

## APPENDIX I.

THE RECOMMENDATIONS OF THE MAJORITY OF THE COMMITTEE.  
(pp. 4-7 of Cmd. 135.)

### RECOMMENDATIONS AS TO PRINCIPLES THAT SHOULD GOVERN FUTURE RELATION BETWEEN MEN'S AND WOMEN'S WAGES.

The Committee's conclusions are contained in Chapters V. and VI. of Part II. and at the end of Part III. Their recommendations can be conveniently summarised here, and as regards the principles that should govern the future relation between men's and women's wages (Chapter VI. of Part II.) are as follows :—

(1) 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.

(2) That the relative value of the work done by women and men on time on the same or similar jobs should be agreed between employers and Trade Unions acting through the recognised channels of negotiation, as, for instance, Trade Boards or Joint Industrial Councils.

(3) That where it is desired to introduce women to do the whole of a man's job and it is recognised that either immediately or after a probationary period they are of efficiency equal to that of the men, they should be paid either immediately or after a probationary period, the length and conditions of which should be definitely laid down, the men's time rate.

(4) That where there has been sub-division of a man's job or work without any *bona fide* simplification of processes or machine and a woman is put on to do a part only of the job or work, the wages should be regulated so that the labour cost to the employer of the whole job should not be lessened while the payment to the persons engaged on it should be proportioned to their respective labour contributions.

(5) That where the introduction of women follows on *bona fide* simplification of process or machine, the time rates for the simplified process or simplified machine should be determined as if this was to be allocated to male labour less skilled than the male labour employed before simplification, and women, if their introduction is agreed to, should only receive less than the unskilled man's rate if, and to the extent that, their work is of less value.

(6) That in every case in which the employer maintains that a woman's work produces less than a man's, the burden of proof should rest on the employer, who should also have to produce evidence of the lower value of the woman's work to which the fixed sum to be deducted from the man's rate for the particular job throughout the whole of the industry should strictly correspond.

(7) That every job on which women are employed doing the same work as men for less wages should be considered a man's job for the purpose of fixing women's wages, and the wages should be regulated in the manner above recommended.

(8) That the employment of women in commercial and clerical occupations especially requires regulation in accordance with the principle of "equal pay for equal work."

(9) 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.

(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.

(11) That this principle with regard to allowances to persons undertaking common duties under disagreeable conditions should be applied also to industry.

(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.

#### RECOMMENDATIONS AS TO PRINCIPLES THAT SHOULD GOVERN FUTURE EMPLOYMENT AND WAGES OF WOMEN.

The Committee's recommendations as regards the principles that should govern the future employment and wages of women (Chapter V. of Part II.) are as follows :—

(15) That in those trade processes and occupations which the experience of the war has shown to be suitable for the employment of

women, employers and trade unions acting through the recognised channels of negotiation should make possible the introduction of women by agreements which would ensure, in the manner above indicated, that that this did not result in the displacement of men by reason of the women's cheapness to the employer.

(16) That with a view to improving the health and so increasing the efficiency of women in industry—

- (i) there should be a substantial reform and extension in scope of the Factory and Workshops Acts, with special reference to (a) the reduction in the hours of work (including arrangement of spells and pauses, overtime, night work); (b) the provision of seats, labour-saving devices, &c., to avoid unnecessary fatigue; (c) an improved standard of sanitation (sanitary conveniences, lavatories, cloakrooms, &c.), ventilation and general hygiene; (d) the provision of canteens, rest-rooms and surgeries; (e) the general supervision of the health of the workers individually and collectively; and (f) the conditions under which adolescents should be employed;
- (ii) the present Factory Medical Department at the Home Office should at once be strengthened by the appointment of an adequate and suitable staff of women medical inspectors of factories and that a suitable increase should be made to the present staff of lay women factory inspectors;
- (iii) a local factory medical service should be established with duties of supervision, investigation and research intimately co-ordinated with the School Medical Service under the Local Education Authority, the Public Health Service under the Local Sanitary Authority, and the Medical Service under the National Insurance Act or Ministry of Health when established.

(17) That the Ministry of Labour, with which should rest the duty of ascertaining both nationally and locally the demand for trained persons in any trade or occupation, should, through Central and Local Trade Advisory Committees, assist Local Education Authorities in determining the technical instruction which should be provided for women.

(18) That in order to secure and maintain physical health and efficiency no normal woman should be employed for less than a reasonable subsistence wage.

(19) That this wage should be sufficient to provide a single woman over 18 years of age in a typical district where the cost of living is low with an adequate dietary, with lodging to include fuel and light in a respectable house not more than half an hour's journey, including tram or train, from the place of work, with clothing sufficient for warmth, cleanliness and decent appearance, with money for fares, insurance and Trade Union subscriptions, and with a reasonable sum for holidays, amusements, &c.

(20) That there should be additions to this wage for women working in the larger towns and in London to cover the greater cost of living there.

(21) That this wage should be adjusted periodically to meet variation in the cost of living.

(22) That the determination of the basic subsistence wage should be by a specially constituted authority which should also determine variations from it to meet the conditions of different districts and of different times or in rare cases special conditions of trade.

(23) That the subsistence wage so determined should be established by statute to take effect immediately on the expiry of the Wages (Temporary Regulation) Act, 1918, or any prolongation of it, and to apply to the employment for gain in all occupations (other than domestic service) for which a minimum wage has not been determined by an Industrial Council or by a Trade Board or other Statutory Authority.

(24) That the Government should give consideration to the question of adopting a scheme of mothers' pensions for widows and for deserted wives with children, and for the wives with children of men physically or mentally disabled, such pensions to be granted only after investigation where there is need and subject to supervision, and otherwise to be administered on the lines followed for pensions granted to the widows of men deceased in war.

(25) That the Department or Departments of Government concerned should draw up for the consideration of the Government a scheme by which the entire direct costs involved by the lying-in of women under thoroughly satisfactory conditions should be provided by the State.

(26) That a scale of wages should be established for girls 2s. a week less than the women's subsistence wage, for each year under 18, and that no girl should be employed for gain at lower rates than those of this scale unless a duly constituted authority, such as a Trade Board or Industrial Council, fixes such lower rate where the employment is in the nature of an apprenticeship. Also that the question of girls and boys under 16 working on piece should be specially considered by the Department or Departments of Government concerned with a view to the definite abolition of such working if it is found to be detrimental to health.

(27) That the Government should continue to give the strongest possible support to proposals for the international regulation of labour conditions, which should lessen the danger of the foreign trade of this country being injured as a result of the employment of underpaid labour abroad.

#### RECOMMENDATIONS ARISING OUT OF ALLEGATIONS AS TO NON-FULFILMENT OF GOVERNMENT PLEDGES.

In connection with the doubts and difficulties that arose with regard to the fulfilment of the Treasury Agreement (Part III.), the Committee strongly recommend :—

(28) That whenever industrial questions directly or indirectly affecting the interests of women are discussed under the auspices of a Government Department, that Department should be responsible for seeing

that there are women present who can adequately represent these interests.

(29) That the Department or Departments that make contracts on behalf of the Government should place the Ministry of Labour in a position to exercise on their behalf through the Ministry's local officers some supervision over the due carrying out of the conditions of the Fair Wages Clause, and that the Ministry should undertake this supervision.

(30) That the assistance of expert draftsmanship should always be available to those negotiating important industrial agreements.

(31) That in all cases in which agreements are entered into between employers and Trade Union representatives under the auspices of a Government Department, copies of any shorthand notes that may have been made should be supplied to the parties concerned for record.

## APPENDIX II.

### THE CONCLUSIONS OF MRS. SIDNEY WEBB WITH REGARD TO THE GOVERNMENT PLEDGES AS TO THE WAGES OF WOMEN ENGAGED IN WAR WORK PREVIOUSLY DONE BY MEN.

My conclusions upon this part of the reference to the Committee may be summarised as under (pp. 255 of Cmd. 135):—

1. The Treasury Agreement of 19th March, 1915, embodied a pledge that the women employed in war work in substitution of men should receive the same pay as the men they replaced.

2. This pledge was applicable without exception to all kinds of war work, whether done by contractors or in any Government Department; to all degrees of skill, and to all methods of computing wages, including time, piece and premium bonus, and to allowances and advances.

3. This pledge has been wholly ignored by some Government Departments, and only fulfilled by others tardily and partially, to the great loss of the women concerned.

4. No Government Department has carried out the pledge in its entirety. All of them (including the Ministry of Munitions) have failed in two points of first-rate importance, affecting many thousands of women:

- (a) Where women have been employed at time rates they have— with the curious exception of women taking the place of skilled men within the sphere of the Ministry of Munitions—been denied the same pay as the men they have replaced.
- (b) But the most flagrant breach is the repeated refusal of all the Government Departments to concede to the women employed in substitution for men, whether skilled or unskilled, whether at piece work, the premium bonus system, or time wages, the successive advances granted to the men doing similar work— thus failing to carry out not only the Treasury Agreement, but also the interpretation authoritatively given by Mr. Lloyd George on 26th March, 1915 (which is accepted in the Majority Report as being an independent pledge by which the Government is bound), “that if the women turn out the same quantity of work they will receive exactly the same pay.”

PRINTED BY  
WIGHTMAN & CO., LTD.,  
"OLD WESTMINSTER PRESS,"  
REGENCY STREET, S.W. 1.

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(Founded 1883.)

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