

**National Advisory Council on
the
Employment of Women:
Forty Years of Work**

1967-2007

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Introduction

The purpose of marking NACEW's 40th anniversary is to provide a contemporary perspective on the progression of women's employment from NACEW's inauguration in 1967 to the present day with the aim of achieving a clearer understanding of the future agenda for women's employment.

In its 40 years, NACEW has had particular opportunities to make a difference to the employment of women. Working with social advocacy groups, Council members have worked for better work conditions for women, and supported their participation in the workforce. Women's pay, the ability to be in the paid workforce while caring for dependents, and women's choice of work have all been of concern to NACEW.

To mark its 40th year, the Council wants to look back at its achievements and successes, as well as look to the future to the changes still required to ensure NACEW's vision of 'a good deal on women and work' is achievable in New Zealand. It also wants to ensure its vision is reinforced by its mission statement 'to open as many doors as possible for women in the world of quality work'.

The purpose of this document, therefore, is to review NACEW's contribution to policy and perspectives related to the employment of women based on our own records. The paper considers each of the broad areas that NACEW has worked on.

This paper is looking back in order to inform NACEW's future work and enables NACEW to reflect on where it has been most effective as well as where change has not been as prompt as it would have liked.

For this review the annual reports¹ have been summarised and other publications referred to as required. Currently, a complete set of NACEW's annual reports is not held at the National Library of New Zealand (NLNZ). As part of the work programme for the 40 year celebration, a complete set will be lodged at NLNZ. When further details were required, confirmation was sought from other sources such as NACEW's files at Archives New Zealand and NLNZ which holds copies of most NACEW publications. A bibliography has also been prepared as part of the work to mark NACEW's 40th anniversary.

Membership and role

NACEW was set up in 1967 following lobbying by the Joint Committee on Women and Employment, which represented the New Zealand Federation of Business and Professional Women, the New Zealand Federation of University Women,² YWCA of New Zealand, and the New Zealand National Council of Women. Ten members attended the inaugural meeting on 21 February 1967 including two departmental representatives and five ministerial appointees. By its third year, the membership of NACEW was formalised to include members from the Federation of Labour³ and the New Zealand Employers' Federation⁴. At the time of its tenth anniversary in 1977, NACEW included representatives from the State Services

¹ The financial year for NACEW ended on 31 December from 1967 to 1987. These annual reports are cited as Annual Report (YYYY). The next annual report is for the fifteen-month period 1 January 1988 to 31 March 1989. The following annual report is also for a fifteen-month period namely 1 April 1989 to 30 June 1990. The subsequent annual reports are from 1 July of the year to 30 June of the following year eg *NACEW Annual Report 1998/1999* is for the period 1 July 1998 to 30 June 1999.

² Now known as the Federation of Graduate Women.

³ Council of Trade Unions (NZCTU) was formed from the amalgamation of the Federation of Labour and the Combined States Services Organisation and now has a representative on NACEW.

⁴ Now known as Business New Zealand and still has a representative on NACEW.

Co-ordinating Committee⁵ and the Combined States Services Organisation, and in the 1990s representation on NACEW was extended to include representatives of the Office of Youth Affairs,⁶ Te Puni Kokiri⁷ and the Ministry of Pacific Island Affairs.⁸

The Council also formalised its terms of membership in 1978 stipulating that members would be appointed for a term of three years with the possibility of two further three-year terms. The Chair's term was for a maximum of five years allowing a total of 12 years on the Council.

As set out in its Terms of Reference NACEW's role is to:

- advise the Minister of Labour on matters referred by him/her concerning the employment of women;
- express views and make recommendations as appropriate to the Minister of Labour on matters relating to the employment of women;
- make representations or submissions as appropriate to public bodies such as Commissions of Inquiry subject to the approval of the Minister; and
- promote the dissemination of information on the employment of women in New Zealand and overseas.⁹

Statistics on Women's Employment

NACEW has always strived to ensure its advice to the Minister of Labour is evidence based. In its early years, obtaining information was problematic as the breakdown of statistics by gender was not consistent.¹⁰ By 1970, NACEW realised the information they needed was:

- continuous statistics on trends in women's employment, and estimates of numbers of employable women
- continuous research on present and future employment opportunities for women, and the need for retraining schemes
- other research on influences affecting trends in women's employment, such as social attitudes.

The Council spent its early years ensuring statistical evidence was available so they could advise the Minister confidently. Much evidence has been collated over the years and key works are included below.

In 1972, the Research and Planning Division of the Department of Labour published *Facts and Figures '71: Women in the Work Force*¹¹ with information on female participation rates, occupations in which women were employed, vacancies and available training courses.¹²

This same year, NACEW was confident about its views on the employment of women and prepared this statement:

⁵ In 1988 the State Services Co-ordinating Committee became the State Services Commission.
⁶ NACEW Annual Report 1989/90, p. 7. Later Ministry of Youth Affairs and now Ministry of Youth Development.

⁷ NACEW Annual Report 1993/94, p. 7.

⁸ NACEW Annual Report 2002/2003, p. 4.

⁹ NACEW Annual Report 1976, p. 4.

¹⁰ NACEW Annual Report 1968, p. 1.

¹¹ *Women in the work force: facts and figures*, Wellington 1972.

¹² This periodical was published from 1971 to 1975 and again in 1980.

- A further significant increase in the proportion of women in the labour force is desirable if women are to make their full contribution both economically and socially.
- Employers and trade unions should ensure that there is equality of opportunity in employment but women themselves must take advantage of these opportunities by preparing in greater numbers for a wider range of occupations and accepting positions of greater responsibility.
- Women with family commitments should be able to choose whether to enter paid employment or not.¹³

In 1973, the Society for Research on Women (SROW), with the Department of Labour, published *Employers' Attitudes: Work Opportunity for Women*¹⁴, to identify the work opportunities employers saw as appropriate for the increasing number of women entering the workforce. The full report was abridged to a smaller booklet *Why employ women?*¹⁵ in the same year.

NACEW's submission to the Task Force on Economic and Social Planning in 1976 gave an overview of women's current employment, including detailed trends such as the percentage of married women in the workforce, which had increased from 3.5% in 1926 to 12.9% in 1956 and to 26% in 1971.

NACEW also took an interest in the study of women's participation in trade unions publishing *Women in Trade Unions: A Case Study of Participation in New Zealand* in 1979.¹⁶ This study showed that active involvement in trade unions' affairs was lower for women than men, and women were also under-represented in leadership positions in unions.

In September 1989, the Council held a conference on women's employment, which informed the publication *Beyond the Barriers: The State, the Economy and Women's Employment, 1984-1990* in 1990.¹⁷ The book provides an historical overview of women's involvement in the labour market and details their participation rates and occupational segregation. The second part provides an analysis of monetary, fiscal, industry, state sector and industrial relations policy from 1984-1990. The Council prepared policy recommendations to accompany the report to the Minister of Employment.

Following this work, the Council turned its attention to the Employment Contracts Act 1991. They wanted to assess whether amendments to the legislation would be necessary to protect the employment conditions of women. NACEW monitored its impact on women coupled with the effects of restructuring, a tighter economic environment, and the changing nature of employment at the time.

Since the 1990s, as the breakdown of statistics by gender and ethnicity has improved, NACEW has not needed to commission reports on the general status of women in employment but has been able to concentrate on a more detailed breakdown of statistics in relation to key issues for NACEW.

¹³ Appendix to NACEW Annual Report ending 31 December 1972, pp. 1-2.

¹⁴ *Employers' attitudes, work opportunity for women: report of a New Zealand survey 1971*, undertaken by the Society for Research on Women in New Zealand Inc. and the National Advisory Council on the Employment of Women, 1973, Wellington.

¹⁵ Bullock, Marie, *Why employ women?*, Society for Research on Women, Wellington, 1973.

¹⁶ Geare, Alan J, Herd, Joyce J, Howells, John M, *Women in trade unions: a case study of participation in New Zealand*, Wellington, 1979.

¹⁷ National Advisory Council on the Employment of Women, *Beyond the barriers: the state, the economy and women's employment, 1984-1990* Wellington, 1990.

Education and Training

From its inception NACEW was aware that the subjects young women took at school influenced their job opportunities. NACEW wanted to ensure that young women stayed at school and also continued with maths and science, at least to School Certificate level.¹⁸ In 1967, a Council member attended the 'Education of Women in New Zealand' seminar at Victoria University of Wellington and sent recommendations to the Council chair. This same year, NACEW commissioned their very first research on this topic. LM Kennedy, the Department of Education representative on NACEW, completed her work *A Study of the Education of Girls in New Zealand*.¹⁹ The research confirmed that the narrow range of employment opportunities open to women correlated with their choice of subjects at secondary and tertiary education, and, in particular, considered that young women should be encouraged to study maths and science. The study showed that male and female students had similar levels of attainment and duration of schooling. However, boys' choice of subjects at school was biased towards maths and sciences while girls were biased towards languages and social studies. Of concern was the fact that only 30 percent of girls studied maths at fifth form level, a subject essential in many work areas. Girls restricted themselves to a narrow range of literary subjects, which were seen as offering limited vocational opportunities. The Council concluded it was important:

- to encourage young women to remain at school longer and gain qualifications to make them less vulnerable in times of unemployment
- to encourage young women into training or jobs that were non-traditional
- to raise awareness that married women have the right to work equally with single women and men, and that women should and could move into non-traditional areas of work.

NACEW circulated this report widely in the following years. On the basis of the report a pamphlet aimed at girls in the third and fourth form was prepared and distributed²⁰. NACEW wanted to inform and influence girls and their parents at the point where decisions about subject choice and schooling were made. By 1972, statistics showed that in the previous four years there was an upward trend in the number of secondary school girls choosing maths and science subjects.

The Council was not alone in working to ensure young women made informed choices. In more recent years, other organisations such as Careers Services, Ministry of Education, and Tertiary Education Commission as well as individual schools and tertiary institutions have carried on NACEW's initial push to ensure women expand their employment opportunities through subject choice.

A further area related to subject choice was NACEW's focus on encouraging women into non-traditional work with the intention that occupational segregation would reduce. Initially NACEW gathered information on this topic asking the New Zealand Trades Certificates Board and similar bodies for the number and proportion of women candidates studying for trades or technical qualifications. Few if any women were training in pastry-cooking, mechanical dentistry, clothing,

¹⁸ The School Certificate year is now known as Year 11, and the examination in that year as NCEA Level 1.

¹⁹ L.M. Kennedy, *A study of the education of girls in New Zealand*, Wellington, 1967.

²⁰ *NACEW Annual Report 1969*, p. 3.

watchmaking, radio, men's hairdressing, horticulture, trimming, painting and decorating, sign-writing, photo-engraving and printing. NACEW's intention was to prepare a list of non-traditional occupations that women could follow.²¹ Ria McBride, a NACEW member at the time, prepared a paper on the occupational distribution of women workers in 1968. The Council wanted to identify traditional occupations for women 'that [were] not saturated and...might be congenial to women and absorb large numbers without raising conflict for jobs between men and women.' The Department of Labour made a detailed analysis of occupations and found that saturation point had not been reached for clerical workers, teachers, directors and managers, packers, caretakers or cleaners. Barbers, toolmakers, draughtsmen, and electrical workers were seen as appropriate non-traditional occupations for women. However, despite NACEW's efforts towards breaking down occupational segregation and encouraging women into non-traditional areas, limited changes have occurred.

Women and Pay

Over this 40 year period, women's participation in the workforce has almost doubled. In 1967 36.6% of women worked compared to 88.6% of men.²² In December 2006, 60.7% of women worked compared to 75.6% of men.²³ Yet equal pay for work of equal value remains elusive.

In 1968 the Council for Equal Pay and Opportunity encouraged NACEW to see equal pay as being an issue for women. The following year NACEW received a paper from the Department of Labour on this issue and then recommended to the Minister that the government should move towards acceptance of the ILO Convention (No.100) concerning Equal Remuneration for Men and Women Workers for Work of Equal Value. The Minister considered the request favourably but was concerned with the practical difficulties of implementing the principle of equal pay because of the varying circumstances of different industries.²⁴

In October 1970, the Industrial Relations Centre at Victoria University of Wellington held a seminar on equal pay in response to a request by NACEW. This was attended by representatives of trade unions, the New Zealand Manufacturers' Association and personnel managers from companies. The purpose was to promote "systematic and informed discussion of the economic, social, political, and practical problems of applying the principle of equal pay to the economy as a whole." The proceedings were published the following year.²⁵

This same year, the Council was pleased that a Commission of Inquiry to formulate recommendations on how best to implement equal pay in New Zealand was to be set up. The Council was asked for input on the terms of reference for this inquiry.

The announcement of the setting up of the Commission of Inquiry into equal pay was made in January 1971. The terms of reference of the Inquiry embodied suggestions drawn up by NACEW the previous year. The report of the Commission was tabled in Parliament at the end of the year.²⁶

²¹ *NACEW Annual Report 1967*, p. 4-5.

²² (Chapple, S NZIER WP 94/16)

²³ (December 2006)

²⁴ *NACEW Annual Report 1969*, p. 5.

²⁵ Young, F.J.L., Keating, E.J , (ed) *Proceedings of a seminar on equal pay for equal work*, Wellington, 1971.

²⁶ *Equal pay in New Zealand: Report of the Commission of Inquiry*, Wellington, September 1971.

Following the Commission 'the outstanding event in 1972 in the field of women's employment was the enactment of the Equal Pay Act, which became law on 20 October 1972.²⁷ Although the Council saw this as one of the most important steps taken in promoting women's employment, NACEW also saw it as 'only one of the measures which will be called if New Zealand are to make full use of their abilities, and to do so without detriment to family life.'²⁸ The Act legislated for equal pay to be introduced over a five-year period. The Council was aware that follow-up action was needed to ensure that it would achieve its purpose. NACEW was concerned that women who were not union members and not covered by an award were at a disadvantage. These women could take a case to the Industrial Court with the support of the Department of Labour; however, the Council doubted such cases would be taken.

NACEW wanted the implementation of the Act to be monitored and wrote to the Minister asking that a review committee on the Act's implementation be set up. This occurred in 1975 and the committee reported that on the whole satisfactory progress in implementing the Act was being made. However, it was considered that more publicity was needed, as was more staff to police the legislation in female dominated occupations, in districts where above award rates were paid, and where women were not covered by an award. The government made moves to mark International Women's Year by ratifying ILO Convention (No.100) concerning Equal Remuneration for Men and Women.²⁹ In 1976, the Council initiated the *Step up Equal Pay* publicity campaign to sit alongside the Department of Labour's efforts promoting equal pay. The Council was concerned at the lack of knowledge about equal pay among women workers.

By 1976, women's average ordinary time hourly earnings stood at 78.7% of the male rate compared with the estimate in October 1972 of 69.9%. The overall movement of wages since October 1972 in the average ordinary time hourly earnings was 96% for women and 74% for men, a considerable advance.³⁰

In 1978, the Equal Pay Review Committee was re-established to finally report on the five-year implementation of the Equal Pay Act provisions and issued its report in 1979. The Council was still concerned about the lack of publicity about the Act and that its provisions were still needed. NACEW agreed to keep monitoring the implementation of the Act. In 1980, NACEW produced an information package primarily for educational institutions about equal opportunities as well as equal pay.

In 1985, still concerned about the pay gap, the Council asked the Minister of Employment for a Ministerial Review of the equal pay legislation. A review group was formed to identify the reasons for and extent to which factors other than sex discrimination result in differences in earnings between females and males.

This comprehensive study had three parts, the first statistical, the second obtaining additional information identified as necessary, and the third phase an analysis of the information collected. The Phase One report found that existing equal pay legislation had not reduced the male/female pay gap significantly, nor had equal pay legislation resulted in equal pay for work of equal value and recommended therefore that legislation for equal pay for work of equal value was

²⁷ NACEW Annual Report 1972, p. 1.

²⁸ *ibid.*

²⁹ The Government made moves to mark International Women's Year by ratifying ILO Convention (No.100) concerning Equal Remuneration for Men and Women. (see NACEW Annual Report 1974, p. 2.)

³⁰ NACEW Annual Report 1976, p. 2.

needed. The Phase Two report recommended that the third phase should look at whether it was necessary to change current equal pay legislation and if so, what changes should be made.³¹

In 1988, Margaret Wilson convened the Working Group on Equal Employment Opportunities and Equal Pay whose role was to provide a framework for a structure to help deliver pay and employment equity to New Zealand women. The report concluded that legislation was necessary for the achievement of pay and employment equity and made recommendations on the structure of an Employment Equity Act. Submissions on documents were sought and considered. In 1989, the government agreed in principle to an Employment Equity Act, which included equal employment opportunity and pay equity. NACEW welcomed the legislation but was concerned with several aspects of the Act, which were detailed in NACEW's submission to the Bill. However, the legislation was only in operation for a short period as it was repealed in December 1990.

In May 2003, NACEW prepared a response to the Ministry of Women's Affairs' paper *Next Steps towards Pay Equity*,³² which outlined steps the government could take within the current climate to address the gender pay gap including legislation to require employers to take action on the issue, improved access to training for women in low-income jobs, and increases in the minimum wage to address the gender pay gap.

In December 2003 the Taskforce on Pay and Employment Equity in the Public Service and the Public Health and Public Education Sectors chaired by Diana Crossan, a former member of NACEW and at the time Retirement Commissioner, reported to the Government. The Taskforce comprised the Chief Executives (or their nominees) of the Department of Labour, Ministry of Women's Affairs and the State Services Commission, as well as three nominees of the NZ Council of Trade Unions.

As part of the follow-up to this Taskforce in June 2004, NACEW organised a conference on Pay and Employment Equity for Women to discuss and debate pay and employment equity issues, looking at New Zealand and overseas experience, and to discuss a way forward for pay and employment equity in New Zealand. Speakers from overseas included Dr Pat Armstrong (Canada), Mary Cornish (Canada), Philippa Hall (Australia), Dr Heidi Hartmann (USA), Professor Aileen McColgan (UK) and Dr Barbara Pocock (Australia) as well as New Zealand experts. In June 2005, NACEW invited Julie Mellor, Chair of the Equal Opportunities Commission UK, to New Zealand to talk about the operation of the voluntary pay equity audits that had been introduced in the UK. Whilst in New Zealand, she spoke to companies as well as policy analysts in government. In 2005/06, NACEW commissioned the paper, *The Economic Rationales for Closing the Gender Pay Gap*.³³ The findings from this paper, including the rationale for a gender focus in economic transformation and productivity arenas, have formed the basis of current work.

Statistics show that the gender pay gap is lessening. In 1972, women's pay was 72% of men's ordinary time hourly earnings (Boyd, A, 1997); in 1984, on

³¹ Hyman, P.J. *Equal pay study: phase one, report*, Wellington, 1987 and Equal Pay Steering Committee, *Equal pay study: phase two report*, Wellington, 1987 and Working Group on Equal Employment Opportunities and Equal Pay, *Towards employment equity report*, Wellington, 1988.

³² Ministry of Women's Affairs, *Next steps towards pay equity: a discussion document*, Wellington 2002.

³³ Dwyer, Maire, *The Economic Rationales for Closing the Gender Gap*, Wellington, 2006. (available on NACEW's website <http://www.nacew.govt.nz/publications/pay-gap/gender-pay-gap.pdf>)

average, women earned 78.4% of the male hourly mean wage³⁴; and in 2006 women earned on average 86.4% of the male hourly mean wage.³⁵

Equal pay and moves towards pay equity have made a difference to the pay of some women. Other issues connected to gender pay equality that have been worked on by NACEW recently include the annual minimum wage review, and women in low paid jobs or in homecare who are vulnerable.

Women and pay has been on the agenda for NACEW throughout its 40 years. Pay equity has been one of the concerns but there have been other issues surrounding women and pay. In 1979, NACEW responded to the New Zealand Planning Council's document *Income Maintenance and Taxation* by stating that women should no longer be regarded as dependants to be supported automatically by the State should they lose the support of a husband. The Council believed that there should be equal treatment of the sexes in both payment of benefits and for taxation and that all workers should be entitled to pro-rata income support from the government.³⁶

In 2000, NACEW submitted comments on the annual review of the minimum wage to the Minister of Labour noting the over representation of women on low incomes and that increases in the minimum wage were likely to have a positive effect on the employment experiences of women. Further comments were submitted on this topic in each of the following years.

In 2004, NACEW formed a sub-group to look at precarious employment and focussed on the home care, residential and cleaning sectors which government funded through contractors. The sub-group commissioned research to provide advice on how the government might improve the quality of work for women in these areas. The recommendations focused on achieving effective changes in wages and employment conditions for employees in these sectors.

Parental Leave

Parental leave did not figure as an issue in NACEW's early years. The Council suggested in its submission to the Royal Commission on Social Security the payment of a special allowance to mothers with pre-school children.³⁷ In NACEW's Statement on the Employment of Women in the 1970s three groups were identified. The first group was school leavers who would leave the workforce at the time of marriage. The second was women who would return to work when their youngest child went to primary school. And the third was women who would work through their adult life, but this group was considered a small group who would only take short breaks for the care of very young children or elderly relatives. This group was single women, sole mothers or career women. This statement did not strongly identify maternity leave as a need for women.³⁸

Yet in 1976, the Department of Labour's Research and Planning Division began a research project on maternity leave and sent questionnaires to 100 employers about their experiences with and attitudes to maternity leave³⁹. In 1977, parental leave had moved up NACEW's agenda and was considered to be 'one of

³⁴ Dixon, S, Labour Market Bulletin:1996:1

³⁵ (December 2006)

³⁶ NACEW Annual Report 1979, p. 4.

³⁷ NACEW Annual Report 1970, p. 7

³⁸ Appendix to NACEW Annual Report 1972.

³⁹ NACEW Annual Report 1976, p. 4.

the most important items on the Council's agenda.⁴⁰ Parental leave was now seen as an integral part of the social arrangements necessary for men and women to combine work and care commitments. The Council drafted proposals for minimum standards for maternity and paternity leave and presented them to the Minister of Labour.

In 1977, maternity leave was extended from six to 12 months with full job protection in the state sector.⁴¹ In 1979, the Maternity Leave and Employment Protection Bill provided for a minimum of 26 weeks unpaid leave with job protection assured. NACEW was disappointed, as this bill did not meet NACEW's minimum standards, as fathers were not eligible. NACEW had also wanted fathers to be eligible for two weeks paternity leave. The legislation, Maternity Leave and Employment Protection Act, took effect from April 1981.

NACEW regretted that there was no provision for collecting information on use of the provisions in the legislation such as the number of women taking it and the number of women who were declined leave by their employers.

By 1985, the Minister of Employment was keen to extend the provisions of this Act to allow fathers to take leave to care for infants. At this time there was a working party of officials considering options and implications of any payment for parental leave.⁴² The Parental Leave and Employment Protection Act 1987 allowed fathers to take leave to care for infants and extended the period of parental leave from six to 12 months. The Council was pleased with the passing of this legislation but wanted some form of payment as a necessary adjunct to the legislation. In 1989, NACEW called for a review of the legislation. In 1994, the Council started a major report on parental leave. This report, completed in the 1996/1997 year, included an explanation as to why parental leave is an important area of labour market policy, a description of the parental leave provisions under the Parental Leave and Employment Protection Act 1987, and conclusions about the implications of the current provisions and areas for further work such as the costs and benefits of paid parental leave.

In 1999, NACEW presented a submission on the Paid Parental Leave Bill. The submission did not unreservedly support or oppose the Bill in its current form but raised issues. The Council argued that both the costs and benefits of various funding options should be considered, and the need for improved information and education on the provisions of current parental leave legislation.

In 2000, NACEW prepared a submission for the Employment Relations Service of the Department of Labour on the ILO Maternity Protection Convention that acknowledged that current New Zealand legislation was incompatible with the Convention. This made ratification unlikely. In some respects, New Zealand's legislation exceeded provisions and in other areas it fell short. NACEW urged the government to move towards full ratification. In 2002, NACEW prepared a submission to the Social Services Select Committee on the Parental Leave and Employment Protection (Paid Parental Leave) Amendment Bill supporting paid parental leave. The Council recognised that the scheme was beneficial to New Zealand women and would bring New Zealand in line with other OECD countries.

In 2005, NACEW supported the extension of paid parental leave to self-employed women as set out in the Parental Leave and Employment Protection (Paid Parental Leave for Self-Employed Persons) Amendment Bill 2005. In 2006, the

⁴⁰ NACEW Annual Report 1977, p. 2.

⁴¹ NACEW Annual Report 1977, p.2.

⁴² NACEW Annual Report 1985, p.3.

Parental Leave and Employment Protection (Paid Parental Leave for Self-Employed Persons) Amendment Bill was passed. It extended the provisions in the earlier Act so that from 1 July 2006 self-employed mothers who have been working an average of 10 hours a week or more became eligible for 14 weeks paid parental leave.

Parental leave provisions have come a long way since 1967. NACEW from early on viewed parental leave, and then more recently paid parental leave, as part of a wider spectrum of measures, such as provision of adequate childcare facilities, which will act together to provide true equality of opportunity in employment for women.⁴³

Retraining and Returning to Work

At its beginnings, NACEW noted a high need for retraining schemes in particular for women over 45 who had brought up their families and were now looking to return to the workforce, usually full time and whose skills needed updating. The 1969 report noted that 'one of the evident needs is for the training of mature women in modern office practice.'⁴⁴ It was envisaged that retraining would refresh and extend women's basic qualifications. Wellington Polytechnic began such courses the same year and in 1973 New Outlook courses began at Christchurch Technical Institute.⁴⁵

A further way of helping this group was by providing information centres that would 'help women bridge the gap between domestic life and the demands of employment'⁴⁶. A pilot information centre within the Employment Division of the Department of Labour's national office opened in 1969. NACEW hoped that such centres would be set up in the suburbs as well. The work of this centre helped women return to work by giving them information and advice on the current labour market. In 1972, the Department of Labour opened an employment services branch in Auckland. Sheila McMillan, a NACEW member, was associated with this. The Council was also aware that more publicity was needed to attract women to use the information services.⁴⁷

Elizabeth Orr, a foundation member of NACEW, also edited *Women at work: a guide to employment and training opportunities for women returning to work*⁴⁸ for the New Zealand Federation of University Women in 1968 with some funding from the Department of Labour. This book was 'to help married women, and more particularly women, who are wondering if they would like to return to work'.⁴⁹ In 1989, Alison Kuiper co-authored *Working Your Way Back to Work. A guidebook for New Zealand women returning to the workforce*. At the time she was NACEW's Acting Chair whilst Margaret Wilson was overseas.⁵⁰

By 1973, it was apparent that a disproportionate number of well-educated women were attending the retraining courses at Wellington Polytechnic and coming to the information centres. This concern about retraining of women was an important issue in NACEW's early years but fell away by the beginning of the 1980s for demographic reasons. The large number of women looking to return to the

⁴³ NACEW Annual Report 1986, p.2.

⁴⁴ NACEW Annual Report 1969, p. 2.

⁴⁵ Now known as Christchurch Polytechnic.

⁴⁶ NACEW Annual Report 1969, p. 2.

⁴⁷ NACEW Annual Report 1973, p. 5.

⁴⁸ Orr, Elizabeth W., (ed *Women at work: a guide to employment and training opportunities for women returning to work*,) Wellington 1968.

⁴⁹ *ibid.*, p. 1

⁵⁰ Alison Kuiper was Acting Chair of NACEW in 1987 and again in 1989-1990.

workforce had been the mothers of the baby boom generation. These women had a high fertility peaking in 1961 when the fertility rate exceeded 4.3 births per woman. By the 1980s women married later, and had children later, and were in paid work longer before starting families.⁵¹ This generation returned to the workforce when their children were younger and wanted childcare and the possibility of part time work. NACEW's work on these topics therefore became more important and has remained so.

Part-Time Work

In 1967, 20.6% of women worked part time compared to 1.4% of men.⁵² In 2007, 34.8% of women worked part time compared to 10.4% of men (December 2006).⁵³ From its early years, NACEW identified that one of the conditions needed for women to make their full contribution to the national economy was 'more part time opportunities and greater flexibility of hours.'⁵⁴ NACEW realised that flexible work patterns and the acceptance of shorter working hours generally would expand the options for parents to share in household tasks and the care of children.

In 1973, the Vocational Guidance Service set up a pilot in Wellington that placed 'women in split work with two women sharing one job.'⁵⁵ By 1984, NACEW realised that permanent part time work was preferable to job-sharing arrangements, which it realised was unnecessarily inflexible, and that part time work was a better option for men and women.⁵⁶

In the same year, glide time was introduced in some parts of the public service and prompted the delay of a proposed working party to study employment in the state services of women with family responsibilities. In 1978, NACEW welcomed the introduction of state sector pilot schemes for permanent part-time work. Five years on, however, NACEW noted that little progress had been made to establish permanent part time positions in the public service with the same benefits for part time workers as full-time, that is, a written employment contract and pro-rata leave entitlements. Yet by this time the proportion of the total workforce in part time employment was increasing. NACEW saw that the establishment of part-time work schemes in the public service would be a model for other employers. At last in November 1985, NACEW was able to report that the Minister of State Services had announced the arrangements for permanent part time work in the state sector. But in 1987, the Council was concerned that this, along with other measures, would be lost with changes proposed in the State Sector Bill.

By 1980, NACEW was concerned with part-time work that provided women with mainly low paid occupations or jobs at the lower occupational level. Furthermore, the conditions of employment were of a lesser quality than full time worker's conditions.⁵⁷ In 1982, NACEW convened a meeting to explore attitudes to part time employment and practical issues. The New Zealand Employers' Federation undertook a survey of employers' attitudes. From information the Council gathered from a survey of some Wellington-based unions on part time work issues NACEW prepared a pamphlet for part time workers on their rights and

⁵¹ Fertility in 1983 was 1.92 births per woman

⁵² (derived from Chapple, S op cit)

⁵³ (December 2006)

⁵⁴ Appendix in *NACEW Annual Report ending 31 December 1972*, p. 2.

⁵⁵ *NACEW Annual Report 1973*, p. 5.

⁵⁶ *NACEW Annual Report 1984*, p. 3.

⁵⁷ *NACEW Annual Report 1980*, p. 2.

responsibilities entitled *Are you a part time worker?* which was distributed in 1986.

As noted in the paper '*Critical Issues for New Zealand Women's Employment, now and in the future*' (2007) NACEW needs to ensure women are able to reach their potential, whether they work full-time or part-time, and that their wages and conditions are fair. This is key to the sustainability of women's employment, and to New Zealand's economic growth. To remove prejudices and barriers to part-time work will rejuvenate family and working life for men and women.

Childcare

From the outset, NACEW was concerned about childcare, its quality and availability because mothers cannot participate in paid work unless their young children are being cared for in a quality environment. In the Council's first year one of its subcommittees was called Home and Family.⁵⁸ Childcare was a dilemma for NACEW. On the one hand, the Council recognised the importance of the need for quality provision in the early childhood sector for women who had young children and were in the workforce. On the other hand, the Council 'was concerned that mothers with pre-school children should be given every assistance to enable them to look after their [own] children.'⁵⁹ At this time the expectation was that women gave up work when they married and stayed home to bring up their children.

NACEW did not want to act without reliable information so commissioned various research projects. In 1968, the Department⁶⁰ of Labour prepared a report looking at the arrangements (private, commercial, local authority or government based) of holiday and after-school care. A comparison with similar facilities in America, Britain and Australia was also made.⁶¹

In the 1970s, the interest and lobbying for quality early childhood services became more intense, as more women were in the workforce and wanting full or part time care for their young children. NACEW's increasing involvement and interest reflected this. Many other organisations, such as the Kindergarten Teachers Association (KTA), and the New Zealand Childcare Association were also lobbying for improved services.

Miriam Gilson, a NACEW member based at Victoria University, prepared a report on the employment patterns of married women in a sample of about 250 women in Wellington. About a fifth with pre-school children were in paid work. The childcare arrangements for this group showed that about half were able to take care of their own children by working at home or taking their children with them to work. She found that few of these families used 'commercial arrangements' suggesting that this may be because few childcare centres were available or they were too expensive.⁶²

In response to a letter from the Federation of Labour to the Minister of Labour about childcare centres the Department of Labour prepared the paper *Pre-School*

⁵⁸ There were five other subcommittees – Education and training, Vocational guidance, New employment opportunities, and Promotion and Advisory, and an Executive Subcommittee.

⁵⁹ *NACEW Annual Report*, p. 7.

⁶⁰ The Annual Report for NACEW 1967/68 notes '...the Department on Holiday and After-School Arrangements for the Care of Children ...'. It is assumed that this refers to the Department of Labour.

⁶¹ *NACEW Annual Report*, pp. 6-7.

⁶² *NACEW Annual Report 1968*, p. 7.

*Child Care – Part 1 – New Zealand*⁶³ which was presented to the Council. This paper showed the 'need for the care of children of working mothers in view of the continuing increases in their numbers and emphasised the importance in the case of pre-school children, which the facilities should cater for the emotional and educational development of the child and not just the child's care.'⁶⁴ NACEW decided to wait for the findings of the Committee of Inquiry into Pre-school Education⁶⁵ and the Royal Commission on Social Security.⁶⁶ As part of an overseas visit, Ria McBride, a ministerial appointee of the Council, investigated childcare facilities in England, North America and Scandinavia. By 1973, NACEW agreed policy on pre-school education⁶⁷ that 'any facilities provided must cater for the educational development of children, not simply their custodial care: and the pre-school arrangements should include services for the children of working mothers and the deprived child.'⁶⁸ Around this time, the Department of Labour prepared a paper on holiday programmes and after-school care for school-age children, which prompted NACEW, in conjunction with the Department of Education, to consider a first priority for such programmes was implementation in the May and August school holidays.⁶⁹

In August 1973, NACEW prepared a statement on childcare services, which concluded that NACEW considers 'the development of an overall coherent policy on child care services, and their financing ... a matter of urgency.'⁷⁰ This statement was a part of NACEW's submission to the Educational Development Conference. At this time, the Department of Labour researched employer-based childcare, and subsequently published the booklet *Industrial day care*.⁷¹ In this study parents and employers at workplaces that had childcare facilities were interviewed. Employers who showed an interest in setting up such a facility were also interviewed. The booklet set out how to set up a childcare centre including staffing and legal requirements, size, financial information and most importantly 'the need for the care provided by such centres to be of a high developmental nature rather than purely custodial'.⁷² NACEW was hoping that this publication would encourage more employers to set up facilities.

In 1978, NACEW presented a submission to the State Services Commission working group on early childhood care and education, which took until 1981 to complete its report. NACEW saw the developmental needs of the children of working parents as being the same as those of other children. It urged the integration of all early childhood services and recommended that an Early Childhood Development Division be established within the Department of Education with responsibility for the administration of all early childhood services.^{73 74}

⁶³ *NACEW Annual Report 1970*, p. 7 and *NACEW Annual Report 1971*, p. 7.

⁶⁴ *NACEW Annual Report 1971*, p. 7

⁶⁵ The Report of this Committee of Inquiry was presented in 1971.

⁶⁶ The Royal Commission on Social Security reported in 1972.

⁶⁷ Education in the years before primary school has been known in a number of ways – pre-school education, early education, early years education. Currently the preferred term is early childhood education, and those working in the area are early childhood teachers. This term covers all types of early childhood education such as kindergartens, playcentres, Montessori education, kohango reo, and childcare centres.

⁶⁸ *NACEW Annual Report 1972*, p. 3

⁶⁹ A four-term school year was introduced in 1996. Prior to this the school year had three terms with the holiday periods being at Christmas and then in May and August.

⁷⁰ Appendix to *NACEW Annual Report 1973*.

⁷¹ Department. of Labour with the National Advisory Council on the Employment of Women, *Industrial day care: a practical guide.*, Wellington, 1975.

⁷² *NACEW Annual Report 1975*, p. 2.

⁷³ At this time childcare centres, that is full day centres, were administered through the Department of Social Welfare, whilst other early childhood services, such kindergartens were administered by the Department of Education.

⁷⁴ *NACEW Annual Report 1978*, p. 2.

In 1979, NACEW prepared and widely distributed a pamphlet to counteract the common myths about childcare, which also listed the qualities of a good childcare service.⁷⁵ This pamphlet was revised and reprinted in the next two years. The pamphlet was then reprinted by the Department of Education for inclusion in a kitset on childcare. The Council also contacted the YMCA, YWCA, and local authorities urging them to organise school holiday programmes.

In the late 1970s, the New Zealand economy moved into a recession and the financial constraints imposed by government impacted on a number of issues NACEW was concerned with, including the expansion of quality early childhood services. Development in early childhood education slowed in the next few years.

In 1985, the integration of all early childhood service became reality—the administration of childcare services moved from the Department of Social Welfare to the Department of Education, which was already responsible for kindergartens and playcentres. This was welcomed by NACEW as it signalled that childcare was not inferior to other early childhood services, and that the learning and development of children was a key consideration. It was a strategic move that positioned New Zealand to become a world leader in childcare policy and provision in the decades that followed.

In October 1985, the Prime Minister announced that a network of childcare centres mainly for children whose parents worked in the public service would be established. The capital costs were to be met by the government, with the centres being run by the parents who would pay the ongoing running costs. The number of centres to be established was capped at a relatively low figure, and many took time to open.

In 1995, research was started on the links between childcare and labour market participation, which was completed and published as *New Zealand Childcare Survey, 1998*. Four key issues were identified - labour market disadvantage, employment and childcare types, and cost of childcare. The survey findings suggested that, for mothers, taking care of their children had a significant impact on their participation in employment. For groups such as sole parents, low-income parents and Maori parents, this was even more of an issue. Better access to childcare for these parents was therefore identified as particularly important.

The survey also raised questions in relation to the type of childcare used and the employment of parents. On the one hand, many parents indicated that they wanted more formal arrangements to be made available, although the high use of unpaid family members suggested that parents (especially sole parents) favoured informal arrangements with low costs. Families with informal care arrangements were less happy with these arrangements than those with formal care arrangements, yet a lack of informal care was reported as a barrier. Cost emerged as a key issue for parents who opted more for low/no cost arrangements and was also identified as the most significant barrier to participation in employment, education/training and voluntary work. Access to affordable, quality childcare and the need for further out of school care programmes were two important issues to emerge from the survey.⁷⁶

In December 1999, NACEW held a Families and Work Seminar in Wellington to consider policy issues arising from this research, including parental employment and childcare use, issues for children in early childhood services, arrangements

⁷⁵ NACEW Annual Report 1979, p. 5.

⁷⁶ NACEW Annual Report 1999/2000, p.1-2.

for pre-school children of work-rich and work-poor couples, and parents' work arrangements and informal care use.

In 2000, NACEW commissioned work on childcare by Lynda Byrne to explore the experiences of twenty women in the Hawkes Bay area who were combining working and caring for children. Her findings showed that childcare was expensive and led women to arrange work around available, informal childcare, or to take children to work with them. The cost and access to childcare made women's employment secondary to men's, and led to precarious labour market attachment. The women found that after having children it became difficult to return to their previous jobs. The report concluded that factors influencing women's employment decisions were complex and involved the home, economy and the state, and that it was impossible to disentangle the three when considering women's working lives.

In 2000/2001, NACEW contracted Annemarie Christopherson and Suzanne Snively to develop a draft list of key recommendations on the policy implications of the findings of the 1998 New Zealand Childcare Survey. NACEW focused on the barriers to work for women, in particular, sole mothers, the childcare issues facing parents of children with special needs, and issues for parents with more than one child. Also identified as being of significance was the impact of cultural differences for Maori, Pacific peoples and migrant parents; the care of sick children; transport issues (especially in Auckland); and the difficulties experienced by low income parents in accessing affordable childcare. The availability of after school care was also cited as a key issue in the consideration of the availability of childcare for parents in paid employment.

In 1970, there were 300 childcare centres⁷⁷ catering for over 6,000 children.⁷⁸ In 2006, there were 1,842 education and care centres for 86,059 enrolments.^{79, 80} In the last 40 years, the administration of childcare has become integrated into the early childhood education sector. The sector itself is now more professional with staff becoming qualified teachers. There is greater diversity. Parents can choose to use kindergartens, which have shorter hours, or playcentre, which requires parental input, or kohanga reo, where the emphasis is on Maori language and kaupapa. There are early childhood education and care centres with particular philosophies such as Steiner or Montessori. Centres are required to be licensed, which is the responsibility of the Ministry of Education. They must implement *Te Whāriki*, the early childhood education curriculum (1996). Better access to care and education services, and improving the quality of that care and education, have directed these changes. New Zealand has remained a leader in early childhood education internationally throughout NACEW's forty years. New Zealand's range of early childhood services and the introduction of a curriculum in this education sector has secured this reputation.

NACEW members brought specialist knowledge in this area to the Council. Beverley Morris, a lecturer at Wellington College of Education in early childhood education, was a NACEW member. Another NACEW member with experience in early childhood advocacy was Sonja Davies who was active in establishing the New Zealand Childcare Association. Currently Anne Meade, whose research and policy interests are high-quality early childhood teaching and learning, is on the Council. NACEW can be proud of its work in this area, both in advising Ministers

⁷⁷ This included all centres not deemed to be a free kindergarten or a playcentre.

⁷⁸ May, Helen, *Politics in the Playground*, Wellington, 2001, p. 109.

⁷⁹ Table 1 and 2 on <http://educationcounts.edcentre.govt.nz/statistics/ece/ECE-licensed-2006.html>

⁸⁰ This does not include other types of childcare such as kōhanga reo or kindergarten etc.

of Labour of the importance of this issue to women and now stressing the importance of work-life balance to families with children.

After 40 years work on childcare, NACEW has changed emphasis in this area to work-life balance, and to paid parental leave. Suzanne Snively, a previous chair of NACEW, was a member of the government's Work-Life Balance Project, which recommended a three-year work programme on work-life balance. NACEW commissioned a case study research interviewing four women about their experiences of balancing paid work and family responsibilities and other commitments. Their stories were put into the pamphlet *Work-Life Balance: What's that?*, which included strategies to help achieve work-life balance. In June 2005, NACEW commissioned research on *Decisions about Caring and Working: A Qualitative Study*. This work has increased the understanding of decisions made by men and women who have caring responsibilities and how, when and why they participate in paid work.

Affirmative Action

In 1980, NACEW began to discuss ways to ensure more equal opportunity for women in the workplace by establishing specific programmes. NACEW acknowledged the possible resistance to such programmes but still hoped to persuade employers to establish equal opportunities programmes for women and other disadvantaged groups.⁸¹ In 1982, the New Zealand Employers' Federation consulted with NACEW about their equal opportunity policy document. In 1984, the Department of Labour began the Positive Action Programme for Women to breakdown the occupational segregation by gender in the labour market. In its first year, the programme encouraged women to consider training and employment in non-traditional areas of work and encouraged employers to provide them with opportunities. In 1985, the Minister of Employment presented equal employment opportunity awards to five businesses. Danna Glendining, the then chair of NACEW, convened the advisory panel for the award.

As part of the reorganisation in the state sector, all government departments were required to have an equal employment opportunities management plan by 1 April 1988. In 1991, the Equal Employment Opportunities Trust began, funded by the government and private sector employers, with the aim of promoting equal employment opportunities as a good management practice. The EEO Trust was reviewed three years later. NACEW noted that the Trust had undertaken valuable work with some employers and commented on the quality of the resources produced by the Trust. Increased funding to the Trust was seen as necessary to having greater involvement with small employers.

Women in Enterprise

At the 1966 census, 11.3% of women were self-employed. In its initial years, the issues of women in enterprise did not figure on NACEW's agenda. Yet, in the 1980s, when there were dramatic changes in employment with high unemployment and disappearing industries, the government introduced job creation schemes that encouraged initiative and enterprise. A substantial number of women took up self-employment during this time. In 1983, the Council did some preliminary work on alternative patterns of employment such as outwork

⁸¹ NACEW Annual Report 1981, p. 1-2.

and cooperatives, and looked at self-employment more generally.⁸² Now, around 40% of self-employed are women.

In 1993, NACEW's Suffrage Centennial year project focussed on women and self-employment and looked at the reasons for the growth in self-employed women. The project also documented women's experience of self-employment and an idea of the profile of such women. The research *Te Wahine Hanga Mahi – Women and Self Employment*⁸³ found that:

- there had been an 11.3% increase in self employment amongst women in New Zealand in the previous five years, matching trends in many OECD countries.
- for Māori and Pacific Island women, self-employment had become increasingly significant as total employment for these groups fell between 1986 and 1991.
- women were more often in self-employment to balance work and personal/domestic commitments, because of career development frustrations, or to meet achievement or independence needs.
- self-employed women were as likely to be employers as men, more likely to work from home and had a lower median income across all occupational groups.
- the survival rates of women's businesses were roughly comparable to that of men's.⁸⁴

In 2002, the Māori and Pacific Women in Enterprise subgroup of NACEW began work on the project 'Discovering the Potential of Women in Small Business in New Zealand' to gain an understanding of the issues and needs of women in self-employment. First the group commissioned a report by the New Zealand Centre for Small and Medium Enterprises (SME) Research at Massey University *Discovering the potential of women in small business* which was released in 2004. There were two parts to this report, one qualitative and the other quantitative. One finding of the study was that self-employed women have a number of similar characteristics to women employees. However, self-employed women generally have lower incomes than their male counterparts, are more likely to be part-time working proprietors and their businesses are clustered in a narrow range of industry sectors.

In 2006/07, three brochures in the series, '*If you could be anything....what will it be?*' were produced. The brochures contained three case studies of successful Māori, Pacific and Asian women in business, and aimed to help Māori and Pacific women make informed choices when considering self-employment. The first brochure was aimed at Māori and Pacific women of all ages, the second at senior secondary school girls, and the third at unemployed women.

Superannuation

Prior to 1973, the Council was concerned at the comparatively few women who belonged to superannuation schemes, as participation in a superannuation scheme is a step towards women's economic independence. In 1973, the Council completed a study on the implications for women on the national superannuation scheme.⁸⁵ The Council welcomed the provisions in the New Zealand Superannuation Act 1974 that contributions made by a woman in her early

⁸² NACEW Annual Report 1983, p. 3.

⁸³ Gray Matter Research Limited, Rivers Buchan and Associates. *Women and self employment = Te wahine hanga mahi*, Wellington 1993.

⁸⁴ NACEW Annual Report 1993/94, p.2.

⁸⁵ NACEW Annual Report 1973, p.5.

working life prior to children must be retained in a superannuation fund to provide for a pension as it gave married women financial independence. The Council saw that the downside to the legislation was the creation of further inequalities between employed and non-employed married women. In 1975, NACEW welcomed the change in the Government Superannuation Scheme for people returning to the government service after a gap of not more than five years to reactivate superannuation contributions made during previous service.

Further work was done in 1991 when the Task Force on Private Provision for Retirement was established. NACEW was aware that fewer women were able to make regular contributions to superannuation schemes, partly because of their lower incomes and broken careers. Thus women participants pay in only a quarter of the contributions made by men. NACEW wanted the Task Force to examine the particular needs of women, especially those on low incomes many of whom were Māori and Pacific.

In 1997, NACEW wrote to several Ministers supporting the set of principles, developed by the Ministry of Women's Affairs, to assist in the designing of the Retirement Savings Scheme so that the scheme did not disadvantage women.

This topic has not been a consistently high priority for NACEW. The Retirement Commission was established in 1995 and a part of its role is to look at issues in saving for retirement for women. Diana Crossan, previously a ministerial appointee on NACEW, is currently the Retirement Commissioner.

Legislation

The Council was quick to realise that discriminatory legislation prevented women exercising choices in paid employment.⁸⁶ In two important areas – equal pay and parental leave – legislation was required to make the difference for women in employment, as discussed previously. There have been other areas for women workers where legislation has improved women's choices. NACEW supported in principle the provisions included in the proposed amendments to the Factories Act to permit women to work extended ordinary hours of work and overtime. However, the Council wanted to make equal pay a precondition for any extension for women of ordinary hours of work and overtime.⁸⁷

Reflecting on its first eleven years, NACEW was pleased with two pieces of legislation passed in that period - the Equal Pay Act 1972 and the Human Rights Commission Act 1977. In 1977, the Council also recommended to the Minister of Labour that women and men share restroom facilities in places of employment with fewer than ten employees, which would require amendments to the draining regulations and the Factories and Shops and Offices Act.⁸⁸ This recommendation was included in the Factories and Commercial Premises Act 1981 and prompted the Council to question if promoting legislation relating to women workers was a central aspect of its work. NACEW agreed that legislation was only one means of fostering equality of opportunity for women in employment.⁸⁹

In 1978, the Human Rights Commission Act came into effect. The Council had previously recommended that a body was needed to promote equal opportunity in the workforce and deal with complaints of discrimination. Subsequently, the

⁸⁶ K. R. Binney presented a paper to the New Zealand Manufacturers' Federation, *NACEW Annual Report 31 December 1968*, p. 7.

⁸⁷ *NACEW Annual Report 1970*, p.3.

⁸⁸ *NACEW Annual Report 1977*, p.3-4.

⁸⁹ *NACEW Annual Report 1977*, p.1.

Human Rights Commission Amendment Act 1992 made it illegal to discriminate in employment on the grounds of age. In 1993, the Human Rights Act was passed that extended these grounds to include disability, political opinion, employment status, and family status.

In 1978, the Council also focussed on night work and decided in principle that there should be no distinction between men and women over night work in factories. At the time there was little research on this subject and NACEW urged the government to investigate this, which it did. NACEW was represented on the steering group, which was established to prepare for the denunciation of ILO Convention 89, which prohibits women working at night in factories.

With the introduction of the Factories and Commercial Premises Act 1981, provisions that previously covered outworkers were set aside leaving this group of workers with no statute controlling them. The Council believed that a more comprehensive approach was needed to ensure reasonable work conditions, workloads and rates of payment.⁹⁰

In 1983, the Council opposed the Industrial Law Reform Bill, which introduced voluntary unionism because of concern that women, who were predominantly employed in small workplaces, would be adversely affected. The Council saw the proposed introduction of youth rates for all types of work as a breach of the principle of equal pay for equal work and was pleased that the measure did not reach the statute book.

In 1987, NACEW saw some of the provisions proposed in the state sector reorganisation as a backward step. It was concerned that re-entry after parental leave, flexible working hours and permanent part-time status were not assured and would need to be re-negotiated between employer and employee. In the State Sector Act 1988, chief executives of each government department were required to develop and publish an equal employment opportunities programme. NACEW was pleased with this but noted that there was a still a long way to go to reach equal employment opportunity.⁹¹ In 1989, the Council was still concerned over the effect of state sector reorganisation on women's employment, reinforced by the Public Service Association's report, which showed that most State Owned Enterprises had failed to carry over equal employment opportunity measures that existed when they were government departments.

In 1991, NACEW's submission on the Employment Contracts Bill recommended some changes. NACEW was concerned that the Equal Pay Act 1972 was rendered ineffective by the legislation and that women were heavily dependant on union organisation and unions were not granted a statutory place in the bargaining structure by the legislation. The Bill also proposed individual contracts that would provide fewer protections than collective contracts. The legislation was passed with only minor alteration.

International

New Zealand's international obligations also impact on women and paid employment. A set of international standards have been established which New Zealand has ratified or aspires to comply with, and in rare cases denounces. In 1967, NACEW participated in a meeting to consider New Zealand's position on

⁹⁰ NACEW Annual Report 1981, p.3.

⁹¹ NACEW Annual Report 1988/89, .3.

Resolution 1133 (XLI) of the Economic and Social Council of United Nations to develop a unified long-term UN programme in New Zealand. In 1985, New Zealand ratified the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) with two reservations – one concerning women’s participation in armed combat and the other on women working in underground mines. The Council had wanted New Zealand to ratify the Convention with no reservations.

These two reservations have since been lifted. In 1986, New Zealand denounced ILO Convention No 45: Underground Work (Women), which prohibited the employment of women underground except in narrowly defined circumstances. NACEW welcomed this, as the Council believed that equality of opportunity for women to obtain such jobs was important.

In 1977, Elizabeth Orr, the then chair of NACEW, attended the ILO Symposium on Women Workers held in Brussels. The symposium examined machinery to promote equality of treatment between the sexes, and the most suitable statistical means for the international measurement of progress towards equality.

In 1983, New Zealand ratified ILO Convention 111: Discrimination (Employment and Occupation) which actively promotes equality of treatment to eliminate all discriminatory practices in employment and training on the basis of sex, race, colour, religion, political opinion, national extraction, or social origin.⁹² More recently, NACEW submitted comments on the ILO Maternity Protection Convention 2000.

NACEW’s focus, however, is primarily on the New Zealand context. It has only focussed on international conventions when it would assist women’s employment in New Zealand.

Conclusion

In this report there is not space to include every one of NACEW’s activities and the omissions are regretted. NACEW is a product of the last 40 years – a period that spans three generations. A woman aged 35 in 1967 looking to return to the workforce after bringing up her children is now 75. Her daughter, now possibly in her forties, has likely spent more time in the paid workforce than her mother did and spent less time bringing up children at home. Her daughter, possibly in her early twenties is likely to have her first child at 29 after more than ten years in the workforce, possibly including periods of full-time and part-time work, and has a tertiary qualification. NACEW has helped to promote changes that have given each of these women such differing lives.

In NACEW’s 40 years there have been many changes that influenced the agenda pursued by the Council, for example, the women’s movement, the changing economic situation – periods of high unemployment and of full employment – changes in women’s fertility, growth of the tertiary education sector, new technology, the creation of new jobs not imagined 40 years ago, the growth of the service sector, the increase in tourism, changes in rural New Zealand, changes in the demography of New Zealand and many others.

The Council remains a forum for experts in women’s employment to discuss issues and concerns about women’s employment. With its role as an independent advisory council to the Minister of Labour it does have influence. Some Ministers

⁹² NACEW Annual Report 1983, p.1.

have used the skills and deliberations of NACEW as a conduit for information about the employment of women. In such times, NACEW has been able to make great progress with its work.

NACEW seeks alliances with appropriate organisations particularly its partners – the National Council of Women, Maori Women’s Welfare League, PACIFICA, Rural Women New Zealand and the YWCA. Each NACEW member also brings their own experience and knowledge to the table. This expertise has been of critical importance to NACEW’s success.

Appendix 1

Terms of Reference for National Advisory Council on the Employment of Women

At its first meeting the Council set down its objective as:

The aim of the Council is to create the conditions for women to make their full contribution to the national economy consistent with their individual freedom and their responsibilities as wives and mothers.

Following the 1976 Conference on Women in Social and Economic Development NACEW revised its terms of reference with the approval of the Minister of Labour as follows:

- a To advise the Minister of Labour on matters referred by him to the Council concerning the employment of women
- b To express views and make recommendations as appropriate to the Minister of Labour on matters relating to the employment of women
- c To make representations and submissions as appropriate to public bodies such as Commissions of Inquiry, subject to the approval of the Minister, and
- d To promote the dissemination of information on the employment of women in New Zealand and overseas.⁹³

These Terms of Reference are still the same today.

⁹³ NACEW Annual Report 1976, p.4.

Appendix 2

Submissions made by NACEW 1967-2007

From its beginnings one of NACEW's terms of reference has been:

To make representations and submissions as appropriate to public bodies such as Commissions of Inquiry, subject to the approval of the Minister.

This list of submissions has been taken from the annual reports:

Annual Report	Submission
1969	<ul style="list-style-type: none">• Royal Commission on Social Security
1970	<ul style="list-style-type: none">• Commission of Inquiry into Equal Pay
1973	<ul style="list-style-type: none">• General statement to Educational Development Conference• Statement on child care services to Educational Development Conference
1974	<ul style="list-style-type: none">• Parliamentary Select Committee on Women's Rights
1976	<ul style="list-style-type: none">• Task Force on Economic and Social planning• Domestic Purposes Benefit Review Committee
1978	<ul style="list-style-type: none">• New Zealand Planning Council's publication <i>Income Maintenance and Taxation: Some Options for Reform</i>
1979	<ul style="list-style-type: none">• Family Proceedings Bill
1980	<ul style="list-style-type: none">• Maternity Leave and Employment Protection Bill
1981	<ul style="list-style-type: none">• Statutes Revision Committee on Human Rights Commission Act Amendment Bill• Labour and Employment/Accidents and Injuries Statistics Review Committee• Apprenticeship for Tomorrow
1982	<ul style="list-style-type: none">• Task Force on Youth Training• Commerce and Energy Select Committee on the Quarries and Tunnels Bill• Department of Labour concerning restructuring the District Employment Advisory Committees.
1983	<ul style="list-style-type: none">• Energy Advisory Committee on 1982 Energy Plan, 'Construction Workforce Demands and Implications'• Apprenticeship Bill• Department of Statistics on 1986 Census• Coal Mines Amendment Bill• Industrial Law Reform Bill
1984	<ul style="list-style-type: none">• Attendance at Economic Summit Conference (12-14 September 1984)• Paper for Economic Summit Conference on 'Women

- in the Labour Market: Social Equity and Economic Recovery’
- Director General of Education on the Review of the Core Curriculum for Schools
 - Minister of Employment on the Review of Employment Subsidy Programme
 - Minister of Employment on proposed reservations to be made by New Zealand on ratification of the United Nations Convention on the Elimination of All Forms Of Discrimination Against Women (CEDAW)
- 1985
- Department of Social Welfare on the discussion paper ‘Review of Childcare funding’
 - Budget ‘85 Task Force on the Budget ‘85 Discussion Paper
 - Advisory Panel on Training and Employment Programme on the discussion paper ‘Skills for Young People’
 - State Services Amendment Bill (No 2)
 - Review of Mining Legislation
- 1986
- Minister of Labour on the Industrial Relations Green Paper
 - Ministerial Task Force on Income Maintenance
 - Ministerial Task Force on Social Welfare Services
- 1987
- Labour Select Committee on the Parental Leave and Employment Protection Bill
 - Minister of Education in response to the discussion booklet *Further Education and Training: Who should pay?*
 - Minister of Education in response to the discussion booklet *Tertiary Education in New Zealand*
 - Labour Select Committee on the Access Training Scheme
 - Royal Commission on Social Policy
- 1988/1989
- Supplementary submission to the Royal Commission on Social Policy
 - Minister of Labour regarding the State Sector Bill
 - Minister of Education in response to the Report of the Taskforce to Review Education Administration
 - Minister of Labour in response to *Towards Employment Equity* the report of the Working Group on Equal Employment Opportunities/Equal Pay
 - Minister of Employment in response to the Report of the Working Group on Post-Compulsory Education and Training
 - Minister of State Services in response to the Government proposals to extend membership of the State Services Commission
 - Minister of State Services regarding the review of the State Services’ Equal Employment Opportunities Unit.

- 1989/1990⁹⁴
 - Minister of Labour regarding the Employment Equity Bill
 - Minister of Employment regarding women and non-traditional trades
 - Minister of Employment in response to discussion document on review of Disabled Persons Employment Protection Act 1960
 - Minister of Labour regarding review of Parental Leave and Employment Protection Act 1987.

- 1990/1991
 - Working Group on implementation of Employment Equity
 - Employments Contracts Bill
 - NZQA discussion document "Designing the Framework"

- 1991/1992
 - Accident Rehabilitation and Compensation Insurance Bill 1991
 - Health and Safety in Employment Bill
 - Industry Training Bill
 - Amendments to the Human Rights Commission Act

- 1993/1994
 - Submission prior to release of the Issues Report of Task Force on Employment Policy and then a submission in response to the Issues Report
 - Two consultation meetings for women with Task Force on Employment Policy in conjunction with the Minister of Women's Affairs

- 1994/1995
 - Equal Employment Opportunities (EEO) Trust Review
 - Careers information and Guidance Review
 - Review of Accident Compensation Corporation

- 1995/1996
 - Employment Task Force
 - Review of Accident Compensation Corporation
 - Pre-employment Guidelines prepared by Human Rights Commission
 - Review of Equal Employment Opportunities Trust
 - Review of the Holidays Act
 - Ministry of Education on Capital Development Assistance for early childhood education
 - Met with Law Commission on their project Women's Access to Justice
 - Careers Information and Guidance Review
 -

- 1996/1997
 - Employment Strategy Implementation Steering Group on proposed employment policy changes
 - Ministry of Education on School Holidays and Term Dates

- 1997/1998
 - Social Services Select Committee on the Social Security (Work Test) Amendment Bill
 - Review of the Holidays Act 1981
 - Review of the National Qualifications Framework ad

⁹⁴ The annual report for this year covers the period 1 April 1989 to 30 June 1990.

- Future Tertiary Education Policy
- 1998/1999
- Minister of Employment on employment policy changes and benefit reform
 - Paid Parental Leave Bill
 - Submission to Statistics New Zealand on 2001 Census
- 1999/2000
- Employment Relations Bill to Employment and Accident Insurance Legislation Committee
 - Social Services Select Committee on the Paid Parental Leave Bill
 - to Minister of Social Services, Work and Income on Changes to employment and benefit policy
 - Statistics New Zealand on the content of 2001 Census
 - Paid Parental Leave Bill
- 2000/2001
- Annual Review of the Minimum Wage to Minister of Labour
 - ILO Maternity Protection Convention 2000 to the Department of Labour
- 2001/2002
- Submission on Parental Leave and Employment Protection (Paid Parental Leave) Amendment Bill
 - Annual review of minimum wage
- 2002/2003
- Annual review of minimum wage
 - Ministry of Social Development on research design of the Work, Family and Parenting Study
 - Ministry of Women's Affairs' Plan of Action for New Zealand women
 - Response to Ministry of Women's Affairs' 'Next Steps to Pay Equity'
- 2003/2004
- Employment Relations Law Reform Bill
 - Annual review of minimum wage
- 2004/2005
- Annual review of minimum wage
- 2005/2006
- Annual review of minimum wage
 - Parental Leave and Employment Protection (Paid Parental Leave for Self-Employed Persons) Amendment Bill 2005

Appendix 3

List of Chairs

Name	Years as Chair
Mr J K Hunn	1967 - 1970
Mr H Thompson	1970 - 1972
Elizabeth Orr	1972 - 1979
Barbara Mabbett	1979 - 1984
Shirley Homewood	1984 - 1985
Danna Glendining	1985 - 1987
Alison Kuiper (Acting)	1987, 1989 -90
Margaret Wilson	1987 - 1992
Adrienne D'Ath	1992 - 1998
Claire Johnstone	1998 - 2001
Suzanne Snively	2001 - 2006
Pauline Winter	2006 - present