

**a c i r r t**

**u n i v e r s i t y o f s y d n e y**

research, training & information services on the world of work

# **Working Time Arrangements in Queensland**

**April 2001**

Report prepared by T Bretherton, J Buchanan, and G Considine for the  
Department of Industrial Relations, Queensland.

## Table of Contents

EXECUTIVE SUMMARY.....	V
KEY FINDINGS ARISING FROM THE REPORT .....	V
IMPLICATIONS FOR POLICY.....	VI
<b>CHAPTER 1 INTRODUCTION .....</b>	<b>1</b>
DATA SOURCES.....	1
STRUCTURE OF THE REPORT .....	2
<b>CHAPTER 2 CHANGES IN HOURS WORKED IN QUEENSLAND AND AUSTRALIA: TRENDS SINCE 1980.....</b>	<b>4</b>
TRENDS OVER THE LAST 20 YEARS. ALL EMPLOYED PERSONS. ....	4
<i>Standard Working Week.....</i>	<i>4</i>
<i>Disaggregating Trends in Full-Time Hours.....</i>	<i>5</i>
<i>Disaggregating Trends in Part-Time Hours .....</i>	<i>7</i>
QUEENSLAND WAGE AND SALARY EARNERS. ....	9
<i>Gender.....</i>	<i>9</i>
<i>Geographic Location.....</i>	<i>9</i>
CURRENT SITUATION IN WORKING TIME ARRANGEMENTS – QUEENSLAND AND AUSTRALIA.....	11
EMERGING NORMS IN WORKING TIME ARRANGEMENTS.....	16
BASIC PROFILE OF THE EXTENDED HOURS WORKER.....	18
<i>Going Behind the Basic Profile – Distinct Dichotomous Groups of Extended Hours Workers.....</i>	<i>19</i>
BASIC PROFILE OF THE STANDARD HOURS WORKER.....	19
<i>Going Behind the Basic Profile – Distinct Dichotomous Groups of Standard Hours Workers.....</i>	<i>20</i>
BASIC PROFILE OF THE CASUAL PART TIME WORKER.....	20
<i>Going Behind the Basic Profile – Distinct Dichotomous Groups of Casuals Working Part-Time Hours.....</i>	<i>21</i>
SUMMARY AND CONCLUSION.....	21
<b>CHAPTER 3 QUEENSLAND WORKING TIME ARRANGEMENTS: ENTERPRISE AGREEMENT TRENDS .....</b>	<b>23</b>
ALTERNATIVE PATHS TO MODIFY WORKING TIME ARRANGEMENTS.....	23
‘SPLINTERED’ PROVISION-BASED CHANGE.....	24
<i>Agreement trends: Statistics.....</i>	<i>24</i>
<i>Agreement trends: qualitative evidence.....</i>	<i>26</i>
SUMMARY OF MAIN FINDINGS – PROVISION BASED CHANGE.....	33
MODE OF ENGAGEMENT -BASED CHANGE .....	34
<i>Agreement trends: Statistics.....</i>	<i>34</i>
<i>Agreement trends: qualitative evidence.....</i>	<i>35</i>
A CASE STUDY OF CONTRACT LABOUR PROVISIONS.....	36
PROVISIONS TO COVER CONTRACT STAFF: THE SECURITY INDUSTRY .....	37
SUMMARY OF KEY FINDINGS – MODE OF ENGAGEMENT BASED CHANGE .....	37
CONCLUSION.....	38
<b>CHAPTER 4 CASE STUDY OF AN EXTENDED HOURS REGIME IN A BLUE COLLAR ENVIRONMENT - MINING.....</b>	<b>39</b>
BACKGROUND.....	39
DATA SOURCES.....	39
SETTING THE CONTEXT .....	39
AVERAGE WEEKLY ORDINARY HOURS OF WORK.....	41
<i>Aspects of change.....</i>	<i>41</i>
<i>Compression/concentration of hours.....</i>	<i>41</i>
<i>Extension/increase in aggregate hours.....</i>	<i>43</i>
<i>Structures to compensate for extended hours.....</i>	<i>44</i>
<i>Appropriate recuperative time.....</i>	<i>45</i>
IMPLICATIONS OF CHANGE.....	46
WHY HAVE THESE CHANGES OCCURRED?.....	46
<i>Examples of provision-based reform.....</i>	<i>47</i>

<i>Examples of mode of engagement-based reform</i> .....	47
CHOICES FROM HERE .....	48
<b>CHAPTER 5 CONCLUSION</b> .....	<b>49</b>
IMPLICATIONS FOR POLICY .....	50
<i>Appendix One</i> .....	52
<i>Appendix Two</i> .....	55
<i>Appendix Three</i> .....	56
<i>Appendix Four</i> .....	60

## List of Tables

1	Employment growth by working time arrangements, 1981 – 2000	5
2	Growth in those working very long hours, 1981 – 2000	7
3	Growth in those working part-time, 1981 – 2000	8
4	Employment conditions for wage and salary earners, Qld. 1997	15
5	Hours usually worked in current job by employment status	17
6	Employment status by hours usually worked in current job	18
7	Incidence of basic working time provisions, Qld agreements	25
8	Features of provisions to ‘average hours’ (%)	27
9	Incidence of ‘averaging of hours’ provisions, by industry, Qld (%)	28
10	Comparison of provisions to alter working time arrangements, by mode of engagement (%)	34
11	Incidence of provisions for non-permanent forms of employment, by jurisdiction (%)	35
12	Descriptive features of mining operations, by state (%)	40
13	Average weekly ordinary hours – production areas (%)	41
14	Standard shift length for production areas (%)	42
15	Shift length in production areas – excluding LDCs (%)	42
16	Shift length by mining method – production areas only	43
17	Average weekly ordinary hours for production sites (%)	43
18	Average weekly ordinary hours for maintenance sites (%)	44
19	Overtime worked (production employees only) (%)	44
20	Proportion of workforce who are contractors (%)	45

## List of Graphs

1	Queensland and national comparisons, hours worked by full-time employed persons	6
---	---	---

## List of Diagrams

1	The current distribution of working time in Queensland	13
2	The current distribution of working time in Australia	14

## Executive Summary

In October 2000, the then Department of Employment, Training and Industrial Relations, Queensland, commissioned ACIRRT, University of Sydney to prepare a report on the current working time arrangements in Queensland and to draw comparisons with national working time arrangements. A number of primary and secondary data sources have been used throughout this report to highlight both historical trends and the current situation with regard to the practice and regulation of working time arrangements in Queensland.

### Key Findings arising from the Report

- In analysing working time arrangements it is important to understand that there are two dynamics at play – those concerned with hours actually worked, and those concerned with the specifications of rights and entitlements linked to hours worked. Changes in both appear to be resulting in the emergence of new standard working time arrangements that have little to do with the classical wage earner model. Instead of one universal model three distinct working time regimes appear to have emerged. As a matter of raw hours of work people and jobs fall into one of three general categories:
  1. Standard hours (i.e. between 35 and 44 hours per week)
  2. Part-time hours (i.e. less than 35 hours per week)
  3. Extended hours (i.e. more than 44 hours per week)
- The emergence of these new working time regimes appears to be closely linked to forms of employment, especially ‘non-standard’ forms of employment. The manner in which working time arrangements are linked to forms of employment are:
  - ◆ Standard hours are particularly prevalent amongst ‘permanent’ wage and salary earners
  - ◆ Part-time hours are particularly prevalent amongst casual employees
  - ◆ Extended hours are particularly prevalent amongst employers, the self-employed and managers  
*It is important to note, however, that over half those working extended hours are wage and salary earners.*

Within each of these categories two distinct sub-groups exist. These are:

- ◆ Standard hours:
  - 1) blue collar occupations
  - 2) white collar occupations
- ◆ Part-time hours:
  - 1) students working on a casual basis
  - 2) parents with dependent children working on a casual basis
- ◆ Extended hours:
  - 1) managerial occupation and/or employers/self employed

## 2) blue collar occupations

- Our analysis of the new standards in EBAs reveals that even standard hours are changing amongst wage and salary earners. The key developments in this regard are:
  - ◆ Averaging of hours provisions
  - ◆ Alteration in terms governing how changes in hours of work are handled
  - ◆ Rostering and shift innovations
  - ◆ Changes in overtime penalties and restrictions
  - ◆ Changes in leave (eg. Cashing out of long service leave and recreation leave).
- Queensland appears to be at the forefront of many of these changes. In Queensland:
  - ◆ There is a higher proportion of both part-timers and extended hours workers
  - ◆ There are high levels of unpaid overtime amongst wage and salary earners
  - ◆ Amongst those working extended hours, there is concern about the hours worked.
- The case study revealed that in the mining industry Queenslanders are at the cross roads in terms of major decisions about how they will govern their hours of work in the future:
  - ◆ The Queensland mining industry sits between WA, with its radical approach to working time arrangements, and NSW, with its more traditional approach.

### **Implications for Policy**

It is beyond the scope of this report to suggest solutions to issues identified in this report. However, there are three key issues Queenslanders need to confront. These can be summarised as follows:

1. *Are the emerging new standards in working time desirable?*
2. *If there are problems with the new tacit standards that are emerging, is there a need to broaden the official approaches to specifying working standards so that they encompass part-time and extended hours workers explicitly?*
3. *In thinking about new approaches to working time standards is it possible to do so without reference to other realms of policy? In particular, can working time policy be considered independently of issues concerning the quality of family and community life, and, fair rates of pay which allow people to participate in both?*

# Chapter 1 Introduction

In October 2000 the then Department of Employment, Training and Industrial Relations, Queensland commissioned ACIRRT, University of Sydney to analyse the current nature of working time arrangements in Queensland. The defining questions of the project were:

1. What changes have occurred in both the practice and regulation of working time arrangements in Queensland over the past two decades?
2. How do these changes compare to national trends?

In the last two decades, the Australian labour market has experienced chronic unemployment, a collapse in the full-time labour market for teenagers, increasing participation rates of women, and massive growth in part-time and casual work<sup>1</sup>. In order to fully explore the impact that these changes have had on the Queensland workforce comparisons were made between the Queensland trends with the national trends from 1981 to 2000 by averaging monthly labour force figures over each year. Where applicable, reference has been made to earlier research and previous analyses.<sup>2</sup>

## Data Sources

A number of primary and secondary data sources were used to analyse and compare working time arrangement practices. The major statistical source of unpublished data from the Australian Bureau of Statistics's Labour Force Survey. The Labour Force Survey is a national survey and is conducted monthly on a representative sample of all civilian persons over the age of 15. It provides an employee/worker account of, among other things, hours worked. Another major statistical source of unpublished data from the Survey of Training and Education (1997) which surveyed persons aged between 15 and 64 who were in or were marginally attached to the labour force, or were in full-time or part-time education, or had a wage and salary job in the 12 months prior to the survey.

It should be noted that the ABS surveys different persons for the labour force data depending on the population of interest. As such, throughout the statistical section (Chapter 2) various populations of the labour force are referred to. For example, although the Labour Force Survey examines both employed and unemployed persons, only those persons who were recorded as employed have been included. Similarly, analysis of the Survey of Training and Education (STE) primarily draws on persons who are currently employed. Where Labour Force or STE data has been used, the population is referred to as "employed persons" and includes wage and salary earners, employers with employees, own account workers, and family unpaid family helpers. However, the Labour Force Supplementary Survey for Queensland (1999) includes data from wage and salary earners only and thus excludes employers and own account workers. Where data has been used from the Supplementary Survey or in instances

---

<sup>1</sup> ACIRRT *Australia at Work: Just Managing?* Prentice Hall, Sydney, 1999

<sup>2</sup> Ibid. J Buchanan, & S Bearfield. *Reforming Working Time: The Future of Work*. Brotherhood of St Laurence, Fitzroy, 1996. K Heiler, R Pickersgill, & C Briggs. "Working time arrangements in the Australian mining industry: Trends and implications with particular reference to occupational health and safety". *ILO Sectorial Activities Programme Working Paper, 162*, ILO Geneva, 2000.

where only wage and salary earners have been included in analysis, the population is referred to as ‘employees’. The exact population being referred to is described in detail under each table and the reader should note the reference ‘Population’ when drawing conclusions on the data presented.

Another issue to note is that within the report, the reference group for various analyses changes depending on the issue being examined. In some tables the characteristic of a particular group is the reference point and comparisons are made amongst persons with the same employment characteristic. For example, when examining employment status, it is important to draw comparisons amongst all wage and salary earners who work part-time, those who work standard hours and those who work extended hours. However, comparisons between persons with different employment characteristics are also of interest. For example, examining the various hours worked by wage and salary earners in comparison to the hours worked by all persons employed in Queensland. Where applicable Tables in this report have been replicated showing the same number of persons with relevant characteristics but reporting different percentages depending on the reference point.

The primary source of data used to analyse changes in the regulatory environment in which working time arrangements are developed the primary source of data was the ADAM (Agreements Database and Monitor).<sup>3</sup> Use of this data source enabled comparisons to be made across various enterprise agreements in Queensland and nationally. The issues that emerged from these analyses were drawn out in an in-depth case-study of the mining industry in Queensland.

## **Structure of the Report**

Chapter 2 provides a statistical analysis of the changes in actual hours worked in Queensland and nationally over the past 20 years. This chapter draws on information collected directly from workers and therefore does not rely on employer estimates or organisational records for an account of hours worked. These data are particularly useful as they provide an analysis of how working time arrangements actually operate on a day to day basis. These data also allow profiles to be developed of the typical worker employed under various working time arrangements. Importantly, this chapter shows how working time practices have changed and notes how the rise in both extended and shorter hours of work appear to be closely correlated with different forms of employment.

In Chapter 3, the paths used by employers to alter working time arrangements are explored using data drawn from ADAM (Agreements Database and Monitor). Qualitative analysis of available enterprise agreements shows how working time rights and obligations are being recast through enterprise agreements in two distinct ways. The first involves redefining rights of those workers engaged as ‘standard’, permanent or ‘ordinary’ employees. This involves changes in fundamental rights concerning the span of ‘ordinary’ hours, changes in leave entitlements and changes in rostering and shift arrangements. The second involves using agreements to facilitate

---

<sup>3</sup> ADAM is Australia’s most comprehensive and authoritative database of enterprise agreements and Australian Workplace Agreements (AWAs). It provides up-to-date information on over 8,000 registered enterprise agreements in the Federal, NSW, Qld, WA, and SA jurisdictions.

the wider use of forms of employment that sidestep traditional working time standards altogether. Such provisions allow for the increased use of casual, contractor and labour hire workers.

Chapter 4 draws on work commissioned by the ILO (International Labour Organisation) in 1999-2000 on shift length, roster patterns and overtime arrangements in the mining industry. This chapter provides an in-depth picture of how working time arrangements are being played out at the industry level. A case study of the mining industry is particularly instructive to this project because of the influential nature of the mining industry when it comes to the instigation of changes to working time arrangements. This chapter reveals that in WA major change has been achieved by adopting different forms of employment, especially contractor and individual contracts of work. In NSW, however, change has come through changing the context of working time standards. Queensland stands between these extremes. This reveals that while changes in terms of working time arrangements are inevitable – the form they take and the outcomes in terms of hours of work can vary dramatically. Policy changes are possible and can make a significant difference to outcomes.

Chapter 5 concludes by drawing out the wider analytical and policy implications of the study. This chapter highlights the need to grasp the profundity of the changes that have occurred in working time practices and rights. It also proposes some key questions that need to be addressed if further change is to be both desirable and productive.

## Chapter 2 Changes in Hours Worked in Queensland and Australia: Trends Since 1980.

### Trends Over the Last 20 Years. All Employed Persons.

#### *Standard Working Week*

In 1981, the total number of employed persons working on a part-time basis in Queensland was 16 per cent with those working on a full-time basis making up the remaining 84 per cent. By 2000, this had changed to a part-time work force that accounted for 27 per cent of all those employed and a full-time work force of 73 per cent.<sup>4</sup> From these figures it would be easy to surmise that there has been only a slight demise in twenty years with regard to working time arrangements in Queensland and that the classical wage earner model that is alive and well for the majority of the population.

However, well before the 1980s it was evident that the standard working time model was limited in its reach. This model, traditionally based on the needs of prime aged males, was quite prescriptive in terms of the daily span of hours and the weekly spread of hours. The model offered few options for employees, and limited employers to a regime that did not meet the growing consumer demand for goods and services outside traditional hours of operation. On closer analysis of the figures seemingly depicting a classical wage earner model, however, it is evident that by 1981 deviations from the standard model were present. It became apparent that dichotomising working time arrangements into full-time and part-time overlooked fundamental changes in the composition of hours of engagement at the workplace.

As early as 1981, the composition of actual hours of engagement at the workplace varied greatly. A telling example of this variation is most apparent amongst those working on a full-time basis. Both nationally and in Queensland between 12 and 13 per cent of all those working on a full-time basis actually only worked part-time hours during the reference week in both 1981 and in 2000, whilst between 8 and 7 per cent did not work at all (ie worked zero hours). As shown in Table 1, this equates to a much larger proportion of all employed persons actually engaged on a part-time basis from week to week. In 1981 in Queensland, a total of 26 per cent of the total work force were engaged on a part-time basis at any one time. By 2000, this had increased to a total of 35 per cent. This trend was also apparent at a national level. In 1981, 25 per cent of the national work force was engaged on a part-time basis and by 2000 this had increased to 33 per cent.

---

<sup>4</sup> ABS unpublished data, Labour Force Survey. Figures are based on annual averages of monthly data.

Table 1: Employment Growth by Working Time Arrangements, 1981-2000

Working Time*	1981		2000		Absolute change		% change
	(000 000s)						
	count	%	count	%	count	%	
Zero (0 hours)							
Queensland	.07	7	.11	7	.04	6	58
Australia	.48	8	.62	7	.14	5	29
Part-time (1 – 34 hours)							
Queensland	.25	26	.59	35	.34	48	136
Australia	1.6	25	3.0	33	1.4	54	88
Standard-time (35 – 44 hours)							
Queensland	.43	44	.53	32	0.1	14	23
Australia	3.0	47	3.1	34	.06	2	2
Very Long hours (45+)							
Queensland	.22	23	.45	27	.23	32	104
Australia	1.3	21	2.4	26	1.0	38	76
Total Employed Persons							
Queensland	.97	100	1.7	100	.71	100	73
Australia	6.4	100	9.0	100	2.6	100	40

Source: ABS Labour Force Survey, unpublished data 1981, 2000.

Population: All employed persons.

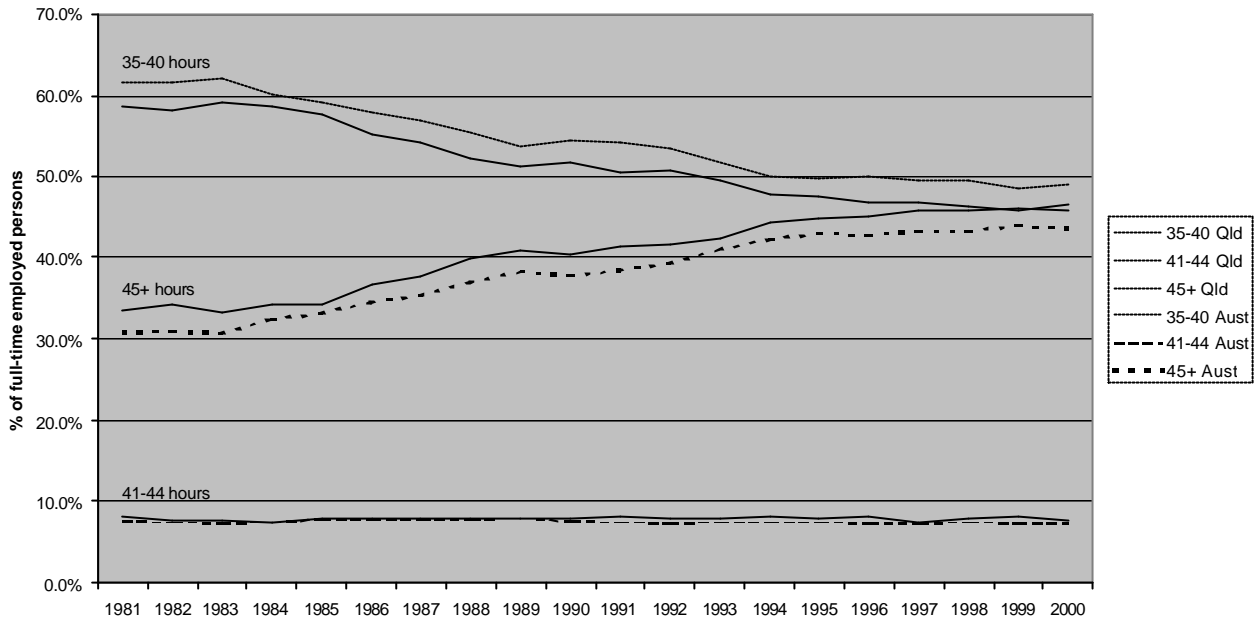
\*Refers to actual hours worked during the reference week. Those working zero hours were accessing leave entitlements throughout the whole reference period.

#### *Disaggregating Trends in Full-Time Hours*

Disaggregating the hours worked by full-time employees reveals distinct changes in the trends of so-called standard hours and very long hours. Graph 1 clearly shows that the relative proportion of full-time employed persons working between 35 and 40 hours per week has declined whilst the proportion of full-time employed persons working more than 45 hours per week has increased. In Queensland in 1981, 58 per cent of all full-time employed persons worked 35 to 40 hours per week while 33 per cent worked more than 45 hours per week. By 2000, 47 per cent of all full-time employed persons worked 35 to 40 hours and 46 per cent worked more than 45 hours per week. Although the proportion of persons working between 35 to 40 hours per week has declined, in absolute terms there was a 19 per cent increase in the total number of persons working these hours in Queensland between 1981 and 2000. In comparison, the total number of all persons working more than 45 hours per week in Queensland increased by 105 per cent over this time period. Table 2 provides a breakdown of those working more than 45 hours per week.<sup>5</sup>

<sup>5</sup> These data reflect the number of hours worked during the reference week. Those full-timers who did not work a full week in the reference week were not included in these analyses. However, the proportion of full-time persons working less than a full week during the reference week did not change between 1981 and 2000. In 1981 and in 2000 at any one time, 20 per cent of all full-time employed persons were not working a full-time week. Therefore, assuming that leave patterns remained constant across hours of employment, the relative proportions are not effected.

**Graph 1: Queensland and National Comparisons  
Hours Worked by Full-Time Employed Persons**



Source: ABS, Labour Force Survey, unpublished data.  
Population: All employed persons, working full-time.

The figures in Table 2 are particularly stark when considered against a 73 per cent absolute increase in the overall Queensland workforce over this period of time. Obviously, growth in extended hours of engagement at the workplace has far outstripped not only those persons working under traditional standard hours of engagement but also the whole of State average. Furthermore, the absolute increase in the number of people working very long hours is more pronounced in Queensland than it is nationally. Nationally, over the period 1981 to 2000, there was a 76 per cent increase in the total number of people working more than 45 hours per week. Perhaps even more discouraging is that the largest absolute increase is not at the lower end of extended hours workers (45 to 49 hours) but amongst those working 50 to 59 hours per week. This was the case for both the Queensland and national workforces but again, the relative growth in the number of people working these hours was far greater in Queensland (136% increase) than it was nationally (94% increase).

Table 2: Growth in those Working Very Long Hours, 1981-2000

Working Time	1981		2000		Absolute change		% change
	(000s)						
Usual hours worked	count	%	count	%	count	% <sup>#</sup>	
45 to 49							
Queensland	69	32	126	28	57	25	82
Australia	460	34	708	30	248	24	54
50 to 59							
Queensland	69	32	162	36	93	40	136
Australia	439	33	850	36	410	40	94
60 +							
Queensland	81	37	161	36	80	35	99
Australia	441	33	799	34	359	35	81
All very long hours							
Queensland	219	23	449	27	230	33 <sup>¥</sup>	105
Australia	1340	21	2357	26	1017	39 <sup>¥</sup>	76
Total Employed Persons							
Queensland	972		1679		707		73
Australia	6416		9023		2606		41

Source: ABS, Labour Force Survey, unpublished data.

Population: Employed persons working 45 hours or more during the reference week.

Note: Figures refer to average weekly hours worked over the year.

# Percentage change as a proportion of the increase in all persons working extended hours.

¥ Percentage change as a proportion of the increase in total working population.

### *Disaggregating Trends in Part-Time Hours*

In the last two decades there has been a massive expansion, in absolute terms, of the numbers of people working various part-time hours both in Queensland and nationally. As with absolute figures for full-time working arrangements the increases in Queensland have been far more dramatic than has been the case nationally. Table 3 shows that with regard to part-time employed persons, the most dramatic increases have been amongst those working between 11 and 29 hours per week. In Queensland, there was a 182 per cent increase in the number of people working between 11 and 15 hours per week since 1981. Amongst those working 16 to 20 hours per week there was a 170 per cent increase and there was a 154 per cent increase in the number of people working between 21 and 29 hours per week.

It should be noted however, that although these absolute increases are much larger than the 73 per cent absolute increase in the total number of all employed persons in Queensland, the relative proportions of employed persons working various part-time hours has changed little in Queensland or nationally. For example, in Queensland in 1981 10 per cent of all part-time employed persons worked between 11 and 15 hours per week, while in 2000 11 per cent of all part-time employed persons worked these hours. These results indicate that despite a massive increase in the number of people working part-time hours (182 per cent in the case of those working 11 to 15 hours), the pattern of part-time employment hours has remained relatively stable over the 20

year period. The significance of this finding is that amongst part-time employed persons the relative mix of hours worked has changed very little. The only possible exceptions to this is the relative decrease between 1982 and 2000 in the proportion of part-time employed persons working between 30 and 34 hours per week and the relative increase in persons working between 6 to 29 hours per week both in Queensland and nationally. If this trend were to continue over subsequent years it may reflect a changing pattern in part-time working arrangements.

Table 3: Growth in those Working Part-time, 1981-2000\*

Working Time	1981		2000		Absolute change		% change
	(000s)				Count	% <sup>#</sup>	
Usual hours worked	Count	%	Count	%	Count	% <sup>#</sup>	
1 to 5							
Queensland	24	10	51	9	28	8	116
Australia	139	9	261	9	123	9	88
6 to 10							
Queensland	35	14	88	15	53	15	150
Australia	222	14	459	16	237	17	106
11 to 15							
Queensland	24	10	69	11	44	13	182
Australia	153	10	357	12	203	15	133
16 to 20							
Queensland	35	14	94	16	59	17	170
Australia	230	15	494	17	264	19	115
21 to 29							
Queensland	51	21	130	22	79	23	154
Australia	336	21	648	22	311	23	93
30 to 34							
Queensland	79	32	159	27	80	23	101
Australia	497	32	726	25	229	17	46
All Part-time Persons							
Queensland	248	26	591	35	343	48 <sup>¥</sup>	138
Australia	1577	25	2944	33	1367	52 <sup>¥</sup>	87
Total Working Population							
Queensland	972		1679		707		73
Australia	6416		9023		2606		41

Source: ABS, Labour Force Survey, 1981-2000. unpublished data.

Population: Employed persons working less than 35 hours in the reference week.

\*Labour Force data for those strictly classified as part-time workers was not available at this level of disaggregation. These figures refer to the hours worked during the reference week and thus include full-timers who worked less than a full week.

# Percentage change as a proportion of the increase in all part-time persons.

¥ Percentage change as a proportion of the increase in total working population.

## Queensland Wage and Salary Earners.

The 1999 Labour Force supplementary survey<sup>6</sup> provides a useful disaggregation of wage and salary earners in Queensland. Wage and salary earners are defined by the ABS as those who worked for an employer for wages or salary and thus excludes employers and own account workers.<sup>7</sup> In Queensland in 1999, wage and salary earners were 70 per cent of the total labour force.<sup>8</sup> Appendix 1 provides a series of tables containing the source data for the following results.

### *Gender*

Men and women were almost equally represented amongst all wage and salary earners in Queensland; 665 600 (53 per cent) of all wage and salary earners were men and 590 600 (47 per cent) were women. With regard to working hours, there were clear distinctions however, between men and women. Although a total of 29 per cent of all wage and salary earners worked on a part-time basis,<sup>9</sup> 76 per cent of all part-time workers were women. Indeed, 47 per cent of all female wage and salary earners worked on a part-time basis compared to just 13 per cent of all male wage and salary earners. Women, therefore, were far more likely to report low average annual earnings. A total of 45 per cent of all women earned less than \$20 000 compared to 23 per cent of all men.

With regard to overtime and unpaid hours, men were more likely to work paid overtime than women with 17 per cent of all men usually working paid overtime compared to just 6 per cent of all women. However, both men and women were equally likely to work unpaid hours with 20 per cent of all men and 18 per cent of all women usually working unpaid hours.

### *Geographic Location*

#### Income and Hours

Wage and salary earners in Brisbane had higher remuneration levels compared to the rest of the State. In Brisbane, 25 per cent of all wage and salary earners earned more than \$40 000 per year compared to 20 per cent of wage and salary earners in the rest of the state. Yet, there was no difference in the proportion of people working extended hours (a total of 31 per cent of each group of employees worked more than 41 hours per week) and there was little difference in the age, post-school education or gender profiles of each group. Similarly there were no differences in the extent to which employees from each group usually worked paid overtime. One likely explanation for the differences observed in remuneration levels may be the occupational and industry profiles of these groups. Although these data were not available by geographic location, it is feasible that employees in the city were more likely to fall into managerial and professional occupations employed in the services sectors. Employees

---

<sup>6</sup> ABS *Working Hours of Wage and Salary Earners, Queensland, Oct 1999*, Cat No. 6344.3, 2000.

<sup>7</sup> Includes owner managers of incorporated entities.

<sup>8</sup> Derived by calculating wage and salary earners in Queensland [as reported in ABS *Working hours of Wage and Salary Earners, Queensland, Oct 1999*, Cat. No. 6344.3, 2000] as a proportion of the seasonally adjusted labour force for Queensland in October 1999 [as reported in ABS *Labour Force, Oct 1999*, Cat. No. 6203.0, 2000].

<sup>9</sup> These figures exclude those working for themselves and thus differ slightly to those reported from the Labour Force Survey.

in the remaining areas the state may be more likely to be blue-collar workers employed in agricultural and mining industries.

Employees were asked to nominate whether they would prefer more or fewer hours of work. Workers in Brisbane were more likely to indicate that they would prefer fewer hours (34 per cent preferred fewer hours compared to 29 per cent of employees across the rest of the state). The difference between regional and city employees in their preference to work fewer hours however, should not detract from the fact that almost one third of regional employees would also prefer to work fewer hours.

There are a number of possible explanations for the differences observed with regard to a preference for working fewer hours. Managerial and professional employees in the city are more likely to be working extended hours to ensure career prospects, job security or to maintain a lifestyle but, in the perfect world, would prefer to be able to work fewer hours. The notion that extended hours are related to career prospects or job security is supported by the finding that 33 per cent of those working more than 49 hours did so because it was an expectation of the job, and 39 per cent said it was necessary to get the job done. Support for the assumption that working extended hours is related to lifestyle and income comes from the finding that 57 per cent of those who worked more than 49 hours and who would prefer to work less hours would not do so for less pay.<sup>10</sup>

At the opposite end of the income spectrum there was some indication of regional poverty. A total of 61 per cent of wage and salary earners living outside the Brisbane area earned less than \$30 000 per year compared to 54 per cent of wage and salary earners in Brisbane. To some extent, this difference could be explained by a smaller proportion of Brisbane employees working on a part-time basis (28 per cent as opposed to 31 per cent). However, this in itself begs the question of regional access to full-time employment opportunities. Only 7 per cent of regional employees (and 6 per cent of city employees) indicated that they would like to work more hours. However, in the regional areas it is possible that a lack of sufficient support services such as child care and public transport prevent people from considering working more hours.

The issue of insufficient hours was particularly prevalent for part-time employees. Of all those who would prefer to work more hours, 98 per cent of them worked on a part-time basis and more than one in five (22 per cent) of all those working on a part-time basis indicated that they would prefer to work more hours.

---

<sup>10</sup> It should be noted that this does not assume that these employees are remunerated to work more than 49 hours per week.

## Current Situation in Working Time Arrangements – Queensland and Australia.

Unpublished data from the 2000 Labour Force Survey show that the average number of persons employed in Queensland from January to September 2000 was 1.7 million<sup>11</sup>. Of those who had recorded hours of work during the reference week, 590 000 (38 per cent) worked less than 35 hours while 973 000 (62 per cent) worked more than 35 hours.<sup>12</sup> It is important to note that at any one time during the year, 20 per cent of all full-timers were working less than 35 hours per week.<sup>13</sup>

Unpublished data from the 1997 Survey of Training and Education allows comparisons to be made between the Queensland and the national labour forces based on characteristics not recorded in the Labour Force Surveys. Over the last two decades there have been dramatic changes to working time arrangements in the Australian labour market. The demise of the traditional notion of a 'standard' working week is clearly evident in Diagrams 1 and 2.<sup>14</sup> The current working time arrangements in Queensland reflect the same segmentation that has been occurring nationally.

The most obvious segmentation in the labour market can be drawn between the growing proportion of the labour force working zero hours per week (the unemployed) and the proportion of the labour force working more than one hour per week. In 1997 in Queensland, as was the case nationally, 8 per cent of the labour force was unemployed.<sup>15</sup> Of all those who work at least one hour per week, the work force can be trisected. There are those who work standard hours each week, those who work part-time and those who work very long hours.

Further to the issue of working time arrangements is that of employment conditions. The rise in part-time employment has coincided with a growth in precarious forms of employment. Both nationally and in Queensland, casual and temporary forms of employment have been increasing. Out of the 17 countries in which the growth and extent of casual and temporary employment has been measured, Australia has exceeded all other OECD countries with the exception of Spain.<sup>16</sup> Amongst Australian states, Queensland has had the highest overall level of casual employment since 1988.<sup>17</sup> Of the total Queensland work force, 29 per cent were employed on a casual basis and 79<sup>18</sup> per cent of all part-time workers were employed casually (see Diagram 1). The figures are comparable when looking at just wage and salary earners.

---

<sup>11</sup> ABS Labour Force Survey, 2000, unpublished data.

<sup>12</sup> A total of 113 000 employed persons were accessing leave entitlements during the reference week and were thus recorded as working zero hours.

<sup>13</sup> The reasons given by full-timers for not working a full-time week included access to leave entitlements, shift or roster arrangements, having commenced or finished work during the reference week, bad weather, or industrial dispute. Those accessing leave entitlements during the reference week greatly inflate part-time figures. The Survey of Training and Education shows that 25 per cent of the Queensland work force was actually engaged on a formal part-time basis.

<sup>14</sup> These figures differ slightly to those reported from the Labour Force Survey because data was available in the Survey of Training and Education on usual hours worked per week.

<sup>15</sup> ABS, unpublished data, *Survey of Training and Education*, 1997.

<sup>16</sup> OECD (Organisation for Economic Cooperation and Development), *Employment Outlook*, OECD, Paris, July, 1996 and I. Campbell, *Work, Employment, and Society*. Forthcoming, 2001.

<sup>17</sup> J Mangan, , *Casual employment in Queensland: Current Situation and Implications for Public Policy*. Report prepared for VETEC (Vocational Education, Training and Employment Commission), Brisbane, April, 1999.

<sup>18</sup> Derived from figures presented in Diagram 1 of all casual workers.

Table 4 shows that of all wage and salary earners in Queensland, 30 per cent were employed on a casual basis. However, 74 per cent of all part-timers were casuals. Nationally, 22 per cent of the total work force was employed on a casual basis and approximately 67 per cent of all part-timers were employed on a casual basis (see Diagrams 2).

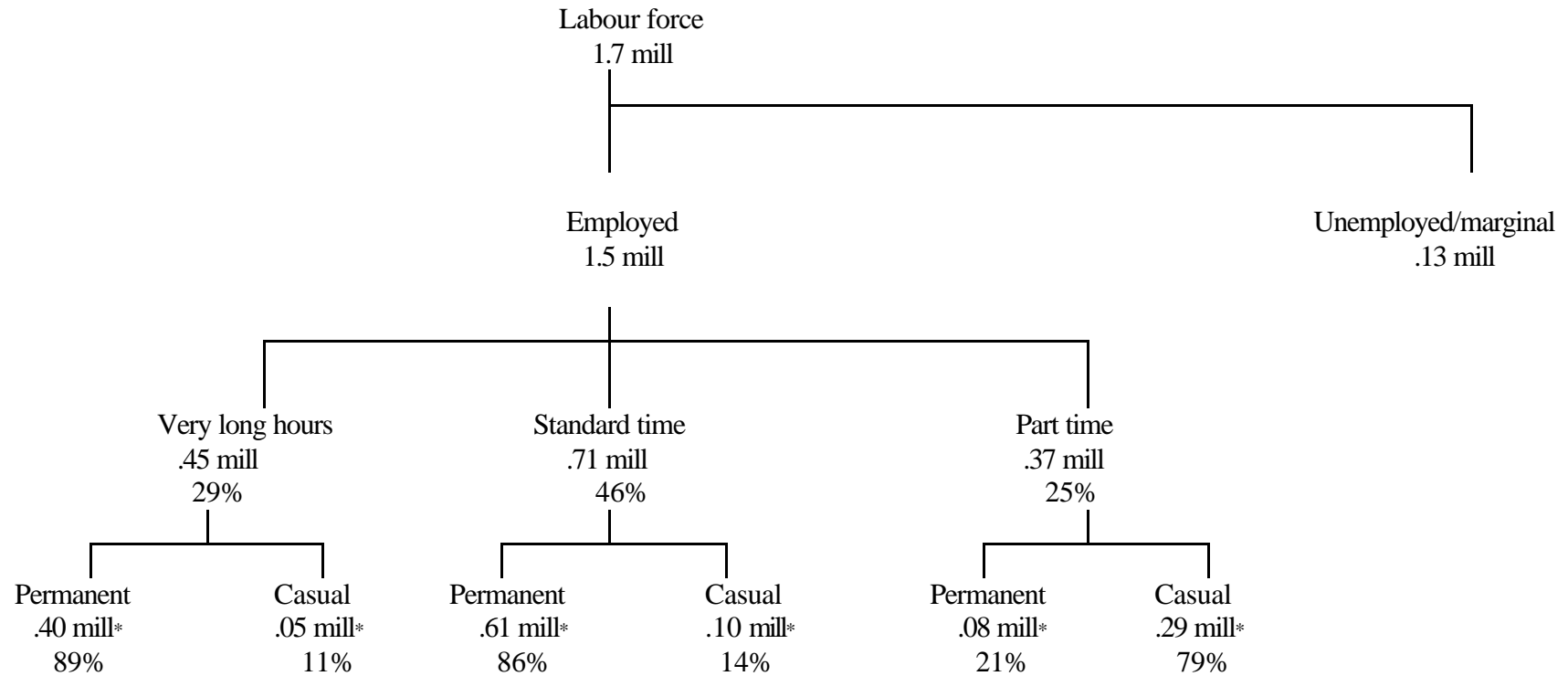
In Queensland, casual employment has been the major source of job growth since 1988 with 47 per cent of all new wage and salary positions being casual. The strongest growth in casualisation has been amongst male employees. Casual employment for men in Queensland increased by 116 per cent between 1988 and 1998 compared to a 54 per cent increase over the same period for women.<sup>19</sup> Although the massive increase in casual employment amongst men can partly be attributed to a lower base rate of casual employment for men in 1988, there has also been a relative increase in the proportion of men working on a casual basis. In 1988, 35 per cent of all Queensland casual employees were men. However, by 1998, the proportion of men working as casual employees had increased to 43 per cent of all Queensland casual employees<sup>20</sup>.

---

<sup>19</sup> Ibid.

<sup>20</sup> Ibid

Diagram 1: The current distribution of working time in Queensland: proportions of employed persons working extended hours, standard hours, part-time and on a casual or permanent basis, 1997



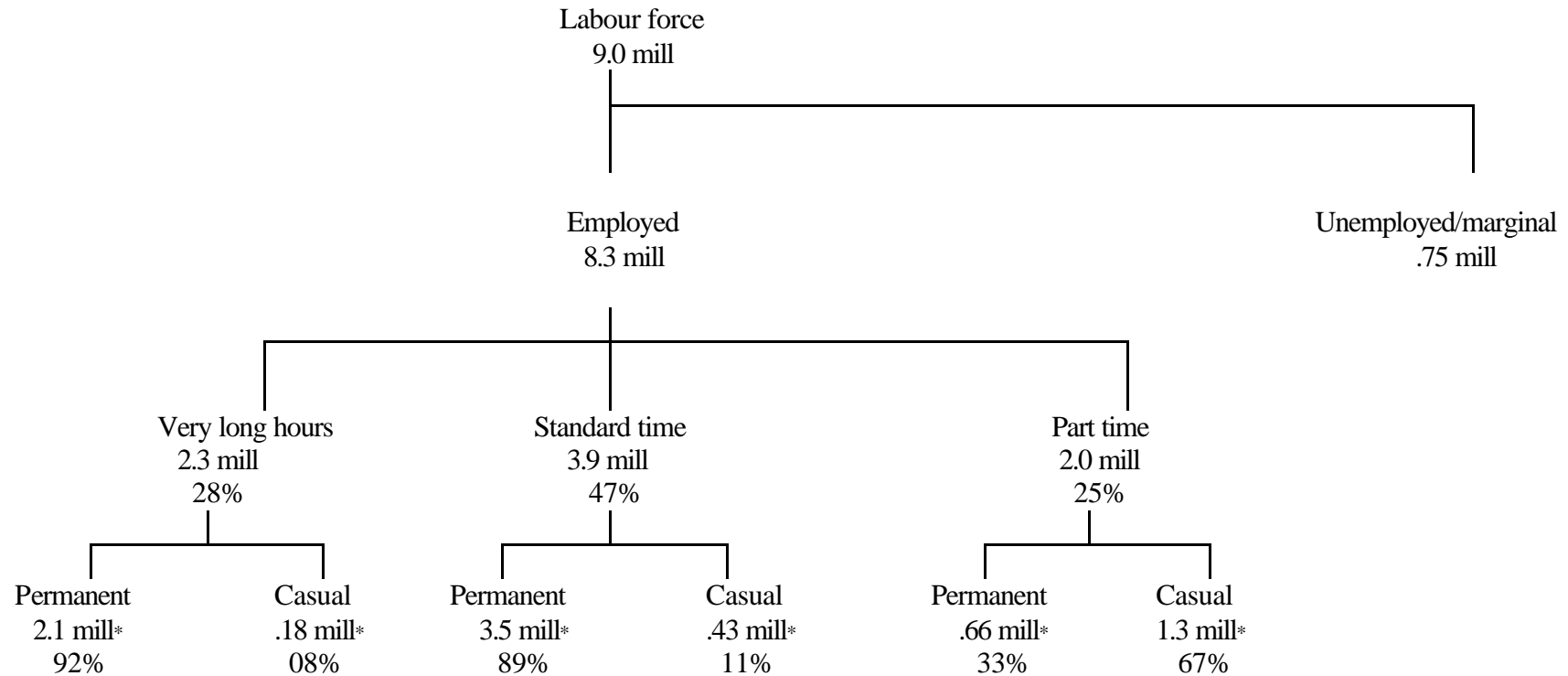
Source: ABS, Survey of Training and Education, 1997, unpublished data.

Population: All employed persons

Note: Extended hours = 45+ hours per week, Standard hours = 30 to 44 hours per week, Part-time = 0 to 29 hours per week.

\* Approximate figures derived from the proportion of permanents and casuels working various hours amongst wage and salary earners. Precise numbers and proportions of permanent casual employees are provided in Table 4.

Diagram 2: The current distribution of working time in Australia: proportions of the employed persons working extended hours, standard hours, part-time and on a casual or permanent basis, 1997



Source: ABS, Survey of Training and Education, 1997, unpublished data.

Population: All employed persons

Note: Very Long hours = 45+ hours per week, Standard hours = 30 to 44 hours per week, Part-time = 0 to 29 hours per week.

\* Approximate figures derived from the proportion of permanents and casuals working various hours amongst wage and salary earners.

Table 4. Employment Conditions for Wage and Salary Earners, Qld. 1997.

		Hours Usually Worked in Current Job			
		Part-time	Standard	Extended	Total
Permanents	%	25	90	89	70
	count	90744	513252	239444	843440
Casuals	%	74	10	11	30
	count	264048	56550	28536	349134
Total		357492	569802	267980	1192574

Source: ABS Survey of Training and Education, 1997, unpublished data.

Population: Queensland wage and salary earners including those in or marginally attached to the labour force who had held a wage or salary job in the 12 months prior to the survey.

Traditionally casual working time arrangements lack the expectation of continuity of employment. Although the *Queensland Industrial Relations Act 1999* provides certain entitlements for long term casuals, there is little to compensate for the lack of training, consultation and job variety that typifies casual employment<sup>21</sup>.

Those working as casuals however, best depict the experience of casual employees. As one woman, who was trying to get her diving instructor qualifications by working on a casual basis on a reef tour boat in Cairns explains:

*‘there’s an official traineeship in the industry – and they are generally known as ‘slaving’. You work for free on a boat, in return for training. You have to pay all expenses and equipment necessary to complete the training, with the exception of the instructor’s time. You get trained by the instructor part of the time, but you spend most of the time just working for free’.*<sup>22</sup>

The precarious nature of casual work also impacts on the extent to which a normal life outside of work can exist. The situation of a casual child care worker employed in a centre in the western suburbs of Brisbane illustrates the lack of control that casuals experience.

*‘I’m described as a permanent casual. I usually work 34 to 35 hours a week anywhere between 6am and 6pm. Rosters are worked out on the weekend and we’re usually told on Sunday night of our roster for the following week....what I really want is more control over my working life’.*<sup>23</sup>

Other issues of concern regarding casual employment were brought to the fore in a recent report put out by the ABS.<sup>24</sup> Although figures were not available at the state level, at a national level 35 per cent of all self-reported casual employees had worked

<sup>21</sup> ACIRRT *Australia at work: Just managing?* Sydney, Prentice Hall, 1999.

<sup>22</sup> Source: R Hall, T Bretherton & J Buchanan. *It’s not my problem: The growth of non-standard work and its impact on vocational education and training in Australia*. NCVER, Leabrook, 2000, disk appendix.

<sup>23</sup> Ibid, Appendix (disk).

<sup>24</sup> ABS *Employment Arrangements and Superannuation, April to June 2000*. Cat. No. 6361.0 2001.

in their main job for more than 2 years and 74 per cent expected to be working in the same job in 12 months time. These findings suggest some form of stability and a certain expectation of continuing work for a large proportion of casuals. However, 43 per cent of all casuals did not work a regular number of days each week but were called in for relief work and 58 per cent did not have any say in their start and finish times. Together these findings paint a picture of employers benefiting from having a constant supply of labour year in and year out without the expense of leave entitlements. From the employee's perspective however, there is little in the way of job security due to the casual nature of the employment conditions and little autonomy or even routine in being able to organise work and family life based on an expectation about usual days and hours of work.

### **Emerging Norms in Working Time Arrangements**

When examining the emerging norms in working time arrangements in Queensland, there are two methods that can be used for interpreting the same data. The first is to focus on the actual hours worked while the second is to focus on the employment status of individuals. The first method of interpretation has been presented in Table 5 and the second method in Table 6. As will be seen, there is value in each method when considering the overall pattern of current working time arrangements.

In Table 5 the focus of interpretation is on the hours worked under each of the emerging norms with a breakdown by employment status. This interpretation is particularly useful in highlighting the fact that not only do wage and salary earners comprise 77 per cent of the entire Queensland work force but they also dominate each of the emerging norms with regard to working time arrangements. As such, policies aimed at addressing working time arrangements, regardless of whether the focus is on part-time hours, standard hours, or extended hours must consider the extent to which wage and salary earners are effected. For example, one of the greatest areas of concern with regard to changes in working time arrangements is the extent to which people usually work extended hours (ie more than 44 hours a week). Table 5 clearly shows that 60 per cent of the all persons working extended hours are wage and salary earners.<sup>25</sup>

At the aggregate level, and drawing distinctions between managerial versus non-managerial occupations, 19 per cent of the Queensland work force are non-managerial wage and salary earners who usually work more than 44 hours per week.<sup>26</sup>

---

<sup>25</sup> It should be noted that 96 per cent of all wage and salary earners are in non-managerial occupations

<sup>26</sup> This figure was calculated from data presented in Appendix 2. Note: These figures include the whole Queensland work force and thus differ from figures presented in Table 4 which include only wage and salary earners.

Table 5. Hours Usually Worked in Current Job by Employment Status for Whole Queensland Labour Force

Employment status		Hours Usually Worked in Current Job			
		Part-time	Standard	Extended	Total
Wage and Salary Earners	%	78	90	60	77
Count		357492	569802	267980	1192574
Employer with employees	%	5	3	18	8
Count		21783	18064	78859	118706
Own Account Workers	%	15	7	22	14
Count		68611	42307	100349	211267
Unpaid Family Helper	%	3	.002	.005	.01
count		14599	1119	2352	18070
Total		100	100	100	100
		459784	631293	449540	1540617

Source: ABS Survey of Training and Education, 1997, unpublished data.

Population: Queensland labour force including those in or marginally attached to the labour force who had held a wage or salary job in the 12 months prior to the survey.

Although it is important to consider wage and salary earners in all policy development due to the extent to which they dominate the labour market, it is also important to consider anomalies amongst the other employment status groups. Another useful way to interpret the data in Table 5 therefore, is to compare the hours worked amongst those working under the same employment status (see Table 6).

When considering this method of interpretation, there were distinct differences amongst employers and amongst own account workers that are worth noting. For example, there was a higher proportion of employers and own-account workers working extended hours than would be expected when considering the total proportion of people in the Queensland work force who work extended hours. Two out of three employers (66%) and almost half of all own-account workers (47%) worked more than 45 hours per week (see Table 6). This compares to just under a third of the whole Queensland work force (29%) and less than a quarter of wage and salary earners (22%) working extended hours. From this perspective, although they comprise only a small percentage of the total Queensland workforce it is important to note that extended hours of work significantly impact on employers and own-account workers.

Table 6 Hours Usually Worked in Current Job by Employment Status for Whole Queensland Labour Force

Employment status	Hours Usually Worked in Current Job			
	Part-time	Standard	Extended	Total
Wage and Salary Earners % Count	30 357492	48 569802	22 267980	100 1192574
Employer with employees % Count	18 21783	15 18064	66 78859	100 118706
Own Account Workers % Count	32 68611	20 42307	47 100349	100 211267
Unpaid Family Helper % count	81 14599	6 1119	13 2352	100 18070
Total	30 459784	41 631293	29 449540	100 1540617

Source: ABS Survey of Training and Education, 1997, unpublished data.

Population: Queensland labour force including those in or marginally attached to the labour force who had held a wage or salary job in the 12 months prior to the survey.

It is clear that different workforce characteristics such as hours worked and employment status cluster together. The resources were not available to examine this issue in detail. However, a basic profile of three key types of “typical worker” has been prepared. In doing this type of simple analysis, distinct differences are evident in the individual profiles of the “typical worker” performing ‘extended’, ‘standard’, and ‘part-time casual’ hours of work.

### Basic Profile of the Extended Hours Worker<sup>27</sup>

The majority of those who worked extended hours were:

- Male (80%)
- 35 to 54 years old (57%)
- Earns more than \$41 601 per year (45%)
- *Industry*<sup>28</sup>
  - Wholesale and retail trade (21%)
  - Community services (13%)
  - Manufacturing (13%)
- *Occupation*<sup>29</sup>
  - Managers and administrators (27%)
  - Tradespersons (19%)
  - Professionals (15%)
- Post school qualification (58%)
- *Marital/Family status*
  - Married with dependants (45%)
  - Married without dependants (31%)

<sup>27</sup> These data are presented in Appendix 3.

<sup>28</sup> Disaggregations use the Australian Standard Industry Code (ASIC)

<sup>29</sup> Disaggregations use the Australian Standard Codes of Occupation II (ASCO II)

- Youngest child is 14 years old or younger<sup>30</sup> (41%)

*Going Behind the Basic Profile – Distinct Dichotomous Groups of Extended Hours Workers.*

Despite the basic profile that characterises a typical extended hours worker a clear distinction becomes apparent when occupational category is considered in greater depth. When considering standard occupational categories, just over one in three extended hours workers (36%) are employed as managers or professionals with a further 18 per cent employed as associate professionals. From this finding it could be easily surmised that extended hours of work is an issue primarily concentrated in the top echelons of the labour market. However, it is important to also note that one in three extended hours workers (33%) are employed in blue-collar occupations such as trades persons, production and transport workers and labourers.<sup>31</sup>

This dichotomy between the top echelons and the blue-collar worker has obvious policy implications when considering the regulation of usual hours worked. Managers and professionals are far more likely to be in positions where hours are not formally regulated and where there are significant promotional opportunities. Blue-collar workers on the other hand are more likely to be employed at a low hourly base rate and need overtime to supplement relatively low basic incomes. Thus regulating or reducing the hours of work of blue-collar workers is far more likely to negatively impact on take home wages. These differences between managerial and blue-collar workers who work extended hours highlight the importance of developing sophisticated instruments to address the problem of extended hours of work for different segments of the labour market.

**Basic Profile of the Standard Hours Worker<sup>32</sup>**

The majority of those who worked standard hours were:

- Male (61%)
- 25 to 44 years old (51%)
- Earns between \$20 801 and \$31 200 (47%)
- *Industry*<sup>33</sup>
  - Community services (21%)
  - Wholesale and retail trade (17%)
  - Manufacturing (16%)
- *Occupation*<sup>34</sup>
  - Intermediate and elementary clerical, sales and service workers (28%)
  - Tradesperson (19%)
  - Professionals (16%)
- Post school qualification (49%)

<sup>30</sup> The ABS draws distinctions between families with young children that may require child care arrangements and families without children aged between 0 and 14.

<sup>31</sup> The remaining 13 per cent of extended hours workers are in lower skilled white collar occupations such as advanced, intermediate and elementary clerical, sales and services workers.

<sup>32</sup> These data are presented in Appendix 3.

<sup>33</sup> Disaggregations use the Australian Standard Industry Code (ASIC)

<sup>34</sup> Disaggregations use the Australian Standard Codes of Occupation II (ASCO II)

- *Marital/Family status*  
Married with dependants (33%)  
Married without dependants (28%)
- No children aged 14 or younger (67%)

*Going Behind the Basic Profile – Distinct Dichotomous Groups of Standard Hours Workers.*

As with those working extended hours, there was also a clear distinction amongst standard hours workers with regard to blue-collar and white-collar occupations that may have important policy implications. Indeed, the dichotomous distinction was far more apparent amongst those working standard hours because there was not only an occupational segmentation but an industry one as well. Of all standard hours workers, 40 per cent were employed in the blue-collar occupations as tradespersons, intermediate production and transport workers, and labourers. This dominance of blue-collar workers was reflected in the finding that a quarter of all standard hours workers were employed in the Manufacturing and Construction industries.

However, another 26 per cent of all standard hours workers were employed in the high skilled white-collar occupations as professionals and associate professionals whilst 32 per cent were employed in lower skilled white-collar occupations as advanced, intermediate, and elementary clerical, sales and service workers. As with blue-collar workers this finding was supported by a dominance of standard hours workers in industries that would be deemed as typically white-collar: the Community Services (21%), Wholesale and Retail trades (17%), and Finance, Property and Business Services (11%).

Dichotomising standard hours workers into white-collar and blue-collar workers warrants consideration. It is likely that the majority of those employed under standard working hour arrangements in white-collar occupations are at the workplace during 'regular' hours of business hours: 9am to 5pm, Monday to Friday. The obvious exception to this would be those employed as sales workers whose actual hours arrangements might more closely mirror those in blue-collar occupations. It is far more likely that sales workers and blue-collar workers are subjected to hours arrangements that include, shift work, split shifts and weekend work.

### **Basic Profile of the Casual Part Time Worker**

The majority of those who worked on a casual part-time basis were:

- Female (72%)
- *Age*  
15 to 19 years old (28%)  
35 to 44 years old (20%)
- Earns less than \$10 400 (65%)
- *Industry*<sup>35</sup>  
Wholesale and retail trade (41%)  
Recreation, personal and other services (21%)

---

<sup>35</sup> Disaggregations use the Australian Standard Industry Code (ASIC)

- Community services (19%)
- *Occupation*<sup>36</sup>
  - Elementary clerical, sales and service workers (34%)
  - Intermediate clerical, sales and service workers (23%)
- *Educational Qualification*
  - Did not complete high school (30%)
  - Obtained highest level of secondary education (26%)
- *Marital/Family status*
  - Married with or with dependants (31%)
  - Dependent student (25%)
- No children aged 14 or younger (71%)

*Going Behind the Basic Profile – Distinct Dichotomous Groups of Casuals Working Part-Time Hours.*

Although a large proportion of casual part-time workers are dependent school students (25%). The other obvious discrete category within this emerging norm is spouses (primarily mothers) with dependent children (31%).<sup>37</sup> These two groups would operate very differently in the casual part-time employment market. Unlike students who would be restricted to working after school and on weekends, parents with dependent children would be primarily restricted to working during school hours unless they use child care arrangements to enable them to fit in working arrangements with family responsibilities. As with the other emerging norms these differences bear careful consideration with regard to policy development. Students may prefer to work fewer days a week but longer hours on the days they do work whilst parents with dependent children may prefer to work more days with fewer hours each day.

## **Summary and Conclusion**

In Queensland and nationally there has been a distinct reconfiguration of the nature of the working week over the past 20 years. The extent of this change is most apparent once the data is disaggregated. It is evident that in place of the classical wage earner model comprising the old notion of a standard working week, there are at least three distinct working time regimes. Although the standard working week model still exists for many workers, it is a model that no longer describes the working time reality for the majority of workers. Just as important now, is the recognition of a regime of working time arrangements that represents new standards in working time. This regime encompasses those working extended hours each week (i.e more than 44 hours per week) and those working part-time hours on a casual basis (i.e. less than 35 hours per week on a non-permanent basis).

There was some industry overlap in which each of these regimes was emerging. However, there was clear differentiation in occupational composition of each of these groups. With regard to major industry employers, the Retail industry was the only

---

<sup>36</sup> Disaggregations use the Australian Standard Codes of Occupation II (ASCO II)

<sup>37</sup> When single parents with dependent children are also considered, 37% of all those employed on a casual part-time basis are parents with dependents.

industry that comprised significant proportions of workers from each group. However, the Construction industry was a major employer of extended hours and standard hours workers while the Community Services industry was a major employer of standard hours workers and casual part-timers. Occupational disaggregations also revealed a number of distinctions between the emerging norms. There were more managers and associate professionals working extended hours than would be expected when compared to the whole Queensland workforce. Amongst those working standard hours there were more tradespersons and intermediate clerical, sales, and service workers than would be expected, and amongst those working on a part-time casual basis there were more elementary clerical sales, and service workers than would be expected.

However, the individual characteristics of the workers who are employed under each of the emerging regimes are also quite distinct. Amongst those working extended and standard hours a distinction can be drawn between white-collar and blue-collar workers whereas amongst casual part-time workers a distinction needs to be drawn between parents with dependent children and dependent students. It is obvious that a one-size-fits all approach to working arrangements policy will no longer suffice. However it is also clear from the profile analysis within each of the three groups, that consideration should to be given addressing the situation in which distinct sub-groups exist within each regime.

The composition of the Queensland work force is such that 86 per cent of all employed persons are working either extended hours, traditional standard hours, or part-time hours on a casual basis. However, 66 per cent of all Queensland workers fit into one of the six categories outlined below:

1. Managerial occupation and/or employers/self employed working extended hours (5%)
2. Blue collar occupation working extended hours (10%)
3. Blue collar occupation working standard hours (16%)
4. White collar occupation working standard hours (25%)
5. Student working part-time hours on a casual basis (4%)
6. Parent with dependent children working part-time on a casual basis (6%)

The immediate question arises as to whether or not these regimes are in fact desirable? If these situations are deemed undesirable and difficult to manage then questions about policy mixes are raised. In particular, a whole of government approach may be needed to address the unique circumstances of those working under each of these emerging regimes so that the quality of work and family life is not compromised. Such an approach will require a fundamental shift away from the traditional way of thinking about working time arrangements.

## Chapter 3      Queensland Working Time Arrangements: Enterprise Agreement Trends

The main focus of this section is to illustrate how changes to working time have been instigated and managed at the workplace and enterprise level in Queensland. Analysis of Queensland data drawn from the ADAM database shows that changes to working time arrangements have not been uniform. It appears that the preferences for changes to hours, rosters and strategies to maintain numerical flexibility are highly sensitive to industry and workplace needs.

### **Alternative paths to modify working time arrangements**

Our research identified two general paths that can be taken to alter working time arrangements.

- 1) A ‘splintered’ approach – developed around provision-based change. This strategy alters the arrangements governing the use of working hours to ensure it maximises flexibility for the workplace. With this approach, the tenure or status of the worker as a “permanent employee” does not change, rather, provisions designed to improve the management of time are negotiated through the agreement. Some examples might include the introduction of permanent part time work or changes to rostering arrangements (extension or compression of shifts, or innovative introductions such as split shifts).
- 2) Changing the mode of engagement for the worker. This approach focuses on changing the status of the worker, so that the traditional framework of entitlements governing working arrangements is altered. This can occur in two ways. An employer may elect to change the composition of the workforce, so that more contract or casual staff (non-permanent) workers are engaged. In other circumstances, permanent workers may have their legal status changed to that of contract or labour hire workers.<sup>38</sup> In other words, rather than focusing on technical provisions that regulate the hours worked, employers adopt a different mode of engagement for workers. This means that desired changes to working time can occur without having to conform to regulations perceived to be attached to an employee with permanent status.

These paths are not mutually exclusive. Employers can use both of these strategies. Evidence from the ADAM database shows that agreements have formed part of both of these strategies to instigate changes to working time arrangements.

---

<sup>38</sup> In recent years, the media has publicised a number of these cases. In the case of Patrick Stevedores, the employment contracts of workers were transferred to labour hire firms, without the consent of the workforce. In other cases, such as the Commonwealth Bank and Telstra, functional areas of work have been outsourced to other employers. This means the workers are no longer directly employed by the firm/organisation to which they are providing services.

## **‘Splintered’ provision-based change**

### *Agreement trends: Statistics*

A fundamental priority of any agreement is to establish the ground rules for working time arrangements at a workplace. However, as Table 7 shows, working time provisions often extend well beyond a straightforward identification of the required weekly hours of work. Most agreements (75 per cent) make some reference to working hours. Beyond this basic identification, the terms governing the working of hours splinter into a wide range of provisions. More than one quarter of all agreements (28 per cent) use shiftwork arrangements to maintain flexibility in working time. Almost one fifth (19 per cent) include a provision to average hours. Approximately one quarter (23 per cent) include some kind of provision to absorb allowances usually associated with extended working hours (overtime, weekend penalties) into the annual salary or wage.

Table 7 Incidence of Basic Working Time Provisions, Queensland Agreements

Provision	Proportion containing this provision	Count
General features		
Any reference to working hours	75	987
***To specifically identify ordinary hours to be worked in a week	46	613
Any reference to shift work	28	371
To average hours	19	252
Any reference to numerical flexibility	16	215
Absorption of allowances		
Allowances absorbed into salary/wages	7	88
Wages annualised	5	72
Penalties absorbed into salary/wages	5	69
Annual leave loading absorbed into salary	3	45
Overtime absorbed into salary/wages	3	46
To expand family friendly leave		
Presence of any 'family friendly' measure (eg carers, family and/or parental leave)	8	104**
Total number of Queensland agreements	N/A	1321*

Source: ACIRRT, ADAM Database 2000

**Note: For more information about the incidence of other provisions relating to working time in Queensland, and Australia wide, please see the agreement data attached in appendices of this report.**

\*This figure does not represent a total of the count within this column

\*\*This compares to 13 per cent of all agreements on the ADAM database containing some type of family friendly provision

\*\*\* Because agreements that actually specify the 'ordinary hours' at a workplace represent less than half of all agreements, they have not been discussed in detail in this report.

As Table 7 shows, there is a wide range of agreement provisions that can be used to alter working time arrangements. In general terms, the approach taken in agreements is to move beyond the model traditionally associated with an eight hour day/five day week for all workers. Less than half of all Queensland agreements (46 per cent) explicitly state, in the text of the agreement, what the ordinary hours of work will be for a weekly period. Instead, the provisions are designed to maximise flexibility in the working of hours through the use of scheduled breaks, incentives to reduce the use of leave, and limits to the compensation available for additional hours worked (overtime).

### *Agreement trends: qualitative evidence*

A common theme across agreements is for working time changes to occur ‘consistent with the needs of business’, and particularly to maintain the flexibility to meet troughs and peaks in customer or business demand. The following clause, taken from an agreement in the entertainment industry, demonstrates the importance of business demand in determining working time arrangements. The agreement does not nominate aggregate hours to be worked, but leaves open the option to change the rostering of hours and the conditions determining the hours to be worked.

*“...the spread of hours will be determined to suit climatic, seasonal or customer requirements or to maximise the use of equipment. Where practical, working hours shall be set by agreement, however, in the absence of an agreement, the hours will be determined by the company and/or the customer”*(Excerpt from a 1999 agreement: No. 9393).

Even in those enterprises where the ‘ordinary’ or standard working week model is still in operation, many agreements include clauses that put the workforce on notice of the coming need to instigate more ‘flexible’ working time practices.

*“Clause 10.4 Working arrangements. The parties agree that flexibility must exist within the enterprise with regard to the arrangement of ordinary working hours. As we reach for further progress towards Worlds Best Practice, more flexible enterprise based working arrangements will be explored and implemented with cooperation from the parties to ensure the competitiveness of the Company within industry is upheld at all times”*. (Excerpt from a 2000 agreement in the dairy industry).

*“Clause 3 (a) The parties have agreed that shiftwork may be introduced within the period of this Agreement should business needs determine that it is required. Management will determine the need for and timing of implementation of shiftwork”*. (Case No. 593 of 2000).

As Table 7 shows, there are a wide variety of provisions that have been used in agreements to alter working time arrangements. The most common techniques are discussed below: averaging of hours, overtime-related provisions, changes to the use of sick and annual leave, rostering and shift innovations, and introduction of family-friendly leave provisions.

#### a) Averaging hours

Just less than one fifth (19 per cent) of all Queensland agreements contain a provision for the ‘averaging of hours’ (see Table 7). ‘Averaging of hours’ means that standard hours being worked can vary in any one day, week or month. For example, over a two week period a worker may work 20 hours in one week and 60 hours in the next,

therefore averaging 40 hours over a two week period. Table 8 provides a breakdown of the types of provisions dealing with the averaging of hours. Of the agreements that use ‘hours averaging’ clauses, most (63 per cent) average over a four week period.

Table 8 Features of Provisions to ‘Average Hours’ (%)

<b>Agreement-specified period over which hours should be averaged</b>	<b>Qld</b>	<b>All agreements</b>
4 weeks	63	60
52 weeks	8	16
Other	29	24
<b>Total</b>	<b>100</b>	<b>100</b>

Hours are averaged to increase labour flexibility at the workplace level. Clauses to average hours often receive the support of both management and unions. Management benefits because hours can be altered from week to week or month to month, according to seasonal demand or unexpected changes in product demand. Workers are also argued to benefit. Although hours may not have a regular weekly pattern, a worker’s annual income is protected because the overall volume of hours is maintained. It has been argued that averaging of hours can benefit workers with family responsibilities. The option to change working hours from week to week means that workers can more easily accommodate child care emergencies (for example, illness) without having to use their own sick and annual leave. The flexibility of this arrangement still relies heavily on employer prerogative for workers to use the system in this way. As the next table demonstrates, ‘averaging of hours’ provisions do not occur uniformly across all industries. These provisions are much more likely to occur in industries characterised by fluctuations in business and customer demand, and not as a response to worker demands for more family-friendly working time arrangements.

As Table 9 shows, the industries that require a high degree of flexibility in their rostering arrangements are more likely to use averaging of hours provisions. In retail trade, two-thirds of all Queensland agreements include a provision to average hours. The majority of agreements in the hospitality industry (70 per cent) include averaging provisions, and 42 per cent of all recreation industry agreements contain these clauses. In contrast the female dominated industries of health, education and welfare – where it might be argued there is a greater demand for family-friendly provisions – have low levels of averaging of hours provisions (22 percent, 11 per cent and 20 per cent respectively).

Table 9 Incidence of ‘Averaging of Hours’ Provisions, by Industry, Qld (%)

Industry	Proportion of agreements with any reference to ‘averaging of hours’
Agriculture	17
Mining	14
Construction	2
Food, beverage & tobacco manufacturing	23
Metal manufacturing	26
TCF manufacturing	29
All other manufacturing	16
Electricity, gas & water	10
Wholesale trade	17
Retail trade	66
Transport/storage	29
Insurance and other business services	17
Public administration	8
Health services	22
Education	11
Welfare and other community services	20
Hospitality	70
Recreation and other personal services	42
All Queensland agreements	19

b) Rostering and shift innovations

Provisions covering shiftwork arrangements are a feature of more than one quarter of all Queensland enterprise agreements (28 per cent, see Table 7), and 28 per cent of all agreements on the ADAM database (2144 agreements, out of a total of 7563). These provisions are not uniform, and reflect the diversity of workplace and industry circumstances. A major theme in all of the following types of roster changes, is to transfer the responsibility for recuperative time to the employee. Shift swapping to reduce absenteeism, the introduction of split shifts, and incentives to reduce the use of leave are all designed to reduce the amount of compensation an employer must pay to an employee for recuperative leave and/or rest breaks. Some common themes are discussed below.

- The introduction of split shifts

Split shifts are becoming a more common feature of shiftwork arrangements, and now extend beyond the traditional manufacturing and factory settings (where split shifts were developed to accommodate the needs of the production schedule and machine operation). Financial incentives are also often attached to split shift arrangements. The following example, from the university sector, provides for a \$10 allowance for each week in which a split shift is worked. In the following case, it is not clear how lunch breaks will be accommodated by the arrangement. In this case, it could be argued that the employee is required to take a lunch break during the hiatus (gap between shifts) from work.

*“Sessional employees and continuing fractional employees...working a split shift in any one week will be paid an additional all purpose split shift allowance of \$10 for each week the split shift is worked. Only one break in daily working hours will be permitted”.* (Clause 14.2.2 from a university agreement: No UO 209).

- Shift swapping

The opportunity to shift swap is argued to reduce absenteeism, because workers can change work schedules to cope with emergencies (illness, sick family members, child care difficulties). Rather than taking a ‘sickie’, workers are encouraged to swap shifts with other workers. Some agreements go to great lengths to encourage workers to use the ‘shift swap’ option, even allowing the swaps to occur at late notice. For example, an agreement covering workers in road service, allows workers to swap shifts at late notice (agreement No: Q7333).

- Rostering changes can be used to complement strategies to use more casual and contract staff on site.

In the following clause, distinctions are made between casual and permanent staff. Maximum flexibility is required of casual staff, while permanent staff have a more standard set of hours, conform to more regular rostering arrangements and require more warning before roster changes. The following excerpts are taken from an agreement covering workers in a pizza delivery business.

*“The ordinary working hours of all employees, other than casuals, shall be worked in accordance with a weekly roster prescribing the starting and ceasing times, which shall not be changed except upon 7 days notice, except where [name deleted] Pizza and the employees concerned mutually agree”*

*“Casual employees may work split shifts”* (Clauses 1 & 2 Certified Agreement 1998: EO746)

- Changing the length of shifts at late notice

In industries such as hospitality, employers argue for the necessity to be able to change shift times and lengths at late notice. Again, this is primarily justified because of business need.

*“12.1 Can the Hotel shorten associates’ rostered shifts? Yes Where your supervisor or manager decides that because of business demand it is not necessary for all associates who have*

*been rostered to work to remain at work the Hotel may require you to work a short shift*

*12.3 Can the Hotel extend associates' rostered shifts? Yes Where your supervisor or manager decides that there is business demand, the Hotel may require you to work an extended shift". (Excerpts from an agreement covering hotel workers, agreement No. QO410).*

c) Overtime provisions – and restrictions on use

Restrictions on overtime can be introduced for a wide range of reasons. In highly hazardous workplaces, it is important to ensure that employees do not work excessive hours because of the risks of fatigue affecting job performance. In other workplaces, restrictions on overtime or the abolition of overtime rates can be used to reduce labour costs.

In the following case, eligibility criteria are being applied to the amount of compensation that can be awarded for extra hours. For example, if a worker swaps a shift with another worker, overtime will not apply to that additional shift (even if the shifts are worked consecutively).

*"Rosters so changed will be paid for at the rates applicable to the actual time worked. However, in the event that you swap a rostered shift, clause 14 [overtime] will not apply to work performed due to a swap of a rostered shift". (Clause 11.5 from an agreement covering hotel workers: QO410).*

In this case, the agreement specifies a minimum eight hour break between the completion of one shift and the commencement of the next. However, this rule also provides for two exceptions in order to maintain flexibility over rostering arrangements. A worker can request to swap a shift with another worker, or a supervisor can request a worker to cover another worker on sick leave.

*"However the minimum break may be reduced in the following circumstances: (a) if you request a lesser break because you want to swap a roster with a work colleague and your supervisor agrees to you having a lesser break"; or (b) if an associate who was rostered to work calls in sick and your supervisor requests you to work the shift to cover for the associate who is sick". (Clause 11.6 from an agreement covering hotel workers: QO410).*

- d) Provisions that provide an incentive to increase the hours spent at work

Two major types of provisions can be included in this category. In one case, the provisions *overtly* encourage workers to restrict the amount of leave entitlements they currently use. Over the last ten years a number of organisations have chosen to use agreements to reduce the use of sick leave, or to cash out sick leave. A ‘pioneer’ clause of this type is found in NSW. The Tweed Valley Enterprise Flexibility Agreement case of 1995 shows how sick leave provisions can be part of a wider agenda to fundamentally alter working time arrangements (and how these are remunerated). In this case, the Tweed Valley Fruit Processors EFA included a provision to cash out the sick leave benefit for all employees. A full bench of the IRC confirmed the need to protect sick leave as a ‘community standard’. A statement by Richard Moran, Managing Director of Tweed Valley Fruit Processors provides insight into the rationale behind these types of reforms.

*“I laid down to the Consultative Committee a few guidelines for the Agreement, all of which are productivity related...Guideline no. 2. Apply as much as possible the principle that you are paid while you are at work”.*<sup>39</sup>

Workers face a number of risks in agreeing to cash out sick leave. The system provides an incentive for workers to attend work ill, rather than take time off and have their weekly pay reduced in that pay period. This may pose health and safety risks, particularly in hazardous work environments.

The excerpt below, taken from a current Queensland agreement shows how rewards for reduction in the use of sick leave still form part of reform strategies designed to change working time practice.

*“The Company will also offer an incentive scheme to reward employees who work consecutive periods each pay cycle of not less than the ordinary hours of work being an average of 38 hours...Upon achieving this level of attendance, the Company will remit an additional weekly payment of \$25.00 to be included as part of the relevant week’s pay. Provided that the Company shall not be under any obligation to remit such weekly payment if in any period of three (3) consecutive pay cycles, the employee is absent from work on account of personal illness or on account of injury by accident, other than that covered by Workers Compensation for more than five (5) days in total”. (Excerpt taken from an agreement in the construction industry).*

---

<sup>39</sup> Statement by Richard Moran, Managing Director of Tweed Valley Fruit Processors, made to HR Nicholls XVII Conference 17-19 May 1996 held at Brighton Savoy Motel, Middle Brighton. Available at: <http://www.hrnicholls.com.au>

The other provisions could be described as more discreet incentives to lengthen working hours. The introduction of performance targets, quotas, key performance indicators, and performance appraisal systems are all policies designed to encourage greater employee commitment to the firm. These systems all work to 'personalise' or individualise working time, by shifting the responsibility for job tasks to individual employees. In other words, workers are more likely to adopt a more 'professionalised' or 'managerialised' work style of 'staying until the job is done regardless of how long it takes' without claiming overtime. Obviously, a detailed consideration of these issues is beyond the scope of this paper. The long term outcomes to emerge from these schemes are not well known, and the issues are currently being explored by labour market, business and industrial relations researchers<sup>40</sup>.

e) A mixture of provisions are used to initiate changes to working time

It is rare for a workplace to use a single provision to improve flexibility in the working hours arrangements at a work site. Usually a program of changes is included in an agreement. In the following example of a poultry processing service, it is clear that the provisions dealing with working time are forming part of a wider restructuring agenda to improve flexibility at the work site.

#### **Mixed cocktail of working time changes: case study of a poultry processing service**

In a 1998 poultry service cleaning agreement, working time changes have a number of features. In this case, the agreement includes shift work provisions to ensure flexibility in the weekly rostering of staff (in order to meet a changing volume of work). The broad provision dealing with overtime, also gives the opportunity for employers to roster extra shifts for employees, where these are necessary (potentially at late notice). The agreement also seeks to reduce absenteeism, by introducing extensive measures to monitor sick leave records of employees.

*Clause 3.3 (1) Shift work may be worked to whatever extent is necessary to cover the work.*

*Clause 3.4 Measures to curtail sick leave abuse* (A summary is included here because the actual provision is more than three pages in length). The clause details a three monthly review of sick leave records of employees, to ensure that sick leave is bona fide. The precise wording states this will occur "with a view to establishing a list of employees whose record of attendance give cause for reasonable concern". This list of employees is then scrutinised more closely (again in three months time). At the end of three months, warning letters are issued to employees. These letters put the employee on notice that dismissal will result if work attendance is not improved. In another three months, final warning letters are issued to those employees whose attendance has not improved. These employees are given a final three months to improve work attendance, otherwise dismissal will occur.

<sup>40</sup> For more information refer to ACIRRT *Australia at Work: Just Managing?* 1999 & R McCallum *Employer Controls Over Private Life* Frontlines Series UNSW Press 2000 & K Heiler "The 'petty pilfering' of minutes, or what has happened to the length of the working day in Australia?" *International Journal of Manpower*, Vol. 18(4), 1998.

*3.7 Overtime – “Employees shall work reasonable overtime to meet the needs of the enterprise”.*

These agreement excerpts demonstrate that a combination of open-ended and very prescriptive clauses can be used to alter the working time arrangements of a work site. The open-ended provisions give the employer the discretion to instigate changes deemed necessary during the life of the agreement (note the wording of the shift work and overtime clauses). In the case of the sick leave provisions, the text and procedure for informing and warning employees is very detailed, in order to protect the employer in the event of unfair dismissal claims further down the track.

**Summary of main findings – provision based change**

- Agreement provisions to change working hours tend to reflect employer and workplace needs. There are a range of ways this can be expressed in the text of the agreement. ‘Business demand’, ‘customer demand’, ‘productivity improvements through reduced absenteeism’ are all common agreement terms used to rationalise changes in hours arrangements.
- The typical wage earner model characterised by an 8 hour day/5 day working week is becoming less prevalent – working time provisions in agreements also reflect this trend. Although most enterprise agreements make some reference to ‘working hours’, only a minority explicitly define the ‘ordinary hours’ to be worked in one week. A wide range of ‘splintered’ provisions to maintain flexibility in working hours has been used in agreements.
- Paid ‘family-friendly’ provisions (carer’s leave, parental leave) are less common than other types of unpaid provisions that deliver hours flexibility (shift swapping, hours averaging). Agreement provisions that provide the employer with greater flexibility in hours arrangements appear to be more prevalent than changes that will directly benefit workers with family responsibilities.
- There are a number of provisions that have the potential to increase the aggregate amount of time spent at work, and reduce the amount of time available for leave and leisure. Incentives and bonus payments awarded to workers who do not use sick leave, and the introduction of performance targets and task-specific deadlines (rather than ordinary hours definitions) work to place the emphasis on the employee not the employer. With these provisions, more of the responsibility for the management of obligation associated with working time (eg. Recuperative breaks) is transferred to the employee and away from the employer.

## Mode of engagement-based change

### *Agreement trends: Statistics*

Table 10 shows that 50 per cent of all Queensland agreements on the ADAM database now contain provisions to engage non-permanent staff. This compares to only 5 per cent of all agreements making specific commitment to provide for permanent part-time work arrangements. This comparison is more startling when the incidence of permanent part-time work provisions are considered against ‘all’ part-time work provisions. While 27 per cent of all Queensland agreements provide for part-time work arrangements, only 5 per cent make a specific provision for permanent part-time work. This means that a strong proportion of workplaces are seeking to achieve flexibility in working time through the appointment of part-time workers, however most are electing to use a non-permanent framework for appointment of these workers.

Table 10 Comparison of Provisions to Alter Working Time Arrangements, by Mode of Engagement (%)

Mode of engagement	Provision	Proportion of Qld agreements	Proportion of all agreements
Non permanent	To use contractors	15	18
	To use casual employees	35	38
Permanent	*Specific provision for permanent part-time employment	5	14

\*27 per cent of Qld agreements, and 30 per cent of all agreements included provision for part time employment – this category includes a mix of permanent and non-permanent workers.

Table 11 compares Queensland certified agreements to those in other jurisdictions, and shows that Queensland does not appear to be radically out of step with trends elsewhere. In Queensland, 15 per cent of all agreements include a provision for some form of contract labour, compared to 18 per cent of all agreements. Just over one third of Queensland agreements (35 per cent) provide for casual employment, compared to 38 per cent of all agreements. Half of all Queensland agreements provide some kind of clause for non-permanent employment, compared to 56 per cent of all agreements.

Table 11 Incidence of Provisions for Non-Permanent forms of employment, by jurisdiction (%)

Jurisdiction	Provision for contract-form of labour*	Casual employment provided for	Total proportion of agreements that provide clause for non-permanent employment
QLD	15	35	50
Federal	21	39	60
NSW	16	40	56
SA	14	59	73
WA	16	23	39
All agreements	18	38	56

\*This category includes seasonal employees, agency employees, regular daily hire and contractors.

#### *Agreement trends: qualitative evidence*

Descriptions of temporary or contract staff (as distinct from casual staff) occur in a number of ways as the following clauses from agreements show. Temporary workers are described as contract, limited contract, daily hire, special project workers, supplementary labour, and temporary workers. Although the terms used to describe these workers may vary, in each of the following cases, these workers have been identified as distinct from permanent and casual employees at the work site.

*“Each employee is deemed to be on a single contract hourly rate basis. (Unless otherwise specified in writing to the effect that an employee is engaged on a **weekly hire basis or piecework employee**”. (Clause 1.1 dealing with contracts of employment, excerpt taken from an agreement covering orchard workers).*

*“Notwithstanding any other provisions contained in this Agreement the Company can engage an employee for a **limited contract period** to meet a special need of the establishment or to **complete a specified task**”. (This excerpt is taken from an agreement in the grain/mill production sector).*

*“A **specific task employee** may be employed at the discretion of the Company for periods of up to 12 months. A specific task employee, who is to be employed for a period of between 1 and 3 years may only be employed after the Company has notified the Unions”. (Clause 5.3 (1) excerpt from a power station certified agreement Case No. CA 55 of 2000.*

*“**Supplementary labour** - may be sourced so as to top up the company’s permanent workforce, but only so as to*

*meet short term peak requirements on individual sites*".  
(Clause 2.1 (vii) excerpt from a 1998 agreement covering a concreting business).

Provisions to engage contract staff are often expressed in terms of a need to 'maintain flexibility in working hours'. It is argued that this flexibility in working time cannot be achieved with the permanent members of staff. There are generally three rationales used for this argument. The first argues that the permanent work force is unable to meet current demand. The second states that the current complement of staff do not have the skills or expertise required to meet particular job tasks. The third deals with cost effectiveness. In the following agreement, all three explanations/justifications have been included in the agreement. It is interesting to note in the following example, covering a public utility, that cost effectiveness and the public interest are seen as interdependent.

"Contractors may be used where:-

- *The work volume is beyond the capacity of the resources or staff of [name deleted] Power Station; or*
- *The type of work or specialisation required is outside (outside can be interpreted as either higher or lower level of skills) the capacity of the resources or staff of [name deleted] Power Station; or*
- *It is in the public interest to undertake such work. Public interest includes issues of cost effectiveness*".

(Clause 5.8 – [name deleted] Power Station Certified Agreement 1999).

### **A case study of contract labour provisions**

Agreements in the security industry demonstrate how a new category of 'casual' or contract worker can be used to achieve working time flexibility. Agreements offer a way for industries to alter facets of the award that are argued to inhibit or encumber the flexible operation of the business. In the following agreements, a new occupational classification has been created to meet the growing demand for contract workers in the security services.

### **Provisions to cover contract staff: the security industry**

In the security industry in 1999-2000, a number of copycat agreements were signed to specifically cover a new occupational category of ‘Crowd controller’, and identify a more limited range of entitlements for these workers.

*“This agreement shall have application to all employees employed by Traffic Control Queensland whose conditions of employment would otherwise have been determined by the Security Industry (Contractors) Award” (Agreement in the security industry: 9442).*

The position of a ‘crowd controller’ is a specific occupational classification, different to the security officers (levels 1-5) described in the award. ‘Crowd controllers’ are hired or contracted for a *specific* event, and are generally hired through another agency or contractor.

*“For the purpose of this Agreement a ‘Crowd Controller’ is an employee engaged as such and employed by a contract provider for the purpose of maintaining order, verifying admission and/or checking baggage at licensed premises and special events (ie. pop concerts)”.* (1999 agreement in the security industry: Q9475)

There is also a strong pattern of agreement making, that occurs across an industry, with copycat agreements occurring in similar industries. In 1999, a number of Queensland security firms signed agreements with copycat clauses to specifically address the need to appoint contract staff for short periods of time (a minimum of 3 hours) and at very short notice. These agreements all use an identical clause to address the appointment of contract staff for ‘bouncer’ or crowd controller positions (individuals engaged to maintain order at licensed premises or special entertainment events).

### **Summary of key findings – mode of engagement based change**

- A significant proportion (half) of all Queensland agreements include some kind of provision for non-permanent staff. 35 per cent of these non-permanent provisions deal with casual employment arrangements, while 15 per cent deal with contract or temporary hire staff.
- The ‘mode of engagement’ of the worker appears to be an important technique used to manage working time. 27 per cent of all Queensland agreements include a provision for part time employment (this can occur on a casual or permanent basis). However, only 5 per cent of Queensland agreements include a specific provision to deal with permanent part time employment arrangements.
- Agreements can be developed with the specific purpose of covering contract or labour hire staff in a particular industry. As the case of the security industry demonstrates, a new category of employee ‘crowd controller’ has been created to deal with workers hired for specific events (often with a duration of only a few

hours). Copycat agreements in a number of firms have been signed to cover conditions for these staff.

## **Conclusion**

It is clear that working time arrangements are being dramatically recast through enterprise agreements. It is interesting that the changes involve both increased use of non-standard forms of employment (casuals, contractors and the like) as well as changes in hours of work for 'standard' or 'permanent' employees. This development is indicative of a more profound change to what is meant by 'standard employment' and 'standard hours of work'. The old way of thinking about standards is clearly changing and needs to be reconceptualised. It is possibly now more fruitful to think beyond terms like 'standard' and 'non-standard' and instead to understand how new standards are emerging to include different clusters of working hours practices, earnings and modes of engagement.

## Chapter 4 Case Study of an Extended Hours Regime in a Blue Collar Environment - Mining

### Background

In recent years the mining industry has emerged as a 'leader' in the instigation of changes to working time arrangements. A number of trends distinguish this industry as different from many others:

- The industry has been characterised by a high level of enterprise bargaining;
- The mining industry has experienced some relatively unique changes in working time arrangements. It is argued that working time changes since the 1980s have 'polarised' working hours. This has been characterised by some researchers as the 'under-worked' and the 'over-worked'. In mining, full time work remains the most common form of employment however, the hours for these workers have dramatically increased. In fact, mining has developed a reputation for having the longest ordinary and total hours profile of all industries;
- Strong anecdotal evidence suggests that 12 hour shifts are becoming more prevalent in the industry; and
- Since the 1980s, mining has faced significant export challenges and has been forced to reduce costs to become more 'competitive'. Many of the cost-cutting reforms have focused on restructuring the workforce: changes to shift arrangements, redundancies, work intensification and wage restraint.

An examination of developments in the mining industry is therefore very useful for illustrating in more detail the nature of changes to working time underway in contemporary Australia.

### Data sources

In 1999-2000 ACIRRT was commissioned by the ILO to conduct a national survey into shift length, roster patterns and overtime arrangements in the mining industry.<sup>41</sup> This case study will draw heavily from the data produced by the ACIRRT/ILO survey. Precise information on hours of work in mining, particularly time series data, is hard to get from official sources such as the ABS.

### Setting the context

Table 12 sets out some background information on mining operations in Queensland, compared to other States. These details are important in order to understand the

---

<sup>41</sup> K Heiler, R Pickersgill, & C Briggs. 'Working time arrangements in the Australian mining industry: Trends and implications with particular reference to occupational health and safety. *ILD Sectoral Activities Program Working Paper 162*. ILO Geneva, 2000.

context of working time changes, and will be referred to more closely later in this case study.

Mining activities occur in all states (with the exception of ACT), however the majority of mining occurs in QLD, NSW and WA. Approximately 85 per cent of all mining activity in Australia occurs in these three states. Queensland is a significant contributor to Australia's coal production with 90 per cent of all coal mines located in QLD and NSW.

Table 12 Descriptive Features of Mining Operations, by State (%)

Feature	QLD	NSW	WA
<b>Days of operation</b>			
<7	26	63	7
7 days	74	38	93
<b>Hours of operation</b>			
<24	14	26	4
24	86	74	96
<b>Community setting</b>			
In community location	56	98	28
Relatively isolated	23	2	23
Fly in/fly out	20	0	49
<b>Mining method</b>			
Open cut	62	34	51
Underground	30	60	25
Both	7	5	24

Source: K Heiler, R Pickersgill & C Briggs 'Working time arrangements in the Australian mining industry: trends and implications with particular reference to occupational health and safety', *ILO Sectoral Activities Programme Working Paper 162* ILO Geneva, 2000.

Population: all mines, (n=180 responses)

Table 12 shows that most mines in Queensland now operate on a 7 day and 24 hour operational cycle. The majority of Queensland mines are open-cut, and roughly half are located in community settings (56 per cent). On most of the measures outlined above, Queensland can be seen to be roughly mid-way between the situation prevailing in NSW and WA.

## Average weekly ordinary hours of work

Table 13 shows a distinct difference between coal mines and other types of mining operations. The dramatically long hours are far more likely to occur in non-coal mines, than in coal mines. In coal operations, 52 per cent of mines can still be characterised by average weekly ordinary hours of 40 or fewer. For non-coal mines, only 14 per cent have average weekly ordinary hours of 40 or fewer.

Table 13 Average weekly ordinary hours - production areas (%)

Hours	Coal mines	Non-coal mines
Less than 40	31	5
40	21	9
41-48	44	26
49 and over	4	60

Source: K Heiler, R Pickersgill & C Briggs 'Working time arrangements in the Australian mining industry: trends and implications with particular reference to occupational health and safety', *ILO Sectoral Activities Programme Working Paper 162* ILO Geneva, 2000.

Population: all mines, (n=180 responses)

\*It should be noted that this table describes the hours arrangements for *mines*. The figures do not represent proportions of workers, but proportions of mine-sites.

Note: Average weekly ordinary hours refers to the actual hours worked on site before overtime commenced.

### *Aspects of change*

As the data above shows, there has been a dramatic change in the working time arrangements in the mining industry. Moving beyond broad descriptive statistics, working time is often described as having a number of facets:

- The concentration (compression) of hours (shift length or working hours in a day);
- Total or aggregate hours (usual weekly hours);
- The structure of compensation for extended hours (overtime); and
- Appropriate time for recuperation (leave – sick or recreation, appropriate recuperative gaps between shifts).

From the data available, changes to working time arrangements in the mining industry indicate that in Queensland, as compared to other states, significant change has occurred in all of these areas.

### *Compression/concentration of hours*

The standard working day for Queensland miners is long, particularly when compared to NSW. In Queensland, only 15 per cent of all mine sites have standard shift lengths of 8 hours or less. Half of all mine sites have production workers covered by standard shift lengths of 12 hours or more. This is less dramatic than the trend found in Western Australia, where eight hour shifts were not reported by any of the mine sites surveyed. Table 14 provides more details on this issue.

Table 14 Standard Shift Length for Production Areas (%)

Shift length (hrs)	QLD	NSW	WA	All mines
8 & <8	15	61	-	23
>8 & <12	35	23	7	23
12 & >12	50	16	93	54
<b>Proportion of sites with standard shift length &gt;8 hours</b>	85	39	100	77

Source: K Heiler, R Pickersgill & C Briggs 'Working time arrangements in the Australian mining industry: trends and implications with particular reference to occupational health and safety', *ILO Sectoral Activities Programme Working Paper 162* ILO Geneva, 2000.

Population: all mines, (n=180 responses)

Note: Some figures may not total to 100, due to rounding.

This raises the question – what factors might account for the need to make shifts longer? Does the mining process at particular sites influence the length of shift? Alternatively, does the location of the mine affect shift length?

In situations where workers have to commute long distances to work, longer (12 hour) shifts are often preferred by the workforce. (Longer shifts can be arranged within a roster which provides for an extended break away from work). Table 15 shows that the trend showing extension in shift length is sustained, even when long distance commuting sites (LDCs) are removed from the analysis.

Table 15 Shift Length in Production Areas – Excluding LDCs (%)

Shift length (hrs)	QLD	NSW	WA	All mines
8 & <8	19	62	0	32
>8 & <12	38	23	9	23
12 & >12	42	15	91	45
<b>Proportion of sites with standard shift length &gt;8 hours</b>	80	38	100	68

Source: K Heiler, R Pickersgill & C Briggs 'Working time arrangements in the Australian mining industry: trends and implications with particular reference to occupational health and safety', *ILO Sectoral Activities Programme Working Paper 162* ILO Geneva, 2000.

Population: all mines, (n=180 responses)

Note: LDC = long distance community sites.

Table 16 (below) outlines the differences in shift length for open-cut versus underground mining processes. It could be argued that open-cut environments are better suited to longer working hours than are underground environments. The table shows that shifts in excess of 12 hours are more prevalent in open-cut mining operations (67 per cent compared to 40 per cent for underground mines). However, it is still significant that 63 per cent of underground mines now have standard shift lengths of more than 8 hours.

Table 16 Shift Length by Mining Method – Production Areas Only

Standard shift length	Open cut mines	Underground mines
8 hours or less	14	37
8-12 hours	19	23
12 hours or more	67	40
<b>Proportion of sites with standard shift length &gt;8 hours</b>	86	63

Source: K Heiler, R Pickersgill & C Briggs 'Working time arrangements in the Australian mining industry: trends and implications with particular reference to occupational health and safety', *ILO Sectoral Activities Programme Working Paper 162* ILO Geneva, 2000.

Population: all mines, (n=180 responses)

*Extension/increase in aggregate hours*

As the data below demonstrates, weekly hours of work for Queensland mining workers have also increased, along with standard daily working hours. Tables 17 and 18 show average weekly 'normal'/usual hours for production and maintenance sites. The overwhelming majority of mines in Queensland have usual working time regimes for their production employees of more than 40 hours per week (88 per cent). Almost one third of all production sites in Queensland (32 per cent) have weekly hours of more than 49. Queensland lies between the trend in NSW (33 per cent working more than 40 hours) and WA (93 per cent working more than 40 hours). The working hours for maintenance sites also appear to be slightly less intense than for production sites. This trend is sustained across all states.

Table 17 Average Weekly Usual Hours for Production Sites (%)

Usual hours per week	QLD	NSW	WA	All mines
Less than 40 per week	6	35	5	17
40	6	31	2	14
41-48	56	31	21	34
49+	32	2	72	34
<b>Total proportion of sites with usual hours per week worked by employees is more than 40</b>	88	33	93	68

Source: K Heiler, R Pickersgill & C Briggs 'Working time arrangements in the Australian mining industry: trends and implications with particular reference to occupational health and safety', *ILO Sectoral Activities Programme Working Paper 162* ILO Geneva, 2000.

Population: all mines, (n=180 responses)

Table 18 Average Weekly Usual Hours for Maintenance Sites (%)

Usual hours per week	QLD	NSW	WA	All mines
Less than 40 per week	6	37	5	18
40	23	33	7	21
41-48	35	29	27	30
49+	35	0	60	31
<b>Total proportion of sites with ordinary hours per week worked by employees is more than 40</b>	70	29	87	61

Source: K Heiler, R Pickersgill & C Briggs 'Working time arrangements in the Australian mining industry: trends and implications with particular reference to occupational health and safety', *ILO Sectoral Activities Programme Working Paper 162* ILO Geneva, 2000.  
Population: all mines, (n=180 responses)

### *Structures to compensate for extended hours*

The extension of shifts in the mining industry has affected the way in which overtime is managed<sup>42</sup>. There are differences between Queensland and the other states, in terms of overtime worked. Of the mines surveyed, 69 per cent of Queensland employees reported working overtime, compared to 88 per cent in NSW and 40 per cent in WA. As noted previously, the usual hours for NSW mining workers tended to be lower than in the other states. The higher levels of overtime in NSW may be explained by the likelihood that NSW employees are compensated separately for the working of additional hours.

Table 19 Overtime Worked (Production Employees Only) (%)

Overtime worked	QLD	NSW	WA	All mines
Regular overtime	20	57	4	30
Occasional overtime	49	31	36	39
No overtime	31	12	59	30
<b>Proportion of employees who regularly or occasionally worked paid overtime</b>	69	88	40	69

Source: K Heiler, R Pickersgill & C Briggs 'Working time arrangements in the Australian mining industry: trends and implications with particular reference to occupational health and safety', *ILO Sectoral Activities Programme Working Paper 162* ILO Geneva, 2000.  
Population: all mines, (n=180 responses)

Clearly, working time standards are quite different in WA and NSW. In WA, 93 per cent of production workers work more than 40 hours per week, but 59 per cent get no separately identified overtime pay.

<sup>42</sup> These overtime figures relate to additional overtime. This is in addition to any mandatory overtime that may have been absorbed into standard hours.

### *Appropriate recuperative time*

A thorough investigation of recuperative time (eg. the use of sick and recreation leave, rostering arrangements and how these accommodate for rest) would require close examination of the approaches taken by individual work sites. There is no data currently available that can supply this level of detail for mining operations at the national or state level.

An alternative is to consider how the responsibility for appropriate rest and recuperation is being shifted from the employer to the worker. This is most easily achieved by using modes of engaging labour that limit employers obligations to workers. The ACIRRT/ILO survey collected data on the use of contractors, by mine operation, by state.

Table 20 Proportion of Workforce Who are Contractors (%)

Proportion of contractors in the mining site workforce	Production				Maintenance			
	Aust.	Qld	NSW	WA	Aust	Qld	NSW	WA
None	10.1	8.8	14.6	7.4	5.3	8.3	2.6	7.4
<5%	16.8	14.7	22.0	14.8	6.6	-	12.8	14.8
5<9	15.4	20.6	22.0	9.3	11.2	25.0	10.3	9.3
10<24	20.8	26.5	19.5	16.7	25.7	36.1	28.2	16.7
25<49	7.4	2.9	4.9	14.8	17.1	11.1	28.2	14.8
50<74	11.4	8.8	7.3	13.0	14.5	8.3	7.7	13.0
75<99	3.4	2.9	-	5.6	5.9	-	2.6	5.6
100 %	14.8	14.7	9.8	18.5	13.8	11.1	7.7	18.5
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: K Heiler, R Pickersgill & C Briggs 'Working time arrangements in the Australian mining industry: trends and implications with particular reference to occupational health and safety', *ILO Sectoral Activities Programme Working Paper 162* ILO Geneva, 2000.  
Population: all mines, (n=180 responses)

Contractors can be used for a wide range of reasons (to maintain numerical flexibility, to obtain skills that are not available in-house, to avoid perceived encumbrances associated with a 'permanent' employee). The use of contract labour also has significant implications for working time. By hiring contract or labour-hire workers, employers are able to transfer the responsibility for rest and recuperation to the employee. Sick leave and recreation leave no longer need to be provided by the employer. Equally, contractors are not bound to one workplace and one roster. A contractor may work simultaneously for two or more mines which have incompatible shift regimes. The contractor is faced with the temptation of reducing the amount of recuperative time between shifts. This could seriously compromise safety standards at a mine site, because the contractor may be suffering the effects of fatigue or lack of sleep. The following statement from an employee at a mine site highlights this fear:

*"With extra contractors going around, some are working a shift at one mine, then going to another mine straight after*

*and working another shift. This makes driving for them dangerous ie. falling asleep at the wheel*<sup>43</sup>.

## **Implications of change**

A number of implications emerge from the excessive hours regimes described by the ACIRRT/ILO research:

- Serious safety implications emerge for a workforce operating in a highly hazardous environment (large scale equipment, the use of explosives, use of hazardous chemicals) faced with longer shifts in a more compressed work schedule.
- Although research is not well developed in this field, preliminary sociological studies suggest that communities find it more difficult to organise social and sporting activities, and provide essential services to workers operating on extended hours schedules.
- The balance of work and family responsibilities can become more precarious for workers on compressed and extended schedules. These arrangements appear to work best if there is a supportive partner who is prepared to take primary caring responsibility for any children (virtually as a single parent) for the period of time the worker is rostered on.

## **Why have these changes occurred?**

Two main factors have contributed to these changes in working time arrangements in the mining industry.

- Export pressure has placed the industry under significant pressure. More intense international competition, particularly from coal suppliers in Asia, has contributed to the drop in prices received for coal. In response to this pressure, employers in Australia have sought to restructure the industry to reduce labour costs and production processes.
- The industrial relations infrastructure has changed. Changes to the *Workplace Relations Act 1996* have created an environment in which unions have a weaker role, and industrial regulation through the award system has been significantly weakened.

Mining operators have not responded to these changes in a uniform way, but their responses can be described in terms of two general themes – provision-based change and mode of engagement based change. Both types of reform agendas can be radical, and are certainly not mutually exclusive. The ‘provision-based’ approach focuses on

---

<sup>43</sup> This quote is drawn from a qualitative interview, conducted as part of a confidential shift assessment at a Queensland mining operation, completed by ACIRRT in 2000.

modifying conditions of employment at the workplace level to implement more 'flexible' working hours arrangements while maintaining the key conditions of employment. For example, the workforce is more likely to remain unionised, and non-standard forms of employment (contractors) are primarily used to supplement the existing labour force. 'Mode of engagement' based change focuses on radically altering the mode of engagement for the entire workforce. In this scenario, standard employer obligations are side-stepped, and the workforce is recreated or reconstructed with a new set of entitlements. Union presence on these sites is often lost as a result of this transition.

#### *Examples of provision-based reform*

At the workplace level, there has been radical restructuring. Redundancies, the greater use of contract labour, more intense production schedules, a greater focus on capital return and intense utilisation of heavy machinery and mass scale equipment, and lowering labour costs have all formed part of the response to international competitiveness in the sector. One researcher has described these changes in the following way:

*"In focusing on unit labour costs, however, coal owners are 'squeezing the pores' out of the working day through a new regime of work, rather than seeking a transformation in either core work processes or the mode of production".<sup>44</sup>*

Although provision-based reform occurs in all states, this approach has been particularly popular among NSW mining employers. Throughout 2000 the highly publicised Rio Tinto disputes at the Mt Thorley and Hunter Valley No. 1 sites, focused on a number of provision-based reforms. Changes to shift and rostering arrangements (including the introduction of 12 hour shifts), an end to seniority, increased use of contractors on site and management allocation of overtime – all featured as issues during the disputes. Rio Tinto also offered AWAs to the Hunter Valley No. 1 workforce, and reserved the right to offer AWAs at the Mt Thorley site.

#### *Examples of mode of engagement-based reform*

The mode of engagement-based reform strategy could be argued to be more prevalent (or strongest) in WA. Referring to Table 20 demonstrates this point. WA has the highest incidence in which all workers on a site are 'contractors' in Australia (18.5 per cent), in both maintenance and production areas of mining sites. This compares to the lowest rate in NSW, with Queensland falling between NSW and WA. The use of contract labour removes all traditional 'standard' entitlements for the workers on these arrangements. This approach is radically different to the 'provision-based' change approach which seeks to reform key provisions or aspects of workplace entitlements. Employers particularly benefit from changing the mode of engagement of the workforce, because the contract-based relationship limits their responsibility to the worker. As the ACIRRT/ILO survey data demonstrates, this strategy has also

---

<sup>44</sup> Bowden, B. (2000) 'Competing to survive? Productivity, workplace reform and international competitiveness in the Australian coal industry'. *Proceedings of the 14<sup>th</sup> AIRAANZ Conference, Volume 2., Refereed Papers*, February, Newcastle. pp. 119.

contributed to a significant change in working hours – with WA showing the greatest increase in weekly working hours.

Researchers argue that the mode of engagement based reform strategy has been most successful in WA for a number of reasons:

- The coal industry in NSW maintains higher levels of unionisation. Union membership in the mining industry in WA has significantly declined. A weakened union presence has made it easier for these changes to be implemented.
- Deregulation of the industrial relations system and the negotiation of individual contracts have been most pronounced in WA, when compared to other states.

### **Choices from here**

The general conclusion that can be drawn from these findings is that, while working time changes appear to be inevitable, there can be great variation in the form these changes take and the ultimate outcomes in terms of hours worked. Policy makers in this field face a number of choices.

- Understand and develop appropriate standards that allow fatigue testing in the mining industry. Both employers and unions are currently making attempts to improve understanding of the health and safety implications of long hours regimes.
- Understand and monitor provision-based reform, with a view to ensuring it meets a community agreed minimum standard. This requires an understanding of the cumulative effects for working time changes. In other words, the ‘fractured’ or ‘splintered’ approach of changing rosters and altering leave arrangements can have profound effects on working time practices in an industry.
- Given that most working time standards have traditionally been directed at ‘employees’ it may now be time to extend their reach to ‘non-employees’ – especially contractors.

## Chapter 5 Conclusion

### Key findings arising from the project

The major findings arising from the study are now clear. They can be summarised as follows.

- (a) *When thinking about working time issues it no longer useful to think primarily in terms of 'standard working time' arrangements and 'deviations' from those arrangements. Rather there appear to three distinct 'regimes' of working time practice.*

Historically policy has addressed the issue of the standard working time model of hours of work (ie standard working day, week, year and working life). Differences to such standards have been conceived as 'deviations'. Analysis of the statistics reveals, however, that 'deviations' are now more widespread than 'standard' arrangements. As a matter of raw hours worked it appears that people and jobs fall into one of three general categories:

- . those working standard hours
- . those working part-time
- . those working extended hours.

- (b) *The emergence of new regimes of hours of work appears to be closely linked to forms of employment, especially 'non-standard' forms of employment*

It now very clear from the data that hours of work are closely linked to total employment situations.

- . extended hours are particularly prevalent amongst employers, the self-employed and managers
- . part-time hours are particularly prevalent amongst casuals
- . 'standard' hours are particularly prevalent amongst 'permanent' wage and salary earners.

- (c) *But even 'standard' hours are changing amongst wage and salary earners*

Our analysis of new standards emerging in EBAs reveals that even for a typical employee hours arrangements are changing dramatically. The key developments in this regard are:

- . averaging of hours provisions

alteration in terms governing how changes in hours of work are handled

- . rostering and shift innovations
- . changes in overtime penalties and restrictions
- . changes in leave (eg cashing out of long service leave and recreation leave).

(d) *Queensland appears to be at the forefront of many of these changes*

Queensland has a higher proportion of both part-timers and extended hours workers. A recent special survey of Queensland wage and salary earners reveals high levels of unpaid overtime and concern about their hours of work amongst extended hours workers. Our case study of an extended hours regime (ie the mining industry) reveals that Queensland sits between WA (with its radical changes in working time arrangements) and NSW (with a more traditional approach). Clearly in the mining at least Queenslanders are at the cross roads in terms of major decisions to make about how they will govern their hours of work in the future.

### **Implications for policy**

This paper has not been prepared as a policy discussion paper. No solutions are proposed as this is a separate exercise and should be based on broader consultation. It is possible however, to identify three key issues Queenslanders need to confront. These can be summarised as follows.

(a) *Are the emerging new standards in working time desirable?*

The new standards of extended and part-time hours previously embodied in practice are now being codified in agreements. Are the terms of codification actually what the community wants? Only 60% of full time metropolitan wage and salary earners were happy with their hours of work. And over one fifth of part-timer want more hours. Prima facie there appears to be plenty of room for improvement.

(b) *If there are problems with the new tacit standards that are emerging, is there a need to broaden the official approaches to specifying working standards so that they encompass part-time and extended hours workers explicitly?*

Currently the growing forms of work (ie part-time and extended hours) are treated as 'deviations'. Maybe attention needs to be devoted to addressing the particular needs of these workers. Key issues in this regard could concern rostering rights, the right to balance working life with other aspects of life and giving people rights not be excessively fatigued at work. The latter issue is already emerging in the mining industry around the notion of 'fitness for duty'. Is this, and like developments, worthy of broader debate?

- (c) *In thinking about new approaches to working time standards is it possible to do so without reference to other realms of policy? In particular, can working time policy be considered independently of issues concerning the quality of family and community life and fair rates of pay which allow people to participate in both?*

Recent research into the quality of work and family balance in the US has revealed that children do not just want more time with their parents. They also want them there for key events and rituals. Most importantly they want them to be happy and not worn out when they are around. In a similar vein recent data has revealed a decline in the quality of community life as levels of volunteer activity decline. The tourist industry reports declining incidence of holidays. Clearly questions of hours of work have wider ramifications than is often recognised. Maybe a new approach to working time standards could take account of issues such as these. It is also important to note that recent research has shown a high correlation between wage inequality and extended and fragmented hours of work. If we are interested in improving hours of work do we also need to look at broader issues such as the structure of earnings and the level of inequality prevailing in the community?

Appendix One

Source Tables Selected Characteristics, Wage and Salary Earners, Qld, 1999

	Males		Females		Total	
	<i>count</i>	<i>%</i>	<i>count</i>	<i>%</i>	<i>count</i>	<i>%</i>
Full-time	578.7	87	310.8	53	889.5	71
Part-time	86.9	13	279.8	47	366.7	29
<i>Hours usually worked</i>						
0 – 15	39.5	6	108.9	18	148.4	12
16 – 34	47.4	7	170.9	34	218.3	17
35 – 40	295.6	44	209.1	35	504.7	40
41 – 48	129.5	19	63.6	11	193.1	15
49 plus	153.6	23	38.1	6	191.7	15
<i>Annual Income</i>						
\$0 to less than \$10 000	96.1	14	122.9	21	219.0	17
\$10 000 to less than \$20 000	59.3	9	138.9	24	198.2	16
\$20 000 to less than \$30 000	152.8	23	154.8	26	307.6	24
\$30 000 to less than \$40 000	148.5	22	99.2	17	247.7	20
\$40 000 to less than \$50 000	81.3	12	42.0	7	123.3	10
\$50 000 or more	127.6	19	32.8	6	160.4	13
Paid overtime usually worked	112.1	17	36.3	6	148.3	12
Paid overtime not usually worked	548.6	82	552.9	94	1101.5	88
Unpaid hours usually worked	134.2	20	108.0	18	242.2	19
Unpaid hours no usually worked	527.4	79	480.5	81	1007.9	80
<i>Age</i>						
15 – 19	59.9	9	69.6	12	129.5	10
20 – 24	91.2	14	81.6	14	172.8	14
25 – 34	176.4	27	150.9	26	327.3	26
35 – 44	158.7	24	143.7	24	302.3	24
45 – 54	121.3	18	116.5	20	237.8	19
55 plus	58.1	9	28.3	5	86.4	7
<i>Highest Educational Qualification</i>						
Still at school	15.7	2	29.3	5	45.0	4
Did not complete secondary school	183.9	28	162.9	28	346.8	28
Completed secondary school	121.5	18	115.3	20	236.8	19
Certificate/Trade	210.5	32	143.7	24	354.0	28
Associate/undergraduate diploma	34.6	5	39.8	7	74.4	6
Bachelor degree	65.5	10	67.9	11	133.4	11
Postgraduate diploma	11.9	3	15.2	3	27.1	2
Higher degree	16.8	3	7.6	1	24.4	2
Other qualification	5.3	.01	8.7	1	14.0	1
<i>Prefer more/fewer hours</i>						
Prefer more hours	30.3	5	51.5	9	81.8	7
Usual hours ok	394.4	59	359.6	61	754.0	60
Prefer fewer hours	225.0	34	170.0	29	395.0	31
<b>Totals</b>	<b>665.6</b>	<b>53</b>	<b>590.6</b>	<b>47</b>	<b>1256.2</b>	

## Selected Characteristics, Wage and Salary Earners, Qld, 1999

	Brisbane		Rest of State		Total	
	count	%	count	%	count	%
Male	333.2	52	332.4	54	665.6	53
Female	310.7	48	279.8	46	590.6	47
Full-time	464.8	72	424.7	69	889.5	71
Part-time	179.2	28	187.5	31	366.7	29
<i>Hours usually worked</i>						
0 – 15	71.1	11	77.3	13	148.4	12
16 – 34	108.1	17	110.2	18	218.3	17
35 – 40	267.2	41	237.5	39	504.7	40
41 – 48	105.5	16	87.6	14	193.1	15
49 plus	92.1	14	99.6	16	191.7	15
<i>Annual Income</i>						
\$0 to less than \$10 000	103.5	16	115.5	19	219.0	17
\$10 000 to less than \$20 000	98.8	15	99.4	16	198.2	16
\$20 000 to less than \$30 000	146.7	23	160.9	26	307.6	24
\$30 000 to less than \$40 000	134.3	21	113.4	19	247.7	20
\$40 000 to less than \$50 000	67.7	11	55.6	9	123.3	10
\$50 000 or more	92.9	14	67.5	11	160.4	13
Paid overtime usually worked	72.0	11	76.4	12	148.3	12
Paid overtime not usually worked	569.0	88	532.4	87	1101.5	88
Unpaid hours usually worked	129.1	20	113.1	18	242.2	19
Unpaid hours no usually worked	512.1	80	495.8	81	1007.9	80
<i>Age</i>						
15 – 19	60.8	9	68.7	11	129.5	10
20 – 24	92.2	14	80.6	13	172.8	14
25 – 34	171.0	27	156.3	26	327.3	26
35 – 44	148.4	23	153.9	25	302.3	24
45 – 54	124.9	19	112.9	18	237.8	19
55 plus	46.7	7	39.7	6	86.4	7
<i>Highest Educational Qualification</i>						
Still at school	19.9	3	25.1	4	45.0	4
Did not complete secondary school	152.4	24	194.5	32	346.8	28
Completed secondary school	139.1	22	97.7	16	236.8	19
Certificate/Trade	162.5	25	191.7	31	354.0	28
Associate/undergraduate diploma	42.6	7	31.9	5	74.4	6
Bachelor degree	82.3	13	51.2	8	133.4	11
Postgraduate diploma	17.1	3	10.0	2	27.1	2
Higher degree	19.0	3	5.4	.01	24.4	2
Other qualification	9.2	1	4.8	.01	14.0	1
<i>Prefer more/fewer hours</i>						
Prefer more hours	36.6	6	45.3	7	81.8	7
Usual hours ok	380.3	59	373.7	61	754.0	60
Prefer fewer hours	217.4	34	177.6	29	395.0	31
<b>Totals</b>	<b>643.9</b>	<b>51</b>	<b>612.2</b>	<b>49</b>	<b>1256.2</b>	

## Selected Characteristics by Hours, Wage and Salary Earners, Qld, 1999

		Hours usually worked					
		0 – 15	16 – 34	35 – 40	41 – 48	49 +	Total
<i>Main reason for working usual hours</i>							
Standard/award/contract	Count	53.4	119.0	400.2	62.5	29.3	664.4
	%	36	55	79	32	15	53
Expectation of job	Count	10.6	16.4	38.5	42.6	62.4	170.5
	%	7	8	8	22	33	14
To get job done	Count	*	6.5	30.2	64.3	75.4	178.6
	%	*	3	6	33	39	14
Income	Count	12.9	15.6	22.8	11.2	12.6	75.1
	%	9	7	5	6	7	6
Study commitments	Count	38.1	12.4	*	*	*	51.1
	%	26	6	*	*	*	4
Own choice	Count	11.3	19.2	5.3	4.9	*	44.2
	%	8	9	1	3	*	4
Family commitments	Count	9.3	17.7	*	*	*	29.0
	%	6	8	*	*	*	2
Other reason	Count	10.8	11.1	5.3	6.8	8.3	42.3
	%	7	5	1	4		3
<b>Totals</b>		<b>148.5</b>	<b>218.2</b>	<b>504.7</b>	<b>193.1</b>	<b>191.7</b>	<b>1256.2</b>

*Prefer more/fewer hours*

Prefer more hours	Count	33.3	46.1	*	*	*	81.8
	%	22	21	*	*	*	7
Usual hours ok	Count	109.5	139.8	340.6	94.2	70.0	754.0
	%	74	64	67	49	37	60
Prefer fewer hours	Count	3.8	28.4	152.1	93.7	117.0	395.0
	%	3	13	30	49	61	31
<b>Total</b>		<b>148.4</b>	<b>218.3</b>	<b>504.7</b>	<b>193.1</b>	<b>191.7</b>	<b>1230.8</b>

## Wage and Salary Earners Who Would Prefer to Work Fewer Hours, Wage and Salary Earners

		Hours usually worked				
		0 – 34	35 – 40	41 – 48	49 +	Total
<i>Would prefer to work fewer hours</i>						
Would work fewer hours						
for less pay	Count	8.0	34.8	22.2	23.4	88.4
	%	38	23	24	20	23
Would NOT work fewer hours for less pay	Count	5.7	46.8	48.0	66.7	167.2
	%	27	31	51	57	43
Not applicable (need income)	Count	18.2	67.2	21.0	23.6	130.4
	%	86	44	22	20	34
<b>Total</b>		<b>21.2</b>	<b>152.1</b>	<b>93.7</b>	<b>117.0</b>	<b>386.0</b>
		<b>6</b>	<b>30</b>	<b>49</b>	<b>61</b>	<b>31</b>
<b>Totals</b>		<b>366.7</b>	<b>504.7</b>	<b>193.1</b>	<b>191.7</b>	<b>1256.2</b>

Source: ABS (2000). Working Hours of Wage and Salary Earners, Oct 1999. Cat No. 6344.3

Population: Queensland wage and salary earners.

\*Estimate has a relative standard error greater than 25% and is considered to unreliable for general use.

Appendix Two

Employment Status by Hours Usually Worked in Current Job, Qld, 1997

		<b>Hours Usually Worked in Current Job</b>			
		<b>Part-time</b>	<b>Standard</b>	<b>Extended</b>	<b>Total</b>
<b><i>Wage and Salary Earners</i></b>					
Managers	%	31	19	80	4
	count	418	8617	35429	44527
Non-managers	%	31	49	20	96
	count	354374	561186	232551	1148111
Total	%	30	48	22	100
	count	357492	569803	267980	1192574
<b><i>Employer with employees</i></b>					
Managers	%	13	17	70	20
	count	3153	4103	16952	24163
Non-managers	%	20	15	66	80
	count	18630	13961	61907	94498
Total	%	18	15	66	100
	count	21783	18064	78859	118706
<b><i>Own Account Workers</i></b>					
Managers	%	23	10	67	21
	count	10082	4411	29416	43909
Non-managers	%	35	23	42	79
	count	58529	37896	70933	167358
Total	%	32	20	47	100
	count	68611	42307	100349	211267
<b><i>Unpaid Family Helper</i></b>					
Managers	%	63		37	9
	count	999	-	584	1583
Non-managers	%	82	7	11	91
	count	13600	1119	1768	16487
Total	%	81	6	13	100
	count	14599	1119	2352	18070
<b><i>Totals</i></b>					
Managers	%	13	15	72	7
	count	14652	17131	82381	114164
Non-managers	%	31	43	26	93
	count	445133	614162	367159	1426454
Total	%	<b>30</b>	<b>41</b>	<b>29</b>	<b>100</b>
	count	<b>459784</b>	<b>631293</b>	<b>449540</b>	<b>1540617</b>

Source: ABS unpublished data, Survey of Training and Education, 1997.

Population: Queensland labour force including those in or marginally attached to the labour force who had held a wage or salary job in the 12 months prior to the survey.

Note: Part-time hours defined as less than 35 a week. Extended hours defined 45 hours or more per week.

Appendix Three

Source Table – Profile of all Queensland Employed Persons

	Emerging Norm in Working Time Arrangements						Queensland Totals	
	Casual Part-time		Standard		Extended			
	Count	%	Count	%	Count	%	Count	%
<b>Sex</b>								
Male	74653	28.3	384481	60.9	358653	79.8	1027670	53.6
Female	189394	71.7	246812	39.1	90887	20.2	888880	46.4
<b>Age</b>								
15 – 19	75085	28.4	34906	5.5	4510	1.0	232288	12.1
20 – 24	41758	15.8	101776	16.1	40990	9.1	245948	12.8
25 – 34	46632	17.7	175632	27.8	106842	23.8	464315	24.2
35 – 44	52948	20.1	145827	23.1	137821	30.7	460220	24.0
45 – 54	36407	13.8	125847	19.9	119902	26.7	370681	19.3
55 plus	11218	4.2	47305	7.5	39475	8.8	143098	7.5
<b>Annual Income*</b>								
\$0 to less than \$10 000	165355	65.3	10499	1.9	2859	1.1	201990	17.6
\$10 000 to less than \$20 000	66790	26.4	72049	13.1	8470	3.3	187926	16.3
\$20 000 to less than \$30 000	17606	7.0	261759	47.4	61721	24.2	358372	31.2
\$30 000 to less than \$40 000	2688	1.1	131843	23.9	66369	26.0	206456	18.0
\$40 000 to less than \$50 000	392	0.2	52884	9.6	57111	22.4	111148	9.7
\$50 000 or more	450	0.2	22997	4.2	58812	23.0	83547	7.3

Source for Table 6 – Profile of all Queensland Employed Persons continued...

<b>Industry**</b>	<b>Casual Part-time</b>		<b>Standard</b>		<b>Extended</b>		<b>Queensland Totals</b>	
	<i>Count</i>	<i>%</i>	<i>Count</i>	<i>%</i>	<i>Count</i>	<i>%</i>	<i>Count</i>	<i>%</i>
Agriculture, forestry and fishing	4905	1.9	14045	2.2	45589	10.1	80761	5.2
Mining	322	0.1	7437	1.2	6933	1.5	14692	1.0
Manufacturing	8378	3.2	99806	15.8	56156	12.5	175585	11.4
Electricity, gas and water	-	-	8114	1.3	2585	0.6	11282	0.7
Construction	4282	1.6	56585	9.0	50367	11.2	125631	8.2
Wholesale and Retail trade	108898	41.2	108741	17.2	95316	21.2	352141	22.9
Transport and storage	5135	1.9	33410	5.3	32445	7.2	76212	4.9
Communication services	971	0.4	11853	1.9	7237	1.6	21661	1.4
Finance, Property and Business services	19033	7.2	71196	11.3	54007	12.0	175082	11.4
Public administration and Defence	4761	1.8	47952	7.6	7739	1.7	63307	4.1
Community services	51156	19.4	129148	20.5	56447	12.6	289019	18.8
Recreational, personal and other services	56208	21.3	43007	6.8	34718	7.7	155244	10.1

Source for Table 6 – Profile of all Queensland Employed Persons continued...

	Casual Part-time		Standard		Extended		Queensland Totals	
	Count	%	Count	%	Count	%	Count	%
<b>Occupation</b>								
Managers and administrators	418	0.2	17131	2.7	82381	18.3	114164	7.4
Professionals	20323	7.7	97790	15.5	80289	17.9	231623	15.0
Associate professionals	11137	4.2	65835	10.4	81210	18.1	176207	11.4
Trades persons and related workers	7974	3.0	118070	18.7	80990	18.0	220072	14.3
Advanced clerical and service workers	10527	4.0	25641	4.1	11033	2.5	69240	4.5
Intermediate clerical, sales, and service	59327	22.5	133388	21.1	35874	8.0	270977	17.6
Intermediate production and transport	16359	6.2	63954	10.1	48130	10.7	133799	8.7
Elementary clerical, sales and service	89127	33.8	41409	6.6	10982	2.4	164896	10.7
Labourers and related workers	48856	18.5	68075	10.8	18651	4.1	159639	10.4
<b>Level of Educational Attainment*</b>								
Still at school	36307	13.8	-	-	-	-	115456	6.0
Did not complete secondary school	79747	30.2	207873	32.9	134753	30.0	635655	33.2
Completed secondary school	67932	25.7	106110	16.8	47723	10.6	298451	15.6
Post school qualification <sup>#</sup>	78678	29.8	311522	49.4	261527	58.2	849787	44.4
Not stated	1383	0.5	5787	0.9	5538	1.2	17198	.09
<b>Marital/Family Status</b>								
Husband/wife with dependents present	81061	30.7	206469	32.7	202945	45.1	688592	35.9
Husband/wife without dependents present	34036	12.9	177904	28.2	137621	30.6	446005	23.3
Lone parent with dependents present	15254	5.8	24585	3.9	9115	2.0	96988	5.1
Lone parent without dependents present	456	0.2	6041	1.0	1168	0.3	10252	0.5
Dependent student	65701	24.9	4471	0.7	427	0.1	168598	8.8
Non-dependent child	26382	10.0	83399	13.2	24665	5.5	168059	8.8
Other family person	3776	1.4	11830	1.9	5919	1.3	36656	1.9
Non-family member, lone person	13487	5.1	58426	9.3	39949	8.9	151483	7.9
Non-family member, not living alone	23896	9.0	58168	9.2	27732	6.2	149917	7.8

Source for Table 6 – Profile of all Queensland Employed Persons continued...

							<b>Queensland Totals</b>	
	<i>Count</i>	<i>%</i>	<i>Count</i>	<i>%</i>	<i>Count</i>	<i>%</i>	<i>Count</i>	<i>%</i>
<b>Children's age</b>								
Youngest child under 14 years old	77880	29.5	206815	32.8	184210	41.0	690458	36
Without children aged 0 to 14 years old	186168	70.5	424478	67.2	265330	59.0	1226092	64
<b>Total</b>	<b>264048</b>		<b>631293</b>		<b>449540</b>		<b>1916550</b>	<b>100</b>

Source: ABS unpublished data, Survey of Training and Education, 1997.

Population: Queensland labour force including those in or marginally attached to the labour force who had held a wage or salary job in the 12 months prior to the survey.

# Refers to a basic skills qualification or a higher qualification.

A total of 17 198 persons did not state a level of educational attainment

\* A total of 767 111 persons did not report an annual income.

\*\*A total of 375 933 persons did not report an industry for current job or business

Appendix Four: Enterprise Agreements Statistics – Hours of work provisions

**Table A1**

**Any reference to hours of work arrangements \*  
Union Party to Agreement Crosstabulation**

	Union Party to Agreement		Total
	Yes	No	
Yes	819	168	987
	72.5%	88.0%	74.7%
No	311	23	334
	27.5%	12.0%	25.3%
Total	1130	191	1321
	100.0%	100.0%	100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data

**Table A2**

**Hours of work flexibility provisions \* Union Party to Agreement Crosstabulation**

	Union Party to Agreement		Total
	Yes	No	
Yes	475	111	586
	42.0%	58.1%	44.4%
No	655	80	735
	58.0%	41.9%	55.6%
Total	1130	191	1321
	100.0%	100.0%	100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data

**Table A3**

**Employer has discretion to alter hours of work \*  
Union Party to Agreement Crosstabulation**

	Union Party to Agreement		Total
	Yes	No	
Yes	110	25	135
	9.7%	13.1%	10.2%
No	1020	166	1186
	90.3%	86.9%	89.8%
Total	1130	191	1321
	100.0%	100.0%	100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data

**Table A4**

**Ordinary work days per week \* Union Party to Agreement  
Crosstabulation**

		Union Party to Agreement		Total
		Yes	No	
Ordinary work days per week	Mon to Fri	167 46.5%	53 52.5%	220 47.8%
	Mon to Sat	110 30.6%	17 16.8%	127 27.6%
	Mon to Sun	82 22.8%	31 30.7%	113 24.6%
Total		359 100.0%	101 100.0%	460 100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data

**Table A5**

**Hours averaged over: \* Union Party to Agreement  
Crosstabulation**

		Union Party to Agreement		Total
		Yes	No	
4 weeks		133	25	158
		67.5%	45.5%	62.7%
52 weeks		14	6	20
		7.1%	10.9%	7.9%
other		50	24	74
		25.4%	43.6%	29.4%
Total		197 100.0%	55 100.0%	252 100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data

**Table A6**

**Cycle of hours & weeks: \* Union Party to Agreement  
Crosstabulation**

	Union Party to Agreement		Total
	Yes	No	
Nine-day fortnight	145 66.2%	14 46.7%	159 63.9%
Nineteen-day month	51 23.3%	9 30.0%	60 24.1%
Other	23 10.5%	7 23.3%	30 12.0%
Total	219 100.0%	30 100.0%	249 100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data

**Table A7**

**Overtime paid at single rate \* Union Party to Agreement  
Crosstabulation**

		Union Party to Agreement		Total
		Yes	No	
Overtime paid at single rate	Yes	19 1.7%	4 2.1%	23 1.7%
	No	1111 98.3%	187 97.9%	1298 98.3%
Total		1130 100.0%	191 100.0%	1321 100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data

**Table A8**

**Time off in lieu (TOIL) of overtime calculated at: \* Union Party to Agreement  
Crosstabulation**

	Union Party to Agreement		Total
	Yes	No	
Overtime equivalent	90 46.4%	8 16.7%	98 40.5%
Ordinary equivalent	90 46.4%	35 72.9%	125 51.7%
TOIL given, rate not specified	14 7.2%	5 10.4%	19 7.9%
Total	194 100.0%	48 100.0%	242 100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data

**Table A9****Daily span of hours \* Union Party to Agreement  
Crosstabulation**

		Union Party to Agreement		Total
		Yes	No	
Daily span of hours	<12	48 11.4%	29 27.9%	77 14.7%
	12	193 46.0%	28 26.9%	221 42.2%
	>12	179 42.6%	47 45.2%	226 43.1%
Total		420 100.0%	104 100.0%	524 100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data

**Table A10****Weekly ordinary hrs of work \* Union Party to Agreement Crosstabulation**

		Union Party to Agreement		Total
		Yes	No	
Ordinary hrs of work p/wk:	<38 hrs p/wk	37 7.9%	10 6.8%	47 7.7%
	38 hrs p/wk	363 77.7%	106 72.6%	469 76.5%
	>38 hrs p/wk	67 14.3%	30 20.5%	97 15.8%
Total		467 100.0%	146 100.0%	613 100.0%

Source: ACIRRT, 2000, ADAM Database, University of Sydney, unpublished data