

***Federation of Women
Civil Servants***

REPORT

***for the year ending March 31st,
1931***



Office :

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, 1931.

The Year.

THE most important feature of the whole year has, of course, been the progress of the Royal Commission on the Civil Service, which, under the guidance of the Chairman, Lord Tomlin, has continued its enormous task of taking a survey of the past and present conditions of the Service. Heads of Departments, staff organisations, bank officials, and representatives of the general public, such as the London and National Society for Women's Service, National Union of Societies for Equal Citizenship, Equal Rights Committee, the Association of Headmistresses, etc., have all made their contributions to the mass of information, opinions and suggestions which the Commission has to study and from which it is hoped will be evolved a model Civil Service.

The year has been a critical one for the Civil Service as a whole: it is unfortunate that the long-deferred investigation into its conditions should coincide with the greatest financial and industrial depression known for generations which is affecting, not only Great Britain, but the whole world.

The report of the Royal Commission is awaited with considerable anxiety and it is hoped that the temporary adverse world conditions will not be allowed to affect the permanent status and welfare of the British Civil Service. The greater the economic problems to be faced, the greater the need for an efficient Service to deal with them, and for the solution of these world problems the women's contribution is essential.

The Federation evidence which was submitted to the Commissioners on June 30th covered practically all the Commission's terms of reference, but we laid particular stress on the subjects of Equal Pay and Equal Opportunity for men and women.

On Monday, October 13th, 1930, the Honorary Secretary (Miss Appleby) and the Vice-Chairman (Miss Caldcleugh) were subjected to a strenuous cross-examination by the Commissioners, and our main points were argued on the following lines:

Equal Pay.

This principle we claimed had been accepted by the House of Commons in the resolutions of May 19th, 1920, and August 5th, 1921, and by responsible members of the three political parties on several occasions in reply to questions in the House.

It was shown that the Treasury had admitted the principle by sanc-

tioning similar remuneration in 1912 for men and women in a number of posts in the Board of Trade and National Health Insurance Commission. Though the Departments concerned were obliged to withdraw this equality on reorganisation in 1920 in order to conform with the terms of the National Whitley Council's Reorganisation Report, it was shown that there were still a number of posts where equal pay is in force.

Attention was also drawn to the National Whitley Council's treatment of the question of Equal Pay. The Joint Committee on the Organisation, etc., of the Civil Service recommended (in 1920) Equal Pay for the early years of Service in the basic grades. The Government of the day accepted the report and the new scales of pay were put into operation by the Treasury. In the posts attained by promotion, equal pay is still entirely withheld, and some of the consequent anomalies created were enumerated.

Much adverse criticism has turned on our answer to questions number 14,285, 14,286, 14,287 and 14,288:

14,285. Am I right in assuming that you propose, in all cases, a levelling of women's rates up to those of the men's?—Yes, in all cases we want the women's rates brought up to the men's rates.

14,286. Would you adhere to that view if it involved a lowering of the men's scales?—We do not think the men's salary scales are high or excessive.

14,287. Assuming, for the purposes of the argument, that equal pay involved a lowering of the men's scales, would you adhere to your view?—My view is that the rate for the job is the rate that is paid now to the men.

14,288. That is not an answer to my question. My question is: If equal pay involved a lowering of the men's scales, would you adhere to your views?—We should still want equal pay.

which only shows how essential it is to go "the whole hog," as the Federation's policy has been described. By *Equal Pay* the Federation means *Equal Pay* and not some travesty of it. We did not ask that the men's salaries should be reduced to the level of the women's, but we did ask that the women's salaries should be raised to the level of the men's salaries. We maintained firmly throughout our written and oral evidence that we considered the men's rate was the rate for the job. The men are concerned not so much for equality but for the maintenance of their dependents. This attitude of the men towards equality raised the question of family allowances. This is a national question, and we are of the opinion that the Civil Service should not be made a battlefield for its settlement. Men voluntarily undertake matrimony and its consequent responsibilities—whilst women's responsibilities are not necessarily of their own seeking. The important thing is to establish the women's right to choose their work, their right to full payment for that work and their right to have the value of their work recognised equally with that of their male colleagues. We want this question of equality settled so that we may share in the work of the Civil Service as citizens and not as some sort of hybrid whose value is a supposedly unknown and unknowable quantity.

Cost of Equal Pay.

It was shown that since the passing of the Sex Disqualification (Removal) Act of 1919 and the resolutions of 1920 and 1921, the question of putting the principle of equal pay into operation has been deferred by successive governments on the ground of financial stringency. The probable cost of adopting the principle had been used as a red herring, and widely divergent estimates have been quoted, some estimates in-

cluding the cost of granting the concession to Women Teachers and other employees of Local Authorities. As a result of a careful investigation undertaken by experts for the Federation the cost of placing women (of the Treasury grades common to men and women) at the relative point on the men's scale, which they would have reached had there been no differentiation in the rates of remuneration of men and women, was estimated at £220,000 in the first year.

Equal Opportunity.

The Royal Commission were informed that the assimilation in 1920 of all the women clerks to the Clerical Grade and all the Second Division men clerks to the Executive Grade had adversely affected the women's position. The Assimilation Agreement led to the hope that an appreciable number of Women Clerks would have been placed immediately in the Executive Class, but since the number of Second Division men was larger than the proposed total number of Executive Officers, the result was that not only were no women assimilated to the Executive Grade at its creation, but there were so many redundant male officers in the grade that during the last eight years they have blocked the vacancies the women might have filled by promotion.

The Royal Commission's attention was drawn to the fact that although entry to the three Treasury Classes is open to men and women by a common examination, entry to many posts is barred to women, and it was claimed that all posts should now be open to men and women equally.

Copies of our statement and the report of the oral evidence given were circulated to all our members through the Committees of the constituent Associations.

In the evidence given by other women's organisations the Federation's claims were fully supported and much of the evidence given by Heads of Departments was not altogether unsympathetic. A number of admissions of prejudice against women both within and without the Service were made, but on the whole it was recognised that women's work was satisfactory.

Cost-of-Living Bonus.

One of the main questions of the year has been the Cost-of-Living Bonus. The subject was referred by the Government to the Royal Commission in 1929, and in September of that year the Chancellor of the Exchequer, realising the serious hardship that reduction in the bonus would entail on all Civil Servants, very wisely decided to suspend the operation of the 1920 Whitley Agreement, and to pay the Bonus on the same figure (i.e. 70) as for the previous six months. In March 1930, the next date for revising the bonus, the figure remained at 70, but by September 1930 the Ministry of Labour Index Figure had moved sharply downwards and a drop was anticipated. As a result of the negotiations by the National Whitley Council, Staff Side, the bonus was paid on 65—this was five points in excess of the figure on which the bonus would normally have been paid. Every effort was made to retain the figure at 70, but the economic distress of the country prevented the Government from giving any further concession to the Service.

On March 1st, 1931, all concessions were withdrawn by the Chancellor and the full drop in the bonus according to the 1920 Agreement came into operation, and the bonus was paid on an index figure of 55 points, thus causing a serious reduction of income for everyone.

This aroused such consternation in the Service that meetings of protest were held throughout the country and a fair amount of undesirable publicity was obtained, which showed that the real grievance of the

lower grades was, in fact, a basic wage grievance. Much as we ourselves dislike a reduction in total remuneration, we could not support these meetings. It was felt that, in all the circumstances, public demonstrations of this kind were not in the best interests of the Service. It must not be taken from this that the Federation was in agreement with the reduction. We have always maintained that the bonus, based on an index figure compiled for the purpose of maintaining unchanged the pre-war standard of living of working-class families, was not applicable to Civil Servants. If the Ministry of Labour index figure must be used we have always maintained that the full figure should apply to the *whole* of our salary, and this was stated in our claim before the Royal Commission.

The Federation has co-operated actively with the principal organisations representing the middle and upper grades in the Service, and the following letter was sent to the Chancellor of the Exchequer :

1, Central Buildings,
Westminster, S.W.1.
March 6th, 1931.

The Right Honourable Philip Snowden, M.P.,
Chancellor of the Exchequer,
Downing Street,
London, S.W.1.

Sir,

The decision of the Government that the Cost-of-Living Bonus to be paid to Civil Servants as from the 1st instant must be based in strict accordance with the Report of 1920 has been considered by a meeting of representatives of the following organisations comprising some thirty-three thousand men and women in the middle and higher ranges of salary :

Society of Civil Servants,
Customs and Excise Federation,
Customs Port Clerks' and Excise Clerks' Association,
Customs and Excise Surveyors' Association,
Association of Immigration Officers,
Association of Intelligence Officers in the Department of Overseas Trade,
Association of Officers of the Ministry of Labour,
Federation of Post Office Supervising Officers,
Institution of Professional Civil Servants,
Federation of Women Civil Servants,
Council of Women Civil Servants (Higher Grades).

Members of these organisations hold posts of responsibility in the public service and many are engaged in duties which bring them into direct contact with the realities of the present financial and economic situation. All of them are alive to that situation and are fully prepared, as taxpayers, to do their share, with the rest of the community, in meeting it.

But while in present circumstances they are not disposed, as responsible servants of the State, to enter into public controversy in pursuance of the claim for bonus to be maintained undisturbed as from March 1st, pending the Report of the Royal Commission on the Civil Service, they are very anxious that their attitude in refraining from such controversy should not be misunderstood. They desire, therefore, to place on record their view that every reduction which is now being made in their pay in accordance with the 1920 bonus scheme is a reduction in their standard of living.

This is so for two main reasons. In the first place, the Ministry of Labour Cost-of-Living Index Figure, which determines the fluctuations of their bonus, is not an accurate measurement of the fluctuations in their cost of living, which stands higher, as compared with pre-war, than that figure would indicate. The Ministry of Labour figure is based on a working class budget, and the items which go to its compilation, and the weights given to those items, are far from being appropriate to a middle class budget. The figure does not take cognizance of mortgage repayments, house repairs, education, domestic assistance, medical and dental fees, travelling expenses, and other items of expenditure which together constitute a large part of a middle class budget, and even as regards items of which it does take cognizance it does not accurately reflect the full increase in cost so far as middle and higher grade officers are concerned.

In the second place, these officers receive considerably less than full compensation for the depreciation in the purchasing power of money, even as measured by the Ministry of Labour figure. On a basic salary of £200, the bonus now payable represents an increase of only 39 per cent. to meet a rise of at least 52 per cent. in the cost of living. On a basic salary of £400 the increase is only 29 per cent., and on £800 only 19 per cent. On higher basic salaries, still smaller percentages of increase are paid on account of the rise in the cost of living, and there is a point where no addition at all is made on that account.

Middle and higher grade Civil Servants have never at any time had anything approaching full compensation for the increase in their cost of living, and the reductions made from time to time since 1921 in what was originally an inadequate bonus have had the effect of depressing their standard of living in a marked degree.

Those in receipt of basic salaries in excess of £500 have suffered specially in this respect by reason of the operation of the Super-Cut.

The Civil Servants on whose behalf these representations are made realise that the position now reached in regard to the bonus is, except for the Super-Cut, in strict accordance with the agreed Report of 1920, and they realise also that, in present circumstances, the Government may feel compelled to adhere to the terms of that agreement. But they are acutely conscious that the operation of the agreement is gradually reducing their standard of living in a manner which was never contemplated when the Report was signed, and they trust it will be recognised that, in submitting to this process, they are, as servants of the State, making their own special and substantial contribution to national economy.

We are, Sir,

Your obedient servants,

A. J. T. DAY,
General Secretary, Society of Civil Servants.
T. W. ROGERS,
Hon. General Secretary, Customs and
Excise Federation.
J. H. MACRAE-GIBSON,
President, Customs Port Clerks' and Excise
Clerks' Association.
C. G. BARRETT,
Honorary Secretary, Customs and Excise
Surveyors' Association.
M. MORGAN,
Honorary Secretary, Association of Immi-
gration Officers.

- A. C. STEWART,
Chairman, Association of Intelligence
Officers in the Department of Overseas
Trade.
- A. J. ELLIS,
Hon. General Secretary, Association of
Officers of the Ministry of Labour.
- H. E. R. ALFOUNDER,
General Secretary, Federation of Post Office
Supervising Officers.
- H. W. MONROE,
Honorary Secretary, Institution of Profes-
sional Civil Servants.
- V. APPLEBY,
Honorary Secretary, Federation of Women
Civil Servants.
- F. M. TANN,
Honorary Secretary, Council of Women
Civil Servants (Higher Grades).

The following letter was also sent to all Members of Parliament :

THE MIDDLE CLASS CIVIL SERVANT AND THE COST-OF-LIVING BONUS.

Dear Sir or Madam,

The amount of attention which has been concentrated during the last few days on the position of the lower grade Civil Servant in regard to the cuts just made in the Cost-of-Living Bonus has rather obscured the fact that the middle and higher grades of the Service have a very real grievance against the 1920 scheme under which these cuts are made, *because every reduction under that scheme lowers their standard of living.* The facts with regard to the Cost-of-Living Bonus paid to these grades are not generally appreciated, and we are therefore desired by our organisations, representing some thirty-three thousand men and women, to invite your attention to the following statement on the subject.

The make-up of Civil Service Pay.

The pay of Civil Servants consists of two elements—basic pay and Cost-of-Living Bonus. Basic pay is the pay at which their duties are assessed in terms of pre-war money values, or, in other words, the pay which they would receive if prices were at the pre-war level. A basic salary can therefore be more appropriately described as a pre-war salary. Cost-of-Living Bonus is the amount which is added to pre-war salary in consideration of the post-war depreciation in the purchasing power of money.

Pre-war Salaries up to £500.

It is only on the first £91 5s. (35s. a week) of pre-war salary that the 1920 scheme gives full compensation for this depreciation, as measured by the Ministry of Labour Cost-of-Living Index Figure. Thus on an average Cost-of-Living Figure of 55 (the present basis of adjustment) a Civil Servant with a basic salary of, say, £90, receives an addition of £49 10s. (55 per cent.) by way of bonus. But on the next part of salary, between £91 5s. and £200, *only six-thirteenthths of full compensation for this depreciation is paid.* A Civil Servant on a pre-war salary of, say, £200, therefore receives a net addition (on the 55 basis) of only 39 per cent. by way of bonus. On the next part

of salary, between £200 and £500, *only nine-twenty-sixths of full compensation is allowed,* so that on a pre-war salary of, say, £400, the net addition by way of bonus (again on the 55 basis) is only 29 per cent.

Pre-war Salaries above £500.

The arrangements made between the Government and the staff in 1920 provided that Cost-of-Living Bonus on pre-war salaries in excess of £500 should be calculated as described above, that part in excess of £500 carrying nine-twenty-sixths of full compensation, like the part between £200 and £500. But in 1921, in disregard of these arrangements, the Government imposed the Super-Cut, which, in the interests of economy, *arbitrarily deprived higher grade officers of 10 to 100 per cent. of their total bonus as so calculated.*

The Present Position of the Middle and Higher Grades.

With bonus calculated as from March 1st on an average figure of 55, and with the Cost of Living standing, according to the Ministry of Labour figure, at 52 per cent. above July 1914 on February 1st, 1931, the position with regard to the pay of middle and higher grade Civil Servants can be seen from the following table :

Cost of Living 52 per cent. above pre-war.

Pre-war salary.	Bonus as from March 1st, 1931.	Total pay as from March 1st, 1931.	Percentage addition made towards meeting a 52 per cent. increase in Cost of Living.	Amount to which total salary should be raised to restore purchasing power of pre-war salary.	Percentage by which purchasing power (i.e. standard of living) has been reduced as compared with pre-war.
£ 200	£ 78	£ 278	39%	£ 304	9%
400	116	516	29%	608	15%
600	139	739	23%	912	19%
800	154	954	19%	1,216	22%
1,000	161	1,161	16%	1,520	24%

Sacrifices already made.

To the extent that reductions have been made in their standard of living as indicated above, Civil Servants have made a special contribution to national economy in relief of the taxpayer, whilst sharing, as taxpayers themselves, the heavy burden which has been placed on the community as a whole.

The effect of the gradual cuts made under the 1920 scheme is illustrated by the following table :

A total salary in March 1921 of	Has been reduced by March 1931 to	Total cut.
£ 400	£ 254	36.5%
500	328	34.4%
600	404	32.7%
700	480	31.4%
800	556	30.5%
900	631	29.9%

Civil Servants on pre-war salaries of more than £500 have not only suffered one reduction after another in their standard of living in

accordance with the 1920 scheme; they have been subjected to a further special reduction by way of the Super-Cut. Thus a total salary in March 1921, of £1,500, has been reduced by March 1931, to £1,044 (i.e. by 30 per cent.), and of this reduction the Super-Cut accounts for £41.

It is estimated that, since the 1920 scheme was instituted, the reductions suffered by Civil Servants as a whole under that scheme have cost them at least £150,000,000.

The lowered standard of living of the Middle Classes of the Service.

It has already been pointed out that the middle and higher grades receive something substantially short of full compensation for the increase in the Cost of Living as measured by the current Ministry of Labour figure of 52. Actually, however, their position is worse than has been indicated, because the Ministry of Labour figure is based on a working class budget and takes no cognizance of items like mortgage repayments, house repairs, insurances, domestic help, medical and dental fees, education, and so on, which make up the greater part of the expenditure of an average middle class household. These items, taken as a whole, stand comparatively stable in cost at more than 52 per cent. above pre-war. It follows that every reduction in the scaled-down bonus of middle and higher grade Civil Servants which is made, under the 1920 scheme, following a fall in the Ministry of Labour Cost-of-Living figure, involves a further lowering of the standard of living of those grades.

The Civil Servants for whom we speak are fully alive to the financial and economic situation of the country and are as ready as any other members of the community to bear their share of whatever taxation may be necessary to meet that situation. But they want to make it clear that, as employees of the State, they have already made their own special and substantial contributions to national economy and that these contributions have involved them, not in merely nominal reductions in their pay, but in continuous reductions in their standard of living.

We are, Sir or Madam,
Yours faithfully,

- A. J. T. DAY,
General Secretary, Society of Civil Servants.
- T. W. ROGERS,
Hon. General Secretary, Customs and
Excise Federation.
- J. H. MACRAE-GIBSON,
President, Customs Port Clerks' and
Excise Clerks' Association.
- C. G. BARRETT,
Honorary Secretary, Customs and Excise
Surveyors' Association.
- M. MORGAN,
Honorary Secretary, Association of Immigra-
tion Officers.
- A. C. STEWART,
Chairman, Association of Intelligence
Officers in the Department of Overseas
Trade.
- A. J. ELLIS,
Honorary General Secretary, Association of
Officers of the Ministry of Labour.

- H. E. R. ALEFOUNDER,
General Secretary, Federation of Post Office
Supervising Officers.
- H. W. MONROE,
Honorary Secretary, Institution of Profes-
sional Civil Servants.
- V. APPLEBY,
Honorary Secretary, Federation of Women
Civil Servants.
- F. M. TANN,
Honorary Secretary, Council of Women
Civil Servants (Higher Grades).

Considerable publicity in the Press was obtained by means of correspondence. The public are sadly ignorant of the true facts concerning the operation of the Bonus and it is essential that they should realise the sacrifices already made by Civil Servants of all grades. This education of the public can only be achieved through the medium of clearly-expressed letters and well-informed articles in the Press.

The Government's Economy Campaign: National Expenditure Committee.

As a result of the Resolution passed by the House of Commons on February 11th, 1931, in favour of the appointment of an independent committee to make recommendations for effecting reductions in national expenditure, the Prime Minister announced on February 17th that the Government had decided to set up a Committee consisting of a chairman and six members, two being suggested by each of the three political parties, with the following terms of reference:

"To make recommendations to the Chancellor of the Exchequer for effecting forthwith all possible reductions in the National Expenditure on Supply Services, having regard especially to the present and prospective position of the Revenue. In so far as questions of policy are involved in the expenditure under discussion, these will remain for the exclusive consideration of the Cabinet; but it will be open to the Committee to review the expenditure and to indicate the economies which might be effected if particular policies were either adopted, abandoned or modified."

The Committee was constituted as follows:

- Sir George May (Chairman),
Mr. P. Ashley Cooper,
Sir Mark Webster Jenkinson,
Mr. Chas. Latham,
Lord Plender,
Mr. Arthur Pugh, and
Sir Thomas Royden.

The Prime Minister stated that the terms of reference were practically the same as those of the Geddes Committee which was appointed in 1922. It is observed that no woman has been elected to serve on the Committee, and yet on the question of National Economy it would seem desirable that the woman's point of view should at least be heard and considered, especially since the continual increase in the number of women employed in the lower grades of the Civil Service makes it more than ever necessary that economies shall not be made at the expense of the women under the guise of rationalisation.

Superannuation Rights Association.

The result of the "Superannuation Rights" appeal to the House of Lords is extremely disappointing, and leaves matters in the same state of confusion as existed before the passing of the Act of 1859; though it merely confirms the unfortunate decision of Vice-Chancellor Malins, in the case of *Cooper v. Reg.*, in 1880, which we had hoped the Higher Court would have modified, if not reversed. It is now settled law, which can only be altered by Act of Parliament (or at the will of the Treasury), that a Civil Servant has no contract of service with the State, though the Royal Commission of 1857 reported that, while there was no collective contract, there was a contract "with individuals with reference to the terms of service," and that the terms of service included both "deductions and superannuations"; that the Civil Servant has no "right" in the matter of superannuation though the Act of 1859 was passed to deal with the contractual right asserted by the Royal Commission, and commonly accepted at the time, and though the Acts themselves refer to such a right; that when the Superannuation Acts refer to persons being "entitled" to superannuation allowances, they mean, not that such persons are "entitled" to the allowances, but that they are "entitled to expect" them; and that when the 1859 Act says the superannuation allowance to be granted "shall be" an annual allowance of a prescribed sum, computed in a prescribed way, it really means that it shall not be that, but shall be whatever the Treasury chooses to say it shall be, provided it does not exceed what the Act says it "shall be." This appears to be wholly inconsistent with the intention of those who promoted and passed the Superannuation Act of 1859, and with the Report of the Royal Commission of 1903, which expressly stated

"that a deferred pension is remuneration for services as much as any immediate money payment; but it is, in part at least, remuneration for continuity of service contingently payable on the continuity being maintained during a defined period";

that

"The remuneration must be considered as pay plus pension, and as such is offered to and accepted by those who enter the Service";

and that

"the State discharges its contractual obligations to its servants by appropriation of the precise sums, as and when they become due."

The position is the more unsatisfactory, as the Treasury fixes official salaries at lower rates than the market value of the work to be done, the difference between the official rates and the market rates being so estimated as to be sufficient to provide the fund necessary to pay the pensions earned under the superannuation system. (Treasury Circular, January 16th, 1899.) As a matter of elementary justice, if there is no right to the superannuation allowance for which the Civil Servant has paid by the acceptance of a lower rate of pay, there is no justification for the payment of his salary at less than the market rate.

The Superannuation Rights Association appears to have fulfilled its function when it obtained the judicial decision in question; and the matter is now one for the Staff Associations to tackle in concert, with a view to the restoration of the position to that achieved by the combined Civil Servants of 1859.

Society of Women Executive Officers in the Finance Department, Ministry of Labour.

We are glad to place on record the formation of an Association of Women Executive Officers in the Finance Department of the Ministry of Labour. The Society was formed early in the year, and was affiliated to the Federation in September 1930. We congratulate the Executive Women in having achieved a new Association with a 100 per cent. membership.

Writing Assistants.

A special sub-committee has been formed to deal with Writing Assistant matters and Miss Pratt (Ministry of Pensions) is its energetic Secretary.

The introduction of the Writing Assistant Grade was strenuously opposed by the Federation, and the number of Writing Assistants joining our constituent Associations is a welcome sign that these women are appreciating the strenuous efforts the Federation has always made for the abolition of the grade. Our demand before the Royal Commission was for the substitution of a mixed grade open to boys and girls by the same examination and on the same salary scale. The Writing Assistants are at last realising that unless they demand equality with men, their conditions of work and salary will be worsened by the continual introduction of mechanical appliances and the relegation of all the routine work to their grade.

Hundreds of young girls pass into this grade every year by open competition, attracted by prospects of promotion to higher grades, only to find after a few years spent on deadly monotonous work that there is practically no escape by promotion. The process of absorbing ex-Service men to the Clerical Grade continues and seriously decreases the chances of promotion for Writing Assistants.

The demand made before the Royal Commission by the Civil Service Clerical Association that the junior duties of the present clerical class should be passed to the Writing Assistants and that the Machine Operators and Typists should be amalgamated into one new grade of Junior Clerical Officers revealed a short-sighted policy. The wages of the present Writing Assistant grade may be slightly raised under such a scheme, but until men are recruited to the grade and the men and women paid the same wage, there is no hope for a proper living wage for these women or a reasonable prospect of promotion.

We print below tables showing the number of Writing Assistants promoted between April 1st, 1920, to March 31st, 1930, and the number of Permanent and Permanent Unestablished Class Clerks promoted since the operation of Clause V of the Guinness Agreement and December 31st, 1930.

TABLE SHOWING THE NUMBER OF WRITING ASSISTANTS PROMOTED TO THE JUNIOR GRADE OF THE GENERAL CLERICAL CLASS DURING THE PERIOD APRIL 1st, 1920, TO MARCH 31st, 1930.

Department	Year ended 31st March									
	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930
Admiralty...	—	1	—	—	—	5	1	—	2	—
Air Ministry ...	—	—	—	—	—	3	—	—	—	1
Ministry of Agriculture and Fisheries ...	—	—	2	—	—	4	2	5	—	2
County Courts ...	—	—	—	—	—	—	1	—	—	—
Customs and Excise ...	—	—	—	—	—	6	—	—	—	—
Exchequer and Audit ...	—	—	—	—	—	—	—	—	1	—
Ministry of Health ...	29	—	—	10	3	9	5	34	21	19
Home Office ...	—	—	—	—	1	1	1	—	—	1
Inland Revenue ...	—	—	—	—	—	4	—	4	6	3
Ministry of Labour ...	—	28	—	—	15	—	30	20	49	40
Overseas Trade ...	—	—	—	—	—	—	—	3	2	—
Paymaster-General ...	—	—	—	—	—	1	3	—	2	3
Ministry of Pensions ...	—	—	—	—	23	24	31	28	20	20
Post Office ...	10	250	78	125	80	162	117	108	76	65
Public Trustee ...	—	7	1	4	10	2	—	2	1	2
Public Works Loan Board	—	—	—	—	—	—	—	1	—	—
Registrar-General ...	—	—	—	—	—	—	3	1	1	1
Board of Trade ...	—	—	—	—	—	—	1	2	—	4
Department of Health, Scotland ...	—	10	—	—	1	6	1	6	1	—
Welsh Board of Health ...	—	9	—	—	—	3	1	1	1	3
Total ...	39	305	81	139	133	230	197	215	183	164

The table which appears below indicates the numbers of promotions which have been made up to December 31st, 1930.

OPERATION OF CLAUSE V OF THE GUINNESS AGREEMENT.

TABLE SHOWING THE NUMBER OF P. AND P.U. CLASS CLERKS WHOSE PROMOTION TO THE GENERAL AND DEPARTMENTAL CLERICAL CLASSES HAS BEEN AUTHORISED TO DECEMBER 31st, 1930.

Department	Promotions to		Totals
	General Clerical Class.	Dep't'l Clerical Class.	
Admiralty...	—	28	28
Agriculture and Fisheries, Ministry of ...	14	—	14
Air Ministry ...	20	31	51
Charity Commission ...	1	—	1
Colonial Office ...	9	—	9
Control, Board of ...	1	—	1
County Courts Department ...	15	24	39
Crown Lands, Office of Commissioners of ...	1	—	1

Department	Promotions to		Totals
	General Clerical Class.	Dep't'l Clerical Class.	
Customs and Excise ...	—	96	96
Dominions Office (including Empire Marketing Board) ...	5	—	5
Education, Board of ...	28	—	28
Forestry Commission ...	1	—	1
Friendly Societies, Registry of ...	4	—	4
Government Chemist ...	2	—	2
Health, Ministry of ...	222	—	222
Health, Welsh Board of... ..	12	—	12
Home Office ...	8	—	8
India Office ...	3	—	3
Inland Revenue ...	21	310	331
King's and Lord Treasurer's Remembrancer, Scotland ...	1	—	1
Labour, Ministry of ...	214	468 ^a	682
Land Registry ...	13	—	13
Mines Department ...	11	—	11
Mint ...	—	3	3
National Debt Office ...	2	—	2
„ Insurance Audit Department ...	3	—	3
„ Savings Committee ...	7	—	7
Overseas Trade, Department of ...	9	—	9
Paymaster-General's Office ...	13	—	13
Pensions, Ministry of ...	197	—	197
Post Office ...	22	—	22
Principal Probate Registry ...	2	—	2
Prison Commission ...	8	—	8
Privy Council Office ...	1	—	1
Public Trustee Office ...	7	—	7
Public Works Loan Commission ...	2	—	2
Registrar-General's Office ...	10	—	10
Scientific and Industrial Research, Dept. of ...	2	—	2
Stationery Office ...	1	—	1
Supreme Court of Judicature ...	2	—	2
Trade, Board of ...	21	22	43
Transport, Ministry of ...	19	—	19
Treasury ...	2	—	2
Treasury Solicitor's Department ...	3	—	3
Wallace Collection ...	1	—	1
War Office ...	—	174 ^b	174
Works, Office of ...	22	—	22
Agriculture, Scotland, Department of	1	—	1
Scottish Education Department ...	3	—	3
Health, Scotland, Department of ...	16	—	16
Registrar-General's Office, Scotland ...	1	—	1
Scottish Office ...	1	—	1
Land Purchase Commission (N. Ireland) ...	1	—	1
Supreme Court of Judicature (N. Ireland) ...	1	—	1
Totals ...	986	1,156	2,142

(a) Includes 10 P.U. Clerks. (b) Includes 133 P.U. Clerks.

Other Service Organisations.

The Federation has been in closer touch during the year with other Service organisations than has been practicable for many years, and it is hoped that, now much of the old antagonism to our principles has vanished, the day may not be too far distant when we shall again be able to join forces with our male colleagues. The policy of EQUAL PAY has long been accepted by all organisations, but opinions differ as to the method of its application. The thought of *Equal Opportunity* for women still dismays some men as the evidence given by the representative Heads of Departments before the Royal Commission has only too plainly shown. The sooner our male colleagues realise that equal opportunity must come the sooner we can join up and work with them for the good of the Service as a whole. Our policy for Equal Pay and Equal Opportunity has proved to be right, and we may perhaps be forgiven the justifiable pride we feel in those far-sighted women who adopted it when the Federation was first formed.

It is a matter for regret that the Civil Service Clerical Association found it necessary to attack us so bitterly before the Royal Commission, but it showed plainly that that Association was as far from appreciating the real point of view of the women in the Service as it ever was. Their demand for the creation of a badly paid grade of women to perform the routine work of the Service is a menace to the whole Service. It is a denial of the first principles of Equality and particularly of Equal Pay. It is a direct incentive to the Treasury to proceed with the worsening of the conditions and pay of the Service under the guise of mechanisation and rationalisation.

Women's Organisations.

It was hoped that the Government's Bill to alter the law relating to Trade Unions, which included a clause to amend Clause 5 of the Trade Disputes and Trade Unions Act of 1927, would give us the right to re-join the women's organisations with whom we were closely allied for so many years. The Bill, however, was withdrawn and so for the present we must still remain unaffiliated to those Associations who do so much to advance the cause of women both at home and abroad.

We are particularly indebted to the London and National Society for Women's Service for the splendid case they presented to the Royal Commission. We also record our sincere appreciation of the work done by other organisations, i.e. the National Union of Societies for Equal Citizenship and the Equal Rights Committee, which also presented statements demanding Equal Pay and Equal Opportunity and the removal of the Marriage Bar in the Civil Service. It must be admitted, however, that we regretted the inclusion of the demand for Family Allowances in the evidence of the N.U.S.E.C.

There is no doubt that we shall require the help of all these staunch friends when the Report of the Commission is published, and we urge upon our members the necessity for keeping in close touch with all organisations which are working for the full emancipation of women. We have the franchise, it is true, but that is not enough. We must have complete economic freedom if we are to take our share in the real work of the world, and if this freedom is to be won "in our time" it is essential that every member should appreciate the fact that it is only by the strenuous and united efforts of all women that we can hope to reach the goal. Equal Pay and Equal Opportunity are the most important milestones on the road.

ITEMS OF GENERAL INTEREST**Conference on Social Insurance for Non-Manual Workers.**

The Federation was represented by Miss Fowler (Public Trustee Office), Miss James (Ministry of Labour), and Miss Paddon (London Telephone Service) at a Conference called by the National Federation of Professional Workers to consider the question of extending the scope of social insurance to cover technical, supervisory, clerical and other workers who are at present excluded by the salary limit of £250. A sub-Committee of the Conference was set up and its report is to be considered early in April.

Garden Fête.

A most successful fête was held on Saturday, August 23rd, in the beautiful grounds of Hillcroft, Surbiton. Full use was made of the delightful little theatre. Two splendid performances were given by the G.P.O. Players in "Two Gentlemen of Soho," and members of the Money Order Department in Miss Gate's amusing extravaganza "Brilliantina." Concerts were also held in the theatre, and there were displays of country dancing by the Ministry of Labour and Savings Bank Department on the lawns. Side-shows provided various attractions.

Persian Art Exhibition.

Arrangements were made with the Organising Committee of the Exhibition for members of our constituent Associations to be supplied with tickets at a reduced price, and 1,027 were sold. This was a privilege greatly appreciated by all our members.

Civil Service Arts Ball.

The Federation was represented on the Organising Committee by Miss Fowler, of the Public Trustee Office. The Federation was awarded the silver cup, presented by Sir Malcolm Campbell, for the best group of costumes, but as this was the only group arranged, the pleasure of competing for the cup was lost.

"Opportunity."

Mrs. E. M. White was reappointed Editor of *Opportunity* in April 1930. It is perhaps not generally known that Mrs. White was our first Editor in 1921 and remained with us until 1925, and we were very pleased to be able to welcome her back.

Calendar.

The two types of Calendars were again issued this year and maintained their popularity. The delightful pen-and-ink drawing by Miss H. C. Adams of the Customs and Excise Department (Women Pension Officers' Association) was much appreciated.

Shopping Facilities.

Further 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 arrangements which were made in 1929 with a Harley Street oculist have been much appreciated and a number of members have applied for the letter of introduction which enables them to secure expert advice at a very reasonable fee. Full particulars can be obtained from the Secretary when required.

Council and Committee Meetings.

There have been twelve meetings of the Council held during the year and eleven meetings of the Executive Committee, and the attendances of the various representatives are tabulated below:

ATTENDANCES OF COUNCIL AND EXECUTIVE COMMITTEE MEMBERS,
May 1930 to April 1931, inclusive.

		Possible number of attendances	
		Executive Council II	Council I2
OFFICERS :			
President	*Fisk, J. W. ...	10	12
Vice-President (resigned Nov. 1930)	*Caldcleugh, F. A. ...	5	9
Vice-President (from Nov. 1930)	*Perry, A. G. ...	7	11
Hon. Secretary	*Appleby, V. ...	11	12
Hon. Treasurer	*Lloyd, L. L. ...	11	11
Hon. Asst. Sec. (from Feb. 1931)	*Duke, K. E. ...	3	2
CONSTITUENT ASSOCIATIONS :			
Board of Education	*Swire, E. M. M. ...	9	9
Foreign Office	Button, A. E. H. ...		1
	Pascoe, P. M. ...		-
General Post Office :			
A.G.D.	Engel, G. ...		10
	*Worsfold, M. E. ...	9	11
L.T.S.	Paddon, D. M. ...		10
	MacNamee, A. ...		9
M.O.D.	*Lawrie, M. ...	10	10
	Offer, M. ...		8
	Thwaites, E. ...		9
S.B.D.	*Lashly, C. O. ¹ ...	3	9
	Bateman, M. A. ...		5
	Orr, M. ...		7
	Crawley, G. H. ...		6
Edinburgh	†McAuslane, A. ...		2
Higher Women Officers	King, O. ...		11
	*Moynihan, E. A. ...	9	9
	Champ, H. ...		7
	Wood, F. M. ...		3
Inland Revenue	Simpson, I. ...		6
Ministry of Health	*Tucker, E. A. ...	8	12
	Bremner, J. E. ...		6
	Hinchy, F. S. ...		6
Ministry of Labour	*James, D. E. ...	10	10
	Lashmar, L. ...		3
	Pile, F. E. ...		8
	Johnson, M. C. ...		2
Ministry of Pensions	*Jackson, I. ² ...	2	9
	Norris, A. ...		7
	Pratt, B. ...		2
Public Trustee Office	*Fowler, G. ...	6	7
	Hunter, N. ...		8
	Mitchell, E. A. ...		6
	Press, D. W. ...		9
Women Pension Officers	Jones, W. E. ...		9
	Adams, H. C. ...		6
	Keeshan, V. ...		8
Dept. of Health, Scotland	†Watson, A. D. ...		1
	†Gunn, H. J. ...		1

* Members of Executive Committee.

† Attend quarterly Council meetings only.

¹ Appointed to Executive Committee, Nov. 1930.

² Appointed to Executive Committee, Oct. 1930.

The Honorary Treasurer's Report.

The Treasurer has much pleasure in presenting the Balance Sheet, which continues to show a substantial balance, in spite of the abnormal expenses incurred in connection with the Royal Commission, which was responsible for a general all-round increase of expenditure.

The printing account is heavy, but in it is included the cost of printing the Federation's Statement before the Royal Commission, a copy of which was presented to each member.

Of the £700 on deposit at the beginning of the year, £500 was invested in 3½ per cent. Conversion Loan, and £200 remains on deposit.

The Treasurer would like to take this opportunity of thanking all those members of the various Associations who have been so very helpful during the past year.

**THE FEDERATION OF
CASH STATEMENT FOR THE**

	RECEIPTS.			RECEIPTS.			RECEIPTS.		
	£	s.	d.	£	s.	d.	£	s.	d.
To BALANCES, APRIL 1ST, 1930—									
£1,500 5% 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	0			
				1,584	17	3½			
„ RECEIPTS DURING YEAR—									
Affiliation Fees and Subscriptions				909	9	6			
Opportunity Subscriptions				229	1	7			
Opportunity Advertisements				94	11	3			
Rent, etc.				40	7	9			
Sundry Sales:									
Calendars	33	8	0						
Literature	19	14	2						
Whitley Bulletins	1	18	6						
Garden Fete	36	8	7						
Stationery	11	9	6						
Persian Art Exhibition	*49	3	0						
Sundries	2	15	11½						
				154	17	8½			
INTEREST—									
5% War Loan	75	0	0						
East of Scotland Nursing Home Bonds	16	0	0						
Deposit at Bank	5	19	4						
				81	15	4			
				1,510	3	1½			

£4,615 0 5

We have examined the above Account with the Books and Vouchers of the Federation of Women verified.

NOTES.—* £2 4s. was still due to the Federation at the end of the financial year.

106 St. Clement's House
Clement's Lane,
Lombard Street, E.C.4.

WOMEN CIVIL SERVANTS.

YEAR ENDED MARCH 31st, 1931.

	PAYMENTS			PAYMENTS			PAYMENTS		
	£	s.	d.	£	s.	d.	£	s.	d.
By PAYMENTS DURING YEAR—									
OFFICE EXPENSES—									
Salaries and Insurance				298	11	6			
† Rent, Gas and Electric Light (3 qrs.)				86	1	3			
Telephone				13	11	3			
Postage				56	13	8			
Printing				267	7	4			
Stationery				39	0	1			
Officers' Expenses	80	12	2						
Delegates' Expenses	25	9	11						
				106	2	1			
Bank Charges				16	8	0			
Miscellaneous Office Expenses				6	8	2½			
				874	12	0½			
„ Opportunity				373	1	8			
„ LITERATURE—									
Reports and Publications				23	13	9			
Whitley Bulletin				8	10	0			
Press Cuttings				18	18	0			
							51	1	9
„ Accountancy Charges							3	13	6
„ Honoraria							119	15	0
„ Calendars							40	17	6
„ Income Tax							22	4	6
„ Organisers' Expenses							19	10	6
„ DONATIONS—									
London and National Society for Women's Service				10	0	0			
British Women's Hospitality Committee				2	0	0			
Superannuation Rights Association				35	0	0			
							47	0	0
„ Wastage Enquiry							2	6	6
„ Garden Fête							43	18	3
„ Persian Art Exhibition							51	7	0
„ BALANCES, MARCH 31ST, 1931—									
£606 18 5, 3½ per cent. Conversion Loan, 1961 Purchased				500	0	0			
5 per cent. War Loan, 1929-47				1,500	0	0			
East of Scotland Nursing Home Bonds				20	0	0			
				2,020	0	0			
Deposit Account				200	0	0			
Current Account				664	11	7			
Cash in hand				80	2	8½			
Stamps in Hand				17	11	0			
				945	12	2½			

£4 615 0 5

Civil Servants and find it to be in accordance therewith. The Bank Balances and investments have been

† The account for the March quarter had not been received at the end of the financial year.

HOMERSHAM & CO.,

Incorporated Accountants.

April 13, 1931.

WOMEN CIVIL SERVANTS

YEAR ENDED MARCH 31st 1931

PAYMENT

BY PAYMENTS DURING YEAR

General Expenses	£ 100 0 0
Printing and Stationery	£ 50 0 0
Travel Expenses	£ 20 0 0
Repairs and Maintenance	£ 10 0 0
Insurance	£ 5 0 0
Postage	£ 2 0 0
Telephone	£ 1 0 0
Light and Heat	£ 10 0 0
Water	£ 5 0 0
Gas	£ 5 0 0
Electricity	£ 5 0 0
Coal	£ 5 0 0
Food and Drink	£ 5 0 0
Medical Expenses	£ 5 0 0
Funeral Expenses	£ 5 0 0
Contingencies	£ 5 0 0
Depreciation	£ 5 0 0
Interest on Loans	£ 5 0 0
Income Tax	£ 5 0 0
Income	£ 100 0 0
Balance Forward	£ 100 0 0
Balance Brought Forward	£ 100 0 0

Printed by the Garden City Press Ltd., Letchworth, and Published by the Federation of Women Civil Servants, 27, Marsham Street, Westminster, S.W.1. D4736.

Federation of Women Civil Servants

OFFICERS AS AT 31st MARCH, 1931.

- President & Chairman:*
Vice-President: MISS A. G. PERRY.
Hon. Secretary: MISS K. E. DUKE.
Hon. Assistant Secretary: MISS L. M. DUNFORD.
Hon. Treasurer: MISS L. L. LLOYD.

CONSTITUENT ASSOCIATIONS.

1. Association of Post Office Women Clerks. Secretary, MISS M. LAWRIE, 27, Marsham Street, S.W.1.
2. Association of Women Civil Servants (Treasury Class) in the Ministry of Labour. Secretary, MISS D. E. JAMES, L.VII, Group 54, Ministry of Labour, Kew, Surrey.
3. Association of Women Clerks and Writing Assistants in the Ministry of Health. Secretary, MISS F. S. HINCHY, L.A. Registry, Ministry of Health, Whitehall, S.W.1.
4. Association of Board of Education Women Clerks. 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 V. JENNINGS, Public Trustee Office, Kingsway, W.C.2.
6. Association of Women Clerical Officers in the Department of Health for Scotland. Secretary, MISS M. S. W. CAMPBELL, Grassmarket, Edinburgh.
7. Association of Higher Women Officers. Secretaries, MISS I. R. V. WELCH, Public Trustee Office, Kingsway, W.C.2, and MISS E. A. JOLLIFFE, Ministry of Labour, Kew, Surrey.
8. Association of Foreign Office Women Clerks. Secretary, MISS ORMISTON, Foreign Office, Whitehall, 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 M. E. ROBINSON, 33, King's Road, Richmond, Surrey.
11. Association of Women Clerical Officers in the Scottish Education Department. Secretary, MISS SAMSON, 14, Queen Street, Edinburgh.
12. The Society of Women Executive Officers in the Finance Department, Ministry of Labour. Secretary, MISS N. HELLON, Finance Department, Ministry of Labour, Kew, Surrey.

