

## EMPLOYMENT AND UNEMPLOYMENT

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### INTRODUCTION

The fifty years to 1984 have seen various phenomena including war, depression, large-scale immigration, technological innovation, and demographic change which have led to significant changes in the composition of the Victorian labour force.

Despite the fact that employment prospects had decreased during the Depression of the early 1930s employment in manufacturing industries increased steadily from 1934.

During the period from 1950 to 1968 employment in manufacturing industries rose by 42 per cent. Demand for labour had increased beyond supply and in part large-scale immigration had been implemented to meet the deficiency. Technological change leading to the development of mass-production facilities increased productivity, requiring more process workers with lower skills. Development of high technology in the 1970s and 1980s contributed to the decline in employment of unskilled workers in the manufacturing industries and the demand for a higher proportion of workers with special skills.

Since the early 1970s employment in agricultural and manufacturing industries has declined. At the same time there has been an increase in employment in the business, community services, and recreation industries.

Participation of women in the labour force, which had increased considerably during the Second World War, particularly in production processing jobs, fell in the late 1940s. Changing attitudes in society and implementation of anti-discrimination legislation has consistently increased participation of women in the labour force since the early 1970s.

The level of unemployment has fluctuated considerably over the past 50 years and, since the mid-1970s, has been steadily increasing. By August 1983 the unemployment rate for Victoria was 8.8 per cent.

### RECOVERY FROM THE DEPRESSION

In 1934 Victoria was recovering from one of the most severe economic depressions ever experienced by the State. Depressed economic conditions had prevailed for the previous four years, a period of economic difficulty sufficiently long to impair the social fabric of the State.

Unemployment in Victoria became so serious during the early 1930s that the usual methods of providing funds for relief works and sustenance were found to be inadequate. The number of persons put out of work increased rapidly, with little prospect of conditions improving. Special grants were, therefore, made to the State by the Commonwealth Government, and legislation was enacted in Victoria which provided for additional taxation on incomes to create funds for relief works and sustenance for the unemployed. In addition, a stamp duty was imposed on receipts for certain salaries and wages, which was replaced in November 1932 by a system of annual assessment. The revenue obtained from unemployment relief taxation was paid into an Unemployment Relief Fund and disbursed to create employment. Loans for relief purposes were also raised.

Statistics of unemployment among trade unionists, collected from trade union secretaries at quarterly intervals from 1913 to 1950, indicated that the highest percentage of unemployed trade union members ever recorded in Victoria was reached in the quarter ended June



Sustenance workers employed on the site of the Yarra Boulevard during the Depression of the 1930s.

*The Herald and Weekly Times Ltd*

Men waiting at a soup kitchen during the Depression of the 1930s.

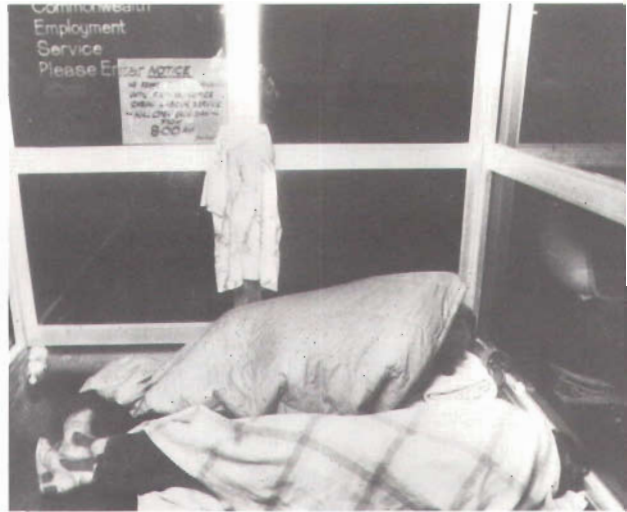
*The Salvation Army Media and Information Section*





A sign of the times—a sight familiar to many unemployed.

*Brotherhood of St. Laurence*



Two unemployed people sleeping outside a Commonwealth Employment Service office to ensure first choice of the new jobs available.

*The Herald and Weekly Times Ltd*

Job seekers searching Commonwealth Employment Service vacancy boards for suitable employment.

*The Herald and Weekly Times Ltd*







The "Work Skills Olympics" held at the World Trade Centre, Melbourne, in 1983 enabled apprentices to demonstrate their skills to the general public.

*Department of Employment and Industrial Relations*

The Equal Opportunity Act of 1977 has allowed many women to gain employment in fields traditionally considered to be appropriate only for men. This woman is employed as a plumber.

*Department of Employment and Industrial Relations*

Apprentices receive on-the-job training under the guidance of a tradesman.

*Department of Employment and Industrial Relations*





An officer from the Department of Social Security answers an inquiry from a member of the public.

*Department of Social Security*

Handicapped persons are encouraged to integrate into the labour force according to their capabilities.

*Department of Employment and Industrial Relations*



1932, when it stood at 27.7 per cent. It was not until the December quarter of 1937, when 7.3 per cent of unionists were unemployed, that it fell to pre-Depression levels.

The following graph shows unemployment rates during the period 1930 to 1983. It should be noted that the three series are not statistically comparable, since they are based on different definitions of unemployment, collection methods, and timing.

The trade union data were taken from a collection of unemployed trade unionists which ceased in 1950. The rates shown are the averages of the four quarters of each year. The Commonwealth Employment Service (CES) data are taken from a series of those registered as unemployed with the CES at June each year. Collection commenced in 1946 and was temporarily discontinued between March 1981 and March 1983. Australian Bureau of Statistics (ABS) Labour Force series data are taken from the population survey conducted by the ABS and show the estimated unemployment rate at August in each year. Data are not available for periods before August 1966.

In the 1933 Population Census, 98,718 males and 21,032 females were recorded as unemployed. Included as unemployed were the number of persons who stated themselves to be employed part-time on sustenance or relief work. The unemployed represented 21 per cent of the total wage earning group.

About 63 per cent of the unemployed males in 1933 had not been in regular employment for a year or more, and large numbers had been out of work for periods ranging from two to three years. Unemployment among females was less severe, as the proportion of women in the labour force was then much lower.

During the Depression years, men in the younger age groups were forced by economic necessity to seek work away from their homes. Many town dwellers roamed country districts prospecting for minerals, seeking casual farm work, or applying for locally distributed government relief. Graduates from the University of Melbourne and the Teachers' College could often find no work.

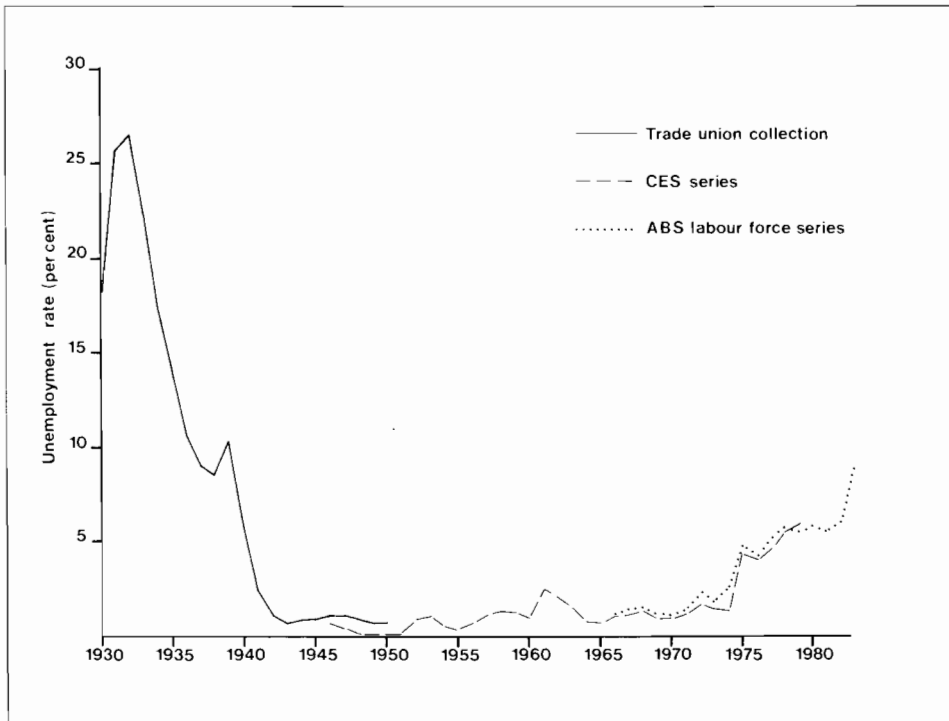


FIGURE 12. Victoria—Unemployment rates, 1930 to 1983

Sustenance, based originally at 60 cents per week for an individual, with additional amounts for dependants, was provided to the unemployed, subject to an income test, which set out the maximum weekly permissible income, with the total amount of income and sustenance received by a family unit to not exceed \$6.50 in one week. Sustenance payments were administered locally by Public Assistance Committees appointed by municipal councils. The system of "working for sustenance" became general in July 1933. Every male person who received sustenance could be called upon to perform work of a prescribed nature for the municipality from which he received assistance. By June 1934, 21,127 recipients of sustenance were working. Payment was made in cash where work in return for sustenance was performed. In cases where the municipality was unable to provide work, sustenance sometimes took the form of food relief vouchers drawn on suppliers. A table showing details of unemployment relief during the period 1932 to 1944 follows:

UNEMPLOYMENT RELIEF : VICTORIA,  
1932 TO 1944

Year ended 30 June —	Unemployed males (a)	Sustenance registrations	Number working in return for sustenance
1932	61,155	47,098	1,034
1933	36,877	27,468	8,525
1934	35,679	26,966	21,127
1935	32,078	25,703	19,072
1936	18,552	14,723	12,096
1937	14,895	12,008	10,341
1938	16,669	13,187	11,443
1939	19,902	15,653	13,666
1940	9,671	8,744	7,988
1941	2,171	2,447	2,165
1942	n.a.	422	347
1943	n.a.	237	145
1944	n.a.	154	—

(a) Number registered with the State Government Labour Exchange. This Labour Exchange was taken over in March 1942 by the Commonwealth Department of Labour and National Service.

In addition to sustenance relief, assistance was also afforded by employment on a rotational basis at the current basic wage on unemployment relief works undertaken by government departments, charitable institutions, and various public authorities, such as municipal councils, sewerage authorities, and waterworks trusts.

A marked recovery, with a consequent drop in unemployment, took place after 1932. From a peak of 61,155 males registered as unemployed with the Government Labour Exchange in June 1932, the number declined to 35,679 by June 1934, and 19,902 by June 1939. At 30 June 1932, 47,098 family units were in receipt of sustenance; by June 1934 this number had fallen to 26,966, and by June 1939 to 15,653.

As economic conditions improved, employment began to rise and industry recovered quickly—employment in factories rose from 128,265 in 1931-32 to 191,383 in 1936-37, and by 1938-39 it had reached 201,831. In November 1939, the Commonwealth Government allocated \$940,000 to Victoria for defence works.

Prior to the establishment of the Commonwealth Employment Service in 1946, the Victorian Department of Labour and Industry had operated a Victorian Government Labour Exchange which had provided a free service from its establishment in October 1900. The head office was located in Melbourne with branches at Geelong, Ballarat, and Bendigo administered by its own staff, and agencies in other municipalities administered by local police officers. Applicants were registered for temporary or casual employment principally as artisans and labourers on government works, including railways.

Special legislation in 1930 for the relief of unemployment provided that registration at the Exchange was essential before relief work or sustenance could be obtained. This resulted in increased registrations for employment as skilled and semi-skilled workers registered for relief work when they found little prospect of securing work in their usual occupations. Men were selected for relief jobs according to their order of registration, and



subject to physical fitness for the work involved. Preference was given to men with dependants.

In addition to sending men to government and municipal works, the Exchange supplied labour to private employers. It also advanced railway tickets to applicants who found work in country districts on their own initiative. Until labour shortages began to develop following the outbreak of war in 1939, country employers were major users of the Exchange. The Exchange did not register women for employment.

Because of concern for the large number of young men who found themselves unemployed or in "dead end" jobs through failure to obtain vocational training during the Depression years, the Commonwealth Government allocated \$110,000 to Victoria in 1937-38 to develop a scheme of technical and other training for disadvantaged youths. This grant was repeated in 1938-39. The principal features of the scheme covered:

- (1) The supplementing of wages during the time that trainees were acquiring proficiency;
- (2) training for technical trades, commercial pursuits, and for agriculture, forestry, and mining; and
- (3) additions to training facilities.

In early 1940 the training scheme was merged with the Commonwealth Wartime Technical Training Scheme to provide skilled workers for the Armed Services and defence factories. Between July 1937 and December 1940, 998 disadvantaged youths underwent training in Victoria.

#### WAR YEARS, 1939 TO 1945

The National Register of July 1939 listed 767,000 occupied persons, including 4,400 members of the Armed Services, in Victoria. Total occupied persons included those in the defence forces, all persons fully occupied as employers, or self employed in businesses or on farms, and wage or salary earners fully employed, or occupied as casual, part-time, intermittent, or seasonal wage earners. Unemployment among trade unionists in Victoria was 11.2 per cent in the September quarter 1939.

When Australia declared war on Germany on 3 September 1939, three of Australia's four existing munitions factories were located in Victoria—one at Footscray and two at Maribyrnong. There were two aircraft factories at Fishermens Bend. Consequently, Australia's war production effort was initially centred in Victoria and later extended to other States as new factories were built in New South Wales and South Australia. At 30 June 1940, direct munitions employment in Victoria (including annexes) was 10,448 persons or 72 per cent of the Australian total. By June 1943, the Victorian proportion had fallen to 35 per cent. Unemployment of trade union members in Victoria fell to 5.8 per cent in 1940, and 2.5 per cent in 1941, and remained lower in Victoria than in the other States for the duration of the war.

Soon after the outbreak of war, a shortage of skilled metal workers for the production of aircraft and munitions became apparent. Mechanisation of the Armed Services also created a demand for additional tradesmen and technicians. To overcome this shortage, dilution agreements were negotiated in May 1940 between the Commonwealth Government, employers associations, and the engineering unions concerned, for the use of less skilled labour in war production factories than would have been the case during peacetime production. Under these agreements the status "added tradesman" was granted to selected workers who were upgraded or to persons who had completed intensive courses of instruction at State controlled technical colleges and schools. Prior to February 1941, the dilution agreements were administered under the Commonwealth Wartime Technical Training Scheme by the Department of Munitions. After February 1941 the Scheme was administered by the Department of Labour and National Service which had been established in October 1940.

By the end of 1940, there were 10,919 "added tradesmen" in employment or training in Victoria. By June 1944, the numbers had increased to 12,524. By June 1947, 41,806 persons had completed or were undergoing a course of training under the scheme in Victoria. This figure included 31,987 technicians for the Armed Services.

Total wage and salary earners employed in industry in Victoria reached a wartime peak of 597,900 persons in November 1941. This represented an increase of 19.5 per cent over



the June 1939 figure compared with an Australia wide increase of 13.4 per cent over the same period. At the end of 1941, Australian and Victorian manpower needs had been met despite an enlistment of 300,000 persons into the Armed Services by July 1941.

The situation changed markedly after the Japanese entered the war on 7 December 1941. Australia, under threat of invasion, required a greater productive effort at a time when large-scale enlistments into the Armed Services were draining its labour resources. By June 1942, the number of wage and salary earners employed in industry in Victoria had fallen to 575,700 persons, a decline of 4 per cent from the November 1941 peak. Manpower resources to meet increased wartime needs were no longer so readily available.

A Manpower Directorate was established within the Department of Labour and National Service under regulations gazetted on 31 January 1942. The Directorate's task was to allocate manpower to the Armed Services, war industry, and civilian industry in such a way as to maximise the Australian war effort. The Directorate had the power to exempt from military service persons with particular skills for reserved occupations, to prevent workers in protected industries from leaving employment or being dismissed without permission, to control engagements of labour, to direct labour to essential undertakings, and to register all civilians. A system of National Service Offices was set up in districts based largely on Commonwealth military areas. These Offices took over the functions of the district military officials who had administered the List of Reserved Occupations, the National Employment Offices of the Commonwealth Department of Labour and National Service, and the Labour Exchanges administered by the State Governments. The Victorian Labour Exchange was taken over by the Directorate in March 1942. In the same month, a register of all civilians over 16 years of age was compiled. The register provided a data base for the National Service Offices and was utilised for the issue of identity cards.

The Allied Works Council was established under regulations promulgated on 14 April 1942. The Council was responsible for organising the defence construction programmes of the Australian and Allied Armed Services within Australia. The Civil Construction Corps was established to carry out these programmes. Members of the Corps consisted of volunteers, those employed by contractors engaged upon Allied Works construction, and those compulsorily enrolled. The Corps did not enrol men certified by the Manpower Directorate as required in their present industries. Most members of the Corps were aged over 35 years, and thus above the preferred age group for military service. Employment in the Corps reached a peak in June 1943 when 53,518 persons were employed in Australia, 11,166 of whom were in Victoria.

In Victoria, direct employment in munitions factories (including annexes) reached its peak of 32,635 persons in June 1942. While the number of persons in direct munitions employment was relatively small, the Manpower Directorate estimated that 75 per cent of all male factory workers were employed on defence contracts in June 1943.

This massive diversion of labour into war production was brought about by several means. First, the Manpower Directorate used its powers to support industries involved in war production. Second, many factories normally working to satisfy civilian needs were contracted to deliver their output to satisfy defence needs. Third, the Department of War Organisation of Industry curtailed or prohibited much non-essential production and prohibited new manufactures except under permit. The rationing of consumer goods did not free resources but enforced the fair distribution of scarce supplies.

In June 1943, there were virtually no unemployed persons in Australia apart from the sick and injured. There were 714,000 persons in the Armed Services of whom 198,000 were Victorians. The number of males in civilian employment in Victoria had decreased by 68,000 since July 1939, while the number of females had increased by 36,600. Factory employment in Victoria reached its wartime peak of 262,357 persons in the year ended 30 June 1943.

To meet wartime production needs, workers were recruited for essential industries from the ranks of employers and the self-employed, from agricultural industry, and from those who would not normally have been part of the labour force in peacetime. Between July 1939 and June 1943, non-agriculture employers and the self-employed in Victoria declined from 101,000 to 55,400 persons. Over the same period, agriculture workers in the State declined from 130,300 to 104,500 persons.

Female employment in Victoria increased rapidly from 1939. Civilian female wage and

salary earners, excluding rural workers and domestic workers in private homes, reached a peak of 205,400 in June 1943, an increase of 69.6 per cent over the July 1939 figure. In July 1939, females made up 28.6 per cent of Victorian civilian wage and salary earners. By June 1943, the proportion had increased to 36.6 per cent.

Between 1939 and mid-1943, female employment increased in all sectors of the economy apart from private domestic service. The proportion of females in the labour force varied from sector to sector. While female employment in Victorian factories rose from 65,613 in June 1939 to 87,017 in June 1943, the female proportion of total factory employment increased only marginally from 32.5 per cent to 33.2 per cent. On the other hand, the female proportion of total employment in Government munitions factories rose from 13 per cent in June 1939 to 27 per cent in June 1943. The Manpower Directorate's figures show a similar large increase in the proportion of female employment in the banking and insurance sector from 20 per cent in June 1939 to 46 per cent in 1943. The proportion of female employment in this sector reached its wartime peak of 48 per cent in June 1944 after practically every fit male aged between 18 and 35 years had been withdrawn for military service.

A Women's Employment Board was established in March 1942 to regulate wages and conditions of women in industry. Female wage rates rose significantly during the war. In certain industries, for work normally done by females before the war, the Board set wages ranging from 60 to 70 per cent of the male rates. In other industries, for work not previously done by females, the Board set wages ranging from 90 to 100 per cent of the male rates. The importance of women in the labour force was recognised in August 1942 when the Manpower Directorate placed certain restrictions on enlistment into the Women's Auxiliary Services. In June 1944, enlistments in the Women's Auxiliary Services reached approximately 50,000, of whom 12,700 were enlisted from Victoria.

In October 1943, the War Cabinet decided to reduce the direct Australian military effort. Discharges from the Armed Services began to exceed enlistments for the first time since the outbreak of war. In 1944, the demand for munitions eased but the demand for other supplies for the Allied Forces remained high.

In 1943, a food production programme was developed. Since the labour force in rural areas had been depleted by enlistments into the Armed Services and the majority of itinerant seasonal workers had become permanently employed in the wartime economy, severe labour shortages were experienced. Between July 1939 and June 1943, 25,800 persons had left agricultural employment in Victoria.

The Manpower Directorate formed District War Agricultural Committees to ensure the effective use of local labour and to organise community self-help. By June 1944, there were 18 District War Agricultural Committees and 180 Local Committees in Victoria. From October 1943, the agricultural labour force was supplemented by selective releases from the Armed Services and by the release of labour from sectors of the war economy. Between June 1943 and June 1945, the number of agricultural workers in Victoria increased from 104,500 persons to 113,100 persons.

The Women's Land Army, established under the jurisdiction of the Manpower Directorate in July 1942, assisted in overcoming agricultural labour shortages. At 31 July 1944, the total strength of the Women's Land Army in Victoria was 507 permanent members.

Italian prisoners of war were used throughout Australia to ease acute agricultural labour shortages. By mid-July 1944, over 1,400 Italian prisoners were employed on agricultural properties in Victoria. Additional Italian prisoners were used as seasonal workers in locations such as the Goulburn Valley where they assisted in harvesting vegetable crops which had been established on a large scale as part of the Commonwealth Government's wartime food programme.

Between June 1943 and June 1945, the number of persons in civilian employment increased from 731,800 to 743,000 in Victoria. The agricultural sector absorbed 8,600 of this increase, while 3,600 entered other industries.

The movement of labour and productive capacity out of war production began in 1944 and accelerated in the final months of the war. In June 1945, shortly before the war against Japan ended, direct munitions employment (including annexes) had fallen to 12,700 persons in Victoria.

## POST-WAR RECOVERY, 1945 TO 1949

During the war years, massive arrears in housing construction, maintenance, and public works had built up throughout Australia. Before the war's end, the Commonwealth and State Governments had together begun to plan a large-scale housing construction programme and, through the National Works Council, a programme of public projects. In the first six months of 1945, selective releases of skilled personnel from the Armed Services to manufacturing industry were made, to prepare a sound basis for post-war expansion.

On 30 May 1945, the White Paper *Full Employment In Australia* was tabled in the Commonwealth Parliament. This paper outlined the Commonwealth Government's policy of full employment and dealt with the transition from a wartime to a peacetime economy. The paper stated that: "Full employment is a fundamental aim of the Commonwealth Government. The Government believes that the people of Australia will demand and are entitled to expect full employment and that for this purpose it will be able to count on the co-operation of servicemen's associations, trade unions, employers' associations, and other groups". Full employment had been achieved in the war years through the absorption of the able-bodied into essential work or the Armed Services. In comparison with pre-war policies, the Commonwealth Government hoped to maintain full employment in peacetime by the use of appropriate fiscal and monetary measures.

General demobilisation of the Armed Services began on 1 October 1945. In June 1945, there were 648,900 persons in Australia's Armed Services. By June 1946, the number of service personnel had fallen to 143,400. Demobilisation was largely completed by June 1947.

Despite demobilisation, Australia and Victoria experienced severe labour shortages during 1945-46 and 1946-47. Deaths of members of the Australian Armed Services had totalled 34,283 during the war and the careers and training of many ex-service personnel had been interrupted. The growth of the labour force was slowed by three factors. First, many persons who had entered employment solely because of wartime conditions retired. Second, substantial numbers of ex-service personnel commenced full-time training or remained on extended leave prior to resuming civilian employment. Third, the number of new entrants to the labour force began to reflect the slump in the birthrate of the Depression years of the early 1930s.

Many ex-servicemen and women became eligible for training under the Commonwealth Reconstruction Training Scheme (CRTS) which was introduced in March 1944. The Scheme provided professional, trade, and agricultural training under certain conditions to enable ex-servicemen and women to become re-established in civilian employment. Full-time trainees received allowances during their period of training; vocational trainees were placed in subsidised employment while acquiring trade skills. The Scheme was administered by the Ministry of Post-War Reconstruction. At the peak of the retraining programme in 1947, 4,129 full-time CRTS students were enrolled at the University of Melbourne and 375 at the Melbourne Technical College (subsequently renamed the Royal Melbourne Institute of Technology).

The number of female wage and salary earners in Victoria decreased from 193,800 in June 1945 to 183,700 in June 1946. Although the number of female wage and salary earners in Victoria increased steadily after June 1946, the female proportion of total wage and salary earners decreased from 35.1 per cent in June 1945 to 29.6 per cent in June 1947, and remained below 30 per cent until 1965.

### Immigration

The Commonwealth Government decided to launch a programme of population expansion through immigration in 1945. In July 1947, it entered into an agreement with the International Refugee Organisation for the resettlement in Australia of European displaced persons. Following the agreement, net overseas migration into Victoria turned around from a loss of 2,952 persons in 1947 to a gain of 21,142 persons in 1948. Because of the acute shortage of shipping space and accommodation, priority was given to single men and married couples without children who could be directed to areas of work where they would make the greatest contribution to production. In return for a free passage to Australia, migrants were required to sign an undertaking to work where directed for two



years, after which they were granted permanent resident status and became free to change their employment or move to other parts of Australia as they wished.

Priority in placement was given to essential industries that had experienced difficulty in obtaining Australian labour, particularly those associated with the supply of building materials such as timber, clay products, and cement. Workers were also supplied for road and rail construction and water and sewerage projects. Women, for the most part, were employed as nurses' assistants and hospital domestics. Between December 1947 and June 1952 a total of 170,700 "displaced" persons from Europe arrived in Australia. A large proportion of these were allocated to Victoria where they were initially housed in former Army and Air Force camps under emergency conditions.

Economic bottlenecks were caused by post-war demands. The freeing of economic conditions took time and until the end of the 1940s, the Australian economy remained under serious pressure, plagued by power shortages and black-outs (caused by strikes on the New South Wales coal fields), petrol rationing, waiting lists for consumer goods, massive housing shortages, and a rundown of public transport facilities and rolling stock. Conditions for Australia's acceptance of migrants were eased, initial accommodation was improved through the establishment of migrant hostels at Brooklyn, Fishermens Bend, Holmesglen, Maribyrnong, Nunawading, and Preston in the Melbourne metropolitan area, and at Norlane and Belmont in Geelong, work contracts were abolished, and the emphasis on the migration of single males was reduced.

As the refugees were progressively resettled in various countries, it became apparent that more definite arrangements would have to be made if Australia was to continue to receive sufficient numbers of workers in the years ahead. In the early 1950s agreements were therefore negotiated with the governments of various European countries such as Holland, Italy, Greece, and West Germany to permit the recruitment of migrants. Agreements between Australia and the United Kingdom (1947) and Malta (1949) were already in operation.

#### ESTABLISHMENT OF THE COMMONWEALTH EMPLOYMENT SERVICE

The Commonwealth Employment Service (CES) was established under section 47 of the *Re-establishment and Employment Act* 1945. The principal function of the CES was to provide services and facilities in relation to persons seeking to change employment or to engage labour. Additional functions related to the re-establishment of ex-service personnel and the placement in employment of workers among the displaced persons arriving in Australia under the terms of the Commonwealth's agreement with the International Refugee Organisation.

The CES functioned within the Employment Division of the Department of Labour and National Service and was based on the organisation of the former Manpower Directorate. Manpower controls over the employment of male labour ceased on 1 March 1946. The CES began operations on 2 May 1946. At its inauguration, the CES had 39 District Employment Offices in Victoria.

An important addition to the Commonwealth Government's social legislation was made when the Unemployment and Sickness Benefits Act came into operation on 1 July 1945. Its provisions were later incorporated in the *Social Services Act* 1947. The Act provided for the payment of unemployment and sickness benefits to persons of working age who were unemployed or temporarily incapacitated for work and thereby suffered loss of income.

To qualify for unemployment benefits a person had to establish that he was unemployed and that his unemployment was not due to direct participation in a strike; that he was capable and willing to undertake suitable work; and that he had taken reasonable steps to obtain such work by registering with the CES. The Act provided for the payment of benefit for the duration of unemployment. Both benefits were subject to an income test and there was a waiting period of seven days before benefits were payable. A person could not receive both benefits simultaneously. The CES assisted in the administration of the unemployment and sickness benefits provided under the Act. During the period 1946 to 1949, the proportion of the Victorian labour force receiving unemployment benefits did not exceed 1 per cent.

## SUSTAINED ECONOMIC GROWTH, 1950 TO 1970

After the Korean War began in June 1950, export prices rose sharply and a condition of excess local demand arose. The buoyant economic conditions were reflected in the growth in factory employment, numbers of registered vacancies, and the decrease in numbers of registered unemployed. The numbers employed in factories rose from 265,757 in 1946-47 to 316,792 in 1950-51. At the end of June 1951, the number of registered vacancies in Victoria was 49,453 while the number of registered unemployed had decreased to 1,458 persons.

A mild recession followed in 1952-53 when export prices fell and financial restraints were imposed to counter the inflationary trends. For a time the number registered as unemployed exceeded the number of jobs available. Factory employment declined to 310,759 in 1952-53, during which period the number of registered unemployed persons in Victoria peaked at 16,139 in January 1953, but did not rise above 1.5 per cent of the labour force. Total employment began to rise again early in 1953. Factory employment had risen to 331,277 by 1953-54 and to 381,844 in 1959-60. Building and construction had also begun to expand. The major areas of employment growth in the 1950s were the electrical products industry, industrial machinery, transport equipment, and general engineering. The number of persons employed on establishments with agricultural activity rose from 1950 but had declined by 1970.

Despite a continuous strong influx of additional labour through immigration, labour shortages prevailed during most of the 1950s. This was a period when competition for labour exerted an upward pressure on wage rates and when the additions to the labour force through immigration could not keep pace with the increases in demand for labour.

Throughout 1959 there was a continuing expansion in industrial production and by 1960 labour shortages began to intensify together with greater inflation. In November 1960, the Commonwealth Government applied restrictions on credit, raised sales tax on motor vehicles, and increased the maximum interest rate on bank overdrafts so as to reduce internal demand and safeguard Australia's overseas funds.

The increase in the rate of sales tax on motor vehicles from 30 per cent to 40 per cent had the most direct impact of any of the Commonwealth Government's deflationary measures. The increase produced a sharp fall in sales and, consequently, in the demand for locally produced vehicles and components. Retrenchments followed in the motor vehicle industry almost immediately. Between June 1960 and June 1961 in Victoria, the total number of employed wage and salary earners fell from 913,200 to 909,800. The number of persons registered as unemployed with the CES in Victoria increased during the same period from 11,333 to 30,764.

In February 1961 the increased sales tax on motor vehicles was removed, and other restrictive measures of November 1960 were eased during the second half of the year. By June 1962, the number of employed wage and salary earners in Victoria had reached a new peak of 930,800 persons, while registered unemployed had fallen to 26,160 persons.

During the 1961 to 1963 recession the Commonwealth Government made a special grant totalling \$95m to the State Governments for public works to relieve unemployment. Victoria's share of \$21.2m was allocated to labour intensive projects in areas where unemployment was highest.

Throughout the remainder of the 1960s, civilian employment in Victoria increased rapidly against a background of steady economic expansion. Registered unemployment remained at less than 2 per cent of the labour force. The number of employed wage and salary earners in Victoria increased by 34.5 per cent between June 1960 and June 1969 compared with a 13.8 per cent increase between June 1950 and June 1959.

The major sources of growth in the labour force during the 1960s were, first, the entry into the labour force of persons born in the post-war period; second, the movement of women into the labour force; and, third, immigration effects.

The increase in the number of women in the Victorian labour force during the 1950s and 1960s resulted largely from the increased number of married women entering employment. Factors affecting the participation rate of married women in the labour force were the expansion of the economy's service industries which traditionally provided a high proportion of jobs for females, the trend towards marriage at a younger age, and the trend to a smaller family size with child bearing concentrated in fewer years.

The 1961 Population Census showed that 27.4 per cent of Victoria's labour force had been born overseas compared with 20.4 per cent at the 1954 Census. Improving economic conditions in Britain and Europe necessitated a further intensification of the drive to attract migrant workers by the introduction of assisted passages for migrants from countries with which Australia did not have migration agreements. While the rate of apparent net migration into Victoria during the 1960s ran at approximately two-thirds of the rate of the 1950s, the contribution of immigration to the labour force was still very significant. By 1971, 31.7 per cent of the Victorian labour force had been born overseas.

In 1967-68, most of Victoria was affected by a severe drought which caused unemployment in country areas. In November 1967, the Victorian Government began to organise relief works to sustain employment in the most severely affected areas of the State, mainly the Western District and the north-west. The State Co-ordinator of Works prepared programmes of short-term employment on public works in those drought affected areas where the number of persons registered with the CES as unemployed was high. By the time the Victorian Government's Drought Relief Programme ended on 30 September 1968, 8,100 jobs had been provided. The Commonwealth Government made \$7.3m available to Victoria for drought relief employment.

#### EMPLOYMENT AND UNEMPLOYMENT SINCE THE 1970s

For the first time since the 1930s, unemployment emerged as a significant economic and social problem in Victoria (and indeed, throughout Australia and much of the Western world) during the mid-1970s. More than half of the unemployed were under 25 years of age, reflecting the serious youth unemployment situation in the latter half of the 1970s and early 1980s.

Prior to October 1974 monthly CES statistics of unemployment had provided the only regularly available measure of unemployment in Victoria from which unemployment rates could be calculated. In November 1974 the ABS commenced publication of unemployment rates for individual States based on sample surveys of the population, and these were backdated to 1966. Relatively high unemployment rates were experienced by some demographic groups including women, Aborigines, and newly arrived migrants. Further, from 1974 onwards the average duration of unemployment experienced by unemployed persons increased rapidly. The emergence of "discouraged job seekers" (persons who stopped seeking employment because they believed they would not be able to find a job) and other forms of "hidden" unemployment and under-employment (e.g., over-qualified persons working in lower skilled jobs) was reflected in the growth, starting in the late 1970s, of persons not in the labour force.

The following tables and diagrams show major labour force trends:

#### CIVILIAN POPULATION AGED 15 YEARS AND OVER BY EMPLOYMENT STATUS: VICTORIA, 1966 TO 1983

August—	Employed	Unemployed	Labour force	Not in labour force	Civilian population 15 years and over	Unemployment rate (a)	Participation rate (b)
	'000	'000	'000	'000	'000	per cent	per cent
MALES							
1966	925.5	9.0	934.4	184.1	1,118.6	1.0	83.5
1967	939.5	9.4	948.9	187.9	1,136.8	1.0	83.5
1968	952.2	10.2	962.4	195.7	1,158.1	1.1	83.1
1969	959.3	7.8	967.1	209.3	1,176.4	0.8	82.2
1970	985.4	8.4	993.8	207.0	1,200.9	0.8	82.8
1971	994.4	11.9	1,006.3	225.8	1,232.1	1.2	81.7
1972	1,008.1	20.0	1,028.0	227.4	1,255.4	1.9	81.9
1973	1,040.3	15.0	1,055.2	223.9	1,279.1	1.4	82.5
1974	1,028.1	18.0	1,046.1	252.9	1,299.0	1.7	80.5
1975	1,028.0	37.0	1,065.0	256.2	1,321.2	3.5	80.6
1976	1,029.9	35.2	1,065.1	270.7	1,335.9	3.3	79.7
1977	1,036.2	41.9	1,078.2	277.0	1,355.2	3.9	79.6
1978	1,035.8	51.6	1,087.4	290.7	1,378.1	4.7	78.9



## EMPLOYMENT AND UNEMPLOYMENT

CIVILIAN POPULATION AGED 15 YEARS AND OVER  
 BY EMPLOYMENT STATUS: VICTORIA, 1966 TO 1983—*continued*

August—	Employed	Unemployed	Labour force	Not in labour force	Civilian population 15 years and over	Unemployment rate (a)	Participation rate (b)
	'000	'000	'000	'000	'000	per cent	per cent
<i>MALES—continued</i>							
1979	1,044.0	49.5	1,093.4	307.2	1,400.6	4.5	78.1
1980	1,061.8	53.6	1,115.4	306.6	1,422.0	4.8	78.4
1981	1,076.3	50.4	1,126.6	315.2	1,441.8	4.5	78.1
1982	1,069.0	62.6	1,131.7	337.6	1,469.2	5.5	77.0
1983	1,046.0	93.1	1,139.1	358.1	1,497.2	8.2	76.1
<i>MARRIED FEMALES (c)</i>							
1966	237.3	4.2	241.6	516.7	758.2	1.7	31.9
1967	253.3	6.2	259.4	511.7	771.1	2.4	33.6
1968	264.0	7.3	271.4	519.8	791.1	2.7	34.3
1969	276.8	6.3	283.1	522.3	805.3	2.2	35.1
1970	306.0	5.6	311.6	517.2	828.7	1.8	37.6
1971	318.9	5.6	324.5	522.3	846.9	1.7	38.3
1972	335.2	11.3	346.5	521.0	867.5	3.3	39.9
1973	352.7	7.7	360.5	514.9	875.4	2.1	41.2
1974	372.8	14.8	387.7	512.7	900.4	3.8	43.1
1975	368.6	19.8	388.4	520.8	909.3	5.1	42.7
1976	380.5	16.9	397.4	515.8	913.2	4.3	43.5
1977	389.9	22.9	412.9	508.0	920.8	5.6	44.8
1978	381.3	23.0	404.3	516.3	920.5	5.7	43.9
1979	380.0	20.7	400.7	517.6	918.3	5.2	43.6
1980	405.5	20.7	426.1	504.5	930.7	4.8	45.8
1981	401.4	21.2	422.7	509.6	932.3	5.0	45.3
1982	392.3	20.7	413.0	518.8	931.8	5.0	44.3
1983	389.7	30.1	419.8	543.4	963.2	7.2	43.6
<i>ALL FEMALES</i>							
1966	431.8	7.8	439.6	716.0	1,155.6	1.8	38.0
1967	450.7	10.4	461.1	715.1	1,176.2	2.3	39.2
1968	461.6	11.4	473.1	727.7	1,200.7	2.4	39.4
1969	474.4	9.6	484.0	738.0	1,222.2	2.0	39.6
1970	506.7	7.5	514.3	732.8	1,247.1	1.5	41.2
1971	518.1	9.5	527.6	746.9	1,274.5	1.8	41.4
1972	526.8	17.5	544.3	752.7	1,297.0	3.2	42.0
1973	553.4	14.1	567.5	751.7	1,319.1	2.5	43.0
1974	571.9	23.3	595.1	746.9	1,342.0	3.9	44.3
1975	562.4	40.9	603.3	759.6	1,362.9	6.8	44.3
1976	582.4	35.4	617.8	763.0	1,380.8	5.7	44.7
1977	597.8	48.1	645.8	755.7	1,401.5	7.4	46.1
1978	588.0	48.4	636.4	790.4	1,426.8	7.6	44.6
1979	595.0	45.9	640.9	808.2	1,449.2	7.2	44.2
1980	638.7	50.7	689.4	782.2	1,471.6	7.4	46.8
1981	639.9	49.8	689.7	802.6	1,492.3	7.2	46.2
1982	644.7	47.4	692.1	827.0	1,519.1	6.8	45.6
1983	635.3	70.0	705.3	840.6	1,546.0	9.9	45.6
<i>PERSONS</i>							
1966	1,357.3	16.8	1,374.1	900.1	2,274.2	1.2	60.4
1967	1,390.2	19.8	1,410.0	903.0	2,313.0	1.4	61.0
1968	1,413.8	21.6	1,435.4	923.4	2,358.8	1.5	60.9
1969	1,433.7	17.5	1,451.1	947.4	2,398.5	1.2	60.5
1970	1,492.1	16.0	1,508.1	939.9	2,448.0	1.1	61.6
1971	1,512.5	21.4	1,533.9	972.7	2,506.6	1.4	61.2
1972	1,534.8	37.5	1,572.3	980.1	2,552.4	2.4	61.6
1973	1,593.7	29.0	1,622.7	975.5	2,598.2	1.8	62.5
1974	1,600.0	41.3	1,641.3	999.8	2,641.0	2.5	62.1
1975	1,590.4	77.9	1,668.3	1,015.8	2,684.1	4.7	62.2
1976	1,612.3	70.6	1,682.9	1,033.7	2,716.6	4.2	61.9
1977	1,634.0	90.0	1,724.0	1,032.7	2,756.7	5.2	62.5
1978	1,623.8	100.0	1,723.8	1,081.1	2,804.9	5.8	61.5

CIVILIAN POPULATION AGED 15 YEARS AND OVER  
BY EMPLOYMENT STATUS: VICTORIA, 1966 TO 1983—continued

August—	Employed	Unemployed	Labour force	Not in labour force	Civilian population 15 years and over	Unemployment rate (a)	Participation rate (b)
	'000	'000	'000	'000	'000	per cent	per cent
PERSONS—continued							
1979	1,639.0	95.3	1,734.4	1,115.4	2,849.8	5.5	60.9
1980	1,700.5	104.3	1,804.8	1,088.7	2,893.6	5.8	62.4
1981	1,716.1	100.2	1,816.3	1,117.8	2,934.1	5.5	61.9
1982	1,713.8	110.0	1,823.8	1,164.6	2,988.3	6.0	61.0
1983	1,681.3	163.1	1,844.4	1,198.7	3,043.2	8.8	60.6

(a) The number of unemployed in each group as a percentage of the labour force in the same group.  
 (b) The labour force in each group as a percentage of the civilian population aged 15 years and over in the same group.  
 (c) Excludes never married, widowed, and divorced.  
 Source: Population surveys conducted by the Australian Bureau of Statistics. Estimates are not available for periods prior to August 1966.

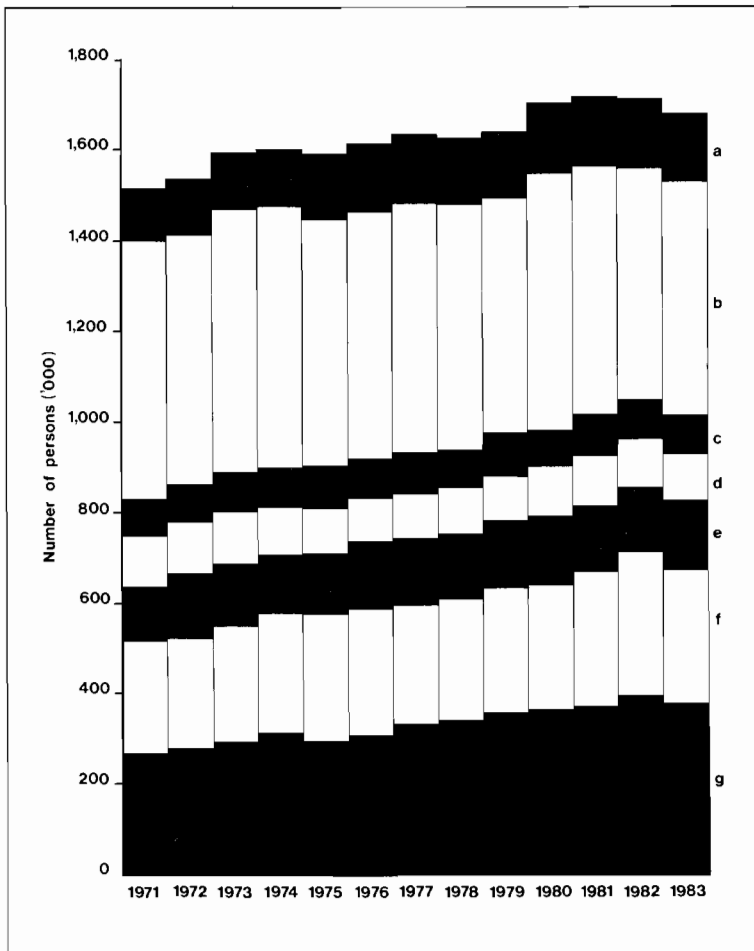


FIGURE 13. Victoria—Employed persons by occupation, 1971 to 1983. (a = service, sport, and recreation; b = tradesmen, production process workers, and labourers; c = transport and communication; d = farmers, fishermen, timbergetters, miners, quarrymen, and related workers; e = sales; f = clerical; and g = professional, technical, administrative, executive, and managerial.)

EMPLOYED PERSONS (a) BY OCCUPATION (b): VICTORIA,  
AUGUST 1971 TO 1983  
(<sup>'000</sup>)

Occupation group	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983
Professional and technical	171.7	179.9	195.4	207.9	196.1	211.0	231.6	243.4	242.0	261.0	264.8	283.7	278.7
Administrative, executive, and managerial	96.4	99.4	99.6	104.2	101.0	98.9	102.7	100.6	115.7	104.0	107.7	115.2	99.0
Clerical	244.7	243.4	255.5	267.7	281.8	280.3	264.5	266.0	277.8	277.0	298.9	312.2	297.0
Sales	124.6	140.7	136.8	126.6	129.1	149.5	145.8	145.2	147.9	152.5	142.9	142.1	153.4
Farmers, fishermen, timber-getters, miners, quarrymen, and related workers	111.1	118.3	116.8	108.8	106.4	96.4	99.2	102.6	100.4	107.8	112.3	110.0	103.7
Transport and communication	83.0	80.7	86.8	85.7	88.7	82.9	90.4	85.0	93.6	80.1	89.7	86.8	84.5
Tradesmen, production-process workers, and labourers	568.6	552.6	577.9	572.1	545.4	541.4	549.1	539.5	516.8	566.2	547.3	510.3	513.7
Service, sport, and recreation	112.4	119.8	124.9	127.0	141.9	151.9	150.7	141.5	144.8	151.9	152.5	153.5	151.3
<b>Total</b>	<b>1,512.5</b>	<b>1,534.8</b>	<b>1,593.7</b>	<b>1,600.0</b>	<b>1,590.4</b>	<b>1,612.3</b>	<b>1,634.0</b>	<b>1,623.8</b>	<b>1,639.0</b>	<b>1,700.5</b>	<b>1,716.1</b>	<b>1,713.8</b>	<b>1,681.3</b>

(a) Civilians aged 15 years and over.

(b) Occupation is classified according to the Classification and Classified List of Occupations, Revised June 1976.

NOTE. Estimates in this series are derived from the ABS population survey, which is based on a multi-stage area sample of private and non-private dwellings, and covers about one-half of one per cent of the Victorian population. For further information, see *The Labour Force—Victoria* (6201.2) (monthly).

EMPLOYED PERSONS (a) BY INDUSTRY (b) : VICTORIA, AUGUST 1971 TO 1983  
(<sup>'000</sup>)

Industry division or sub-division	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983
Agriculture	95.1	105.9	102.1	97.8	91.7	85.4	87.1	86.4	89.3	94.5	94.1	92.3	86.9
Manufacturing —													
Food, beverages, and tobacco	50.6	56.5	61.0	59.3	54.0	58.1	61.8	53.1	51.1	54.2	51.0	49.7	56.1
Metal products, machinery, and equipment	51.8	56.4	54.3	59.7	54.5	58.0	56.4	45.1	44.9	41.9	49.3	50.0	53.3
Other manufacturing	351.1	325.2	342.0	345.7	317.3	323.7	314.8	311.1	296.1	324.0	303.6	294.8	282.9
Construction	120.4	112.2	127.1	127.7	123.9	119.6	118.2	119.1	111.5	107.1	112.5	98.5	96.3
Wholesale and retail trade	304.3	325.4	331.4	302.2	304.3	310.2	318.1	330.5	343.3	342.9	321.9	329.7	315.9
Transport and storage	69.8	71.0	72.0	76.3	88.6	81.9	82.7	82.2	96.5	83.2	92.6	96.8	95.7
Finance, insurance, real estate, and business services	102.1	107.2	104.9	115.9	115.1	130.1	125.2	121.5	131.1	134.8	154.0	158.9	147.4
Community services (c)	161.6	177.9	184.2	196.5	207.8	219.5	230.8	241.4	245.0	271.4	267.6	285.9	281.0
Entertainment, recreation, restaurants, hotels, and personal services	82.1	75.9	88.3	90.7	93.8	92.3	92.6	80.4	78.1	88.3	103.6	93.1	95.0
Other industries (d)	123.5	121.1	126.4	128.2	139.5	133.5	146.3	153.0	152.1	158.1	166.0	164.1	170.8
<b>Total</b>	<b>1,512.5</b>	<b>1,534.8</b>	<b>1,593.7</b>	<b>1,600.0</b>	<b>1,590.4</b>	<b>1,612.3</b>	<b>1,634.0</b>	<b>1,623.8</b>	<b>1,639.0</b>	<b>1,700.5</b>	<b>1,716.1</b>	<b>1,713.8</b>	<b>1,681.3</b>

(a) Civilians aged 15 years and over.

(b) Industry is classified according to the Australian Standard Industrial Classification 1978.

(c) Comprises health; education, libraries, etc.; welfare and religious institutions; and other community services.

(d) Comprises electricity, gas, and water; communication; and public administration and defence industries, forestry, fishing, hunting, and mining.

NOTE. Estimates in this series are derived from the ABS population survey, which is based on a multi-stage area sample of private and non-private dwellings, and covers about one-half of one per cent of the Victorian population. For further information, see *The Labour Force—Victoria* (6201.2) (monthly).

Similar tables classifying the population by industry and occupation can be found in Chapter 7. These tables are derived from the Censuses of Population and Housing.

There were major changes in the industrial and occupational structure of the labour force during this period—for example, the continued relative decline of employment in the agricultural sector; the contraction of manufacturing industry since the mid-1970s; the difficulties of the construction industry; the continued growth of the services sector; the reduction in the growth rate of government employment in the late 1970s; and the relative concentration of unemployment among semi-skilled and unskilled “blue collar workers”, represented by significantly higher unemployment rates for production-process workers



than for clerical, sales, professional, etc., workers. At the same time, there were also shortages of applicants for some skilled vacancies, leading to increased emphasis by the Commonwealth Department of Immigration and Ethnic Affairs on obtaining migrants with specific job skills which were in demand in the Australian labour market. During this period the growth in part-time employment was comparatively stronger than in full-time employment. The prevalence of part-time work was a reflection of such factors as people finding full-time work more difficult to obtain in a period of high unemployment; the growing proportion of women (especially married women) in the labour force, and their preference for part-time work because of domestic responsibilities (e.g., child care); and, to a lesser extent, the apparent declining acceptance of the "work ethic", with people experimenting with alternative lifestyles and work modes, opting for increased leisure time, etc. Another noteworthy movement during this period was the increasing trend towards earlier retirement by workers, reflected by declining labour force participation rates among all persons aged 55 years and over.

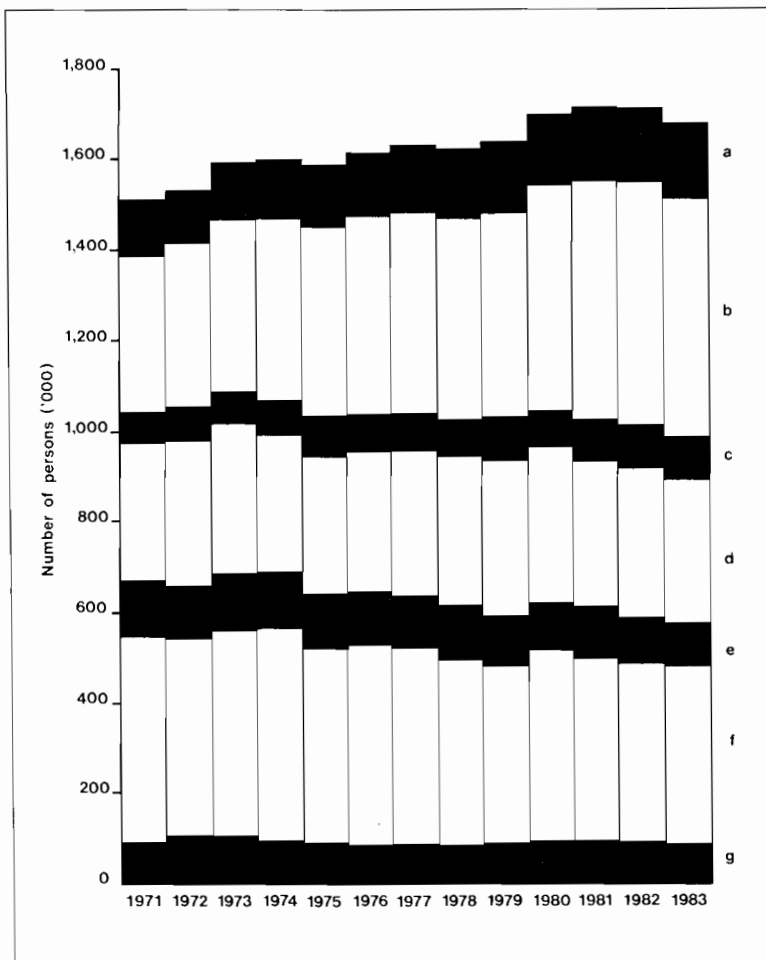


FIGURE 14. Victoria—Employed persons by industry, 1971 to 1983. (a=other—includes forestry, fishing, hunting, mining, electricity, gas and water, communications, public administration, and defence; b = finance, property, business services, community services, entertainment, recreation, restaurants, hotels, and personal services; c = transport and storage; d = wholesale and retail trade; e = construction; f = manufacturing; and g = agriculture and services to agriculture.)

PARTICIPATION RATES (a) OF CIVILIAN  
POPULATION BY AGE GROUP:  
VICTORIA, 1971 TO 1983

August—	Age of persons		
	55-59	60-64	65 and over
1971	61.6	46.6	12.4
1976	61.2	43.9	8.5
1977	61.2	40.2	8.8
1978	56.6	40.9	7.1
1979	56.3	34.8	7.7
1980	59.1	34.9	7.1
1981	56.3	33.4	6.5
1982	52.0	29.9	6.2
1983	56.0	29.6	5.2

(a) The labour force in each group as a percentage of the civilian population in the same group.

A Rural Unemployment Relief (RUR) Scheme introduced by the Commonwealth Government extended from December 1971 to October 1973. During this period Victoria received a total of \$24m for labour intensive projects in rural areas. More than 10,000 jobs were provided by State departments, instrumentalities, and local government authorities.

During 1973-74 wages rose rapidly, with average weekly earnings per employed male unit in Victoria increasing by 18.4 per cent over the year. The number of civilian employees at the end of August 1974 had reached 1,600,000 persons.

Despite the buoyant conditions, the number of persons estimated as being unemployed in Victoria rose from 37,500 at August 1972 (2.4 per cent of the labour force) to 41,300 at August 1974 (2.5 per cent of the labour force).

A general 25 per cent reduction in tariffs was implemented by the Commonwealth Government in July 1973. Due to the high concentration of the clothing, textile, and footwear industries in Victoria, the far-reaching structural changes required to meet greater import competition resulted in major employment dislocations. Labour retrenchments began in March 1974 and by December of that year 11,000 workers, the majority of them females, had been retrenched from the clothing, textile, and footwear industries in Victoria. Special assistance in the form of income maintenance for up to six months was provided under the Commonwealth Government's Structural Adjustment Assistance programme to workers retrenched as a direct result of the tariff reductions.

In late 1974 there was a sudden marked increase in unemployment. Unemployment in Victoria rose from 41,300 or 2.5 per cent of the labour force in August 1974 to 77,900 or 4.7 per cent in August 1975. Between August 1974 and August 1975, the number of employed persons fell by 9,600. During 1975 and 1976 the Australian economy rapidly moved into a more severe and protracted recession than any experienced in the post-war period. Unemployment at unusually high levels was prolonged, and in Victoria 5.8 per cent of the labour force was unemployed in August 1978. The rate of unemployment continued to grow into the 1980s reaching 9.7 per cent of the labour force in May 1983. New entrants to the labour force faced considerable difficulty in securing employment.

In each of the years 1976 to 1982, young people aged 15-19 years, including new school leavers, represented a high proportion of the total estimated unemployed ranging from about 40 per cent in January, the main school leaver period, to approximately 30 per cent in the middle of the year. Due to higher unemployment in older age groups, unemployed persons aged 15-19 years as a proportion of all unemployed dropped, in 1983, to 32 per cent in January and 25 per cent in June. Teenagers in country areas were generally subject to higher unemployment rates than their metropolitan counterparts.

Major labour force trends relating specifically to young people in the labour force are presented in the following table:

CIVILIAN POPULATION AGED 15 TO 19 YEARS BY EMPLOYMENT STATUS:  
VICTORIA, 1971 TO 1983

August—	Employed	Unemployed	Labour force	Not in labour force	Civilian population 15 to 19 years	Unemployment rate (a)	Participation rate (b)
	'000	'000	'000	'000	'000	per cent	per cent
MALES							
1971	79.8	(c)	81.4	66.8	148.2	(c)	54.9
1972	75.5	6.4	81.9	68.7	150.6	7.8	54.4
1973	88.2	5.5	93.7	61.8	155.5	5.9	60.3
1974	81.1	(c)	85.3	71.7	156.9	(c)	54.3
1975	85.8	9.4	95.2	66.7	161.9	9.9	58.8
1976	82.6	11.8	94.4	71.1	165.4	12.5	57.1
1977	84.5	13.5	98.1	69.6	167.7	13.8	58.5
1978	89.8	15.9	105.7	69.8	175.5	15.1	60.2
1979	89.2	13.6	102.7	72.5	175.3	13.2	58.6
1980	90.0	16.2	106.3	68.4	174.7	15.3	60.8
1981	90.2	13.8	104.0	69.1	173.2	13.3	60.1
1982	85.6	18.2	103.8	69.0	172.8	17.6	60.1
1983	75.5	20.5	96.0	78.1	174.1	21.3	55.1
FEMALES							
1971	79.0	(c)	81.7	71.1	152.7	(c)	53.5
1972	79.1	(c)	83.0	71.1	154.1	(c)	53.9
1973	80.5	(c)	84.5	70.8	155.3	(c)	54.4
1974	81.8	5.8	87.6	70.8	158.4	6.6	55.3
1975	71.5	15.7	87.1	72.0	159.1	18.0	54.8
1976	75.5	12.2	87.7	74.3	162.0	13.9	54.1
1977	77.7	19.2	96.9	70.5	167.4	19.8	57.9
1978	75.6	16.2	91.8	75.5	167.3	17.7	54.9
1979	71.2	16.7	87.8	80.0	167.8	19.0	52.3
1980	82.4	17.4	99.8	67.8	167.6	17.5	59.6
1981	70.0	16.4	86.4	80.3	166.7	19.0	51.9
1982	78.1	13.2	91.3	74.8	166.1	14.5	55.0
1983	67.9	23.7	91.6	75.3	166.9	25.8	54.9
PERSONS							
1971	158.8	(c)	163.0	137.9	300.9	(c)	54.2
1972	154.6	10.2	164.9	139.8	304.6	6.2	54.1
1973	168.7	9.5	178.2	132.6	310.8	5.3	57.3
1974	162.9	9.9	172.9	142.5	315.3	5.7	54.8
1975	157.3	25.1	182.4	138.7	321.0	13.7	56.8
1976	158.1	24.0	182.1	145.3	327.4	13.2	55.6
1977	162.3	32.7	195.0	140.1	335.1	16.8	58.2
1978	165.3	32.1	197.5	145.4	342.8	16.3	57.6
1979	160.3	30.3	190.6	152.5	343.1	15.9	55.6
1980	172.4	33.7	206.1	136.2	342.3	16.3	60.2
1981	160.2	30.3	190.5	149.4	339.9	15.9	56.0
1982	163.6	31.4	195.0	143.7	338.8	16.1	57.6
1983	143.4	44.1	187.5	153.5	341.0	23.5	55.0

(a) The number of unemployed in each group as a percentage of the labour force in the same group.

(b) The labour force in each group as a percentage of the civilian population aged 15 to 19 years in the same group.

(c) Subject to sampling variability too high for most practical purposes.

Source: Population surveys conducted by the Australian Bureau of Statistics. Estimates are not available for periods prior to August 1971.

New graduates from universities and colleges of advanced education also encountered difficulties in securing employment. Until 1974 the great increase in the number of graduates—as a result of the expansion of tertiary institutions in the 1960s—was absorbed into the labour force with apparent ease because of the buoyant economic conditions and expansion of the public sector.

The incidence of unemployment among professional people increased significantly after 1976. Although professional workers comprised less than 5 per cent of the total unemployed segment of the labour force, their situation attracted considerable attention because of the widely held view that professional qualifications were a virtual guarantee of employment. Unemployment of qualified school teachers increased markedly. Unemployment has



remained generally over 5 per cent since 1977. The unemployment rate for females has been significantly greater than that for males during this period. The shortage of jobs discouraged many people, particularly married women from actively seeking work, and some firms offered early retirement and other provisions to encourage males over 55 years of age to withdraw from the labour force. The participation rates for males in the 55-59 and 60-64 year age groups dropped from 89.7 and 76.5 per cent, respectively, in 1971 to 85.8 and 69.8 per cent, respectively, in 1976, and to 81.3 and 45.8 per cent, respectively, in 1983.

Unemployment rates for migrant workers from non-English speaking countries were greater than those for the Australian-born population and were particularly high for the more recent arrivals. Migrant employment was concentrated in manufacturing industry and the building and construction sector; these industries were affected most by the recession and recorded absolute declines in employment in the years after 1974.

The Regional Employment Development Scheme (REDS) was introduced by the Commonwealth Government in September 1974 to improve employment opportunities in areas with high levels of unemployment. Labour intensive projects of a socially useful nature formed the basis of the scheme which was terminated in June 1976. During its currency 1,739 projects to the value of \$30m were carried out in Victoria. Peak employment was reached in July 1975, when over 6,000 persons were working on REDS projects in Victoria. These workers were drawn from the ranks of the unemployed registered with the Commonwealth Employment Service.

Despite the prolonged period of economic recession after 1974, shortages of skilled tradesmen, particularly in the metal trades, persisted in Victoria. In 1972 the Apprenticeship Commission had estimated that Victoria needed an annual intake of 15,000 apprentices to meet the needs of industry and provide for reasonable growth. However, throughout the 1970s this figure was not achieved.

#### *Industrial Training Commission*

With the introduction of the *Industrial Training Act 1975*, the Apprenticeship Commission was superseded by the Industrial Training Commission. Besides consolidating and updating previous legislation dating back to 1927, the *Industrial Training Act 1975* allowed for an expansion of activities from regulation and oversight of the training of apprentices to include pre-apprenticeship training and adult training. On 22 December 1981, further amendments to the Act provided for pre-vocational trainees, trainee technicians, and tradesman accreditation.

The Commission, which consists of 14 members is assisted in its functions by trade committees which are appointed under the Act for a trade or group of trades. These committees provide specialist advice and make recommendations to the Commission on matters pertaining to the trades for which they are appointed. At 30 June 1983, there were 54 committees functioning in respect of more than 100 proclaimed apprenticeship trades.

In the seven years prior to 1983, the number of apprentices in training in Victoria rose consistently. During this time employment was sluggish or declining in most of the major areas of the economy where apprentice training had been traditionally most important. The prevailing economic situation forced employers to cut back on the number of training opportunities available for apprentices. The resultant effect has been that the number of new apprentices hired by employers declined by 25.1 per cent from 13,413 to 10,045 during the year ending 30 June 1983.

The decline in intake coupled with a record number of completions saw the number of apprentices registered with the Commission fall from 41,155 at 30 June, 1982 to 38,382 at 30 June 1983.

To overcome reluctance on the part of many employers to engage apprentices, the Victorian Government looked at ways of making the apprenticeship system more flexible and attractive. In 1977, Victoria adopted a form of accelerated apprenticeship training aimed at making entrants into the skilled trades more productive in the initial years of training, thereby reducing training costs. From 1 January 1979, the Victorian Government also assumed responsibility for workers compensation claims in respect of first year apprentices, thus relieving employers of the obligation to pay premiums. Increased financial incentives to encourage apprenticeship had been provided by the Commonwealth Govern-



The Granny Flat (Movable Unit) Scheme enables pensioners to maintain a degree of independence while having access to family care and support.

*Ministry of Housing*



The dining room of a modern house highlights the use of natural timbers, plants, and light, to produce a more open living style.

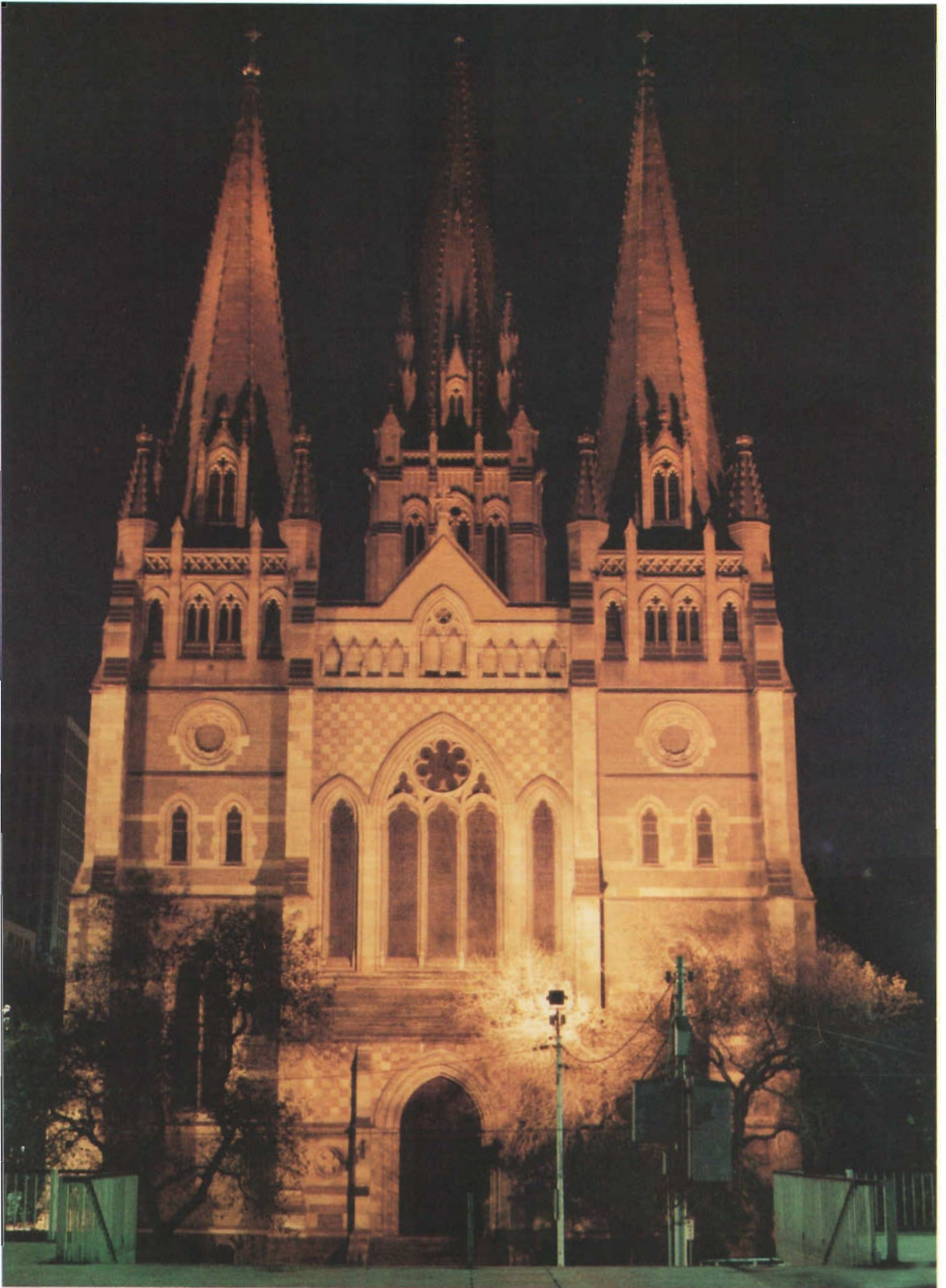
*Australian Women's Weekly*



Adobe (mud brick) homes offer an alternative to the more traditional clay brick construction method.

*Ministry of Housing*





St Paul's Anglican Cathedral was constructed during the decade of Melbourne's great "boom" period in the 1880s.

*Grant Lynton*

ment when the Commonwealth Rebate for Apprentice Full-time Training Scheme was introduced in January 1977. From November 1981, employers were rebated payroll tax paid in respect of the first year's wages of apprentices. Other initiatives to increase apprenticeships have included the Group Apprenticeship Scheme, which assisted small firms involved in apprenticeship training, and the State Additional Apprenticeship Scheme which involved the employment of extra apprentices in State Government departments and instrumentalities.

### **Manpower and training schemes**

In the early 1970s, the Commonwealth Government developed a number of training schemes aimed at improving the employment prospects of particular groups within the community. Few persons were trained under these schemes, partly because of their narrow eligibility criteria but mainly because of the ease with which jobs could be found in the then still buoyant labour market. The most successful of these early schemes was the Redundancy Scheme introduced in 1972.

The National Employment and Training system (NEAT), which began operation in October 1974, consolidated a number of existing training schemes into one scheme administered by the Commonwealth Employment Service. NEAT provided for the use of formal courses at institutions as well as for subsidies to employers for in-plant training and for financial assistance to employers who retained apprentices during periods of economic downturn.

The three objectives of NEAT were to assist in resolution of short-term deficiencies in specified occupational categories, to relieve the imbalance in supply of labour caused by economic and technological change, and to improve the employment prospects of disadvantaged workers. Due to the worsening labour market situation and budgetary pressures greater emphasis was given, after October 1975, to in-plant training than to formal education as it provided a more immediate return to the community and was more relevant at a time of rising unemployment.

The Special Youth Employment Training Programme (SYETP) was introduced as part of NEAT in October 1976. Under SYETP, employers were subsidised for providing employment and training to disadvantaged young people for a maximum period of six months. In October 1976 the Relocation Assistance Scheme became available to help unemployed persons move to other localities to take up either employment or NEAT training.

In November 1976 the Community Youth Support Scheme (CYSS) was introduced to encourage participation by local community organisations in the provision of employment-oriented programmes for unemployed youth in areas of high unemployment. This was followed in February 1977 by the Education Programme for Unemployed Youth (EPUY) designed to enable persons for whom low or inadequate educational qualifications were a primary barrier to employment to participate in basic education and work orientation courses at Colleges of Technical and Further Education (TAFE).

The Commonwealth Rebate for Apprentice Full-time Training Scheme (CRAFT) which commenced in January 1977, provided rebates to employers for apprentice days at school, rebates to employers who ran training programmes for apprentices, and living away from home allowances to apprentices.

In May 1977 a National Strategy for Aboriginals was announced. This included the introduction of a Community Development Employment Projects scheme, increased efforts to stimulate employment and training of Aboriginals in private industry and the Commonwealth Service, and the establishment of a national committee to stimulate interest at top management level in the problems of Aboriginal employment.

Greater attention was also paid during the 1970s to the need for training programmes for industry and commerce. One innovation was the subsidisation of specialist officers for the development of manpower programmes in particular sectors of industry. In February 1981 a school-to-work transition allowance was introduced to enable longer-term unemployed young people to continue in education courses, such as pre-employment courses and EPUY, which would improve their employability.

During 1981, use of the term "NEAT" was discontinued and the various government

training schemes were identified by their function and purpose in the labour market. In March 1982 new guidelines were adopted for CYSS which placed greater emphasis on employment.

#### TRENDS IN FEMALE EMPLOYMENT, 1934 TO 1983

Many factors, both social and economic, contributed to the growth of the female labour force. The acute manpower shortages of the Second World War drew women into occupations previously filled by men. The manner in which women carried out their new jobs and the major contribution they made to the war effort dispelled many misconceptions about the ability of women to perform tasks previously thought suitable only for men. The female participation rate fell again immediately after the end of the Second World War. Women withdrew from the labour force as ex-servicemen returned. After the mid-1960s, the trend towards smaller family size with child bearing concentrated in fewer years enabled many women to re-enter employment. By August 1983 there were 705,300 women participating in the Victorian labour force. Women comprised 38.2 per cent of the labour force.

In the 1950s, married women born overseas began to participate in the female labour force in increasing numbers. There was a significant variation between the labour force participation rates of married women born overseas and those born within Australia. At the 1971 Census, 45.2 per cent of all overseas-born married women aged 15 years and over and living in Victoria were in the labour force compared with 36 per cent of Australian-born married women.

Technological change influenced female participation in the labour force. The mechanisation and simplification of many work processes in industry made possible the employment of a relatively unskilled female labour force. Similarly, the widespread availability of electrical household appliances from the early 1950s onwards reduced the amount of time spent on household tasks and enabled many women to undertake both domestic activities and paid employment.

The steady growth of the service industries during the post-war years also provided many job opportunities for females. Most female employment is now concentrated in this sector.

At the 1933 Census, only 5.9 per cent of married women aged 15 years and over were in the Victorian labour force but by the 1981 Census this proportion had reached 46.7 per cent. Married women constituted 11.2 per cent of Victoria's female labour force at the 1933 Census compared with 61.4 per cent in 1981. Of the total Victorian labour force, 2.8 per cent were married women in 1933 compared with 23.7 per cent in 1981.

In the early 1930s women usually withdrew from the labour force when they married. Community attitudes towards married women working gradually changed during, and in the decades following, the Second World War. The right of married women to employment became widely accepted in the community and new work patterns emerged. The increased demand for female workers made it possible for a greater proportion of married women to obtain paid employment. A recognition of the changed community attitudes was the removal in November 1966 of the barrier to the employment of married women in the Commonwealth Public Service.

There has been a considerable increase in part-time employment, particularly of married women. Since married women in the labour force frequently carry out additional responsibilities such as the care of children, many prefer to work part-time rather than full-time. In August 1971 it was estimated that 30.5 per cent of the 318,900 employed married women in the labour force worked less than 35 hours per week. By August 1976, this proportion had risen to 39.7 per cent and, in August 1983, 44.9 per cent of the 389,700 employed married women worked less than 35 hours per week. The proportion of all persons working part-time rose from 10 per cent in 1971 to 14.5 per cent in 1976 and 17.2 per cent in 1983.

Female unemployment, expressed as a percentage of the female labour force, has been higher than the male unemployment rate during most of the post-war years. This has been a reflection of the movement of women into the labour force, the limited range of occupations in which women participated, and the lesser mobility of female workers compared with male workers.



Historically, the female proportion of the Victorian labour force has been marginally larger than the female proportion of the Australian labour force, mainly because of the higher proportion of women employed in the manufacturing sector in Victoria, some of whose industries are relatively labour intensive. At the 1981 Census, females comprised 29.3 per cent of the Victorian and 25.5 per cent of the Australian manufacturing labour force.

Although the range of vocational opportunities open to women has broadened considerably, at the 1981 Census female employment was concentrated mainly in community and recreation services (31 per cent) and manufacturing industries (17 per cent). Occupations of women tended to be more predominant in the clerical (31 per cent) and sales (11 per cent) areas. Within these broad occupational groupings women tended to be concentrated into a relatively narrow range of jobs such as clerks, typists, stenographers, nurses, teachers, shop assistants, and clothing and textile workers. A marked feature of women's employment was its concentration in office occupations.

#### **Employment anti-discrimination provisions**

On 15 June 1973 the Commonwealth Government ratified International Labour Organisation Convention No.111 aimed at eliminating discriminatory employment practices and attitudes based on race, colour, sex, religion, political opinion, national extraction, or social origin. Any distinction, exclusion, or preference in employment based on the inherent requirements of a particular job or other factors was excluded from the provisions of the Convention.

To investigate complaints of discrimination in employment and occupation and to foster changes in community attitudes, Discrimination Committees were set up at both national and State levels. The Committees were established on a tripartite basis, with representatives from government, employer organisations, and trade unions, together with an independent chairman. The Committees are assisted in their work by a panel of expert consultants representing various sectors of the community such as working women, migrants, and Aborigines. It was decided to implement the national policy to eliminate discrimination without imposing legislative sanctions.

In 1977 the Victorian Government passed the Equal Opportunity Act aimed at eliminating discrimination in employment on the grounds of sex or marital status. The Act is administered by the Commissioner for Equal Opportunity and presided over by the Equal Opportunity Board. It gave the Commissioner legal powers to impose fines and to grant compensation for acts of discrimination.

#### **EXPANSION OF EMPLOYMENT SERVICES**

Commercial employment agencies increased in the 1960s and 1970s, particularly in the Melbourne metropolitan area where they tended to specialise in certain fields of employment such as secretarial jobs for females and professional, managerial, and paramedical occupations. They also catered for temporary, casual and part-time employment, particularly for female clerical workers. A number of non-profit making organisations such as University Appointments Boards and the Hospitals and Charities Commission also operated in the employment area.

In October 1976 the Commonwealth Government commissioned Mr J. D. Norgard to carry out a review of the functions of the Commonwealth Employment Service (CES). This was the first comprehensive examination of the CES since its establishment in 1946 and gave rise to a number of recommendations to upgrade its services in areas such as public accommodation, self-service facilities, and the introduction of computerised employment systems. In May 1978 the Commonwealth Employment Service Act was passed to provide for the future development of the CES as a modern manpower service. Provision was also made for the establishment of advisory committees at the national and regional levels to advise on the operations of the CES.