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*W. Foster*

*M/Labour.*

REPORT  
OF THE  
Standing Joint Committee  
of Women  
IN THE  
Higher Grades of the  
Civil Service

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1924.

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**COMMITTEE, 1923-1924.**

*Representing the*

- MISS F. H. DURHAM, C.B.E. (Chairman) } Ministry of Labour.
- MISS A. E. GARDNER, O.B.E. } . . . . .
- MISS H. MARTINDALE, O.B.E. (Hon. Treas.) } 39 Woburn Sq W.C.1. Home Office.
- MISS I. M. S. KEELY } . . . . .
- MISS ~~H. TODD~~ *Leach* } 99 Queen's Gate S.W. Ministry of Health.
- MISS WAMSLEY *mm. 11th St* } 29 St. Johns Rd. Clap. Hatchment 4070
- MISS E. F. BOULTON *206 Addison Home. Grove Rd. N.W.8* } Board of Education.
- MISS E. J. AHRONS *11 Confield Gardens. S.W.* } . . . . .
- MISS BROWNE *Rutharrow 4406 Rd. Atterbury* } Ministry of Pensions.
- MISS SANDAY (Hon. Sec.) . . . . . A.G. Dept., General Post Office.
- MISS MARWOOD . . . . . M.O. Dept., General Post Office.
- MISS GOLD *Ireland* . . . . . S.B. Dept., General Post Office.
- MISS CLARK . . . . . Public Trustee Office.
- resigned* MRS. LUCAS . . . . . Treasury.
- MISS BASS . . . . . Admiralty.
- MISS BIGBY . . . . . Foreign Office.
- DAME ADELAIDE ANDERSON, D.B.E. (Co-opted Member) . . . . . Retired Civil Servant

Miss Iscreef } 39 Woburn Square. W.C.1.  
Miss Martindale }

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*Council W.C.S. Higher Grades*

**Standing Joint Committee of Women in the Higher Grades of the Civil Service.**

**REPORT, 1923-1924.**

**General Meetings.**

The Annual General Meeting of the Committee was held on 5th May, 1923, at the Forum Club, and was preceded by an "At Home." It was attended by some 115 members, representative of eleven departments of the Service, and was presided over by Miss Squire, of the Home Office. A report for the years 1920-23 was presented, and adopted, and a somewhat prolonged discussion took place on the Committee's memorandum on Segregation and Aggregation. This was also finally adopted, although some feeling was voiced to the effect that Aggregation had hitherto been tried to too small an extent in the Civil Service to enable a definite pronouncement as to its success to be made.

A Winter General Meeting, of a social character, to which the Women Members of Parliament were invited, was held on February 9th, 1924. Unfortunately, owing to the change of Government taking place at the time and the consequent adjournment of the House, few of the Women M.P.s were in town and able to be present, but the Committee had pleasure in welcoming on that occasion Miss Jewson, M.P., and also the Hon. Maude Lawrence.

### Re-election of Committee.

In accordance with the constitution, the triennial election of representatives to serve on the Committee took place in all Departments in May, 1923, resulting in various changes in its personnel. Representatives were also appointed from the women members in three additional Departments, *i.e.*, the Foreign Office, the Admiralty, and the Treasury. The present membership of the Committee is shown on page 2.

### Membership.

The number of paid-up subscriptions for the year is 267.

### Committee Meetings.

Six meetings of the Committee have been held during the year under review, the average attendance at which has been twelve members. Owing to absence from this country, Dame Adelaide Anderson has been an absentee during the whole of the year.

### Anderson Report.

Correspondence took place between the Committee and the Right Hon. Stanley Baldwin, M.P., first as Chancellor of the Exchequer, and later as Prime Minister, on the subject of the Anderson Committee and its report. The unsuitability of the Committee, as appointed, to deal fully and adequately with the question of women in the Civil Service was pointed out, and the appointment of a woman urged. Subsequently attention was drawn to the loose and inaccurate statements appearing in the report itself on the subject of the work already done and the place taken by women in the Civil Service, which could not but be regarded as to a large extent invalidating its conclusions.

### Starting Pay of Women Entrants to Junior Administrative, etc., Grades.

The Committee has entered into correspondence with the Treasury on the subject of the starting pay of successful candidates from the October, 1922, Competition for the appointment of women to the Junior Administrative and Junior Executive Grades. In view of the recent appointment of men to the Junior Administrative Grade at a starting salary of £300, no sufficient reason appeared to exist for the treatment of women on a different and less advantageous basis. Representations to this effect have been made, and the correspondence is still proceeding.

### Superannuation.

The Committee undertook to make during the year a special study of superannuation and of the Superannuation Acts as they affect women. A careful statement of the historical aspect of the subject, and of the position of women under the existing Superannuation Acts, has been prepared and circulated to all members. This statement, which may be useful for a further consideration of the subject, is printed as an Appendix to this Report.

### Constitution and Rules.

In view of various suggestions received from constituents for the amendment of the Constitution and Rules, and of the necessity indicated by the 1923 election for providing some means of maintaining continuity in the officers of the Committee, a Sub-Committee was formed and has held several meetings for the purpose of making proposals for revising the Constitution and Rules. Suggestions from regional constituents have been invited, and, as far as has been considered practicable, have been embodied in the proposed new Constitution, the adoption of which will be

moved on behalf of the Committee at the Annual General Meeting (1924).

### **Regional Secretaries and Regional Activities.**

Various changes in the Regional Secretaries have been made during the year. Miss Loveday, of the Board of Education, has, owing to health reasons, resigned from the Regional Secretaryship of the London and South-Eastern Region, and has been replaced by Miss Ryan, of the same Department. The transfer of Miss Taylor, of the Home Office, from Birmingham to Manchester has resulted in her place as Regional Secretary at Birmingham having been filled by Miss Anne Smith, also of the Home Office.

The North-Western Region, previously under the Regional Secretaryship of Miss Escreet, with headquarters at Manchester, has now been sub-divided into two regions, with headquarters at Manchester and Liverpool respectively. Consequent on Miss Escreet's retirement from the Service, Miss Ibberson, of the Ministry of Labour, has been appointed Regional Secretary at Manchester, and Miss Page, of the Ministry of Health, at Liverpool.

The Committee has been fortunate enough to retain the continued assistance of Miss Escreet as Assistant Secretary.

Meetings of Regional Constituents have been reported by Regional Secretaries as having been held at Bristol, Leeds, Liverpool, and Manchester. The meeting at Leeds was attended by Miss Gardner, a member of the Committee.

### **Co-operation with other Civil Service Organisations.**

The Committee has applied for, and been accorded, representation on the Higher Grades Council, a body purporting to represent all Associations in the Service having members above the £500 (£400 for women) salary limit.

Three meetings of the Council have been attended by a representative of the Committee. Although the subjects hitherto discussed by the Council have had no outstanding interest for women as such, it is regarded as of importance that members of the Committee should be kept in touch with the opinions of their male colleagues in the service on matters of common interest, and be prepared to formulate views in regard to them. Association with the Council will make it possible to do this.

### **Publicity.**

An arrangement has been arrived at with the Editor of the *Civilian* for the occasional publication in that paper of information as to the Committee's activities.

### **Comparative Statement of Posts held by Women in 1920 and 1924.**

In accordance with a decision of the Committee arrived at at a meeting held in May, 1924, a comparative statement of the posts up to a maximum of £400 and over held by women in various Departments of the Service in 1920 and 1924 respectively has been prepared, and is included as an Appendix to this Report. It is thought that the statement may provide a useful and interesting study, and may form a basis for possible future action.

## Appendix I.

### Note on Superannuation.

1. Of the Civil Service Superannuation Acts and Pension Regulations enacted between 1834 and 1914, the only Act making any distinction between men and women is that of 1909.

2. Under the Act of 1859 it was provided that any person who had served ten years and upwards should be eligible for pension. This pension was calculated on the basis of one-sixtieth of annual salary in respect of every year of service up to a limit of forty years; no addition might be made in respect of any service beyond forty years.

3. The Act of 1909 modified conditions for all men civil servants who were appointed after the 20th September, 1909, and for any others who were not debarred from accepting and were willing to accept the provisions of that Act. Henceforth, for men the proportion of the annual salary and emoluments on which the scale of Superannuation allowances was to be calculated was one-eightieth instead of one-sixtieth. As compensation for the lower rate a civil servant might receive in addition to the Superannuation allowance (if any) to which he was entitled a lump sum equal to one-thirtieth of the annual salary, and emoluments of his office multiplied by the number of completed years he had served, provided that the additional allowance in no case exceeded one and a half times the amount of such salary and emoluments.

4. The Act of 1909 further provided for gratuities in the case of death of men civil servants. It was enacted under § 2 (1) that when a male civil servant dies after he has served five years or upwards whilst still employed in the service, the Treasury may grant to his legal personal representatives a gratuity equal to the annual salary and emoluments of his office.

5. It was also enacted under § 2 (2) that when the Civil Servant who has become entitled to a superannuation allowance dies after he has retired from the Service and the sums actually received by him at the time of his death on account of such Superannuation allowance together with the sum received by him by way of addi-

al allowance are less than the amount of the annual salary and emoluments of his office, the Treasury may grant to his legal personal representatives a gratuity equal to the deficiency.

6. § 2 (1) of the Act of 1909 was amended by the Act of 1914, under which the legal personal representatives may receive as gratuity either the amount specified in that sub-section or an amount equal to the amount of the additional allowance which the Treasury might have granted to the deceased Civil Servant, if he had retired from the Service on the ground of ill-health at the date of his death, whichever may be the greater. This Act also repealed those sections of the Acts of 1859 and 1884 which allowed for added years in the case of those persons who were appointed to the Service at an age exceeding that at which Public Service ordinarily begins.

7. All women Civil Servants are still provided for under the Act of 1859 as regards Superannuation allowances. The proportion, therefore, of the annual salary on which the scale of these allowances is calculated in their case has continued to be one-sixtieth, and there is no provision for a "lump sum" to be paid to them on retirement or to their relatives in the event of death during service. The only gratuity for which women are eligible is that which is granted on marriage. Under a Treasury Minute dated 1895 all women employed on the establishment in the Public Departments may, on their retirement in case of marriage, provided that they have served not less than six years, receive at the discretion of the head of the Department, and with the approval of the Treasury, a gratuity at the rate of one month's pay for each complete year of established service, but not exceeding in the whole a maximum of twelve months' pay.

8. The grant of these gratuities is limited to cases in which resignation on marriage is required by general Departmental regulations, and no person who has received such a gratuity and has subsequently become a widow can be employed in an established capacity without obtaining a fresh certificate from the Civil Service Commission, and her previous service will not be allowed to count towards pension.

9. Although no doubt in 1909 women Civil Servants generally regarded the retention of the scale of 1859 as being more advantageous for them in the existing circumstances than the adoption of the new scale of one-eightieth with its attendant gratuity, there is manifest to-day a tendency to question the advantages accruing from the present arrangement. There has been a general improvement in women's salaries in recent years. Many posts of greater responsibility and consequently better remuneration are held by

women, they are often charged with family responsibilities especially since the war, their experience in matters of business has grown materially. In view of these considerations, many would prefer to be at least given the option of receiving a smaller pension which would carry with it the means of making some provision for dependents in the event of death during service, or of handling a capital sum on retirement.

10. A reference to the School Teachers' (Superannuation) Act of 1918 may be useful here. Under the terms of that Act a person is eligible for a Superannuation allowance provided that he or she has attained the age of 60 years, and has served for not less than 30 years as a teacher under certain prescribed conditions. The allowance is calculated both for men and women on the basis of one-eightieth of the average salary of the teacher during the five years immediately preceding his retirement for each year of recognised service, and is subject to a maximum of forty-eightieths. By way of additional allowances a lump sum is granted which may not exceed one-thirtieth of the average salary of the teacher in respect of each completed year of recognised service or one and a half times the average salary, whichever is the less. The expression "service" includes service up to 65 years. There is no discrimination between men and women as regards the terms of the Act except that special consideration is given to the case of married women.

11. Retirement from the teaching service on marriage does not necessarily terminate once and for all a woman's claim to Superannuation allowances. If a woman teacher who has ceased in consequence of marriage to be employed in recognised service returns subsequently to such service and satisfies the prescribed conditions, twenty instead of thirty years are accepted as the qualifying period of service.

12. A further point to be noted is that a teacher may retire from service before reaching the age of 60 without detriment to any claim for Superannuation allowances at the qualifying age of 40, provided that he or she has previous to retirement satisfied the prescribed conditions.

13. Under the School Teachers' Superannuation Act of 1918, the Exchequer was charged with the whole cost of teachers' pensions. In 1922, in consequence of the urgent demand for measures of economy, the teachers were required to contribute 5 per cent. of their salaries for Superannuation purposes. This arrangement was limited by Parliament to a period of two years only, with a view to the re-consideration of the whole position in 1924, and a Depart-

mental Committee, under the Chairmanship of Lord Emmott, was appointed to inquire what modifications were desirable in the system established by the Act of 1918.

14. The Committee's Report was published in 1923. In the Report reference was made to the arguments of the teachers that the Superannuation scheme should be non-contributory on the analogy of the scheme in force for Civil Servants. In this connection it was pointed out that the arguments could not be accepted as valid since the position of Civil Servants was fundamentally different from that of teachers, inasmuch as Civil Servants are in the employ of the Central Government, they are in many cases under liability to serve wherever they may be sent and they are not free to render service intermittently without loss of pension rights.

15. The aim of this summary has been to explain the position as it exists to-day in respect of the Superannuation scheme for women Civil Servants, and the somewhat detailed reference to the Teachers' Superannuation Act is made, not because it is not recognised that there are many points of difference between the conditions of employment of Civil Servants and those of teachers, but because in the Act of 1918 the attitude of women on the subject of pensions is regarded from a more modern standpoint than it is in the Civil Service Superannuation Acts. No attempt has been made in this summary to put forward suggestions for amendment of the existing Acts. Suggestions must wait on the knowledge and consideration of the facts.

## Appendix II.

The following statement indicates the posts up to a maximum of £400 and over held by women in the various Departments of the Civil Service in 1920 and 1924 respectively.

Posts with a maximum of less than £400 have only been included in a few cases where the salary of the lower-paid posts in 1920 has been increased up to the £400 maximum point without any other change.

It has also been the aim to exclude purely temporary posts held by temporary officers.

Care has been taken to render the statement as accurate as possible, though slight inaccuracies may be found here and there. It will be realised that the number of posts held in any one year is not necessarily constant throughout the year, and apparent discrepancies may be due to this cause.

## Appendix III.

### Names and Addresses of Officers and Regional Secretaries.

#### General Secretary:

MISS E. SANDAY, 152a, Haverstock Hill, London, N.W. 3.

#### Assistant Secretary:

MISS ESCREET, 39, Woburn Square, W.C. 1.

#### Treasurer:

MISS H. MARTINDALE, 39, Woburn Square, W.C. 1.

#### Regional Secretaries:

##### LONDON AND SOUTH-EASTERN REGION.

MISS ~~M. S. RYAN~~ <sup>Callan</sup> (Board of Education), ~~The Limes, Hemstal Road, Hampstead, N.W. 6.~~ *2 Earls Terrace, Kensington W8*

##### SOUTH MIDLANDS AND EASTERN REGION.

MISS JENNINGS (Ministry of Health), 52, Broad Street, Bloomsbury, W.C. 2.

##### SOUTH-WESTERN REGION.

MISS DEANE, O.B.E. (Ministry of Labour), Carlton House, Woodland Road, Bristol.

##### WEST MIDLANDS REGION.

MISS ANNE SMITH (Home Office), 174, Corporation Street, Birmingham.

##### NORTH-WESTERN REGION.

MISS D. IBERSON (Ministry of Labour), Trade Boards Office, 77, Shude Hill, Manchester; and  
MISS PAGE (Ministry of Health), 12, St. John's Lane, Liverpool.

##### YORKSHIRE AND EAST MIDLANDS REGION.

MISS RIDGEWAY (Ministry of Labour), Quebec Chambers, Leeds.

##### NORTHERN REGION.

MISS COHEN (Ministry of Health), Clarendon House, West Clayton Street, Newcastle-on-Tyne.

##### SCOTTISH REGION.

MISS GLEN (Scottish Board of Health), 250, St. Vincent Street, Glasgow.



# Standing Joint Committee of Women in the Higher Grades of the Civil Service

*Statement of Receipts and Expenditure, 1st January to 31st December, 1923.*

RECEIPTS.				£	s.	d.
Balance in hand on 1st January, 1923	...	...	...	42	2	2
Subscriptions—1922	...	...	...	1	0	6
1923	...	...	...	46	14	6
1924	...	...	...	0	3	6
Sale of Tickets for Annual Meeting and Tea	...	...	...	14	16	0
Donation to Funds	...	...	...	0	2	6
				£104	19	2
				£104	19	2

EXPENDITURE.				£	s.	d.
Printing	...	...	...	8	7	9
Expenses of Annual Meeting	...	...	...	7	13	0
Newspapers and Publications	...	...	...	1	6	6
Stationery	...	...	...	3	7	5½
Postage	...	...	...	4	6	2½
Typing	...	...	...	5	7	6
Incidental Expenses of Regional Secretaries	...	...	...	1	16	5
Cash at Bank	...	...	...	72	14	4
				£104	19	2
				£104	19	2

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Audited and found correct,  
J. CALE.

16th February, 1924.

HILDA MARTINDALE.