

352.08:596.5

INTRODUCTORY MEMORANDUM

Number VIII

RELATING TO

EMPLOYMENT OF WOMEN IN THE CIVIL SERVICE

October, 1929

352.
630
820
941
INT

Pamphlet

CONTENTS.

	PAGE.
(I) Employment of women prior to the War ...	1
(II) Summary of the recommendations of the Royal Commission on the Civil Service (1912-15) ...	5
(III) Employment of women during the War ...	9
(IV) The Post-War settlement (1919-21)	13
(V) Pay	18
(VI) Reservation of posts to men only, and to women only	23
(VII) Recruitment of women to the Civil Service since the war	25
(VIII) "Segregation" and common seniority lists ...	27
(IX) Resignation on Marriage	28
(X) Numbers at present employed	30

APPENDICES.

	PARAGRAPH.
(I) Treasury minute, dated 21st November, 1895 ...	7
(II) Schedule showing men's and women's scales ...	57
(III) Particulars as to the recruitment of women to certain departmental classes by competitions held since the War	78
(IV) Number of women employed on 1st April, 1929, classified according to staff groups	89

EMPLOYMENT OF WOMEN IN THE CIVIL SERVICE.

(I) EMPLOYMENT OF WOMEN PRIOR TO THE WAR.

1. Women were employed in the Post Office on clerical and manipulative duties for many years before they were employed in any other Government Department otherwise than in "domestic situations." Much of the information as to the employment of women in the Civil Service in earlier years is therefore to be found in the reports of Committees dealing with the conditions of service of Post Office servants. It would not be within the scope of this note to attempt to summarise these reports, but it may be noted that a good deal of evidence was given before the Hobhouse Committee (Select Committee on Post Office Servants, 1906-7), and the Holt Committee (Select Committee on Post Office Servants—Wages and Conditions of Employment—1912-13), relating to the claims advanced by women employed in the Post Office.

2. In regard to employment in the Civil Service generally, some time elapsed before the example of the Post Office, where women had been employed in a clerical capacity since 1871, was followed by other Departments.

Thus the first report of the Playfair Commission (1874-5), contains the following paragraph as to the employment of "female clerks":—

"We have taken evidence regarding the employment of female clerks. The experience of the Post Office, as will be seen by the evidence, shows that women are well qualified for clerical work of a less important character, and are satisfied with a lower rate of pay than is expected by men similarly employed. We, therefore, see no reason why the employment of female clerks should not be extended to other Departments where the circumstances will admit of it.

"In the Telegraph Office, male and female clerks are employed in the same rooms without inconvenience. But, as regards the ordinary clerical work of an office, we are not prepared to recommend the employment of women unless they can be placed in separate rooms, under proper female supervision." (page 18).

3. The position thirteen years later is shown by the following extract from the second report of the Ridley Commission, dated September, 1888:—

"As regards the employment of women, we call attention to the evidence of Sir A. West, in which he speaks of the satisfactory work which they do in the large Inland Revenue offices, especially in the use of typewriters. In the Post Office there is a large staff of female clerks employed in the accounts and

“ other branches. We agree with the views of the Playfair Commission that there is no reason ‘ why the employment of female clerks should not be extended to other Departments where the circumstances will admit of it,’ but there are obvious difficulties, as pointed out by that Commission, in employing them, unless they can be placed in separate rooms under proper female supervision ” (paragraph 72).

4. The employment of women on typewriting soon spread to other Departments. By 1892, “ Female Type Writers ” were employed in at least seven Departments, and were petitioning the Treasury for an increased rate of pay, and to be placed on the permanent staff of the Civil Service with its attendant privileges.

5. The remuneration and conditions of service of women Typists were dealt with in a Treasury minute of 17th March, 1894, as a result of which women Typists in effect became a class common to the service, although recruitment was to be by departmental selection. The main importance of this minute lies in the fact that it definitely laid down, for the class of women typists, the rule of resignation on marriage, and prescribed the conditions and scale upon which marriage gratuities—then introduced for the first time—were to be payable. The relevant passage in the minute reads as follows :—

“ Candidates will be informed that the service of a woman typist ceases as a matter of course on marriage, but it will be open to the Head of the Department, with the consent of the Treasury, to grant to a typist who marries after a completed service of six years such a gratuity out of the vote for the Department as may be agreed upon, not exceeding one month’s pay for each completed year of employment as a typist, provided that her character and service are in every respect satisfactory.”

6. At the time of the issue of the minute of March, 1894, it was clear that the grant of marriage gratuities could not be confined to women Typists, and in March, 1895, the Treasury issued a circular to Departments inviting their views as to the extension of the terms of the minute to all classes of established female labour.

The replies to this circular showed that in the Post Office the following rule had been laid down in 1875 : “ a married woman, not being a widow, is not eligible for any appointment on the establishment of the Post Office, and any single woman now on the establishment who may marry will be required to resign. This rule will not apply to married women now in the Service, nor to persons who do not hold a regular appointment from the Postmaster-General.” In the great majority of other Departments resignation on marriage had been the general rule, but in one or two Departments women had, in a few isolated instances, been allowed to stay on after marriage.

7. A copy is annexed of the Treasury minute of 21st November, 1895, which extended the grant of marriage gratuities, under somewhat changed conditions, to all classes of established female labour (Appendix I).

8. While dealing with marriage gratuities, it is convenient to notice the following paragraph from the report of the Royal Commission on Superannuation in the Civil Service (10th August, 1903) :—

“ It is now necessary to consider the reserved case of women. It has been stated before us in evidence that women civil servants who marry are thereupon required to leave the service of the State. Those who remain unmarried are subject to the same conditions of pay and pension as men civil servants ; whilst those who marry and quit the Service, after having been in it not less than six years, receive a marriage gratuity of one month’s pay for each year of service, which must not, however, exceed as a whole the amount of one year’s pay. We are not sure that the ineligibility of married women as civil servants has been universally regarded in the past, and there may be rare variations from the rule in the future, but it may be assumed as certain that the mass of women civil servants are unmarried, and the reasons which make it expedient to provide a sum of money payable on death in the Service in the case of men have little or no cogency as regards single women. The conditions of pay and pension may therefore be left unchanged in the case of women, the advantage of a large pension on retirement being of more importance to them as a whole than the provision of a money payment on death in the Service. But if it is thought inconvenient for purposes of administration to make any difference between the terms of remuneration of men and women, the latter might without injustice be put under the same conditions as men, receiving a reduced pension indeed, but with a cash payment on retirement, or a cash payment to their representatives should they die in the Service ” (paragraph 40).

9. A useful summary of the gradual extension of the employment of women clerical staff in the Civil Service generally is given in Chapter I of the fourth report of the Royal Commission on the Civil Service (1912-15), paragraph 51 :—

“ When the Ridley Commission reported, the General Post Office was the only public department which employed female clerical labour (women clerks) on a considerable scale. Since then a new class of girl clerks was created (in 1897) in the General Post Office, and has now become a permanent part of the establishment of that department.

" The Board of Education has, since 1898, recruited some female clerks (of whom about twenty are now employed) by means of the examination held to fill the women clerkships in the General Post Office; and a few women of this class have been taken into the office of the Registrar-General, in addition to the considerable force of women which has on several occasions been employed temporarily in that department on work connected with the decennial census. The office staff of the Public Trustee is a mixed male and female one; and female clerks have been introduced into the cadres of the Labour Exchange offices, but these situations are at present on a temporary basis.

" With these exceptions, and excluding female typists who are employed in many departments in increasing numbers, but form a class by themselves, it remains true at the present time that women have not procured admission to the clerical service of the State. They are, however, in growing, though still small, numbers employed, with advantage to the community, as Inspectors under various departments, where they discharge useful functions in connection with women and children. Their employment under the Local Education Authorities as teachers in the Public elementary and secondary Schools lies outside the scope of our enquiry."

10. A summary showing the extent to which women were employed in the Civil Service generally in 1914 is to be found in paragraphs 2 to 14 of Chapter X of the same report. For convenience the statistical particulars contained in this summary are reproduced below in tabular form:—

Department.	Grade or Group.	Approximate number.
(i) <i>Female Clerks in the Post Office.</i>		
General Post Office ...	Girl clerks ...	250
" " " ...	Women clerks ...	2,750
(ii) <i>Female Clerks in other Departments.</i>		
Board of Education ...	Women clerks ...	19
Registrar General ...	Women clerks ...	2
Public Trustee ...	Unestablished women clerks	70
Labour Exchanges and National Health Insurance Commissions.	Female clerks introduced on the creation of these services, and their numbers since increased, but no regular system of recruitment established.	—
Inland Revenue ...	Female assistants in Department of stamps and stores (quasi-mechanical).	100

Department.	Grade or Group.	Approximate number.
(iii) <i>Female Inspectors.</i>		
Education Departments of England, Scotland and Ireland.	Inspectors ...	47
Factory Department of Home Office.	" ...	18
Local Government Boards of England, Scotland and Ireland.	" ...	11
National Health Insurance Commissions.	" etc. ...	70
Labour Exchanges ...	Organising Officers...	40

In all over 200 Inspectors scattered over 12 Departments.

(iv) *Special situations.*

A number of important situations too diverse to summarise. But they include e.g. women Health Insurance Commissioners and women employed by the Board of Trade on investigations connected with female industries.

Employed in about half the Public Departments.	(v) <i>Typing grades.</i>	600 upwards.
(vi) <i>Matrons, nurses, wardresses, attendants.</i>		
War Office ...	—	} About 1,000.
Admiralty ...	—	
Prison Departments ...	—	
(vii) <i>Domestic workers.</i>		
Various Departments ...	Housekeepers, attendants, charwomen, etc.	About 1,000.
(viii) <i>Outside terms of reference of the Royal Commission on the Civil Service (1912-15).</i>		
General Post Office...	Manipulative grades ...	37,100 unestablished, 21,000 established.
Army Clothing Factory ...		A varying number.

(II) SUMMARY OF THE RECOMMENDATIONS OF THE ROYAL COMMISSION ON THE CIVIL SERVICE (1912-15).

11. The conclusions of the Commission as to the employment of women were far from unanimous. Not only did the majority and minority reports differ substantially on this point, but there were two reservations to the chapter of the majority report dealing with the employment of women. The first of these reservations (Reservation 6), was signed by eight of the sixteen Commissioners who signed the majority report, and of these eight Commissioners,

six signed the second reservation (Reservation 7). Further, in the body of the majority report itself, recourse was sometimes had to the phrases "a majority of us" and "a minority of us."

Recommendations contained in Chapter X of the majority report (paragraphs 15 to 38).

12. The Commission found as regards female workers in the Civil Service generally, "that a definite system is in operation governing recruitment, and that the conditions of employment, save in the matter of salary and resignation on marriage, are similar to those governing analogous male employment." With regard to clerical staffs the same degree of system was not apparent. They had been unable to ascertain why nearly 3,000 women clerks were employed in the General Post Office and only about 500 in the rest of the Service, or why there should be the same standard of examination for girl and for women clerks.

13. The Commission took as their guiding principle that "the object should be not to provide employment for women as such, but to secure for the State the advantage of the services of women whenever those services will best promote its interests" (paragraph 18). They did not accept the contention that the difference of sex should be ignored in recruiting for the Service. The evidence showed that in "power of sustained work, in the continuity of service, and in adaptability to varying service conditions, the advantage lies with men" (paragraph 19).

"The majority of us regard it as essential to maintain the existing rule intact" . . . requiring resignation on marriage, and, apart from considerations as to the welfare of the family, believe that "the responsibilities of married life are normally incompatible with the devotion of a woman's whole-time and unimpaired energy to the Public Service" (paragraph 20).

14. "The general practice of the Service is that the salaries of women should be fixed on a lower scale than those of men of similar or analogous status." The only exceptions of which the Commission were aware were women Health Insurance Commissioners and Health Officers.

"The majority of us recommend that, in so far as the character and conditions of the work performed by women in the Civil Service approximate to identity with the character and conditions of the work performed by men, the pay of women should approximate to equality with that of men.

"The evidence which we have received indicates that women's services are (subject to exceptions which in the higher branches are important) less efficient on the whole than those of men," e.g. many women marry before full efficiency is reached, and men are more likely to stand extra exertion in a crisis.

But the actual difference in salaries did not seem to the Commissioners to result from any general consideration of the problem. They recommended that the Treasury should institute a general enquiry with the object of removing inequalities of salary not based on differences in the efficiency of service (paragraph 21).

15. On the other hand the view held by "a minority of us", was that "the scale of salaries of women employed in the Civil Service should be lower than the scale for men in similar situations. In employments outside the Service this difference of scale obtains and it is justified by the consideration that, on the whole, and when measured by its output over a substantial period of time, the work of the women engaged in a given employment is less productive than that of the men". Moreover the scale of men in the open market in comparable employment was governed by the fact that normally a majority of those offering themselves for employment had family responsibilities. Of women (employed) normally the great majority were unmarried and a scale adequate for men was excessive for women. To make the rates equal in disregard to economic considerations would ultimately impede or preclude the employment of women in the Public Service (paragraph 22).

16. Reference was made to positions for which women were specially suitable, particularly those concerned with the interests of women themselves or of children. The number of female Inspectors was thought to be insufficient (paragraph 23 et seq.).

17. The Commissioners proceeded to make a number of specific recommendations which are summarised on page 107 of their report (recommendations 80-92). The most important of these were that specially qualified women should be eligible for appointment for particular administrative situations in certain Departments, and should be selected by the method of appointment recommended by the Commissioners for professional officers, and not by admission to the Class I examination. Female clerks, where employed, should be accommodated separately from male clerks and should be recruited by a separate examination, and their overtime should be strictly limited.

Reservations to the majority report.

Reservation (6) (signed by eight Commissioners).

18. The main points contained in this Reservation were as follows. The report lagged behind the times in its recommendations as to women. No fair inference as to relative efficiency of men and women could be drawn from the work of existing women clerks who were paid much less than male clerks.

"We are unable to agree to a hard-and-fast regulation of compulsory retirement on marriage. We believe that there are many

“ cases, especially in the higher grade of work or where women are appointed for highly specialised knowledge, in which the enforcement of this rule would act to the public disadvantage.”

Various detailed recommendations were made as to women typists and women clerks, and the opinion was recorded that provision should be made for “ inclusion on the staff of the new section in the Treasury of a woman who shall be in a position to advise on matters affecting the organisation of women in the Service ”.

Reservation (7) (signed by six Commissioners).

19. The reservation expressed the view that a limited number of places, from the Class I Examination, should be assigned to women, and that the question whether women should compete separately for these places, or along with the men, should be a matter of arrangement.

Minority report.

20. The signatories to this report favoured an appreciable extension of the employment of women in the clerical sphere. “ Given the class of work to be done, and given the remuneration that its value can alone command, we think that a better class of worker would be attracted from amongst women than from amongst men ”. Absence of prospects was less serious for women than for men. The work was monotonous, but the hours were limited. As to segregation they held the view that as a general rule there was no sufficient reason to incur the embarrassment and expense which, though not in themselves serious, followed the indiscriminate employment of men and women in the same branch; but that in particular cases such objections might have no decisive weight (paragraph 38 (3)).

21. In Chapter V of the minority report, consideration was given to two questions; whether the conditions of the existing employment of women were satisfactory in regard to organization and recruitment; and whether the employment of women should be further extended. From the point of view of justice, the minority did not admit that women as a class had an inherent right to State employment, any more than had any particular class of men. “ With all alike it is a question of fitness, rather than of right, as between class and class or between sex and sex ” (paragraph 57).

The proposition that no discrimination should be made between men and women in the Service was one to be judged mainly on grounds of expediency. A change so momentous could only be justified by some distinct advantage to the Service, and so far they were unable to see that it would have any such result (paragraph 58).

22. As to the rate of remuneration, they thought that “ the answer to the riddle will best be found by leaving it to the

“ play of circumstance rather than by attempting to define a dogma with precision ”. Prima facie it would be natural to suppose that piece-work rates would be the same for men and women, but experience showed that a woman’s output in a given time was less than a man’s, and that the time taken on the work was of material consideration to the employer. If in piece-work rates a difference between men and women were justifiable, still more must there be a difference when work was paid for by time and not results. The fixing of an annual salary for women at a somewhat lower rate than that assigned to men doing similar work was not necessarily a violation of the principle of equal remuneration for men and women. “ For single situations where the quantity and quality of the work can be measured with accuracy, the salary should be the same for a woman as for a man; but for situations grouped in large classes the salaries, when women are employed in them, should be somewhat lower than if the staff were male. Understood in this sense we accept the principle ” (paragraph 59).

23. The minority report favoured the extension of the employment of women in the upper ranks of the Service, but to a less extent than in the lower ranks. In higher administrative spheres women, if introduced, should be recruited by selection, and not by competitive examination. It was doubted whether the intermediate ranks of service, the lower administrative and higher clerical branches, presented a field in which at that time female labour could usefully or conveniently be employed.

(III) EMPLOYMENT OF WOMEN DURING THE WAR.

24. During the war, owing to the almost complete suspension of the recruitment of men to the established grades of the Civil Service, to the need for replacing men on military service, and to the large increase of work, temporary women staffs were recruited in very large numbers.

Whereas in 1914 prior to the outbreak of the war the total number of women employed in the Civil Service was in the neighbourhood of 65,000 of which number 58,000 were employed in Post Office non-clerical grades, in July, 1919, the total number of women employed had risen to nearly 170,000, and women were employed in a number of Departments and situations in the Civil Service which prior to the war had been staffed by men only.

25. Various aspects of the work done by women in Government Departments during the war are touched on in the reports of three Committees; the Machinery of Government Committee, the Gladstone Committee on Recruitment for the Civil Service after the war, and the War Cabinet Committee on women in industry.

The Machinery of Government Committee.

26. This Committee, in their report dated December, 1918 (Cd. 9230), touched on the employment of women in the Civil Service as part of their duty to advise "in what manner the exercise and distribution by the Government of its functions should be improved" (paragraphs 38 to 47).

The Committee referred to the fact that, owing to the war, there had been no opportunity to carry out the inquiry, recommended by the Royal Commission, as to the situations in each Department which might with advantage be filled by women. Changes since 1914 in the scope and character of employment of women had frequently been made on haphazard lines. The Committee noted the varying views expressed by the Royal Commission as to the admission of women to the Class I examination, and said that "the practical question whether women can be found suitable to perform duties comparable with those assigned to men in Class I has to a large extent found an answer in the experience of the last four years. . . ." (paragraph 42). They were of the opinion that there were certain posts in the Higher Division and in other grades for which women, if properly qualified, were *prima facie* more suitable than men. These posts should be assigned to women, and as regards other posts the test of eligibility should have no relation to the question of sex, but should be whether a particular candidate, male or female, is best qualified to perform the duties of the particular post efficiently (paragraph 44). In effect there was no reason to exclude "persons of the female sex" from entering for the examinations for the "great majority of permanent appointments to the clerical establishment. . . ." But "it should be open to any Department having posts to be filled to specify with regard to each vacancy whether the circumstances of the post and the duties to be performed are such as to make it undesirable for a woman or a man to be appointed." Promotion to higher posts should be dealt with on the same principle (paragraph 45).

27. The Committee did not offer any recommendations as to the remuneration of women, although expressing the opinion that no discrimination could properly be enforced merely on the grounds of sex (paragraph 46).

In paragraph 47 the Committee said that it would be essential that one or more women of special qualifications and experience should regularly be included in responsible posts, as part of the staff of the separate branch of the Treasury which should be set up to specialise in "establishment" work.

28. These recommendations were the subject of a reservation by Sir G. H. Murray.

Gladstone Committee on recruitment for the Civil Service after the War.

29. The terms of reference of this Committee included "the possibility of retaining in the Service a proportion of the best qualified of the women who have been temporarily employed in the place of men released for Naval and Military Service, subject to the prior claim to re-installation of the men returning to their Departments on demobilisation; and the particular directions in which the experience gained by the several Departments in the employment of women during the war suggests that the employment of women could be extended, with advantage to the Service, after the war." The question is dealt with in the final report of the Committee, dated 22nd April, 1919.

30. The Committee heard evidence as to experience gained as to the employment of women during the war. Their witnesses all agreed that the conditions under which women had served temporarily during the war in Government Departments had been neither satisfactory in themselves nor sufficiently stabilised to warrant any positive conclusions on the general question. Owing to hasty recruitment and inadequate training and supervision, any comparison as to output, etc., based on the performance of temporary clerks must be received with caution (paragraph 26). The view was expressed that relatively very few women had been engaged on general administrative work (paragraph 27) (this view being in contradiction to that implied in the report of the Machinery of Government Committee). Evidence as to relative output varied considerably, but it was generally agreed that women did not stand either a sudden or a prolonged strain so well as men (paragraph 32). Details were given as to the greater amount of sick leave required by women, and as to the higher rate of wastage (paragraphs 33 and 34). The evidence also did not favour competition between girls and boys (paragraph 35). As to segregation, the evidence was indecisive. With a mixed staff, either promotion must be confined to men, or women, if promoted, would be in direct charge of men. "Neither the experience of temporary Departments, nor the experience of business houses is sufficient to decide whether it would be conducive to efficiency, in permanent Departments, to place men under the control of women."

31. The Committee's general conclusion was that it would be unsafe to introduce women forthwith, as interchangeable with men, throughout the various Departments, and that a readjustment of this kind would require to be worked out by gradual processes and carefully tested stage by stage (paragraph 25). They agreed with the general conclusion of the Royal Commission that the recruitment of women should be extended, but that it should remain on separate lines, at least until further experience had been obtained (paragraph 38).

The specific recommendations of the Committee were a working out of this general conclusion. Thus the experiment was to be tried, on a liberal scale, of employing women in posts of a Class I type, recruitment to be by selection.

32. A number of important recommendations were also made as to the employment of the class of women clerks, which should be made a class common to the Service (paragraphs 43-7), and as to Writing Assistants (paragraph 45), and Typists (paragraph 48).

33. The Committee did not consider the question of the relative salaries of men and women, which had been referred to the War Cabinet Committee on Women in Industry. But they recommended that women appointed to Class I posts should be paid on the basic scale £150—15—£400 (with one increment for each year over 24 at entry, subject to a maximum initial salary of £200).

War Cabinet Committee on women in industry.

34. A Committee of the War Cabinet was appointed in 1918, under the chairmanship of Lord Justice Atkin, to "investigate and report upon the relation which should be maintained between the wages of women and men, having regard to the interests of both, as well as to the value of the work. The recommendations should have in view the necessity of output during the war, and the progress and well-being of industry in the future." The report of the Committee which is dated April 30th, 1919, contains a few paragraphs dealing with the Civil Service.

35. The main findings of the Committee on the general question remitted to them was that "women doing similar or the same work as men should receive equal pay for equal work, in the sense that pay should be in proportion to efficient output. This covers the principle that on systems of payment by results equal payment should be made to women as to men for an equal amount of work done." (paragraph 10 (1)).

The relative value of work done by men and women should be agreed between employers and Trade Unions, through the recognised channels of negotiation (paragraph 10 (2)).

The Committee thought that so far as clerical work was concerned, this formula would merge with "the rate for the job" without any fear of women being thereby ousted from employment (paragraph 221).

36. The main finding of the Committee was, however, considerably qualified by the following recommendation:—

"That in order to maintain the principle of 'equal pay for equal work' in cases where it is essential to employ men and women of the same grade, capacity and training, but where equal pay will not attract the same grade of man as of woman,

"it may be necessary to counteract the difference of attractiveness by the payment to married men of children's allowances, and that this subject should receive careful consideration from His Majesty's Government in connection with payments to teachers to which the Government contribute" (Recommendation (9) on page 5).

37. The recommendations as to the Civil Service, which are contained in paragraphs 223 and 224, are summarised as follows in the summary of recommendations (page 5):—

"(10) That the principle of 'equal pay for equal work' should be early and fully adopted for the manipulative branches of the Civil Service, and that in the case of Post Office duties, the question of the men having late hours or night work should be provided for by an extra allowance to persons undertaking common duties under disagreeable conditions.

"(12) That if the Treasury enquiry advocated by the Royal Commission on the Civil Service with the object of removing inequalities of salary not based on differences in the efficiency of the services has not yet been held, it should be put in hand with the least possible delay.

"(13) That the separate grades and separate examinations for women clerks in the Civil Service should be abolished, but that the Government Departments should retain within their discretion the proportion of women to be employed in any branch or grade.

"(14) That the Government should support the application to industry of the principle of 'equal pay for equal work' by applying it with the least possible delay to their own establishments, and that as soon as any relation between the wages of men and women in any occupation or job has been agreed between employers and Trade Unions acting through the recognised channels of negotiation, the maintenance of that relation should be a condition of any Government contract involving the employment of workpeople in that occupation or job."

(IV) THE POST-WAR SETTLEMENT (1919-21).

38. The general principles governing the employment of women in the Civil Service were the subject of considerable discussion in Parliament in the years 1919 to 1921. It is proposed to deal first with the main lines of the settlement reached in these years and to refer later to certain questions which require more detailed notice.

39. *The Sex Disqualification (Removal) Act, 1919*, provided as follows:—

"1. A person shall not be disqualified by sex or marriage from the exercise of any public function, or from being

“ appointed to or holding any civil or judicial office or post,
 “ or from entering or assuming or carrying on any civil pro-
 “ fession or vocation, or for admission to any incorporated society
 “ (whether incorporated by Royal Charter or otherwise), and a
 “ person shall not be exempted by sex or marriage from the lia-
 “ bility to serve as a juror;

“ Provided that—

“ (a) notwithstanding anything in this section, His Majesty
 “ may by Order in Council authorise regulations to be made pro-
 “ viding for and prescribing the mode of the admission of women
 “ to the civil service of His Majesty, and the conditions on which
 “ women admitted to that service may be appointed to or con-
 “ tinue to hold posts therein, and giving power to reserve to men
 “ any branch of or posts in the civil service in any of His
 “ Majesty’s possessions overseas, or in any foreign country;”

The debate on the Committee stage of the Bill, which contains some references to the position in the Civil Service, took place in the House of Commons on 27th October, 1919. [Hansard; Vol. 120, cols. 344 to 380.]

Reorganisation Committee report.

40. Meanwhile, the National Whitley Council for the Administrative and Legal Departments of the Home Civil Service had been set up, and one of its first acts was to appoint a joint Committee of staff and official representatives to consider the organisation of the clerical classes of the Civil Service. This Committee (known as the Reorganisation Committee) presented an agreed report on the 17th February, 1920, which was approved by the Government. Four women served on the Committee, one on the Official side and three on the Staff side.

It is only proposed to deal here with those recommendations of the Committee which specially affect the employment of women.

41. In an introductory section (paragraphs 8 to 12) dealing with “ the recruitment and status of women in the Civil Service ” the Committee stated that it was not possible “ to attempt a final “ solution of the novel and complex problems involved in the “ employment of women side by side with men ”. Their endeavour was to ensure that the opportunities afforded to women of proving their fitness to discharge the higher administrative duties of the Civil Service should be full and liberal.

42. The Committee were met with the claim, which had the support of a number of its members, that in recruitment, status, pay and general conditions of service, there should be no differentiation between the sexes.

In their report the Committee recommended that women employed in the Clerical, Executive and Administrative classes

should be given a status and authority identical with that accorded to men, and that they should be available for employment on the same work and given the widest opportunity of proving their administrative capacity.

During the experimental period there should be separate establishment lists for men and women in each class, and promotion of men and women should proceed separately. Experience varied as to whether the interests of efficiency were best served by segregation, and this was a matter for discussion on Departmental Whitley Councils.

43. As to pay, it was agreed that “ the minimum of the lowest “ (or basic) scale in each class should be the same for women as “ for men, and that the incremental scales should be identical up “ to a point ”.

In the scales recommended by the Committee the maxima of the women’s scales were fixed at approximately three-quarters to four-fifths of the maxima of the men’s scales. In the higher grades of each class, which are normally filled by promotion from the lower grades, the scales recommended by the Committee for women were approximately three-quarters or four-fifths of the corresponding men’s scales, both at the minimum and at the maximum, the difference at the maximum of the lowest scale in each class being thus reflected throughout the higher scales.

44. The Writing Assistant class was to continue to be recruited from girls only, as was the case with Shorthand Typists and Typists, with the exception of a few special departmental situations.

For the Clerical class it was agreed that the experimental stage had been passed, and that women were fully capable of discharging the clerical work of the Civil Service. Open written competitive examination was recommended for girls and for boys, but a higher age limit (16½-17½ instead of 16-17) was considered suitable for the former, this necessitating a separate examination. This differentiation in age limit was removed in 1925 when boys and girls were made eligible to compete at the same examination, the age limit for both being 16-17.

For the Administrative and Executive classes, the Official Side of the Committee proposed that for the present recruitment of women should be by Selection Boards. The Staff Side, who preferred recruitment by written open competitive examinations for women as well as for men, agreed to Selection Board machinery for the recruitment of women to these grades, on the understanding that the method of recruitment should be subject to review in five years.

45. The Committee made a very important departure in recommending the admission of women to the Administrative and Execu-

tive classes, from which they had hitherto been excluded, and the institution of a common Clerical class for men and women, in place of the previous arrangement under which women clerks were employed in certain Departments only.

House of Commons Resolution of 19th May, 1920.

46. On the 19th May, 1920, Major Hills moved the following Resolution in the House of Commons:—

“ That it is expedient that women should have equal opportunity of employment with men in all branches of the Civil Service within the United Kingdom and under all Local Authorities, providing that the claims of ex-service men are first of all considered, and should also receive equal pay.”

The Financial Secretary to the Treasury (Mr. Baldwin) was the only speaker against the Resolution which was carried without a division, but was not accepted by the Government.

The debate will be found in Hansard, Vol. 129, Cols. 1539 to 1580.

47. On 17th June, 1920, in the House of Commons, Major Hills asked the Prime Minister whether the Government intended to take any and, if so, what action, to carry out the Resolution of the House of the 19th May, on the subject of equal pay for women civil servants?

The Prime Minister replied as follows:—

“ His Majesty’s Government have carefully reviewed this question in the light of the discussion in the House of Commons on the occasion to which my hon. and gallant Friend refers. In this connection, he will remember that important and far-reaching changes were recommended in a recent report of a Committee of the National Whitley Council on the organisation of the Civil Service, to which the consent of His Majesty’s Government was conveyed through the Official Side. Steps are being taken to give effect to those recommendations, and pending further experience, the Government do not feel justified in varying them. In the nature of things, these recommendations can only be tentative, and the Government are prepared to review the situation afresh within a reasonable period of time, which in no case will exceed five years and will, I anticipate, be considerably less.” [Hansard, Vol. 130, Col. 1443.]

48. An Order in Council was made on the 22nd July, 1920, in accordance with the terms of the proviso to Section (1) of the Sex Disqualification (Removal) Act, 1919. The text of this Order will be found on pages 8 and 9 of the pamphlet of Civil Service Orders in Council and Regulations.

49. The requirements of the Sex Disqualification (Removal) Act were met by the making of this Order in Council; but the Government had agreed to give the House of Commons an opportunity of criticising the detailed regulations made thereunder. Accordingly the temporary regulations for competitions governing the appointment of women to situations in the reorganisation Classes in the Home Civil Service during the experimental or provisional period, were laid in draft before Parliament on 21st January, 1921 (Cmd. 1116).

The regulations reserving to men certain posts in the Civil Service in His Majesty’s Possessions Overseas, or in foreign countries, were also laid in draft on 11th April, 1921, together with draft regulations relative to the admission of married women to, and the employment of married women in, established situations. These two sets of regulations (copies of which will be found on page 12 of the pamphlet of Civil Service Orders in Council and Regulations) were not issued until after the debate in the House of Commons on 5th August, 1921 (see paragraph 50 below).

House of Commons Resolutions of 5th August, 1921.

50. On 5th August, 1921, the following Resolutions were moved in the House of Commons by Major Hills and seconded by Sir Samuel Hoare:—

“ (a) That women shall be admitted to the Civil Service of His Majesty within the United Kingdom, under the same Regulations, present or future, as provide for and prescribe the mode of admission of men.

“ (b) That women shall be appointed to and continue to hold posts in the Civil Service within the United Kingdom under the same Regulations, present or future, as govern the classification, remuneration and other conditions of service of men. Provided that the Regulations determining which, if any, posts in the Departmental and technical classes shall be allotted to men alone or to women alone shall be submitted to Parliament.

“ (c) That there shall be a transition period of not more than two years during which time women establishment officers shall be appointed in every Department and a number of qualified women admitted to each grade. Provided that arrangements in hand for the inclusion of ex-service men on special terms be not by these Resolutions prevented or delayed.”

51. After considerable discussion the Chancellor of the Exchequer (Sir Robert Horne) moved, as an amendment, the three Resolutions finally passed by the House. This amendment was accepted by Major Hills, subject to the addition of a proviso to Resolution (3) to safeguard the position of ex-Service men.

52. The Resolutions, in their final form read as follows :—

“(1) That this House approves of the temporary Regulations for competitions governing the appointment of women to situations in the new reorganisation classes in the Home Civil Service.

“Provided that after a provisional period of three years women shall be admitted to the Civil Service of His Majesty within the United Kingdom, under the same Regulations, present or future, as provide for and prescribe the mode of admission for men.

“Provided further that the allocation by the Civil Service Commissioners of such candidates as qualify at the examination shall be made with due regard to the requirements of the situation to be filled.

“(2) That women shall be appointed to and continue to hold posts in the Civil Service within the United Kingdom under the same Regulations, present or future, as govern the classification and, in so far as regards status and authority, other conditions of service of men.

“(3) That, having regard to the present financial position of the country, this House cannot commit itself to the increase in Civil Service salaries involved in the payment of women in all cases at the same rate as men; but that the question of the remuneration of women as compared with men shall be reviewed within a period not exceeding three years.

“Provided that arrangements in hand for the inclusion of ex-service men on special terms be not by these Resolutions prevented or delayed.”

The debate will be found in Hansard, Vol. 145, Cols. 1890-1948.

(V) PAY.

Present relation between men's and women's scales.

53. As has been stated in paragraph 43 above, the Reorganisation Committee recommended that, in the case of the Administrative, Executive, and Clerical Classes, the minimum in the lowest scale in each class should be the same for women as for men, and that the incremental scales should be identical up to a point. The maxima of the basic scales recommended by the Committee were fixed for women at approximately three-quarters or four-fifths of the maxima which can be reached by men. The differentiation between the maxima of the scale of the lowest grade in each class necessarily involved a differentiation throughout the scales of the higher posts in each class, and in these posts the minima as well as the maxima of the women's scales were alike fixed at figures approximating to 75 per cent. or 80 per cent. of the corresponding men's scales.

54. Broadly speaking, the relation between women's and men's scales of pay throughout the Service, will be found to be on the above basis*. It is the general rule that at the minimum of the scale in the lower class in each grade, the pay is the same for men and for women, who thus receive the same pay at the normal age of recruitment, when there is presumably little to differentiate between the expenses incurred by the two sexes. The differentiation in pay in favour of the man does not become material until the age at which family responsibilities normally fall to a man and as a general rule, the women's scales, above the minimum of the basic or recruiting grade, will be found to be in the neighbourhood of 75 per cent. or 80 per cent. of the corresponding men's scales.

55. The above measure of differentiation between men's and women's scales represents on the whole a considerable improvement in the rates paid to women relatively to the corresponding rates paid to men, as compared with the position before the war.

56. The exceptions to the general rule stated in paragraph 54 above are as follows :—

There are certain posts which are normally filled by persons with previous experience, which may have been gained either in the service, or in other employment. These posts are more comparable to the higher situations in other grades than to the situations recruited from persons immediately on leaving school or the university, and in such cases the normal measure of differentiation has been applied throughout the scale.

There are also certain scientific grades which do not fall clearly into the latter category, and in which a differentiation of 10 per cent. at the minimum has been considered appropriate.

In the case of medical officers employed under the Ministry of Health and certain other Departments, the same scales have been fixed for men and for women, this being in accordance with the general practice in the medical profession.

57. A schedule, showing for the main grades or situations of the Civil Service the different rates of pay which have been fixed for men and women, will be found in Appendix II.

Committee on Pay, etc., of State Servants (Anderson Committee).

58. The report of this Committee, dated 25th July, 1923, contains a section dealing with “Women in the Civil Service” (paragraphs 42-45), which may be summarised as follows :—

The Committee said that “in business it will in the long run be satisfactory, both for the employer and for the employed women to value women by the same standards as men and to give them both the privilege and the burden of economic independence.” On this basis “the employer should offer women what is necessary to recruit the type he needs, and

* In the case of Post Office manipulative grades, the maxima of the women's scales range from about 65 per cent. to about 75 per cent. of the men's scales.

“ to keep his service healthy and efficient. If for the same
 “ total cost of pay women do his work better than men, the
 “ value of women will appreciate.....If.....
 “ for every £ spent on a certain operation a man gives a better
 “ return than a woman, that work will tend to be reserved for
 “ men. This rule of equal pay for equal value is, we think,
 “ not only justice, but the one rule that will permanently satisfy
 “ men and women, employers and employed, producers and
 “ customers.”

59. The Committee commented on the Resolutions of 5th August, 1921, “.....they seem to us to point to the danger of trans-
 “ lating the principle of ‘ equal pay for equal value ’ into ‘ equal
 “ ‘ pay for the same post ’ which is quite different.” They saw
 no reason to suppose that exactly the same division of work, or
 the same posts or rules would suit men and women alike. The
 prospect of marriage lessened the continuity of service, and hence
 the value of the average young woman to her employer. Speak-
 ing of the Administrative, Executive and Clerical grades, they
 said—

“ *In these grades continuity of service is of distinct advantage,
 “ and we consider, therefore, that the young woman should be re-
 “ cruited for administrative, executive and clerical grades at a lower
 “ rate than the young man. So far as we are advised, the Civil
 “ Service would have no difficulty in recruiting educated women
 “ of the type they require at less rates than men, and the pay of
 “ women would still be higher than they could normally obtain
 “ elsewhere.*

“ According to the Civil Service rule, women in these grades
 “ rise at the same rate as men for the first three or four years and
 “ thereafter less rapidly to a maximum about one-fourth below the
 “ maximum for men. *As the woman grows older and the risk
 “ of marriage decreases, her value in work which requires con-
 “ tinuity of service should rise in relation to the value of a man,
 “ but, as we have indicated above, it is still an experiment to
 “ employ women in the superior clerical posts, and while we have
 “ had some valuable evidence on the relative output of work by
 “ women and men in railways and banks and other work above
 “ mere routine, we have not found any large employer who con-
 “ siders that in these operations the average woman is worth as
 “ much as the average man. It seems to us, therefore, that the
 “ relation now existing between the pay of men and women in
 “ these grades in their later years of service roughly meets the
 “ present situation, and that in the meantime the greatest service
 “ the State can do to women is to allow them to prove in work
 “ which suits their physique that they can show initiative and the
 “ power to take responsibility and to prove in actual practice their*

“ relative value to the value of men. We have no doubt that
 “ in the Civil Service, as in every other well-managed service,
 “ proved value will be recognised in better pay ” (paragraph 44).

60. The Committee held that in routine work (i.e., Writing
 Assistant and Manipulative grades) women had established them-
 selves. They were more painstaking and conscientious, and less
 irritated than men by the constant repetition of the same operation.
 By their superiority in this class of work, women had made good
 their footing, young men and women from 16 to 18 or 20 being
 often paid alike for this work.

“ The Civil Service practice of paying their women manipula-
 “ tive staffs during the first 6 years of service at the same rates
 “ as the corresponding male staff is thus not unreasonable, and
 “ we make no recommendation. For this work continuity of ser-
 “ vice is of much less value than in the higher grades, and this
 “ is no doubt one of the reasons which have levelled the starting
 “ pay of women up to that of men ” (paragraph 45).

61. No action was taken on the recommendations of this Com-
 mittee as regards reducing the existing rates of pay of young
 women recruited to the Administrative, Executive and Clerical
 grades, pending further general consideration of the whole ques-
 tion of the relation of men's to women's rates. [Reply to the
 Financial Secretary to the Treasury to Mr. Wardlaw Milne in the
 House of Commons, 21st February, 1924.]

Review of the question of equal pay.

62. It will be remembered that the third of the House of
 Commons Resolutions of 5th August, 1921, provided for review of
 “ the question of the remuneration of women as compared with
 “ men within a period not exceeding three years.”

At the twentieth meeting of the National Whitley Council held
 on 28th March, 1924, the Staff Side asked for the appointment of
 a Committee to consider the position of women in the Civil Ser-
 vice, with special reference to paragraph 12 of the Reorganisation
 report, and to undertakings given in the House of Commons. At
 the twenty-first meeting, the Official Side replied that the ques-
 tion of equal pay for men and women was one of important
 policy, and that it was for the consideration of the Government, if
 of anybody. While the Government was prepared to consider re-
 presentations, a Committee of the Council was not a suitable method
 of dealing with the question.

63. On the 3rd July, 1924, Viscountess Astor asked the Prime
 Minister—“ What steps are being taken to give effect to a
 “ Resolution passed in the House of Commons on 5th August,
 “ 1921, especially in reference to the paragraph stating that,

“ while not committing itself to the increase in the Civil Service salaries involved in the payment of women in all cases at the same rate as men, the House was of the opinion that the question of the remuneration of women as compared with men should be reviewed within a period not exceeding three years? ”

The reply given by the Chancellor of the Exchequer (Mr. Snowden), was as follows :—

“ The Government endorse without qualification the principles embodied in the Resolutions referred to in the Noble Lady’s question. With regard to pay, I would remind the Noble Lady that under those Resolutions the House of Commons, in view of the then financial position of the country, declined to commit itself to the increase of Civil Service salaries involved in the payment of women at the same rates as men, but resolved that the question of the remuneration of women as compared with men should be reviewed within a period not exceeding three years. The Government, after full consideration, have decided that the state of the country’s finances is still such as to make it impossible to justify the enormous increase in expenditure that would be involved.”

This reply was followed by requests for the appointment of a Committee of Inquiry, which were not acceded to [e.g. replies in House of Commons of 6th August, 1924, 2nd October, 1924, 19th November, 1925].

64. On 5th March, 1925, the Chancellor of the Exchequer (Mr. Churchill) informed Major Clifton Brown in the House of Commons that the question of the remuneration of women in the Civil Service had “ been reviewed both by the late and by the present Government, with the result that it has been decided that the state of the country’s finances does not permit of the increase of expenditure involved in the application of the principle of equal pay for men and women in the Civil Service.”

65. The matter was again considered by the Government in January, 1929, and the following statement was made in the House of Commons by the Chancellor of the Exchequer (Mr. Churchill) on 31st January, 1929 :—

“ His Majesty’s Government have given renewed consideration to this matter in view of representations recently made on the subject. They have, however, found it impossible to depart from the decision already announced both by this and by the late Government that the present state of the country’s finances will not admit of the great increase of expenditure involved in the application of the principle of equal pay for men and women in the Civil Service.”

66. On the 19th April, 1929, the Prime Minister (Mr. Baldwin) announced to a joint deputation from women’s societies that the

question of equal pay and opportunities for men and women in the Civil Service, and the retention of women civil servants after marriage, would be referred among other questions to the Royal Commission on the Civil Service, which was to be set up after the general election.

(VI) RESERVATION OF POSTS TO MEN ONLY, AND TO WOMEN ONLY.

67. The present practice whereby for certain posts in the Civil Service men only, and for others women only are eligible may be summarised as follows.

Section 1 of the Sex Disqualification (Removal) Act, 1919, quoted in paragraph 39 above, provides that “ a person shall not be disqualified by sex or marriage from the exercise of any public function . . . ” but contains a proviso that notwithstanding this section His Majesty may by Order in Council authorise “ regulations to be made providing for and prescribing the mode of the admission of women to the civil service of His Majesty, and the conditions on which women admitted to that service may be appointed to or continue to hold posts therein, and giving power to reserve to men any branch of or posts in the civil service in any of His Majesty’s possessions overseas, or in any foreign country.”

Reference has already been made in paragraph 49 to the Order in Council made in accordance with the terms of the proviso, and to the regulations made reserving certain posts to men.

68. It will be observed that the reservation of posts to men by formal regulation, made under powers specifically conferred by Order in Council, has been confined to posts in His Majesty’s possession overseas, and in foreign countries. There are however a considerable number of situations or grades in the home Civil Service designated for men only, or in regard to which it has been found necessary to prescribe in the regulations governing admission to the competitions that women should not be admitted as candidates, on account of the nature of the duties performed being such that the employment of women would be impracticable. Likewise there are certain situations or grades in the Civil Service for which it has been decided that women only should be eligible as candidates.

69. In this connection, it should be added that the Treasury was advised, in 1921 (in connection with the employment of married women dealt with below) that “ when the Sex Disqualification (Removal) Act says that a woman is not *disqualified* by sex or marriage, it means that the woman is not under an inherent disability from holding certain posts either because she is a woman or because she is married. In other words, the appointment of a woman or a married woman to these posts if made

" would not be invalid. It is quite another thing to say that a woman is *entitled* to be appointed to or to hold any of the specified posts on exactly the same terms as if she were a man, and this in fact is precisely what the Act refrains from saying."

70. Confirmation of this advice is to be found in certain judicial utterances made in recent years in cases in which the right of Local Education Authorities to dismiss married women teachers has been the subject of actions in the Courts.

Thus in the case of *Price v. the Rhondda Urban Council*, Mr. Justice Eve said: " It was argued that there is something in it—a resolution as to terminating the employment of married women—contrary to the Sex Disqualification (Removal) Act. I cannot accept that view. That Act, as appears from its title, is an Act to remove certain disqualifications arising from sex, and I am not prepared to hold that an Authority commits a breach of that Act if in some of its appointments it indicates that applications from one sex only can be received. Consider the absurdity to which such a conclusion might lead. The Medical Authority might require the services of a monthly nurse. Would they be committing a breach of the Act were they to intimate that no ex-service man or superannuation officer need apply?" (1923, 2 Ch. 372, at page 391).

71. At the present time the situations or grades in the Civil Service, open only to men or only to women or equally to both sexes, may be divided into the following five groups:—

(i) Branches of or posts in the Civil Service in His Majesty's Possessions overseas, or in foreign countries reserved for men by the Regulations of 23rd August, 1921.

It should be added that there are a few cases in which situations are competed for at a competition for which persons of either sex are eligible. In regard to certain specified posts, however, a reservation is made that owing to liability for foreign service only male candidates can be accepted. In this connection reference should be made to the first of the Resolutions passed by the House of Commons on 5th August, 1921.

(ii) A number of situations designated for men only, or in regard to which it has been found necessary to prescribe that women shall not be admitted as candidates, owing to the nature of the duties.

In this group may be included a few situations not specifically designated as male, but so regarded for all practical purposes, the question of the admission of women never having been raised.

This group includes a large number of industrial situations, and of supervisory positions in industrial establishments; messengerial posts which are reserved for ex-Service personnel; and such situations as Officer of Customs and Excise.

(iii) Situations for which women alone are eligible. Examples are Women Pension Officers, Telephonists, Writing Assistants and (with a few exceptions) Shorthand Typists and Typists.

(iv) Situations for which persons are eligible to compete without distinction as to sex.

Particulars of the main grades included in this group are shown in the ensuing section of this note.

(v) Situations in which there are two parallel grades, open to men and women respectively, competed for at separate competitions. Examples are to be found in certain inspectorates, certain manipulative grades in the Post Office, and grades such as prison warders and wardresses.

(VII) RECRUITMENT OF WOMEN TO THE CIVIL SERVICE SINCE THE WAR.

The " experimental period "

72. As stated in paragraphs 42 and 44 above, the interim report of the Reorganisation Committee provided for an experimental period during which the recruitment of women to the Administrative and Executive Classes should be by selection, subject to review within five years.

The House of Commons Resolutions of 5th August, 1921, provided that after a provisional period of three years women should be admitted to the Civil Service under the same regulations as provide for and prescribe the mode of admission for men. This " experimental period " therefore may be regarded as having terminated in 1924.

73. During the whole period from the armistice up to the end of 1924, recruitment to the Civil Service was wholly abnormal. War-time staffs were being rapidly reduced. At the same time, in order to provide temporary employment for demobilised ex-Service men, temporary women clerks, etc., were replaced by ex-Service men on a very large scale.

74. The same abnormal conditions also affected the recruitment of permanent staff. In pursuance of the recommendations of the Lytton and Southborough Committees, recruitment to the clerical grades was for several years virtually confined to those with service in a temporary clerical capacity in a Government Department. As a result of examinations held from 1919 onwards, 6,358 women obtained established appointments as the result of examinations limited to those with temporary clerical service. Of these appointments 2,920 were in the general and departmental clerical classes and 3,438 as Writing Assistants. It was not found possible to hold an open competition for the admission of boys and girls to the Clerical class until November, 1927, (this being so far as boys are concerned the first open competition for the

Clerical class held since the war), but meanwhile special open competitions, open to girls only, were held in April, 1923, April, 1925, and May, 1927, to fill vacancies for clerical posts in women's branches. In the regulations for the open competitions for admission to the Clerical class held in 1925 and subsequently, the age limits for girls were altered to 16-17 to correspond with those for boys.

75. Owing to redundancy in the Executive class, caused by the assimilation of pre-reorganisation classes into the new grades set up in accordance with the report of the Reorganisation Committee, no open competition was held for the Executive class until October, 1928. It was also found necessary to suspend the normal open competitions for the Administrative class between 1921 and 1925.

76. In these circumstances it was impossible to provide openings on any considerable scale for the appointment of women to the Administrative and Executive classes during the experimental period. In 1923 a special competition was held (under the temporary Regulations referred to in paragraph 49 above), for the appointment of women to posts in the junior Administrative class, the Executive class and the higher Clerical class of the Civil Service. As a result of this examination, three appointments were made to the Administrative class, two to special posts, and thirty-four to posts in the junior Executive, higher Executive, and higher Clerical grades. In this competition the first stage was a sifting of candidates, carried out upon the written records, the next a qualifying examination, and the third and last a competitive interview.

Resumption of open competition.

77. Since the war open competition has been resumed at different dates for different grades. Without attempting a comprehensive survey it may be of interest to give the following particulars of certain of the main grades for which candidates of either sex are now eligible to compete on equal terms.

(i) *General classes.*

(a) *Administrative class.*

78. Open competition was resumed in 1925, and a competition has been held annually since that date. The following table shows the total number of successful candidates at this examination, together with the number of women included in that number.

	Total number of successful candidates.	Number of women successful.
1925	22	3
1926	23	1
1927	9	—
1928	18	2
1929 (to date)	13	—

(b) *Executive class.*

The first open competition held since the war was held in October, 1928. Of the 135 candidates declared successful up to date (15th October), 52 were girls.

(c) *Clerical classes.*

As stated above, competitions open to girls for posts in women's branches were held in April, 1923, April, 1925, and May, 1927, but it was not possible, owing to the ex-Service situation, to hold an open competition for boys and girls until November, 1927. Of the 633 candidates declared successful at that examination, 292 were girls.

A further competition for boys and girls was held in April, 1929. Of the 200 candidates declared successful in the first instance, 46 were girls.

(ii) *Departmental classes.*

Particulars are given in Appendix III.

(VIII) "SEGREGATION" AND COMMON SENIORITY LISTS.

79. A mixed establishment necessarily involves the creation of a common seniority list. Where staffs are segregated into male and female staffs, or where a fixed number of posts in each grade is allocated to each sex, a common seniority list of male and female staffs may be drawn up; but whenever promotions are under consideration, regard will necessarily be paid to the fact that the vacancy to be filled is on the male or female side of the organisation. For the present purpose "segregation" and "common seniority lists" may be regarded as raising the same issues.

80. The Reorganisation Committee recommended that, during the experimental period, there should be separate establishment lists for men and women within each class, and that promotion should proceed separately as vacancies occurred in the higher establishment reserved for either sex. Women were to be given the widest opportunities of proving their administrative capacity. But experience varied as to whether the interests of efficiency would be best served by segregation, or by the employment of women and men side by side. It was suggested by the Committee that the matter was one suitable for departmental discussion.

Report of the Committee on common seniority lists.

81. Frequent representations were made to the Government in regard to this matter, particularly by women's societies, and in June, 1922, the Chancellor of the Exchequer (Sir Robert Horne) set up a Committee "to examine and report on the application of "the general principle of common seniority lists for men and

“ women to the classes included in the Report of the Reorganisation Committee ” of the National Council. Membership of this Committee comprised official and staff representatives of both sexes.

82. In the majority report, dated 7th March, 1924, the Committee stated that they had found some difference of opinion as to the exact intention of paragraph 9 of the Reorganisation report (quoted in paragraph 43 above), and as to the effect of the House of Commons Resolutions of 5th August, 1921, on the conclusions contained in that paragraph. “ It is clear, however, that the Reorganisation report intended to give considerable discretion to departments to act as circumstances might permit, and we find that, in fact, different departments have acted on very different lines (paragraph 27). ” A summary of the broad groups into which departments may be divided in this matter is given in paragraphs 28 to 31 of the report.

83. The main recommendation of the Committee is contained in paragraph 22, which reads as follows :—

“ As we have already pointed out in paragraph 2, seniority lists are normally used for purposes of leave and promotion. A common measure of seniority as between men and women is therefore required when men and women are employed side by side on similar duties, and are considered together for leave and promotion. We recommend that in all departments in which women are employed serious consideration should be given at an early date, and in accordance with the recognised departmental procedure, to the compilation of common seniority lists.”

The Committee also held that “ the construction of a single common seniority list for any of the classes under review throughout the Civil Service would be almost impossible, even if it were desirable to attempt it (paragraph 33). ”

84. This Report was circulated to Departments on 28th April, 1925, under cover of a Treasury circular (No. 10/25), in which Departments were asked to bring before their Departmental Whitley Councils, at an early date, the question of the compilation of common seniority lists for the classes dealt with in the Reorganisation report.

The matter was accordingly put before the Departmental Whitley Councils concerned, but at the outset little inclination was shown to adopt common seniority lists in Departments generally. Latterly, however, several Departmental Councils have reported in favour of the adoption of the principle, more particularly in regard to grades recruited by competitions open to both sexes.

(IX) RESIGNATION ON MARRIAGE.

85. The origin of the rule as to resignation on marriage is dealt with in paragraphs 5 to 7 above, and the making of formal regula-

tions on this subject is referred to in paragraph 49. Prior to the issue of these regulations, there was no formal regulation applicable to the whole service requiring women to resign on marriage. Such rules had, however, been in existence in many Departments for a number of years (e.g., the Post Office rule dating from 1875), and there were also rules applicable to classes common to the service (e.g., the rule made as to Typists in 1894). The only rule in the matter applicable to all women was the Treasury rule, made in 1895, and applicable to all “ established female labour,” which made it a condition of the issue of a marriage gratuity that resignation on marriage was required by general departmental regulation. As is shown by the evidence before the Royal Commission on Superannuation (1903), the rule requiring resignation on marriage applied to virtually all women civil servants at that date.

Re-employment of Widows.

86. The Treasury minute of 21st November, 1895, provided that no person who has received a marriage gratuity and has subsequently become a widow can be re-employed in an established capacity without obtaining a fresh certificate from the Civil Service Commissioners, and that her previous service will not be allowed to count for pension. This rule is still applicable.

The practice of re-instating widows who apply for re-employment is fairly frequent throughout the Service, more especially in the Post Office.

Re-instatement of women separated from their husbands.

87. A number of applications have also been made from time to time for the re-instatement of women who are separated from their husbands, or whose husbands have been certified insane, or who have been deserted by their husbands.

Women who are separated from their husbands by a decree of judicial separation, or by Deed, are still in law married women, and the Treasury have held that there is no power under the regulations of 26th August, 1921, to waive the rule in its application to separated women as a class, but that in each case the Civil Service Commissioners and the Treasury must be satisfied, on the recommendation of the Head of the Department, that such an exception to the general rule is in the interests of the service. In a considerable number of cases, re-instatement has been agreed to, as in the interests of the public service, in cases of women separated from their husbands, and of women whose husbands have deserted them; more exceptionally in cases of women unable to prove the death of their husbands, or whose husbands are certified insane beyond hope of recovery.

In all such cases it is usual to stipulate that in the event of the recovery, or re-appearance of the husband, the wife may be called upon to resign.

Married Women (Employment) Bill, 1927.

88. In 1927 a Private Member's Bill was introduced " To prevent " the refusal to employ women in the public service, by reason " only of their being married."

The Treasury were advised that the Bill as drafted affected the Royal prerogative, and could not be passed unless the consent of the Crown was signified, at any rate before the Third Reading, but it was decided that the Bill should be opposed on its merits.

On 29th April, 1927, the Bill was rejected on Second Reading by 84 votes to 66. The debate will be found in Hansard : Vol. 205, cols. 1182-1238.

(X) NUMBERS AT PRESENT EMPLOYED.

89. Particulars of the number of women employed in the Civil Service on 1st April, 1929, are given in Appendix IV.

APPENDIX I.

TREASURY MINUTE, DATED 21st NOVEMBER, 1895.

My Lords refer to their Minute of the 17th March, 1894, on the subject of the employment of women typists.

Subject to the following conditions they are pleased to extend the provisions of that Minute relative to the grant of gratuities on marriage to all classes of established female labour in the Public Departments :—

(1) The grant of such gratuities will be limited to cases in which resignation on marriage is required by general Departmental regulation.

(2) The marriage must be notified to the head of the Department immediately on its taking place.

(3) Persons retiring under such circumstances after a service of not less than six years may, at the discretion of the head of the Department, and with the approval of the Treasury, receive a gratuity at the rate of one month's pay for each complete year of established service, *but not exceeding in the whole a maximum of 12 months' pay.*

(4) No person who has received such a gratuity and has subsequently become a widow can be re-employed in an established capacity without obtaining a fresh certificate from the Civil Service Commissioners, and her previous service will not be allowed to count for pension.

These Regulations, so far as they differ from those contained in the Minute of March 17, 1894, will be applied to all women typists retiring after the present date.

APPENDIX II.

MEN'S AND WOMEN'S SCALES.

NOTE.—THE SALARIES SHOWN BELOW ARE BASIC ANNUAL SALARIES EXCEPT WHERE OTHERWISE STATED. IN THE CASE OF THE REORGANISATION CLASSES THE LONDON SCALES ONLY HAVE BEEN GIVEN.

GRADE.	MEN'S SCALE.	WOMEN'S SCALE.
	£	£
<i>Administrative Class.</i>		
Assistant Principals	200—20—240—25—500	200—20—400
Principals	700—25—900	600—25—750
Assistant Secretaries	1,000—50—1,200	850—50—1,000
<i>Public Record Office.</i>		
Assistant Keepers, 2nd Class	200—20—240—25—500	200—20—400
Assistant Keepers, 1st Class	600—25—900	475—20—575—25—750
<i>General Executive Class.</i>		
Junior Grade	100—10—130—15—400	100—10—300
Higher Grade... ..	400—15—500	300—15—400
Superior Posts	550—20—700	450—20—550
	600—20—700	475—20—550
	750—25—850	600—20—700
	850—25—1,000	700—25—800
<i>General Clerical Class.</i>		
Junior Grade	60—80 (at 18)—5—100—10—120—15— 150—10—250	60—80 (at 18)—5—120—7½—180
Higher Grade... ..	300—15—400	230—10—300
<i>“Other” Executive.</i>		
Board of Trade (Bankruptcy Department).		
First Class Examiners	350—15—450	280—10—350
Exchequer and Audit Department.		
Assistant Auditors	100—10—130—15—400	100—10—300
Auditors	250—15—500	210—10—310—15—400
Senior Auditors	550—20—700	450—20—550
Deputy Directors	750—25—850	600—20—700
Department of Overseas Trade.		
Intelligence Officer (Cadet)	150—15—180	150—10—170
Intelligence Officer	250—20—500	220—15—400
Public Trustee.		
Accountants, Grade II	250—15—450	180*—10—300—15—350
Trust Assistants	230—15—500	230—10—300—15—400
Ministry of Labour (Employment and Insurance Department).		
Third Class Officers.	150 probation for 2 years 200—15—400	150 probation for 2 years 200—10—300
Second Class Officers	400—15—490—20—550	300—15—400
First Class Officers	600—20—700	475—20—550
Prison Commission.		
Deputy Governor, Holloway Prison ...	350—15—425	300—15—375
Inland Revenue Department (Estate Duty Office).		
Assistant Examiner and Examiners ...	100—10—130—15—500	100—10—130—15—400
Senior Examiner	550—20—700	450—20—550
Chief Examiner	750—25—900	600—20—750
Inland Revenue Department (Tax Inspectorate)		
Inspectors and Assistant Inspectors ...	160—15—250—20—500	160—10—220—15—400
Inspectors (Higher Grade)	550—20—700	450—20—550
Senior Inspectors	750—25—900	600—20—750

* Minimum to be reconsidered.

GRADE.	MEN'S SCALE.	WOMEN'S SCALE.
	£	£
<i>"Other" Executive (contd.)</i>		
Ministry of Health.		
Junior Assistant Auditors	160—15—250—20—500	160—10—220—15—400
National Savings Committee.		
Assistant Commissioners	150—15—400	150—10—300
<i>Departmental Clerical Classes.</i>		
Admiralty.		
Grade III Clerks	52—75 (at 18)—5—90—10—180	52—75 (at 18)—5—120—7½—150
Grade II Clerks	200—10—250	170—10—220
Grade I Clerks	300—15—400	230—10—300
Air Ministry.		
Grade III Clerks	52—75 (at 18)—5—90—10—180	52—75 (at 18)—5—120—7½—150
Grade II Clerks	200—10—250	170—10—220
Grade I Clerks	300—15—350	230—15—270
County Courts.		
Clerks	52—75 (at 18)—5—90—10—180	52—75 (at 18)—5—120—7½—150
Senior Clerks	200—10—250	170—10—220
Inland Revenue Dept. (Tax Offices).		
Tax Clerks	52—75 (at 18)—5—90—10—180	52—75 (at 18)—5—120—7½—150
Tax Officers	200—10—250	170—10—220
Tax Officers (Higher Grade)	300—15—400	230—10—300
Ministry of Labour (Employment and Insurance Department).		
Employment Clerks	52—75 (at 18)—5—90—10—180	52—75 (at 18)—5—120—7½—150
Employment Officers	200—10—250	170—10—220
Board of Trade (Mercantile Marine Department, Survey Offices).		
Grade I Clerks	52—75 (at 18)—5—90—10—180	52—75 (at 18)—5—120—7½—150
Grade II Clerks	200—10—250	170—10—220
Grade III Clerks	250—10—350	220—10—270

34

Board of Trade (Bankruptcy and Companies Winding-up Departments).		
Junior Clerks	52—75 (at 18)—5—90—10—180	52—75 (at 18)—5—120—7½—150
Second Class Clerks	200—10—250	170—10—220
First Class Clerks	250—10—350	220—10—280
Assistant Examiners	120—10—250	120—10—200
Second Class Examiners	200—10—300	170—10—250
Supreme Court of Judicature (Law Courts).		
Third Class Clerks	100—10—200	100—10—170
Procurator Fiscal Service (Scotland).		
Clerks	52—75 (at 18)—5—90—10—180	52—75 (at 18)—5—120—7½—150
<i>Inspectors.</i>		
Ministry of Agriculture and Fisheries (Agricultural and Horticultural Research).		
Assistant Inspectors	150—10—250	130—10—200
Inspectors	250—15—400	200—10—350
General Inspectors	400—15—500	300—15—400
Home Office (Factory Inspectorate).		
Inspectors Class II	200—15—350	200—15—350
Inspectors Class Ia	350—20—450—25—650	350—20—450
Inspectors Class Ib	350—20—550	
Superintending Inspectors	750—25—850	550—25—700
Superintending Inspectors	600—25—800	
Medical Inspectors	600—25—900	600—25—900
Deputy Chief Inspector	900	750—50—850
Ministry of Health (Insurance Department).		
Assistant Inspectors	100—10—130—15—400	100—10—160—15—300
Inspectors	500—20—600	400—15—500
Ministry of Health.		
Inspectors for the Welfare of the Blind	500—20—700	350—20—550
Board of Control.		
Inspectors	500—20—800	400—20—650*

35

* If medically qualified, women may have the same scale as men.

GRADE.	MEN'S SCALE.	WOMEN'S SCALE.
	£	£
<i>Inspectors (contd.)</i>		
Ministry of Labour (Trade Boards Division).		
Deputy Chief Inspector	700—25—800	550—20—650
<i>Professional Scientific and Technical Grades.</i>		
<i>Draughtsmen.</i>		
Ministry of Agriculture and Fisheries.		
Draughtsmen (Unestablished)	35s.—2s.—65s. per week	35s.—2s.—55s. per week
Admiralty (Hydrographic Department).		
Draughtsmen Class II	90—5—100—7½—165	90—5—125—7½—140
Draughtsmen Class I	175—10—215	150—7½—180
<i>Legal.</i>		
Legal branches of Government Departments generally.		
Professional Legal Clerks	230—15—500	230—10—300—15—400
Land Registry.		
Temporary Barristers	Up to maximum of 40 guineas a month (inclusive)	Up to maximum of 32 guineas a month (inclusive)
Board of Trade (Bankruptcy and Companies Dept.) ex-headquarters services.		
Assistant Official Receivers	300—15—400	230—10—300
Assistant Official Receivers	400—15—500	300—15—400
Official Receivers	500—20—600	400—15—475
Official Receivers	500—20—700	400—15—550
Official Receivers	550—20—700	450—20—550
Official Receivers	700	550
Official Receivers	750—25—850	600—20—700
Official Receivers	800—50—1,000	650—25—800

36

<i>Chemists, etc.</i>		
Department of Scientific and Industrial Research.		
Laboratory Attendants	Up to 50s. per week	Up to 40s. per week
Junior Technical Assistants	70—7½—130	70—5—110*
Technical Assistants	140—10—190	120—7½—160*
Junior Assistants	175—15—235	160—10—200*
Technical Assistants	190	160
Technical Assistants	250 (inclusive)	225 (inclusive)
Technical Assistants	290 (inclusive)	250 (inclusive)
Senior Technical Assistants	200—10—290	170—10—230*
Ministry of Agriculture and Fisheries (Pathological Laboratory, Harpenden).		
Laboratory Assistants	120—5—150	100—5—130
Junior Assistants	150—10—250	130—10—200
Assistant Entomologists and Mycologists...	250—15—400—20—600	200—10—300—15—450
Admiralty (Holton Heath).		
Assistant Chemist	160—10—220	130—10—180
Chemists Class II	225—15—350	200—10—270
Admiralty (Admiralty Chemist's Department).		
Assistant Analyst	225—20—400	180—15—300
Government Chemist.		
Chemical Assistant	160—10—220	140—10—180
Chemists Class II	225—15—400	185—15—340
<i>Medical.</i>		
Post Office.		
Assistant Medical Officer	375—20—650	320—20—520

37

* Except at the National Physical Laboratory, where there is no differentiation.

GRADE.	MEN'S SCALE.	WOMEN'S SCALE.
	£	£
<i>Professional Scientific and Technical Grades (contd.)</i>		
<i>Miscellaneous Scientific, etc., Staffs.</i>		
Department of Scientific and Industrial Research.		
Assistant II	250—20—350	215—15—275*
Principal Technical Assistant	305—15—350	235—10—275*
Assistant I	350—20—450	275—15—350*
Senior Assistant	500—25—600	400—20—475*
Principal Assistant	650—25—750	520—20—600*
Admiralty (Scientific Research Dept., Technical Records Section).		
Technical Assistants	140—10—190	120—7½—160
Air Ministry (Meteorological Office).		
Junior Professional Assistant	175—15—235	150—10—200
Senior Professional Assistant	250—15—350	200—15—300
Admiralty (Nautical Almanack Office).		
Assistants	300—15—450	230—10—350
Admiralty (Signal School, Portsmouth).		
Engineer, Grade II	150—10—300	130—10—250
War Office (Signals Experimental Establishment).		
Technical Assistants Grade E	160—10—220	140—10—180
Technical Assistants Grade D	250—15—350	200—15—300
Technical Assistants Grade C	350—20—450	275—15—350
War Office (Research Department).		
Junior Assistants and Chronograph Operators	160—10—220	140—10—180
Assistants II	250—15—350	200—15—300

38

Ministry of Agriculture and Fisheries (Kew Gardens).		
Sub-Assistants	100—10—250	100—10—200
Assistants	250—15—400—20—600	200—10—300—15—450
Fishery Board (Scotland).		
Technical Assistants	100—7½—115—10—250	100—7½—145—10—200
Ministry of Agriculture and Fisheries (Fisheries Department).		
Assistant Naturalists	200—15—400	200—10—320
<i>Museums and Galleries Staffs.</i>		
Science Museum.		
Assistants	250—20—400	230—15—340
Assistant Keepers	400—25—600	355—20—475
Deputy Keepers	600—25—700	475—20—550
Keepers	750—25—900	600—25—750
British, Natural History, and Victoria and Albert Museums.		
Assistants	250—20—290—25—440	230—15—290—20—390
Assistant Keepers	475—25—800	410—20—650
Deputy Keepers	900	750
Keepers	1,000	850
National Gallery.		
Assistants	250—25—600	230—20—475
Geological Survey and Museum.		
Geologists	250—20—450	230—15—350
Senior Geologists	450—25—650	350—20—520
District Geologists	650—25—700	520—20—600
Assistants to Director	800—25—900	650—25—750
Royal Scottish Museum.		
Assistants	250—20—450	230—15—350

39

* Except at the National Physical Laboratory.

GRADE.	MEN'S SCALE.	WOMEN'S SCALE.
	£	£
<i>Professional, Scientific and Technical Grades (contd.)</i>		
<i>Museums and Galleries Staffs (contd.)</i>		
<i>Royal Scottish Museum (contd.)</i>		
Assistant Keepers	475—25—700	375—20—550
Keepers	750—25—900	600—25—750
<i>Miscellaneous.</i>		
<i>Office of Works.</i>		
Architectural Assistants Grade III ...	140—7½—200	120—7½—170
Architectural Assistants Grade II ...	200—10—280	170—10—220
Architectural Assistants Grade I ...	280—15—400	220—10—300
<i>Inland Revenue Department (Valuation Office).</i>		
Valuers	200—15—400	200—15—300
<i>Civil Service Commission.</i>		
Assistant Directors of Examinations ...	300—25—700	250—20—550
<i>Board of Trade (Patent Office).</i>		
Assistant Examiners... ..	150—15—400	150—10—300
Examiners	{ 250—20—600 250—20—650 600—25—800	{ 220—15—475 220—15—520 520—20—650
Senior Examiners	800—25—900	650—25—750
Superintending Examiners	800—25—1,000	650—25—800
Senior Superintending Examiners		
<i>Minor Grades.</i>		
<i>Broadmoor Criminal Lunatic Asylum.</i>		
Chief Attendants	73s.—2s.—83s. per week	44s.—2s.—54s. per week
Principal Attendants	45s.—2s.—53s. per week	36s.—1s. 6d.—39s. per week
Attendants	29s.—1s.—35s.—1s. 6d.—41s., after 5 years 43s. per week	24s.—1s.—34s., after 5 years 35s. per week

APPENDIX III.

PARTICULARS AS TO THE RECRUITMENT OF WOMEN
TO CERTAIN DEPARTMENTAL CLASSES BY COMPETI-
TIONS HELD SINCE THE WAR.

(1) ASSISTANT INSPECTOR OF TAXES GROUP.

[This competition is held for the recruitment of Assistant Inspectors of Taxes in the Inland Revenue Department, Junior Assistant Auditors in the Ministry of Health, and, since 1928, Third Class Officers in the Ministry of Labour.]

						<i>Total number of successful candidates.</i>	<i>Number of women successful.</i>
1923	...	...	...	...	...	26	1
1924	...	...	...	...	...	25	4
1925	...	...	...	...	...	29	1
1926	...	...	...	...	...	37	2
1927*	...	...	...	...	...	61	13
1928	...	...	...	...	...	60	12

(2) OTHER DEPARTMENTAL CLASSES.

1925.

British Museum, Assistant	...	...	...	...	2	—
Board of Education, Assistant	...	...	...	...	2	—
Government Laboratory, Chemist Class II	...	...	...	...	1	—
Home Office, Inspector of Factories	...	...	...	...	14	6
Admiralty, Nautical Almanac Office, Assistant	...	...	...	...	1	—
Civil Service Commission, Assistant Director of Examinations	...	...	...	...	1	1
Foreign Office, Junior Assistant in the Code and Cypher School	...	...	...	...	5	—

1926.

Admiralty, Technical Assistant	...	...	...	...	1	—
Board of Education, Victoria and Albert and Science Museums, Assistant	...	...	...	...	5	2
Admiralty, Draughtsman in the Hydro- graphic Department	...	...	...	...	12	—

* Figures for 1927 include 21 men and 9 women certificated as Third Class Officers in the Ministry of Labour, although this situation was not formally included in the group until 1928.

	Total number of successful candidates.	Number of women successful.
1927.		
British Museum, Assistant	7	3
Foreign Office, Junior Assistant in the Code and Cypher School	1	—
Estate Duty Office, Examiner	15	1
1928.		
British Museum, Assistant	7	1
Home Office, Inspector of Factories ...	8	2
Professional Legal Clerk (various Departments)	9	—
Supreme Court of Judicature, 3rd Class Clerk	11	—
War Office, Assistant Librarian ...	1	—
Board of Trade, Assistant Examiner in the Patent Office	6	—
1929.		
(Results declared prior to 15th August.)		
British Museum, Assistant	1	—
Board of Education, Victoria and Albert and Science Museums, Assistant ...	2	—
Land Registry, Junior Legal Assistant	1	1
Public Record Office, Assistant Keeper	1	—
Public Trustee Office, Trust Assistant ...	1	—
Supreme Court of Judicature, 3rd Class Clerk	3	—

NOTE.—The above table includes only those competitions at which women actually competed.

APPENDIX IV.

NUMBER OF WOMEN EMPLOYED ON 1ST APRIL, 1929,
CLASSIFIED ACCORDING TO STAFF GROUPS.

Staff Group.	Number.
I.—Administrative	20
II.—General Executive	163
III.—General Clerical	6,025
IV.—Writing Assistants	5,239
V.—Established Shorthand Typists and Typists ...	4,220
VI.—“ Other ” Executive	542
VII.—Departmental Clerical	1,887
VIII.—Unestablished Clerical Staffs	2,225
IX.—Unestablished Typing Staffs	3,194
X.—Assessors, Collectors of Taxes, etc.	77
XI.—Inspectorate	431
XII.—Professional, Scientific and Technical ...	75
XIII.—Subordinate Supervisory and Technical ...	682
XIV.—Minor and Manipulative	43,168
XV.—Messengers, Porters, Cleaners, etc.	7,398
Total Non-Industrial Staff	75,346
Industrial Staffs	3,676
Grand total	79,022

