

E Q U A L P A Y

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M A N U A L

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This is the second of the Working Women's Charter Implementation Manuals. The first was on Sexual Harassment.

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Further copies of this manual can be obtained from the ACTU Library.

SUMMARY

Despite two Equal Pay Test Cases - one in 1969 which granted "equal pay for equal work" and another in 1972 which granted "equal pay for work of equal value" - equal pay between men and women still remains elusive. In the September quarter 1984, the average weekly total earnings of all employed men were \$386.20 and those of all employed women were \$256.20. Women's average weekly total earnings were, therefore, only 66% of men's.

Male and Female Earnings

	<u>Male</u>	<u>Female</u>	<u>Ratio F/M</u>
Average Weekly Total Earnings (a)			
. All employees	\$386.20	\$256.20	66.3%
. Full-time adults	\$419.20	\$326.70	77.9%
Average Weekly Ordinary Time Earnings			
. Full-time adults (a)	\$392.40	\$319.00	81.3%
. Full-time non-managerial adults (b)	\$343.70	\$292.30	85.0%
Overtime Earnings (b)			
. Full-time non-managerial adults	\$30.30	\$7.00	23.1%
Overaward Payments (c)			
. Full-time non-managerial adults	\$11.80	\$5.20	44.1%
Bonus, etc. Payments (c)			
. Full-time non-managerial adults	\$4.80	\$1.10	22.9%

(a) A.B.S. Average Weekly Earnings, States and Australia, September Quarter 1984. Cat. No. 6302.0 Table 1.

(b) A.B.S. Average Earnings and Hours of Employees, Australia, November 1983. Cat. No. 6304.0 Table 5.

(c) A.B.S. Distribution and Composition of Employee Earnings and Hours, Australia, May 1983. Cat. No. 6306.0 Table 5.

The main reasons women earn less than men are :

- . Youths, who earn less than adults, are a higher proportion of employed women than employed men.

- . Part-time work is more prevalent amongst women than men.

79% of part-time employees are women and 37% of employed women work part-time compared with only 6% of employed men.

- . Women work less overtime than men.

On average, women work only 0.6 hours overtime per week whereas men do 2.3 hours.

- . Women are concentrated in a small range of occupations and industries and earnings in these occupations and industries are relatively low.

83% of women are employed in only 4 occupations (34.8% as clerical workers, particularly as book-keepers, cashiers, stenographers and typists; 18.4% as professional, technical and related workers, particularly as teachers and nurses; 16.3% as service, sport and recreation workers, particularly as housekeepers, cooks, maids and related workers; and 13.1% as sales workers).

81% of women are employed in only 5 industries (28% in community services; 18.7% in retail trade; 12.1% in finance, property and business services; 12% in manufacturing, particularly food, beverages and tobacco, and knitting mills and clothing; and 9.7% in recreation, personal and other services, particularly restaurants, hotels and clubs).

- . Women usually are concentrated around the lower grades of any occupation.

(iii)

- . Comparable worth, whereby a worker's pay is based on factors such as the knowledge, skill, effort and responsibility his/her work requires relative to other work, regardless of whether the work is undertaken by a man or a woman, has not been fully applied in Australia.
- . Overaward, bonus, etc, payments made to women are generally less than those made to men.

The ACTU is strongly supportive of equal pay.

ACTU policy opposes discrimination in pay on the basis of sex and calls for the active pursuit of "equal pay for work of equal value". Recently, the ACTU, recognising there are numerous reasons why women earn less than men, has adopted a number of strategies to further obtain equal pay :

- The ACTU will test the application of comparable worth, initially using nurses. As a first step in this test case, prior to the planned review of the current Wage Fixing Principles in September 1985, the ACTU will pursue its belief that the 1972 Equal Pay Decision embraces the concept of comparable worth before the Conciliation and Arbitration Commission. The ACTU will then proceed with the nurses' case towards the end of the year;
- Data on discrimination in overaward payments is being collected and discussions are taking place to see if the Commonwealth Sex Discrimination Act can be used to remove such discrimination;
- The ACTU is mounting an education campaign on supplementary payments and intends to push for their inclusion in more Federal and State minimum rates awards;
- Affiliates are to be urged to seek a general reduction in overtime, particularly where it would maintain or create jobs;

- The ACTU is committed to ensuring the application of minimum award wages and conditions to all outworkers and is holding seminars on employment practices, such as outwork and subcontracting, which employers are using to avoid paying award wages and conditions;
- The ACTU is encouraging equal employment opportunity (EEO) and affirmative action programmes through union conferences, participating in the Federal Government's Working Party on Affirmative Action, assisting unions involved in developing such programmes, maintaining a register of women in non-traditional occupations and seeking to link EEO and affirmative action programmes with industry policy and labour market training;
- A major campaign is being conducted to obtain superannuation for all workers, through the development of union-run occupational superannuation schemes. These schemes will cover women workers and be designed to meet their particular needs.

The struggle for equal pay has a long history. Initially the main reason for the differences in men and women's pay was that women were deliberately paid less than men because it was considered they did not have the same family responsibilities as men. It took more than 60 years to overturn this reason.

The main reasons for the differences in men and women's pay now are more diverse and complex. There are no single or simple solutions to further obtaining equal pay. Whilst the ACTU's strategies together with recent Government initiatives and community concerns will assist the further obtaining of equal pay, in light of the number and nature of the reasons for the differences in men and women's pay, it should not be assumed the task will be easy. It will continue to require the collective strength and determination of the trade union movement.

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1. INTRODUCTION

Recently there has been considerable discussion in the community about the persistent differences in the average earnings of male and female employees and equal pay. In particular, a wage fixing concept currently in vogue overseas, "comparable worth" or "pay equity", is being spoken of as the means to remedy the differences between male and female employees' average earnings and to achieve equal pay in Australia.

This manual examines the issues relating to equal pay and shows that comparable worth or pay equity is not the answer, rather it is one strategy to be considered in working towards equal pay. Starting with an analysis of male and female employees' earnings, the manual goes on to set out ACTU policy on equal pay, look at the history of action on equal pay, explore the major reasons for the differences between male and female employees' earnings including the relevance of comparable worth or pay equity and, finally, outline the ACTU's proposals for the further pursuit of equal pay.

The manual does not examine non-wage benefits received by employees such as holiday expenses, low interest finance, telephone expenses, study leave and transport. Studies indicate such benefits are becoming increasingly important but that a smaller proportion of female employees than male employees receive these benefits and that they tend to be a more significant component of male employees' remuneration than female employees'. <sup>(1)</sup> If male and female employees are to be really equally remunerated, at some stage the differences in the non-wage benefits received by male and female employees will also need to be considered and rectified.

Further, the manual does not examine all the indirect causes of the differences between male and female employees' average earnings. Females are disadvantaged in employment by factors such as inadequate child care, insufficient help with domestic responsibilities, a lack of skills and training, and leave and work conditions which make it difficult for them to combine work and domestic responsibilities. The ACTU is aiming to make it easier for males and females to combine work and domestic responsibilities and to encourage a more equal sharing of those responsibilities. Our detailed strategies in this regard are set out in the ACTU's "Action Program for Women Workers". <sup>(2)</sup>

2. MALE AND FEMALE EMPLOYEES' EARNINGS

At September 1984, females comprised 38% of the total labour force (employed and unemployed) and 38% of the employed labour force. (3)

In the September quarter 1984, average weekly ordinary time earnings (i.e. average weekly earnings excluding overtime) for full-time adult female employees were 81% of those for full-time adult male employees. Average weekly ordinary time earnings for full-time adult female employees were \$319.00 and those for full-time adult male employees were \$392.40.

Average weekly total earnings (i.e. average weekly earnings including overtime) for full-time adult female employees were 78% of those for full-time adult male employees. Average weekly total earnings for full-time adult female employees were \$326.70 and those for full-time adult male employees were \$419.20.

And, average weekly total earnings for all female employees (i.e. full-time and part-time, adult and junior female employees) were 66% of those for all male employees. Average weekly total earnings for all female employees were \$256.20 and those for all male employees were \$386.20. (4)

### 3. ACTU POLICY ON EQUAL PAY

The ACTU strongly supports equal pay and this is reflected in long-standing policies, many of which were revised at the most recent ACTU Congress in 1983.

#### a) Wages and Salaries Policy

The Wages and Salaries Policy adopted at the 1983 ACTU Congress says,

##### "2. BASIC OBJECTIVES

*The ACTU since its inception has supported a system of wage fixation which achieves wage justice for all wage and salary earners ...*

*This Congress reaffirms that the pursuit of wage justice is based on the following principles : -*

- (e) The adoption in practice of the principle of equal pay for work of equal value regardless of race, colour, sex, marital status, sexual orientation, age, religion, political opinion, national extraction or social origin.*

##### 2.5 EQUAL PAY FOR EQUAL WORK VALUE

*Congress believes that there should be no discrimination in wage rates on the grounds of race, colour, sex, marital status, sexual orientation, age, religion, political opinion, national extraction or social origin. The principle of equal pay should encompass all aspects of remuneration including over-award payments, bonuses, superannuation and fringe benefits. Consistent with political and community standards juniors must be defined as workers under the age of eighteen years."*

#### b) Working Women's Policy

The Working Women's Policy adopted at the 1983 ACTU Congress says,

##### "1. PRIORITIES:

*Congress believes that there is a need to establish the following priorities of action:*

2. The achievement of equal remuneration for work of equal value.

Congress requests the ACTU Executive and affiliates to undertake programmes designed to implement these priorities, which are detailed below:

(2) Equal remuneration for work of equal value

The achievement of equal remuneration for work of equal value, in relation to part-time and casual work, structure of the workforce, skills and classifications, continuity of service, over-award payments, superannuation and levels of earnings:

1. Causes and differences should be identified:  
To this end the ACTU should prepare a Research document outlining the basis for the factual position;
2. Recognising that the value of jobs may have been set on the basis that they have been historically performed by women, seek to ensure that the comparable worth of jobs be established on a non-sexist basis;
3. Equal pay should extend to over-award payments and to this end, unions should survey all areas where over-awards are paid with the view to removing discrimination on this ground;
4. Recognising that women work in many industries where the pay is relatively low, seek to place a priority on the introduction of supplementary payments which raise the minimum level of payments to employees under awards;
5. All superannuation schemes should be available to women and that unions should actively promote both access and utilisation of superannuation schemes on a non-sexist basis. To this end, there should be greater emphasis on the need for a national superannuation system;
6. Promote full-time work rather than involuntary part-time work in order to obtain a full week's wage;

7. *Special regard to the needs of women in maintaining rights of employment, job opportunities, and promotion opportunities having regard to the forced interruption to continuity of employment for women;*
8. *Equal opportunity and access for women should be promoted in all areas of work to ensure that women are equally represented at all levels of the work-force structure."*

c) Working Women's Charter

The Working Women's Charter adopted in 1977 and revised at the 1983 ACTU Congress says,

"3. WORKFORCE PARTICIPATION  
Equal Pay for Work of Equal Value

- . *All components of remuneration should apply equally to men and women. Urgent attention should be given by unions to existing differences in total earnings and benefits received by male and female workers performing similar jobs. Equal remuneration should cover items such as equal right to enter and secure a superannuation scheme on an equal basis, over-award payments, production bonuses, etc.*
- . *There should be no discrimination in any aspect of superannuation entitlements including access to join such funds.*
- . *All efforts made by employers, including reclassification of female occupations, to circumvent the practice of equal pay, should be highlighted, exposed, vigorously opposed and eradicated by union pressure and through reporting cases to the Employment Discrimination Committees or to State Anti-discrimination authorities where they exist.*

- . *The principle of equal pay for work of equal value should be pursued using objective criteria to ensure that predominantly or exclusively female classifications or occupations are properly valued.*
  
- . *Systems of payment by result, which are used to exploit female employees, should be abolished."*

Copies of these ACTU policies are at Appendices A, B and C.

#### 4. HISTORY OF ACTION ON EQUAL PAY

In 1969 and 1972 unions took Equal Pay Test Cases before the Australian Conciliation and Arbitration Commission.

As a result of the 1969 Case, the Commission accepted the concept of "equal pay for equal work", but following the 1972 Case the Commission found the concept of "equal pay for equal work" was too narrow and decided to enlarge the concept to "equal pay for work of equal value".

##### a) 1969 Equal Pay Case

In the 1969 Equal Pay Decision the Australian Conciliation and Arbitration Commission suggested 9 principles for dealing with equal pay applications. The Commission said:

*"It will be necessary in due course for a separate examination to be made of each determination and award in respect of which applications for equal pay between the sexes are received, and we suggest that the following principles which will be applied in the matters before us should be applied in deciding those other applications:*

- (1) the male and female employees concerned who must be adults, should be working under the terms of the same determination or award;*
- (2) it should be established that certain work covered by the determination or award is performed by both males and females;*
- (3) the work performed by both the males and the females under such determination or award should be of the same or a like nature and of equal value, but mere similarity in the name of male and female classifications may not be enough to establish that males and females do work of a like nature;*
- (4) for the purpose of determining whether the female employees are performing work of the same or a like nature and of equal value as the male employees the Arbitrator or the Commissioner, as the case may be, should, in addition to any other relevant matters,*

- take into consideration whether the female employees are performing the same work or work of a like nature as male employees and doing the same range and volume of work as male employees and under the same conditions;
- (5) consideration should be restricted to work performed under the determination or award concerned;
  - (6) in cases where males and females are doing work of the same or a like nature and of equal value, there may be no appropriate classifications for that work. In such a case appropriate classifications should be established for the work which is performed by both males and females and rates of pay established for that work. The classifications should not be of a generic nature covering a wide variety of work;
  - (7) in considering whether males and females are performing work of the same or like nature and of equal value, consideration should not be restricted to the situation in one establishment but should extend to the general situation under the determination or award concerned, unless the award or determination applies to only one establishment;
  - (8) the expression of 'equal value' should not be construed as meaning 'of equal value to the employer' but as of equal value or at least of equal value from the point of view of wage or salary assessment;
  - (9) notwithstanding the above, equal pay should not be provided by application of the above principles where the work in question is essentially or usually performed by females but is work upon which male employees may also be employed." (5)

The Commission considered any equal pay awarded should be phased in over 3 years.

b) 1972 Equal Pay Case

In the 1972 Equal Pay Decision the Australian Conciliation and Arbitration Commission determined a new equal pay principle. In regard to this new principle the Commission said,



- "1. The principle of 'equal pay for work of equal value' will be applied to all awards of the Commission. By 'equal pay for work of equal value' we mean the fixation of award wage rates by a consideration of the work performed irrespective of the sex of the worker. The principle will apply to both adults and juniors. Because the male minimum wage takes account of family considerations it will not apply to females.
2. Adoption of the new principle requires that female rates be determined by work value comparisons without regard to the sex of the employees concerned. Differentiations between male rates in awards of the Commission have traditionally been founded on work value investigations of various occupational groups or classifications. The gap between the level of male and female rates in awards generally is greater than the gap, if any, in the comparative value of work performed by the two sexes because rates for female classifications in the same award have generally been fixed without a comparative evaluation of the work performed by males and females.
3. The new principle may be applied by agreement or arbitration. The eventual outcome should be a single rate for an occupational group or classification which rate is payable to the employee performing the work whether the employee be male or female. Existing geographical differences between rates will not be affected by this decision.
4. Implementation of the new principle by arbitration will call for the exercise of the broad judgment which has characterised work value inquiries. Different criteria will continue to apply from case to case and may vary from one class of work to another. However, work value inquiries which are concerned with comparisons of work and fixation of award rates irrespective of the sex of employees may encounter unfamiliar issues. In so far as those issues have been raised we will comment on them. Other issues which may arise will be resolved in the

context of the particular work value inquiry with which the arbitration is concerned.

5. We now deal with issues which have arisen from the material and argument placed before us and which call for comment or decision.

(a) The automatic application of any formula which seeks to by-pass a consideration of the work performed is, in our view, inappropriate to the implementation of the principle we have adopted. However, pre-existing award relativities may be a relevant factor in appropriate cases.

(b) Work value comparisons should, where possible, be made between female and male classifications within the award under consideration. But where such comparisons are unavailable or inconclusive, as may be the case where the work is performed exclusively by females, it may be necessary, to take into account comparisons of work value between female classifications within the award and/or comparisons of work value between female classifications in different awards. In some cases comparisons with male classifications in other awards may be necessary.

(c) The value of the work refers to worth in terms of award wage or salary fixation, not worth to the employer.

(d) Although a similarity in name may indicate a similarity of work, it may be found on closer examination that the same name has been given to different work. In particular, this situation may arise with generic classifications. A similar situation may arise with respect to junior employees. Whether in such circumstances it is appropriate to establish new classifications or categories will be a matter for the arbitrator.

- (e) In consonance with normal work value practice it will be for the arbitrator to determine whether differences in the work performed are sufficiently significant to warrant a differentiation in rate and if so what differentiation is appropriate. It will also be for the arbitrator to determine whether restrictions on the performance of work by females under a particular award warrant any differentiation in rate based on the relative value of the work. We should however indicate that claims for differentiation based on labour turnover or absenteeism should be rejected.
- (f) The new principle will have no application to the minimum wage for adult males which is determined on factors unrelated to the nature of the work performed.
6. Both the social and economic consequences of our decision will be considerable and implementation will take some time. It is our intention that rates in all awards of this Commission and all determinations under the Public Service Arbitration Act should have been fixed in accordance with this decision by 30 June 1975. Under normal circumstances, implementation should take place by three equal instalments so that one-third of any increase is payable no later than 31 December 1973, half of the remainder by 30 September 1974 and the balance by 30 June 1975. This programme is intended as a norm and we recognise that special circumstances may exist which require special treatment.
7. Nothing we have said is intended to rescind the 1969 principles applicable to equal pay for equal work which will continue to apply in appropriate cases. We have taken this step because an injustice might be created in cases based on equal pay for equal work where females could become entitled immediately to male rates under those principles." (6)

c) Wage Fixation and Equal Pay 1907-1967

These Equal Pay Test Cases need to be considered in the context of wage fixation up to that time and international developments and developments in Australia with respect to equal pay around that time. They were really the culmination of a series of events on equal pay involving intense lobbying by the women's movement, numerous claims by individual trade unions on behalf of their members, national wage cases, the International Labour Organisation, the United Nations and legislation. Some of the most important of those events are summarised below.

The first national wage fixation took place in 1907 when Mr. Justice Higgins, the President of the Commonwealth Court of Conciliation and Arbitration, was called upon to determine a "fair and reasonable" level of remuneration for an unskilled labourer.

In determining a fair and reasonable level of remuneration, Higgins J. adopted, as a primary test, a standard based on the "normal needs of the average employee, regarded as a human being living in a civilised community".<sup>(7)</sup> He decided that a minimum of 7s. per day would be a fair and reasonable rate for an unskilled worker. This minimum came to be called the "basic wage" in 1911.

The first case in which female rates were discussed by the Commonwealth Court of Conciliation and Arbitration was in 1912 in the Fruit Pickers' case. Here Mr. Justice Higgins said,

*"in fixing the minimum wage for a man, I have been forced to fix it by considerations other than those of mere earning power. I have based it, ... on 'the normal needs of the average employee regarded as a human being living in a civilised community' ... one of his normal needs being the need for domestic life. If he has a wife and children, he is under an obligation - even a legal obligation - to maintain them. How is such a minimum applicable to the case*

of a woman picker? She is not, unless perhaps in very exceptional circumstances, under any obligation. The minimum cannot be based on exceptional cases .....

Nothing is clearer than that the 'minimum rate' ... means the minimum rate for a class of workers, those who do work of a certain character. If blacksmiths are the class of workers, the minimum rate must be such as recognises that blacksmiths are usually men. If fruit-pickers are the class of workers, the minimum rate must be such as recognises that, up to the present at least, most of the pickers are men (although women have been usually paid less), and that men and women are fairly in competition as to that class of work. If milliners are the class of workers, the minimum rate must, I think, be such as recognises that all or nearly all milliners are women, and that men are not usually in competition with them. There has been observed for a long time a tendency to substitute women for men in industries, even in occupations which are more suited for men; and in such occupations it is often the result of women being paid lower wages than men. Fortunately for society, however, the greater number of breadwinners still are men ... I come to the conclusion that in the case of the pickers, men and women, being on a substantial level, should be paid on the same level of wages ... But in the case of the women in the packing sheds, the position is different. I have had the advantage of seeing the women performing the lighter operations of packing at a factory; and I have no doubt that the work is essentially adapted for women with their superior deftness and suppleness of fingers. The best test is, I suppose, that if the employers had to pay the same wages to women as to men, they would always, or nearly always, employ the women; and in such work as this, even if the wages for men and for women were the same, women would be employed in preference. The position is similar as to apricot cutting (or 'pitting'). I must therefore endeavour to find a fair minimum wage for these women assuming that they have to find their own food, shelter and clothing." (8)

Broadly considered, however, the basic wage for female employees was set in 1919. In this case, dealing with the clothing industry, Mr. Justice Higgins stated,

*"The question of the basic wage for women is much more difficult ... My problem now is to find, in cases where a minimum wage has under the plaint to be prescribed for an adult female, what is the sum per week necessary to satisfy the normal needs of an average female employee, who has to support herself from her own exertions; and on the basis of the reasonably necessary requirements of a woman living in a civilised community." (9)*

He fixed the female basic wage at approximately 54% of the male basic wage.

Also in this case, in regard to a part of the claim seeking full equal pay for some female classifications, Higgins J. said,

*"It is urged here for the employers that I should not now, by prescribing equal wages, drive the women out of employment; but it is equally serious to drive men out of employment by prescribing unequal wages. Even the respondents admit that if there are not enough jobs to go round, it is better that men should get the jobs rather than women, as a matter of social expediency. If there are 1,000 jobs vacant, and 1,000 men and 1,000 women want the jobs, it is better for society - if the candidates are equally qualified - that most of the jobs should go to the men. The tendency of lower wages for women, in jobs for which men and women are in competition, is to make the woman the wage-earner and to leave the man to look after the house. There is much more danger incident to the forcing of men out of an industry to which they are suited than to the forcing out of women, even if they are equally suited ...."*

*The argument that women should be awarded a lower minimum wage than men can only apply to that part of the wage which represents the cost of living - the "basic" wage. It can hardly be applied in fairness to that part of the wage which represents skill - the "secondary" wage. Under our system, if the basic wage is 65s., and the secondary wage 10s., so that the ordinary tailor gets 75s., the woman who has the tailor's skill should surely get that 10s., without deduction. The employer, by keeping her in his employment, admits that the woman gives him the tailoring skill on the garments or parts of garments with which she is entrusted as he requires. The only question then is, should a woman have a lower wage prescribed so far as regards the cost of living." (10)*

He subsequently awarded full equal pay to females in a few classifications where he considered males could be driven out of the classifications by females being paid lower wages than males and where the union had not already conceded lower wages for female than male employees to the employers.

This situation remained up to World War II when many females undertook traditionally male work to replace males who had joined the defence forces. The situation was altered, first by decisions of the Women's Employment Board, set up in 1942 to determine the wages to be paid to these females, which awarded rates for female employees varying from 75% to 100% of the male rates and, later by the National Security (Female Minimum Rates) Regulations which set a 75% rate. (11)

The Women's Employment Board was empowered to decide rates of pay which it considered just and reasonable but, as far as practicable, was to assess those rates by reference to such factors as it thought fit and, in particular, to the efficiency of female employees in the performance of the work and any other special factors which might be likely to offset the productivity of their work in relation to that of male employees.

The female basic wage was set at 75% of the male basic wage in the 1949-1950 Basic Wage Inquiry.

Then, in 1951, the International Labour Conference adopted a Convention and Recommendation concerning "Equal Remuneration for Men and Women Workers for Work of Equal Value". This Convention and Recommendation is at Appendix D.

The United Nations also became more supportive of equal pay around this time.

Further, during the late 1950s and throughout the 1960s New South Wales, Tasmania, South Australia and Western Australia also introduced virtually identical legislation on equal pay.

In early 1967, in a case concerning wages and working conditions in the clothing trades and dry-cleaning and dyeing industry, a Full Bench of the Commonwealth Conciliation and Arbitration Commission comprising Mr. Chief Justice Kirby, Mr. Justice Moore (now Sir John Moore, President of the Australian Conciliation and Arbitration Commission) and Commissioner Findlay stated,

*"There is no dispute between the parties that persons performing the same work should be paid the same margins for skill irrespective of sex. We endorse this agreement as to principle. It seems to us to be industrially unjust that women performing the same work as men should be paid a lower margin. This principle can be stated simply but its application presents at least two difficulties in any industry which has an existing involved wage structure and a long history of different margins for men and women for what appears to be the same work.*

*The first difficulty is to be sure that the work done is the same. If it is not, then the general principle stated above does not apply because the value of the work done by the woman may be different from the value of the work done by the man. If the job title found in the award is the same for both sexes then prima facie the margin may be the same. But this can be no more than a prima facie position, as our examination of this industry and this award has disclosed. For instance, both men and women*



are described as machinists in a number of different sections of the industry. In fact there are very few men employed as machinists, the great bulk of whom are women. The work done by most of the few men we saw working as machinists comprised many more different operations than the work done by most of the women whom we saw working as machinists. The work done by women as machinists also varied in different sections of the industry. It does not follow, therefore, that the mere similarity of description is sufficient to require the automatic application of the principle of equal margins.

As to the second difficulty, where in the past higher margins have been awarded to men than to women for work which may appear similar there is the problem whether the margin for them should be automatically preferred to the margin for women as a proper assessment of the value of the work being done. If both the male margin and the female margin have as in this case been the subject both of agreement and of arbitration over many years there can be in our view no presumption that the male margin is any better assessment of the work value than is the female margin. If in fact the work is the same but the female margin is less, then it must be a matter of judgment to decide whether or not to apply the existing female margin, the existing male margin, or some other margin." (12)

As part of the case the employers asked that reconsideration be given to some of the existing equal pay provisions in the award and to substitute for them a new margin to be added to the female basic wage. In this regard the Full Bench said,

"In these proceedings the Union has not asked us to adopt, nor have we adopted, any concept of protecting male employees. Our approach, as explained earlier, is to prescribe proper margins for work done. Even in this exercise, however, we were not able completely to discard history and it is our view that however logical the employers' position on equal pay may appear if

*considered in a vacuum, we should not disturb a provision which has existed in this award for over 47 years and which, for reasons other than those given in 1919, may not be out of line with modern thinking."*<sup>(13)</sup>

Finally, in the 1967 National Wage Case, the Commonwealth Conciliation and Arbitration Commission introduced the total wage to replace the basic wage and margins for skill, awarded adult male and female employees the same wage increase and openly invited unions, employers and the Federal Government to pursue equal pay before the Commission. The Commission said,

*"The community is faced with economic industrial and social challenges arising from the history of female wage fixation. Our adoption of the concept of a total wage has allowed us to take an important step forward in regard to female wages. We have on this occasion deliberately awarded the same increase to adult females and adult males. The recent Clothing Trades decision affirmed the concept of equal margins for adult males and females doing equal work. The extension of that concept to the total wage would involve economic and industrial sequels and calls for thorough investigation and debate in which a policy of gradual implementation could be considered. To a lesser extent the same may be said about the abolition of locality differentials. We invite the unions, the employers and the Commonwealth to give careful study to these questions with the knowledge that the Commission is available to assist by conciliation or arbitration in the resolution of these problems."*<sup>(14)</sup>

d) Wage Fixation and Equal Pay Post 1972

Action on equal pay since 1972 has mostly been associated with claims by individual trade unions for application of the 1972 Equal Pay Decision to their awards. The other significant or potentially significant developments with respect to equal pay in Australia since 1972 have been the extension of the minimum wage to female employees in 1974 and the passing of the Federal Government's Sex Discrimination Act in 1984.

In the 1974 National Wage Case the unions sought the application of the minimum wage to adult male and female employees alike and the Australian Conciliation and Arbitration Commission subsequently decided to extend the male minimum wage to female employees, although the extension was phased in over some 12 months.

The Sex Discrimination Act 1984, amongst other things, makes unlawful discrimination on the grounds of sex, marital status or pregnancy in terms or conditions of employment. Although any discrimination resulting from compliance with an order or award of a court or tribunal having power to fix minimum wages and other terms and conditions of employment is exempted from the Act, the Act and its provision regarding terms and conditions of employment have reinforced the equal pay principles and given additional impetus to the pursuit of equal pay, and may provide another avenue for dealing with complaints about discrimination in terms and conditions of employment on the basis of sex.

(e) The Success of the 1969 and 1972 Equal Pay Cases

Statistics suggest that the 1969 and 1972 Equal Pay Decisions have contributed significantly to narrowing the differences between male and female employees' earnings.

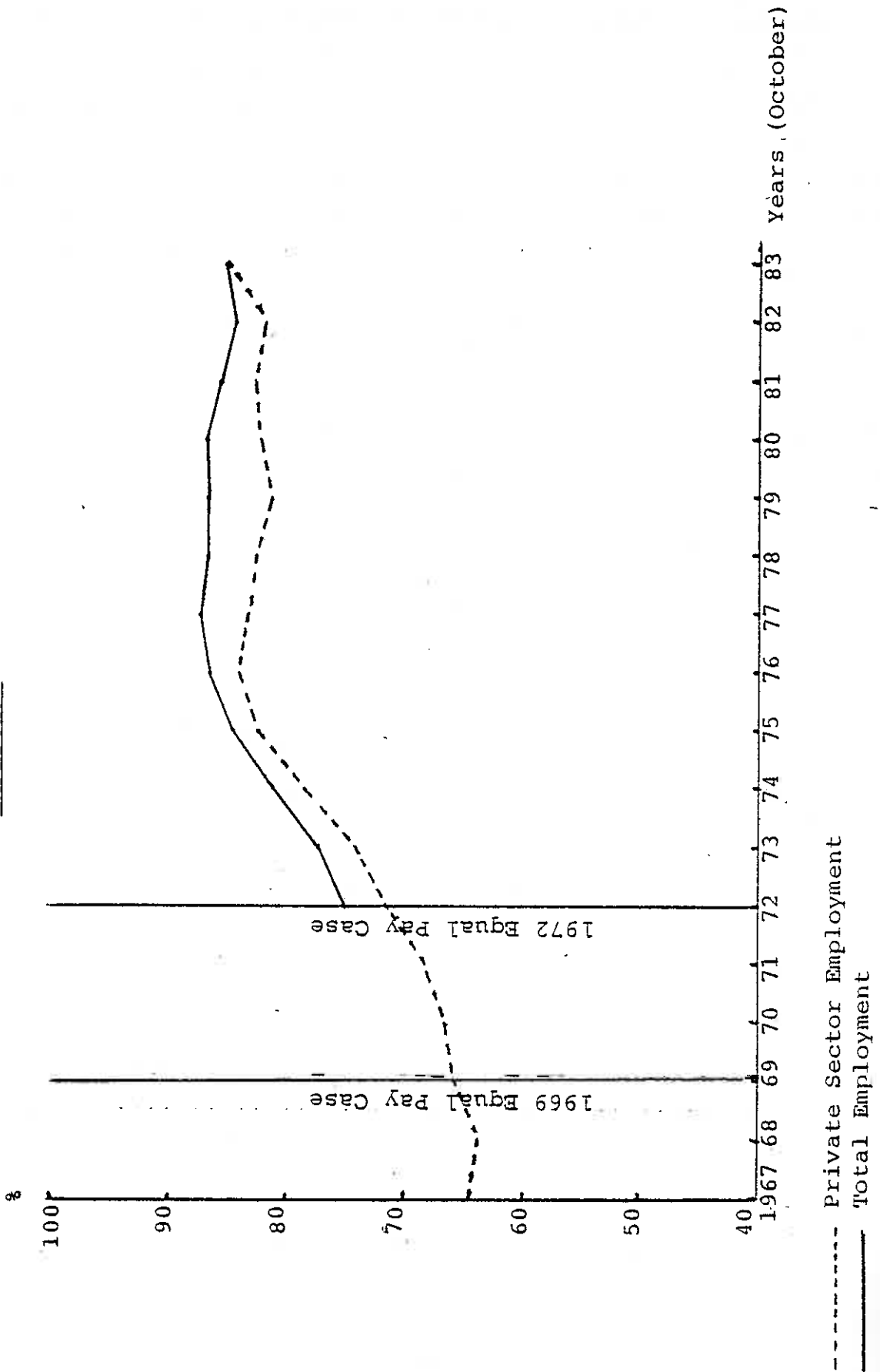
A graph on page 21 sets out average weekly ordinary time earnings for full-time adult non-managerial female employees as a proportion of those for full-time adult non-managerial male employees over the period 1967-1983.

The graph indicates that in 1969 average weekly ordinary time earnings for full-time adult non-managerial private sector female employees were only some 66% of those for full-time adult non-managerial private sector male employees, by 1972 this ratio had risen to around 72% and by 1975 the ratio was about 83%. Similarly, in 1972 average weekly ordinary time earnings for full-time adult non-managerial female employees were only 75% of those for full-time adult non-managerial male employees but by 1975 this ratio had risen to around 85%.

Whilst several factors may have influenced the narrowing of the gap between female and male employees' earnings, the timing and magnitude of the change indicate the substantial impact of the Australian Conciliation and Arbitration Commission's equal pay decisions.

A table showing average weekly ordinary time earnings by full-time adult non-managerial private sector employees, 1967-1983 is at Appendix E and a table showing average weekly ordinary time earnings by full-time adult non-managerial employees, 1972-1983 is at Appendix F.

RATIO OF AVERAGE WEEKLY ORDINARY TIME  
EARNINGS FOR FULL-TIME ADULT NON-  
MANAGERIAL FEMALE EMPLOYEES TO THOSE  
FOR FULL-TIME ADULT NON-MANAGERIAL MALE  
EMPLOYEES



Source: ABS Average Earnings and Hours of Employees, Australia. Cat. No. 6304.0 Various Issues

5. REASONS FOR THE DIFFERENCES BETWEEN MALE AND FEMALE EMPLOYEES' EARNINGS

There are a number of reasons why female employees earn less than male employees. Some of the most significant reasons, however, are associated with the age distribution of female employees; the hours they work; the industries and occupations in which they are employed; the hierarchical nature of many occupations; the failure to fully apply comparable worth or pay equity; and differences in the overaward, bonus, etc. payments made to them.

These factors, in turn, can be the product of a variety of influences such as inadequate child care, family responsibilities, discrimination by employers, and lower educational qualifications or less training. (15)

For example, a female with children is likely to have to work part-time or be unable to work overtime if she cannot get adequate child care during full-time or overtime work hours. Similarly, a female is unlikely to be promoted to the higher levels of an occupational hierarchy if she does not have the educational qualifications or training necessary for those higher levels.

a) Age

Juniors are a higher proportion of female employees than they are of male employees. Since juniors are generally awarded less pay than adults, the higher proportion of juniors amongst female employees than amongst male employees depresses the average earnings of female employees relative to those of male employees.

At September 1984, females aged 15 - 19 years comprised around 12% of female employees whereas males aged 15 - 19 years comprised only around 8% of male employees.

Further, females aged 15 - 19 years working full-time comprised around 12% of full-time female employees whereas males aged 15 - 19 years working full-time comprised only around 6% of full-time male employees. (16)

b) Hours

Part-time work is more prevalent amongst female employees than it is amongst male employees. Moreover, female employees work less overtime than male employees. Both these factors, the higher incidence of part-time work and lower incidence of overtime amongst female employees than amongst male employees, also depress the average earnings of female employees relative to those of male employees.

At September 1984, female employees comprised some 79% of part-time employees. Further, some 37% of female employees worked part-time whereas only some 6% of male employees worked part-time. (17)

At November 1983, full-time adult non-managerial female employees, on average, were paid \$7.00 for 0.6 hours overtime per week whereas full-time adult non-managerial male employees, on average, were paid \$30.30 for 2.3 hours overtime per week. (18)

A table showing hours worked by employed persons is at Appendix G.

c) Industries and Occupations

The majority of female employees are employed in relatively few industries and occupations compared to male employees. Male employees tend to be more evenly distributed throughout industries and occupations. This is commonly referred to as the gender segmentation of the labour market. Average earnings in the industries and occupations in which most female employees are employed tend to be low relative to average earnings across all industries and occupations. This has the effect of depressing the average earnings of female employees relative to those of male employees.

At February 1984, about 81% of female employees were employed in only 5 industries - community services (28.0%); retail trade (18.7%); finance, property and business services (12.1%); manufacturing, particularly food, beverages and tobacco, and knitting mills and clothing (12.0%); and recreation, personal and other services, particularly restaurants, hotels and clubs (9.7%). (19)

A table showing employed persons by industry is at Appendix H.

At November 1983, the average weekly total earnings of employees in each of these industries, except community services and manufacturing, were below the average for all industries. Further, the average weekly total earnings of full-time adult employees in each of these industries, except community services, were below the average for all industries. (20)

A table showing average weekly total earnings by industry is at Appendix I.

At February 1984, about 83% of female employees were employed in only 4 occupations - clerical, particularly bookkeepers, cashiers, stenographers and typists (34.8%); professional, technical and related workers, particularly teachers and nurses (18.4%); service, sport and recreation, particularly housekeepers, cooks, maids and related workers (16.3%); and sales (13.1%). (21)

A table showing employed persons by occupation is at Appendix J.

At May 1983, the average weekly total earnings of full-time adult employees in each of these occupations, except professional, technical and related workers, were below the average for all occupations. (22)

A table showing average weekly total earnings by occupation is at Appendix K.



d) Occupational Hierarchies

Within most occupations there is a hierarchy or system of grades and those at the bottom of the hierarchy are paid less than those at the top. For example, in the clerical/administrative occupation of the Australian Public Service there are 11 classes. At February 1985, an adult Clerical/Administrative Class 1 was paid \$13,517 - \$15,906 per annum, a Clerical/Administrative Class 6 \$23,973 - \$25,494 per annum, a Clerical/Administrative Class 11 \$36,612 - \$38,143 per annum. (23) Further, under the General Shops Award No. 1 of 1984 of the Industrial Relations Commission of Victoria, at February 1985, the occupational hierarchy was shop assistant paid \$251.70 per week, floor supervisor \$264.30 per week, department manager \$272.40 - \$279.90 per week and manager \$275.80 - \$282.90 per week. (24)

Female employees usually are concentrated around the lower levels of any occupational hierarchy, except in some traditionally female occupations, whereas male employees are usually better distributed throughout the occupational hierarchy. As rates of pay are less at the lower levels of occupational hierarchies than at the higher levels, the concentration of female employees around the lower levels depresses their average earnings relative to those of male employees.

For example, at December 1983, in the Australian Public Service, some 69% of permanent female employees in the clerical/administrative occupation were in Classes 1 - 4 whereas only around 41% of permanent male employees in the occupation were in these classes. Further, only about 3% of permanent female employees were in Classes 9 - 11 whereas some 14% of permanent male employees were in these classes. (25)

A table showing permanent employment in the clerical/administrative occupation in the Australian Public Service is at Appendix L.

Similarly, a 1982 study of females in large retail companies in Victoria found only about 3% of the full-time female employees in the companies held middle level or senior management positions, whereas some 15% of the full-time male employees held these positions. (26)

e) Comparable Worth or Pay Equity

Comparable worth or pay equity means an employee's earnings should be based on the knowledge, skill, effort, responsibility and so on his/her work requires relative to other work, regardless of whether the work is undertaken by males or females.

Overseas studies have found sex bias in many of the methods used to set employees' earnings and, consequently, that many traditionally female occupations are being paid less than other occupations, particularly traditionally male occupations, requiring comparable or less knowledge, skill, effort, responsibility and so on. When comparable worth or pay equity, regarded as a bias-free technique, has been used to set employees' earnings many traditionally female occupations have received comparable worth or pay equity pay increases.

Comparable worth or pay equity has not been fully applied in Australia which may mean there is still sex bias in the earnings of some traditionally female occupations, resulting in those traditionally female occupations being under-valued. This would also serve to depress the average earnings of female employees relative to those of male employees in Australia.

Overseas Experience

With respect to the overseas experience on comparable worth or pay equity, the most famous case to date has been in the USA involving union members of the American Federation of State, County and Municipal Employees (AFSCME) who were also employees of the State of Washington. This case began in 1973 when AFSCME

asked the State of Washington to correct a situation whereby many State employees, particularly females, were being paid less than other employees even though their work seemed to be equal in value.

In response the State of Washington commissioned a comparable worth study. The aim of the study was to identify earnings differences between classifications predominantly filled by females and those predominantly filled by males, not justifiable on the basis of work value.

In the study some 120 of the 3,000 classifications of State employees were examined. The classifications were selected from amongst those traditionally occupied by females and those traditionally occupied by males. A sample of the employees in these classifications were questioned about their work and each of the classifications was subsequently work valued.

A factor point evaluation method, measuring classifications according to appropriate work components was used. All classifications were assessed by the same method and with the same discipline, so that sound and useful comparisons could be made about the earning practices of all the classifications selected for the study.

The study revealed that, overall, work traditionally undertaken by females was paid about 20% less than work traditionally undertaken by males with the same work value score.

The study was updated in 1976, 1979 and 1980 and it was confirmed sex-based wage discrimination existed in virtually every classification traditionally occupied by females.

Despite the discrimination documented by the studies, the State of Washington did nothing to correct the situation. So, in 1981, AFSCME filed a formal complaint with the American Equal Employment Opportunity Commission (EEOC) charging the State of Washington

with sex-based wage discrimination in violation of the Civil Rights Act 1964. The EEOC, however, failed to act on the complaint.

Accordingly, in 1982, AFSCME filed a multi-million dollar lawsuit in the Federal District Court seeking full implementation of the comparable worth pay increases plus back pay. AFSCME charged the State of Washington with violations of the Federal Civil Rights Act.

In 1983 Judge Tanner of the Federal District Court found the State of Washington guilty of violations under the Federal Civil Rights Act and ordered an immediate end to the State of Washington's sex-based wage discrimination and the payment of the comparable worth pay increases and back pay. Judge Tanner rejected the State of Washington submission that the high cost of implementing the comparable worth pay increases and back pay necessitated such payments being phased-in. (27)

The State of Washington has since filed an appeal against Judge Tanner's decision.

Comparable worth or pay equity also has been or is being pursued in numerous other areas in the USA.

For example, in the late 1970s, a comparable worth study of city workers in San Jose, California revealed female dominated occupations were being paid on average 18% less than male dominated occupations of comparable worth. A Clerk-typist Grade 1, a traditionally female occupation, received the same number of work value points as a Custodian, a traditionally male occupation. The salary for a Custodian, however, was \$90 per month more than the salary for a Clerk-typist Grade 1. The female dominated occupation of Principle Clerk received 201 work value points but was paid \$290 per month less than the male dominated occupation of Painter which was valued at only 178 points.

In spite of this study, the City of San Jose and the union reached impasse in negotiations over comparable worth pay increases. So, in 1981 the workers went on strike. The strike was settled when the City of San Jose agreed to comparable worth pay increases of 5 to 15% over a 2 year period. In 1983 the City of San Jose agreed to further comparable worth pay increases. (28)

Similarly, in 1981, the State of Minnesota found its employees in female dominated occupations were being paid less than State employees in comparable male dominated occupations. A Clerk-stenographer Grade 2, over 99% of whom are females, had about the same number of work value points as a Labourer Grade 2, all of whom are males. Clerk-stenographers Grade 2, however, received \$1171 per month and Labourers Grade 2 \$1521 per month. A Senior Groundskeeper earned more than a Licensed Practical Nurse, although the nurse received a higher number of work value points. The State of Minnesota subsequently agreed to comparable worth pay increases. (29)

Action on comparable worth or pay equity has now also led several states in the USA to pass legislation mandating the conduct of comparable worth or pay equity studies and/or the inclusion of comparable worth or pay equity in wage fixing processes. (30)

#### Relevance of the Overseas Experience to Australia

Some caution must be used in applying the USA experience to Australia. In the USA, comparable worth or pay equity has been achieved mainly by unions claiming violation of the Civil Rights Act and pursuing the matter through the courts and/or collective bargaining. Australia, however, has always had different processes of wage fixation to the U.S.A.

Similar caution should be exercised regarding the comparable worth or pay equity legislation in the USA. Again, Australia already has legislation dealing with wage fixation.

Whilst the different wage fixing processes and legislation in the USA and Australia mean it is not possible to directly translate the USA experience to Australia, the ACTU considers the essential features of comparable worth or pay equity are relevant to Australia and can be applied here. Although, the means of applying comparable worth or pay equity in Australia will differ from the means used in the USA.

f) Overaward, Bonus, Etc. Payments

Overaward, bonus etc, payments made to female employees are generally less than those made to male employees. This also depresses the average earnings of female employees relative to those of male employees.

At May 1983, the average weekly ordinary time payment by measured result (i.e. incentive and piecework payments, task bonuses, commissions, etc.) made to female employees was \$0.80 and the average weekly ordinary time overaward and other pay (i.e. payments over the award such as attendance money, good time keeping pay, profit-sharing, etc.) made to female employees was \$3.50 whereas these payments to male employees were \$4.00 and \$9.70 respectively. (31)

The average weekly ordinary time payment by measured result made to full-time adult non-managerial female employees was \$1.10 and the average weekly ordinary time overaward and other pay made to full-time adult non-managerial female employees was \$5.20 whereas these payments to full-time adult non-managerial male employees were \$4.80 and \$11.80 respectively. (32)

A table showing the composition of average weekly ordinary time earnings by all employees is at Appendix M, a table showing the composition of average weekly ordinary time earnings by full-time adult non-managerial employees by industry is at Appendix N, a table showing average weekly ordinary time earnings by full-time adult non-managerial employees by major and minor occupation is at Appendix O, and a table showing average weekly ordinary time earnings by full-time adult non-managerial employees by selected occupation is at Appendix P.

6. ACTU PROPOSALS FOR THE FURTHER PURSUIT OF EQUAL PAY

As mentioned earlier, in September 1984 the ACTU released an "Action Program for Women Workers". This programme is based on the ACTU Women's Policy and Working Women's Charter and sets out strategies for the next two years to improve the position of females in the labour market.

The programme sets out proposals for further obtaining equal pay and also covers many related issues such as females' right to work, child care, equal employment opportunity and affirmative action, and increasing the involvement of females in the trade union movement.

The main strategies being adopted by the ACTU in relation to equal remuneration for work of equal value cover comparable worth, overaward payments, supplementary payments, overtime, minimum award wages, equal employment opportunity and affirmative action programmes, industry policy, non-traditional occupations and superannuation.

a) Comparable Worth

The ACTU is distributing the Equal Pay Manual to unions and the public so that they have a factual and comprehensive basis on which to understand the problems relating to equal pay and to take action to address these problems.

The ACTU will also test the application of comparable worth or pay equity, initially using nurses. The ACTU believes the 1972 Equal Pay Decision embraces the concept of comparable worth or pay equity. The ACTU will seek to test this opinion, in principle, before the Australian Conciliation and Arbitration Commission prior to the planned review of the current Wage Fixing Principles in September 1985. This timing will enable any necessary changes to be made to the Wage Fixing Principles before proceeding with the nurses' test case.

b) Overaward Payments

Overaward payments are regular payments to an employee in excess of the award rate, other than extra payments which are set out in an award such as overtime payments, disability allowances, shift allowances, penalty rates, fares and travelling allowances, etc.

The ACTU is collecting data on discrimination in overaward payments (i.e. areas where male and female employees are doing the same or similar work and getting different over-award payments).

Discussions are also being held with the Federal Government's Human Rights Commission to see whether the question of discrimination against female employees in overaward payments can be tested as a breach of the Federal Government's new Sex Discrimination Act. If the issue is not able to be tackled in this way, the ACTU will press trade unions to adopt an industrial code of no discrimination in overaward payments.

c) Supplementary Payments

There are two kinds of awards in the Australian industrial relations system - minimum rates awards and paid rates awards. Supplementary payments apply only to minimum rates awards. They are a means of raising the level of a minimum award rate by absorbing existing overaward payments to a certain level so as to bring the new minimum award rate nearer to the actual rate being paid to employees covered by the award.

If, for example, the minimum award rate for a fitter is \$250 per week and a supplementary payment of \$25 is granted, the new minimum award rate will be \$275 per week. A fitter who was previously getting \$275 (\$250 plus \$25 in overaward payments) would continue to get \$275. However, a fitter who was previously getting \$260 (\$250 plus \$10 in overaward payments) would get an extra \$15 and a fitter who was not getting any overaward payment previously would be \$25 better off once the supplementary payment was granted. Supplementary payments are, therefore, a substitution for overaward payments given at the time, not an addition to them.



Supplementary payments particularly affect female employees because they are more likely to be getting small overaward payments or no overaward payments. In the clothing trades industry, for example, machinists (female) are mainly paid by results with no overaward payment, while cutters (male) work for the hourly rate plus overaward payments. The granting of a supplementary payment in the Clothing Trades Award would, therefore, help to close the gap between the highest paid and the lowest paid under the award and the difference between male and female employees' average earnings in this area.

Supplementary payments have been introduced into a small number of Federal Awards and the ACTU intends to push for their inclusion in other Federal and State minimum rates awards. However, supplementary payments cannot be achieved overnight. Considerable time and effort is needed for a trade union to mount a case for them. For example, firstly a survey of trade union members' earnings and overaward payments by state and occupation is needed. It took nearly three years to get the facts and to get the commitment of trade union members, before a case for supplementary payments was won in 1978, under the previous Wage Fixing Principles.

Presently the ACTU is mounting an education campaign on supplementary payments and encouraging trade unions to commence the necessary research. The ACTU is also seeking Federal Government support for increases to and the extension of supplementary payments. Further, as the current Wage Fixing Principles exclude the pursuit of supplementary payments, the ACTU is preparing to have the Wage Fixing Principles altered in this respect at their next review in September 1985. Once the Wage Fixing Principles are so changed, action will be taken on an award by award basis to obtain supplementary payments.

For further information see the ACTU's "Information Paper on Supplementary Payments." (33)

d) Overtime

Female employees work less overtime than male employees and this is a major factor in the differences between male and female employees' average earnings. One of the reasons female employees work less overtime is because of domestic responsibilities.

ACTU policy is for a general reduction in overtime for all employees, particularly where that would maintain and create employment.

The ACTU is working towards implementing this policy by raising it at the Federal tripartite consultative level and by urging affiliates to adopt that policy for their members.

e) Minimum Award Wages

The ACTU is committed to ensuring the application of minimum award wages and conditions to all employees.

Many female employees work for less than award wages and conditions (e.g. female employees who do domestic work or child minding). One substantial area in which female employees work for less than award wages and conditions is "outwork", where female employees work in their own homes doing machining, packaging, etc. for a manufacturer.

The ACTU is particularly concerned about the increase in employment practices such as outwork and sub-contracting, where employers are deliberately encouraging such work in order to avoid award wages and conditions and to undermine the power and influence of trade unions.

The ACTU is holding seminars on employment practices in each state with relevant trade unions and developing policies and proposals for campaigning against such practices.

f) Equal Employment Opportunity and Affirmative Action Programmes

The general aim of equal employment opportunity (EEO) and affirmative action programmes is to address 2 of the problems related to equal pay, namely the poor distribution of female employees "horizontally" across occupations and industries and the poor distribution of female employees "vertically" from the top to the bottom of an occupation.

Such programmes attempt to remove discriminatory practices and to introduce positive measures to assist females to overcome past and current discrimination and to improve their career prospects.

The ACTU supports these programmes and is taking action to assist them. In this regard, the ACTU:

- has held a national conference on affirmative action which produced detailed policy and strategies for the union movement on affirmative action;
- is advising trade unions about the Federal and State anti-discrimination and equal opportunity legislation and how their members can use such legislation to lodge complaints about discrimination;
- is representing the trade union movement on the Federal Government's Working Party on Affirmative Action, which is monitoring an affirmative action pilot programme and will draft legislation for affirmative action throughout the private sector and higher education;
- is assisting trade unions involved in the pilot programme to understand it and be fully involved in it;
- is helping trade unions to negotiate EEO or affirmative action agreements and programmes in companies outside the pilot programme (e.g. Qantas).

For further information see the ACTU's "Proceedings and Recommendations of the Special Unions' Conference on Affirmative Action, October 19, 1984." (34)

g) Industry Policy

The ACTU sees a need to link affirmative action programmes with industry policy and labour market training programmes and strategies, so as to maintain female employment, create employment for females and improve the distribution of females in the labour market. To this end the ACTU is:

- involved through the National Labour Consultative Council (NLCC) in setting up and supervising with the Federal

Government and employers, a research project on industry policy and female employment prospects. This project will provide essential basic data on employment prospects for females in all industries and will provide a basis for further research and action in this area;

- co-ordinating an approach through the NLCC to the major economic and industry planning bodies to see that they address the question of female employment prospects in all their research, planning and programmes;
- pressing trade unions who are involved in affirmative action programmes to look at the wider questions of female employment and training prospects in that industry and to see that female employees get a fair share of government assistance to the industry (e.g. a fair percentage of apprenticeship places and places in other training and retraining schemes).

h) Non-traditional Occupations

The problem of the concentration of female employees in a small number of occupations, generally with low earnings and few career prospects, has already been outlined. The ACTU supports the employment of females in a broader range of occupations which have not traditionally been female. To this end the ACTU is:

- maintaining a Register of Women in Non-Traditional Occupations, in conjunction with an educational campaign in schools to broaden the career aspirations of young females and the development of support networks for female employees in non-traditional occupations;
- providing assistance to trade unions in the integration of females into non-traditional occupations;
- preparing a report on the experience of females in non-traditional occupations with recommendations for the integration of females into all sectors of the labour market.

i) Superannuation

Female employees are half as likely to be covered by superannuation arrangements as male employees. At August 1984, only some 25% of female employees and about 49% of male employees had superannuation cover through their employment. (35)

The reasons for female employees not having superannuation are numerous but relate mainly to the fact that superannuation schemes have been designed mainly for male breadwinners and for employees with lengthy, unbroken employment service.

The ACTU has embarked on a major campaign on superannuation, with the long-term aim of obtaining adequate retirement benefits for everyone. ACTU action relating to females and superannuation includes the following :

- assisting trade unions to examine existing occupational superannuation schemes in order to remove provisions which discriminate against female employees. Occupational superannuation schemes are those provided through employment, unlike private superannuation schemes or a national superannuation scheme;
- assisting in the improvement of existing occupational superannuation schemes or the establishment of trade union-run superannuation schemes which are appropriate for all employees, including females. For example, superannuation schemes which apply to part-time and casual employees, have appropriate vesting and portability, are suitable for employees who have a broken work history because of domestic responsibilities, and which do not discriminate on the basis of sex or marital status;
- examining the feasibility of a national superannuation scheme in addition to occupational superannuation;
- examining the possibility of providing a payment for maternity leave from occupational superannuation schemes,

For further information see the ACTU's "ACTU : The Way Forward. A Positive Plan for 1984 and 1985." (36)

7. CONCLUSIONS

Statistics indicate that, on average, female employees earn less than male employees and have always done so. There is no one cause of this. The causes go to a variety of historical and sociological factors. A variety of solutions, therefore, are required to obtain equal pay. No one proposal be it equal pay for equal work, the application of comparable worth or pay equity or the success of equal employment opportunity and affirmative action programmes will remedy the differences between male and female employees' average earnings.

The ACTU unequivocally supports equal pay. In the past the ACTU has taken action to obtain equal pay and more recently has developed and begun to pursue strategies to work further towards it.

However, the struggle for equal pay has a long history. It took over 60 years to overturn a difference between male and female employees' average earnings resulting from female employees being paid less than male employees because it was considered they did not have the same domestic responsibilities as male employees.

Whilst the ACTU's current strategies, together with recent Government initiatives and community concerns, will assist the further obtaining of equal pay, in light of the number and nature of the reasons for the differences between male and female employees' average earnings, it should not be assumed the task will be easy. It will continue to require the collective strength and determination of the trade union movement.

FOOTNOTES

1. For example, Australian Bureau of Statistics, Employment Benefits, Australia. Cat. No. 6334.0
2. ACTU Action Program for Women Workers, September 1984. D109:84
3. A.B.S. The Labour Force, Australia, September 1984. Cat. No. 6203.0 Table 1
4. A.B.S. Average Weekly Earnings, States and Australia, September Quarter 1984. Cat. No. 6302.0 Table 1
5. 127 Commonwealth Arbitration Report 1158
6. 147 C.A.R. 179
7. 2 C.A.R. 3
8. 6 C.A.R. 71
9. 13 C.A.R. 691
10. 13 C.A.R. 702
11. 127 C.A.R. 1152
12. 118 C.A.R. 290
13. 118 C.A.R. 300
14. 118 C.A.R. 600
15. At February 1984, some 60% of females in the labour force had no post-school qualifications compared with some 54% of males in the labour force. A.B.S. Labour Force Status and Educational Attainment, Australia, February 1984. Cat. No. 6235.0 Table 1
16. A.B.S. The Labour Force, Australia, September 1984. Cat. No. 6203.0 Table 13
17. Ibid.
18. A.B.S. Average Earnings and Hours of Employees, Australia, November 1983. Cat. No. 6304.0 Table 5
19. A.B.S. The Labour Force, Australia, February 1984. Cat. No. 6203.0 Table 24
20. A.B.S. Average Earnings and Hours of Employees, Australia, November 1983. Cat. No. 6304.0 Table. 1
21. A.B.S. The Labour Force, Australia, February 1984. Cat. No. 6203.0 Table 29
22. Derived by the A.B.S. from A.B.S. Distribution and Composition of Employee Earnings and Hours - Australia, May 1983. Cat. No. 6306.0



23. Public Service Board, Personnel Management Manual, Volume 2. P.S.B. Determinations
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# ACTU CONGRESS 1983

## WAGES AND SALARIES POLICY

### 1. PREAMBLE

Congress recognises the substantive developments which have occurred since this policy was last examined.

Since 1981 we have seen the:

- development of a more effective co-ordinated approach to wage fixing by the union movement;
- an historical agreement in the Metal Industry, involving an effective no extra claims provision, in the context of settling claims for prices and productivity;
- the direct attack by the previous conservative government on the principle of a centralised wage fixing system;
- the development and acceptance of the Prices and Incomes Accord by the trade union movement.

Congress recognises that the approach of the trade union movement has been to secure:

- (a) special factors relating to work value, paid rates anomalies and inequities arising from the indexation period;
- (b) the application of the Metal Industry standard to the community;
- (c) raising minimum wage levels for the lowest paid workers in specific awards; and
- (d) claims for future cost of living adjustments.

The Metal Industry Award, which became the focus in establishing the community standard was freely negotiated, ratified by the Commission and was essentially unopposed. That agreement has represented a new starting-point for the union movement.

The establishment of Metal Industry standard, throughout the community, became a key objective of the trade union movement, which largely, although not completely has been achieved.

It is recognised that there remains the need in some areas to re-establish the base from which full indexation is to operate consistent with the Accord. The primary objective of the trade union movement has been to resist the trend towards decentralisation of wage fixing and to establish a viable system of full cost of living adjustment.

Congress declares that the maintenance of the real value of wage standards won over many years of struggle is essential, particularly in this period of serious economic decline.

Many employers are taking advantage of the economic difficulties to either cut down or eliminate over award payments while at the same time trying to prevent maintenance of the value of wages by opposing cost of living adjustments.

The effect of this policy is to curtail the purchasing power of all wage and salary earners which in turn causes a further economic decline to the detriment of the Australian economy.

While recognising the difficulties of maintaining wage standards in this economic period, Congress calls on all affiliates to campaign determinedly to prevent employers taking advantage of the present situation to cut down the workers standards.

The Prices and Incomes Accord, representing an alternative economic strategy is the Labor movement's direct response to those which have attempted to force wage negotiation into the market place where wages would be determined on the basis of the so-called free labour market criteria.

Congress recognises the potential in a prices and incomes policy approach to create jobs and maintain living standards through a wages - prices - incomes package, taxation reform, increased financial support for the public sector, improvements in unemployment and other social welfare benefits, and an economic policy designed to resuscitate and stimulate Australian industry.

Of central importance in a prices and incomes package is the maintenance of living standards of wage and salary earners.

Accordingly, Congress reaffirms its basic policy commitments to these objectives.

Congress recognises that the principle of wage justice and economic sense require the maintenance of real wage levels. At a time when the country is experiencing the highest level of unemployment in absolute terms in our history, any proposition to reduce the real purchasing power of the Australian people is a one sided reaction and no solution.

Congress believes that wage cuts do not save jobs or create employment opportunities. History shows that similar measures introduced during the last Great Depression in the 1930's failed dismally to solve the problems of unemployment.

On the contrary, it was proven during that period that the wage cuts had the snowballing effect of creating less demand for goods and services resulting in higher levels of unemployment, thereby adding to the poverty and misery which was the lot of the working class. The experience of the last 12 months, particularly the Wages Pause, only confirms the experience of the Depression.

Contrary to this policy, in which there is a clear attempt to reduce wage demands by increasing unemployment, the ACTU in conjunction with the ALP has negotiated an Accord in which the issues of inflation, unemployment and growth are tackled simultaneously.

The Accord represents a clear choice by the trade union movement, both for increased employment and a rational system of wage fixation in accordance with this policy.

Congress in 1983 reaffirms its support for an effective centralised system which provides for the adjustment of wages on an equitable and egalitarian basis. The abandonment of wage indexation by the Commission did not mean that we abandoned our fundamental pursuit of equity and fairness through a centralised system.

Congress recognises the fundamental choice that unions face between support and facilitation of the market approach and an effective workable centralised approach.

Knowing that this is the fundamental choice we unequivocally reaffirm our historical commitments to the centralised approach.

The Prices and Incomes Accord is to be fully implemented over time and to be seen as a rational means of coming out of the recession, and establishing the basis for certainty and stability in the recovery facilitating the achievement of the objectives of this policy, together with:

- (a) the generation of increased growth and employment; and
- (b) the lowering of inflation.

Congress reiterates that the ACTU cannot and will not be a party to a central system which results in the systematic reduction in the real value of wages.

## 2. BASIC OBJECTIVES

The ACTU since its inception has supported a system of wage fixation which achieves wage justice for all wage and salary earners. The basic principle of wage justice demands that living standards of wage and salary earners are maintained in real terms and further that they increase by reflecting growth in productivity and an equitable share of national income. Congress in 1983 reasserts that basic objective.

This Congress reaffirms that the pursuit of wage justice is based on the following principles :-

- (a) The restoration and maintenance of the real level of wage rates;
- (b) Periodic increases in living standards via the distribution of national productivity growth to employees;
- (c) The attainment and maintenance of properly assessed and established wage relativities, including the elimination of wage disparities which render as inequitable wage rates between groups of workers;
- (d) An adult minimum wage for all employed persons consistent with an ability to maintain a reasonable standard which reflects all changes in relative living standards.
- (e) The adoption in practice of the principle of equal pay for work of equal value regardless of race, colour, sex, marital status, sexual orientation, age, religion, political opinion, national extraction or social origin.

### 2.1 THE MAINTENANCE OF THE REAL LEVEL OF WAGE RATES

Congress states that it is essential that wages must be rapidly adjusted to account for movements in prices to ensure that the objective of restoring and maintaining the purchasing power of wages and salaries is met. Only through full wage indexation and tax indexation will the real purchasing power of wages be maintained. Congress reaffirms its view that automatic quarterly cost of

living adjustments based on the published eight-capitals C.P.I. figure is the most appropriate method of achieving this objective. Further that wages must be adjusted to reflect national productivity increases.

Congress rejects the concept that wage increases should be restrained in order to direct a greater share of the national income to profits.

## 2.2 PERIODIC INCREASES IN LIVING STANDARDS VIA THE DISTRIBUTION OF NATIONAL PRODUCTIVITY

Congress regards as fundamental the right for all employees to share in increases in national productivity. This requires the periodic distribution of productivity increases, as measured by the market sector, to ensure that living standards are increased in real terms in line with this increase. In this way the benefits of growth can be shared fairly and reflected in better pay and/or work conditions.

## 2.3 THE ATTAINMENT OF PROPERLY ASSESSED WAGE RELATIVITIES

Congress believes that wages must be fixed at levels which fully reflect the true value to the community of work performed by all grades of wage and salary earners.

Congress maintains that historically wage fixation in Australia has been based on the fundamental principle that workers performing similar work shall be entitled to similar remuneration.

Congress recognises that consistent with this principle allowances and wage rates may be varied and introduced which reflect the particular conditions of the industry or the award.

## 2.4 AN ADULT MINIMUM WAGE FOR ALL EMPLOYED PERSONS WHICH REFLECT CHANGES IN RELATIVE LIVING STANDARDS

The adult minimum wage must be set at an amount to meet the reasonable needs determined from time to time in the light of standards generally accepted in a progressive community and the social aspirations of the Australian people and adjusted quarterly for C.P.I. increases.

Where the minimum wage granted is higher than the award rate for specific classification the minimum wage should then be the basis of adjustment for all award purposes for such classification.

## 2.5 EQUAL PAY FOR EQUAL WORK VALUE

Congress believes that there should be no discrimination in wage rates on the grounds of race, color, sex, marital status, sexual orientation, age, religion, political opinion, national extraction or social origin. The principle of equal pay should encompass all aspects of remuneration including over-award payments, bonuses, superannuation and fringe benefits. Consistent with political and community standards juniors must be defined as workers under the age of eighteen years.

## 3. METHOD OF ACHIEVING WAGE JUSTICE

3.1 The trade union movement has consistently sought to achieve its objectives through a combination of national and minimum wage

increases, individual award/agreement reviews and over-award payments and tax indexation.

- 3.2 In seeking to increase wage rates the trade unions have been committed to direct negotiation, conciliation and arbitration.
- 3.3 Congress recognizes that the Conciliation and Arbitration system has historically determined national wage increases and individual award or determination review traditionally on the basis of comparative wage justice and work value criteria.
- 3.4 The expressed priority of the trade union movement has been to support an effective centralized system in which increases are normally expected to flow nationally to all wage and salary earners irrespective of whether the source of the increase has been the national wage or movements in awards constituting the establishment of community standards. Congress reaffirms its basic belief that a centralized system operating effectively is the most appropriate means of adjusting wages on account of movements in prices and productivity. Congress recognizes that unless a centralized system fully adjusts wages on account of price and productivity movements the need for substantial wage increases in individual awards will be required.
- 3.5 Consistent with these objectives the ACTU has historically supported wage indexation based on automatic quarterly cost of living adjustments as being the most appropriate way of achieving adjustment for wage increases on account of movements in prices. In addition the ACTU has sought the distribution of national productivity through national cases.
- 3.6 Congress does not support double counting for price movements nor does it countenance partial wage indexation. Thus a centralized system which provides for full wage indexation will remove the necessity for individual award renewals to take into account prices. However, to the extent that this objective is not met it will mean that unions will incorporate such claims into individual award renewals.
- 3.7 The trade union movement has consistently maintained the right to bargain collectively both in the context of individual award reviews and in the case of over-award payments. Wage increases above the minimum award rates negotiated or by collective bargaining or incorporated in voluntary agreements or award are essential parts of trade union wages policy. The application of this aspect of ACTU policy has achieved increases being negotiated by collective bargaining and will be continued by affiliates where wage levels are not consistent with wage justice.
- 3.8 Congress reaffirms its belief that wage increases through national cases, individual awards and over-award payments both within and outside the conciliation and arbitration system should continue to form the basis of wage fixation in this country.
- 3.9 The ACTU will assist public sector unions in establishing proper mechanisms for the re-establishment and maintenance of an equitable base for public sector rates.

4. IMPLEMENTATION

Congress believes that the immediate priority of the Australian trade union movement must be the achievement of a workable centralised wage fixing system consistent with the Prices and Incomes Accord. To that end, Congress fully endorses the claims and submissions for full wage indexation and "catch-up" over time put by the ACTU in the recent National Wage Case and calls on the Commission to grant the claim.

Congress notes the growing concern amongst workers over continuation of the wage freeze. Congress determines that the wage freeze must end and the Salary and Wages Pause Act be repealed without further delay.

In the event of the Commission not granting the claim by the end of September 1983, the matter shall be referred to the Executive as a matter of urgency, to be followed by a Special Unions Conference to implement a policy including suitable forms of industrial action for achieving full cost of living adjustment.

Congress determines that the process of monitoring, reviewing and eventually renegotiating the prices and incomes package will occur at all levels of the trade union movement, including:

- Special Federal Unions Conferences;
- the appropriate ACTU committee structures;
- discussion within affiliated Unions, including on-the-job meetings.

Congress, recognising that the success of any prices and incomes package requires the full understanding and support of the entire trade union membership, resolves that:

- the ACTU will conduct an ongoing educational campaign, around all elements of the package, and
- urges affiliates to promote discussion of the policies and the progress of the prices and incomes package.





# ACTU CONGRESS 1983

## WORKING WOMEN'S POLICY

### Introduction

Congress recognises that the changing role of women in Australian society is characterised by a massive upsurge in the proportion and number of women who work in paid employment. This is due to changing social attitudes and values which are reflected in statistics which demonstrate conclusively this fact.

In 1947 8% of all married women and 24.9% of all women were in the labour force (employed and unemployed).

In 1966 36% of all women and 29% of all married women were in the labour force.

In 1982 43.9% of all women and 42.1% of all married women were in the labour force.

By June, 1983:

- \* 44.4% of all women and 42.2% of all married women were in the labour force;
- \* married women comprised 60.3% of the female labour force;
- \* women constituted 37.3% of the total workforce;
- \* 36.4% of all employed women worked part-time and women represented 77.9% of all part-time employees;
- \* 45.2% of employed married women worked part-time.

Despite these facts, women employed in the paid workforce in Australia are still not accorded full equality of opportunity and treatment with their male counterparts. Discrimination against women on the grounds of sex persists in a number of forms. It is the objective of the Australian trade union movement, via the full implementation of the Working Women's Charter, to eradicate all discrimination against women workers. The ILO has described the achievement of equal pay as the "first step towards equality", yet it is clear from ACTU surveys that significant difference occurs between the incomes of males and females, particularly as a result of discrimination in over-award payments and superannuation.

Congress also believes that it is important to counteract the false view that the participation of females in the workforce is the cause of unemployment. Congress rejects that view and believes that the causes of unemployment are complex and the understanding of the problem is not assisted by such simplistic assertions. Married women in particular have been attacked for their participation in the workforce. Congress rejects such attacks and declares its full support for the right of married women to enter and remain in the paid workforce.

Congress recognises that the major economic problem facing our community is unemployment, and notes that unemployment affects both females and males. However, it is recognised that women suffered disproportionately in that 79.0% of all discouraged job seekers were women; 14.3% of women not in the labour force were discouraged job seekers; a further 6.0% of women not in the labour force would like a job if child care were available.

Congress, in line with its economic policy, believes that there is a need for a concerted program to provide the opportunity for every Australian resident who is available for and willing to work to be able to do so.

1. PRIORITIES:

Congress believes that there is a need to establish the following priorities of action:

1. Promotion and protection of women's right to work;
2. The achievement of equal remuneration for work of equal value;
3. The establishment of comprehensive maternity protection;
4. The provision of adequate child care facilities which meet the needs of working parents at reasonable cost;
5. The adoption by employers of Equal Employment Opportunity policies and programmes, including policies on sexual harassment;
6. An active campaign and promotion of the increased involvement of women in the trade union movement.

Congress requests the ACTU Executive and affiliates to undertake programmes designed to implement these priorities, which are detailed below:

(1) Women's right to work:

The ACTU, its State Branches and individual affiliates should actively promote amongst membership and in public statements, the policy expressed in the Working Women's Charter that women have the same right to employment as men.

(a) Women's Employment:

Employment in many of the industries which have traditionally employed large numbers of women have been badly hit by the recession, structural change and an increase in casual, outwork and part-time work. These industries include:

- \* clothing, textiles, metal fabrication and some food processing;
- \* clerical, retail and communications;
- \* manufacturing and retail;
- \* service industries.

Strategies should be devised to combat these trends and to protect women's employment.

Congress stresses the following priorities to ensure that the measures taken to improve the unemployment situation are effective by providing significant employment opportunities for women:

(b) Job Creation:

The adoption of economic policies promoting high economic growth, which are specifically applicable to working women.

At this time of high unemployment, Congress applauds those governments which have adopted programs which promote the employment of women and believes that funds for job creation should be in accord with the Australian Government guidelines whereby funding is specifically allocated to employment for women.

Funding should be made available in both areas of traditional and non-traditional women's employment in accordance with the Australian Government guidelines.

Funding in non-traditional areas would provide job opportunities and should provide significant training for women. Job creation should also include employment in community services which would contribute to the social wage through better services to those in need.

Job creation and training schemes should not be directed only at unemployment benefit recipients as this excludes large numbers of women who are ineligible for unemployment benefits or who have not registered as unemployed due to lack of job opportunities.

(c) Industry Development Policy:

Congress believes that industry policy must consider the specific problems of women's employment, in particular:

- \* industries chosen for growth encouragement (such as the "sunrise" industries) should offer employment potential for women;
- \* an industry strategy should give particular emphasis to jobs for women in the manufacturing and service industries;
- \* specific training and re-training programmes should be developed for women displaced or retrenched by technological and structural change;
- \* specific measures should be taken to involve women in planning mechanisms at the national, industry and workplace levels.

(d) Rights at Work:

Congress believes that implementation of reforms set down in the ACTU/ALP Prices and Incomes Accord in respect of job protection, technological change and occupational health and safety are of paramount importance to women workers who are not well represented in the industrially strong areas of the workforce.

Congress calls for specific measures to be taken to ensure that women are involved in the consultative processes involved in these policies and that women's particular needs and concerns are taken into account and catered for.

(2) Equal remuneration for work of equal value:

The achievement of equal remuneration for work of equal value, in relation to part-time and casual work, structure of the workforce, skills and classifications, continuity of service, over-award payments, superannuation and levels of earnings:

1. Causes and differences should be identified: To this end the ACTU should prepare a Research document outlining the basis for the factual position;
2. Recognising that the value of jobs may have been set on the basis that they have been historically performed by women, seek to ensure that the comparable worth of jobs be established on a non-sexist basis;
3. Equal pay should extend to over-award payments and to this end, unions should survey all areas where over-awards are paid with the view to removing discrimination on this ground;
4. Recognising that women work in many industries where the pay is relatively low, seek to place a priority on the introduction of supplementary payments which raise the minimum level of payments to employees under awards;
5. All superannuation schemes should be available to women and that unions should actively promote both access and utilisation of superannuation schemes on a non-sexist basis. To this end, there should be greater emphasis on the need for a national superannuation system;
6. Promote full-time work rather than involuntary part-time work in order to obtain a full week's wage;
7. Special regard to the needs of women in maintaining rights of employment, job opportunities, and promotion opportunities having regard to the forced interruption to continuity of employment for women;
8. Equal opportunity and access for women should be promoted in all areas of work to ensure that women are equally represented at all levels of the workforce structure.

(3) The establishment of comprehensive maternity, parental and family leave:

Continued representations should be made to the Australian Government for comprehensive maternity protection in accordance with ILO Convention 109. The ACTU should mount a test case on adoption, paternity and parental leave.

(4) Child Care:

The provisions of the Working Women's Charter should be acted upon.

(5) Equal opportunity policies and programmes including policies designed to combat sexual harassment:

Congress notes ILO Conventions:

- No. 100 - Equal Remuneration, 1951
- No. 111 - Discrimination (Employment and Occupation), 1958
- No. 156 - Workers with Family Responsibilities. 1981.

Congress welcomes the Australian Government promotion of Equal Opportunity policies and programmes. Congress also notes the acceptance of the principles by the tripartite National Labour Consultative Council (NLCC). The ACTU seeks the implementation of such Equal Opportunity policies and programmes in both the public and private sectors of employment. Congress also supports the provisions of the Sex Discrimination Bill, particularly in regard to the question of sexual harassment.

(6) Increased involvement of women in the trade union movement:

Recognising that this objective requires a programme of Publicity and Education, Congress recommends that the ACTU should:

- (i) Continue to collect and disseminate information and statistics on women and employment for the information of affiliates;
- (ii) Re-distribute copies of the Working Women's Charter to each affiliate and urge affiliates to adopt the Charter as part of their policy;
- (iii) Prepare a statement explaining the Charter for use in affiliates' newsletters and journals;
- (iv) Keep affiliates informed of developments affecting women in employment;
- (v) Recognising that the ACTU Working Women's Centre has responsibilities on a national level, State Branches are requested to consider a similar structure to service State Branch affiliates, and accessible to all trade unionists.

Further, Congress believes that the following declarations in the Charter (Publicity and Promotion) should be acted upon:

- . Unions should conduct conferences in which the Charter is explained to delegates;
- . State Branches of the ACTU should conduct conferences on a State basis;
- . Following conferences at State and local levels, the ACTU through the Working Women's Charter Committee should hold a national conference on the Charter to act as a focus for national action and review of priorities.

2. PROMOTION OF EQUAL OPPORTUNITY

Unions, as equal opportunity employers, should adopt positive practices in their role as employer.

A. Equal Opportunity

In terms of the promotion of Equal Opportunity, the trade union movement should consider:

- a The establishment of women's Committees in the union;

- b promotion of proportional representation of women on union decision making bodies;
- c the provision of child care within the union structure to enable members to attend union meetings;
- d allocation of resources to issues concerning women;
- e consultation with women members on the issues they consider to be of priority
- f reviewing the selection, appointment and promotion practices in unions, where appropriate.

The ACTU should prepare guidelines to assist unions in understanding the application of equal opportunity practices and the establishment and benefits of affirmative action programs.

### B. Affirmative Action

Following the release of the Green Paper on Affirmative Action, Congress determines that a meeting of unions be convened to discuss the ramifications of the paper including:

- (i) Structural changes necessary to implement equal opportunity and affirmative action programmes;
- (ii) The promotion by the ACTU of proportional representation of women on union and ACTU decision-making bodies and committees;
- (iii) A proposal that the ACTU invite the chairperson or representative of the ACTU Women's Committee to sit ex-officio (without a vote) on the ACTU Executive;
- (iv) A proposal that action undertaken by the ACTU on issues relevant to women in the workforce should be undertaken in consultation with the ACTU Working Women's Charter Committee and that any delegation on such issues should include female representatives.

### 3. TUTA:

The Trade Union Training Authority should be requested to:

- (i) Expand and maintain programmes which demonstrate an understanding of, and sympathy for, women's issues to include the following:
  - a. courses for rank and file women;
  - b. courses to be conducted for women should involve women trainers;
  - c. courses to be multi-lingual, where appropriate;
  - d. information relating to women in the workforce to be included in all appropriate courses at both the State and Federal level;
  - e. emphasis on the Working Women's Charter and its status as ACTU policy;

f. sessions on assertiveness training.

- (ii) Arrange courses with attention to times and places which make it possible for women to attend, e.g. within working hours, at or near places with child care provided.
- (iii) Make TUTA resources available to assist unions to conduct specific women's courses.



# ACTU CONGRESS 1983

## WORKING WOMEN'S CHARTER

### Preamble

It is recognised that some policies supported by the ACTU to achieve equality apply also to male workers. However, until such time that male and female workers have equal responsibility for domestic duties and child rearing, many of these policies must be directed principally towards female workers.

Congress believes that in order to achieve equality an increasing emphasis must be placed on policies which provide for men and women to share domestic responsibilities. This means that policy initiatives called for in this Charter reflect this aim and that these provisions must be increasingly directed to all workers.

The pursuit and achievement of recommendations in this Charter should contribute to the change in attitudes required before equality regardless of sex can prevail in practice.

The ACTU supports, consistent with its policy, the right to paid work for all who want to work, irrespective of age, marital status, sex, sexuality, race, country of origin, religion, political belief or appearance.

### 1. International Standards

The ACTU supports the ratification and implementation of ILO and UN Recommendations and Conventions aimed at ensuring equality of opportunity and treatment of men and women workers.

### 2. ENTRY TO THE WORKFORCE

#### Education and Training

- . There should be equal opportunity and access to all areas of education and training and retraining.
- . To achieve this objective:
  - Females should be made fully aware via vocational guidance throughout the education system of all job options and training courses available to them.
  - As a matter of urgency, sex bias of all types in all aspects of the education system should be eradicated.
  - In view of the patterns of interrupted employment of many women workers, special retraining and refresher courses should be made available with financial assistance, regardless of whether the spouse is in full-time employment.
  - English classes for migrant workers should be provided on the job. Pictorial and comprehensive multilingual information should be made available to all migrant workers.
  - Active encouragement should be given by the trade union movement



to women who wish to enter areas of training, employment and apprenticeships which traditionally have been regarded as male preserves, and women should be urged to seek training and employment in any chosen field of education.

- Emphasis must be placed on the need for girls to recognise the importance of mathematics, statistics and other science-related subjects which are often pre-requisite to many tertiary and trades areas of training.
- Greater encouragement must be given to women to attend courses in management including not only those which lead to formal qualifications but to courses which enhance the promotion opportunities of women workers.

### Child Care Provisions

The trade union movement must actively campaign for the provision of government funded child care services available on a universal basis. Such services should be of high quality, catering for the emotional, physical and intellectual needs of children. In the short term, priority of access to existing services should be on the basis of need.

Unions should seek to substantially reduce the cost of child care services to parents and in the longer term unions should strive for free child care services available on the same basis as public education. Until this is achieved, fees paid for the care of children, regardless of age, should be tax deductible. In the short term, the level of fee paid by parents should be income related.

Trade unions should be involved in the establishment of a range of child care facilities located at or near workplaces and within local communities. Particular attention should also be given to before and after school care, school holiday care and extended hours care to meet the needs of all workers and people undertaking studies.

The Trade Union movement should promote the right of parents and union committees elected by the workers concerned, to be involved in the planning, development and management of all child care facilities and for workers in children's services to participate at all levels of decision making.

Unions should seek the development of non-sexist children's services and should co-operate with ethnic communities to ensure that these services meet the cultural and linguistic needs of the children using them.

Children's services should operate on a non-profit basis because of the inevitable conflict of interest between the profit motive and the child's best interests and well being. The union movement therefore opposes the provision of government funding to commercial child care services.

### Protective Legislation

All pseudo-protective laws related to women's employment should be urgently reviewed by unions. Discriminatory clauses, which restrict entry, should be deleted from awards so that the range of occupations open to female workers is expanded.

Protective legislation should be reviewed with the aim of protecting both male and female workers' health. There should be no deterioration of working conditions in the equalising process.

### 3. WORKFORCE PARTICIPATION

#### Equal Pay for Work of Equal Value

- . All components of remuneration should apply equally to men and women. Urgent attention should be given by unions to existing differences in total earnings and benefits received by male and female workers performing similar jobs. Equal remuneration should cover items such as equal right to enter and secure a superannuation scheme on an equal basis, over-award payments, production bonuses, etc.
- . There should be no discrimination in any aspect of superannuation entitlements including access to join such funds.
- . All efforts made by employers, including reclassification of female occupations, to circumvent the practice of equal pay, should be highlighted, exposed, vigorously opposed and eradicated by union pressure and through reporting cases to the Employment Discrimination Committees or to State Anti-discrimination authorities where they exist.
- . The principle of equal pay for work of equal value should be pursued using objective criteria to ensure that predominantly or exclusively female classifications or occupations are properly valued.
- . Systems of payment by result, which are used to exploit female employees, should be abolished.

#### Promotion

Promotion should be equally accessible to men and women with no penalties for broken service and subject to the same conditions.

#### Redundancy

There should be no discrimination based on sex or marital status towards retrenchments which should be decided by agreed redundancy procedures.

#### Discrimination

Consistent with ACTU Policy on Discrimination there should be no discrimination on the basis of sex or marital status in the workforce or in offering persons employment. Federal legislation should be enacted which is equal or superior to existing State legislation in N.S.W., Victoria and South Australia in order to provide effective machinery for dealing with complaints of discrimination.

There should be no discrimination exercised at the Commonwealth Employment Service towards persons seeking employment. All unemployed persons should be urged to register with the Commonwealth Employment Service.

### Work Pattern

Introduction of broadly defined flexible working hours where appropriate. This concept must be interpreted to include part-time work and tandem employment and must be subject to the following principles.

- First Part-time work should not be created at the expense of full-time jobs. The first priority of trade unions must be the protection and preservation of full-time employment opportunities.
- Second Part-time work is not and must not be used as a means of reducing unemployment. Its introduction is not a substitute for effective economic policies. Clearly the creation of unemployment, which can be associated with part-time work is to be avoided.
- Third Any change in work hours or mode should be introduced only after consultation and agreement with unions. In this regard, unions negotiating part-time provisions should consult with other unions who have members who may be affected.
- Fourth Part-time work should attract full pro-rata entitlements and in appropriate industries and circumstances carry a loading, and be based on the demands of workers for a more flexible working life.
- Fifth Part-time work should not substitute for a genuine reduction in standard working time.

The special needs of workers with family responsibilities should be taken into account in shift work arrangements and assignments to night work.

### Health and Safety

- (i) Health and safety information which is both multi-lingual and comprehensive to be provided on the job. This must be reinforced by adequate support services which pay particular attention to women.
- (ii) Regular medical services, including preventive medical care, be provided and available data be made accessible to trade unions with approval of members concerned.

### Maternity, Parental and Family Leave

Unions should actively pursue maternity leave, paternity leave, parental leave, adoption leave and family leave clauses in awards or agreements including:

- . Unpaid maternity leave in line with ILO Convention 103.
- . Paid maternity leave in line with ILO Convention 103.
- . That the employee be entitled to paid leave for the purposes of caring for dependants or next of kin in the event of illness or other personal emergencies and that a person caring for children be entitled to paid leave when required to visit each child's school or child care centre.
- . The concept of optional maternity leave should be broadened to provide the opportunity of either parent to take leave consistent with the protection provided by current maternity leave clauses.

These clauses should include provision for a guarantee of re-employment following leave and for an unbroken period of entitlement rights such as leave and promotion.

#### Nursing Breaks

- Nursing breaks should be introduced where practicable consistent with ILO Convention 103.

#### Sexual Harassment

All employees be allowed to work in an environment free from sexual harassment. Sexual harassment is defined as deliberate or repeated unsolicited verbal comments, gestures or physical contact of a sexual nature which is unwelcomed.

### 4. TRADE UNIONS

#### Recruitment

Unions should increase activity to recruit more female members and to involve more members in activity to achieve the demands of this Charter.

#### Trade Union Education

- Unions should give positive encouragement to female workers to attend general trade union training courses. Where necessary positive discrimination in favour of women attending courses should be exercised to redress current imbalances.
- TUTA should continue to hold courses for female workers which cover a wide range of issues.
- All appropriate TUTA courses, whether or not they are attended by women, should include course content relating to the problems of female workers and the need for more female involvement throughout union structures.
- The organisation of TUTA and union education courses should cater for the special needs of women workers many of whom have a double burden. Courses should be conducted at places and times suitable to the needs of women workers and where requested child minding facilities should be provided.
- In order to achieve equal opportunity in the workforce, upgraded provision for paid educational leave is needed for all workers.

#### Union Involvement

The ACTU, in co-ordination with other trade union peak councils and ACTU State Branches, together with affiliated unions, should actively encourage women members to stand for office. Where necessary, positive provisions should be considered to provide specific representation of women to ensure that union decision making bodies are fully representative of all its members. Women should also be nominated as delegates on delegations requiring union representation.

5. PUBLICITY AND PROMOTION

The ACTU should prepare a strong media campaign to counter those groups in the community challenging the right of women to work. Congress recognises the need to continue to publicise and promote the Working Women's Charter within the Australian Trade Union movement.

Congress believes:

- . Unions should conduct conferences of their members to explain and promote the Charter.
- . State Branches of the ACTU should conduct conferences on a State basis.

Following conferences at State and local levels, the ACTU through the ACTU Working Women's Charter Committee should hold a national conference on the Charter to act as a focus for national action and review of priorities.

I.L.O. CONVENTION NO. 100 AND  
RECOMMENDATION NO. 90 CONCERNING  
"EQUAL REMUNERATION FOR MEN AND  
WOMEN WORKERS FOR WORK OF EQUAL VALUE"

**CONVENTION No. 100**

*Convention concerning Equal*

*Remuneration for Men and Women Workers for Work of Equal Value*<sup>1</sup>

The General Conference of the International Labour Organisation,  
 Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Thirty-fourth Session on 6 June 1951, and

Having decided upon the adoption of certain proposals with regard to the principle of equal remuneration for men and women workers for work of equal value, which is the seventh item on the agenda of the session, and

Having determined that these proposals shall take the form of an international Convention,

adopts this twenty-ninth day of June of the year one thousand nine hundred and fifty-one the following Convention, which may be cited as the Equal Remuneration Convention, 1951 :

*Article 1*

For the purpose of this Convention—

- (a) the term "remuneration" includes the ordinary, basic or minimum wage or salary and any additional emoluments whatsoever payable directly or indirectly, whether in cash or in kind, by the employer to the worker and arising out of the worker's employment ;
- (b) the term "equal remuneration for men and women workers for work of equal value" refers to rates of remuneration established without discrimination based on sex.

*Article 2*

1. Each Member shall, by means appropriate to the methods in operation for determining rates of remuneration, promote and, in so far as is consistent with such methods, ensure the application to all workers of the principle of equal remuneration for men and women workers for work of equal value.

2. This principle may be applied by means of—

- (a) national laws or regulations ;
- (b) legally established or recognised machinery for wage determination ;
- (c) collective agreements between employers and workers ; or
- (d) a combination of these various means.

*Article 3*

1. Where such action will assist in giving effect to the provisions of this Convention measures shall be taken to promote objective appraisal of jobs on the basis of the work to be performed.

2. The methods to be followed in this appraisal may be decided upon by the authorities responsible for the determination of rates of remuneration,

<sup>1</sup> Date of coming into force : 23 May 1953.

or, where such rates are determined by collective agreements, by the parties thereto.

3. Differential rates between workers which correspond, without regard to sex, to differences, as determined by such objective appraisal, in the work to be performed shall not be considered as being contrary to the principle of equal remuneration for men and women workers for work of equal value.

*Article 4*

Each Member shall co-operate as appropriate with the employers' and workers' organisations concerned for the purpose of giving effect to the provisions of this Convention.

\* \* \*

*Articles 5, 6 and 9-14: Standard final provisions.*

*Articles 7 and 8: Declarations of application to non-metropolitan territories.*

**RECOMMENDATION No. 90**

**Recommendation concerning Equal Remuneration for Men  
and Women Workers for Work of Equal Value**

The General Conference of the International Labour Organisation,  
Having been convened at Geneva by the Governing Body of the Inter-  
national Labour Office, and having met in its Thirty-fourth Session on  
6 June 1951, and

Having decided upon the adoption of certain proposals with regard to  
the principle of equal remuneration for men and women workers for  
work of equal value, which is the seventh item on the agenda of the  
session, and

Having determined that these proposals shall take the form of a Recom-  
mendation, supplementing the Equal Remuneration Convention, 1951,  
adopts this twenty-ninth day of June of the year one thousand nine hundred  
and fifty-one the following Recommendation, which may be cited as the Equal  
Remuneration Recommendation, 1951:

Whereas the Equal Remuneration Convention, 1951, lays down certain  
general principles concerning equal remuneration for men and women workers  
for work of equal value;

Whereas the Convention provides that the application of the principle of  
equal remuneration for men and women workers for work of equal value shall  
be promoted or ensured by means appropriate to the methods in operation for  
determining rates of remuneration in the countries concerned;

Whereas it is desirable to indicate certain procedures for the progressive  
application of the principles laid down in the Convention;

Whereas it is at the same time desirable that all Members should, in applying  
these principles, have regard to methods of application which have been found  
satisfactory in certain countries;

The Conference recommends that each Member should, subject to the pro-  
visions of Article 2 of the Convention, apply the following provisions and report  
to the International Labour Office as requested by the Governing Body concern-  
ing the measures taken to give effect thereto:

1. Appropriate action should be taken, after consultation with the workers'  
organisations concerned or, where such organisations do not exist, with the  
workers concerned—

- (a) to ensure the application of the principle of equal remuneration for men  
and women workers for work of equal value to all employees of central  
Government departments or agencies; and
- (b) to encourage the application of the principle to employees of State, pro-  
vincial or local Government departments or agencies, where these have  
jurisdiction over rates of remuneration.

2. Appropriate action should be taken, after consultation with the  
employers' and workers' organisations concerned, to ensure, as rapidly as prac-  
ticable, the application of the principle of equal remuneration for men and  
women workers for work of equal value in all occupations, other than those



mentioned in Paragraph 1, in which rates of remuneration are subject to statutory regulation or public control, particularly as regards—

- (a) the establishment of minimum or other wage rates in industries and services where such rates are determined under public authority ;
- (b) industries and undertakings operated under public ownership or control ; and
- (c) where appropriate, work executed under the terms of public contracts.

3. (1) Where appropriate in the light of the methods in operation for the determination of rates of remuneration, provision should be made by legal enactment for the general application of the principle of equal remuneration for men and women workers for work of equal value.

(2) The competent public authority should take all necessary and appropriate measures to ensure that employers and workers are fully informed as to such legal requirements and, where appropriate, advised on their application.

4. When, after consultation with the organisations of workers and employers concerned, where such exist, it is not deemed feasible to implement immediately the principle of equal remuneration for men and women workers for work of equal value, in respect of employment covered by Paragraph 1, 2 or 3, appropriate provision should be made or caused to be made, as soon as possible, for its progressive application, by such measures as—

- (a) decreasing the differentials between rates of remuneration for men and rates of remuneration for women for work of equal value ;
- (b) where a system of increments is in force, providing equal increments for men and women workers performing work of equal value.

5. Where appropriate for the purpose of facilitating the determination of rates or remuneration in accordance with the principle of equal remuneration for men and women workers for work of equal value, each Member should, in agreement with the employers' and workers' organisations concerned, establish or encourage the establishment of methods for objective appraisal of the work to be performed, whether by job analysis or by other procedures, with a view to providing a classification of jobs without regard to sex ; such methods should be applied in accordance with the provisions of Article 2 of the Convention.

6. In order to facilitate the application of the principle of equal remuneration for men and women workers for work of equal value, appropriate action should be taken, where necessary, to raise the productive efficiency of women workers by such measures as—

- (a) ensuring that workers of both sexes have equal or equivalent facilities for vocational guidance or employment counselling, for vocational training and for placement ;
- (b) taking appropriate measures to encourage women to use facilities for vocational guidance or employment counselling, for vocational training and for placement ;
- (c) providing welfare and social services which meet the needs of women workers, particularly those with family responsibilities, and financing such services from general public funds or from social security or industrial welfare funds financed by payments made in respect of workers without regard to sex ; and
- (d) promoting equality of men and women workers as regards access to occupations and posts without prejudice to the provisions of international regulations and of national laws and regulations concerning the protection of the health and welfare of women.

R. 90

*Equal Remuneration, 1951*

7. Every effort should be made to promote public understanding of the grounds on which it is considered that the principle of equal remuneration for men and women workers for work of equal value should be implemented.

8. Such investigations as may be desirable to promote the application of the principle should be undertaken.

Source: I.L.O. International Conventions  
and Recommendations 1919 - 1981,  
Geneva, 1982

AVERAGE WEEKLY ORDINARY TIME EARNINGS BY FULL-TIME ADULT NON-MANAGERIAL PRIVATE SECTOR EMPLOYEES, 1967 - 1983

	\$		%
	<u>Males</u>	<u>Females</u>	Ratio <u>F/M</u>
October 1967	55.70	36.10	64.8
1968	58.80	37.60	63.9
1969	62.50	41.20	65.9
1970	67.50	45.00	66.7
1971	76.20	51.90	68.1
1972 (a)	82.50	59.20	71.8
1973	95.20	70.60	74.2
1974	126.80	99.60	78.5
1975	144.10	118.90	82.5
1976	163.50	137.40	84.0
1977	180.70	150.40	83.2
1978	193.70	160.00	82.6
1979	212.00	172.40	81.3
1980	239.40	196.70	82.2
1981 (b)	268.90	222.50	82.7
1982 (c)	313.20	256.40	81.9
1983 (c)	343.70	292.30	85.0

- a) In October 1972 a revised series was introduced. The major differences between the former and the revised series were that the revised series also included :
- . private employees in the Australian Capital Territory and the Northern Territory; and
  - . employees in non-government hospitals not subject to payroll tax.
- b) In October 1981 a new series was introduced. The new series is based on a sample survey of employers whereas the old series was based mainly on lists of employees subject to payroll tax.
- c) In 1982 and 1983 the sample survey for the series was conducted in November rather than October.

Source: ABS Average Earnings and Hours of Employees, Australia  
Cat. No. 6304.0 Various Issues

APPENDIX F

AVERAGE WEEKLY ORDINARY TIME EARNINGS BY FULL-TIME ADULT NON-MANAGERIAL EMPLOYEES, 1972 - 1983

	\$		%
	<u>Males</u>	<u>Females</u>	<u>Ratio F/M</u>
October 1972	86.50	64.90	75.0
1973	100.10	77.40	77.3
1974	132.10	107.00	81.0
1975	150.30	127.20	84.6
1976	171.30	148.20	86.5
1977	189.50	165.60	87.4
1978	202.50	175.70	86.8
1979	219.40	190.50	86.8
1980	248.30	215.80	86.9
1981 (a)	279.00	238.80	85.6
1982 (b)	327.20	275.80	84.3
1983 (b)	343.70	292.30	85.0

- a) In October 1981 a new series was introduced. The new series is based on a sample survey of employers whereas the old series was based mainly on lists of employers subject to payroll tax.
- b) In 1982 and 1983 the sample survey for the series was conducted in November rather than October.

Source: ABS Average Earnings and Hours of Employees, Australia Cat. No. 6304.0 Various Issues.

HOURS WORKED BY EMPLOYED PERSONS, SEPTEMBER 1984

<u>Weekly Hours Worked (a)</u>	<u>( '000)</u>					
	<u>Males</u>	<u>%</u>	<u>Females</u>	<u>%</u>	<u>Persons</u>	<u>%</u>
0	304.1	7.5	237.0	9.4	541.0	8.2
1 - 15	144.4	3.6	426.8	17.0	571.1	8.7
16 - 29	200.4	4.9	377.4	15.0	577.8	8.8
30 - 34	264.8	6.5	195.4	7.8	460.2	7.0
35 - 39	702.2	17.3	459.2	18.3	1161.4	17.7
40	1018.4	25.1	514.0	20.4	1532.3	23.3
41 - 44	239.8	5.9	90.7	3.6	330.4	5.0
45 - 48	361.9	8.9	80.4	3.2	442.3	6.7
49 and over	823.2	20.3	133.1	5.3	956.3	14.5
Total	4059.1	100.0	2513.8	100.0	6572.9	100.0

(a) People working less than 35 hours a week are regarded as part-time employees.

Source: ABS, The Labour Force, Australia, September 1984.  
Cat. No. 6203.0 Table 14

EMPLOYED PERSONS BY INDUSTRY, FEBRUARY 1984

<u>Industry</u>	('000)					
	<u>Males</u>	<u>%</u>	<u>Females</u>	<u>%</u>	<u>Persons</u>	<u>%</u>
AGRICULTURE, FORESTRY, FISHING AND HUNTING	304.0	7.6	99.9	4.2	403.9	6.3
Agriculture and services to agriculture	281.7		97.8		379.5	
Forestry and logging	11.2		*		12.1	
Fishing and hunting	11.1		*		12.3	
MINING	92.2	2.3	8.5	0.4	100.6	1.6
Metallic minerals	36.4		*		40.7	
Coal	38.0		*		39.2	
Oil and gas	*		*		*	
Other mining	15.5		*		18.0	
MANUFACTURING	845.4	21.1	284.7	12.0	1130.1	17.8
Food, beverages and tobacco	132.4		51.9	2.2	184.2	
Textiles	20.3		12.5		32.8	
Knitting mills and clothing	14.7		53.7	2.3	68.4	
Footwear	5.2		8.1		13.3	
Wood, wood products and furniture	72.1		11.0		83.1	
Paper, paper products, printing and publishing	83.5		34.6	1.5	118.1	
Chemical, petroleum and coal products	43.7		14.4		58.0	
Non-metallic mineral products	42.3		7.6		49.9	
Basic metal products	82.0		6.4		88.4	
Fabricated metal products	85.8		16.3		102.2	
Transport equipment	106.8		13.8		120.6	
Other machinery and equipment	111.7		37.8	1.6	149.5	
Miscellaneous manufacturing	44.9		16.6		61.6	
ELECTRICITY, GAS AND WATER	129.7	3.2	15.8	0.7	145.5	2.3
Electricity and gas	85.2		11.0		96.3	
Water, sewerage and drainage	44.4		4.8		49.2	
CONSTRUCTION	371.5	9.3	42.9	1.8	414.4	6.5
General Construction	159.2		19.6		178.7	
Special trade construction	212.3		23.3		235.6	
WHOLESALE TRADE	267.4	6.7	99.6	4.2	367.0	5.8
RETAIL TRADE	441.7	11.0	442.1	18.7	883.8	13.9

<u>Industry</u>	('000)					
	<u>Males</u>	<u>%</u>	<u>Females</u>	<u>%</u>	<u>Persons</u>	<u>%</u>
TRANSPORT AND STORAGE	313.0	7.8	53.4	2.3	366.4	5.8
Road transport	139.4		24.5		163.9	
Railway transport	82.6		5.8		88.4	
Water transport	31.4		*		34.0	
Air transport	37.3		9.6		46.9	
Other transport and storage	22.3		10.9		33.2	
COMMUNICATION	99.1	2.5	35.2	1.5	134.3	2.1
FINANCE, PROPERTY AND BUSINESS SERVICES	330.0	8.2	286.5	12.1	616.5	9.7
Finance and investment	102.3		102.3	4.3	204.6	
Insurance and services to insurance	35.3		39.2		74.5	
Property and business services	192.4		145.0	6.1	337.5	
PUBLIC ADMINISTRATION AND DEFENCE	215.5	5.4	106.1	4.5	321.6	5.1
Public Administration	191.4		96.3		287.8	
Defence	24.1		9.8		33.8	
COMMUNITY SERVICES	406.6	10.2	662.5	28.0	1069.0	16.8
Health	113.9		335.3	14.2	449.2	
Education, museum and library services	176.6		240.1	10.1	416.6	
Welfare and religious instructions	30.7		54.5		85.2	
Other community services	85.4		32.7		118.1	
RECREATION, PERSONAL AND OTHER SERVICES	184.5	4.6	228.6	9.7	413.0	6.5
Entertainment and recreational services	56.3		41.4		97.7	
Restaurants, hotels and clubs	94.3		115.3	4.9	209.7	
Personal services	31.6		61.1		92.7	
Private households employing staff	*		10.7		13.0	
TOTAL	4000.3	100.0	2365.7	100.0	6366.0	100.0

\* Figure subject to sampling variability too high for most practical uses

Source: ABS, The Labour Force, Australia, February 1984,  
Cat. No. 6203.0 Table 24

AVERAGE WEEKLY TOTAL EARNINGS BY INDUSTRY, NOVEMBER 1983

<u>Industry</u>	<u>Full-time Adult Employees</u>	<u>All Employees</u>
Mining	539.50	528.10
Manufacturing -		
Food, beverages and tobacco	361.00	337.00
Textiles; clothing and footwear	277.20	260.50
Paper, printing, etc.	356.50	325.20
Chemical, petroleum and coal products	392.10	381.70
Metal products, machinery and equipment		
Basic metal products	408.90	394.80
Fabricated metal products other machinery, etc.	353.80	331.80
Transport equipment	357.60	342.70
<i>Total metal products, etc.</i>	<i>365.40</i>	<i>346.40</i>
Other manufacturing	333.20	317.10
<i>Total manufacturing</i>	<i>352.30</i>	<i>332.00</i>
Electricity, gas and water	415.20	399.70
Construction	374.00	348.70
Wholesale trade	346.60	315.30
Retail trade	282.70	195.00
Transport and storage; communication	394.50	375.30
Finance, business services	351.90	296.20
Public administration, community services, etc.	389.00	334.30
Other industries (entertainment, recreation, restaurants, hotels, and personal services)	302.80	197.30
Total all industries	365.10	311.30

Source : ABS, Average Earnings and Hours of Employees, Australia,  
November 1983. Cat. No. 6304.0. Table 1



EMPLOYED PERSONS BY OCCUPATION, FEBRUARY 1984

('000)

<u>Occupation</u>	<u>Males</u>	<u>%</u>	<u>Females</u>	<u>%</u>	<u>Persons</u>	<u>%</u>
PROFESSIONAL, TECHNICAL AND RELATED WORKERS	554.9	13.9	435.6	18.4	990.6	15.6
Architects, engineers and surveyors, professional	78.2		*		80.4	
Chemists, physicists, geologists and other physical scientists	14.4		*		16.5	
Biologists, veterinarians, agronomists and related scientists	11.0		*		13.5	
Medical practitioners and dentists	30.3		6.7		37.1	
Nurses, including probationers or trainees	14.1		143.9	6.1	157.9	
Professional medical workers, n.e.c.	13.8		21.9		35.6	
Teachers	128.8		153.5	6.5	282.3	
Clergy and related members of religious orders	12.6		*		14.7	
Law professionals	19.8		*		22.8	
Artists, entertainers, writers and related workers	30.4		25.0		55.4	
Draftspersons and technicians n.e.c.	92.8		30.4		123.2	
ADMINISTRATIVE, EXECUTIVE AND MANAGERIAL	371.6	9.3	59.7	2.5	431.3	6.8
Administrative and executive officials, government, n.e.c.	12.0		*		12.5	
Employers, workers on own account directors, managers, n.e.c.	359.6		59.2		418.8	
CLERICAL	326.1	8.2	824.1	34.8	1150.2	18.1
Book-keepers and cashiers	33.8		127.5	5.4	161.3	
Stenographers and typists	*		197.5	8.3	198.6	
SALES	267.7	6.7	310.3	13.1	578.0	9.1
Insurance, real estate salespersons, auctioneers and valuers	39.4		5.3		44.7	
Commercial travellers and manufacturers agents	56.8		11.0		67.9	

Occupation			('000)			
	<u>Males</u>	<u>%</u>	<u>Females</u>	<u>%</u>	<u>Persons</u>	<u>%</u>
SALES (continued)						
Proprietors and shopkeepers, workers on own account, n.e.c. and retail and wholesale trade; salespersons, shop assistants etc.	171.4		294.0	12.4	465.4	
FARMERS, FISHERMEN, TIMBER- GETTERS, ETC.	354.8	8.9	101.4	4.3	456.2	7.2
Farmers and farm managers	203.9		71.8		275.7	
Farm workers, including farm forepersons	130.4		28.5		158.9	
Fishermen and related workers	10.0		*		10.6	
Timber-getters and other forestry workers	7.8		*		8.2	
MINERS, QUARRYPERSONS AND RELATED WORKERS	35.7	0.9	*		36.2	0.6
Miners, mineral prospectors and quarrypersons	27.5		*		27.6	
TRANSPORT AND COMMUNICATION Drivers and firepersons, rail transport	281.0	7.0	44.1	1.9	325.0	5.1
Drivers, road transport	12.4		*		12.4	
Inspectors, supervisors, traffic controllers and despatchers, transport	195.7		13.7		209.4	
Telephone, telegraph and related telecommunication operators	22.3		*		24.0	
Postmasters, postpersons and messengers	*		18.6		22.5	
	22.5		8.7		31.2	
TRADESPERSONS, PRODUCTION- PROCESS WORKERS AND LABOURERS, N.E.C.	1569.3	39.2	204.4	8.6	1774.0	27.9
Spinners, weavers, knitters, dyers and related workers	7.0		6.6		13.5	
Tailors, cutters, furriers and related workers	22.2		55.0		77.3	
Leather cutters, lasters, sewers (except gloves and garments) and related workers	*		7.2		11.5	
Furnacepersons, rollers, drawers, moulders and related metal making and treating workers	16.5		*		16.5	
Precision instrument makers, watchmakers, jewellers and related workers	20.7		*		22.7	
Machine toolmakers, metal machinists, mechanics, plumbers and related metal workers	426.4		9.4		435.7	

Occupation			('000)			
	Males	%	Females	%	Persons	%
TRADESPERSONS, PRODUCTION PROCESS WORKERS AND LABOURERS, N.E.C. (Continued)						
Electricians and related electrical and electronic workers	169.0		*		172.1	
Metal workers, metal and electrical production- process workers, n.e.c.	55.0		18.2		73.2	
Carpenters, woodworking machinists, cabinetmakers and related workers	121.9		*		124.8	
Painters and decorators	52.9		*		54.2	
Bricklayers, plasterers and construction workers, n.e.c.	125.9		*		127.3	
Compositors, printing machinists, engravers, book- binders and related workers	35.3		8.4		43.7	
Potters, kilnspersons, glass and clay formers and related workers	9.7		*		11.9	
Millers, bakers, butchers, brewers and related food and drink workers	80.8		21.3		102.1	
Chemical, sugar and paper production-process workers	18.6		*		21.1	
Paper products, rubber, plastic and production- process workers, n.e.c.	36.0		17.7		53.7	
Packers, wrappers, labellers	16.5		30.3		46.8	
Stationery engine, excavating and lifting equipment operators	91.9		*		92.1	
Storepersons and freight handlers	115.5		8.2		123.6	
Labourers, n.e.c.	142.7		6.0		148.8	
SERVICE, SPORT AND RECREATION WORKERS						
Fire brigade, police and other protective service workers	67.1	6.0	385.5	16.3	624.6	9.8
Housekeepers, cooks, maids and related workers	44.1		5.7		72.7	
Waiters/waitresses, bartenders	21.3		166.1	7.0	210.3	
Caretakers, cleaners, buildings	44.4		50.2	2.1	71.5	
Barbers, hairdressers and beauticians	9.9		65.3	2.8	109.7	
Launderers, dry cleaners and pressers	4.5		34.5		44.5	
Athletes, sportspersons and related workers	10.0		10.0		14.6	
TOTAL	4000.3	100.0	2365.7	100.0	6366.0	100.0

n.e.c. not elsewhere classified

\* Figure subject to sampling variability too high for most practical uses

Source: ABS, The Labour Force, Australia, February 1984.

AVERAGE WEEKLY TOTAL EARNINGS BY OCCUPATION, MAY 1983

<u>Occupation</u>	\$ <u>Full-time</u> <u>Adult Employees</u>
Professional, technical and related workers	430.20
Administrative, executive and managerial workers	456.70
Clerical workers	312.60
Sales workers	297.00
Farmers, fishermen, hunters, timbergetters and related workers	283.00
Miners, quarrypersons and related workers	485.50
Workers in transport and communication	351.60
Tradespersons, production-process workers and labourers, n.e.c.	332.60
Service, sport and recreation workers	321.80
Total all occupations	354.50

n.e.c. not elsewhere classified

Source : Derived by the ABS from ABS, Distribution and Composition of Employee Earnings and Hours - Australia, May 1983.  
Cat. No. 6306.0

PERMANENT EMPLOYMENT IN THE CLERICAL/ADMINISTRATIVE OCCUPATION  
IN THE AUSTRALIAN PUBLIC SERVICE, DECEMBER 1983

<u>Class</u>	<u>Males</u>	<u>%</u>	<u>Females</u>	<u>%</u>	<u>Persons</u>	<u>%</u>
1	6726	16.4	5789	33.1	12514	21.4
2/3	4919	12.0	3503	20.0	8422	14.4
4	5133	12.5	2752	15.7	7885	13.4
5	4903	12.0	1887	10.8	6790	11.6
6	5952	14.5	1731	9.9	7683	13.1
7	3829	9.4	713	4.1	4542	7.8
8	3753	9.2	569	3.2	4322	7.4
9	3131	7.7	399	2.3	3530	6.0
10	1191	2.9	82	0.5	1273	2.2
11	1377	3.4	89	0.5	1466	2.5
Total	40914	100.0	17514	100.0	58428	100.0

Source : Public Service Board Statistical Year Book 1983-1984,  
A.G.P.S., Canberra 1984, P.110.

AVERAGE WEEKLY ORDINARY TIME EARNINGS BY ALL EMPLOYEES, MAY 1983

	\$		%
	<u>Males</u>	<u>Females</u>	<u>Ratio F/M</u>
Ordinary Time -			
Award or agreed base rate of pay (a)	308.50	221.20	71.7
Payment by measured result	4.00	0.80	0.2
Overaward and other pay	9.70	3.50	36.1
Total	322.20	225.50	70.0

(a) Award or agreed base rate of pay refers to the award pay or rate of pay for ordinary time hours paid for and includes all allowances (dirt, height, tool, etc.) and penalty payments (e.g. shift loadings) specified in the award. It excludes overaward pay and service increments not specified in the award.

Source : ABS, Distribution and Composition of Employee Earnings and Hours - Australia, May 1983. Cat. No. 6306.0 Table 2

AVERAGE WEEKLY ORDINARY TIME EARNINGS BY FULL-TIME ADULT NON-MANAGERIAL EMPLOYEES BY INDUSTRY, MAY 1983

\$

Industry	Award or agreed base rate of pay	Males Payment by measured result	Over award and other pay	Total	Award or agreed base rate of pay measured result	Females Payment by measured result	Over award and other pay	Total
Mining	357.50	55.70	26.10	439.30	307.40	*	*	n.a
Manufacturing -								
Food, beverages and tobacco	269.70	14.40	13.30	297.40	240.70	*	6.90	n.a
Textiles, clothing and footwear	246.80	*	17.60	n.a	215.60	*	*	n.a
Paper, paper products, printing, etc.	313.10	*	18.60	n.a	253.80	*	*	n.a
Chemical, petroleum and coal products	318.70	0.90	17.90	337.50	268.50	*	14.70	n.a
Metal products, machinery and equipment	307.30	29.30	10.50	347.10	276.60	*	*	n.a
Basic metal products	274.20	*	22.80	n.a	239.50	2.30	*	257.90
Fabricated metal products; other machinery, etc.	308.00	0.50	11.20	319.70	248.10	*	*	n.a.
Transport equipment	291.60	8.10	16.70	316.40	244.20	3.00	13.70	260.90
Total metal products, etc.	269.30	6.00	18.50	293.80	231.70	*	10.40	n.a
Other manufacturing	286.30	7.70	16.70	310.70	237.60	4.70	9.80	252.10
Total manufacturing								
Electricity, gas and water	360.80	...	7.80	368.60	304.30	*	*	n.a
Construction	320.90	*	*	n.a	266.80	...	*	n.a
Wholesale trade	289.50	1.80	13.50	304.80	260.50	*	8.30	n.a
Retail trade	252.10	6.20	10.20	268.50	234.70	*	4.30	n.a
Transport and storage	317.10	*	8.40	n.a	298.00	*	4.50	n.a
Communications	330.50	...	0.80	331.30	286.30	...	*	n.a
Finance, property and business services	320.00	*	10.30	n.a	268.00	*	6.20	n.a
Public administration, etc.	333.00	*	4.90	n.a	298.20	...	3.30	301.50
Community services	384.50	0.10	4.20	388.80	332.30	...	2.60	334.90
Other industries	274.20	*	7.80	n.a	245.30	*	*	n.a
Total all industries	314.70	4.80	11.80	331.30	283.00	1.10	5.20	289.30

\* Figure subject to sampling variability too high for most practical uses

... Not applicable

n.a. not available

Source: ABS, Distribution and Composition of Employee Earnings and Hours - Australia, May 1983

Cat. No. 6306.0 Table 5

AVERAGE WEEKLY ORDINARY TIME EARNINGS BY FULL-TIME ADULT  
NON-MANAGERIAL EMPLOYEES BY MAJOR AND MINOR OCCUPATION, MAY 1983

<u>Occupation</u>	<u>Males</u>	\$	<u>Females</u>
<i>Professional, technical and related workers</i>	423.20		368.80
Nurses, incl. probationers and trainees	369.90		339.20
Teachers	447.20		398.70
Draftspersons and technicians, n.e.c.	394.30		314.60
Certain other professional and technical workers	401.90		366.70
<i>Clerical workers</i>	339.00		277.90
Book-keepers and cashiers	323.20		265.60
Other clerical workers (excluding typists and stenographers)	340.60		279.80
<i>Sales workers</i>	303.90		243.70
Retail and wholesale trade salespersons and assistants	286.20		237.50
<i>Workers in transport and communication</i>	309.40		279.10
<i>Tradespersons, production-process workers and labourers, n.e.c.</i>	310.80		237.10
Spinners, weavers, knitters, dyers, etc.	256.20		236.60
Tailors, cutters, furriers and related workers	265.30		224.00
Toolmakers, machinists, mechanics, plumbers etc.	320.30		256.60
Metal and electrical production-process workers	292.50		235.90
Compositors, printing machinists, engravers bookbinders, etc.	314.80		254.90
Millers, bakers, butchers, brewers, etc.	284.10		248.00
Paper product, rubber, plastic workers, etc. n.e.c.	280.90		228.30
Packers, wrappers, labellers	272.40		234.70
Storepersons and freight handlers	282.00		246.00
<i>Service, sport and recreation workers</i>	333.80		261.50
Housekeepers, cooks, maids, etc.	299.50		265.40
Waiters/waitresses, bartenders	270.10		246.90
Caretakers, cleaners, buildings	269.30		249.30
Service, sport and recreation workers, n.e.c.	307.00		274.00

n.e.c.: not elsewhere classified

Source : ABS, Distribution and Composition of Employee Earnings and Hours - Australia, May 1983. Cat. No. 6306.0 Table 11



AVERAGE WEEKLY ORDINARY TIME EARNINGS BY FULL-TIME ADULT NON-MANAGERIAL EMPLOYEES BY SELECTED OCCUPATION, MAY 1983

<u>Occupation</u>	<u>Males</u>	<u>Females</u>
Nurses, certificated, general	385.40	348.10
Executive teachers : university	454.00	411.30
Executive teachers, tertiary quals: C.A.E. and T.A.F.E.	440.50	395.90
Other teachers, no tertiary quals: C.A.E. and T.A.F.E.	431.10	399.60
Teachers, tertiary quals: primary	442.00	407.50
Book-keepers and cashiers including bank tellers	323.20	265.60
Office machine operators	342.10	282.50
Clerical workers, government, n.e.c.	358.80	293.10
Clerical workers, non-government, n.e.c.	322.90	276.10
Retail, wholesale sales attendants	275.00	233.90
Assemblers, process workers, metal electrical	274.90	232.70
Packers, wrappers, labellers	272.40	234.70
Cooks, chefs	297.10	258.30
Catering, kitchen and canteen workers	277.70	256.60
Bartenders	263.70	255.40
Cleaners, offices, buildings	269.00	249.30
Hospital and medical attendants	298.80	270.40

n.e.c. not elsewhere classified

Source : ABS, Distribution and Composition of Employee Earnings and Hours - Australia, May 1983. Cat. No. 6306.0 Table 12