

***Federation of Women  
Civil Servants***

**REPORT**

***for the year ending March 31st,  
1930***



**Office :**

**25-27, MARSHAM STREET, WESTMINSTER, S.W.1**



## OBJECTS

1. To protect and promote the common interests of Women in the Civil Service.
2. To remove the artificial restrictions placed on their employment.
3. To secure that their remuneration for services rendered shall not be differentiated by reason of sex.
4. To secure the free and unfettered admission of women to all appointments in the Service.

# The Federation of Women Civil Servants

REPORT FOR YEAR ENDING MARCH 31st, 1930.

## The Year.

THE outstanding event of the year was the appointment of the Royal Commission. It will be remembered that Mr. Baldwin promised a deputation of Women's Organisations\* that if a Conservative Government was returned to power he would set up a Royal Commission to inquire into the organisation, etc., of the Civil Service, and the employment of women, including the question of Equal Pay. With the advent of the Labour Government in June last Mr. Ramsay MacDonald fulfilled the undertaking given by his predecessor, and the Commission was appointed in September 1929, under the Chairmanship of the Right Hon. Lord Tomlin, P.C.

The names of the members of the Commission, with photographs and biographical notes, together with the terms of reference, were published in the Special Number of OPPORTUNITY issued early in March 1930.

The first sitting for the hearing of evidence was held on Monday, November 11th, 1929.

The Federation informed the Commission that it desired to give evidence and a small sub-committee was appointed to prepare a case in accordance with the objects for which our organisation exists. It has been announced that the latest date for the submission of written evidence by Associations or persons is June 30th, 1930.

Evidence has already been given by the Treasury and several Departments, including the Home Office, the Post Office, and the Customs and Excise Departments. The National Whitley Council (Staff Side) have given a preliminary statement, and some of the Service organisations have stated their case. The National Union of Societies for Equal Citizenship, the Family Endowment Society, and the Headmasters' Association have also presented their evidence, the two former voiced the demand for full equality of pay for women, stressing at the same time the necessity for some scheme whereby men employed in the Civil Service would be able to maintain a wife and family without losing any of the amenities of life enjoyed by them as bachelors.

\* JOINT DEPUTATION OF WOMEN'S ORGANISATIONS, APRIL 19TH, 1929: Actresses' Franchise League, Association for Moral and Social Hygiene, Association of Assistant Mistresses, Bolton Women's Citizenship Association, British Commonwealth League, British Federation of University Women, Cambridge Standing Committee for Equal Citizenship, Coventry National Council of Women, Edinburgh Society for Equal Citizenship, Hereford Women Citizens' Association, London and National Society for Women's Service, National Union of Women Teachers, National Women Citizens' Association, Open Door Council, St. Joan's Social and Political Alliance, Six Point Group, Women's Election Committee, Women's Guild of Empire, Women's Freedom League, Women's International League, Women's Auxiliary Service, Women Sanitary Inspectors and Health Visitors' Association, Women Peers Committee.



**Equal Pay.**

The agitation by the Civil Service Equal Pay Committee failed to secure the appointment of a Select Committee of the House of Commons to consider the cost and method of giving effect to the principle of Equal Pay. The Government, however, by the inclusion of this question within the terms of reference of the Royal Commission, afforded the whole Service the opportunity of pressing for complete equality.

Unfortunately the Civil Service Equal Pay Committee was not prepared to demand immediate and full equality, and after many meetings and discussions the following resolutions were passed, the Federation representative opposing:

(1) "That the basis of application shall be that existing women should be allowed to proceed from their present point by men's increments to the men's maximum from a current date, provided that women should be placed on the minimum of the men's scale where such is greater. Where a woman has been on the maximum of her grade for three complete years a special increment on the men's scale shall be granted."

(2) "That the Equal Pay Committee shall give evidence as a whole; all the affiliated organisations to be regarded as covered by the evidence."

In view of the Federation's policy, outlined in the resolution passed by the Council in May 1929, that the Federation should endeavour to obtain equality by placing women at that point on the salary scale which they would have reached if there had been no differentiation in pay, it was decided that it was impossible for the Federation to continue to be represented on the Equal Pay Committee, and to be bound by such a limited programme and to be denied the right of stating a case for its members. It must be remembered that the Federation was the first Service organisation which demanded Equal Pay, and for many years carried on a constant and vigorous campaign both within and without the Service for Equal Pay, before the Civil Service Equal Pay Committee was formed. Moreover, our members contributed a considerable sum of money for the prosecution of the claim. The Federation has also provided an appreciable proportion of the funds of the Civil Service Equal Pay Committee for propaganda purposes, and it was not anticipated that the Committee would develop a contrary policy to the Federation's claim.

**Equal Opportunity.**

There has been a slight improvement in some directions. A few more Departments have opened their doors to women and the open competitive examinations for Administrative and Executive Officers have increased the number and grades of women employed in such Departments as the Board of Inland Revenue and Exchequer and Audit Department. The following Departments, according to the Civil Estimates of 1929, are still closed to women, except as regards the Typing Grades: British Museum, Cabinet Secretariat, Colonial Office, Lord Chancellor's Office, Supreme Court and County Courts, Ecclesiastical Commissioners, Electricity Commission, Forestry Commission, Registrar of Friendly Societies, Government Actuary's Department, Government Chemist's Department, House of Commons, High Commissioner for India, Metropolitan Police, National Debt Office, National Insurance Audit Department, Paymaster-General's Office, Privy Council Office, Geological Survey, Stationery Office, Supreme Court of Judicature, War Office, Office of Works.

The prejudice against women, which we have always known existed and which operates so unjustly and prevents competent women from securing well-earned promotion to the higher ranks, was freely admitted by the Treasury representative and the Heads of various Departments before the Royal Commission. Since it is now no longer officially denied, we trust

it is not undue optimism to expect to see a generous proportion of promotions given to some of the many suitable women after years of intelligent and valuable service to the State.

**Cost of Living Bonus.**

The agitation within the Service for a revision of the Bonus Agreement which was carried on during 1928 culminated in a Mass Meeting at the Albert Hall on April 11th, 1929. According to the Ministry of Labour figures a drop in the bonus would have been operative under the Whitley Agreement in September 1929, but the Chancellor of the Exchequer, realising the serious hardship that this would inflict throughout the Service, very wisely (we think) decided to continue to pay the bonus at the figure of seventy for the following six months, and referred the question to the Royal Commission. The Ministry of Labour figures during the winter months showed an increase in the cost of living and the bonus is therefore properly payable at seventy until September, 1930.

**The "Superannuation Rights" Action.**

The Test Case on Superannuation Rights came before the Chancery Court on November 5th and 6th last, and Mr. Justice Clauson decided that a Civil Servant has no legal right to any superannuation allowance, or to have his superannuation allowance, if granted, computed or paid in the manner prescribed by the Superannuation Acts. Superannuation allowances, he held, were *ex gratia* payments, entirely at the discretion of the Treasury, and the idea that a Civil Servant has a contract with the State was "fantastic." In the course of the proceedings he expressed the opinion that a Civil Servant has no legal right to his salary for work done, and may be discharged at any moment, without cause, without notice, and without compensation. The case was carried to the Court of Appeal, and on February 10th last that Court upheld the decision of Mr. Justice Clauson. This result is at variance with the Reports of several Royal Commissions and Committees of Inquiry, and especially of the Royal Commission of 1857, which stated emphatically (Report of Royal Commission, 1857, p. ix) that the Civil Servant has an individual contract with the State under which he is entitled to superannuation allowances on the conditions prescribed. It was contended for the plaintiffs that the Treasury Minute of 1859, which stated specifically that future entrants would be entitled to the allowances prescribed by the Act of 1859 if they fulfilled the conditions prescribed, was not intended to be the foundation of a contract and could not be so construed. On March 18th the Superannuation Rights Association Test Case Sub-Committee recommended to the Executive Committee of that Association that an appeal should be carried to the House of Lords; and on March 21st the Executive Committee resolved to act upon that recommendation and to ask the Civil Service to subscribe a further £250 to meet the costs of the final appeal. All costs of the proceedings to date (amounting to £1,321 17s. 8d.) have already been paid. The costs in the House of Lords (largely owing to the number of documents to be printed), will probably exceed £1,200.

**"Opportunity."**

The sale of *Opportunity* continues to be satisfactory. Our thanks are due to regular contributors and others who help to make the paper so popular. The Royal Commission Special Number, which was issued for propaganda purposes by our Equal Pay Committee, was widely distributed and has been greatly appreciated. The case for complete equality for women in the Civil, Diplomatic, and Consular Services was most admir-



ably stated by those staunch friends of our movement, Miss Vera Brittain, Sir Charles Petrie, Mrs. Oliver Strachey, and Mrs. Swanwick. Miss Cale, the founder of the Federation, kindly allowed us to reprint her very delightful article "In the Witness Chair," a humorous account of her experiences before the previous Commission in 1912.

Owing to ill-health Miss Millicent Symonds, who so ably edited the paper from 1925, reluctantly severed her connection with it in the autumn of 1929. We trust that a rest from all outside activities will hasten her recovery and enable her in the near future to resume literary work.

#### Other Service Organisations.

A communication was received from the National Whitley Council Staff Side, inviting the Federation to co-operate in the preparation of evidence for the Royal Commission. In view of the repeated refusals of the Staff Side since 1920 to allocate a seat on the National Whitley Council to the Federation, and as it was considered improbable that co-operation at this late date would be of any material value, and might handicap us in the presentation of our claim for full equality, the offer of co-operation was declined.

Negotiations with the Civil Service Clerical Association for closer co-operation have been discontinued at the request of that Association; in view, however, of the reactionary nature of the evidence on the employment of women submitted by the Civil Service Clerical Association to the Royal Commission, we should in any case have felt bound to withdraw.

Friendly relations continue with other Service organisations and consultations have taken place with a view to co-operation in the preparation of evidence for the Royal Commission.

#### Women's Organisations.

In consequence of the continuance of the Trade Disputes and Trade Unions Act, 1927, we are still prevented from taking part, as an organisation, in the work of those non-party Associations of women with whom we worked so closely for many years.

Nevertheless, many of our members continue to take a keen interest in those movements, which are pressing the claim for Equality for women both nationally and internationally. It is becoming more and more evident that the best way to obtain national reforms is to work for them internationally. We record with satisfaction the adoption of a Bill by the Turkish National Assembly giving the vote to women in municipal elections, and the introduction of a Bill in the House of Assembly for the enfranchisement of all European women within the Union of South Africa.

The Joint Committee on Women in the Civil Service is still in being under the auspices of the London and National Society for Women's Service and is doing valuable work for Women Civil Servants. Most of the Associations represented on the Committee propose to present evidence on equality of pay and opportunity to the Royal Commission on the Civil Service.

## ITEMS OF GENERAL INTEREST

#### Honorary Secretary.

By the resignation early in the year of Miss D. Smyth, Hon. Secretary since 1920, the Federation sustained a heavy loss. The reasons which led to her resignation and an appreciation of her valuable services were published in the June 1929 issue of *Opportunity*

#### General Election.

Prior to the General Election the Federation Equal Pay Sub-Committee prepared a leaflet on *Equal Pay for Equal Work*, briefly drawing attention to the resolutions of the House of Commons passed in 1920 and 1921 on the question of the remuneration of women in the Civil Service and the responsibilities of Members of Parliament in this connection, having regard to their control of estimates and expenditure. This was distributed to every candidate for Parliament and further information on the subject was offered to those who desired it.

An eight-page pamphlet followed setting out the present position more fully with arguments in favour of the immediate application of Equal Pay. This was sent to everyone who asked for fuller information, every successful election candidate, in addition to all women's organisations, and later, to all the members of the Royal Commission.

#### Garrett Anderson Hospital.

A sum of fifteen guineas was collected by the Federation through *Opportunity*, and a purse was presented to Her Majesty the Queen by the President at the opening of the hospital extension on May 8th, 1929. This was in addition to the contributions of some of our constituent Associations which subscribe regularly to the hospital.

#### Mrs. Pankhurst.

The Federation was represented by the President at the unveiling of the statue of Mrs. Pankhurst on March 6th, 1930, in the Victoria Gardens, Westminster, by Mr. Stanley Baldwin, M.P.

#### Shopping Facilities.

Arrangements which give special facilities for shopping and generous discounts to our members have been completed with various well-known firms and business houses.

#### Oculist.

The Federation has obtained the services of a Harley Street Eye Specialist at a reduced fee. Particulars can be obtained from the Secretary when required.

#### Office Accommodation.

In November 1929 the extension of the premises of the London and National Society for Women's Service enabled the Federation to secure more convenient accommodation at 25-27, Marsham Street, S.W.1.

#### Council and Committee Meetings.

There have been thirteen meetings of the Council held during the year, and eleven meetings of the Executive Committee.

#### Calendar.

The two types of Calendars issued this year maintained their popularity. The delightful pen and ink drawing by Miss H. C. Adams of the Customs and Excise Department (formerly of the London Telephone Service) was much appreciated.

#### Honorary Treasurer's Note.

The Treasurer has much pleasure in presenting the Balance Sheet which shows a good balance in hand, notwithstanding the heavy additional expenses incurred during the year.

The Treasurer would like to record her appreciation of the very valuable help given to her by the Officers of the Constituent Associations during the year.



THE FEDERATION OF

CASH STATEMENT FOR THE

RECEIPTS.		£	s.	d.	£	s.	d.
TO BALANCES, APRIL 1ST, 1929—							
£1,500 5 per cent. War Loan, 1929-47	...	1,500	0	0			
East of Scotland Nursing Home Bonds	...	20	0	0	1,520	0	0
Deposit Account	...	700	0	0			
Current Account	...	1,102	2	8			
Cash in Hand	...	3	7	3½			
Stamps in Hand	...	1	2	2½			
					1,806	12	2
" RECEIPTS DURING YEAR—							
Affiliation Fees and Subscriptions	...	929	12	0			
Rent, Gas, and Electric Light	...	39	6	11½			
Sales of "Opportunity"	...	232	4	6			
"Opportunity" Advertisements	...	86	5	2			
Sundry Sales:							
Whitley Bulletins	...	1	16	6			
Literature	...	1	17	10			
Calendars	...	40	12	3			
Superannuation Rights Association	...	5	5	6			
Garrett Anderson Hospital	...	15	15	0			
Miscellaneous	...	4	0	8			
Interest:							
Deposit Account	...	23	9	4			
East of Scotland Nursing Home Bonds	...		16	0			
5 per cent. War Loan	...	75	0	0			
					1,456	1	8½

£4,782 13 10½

We have examined the above Account with the Books and Vouchers of the Bank Balances and Investments have been verified.

106, St. Clement's House,  
Clement's Lane,  
Lombard Street, E.C.4.  
April 7th, 1930.

WOMEN CIVIL SERVANTS.

YEAR ENDED MARCH 31st, 1930.

PAYMENTS.		£	s.	d.	£	s.	d.
BY PAYMENTS DURING YEAR—							
OFFICE EXPENSES—							
Salaries and Insurance	...	324	6	9			
Rent, Gas, and Electric Light	...	113	11	6			
Telephone	...	12	19	1			
Postage	...	58	19	6½			
Printing	...	122	18	5			
Stationery	...	73	13	7			
Officers and Delegates' Expenses—							
Officers	...	45	17	7			
Delegates	...	17	2	8			
Bank Charges	...	63	0	3			
Miscellaneous Expenses	...	1	13	4			
		50	7	6½			
"Opportunity"	...						821 10 0
"Opportunity"—Special Numbers	...						361 3 8
Equal Pay Leaflets	...						68 8 1
							37 0 3
" LITERATURE—							
Reports and Publications	...	14	17	9			
Whitley Bulletins	...	7	18	4			
Press Cuttings	...	12	12	0			
							35 8 1
Calendars	...						43 10 10
Accountancy	...						3 13 6
Honoraria	...						199 0 0
Income Tax	...						18 15 4
Organising Expenses	...						1 1 0
Garrett Anderson Hospital	...						15 15 0
Donation: London and National Society for Women's Service							
Service	...						10 0 0
Donation: S.R.A.	...						20 5 6
Equal Pay and Wastage Inquiries	...						40 13 10
Affiliation Fee: League of Nations Union	...						1 11 6
" BALANCES, MARCH 31ST, 1930—							
5 per cent. War Loan, 1929-47	...	1,500	0	0			
East of Scotland Nursing Home Bonds	...	20	0	0			
					1,520	0	0
Deposit Account	...	700	0	0			
Current Account	...	879	11	11			
Cash in Hand	...	5	4	4½			
Stamps in Hand	...	1	0				
					1,584	17	3½

£4,782 13 10½

Federation of Women Civil Servants and find it to be in accordance therewith. The

HOMERSHAM & CO.,  
Incorporated Accountants.



## Federation of Women Civil Servants

*President and Chairman:* MISS J. W. FISK.  
*Vice-President:* MISS F. A. CALDCLEUGH.  
*Hon. Secretary:* MISS V. APPLEBY.  
*Hon. Treasurer:* MISS L. L. LLOYD.

### Constituent Associations

1. Association of Post Office Women Clerks. Secretary, MISS M. LAWRIE, 25, Marsham Street, Westminster, S.W.1.
2. Association of Women Civil Servants (Treasury Class) in the Ministry of Labour. Secretary, MISS E. L. CHEW, L.D.V., Group 28, Ministry of Labour, Kew, Surrey.
3. Association of Women Clerks in the Ministry of Health. Secretary, MISS A. K. NICHOLS, 44, Gunnersbury Park, W.5.
4. Association of Women Clerks in the Board of Education. Secretary, MISS E. M. M. SWIRE, Board of Education, Chadwick Street, S.W.1.
5. Association of Women Clerical Officers and Writing Assistants in the Public Trustee Office. Secretary, MISS P. E. COWDEROY, Public Trustee Office, Kingsway, W.C.2.
6. Association of Women Clerks in the Department of Health for Scotland. Secretary, MISS M. S. W. CAMPBELL, Grassmarket, Edinburgh.
7. Association of Higher Women Officers. Joint Secretaries, MISS E. A. JOLLIFFE, Ministry of Labour, Kew, and MISS I. R. V. WELCH, Public Trustee Office, Kingsway.
8. Association of Foreign Office Women Clerks. Secretary, MRS. HAMILTON, Room 66, Foreign Office, S.W.1.
9. Association of Women Clerical Officers and Writing Assistants in the Ministry of Pensions. Secretary, MISS I. JACKSON, 42, Shalimar Gardens, Horn Lane, Acton, W.3.
10. Association of Women Pension Officers. Secretary, MISS E. C. EASTHER, 14, Hammersmith Terrace, W.6.
11. Association of Women Clerical Officers in the Scottish Education Department. Secretary, MISS B. MILLER, 14, Queen Street, Edinburgh.

### Individual Group

1. Individual Women Civil Servants for whom no Departmental or Sectional organisation of women exists;
2. Individual members of those Departmental or Sectional organisations which are not within the Federation.



