The former class includes those who are sentenced to a short term for some trivial offence. Everyone is agreed as to the futility, and indeed the harmfulness, of this proceeding, and yet it continues year after year. We read in the last Prison Report that during the year over 15,000 persons were sent to prison in this country for a fortnight or less, being an actual increase on the number of the previous year. We should like to see representatives of all nations putting their heads together to find an alternative for prison for these petty offenders.

The indeterminate sentence is concerned with the second part of the epigram: "Those who ought never to come out." This subject requires, of course, the most careful consideration. The indeterminate sentence is an integral part of the American penal system, and is bound up with the theory that punishment should be purely reformative and not retributory. A sentence of imprisonment may be thus regarded as a period spent by a patient in a hospital. He stays until he is presumed to be cured, no shorter period and no longer. In this country we have always fought shy of the indeterminate sentence; and even at Camp Hill, to which habitual offenders are sent, a maximum period of detention is fixed when sentence is passed. But it is felt in some quarters that for a certain class of offenders, who are mentally and morally unstable, detention for an indefinite period in non-penal surroundings is more suitable than a definite term of imprisonment.

There is another way in which the prison population may be classified. We may say that the only two classes of prisoners are those who are sent to prison for the first time and the recidivists. It follows that the percentage of recidivists grows larger as greater efforts are made to keep men and women from going to prison for the first time. To such efforts we have recently been urged in no uncertain terms by the Lord Chief Justice himself. "No resource," he said, "which the law suggests or contains, no expedient which is legitimately open, ought, I think, to be omitted by those who perform the task of passing sentence in order to avoid sending people to prison for the first time." When magistrates throughout the country act upon these wise and weighty words we shall approach the day when the recidivists will amount to 100 per cent. of the prison population, and the prison system itself will be doomed.

¹ Under the direction of Mrs. C. D. Rackham, J.P., Miss S. Margery Fry, J.P., with Mrs. Crofts, M.A., LL.B., as Hon. Solicitor.

NATIONAL UNION OF SOCIETIES FOR EQUAL CITIZENSHIP.

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Offices: 15 Dean's Yard, Westminster, S.W. 1. Telephone: Victoria 6188.

PARLIAMENTARY.

PROPOSED DEPUTATION ON FACTORIES BILL.—The National Union is once again approaching the Home Secretary to ask him to receive a deputation of women's organizations, to lay before him the policy of the National Union in respect of restrictive legislation for women, before the draft of the Factories Bill and of the Bill to regulate the use of white lead in paint are published. Other women's organizations have been asked to support the demand which will be put before the Home Secretary that restriction should be imposed according to the nature of the work, and not according to the sex of the worker.

PROPOSED DEPUTATION ON WOMEN POLICE.—The Home Secretary is also being asked to receive a deputation of Women's Organizations to lay before him the need of carrying out the following resolution, which was carried at the Annual Council of the N.S.U.E.C.:

"That this Council urges the Home Secretary and the Secretary for Scotland to ensure that adoption of the recommendations of the Departmental Committee on the Employment of Policewomen (1924) by all Police Authorities by issuing them as statutory regulations in order

(a) That Policewomen take the statements of women and children who can give information or evidence where sexual crimes are in question, and further

(b) That Police Officers responsible for the custody of women prisoners in police cells be policewomen.

(c) That a woman should be appointed to assist H.M. Inspectors of Constabulary to advise the Home Office and assist local authorities on matters connected with their employment.

(d) That a part of the training of policewomen should be under woman instructors."

A NEW BILL FOR PUBLIC ORDER.—The attention of our members is drawn to the article by Mrs. Bethune-Baker in the current issue under the above title. In view of the probability that Lady Astor will be introducing this Bill shortly, we are asking our Societies and others interested to make a special study of it and to hold meetings in order to give publicity to its provisions, to include both their own members and the members of other women's organizations in their localities.

NEWS FROM SOCIETIES.

ABERTILLERY.

We congratulate the Abertillery W.C.A. on the excellent result of their work in connection with the Board of Guardians Election—when Miss E. M. Power and Miss Alice Smith won two seats. This is particularly interesting, as together with Miss A. E. Adams, supported by the Women's Section of the British Legion, they are the first women to be elected by an Abertillery electorate for seats on a local governing body. Nearly every house was canvassed by the W.C.A. and over 9,000 cards were addressed.

GLASGOW S.E.C. AND W.C.A.

The Second Annual Meeting of the Glasgow Society for Equal Citizenship and the Glasgow Women Citizens' Association, amalgamated, was held in the Central Halls, Glasgow, on Thursday, 23rd April. Miss Melville presided over a large audience composed of members from all parts of the city.

The Chairman, in her opening remarks, referred to the great loss the Society had sustained through the death of Sir George Beilby, F.R.S., LL.D., D.Sc. The Chairman reminded the members of the aim in the amalgamation of the two Societies was to double the strength of the two Societies in isolation.

The Report of the year's work, the Financial Report, and the Reports from Divisions were submitted and adopted. Resolutions on Equal Franchise, the Alimony and Status of the Illegitimate Child, and the Sex Disqualification Removal Act, 1919, Amendment Bill, were carried.

IMPERIAL SOCIAL HYGIENE CONGRESS.

In response to many requests a second Imperial Social Hygiene Congress will be held this year at Wembley on the same lines as last year's, and will be organized by the National Council for Combating Venereal Disease. It will be held on 5th to 7th October. The first day's meeting will deal with the problem from the Imperial standpoint, the second day with the Medical Aspect, and certain special questions will be discussed on the last day. Details as to the appointing of delegates can be obtained from the N.C.C.V.D., 102, Dean Street, W. 1.

WOMEN'S FREEDOM LEAGUE CONFERENCE.

The Women's Freedom League held its 18th Annual Conference at Caxton Hall on 25th April. The large number of delegates present represented branches in London, the provinces, Wales, and Scotland. Councillor Schofield Coates, the President of the League, was in the chair. Reports of the work of the year were adopted.

A resolution was passed unanimously re-affirming the chief objects of the League in regard to (1) equal suffrage, (2) equal opportunities and equal pay for women and men throughout all branches of our national life, (3) equal guardianship of children, (4) women's unemployment, (5) women Prison Commissioners, women Governors, and women Deputy-Governors, and women Medical Officers in all women's prisons and women's sections of prisons, (6) women police, (7) raising the age of consent.

Other resolutions called for a Government measure for enfranchisement next session, the suggested Conference being in the opinion of the League unnecessary and mischievous, that the provisions of the Sex Disqualification (Removal) Act should be put in force especially in regard to married women, that a widow be entitled to at least one-third of her husband's estate, that the 1918 Education Act be enforced for a non-contributory scheme of pensions for women with dependent children, that local bodies be required to build more houses, for the compulsory letting of unfurnished empty houses, for compartments for women only on all trains, for the abolition of capital punishment, that women magistrates should sit upon all Benches, and no child should be born in prison, and strongly protesting against the attempts being made to exclude women from Courts of Justice and Inquiry, and calling for more women police.

A congratulatory resolution on Miss Rathbone's appointment as Assessor on the Traffic in Women Committee of the League of Nations was passed with acclamation, and emergency resolutions calling upon the Home Secretary to impose no further restrictions on the employment of women in his Factories Bill, and protesting against the differentiation in pay and increment as between the sexes in the recent Burnham Award were also passed unanimously.

Miss Anna Munro was elected President for the ensuing year. The Conference was followed by an address on "Family Endowment" by Miss Isobel Goddard, and in the evening a Congratulatory Dinner to our Member, Miss Phipps, B.A., Barrister-at-Law, at the Minerva Club.

E. R.

CORRESPONDENCE.

WOMEN TEACHERS' SALARIES.

MADAM.—Lady Selborne probably gives the true explanation of the underpayment of women teachers as the operation of the law of supply and demand. There is, in the old country at least, an excess of educated and semi-educated women, and for these emigration seems to offer no means of adjustment. Apart, therefore, from equity, there appears little prospect of an improvement in pay and status.

What, however, is unexpected in correspondence in a paper specializing on women's work and interests is that there should be such manifest unacquaintance with the conditions of an important branch of women's work as to make possible the repetition of the ancient myth that teachers' working hours are short. It illustrates the commonplace that if a statement is repeated often enough it is accepted without question. The origin of this particular superstition is, perhaps, easily discoverable. The High School, the oldest type of Public School for Girls, has for its pupils the morning hours of 9 a.m. to 1 p.m., and the afternoon of 2.30 to 4 o'clock; ergo, these are supposed to be the teachers' hours also. They are not. The mistresses arrive at School soon after 8.30 a.m. to go on duty at 8.45. Most go off—temporarily—at 1.15; but some, probably two or four, according to the size of the School, are on duty all the dinner recess. The rest, for the most part, are on duty at 2.20 and are free at 4.20. Free, that is to say, of the School, unless there is a debate, or a club meeting, or extra games, or a mistresses' meeting, or work in connexion with the many social activities of a modern School. That, however, is far from being the end of the teacher's day. She has lessons to prepare; plans, models, maps to make, and corrections ranging upwards from, say two hundred and fifty a week in a small school to four or five hundred in a large. That for the easier part of the term. But there are six periods of the year; the opening and closing fortnight of each term, when clerical and organizing work and mistresses' meetings in the one case, and examinations and reports in the other, make the limit of the working day generally the impossibility of keeping awake any longer. The assistant mistress is lucky if her day consists of not more than eight or nine hours of intensive work; the Head Mistress is not surprised by a ten hour day. It should, moreover, be borne in mind that teaching involves unremitting concentration; for the teacher has to compel, not her own attention, but that of others; to stimulate, not her own mind, but the minds of some thirty or more children at a time. The cashier may pause for a chat; the doctor has the intervals consumed in passing from patient to patient; the clergyman does not take the whole service; and neither clients, nor patients, nor congregations get out of hand. But if the teacher relaxes, the form plays.

It is true that the holidays are long. If they were not, the posts would be in excess of the teachers, for the latter would be "used up." Most mistresses would gladly take shorter holidays in exchange for the impossible—the definite limitation of the hours of the working day.

Again, it is a little startling to find Lady Selborne putting teachers and typists in the same category. The typist can, and often does, compass the accomplishments necessary for her calling in six to twelve months. The prospective teacher remains at school till eighteen or nineteen; spends three years or four at the University, according to the degree she proposes to take; and then, if wise, passes a year at a training college. Thus she does not begin to earn till she is about twenty-three. The cost of her training capitalized ought to count for something in determining her salary. Moreover, it is necessary for a teacher to possess certain of the rarer qualities not indispensable in other more mechanical callings.

The matter is worth consideration on a wider basis than a professional grievance. It is said that the nation gets the government it deserves; it is likely soon to get the teachers it deserves. That the woman who is

entering the teaching profession now is not comparable with those who engaged in it twenty or thirty years ago would, I think, be the opinion of not a few of those responsible for appointments and of those in charge of Schools, accustomed as they are to hear "Anything rather than teaching" from the majority of girls seeking advice as to future careers.
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ANIMALS IN THE WORLD OF TO-DAY

SPEAKERS:

Miss EVELYN SHARP. Mrs. H. BAILLIE-WEAVER.
Mr. EUSTACE MILES, M.A. Mr. H. W. NEVINSON.
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KENTISH W.C.A.

MAY 7. Conference in Town Hall, Folkstone. 2.15 p.m., Mrs. F. W. Hubback on "Bills before Parliament." 7.30 p.m., Miss Picton-Turbervill, O.B.E., on "Family Allowances."

NATIONAL UNION OF SOCIETIES FOR EQUAL CITIZENSHIP.

Edinburgh W.C.A. MAY 13. 8 p.m. Public Meeting in Royal Society of Arts Hall, 117 George Street. "The Treatment of Mental Disorders." Speaker: W. M. McAlister, Esq., M.A., M.B.

Gillingham W.C.A. MAY 4. 7.30 p.m. Miss F. M. Beaumont on "Present Legislation Affecting Women and Children."

Kensington and Paddington S.E.C. MAY 11. 3.30 p.m. 50 Porchester Terrace, W. Miss Alison Neilans on "The Moral Question in Singapore."

TEMPERANCE LEGISLATION LEAGUE.

MAY 5 to 7. Conference of Women Magistrates, Carlisle.

WOMEN'S NATIONAL LIBERAL FEDERATION.

MAY 5, 6 and 7. Seventh Annual Council Meeting in the Cambridge Hall, Southport. Morning Sessions (Tuesday, Wednesday and Thursday), 10 a.m. to 1 p.m. Afternoon Sessions (Tuesday and Wednesday), 2.30 to 5 p.m.

MAY 6. 7.30 p.m. Public Meeting, Cambridge Hall. Speakers: The Rt. Hon. Walter Runciman, M.P., the Viscountess Bryce, Mrs. Winttingham, and Mrs. Basil Herbert. Chairman: Sir John Brunner, Bart.

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