

EMPLOYMENT AND UNEMPLOYMENT

UNEMPLOYMENT IN VICTORIA, 1972-1977

Statistical background

The statistics of unemployment and vacancies used in this section, unless otherwise specified, relate to those collected through the Commonwealth Employment Service (CES) network and may not be comparable to similar information collected by the Australian Bureau of Statistics, for a number of reasons relating to concept, definition, scope, coverage, etc.

Unemployed are defined as all persons who were registered with the CES at the Friday nearest the end of the month and who claimed when registering that they were not employed and who were seeking full-time employment, i.e., 35 hours or more per week. They include persons referred to employers but whose employment was still unconfirmed, and persons who had recently obtained employment without notifying the CES. All recipients of unemployment benefits are included.

Vacancies comprise all job vacancies notified to the CES which were still unfilled at the Friday nearest the end of the month and which employers claimed could be filled if labour were supplied immediately or within the following month. Vacancies for full-time, part-time, permanent, temporary, and seasonal positions are included.

Trends

The trends in unemployment and vacancies over the period 1972-1977 inclusive are shown in the following tables. Figures for both Victoria and Australia as a whole are given for comparative purposes.

VICTORIA AND AUSTRALIA—ANNUAL AVERAGE UNEMPLOYMENT

Year	Victoria				Australia			
	Males	Females	Persons		Males	Females	Persons	
			Number	Per cent			Number	Per cent
1972	18,005	8,631	26,636	1.8	70,704	33,232	103,936	1.9
1973	14,163	7,796	21,960	1.4	53,360	30,774	84,134	1.5
1974	19,568	13,259	32,827	2.1	76,447	45,561	122,009	2.1
1975	44,989	28,627	73,616	4.5	172,850	96,061	268,912	4.5
1976	41,330	26,534	67,864	4.1	185,758	96,106	281,864	4.7
1977	52,333	30,805	83,138	4.9	229,049	115,612	344,661	5.6
Average 1972-1977	31,731	19,275	51,007	3.1	131,361	69,558	200,919	3.4

VICTORIA AND AUSTRALIA—ANNUAL AVERAGE VACANCIES

Year	Victoria			Australia		
	Males	Females	Persons	Males	Females	Persons
1972	5,325	5,982	11,307	17,727	14,697	32,424
1973	11,582	8,716	20,298	39,820	24,171	63,991
1974	12,893	8,120	21,013	39,071	22,880	61,951
1975	5,818	3,345	9,163	20,455	9,654	30,109
1976	5,538	2,718	8,256	16,508	7,731	24,239
1977	5,025	2,375	7,400	14,854	7,097	21,951
Average 1972-1977	7,697	5,209	12,906	24,739	14,372	39,111

The preceding tables show that the number of unemployed persons in Victoria has averaged 51,007 or 3.1 per cent of the labour force between 1972 and 1977. In 1972, unemployment averaged 26,636 persons and in 1977 it averaged 83,138 persons. Male unemployment increased by approximately 190 per cent during the period 1972 to 1977, while female unemployment rose by 257 per cent.

Unemployment in Victoria has accounted for approximately 25 per cent of total Australian unemployment over the last five years. The annual average unemployment rates for Victoria have not differed significantly from the rates for Australia as a whole and have ranged from 1.8 per cent in 1972 to 4.9 per cent in 1977. In the decade before 1972, unemployment in Victoria averaged 1.1 per cent of the labour force compared with 1.4 per cent for Australia as a whole.

Unfilled vacancies in Victoria averaged 12,906 between 1972 and 1977 and represented approximately 33 per cent of vacancies for Australia as a whole. Vacancies for males in Victoria declined by 6 per cent over the period covered in the preceding tables, while female vacancies fell by 60 per cent.

Composition

The incidence of unemployment in Australia is unevenly distributed throughout the labour force. Imbalances exist in the supply of and demand for labour, particularly in respect of sex, occupation, age, and location. These imbalances are examined in the following sub-sections only insofar as they relate to Victoria. The ratio of unemployed to vacancies (i.e., unemployed persons divided by unfilled vacancies in the same categories) is used as an indication of the relative demand and supply situation.

Sex

VICTORIA—UNEMPLOYMENT/VACANCY RATIOS (ANNUAL AVERAGES) BY SEX

Year	Males	Females	Persons
1972	3.38	1.44	2.36
1973	1.22	0.89	1.08
1974	1.52	1.63	1.56
1975	7.73	8.56	8.03
1976	7.46	9.76	8.21
1977	10.41	12.97	11.23

Unemployment/vacancy ratios for males exceeded the ratios for females between 1972 and 1973. However, the situation has since been reversed, with the ratios for females being greater than those for males.

Occupation

VICTORIA—UNEMPLOYMENT/VACANCY RATIOS BY OCCUPATION

Occupational group	December					
	1972	1973	1974	1975	1976	1977
Rural	4.42	1.17	3.32	13.58	19.94	23.08
Professional and semi-professional	1.71	1.38	3.65	6.50	4.46	7.18
Clerical and administrative	3.25	1.78	7.12	12.25	11.66	17.81
Skilled building and construction	3.22	1.82	6.22	13.22	12.20	35.25
Skilled metal and electrical	2.29	0.72	2.32	5.65	3.70	6.33
Other skilled	1.67	0.65	3.23	4.85	4.61	11.04
Semi-skilled	1.27	0.52	13.01	8.80	12.12	19.25
Unskilled manual	14.19	4.30	22.43	84.52	76.78	101.68
Service	2.59	1.31	4.32	11.04	12.92	15.84
Total	2.46	1.11	6.87	10.94	11.15	17.47

Unemployment/vacancy ratios for all major occupational groups have increased substantially since December 1973. The occupational groups experiencing the highest

unemployment/vacancy ratios at the end of December 1977 were unskilled manual, skilled building, and rural. Generally, these groups had the highest unemployment/vacancy ratios for any December covered in the table. The groups with the lowest unemployment/vacancy ratios were skilled metal, other skilled, and professional. In December 1973, vacancies exceeded unemployed in the skilled metal, other skilled, and semi-skilled occupational groups.

Age

VICTORIA—UNEMPLOYMENT/VACANCY RATIOS BY AGE

Period	Adults			Juniors			School leavers unemployed
	Unemployment	Vacancies	Ratio	Unemployment	Vacancies	Ratio	
December 1972	13,595	7,693	1.77	22,572	7,033	3.21	16,930
December 1973	11,272	16,357	0.69	16,881	9,003	1.88	11,299
December 1974	44,963	7,469	6.02	30,054	3,452	8.71	13,006
December 1975	45,500	5,449	8.35	39,636	2,336	16.97	16,822
December 1976	42,155	5,020	8.40	36,111	2,002	18.04	15,052
December 1977	56,661	4,338	13.06	42,625	1,346	31.67	17,151

The unemployment/vacancy ratio for juniors has been significantly higher than the respective ratio for adults in December each year since 1972.

However, juniors registered as unemployed increased by approximately 90 per cent between 1972 and 1977, compared with a rise of 316 per cent for adults. Vacancies for juniors declined by 81 per cent compared with a fall of only 44 per cent for adults.

Unemployed school leavers represented some 40 per cent of total junior unemployment at the end of December 1977, compared with approximately 75 per cent in December 1972. These two figures are not strictly comparable because of a change in the definition of school leavers unemployed introduced in July 1973. However, even allowing for such a change in definition, a decrease in the proportion of junior unemployed who are school leavers has certainly occurred since December 1973.

Location

VICTORIA—UNEMPLOYMENT/VACANCY RATIOS BY METROPOLITAN AND NON-METROPOLITAN AREAS

Period	Metropolitan				Non-metropolitan			
	Unemployment	Vacancies	Ratio	Unemployment rate (a) (per cent)	Unemployment	Vacancies	Ratio	Unemployment rate (a) (per cent)
December 1972	22,446	11,954	1.88	2.0	13,721	2,772	4.95	3.7
December 1973	16,018	21,394	0.75	1.3	12,135	3,966	3.06	3.1
December 1974	52,421	8,464	6.19	4.3	22,596	2,457	9.20	5.6
December 1975	57,005	6,298	9.05	4.6	28,131	1,487	18.92	6.8
December 1976	50,417	5,605	9.00	4.0	27,849	1,417	19.65	6.7
December 1977	68,263	4,228	16.15	5.3	31,023	1,456	21.31	7.3

(a) Based on Commonwealth Department of Employment and Youth Affairs labour force estimates.

The preceding table shows that unemployment/vacancy ratios in non-metropolitan areas have been substantially higher than the corresponding ratios in metropolitan areas.

Unemployment rates for both metropolitan and non-metropolitan areas show that the incidence of unemployment in non-metropolitan areas was approximately twice the incidence in metropolitan areas up to 1973. Although non-metropolitan rates have continued to be higher than metropolitan rates since 1973, the differential between the two had narrowed significantly.

Duration
VICTORIA—DURATION OF UNEMPLOYMENT
 (Percentage distribution)

Period	Under 1 month	1-3 months	3-6 months	6 months and over	Total
August 1972	48.6	31.2	12.9	7.3	100.0
August 1973	43.5	30.6	15.2	10.7	100.0
August 1974	52.0	29.9	10.7	7.4	100.0
August 1975	30.3	36.4	18.9	14.5	100.0
November 1976	33.4	32.3	17.7	16.7	100.0
November 1977	30.4	31.8	18.7	19.1	100.0

The proportion of persons who had been registered as unemployed for more than three months in November 1977 was greater than the proportions in the corresponding months of the previous five years. At November 1977, 18.7 per cent of those unemployed had been registered for between three and six months and 19.1 per cent had been registered for more than six months.

A more detailed analysis of duration of unemployment for November 1977 is shown in the following table:

VICTORIA—DURATION OF UNEMPLOYMENT, NOVEMBER 1977
 (Percentage distribution)

Duration of unemployment weeks	Males		Females		Persons	Persons	
	Adults	Juniors	Adults	Juniors		Metropolitan areas	Non-metropolitan areas
Under 2	13.3	21.6	16.0	20.7	16.7	18.0	13.8
2 and under 4	12.4	14.6	15.4	14.4	13.7	14.9	11.0
4 and under 8	18.1	16.0	16.7	15.5	17.0	17.9	14.7
8 and under 13	15.3	14.5	15.6	13.1	14.8	15.5	13.2
13 and under 26	19.9	17.7	18.6	17.0	18.7	18.3	19.8
26 and over	21.0	15.7	17.7	19.3	19.1	15.4	27.5
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Adult males have the largest proportion registered from 13-26 weeks and 26 weeks and over. Junior females have the second highest proportion in the 26 weeks and over category and adult females the second highest in the 13-26 weeks category.

In non-metropolitan areas the proportions in the 13-26 weeks and 26 weeks and over categories are substantially higher than the corresponding proportions in metropolitan areas. In non-metropolitan areas more than 47 per cent of persons had been registered for more than 13 weeks compared with 34 per cent in metropolitan areas.

Unemployment benefit recipients

VICTORIA—UNEMPLOYMENT BENEFIT RECIPIENTS

Period	Unemployment benefit recipients			Unemployment benefit recipients as proportion of unemployed		
	Males	Females	Persons	Males	Females	Persons
December 1972	9,347	3,194	12,541	0.39	0.26	0.35
December 1973	7,720	3,415	11,135	0.42	0.34	0.40
December 1974	28,037	13,617	41,654	0.64	0.44	0.56
December 1975	41,167	18,468	59,635	0.76	0.60	0.70
December 1976	30,729	14,483	45,212	0.63	0.49	0.58
December 1977	41,184	16,442	57,626	0.66	0.45	0.58

The total number of unemployment benefit recipients had risen from 12,541 in December 1972 to 57,626 in December 1977. Male benefit recipients rose by 31,837 and females benefit recipients by 13,248 in this period.

The proportion of registered unemployed in receipt of unemployment benefit had increased from 35 per cent in December 1972 to 58 per cent in December 1977. In

December 1977, 66 per cent of male unemployed and 45 per cent of female unemployed were in receipt of unemployment benefit. The proportion of males receiving unemployment benefit is higher than the proportion of females, since many married women are ineligible for unemployment benefit because they have working spouses.

An age breakdown of recipients undertaken by the Commonwealth Department of Social Security in May 1977 showed that some 43 per cent of recipients were under 21 years of age.

RETRAINING SCHEMES IN VICTORIA

In October 1974, the Commonwealth Government introduced the National Employment and Training System (NEAT) as part of a national manpower programme. As well as offering some new provisions, NEAT consolidated a number of existing training schemes administered by several different Departments into one scheme administered by the Department of Employment and Industrial Relations through the Commonwealth Employment Service (CES). The CES had in the past been limited to its traditional role of finding labour for employers and jobs for people, but with NEAT it has been given the capacity to offer training assistance to unemployed persons. As well as unemployed persons there are special groups of people who, for various reasons, require retraining to join or return to the labour force.

For a retraining scheme to be successful, trainees should not be subjected to financial hardship. For this reason NEAT provides for a living allowance and payment of fees, books, and equipment. By providing such assistance NEAT enables assistance to be given to persons who have been unable to obtain a foothold in the labour market because they have been financially disadvantaged or lacked educational opportunity or suffered some other disability.

As well as being a comprehensive programme covering the full range of occupational skills, NEAT is characterised by its flexibility. NEAT provides for the use of formal courses at institutions providing full-time, part-time, or correspondence training. It offers subsidies to employers for in-plant training and provides financial assistance to employers who retain apprentices. It can also provide special courses of various kinds when they are required.

NEAT is not a substitution for programmes of education assistance and the duration of training that may be offered to young people is related to the length of time they have been in the labour force. On the other hand, NEAT has provided bridging courses aimed at facilitating the transfer from education to employment. NEAT has demonstrated another aspect of its flexibility with the introduction of a special youth employment training programme designed to cater for the growing number of unemployed school leavers. It has also sponsored special work programmes for handicapped young people.

There were 35,339 approvals for NEAT assistance in Victoria for the twelve months ended June 1978. Of these, 16,398 (46 per cent) were males and 18,941 (54 per cent) were females. The national figure for approvals for the same period was 134,861. Approvals were spread throughout the State with 23,821 (67 per cent) from metropolitan areas and 11,518 (33 per cent) from the country.

Soon after its introduction, NEAT received very many applications for formal training. This gave rise to administrative and budgetary pressures and it was necessary to introduce measures designed to ensure that training was related to labour market needs and not simply to the achievement of educational objectives. In the early stages of NEAT, therefore, there were considerably more approvals for formal training at institutions than for in-plant training. However, a greater emphasis has now been placed on in-plant training. At the end of June 1978, there were 783 persons in formal training in Victoria compared with 3,253 persons in in-plant training. These figures compare with 1,314 persons in formal training and 2,959 in in-plant training at the end of June 1977. A special rate of subsidy is available for employers who train young unemployed persons between 15-24 years of age who have left full-time education for at least four months, have been unemployed for at least four months in the last twelve months, and are registered with the Commonwealth Employment Service. The rate of subsidy (at August 1978) under the Special Youth Employment Training Programme (SYETP) was \$45 per week or award wage (if less) for four months employment and training. The following table shows the numbers involved in both schemes from March 1977 to June 1978:

VICTORIA—NATIONAL EMPLOYMENT AND TRAINING SYSTEM (NEAT) AND
SPECIAL YOUTH EMPLOYMENT TRAINING PROGRAMME (SYETP):
NUMBERS IN TRAINING

Quarter ended	Formal			In-plant (a)			Total		
	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
1977—									
March	616	607	1,223	1,942	2,023	3,965	2,558	2,630	5,188
June	694	620	1,314	2,028	2,213	4,241	2,722	2,833	5,555
September	705	596	1,301	2,538	2,918	5,456	3,243	3,514	6,757
December	345	347	692	3,046	3,328	6,374	3,391	3,675	7,066
1978—									
March	530	404	934	3,472	3,442	6,914	4,002	3,846	7,848
June	417	366	783	5,388	5,725	11,113	5,805	6,091	11,896

(a) Includes SYETP participants.

MARRIED WOMEN* IN THE LABOUR FORCE

The increase in the number of women in the Australian labour force since the end of the Second World War has resulted largely from the increased numbers of married women entering the labour force. In Victoria, the total female labour force, as enumerated at Censuses of Population and Housing, grew from 217,444 persons at the 1947 Census to 606,351 persons at the 1976 Census. Over the same period, the number of married women in the labour force increased from 45,076 persons at the 1947 Census to 404,101 persons at the 1976 Census. Thus, married women represented only 20.7 per cent of women in the labour force at 30 June 1947, but by 30 June 1976 they represented 66.6 per cent. The Australian Bureau of Statistics also undertakes a monthly survey of the labour force. From the May 1978 survey, the total female labour force in Victoria was estimated to comprise 646,300 persons, of which 408,000, or 63.1 per cent, were married women.

The growing involvement of married women in the labour force in Victoria has meant that, while only 9.4 per cent of all married women aged 15 years and over were in the labour force at 30 June 1947, the participation rate† had reached 46.1 per cent by 30 June 1976. The labour force survey conducted in May 1978 estimated the participation rate at 44.6 per cent. Married women have made an important contribution to the Victorian labour force, since in May 1978 it was estimated that married women constituted 23.5 per cent of the total Victorian civilian labour force, compared with 5.1 per cent at 30 June 1947 and 24.6 per cent at 30 June 1976.

Although married women now form a significant part of the labour force in Victoria, they are still concentrated in particular occupational groups, especially clerical and production-process work, followed by service, sport and recreation (which includes cleaners, hairdressers, and domestic workers), professional, technical, and sales. In May 1978, it was estimated that 87.5 per cent of the 408,000 married women in the labour force in Victoria were working in these occupational areas. This occupational concentration indicates that married women workers may need to undergo job training or re-training if they wish to upgrade or develop a wider range of skills.

Similarly, most married women in the labour force are employed in particular industry divisions. In May 1978, it was estimated that 71.5 per cent of the 381,400 employed married women in Victoria were concentrated in the manufacturing, community services (where they are largely employed as nurses, welfare workers, and school teachers), and wholesale and retail trade (mainly retail) industry divisions.

The tendency for married women to re-enter the labour force after a period of withdrawal for child bearing and rearing is reflected in the variation in their participation rates at different ages. For example, in May 1978, it was estimated that, while well over half (61.6 per cent) of all married women in Victoria aged 20–24 years were in the labour force, the participation rate for married women aged 25–34 years was significantly lower at 49.0 per cent; however, the participation rate for the 35–44 age group was higher, at 59.6 per cent. The participation rate for the 45–54 age group was 48.1 per cent.

* Married women comprised those who are now married or permanently separated, but excludes those who have never married, or are widowed or divorced.

† The participation rate represents the number of married women aged 15 years and over who are in the labour force expressed as a percentage of the total number of married women aged 15 years and over.

There is also a significant variation between the labour force participation rates of married women born overseas and those born within Australia. For example, in May 1978, it was estimated that 52.5 per cent of all overseas-born married women aged 15 years and over living in Victoria were active in the labour force, compared with 41.1 per cent of Australian-born married women.

Successive surveys of the labour force have shown the employment position of married women to be more secure than that of other women, but generally less secure than that of men. In August 1971, 5,600 married women, or 1.7 per cent of all married women in the Victorian labour force, were unemployed. In May 1978, it was estimated that 26,500 married women, or 6.5 per cent of married women in the labour force, were unemployed. The unemployment rate was significantly higher than the overall rate in the 15-24 years age group, where it was 9.9 per cent, and in the 25-34 years age group, where it was 6.9 per cent.

As a result of the increase in the number of married women in the labour force, employers (mainly governments) have introduced provisions for maternity leave. In the Victorian Public Service, paid maternity leave for twelve weeks is available to women who have worked for at least twelve months. Leave without pay can extend the leave up to fifty-two weeks. Teachers employed by the Victorian Government who have taught full-time for at least thirteen weeks before taking confinement leave are entitled to twelve weeks paid maternity leave and leave without pay up to a total of eighteen months leave. Women employed in the Commonwealth Public Service, and in certain Commonwealth Government authorities prescribed under the *Maternity Leave (Australian Government Employees) Act 1978*, are entitled to twelve weeks maternity leave on full pay, after a twelve months qualifying period. Leave without pay may be used in the first year of service. Other leave credits and leave without pay may also be applicable. Maternity leave without pay has been granted under a few awards to women in the non-government sector.

Many married women who are in paid employment also have domestic responsibilities. Child care is frequently a major responsibility, together with the associated tasks of after-school and holiday care and care for sick children. Other duties may include the care of older and sick relatives.

An indication of the extent of persons (mostly women) in the labour force with child care responsibilities can be gained from examining the results of a special child care survey undertaken by the Australian Bureau of Statistics in May 1977. At that date, it was estimated that 181,600 persons* in the labour force in Victoria were responsible for the care of children aged 0-11 years. Of this total, 95,200 persons were estimated to be responsible for children aged 0-5 years. Various child care arrangements had been made for the estimated 66,600 children aged 0-11 years not attending school who were the responsibility of employed persons in Victoria. An estimated 21,100 of these children were cared for at home by the spouse of the employed person, while an estimated 20,800 other children were minded by relatives or others, but not at the child's home. Only 12,800 children were estimated to be in a kindergarten, pre-school, or child care centre. The 95,200 persons in the labour force in Victoria who were responsible for children aged 0-5 years represented 35.3 per cent of all persons responsible for children aged 0-5 years.

A significant proportion of married women in the labour force are engaged in part-time, rather than full-time, employment. In May 1978, it was estimated that 46.5 per cent of the 381,400 employed married women in Victoria worked less than 35 hours per week, and that the hours worked by all employed married women in Victoria averaged 29.8 hours per week. On the other hand, it was estimated that only 15.7 per cent of employed males and 25.7 per cent of employed women who were never married, widowed, or divorced, worked less than 35 hours per week in Victoria in May 1978. The hours worked by all employed males and all employed women who were never married, widowed, or divorced in Victoria were estimated to average 40.5 hours per week and 33.7 hours per week, respectively. The preference shown by married women for part-time work may indicate in part their need for more flexible working hours to carry out their dual role of domestic work at home and paid work in the labour force.

* In classifying the persons surveyed as being responsible for children, responsibility was assigned, wherever possible, to a woman (mother, step-mother, foster-mother, or female guardian). A male was classified as being responsible for a child only if there was no such woman. For Australia as a whole, males comprised less than 1 per cent of those responsible for child care.

ADMINISTRATION

Commonwealth Department of Employment and Industrial Relations*

The functions of the Commonwealth Department of Employment and Industrial Relations include the formulation and implementation of national manpower policy; the development and operation of the labour market services of the Commonwealth Employment Service, including the administration of the National Employment and Training System, the Commonwealth Rebate Apprentice Full-time Training Scheme (CRAFT), and other youth training schemes; the formulation of national industrial relations policy and administration of sections of the *Conciliation and Arbitration Act 1904* concerning the settlement of interstate industrial disputes through conciliation and arbitration, particularly in respect of the coal, stevedoring, and maritime industries; the analysis and interpretation of labour market data and provision of intelligence on the employment situation; the provision of assistance and advice to industry on food services matters; secretarial services to the National Training Council, and on its behalf, advice and assistance to industry and commerce on systematic industrial training arrangements in the interests of effective deployment of manpower resources; secretarial services to National and State Committees on Discrimination in Employment and Occupation; formulation of government policy on issues affecting the employment of women; research into these issues and dissemination of information to the Commonwealth Government and the public; and liaison and exchange of information with outside organisations on community attitudes and the needs of women in employment.

The Women's Bureau of the Department is responsible for contributing to the formulation of government policy on issues affecting women and employment. These include questions of equality of opportunity, entry and re-entry into the labour force, welfare, and conditions of work. The Bureau conducts research into these issues and disseminates information to the Commonwealth Government and the public. Liaison is maintained and information exchanged with outside organisations on the employment needs of women, and on community attitudes.

Commonwealth Employment Service

Statutory warrant for the Commonwealth Employment Service (CES) can be found in the *Re-establishment and Employment Act 1945*, sections 47 and 48. The principal functions of the Service are to help people seeking employment by facilitating their placement in positions best suited to their training, experience, abilities, and qualifications, and to help employers seeking labour to obtain those employees best suited to their needs. The CES functions on a decentralised basis with offices in metropolitan and large provincial centres. There were 57 CES offices in Victoria in September 1978.

The National Employment and Training System aims at providing the opportunity for those who are unable to obtain employment with their current skills to train for employment in occupations which are in demand. The System has beneficial effects for the long-term restructuring of the labour force. It replaces a number of employment schemes previously administered by the former Commonwealth Department of Labour and Immigration.

Specialist facilities are provided for young people (including the new Youth Job Centre concept), handicapped persons, older workers, ex-members of the defence forces, migrants, rural workers, and persons with professional and technical qualifications. Vocational counselling is provided free of charge by a staff of qualified psychologists. Counselling 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 CES assists in the administration of the unemployment and sickness benefits provisions of the *Social Services Act 1947*.

All applicants for unemployment benefit under the *Social Services Act 1947* must register at an office or agency of the CES, which is responsible for certifying whether or not suitable employment can be offered to them. The CES is responsible for assisting migrant workers, sponsored by the Commonwealth Government under the Commonwealth nomination and similar schemes, to obtain suitable employment. This includes

* On 30 November 1978, the Commonwealth Department of Employment and Industrial Relations was abolished, and its functions re-allocated to two new departments—the Department of Employment and Youth Affairs and the Department of Industrial Relations.

recommending the hostels to which migrants should be allocated on arrival and, where necessary, arranging their movement to initial employment. Assistance is also offered to other migrants. Since 1951, the CES has been responsible for recruiting Australian experts for overseas service under the Colombo Plan and the United Nations Expanded Programme of Technical Assistance (now replaced by the United Nations Development Programme). The principal spheres in which experts have been supplied are agriculture, education, engineering, geology, health, and economic and scientific research and development.

In association with placement activities, regular surveys of the labour market are carried out and detailed information is supplied to interested Commonwealth and State Government departments and instrumentalities and to the public. Employers, employees, and other interested persons are advised on labour availability and employment opportunities in various occupations and areas and on other matters concerning employment.

VICTORIA—COMMONWEALTH EMPLOYMENT SERVICE

Particulars	1973-74	1974-75	1975-76	1976-77	1977-78
Applications for employment (a)	294,705	453,802	467,843	471,371	533,901
Number placed in employment	126,592	118,356	134,248	137,093	130,897
Number of vacancies notified	233,872	187,027	200,556	194,394	186,408
Vacancies at 30 June	23,561	7,868	7,187	6,816	5,291

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

Further reference: *International Womens Year, Victorian Year Book 1976, p. 296.*

EMPLOYMENT STATISTICS

Labour force

The labour force comprises two categories of persons: those who are either employed or unemployed. The first category comprises employers, self-employed persons, wage and salary earners, and unpaid helpers. Comprehensive details in respect of persons in the labour force, classified according to industry, occupation, and occupational status, and personal characteristics such as age, sex, marital status, and birthplace, are obtained only at a general census of the population.

For periods between population censuses, estimates of the labour force are obtained through a population survey which until February 1978 was carried out by means of personal interviews at sampled households in February, May, August, and November each year. The survey is now conducted monthly (see page 253).

Estimates by industry of wage and salary earners (excluding employees in agriculture and private domestic service) are also obtained through a monthly collection from employers (see pages 255-7).

Population Census

At the 1976 Census, the following questions were asked to determine a person's labour force status:

- (1) Did the person do any work at all last week?
- (2) Did the person have a full-time or part-time job, business, profession, or farm of any kind last week?
- (3) Was the person temporarily laid off by employer without pay for the whole of last week?
- (4) Did the 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 each Census since 1966.

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., housewives, full-time students) are drawn into the labour force by virtue of part-time or occasional labour force activity in the previous week. 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.

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

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.

The following tables show the major occupation groups and the occupational status of the population at the Census of 30 June 1976. Some very small discrepancies are evident in the tables. These have resulted from problems associated with the processing of Census data, but are too small to have any practical significance in the interpretation of the data. For additional information about the 1976 Census refer to the section entitled Characteristics of the population, Census results, in Chapter 7 of this *Year Book* (see pages 178-81).

**VICTORIA—OCCUPATIONS (a) OF THE POPULATION
IN MAJOR GROUPS, CENSUS 1976**

Occupation group	Number			Percentage of employed		
	Males	Females	Persons	Males	Females	Persons
Professional, technical, and related workers	106,609	85,694	192,303	10.62	14.86	12.16
Administrative, executive, and managerial workers	91,072	14,614	105,686	9.07	2.53	6.69
Clerical workers	84,821	173,383	258,204	8.45	30.06	16.34
Sales workers	61,785	58,292	120,077	6.16	10.10	7.60
Farmers, fishermen, hunters, timber getters, and related workers	71,399	34,525	105,924	7.11	5.99	6.70
Miners, quarrymen, and related workers	1,360	10	1,370	0.14	—	0.09
Workers in transport and communication operations	64,665	9,929	74,593	6.44	1.72	4.72
Craftsmen, production process workers, and labourers (not elsewhere classified)	421,332	88,832	510,163	41.97	15.40	32.27
Service, sport, and recreation workers	45,078	67,057	112,135	4.49	11.62	7.09
Members of armed forces, enlisted personnel	13,556	990	14,545	1.35	0.17	0.92
Occupation inadequately described or not stated	42,124	42,553	85,678	4.20	7.55	5.42
Total employed	1,003,800	576,878	1,580,678	100.0	100.0	100.0
Unemployed	34,872	29,474	64,346			
Total labour force	1,038,672	606,352	1,645,024			
Persons not in labour force	776,113	1,225,843	2,001,955			
Grand total	1,814,785	1,832,195	3,646,979			

(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.

VICTORIA—OCCUPATIONAL STATUS OF THE POPULATION, CENSUS 1976

Occupational status	Number			Percentage of population		
	Males	Females	Persons	Males	Females	Persons
In labour force—						
Employed—						
Employer, self-employed	153,932	65,801	219,733	8.48	3.59	6.03
Employee	844,910	492,434	1,337,345	46.56	26.88	36.67
Helper (not on wage or salary)	4,956	18,641	23,598	0.27	1.02	0.65
Total employed	1,003,799	576,877	1,580,676	55.31	31.49	43.35
Unemployed (a)	34,872	29,474	64,346	1.92	1.61	1.76
Total in labour force	1,038,671	606,351	1,645,022	57.23	33.10	45.11
Total not in labour force	776,113	1,225,843	2,001,955	42.77	66.90	54.89
Grand total	1,814,783	1,832,193	3,646,977	100.0	100.0	100.0

(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.

Population survey

The population survey is the general title given to the household sample survey carried out in each month of the year. The survey is based on a sample of dwellings selected by area sampling methods, and information is obtained monthly by means of personal interviews from the occupants of selected dwellings.

The survey provides particulars of the demographic composition of the labour force, and broad estimates of occupational status, occupation, industry, and hours of work. The principal survey component is referred to as the labour force survey. Supplementary collections are also carried out from time to time in conjunction with the labour force survey (see below).

Labour force survey

Labour force surveys have been carried out since November 1960, and until February 1978 estimates were published quarterly. From February 1978 onwards, results have been published every month.

Each survey includes all persons 15 years of age and over (including full-blood Aboriginals) except: members of the permanent defence forces; certain diplomatic personnel of overseas governments, customarily excluded from census and estimated populations; non-Australians on tour or holidaying in Australia; and members of non-Australian defence forces (and their dependants) stationed in Australia.

The classification used in the survey conforms closely to that recommended by the Eighth International Conference of Labour Statisticians held in Geneva in 1954. In this classification, the labour force category to which an individual is assigned depends on his actual activity (i.e., whether working, looking for work, etc.) during a specified week, known as "survey week", which is the week immediately preceding that in which the interview takes place.

The interviews are conducted during the two weeks beginning on the Monday between the 6th and the 12th of each month. Before February 1978, the interviews were spread over four weeks, chosen so that the survey weeks generally fell within the limits of the calendar month.

A person's activity during survey week is determined from answers given to a set of questions especially designed for this purpose. The principal categories appearing in published tables are the employed and unemployed, who together constitute the labour force, and the remainder, who are classified as not in the labour force.

Information available includes: (1) for *employed persons* the age, birthplace, year of arrival in Australia, participation rates, hours worked, the number by reasons for persons who worked less than 35 hours, and details of industry and hours worked by married women; (2) for *unemployed persons* the age, birthplace, unemployment rates, the number who were looking for full-time or part-time work, and details of occupation, industry, and duration of unemployment; and (3) for *persons not in the labour force* details of their major activity, their intentions regarding entering or re-entering the labour force, whether they had ever held a regular job and, if so, how long ago, and for what reasons they had left it, and their educational qualifications.

Supplementary surveys

Data obtained from supplementary surveys to labour force surveys are published, and some of the subjects that have been covered are:

(1) *Annual leave*. A survey conducted in August 1974 obtained information about the amount and timing of paid annual leave taken by wage and salary earners during a twelve month period.

(2) *Child care*. Surveys conducted in May 1969, May 1973, and May 1977 obtained for persons who were in the labour force and who also had the responsibility of the care of children under 12 years of age, information about the arrangements they made to have their children cared for while they themselves were at work (including arrangements for after-school and school holiday care). The inquiries were directed mainly to working mothers, but males with the sole responsibility for children were also included.

(3) *Employment status of teenagers*. For the August 1978 survey period, detailed estimates of the labour force characteristics of persons aged 15 to 19 years were provided.

Information on the employment status, industry, occupation, weekly hours worked, and duration of unemployment of teenagers was obtained.

(4) *Evening and night work.* In November 1976, a survey, based on the then quarterly population survey, was conducted in order to obtain information about the number of wage earners who, in their main job, had worked between 7.00 p.m. and 5.30 a.m. at any time during a specified four-week period. Data collected on such persons included their family status, marital status, birthplace, industry, and occupation.

(5) *Family status and employment status of the population (labour force status and other characteristics of families).* Surveys in November 1974 and November 1975 obtained information by family status, and labour force characteristics, about the population aged 15 years and over.

(6) *Frequency of pay.* In August 1974, 1976, and 1977, surveys were conducted of the frequency of pay (whether weekly, fortnightly, or monthly) of wage and salary earners employed, by industry and occupation.

(7) *Job tenure.* Surveys conducted in February 1974, February 1975, and August 1976 obtained details of the length of time employed wage and salary earners had been in the job.

(8) *Labour force experience.* Surveys in respect of years 1968, 1972, 1974, 1975, 1976, and 1978 were conducted to obtain information about the labour force experience of civilians of 15 years of age and over. Details obtained included the length of time during which persons were employed, unemployed, or not in the labour force, the number of times they were unemployed, and other aspects of labour force experience.

(9) *Labour mobility.* Surveys conducted in November 1972, February 1975, and February 1976 obtained information about some aspects of the mobility of the labour force, e.g., for how long employed persons had held their current jobs and employees had worked at their current locations.

(10) *Leavers from schools, universities, or other educational institutions.* Surveys were carried out in February of each year from 1964 to 1974 to obtain information about persons between the ages of 15 and 24 years who had attended full-time at a school, university, or other educational institution at some time in the previous year, and who were intending either to return to full-time education, or not to return to full-time education (described as leavers). In 1975 and 1976, the surveys were conducted in May and this enabled details to be obtained of those who either had, or had not, returned to full-time education in those years. Additional information obtained from the May 1975 survey concerned the employment status, the industry, and occupation of those in the labour force at that time, and some details about the tertiary education experience of persons who had left school during the years 1970 to 1974. Additional information obtained from the May 1976 survey concerned the current employment status of persons aged 15 to 64 years, their age on leaving school, and the year in which they had left. In 1977, the survey was conducted in August and information was obtained about persons aged 15 to 25 who attended an educational institution in 1976 or 1977. Leavers were classified according to employment status, birthplace, weekly earnings, industry, and occupation. In 1978, the survey was again conducted in August.

(11) *Migrants in the labour force.* From surveys conducted each quarter between 1972 and 1976, information concerning overseas-born persons in the civilian labour force has been obtained.

(12) *Multiple job-holding.* In November 1965, August 1966 and 1967, May 1971, and August 1973, 1975, and 1977, surveys were conducted in order to obtain information about the nature and extent of multiple job-holding. Data collected about this topic included details of marital status, age, occupational status, birthplace, hours worked, industry, and occupation of multiple job-holders.

(13) *Persons looking for work.* Surveys conducted in May 1976, November 1976, May 1977, and July 1978 obtained information about persons who had recently been looking for work, including particulars of their last job, difficulties experienced in finding a job, family status, and duration of last job.

(14) *Persons not in the labour force.* Surveys conducted in November 1975, May 1977, and March 1979 obtained information about persons aged 15 to 64 years who were not in

the labour force. In particular, details obtained concerned their intentions regarding entering or re-entering the labour force, whether they had ever held a regular job and, if so, how long and for what reason they had left it, and their educational qualifications. Information was sought on the number of characteristics of discouraged job-seekers.

(15) *Trade union members.* In November 1976, questions were asked at a proportion of the dwellings included in the then quarterly population survey to obtain information about the number of wage and salary earners who were members of trade unions, their industry and occupation, and some of their demographic characteristics.

(16) *Work patterns of employees.* A survey conducted in November 1976 obtained information about the work patterns of employed wage and salary earners, including the number of days worked in a week, the days on which they worked, and the incidence of weekend work.

Labour turnover surveys

Surveys of labour turnover have been conducted in the month of March of each year since 1949 (except 1951 and 1954) up to 1976 and in the month of September for the years 1954 to 1966.

Labour turnover surveys are designed to provide estimates of engagement rates and separation rates in certain specified industry groups. Labour turnover is measured, in accordance with general practice, by the number of engagements or separations expressed as a percentage of average employment during the period under review. Engagements and separations refer to the turnover of individual businesses, including the movement of employees from one business to another within the same industry group, and for the purpose of comparison of labour turnover rates, separations are analysed into dismissals, retrenchments, persons leaving employment on their own initiative, and other causes.

Job vacancies surveys

In 1973, the Report of the Advisory Committee on Commonwealth Employment Service Statistics suggested that the Australian Bureau of Statistics should assist the Department of Labour (as it then was) by participating in an appraisal of the Department's statistics on unemployment and job vacancies. Because of the importance of comprehensive and reliable vacancy statistics for framing general economic policy, the Committee strongly urged that the Bureau carry out quarterly job vacancy surveys. The Bureau conducted mail sample surveys in March 1974, March 1975, March 1976, March 1977, and March 1978 to investigate the practicability of such surveys and to find the most suitable methodology. From this experience the first of the quarterly surveys was introduced in May 1977 and further surveys were conducted in August 1977, November 1977, February 1978, and May 1978. Details were obtained by telephone and respondents appreciated the fact that the reporting load was thereby reduced. Information was obtained quickly and results were usually published within six weeks of the survey date. The May 1978 survey was the last in the series. As part of the measures necessary to bring the activities of the Australian Bureau of Statistics within the resources available to it, the surveys of job vacancies were terminated. Following a subsequent re-appraisal of the situation, quarterly telephone surveys of job vacancies were re-introduced in May 1979 on a similar basis to their previous conduct.

Employed wage and salary earners

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 1971. For the period from July 1971 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, current pay-roll tax returns, current returns from government bodies, and some other current returns of employment (e.g., for hospitals); the balance, i.e., unrecorded private employment, is estimated. At 30 June 1971, recorded employment

obtained from the foregoing sources accounted for about 90 per cent of the total number of employees in the industries covered, as determined by the Population Census.

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

The concepts and definitions adopted at the 1971 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 refers 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.

In September 1971, the collection of pay-roll tax was transferred from the Commonwealth Government to the individual States. Conditions and payments are governed by the relevant State Acts of Parliament.

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 job-holding, and part-time working all affect the trend over longer periods.

The following table shows, for Victoria, the estimated number of male and female civilian employees in the principal industry groups at June for each of the years 1971 and 1975 to 1978. The industry classification used is the Australian Standard Industrial Classification, described in the Australian Bureau of Statistics publication *Australian Standard Industrial Classification* (preliminary edition), 1969, Volume 1. This industry classification is not directly comparable with those adopted for Population Censuses before 1971 and used in previously published estimates of civilian employees.

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

Industry group	1971	1975	1976	1977	1978
	MALES				
Forestry, fishing, and hunting	2.5	3.5	2.7	2.8	2.7
Mining	5.3	4.5	4.2	4.0	4.2
Manufacturing	303.2	287.2	283.9	276.9	267.7
Electricity, gas, and water	26.7	27.7	27.5	27.5	28.6
Construction	86.8	90.1	83.8	83.5	80.4
Wholesale and retail trade	143.4	152.6	151.2	154.2	151.1
Transport and storage	52.5	56.0	54.6	53.9	52.8
Communication	18.6	20.6	20.3	20.3	20.0
Finance (b)	54.2	56.4	54.3	56.4	55.4
Public administration	30.1	34.2	34.0	33.5	34.0
Community services (c)	59.0	72.5	76.4	79.4	82.3
Entertainment (d)	23.4	27.7	25.7	26.4	26.5
Total	805.7	832.9	818.5	818.8	805.7

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

Industry group	1971	1975	1976	1977	1978
FEMALES					
Forestry, fishing, and hunting	0.1	0.2	0.2	0.2	0.2
Mining	0.9	0.7	0.7	0.7	0.6
Manufacturing	136.6	122.5	123.5	115.5	111.9
Electricity, gas, and water	2.8	2.9	2.9	3.0	3.1
Construction	4.1	4.6	4.5	4.5	4.4
Wholesale and retail trade	92.5	109.2	108.3	109.6	112.1
Transport and storage	8.2	10.4	9.9	10.3	10.2
Communication	7.1	8.0	8.1	8.1	8.3
Finance (b)	42.1	46.1	45.9	47.5	47.5
Public administration	14.7	21.2	21.8	22.8	24.5
Community services (c)	94.8	122.6	130.9	135.1	141.0
Entertainment (d)	35.2	38.9	38.9	38.2	37.9
Total	439.0	487.3	495.5	495.4	501.8

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

(b) Includes insurance, real estate, and business services.

(c) Includes health, education, libraries, welfare, and religious institutions.

(d) Includes recreation, restaurants, hotels, and personal services.

NOTE. Figures shown in this table are based on concepts and definitions adopted at the 1971 Population Census.

Government bodies

The following table includes employees, within Victoria, of government bodies on services such as railways, tramways, banks, Australian Postal Commission and Australian Telecommunications Commission, 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	Commonwealth Government		State and semi-government		Local government		Total government	
	Males	Females	Males	Females	Males	Females	Males	Females
1971	68.0	22.5	126.9	67.6	16.6	5.3	211.6	95.4
1975	72.5	26.9	144.0	87.5	22.3	7.5	238.8	122.0
1976	70.8	26.2	146.2	93.5	19.3	8.3	236.3	128.0
1977	69.9	26.6	149.1	97.8	19.7	9.4	238.8	133.8
1978	69.6	27.4	152.3	103.7	19.9	10.7	241.8	141.8

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