

Connecting Women's Histories: the local and the global

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Feminising empire? British women's activist networks in defending and challenging empire from 1918 to decolonisation.

Abstract

This article addresses female activism spanning the empire and creating interconnected networks linking the local and global dimensions of Britain's imperial mission in an era of increasing uncertainty. The transition from empire to commonwealth and, ultimately, independence was marked by anti-colonial challenges from within Britain and in the colonies and threats to empire from international developments post-1918. This era also witnessed a more pro-active role for women as both defenders and critics of empire who had an influence on shaping a new discourse of welfare and development, purportedly a 'feminisation' of empire. Continuities existed between female activism pre- and post-1918 but also significant differences as the late imperial era witness more nuanced and diverse interventions into empire affairs than the 'maternalist imperial feminism' of the era before the First World War.

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Introduction

In a masculinist imperial culture white women were commonly regarded as 'the ruin of empire', ¹ potential threats to racial boundaries or disruptive of male culture in the colonies and interfering 'do-gooders' in the metropolitan centre. Yet women's activism was arguably important in both defending and challenging empire. Elite women's activism in furthering the imperial project was evident before the First World War ² but in the late empire after 1918, emancipated women in the metropole and colonies were able to take a more pro-active role in imperial politics. A minority of women also became involved in organisations and initiatives critical of empire and the racial orders that supported it.³ These were influenced by socialism and communism, the growth of anti- colonialism and/ or international feminist networks that developed in tandem with the international peace movement. Feminists in Britain and the Dominions were now interconnected through the British Commonwealth League (BCL), established in 1925 by Australian feminists, in pursuing an agenda of human rights and equal citizenship in international forums.⁴

My focus is mainly on metropolitan based activism but also significant is the growth of white female activism in the white settler colonies, where women were forging identities independent of the metropolitan centre. Organisations like the BCL were establishing their own agendas, including the rights of colonised women. In the case of Kenya and Rhodesia settler women's agendas relating to race, African nationalism, and settler autonomy could conflict with those of metropolitan female activists. Thus local initiatives in the empire, particularly in the white settler colonies, were part of vertical networks of power linking colony and metropole but

horizontal, transnational networks also interconnected colonies with each other, the metropolitan centre, and with international organisations. British women's activism was embedded in these networks of empire, but also, increasingly, had a wider international dimension as more women from the metropole and the Dominions participated in international forums.⁶

Thus white women's activism went beyond the pre-war philanthropic imperial feminist initiatives critiqued by historians who have highlighted the relationships between 'maternalist' campaigns for emancipation in Britain, empire activism, and racial supremacy. With the exception of such studies, most research into gender and empire has focused on white women's role in the colonies in strengthening the race and gender orders that sustained colonial rule. Migration and experiences of settler women before the Second World War have also received attention.8 Few academic works address women's imperial activism in the metropolitan context, particularly after 1918, and, as Clare Midgley has stressed, this remains a relatively neglected area.9 Here I am interpreting 'activism' as all activities which engaged with, or influenced, imperial policies, either in defence of empire, or critical of European colonialism and the racial exclusions which it promoted. The nature of women's political activism and their attitudes to race and empire was not uniform but mediated by class (with middle and upper class women constituting the activists, in the main), political affiliation (conservative, liberal or left-wing) and age (older women tended to be more conservative and patronising towards the colonised than the younger generation). Also influential were developments in imperial discourse and practice with a greater emphasis on colonial development as decolonisation approached. Additionally, women's activism was informed by the new liberal humanitarian agenda of the League of Nations that placed more emphasis on the

welfare of the colonised peoples, an agenda that was much expanded by the post 1945 United Nations.

This article, then, assesses and critiques the extent to which empire activism was 'feminised' after 1918. By 'feminised' I refer to the wider participation of women in imperial politics but also the increased influence of 'female' values of compassion and concern for the welfare of the colonised. 'Feminisation' of imperial discourse and practice was reflected in greater emphasis on colonial reforms and development and the wider significance of gender in colonial policy and practice. ¹⁰ This 'feminisation' arguably went beyond the philanthropic maternalist concern for oppressed colonised women of the pre-1914 era in that female influence was more varied and extensive as decolonisation approached. Though masculine eyes, 'feminization' was also associated with the weakening and decline of empire, a loss of masculine vigour. First I trace the important developments spanning the pre- and post-war period that brought white women more predominantly into imperial politics and highlight key aspects of continuity and change. This is followed by an analysis of the nature of women's activism from the end of the First World War up to decolonisation.

Female emancipation and empire activism: continuity and change

Continuities existed from the pre-1914 era up to decolonisation in elite women's support for the imperial mission and participation in pro- imperial organisations. 'Maternalist' concern for colonised women's welfare persisted. Additionally, some women activists, particularly those involved with white settler colonies, also retained pre-war concepts of hierarchical racial orders and their importance to white prestige and power. However, there were also important changes as the confident imperial expansion of the pre-war period was increasingly undermined by anti-colonialism

and emergent discourses that challenged scientific racism. Female emancipation and the higher profile of an international feminist agenda also had a significant impact on British women's imperial activism. Before 1918, women were denied full citizenship although women were active in female emigration societies and a minority of women were influential in the high echelons of imperial power. Flora Shaw, wife of Frederick (Lord) Lugard, the first Governor of Nigeria, was a *Times* journalist writing on colonial affairs. The Fabian socialist, Beatrice Webb, 'invented' the Coefficients 'a club to discuss the aims and methods of imperial policy' in 1904. Club members included influential male imperialists. 11 Beatrice Webb was arguably one of the few women at the heart of imperial politics, particularly when Sidney Webb (now Lord Passfield) became Colonial Secretary in 1929. The Webbs, were 'Empire Socialists', committed to strengthening the empire through reforms. 12 Both Flora Shaw and Beatrice Webb were great admirers of the politician and leading imperialist before 1914, Joseph Chamberlain. Other imperial 'groupies' were attracted to powerful male imperialists; for instance the liberal imperialist, Violet Markham and Violet Cecil, wife of Lord Edward Cecil, who subsequently married Alfred [Lord] Milner, High Commissioner of South Africa at the time of the South African [Boer] War and Colonial Secretary, 1919 to 1921. As Riedi points such influential elite women rejected a 'feminised' imperialism based on social welfare in favour of a 'masculine' model of empire informed by imperial Conservatism. 13

Female interventions into the masculine world of imperial politics provoked strong criticism. In 1902 Arnold White who was concerned with growing threats to empire and Britain's economy, complained that the War Office, hub of imperial defence, was 'largely under the control of women' and warned that such 'petticoat influence' was 'pernicious to the nation'.¹⁴ Such prejudices persisted after 1918 but

enfranchisement of women over 30, combined with women's contribution to the war effort, including the defence of empire, and broader social and cultural changes catalysed by the war, forced men to take women's contribution to the continued health of empire more seriously. In 1919, at the Jubilee dinner of the Royal Colonial Institute (RCI), as President, the Duke of Connaught, spoke of the 'present shortcomings' of the organisation, including the fact that although 'Lady Associates' who their own meetings were still excluded from full membership.¹⁵

Emancipation reconfigured British women's relationship to Empire and imperial politics and women became more pro-active in such organisations and other forms of activism on more equal terms. The 1919 Sex Disqualification Removal Act opened 'male' professions to women and more women benefitted from a university education. After 1928 all women over 21 were full 'empire citizens', a concept which became central to evolving conceptions of a modern empire. Empowered by citizenship, women in Britain and its white dominions, could now assume a higher profile which men had to now accept, if reluctantly. At the same time, the post-war years also witnessed a perceived crisis in masculinity and related 'feminisation' of British society. Sir Ralph Furse, head of recruitment at the Colonial office, complained of the 'hollow men' of the 'straw generation' who lacked the qualities needed to run the empire. Isak Dinesen (Karen Blixen), the Danish author and Kenyan settler, spoke of the purposelessness of young men, particularly the disillusioned elite. Physical strength no longer defined masculinity in opposition to femininity, she argued, and men had lost their prestige as women moved more pronouncedly into the male sphere. 17

In addition to female emancipation, education and entitlement to full citizenship rights, the discourse of empire changed with the emergent concept of

commonwealth. The ideal of a new, domesticated empire, an 'empire family' was promoted to strengthen the empire as threats mounted from anti-colonial nationalism, international communism and left-wing critics 'at home'. This presaged the transition from empire to commonwealth and the end of Britain's formal empire. ¹⁸ The white settler empire, or dominions, the kernel of this emergent commonwealth, was central to this vision and migration was encouraged to build and strengthen these 'mini' Britain's. There was also more recognition of the need to create a modern empire through colonial development. British women contributed to attaining this vision in four distinct and different ways. Firstly, in pro-empire organisations dedicated to empire strengthening; secondly, in promoting female migration; thirdly, as defenders and critics of empire and, finally, in helping to implement the development agenda in the colonies. Through these activities British women arguably made a positive contribution to the evolution of a modern, 'progressive' imperial policy which was central to imperial management of anti-colonial nationalism during the messy ending of empire.

Pro-empire organisations and the defence of empire

During the war, women had developed the 'skills and character' which would be 'of immense value... to Empire'¹⁹ and after 1918, male imperialists increasingly recognized women's potential as 'Empire Builders'.²⁰ New threats to empire, without and within, now stimulated the mobilisation of elite women in the defence of empire and emancipated middle and upper class women had a higher profile in political activism. After the First World War, as Andrew Thompson points out, there was an increase in popular imperial sentiment, a 'participatory' imperialism related to support for the white empire and affinity with white setters.²¹ Visions of a more and inclusive,

domesticated Empire were articulated through popular culture and politics and penetrated the grass roots of British politics. At the Women's Constitutional Association (Grundisburgh and Burgh branch) held on September 5th 1925, for instance, 'The Empire Stall' was a 'special feature' and W.A.S Hewins, the Chairman of the Empire Development Union, gave an address.²² Female empire activism was reinforced by membership of empire families and/ or education at girl's public schools such as Cheltenham Ladies College, sister to Cheltenham, the 'school for empire'. The heads of leading girls' schools were active in imperial networks promoting education. Reta Oldham, head of Streatham Hill High School, London, from 1898-1923, was a leading member of the Association of Headmistresses and set up a sub-committee on openings for educated girls and women in the colonies.²³

Women's organisations (home and colonial) flourished and demonstrated a patriotic interest in empire and the new agenda of colonial development. The Federation of Women's Institutes in Southern Rhodesia and the East African Women's League (EAWL), founded in 1917 to campaign for equal rights for white women, actively promoted female immigration and had strong links with female dominated pro-empire organizations in Britain and the white Dominions. Such organisations were also involved in welfare work and the 'uplift' of African women. Local' organisations like Women's Institutes and the Mother's Union, now had a 'global' perspective on their activities and place in the empire and had colonial branches. The local Rattlesden (Suffolk) branch of the Mother's Union established a Rattlesden Scholarship in 1936 to pay the school fees of a child at Bishop's Girl's School in Accra and encouraged Christian African women to set up branches. The Mother's Union at Accra was set up by a Mrs James Clark on a visit to Accra in 1930 and by 1936 had a membership of 115. It was hoped that the Mother's Union would

'raise the Gold Coast mothers to ... a position of dignity and respect'. ²⁵ This reflected the new emphasis in colonial policy of promoting modern western gender relations to ensure colonial stability.

Patriotic empire organisations now spanned the empire. In Canada the Imperial Order Daughters of the Empire, founded 1900, flourished although attempts to establish empire wide branches brought it into conflict with the influential Victoria League, one of the key empire organizations, founded during the Boer War by Alice Balfour, Violet Cecil, and other pro- imperialist women in 1901.²⁶ Royal women were also active pro-imperialists and patrons of imperialist organisations. HRH Princess Christian was the first president of the Society for the Oversea Settlement of British Women (SOSWB). When she died in 1923, her daughter, Princess Marie Louise, continued her charitable work for the SOSBW. Both Princesses were patrons of the Victoria League.²⁷

The Victoria League, named in honour of Queen Victoria, is arguably the preeminent and most influential organisation demonstrating female elite activism. From
its inauguration, it was dedicated to 'binding in closer sympathy the scattered
peoples of the Empire' and promoting unity. The League was also instrumental in
founding the Ladies Empire Club, a meeting-place for women from the British
dominions.²⁸ It had close links with women's organisations such as the Guild of
Loyal Women in South Africa and branches were quickly established empire wide.
In her seminal study of the early years of the League, Eliza Riedi argued that
prominent women faded out of the organisation after the First World War and more
men joined.²⁹ However, whilst it was not exclusively a woman's organisation,
women predominated in the administration and the activities of the League. The

President from 1901 to 1927 was the Dowager Countess of Jersey, the Honorary Treasurer, and Mrs. Maurice Macmillan and patrons included the King and Queen and eminent men such as Rudyard Kipling and Sydney Webb. The Victoria League House at 38 Chesham House, Belgrave Square, London, became a 'centre of empire hospitality' with a fully licenced restaurant and snack bar and reception rooms to entertain 'friends'.³⁰

During the interwar years, in addition to its educational and hospitality brief, a key area of the League's work was supporting colonial students, whose numbers expanded in recognition of the need for more educated colonial subjects to develop colonies on modern lines. By 1938, it was heavily involved in the 'supervision and guidance' of colonial students in the UK and established a hostel for them in Bayswater. In 1939, on the instigation of the Colonial Office, the League was asked to take over care of colonial students and established Colonial Students' Committees that had links with student committees in Africa and the Caribbean. From late 1943 the Victoria League Colonial Bureau consolidated work with colonial students.³¹ Most of these students were male but during and after the war, the League also supported a minority of young women from the colonies. In 1942, a group of women who had travelled from Jamaica to find war work received hospitality from League members who arranged hostel accommodation in London for them. In 1944, on the request of the CO, the League established a residential Club for Colonial Girls in London, officially opened by the Duke of Devonshire in 1945, that would act as a reception centre for new arrivals-students and service women.³²

The wartime activities of the League arguably reflected seminal developments in colonial policy to address the twin, and potentially conflicting, challenges of the growth

of colonial unrest and related race consciousness, and the need to secure the support of the empire for the war effort. A new official discourse of multiracialism and commonwealth citizenship emerged. There was greater recognition of the need to expand the educated colonial elites as self-government moved higher up the agenda, hence the Victoria League's work with colonial students. In 1941 Sir Thomas Drummond Sheils described the League as 'very human and enlightened Empire organisation and a staunch advocate of the Commonwealth family'. 33 In recognition perhaps of the need to strengthen bonds across the empire, the League was also now affiliated to Imperial order Daughters of the Empire National Chapter of Canada and continued to provide general hospitality for visitors and military personnel from the empire. In 1941 a Victoria League Club for Service Men form Overseas was established in Malet Street, London administered by the League's Secretary (from 1918), Gertrude Drayton. Initially most of these were from the 'white' dominions although by 1942 the club was reportedly was taking men from all parts of the empire' including the West Indies and India. From 1944 short wave length broadcasts form London began to promote the work of the League for servicemen from the Dominions and Colonies.³⁴ In 1941 Gertrude Drayton was killed with several others when the club was bombed but a new location was quickly found. Drayton had also been Secretary of the London-based Joint Standing Committee for Educational work of the Non-political Empire Societies and Drummond Shiels, who chaired the Committee, recalled that she had been 'especially successful in building up collaboration with the [Colonial Office]'. A Memorial Fund was set up to fund a Dominions student hostel which had reached £3,434 when it was closed in May 1950.35

After the war, the League, together with organisations such as the English Speaking Union and the British Council, focused on promoting the British

Commonwealth and British culture in a new world of decolonisation, cold war politics and American global dominance. With branches in London, Edinburgh and Oxford, the League was now represented throughout the white dominions and the 'Colonial Empire', including Malaya and Hong Kong. The president was Princess Alice, Countess of Athlone, who also became the first Chancellor of the new University College of the West Indies in Jamaica in 1950; Mary, Duchess of Devonshire was deputy president. A 'Young Contingent' (18-30) devoted to 'social gatherings' was established during the war; Princess Margaret was president and by the 1950s the Contingent had 10,000 members worldwide. The League thus remained committed to promoting and strengthening 'family and friendship within the Commonwealth and Empire'. The clear objective was defence of empire in the era of decolonisation and public indifference to empire in Britain. Hence the promotion of the 'family concept' in publicity literature; families 'supported each other 'and 'a family whose members did not do these things would be a family that was breaking up'. 36 In response to a debate in the House of Lords in 1945 that had identified a lack of interest in empire, the League also engaged in public events to promote this 'empire family' and in 1949 gave 31 lectures on empire matters to the Women's Institutes, Wives Fellowships, student associations, schools and Townswomen's Guilds.37

In 1950 the League received £10,000 from an anonymous donor and in 1951, when the organisation celebrated its 'Golden Jubilee', the *Victoria League Review* (formerly *Monthly Notes*) became *Welcome: the Official Journal of the Victoria League*, a bi-monthly publication that included 'shopping consultants' and 'expert travel advice'. This adopted a much larger magazine format containing adverts for the first time. These transformations in the ethos and mission of the Victoria League

reflect the waning fortunes of empire and attempts on behalf of the organisation to modernise and adapt to the times. The name was changed in the 1950s to Victoria League for Commonwealth Friendship, a non-religious, non-political, world-wide, charitable organization that supported the Commonwealth and provided hospitality for international students and wives and families of overseas visitors. Local and global links were retained with branches in Britain and the empire and youth branches were encouraged to ensure the continuing vigour of the organisation. The National Committee in Australia only ceased to exist in 1998 and the London branch, with the Queen as patron, is still in existence, now based on Leinster Square, London with a brief to promote 'friendship and hospitality across Commonwealth nations'. The League still runs its hostel in Bayswater, now self-catering student accommodation for international students.³⁸

After 1918, elite pro-imperialist women also worked closely with powerful male imperialists in the Royal Colonial Institute, which became the Royal Empire Society (RES) in 1929 and the Royal Commonwealth Society (RCS) in 1958, reflecting changing concepts of empire. Women members were particularly active on the Imperial Studies Committee and in local branches of the RES. Mrs. Hugo Harper was the warden of Harper House, headquarters of the Cambridge branch of the RES, which was dedicated to promoting 'Empire Studies' in schools and universities in Britain and the Empire. She also convened the annual RES Empire Cambridge Conferences from 1936. The third annual conference in 1938 addressed threats to empire and was attended by a female delegate from the Victoria League. Black delegates also attended, reflecting the need to co-opt the educated moderates in defence of empire as threats mounted.

A survey of *United Empire*, the journal of the Royal Colonial Institute, for the inter-war years indicates that more generally women helped to organise conferences, engaged in public speaking, contributed to educational schemes to promote empire and acted as the hostesses and social facilitators in imperial 'salons'. Violet Milner, although she eschewed organised female activism, continued to promote the imperial views of her deceased husband, publishing his political documents and, like Flora Shaw (Lady Lugard), contributing to contemporary debates about imperialism though journalism.⁴¹ Female social networks were facilitated by membership of the Ladies Empire Club in Governor Square. Elite proimperialist women represent greater continuity with the pre-1914 era. They remained the staunchest defenders of superior anglosaxonism rooted in Cecil Rhodes' vision of creating an 'anglosaxon' world united by a common, and superior, culture, language and whiteness spanning the globe and including the USA. Such women were thus also prominent in organisations which promoted female emigration.

Women as 'Empire Builders'; promoting white settlement

Migration to the white empire was established as a key priority during the First World War. Emigration was a solution to the post-war 'excess of females' and a policy of definite control and supervision of emigration by the imperial Government was advocated to forestall emigration of 'able-bodied men'. A Government Emigration Committee, set up in 1918 and located in the Colonial Office, recommended the appointment of four special interviewing staff, two of which should be women. Colonial Office control was ensured in 1919 when existing voluntary female emigration societies were collapsed into the Society for Oversea Settlement of British Women (SOSBW), a new 'central and advisory body' for voluntary

organizations involved with female migration. From 1920 this quasi-governmental organization of 'responsible women' with 'first-hand experience of ... empire migration' was recognized as the women's branch of the Oversea Settlement Committee.⁴⁵

The agenda of the SOSBW demonstrates how class differences between women influenced the nature of their participation in empire as potential settler wives, worker emigrants, or elite activists with influential connexions in imperial circles. For elite and middle-class female activists the moral protection of workingclass female migrants was a priority and the Government issued a pamphlet which advised women not go out to colonies alone but 'in parties in charge of a matron' (continuing the policy of chaperoning begun before the war). They were also urged to secure introductions through reputable organizations like the Victoria League whose London-based Settler's Welcome Committee would provide emigrants who had good references with' letters of introduction to corresponding committees in the Dominions'.46 Concern for the moral probity of female migrants reflects the extent to which white women were central to upholding the vital race borders central to imperial visions of building a strong white empire. Jean P. Smith, one of the few historians to research female empire migration beyond the 1930s, has stressed how the need to support racial prestige provided continuity of purpose of the SOSBW throughout its history. 47 Female migration was thus vigorously promoted; Gladys Potts, chairman of the SOSBW Executive Committee until 1936 when she became vice-president, claimed that 'the destinies of race and empire lay in women's hands'. An article in *United Empire* claimed that women's business was to 'get their house in order, to domesticate the heart of the wild', particularly the newer settler colonies as they were 'directly responsible' for colonial stability. 48

Until its collapse in 1963, the SOSBW received an annual government grant, worked closely with home and colonial governments, and provided paid posts and good career opportunities for educated women, with plenty of subsidized overseas travel. Through its elite patrons and executive the SOSBW was able to forge powerful links between with women settler's organisations and establish colonial branches. The organisation was particularly active in addressing the demand for professional emigrants, nurses, teachers, secretaries and governesses in the expanding settler colonies of Southern Rhodesia and Kenya. The leading light in the SOSWB Rhodesia Committee was Mrs Geoffrey Dawson, wife of the editor of The *Times* and the daughter of an imperial administrator, Sir Arthur Lawley.

By 1928, the Catholic Women's League, the Church Army, the National Council of Women, the Girl Guides, the Mothers' Union, the Girl's Friendly Society, and the YWCA had representatives on the SOSBW.⁴⁹

Most studies of female emigration deal with the earlier period. At the end of the Second World War, however, 'Commonwealth Migration and Settlement' was still very much on the government agenda, debated in parliament and covered in the press and BBC. The SOSWB's main brief now was to provide an advisory and placement service for 'teachers, graduates and ...highly qualified nurses', primarily for the white settler colonies. In the non-settler colonies, recruitment of staff for schools, hospitals and government posts was the responsibility of the Colonial Office. In keeping with the new official discourse on welfare and development, the organisation toned down its discourse of racial supremacy and demonstrated more interest in 'African welfare work'. As with other similar organisation allusions to 'empire' were supplanted by the supposedly more inclusive and egalitarian 'commonwealth'. In the early 1950s, Ellen Cumber, the paid director, spoke at

meetings organised by the SOSBW regional representatives in Edinburgh, Glasgow, Liverpool, Manchester and Sheffield. She also went on promotional tours in Canada, Australia, Kenya, the new Central African Federation (Southern and Northern Rhodesia and Nyasaland) and South Africa. In Kenya during the Mau Mau insurgency, she visited a centre for African children; a training centre for Kikuyu women, an African woman's club and the Kamiti detention camp and reported that the Society was concerned 'with the recruitment of women for all those institutions'.⁵²

The coronation of Elizabeth 11, 'added a deep feeling of kinship [between] all...members of the Commonwealth' and a 'fresh vision' for pro-imperialist organisations such as the SOSBW, represented at the ceremony by the Chairman of the Executive Committee. The organisation now acted as the 'woman's branch' of the migration section of the Commonwealth Relations Office. The SOSWB continued its close involvement with the Victoria League, the British Council, the British Federation of University Women and the Ministry of Labour. Other women's organisations such as the Nyasaland Council of Women and the Ugandan Council of Women were now represented on the SOSBW council. Royal donations ended in 1954 and the organisation became more dependent on private companies and banks with vested interests in empire, such as the African Investment Trust Ltd, P&O, and other shipping lines. The society was renamed the Women's Migration & Overseas Appointments Society in 1962 but soon folded when decolonisation accelerated and attention was refocused on the 'empire within' as migration from the now independent ex-colonial territories increased.

Female activism and agency in the evolution of late imperial policy and practice

In addition to female activism in pro-imperial organisations, British women also contributed to developments in imperial policy and practice in three major areas: in campaigning for colonial reforms, in contributing to the evolution of colonial development discourse and responses to the challenges of nationalism, and in the implementation of evolving colonial policies. Andrew Thompson has observed that the 'imperial mobility' of the professional middle classes, increased considerably in the first half of the twentieth century and influenced their perceptions of Empire. 55 As academics, members of parliament, journalists and writers women had greater opportunities to travel and work in the empire and to make an active contribution to imperial politics. This contribution included women who were critical, as well as supportive of the imperial mission. The relationship of such educated and mainly middle-class 'modern' women to empire was more diverse and nuanced than that of elite women's activities and reflected new forms of activism rather than continuity with the past. Women were breaching gender barriers and beginning to make their mark on colonial policy making, anthropological studies, and critical analyses of empire.

Firstly, I consider campaigns for colonial reforms in the metropolitan heartland where women now had a voice in parliament and more opportunities to mix with black and Asian colonial activists and students. As MPs, women sat on parliamentary committees and actively initiated campaigns. Ellen Wilkinson (Labour) and Eleanor Rathbone (Independent), an active feminist and humanitarian before 1914, raised questions critical of colonial policy. Rathbone, and Edith Picton-Turbervill (Labour, elected 1929), who had spent time as a teacher and missionary in India, were key activists between 1934 and 1939 in a successful campaign to lobby the government to end the practice of *mui tsai* (little sister), the indentureship of poor

girls and young women as prostitutes and domestics in Hong Kong. ⁵⁶ Rathbone also took up the maternalist cause of oppressed Indian women, including publishing *Child Marriage: the Indian Minotaur* (1934), and became a supporter of constitutional reform in India. She also called for action to prevent forced marriage in colonial Africa. ⁵⁷ The socialist Wilkinson was a supporter of Indian nationalism and visited India with another pro-India activist, Monica Whately, in December 1936 and again in the 1940s, with Krishna Menon, on the invitation of the India League. They investigated conditions in Indian jails and presented a report on the repressive measures of the Indian government. ⁵⁸

After 1930, argues Susan Pedersen, an 'imperialist feminist programme' centred on the welfare of women and children in the colonies began to make an impact.⁵⁹ These humanitarian campaigns engaged women who remained committed to the empire but believed in the need for reform. A prime example is the Duchess of Atholl, elected in 1923 as Conservative MP for Kinross and West Perthshire and vice president of the British Empire Union. Atholl was an advocate of strengthening British power in India and strong opponent of the Government of India Act in 1935. But she also championed the cause of oppressed colonised women and with Rathbone formed an all-party Committee for the Protection of Coloured Women in the Crown Colonies. She was also a leading light in the campaign against the practice of clitoridectomy (female circumcision) in Kenya, which the colonial authorities opposed on the grounds that it could further antagonise male nationalists who wished to defend traditional culture.⁶⁰

Such political campaigns represent some continuity with the pre-war maternalism of the imperial feminists but within a different context of female

representation in Parliament and the rise of anti-colonial nationalism. International and empire-wide developments during the late imperial era also resulted in new forms of female activism. Certain educated, middle-class women, liberal and socialist, influenced by the traumas of the war its global aftermath, embraced 'progressive' ideas on race and the need for colonial reform, and/or progress to independence. As activists in new anti-imperialist pressure groups and social facilitators and hosts of interracial events and multi-racial 'salons' they arguably demonstrated more empathy and understanding for the colonial oppressed than did their male counterparts. The suffragette, Sylvia Pankhurst, joined the Communist Party and became an ardent anti-imperialist and champion of the Ethiopian cause after the Italian invasion in 1935.⁶¹ The writer, Ethel Mannin, supported Indian independence and was active in the Friends of India pressure group. Mannin published a record of her trip to India on the cusp of independence and was highly critical of Britain's imperial legacy of poverty, lack of education, 'corrupt, toadying officials' and the 'mass subservience of a subject race'. 62 The novelist, Winifred Holtby, was instrumental in setting up the 'Friends of Africa' pressure group to support black South African trade unionists in their struggles against segregationist policies. ⁶³ Such women brought more critical perspective on race and imperial issues to the political agenda of the 'chattering classes' of the 1930s. Female critics of empire also included women who were 'inside' the imperial elites.⁶⁴

A minority of educated, emancipated women who demonstrated sympathy for black and Asian anti-colonial nationalists were regarded as a danger to empire, particularly where the breaching of racial borders was concerned. As the 'colonial frontier' moved into in Britain so did the sexual threat of colonised men. ⁶⁵ During and after the Second World War, younger women were more openly supportive of African

nationalism and there were some high profile liaisons that elicited public opprobrium: the marriages of Peggy Cripps, daughter of the Labour minister, Stafford Cripps to the Ghanaian lawyer, Joseph Appiah, and Ruth Williams, a white clerk, to Seretse Khama, hereditary king of Bechuanaland. Before her marriage, observes Jordanna Bailkin, Peggy Cripps was one of the first members of the World Assembly of Youth (WAY), an organisation established in 1948 on the initiative of the labour Foreign Secretary, Ernest Bevin, to counteract the activities of the Soviet World Federation of Democratic Youth. WAY, adds Bailkin, was committed to 'interracial respect' and Peggy Cripps was reputedly an 'energetic worker for racial unity' in London. ⁶⁶

Progressive colonial policies and race relations initiatives such as the interracial League of Coloured Peoples (founded 1931) were also supported by pro-imperialist women such as Dame Katherine Furse, who made her mark on empire as chief Girl Guide and Director of the World Association of Girls Guides and Boy Scouts, and the academic Margery Perham.⁶⁷ Perham sympathised with the grievances of the (mostly male) colonial elite and made a plea for the recognition of educated Africans as anti-colonial nationalism gathered pace in the 1930s. Having 'made contact, even friends with a few Africans in Africa and England', she concluded that 'despite racial and cultural differences' educated Africans shared 'our common nature'. 68 The Kenyan settler, Nellie Grant, mother of Elspeth Huxley, acidly commented on Perham's 'pet boys' in the 1940s, including the Kenyan nationalist, Tom Mboya.⁶⁹ Elspeth Huxley made a noted contribution to discourses evolving around the end of empire through evoking settler (and empire) nostalgia in her autobiography, The Flame Trees of Thika: Memories of an African Childhood (1959), and publishing works on commonwealth migration into Britain and problems of administration in West Africa.⁷⁰ These responses reflect deepening divisions between settler women

defending their way of life which was threatened by nationalism and multiracialism and progressive metropolitans such as Perham.

From the interwar years, then, women arguably began to make a bigger mark on the shifting imperial agenda. Margery Perham, Britain's 'conscience on Africa' with her influential connexions, began to have more of a direct influence on colonial policies as a progressive imperialist.⁷¹ Responding to a shift in government policy that became more noticeable during and after the Second World War, she stressed the need for the British empire 'to rise to her changing tasks' and express itself 'less in power than in service'. 72 This implies a shift from the masculine to a more 'feminine' concept of imperial mission. As academics, Perham, the anthropologists Lucy Mair, Audrey Richards and Margaret Read, and the educationist Margaret Wrong, the Canadian born secretary of the International Committee on Christian Literature for Africa, contributed to the emergent colonial development discourse. Socialist women, particularly those associated with the Fabian Colonial Bureau such as Rita Hinden, published critical analyses advocating colonial reforms. Vera Anstey (1889-1952), a lecturer in commerce at London University became the 'standard British authority' on Indian economics and development, The Economic Development of India (1929) was still in publication in its 4th edition in 1952. ⁷³ During the inter-war years, women also broke into academia in the white settler colonies as well as in the metropole becoming part of the intellectual networks that spanned Britain's white empire. Such women, argues Kate Pickles, rather than question colonialism and empire, supported it and were firmly embedded in the imperial discourses of the era. 74 This is also true of eminent academics such as Margery Perham, although the appraisal of anthropologists is more ambivalent.

The anthropologist and author, Audrey Richards, was instrumental in establishing the Colonial Social Science Research Council (CSSRC) in 1944. The

CSSRC was regarded as central to implementing new policies of colonial development and welfare to hold on the colonies when empire was threatened by American and Soviet global interests and mass nationalist movements. From 1940-46 Richards was at the Colonial Office as Secretary to the newly formed Colonial Research Council and, from 1943 to 1946, as a member of the Colonial Office's Social Welfare Advisory Committee. In a memorandum she drew attention to flaws in the CO's planning in relation to research in the colonies and recommended the establishment of a Social Research Council. The CSSRC was a reflection of official acknowledgement of the value of the social sciences in addressing 'human factors' and problems related to social and economic change and the need to control nationalism and flows of knowledge to the colonies in the new Cold War climate. As the social sciences and social welfare, which was associated more closely with women, were given more priority in colonial development more women participated in CSSRC, as committee members and received funding as Colonial Research Fellows.

Richards was a daughter of empire (her father was Sir Henry Erle Richards a legal member of the Vice- Regal Council of India). She was well-connected in official circles, through her friendship with Ruth Cohen, principal of Newnham College, Cambridge, and sister of Andrew Cohen, who was in the Colonial Office during the war and subsequently became Governor of Uganda. She never challenged the idea of empire *per se* but, as an anthropologist, was committed to its modernisation in order to defend British influence, particularly when decolonisation became inevitable. As the head of the influential East African Institute of Social and Economic Research (EAISER) at Makerere College, Uganda, from 1950 to 1956 she became closely involved with research related to the managing the transition to independence whilst

retaining British influence.⁷⁷ Richards, together with other academics including Mair and the historians Sally Chilver, the CSSRC Secretary from 1952 to 1956, and Lillian Penson made a positive contribution to the development of colonial and African studies in British Universities.⁷⁸

Richards was particularly concerned about American intrusions into African studies as a threat to British influence as independence loomed. If African studies were neglected, she feared that research would become dominated by 'unqualified Americans and Russians'. 79 In this sense Richards was an empire patriot concerned about threats to the reputation, and continued influence, of the British in colonial Africa. After the Suez crisis when support for the CSSRC dwindled, Richards strongly opposed threats to cuts in funding fearing the greater influence of American researchers in the social sciences, who were 'already arriving in the colonies'. She also warned against 'quarter baked African politicians', who could be in charge of research reflecting perhaps, her own prejudices about African nationalism.⁸⁰ Ambivalence to the idea of African independence reflects the fact that Richards was always a part of, rather than a threat to, the imperial establishment. As an anthropologist, she was in an outsider position regarding colonial administrations, yet had insider connexions with colonial officials in the colonies in which she was based. Unlike metropolitan-based female political activists, she had first-hand experience of colonial policy in practice. Here she shared more in common women involved with the colonial service. What contribution did such women make to implementation of evolving colonial policies?

During the interwar years more women went out to the colonies as wives of colonial officials and as the colonial agenda shifted to welfare and development, more women were recruited into the colonial service as doctors, teachers and welfare workers to expand the work of missionaries. With the emphasis on development more priority was given to the education of women and girls, predominantly directed to turning out 'modern' wives and mothers and thus domesticating and stabilising colonial societies threatened with disruptive new influences. Women like Margaret Faith Tolfree, the first headmistress of Queen's College School for girls in Yaba, Nigeria, 1927-1930 (as Margaret Wordsworth) and Sara Burstall, head of Manchester School for Girls, helped the CO to recruit women teachers to Africa, an attractive proposition as recruits for the colonies were better paid than in UK.⁸¹ Few women, however, had any influence in the higher ranks of colonial governance before the second world with the exception of Gertrude Lothian Bell (1868-1926), the traveller, archaeologist and Arabist, who played a major role in establishing and helping administer the modern state of Iraq in the early 1920s.⁸²

Until the 1930s most white women in the colonies were married to colonial officials and remained within orthodox gender bounds. As in the pre-1914 era the wives of higher officials continued to sponsor voluntary initiatives related to the welfare of the colonized, particularly women and children. However, such women were also increasingly influenced by the changing political climate and took a more pro-active role in the affairs of the colonies in which they resided by helping to promote new policies directed at development and modernisation. One such pro-active modern woman is Molly Huggins, wife of Sir John Huggins, Governor of Jamaica from 1943 to 1951. Molly was a product of empire (her father was in the Malayan Civil Service) and part of the complex networks of empire strengthened by family intermarriages. She described herself as an 'ardent feminist' against 'any form of colour discrimination', was actively involved in promoting welfare schemes in

Jamaica, and took a 'great interest in the politics of the island'. A leading light in the Jamaica Federation of Women she was the inspiration behind a controversial 'mass wedding' campaign directed at reducing common law marriages and illegitimacy regarded by colonial modernisers as a barrier to progress. These campaigns, however, had little success. Her interventions may be interpreted as a form of white female cultural imperialism resented by poorer African Jamaicans. Molly, however, regarded herself as a progressive and stabilizing influence on Jamaican society as nationalism intensified, a spokeswoman for the benefits of a modern empire.

British women in the service of empire were represented by the Corona Society, a support network fanning out from the Colonial Office. The Corona Club, founded in 1900 for all past and present members of government service in the overseas territories, was men only until 1937 when the Women's Corona Club was founded for wives and widows of colonial officers. In 1950 the Women's Corona Society (WCS) was established with a base at the Colonial Office. Membership in the 1950s included more women employed by the Colonial Office in London and abroad in the Colonial Service as teachers, nurses, doctors and social workers; governors' or consul generals' wives were patrons of local branches. The society, now multiracial, still exists today for those who 'are living or who have lived' abroad and provides 'advice, guidance and friendship'. 85 What role did the organisation play in sustaining the empire as it morphed into commonwealth? The WCS was keen to transform its image as a purely social organisation and became more Commonwealth focused with wider interests. The society ran training courses and gave advice to Colonial Service Officers' wives and in 1953 requested Development and Welfare funding from the Colonial Office 'to encourage and support voluntary

social work in the colonies'. Officials queried the wisdom of giving money to the WCS but acknowledged that it could play an important role in ensuring 'the [appropriate] behaviour of European women abroad' essential to the 'morale' of the Colonial Service. Finally a small grant was allocated. The WCS continued to receive support from the Colonial Office, including free accommodation through to the 1960s when it was keen to divest itself of its former 'colonial image'. Publicity material now emphasised that the WCS was 'a circle of women of many races who...work for an increase in mutual understanding and friendship'. Official recognition that the WCS did useful work reflected a grudging acceptance of the 'feminization' of the colonial practice and the importance of gender in the process of decolonisation.

The feminisation or ruin of empire?

There is much debate about the nature of empire in the period covered in this article and the extent to which it influenced imperial consciousness at home but, as Andrew Thompson has stressed that, even in the era of decolonisation, the empire arguably remained 'as much a symbolic as a substantive force' in British public life. ⁸⁹ In an era of rapid change, pro- imperialist women activists strove to keep the idea of empire alive and were strong defenders of a united empire based on Anglosaxon supremacy. However, when independence seemed inevitable, pro-imperialist women's organisations had to re-orient their activities towards ensuring a smooth transition to a commonwealth of nations where British influence still prevailed. In the penultimate years of empire other women activists also helped to shape policy reforms and made a notable contribution as academics, political campaigners and critics of colonialism to the evolution of colonial policy. Women activists were

engaged in empire strengthening but were also some of the most ardent critics of empire and the racial inequalities upon which it was premised.

To return then to the key theme, then, did women have a 'feminising' influence on imperial politics and practice? And did this relate to stronger influence of supposed feminine characteristics of compassion and concern for human welfare? There is some evidence that gender did influence interpersonal relations with the colonised. Gertrude Bell allegedly was 'one of the few [Government] representatives remembered by the Arabs with anything resembling affection'. African members of a Gold Coast delegation to England in 1934 to publicise colonial grievances made a clear distinction between the attitudes of English men and women and praised the 'sympathy, kindness and assistance' of Englishwomen as 'landladies and organisers'. 90 More British women were actively involved in developing and delivering this colonial welfare agenda but the new discourse of welfare and development also challenged the hyper masculinity that informed imperial power relations before 1914. Confident imperial masculinities were undermined by the dual challenge of colonial male nationalists and the intrusion of emancipated British women into former male preserves. Formerly, men claimed that white women in the colonies disrupted the masculine imperial mission. The male establishment now targeted women in the metropolitan centre, particularly female socialist and feminist critics of empire and those who entered into interracial relationships, as the prime threats to empire.

Masculine fears of 'petticoat rule' by women also persisted. Colonial officials complained of the 'disproportionate number of women experts' and 'abstention of masculine intellect' apparent until the Second World War.⁹¹ Similar prejudices surfaced with the feminization of the Colonial Service as more women entered into

the educational and medical branches of the Service after 1918. Yet masculine anxieties about 'feminisation' masked continued male dominance in imperial adminstration. According to Audrey Richards, Margery Perham, 'very much wanted to be a woman governor'. Non-the-less she had to content herself with the aura of power from the male administrators she admired. More women were admitted into the Colonial Service during the Second World War and after but they were still kept to the lower ranks and professional opportunities for women were limited and clearly gendered. Women academics in colonial and African studies also continued to face discrimination from male colleagues; leading male anthropologists resented competition form women, regarded the intrusion of women into fieldwork as 'undesirable,' and believed they should stick to 'welfare work'.

If the high circles of imperial administration and academia remained largely a male preserve, in the broader context of colonial policy and practice British women's activism, female emancipation, and transnational white feminist initiatives did arguably contribute to a 'feminisation' of empire. At the fringes, the unflagging commitment of individual women arguably placed race and imperial issues more firmly on the political agenda in Britain. Colonial visitors were supported by liberal and left-wing women who made a key contribution to the development of anticolonial politics in Britain and multiculturalism. In this sense they were in the vanguard of transition to the postcolonial era. But pro-imperialist women were also influenced by changing times and embraced progressive ideas on race and colonial policy. Whilst staunchly defending empire they also acknowledged the need for changing agendas, particularly younger women. Thus, whilst there were threads of continuity between pre- and post-war female activism, female emancipation and social and political change precipitated by the two world wars tightened and

expanded networks of female activism across the empire and facilitated new forms of political engagement and a higher profile for women in the imperial agenda.

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- See Barbara Bush (2014) Motherhood, Morality and Social Order: Gender and Development Discourse and Practice in Late Colonial Africa in (Ends) Joseph M. Hodge, Gerald Hodl and Martina Kopf *Developing Africa: Concepts and Practices in Twentieth-Century Colonialism* (Manchesteer Manchester University Press), pp.270-293.
- Diary dated January, 1904. Archive, W. A. S. Hewins: General Correspondence and Papers, University of Sheffield (SU Archives), Official Papers, Hewins MSS, Box 106, in Section 148, File 198-250, 23.7. William Albert Samuel Hewins (1865-1931), a member of the Coefficients, was an economist and director of the London School of Economics (1895-1903) and Conservative MP from 1912-1918, who became Under Secretary of State for Colonies from 1917 to 1919.
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- ¹⁵ Anon (1919) 'The Jubilee Dinner', *United Empire*, 10 (7), pp. 346-7
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- Audrey I. Richards (1971), The Colonial Office and the Organisation of Social Research, *Anthropological Forum*, 4 (2), pp. 168-189.
- Information from Audrey Richards Papers, Archives, British Library of Political and Economic Science (BLPS), London School of Economics.
- In 1960 Richards became president of the Royal African Institute. As Vice-Chancellor of London University 1948-1951, Dame Lillian Margery Penson (1896-1963), was a strong champion of the Institute of Commonwealth Studies, and remained Chair of the Committee of Management until 1961. Penson was a Professor of History, Bedford College, 1930-1962 and a member of the Commission on Higher Education in the Colonies, 1943-1945. Sally Chilver became Director of the Institute of Commonwealth Studies, Oxford, 1957-1961 and made and important contribution as a historian to studies of Cameroonian society. As Secretary of the CSSRC, she helped to establish the CSSRC supervised research institutes in East and West Africa. See Shirley Ardener (1996), The Catalyst: Chilver at the Crossroads, in Ian Fowler and David Zeitlyn (Eds), *African Crossroads: Intersections between History and Ethnography in Cameroon* (Oxford: Bergahn Books).
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