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Memorandum
on Certain Features of the Pay
of Women Civil Servants

Prepared by
The Council of Women Civil Servants
(membership confined to women in ^{the} higher grades
who are engaged on administrative, executive, professional
& technical work)

FAWCETT COLLECTION

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(P) MEM

Memorandum on Certain Features of the Pay of Women Civil Servants.

I. DECREASE IN EQUALITY OF PAYMENT.

Over a considerable period of years there have been repeated reductions in the number of cases where equal pay obtained and also an actual increase in the differentiation between the pay of men and women in the same grades. We propose to draw attention in this section of our memorandum to the fact that there has been this decrease in equality of payment, that this has, paradoxically, taken place at the same time as increasing aggregation of work, and that there has been no public authorization of a policy of increasing differentiation in pay.

(1) Losses of Equal Pay.

It is significant to note that in the past equal pay was given, as a matter of course, in the Civil Service in a number of high grade posts. We have not complete information on early appointments, but give below the facts within our experience.

Up to 1922 practically the whole departmental class of the Ministry of Labour enjoyed equality. The grades concerned were:—

1st, 2nd, 3rd and 4th class managers of Employment Exchanges at £200 - £500.

Staff Officers for Juveniles at £300 - £400.

Staff Officers (men) and Chief Women Officers in Divisional offices at £350 - £500.

1st, 2nd, and 3rd class officers of the Trade Boards Inspectorate at £150 - £500.

No trace of this equality remains to-day.

In connection with the administration of National Health Insurance, women were commissioners or members of the Boards in England, Scotland and Wales and enjoyed equality of pay for many years. On the reconstruction of these bodies equal pay was lost.

Recently there has been further abolition of long existing cases of equal pay. It has been abolished in the following cases, full details of which are given in Appendix I:—

- (a) Scientific workers in three departments who had had it for sixteen years.
- (b) Assistant Commissioners of National Savings, on those posts becoming established.
- (c) Housemistresses and Assistant Housemistresses of Borstal Institutions and Prisons.
- (d) Governor of the Borstal Institution for Girls.

(2) Increases in differentiation.

One of the matters on which there is the keenest dissatisfaction amongst women civil servants is the constant and continual worsening of their scales of pay in relation to those of men in the same classes of the Service.

Examples of worsening of relativity in different directions are as follows:—

(a) Director of Women Establishments

In 1930 the post carried a salary of £1200
compared with a man's scale of Assistant Secretary £ 900 - 1100
Principal Assistant Secretary £1200 - 1500

In 1936 the post carries a salary of £1360
compared with a man's scale of Assistant Secretary £1150 - 1450
Principal Assistant Secretary £1450 - 1650

(b) Assistant Secretary and Controller of Insurance and Pensions (Scotland).

In 1930 the post carried a salary of £1200
compared with a man's scale of Assistant Secretary £ 900 - 1100
Deputy Sec. & Establishment Officer £1300

In 1936 the post carries a salary of £1360
compared with a man's scale of Assistant Secretary £1100 - 1400
Deputy Sec. & Establishment Officer £1300 - 1600

This post can be added to the list of those which have lost equality. When the Scottish Board of Health was abolished in 1929, the woman member became an Assistant Secretary with additional functions and had a personal salary, higher than the man Assistant Secretary's scale.

(c) **Woman Assistant Commissioner of Prisons.**

The first woman appointed has been given a differentiated salary (£847 - £936 against a male scale of £1,011 - £1,161), whereas the men and women Commissioners of the Board of Control (on a comparable scale of £847 - £1,161) have equal pay.

(d) **Tax Officers.**

The women's maximum previously represented 85 per cent. of the male maximum. It now represents only 75 per cent.

(e) **Departmental Clerical Officers.**

The Industrial Court's award of October, 1936, reduced the women's maximum to 75 per cent. of the men's, whereas it was previously 85 per cent.

(f) **Laboratory Assistants.**

The consolidated scales recently fixed for the new grade show not only full differentiation at the minimum of a basic grade, contrary to the general practice of giving equal pay for the first years after recruitment, but also a normal maximum amounting to only 71 per cent. of the corresponding man's maximum.

Attention must also be drawn to increases in the cash difference between the pay of men and women. No one thinks of his salary in the generalized formula of a percentage, when comparing it with that of others, and women civil servants naturally note the difference in pounds, shillings and pence between their salaries and those of men doing the same work. They see that every salary reconstruction means that this difference has actually been increased in cash, and it is no satisfaction to them to be told that the percentage has remained the same or is more favourable than it was. Examples could be multiplied but we take one from the new scales of the Administrative Class:—

		Difference in maxima at old basic rates	Difference in maxima at recently fixed scales
Assistant Principal	...	£100	£115
Principal	...	£150	£160
Assistant Secretary	...	£200	£215

It may be argued that £10 or £15 is not in itself a substantial increase in difference on salaries at the scale prescribed for administrative work, but it must not be overlooked that this is an *annual* loss to the women at the top of her scale in relation to the pay of her male colleague, and is added to an already very high *annual* difference of from £100 to £200, according to grade.

(3) **Equal Work but Unequal Pay.**

While equality of pay has been receding, it is interesting to examine what has been happening in the sphere of equality of work. In the Civil Service of 1920 women were not eligible for the Administrative Class, and in other classes they had, as a rule, separate entry and differentiated work. Since then common entry and aggregation of work have made steady progress and are to-day the accepted rule, so that the claim for equal pay for equal work is obviously now far stronger on the facts of the case. An impartial observer, watching the progress of women's work over this period, might reasonably expect that approximation in work would have been accompanied by approximation in pay. Quite the contrary has been the case in the Civil Service, where the achievement on a wide scale of equal work has taken the women further from equality of pay.

We do not ignore the fact that there has been improvement in the remuneration of the Service, but it is striking to note how small the gain is to the women as compared with the amount conceded to the men. For instance in the recent award on the claims of departmental clerical officers the men gained £67 on the maximum of their scale, the women gaining only £27; and, to take an example of a post which has been "established," that of Assistant Commissioner, National Savings Committee, men and women formerly had an equal pay maximum of £500, but, on the posts being established, unequal pay was introduced and the man's maximum was raised by £134, while that of the woman was raised by only £15.

It may be answered that certain groups of women can point to improvement in their scales which has been both absolute and relative. We know of but three instances:—

- (a) Some women inspectors of the Board of Education, and they are by no means all, have been assimilated to the men's grades, and now show approximately the same relationship to the men's salaries as in the Administrative scales.
- (b) The salaries of the women doctors in the Post Office have been equalised with those of their men colleagues except for £100, said to represent differentiation in function.
- (c) The salaries of the women doctors in the Scottish Board of Control have been equalised.

In the first of these instances there was strong comment by the Tomlin Commission to official witnesses on the disproportion of pay, even though the inspectorate was at that time segregated. In the other two instances we have the familiar example of the strong professional body of the medical world carrying its conviction on equal pay against the general official policy of the service.

(4) Absence of Authority for the Changes in Pay.

We maintain that there has been no authority, no independent or impartial enquiry, and no public announcement of a change in practice which justifies the decreasing of equality of payment which is steadily proceeding.

The Reorganisation Report of 1920 is sometimes held to justify the practice of 1936. It dealt, however, with salaries in the Treasury classes up to a maximum of £500, its recommendations were admittedly transitional, and were based on conditions of separate entry, differentiated work and inexperience of the capacity of women for "common" work. None of these conditions prevails to-day. We cannot accept this Report as suitable for application to a totally different position and note that even such measure of equality as it prescribes has been attacked.

The Tomlin Report left the question of women's remuneration undecided, though the question was specifically referred to it. The Report gave no support to further differentiation, did not prescribe scales for women in the common classes and can be said, at worst, merely to countenance the status quo.

The Carpenter Report on the Pay, etc., of Scientific Workers gave no authority whatever for depriving women scientific workers of equal pay. It waited on the Tomlin Commission, which, as stated, left the matter as it was and

made no recommendation against the equal pay given to scientific workers.

The Institution of Professional Civil Servants has been refused arbitration on the restoration of equality to the scientific workers on the ground that women do not constitute a separate class, and that the question, as one of government policy, is not one for arbitration.

The Society of Civil Servants has been given to understand that, for the same reason, arbitration may not be available to an association endeavouring to improve the relationship between the scales of men and women in the same grade.

Finally, the discussion of equal pay is still excluded from Whitley proceedings, as it has been since 1924, and the fact is often glossed over in Parliamentary statements.

The position faced by women civil servants is therefore that, without any public authorization, differentiation is quietly and steadily increasing, and no recourse to discussion or arbitration is officially permitted for the purpose of contesting the Treasury action.

II. RELATIONSHIP OF MEN'S AND WOMEN'S SALARIES IN THE SAME CLASS.

The present relationship of men's to women's salaries is full of anomalies and irregularities and detailed examination is impossible, but we give the following examples as illustrations:—

1. The range of years over which equal pay is given in basic grades shows no consistency.
 - (i) Assistant Principals, recruited at age 21 - 24, receive equal pay up to the age of 23 - 26.
 - (ii) Assistant Keepers, Class II, in museums, recruited at age 22 - 26, receive differentiated pay from the start.
 - (iii) Executive Officers, recruited at age 18 - 19, receive equal pay up to the age of 22.
 - (iv) Treasury Clerical Officers, recruited at age 16 - 17, receive equal pay up to the age of 23.
 - (v) Departmental Clerical Officers, Ministry of Labour, recruited at age 16 - 17, receive equal pay up to the age of 19.
2. The percentage ratio between men's and women's salaries shows no uniformity.

	Minimum per cent.	Maximum per cent.
Assistant Secretary ...	87	85
Principal	87.5	85
Assistant Principal ...	100	82
Executive Officer ...	100	77
Clerk, Higher Grade ...	79	77
Treasury Clerical Class ...	100	75
Junior Legal Assistant ...	100	81.5
Legal Assistant	84.5	80

3. A point to which we desire particularly to draw attention is the unfortunate effect of percentage differentiation on salaries in the upper grades, of which numerous examples are shown in Appendix II. Not only under the percentage system is the monetary gulf widened between a woman and her male colleague as she becomes more senior in rank (for example at the maximum an Assistant Principal has £115 less, a Principal has £160 less and an

Assistant Secretary has £215 less), but it places senior women in the position of controlling men in receipt of higher salaries than their own. It has been represented in Parliament that examples of the latter position "must . . . be rare" and that particulars of existing cases could not be given without "extensive investigation" (Hansard, April 1st, 1936, Col. 2009 - 10). Such a statement is difficult to explain, since any examination of the salary scales of the common classes reveals that all women who reach a certain degree of seniority are liable to supervise men in receipt of a higher salary than themselves: this may occur over a part if not over the whole range of the salary attaching to a grade.

4. We give the following illustrations of certain women's scales compared first with the scales of men in a junior grade and then with the scales of men in the same grade:—

A. Comparison with the next Junior Grade.

- (i) The woman's maximum may be lower than the maximum of the man in the grade below, e.g.:—

Clerical	Men's Scale	Women's Scale
Staff Clerks	£515-634	£396-515
Staff Clerks (Higher Grades)	£634-738	£515-605
Senior Staff Clerks	£738-847	£575-680

Victoria and Albert and Natural History Museums

Asst. Keepers (1st Class)	£605-953	£527-797
Deputy Keepers	£1058 (fixed)	£905 (fixed)
Keepers	£1161	£1011

Inland Revenue Estate Duty Office

Assistant Examiners	£152-634	£152-515
Examiners	£265-634	£252-515

Ministry of Labour

Second Class Officers	£515-700	£396-563
First Class Officers	£738-847	£605-680
Deputy Divisional Controllers	£850-1000	£680-840
Deputy Chief Inspectors ...		

(ii) The woman's maximum may be the same as that of the man in the next lower grade, e.g.:—

Home Office, Factory Department						
Deputy Chief Inspector, woman	...	...	...	...	...	£905-1011
Superintending Inspector, man	...	...	...	...	...	£905-1011
Ministry of Health, Insurance Dept.						
Deputy Chief Inspector, woman	...	...	...	...	...	£847- 953
Divisional Inspector, man	...	...	...	...	...	£797- 953
Exchequer and Audit Department						
Auditor, woman	...	...	...	...	...	£289- 515
Assistant Auditor, man	...	...	...	...	...	£152- 515
Ministry of Agriculture						
General Inspector, woman	...	...	...	...	...	£396- 515
Inspector, man	...	...	...	...	...	£277- 515

(iii) The women may have a minimum lower than that of the next junior male grade, e.g.:—

Unemployment Assistance Board						
District Officer, woman	...	...	...	...	...	£605- 797
Assistant District Officer, man	...	...	...	...	...	£634- 738

B. Comparison with the Same Grade.

(i) The maximum salary of the woman may be the same as the minimum of the corresponding man's scale, e.g.:—

Higher Executive Officers and Staff Clerks						
Men	...	...	...	...	...	£515- 634
Women	...	...	...	...	...	£396- 515
Senior Executive Officers						
Men	...	...	...	...	...	£680- 847
Women	...	...	...	...	...	£575- 680
Ministry of Health Insurance Inspectors						
Men	...	...	...	...	...	£634- 738
Women	...	...	...	...	...	£515- 634

(ii) The woman's maximum may be lower than the minimum of her corresponding male grade, e.g.:—

Home Office, Factory Department						
Superintending Inspector						
Men	...	...	...	...	...	£905-1011
Women	...	...	...	...	...	£738- 847

Ministry of Labour

First Class Officer						
Men	...	...	...	...	...	£738- 847
Women	...	...	...	...	...	£605- 680
Unemployment Assistance Board						
Assistant District Officer						
Men	...	...	...	...	...	£634- 738
Women	...	...	...	...	...	£515- 605
Staff Clerk, Higher Grade						
Men	...	...	...	...	...	£634- 738
Women	...	...	...	...	...	£515- 605

A series of male scales may sometimes show some overlap, as for instance those of Employment Officer and Third Class Officer in the Ministry of Labour, and of Assistant Officer and Area Officer in the Unemployment Assistance Board, but these are rare and relatively trifling. Nothing approaching the extreme examples discussed above can be found amongst male scales *in the same class*.

5. A recent and vexatious development to which we call attention is the practice of fixing men's scales and leaving the women's equivalents to be fixed at some later date, so that there is uncertainty as to what they may be. An impression is thus created that either the subject is of no importance or that, where there is failure to fix the woman's scale for the higher posts, that women are unlikely to be considered for posts at the top of the grades. For example the recent administrative class scales left the scale for a woman principal assistant secretary (or Under Secretary) unspecified; there are no women's scales for such posts as that of Chief Inspector in the Board of Education or Divisional Controller in the Ministry of Labour; and there are none for the Chief Clerks (legal) in the Land Registry. There are women in the grades immediately below all these posts who have a proper desire to be aware of the scale of the next grade to which they hope for promotion. In the case of the Unemployment Assistance Board, recently, women were actually invited to apply for posts for which their scales had not been fixed.

The existence of these anomalies and uncertainties has led women civil servants to feel that little importance is officially attached to the question of women's salaries, that the facts are not known, and that there is no limit to the lengths to which inconsistency may go in the fixing of scales for women.

III. COMPARISON OF THE REMUNERATION OF WOMEN CIVIL SERVANTS WITH THAT OF WOMEN IN COMPARABLE WORK OUTSIDE.

The Government has recently given as its two main reasons for refusing equal pay to its women servants:—

1. that this practice does not obtain in comparable employment outside the State Service and to concede it would be to go ahead of the best employers;
2. that women are well paid by the State, and to give them equality would be to create an artificial standard of remuneration.

We, therefore, submit the results of an investigation of the extent to which women, in outside high grade employment, receive equal pay with men doing similar work, and also of the actual standard of remuneration received by women on work comparable to our own. We have utilised our knowledge of the careers of many of our contemporaries who are women of similar age, education and ability, working in the educational, academic, professional and local government worlds, with a status comparable to that of the women in the higher ranks of the Civil Service.

1. Equal Pay outside the Civil Service.

The first argument quoted above was used by Treasury witnesses before the Royal Commission on the Civil Service (1929-1931) and subsequently, as in the important debate in Parliament on June 7th, 1935, by representatives of the Treasury and of the Government. We contend that this argument is not now valid, even if it ever was so, in the case of women in the higher ranks. We feel justified on the facts in stating that there are to-day few bodies of public importance, other than the State, which employ women of professional standing side by side with men of similar standing at discriminated rates of pay. Indeed our special inquiry dealt with under (h) below has revealed none.

We have not overlooked the teaching profession, in which inequality of pay still exists, but this is a quasi-State profession, the State bearing the major cost of teachers' employment and superannuation, and we suggest that the Government policy of giving unequal pay to professional women in its service acts as a curb upon Local Education Authorities and Governing Bodies.

We set out below examples, which are far from exhaustive, of equal pay in outside employment. In choosing them regard has been had to their representative character and relevance to the question of equal pay in the higher ranks of the Civil Service. Although it is well known that there are large industrial organisations and business houses which make no differentiation in the pay of men and women in the higher positions, no examples are drawn from these, since we do not feel competent to make the necessary allowances for their differing conditions of service.

(a) Academic Posts.

University professorships, lectureships and tutorships which are open to both sexes carry equal pay. Salaries and examination or tutorial fees and other "emoluments" are the same for men and women. We have confirmed much of this information from our contemporaries holding university posts at Oxford, Cambridge, London and provincial universities.

(b) The Professions of Medicine, Law, Architecture and Accountancy.

In all these men and women receive the same professional minimum scale of fees. It is well known that the British Medical Association has been able to carry this policy into the realm of salaried posts and to enforce it even in the State Service.

(c) The London County Council.

It is especially convincing that the policy of equal pay is accepted by this Council, the outside organisation which most clearly resembles the Civil Service in structure and functions, and which mainly recruits by open competition, and recruits men and women with qualifications identical with those required in the State service, and treats them as interchangeable for staffing purposes.

The Major Establishment of the Council, in which all posts are open to men and women, is analogous to the Administrative Class of the Civil Service. Indeed the Council recruits from the Civil Service Administrative Class examination after the Service requirements have been satisfied, and the position may well arise that a woman who passes high in the examination enters the State service with differentiated pay, while one who does less well passes into a local government service where equal pay prevails.

Equal Pay is also given in the Council's Inspectorates. The kind of work done by the Education Inspectors of the L.C.C. is very similar to that undertaken by those of the Board of Education, and it is not uncommon for officers to pass from one service to the other. Here again a woman passes from differentiated pay in the State service to equal pay in that of a local authority.

We understand further that the Council in addition to giving equal pay in its Major Establishment and its Inspectorates concedes it in the Public Health and Public Assistance Services and in scientific, legal and certain other posts.

(d) Other Local Authorities.

It is understood that in the service of all Local Authorities medical staffs receive equal pay, and that furthermore a number of County Councils and County Borough Councils, including the following, have adopted the principle of equal pay in their common grades:—

County Councils of Bedfordshire, Glamorganshire, Montgomeryshire, Radnorshire, Warwickshire, Yorkshire.

County Borough Councils of Southampton, Bournemouth, Manchester.

Some Local Authorities and certain London Boroughs are also reported to have equal pay in certain grades. Omitting junior posts, we may quote the following:—

County Councils of

Cheshire—professional and technical staff.

Derbyshire—Architect.

County Borough Councils of

Coventry—Sanitary Inspectors; Assistant Librarians.

Hastings—Housing Manager.

Norwich—Deputy Superintendent Registrar; Assistant Curator, Museums; Deputy Librarian; Assistants, Public Libraries.

(e) League of Nations and International Labour Office.

The work in the higher grades is not unlike that in the Civil Service and the higher posts are open to men and women on equal terms. It should be added that at the International Labour Office a small family allowance, of just under £6 per child per annum is payable, but only to staff on salaries up to £472 a year.

(f) British Broadcasting Corporation.

Higher grade posts carry equal pay. During the period April to October, 1936, nine such posts were advertised and were all ascertained to be open to both sexes.

(g) Political Work.

Men and women Ministers of the Crown and Members of Parliament, and members of Royal Commissions receive the same salaries and allowances. Political parties, including the Conservative Party, pay their men and women organisers the same salary.

(h) Public Appointments Recently Advertised.

We have put to the test the assertion that the outside world does not offer equal pay to professional men and women by examining the Public Appointments advertised in *The Times* from 8th April - 31st October, 1936, and in *The Daily Telegraph* from 8th April - 4th June, 1936, corresponding, where necessary, with the advertisers in order to obtain full information.

Posts advertised for men only, or obviously of this character, were omitted. Only six posts, other than those in the Civil Service or filled under direction from Government Departments, showed differentiated salaries, and all these were on Burnham scales. The remaining posts may be classified as follows:—

Posts open to men and women with equal pay:—

University	79
Local Government	40
British Broadcasting Corporation ...	9
Medical	11
League of Nations (notice of examination for entry to a grade) ...	1
Miscellaneous	31

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Posts where we were informed that applications would be accepted from women but that the post would probably be filled by a man. No differentiation of salary contemplated

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Posts ascertained on enquiry to be open to men only. Of these three were in the Civil Service:—

Educational	...	...	...	...	19
Colonial University	...	...	...	...	5
Local Government	...	...	...	...	23
Medical and Hospital	...	...	...	...	13
Miscellaneous	...	...	...	...	25
				—	85
			Total		270
				—	

This analysis is in our view of great interest, demonstrating as it does that the great majority of public appointments advertised during the period in question as being open to men and women, carried undifferentiated salaries, the sole exceptions being posts on the Burnham scales. It is clear from this evidence that the general practice of the outside world is to offer public appointments at "the rate for the job" and that Civil Service salaries and the quasi-official Burnham scales are the only important realms in which there is differentiation of salary based on sex.

We understand that the Institution of Professional Civil Servants has reached the same conclusion as the result of evidence collected in a recent inquiry. They inform us that from exhaustive inquiries among universities, technical institutions, research associations and commercial undertakings, they have ascertained that it is the normal practice, where salary scales are laid down, to give the same rates of pay to men and women employed on scientific experiment or research work for which the possession of a degree or its equivalent is essential.

We submit that it cannot with justice to the facts ever again be maintained that it is not the practice of outside employers to give equal pay in high grade posts. On the Government's declared policy of keeping abreast of the best employers, it would appear to be now its plain duty to introduce equal pay forthwith for all the higher grade work in the Service.

2. The Standard of Women's Remuneration Inside and Outside the Service.

The Government's second argument is that the salaries paid to women civil servants compare favourably with those received by women in similar positions outside. In the debate in the House on 1st April last this argument was

supported by references to the salaries of women clerical officers, although it is generally admitted that Service remuneration, compared with that prevailing in the outside world, is relatively liberal in the lower, but low in the upper grades.

As professional women we know that the salaries of women civil servants in the higher grades do not in general compare favourably with those paid to women in comparable positions of responsibility in the outside world. Out of a total number of 75,346 women in the Civil Service (excluding industrial staffs), there are only 10 non-medical women whose maximum salary reaches £1,000. The London County Council, possessing an establishment which is but a fraction of that of the Civil Service in size, and not, we presume, its superior in quality, numbers at least 13 non-medical women whose salaries reach the £1,000 level. Further, in the Civil Service only 465 have salaries the maximum of which exceeds £500, and of these there are only 84 non-medical women whose maximum salary exceeds £700. These figures are in themselves sufficient to suggest that the standard of remuneration of women in the State Service is not high.

We have collected further information relating to women's salaries in the educational world, and this is set out in Appendix III. We offer it with some reserve, owing both to the harmful effect on women teachers' salaries of the Burnham scheme, and to the fact that the greatly inferior wealth and endowments of women's institutions is reflected in the relatively inadequate salaries of their heads. We consider, in short, that Appendix III shows the position of women in education as itself unsatisfactory, but less so than in the Civil Service. University professorships, open to both sexes, are normally paid at £1,000 with the expectation of increasing that amount substantially by means of tutorial and examining fees, etc. Principalships of women's colleges in the universities carry a salary of £800 to £1,000 plus residence, board, etc., with possibilities of augmentation. Headmistressships of the principal public boarding schools are remunerated at £800 - £1,000 plus residence, board, service, etc., and headmistressships of the principal public day, grammar and high schools from £720 to £1,100. In this connection it may be noted that, of 83 headmistresses replying to a recent questionnaire issued by the Headmistresses' Association, 21 received a maximum salary of £1,000 or more, 26 received a maximum of between £900 and £1,000, and 26 a maximum of between £800 and £900. The heads of the principal training colleges for women teachers receive from £800 to £1,000 maximum, plus residence, board, service, etc.

The Educational Adviser to the Froebel Union receives £700 for part-time services. As regards inspectorial posts, our information is limited, but we would point out that the L.C.C. pays Assistant Directors of Education £1,200 - £1,500, District Inspectors £700 - £1,100 (plus £100 in one case) and specialist inspectors £700 - £1,050 irrespective of sex.

We have not attempted to survey the standard of remuneration in the other fields of work, but we may mention that the Matron in Chief of the London County Council has a maximum salary of £1,250, and 3 Principal Matrons have a maximum salary of £800 with board, residence, etc.

The public appointments analysed by us and found to be open to women (see page 15 above) showed salaries ranging up to £3,300. Twenty-one posts were advertised at salaries of £1,000 or more, and there is good ground for supposing that a number of other posts, such as professorships, senior posts in the B.B.C., etc., reached £1,000. Such salaries cover the whole range of men's salaries in an ordinary department of State, including that of the permanent head, and demonstrate that to make the men's scales common to both sexes would, therefore, not create an artificial standard of remuneration for women within the Service, but rather ensure that they enjoyed salaries as good as those offered to them by the outside world.

On one or two occasions, at least, when women civil servants have been seconded for special work outside the Service, they have received undifferentiated salaries at considerably higher rates than those paid to them as women in the Service.

In the three sections of this memorandum we have endeavoured to survey the history and present position of women's remuneration in the Civil Service. We submit that facts show that, as the women's work has approximated more closely to that of men, the salaries of the women have grown relatively less, and we have also endeavoured to show that the standard of remuneration of women outside the Service justifies, so far as professional and high grade work is concerned, our claim for equal pay.

APPENDIX I.

CASES IN WHICH EQUAL PAY HAS RECENTLY BEEN ABOLISHED.

1. Scientific Officers employed in the National Physical Laboratory, the Department of Scientific Research and Experiment, the Admiralty and the joint Directorate of Scientific Research and Technical Development, Air Ministry.

(a) Original salaries.

Grade	Salary (basic) men and women
Junior Scientific Officer	£172 - 235
Scientific Officer II	£250 - 350
Scientific Officer I	£350 - 450
Senior Scientific Officer	£500 - 600
Principal Scientific Officer	£650 - 750

(b) Salaries in 1933.

A measure of reorganisation took place in these Departments. Men retained their former scales, with the exception of Scientific Officer I, whose scale was extended to £500: but differentiated rates were introduced for women as follows:—

Grade	Salary (basic) women
Junior Scientific Officer	£160 - 200
Scientific Officer II	£215 - 275
Scientific Officer I	£275 - 400
Senior Scientific Officer	£400 - 470
Principal Scientific Officer	£550 - 600

(c) Salaries from 1st January, 1936.

Grade	Consolidated Salary Scales	
	men	women
Junior Scientific Officer	£275 - 347	£275 - 320
Technical Officer, Chemist	£275 - 680	£275 - 550
Scientific Officer	£400 - 680	£320 - 550
Senior Scientific or Technical Officer, Senior Chemist	£680 - 800	£550 - 650
Principal Scientific or Technical Officer, Principal Chemist	£850 - 1010	£700 - 820

These scales placed a woman Senior Scientific Officer in a position in which she would actually suffer a

reduction in salary of £50 if promoted. After representations had been made as to her extraordinary position she obtained an assurance that should promotion occur she would be placed on the salary of the next higher grade so that loss of prospects might be avoided. Meanwhile in her present grade she has been allowed to retain her old scale as personal.

2. Assistant Commissioners, National Savings Committee.

	men and women	
Old Scale (unestablished officer)	£350 -	500
New Scale (established officer)	men £277 - 634	women £277 - 515

3. Housemasters and Housemistresses of Borstal Institutions and Prisons.

Former Scales.

	men and women	
A Assistant Housemaster & Housemistress	£200 (basic)	
B Housemaster and Housemistress	£200 - 270 (basic)	

Scales as from 1935.

	men	women
A became Housemaster and Housemistress Class II	£200 - 240	£200
B became Housemaster and Housemistress Class I	£215 - 350	£225 - 300

4. Governors of Borstal Institutions.

	men and women	
1933 Governors at Borstal Institutions	£450 -	650
1935 Governors at Rochester and Camphill (man)...	£575 -	680
Governor at Aylesbury (woman)	£485 -	575

APPENDIX II.

EXAMPLES OF ANOMALOUS RELATIONSHIP BETWEEN MEN'S AND WOMEN'S SALARIES.

GRADE OR MINISTRY	Men's Scale	Women's Scale
Executive.		
Junior	152 - 515	152 - 396
Higher	515 - 634	396 - 515
Senior	680 - 847	575 - 680
Chief	905 - 1011	not fixed
Clerical.		
Junior	124 - 350	124 - 262
Higher	396 - 515	313 - 396
Staff Clerks	515 - 634	396 - 515
Staff Clerks (Higher Grade)	634 - 738	515 - 605
Board of Agriculture.		
Inspectors	277 - 515	252 - 420
General Inspectors	515 - 634	396 - 515
Board of Education.		
Assistant Inspectors	396 - 680	396 - 575
*Inspectors	634 - 1058	515 - 905
Divisional Inspectors	1200 - 1400	1040 - 1200
Victoria and Albert Museum.		
Assistant Keepers (2nd Class)	337 - 563	313 - 504
Assistant Keepers (1st Class)	605 - 953	527 - 797
Deputy Keepers	1058	905
Keepers	1161	1011
Exchequer and Audit Department.		
Assistant Auditors	152 - 515	152 - 396
Auditors	337 - 634	289 - 515
Ministry of Health.		
Old Age Pensions Branch		
Assistant Accountants	515 - 634	396 - 515
Accountants	680 - 847...	575 - 680
Inspectorate		
Assistant Inspectors	152 - 515	152 - 396
Inspectors	634 - 738	515 - 634
Divisional Inspectors	797 - 953	647 - 797
Deputy Chief Inspectors	1011 - 1161	847 - 953

Home Office.

Factory Department					
Inspectors II	270 - 456	270 - 456			
Inspectors Ib	455 - 680	456 - 575			
*Inspectors Ia	456 - 797	456 - 680			
Superintending Inspectors	905 - 1011	738 - 847			
Deputy Chief Inspectors	1058 - 1161	905 - 1011			
Children's Branch					
Inspectors Class II	396 - 634	337 - 515			
Inspectors Class I	634 - 953	515 - 797			

Inland Revenue.

Estate Duty Office					
Assistant Examiners	152 - 634	152 - 515			
Examiners	265 - 634	252 - 515			
Tax Inspectorate					
Assistant Inspectors	230 - 320	230 - 290			
Inspectors	335 - 625	302 - 510			
Higher Grade Inspectors	675 - 850	575 - 680			
Senior Inspectors	850 - 1100	700 - 940			
Principal Inspectors	1200				
Senior Principal Inspectors	1400				

Ministry of Labour.

Third Class Officers	282 - 552	282 - 426			
*Second Class Officers	571 - 700	445 - 580			
First Class Officers	738 - 847	605 - 680			
Deputy Divisional Controllers	850 - 1000	680 - 840			
Deputy Chief Inspectors	847 - 953	680 - 797			
Chief Inspectors	1101 - 1161	not fixed			
Divisional Controllers	1250	not fixed			

Board of Trade.

Patent Office					
Assistant Examiners	215 - 515	215 - 396			
*Examiners	337 - 738	301 - 605			

Unemployment Assistance Board.

Area Officers	277 - 515	277 - 396			
Assistant District Officers	634 - 738	515 - 605			
District Officers	738 - 953	605 - 797			
Regional Officers	1011 - 1161				
Chief Regional Officers	1161 - 1360				

Professional Legal Grades in the Civil Service in London Offices.

Professional Clerk	315 - 625	315 - 510			
Assistant Chief Clerk	650 - 850	550 - 680			
Chief Clerk	850 - 1100	not fixed			
Assistant Secretary	1200 - 1400	not fixed			

* Male officers on this grade may also, although for a shorter period, be superintending men on a higher salary than their own.

APPENDIX III.

SALARIES PAID AT THE PRESENT TO WOMEN IN VARIOUS TYPES OF EDUCATIONAL POSTS.

1. Women's University Colleges. Principals.

Girton College, Cambridge	... ..	£1,000	
Newnham College, Cambridge	... ..	"
Royal Holloway College, Egham	} London University	"	} plus residence, board, etc.
Westfield College, London		"	
Bedford College, London	... ..	"
Somerville College, Oxford	... ..	£800	
St. Hugh's College, Oxford	... ..	"
St. Hilda's College, Oxford	... ..	"
Lady Margaret Hall, Oxford	... ..	"

2. London University Professorship (held by men and women) £1,000 (minimum).

3. Manchester University.

Ernest Simon Professorship (held by a woman)	£1,000
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4. Training Colleges for Women Teachers. Principals.

Avery Hill, Eltham	£650 - 800	} plus residence, board, etc.
Furzedown, Streatham	£650 - 800	
St. Gabriel's, Camberwell	£800 - 900	} plus residence, board, etc.
Froebel Institute, Roehampton	£800 - 1000	
Warrington, Liverpool	£750 - 800	
Edgehill, Liverpool	£800	
Homerton, Cambridge	£800	

(Note. In some of these cases £70 to £100 may be returned in lieu of residence.)

5. L.C.C. District Inspectorships.

Men and Women	£700 - 1100
Senior Woman	£800 - 1200

L.C.C. Divisional Inspectorships.

Men and Women	£1200 - 1500
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(Note. Until recently one of the Senior Education Officer posts on the Administrative Staff was held by a woman. Salary £1,200 - 1,500.)

6. Educational Adviser to Froebel Union (part time). £700

7. Public Boarding Schools. Headmistresses.*

Cheltenham Ladies' College	£1,500	} plus residence, board, etc.
Wycombe Abbey	...	...	...	£1,000
Roedean	...	...	...	£1,000
St. Felix	...	...	...	£1,177
Sherborne	...	...	...	£1,000
Queen Ethelburga's, Harrogate	...	...	...	£800

8. Public Day, Grammar, & High Schools. Headmistresses.*

Haberdashers' High School, Acton	...	...	...	£960
Haberdashers' High School, Hatcham	...	...	...	£770
Blackheath High School	...	...	...	£720
Godolphin and Latymer, Hammersmith	...	...	...	£960
Berkhamstead Grammar School	...	...	...	£1,187
Colston Girls' School, Bristol	...	...	...	£750 - 900
King Edward VI, Birmingham	...	...	...	£720
High School, Birmingham	...	...	...	£950

* Note. From an inquiry sent out in June, 1937, by the Head Mistresses' Association to Headmistresses of all types of Girls' Schools,—there are about 600 Headmistresses—it was found that, out of 83 cases in which replies were received, 21 were receiving £1,000 as salary, 25 were receiving £900 and less than £1,000 as salary, 26 were receiving £800 and less than £900 as salary. (£150 was added to the salary for full residence, £50 for house only.)