

EMPLOYMENT

ADMINISTRATION

Australian Department of Labor and Immigration

Some of the more important of the functions of the Department of Labor and Immigration are the operation of the Commonwealth Employment Service; the formulation of industrial relations policy; administration of sections of the *Conciliation and Arbitration Act* 1904–1973 concerning settlement of interstate industrial disputes by conciliation and arbitration with special responsibilities for the coal, stevedoring, and maritime industries; the analysis, interpretation, and provision of information on the labour market and changes in employment; and the provision of assistance and advice to industry with regard to improving productivity and quality of work life, training, safety, physical working conditions, personnel practices, and food services.

The Women's Bureau of the Department studies and researches the issues relevant to women in the work force, preparing to enter, or leaving the work force. It is concerned principally with the development of policies providing for equality of opportunity and treatment for women in all areas of employment. Publications of the Bureau appear in its "Women and Work Series".

Commonwealth Employment Service

Statutory warrant for the Commonwealth Employment Service can be found in the *Re-establishment and Employment Act* 1945–1973, sections 47 and 48. The principal functions of the Service are to assist people seeking employment to obtain positions best suited to their training, experience, abilities, and qualifications; and to assist employers seeking labour to obtain employees best suited to their needs; and to administer the employment and training system (NEAT)*. The Service functions within the Manpower Development Operations Division of the Department on a decentralised basis. In Victoria the Regional Office Headquarters are located in Melbourne, and there are 25 District Employment Offices in the metropolitan area and 16 in country centres. There are also a number of agencies in smaller country centres which work in conjunction with the District Employment Office responsible for the area in which they are located.

Specialist facilities are provided by the Service for young people, persons with physical and mental handicaps, older workers, ex-members of the defence

* For information on recent Australian Government initiatives, see the supplement at the end of this *Year Book*.

forces, migrants, rural workers, and persons with professional and technical qualifications. Vocational guidance is provided free of charge by a staff of qualified psychologists. It is available to any person, but is provided particularly for young people who are leaving school and adults experiencing employment difficulties, as well as ex-servicemen and handicapped persons. The Service assists in the administration of the unemployment and sickness benefits provisions of the *Social Services Act 1947-1974*. All applicants for unemployment benefit must register at a District Employment Office or agency, which is responsible for certifying whether or not suitable employment can be offered to them.

The Service is responsible for placing in initial employment all Australian Government nominated migrant workers coming to Australia under the assisted passage scheme ; it also provides assistance to other migrants wishing to obtain employment. When migrants coming under Australian Government nomination arrive in Australia, the Service arranges for them to travel to their initial employment and for their admission, if necessary, to Australian Government controlled hostels. Since 1951 the Service has been responsible for recruiting Australian specialists for overseas assignments under the Colombo Plan, the United Nations Development Programme, and other technical assistance schemes. The principal spheres in which experts have been supplied are agriculture, education, engineering, geology, health, and economic and scientific research and development. The Service also arranges training in industry for students who come to Australia for training under the various technical assistance schemes with which the Australian Government is associated.

In association with its placement activities, the Service carries out regular surveys of the labour market in all areas and industries, and supplies detailed information to interested Australian and State Government departments and instrumentalities and to the public. It also advises employers, employees, and others on labour availability and employment opportunities in various occupations and areas and on other matters concerning employment. No charge is made for any of these services.

Particulars of the major activities of the Service during the five years 1969-70 to 1973-74 are given in the following table :

VICTORIA—COMMONWEALTH EMPLOYMENT SERVICE

Particulars	1969-70	1970-71	1971-72	1972-73	1973-74
Applications for employment (a)	264,476	291,064	374,904	330,853	294,705
Number placed in employment	121,803	121,982	128,967	145,739	126,592
Number of vacancies notified	179,517	175,677	184,298	225,707	233,872
Vacancies at 30 June	12,326	9,228	8,411	16,522	23,561

(a) Includes unemployed persons and persons already in employment who are seeking improved positions.

Australian Department of Labour, 1974

EMPLOYMENT STATISTICS

Labour force

At the 1971 Census the following questions were asked to determine a person's labour force status :

- (a) Did this person have a full or part-time job, or business or farm of any kind last week?
- (b) Did this person do any work at all last week for payment or profit?
- (c) Was this person temporarily laid off by his employer without pay for the whole of last week?
- (d) Did this person look for work last week?

This approach conforms closely to the recommendations of the Eighth International Conference of Labour Statisticians held in Geneva in 1954 and to the approach used at the 1966 Census.

According to the definition any labour force activity during the previous week, however little, results in the person being counted in the labour force.

Thus many persons whose main activity is not a labour force one (e.g., housewife, full-time student) are drawn into the labour force by virtue of part-time or occasional labour force activity in the previous week. Answers to the question on usual major activity indicate that there were substantially more of such persons at the 1971 Census than at the 1966 Census and that they were predominantly females.

On the other hand, the definition excludes persons who may frequently or usually participate in the labour force but who in the previous week happened to have withdrawn from the labour force. Answers to the question on usual major activity indicate that there were substantially more of such persons at the 1971 Census than at the 1966 Census, especially among males.

A similar definition of the labour force is used in the quarterly population sample survey conducted by the Bureau by the method of personal interview. This survey is used to measure changes in the labour force from quarter to quarter in the intercensal period.

VICTORIA—OCCUPATIONS (a) OF THE POPULATION
IN MAJOR GROUPS, CENSUS 1971

Occupation group	Number			Percentage of employed		
	Males	Females	Persons	Males	Females	Persons
Professional, technical, and related workers	89,600	63,034	152,634	9.19	13.29	10.53
Administrative, executive and managerial workers	86,480	11,639	98,119	8.87	2.46	6.77
Clerical workers	83,380	144,739	228,119	8.55	30.53	15.74
Sales workers	63,257	53,519	116,776	6.49	11.29	8.06
Farmers, fishermen, hunters, timber getters, and related workers	83,905	17,409	101,314	8.61	3.67	6.99
Miners, quarrymen, and related workers	1,802	2	1,804	0.18	..	0.13
Workers in transport and communication operations	63,339	10,165	73,504	6.50	2.14	5.07
Craftsmen, production process workers and labourers (not elsewhere classified)	400,871	87,955	488,826	41.11	18.55	33.73
Service, sport, and recreation workers	38,576	57,815	96,391	3.96	12.19	6.65
Members of armed forces, enlisted personnel	15,390	675	16,065	1.58	0.14	1.11
Occupation inadequately described or not stated	48,389	27,233	75,622	4.96	5.74	5.22
Total employed	974,989	474,185	1,449,174	100.00	100.00	100.00
Unemployed	14,078	9,739	23,817			
Total labour force	989,067	483,924	1,472,991			
Persons not in labour force	760,994	1,268,366	2,029,360			
Grand total	1,750,061	1,752,290	3,502,351			

(a) Occupation is defined as the type of work performed by an employed person and should not be confused with the type of productive activity, business, or service carried out by the establishment in which a person works.

Evidence from post-enumeration surveys and pilot tests indicates that the personal interview approach tends to identify a larger number of persons as in the labour force than does the filling in of the census questions on the schedule by the householder and that this tendency has increased between the 1966 and 1971 Censuses.

The above considerations should be borne in mind if comparisons of the total labour force or labour force participation rates are made between the 1966 and 1971 Censuses, or between the 1971 Census and the 1971 labour force quarterly estimates.

VICTORIA—OCCUPATIONAL STATUS OF THE POPULATION, CENSUS 1971

Occupational status	Number			Percentage of population		
	Males	Females	Persons	Males	Females	Persons
IN LABOUR FORCE—						
Employed—						
Employer	57,778	16,338	74,116	3.30	0.93	2.12
Self-employed	86,545	22,584	109,129	4.95	1.29	3.12
Employee	828,082	429,310	1,257,392	47.32	24.50	35.90
Helper (not on wage or salary)	2,584	5,953	8,537	0.15	0.34	0.24
Total employed	974,989	474,185	1,449,174	55.72	27.06	41.38
Unemployed (a)	14,078	9,739	23,817	0.80	0.56	0.68
Total in labour force	989,067	483,924	1,472,991	56.52	27.62	42.06
NOT IN LABOUR FORCE—						
Child not attending school	178,447	170,780	349,227	10.20	9.75	9.97
Child at primary or secondary school	392,873	370,000	762,873	22.45	21.11	21.78
Student full-time (b)	29,460	21,233	50,693	1.68	1.21	1.45
Home duties	..	646,801	646,801	..	36.91	18.47
Other	160,214	59,552	219,766	9.15	3.40	6.27
Total not in labour force	760,994	1,268,366	2,029,360	43.48	72.38	57.94
Grand total	1,750,061	1,752,290	3,502,351	100.00	100.00	100.00

(a) Unemployed persons are those who are not employed and who were either laid off without pay for the whole week or were actively looking for work.

(b) Other than at primary or secondary school.

Civilian employees

Estimates of civilian employees are based on comprehensive data (referred to here as "benchmarks") derived for the purpose from the Population Census of June 1966. For the period from July 1966 the figures are estimates designed to measure changes in the sector of employment to which the benchmarks relate.

Between population censuses the employment data are obtained from three main sources, namely, (a) current pay-roll tax returns; (b) current returns from government bodies; and (c) some other current returns of employment (e.g., for hospitals); the balance, i.e., unrecorded private employment, is estimated. At 30 June 1966 recorded employment obtained from the foregoing sources accounted for about 85 per cent of the total number of employees in the industries covered, as determined by the census.

The figures in the following tables relate only to civilian employees, not the total labour force. They therefore exclude employers, self-employed persons, unpaid helpers, and defence forces. Also excluded, because of the inadequacy of current data, are employees in agriculture and in private domestic service.

VICTORIA—CIVILIAN EMPLOYEES: INDUSTRY GROUPS (a):
AT LAST PAY PERIOD IN JUNE
(^{'000})

Industry group	1966	1971	1972	1973	1974
MALES					
Mining and quarrying	4.7	4.6	4.6	4.2	3.9
Manufacturing	300.9	325.6	327.0	325.6	336.8
Electricity, gas, water, and sanitary services	31.4	31.2	31.6	32.4	32.0
Building and construction	81.7	81.0	82.6	82.9	83.8
Road transport and storage	21.0	24.7	25.2	25.9	26.9
Shipping and stevedoring	8.9	9.7	8.9	9.0	9.4
Rail and air transport	19.1	20.4	21.0	21.0	21.2
Communication	23.3	26.2	26.7	27.4	28.1
Finance and property	27.8	36.0	36.2	37.4	38.2
Retail trade	53.9	58.8	61.6	64.8	66.7
Wholesale and other commerce	53.9	58.3	58.3	58.4	60.2
Public authority activities (n.e.i.)	27.7	33.0	33.9	35.1	35.2
Health, hospitals, etc.	10.4	12.4	13.1	13.5	14.2
Education	23.9	31.6	29.9	32.6	34.4
Amusement, hotels, personal service, etc. (b)	21.7	29.1	30.5	31.6	33.0
Other (c)	25.4	30.2	30.5	31.7	33.1
Total	735.7	812.7	821.7	833.4	857.0
Private	541.0	604.4	610.6	617.5	639.4
Government (d)	194.7	208.3	211.1	215.9	217.6
Total	735.7	812.7	821.7	833.4	857.0
FEMALES					
Mining and quarrying	0.4	0.7	0.7	0.6	0.6
Manufacturing	123.1	138.8	137.7	142.6	152.2
Electricity, gas, water, and sanitary services	2.4	2.7	2.6	2.7	2.6
Building and construction	3.1	4.0	4.4	4.7	5.1
Road transport and storage	2.8	3.2	3.5	3.6	3.8
Shipping and stevedoring	0.6	0.7	0.7	0.6	0.6
Rail and air transport	2.6	2.9	3.0	3.1	3.3
Communication	6.6	7.7	7.8	8.0	8.5
Finance and property	20.4	26.5	25.7	26.1	28.4
Retail trade	51.0	60.3	63.7	68.2	72.4
Wholesale and other commerce	20.9	24.1	24.3	25.0	26.9
Public authority activities (n.e.i.)	11.1	14.1	14.7	15.7	17.0
Health, hospitals, etc.	37.9	47.4	51.5	54.6	58.8
Education	30.6	43.5	40.1	43.1	46.6
Amusement, hotels, personal service, etc. (b)	29.1	39.2	39.6	42.1	43.4
Other (c)	18.6	24.1	25.0	27.0	29.2
Total	361.2	440.0	445.0	467.7	499.6
Private	304.6	368.9	377.2	395.6	422.2
Government (d)	56.6	71.1	67.8	72.1	77.4
Total	361.2	440.0	445.0	467.7	499.6

(a) Excludes employees in agriculture and private domestic service, and defence forces.

(b) Includes restaurants and hairdressing.

(c) Includes forestry, fishing, and trapping; law, order, and public safety; religion and social welfare; and other community and business services.

(d) Includes employees of Australian, State, semi-government, and local government bodies.

VICTORIA—CIVILIAN EMPLOYEES : INDUSTRY GROUPS (a) :
 AT LAST PAY PERIOD IN JUNE—*continued*
 ('000)

Industry group	1966	1971	1972	1973	1974
PERSONS					
Mining and quarrying	5.1	5.3	5.3	4.8	4.5
Manufacturing	424.0	464.4	464.7	468.3	489.1
Electricity, gas, water, and sanitary services	33.8	33.9	34.2	35.0	34.7
Building and construction	84.8	85.0	87.0	87.6	88.8
Road transport and storage	23.8	27.9	28.7	29.5	30.7
Shipping and stevedoring	9.5	10.4	9.6	9.6	10.0
Rail and air transport	21.7	23.3	24.0	24.1	24.6
Communication	29.9	33.9	34.5	35.4	36.5
Finance and property	48.2	62.5	61.9	63.4	66.6
Retail trade	104.9	119.1	125.3	133.0	139.1
Wholesale and other commerce	74.8	82.4	82.6	83.4	87.1
Public authority activities (n.e.i.)	38.8	47.1	48.6	50.8	52.2
Health, hospitals, etc.	48.3	59.8	64.7	68.1	73.0
Education	54.5	75.1	70.0	75.8	81.0
Amusement, hotels, personal service, etc. (b)	50.8	68.3	70.1	73.7	76.4
Other (c)	44.0	54.3	55.6	58.8	62.3
Total	1,096.9	1,252.7	1,266.7	1,301.1	1,356.6
Private	845.6	973.3	987.7	1,013.0	1,061.6
Government (d)	251.3	279.4	279.0	288.1	295.0
Total	1,096.9	1,252.7	1,266.7	1,301.1	1,356.6

(a) Excludes employees in agriculture and private domestic service, and defence forces.

(b) Includes restaurants and hairdressing.

(c) Includes forestry, fishing, and trapping; law, order, and public safety; religion and social welfare; and other community and business services.

(d) Includes employees of Australian, State, semi-government, and local government bodies.

The concepts and definitions adopted at the 1966 Census from which the benchmarks for this series were derived conformed closely to the recommendations of the Eighth International Conference of Labour Statisticians.

Current data supplied by reporting enterprises or establishments generally refer to persons on the pay-roll for the last pay period in each month. Persons who are on paid leave or who work during part of the pay period and are unemployed or on strike during the rest of the period are generally counted as employed. Those not shown on employers' pay-rolls because they are on leave without pay, on strike, or stood down for the entire period are excluded.

Pay-roll tax returns are lodged at present by all employers paying more than \$400 a week in wages. In September 1971 the collection of pay-roll tax was transferred from the Australian Government to the individual States. Conditions and payments are governed by the relevant State Acts.

Particulars of employment obtained from other collections, such as the Integrated Economic Censuses of manufacturing, mining, and retail and wholesale trade, are used to check and, where desirable, to revise estimates. Some figures are subject to further revision as the results of later censuses and surveys become available.

Although the series measure the short-term trends in employment in the defined field reasonably well, they may be less reliable for longer-term

measurement. There are conceptual differences between benchmark and pay-roll data, and changes in such factors as labour turnover, multiple jobholding, and part-time working all affect the trend over longer periods.

The table on pages 305-6 shows, for Victoria, the estimated number of civilian employees (excluding employees in agriculture and private domestic service) in the principal industry groups at June of each of the years 1966 and 1971 to 1974. The number of employees of government bodies and private employees is also shown. At the 1971 Population Census all trainee teachers were for the first time classified as not in the labour force and were excluded from this series from July 1971.

Government bodies

The following table includes employees, within Victoria, of government bodies on services such as railways, tramways, banks, post office, air transport, education (including universities), broadcasting, television, police, public works, factories and munitions establishments, departmental hospitals and institutions, migrant hostels, etc., as well as administrative employees.

VICTORIA—CIVILIAN EMPLOYEES: GOVERNMENT BODIES
(’000)

At 30 June—	Australian Government			State and semi-government			Local government			Total government		
	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
1966	61.0	18.7	79.6	117.6	35.3	152.9	16.1	2.7	18.8	194.7	56.6	251.3
1971	69.0	22.3	91.3	122.8	45.3	168.1	16.6	3.5	20.1	208.3	71.1	279.4
1972	69.6	22.5	92.2	122.7	41.6	164.3	18.8	3.7	22.5	211.1	67.8	279.0
1973	71.2	23.3	94.5	125.8	44.9	170.7	18.8	4.0	22.8	215.9	72.1	288.1
1974	71.8	24.8	96.6	127.6	48.6	176.2	18.1	4.0	22.2	217.6	77.4	295.0

Further references

Further details on subjects dealt with in this chapter are contained in other publications of the Australian Bureau of Statistics. Detailed information on employment and unemployment is contained in the monthly publication *Employment and unemployment* issued by the Central Office of the Bureau. Current information is also available in the *Monthly review of business statistics* and the *Victorian monthly statistical review* issued by the Central Office and the Victorian Office of the Bureau respectively, while preliminary estimates of civilian employment are issued in a monthly publication *Employed wage and salary earners* compiled by the Central Office of the Bureau. Details relating to the Australian labour force are available in the quarterly Central Office publication *The labour force*. In addition, wages information is published monthly by the Central Office in the publication *Wage rates and earnings*. Seasonally adjusted series of employment and unemployment statistics are also available.