

***Federation of Women  
Civil Servants***

***REPORT***

***for the year ending March 31st  
1925***



*Office :*

***18, RUSSELL SQUARE, LONDON, W.C. 1***

***(Side Entrance, 17 Russell Sq.)***

## 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.
5. To secure the removal of the civil and political disabilities of women.

# The Federation of Women Civil Servants.

REPORT FOR YEAR ENDING MARCH 31st, 1925.

### The Year.

IN the Civil Service world the past twelve months have been notable for the establishment of an Arbitration Board, the formation of the Arts Council, the preliminaries for the formation of an Education Council, the decision on the judgments arising out of the Sutton Award, the provisional agreement concluded with one of the ex-Service men's organisations involving the creation of a new permanent non-pensionable class, the refusal by the Chancellor of the Exchequer in the Labour Government to accord a public review of the differential scale of remuneration for men and women in the Service, and the subsequent appointment of a representative Service Committee to consider the matter, the movement for a Civil Service Nursing Home, the Imperial Civil Service Conference convened at Wembley by the Society of Civil Servants, and the promise of a Government grant to the Sports Council. The Blanesburgh Committee on Civil Rights has sat but has issued as yet no Report.

### The Arbitration Board.

Early in 1925 agreement was reached between the Treasury and the representatives of Civil Service Staffs for the constitution of an Arbitration Board for the Service, the machinery being that of the Industrial Court.

The scope of the proposed body is unduly limited, questions of grading being among those excluded. But matters concerning emoluments (to which a wide connotation is given), weekly hours and leave will probably keep the Court busy for many months to come.

### The I.P.A.

The Institute is steadily making headway, regional Groups having been formed in several towns in Great Britain and preliminaries undertaken for one in North Ireland. A very satisfactory week-end Conference was held in the summer of 1924 at Oxford.

The Hon. Secretary of the Federation has served throughout the year on the Council and the Membership Committee, and the Hon. Organiser on the Council as Associates' representative.

### Equal Pay.

In July, 1924, the Chancellor of the Exchequer in the Labour Government announced in answer to a Parliamentary question, that "the Govern-

ment, after full consideration, had decided that the state of the country's finances was still such as to make it impossible to justify the enormous increase in expenditure that would be involved" in paying women in the Service at the same rate as men. In March, 1925, the Chancellor in the Conservative Government followed in his steps and announced that "the question had been reviewed both by the late and by the present Government with the result that it had been decided that the state of the country's finances did not admit of the increase of expenditure involved in the application of the principle of equal pay for men and women in the Civil Service."

A small Conference on Equal Pay was convened by the Federation in May, 1924, invitations being sent to all Service Organisations representing women, but deadlock was reached owing to the refusal by representatives of three of these to co-operate in any way with one other, and to the consequent unwillingness of the Federation to proceed with a partial investigation. After a subsequent effort by the C.S.C.A. to convene a conference had proved abortive, the National Whitley Council took up the matter and convened a Conference on the subject in November. This Conference set up a Committee to which have been co-opted representatives of the Women's Organisations not represented on the National Whitley Council. Our Honorary Secretary represents the Federation on this Committee and is on the two sub-Committees which have been appointed.

In the meantime, through the activities of the Joint Committee on Women in the Civil Service which was responsible for the Resolutions of 1920 and 1921 on Equality in the Civil Service, the old Parliamentary Committee was revived with Major Clifton Brown as Chairman. The Federation is represented on this Committee which is working in close co-operation with the Civil Service Committee. Outside bodies also working in co-operation are the National Union of Societies for Equal Citizenship, the London Society for Women's Service and the Six Point Group.

Although the political outlook may not appear very promising, there has never been such a united effort during the twelve years the Federation has been agitating for Equal Pay, and it can now only be a question of time before our objective is reached.

#### Common Seniority.

There is at last reason to believe that action is to be taken consequent on the issue in August of the Treasury Report on Common Seniority Lists, with its recommendation that the question whether such lists should be introduced where applicable should be "reviewed departmentally at an early date." The National Whitley Council, Staff Side, secured for many months postponement of the issue of the draft Treasury Circular embodying the recommendation, and, seeing that the Committee was set up in 1922, and that in many Departments a revision of grading is imminent, this is a very unsatisfactory situation.

#### Status and Opportunity.

No gains can be registered in the direction of securing for women a real equality of opportunity for training in the higher grades of the Service. The proportion of women to men in the Training Grade of the Executive Class remains 1 to 136. A series of questions asked in Parliament at the instance of the Federation elicited the fact that the employment of ex-Service men does *not* account for the immense discrepancy in the numbers of men and women employed in higher posts, and that, however little "due to any deliberate policy of exclusion," women are in fact excluded from many responsible posts where in all reason and common sense they ought to be employed. We can but repeat what we said in our last year's Report on this matter: "Appointment by the same methods and to the same Service grades as men

will never give women equality of opportunity while they are excluded from those Branches of the Service which deal with the most vital social problems of the day."

#### Council and Committee Meetings.

There have been eleven ordinary meetings of the Council, four of which Scottish delegates have attended, and one special meeting attended also by a Scottish delegate and by Association Secretaries; also eleven meetings of the Executive Committee. The proceedings of these bodies are briefly reported in *Opportunity* month by month.

The following Sub-Committees have held numerous meetings during the year: Southborough Award Anomalies, C.S.C.A. Co-operation, *Opportunity* Questionnaire, At Home and Premises.

In addition, 14 meetings of the Federation Officers have been held at the office.

In December a Conference of Federation Association Committee members and Departmental Whitley representatives was held in the Essex Hall for discussion of various matters of policy.

#### Enrolment of Writing Assistants.

In view of the large number of Writing Assistants at present unorganised and apparently unwilling to join other Associations, a movement has been made by certain of the Federation's affiliated Associations to admit them as members. The future of the Grade is intimately concerned with the Clerical Grade, and we are confident that our proposals for opening the whole Clerical Grade as an avenue of promotion for them offer a far sounder line of advance than any plan restricting their promotions to the women's side only.

#### Ex-First Class Clerks.

We are very sorry to have to record that Counsel's opinion was against fighting a test case on our claim that ex-First Class Clerks should be entitled to retire, on pension, under Section 7 of the Superannuation Act of 1859 as to abolition or re-organisation of office. The opinion was based on the absence of "right" to claim a pension in any circumstances whatever, and apparently the dice are loaded against the claimants by that very fact.

#### The Southborough Award Anomalies.

Joint meetings with the C.S.C.A. representatives have been continued throughout the year to explore possibilities of securing sympathetic consideration for the cases of those permanent women who, with longer service, are, owing to the Southborough Award, receiving less pay than ex-Temporary Officers with shorter service. A deputation was received by Mr. Snowden, but the next day he vacated office, on the resignation of his Government, and his promised reply was never received. The succeeding Chancellor has refused to reopen the matter at all, and recourse to the Arbitration Board seems to be the next step.

#### The Sutton Judgment Awards.

It is satisfactory to record that those Federation members who joined the forces as Probationer Nurses have been adjudged to come under the cases due to receive arrears of bonus. The case of our ex-Telegraphist members, submitted for Counsel's opinion, is still, as we go to press, undecided.

#### In the House.

Our thanks are due again for valuable help received from Members of Parliament who have asked questions for us in the House of Commons on a variety of matters, including Equal Pay, Exclusion of Women from Higher

Posts, Proportion of male staff other than ex-Service in Higher Posts, Promotion and Superannuation.

#### Equal Franchise.

The Federation was represented by a speaker at the meeting held by the Women's Freedom League in October, 1924, urging the Government to pass the Equal Franchise Bill which they had so tardily adopted. Equal Franchise prospects are unfortunately less hopeful now than at that time.

#### Social.

*The Civil Service Dinner.* The Federation was, as usual, well represented at the brilliant function which the Civil Service Dinner always is. On February 20th, 1925, H.R.H. the Prince of Wales was chief Guest, and other Guests of Honour included the Prime Minister and other Members of the Cabinet, the Speaker, the Lord Chief Justice and representatives of the Arts, Local Government and the Sister Services.

*The Federation "At Home."* Our own social event, the "At Home" at Harrods' Georgian Restaurant, on February 17th, 1925, was again a great success, several Heads of Departments being among our guests. The orchestra of the Ministry of Labour, Kew, once again made music for us and one of their number contributed two delightful violin solos. This year the entertainment consisted of songs, violin solos and humorous recitation—besides the money-raising side-lines carried on by enthusiastic helpers.

*Lady Astor's "At Home."* In July, Lady Astor held one of her brilliant gatherings, and our warmest thanks are due to her for yet again giving us the opportunity to meet and exchange views with Members of Parliament and representatives of other women's organisations.

*Women's Medical School Jubilee Celebrations.* The Hon. Secretary and the Hon. Organiser represented the Federation at the Memorial Service held on October 25th to commemorate the Jubilee of the Women's Medical School, and at the reception held at the School in the evening.

#### Sport.

The Life-Saving Swimming Competitions for the Federation Shield Championship took place at Walham Green Baths in July, and the Shield was presented by Miss le Power to the Naiads (M.O.D.) at the Women's Section Gala at St. George's Baths, on September 5th.

The Federation Hockey Challenge Cup was won by the Ministry of Labour W.H.A. after a hard-fought game against the M.O.D. at Merton Abbey ground on March 28th.

The Hon. Maude Lawrence Hockey Challenge Cup was at the same time and place won by the A.G.D. after a strenuous match against the S.B.D. This is the first year of competition for this cup.

In Golf, the Lawrence Challenge Cup was won by Miss M. R. Thring of the Pensions Issue Office; Runner-up, Miss M. J. Reid (C.T.O.).

The Junior Cup, presented by W. L. Clague, Esq., L.C.C., was won by Miss Kelliher (S.B.D.); Runner-up, Miss R. E. Harrison (S.B.D.).

Monthly meetings of the Publicity Committee of the Civil Service Sports Journal are now held at the Treasury, and the Editor of *Opportunity* attends these when possible.

A meeting of the Federation Sports Secretaries was held early in 1924 at the office, with a view to securing a regular supply of sports news for *Opportunity*.

#### The Pageant of Empire.

Several members of the Federation took part in the Pageant of Empire at the British Empire Exhibition at Wembley, and were thus included in the

special thanks accorded to the Service for its considerable share in that historic performance.

#### Relations with other Organisations.

*Scottish Advisory Committee.* This body has, during the past year, devoted its energies principally to securing a Surgical and Nursing Home for Civil Servants and their dependents, in Scotland, and the Federation is taking up some of the Debentures issued to raise the necessary capital for initial outlay.

*London Society for Women's Service.* Five meetings of the Joint Committee on Women in the Civil Service have been held under the Chairmanship of Mrs. Strachey, and the Hon. Secretary attended a Deputation taken by them to the Treasury in June on Equality of Opportunity for men and women in the Service.

*Consultative Committee of Women's Organisations.* Nine ordinary meetings of the Consultative Committee of Women's Organisations have been held, besides the Annual Meeting. Most of them have been attended by the Hon. Secretary and the General Secretary, and the latter has attended also most of the meetings of the General Purposes Committee. Resolutions on equality questions have been frequently before the Committee, and 14 of the constituent Societies supported the following, proposed by the Hon. Secretary of the Federation:—

"That the undermentioned Societies urge the Treasury to reconsider their refusal to receive a Deputation desiring to lay before them the position of Women (Old Age) Pension Officers in regard to their very inadequate initial salary, the refusal of any recognition of their temporary service in the Grade before being made permanent Civil Servants, and the total lack of promotion outlet for them."

*National Council of Women.* The Hon. Secretary and the Hon. Organiser of the Federation and the Hon. Secretary of the Association of Post Office Women Clerks were again speakers at the Annual Conference of the National Council of Women held at Brighton early in October. They were proposing or seconding resolutions on Equal Pay and on Equal and Open Recruitment, as follows:—

"That in view of the need for providing careers for the younger generation, this Council considers that the time has now come when recruitment to the Clerical, Executive, and Administrative Grades of the Civil Service and of technical officials should be by open competition for both sexes, and that the recruitment of women only to the Writing Assistant Grade should be abolished."

"That the National Council of Women of Great Britain and Ireland urges the Government to establish the principle of Equal Pay for Equal Work—which already operates among Members of Parliament—for all employees in the service of the State, irrespective of sex."

The General Secretary has attended meetings of the Industrial and Professional Committee throughout the year.

*National Union of Societies for Equal Citizenship.* The General Secretary attended the Conference on the Guardianship Bill, held by the N.U.S.E.C. in June, and most of the sittings of the Annual Council Meeting in March. At the latter she seconded the following resolution moved by Major Hills:—

"That this Council welcomes the united effort now being made by all the Civil Service Organisations in support of Equal Pay for Equal Work within the Service, and calls upon the Chancellor either to give effect to the principle at once, or to appoint a Parliamentary Committee to review the question in accordance with the Resolution of the House of Commons of August 5th, 1921."

*National Union of Women Teachers.* The Federation was repre-

sented at the great mass meeting on Equal Pay held by the N.U.W.T. in October, and the General Secretary was one of the speakers.

*League of Nations Union.* The General Secretary attended the half-yearly meeting of the Council, and several meetings of the Women's Advisory Council, including a special meeting concerned with differential and restrictive legislation regarding women. She is a member of the Literature Committee of this body and has attended two of its meetings.

*Six Point Group.* The Federation has been represented at three meetings (April, September and February) convened by the Six Point Group to protest against infringements of the Equality principle: the omission of Mrs.

### THE FEDERATION OF CASH STATEMENT FOR THE PERIOD

RECEIPTS.		£ s. d.		£ s. d.	
TO BALANCES, MARCH 20TH, 1924—					
Cash at Bank: Deposit Account	...	2,000	0	0	
Current Account	...	775	18	10	
Cash in Hand	...	1	10	2	
Stamps in Hand	...		12	5	
		<u>2,778</u>		1	5
,, RECEIPTS DURING YEAR—					
Affiliation Fees	...	951	2	9	
Subscriptions—Individual Members	...	17	11	6	
Donation	...		10	6	
Rent received	...	100	0	0	
Sales of "OPPORTUNITY"	...	297	19	3	
"OPPORTUNITY" Advertisements	...	55	18	0	
Sundry Sales:					
Whitley Bulletins	...	2	8	6	
Stationery to Associations	...		11	1	
Literature	...		1	0	
Office Work for Associations	...		6	9	
Sale of Calendars	...	34	16	4	
At Home	...	76	3	5	
Interest on Deposit Account	...	49	14	2	
		<u>1,587</u>		3	3
		<u>£4,365</u>		4	8

We have examined the above Account with the Books and Vouchers of the Federation of Women  
106, St. Clement's House,  
Clement's Lane, Lombard Street, E.C.4.  
April 21st, 1925.

Wintringham's equality clause in the Guardianship Bill, the exclusion of women medical students from St. Mary's Hospital and the L.C.C. pronouncement for the dismissal of married women employees.

#### The Federation Calendar.

This year Miss Adams has given our Calendar one of her sketches in the heart of London—the dome of St. Paul's and London River. We have again adapted the poets to our purposes, venturing to furnish our equals and superiors with appropriate expression of what might be surmised as their sentiments towards us.

### WOMEN CIVIL SERVANTS.

20th MARCH, 1924, to 31st MARCH, 1925.

PAYMENTS.		£ s. d.		£ s. d.	
BY OFFICE EXPENSES—					
Salaries (13 months):					
Secretary	...	£379	3	4	
Clerk	...	195	12	0	
Extra Clerical help...	...	2	4	2	
		<u>576</u>		19	6
Typing	...		16	6	
Rent	...	250	0	0	
Telephone	...	16	16	9	
Post Box	...		10	0	
Furniture	...	3	18	0	
Printing	...	1	10	0	
Stationery	...	58	18	10	
Postage	...	42	3	4	
Fares	...	2	16	5	
Subscriptions, Donations, Fees:					
Affiliation Fees	...	£16	7	9	
Donations	...	17	17	0	
Subscription to Pioneer Club	...	4	4	0	
		<u>38</u>		8	9
Officers' and Delegates' Expenses:					
Officers	...	£19	12	7	
Delegates to Federation	...	23	5	5	
Delegates from Federation to National Council of Women	...	8	13	7	
		<u>51</u>		11	7
Bank Charges	...		16	11	
Miscellaneous Office Expenses	...		18	11	0
		<u>1,063</u>		17	3
"OPPORTUNITY"	...	406	15	0	
Competition...	...	1	1	0	
		<u>407</u>		16	0
,, LITERATURE—					
Reports and Publications	...	27	11	1	
Whitley Bulletins	...	7	10	0	
Equality Pamphlets	...	20	19	6	
		<u>56</u>		0	7
CALENDARS	...		24	2	1
LEGAL CHARGES	...		34	19	1
ACCOUNTANCY CHARGES	...		3	13	6
HIRE OF HALLS	...		1	11	6
HONORARIA	...		120	10	0
AT HOME	...		105	13	6
,, BALANCES AT MARCH 31ST, 1925—					
Cash on Deposit: Equality Fund	...	1,700	0	0	
Cash Current Account: Equality Fund	...	279	0	6	
Cash Current Account: Other monies...	...	563	0	10	
Cash in Hand	...	4	19	5	
		<u>2,547</u>		0	9
		<u>£4,365</u>		4	8

Civil Servants and find it to be in accordance therewith. The Bank balances have been verified.

M. M. HOMERSHAM, M.A., A.S.A.A. } Auditors  
ETHEL WATTS, B.A., A.C.A.

**"Opportunity."**

Our monthly paper, now in its fifth year, continues to record our views, our reverses, our successes and our sport. Now and then some pleasant appreciation of it comes to our notice, but the critics seem to have unaccountably run away from the chance afforded them in November in the shape of a comprehensive questionnaire to elicit in detail all their views on what *Opportunity* should be. An incredibly small number of replies was received, from which the nett result was on the whole a cancelling-out of criticisms and suggestions. We must conclude that the vast majority are content with the paper as it is. But we have introduced one or two new features, as suggested, and we shall be glad at all times to have suggestions for improvement.

**Other Publicity.**

The Hon. Secretary contributed two long articles to the series in the *Civilian* on the history of Service Organisations; and she has written also on Service matters for outside journals. Federation views are contributed to the re-established Civil Service column in the *Daily Telegraph* which now is a fortnightly feature of that journal.

**Future Policy.**

Our time will be fully occupied during this next year in consolidating the foundations of two principles already admitted, viz., Equal Pay and Equal Opportunity.

It is unlikely that Equal Pay will be put into operation without a hard fight on our side. The fight must take place in the House of Commons, which has given a pledge which it is asked to fulfil, and to move the House of Commons to action necessarily takes time.

The fight for equality of opportunity is between those of us who assume that the principle was intended for immediate application and those who consider that the principle should not be applied until joint examinations are the rule. The Treasury is still obstructive on this matter, and endeavours to obscure the position as regards the Executive Grade. This grade to which the women clerks would normally have expected appointment, has been blocked to open competition for possibly ten years by a number of ex-Second Division men clerks who were appointed as Executive Officers before the number of posts available was ascertained. A large number is redundant, and the official view is that they must be absorbed before there is any chance of equality for women.

Apart from the question of common seniority there are many Departments where women are excluded from higher posts dealing with questions affecting women and children to which their appointment would appear to be particularly desirable. The Federation keeps a watchful eye on these posts, and no opportunity will be lost of drawing public attention to the need for appointing women in such cases.

**Treasurer's Note.**

The Treasurer has much pleasure in presenting the balance-sheet, which shows a fairly substantial balance in hand, although expenditure has exceeded income for the year. This is mainly due, however, (1) to the fact that the unusual date of closing the accounts last year left outstanding items which normally would have been cleared; (2) to the reduction in affiliation fees which has so greatly benefited the smaller Associations.

The Special Fund is now being used to meet some of the expenses incurred in our fight for "Equality." This fund, which has been on deposit at the bank, has added £49 14s. 2d. to the income for the year.

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

**Federation of Women Civil Servants**

*President and Chairman:* MISS J. W. FISK.  
*Hon. Treasurer:* MISS V. APPLEBY.  
*Hon. Secretary:* MISS D. SMYTH.  
*General Secretary:* MRS. E. M. WHITE.

**Constituent Associations**

1. Association of Post Office Women Clerks. Secretary, Miss N. K. ARGYLE, 26, Gordon Square, W.C.1.
2. Association of Women Clerks and Junior Staff Officers in the Ministry of Labour. Secretary, Miss E. C. M. HARDIN, Finance Department, Ministry of Labour, Kew.
3. Association of Women Clerks in the Ministry of Health. Secretary, Miss D. E. FRASI, 54, Central Road, Sudbury, Wembley.
4. Association of Women Clerks in the Board of Education. Secretary, Miss A. S. HEATH, 88, Palace Gates Road, Alexandra Park, N.22.
5. Association of Women Clerks in the Public Trustee Office. Secretary, Miss L. PATERSON, St. Columba's House, 4, Bina Gardens, S.W.5.
6. Association of Women Clerks of Scottish Board of Health. Secretary, Miss J. H. NISBET, Scottish Board of Health, Grassmarket, Edinburgh.
7. Association of Higher Women Officers. Joint Secretaries, Miss E. T. HYSLOP, Ministry of Pensions, Bromyard Avenue, Acton, W.3; Miss L. E. T. WOOD, Finance Department, Ministry of Labour, Kew, Surrey.
8. Association of Foreign Office Women Clerks. Secretary, Miss BALHARRY, Foreign Office, Whitehall, S.W.1.
9. Association of Crown Agents' Women Clerks and Typists. Secretary, Miss E. M. FELCE, 4, Millbank, S.W.1.
10. Association of Women Clerical Officers in the Ministry of Pensions. Secretary, Miss R. E. COULSON, 42, Greencroft Gardens, Finchley Road, N.W.6.
11. Association of Women Pension Officers. Secretary, Miss E. M. DAVIES, 20, Hazlitt Road, W.14.
12. Association of Women Clerical Officers in the Scottish Education Department. Secretary, Miss B. MILLER, 14, Queen Street, Edinburgh.

**Individual Group**

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

