

*Joint Committee on the
Australian Capital Territory*

**REPORT ON
EMPLOYMENT OPPORTUNITIES
IN THE
AUSTRALIAN CAPITAL TERRITORY**

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

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AUSTRALIAN CAPITAL TERRITORY**

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THE REPORT OF THE COMMITTEE OF ENQUIRY INTO THE EMPLOYMENT SITUATION IN THE ACTON, QUEANBEYAN AND CANBERRA AREAS

1965

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RECOMMENDATIONS

The major recommendations of the Committee are:

1. That population growth in the Australian Capital Territory should be limited to 500,000 persons. (paragraph 191)
2. That an immediate serious attempt be made to restrict the transfer and growth of Commonwealth Public Service positions in the Australian Capital Territory to those essential to the Seat of Government function and to ensure that the recommended population limit of 500,000 persons for the Australian Capital Territory is not exceeded. (paragraph 87)
3. That the Public Service Board extends the principle of open entry into the Commonwealth Public Service so that positions vacant in the Third Division of the Public Service from and including the Class 8 level in the Australian Capital Territory are widely advertised and made open to application from any person. (paragraph 138)
4. That no positive policy aimed at attracting new forms of commercial and industrial activity to the Australian Capital Territory be implemented. (paragraphs 106 and 181)

The Committee also recommends:

5. That Section 25 of the *National Capital Development Commission Act 1957-1960* be amended so as to add a sub-clause (f) providing for the appointment to the National Capital Planning Committee of two persons qualified and experienced in the field of urban economics. (paragraph 126)
6. That vocational training be related to the needs of employers. In this respect the Committee commends to those responsible for the design of vocational training courses the assessment of present and projected needs of employers by the Australian Capital Territory Apprenticeship Board. (paragraph 158)
7. That the Bureau of Transport Economics investigate the incidence of transport costs in the price of goods and services supplied in Canberra-Queanbeyan. (paragraph 164)
8. That a joint Commonwealth-New South Wales regional planning authority be established immediately on a statutory basis with responsibility for the development of mutually acceptable extent and nature of land use planning now and for the future for the Canberra city region and its New South Wales environs. (paragraph 194)
9. That the necessary steps be taken immediately to ensure that the neglect of the ways and means of training and employing handicapped persons seeking employment, particularly by the Public Service Board, is not further prolonged. (paragraph 210)
10. That to assist married women in the Australian Capital Territory there should be—
 - (a) the provision of child care facilities in Canberra at a cost to parents which would not impose hardship;

- (b) extended hours of operation of vacation centres administered by the Department of Education and Science to cater for the children of working mothers;
 - (c) the provision of a much extended system for occupational retraining of women whose employment has been interrupted by raising a family;
 - (d) the provision of incentives for private employers able and willing to employ women on a part-time and/or tandem type basis; though the Commonwealth Public Service should take the initiative in this regard; and
 - (e) an immediate and detailed study to be undertaken by the Department of Labour and National Service to ensure that the foregoing provisions are sufficient to enable women in Canberra to exercise effective choice of employment opportunities. (paragraph 219)
11. That the urgent investigation of the provision of an adequate public transport system in the Australian Capital Territory be undertaken. The resultant system should obviate the obligation on members of the workforce in the Australian Capital Territory to provide private transport and should contribute to the active use of land in business centres currently rendered inoperative because of its reservation for vehicle parking. (paragraph 224)
12. That in respect of the visitor industry in the Australian Capital Territory there should be—
- (a) progressive development of those buildings and other works necessary for the continuous storage and effective display of artistic, cultural and similar items of national importance to Australian tradition and heritage. This should take account of the desirability of participation of Public Service departments and Armed Forces in a continuing way in a national pavilion; (paragraph 232)
 - (b) progressive development of those features of the Australian Capital Territory within Canberra and in extra-urban settings, necessary for the promotion of Canberra as a resort, convention and recreational centre;
 - (c) active encouragement and support of the government to those elements of the industry generating most employment opportunities. This support should include assistance to trainees and training institutions involved with the industry;
 - (d) immediate re-organisation of the A.C.T. Tourist Bureau to provide executive responsibility and adequate staffing for:
 - (i) research into all aspects of the visitor industry on a continuing basis and in such a manner as to provide the basis for policy advice to the Minister; and
 - (ii) provision of secretarial assistance to the A.C.T. Tourist Advisory Board. The latter should meet regularly on a basis of payment for individuals representing private interests, and should be so constituted that all elements of the industry, the National Capital Development Commission, Commonwealth Hostels,

- tertiary educational institutions, and land development and administrative units of the Department of the Interior are included, and with power to co-opt as necessary. The Board should report to the Director of the Tourist Bureau who should have power to act, with the approval of the Minister, on his own recommendations and those from the Advisory Board.
- (e) urgent investigation by the Department of the Interior of the problem of provision of low cost visitor accommodation in the Australian Capital Territory. (paragraph 236)

JOINT COMMITTEE ON THE AUSTRALIAN CAPITAL TERRITORY

1. The Committee was appointed for the life of the 27th Parliament by Resolutions of the House of Representatives and the Senate on 25 November 1969. It was first appointed by resolutions of both Houses of Parliament on 8 November 1956 and re-appointed in succeeding Parliaments.
2. The duties of the Committee are to:
 - (a) examine and report on all proposals for modifications or variations of the plan of lay-out of the City of Canberra and its environs published in the *Commonwealth of Australia Gazette* on the nineteenth day of November 1925, as previously modified or varied, which are referred to the Committee by the Minister for the Interior; and
 - (b) examine and report on such other matters relating to the Australian Capital Territory as may be referred to the Committee by the Minister for the Interior.
3. Personnel of the Committee

Chairman ..	..	Senator R. G. Withers*
Deputy Chairman ..	..	Mr F. M. Daly, M.P.
Members ..	..	Senator D. M. Devitt
		Senator C. R. Maunsell
		Senator G. C. Hannan
		Senator B. R. Milliner
		Mr K. E. Enderby, M.P.
		Mr E. M. C. Fox, C.B.E., M.P.
		Mr J. M. Hallett, M.P.
Committee Clerk ..	..	Mr B. M. Chapman

* Senator the Hon. J. E. Marriott resigned from the Committee following his appointment as Assistant Minister for Health and Senator Withers was appointed to the Committee and elected Chairman on 28 September 1971.

REPORT ON EMPLOYMENT OPPORTUNITIES IN THE AUSTRALIAN CAPITAL TERRITORY

1. Introduction

1. The Inquiry into Employment Opportunities in the Australian Capital Territory was one of two references to the Committee in May 1970; the other being the Inquiry into Sunday Observance on which the Committee reported to Parliament on 22 April 1971.

Terms of Reference

2. The Committee was asked to consider whether:

Having regard to Canberra's primary purpose as the National Capital and Seat of Government of the Commonwealth, but having regard also to the fact that, as in all large and expanding cities, there is need to cater for a diversity of interests within the community which comprises the city:

- (1) Should a positive policy be implemented to provide a wide range of employment opportunities in commerce, industry and tourism.
- (2) If so, what particular types of employment should be developed.
- (3) If it is considered that a positive policy should be implemented and that employment opportunities should be developed, should a positive policy aimed at attracting new forms of commercial, industrial and tourist activity within the Australian Capital Territory also be developed and, if so,
 - what types of activity should be encouraged;
 - what forms of incentive (if any) should be offered?

Evidence and witnesses

3. The Employment Opportunities Inquiry commenced on 25 May 1971; there were 14 public hearings of evidence which concluded on 9 November 1971, with evidence from 63 witnesses. (See Appendix I, 'List of Witnesses'). Evidence given at public hearings has been published and in due course will be available for inspection at the National Library and also at the Committee Office of the House of Representatives.

4. During the Inquiry a number of Exhibits were presented by various witnesses and recourse was had to other reference material. (See Appendix II, 'Exhibits and Reference Material').

5. Considerable difficulty was experienced by the Committee in securing interest and evidence for the Inquiry, from a sufficiently wide variety of sources as to be able to make informed judgments on all issues relevant to the terms of reference. There was a refusal by the Department of the Treasury and reluctance on the part of the Departments of Interior and the Postmaster-General to give evidence, or to give full and frank answers to questions directed to them. The Committee of Commonwealth/State Officials on Decentralisation was singularly unco-operative.

6. The Committee was unable to elicit very much interest or response from the trade union movement, employer organisations, professional associations, and those representing manufacturing and secondary industry in Canberra-Queanbeyan, with the exception of those identified in the list of witnesses.

7. The Committee wishes to record its appreciation of the most constructive assistance rendered by the Commonwealth Public Service Board, the New South Wales Department of Decentralisation and Development, the Victorian Department of State Development and the Queanbeyan Municipal Council.

The Inquiry

8. The question of the adequacy of employment opportunities in the Australian Capital Territory and some more fundamental issues relating to the form and nature of Canberra development are not new.

9. In response to a request from the National Capital Development Commission, the Commonwealth Department of Labour and National Service investigated and reported in 1964* on employment prospects particularly as they affected young persons in Canberra.

10. In 1968 the A.C.T. Advisory Council requested the Minister for the Interior to institute an inquiry to establish which industries would be most suited to the Australian Capital Territory given the need to provide diversity of employment opportunities in Canberra. A joint Department of the Interior-National Capital Development Commission working party survey† resulted in the aggregation of many of the facts of the situation. The survey was specifically limited to 'the need for, and the benefits, if any, which might result from the establishment of new or additional secondary industry . . .'. The requirement that the survey be limited to *secondary industry*, and that the working party not reflect on wider aspects of policy regarding Canberra-Queanbeyan development, resulted in a field of view narrower than this present Inquiry.

11. Guidelines established by the Committee were:

- Canberra's primary purpose as the Seat of Government and National Capital should be maintained.
- Canberra and Queanbeyan should be regarded as one economic unit.
- It was unwise to look beyond 1980 for purposes of population and work-force projections.
- A wide range of employment opportunities is desirable in any community and is especially desirable in what is a relatively isolated inland city.
- Forward public and private enterprise planning commitments for Canberra precludes the recommendation of sudden positive or negative changes in its growth rate.

* Commonwealth Department of Labour and National Service, *Employment Opportunities in Canberra*, (National Capital Development Commission, Canberra, February 1964).

† Commonwealth Department of the Interior and National Capital Development Commission, *Employment Opportunities and the Need for and Desirability of additional Secondary Industry: Report of a Working Group on Industrial Development in the Australian Capital Territory 1960-1980 (Part I)* (Canberra, 1969).

12. Application of these guidelines led the Committee to a more exhaustive analysis of the form and function of Canberra-Queanbeyan than was predicated by a literal interpretation of the terms of reference. The Committee concluded that it was asked to consider a number of issues basic to the role and future development of the Canberra-Queanbeyan city region and in particular the possible growth of activities and industries conceivably inimical to the Seat of Government function.

13. The Seat of Government function is paramount. Whilst the Committee accepts the regional concept of the city and supports the development of enterprise complementary to the primary function of Canberra, it is opposed to any form of commercial, industrial or tourist activity which may jeopardise the Seat of Government function.

14. Evidence that the present form of residential development and other urban land uses will exhaust available land when the population reaches 600,000 persons and the Committee's wish to ensure the preservation of high standards of urban development and of the quality of life in Canberra led it to recommend a population limit of 500,000 persons for the Australian Capital Territory.

15. In order to ensure that this population limit is accomplished, the Committee recommends that an immediate serious attempt be made to restrict the transfer and growth of Commonwealth Public Service positions in the Australian Capital Territory to those essential to the Seat of Government function.

2. Synopsis

16. Canberra was established as the Seat of Federal Government and the progressive implementation of that function, especially after 1957, has been responsible for Canberra-Queanbeyan growth in which the workforce is dominated by the Commonwealth Public Service.

17. Prior to the decision to establish the Seat of Government at Canberra there was little development, nor any prospect of it, because there was and still is no substantial concentrated resource base to sustain the development of a town centre of anything like the city region it has become. Without the establishment of the Seat of Government there may have been the small town of Queanbeyan but little else.

18. Since 1957 dramatic growth has occurred entirely due to the transfer of head offices of public service departments to Canberra and to the expansion of government functions in Australian life, with attendant growth of policy sections of the public service which has heightened the growth tempo.

19. Related to this growth is a much less numerically important but nonetheless burgeoning employment in the private enterprise sector. Its development is directly dependent on the extent and rate of increase of the public sector of this economy.

20. Planning for the accommodation of the Seat of Government function by the National Capital Development Commission after 1957 required provision for growth of unknown rate and ultimate extent. No one knew how big Canberra was going to be, nor at what rate development would occur. A planning strategy was evolved based on the 'new town' concept providing for the progressive development of contiguous towns notionally unified by arterial road membranes. These towns are arranged in the Australian Capital Territory so as to accommodate population increases initially in a more or less linear sequence of new towns not necessarily confined by the Australian Capital Territory borders. Queanbeyan can also be considered such a town centre economically unified with the other towns in the Canberra city region.

21. Against this background the Committee was asked to consider whether or not diversity of employment opportunities is adequate in the Australian Capital Territory and if not, what measures might be implemented to provide such opportunities.

22. The evidence presented during the Inquiry resolved itself around two approaches to the question of employment diversity, viz.:

- (a) An empirical approach (Part 4) wherein an examination was made of the evidence of existing and anticipated quantity and quality of employment opportunities.
- (b) a theoretical approach (Part 5) wherein evidence of a subjective kind presented as arguments for diversity was appraised.

23. The quantity and quality of the employment spectrum are analysed in Part 4 of this report. The quantity of jobs available in Canberra-Queanbeyan now and as projected up to the early 1980s gives no cause for concern that those seeking employment will be unable to find work. There is little evidence of

chronic unemployment, nor of significant numbers of persons having to leave this district because vocational training and/or suitable vocations are unavailable locally.

24. City development has resulted from population and public service growth rates approximating 10 per cent per annum. There is a very great range of job opportunities within the public service and, to a lesser extent, in the private sector of the economy.

25. The relatively small but, nonetheless, important development of non-public service activities offers some choice of employment, but much change in the ratio between the private enterprise and public service sectors arising from either spontaneous or induced growth of the private enterprise sector is unlikely, impracticable, and could cause embarrassing growth rates and costs. (See paras. 101 to 103).

26. Its interpretation of the terms of reference of this Inquiry led the Committee to consider the prospect of unlimited growth of Canberra. Continuation of the present forms of urban development and projected public service growth rates could lead to the exhaustion of developable land in the Australian Capital Territory by 1985. These factors would bring about a Canberra population approaching 600,000 persons before 1990. Complementary urban development in New South Wales, of which Queanbeyan is an example, will quicken and the Committee urges consideration of the consequences of the rate of Canberra growth, the transfer programme, the likely exhaustion of Australian Capital Territory land and the need to establish a joint Commonwealth-New South Wales planning authority to ensure consistent and mutually acceptable development in this expanding city region.

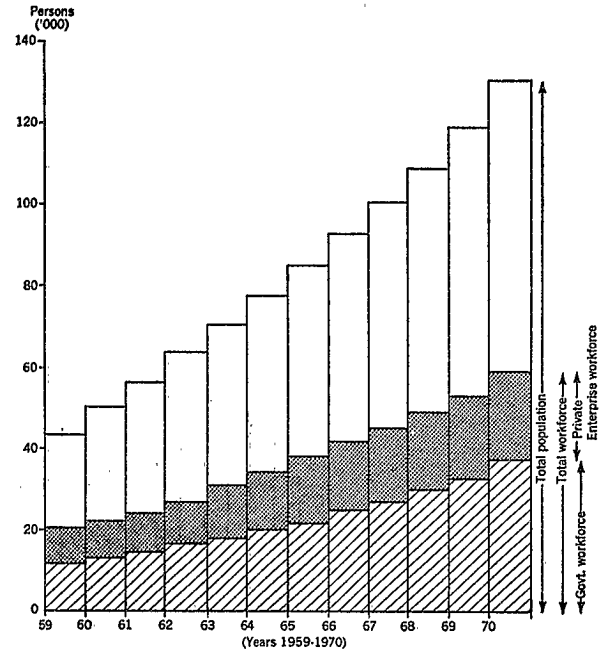
27. The Committee was impressed by the possibility of ill-effects arising from inbreeding of attitudes in an isolated 'company' town atmosphere such as Canberra. Evidence was given of possible adverse effects on values and attitudes of those reared in Canberra, especially career officers in the public service because of limited experience of other places and employment. This tendency also militates against the continuing relevance to the rest of Australia of administrative and executive action taken by public servants in Canberra. Diversity of employment opportunities was said to be necessary to overcome these and other associated undesirable trends. The Committee has recommended public service recruitment procedures to counter these ill-effects.

28. During the Inquiry particular problems confronting some groups in the community were identified and these are considered in Part 5 dealing with physically and mentally handicapped persons, and in Part 6 dealing with married women in industry.

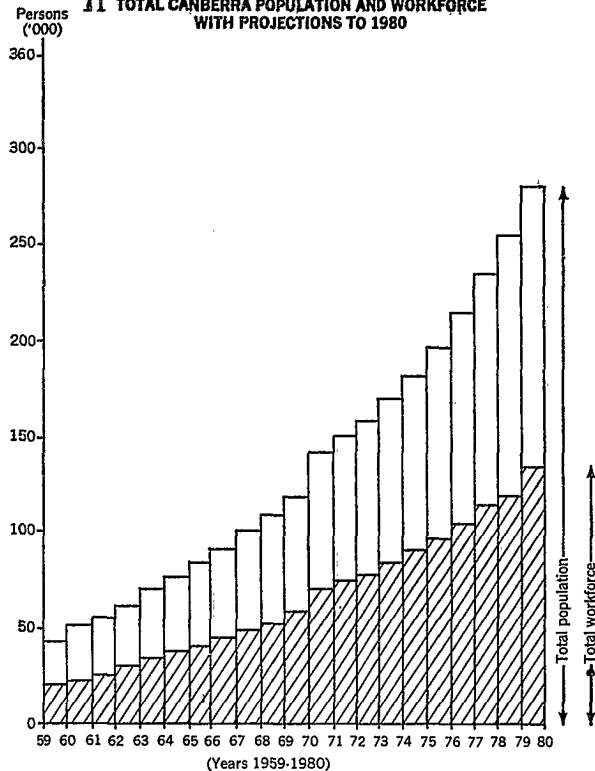
29. Failure to provide an adequate public transport system (Part 7) has manifested itself to the extent that employment prospects of some persons are jeopardised and Canberra planning has become, as in other cities, dominated by the alleged needs of private motor car users. The Committee rejects this preoccupation with these supposed needs and seeks to place in perspective the proper consideration of those making journeys to work and the mis-use of exhaustible, valuable land in excessive provision for roads and car parking.

30. The visitor industry is considered in Part 8 and recommendations are made regarding the need for strengthening administrative arrangements to provide for this most necessary part of the economic life of the Canberra-Queanbeyan city region.

I TOTAL CANBERRA POPULATION AND WORKFORCE



II TOTAL CANBERRA POPULATION AND WORKFORCE WITH PROJECTIONS TO 1980



3. Employment opportunities in Canberra-Queanbeyan

31. In this section of its Report the Committee has appraised evidence of the Canberra-Queanbeyan situation up to the present and prognosis of developments to about 1980 as far as they affect employment opportunities.

32. A considerable amount of statistical material representing a portion of evidence of this kind has been presented in Appendix IV, 'Statistical Summary', and supports this section of the Report.

Canberra-Queanbeyan Workforce and Population Growth

33. Canberra has developed because of the transfer to it of head office components of the Commonwealth Public Service. This transfer commenced soon after 1927 but until 1958 was of a limited extent. Thereafter the implementation of recommendations of the 1955 Senate Select Committee Report* on Canberra's growth and the establishment of the National Capital Development Commission, supported by successive years of strong Commonwealth investment per medium of the Commission, led to the more dramatic growth of Canberra, and with it, Queanbeyan.

34. The National Capital Development Commission said:

the fundamental stimulus for Canberra growth continues to be the growth in the Government sector and a rough rule is that the population grows at about 1.5 per cent per annum less than the percentage rate of growth in the Government sector. Virtually all of the private sector is here as a result of Government employment initiative—to provide local services, to maintain contact with government organisations, etc. There is still very little 'export' type private enterprise activity, such as would be required to change the basic proportions between the Government and private sectors.

35. Population figures for Canberra, 1959-1970, (See Diagram I) and for Queanbeyan are set out in Appendix IV, Table I, 'Population of Canberra and Queanbeyan'. Projections are also given for the years 1971 to 1980. (See Diagram II). These projections assume that each new worker to Canberra generates a population increase of about 4 persons.

36. A population projection for Queanbeyan municipality given by the Queanbeyan Municipal Council in evidence, has been adjusted to an annual rate of 5 per cent, as the observed figures are higher than the projected annual growth rate of between 3 and 4 per cent. (See Table I).

37. Strong economic and social links have been established between Canberra and Queanbeyan, approximately 56 per cent of the working population in Queanbeyan being employed in Canberra and an increasing number of Canberra people work and shop in Queanbeyan. This New South Wales town provides a range of job opportunities to complement those in the Australian Capital Territory and as a result, Canberra-Queanbeyan must be considered as a single economic unit.





38. The Committee underlines the fact that it has been migratory growth in the workforce which has generated population growth—only a small percentage of population growth being due to local natural increase.

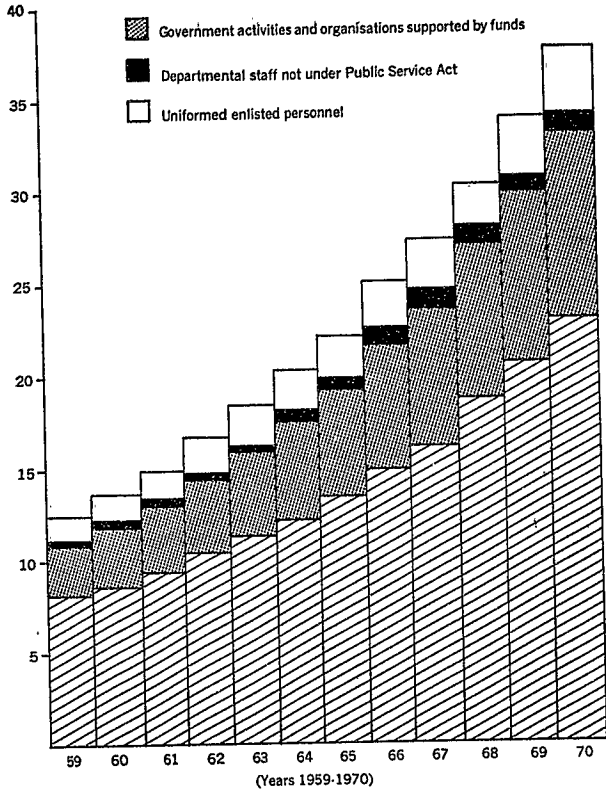
* Australia. Parliament, *Development of Canberra: Report from Senate Select Committee, S.2, 1954-55* [Canberra, 1955]

III TOTAL COMMONWEALTH GOVERNMENT EMPLOYMENT IN THE A.C.T.

Persons
('000)

KEY




-  Commonwealth Public Service Act employment
-  Government activities and organisations supported by funds
-  Departmental staff not under Public Service Act
-  Uniformed enlisted personnel

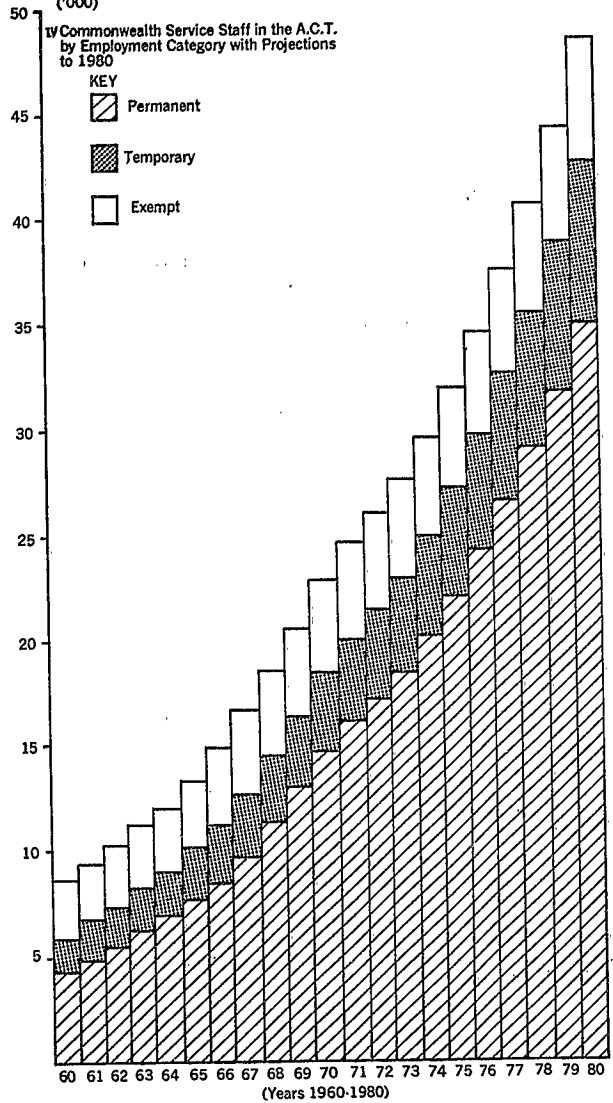


Staff
('000)

IV Commonwealth Service Staff in the A.C.T. by Employment Category with Projections to 1980

KEY

-  Permanent
-  Temporary
-  Exempt



The Workforce—Numbers

39. Appendix IV, 'Statistical Summary', sets out in tabular form the past, present and projected nature and extent of the Canberra-Queanbeyan workforce necessary to an understanding of the quantity and quality of employment opportunities. Essential to the understanding of this tabular material is some definition of terms which, at the same time, will be helpful in gaining an appreciation of the range of employment opportunities available. (See Appendix III, 'Definitions Applying to the Workforce').

40. Applying these definitions to the workforce revealed a total of 59,450 persons working in Canberra at June 1970 (Table II, 'The Canberra Workforce' in Appendix IV). The overall Canberra-Queanbeyan workforce at that time is estimated to have been about 65,000 persons.

41. These totals result from an annual growth rate over the last ten years varying between 10 and 12 per cent.

42. The Committee noted that there is a high proportion of the total population of Canberra-Queanbeyan in the workforce—about 46 per cent—as against the Australian average of 43 per cent, and an unusually high incidence of multiple job holding in the Australian Capital Territory.

Females in the Workforce

43. Tables VII ('A.C.T.—Distribution of Population by Selected Age Groups, 1966 Census') and VIII ('Canberra and Queanbeyan Workforce by Age Groups, 1966 Census') show the age and sex distribution of the Canberra and Queanbeyan populations and workforces. Sixty-four per cent of the Canberra population is in the working age range as compared with the national average of 62 per cent. Evidence was given of a high degree of participation by females, 31 per cent, in the workforce, and Table XVIII ('Commonwealth Service: Female Staff in the A.C.T.') sets out the detail of female staff by designation, employment category and division in the Commonwealth Public Service.

44. At June 1970 there were 6,255 females employed in the Commonwealth Public Service, 3,851 with permanent status and 2,404 with temporary status. This was about one-third of the male workforce in the Service.

45. A contributing factor to the past and expected increase in female permanent staff has been the removal of the 'marriage bar'. In November 1966, *The Public Service Act 1922-1972* was amended to permit female officers to retain their status as permanent officers on marriage and to allow married women to be appointed as permanent officers. A projection of the female participation in the Commonwealth Public Service in Table XX, ('Estimates of Female Staff to 1980') demonstrates that the proportion of women of the total is expected to increase.

46. With the exception of Dental Therapists and Pre-School Teachers in which females only are employed, all designations in the Second and Third Divisions of the Commonwealth Public Service are open to both males and females. In the Fourth Division, however, a significant number of designations are staffed only by females, e.g. Accounting Machinist, Data Processing Operator and Typist. Similarly, other designations, e.g. Lineman and Motor Driver are staffed exclusively by males.

47. In the overall labour force of Canberra-Queanbeyan (See Table XXV, 'A.C.T. and Queanbeyan: Occupational Distribution of the Labour Force at 1966 Census') at 1966, women comprised approximately 31 per cent as compared with the Australian average of 29.5 per cent.

The Commonwealth Public Service Workforce

48. The dominance of the Public Service category in the total workforce is the striking characteristic of Canberra-Queanbeyan. Table III, ('Total Government Employment in the A.C.T.') gives a breakdown of the total government employment as defined in Appendix III, 'Definitions Applying to the Workforce'. In its evidence the Commonwealth Public Service Board referred to an overall growth in its staff of 10.3 per cent per year between 1960 and 1970. (See Diagram III.)

49. The overall total of Commonwealth Public Service in Canberra at June 1970 was 22,826. It is expected that this total will grow to 48,000 by 1980; See Diagram IV.) though a continuation of the growth rate of the 1960s would mean a total Public Service Personnel of 60,000 in Canberra by 1980.

50. Growth in total Commonwealth Public Service staff in the categories of permanent, temporary and exempt employment in the Australian Capital Territory over the period 1960 to 1970 has been as follows:

(See Appendix III, 'Definitions Applying to the Workforce')

Staff category	1960	1970	Percentage increase over period
	Persons	Persons	
Permanent	4,357	14,721	238
Temporary	1,443	3,707	157
Exempt	2,807	4,398	57
	8,607	22,826	165

51. The Public Service Board, commenting on this Table refers to a 10.3 per cent growth of Commonwealth Public Service staff, 1960-1970; but it needs to be noted that this 10.3 per cent is a total which includes—

- (a) permanent staff (growth rate male—11.5 per cent; female—18.5 per cent)
- (b) temporary staff (growth rate male—5.1 per cent; female—13.1 per cent)
- (c) exempt staff (growth rate male—3.9 per cent; female—9.4 per cent)

In each case the growth rate of the female component is higher. The 10.3 per cent overall growth rate needs to be considered against the proposal in the Board's submission to reduce the growth rate during the 1970s to 7.8 per cent, together with a proposal to maintain the dominance of permanent appointments over temporary and exempt. In addition to those employed under the Public Service Act, there were 14,725 persons employed in other government and related public authority employment at June 1970:

Employment in the Private Sector—Numbers

52. Table V, ('Total Wage and Salary Earners in the A.C.T. in Selected Years') shows the extent of employment in private enterprise. Employment in this sector increased from 8,948 persons in 1961, to 21,900 in 1970, the latter being about 37 per cent of total employment.

53. Some measure of the strength of various components of the private sector is given in Table VI, ('Total Wage and Salary Earners in Civilian Employment in the A.C.T. in Selected Years by Functional Classification') where a functional classification of the workforce in various years up to 1970 appears. As compared with 1960 most classifications have held a relatively stable proportion of the workforce though there has been a significant increase in the proportion of those engaged in 'Community and Business Services' and a significant decline in the proportion of those engaged in the building workforce. The latter is due, the Committee understands, to a change from workers to self-employed sub-contractors and to new labour saving techniques in this industry. Nonetheless, there is a significant number of employment opportunities in the private sector of the economy and reference to Table XXV, ('A.C.T. and Queanbeyan: Occupational Distribution of Labour Force at 1966 Census') which identifies the Australian Capital Territory-Queanbeyan employment categories, demonstrates this fact. Unfortunately up-to-date figures for the 1971 census were unavailable to the Committee from the Bureau of Census and Statistics.

54. The witness for the National Capital Development Commission said:

The Canberra workforce is currently growing at about 5,600 workers a year and about 3,500 of them go to the government sector and 2,100 to private enterprise. . . . additions to the private sector workforce are largely to provide local community and business services for the total population increase, to maintain contact with government organisations, or to staff headquarters of national, professional or industry associations.

55. In Table XXXIII ('Distribution of the Labour Force by Industry in A.C.T.-Queanbeyan and Selected Australian Cities of Comparable Size; Census 1966') there is an Australian Capital Territory-Queanbeyan comparison setting out the relevant proportions of the workforce at the 1966 census in such categories as primary, secondary and tertiary industry. The Table also compares the distribution of the workforce in each of these major industry classifications with that of Geelong, Wollongong, Newcastle and Hobart as at the 1966 census.

56. All of these comparisons support the conclusion that, locally, there are relatively few job opportunities arising from private enterprise and this is especially true of manufacturing industry in the Canberra-Queanbeyan area.

Workforce Ratio of Public Service to Private Employment

57. The ratio of employment in the government as opposed to the private sector, was fundamental to the Inquiry. Table V ('Total Wage and Salary Earners in the A.C.T. in Selected Years') gives these proportions and changes in them between 1961 and 1970. In 1963 the government sector absorbed 59 per cent of the labour force, whilst in 1970 this proportion increased to 63.2 per cent.

About half of the government workforce in Canberra is employed on what are called 'Seat of Government' or central government functions, i.e. about 33 per cent of the total workforce. (See 'Total Wage and Salary Earners in Appendix III, 'Definitions Applying to the Workforce').

58. Another aspect of the distribution of the workforce as between government and private enterprise is the suggestion that Queanbeyan provides a significant private enterprise component and this acts as a balancing factor against the government dominated Canberra situation. However, since the Queanbeyan workforce is such a small proportion of the total its effect on the overall ratio as between the private and public workforce sectors in Canberra-Queanbeyan is not very significant.

The Range of Employment Opportunities—The Public Sector

59. Evidence of the range of employment opportunities was also presented to the Inquiry.

60. The Public Service Board evidence stated that 10 per cent of the Australia-wide Commonwealth Public Service is employed in the Australian Capital Territory and identified 200 (see Table XXVII, 'Selected Designations available in the Commonwealth Service in the A.C.T.')

representative designations for those employed in the Australian Capital Territory. These 200 designations are further broken down to about 2,250 separate designations. This part of the Board's submission was commented on by the witness representing the Department of Labour and National Service, who said:

The range of these positions, types of activity, are from the highest executive positions, through the professions, down to or across to the clerical, manual trades, and people of the type of gardeners and drivers. In the professional sector alone, the representation is extremely wide, and of course the professional component here is extraordinarily wide on Australian standards.

61. The Public Service Board gave evidence of a change during the 1960s with an increase in the permanent over the exempt and temporary classifications and said that it expected there would be an increase in the range of job opportunities in clerical support, administrative, managerial and policy advice areas. The same witness said that it was expected that there would be an increase in demand from the Public Service for those possessing the Higher School Certificate, School Certificate, and tertiary qualifications, but a decreasing demand for those with trade and/or technical qualifications.

62. Table X ('Commonwealth Service Staff in the A.C.T. by Employment Category and Sex: Number and Growth Rate 1960-1970') gives details of employment in the Commonwealth Public Service by employment category and sex. These figures do not include departmental staff not under the Public Service Act, employees of Government authorities and organisations supported by Government funds or uniformed enlisted personnel.

63. Over the sixties these were significantly different growth rates for each category of staff which, in part, reflect the high growth rate of administrative, managerial, clerical, policy advice and professional staff who, in general, are permanent staff.

64. The common practice, encouraged by the Public Service Board, whereby public servants change jobs after initial entry to the Service, was evidence to the Committee of the realisation of a wide range of job opportunities open to such persons. The frequency of such transfers, most often accompanied by promotion, demonstrated a quality of job opportunities in Canberra not always appreciated by those outside the Public Service.

65. A feature of Commonwealth Public Service employment in the Australian Capital Territory is the relatively high proportion that total First, Second and Third Division staff bears to total Commonwealth Public Service staff—at June 1970 this was 47 per cent, compared with 27 per cent for Australia as a whole. This reflects the relatively high proportion of administrative, managerial, clerical and professional duties undertaken by the Commonwealth Public Service in the Australian Capital Territory.

66. This position was made evident to the Committee by detail contained in Table XII, ('Commonwealth Service Staff in the A.C.T. by Division, Designation Group and Sex at June 1962, 1965, 1969 and 1970') setting out information on employment totals of males and females in the Third and Fourth Divisions of the Commonwealth Service in the Australian Capital Territory. A summary of this Table appears below and demonstrates both the dominance of the Clerical/Administrative Third Division and the increasing importance of females in this labour force.

COMMONWEALTH SERVICE STAFF IN THE A.C.T.
DIVISION, DESIGNATION GROUP AND SEX AT JUNE 1962, 1965, 1969 AND 1970*

Division and designation group	1962		1965		1969		1970	
	Male	Female	Male	Female	Male	Female	Male	Female
First Division	17	..	18	..	20	..	21	..
Second Division	171	..	262	..	360	1	413	1
Third Division	4,198	482	5,391	763	8,288	1,072	9,085	2,066
Fourth Division	4,026	1,923	4,434	2,977	6,144	5,124	6,509	6,140
Total	8,412	2,405	10,105	3,740	14,782	6,827	16,028	8,207
Total Persons	10,817		13,845		21,609		24,235	

* Totals include government employees not under the Commonwealth Public Service Act—See Appendix III—(ii) 'Definitions Applying to the Workforce'.

67. The range of employment opportunities for those emerging with differing qualifications from schools and tertiary training institutions appears to be satisfactory. Evidence provided by the Public Service Board and summarised in Table XIII, ('Commonwealth Service Staff in the A.C.T. by Educational Level and Employment Category at June 1970') identifies total numbers of degree or diploma holders, higher school certificate holders, school certificate or less, technical school certificate and holders of tradesman qualifications. Of a total of 22,826 in the categories permanent, temporary and exempt, 3,789 held a degree

or diploma. This is a remarkable proportion and suggests an assured future for such persons in this form of employment. Equally well, with over 7,000 persons holding higher school certificates and 10,980 holding school certificates, and with job opportunities referred to in paragraph 61, there appear to be abundant jobs for such persons.

68. This educational pattern is elaborated in Table XIV, ('Commonwealth Service Permanent Staff in the A.C.T. with Tertiary Qualifications: type and level of Highest Qualification and Sex: at June 1969 and 1970') showing the qualification of permanent Commonwealth Public Service staff in June 1969 and 1970 for both males and females.

69. The appointments of holders of academic qualifications can be gauged from Table XV ('Appointments of Graduates and Diplomates to the Commonwealth Service in the A.C.T. by Division and Designation Group, 1962-1969') wherein the increasing frequency of appointments of graduate trained personnel in the Third Division of the Commonwealth Public Service in the Australian Capital Territory over the years from 1962 to 1970 is evidenced. Such appointments rose from 139 in 1962 to 415 in 1969.

70. The Careers and Appointments Officer of the Australian National University, in giving evidence regarding the absorption of graduates of this University pointed to the fact that:

graduates in Canberra are fortunate—they have on their doorstep not only the largest employer in the country, but also the only employer at present prepared to give career opportunities each year to large numbers of these 'generalist' graduates—in Arts, Asian Studies, Economics and Science.

71. This witness remarked that:

It is . . . somewhat open to question whether the introduction of private enterprise activities in secondary industry would provide any significant increase in the opportunities available to the types of graduates produced by the ANU.

The witness was unable to see how the introduction of 'commerce, industrial and tourist activities' of the scale possible in a city of Canberra's future size will provide significant employment opportunities for local graduates or contribute to diversity of such opportunities.

72. The Committee agreed with the observation that:

the range of occupations available under Commonwealth employment provides for persons of all education levels. The Public Service is far from being a collection of directors, clerks and typists—it also provides for technicians, tradesmen, professional persons, semi-skilled operatives, drivers and storemen, cleaners and labourers.

73. In addition to employment opportunities in the purely service component of the government sector there is the very considerable range of employment offered in the semi-government authority component. The list of such authorities is set out in Appendix III ('Definitions Applying to the Workforce') and the Committee's research led it to the conclusion that some of these have expanded their workforce at least at the same rate as in the Commonwealth Public Service. For example, staff employed by the A.C.T. Electricity Authority and the National Capital Development Commission increased roughly at the rate of 10 per cent over the past decade.

74. Again, the Australian National University staff, including academic, research and other staff, was 2,743 in 1970 and is expected to be about 4,000 persons by 1978. Though relatively few academic job opportunities are available to local persons, non-academic and other outside activities associated with the University generate significant employment. The proposed establishment of a second University, like the establishment of a second major hospital, in Canberra will add to the range of employment.

Future employment in the government sector

75. Evidence was presented of the range of employment opportunities in the Commonwealth Public Service in the future given no unforeseen major changes in the circumstances of the Public Service or of the Australian Capital Territory. This evidence, provided by the Commonwealth Public Service Board, projects Commonwealth Public Service workforce to a level which would generate population growth well within the recommended limit of 500,000 persons for the Australian Capital Territory.

76. The Public Service Board evidence was to the effect that it will continue its practice of recruiting suitably qualified persons to the Australian Capital Territory from all parts of the Commonwealth without effectively limiting employment opportunities for Canberra-Queanbeyan residents. Such a policy has the virtue of ensuring that central offices of departments will continue to be staffed with people representative of many regions of the Commonwealth.

77. The projected Commonwealth Service staff is set out in Table XXI ('Projected Commonwealth Service Staff in the A.C.T. by Employment Category and Sex: 1971-1980') by employment category and sex, 1971-1980. These estimates imply that Commonwealth Service staff in the Australian Capital Territory is likely to grow at an average annual rate of 7.8 per cent over the current decade. This estimate was based on the assumption that recent restraints affecting the growth of Public Service employment in the Australian Capital Territory (i.e. the current Commonwealth Government economic policy and the deferment of the Public Service transfer programme) are judged likely to have their biggest impact in the early part of the decade.

78. Analysis of Table XXI ('Projected Commonwealth Service Staff in the A.C.T.: Employment Category and Sex: 1971-1980') shows that up to 1974 the average numbers of persons recruited will be 1,700 per year and that, thereafter, the average will be 3,000 persons recruited per year up to 1980. The Public Service Board gives the deferment of the transfer programme as the reason for this reduced rate of intake up to 1974. Also, the additional demands to be made on the Public Service in Canberra through the central offices will not, over the total period of the 70s, be as proportionately great as they were during the 1960s. The Public Service Board proposes a growth rate of 5.3 per cent during 1971-72, and 9.3 per cent towards 1979-80.

79. The reduced intake up to 1974 is also accounted for by the application of the restriction announced in the Budget speech 1971-72 by the Treasurer, the Rt Hon. B. M. Snedden, Q.C., M.P., and the subsequent Government decision that it—

has decided to limit the growth in the numbers employed full time under the Public Service to 3.1 per cent in 1971-72.

This restriction was said by Prime Minister McMahon, in answer to a question, No. 4743 from Mr K. E. Enderby, M.P., to apply to the Australian Capital Territory (See *Hansard*, page 397, 29 February 1972). Had the average growth rate of the 1960s been maintained the Public Service would have grown to 60,000 in 1980.

The Transfer Programme

80. Despite the fact of the smallness of numbers involved in the transfer of Commonwealth Public Service head offices from, say Melbourne to Canberra, averaging about 350 positions in a normal year, nonetheless it is this programme which was the initiator of high growth in Canberra-Queanbeyan. The witness for the Department of the Interior said:

We believe that the city will continue to grow despite the fact that there is no transfer programme at the end of this year.

81. The Chamber of Commerce commented on the transfer programme that even though it had temporarily ceased, it did not appear to have 'dented' the growth rate of Canberra.

82. The Public Service Board said that there were 350 positions per annum to be transferred to Canberra over the next few years, only this programme was stopped due to economic conditions. The Board expects that this programme will be recommenced in a few years and when it does the departments so transferred to Canberra continue to grow in their own right—

and what might come in 1970 as 300 positions, by 1980 could well be compounded into 600 or 700 positions.

83. The departments yet to be transferred are part of Defence, part of Shipping and Transport, Postmaster-General's, Civil Aviation, Works, and Labour and National Service, at present a total of 10,000 positions. The Public Service Board said that usually about 50 per cent of those occupying the positions transferred actually arrived in Canberra, and this was supported by National Capital Development Commission evidence. If this number is transferred at the rate of 350 per year, then the transfer programme will be spread over a very long time.

84. The Public Service Board and the National Capital Development Commission agreed that if the programme is resumed it will add substantially to employment opportunities, though the Board denied that because a department is transferred to Canberra it undergoes more rapid expansion than would have been the case if not transferred.

85. Other important aspects of the transfer programme referred to by the Commission are the population effect (350 positions leads to about a 1,400 person population increase) and the fact that these transfers add very little to the diversity of employment opportunities in the first instance. It is the opportunities initiated by the growth of the Public Service which add to the range of employment and these have become more significant in latter years than the transfer programme.

86. Some witnesses urged the slowing down of the transfer programme on the grounds that it may limit senior public service career opportunities elsewhere in Australia and disrupt existing relationships between such departments as the Postmaster-General's and the private enterprises supplying components and research for government installations.

87. In order to ensure that the recommended population limit of 500,000 persons for the Australian Capital Territory (see paragraph 191) is not exceeded the Committee recommends that an immediate serious attempt be made to restrict the transfer and growth of Commonwealth Public Service positions in the Australian Capital Territory to those essential to the Seat of Government function.

Wastage

88. Evidence was given by the Department of Labour and National Service of a 3 per cent annual loss of the workforce through retirement, sickness and death. At present this would provide about 1,800 job opportunities in the Australian Capital Territory annually which would more than cope with the school leaver intake on the estimates provided by the Department of Education and Science. The witness from that department said the school leavers in 1971 would approximate 2,200 and that a smaller number would enter the workforce because of those going to tertiary education, leaving Canberra, and for other reasons.

89. This generalisation about the longer term balance of movement into and out of the workforce by people leaving school and tertiary institutions and taking jobs created as a consequence of wastage should not obscure the importance of the particular problem area, defined elsewhere, of leavers in 1971-72 who could not find jobs as readily as in other years. (See Appendix V, 'The A.C.T./Queanbeyan Employment Situation').

The Range of Employment—The Private Sector

90. A survey of the Fyshwick industrial area carried out in May 1971 has been used by the Committee as a sample of industry established in the Australian Capital Territory. This is supported by an analysis of business activity conducted in Canberra's central business district and also a typical district centre, Dickson. From this material the Committee was able to form an impression of the range of activities occurring in the private sector of the economy. Absence of evidence from those involved in this sector made it difficult for the Committee to reach conclusions about this matter.

91. At Fyshwick, of the 653 establishments, 448 were included in the numerically leading four categories, viz. light industry, large retail firms, the motor industry and heavy industry. The Committee concluded that the first three of these are likely to be at least as labour intensive as other categories and, therefore, offered the majority of employment opportunities.

92. A survey of the Canberra city, or Civic, business area carried out in 1971 showed that of the total floor space 25.72 per cent was occupied by private enterprise offices as against 32.45 per cent used as retail floor space. The survey failed to identify the nature of private office users though they are generally known to be occupied by finance and insurance, banking, real estate and professional users, including legal, medical and accounting practitioners.

93. The survey in Dickson revealed a total number of separate areas of employment of almost 100, discounting government offices which occupy only 11.5 per cent of the private enterprise floor space.

94. Close to the Canberra city centre two other employment generators are the Australian National University and the Canberra Hospital. If the transport industry is added, the Committee believes that this is evidence of a range of employment in private enterprise in Canberra-Queanbeyan proportionately more extensive than in most other cities.

95. The number of positions in this sector is also significant, as is the growth. Table XXVI ('A.C.T./Queanbeyan: Changes in Occupational Distribution of the Labour Force between Censuses of 1961 and 1966') isolates growth in various categories of the workforce between 1961 and 1966 and though including the government sector, nonetheless the fact of an 84 per cent growth of 'Sales Workers', amounting to about 1,400 positions, is evidence of significant growth in the private sector. Other such changes are revealed in Table XXIX ('A.C.T. Queanbeyan: Growth in Labour Force between Census 1961 and 1966') whilst Tables XXX ('Factory Statistics—A.C.T./Queanbeyan Region 1965 and 1967') and XXXI ('Number of Factories by Industry Groupings—A.C.T., 1965 and 1968') record changes in factory statistics for the Australian Capital Territory and Queanbeyan.

96. In a two year period up to 1966/67 the total number of factories increased by 67 or 27 per cent, generating about 550 new jobs and a rise in the value of output by 35 per cent. The major increase occurred in factories handling industrial metals, machines and conveyances.

97. The evidence from the National Capital Development Commission was that the relative importance of the private sector had declined in 1970-71. The Department of Labour and National Service in its projection of the major elements in the workforce situation at population 400,000, said:

- The Commonwealth Public Service and related functions will continue to hold a prominent, although proportionately slightly declining part in the employment structure.
- There will be a continuous extension of existing industries and of the range of industries as the size of the market makes it more attractive to private enterprise. Employment in manufacturing will edge up.
- Employment in community and business services (education, health, professions generally) may be expected to show at least a proportionate increase.
- The tourist 'industry' (hotels, accommodation, amusements, etc.) already relatively large, has potential for considerable expansion.
- Employment in the commercial areas is also capable of an above-average increase.
- Building and construction activities, although continuing to be a major source of employment, will show a relative decline.

In an attempt to crystallise these assessments, a notional distribution of Canberra's labour force, according to industry groupings, has been prepared to show what the pattern might look like when the population marks of 200,000 and 400,000 respectively are reached.

98. This Department concluded, however, that with a population of 400,000 persons Canberra will still have a unique industry and employment structure in which the public sector will be dominant. Nonetheless,

in the special Canberra situation, the projected 11 per cent of total employment in manufacturing . . . might well prove quite adequate to give diversity.

99. The Department in support of the foregoing, said:

It may be confidently anticipated that there will be increasing opportunities for employment as Canberra grows, not only in occupations which now exist but in others which will inevitably emerge.

100. Contrary to the evidence given by the Commonwealth Public Service Board (paragraph 61), the Department of Labour and National Service identified some areas in which a shortage of workers is expected, namely:

in the skilled and semi-skilled manual areas—tradespeople, building tradesmen, electrical and metal tradesmen and the like, and some categories of clerical workers.

101. Evidence given by the New South Wales Department of Decentralisation and Development regarding lack of market size and less than adequate profit return to private enterprise as being the major factors in deterring more significant development heretofore, was partly answered by these projections. The National Capital Development Commission witness stated that despite a recent recovery in the private sector—'We are rather concerned . . . with the fact that Government and private enterprise seem to have slipped out of phase'—with growth in the private enterprise sector—'suddenly . . . down to the 2 or 3 per cent level',—whilst government growth remained at 10 per cent or better.

102. In the light of these contrasting views the Committee concluded that a decade of a high level of Commonwealth investment and population growth has failed to attract very significant private enterprise to either Canberra or Queanbeyan. This is partly due to the lack of a resource base on which to establish major local manufacturing industry and the absence of a sufficiently large local market. The only 'exports' which appear to present opportunity here are the 'services' of the public departments, visitor attractions and products of the tertiary training institutions. These are not ordinarily significant fields of private enterprise development.

103. The Committee further concluded that as Canberra-Queanbeyan grows under the stimulation of continued public service growth, there will be less chance of making a significant change in the relationship between the private and public sector. Massive injections of aid and dramatic private enterprise response to such aid would be required to achieve a different relationship. Elsewhere, as here, such investment has proved of dubious efficacy.

104. There will be progressive development of private enterprise as provided for in the planning of new town centres such as Woden, Belconnen, and Tuggeranong. These will be accompanied by new industrial areas such as at Crace. Doubtless there will be similar development in New South Wales adjacent to the Australian Capital Territory border, such as at Queanbeyan.

105. If the ratio between the sectors of the economy is unlikely to be significantly altered in favour of private enterprise, the Committee concluded that there is no equal prospect of that sector losing ground to any marked extent. There may very well be economic thresholds achieved which will satisfy new private enterprise of the prospective viability of establishing in Canberra. Electronics and computer developments, together with printing and other light industry, have been suggested as most likely to experience such development.

106. In all these circumstances the Committee concluded that massive aid and intricate measures to achieve diversity of employment opportunity may not only be redundant but of marginal significance in the Australian Capital Territory and recommends that no positive policy aimed at attracting new forms of commercial and industrial activity in the Australian Capital Territory be implemented.

4. The case for diversity of employment opportunities

107. Evidence of a theoretical and subjective kind was placed before the Committee seeking concurrence with the view that Canberra as a city should be multifunctional in order to ensure a wide diversity of employment opportunities.

108. This evidence and the Committee's interpretation of its terms of reference, led it to an investigation of the function and character of the National Capital and the extent to which its role can be discharged effectively within its present territorial limits.

109. The Committee took account of earlier inquiries into these matters. In particular the 1955 report from the Senate Select Committee* appointed to inquire into and report on the development of Canberra, contained recommendations which have been substantially implemented with significant effect in Canberra. That Committee found the administration and development of Canberra had fallen far short of that considered necessary for Canberra to operate effectively as the Seat of Government.

110. The city, in the view of that Committee, lacked:

- positive development of its prime function as the National Capital;
- effective administration and planning;
- satisfactory financial arrangements for its development;
- urban amenity;
- satisfying standards of architecture and culture; and
- adequate provision for visitors.

111. In a comprehensive list of recommendations the Senate Select Committee set about correcting these shortcomings and urged that nothing should be contemplated which in any way jeopardised the prime function of Canberra as the Seat of Government. Advocacy of major industrial and regional functions for Canberra on behalf of south eastern New South Wales was rejected though the Committee concluded:

it does not wish to be dogmatic in regard to the establishment of industry associated with the city being primarily the Seat of Government, but it sees no reason why such industries as high class printing and book-binding, the printing of music, manufacture of musical instruments, good quality furniture, high-class pottery and china, and other industries associated with the arts and crafts could not be promoted and encouraged in the capital city so as to provide suitable avenues of employment in certain cases.†

112. In more positive vein that Committee further concluded that (paragraph 515):

- (1) A highly industrialised city is incompatible with the prime purpose of the capital city.
- (2) Canberra should not be actively encouraged to become a regional industrial centre for a section of New South Wales.

* Australia. Parliament, *Development of Canberra: Report from Senate Select Committee, S.2, 1954-55* [Canberra, 1955]

† Ibid. p. 63, para. 513.

(3) Every encouragement should be given towards the development of the city as a tourist, cultural and educational centre: and that to this end

- (a) Certain cultural institutions, the details of which are given later in this report (Recommendation 72) should be established as soon as practicable.
- (b) A more positive approach should be taken to encourage tourists.
- (c) The industries referred to above (paragraph 513) and others of a like nature should be encouraged.

113. Evidence given during this Inquiry to the Joint Committee on the Australian Capital Territory made apparent the development of Canberra consequent upon the implementation of the Senate Committee's findings and recommendations.

114. The Committee received evidence of alleged absence of 'export' type industry in the Australian Capital Territory and the fact that this tends to be misleading when considering Canberra's Seat of Government function.

115. The economic base studies carried out by Dr R. Bunker* correctly demonstrate the significance of Canberra's export of services to other parts of Australia. The economic base theory refers to the extent to which a city provides goods and/or services for sale outside its own boundaries. 'Basic' employment is supported by funds flowing from outside the community. Dr Bunker's studies demonstrated that the proportion of total jobs of a largely public service kind in Canberra-Queanbeyan supported by outside funds amounted to 63.1 per cent in 1961, 61.4 per cent in 1963 and (from an unpublished survey) 59.4 per cent in 1966.

116. It matters not in principle whether the export is in the form of tangible goods as in the case of such isolated cities as Broken Hill, or intangible services as in the case of Canberra.

Encouragement Policy since 1955

117. The Committee sought evidence of any policy which emerged after the Senate Select Committee's limited approval of a selective policy of encouragement of certain light industry.

118. Some difficulty was experienced by the Committee in ascertaining who, if anyone, has been responsible for the devising and implementation of such a policy. Eventually the witness representing the National Capital Development Commission asserted:

... the actual operation of a scheme of encouragement . . . would be an administrative matter within the Department of the Interior, though 'a philosophy or policy' would 'be arrived at jointly.'

* R. Bunker, *Canberra's Economic Base* [National Capital Development Commission, Canberra, 1964]

119. A witness representing the Department of the Interior told the Committee that its policy has been consistent with the 1955 Senate Select Committee's recommendations, yet gave no evidence of actual encouragement, but rather a policy of passive provision of land 'for any industry which fitted in the general concept of the city.'

120. The Committee concluded that the policy of the Department of the Interior appeared to be a 'wait and see' attitude; it neither encourages nor discourages industry except noxious industry; it has no published, clearly defined policy towards inducements or other assistance for industrial development; it does not commit itself with regard to the allocation of land either in the Australian Capital Territory or acquisition of more land elsewhere. In respect of new industries or businesses, the Department's policy is not to go searching for them but rather to answer questions from enquirers regarding the availability of land should they be asked. The Department does not appear to be advised by any economic or planning group, or committee and there seems little of this economic component in planning for the future of Canberra.

121. It became clear to the Committee that an industrial selection process is applied through the purposes clauses of land leases which can simply encourage or eliminate industries by definition of possible land use. These purposes clauses are worked out with the National Capital Development Commission by the Department of the Interior.

122. Witnesses were critical of the absence of official, positive, well-established and well advertised policy guidelines whereby private enterprise can assess profitability in the absence of actual assistance or inducements.

123. Notwithstanding these criticisms, the Committee was able to understand that in the dramatic growth situation in Canberra after 1958, far from offering inducements to private enterprise the Department acted to protect the Seat of Government function and the character of the city from invasion by land uses inimical to the high standards set for the development and maintenance of the National Capital.

124. Positive policies of encouragement by one form of incentive or another may not only have proved an undue financial burden in a community solely dependent on annual budgetary resources from Commonwealth funds, but also may have increased the rate of development beyond manageable proportions.

125. The rate of Canberra-Queanbeyan growth together with the extent of Commonwealth expenditure which now exceeds \$1,000m, in the Australian Capital Territory, and concern at the apparent absence of economic input in urban planning in Canberra, were factors leading the Committee to consider the suitability of arrangements for an economic input into this planning. The rapidly changing scale now required in urban planning is exemplified by the wide geographical extent of the Canberra city region with the consequence that it is common for persons to live as much as 20 miles from their place of work. In these circumstances employment opportunities afforded, and the choice of them, may very well be affected by the economic quality of the planning of the public transport system.

126. Taking account of this expenditure and of the need to preserve high standards of urban development and quality of life in the National Capital, the Committee was concerned to remedy the inadequate arrangements for economic planning in Canberra. The Committee considered Section 25 of the *National Capital Development Commission Act 1957-1960* in which provision is made for the establishment and operation of the National Capital Planning Committee. There is continuing advice and oversight by the National Capital Planning Committee consisting of eminent authorities in technical, engineering, architectural and artistic fields, but none in economics. The Committee finds it equally essential for a continuing input of expert advice from those competent to oversight economic aspects of Canberra development and recommends amendment of Section 25 of the *National Capital Development Commission Act 1957-1960* so as to add a sub-clause (f) providing for the appointment to the National Capital Planning Committee of two persons qualified and experienced in the field of urban economics.

The Case for Diversity

127. Against this background of rapid growth and economic change the challenge with which the Committee was presented was to determine whether the character and function of the National Capital would in any way be altered in order to provide for diversification of employment opportunities, if such diversification was considered desirable and practicable.

128. The Committee now proceeds to examine the arguments on which the case for diversity rests.

Diversity for 'balance' in the community

129. This argument claims that a 'better' social and economic balance will result in the community if the private enterprise sector is proportionately enlarged. A wider range of enterprises would help to prevent an insular approach, preserve a desirable balance and perspective in the attitudes of local residents and administrators and would add to the quality of life in Canberra.

130. The advocates of this view argue that a preponderance of employees being public servants tends to make such persons less aware of other points of view in the community and this detracts from the quality and balance in their administrative judgment. Furthermore proponents of this view say that given the projected developments this situation can only worsen because those reared in the community and those with little or no experience of other environments, are exposed to little more than the 'company' outlook and become circumscribed by it.

131. These are circumstances, which, it was said, tend to lead to a lack of initiative and enterprise in the community from which source adverse effects on the quality of life originate.

132. The Committee examined these matters and concluded that there is no evidence of imbalance and narrowing of administrative decision-making attributable to lack of experience of other communities by responsible departmental

officers. Moreover, the Public Service Board gave evidence of recruiting procedures based on merit which results in appointees being selected from outside Canberra-Queanbeyan.

133. The Committee found more substance in the view that lack of experience of other places by public servants reared or recruited in Canberra may, in the future, prove to be a limiting factor in the performance of such persons. The disadvantages arising from these sources need to be balanced against the value of having officers familiar with practices and procedures thereby achieving some improvement in efficiency.

134. The Public Service Board provided evidence of present and anticipated recruitment which will not only lean more heavily on those with tertiary qualifications but, it said, will draw on local graduates to a limited extent. Thus, of the Public Service Act personnel in the Australian Capital Territory, 18 per cent possessed tertiary qualifications as at June 1970, as follows:

	Degree	Diploma	Total
	Persons	Persons	Persons
Male	2,755	781	3,536
Female	430	58	488
	3,185	839	4,024

135. Of these, 14 per cent obtained tertiary qualifications in the Australian Capital Territory. This figure is relatively low, partly because training for such qualifications was not locally available in many cases and is still not available for all categories.

136. In 1969, the appointment of graduates and diplomates from the Australian Capital Territory resulted in 12 per cent being employed who had gained their qualifications locally. The Public Service Board estimates that it will recruit the following numbers in the years ahead:

Educational Level	1970	1975	1980	Percentage increase 1971-1980
	Persons	Persons	Persons	
Degree/Diploma	3,789	4,700	6,500	72
Higher School Certificate	7,046	10,500	16,900	140
School Certificate or less	10,980	13,800	21,100	92
Technical Qualifications	613	700	1,000	63
Trade Qualifications	1,480	1,700	2,200	49
Total	23,908	31,400	47,700	100

137. From those training locally the Board expects to appoint about 660 graduates and diplomates, 2,000 persons with Higher School Certificates, and 220 with technical qualifications in 1975. There will be a shortfall in the supply

at each of these levels from local educational institutions and there will be a large migration to Canberra from elsewhere into the Third Division of the Commonwealth Public Service.

138. The Committee concluded that there is some justification for the fear of consequences of longer term recruitment into the Public Service in Canberra from local sources and recommends the Public Service Board's extension of the principle of open entry into the Commonwealth Public Service so that positions vacant in the Third Division of the Public Service from and including the Class 8 level, in the Australian Capital Territory are widely advertised and made open to application from any person.

The Company Town and Economic Hazard

139. It was argued that diversity would assist as a hedge against economic recession and variations of Government economic policy. This argument assumes that the dominance of the Public Service payroll could expose the community to undue hardship arising from negative variations in Government policy affecting Public Service employment.

140. The Committee found the more serious arguments for diversity to be those based on the observation of the effects on the Canberra-Queanbeyan area of variations in Government policy affecting employment and payment of public servants. Evidence was given of a long term growth rate in the Public Service between 1960 and 1970 in excess of 10 per cent per annum. This growth was said to be the source and inspiration for growth in all other sectors of the economy, including Queanbeyan. In this latter respect the Committee observes that Queanbeyan growth is most likely to have been due more to its association with Canberra, than to efforts to bring to it, as a decentralisation measure, industry situated elsewhere in New South Wales.

141. Evidence of economic restraint affecting Public Service positions initially imposed in February 1971, and further implemented in the 1971 Federal Budget, resulted in a Public Service growth rate effectively reduced to 3.1 per cent per annum in Canberra. The impact on employment opportunities in the local community was significant and there were claims of a depressing effect on the level of business activity in Canberra-Queanbeyan.

142. Notwithstanding the Public Service Board projection of long term growth at 7.8 per cent per annum to 1980, the Board has said that in the years to 1974 this growth will be at a somewhat lower rate.

143. Other evidence satisfied the Committee that when this lower growth rate in the Public Service was coupled with the suspension of the programme of transfers of head office staffs of the Public Service to Canberra as part of a policy of Government restraint, there was created an experimental situation from which to observe the economic effects on a community so heavily dependent on the Public Service payroll, or as it was said, in such a 'company town'. The effect of these restraints on the Canberra-Queanbeyan area is revealed by employment statistics of the Department of Labour and National Service. (See Appendix V, 'The A.C.T.-Queanbeyan Employment Situation').

144. The Committee concluded that economic life in the Canberra-Queanbeyan city region is now less closely attuned to Government policy insofar as this policy affects Public Service employment opportunities, as may have been the case in the past. The Committee was unable to concur with the various submissions seeking to have this pervasive influence of Government decisions directly affecting recruitment, dampened by induced introduction of alternative private employment generators.

145. It is to be clearly understood that the Committee is not thereby expressing opposition to spontaneous development of private enterprise in the Australian Capital Territory provided that development is consistent with and in no way jeopardises the Seat of Government function. Nor should the foregoing conclusion be taken to imply any view of the Committee in regard to the development of employment opportunities outside the Australian Capital Territory.

146. The considerations of these two reasons for diversity and the findings of the Committee thus far, led to a rejection of the need for diversity on those grounds.

The Need of (Young) Persons to Leave Canberra-Queanbeyan

147. It was said that there is a restriction on the choice of occupations open to school leavers and graduates from the various tertiary educational institutions in Canberra.

148. The Committee understands this restriction to mean that those seeking employment have a choice on the one hand between the Public Service or related Government authority, and on the other hand a very limited range of occupations in the private sector of the economy.

149. It has been said that some private enterprise occupations are not available which might easily be added to the range of opportunity in Canberra-Queanbeyan. Associated with this claim is the argument that a wider range of employment opportunities would overcome the need for persons to leave Canberra-Queanbeyan to pursue vocations and/or training not available here.

150. In its examination of the range of employment available to young job seekers the Committee was impressed by the fact that relatively few school leavers migrate from Canberra-Queanbeyan in search of occupational diversity.

151. The Department of Education and Science gave the Committee results of a survey carried out on Canberra-Queanbeyan school leavers in 1969 which showed that of 1,116 school leavers returning questionnaires (out of a total of 1,419), 133 or 11.9 per cent had left the Canberra-Queanbeyan area.

152. This should not be interpreted however, as 133 leaving in search of occupational diversity. The survey states:

3 out of 4 of those who left the area did so to take advantage of courses of study not available in Canberra.

153. The Queanbeyan Municipal Council quoted a 1963 survey by the Australian National University of Canberra-Queanbeyan school leavers which showed 11.3 per cent of school leavers leaving the area for the following four reasons:

- family moved;
- tertiary studies elsewhere;

- employment of a type not locally available; and
- boarding school, domestic duties and other reasons.

154. Only 1 per cent of school leavers left to find employment of a type not locally available.

155. Not only have tertiary training facilities widened in scope in the Australian Capital Territory since these surveys, but the range of occupational opportunity has extended.

156. Further, relatively few (about 20 per cent) graduates from the Australian National University seek Public Service appointments immediately prior to or soon after graduation and the Public Service Board's estimates of requirements for graduates and diplomates in the Australian Capital Territory in 1975 and 1980 are not much less than the total numbers expected to be entering the workforce after full-time study at local tertiary institutions.

157. Added to these facts is the experience of those offering apprenticeships who find difficulty interesting young men and women in such vocations. Some evidence has been presented which ascribes part of this difficulty to a rejection of such 'blue collar' worker as socially degrading.

158. The Department of Education and Science gave evidence of somewhat unco-ordinated arrangements for matching the design of vocationally oriented courses at tertiary training institutions with the needs of industry. The Committee commends consideration of the Australian Capital Territory Apprenticeship Board's assessment of the present and projected needs of employers so that vocational training is related to such needs. Forward planning arrangements should be encouraged by others responsible for vocational training.

159. The Committee draws attention to the growth of the private sector of the Canberra-Queanbeyan economy. Though proportionately smaller in size from other Australian cities, the absolute size of the local private enterprise sector represents job opportunities of the order of 2,000 to 3,000 jobs per year according to evidence given by the witness representing the National Capital Development Commission. Evidence of the Committee's research into the range of private firms in Fyshwick, Dickson, and the city centre of Canberra, indicated the extent of this choice as it now exists.

160. Finally, the Committee draws attention to the fact that no city can satisfy all job requirements. Witnesses representing the Department of Labour and National Service and the Canberra Chamber of Commerce, said that Canberra-Queanbeyan offers a wider range of job opportunities than are available in the smaller Australian cities.

161. The Committee concluded that it had no cause to recommend measures designed to encourage young persons to remain in the Canberra-Queanbeyan area.

Cost of Living

162. The Committee considered submissions that the cost of living in Canberra-Queanbeyan is adversely affected by the lack of local production of certain

essential consumer goods. It was argued that inducements to establish here by those industries manufacturing consumer products commonly occurring in the budgets of most Canberra-Queanbeyan residents would not only add to employment opportunities but reduce living costs.

163. There is evidence that the cost of living in Canberra is higher than in some other capital cities in Australia partly because of the need to transport most commodities to this city. There appears to the Committee to be good grounds for some examination of the contribution to high living costs in Canberra arising from the alleged high costs of transport.

164. The Committee recommends the investigation by the Bureau of Transport Economics of the incidence of transport costs in the price of goods and services supplied in Canberra-Queanbeyan.

165. The Committee also considered the contribution to high living costs arising from such sources as Canberra urban development procedures and the system of commercial land lease auctions.

166. Whilst satisfied that actual engineering and associated urban land development procedures are based on appropriate concepts of economy and efficiency, the Committee was less satisfied about the effects on costs of goods and services arising from the methods of auctioning land leases, particularly commercial leases. It appears to the Committee that in its concern to ensure maximum return to the Commonwealth from the sale of land leases for business purposes, the Department of the Interior has overlooked the effects of the high sums paid for these leases on the prices of goods and services subsequently required by businesses operating premises built on the leases. The high prices charged for some consumer goods, it appears, may be due, in part, to high rent or high initial establishment outlays.

167. It was not demonstrated that much gain by way of lowered living costs in Canberra would result from a policy of inducing manufacturing industry to establish here. When the cost to the community of establishing industry here on a sufficient scale to achieve the desired effect was considered, the Committee concluded that such a proposal is quite impractical.

The Decentralisation Issue and Canberra's Rate Base

168. It was argued that the private sector of the Canberra economy should be developed as a less costly alternative site for industry located at greater cost in such places as Melbourne and Sydney. Concern about the level of municipal rating has led some to argue that the introduction of more private enterprise in the Australian Capital Territory will widen the rate base of the community and thereby help to defray development and administrative costs and give greater return to the Commonwealth for its initial investment in Canberra.

169. A witness representing the National Capital Development Commission said: the extent private investment can be encouraged to contribute directly to the cost of developing Canberra, the less the cost to the Commonwealth.

170. Other evidence testified that a lack of development of a set of State and/or Municipal accounts has created considerable uncertainty as to whether this

community could afford the cost of an effective system of financial inducements necessary to get industry to establish here. If such industries do not establish here spontaneously it is probable that there are, for the proprietors of such enterprises, convincing financial reasons against such local development. It appears to the Committee that an incentive scheme of financial inducements would be too costly.

171. The Department of Labour and National Service and the New South Wales Department of Decentralisation and Development each has given evidence that the market size in Canberra-Queanbeyan has not yet reached the economic thresholds beyond which most of the affected industries would find it worthwhile to establish here. Nonetheless the prospect of development is such that the Committee sees the likelihood of a market which, within the next decade, may well induce spontaneous establishment of industry without a conscious and deliberate policy of financial inducements. Canberra population growth at the rate of 10 per cent in the March quarter 1972, together with developments in the private sector referred to in paragraph 105, suggests that this development is already under way.

172. In New South Wales there is ample evidence that manufacturing industries once established in major metropolitan areas, service such cities as Canberra-Queanbeyan from their existing locations rather than open up new branches.

173. It was said that industries induced to establish in Canberra-Queanbeyan with a view to increasing diversity of employment opportunities and lowering local costs, also would contribute to lowered costs of urban development in metropolitan areas such as Melbourne and Sydney. A number of witnesses proposed location in Canberra as an alternative to other metropolitan areas where urban development costs appear to be less favourable than they are for establishment of industry in Canberra. Equally, others argued the case for investment in other inland cities.

174. The Committee is aware of the existence of the Committee of Commonwealth/State Officials on Decentralisation which has recently concluded some studies related to this comparative development cost issue. Though denied the benefit of seeing these studies by the Commonwealth departments involved, the Committee was assisted by the New South Wales Department of Decentralisation and Development and the Victorian Department of State Development in its investigation of this matter.

175. The Committee concluded that whatever the apparent comparative cost advantages to industry and social benefits to the community at large from locating in the Australian Capital Territory, there is not much to be gained from pursuing this matter as a theoretical exercise in the Australian Capital Territory situation. The population is not drifting away from this city region, nor is there evidence of chronic unemployment here.

176. Furthermore, given the evidence of the ability of the National Capital Development Commission to just cope with the existing growth rate of Canberra,

together with the approaching exhaustion of developable urban land in the Australian Capital Territory, the imposition of greater growth impetus may well prove a source of embarrassment for both the Commonwealth and the State of New South Wales.

177. In these circumstances if industry is to be established here it will come spontaneously in response to its principal criterion of a higher net profit before tax to be derived from this location, than from some other cause. In the absence of such a profit prospect occurring as a result of free market force, considerable financial inducement would be necessary by way of loans, freight concessions, assured labour supplies of the right kind and so on. As a decentralisation proposal the Committee could not validate a comprehensive incentive scheme or set of inducements.

178. Witnesses representing the A.C.T. Advisory Council submitted, as part of a proposal for inducing industry to establish in Canberra, that levels of municipal rates are likely to rise substantially because of the proportion of unrateable land and the relative paucity of private enterprise land users in Canberra. This position could be aggravated, it was claimed, both by the loss to Queanbeyan of private enterprise and the unfettered development of Public Service departments, diplomatic establishments and community developments, etc. Queanbeyan was seen by these witnesses to be an attractive alternative to Canberra as an industrial site because of the availability of loan finance and the freehold land system giving greater security.

179. The Committee, being unable to visualise extensive development of private enterprise either to Canberra or Queanbeyan except by natural market forces and not from any scheme of inducements, cannot agree that any contribution to Canberra's rateable base can be made by recommendations arising from this Inquiry. Moreover, it has been observed that, for the purposes of this Inquiry, Canberra and Queanbeyan have been considered as one economic unit with employment opportunities offered in each being considered available to all qualified persons from both places. The attraction of industry from Canberra to Queanbeyan makes no difference to this particular situation.

180. Again, it has been observed that decentralisation measures offered by the New South Wales Government probably are of only marginal importance in decisions of industrialists to establish in Queanbeyan. Such decisions, it has been noted, are influenced more by Canberra growth and associated profit prospects, than by other factors such as decentralisation assistance.

181. The Committee recommends that none of the theoretical arguments for diversity of employment opportunities so far considered warranted the implementation of a policy of inducements or incentives designed to attract industry to the Australian Capital Territory.

New towns elsewhere

182. The Committee undertook its own research into new town development, principally in Britain and the United States of America, to ascertain the extent of provision for diversity of employment opportunities by authorities in control of them.

183. It is apparent from the literature on new towns overseas (See Appendix VI, 'Discussion of Literature on New Towns') that no close analogy can be drawn between Canberra's development and the emergence of new towns in either Britain or the United States of America. Nor does the literature reveal any planning programme which seeks to guarantee a set range of employment in a new town.

184. The Committee concluded on the basis of these facts and the demonstrated range of vocational designations in the Public Service that this argument for diversity did not warrant serious consideration of means to increase the range of job opportunities available in the Canberra-Queanbeyan city region.

185. The argument (paragraph 149) pointing out the lack of private enterprise occupations and the need for persons to leave the Canberra-Queanbeyan area to pursue vocations elsewhere though obviously worthy of consideration, say 10 years ago, seems to the Committee to have been satisfied by the subsequent development of diversity of employment opportunities.

The Size of the City of Canberra

186. The Committee, having considered new town developments here and elsewhere together with proposals for future development of the Canberra city region, takes this opportunity to comment on a related matter.

187. It is noteworthy that no witnesses proposed encouragement of industry for purposes of growth as might have been the case in other places in Australia. Intangible incentives in the form of an attractive urban environment, the prospect of continuing development in and around the Australian Capital Territory and the demonstrated economic viability in the form of urban development, apparently have attracted industry to establish in, or move to, Canberra.

188. Evidence points to a possible population growth of Canberra-Queanbeyan to half a million persons before 1990 and in the longer term, to a population in the city region of one million persons. Lord Holford observed in 1965* that:

a metropolitan Canberra with a population as large as that of Perth, or even Adelaide would be a more effective capital (p. 13),

and later commented that expansion of the city to half a million:

seems to me to be virtually inevitable (p. 14).

Similarly, the National Capital Development Commission in its publication 'Tomorrow's Canberra'† refers in the introduction to:

a population of half a million well before the end of the twentieth century.

189. Evidence given by the witness representing the National Capital Development Commission made clear that given an unchanged form of development and the absence of technological change, the developable urban land in the Australian Capital Territory as now defined will be exhausted when the population reaches 600,000 persons. The Committee has considered this matter along with the

* Lord Holford, *The Growth of Canberra 1958-1965 and 1965-1972* (National Capital Development Commission, Canberra, December 1965).

† National Capital Development Commission, *Tomorrow's Canberra Planning for Growth and Change* (Canberra, 1970).

implications of the continued growth of the Public Service and the programme of transfers of Public Service positions to Canberra, and believes that decisions should be taken now and made public regarding these matters and the probable size of Canberra. The Committee is not aware of compelling reasons for transferring all head offices of the Commonwealth Public Service departments to Canberra nor of permitting those here to continue to grow without limit. There is, on the other hand, concern about possible effects on this city and possible consequences for its environs of an open ended growth situation.

190. The Committee so far as it was able, considered the prospect of unlimited growth and the implications for Canberra and its environs of a large metropolitan city with a population well over half a million persons. Questions of water supply and pollution, urban amenity, difficulties of ensuring a high standard of development consistent with the National Capital, all gave rise to serious doubt as to the desirability of encouraging continued growth with no finite objective.

191. There is ample evidence in Australia and elsewhere that large cities are uneconomical and if they are avoidable this should be done. Whilst it is difficult to say what is the right size for a city, the Committee is convinced that growth beyond 500,000 persons is both unnecessary to ensure the efficient discharge of Canberra's function as the Seat of Government and may bring about objectionable features in this city and its environs.

The Committee recommends the limitation of population growth to 500,000 persons in the Australian Capital Territory.

192. In the absence of suitable planning arrangements in extraterritorial lands peripheral to some parts of the Australian Capital Territory border, there is an alarming prospect of contrasting and unco-ordinated complementary urban development. The Committee has observed incipient urban development in some places and is aware of speculative investment in land suitable for urban development once devoted to rural use in areas of New South Wales adjacent to the Australian Capital Territory. Evidence presented to the Committee of negotiations between Queanbeyan and Yarrawulmla Shire demonstrated immediate needs of Queanbeyan for more land for urban purposes.

193. The Committee urges immediate action to prevent any threat from this source to the investment made by Australians generally in the Australian Capital Territory. This action should be guided by the following principles:

- Minimal cost to the Commonwealth.
- Development consistent with established standards in the National Capital.
- Equity to present and potential land occupants and owners in the light of their present and past use of the affected land.

194. The Committee recommends the immediate establishment on a statutory basis of a joint Commonwealth-New South Wales regional planning authority with responsibility for the development of mutually acceptable extent and nature of land use planning now and for the future, for the Canberra city region and its New South Wales environs.

5. Handicapped Persons

195. The Committee considered the need for opportunities for handicapped persons seeking full-time and part-time employment in Canberra-Queanbeyan.

196. In earlier days, say around 1960-1965, a 10 per cent growth of population may have meant an increase of up to 7,000 persons per year in Canberra-Queanbeyan, and an associated annual increase of up to 20 handicapped persons seeking employment.

197. In 1972 and thereafter a 10 per cent annual population increase means not less than 15,000 persons in Canberra or nearly 17,000 persons in the Australian Capital Territory and Queanbeyan. Associated with these rates of change is an increasing frequency of physically and mentally handicapped persons.

198. Evidence given to the Committee made difficult the precise enumeration of physically and mentally handicapped persons.

199. One witness gave the following figures for persons attending school with disabilities in 1971:

- slow learners	611
- specific learning disabilities	420
- moderately intellectually, physically handicapped and deaf	165

TOTAL 1,196

200. Another witness representing the Canberra Opportunity for Deaf Children group, said there were 127 children in the Australian Capital Territory in 1971 listed by school counsellors as having some hearing disability.

201. The witness for the Department of Education and Science said:

At February 1971 there were about 530 pupils enrolled in classes and schools for handicapped children in Canberra.

202. Further evidence from a witness working at the Rehabilitation and Workshop Section of Canberra Hospital, said the number of people with disabilities in the Australian Capital Territory is increasing. He cited road accidents as a factor, and said about 50 per cent of handicapped people contacted are handicapped because of motor car accidents. There were known to this witness then, 60 people classed as physically disabled who had not worked for any period from 9 months to 3 years. These numbers convinced the Committee of the magnitude of the problem and the prospect of its increasing significance in the future.

203. The incidence of mentally and physically handicapped persons in the Australian Capital Territory, whether from hereditary or subsequent causes, is high and rising. The Committee finds the matter of a social, rather than individual or private, responsibility and the adequacy of solutions to the problem to be dependent on the extent to which there is effective co-operation between a number of responsible authorities representing the community.

204. Evidence was presented by a number of witnesses concerned in private and public capacity with the education and rehabilitation of persons handicapped in some way, which rendered education of such persons or their rehabilitation, difficult and their employment or re-employment a matter of chance. All too frequently this chance passed such handicapped persons by, with significant impairment on adjustment to society, ability to cope with living, and failure to secure a reasonable livelihood.

205. The Committee found that arrangements aimed at accomplishing provision on a scale consistent with the magnitude of this problem will require novel approaches from the Department of Education and Science, Department of Social Services, Department of the Interior, and all employers especially the Public Service Board.

206. Training arrangements must be created, in existing accommodation if necessary, wherein any persons can secure vocationally oriented pre-employment training consistent with their capacities and the employment prospects available. This is a matter for the Department of Education and Science in respect to the provision of facilities and staff, and transport if necessary.

207. Related to this provision must be that which ensures appropriate rehabilitation where feasible of persons who temporarily and involuntarily lose their place in the workforce. The same and extended facilities as those provided for the younger handicapped members of society will be required for this rehabilitation.

208. Finally, there is a need for close and continuing sympathetic consideration of ways and means of providing gainful employment and the principal responsibility in this community lies with the Public Service Board. This may require the establishment of a number of specialist workshops in various centres and the adjustment of some attitudes and provisions within various employment categories so as to enable appointments to be made.

209. The 'Exempt' category of Public Service employees appears to the Committee to present the administrative possibility for both full and part-time employment of persons whose handicap permits and whose social and economic adjustment requires, participation in the workforce. If such participation makes special transport arrangements necessary these should be made and the cost borne by the public purse. The lack of concern by the major employer in the Australian Capital Territory, the Public Service Board, regarding this problem is inexcusable in view of the evidence of the existence and growth of the problem. A more imaginative and energetic policy in this regard and more co-operation with those struggling at the individual level with what is a community problem, is required. The Committee would be surprised if the co-operation of trade unions is not forthcoming in arrangements to solve this problem.

210. The Committee recommends the immediate implementation of the necessary steps to ensure that neglect of this matter is not further prolonged.

6. Married Women

211. In a submission from the Association for the Study of Women and Society, the Committee's attention was drawn to difficulties experienced by married women who have young families and who seek full and part-time work.

212. Witnesses representing this Association claimed that there is a reservoir of a wide range of skills available to the community insofar as many married women with families seek either full or part-time employment, partly to earn money and partly for the satisfaction derived from gainful employment other than housework. Evidence was given of surplus capacity in the nursing profession and of the inability of many trained nurses to secure employment in Canberra. These women are frustrated in their endeavours to secure such employment by:

- The failure of many employers to be aware of and make appropriate arrangements to utilise these skills.
- The absence of suitable child care and supervision arrangements for the families of such women.
- Lack of a public transport system catering for those in need of public transport in other than peak hours, or at locations not served by regular public bus routes.

213. The Committee noted that this lack of employment opportunity is not peculiar to Canberra-Queanbeyan and is likely to be the lot of such women in most Australian cities. There is evidence of above average participation of women in the local workforce (see paragraph 43) and an unusually high incidence of vocational skills among them. The Committee believes that there is a need for child care centres in the community.

214. The Committee's attention has been drawn to observations on this problem overseas, published in a recent article in the *International Labour Review**. The author says that part-time employment is provided by Public Service Administrations in many countries and clearly defined conditions for part-time workers have been laid down in Denmark, France, and West Germany. Among the aims stated one was to safeguard the interests of both administration and employees by preventing the departure of large numbers of women for family reasons. The right to work for livelihood is giving way to the concept of a right to share in production, social life, and to develop personality.

215. A Canadian Royal Commission† inquiring into the same subject in Canada concluded that:

The full use of human resources is in the national interest. There should be equality of opportunity to share the responsibilities of society as well as its privileges and prerogatives. Women should be free to choose whether or not to take employment outside their homes. The care of children is a responsibility of mother, father and society . . .

Some women are content with their role of wife and mother knowing that they contribute a great deal to the success of the family. And many believe that their influence on their husbands and children is sufficient justification for a life-time

* M. Janjic, 'Part-time work in the Public Services', in *International Labour Review* (Geneva, April 1972) vol. 105, No. 4.

† *Royal Commission on the Status of Women in Canada: Report*. (Ottawa, 1970).

of almost total dependence. Society still expects a wife much more than a husband to adapt to the married status. The married women's status in society is still almost entirely due to the position of her husband rather than the position she has made for herself. Her satisfactions are largely secondhand, dependent on her husband's and her children's achievements.

Some are finding that this is too narrow an expectation.

216. The Committee found that its terms of reference required a consideration of this matter of employment opportunities for married women. It found that a limited choice confronts a married woman with children and that this restriction applies equally to women for whom employment outside the home is an economic necessity as well as those who seek such employment in an endeavour to achieve self-fulfilment.

217. The free play of the market place which ordinarily provides employment opportunities cannot itself overcome the restrictions that exist and some government intervention is necessary to achieve acceptable arrangements for the exercise of choice by women of the employment of their time.

218. The Committee is aware of the existence of Recommendation No. 123 of the International Labour Organisation, the provisions of which were agreed upon in June 1965. The Recommendation is printed in full in Appendix VII, 'International Labour Conference', to this Report and the Committee believes that employers generally should, where applicable, implement the provisions of ILO Recommendation No. 123.

219. The Committee recommends:

- (a) the provision of child care facilities in Canberra at a cost to parents which would not impose hardship; and
- (b) vacation centres administered by the Department of Education and Science with hours of operation extended to cater for the children of working mothers; and
- (c) the provision of a much extended system for occupational retraining of women whose employment has been interrupted by raising a family; and
- (d) the provision of incentives for private employers able and willing to employ women on a part-time and/or tandem type basis; though the Commonwealth Public Service should take the initiative in this regard; and
- (e) an immediate and detailed study to be undertaken by the Department of Labour and National Service to ensure that the foregoing provisions are sufficient to enable women in Canberra to exercise effective choice of employment opportunities.

7. The Public Transport System

220. The Committee has observed the high ratio of journeys to work by private motor car (85 per cent) as against those made by public transport. If this situation continues as the workforce grows the peak demands for road space will generate congestion. The planning answer to this difficulty is to provide more roads and car parking space. Thereby the Canberra landscape, increasingly consumed in this profligate manner by unsightly tar-sealed expanses, exposes this potentially attractive city to ugliness, high road tolls on human safety and pollution. Already, over 20 per cent of developed urban area in Canberra is taken up by vehicle carriageways. To represent such development as reflecting popular choice for private vehicles over public transport appears to the Committee to misrepresent the facts.

221. The absence of an effective and attractive public transport system has left the workforce with no choice about the manner of journeys to work and, in the case of those without private vehicles including married women, has meant the denial of employment prospects notably at such employment centres as Fyshwick.

222. The lack of an adequate public transport system in the Australian Capital Territory stems from adherence to the principle that the system should pay for itself despite the fact that few satisfactorily integrated and adequate public transport systems have ever been able to meet such a standard. It also fails to take account of the cost to the community of roads, parking facilities, high accident rates and pollution arising from the need to rely on private vehicles in Canberra.

223. The ramifications of the inadequacies of the public transport system on employment opportunities are quite significant with advantages for small sections and great losses to the community at large. The matter is also related to the cost of living in Canberra since journeys to work are at huge cost to the individual when using private motor vehicles. When this is added to the high and rising cost of the increasing need for rehabilitation of people and vehicles, there is cause for serious concern.

224. The Committee recommends urgent investigation of the provision of an adequate public transport system which would obviate the obligation on members of the workforce to provide private transport and which would contribute to the active use of land in business centres currently rendered in-operative because of its reservation for vehicle parking.

8. The Visitor Industry

225. When this Inquiry was referred to the Committee, no specific reference to tourism was included in the initial terms of reference. However, subsequent amendment at the request of the Committee, provided an opportunity for examination of the visitor industry.

226. The wider implications of the visitor industry than merely providing employment opportunities in the Australian Capital Territory, have been considered by the Committee. It should not be considered, however, that this Inquiry in this respect has been as exhaustive as necessary.

227. Two limitations precluded the Committee from suggesting the full range of measures likely to provide for what is considered the adequate and progressive development of all aspects of this industry. These limitations were that insufficient evidence was presented for a comprehensive review of the industry and, secondly, the Committee endeavoured to relate its findings to employment opportunities. Notwithstanding this latter limitation, the Committee took a wider view of this industry than it did of others.

228. There have been a number of investigations into the industry, or aspects of it, some of which were available to this Inquiry. In particular the Committee referred to a Report on the Australian Capital Territory Tourist Industry by the Joint Committee on the A.C.T.* This Report followed a reference to the Committee in 1960 from the then Minister, the Hon. G. Freeth, M.P., and clearly depicts the state of the visitor industry at that time. The extraordinary growth and significance to Canberra-Queanbeyan of tourism was not fully envisaged and consequently the recommendations to cope with such development were of a somewhat limited nature. Nonetheless there was a clear recognition of the need for:

- (a) more adequate accommodation, especially in the low cost category; and
- (b) development of buildings and other works consistent with Canberra as the repository, and place for continuous and accessible display of matters of national importance such as art works, Australiana and the like; and
- (c) co-ordination of effort of elements of the visitor industry to provide for effective development and attractive advertisement of Canberra to inform and interest Australians and other people.

229. Since that Report some of its recommendations have been implemented and the private sector of the economy appears to have shouldered its responsibilities in most directions. The Committee understands that a consultant survey of accommodation needs was initiated in 1969 by private enterprise in Canberra and projections of needs have been attempted.

230. The present Committee is concerned at the apparent lack of participation and knowledge of the Canberra situation by the Australian Tourist Commission and the failure to take advantage of the increasing visitor traffic by public service departments established in Canberra.

* Australia, Parliament, *Australian Capital Territory Tourist Industry: Report from the Joint Committee on the Australian Capital Territory*, Parl. Paper 91, 1961 (Canberra, 1961).

231. Evidence about the visitor industry in the Australian Capital Territory was received from a variety of sources and led the Committee to draw the following conclusions:

(a) The visitor industry meets two main types of demand in the Australian Capital Territory, viz.—

- (i) those who visit Canberra for business reasons, including a wide variety of persons assisted because of the working nature of their connection with private enterprise, public service, academic, or other activity; and
- (ii) tourists, or those who visit Canberra for social, recreational, cultural and educational reasons.

It is important to differentiate these components of the visitor industry because each seems to have special needs which generate differing, and in some cases overlapping, employment opportunities.

- (b) The visitor industry is a major and increasing employment generator closely related to the nature and location of Canberra.
- (c) Queanbeyan supplies accommodation and other services which need to be taken into account in any appraisal of the industry.
- (d) This industry experiences a number of difficulties—

- (i) Uneven demand, principally affecting those associated with the supply of residential accommodation and arising from the seasonal characteristic of the tourist component of the industry.
- (ii) The mixture of public and private enterprise elements in the industry makes difficult the necessary planning, development and co-ordination to ensure the needs of all are given due consideration. In an industry extensively utilising public facilities one further difficulty associated with this mixture of interests is that of ensuring some degree of responsibility for the industry and its development proposals.
- (iii) There appears to be an inability to provide low cost accommodation sufficient to meet the demand in peak periods such as Easter time and in school holidays.
- (iv) There is a lack of some facilities and the full development of a range of features of interest and recreational value for visitors. There are inadequate convention facilities and limited promotion on an extensive scale of the features of Canberra-Queanbeyan likely to be attractive to visitors from overseas and elsewhere in Australia.

- (e) There does not appear to be any lack of private enterprise interest in providing higher priced residential accommodation.
- (f) Most employment is generated by particular sectors of the visitor industry, viz.:
 - (i) The supply of residential accommodation; and
 - (ii) The supply of food and drink; and
 - (iii) The supply and maintenance of transport facilities.

232. This city is now the centre of administration of Federal responsibility in Australia. Associated public service departments have much to be proud of and, in the Committee's view, should make public by way of appropriate display and advertisement, some of their activities and achievements. There is, in a sense, a degree of accountability to fellow Australians visiting the National Capital by public service departments of which this city is mainly comprised. The only worthwhile advertised continuous display of public authority work of this kind in Canberra is the National Capital Development Commission's Regatta Point exhibition. Yet there exist many interesting departmental activities such as the Bureau of Mineral Resources, National Development, Department of the Interior, and so on. In addition there are headquarters of Armed Services and a military college. The opportunity is afforded all these important segments of the Australian way of life to inform a massive and continuous stream of visitors of their objectives and achievements. The Committee sees the effort and effect of displays of Australiana in overseas exhibitions and recommends the establishment of an Australian pavilion in Canberra wherein many of the foregoing ideas can be displayed.

233. The visitor industry appears to be made up of the following segments:

- (a) The provision of accommodation which may also include the provision of food, drink and entertainment.
- (b) Places to visit such as public buildings, displays, the city itself and resort facilities such as Lake Burley Griffin, golf courses, race courses, parks, gardens, and the like in Canberra and the surrounding region.
- (c) Provision and maintenance of transport and related services and products.
- (d) A number of more or less co-ordinated authorities responsible for administration, planning, development research and advice in connection with the visitor industry. These include the A.C.T. Tourist Advisory Board, the Department of the Interior, the National Capital Development Commission, and organisations representing private interests in the industry.

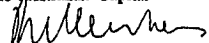
234. The Committee found that the operation of the A.C.T. Tourist Advisory Board, a voluntary and honorary body with few staff resources at its disposal, whilst adequate for times when this industry was less complex, is now unable to cope with the responsibilities thrust upon it. For lack of evidence of the most suitable arrangement the Committee looks to a more thorough going inquiry of this matter to make recommendations in this and other respects.

235. Canberra urban development procedures have been favourably contrasted with other Australian cities because of the prevalence of a large number of authorities with development responsibilities in such cities as Sydney, Melbourne and Brisbane. It has been said that Canberra, with one development authority, the National Capital Development Commission, and one administrative authority, the Department of the Interior, avoids extensive complications arising from a multiplicity of authorities in other Australian cities. In these circumstances the Committee is unable to recommend the establishment of a separate Tourist Authority.

236. The Committee recommends:

- (a) the progressive development of those buildings and other works necessary for the continuous storage and effective display of artistic, cultural and similar items of national importance to Australian tradition and heritage. This should take account of the desirability of participation of public service departments and Armed Forces in a continuing way in a national pavilion;
- (b) the progressive development of those features of the Australian Capital Territory within Canberra and in extra-urban settings, necessary for the promotion of Canberra as a resort, convention and recreational centre;
- (c) the active encouragement and support of the government to those elements of the industry generating most employment opportunities. This support should include assistance to trainees and training institutions involved with the industry;
- (d) the immediate re-organisation of the A.C.T. Tourist Bureau to provide executive responsibility and adequate staffing for:
 - (i) research into all aspects of the visitor industry on a continuing basis and in such a manner as to provide the basis for policy advice to the Minister; and
 - (ii) provision of secretarial assistance to the A.C.T. Tourist Advisory Board. The latter should meet regularly on a basis of payment for individuals representing private interests, and should be so constituted that all elements of the industry, the National Capital Development Commission, Commonwealth Hostels, tertiary educational institutions and land development and administrative units of the Department of the Interior are included, and with power to co-opt as necessary. The Board should report to the Director of the Tourist Bureau who should have power to act, with the approval of the Minister, on his own recommendations and those from the Advisory Board; and
- (e) the urgent investigation by the Department of the Interior of the problem of provision of low cost visitor accommodation in the Australian Capital Territory.

August 1972


R. G. WITHERS
Chairman

APPENDIX I

List of witnesses

ANDREW, Mr D., Executive Director, Master Builders' Association of the A.C.T.
BANKS, Mr E. R., Assistant Director-General, Postal Services Division, Postmaster-General's Department.
BATT, Mr W. F., Member, A.C.T. Chapter, Royal Australian Institute of Architects.
BERRYMAN, Mrs H., Member, Association for the Study of Women and Society.
BOOTH, Mr C. G., Assistant Secretary, Planning and Economic Branch, National Capital Development Commission.
BURGESS, Mr L. P., Industrial Consultant, Victorian Department of Industrial Development.
BUTLER, Mr W. P., Assistant Commissioner, Commonwealth Public Service Board.
CAMERON, Mr R. E., Principal Research Officer, Planning and Research Division, Department of Labour and National Service.
CONWAY, Mr J. C., First Assistant Commissioner, Commonwealth Public Service Board.
COUGHLAN, Mr H. K., Senior Assistant Secretary, Department of Education and Science.
DALGARNO, Mrs A. P., Director, A.C.T. Nursing Service Agency.
DAVIES, Mr K. J., President, Canberra Chamber of Commerce.
DAVIS, Mr C. H., Assistant Secretary, Urban Affairs, Department of the Interior.
DAWSON, Mrs B., Representative, Canberra Opportunity for Deaf Children Group.
DOUGLAS, Mr C., First Assistant Secretary, A.C.T. Services, Department of the Interior.
DUNBAR, Prof. D. N. F., Deputy Vice-Chancellor, Australian National University.
EDWARDS, Mr N. R., Director, Advisory Services, Department of the Interior.
EAST, Mr S. G., Secretary, Canberra Chamber of Commerce.
FITZGERALD, Mr A. J., Elected Member, A.C.T. Advisory Council.
FORSTER, Mr A. G., Representative, Canberra Opportunity for Deaf Children Group.
GULLETT, Mr H. B. S., Private Citizen.
HOWARD, Mr N. T., M.B.E., Director, Victorian Division of Industrial Development.
HILL, Mr W. C., Officer-in-Charge, Regional Industry Section, N.S.W. Department of Decentralisation and Development.
HOHNEN, Mr R. A., Secretary, Australian National University.
HUNTER, Dr T., Member, Association for the Study of Women and Society.
JORDAN, Mr S., Secretary, A.C.T. Branch, Printing and Kindred Industries Union.
KEMP, Mr J., President, Builders Labourers Federation, Canberra.
KENWAY, Mrs H., Member, Association for the Study of Women and Society.
KING, Mrs B. M., Representative, Canberra Opportunity for Deaf Children Group.
LANE, Mr L. W., Acting Assistant Director-General, Establishments and Finance Branch, Department of Health.
LANDSOWN, Mr R. B., Associate Commissioner—Planning, National Capital Development Commission.
LEWIS, Mr K. M., Senior Regional Industries Officer, N.S.W. Department of Decentralisation and Development.
LINEHAN, Mr D. L., Federal Secretary, Administrative and Clerical Officers' Association.
LOSEBY, Mr H. G., Shire Clerk, Mulwree Shire Council.
MCDERMOTT, Ald. E. J., His Worship, The Mayor of Goulburn.
MAHER, Mr C. C., Development Officer, Cooma Municipal Council.
MURRAY, Mr W. G., Government Printer.
NOTT, Mr P. A., Controller, Australian Government Publishing Service.
O'REGAN, Mr J. A., Officer-in-Charge, Department of Labour and National Service, Canberra.
PEAD, Mr J. H., Chairman, A.C.T. Advisory Council.
PERGUM, Mr R. M., Member, A.C.T. Chapter, Royal Australian Institute of Architects.
RAWLING, Mr S. J., Careers and Appointments Officer, Australian National University.

RICHARDSON, Dr S. S., Principal, Canberra College of Advanced Education.
SAMUEL, Mr P. D., Private Citizen.
SANDE, Mrs A., Member, Association for the Study of Women and Society.
SAVAGE, Mr J., Acting Deputy Director, N.S.W. Department of Decentralisation and Development.
SCUTT, Mr J. R., Registrar, Canberra College of Advanced Education.
SIMPSON, Mr K. J., Assistant Director-General, Planning and Research Division, Postmaster-General's Department.
SMEE, Mr R. A., Regional Director, N.S.W., Department of Labour and National Service.
SMITH, Mrs M., Convenor, Association for the Study of Women and Society.
SMITH, Mr R. G., Town Clerk, Queanbeyan Municipal Council.
SOLOMON, Mr S. H., First Assistant Secretary, Planning and Research Division, Department of Labour and National Service.
STEELE, Mr H., Workshop Manager, Rehabilitation Department, Canberra Hospital.
STORRS, Miss B. M., Association for the Advancement of Slow Learners.
TOONE, Mr R. C., Managing Director, Sydney Wide Stores.
WASHINGTON, Mr G. W., Tourist Development Manager, Australian Tourist Commission.
WATSON, Mr J. C. F., Chief Research Officer, Planning and Research Branch, N.S.W. Department of Decentralisation and Development.
WATSON, Mr L. R., Director, Canberra Tourist Bureau and A.C.T. Advisory Board on Tourism.
WAUGH, Mr R., A.C.T. Advisory Board on Tourism.
WELLS, Dr R. H. C., Director, A.C.T. Health Services, Department of Health.
WESTERMAN, Mr H. L., First Assistant Commissioner—Planning, National Capital Development Commission.
WIGLEY, Mr E., Assistant Secretary, Land Administration Branch, Department of the Interior.
WILLIAMS, Mr T. A., Town Clerk, City of Goulburn.

The following also presented submissions—
CUMMING THOM, Mrs A., Member, Sub-Committee, A.C.T. Pre-School Teachers' Association.
CURLEY, Miss S., Employment Centre and Office Personnel Training School, Manuka, A.C.T.
FITZGERALD, Mr E., Private Citizen.
FLYNN, Mr K. B., Secretary, A.C.T. Branch, Association of Professional Engineers, Australia.
FULOP, Mr S., Private Citizen.
GREGORY, Mr R., Private Citizen.
HALLSTROM, Mr P., Private Citizen.
HOINS, Mr L. F., Private Citizen.
MALLIE, Mr J., Chairman, Kanangra Society, Canberra.
MORAN, Dr B., Private Citizen.
NEILSON, Mr N. J. B., Private Citizen.
SOKOLOV, Miss U., Private Citizen.

APPENDIX II
Exhibits and Reference Material

1. Exhibits:

- A. Commonwealth Department of the Interior and National Capital Development Commission, *Employment Opportunities and the need and Desirability of Additional Secondary Industry, Report of a Working Group on Industrial Development in the Australian Capital Territory 1960-1980.* (Part I), Canberra, 1969.
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- J. Commonwealth Department of Education and Science, Vocational Guidance Arrangements in A.C.T. Secondary Schools.
- K. Map, Shire of Mulwara. Dated 12 July 1962.
- L. *How Tourist Spending Flows Into the Economy*, Extract from Harris, Kerr, Forster and Company, 'Australia's Travel and Tourist Industry 1965'.

- M. Letter to the Committee from the Secretary of the A.C.T. and Districts Centre of the Chamber of Manufactures of N.S.W., dated 14 September 1971.
- N. Australian Pre-School Association, Parents' News Sheet No. 240, *Where Will I Leave My Child When I Work?*, Canberra.
- O. General Motors-Holden's Pty Ltd, *Selective Placement of Employees with Major Physical Disabilities Applicable to Melbourne Area*, Melbourne, October 1965.
- P. N.S.W. Department of Decentralisation and Development, *Industrial Promotion Services*, Government Printing Office, N.S.W., 1970.
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APPENDIX III

Definitions Applying to the Workforce

The workforce categories referred to are as follows:

1. *Total Wage and Salary Earners*
This comprises total Government employment, as defined below, plus all private wage and salary earners.
2. *Total Government Employment in the A.C.T.*
This comprises all of the workforce which is supported by Government, including:
 - (a) Commonwealth Public Service Act employees;
 - (b) Departmental staff not under Commonwealth Public Service Act;
 - (c) Employees of Government authorities and organisations supported by Government funds (see list at end);
 - (d) Uniformed enlisted personnel.
3. *Wage and Salary Earners in Civilian Employment*
This series is published by the Bureau of Census and Statistics and classifies the civilian workforce into functional categories.
At June 1970, this sector comprised about 94 per cent of the total wage and salary earners as defined above, the other 6 per cent being uniformed enlisted personnel.

The civilian functional categories which make up the series are:

Public Authority
Community and Business Services
Commerce
Manufacturing
Amusements, Hotels, Cafes, etc.
Transport, Storage, Communication
Finance and Property
Building and Construction
Other

The Government authorities, and organisations supported by Government funds, included in the Total Government Employment in the A.C.T. category are:

Australian Broadcasting Commission
Australian Capital Territory Electricity Authority
Australian Industry Development Corporation
Australian Institute of Aboriginal Studies
Australian National University
Australian Services Canteen Organisation
Canberra Hospital
Canberra Technical College
College of Advanced Education
Commonwealth Bank
Commonwealth Brickworks
Commonwealth Hostels
Commonwealth Railways
CSIRO
Departments of Parliament
Fire Brigade

National Capital Development Commission
 Qantas Airways
 Reserve Bank
 Snowy Mountains Authority
 Trans Australia Airways
 Totalizer Agency Board
 School Teachers (provided by N.S.W. Department of Education)

Other employment generators included in Bureau classifications but not immediately apparent and which are of some significance to the A.C.T. and Queanbeyan residents are:

- Independent schools
- Diplomatic establishments of other countries maintained in the A.C.T.
- Space tracking stations and observatories.

Definitions used in the Commonwealth Public Service

1. Divisions:

- (a) First Division includes the Permanent Heads of Commonwealth Departments.
- (b) Second Division includes the top management and/or administrative group in the Service.
- (c) Third Division which is the Clerical/Administrative staff and specialists. The minimum standard of entry is based on examinations held at or near the end of secondary schooling. Entry to most groups within the specialist area requires tertiary qualifications.
- (d) Fourth Division for which there is no standard minimum level of education for entry.

2. Exempt Staff:

This refers to staff whose engagement is exempted from the application of specified provisions of the Public Service Act and Regulations. One purpose of exempt engagements is to permit flexibility in the employment of temporary staff in departments where the normal centralised selection procedures are not appropriate, e.g. the Department of the Interior employs exempt staff such as gardeners and drivers, etc.

APPENDIX IV

Statistical Summary

TABLE I	Population of Canberra and Queanbeyan.
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TABLE III	Total Government Employment in the A.C.T.
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- TABLE XXVII Selected Designations available in the Commonwealth Service in the A.C.T.
- TABLE XXVIII A.C.T. and Queanbeyan: Industry Distribution of Labour Force at 1966 Census.
- TABLE XXIX A.C.T. and Queanbeyan: Growth in Labour Force between Censuses of 1961 and 1966.
- TABLE XXX Factory Statistics—A.C.T. and Queanbeyan Region 1965 and 1967.
- TABLE XXXI Number of Factories by Industry Groupings A.C.T., 1965 and 1968.
- TABLE XXXII Prospective A.C.T. Labour Force. A National Distribution by Industry Groups when the Population reaches 200,000 and 400,000 respectively compared with the 1966 Census Distribution.
- TABLE XXXIII Distribution of the Labour Force by Industry in A.C.T.-Queanbeyan and Selected Australian Cities of comparable size at 1966 Census.

TABLE I
OVERALL POPULATION OF CANBERRA AND QUEANBEYAN

Year	Canberra	Annual percentage increase	Queanbeyan	Annual percentage increase	Total Canberra and Queanbeyan	Annual percentage increase
A. Actual growth 1959-1970						
1959	43,973	12.6	8,590	2.5	52,563	..
1960	50,237	14.2	8,900	3.6	59,137	12.5
1961	56,449	12.4	9,448	6.2	65,897	11.4
1962	63,821	13.1	9,750	3.2	73,571	11.6
1963	70,775	10.9	10,300	5.6	81,075	10.2
1964	77,644	9.7	10,780	4.7	88,424	9.1
1965	85,690	10.4	11,670	8.3	97,360	10.1
1966	93,314	8.9	12,489	7.0	105,803	8.7
1967	100,938	8.2	12,880	3.1	113,818	7.6
1968	109,560	8.5	13,330	3.5	122,890	8.0
1969	119,235	8.8	14,260	7.0	133,495	8.6
1970	130,250	9.2	15,030	5.4	145,280	8.8

B. Projected growth for Canberra based on a continuation of the 10.3 per cent actual Public Service Act employment growth 1960-1970; see paras. 35 and 51. For Queanbeyan projection see para. 36.

1971	142,700	9.6	15,782	5.0	158,482	9.1
1972	155,000	8.6	16,571	5.0	171,571	8.3
1973	169,000	9.0	17,400	5.0	186,400	8.6
1974	184,000	10.4	18,270	5.0	202,270	8.5
1975	202,000	10.6	19,184	5.0	221,184	9.4
1976	224,000	10.4	20,143	5.0	244,143	10.4
1977	246,000	9.9	21,150	5.0	267,150	9.4
1978	270,000	10.0	22,208	5.0	292,208	9.4
1979	297,000	9.7	23,318	5.0	320,318	9.6
1980	328,000	10.4	24,484	5.0	352,484	10.0

C. Projected growth for Canberra based on a Public Service Board submission of a projected 7.8 per cent Public Service Act employment growth 1971-1980; see paras. 35 and 51.

1971	142,700	9.6	15,782	5.0	158,482	9.1
1972	150,600	5.5	16,571	5.0	167,171	5.5
1973	158,600	5.3	17,400	5.0	176,000	5.3
1974	169,600	6.9	18,270	5.0	187,870	6.7
1975	182,900	7.8	19,184	5.0	202,084	7.6
1976	197,800	8.2	20,143	5.0	217,943	7.8
1977	214,700	8.6	21,150	5.0	235,850	8.2
1978	234,000	8.6	22,208	5.0	256,208	8.6
1979	254,000	8.8	23,318	5.0	277,318	8.2
1980	280,000	9.1	24,484	5.0	304,484	9.8

TABLE II: THE CANBERRA WORKFORCE

Year	Canberra(a)	Annual percentage increase	Canberra(b)	Annual percentage increase
1959	20,199	..	20,199	..
1960	22,321	10.5	22,321	10.5
1961	23,864	6.9	23,864	6.9
1962	27,210	14.0	27,210	14.0
1963	31,154	14.5	31,154	14.5
1964	34,125	9.5	34,125	9.5
1965	38,087	11.6	38,087	11.6
1966	42,363	11.2	42,363	11.2
1967	45,200	6.7	45,200	6.7
1968	49,650	9.8	49,650	9.8
1969	53,600	8.0	53,600	8.0
1970	59,450	10.9	59,450	10.9
1971	71,400	(20.1)	71,400	(20.1)
1972	77,900	9.1	75,100	5.2
1973	85,900	10.3	78,800	4.9
1974	95,000	10.5	84,000	6.6
1975	105,000	10.5	90,400	7.6
1976	115,000	9.5	97,600	8.0
1977	126,000	9.6	105,800	8.4
1978	138,000	9.5	114,700	8.4
1979	152,000	10.1	124,600	8.6
1980	166,000	9.2	135,700	8.9

(a) Projection based on a continuation of actual Public Service Act growth during the last twelve years.

(b) Projection based on the Public Service Act employment growth rates in the Public Service Board submission to Committee.

TABLE III: TOTAL GOVERNMENT EMPLOYMENT IN THE A.C.T.—1959-1970, BY CLASSIFICATION
(From Appendices 8, 3 and 7 of NCDC submission)

At June	Government Civilian						Uniformed enlisted personnel	Total Government employment	Annual increase	Annual percentage increase
	Commonwealth Public Service Act employment	Departmental staff not under Public Service Act	Government authorities and other organisations supported by funds	Total	Annual increase	Annual percentage increase				
1959	8,030	188	2,927	11,145	700	6.7	1,199	12,344	707	6.1
1960	8,607	247	3,272	12,126	1,000	9.0	1,471	13,597	1,233	10.2
1961	9,430	289	3,383	13,302	1,200	9.9	1,614	14,916	1,319	9.7
1962	10,422	345	4,046	14,813	1,500	11.3	1,960	16,773	1,857	12.5
1963	11,759	396	4,455	16,297	1,500	10.1	2,154	18,451	1,678	10.0
1964	12,759	504	4,882	17,845	1,600	11.1	2,337	20,182	1,726	9.3
1965	13,418	671	5,892	19,983	2,000	11.4	2,652	22,635	2,462	10.2
1966	14,954	716	6,711	22,441	2,600	13.0	2,800	25,241	2,841	12.7
1967	16,616	856	7,035	24,508	2,200	9.8	2,800	27,308	2,437	9.7
1968	18,527	775	8,667	27,969	2,300	11.3	3,050*	30,254*	3,050*	11.1
1969	20,501	800*	9,259	30,600*	3,000	10.9	3,300*	33,900*	3,250*	10.6
1970	22,826	n.a.	n.a.	34,000*	3,400	11.1	3,550*	37,550*	3,650*	10.8

* Estimated. n.a. not available.

TABLE IV: PRIVATE WAGE AND SALARY EARNERS IN THE A.C.T.

At June	Total private wage and salary earners	Annual increase	Annual percentage increase
1959	7,900	500	6.8
1960	8,750	850	10.7
1961	8,950	200	2.3
1962	10,450	1,500	16.8
1963	12,800	2,350	22.5
1964	13,900	1,100	8.6
1965	15,750	1,850	13.3
1966	17,200	1,450	9.2
1967	17,600	400	2.3
1968	19,000	1,400	8.0
1969	19,700	700	3.7
1970	21,900	2,200	11.2

TOTAL V: TOTAL WAGE AND SALARY EARNERS IN THE A.C.T. IN SELECTED YEARS

At June	Government	Private enterprise	Total	Percentage on Government payroll
1961	14,916	8,948	23,864	62.5
1963	18,451	12,703	31,154	59.2
1966	25,004	17,359	42,363	59.0
1969	33,900	19,700	53,600	63.2
1970	37,550	21,900	59,450	63.2

TABLE VI: TOTAL WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT IN THE A.C.T. IN SELECTED YEARS—BY FUNCTIONAL CLASSIFICATION

Industry	June 1960	Per cent	June 1965	Per cent	June 1969	Per cent	June 1970	Per cent
Public Authority(a)	6,500	31.2	11,000	30.7	16,900	33.6	19,200	34.4
Community and business services	2,800	13.4	5,950	16.6	9,800	19.5	10,500	18.8
Commerce	2,000	9.6	4,250	11.8	5,200	10.3	5,600	10.0
Manufacturing	1,900	9.1	3,500	9.8	4,500	9.0	5,000	8.9
Amusements, hotels, cafes, etc.	1,500	7.2	2,700	7.5	3,700	7.3	4,200	7.5
Transport, storage, communication	1,050	5.0	1,600	5.0	1,600	3.8	2,200	3.9
Finance and property	450	2.1	1,100	3.0	1,800	3.6	2,100	3.7
Building and construction	4,250	20.4	5,000	13.9	5,600	11.1	6,200	11.1
Other	400	1.9	650	1.8	900	1.8	900	1.6
Total wage and salary earners	20,850	100.0	35,750	100.0	50,300	100.0	55,900	100.0

(a) At June 1970, the 'Public Authority' category here comprised about 56 per cent of all government wage and salary earners in civilian employment. The remaining government civilian workers are included in the appropriate functional classifications.

TABLE VII: A.C.T.—DISTRIBUTION OF POPULATION BY SELECTED AGE GROUPS, 1966 CENSUS

Age last birthday (years)	Males	Females	Persons	Proportion of total	Australian proportion
0-14	16,285	15,523	31,808	33.13	29.37
15-19	5,065	4,478	9,543	9.94	9.08
20-24	4,579	4,203	8,782	9.15	7.39
25-29	4,301	3,871	8,172	8.51	6.46
30-44	11,381	10,122	21,503	22.40	19.27
45-64	7,197	6,208	13,405	13.96	19.89
65 and over	1,631	1,631	2,800	2.92	8.54
Total	49,977	46,036	96,013	100.00	100.00
Under 21	22,327	20,853	43,180	44.97	40.01
21-64	26,481	23,552	50,033	52.11	51.45
65 and over	1,169	1,631	2,800	2.92	8.54
Total	49,977	46,036	96,013	100.00	100.00

**TABLE VIII: CANBERRA CITY AND QUEANBEYAN WORKFORCE—
BY AGE GROUP, 1966 CENSUS**

Age Group	Males	Females	Persons	Proportion of total
	No.	No.	No.	Per cent
CANBERRA				
0-4	..	..	..	..
5-9	..	..	..	..
10-14	..	..	..	..
15-19	2,953	2,634	5,587	13.1
20-24	4,063	2,657	6,720	15.8
25-29	4,067	1,415	5,482	12.9
30-34	3,520	1,211	4,731	11.1
35-39	3,702	1,380	5,082	12.0
40-44	3,713	1,592	5,305	12.5
45-49	2,738	1,143	3,881	9.1
50-54	1,909	784	2,693	6.3
55-59	1,359	404	1,763	4.1
60-64	723	181	904	2.1
65-69	225	58	283	0.7
70 and over	116	25	141	0.3
Total	29,088	13,484	42,572	100.0

QUEANBEYAN				
0-4	..	..	..	..
5-9	..	..	..	..
10-14	..	..	..	..
15-19	490	416	906	15.9
20-24	584	286	870	15.3
25-29	579	134	713	12.5
30-34	505	120	625	11.0
35-39	460	163	623	10.9
40-44	420	190	610	10.7
45-49	327	132	459	8.0
50-54	334	77	411	7.2
55-59	215	51	266	4.7
60-64	128	15	143	2.5
65-69	41	5	46	0.8
70 and over	23	7	30	0.5
Total	4,105	1,596	5,702	100.0

Note—The Queanbeyan Workforce is the Queanbeyan Resident Workforce (i.e. working anywhere in the district including Canberra).

Source: Commonwealth Statistician: Urban Economics Research Section, N.C.D.C.

TABLE IX: A.C.T.—CLASSIFICATION OF A.C.T. POPULATION BY EDUCATIONAL ATTAINMENT, COMPARED WITH AUSTRALIA AS A WHOLE, 1966 CENSUS

Highest level of education attained	A.C.T. (Proportion of population)			Australia (Proportion of population)		
	Males	Females	Persons	Males	Females	Persons
	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent
Tertiary—						
University degree . . .	7.38	2.73	5.15	1.54	0.51	1.03
Other qualifications . . .	2.94	2.54	2.75	2.16	1.54	1.85
Secondary—						
Passed leaving or matriculation	14.72	11.23	13.05	7.59	6.15	6.87
Passed intermediate level . . .	20.83	25.36	23.00	16.32	17.56	16.94
Attended secondary school . . .	17.44	19.43	18.40	24.60	24.46	24.53
Primary—						
Attended primary school . . .	23.23	24.87	24.02	34.76	37.00	35.87
No schooling, not stated . . .	13.46	13.83	13.64	13.03	12.78	12.90
Total	100.00	100.00	100.00	100.00	100.00	100.00

Source: 1966 Census Bulletins 8.1 (A.C.T.) and 9.1 (Australia).

TABLE X: COMMONWEALTH SERVICE STAFF IN THE A.C.T.—EMPLOYMENT CATEGORY AND SEX, NUMBER AND GROWTH RATES, 1960-1970

Year (at June)	Permanent		Temporary		Exempt		Total				
	Male	Female	Male	Female	Male	Female	Male	Female			
	NUMBER		NUMBER		NUMBER		NUMBER				
1960	5,601	4,357	679	1,443	2,471	336	2,807	6,751	1,856	8,607	
1961	4,061	4,932	286	1,748	2,430	332	2,762	7,271	2,157	9,428	
1962	4,572	3,563	382	1,878	2,680	420	3,101	8,028	2,384	10,422	
1963	5,262	3,884	812	1,933	2,666	432	3,098	8,669	2,666	11,335	
1964	6,215	3,777	7,039	1,236	2,070	2,560	3,050	9,056	3,103	12,159	
1965	6,884	1,570	7,785	1,513	2,491	2,693	3,539	3,232	8,796	3,622	13,418
1966	6,884	1,698	8,582	1,837	2,759	2,993	3,580	3,573	10,849	4,105	14,954
1967	8,622	2,172	9,782	1,001	1,951	2,952	3,237	3,860	11,848	4,768	16,616
1968	7,610	2,800	11,462	1,047	2,058	3,105	3,348	612	13,057	5,470	18,527
1969	9,724	3,365	13,089	1,048	2,251	3,299	3,482	631	14,113	6,247	20,361
1970	10,650	4,071	14,721	1,103	2,604	3,707	3,604	794	15,357	7,469	22,826
ANNUAL GROWTH RATE (PER CENT)											
1961	12.8	15.2	12.0	16.3	24.9	20.9	-2.1	-1.2	7.7	16.2	9.5
1962	12.6	9.2	12.0	8.2	7.2	7.7	7.5	26.5	9.8	10.4	11.0
1963	13.5	17.0	14.1	14.1	-5.0	9.6	2.9	2.9	2.5	8.0	8.8
1964	9.1	23.7	11.7	10.3	7.1	-4.0	13.4	13.4	-1.6	4.5	16.4
1965	9.8	14.0	10.6	6.5	22.4	16.0	5.2	10.0	6.0	8.2	10.4
1966	10.8	8.2	10.2	9.5	20.8	16.6	11.1	11.2	10.6	10.7	13.3
1967	10.5	27.9	14.0	3.0	6.8	5.5	8.2	11.2	8.6	9.2	11.1
1968	13.8	28.9	17.2	4.6	5.5	5.2	3.4	-5.1	2.0	10.2	11.5
1969	12.3	20.2	14.2	0.1	9.4	6.2	4.0	3.1	3.9	7.2	10.7
1970	9.3	21.0	12.5	5.2	15.7	12.4	3.5	23.8	6.5	7.7	11.3
SUMMARY: AVERAGE GROWTH RATES FOR SELECTED PERIODS											
1961-1965	11.6	15.8	12.3	5.7	14.9	10.9	1.8	10.3	4.9	7.8	14.3
1961-1970	11.5	18.5	13.0	5.1	13.3	10.1	3.9	9.4	4.7	8.6	15.0
1966-1970	11.4	21.2	13.6	4.5	11.6	9.2	6.0	8.5	6.4	9.4	15.6

TABLE XI: COMMONWEALTH SERVICE STAFF IN THE A.C.T.—DIVISION AND SEX, NUMBER AND GROWTH RATES, 1960-1970

Year (At June)	First and Second Divisions		Third Division		Fourth Division		Total		
	Male	Female	Male	Female	Male	Female	Male	Female	
	NUMBER		NUMBER		NUMBER		NUMBER		
1960	147	3,102	265	3,502	1,591	5,093	6,751	1,856	8,607
1961	146	3,505	349	3,618	1,808	5,426	7,271	2,157	9,428
1962	147	3,935	437	3,936	1,957	5,893	8,028	2,384	10,422
1963	170	4,244	501	4,745	2,165	6,420	8,669	2,666	11,335
1964	203	4,593	583	5,176	2,520	6,780	9,056	3,103	12,159
1965	251	5,127	706	5,833	4,413	7,334	9,796	3,022	13,418
1966	269	5,641	6,463	4,939	5,222	10,849	10,849	4,105	14,954
1967	301	6,217	974	7,191	5,330	3,794	9,124	4,768	13,892
1968	370	7,045	1,212	8,257	5,685	4,788	10,473	5,470	15,943
1969	422	7,676	1,593	9,221	6,439	5,682	14,254	6,247	20,501
1970	422	8,497	1,806	10,363	6,439	5,682	14,101	7,469	22,826
ANNUAL GROWTH RATE (PER CENT)									
1961	0.7	13.0	31.7	14.5	3.3	13.6	7.7	16.2	9.5
1962	-	12.3	25.2	13.4	8.8	8.2	8.6	10.4	11.0
1963	15.6	7.9	14.6	8.5	8.1	10.6	8.9	8.0	8.8
1964	19.4	8.2	16.4	9.1	0.1	16.4	5.6	4.5	16.4
1965	23.6	11.6	21.1	12.7	3.7	15.7	8.2	8.2	16.7
1966	7.2	10.0	16.4	10.8	11.8	12.6	12.1	19.7	11.4
1967	11.9	10.2	18.5	11.3	7.9	13.9	10.0	10.2	11.1
1968	8.6	13.3	24.4	14.8	9.7	15.9	9.0	10.2	14.7
1969	13.1	9.0	27.5	17.7	10.4	10.4	9.7	9.2	14.2
1970	14.1	10.7	16.9	11.7	3.7	10.9	7.7	19.6	11.3
SUMMARY: AVERAGE GROWTH RATES FOR SELECTED PERIODS									
1961-1965	11.7	10.6	18.0	11.6	4.8	12.9	7.6	7.8	14.3
1961-1970	11.4	10.6	21.3	11.9	6.3	13.6	9.1	8.6	15.0
1966-1970	11.0	10.6	20.7	12.1	7.9	14.2	10.5	9.4	15.6

(a) Includes one Second Division female at June 1969 and 1970.

TABLE XII: COMMONWEALTH SERVICE STAFF IN THE A.C.T.—DIVISION, DESIGNATION GROUP AND SEX, AT JUNE 1962, 1965, 1969 AND 1970

Division and designation group	1962		1965		1969		1970	
	Male	Female	Male	Female	Male	Female	Male	Female
First Division	17	..	18	..	20	..	21	..
Second Division	171	..	262	..	360	..	413	..
Third Division— Clerical/Administrative—								
Graduates	n.a.	n.a.	n.a.	n.a.	1,613	229	1,689	266
Diplomates	n.a.	n.a.	n.a.	n.a.	469	16	495	18
Others(a)	n.a.	n.a.	n.a.	n.a.	4,474	1,017	5,141	1,299
Total	3,240	389	4,236	630	6,556	1,262	7,325	1,583
Specialist	689	58	863	80	1,008	89	1,055	86
Other Third Division	269	35	292	53	724	351	705	397
Total Third Division	4,198	482	5,391	763	8,288	1,702	9,085	2,066
Fourth Division— Semi-Clerical	603	625	756	1,062	1,255	2,205	1,499	2,909
Artisan	1,998(b)	9	1,570	15	1,966	20	2,026	24
Machine	95	1,064	131	1,551	187	2,416	207	2,669
Other Fourth Division	1,330	225	1,977	349	2,706	483	2,777	538
Total Fourth Division	4,026	1,923	4,434	2,977	6,114	5,124	6,509	6,140
Total	8,412	2,405	10,105	3,740	14,782	6,827	16,028	8,207

n.a. Not available.

(a) Includes all Clerical/Administrative temporary staff for whom educational qualification particulars are not available.

(b) Includes all Day Labour Staff (Exempt) in Department of Works. In the figures for later years these staff are allocated to designation groups as appropriate.

TABLE XIII: COMMONWEALTH SERVICE STAFF IN THE A.C.T. EDUCATIONAL LEVEL(a) AND EMPLOYMENT CATEGORY, AT JUNE 1970

Educational level.	Permanent	Temporary	Exempt	Total
Degree or diploma	3,694	79	16	3,789
Higher School Certificate	6,475	440	131	7,046
School Certificate or less	4,784	3,070	3,126	10,980
Technical College Certificate	541	60	12	613
Tradesman qualifications	304	61	1,115	1,480
Total	15,798	3,710	4,400	23,908

(a) Partly estimated.

Source: Commonwealth Public Service Board Continuous Record of Personnel.

TABLE XIV: COMMONWEALTH SERVICE PERMANENT STAFF IN THE A.C.T. WITH TERTIARY QUALIFICATIONS—TYPE AND LEVEL OF HIGHEST QUALIFICATION AND SEX, AT JUNE 1969 AND 1970

Type	Degree		Diploma		Total		
	Male	Female	Male	Female	Male	Female	Total
AT JUNE 1969							
Accountancy . . . . .	..	..	363	3	363	3	366
Administration, management	4	..	74	1	78	1	79
Agriculture	30	2	20	..	57	2	59
Architecture	25	..	27	..	45	..	45
Arts, Humanities	820	282	19	32	839	314	1,153
Dentistry	8	1	..	..	8	1	9
Dietetics, para-medicine	2	1	10	6	12	7	19
Economics, commerce	845	38	31	1	876	39	915
Education	8	..	8	13	16	13	29
Engineering	133	..	101	1	234	1	235
Fine and practical arts . . . . .	..	..	1	..	1	..	1
Industrial relations . . . . .	..	..	1	..	1	..	1
Law	147	6	7	1	154	7	161
Medicine	34	5	1	..	35	5	40
Science	539	42	43	2	582	44	626
Surveying	22	..	35	..	57	..	57
Technology	8	..	..	..	8	..	8
Valuation . . . . .	..	..	6	..	6	..	6
Veterinary science	23	..	..	..	23	..	23
Total	2,648	377	747	60	3,395	437	3,832

AT JUNE 1970

Accountancy . . . . .	..	..	383	3	383	3	386
Administration, management	3	..	78	1	81	1	82
Agriculture	34	1	28	..	62	1	63
Architecture	28	..	17	..	45	..	45
Arts, Humanities	837	319	21	28	878	347	1,225
Dentistry	8	1	..	..	8	1	9
Dietetics, para-medicine	3	3	11	7	14	10	24
Economics, commerce	853	38	26	1	879	39	918
Education	8	1	8	14	16	15	31
Engineering	146	1	108	1	254	2	256
Fine and practical arts . . . . .	..	..	1	1	1	1	2
Industrial relations . . . . .	..	..	2	..	2	..	2
Law	140	7	10	..	157	7	157
Medicine	44	4	..	..	44	4	48
Science	589	55	40	2	629	57	686
Surveying	20	..	36	..	56	..	56
Technology	10	..	1	..	11	..	11
Valuation . . . . .	..	..	11	..	11	..	11
Veterinary science	12	..	..	..	12	..	12
Total	2,755	430	781	58	3,536	488	4,024

TABLE XV: APPOINTMENTS OF GRADUATES AND DIPLOMATES TO THE COMMONWEALTH SERVICE IN THE A.C.T.—DIVISION AND DESIGNATION GROUP, 1962-1969

Division and designation group	1962	1963	1964	1965	1966	1967	1968	1969
GRADUATES								
First Division . . . . .	..	..	..	..	..	1	2	..
Second Division	2	3	3	2	6	1	..	2
Third Division—								
Clerical/Administrative	87	107	140	143	126	203	260	272
Specialist	51	77	60	72	83	131	161	129
Other	3	4	5	2	..	13	25	16
Total Third Division	141	188	205	217	209	347	446	417
Total	143	191	208	219	215	349	448	419
DIPLOMATES (OTHER THAN GRADUATES)								
First Division . . . . .	..	..	..	..	..	..	..	..
Second Division . . . . .	..	..	1	..	..	..	..	..
Third Division—								
Clerical/Administrative	2	5	4	3	6	3	8	6
Specialist	3	7	5	6	6	8	5	10
Other	1	3	2	9	5	6	15	8
Total Third Division	6	15	11	18	17	17	28	24
Total	6	15	12	18	17	17	28	24
TOTAL								
First Division . . . . .	..	..	..	..	..	1	2	..
Second Division	2	3	4	2	6	1	..	2
Third Division—								
Clerical/Administrative	89	112	144	146	132	206	268	278
Specialist	54	84	65	78	89	139	166	139
Other	4	7	7	11	5	19	40	24
Total Third Division	147	203	216	235	226	364	474	441
Total	149	206	220	237	232	366	476	443

Source: Commonwealth Public Service Board Continuous Record of Personnel.

TABLE XVI: COMMONWEALTH SERVICE PART-TIME STAFF IN THE A.C.T.—CATEGORY AND SEX, AT JUNE 1962, 1965, 1969 AND 1970

Year (at June)	Cleaners		Other		Total	
	Male	Female	Male	Female	Number	Percent(a)
1962 . . . . .	..	2	2	81	85	0.8
1965 . . . . .	..	1	33	92	126	0.9
1969 . . . . .	..	..	4	254	258	1.2
1970	1	12	18	352	383	1.7

(a) Per cent of total Commonwealth Service employment in the A.C.T.

TABLE XVII: COMMONWEALTH SERVICE PART-TIME STAFF IN THE A.C.T.—DESIGNATION, SEX AND MARITAL STATUS (FEMALE), JUNE 1970

Designation	Males	Females		Total
		Single	Married	
Attendant . . . . .	..	..	32	32
Cataloguer . . . . .	..	..	4	4
Cleaner . . . . .	..	7	5	13
Clerical Assistant	1	..	10	10
Clerk . . . . .	..	..	10	10
Data Processing Operator . . . . .	..	..	11	11
Exam Marker . . . . .	..	..	4	4
Gardener . . . . .	..	..	7	7
Librarian . . . . .	..	1	3	4
Library Assistant . . . . .	..	..	5	5
Library Officer . . . . .	..	..	3	3
Medical Officer	3	1	..	4
Reporter	1	..	2	3
Social Worker . . . . .	..	..	4	4
Stenographer . . . . .	..	..	3	3
Typist . . . . .	..	6	229	235
Other	14	1	16	31
Total	19	16	348	383

TABLE XVIII: COMMONWEALTH SERVICE—FEMALE STAFF IN THE A.C.T., DESIGNATION, EMPLOYMENT CATEGORY AND DIVISION, AT JUNE 1970

Designation	Permanent	Temporary	Exempt	Total
THIRD DIVISION				
Clerical/Administrative group—				
Clerk	1,168	143	21	1,332
Other	1,204	7	1	212
Sub-total	1,372	150	22	1,544
Specialist group—				
Librarian	61	7	..	68
Other	71	26	..	97
Sub-total	132	33	..	165
'In-training' designations—				
Library Officer-in-training	65	..	..	65
Librarian-in-training	56	..	..	56
Programmer-in-training	30	..	..	30
Cadet Medical Laboratory Technologist	14	..	..	14
Dental Therapist-in-training	13	..	..	13
Other	17	..	..	17
Sub-total	195	..	..	195
Library Officer	30	8	..	38
Pre-school Teacher	15	1	40	56
Other	47	6	6	59
Total	1,791	198	68	2,057
FOURTH DIVISION				
Clerical Assistant	1,132	1,501	2	2,635
Stenographer, Steno-secretary	772	61	19	852
Typist	669	491	..	1,160
Data Processing Operator	129	34	..	163
Accounting Machinist	64	38	..	102
Computer Operator	55	1	..	56
Telephonist	49	2	108	159
Machine Operator	40	3	1	44
Folder (female)	3	..	149	152
Sister (including Nursing Sister)	1	..	46	47
Attendant (female) . . . . .	..	139	7	146
Pre-school Assistant . . . . .	..	..	54	54
Postal Level designations . . . . .	..	..	54	54
'In-training' designations—				
Machine Operator-in-training	62	10	..	72
Trainee Computer Operator	20	..	..	20
Data Processing Operator-in-training	18	16	..	34
Typist-in-training . . . . .	..	..	108	108
Other	18	3	2	23
Sub-total	118	29	110	257
Other	87	105	182	374
Total	3,119	2,404	732	6,255

NOTE: At June 1970, one permanent Second Division officer was also employed.
Source: Commonwealth Public Service Board/Continuous Record of Personnel.

TABLE XIX: APPOINTMENTS OF PERMANENT STAFF TO THE COMMONWEALTH SERVICE IN THE A.C.T.—MAJOR EMPLOYMENT GROUPS, SEX, 1962, 1965 AND 1969

Division and designation group	1962		1965		1969	
	Male	Female	Male	Female	Male	Female
First Division . . . . .	..	..	..	..	..	..
Second Division	3	..	2	..	3	..
Third Division—						
Clerical/Administrative	279	80	425	203	641	366
Specialist	54	3	80	5	102	19
Other Third Division	46	6	63	15	184	103
Total Third Division	379	89	568	223	927	488
Fourth Division—						
Semi-Clerical	141	112	82	97	209	334
Artisan	101	..	30	..	73	..
Machine	8	168	17	261	53	549
Other Fourth Division	104	11	64	5	101	16
Total Fourth Division	354	291	193	363	436	899
Total	736	380	763	586	1,366	1,387

TABLE XX: ESTIMATES OF FEMALE STAFF

Category	1971	1975	1980	Percentage increase 1971-1980
Permanent	4,500	6,800	11,500	156
Temporary	2,800	3,800	6,200	121
Exempt	900	900	1,200	33
Total	8,200	11,500	18,900	130

TABLE XXI: PROJECTED COMMONWEALTH SERVICE STAFF IN THE A.C.T.—EMPLOYMENT CATEGORY AND SEX, 1971-1980(a)
(Rounded to nearest 100)

Year (at June)	Permanent			Temporary			Exempt			Total(e)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
1971	11,600	4,500	16,100	1,100	2,800	3,900	3,800	600	4,700	16,500	8,200	24,700
1972	12,200	5,000	17,200	1,200	3,000	4,200	3,600	500	4,700	17,200	8,300	26,000
1973	12,900	5,500	18,400	1,200	3,200	4,400	3,800	500	4,700	17,500	9,600	27,500
1974	14,100	6,000	20,100	1,200	3,500	4,700	3,900	500	4,700	19,200	10,400	29,600
1975	15,200	6,800	22,000	1,500	3,800	5,300	3,900	500	4,800	20,400	11,500	31,900
1976	16,700	7,500	24,200	1,500	4,000	5,500	3,900	1,000	4,900	21,500	12,700	34,500
1977	18,000	8,500	26,500	1,500	4,600	6,000	4,100	1,000	5,100	23,600	14,100	37,500
1978	19,700	9,500	29,000	1,600	5,100	6,500	4,200	1,100	5,300	25,300	15,400	40,300
1979	21,400	10,500	31,700	1,500	5,600	7,100	4,600	1,200	5,600	27,100	16,300	43,300
1980	23,400	11,500	34,900	1,500	6,200	7,700	4,600	1,200	5,800	29,300	18,500	48,400

(a) Any discrepancies between sums of components and totals are due to rounding.
Note: Estimated average annual percentage change over the ten year period is 7.8 per cent.

TABLE XXII: PROJECTED COMMONWEALTH SERVICE STAFF IN THE A.C.T.—DIVISION AND DESIGNATION GROUP AT JUNE 1971-1980
(Rounded to the nearest 100)

Division and designation group	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
	First and Second Divisions	500	500	500	500	500	500	600	600	600	700
Third Division— Chief/Administrative	9,000	9,600	10,200	11,100	12,100	13,200	14,500	15,900	17,400	18,900
Specialist	1,200	1,300	1,400	1,400	1,400	1,500	1,600	1,700	1,800	1,900
Other	1,000	1,100	1,200	1,400	1,600	1,800	2,000	2,200	2,500	2,900
Total	11,500	12,100	12,700	13,800	15,100	16,600	18,100	19,800	21,600	23,400
Fourth Division— Semi-Clerical	4,500	4,700	5,100	5,500	6,000	6,400	7,000	7,800	8,600	9,500
Artsian	1,900	1,900	1,900	2,000	2,000	2,200	2,200	2,300	2,400	2,600
Machine	3,000	3,200	3,400	3,700	4,000	4,300	4,800	5,100	5,600	6,300
Other	3,500	3,700	3,900	4,100	4,300	4,500	4,800	5,100	5,300	6,000
Total	12,900	13,400	14,300	15,300	16,300	17,400	18,800	20,300	22,100	24,300
Grand Total(e)	24,700	26,000	27,500	29,600	31,900	34,300	37,500	40,700	44,300	48,400

(e) Any discrepancies between sums of components and totals are due to rounding.

TABLE XXIII: COMMONWEALTH SERVICE STAFF IN THE A.C.T.—EDUCATIONAL LEVEL, PROJECTION FOR SELECTED YEARS TO 1980
(Rounded to nearest 100)

Educational level	At June				
	1972	1974	1976	1978	1980
Degree or diploma	4,000	4,400	4,900	5,800	6,500
Higher School Certificate	8,000	9,500	11,700	14,000	16,900
School Certificate or less	11,400	12,900	14,900	17,500	21,100
Technical College Certificate	600	700	800	900	1,000
Tradesmen qualifications	1,500	1,600	1,700	1,900	2,200
Total	25,500	29,100	34,000	40,100	47,700

NOTE. Excludes First and Second Division staff.

TABLE XXIV: COMMONWEALTH SERVICE—POSITIONS TRANSFERRED TO CANBERRA (a), JULY 1958—JUNE 1970

Department, etc.	Year ended June											Total	
	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969		1970
Air	62	230	120	308	62	..	..	17	..	..	..	..	737
Army	164	148	116	141	..	..	..	100	..	..	..	..	789
Defence	106	22	..	313	1	..	..	..	..	..	..	..	140
Education and Science . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	125
AUC . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	4
Naval Development . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	22
PAR . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	76
Navy	113	184	104	..	..	..	..	225	..	..	..	..	225
Primary Industry . . . . .	..	..	..	..	282	39	..	..	..	..	..	..	801
Public Service Board . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	7
Repatriation . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	15
Social Services . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	230
Supply . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	115
Trade and Industry . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	520
Tariff Board . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	4
Treasury— . . . . .	..	..	..	..	..	..	..	..	..	..	..	..	80
Defence Division	64	..	..	..	..	..	..	..	..	..	..	..	64
Mint . . . . .	..	..	..	..	..	15	..	..	..	..	..	..	170
Total	509	584	340	866	345	54	417	403	..	426	315	259	4,518

(a) Transfers include positions under the Public Service Act and other Commonwealth Acts and positions in the defence forces occupied by uniformed personnel.

TABLE XXV: A.C.T. AND QUEANBEYAN—OCCUPATIONAL DISTRIBUTION OF LABOUR FORCE, 1966 CENSUS

Occupational group	A.C.T.			Queanbeyan			Proportion of total labour force		Aus-tralian proportion
	Male	Female	Per-sons	Male	Female	Per-sons	A.C.T.	Quean-beyan	
							%	%	
Professional, Admini- trative, Clerical, Sales— Professional, techni- cal and related workers	4,953	2,413	7,376	145	115	260	16.8	4.6	9.3
Administrative, ex- ecutive and ma- nagerial workers	2,449	325	2,774	244	32	276	6.3	4.8	6.3
Clerical workers	5,423	6,134	11,557	291	595	886	26.3	15.5	14.7
Sales workers	1,240	1,372	2,612	222	216	438	5.9	7.7	7.7
Sub-total	14,075	10,244	24,319	902	958	1,860	55.3	32.6	38.0
Other workers— Farmers, fisherman, hunters, timber- getters and related workers	919	75	994	172	10	182	2.3	3.2	9.7
Mines, quarrymen and related wor- kers	65	..	65	24	..	24	0.1	0.4	0.7
Workers in trans- port and com- munication occu- pations	1,355	344	1,699	329	51	380	3.9	6.7	6.1
Craftsmen, pro- duction process workers and la- bourers, n.e.i.	9,599	332	9,931	2,398	104	2,502	22.6	43.9	35.5
Service, sport and recreation wor- kers	1,451	2,133	3,584	183	429	612	8.2	10.7	7.4
Members of armed services	2,629	208	2,837	61	1	62	6.5	1.1	1.2
Sub-total	16,018	3,092	19,110	3,167	595	3,762	43.5	66.0	60.5
Occupations inad- equately described, or not stated	145	342	487	37	43	80	1.1	1.4	1.6
Total in labour force	30,238	13,678	43,916	4,106	1,596	5,702	100.0	100.0	100.0

TABLE XXVI: A.C.T.—QUEANBEYAN—CHANGES IN OCCUPATIONAL DISTRIBUTION OF THE LABOUR FORCE BETWEEN CENSUSES OF 1961 AND 1966

Occupational group	Males	Females	Persons	Percentage change
Professional, Administrative, Clerical, Sales— Professional, technical and related workers	+ 2,595	+ 1,276	+ 3,871	+ 102.8
Administrative, executive and managerial workers	+ 919	+ 161	+ 1,080	+ 54.8
Clerical workers	+ 2,211	+ 3,649	+ 5,860	+ 89.0
Sales workers	+ 570	+ 827	+ 1,397	+ 84.5
Sub-total	+ 6,295	+ 5,913	+ 12,208	+ 87.4
Other workers— Farmers, fishermen, hunters, timber getters and related workers	+ 244	+ 38	+ 282	+ 31.5
Miners, quarrymen and related workers	+ 45	..	+ 45	+ 102.3
Workers in transport and communication occu- pations	+ 583	+ 203	+ 786	+ 60.8
Craftsmen, production process workers and labourers, n.e.i.	+ 3,910	+ 239	+ 4,149	+ 50.1
Service, sport and recreation workers	+ 571	+ 1,238	+ 1,809	+ 75.8
Members of armed services	+ 996	+ 44	+ 1,040	+ 55.9
Sub-total	+ 6,349	+ 1,762	+ 8,111	+ 54.9
Occupations inadequately described, or not stated	+ 18	+ 293	+ 311	+ 121.5
Total change in labour force	+ 12,662	+ 7,968	+ 20,630	+ 71.2

TABLE XXVII: SELECTED DESIGNATIONS AVAILABLE IN THE COMMONWEALTH SERVICE IN THE A.C.T.

There are approximately 2,250 designations in the Commonwealth Service in the A.C.T. The following is a list of representative designation in the Third and Fourth Divisions in Canberra.

THIRD DIVISION	
Academic Staff	*Geologist
Accountant	*Geophysicist
Actuarial Officer	Industrial Officer
Administrative Assistant	*Internal Auditor
Administrative Officer	Journalist
Advising Officer	Land Surveyor
*Agricultural Officer	Legal Officer
Agronomist	*Librarian
Air Traffic Controller	*Library Officer
Arbiculturist	Marketing Officer
Architect	*Medical Laboratory Technologist
Archivist	Medical Officer
Assessor	Meteorologist
Audit Inspector	Migration Officer
Bacteriologist	Mineral Economist
*Biochemist	Mint Officer
Biologist	Nutritionist
Botanist	Personnel Officer
Cadet (Agricultural Economics)	Petroleum Technologist
Cadet (Economics)	Pharmacist
Cadet Occupational Therapist	Plant Quarantine Officer
Cadet Physiotherapist	Pre-school Teacher
Cadet (Statistics)	Professional Assistant
*Chemist	*Programmer
Clerk	Programming Assistant
Compiler	Project Officer
Creative Designer	Psychologist
Defence Officer	Quantity Surveyor
*Dental Therapist (F)	Registrar
Dentist	Research Officer
District Postal Manager	Research Scientist
District Telephone Manager	Security Officer
*Education Officer	Scientific Officer
Employment Officer	*Social Worker
*Engineer	Speech Therapist
Entomologist	*Surveyor
*Examiner of Patents	*Teacher
Examiner of Trademarks	Traffic Officer
*Experimental Officer	Training Officer
External Affairs Officer	*Valuer
Field Officer	*Veterinary Officer
Finance Officer	
Forestry Officer	

* Corresponding 'in-training' positions are available for these designations.

FOURTH DIVISION

*Accounting Machinist	Lines Assistant
Airport Fireman	Lithographic Machinist
Ambulance Inspector	Mall Officer
Ambulance Officer	Machine Compositor
Apprentice	*Machine Operator
Assistant	Meat Inspector
Assistant (Mint)	Mechanic
Assistant (Plan Printing)	Mint Craftsman
Assistant (Printing)	Motor Driver
Assistant Postal Officer	Motor Mechanic
Attendant	Nursing Aide
Attendant (F)	Overseer—Printing
Painter	Panel Beater
Boiler Attendant	Photogram Operator
Bookbinder	Photo-Engraving Operator
Bricklayer	Photographer
Building Inspector	Photolithographic Operator
Builder's Labourer	Plan Records Officer
Card Punch Operator	Plant Operator
*Cafeteria Staff	Plasterer
Carpenter	Plumber
Chairman	Plumbing Inspector
Cleaner	*Postal Clerk
Clerical Assistant	Postal Officer
Compositor	Postman
Computing Assistant	†Postmaster
*Computer Operator	Pre-school Assistant
Cook	Proof Reader
Concrete Worker	†Radio Technical Officer
*Data Processing Operator	Ranger
Dental Assistant (F)	Reader
†Drafting Assistant	Ruler
*†Draftsman	Signwriter
Driller—Rotary	Sister—District Nursing Service
Driver	Infant Welfare
Electrical Fitter and Mechanic	Other
Electrical Mechanic	Stereotyper
Field Assistant	Street Cleaner
Field Hand Survey	Steward
Finisher	Storeman
Fitter and Turner	†Technical Assistant
Flight Service Officer	*†Technical Officer
Folder (F)	†Technician—Defence
Foreman—Non-Trades	Electrical
Trades	Technician's Assistant
Forest Worker	Telecommunications Technical Officer
Gauger	*Telecommunications Technician
Gardener	Telegraphist
Guillotine Machine Operator	Telephonist
Health Inspector	Tractor Driver
Housemaid	Tradesman's Assistant
Illustrating Assistant	*Typist (F)—Stenographer (F)
Illustrator	Steno-secretary (F)
Instrument Maker	Watchman
Junior Assistant	Welder
Labourer	Wood Machinist (First Class)
Leading Hand	Works Supervisor
Letterpress Machinist	
*Lineman	

* Corresponding 'in-training' positions are available for these designations.

† Offices created in the Fourth Division but which can be either Third and Fourth Division according to the divisional status of the occupant.

TABLE XXVIII: A.C.T. AND QUEANBEYAN—INDUSTRY DISTRIBUTION OF LABOUR FORCE, 1966 CENSUS

Industry group	A.C.T.			Queanbeyan			Proportion of total labour force		Aust-ralian proportion
	Male	Female	Persons	Male	Female	Persons	A.C.T.	Queanbeyan	
Primary industry—							%	%	%
Primary production	550	63	613	89	8	97	1.4	1.7	9.4
Mining and quarrying	75	6	81	29	..	29	0.2	0.5	1.2
Sub-total	625	69	694	118	8	126	1.6	2.2	10.6
Secondary industry—									
Manufacturing	2,984	603	3,587	722	138	860	8.2	15.1	27.0
Electricity, water, gas production, supply and maintenance	458	31	489	91	4	95	1.1	1.7	2.2
Building and construction	5,579	180	5,759	1,311	25	1,336	13.1	23.4	8.8
Sub-total	9,021	814	9,835	2,124	167	2,291	22.4	40.2	38.0
Tertiary industry—									
Transport and storage and communication	1,488	319	1,807	308	54	362	4.1	6.3	7.9
Finance and property	835	595	1,430	76	57	133	3.3	2.3	3.7
Commerce	2,687	2,052	4,739	603	350	953	10.8	16.7	16.2
Public authority (n.e.i.) and defence services	10,156	3,736	13,892	360	270	630	31.6	11.0	4.3
Community and business services (including professional)	3,376	3,831	7,207	207	277	484	16.4	8.5	11.3
Amusements, hotels and other accommodation, cafes, personal service.	1,686	1,848	3,534	262	369	631	8.0	11.1	6.1
Sub-total	20,228	12,381	32,609	1,816	1,377	3,193	74.3	56.0	49.4
Other industries and industry inadequately described or not stated	364	414	778	48	44	92	1.8	1.6	2.0
Total in labour force	30,238	13,678	43,916	4,106	1,596	5,702	100.0	100.0	100.0

TABLE XXIX: A.C.T.—QUEANBEYAN—GROWTH IN LABOUR FORCE BETWEEN CENSUSES OF 1961 AND 1966

Industry group	Males	Females	Persons	Percentage change*
Primary industry—				
Primary production	+36	+24	+60	+9.2 (+9.1)
Mining and quarrying	+20	+4	+24	+27.9 (+20.9)
Sub-total	+56	+28	+84	+11.4 (+10.3)
Secondary industry—				
Manufacturing	+1,787	+417	+2,204	+98.3 (+115.8)
Electricity, water, gas production, supply and maintenance	+235	+31	+266	+83.6 (+87.4)
Building and construction	+1,895	+146	+2,041	+40.4 (+43.1)
Sub-total	+3,917	+594	+4,511	+59.2 (+63.6)
Tertiary industry—				
Transport and storage and communication	+586	+183	+769	+54.9 (+56.2)
Finance and property	+513	+383	+896	+134.3 (+147.0)
Commerce	+1,241	+1,314	+2,555	+81.4 (+93.6)
Public authority (n.e.i.) and defence services	+3,597	+1,801	+5,398	+59.2 (+59.9)
Community and business services (including professional)	+1,813	+2,292	+4,105	+114.5 (+113.8)
Amusements, hotels and other accommodation, cafes and personal service	+801	+1,029	+1,830	+78.4 (+84.1)
Sub-total	+8,551	+7,002	+15,553	+76.8 (+79.8)
Other industries and industry inadequately described or not stated	+138	+344	+482	+124.2 (+146.9)
Total increase in labour force	+12,662	+7,968	+20,630	+71.2 (+75.6)

* Percentage change in the A.C.T. labour force, 1961–1966, shown in parentheses.

TABLE XXX: FACTORY STATISTICS—A.C.T.—QUEANBEYAN REGION

	1964-65	1966-67	Per-centage increase over two years
	No.	No.	
Factories—			
A.C.T.	187	238	+27.3
Queanbeyan	63	79	+25.4
Total Region	250	317	+26.80
Persons Employed—			
Males and Females			
A.C.T.	3,227	3,621	+12.2
Queanbeyan	469	620	+32.2
Total region	3,696	4,241	+14.74
Value of Output—			
A.C.T.	\$'000 26,145	\$'000 34,514	+32.2
Queanbeyan	3,421	5,539	+62.5
Total Region	29,566	40,073	+35.54
Value of production—			
A.C.T.	14,060	18,860	+34.1
Queanbeyan	1,841	3,202	+73.9
Total region	15,901	21,862	+37.49

Source: Commonwealth and State Statisticians.
June 1968: Special Projects Section, Interior.

TABLE XXXI: NUMBER OF FACTORIES BY INDUSTRY GROUPINGS, A.C.T.

Industry	1964-65	1967-68
Treatment of non-metalliferous mine and quarry products	11	13
Bricks, pottery and glass	5	6
Chemicals	1	1
Industrial metals, machines, conveyances	87	126
Precious metals, jewellery	6	6
Clothing	16	18
Food, drink, tobacco	15	19
Sawmills, joinery	25	28
Furniture of wood, bedding	7	7
Paper, stationery, printing, bookbinding	9	12
Rubber	5	6
Total	187	242

TABLE XXXII: PROSPECTIVE A.C.T. LABOUR FORCE

A notional* distribution by industry groups when the population reaches 200,000 and 400,000 respectively compared with the 1966 Census distribution (population 96,013)

Industry group	Labour force at 1966 Census		Notional labour force distribution with population of		Implied additions to labour force since 1966 with population of		With population of 400,000	
	No.	Pro-portion	200,000	400,000	200,000	400,000	Implied size	Peren-tage increase since 1966
		%	%	%				%
Primary production, mining	694	1.6	1.3	1.0	424	1,026	1,720	+148
Manufacturing	3,587	8.2	10.0	11.0	5,013	15,333	18,920	+427
Electricity, water, gas	489	1.1	1.5	1.5	801	2,091	2,580	+428
Building and construction	5,759	13.1	12.0	11.0	4,561	13,161	18,920	+229
Transport and storage	1,807	4.1	5.0	5.5	2,493	7,653	9,460	+424
Finance and property	1,430	3.3	4.0	5.0	2,010	7,170	8,600	+501
Commerce	4,739	10.8	11.0	12.0	4,721	15,901	20,640	+336
Public authority, defence	13,892	31.6	28.0	25.0	10,188	29,108	43,000	+210
Community and bus services	7,207	16.4	17.0	17.0	7,413	22,033	29,240	+306
Amusements, hotels, etc.	3,534	8.1	9.0	10.0	4,206	13,666	17,200	+387
Other industries, etc.	778	1.7	1.2	1.0	254	942	1,720	+121
Total in labour force	43,916	100.0	100.0	100.0	42,084	128,084	172,000	+292

Labour force participation rate	45.7%	43.0% (est.)	43.0% (est.)
Population	96,013	200,000	400,000
Hence size of labour force	43,916	86,000	172,000

* Based broadly on trends in the growth and distribution of the A.C.T. Labour Force between the censuses, 1947-1966, and on subsequent trends in the industry distribution of wage and salary earners in civilian employment in the Territory (1967-1970).

TABLE XXXIII.—DISTRIBUTION OF THE LABOUR FORCE BY INDUSTRY IN A.C.T.—QUEANBEYAN AND SELECTED AUSTRALIAN CITIES OF COMPARABLE SIZE, CENSUS 1966

Industry group	Proportion of total labour force				
	A.C.T.— Quean- beyan	Geelong	Wollon- gong	Newcastle	Hobart
	%	%	%	%	%
Primary industry—					
Primary production . . .	1.4	1.9	0.9	0.7	0.8
Mining and quarrying . . .	0.2	0.3	6.4	3.6	0.2
Sub-total	1.6	2.2	7.2	4.2	1.0
Secondary industry—					
Manufacturing	9.0	39.1	44.8	36.2	22.9
Electricity, water, gas production, supply and maintenance . . .	1.2	1.9	2.7	3.4	4.1
Building and construction . . .	14.3	9.6	8.1	8.2	7.8
Sub-total	24.4	50.6	55.7	47.8	34.8
Tertiary industry—					
Transport and storage and communi- cation	4.1	6.5	6.6	8.5	8.8
Finance and property	3.2	2.7	2.2	2.9	5.1
Commerce	11.5	16.9	11.9	16.3	18.0
Public authority (n.e.l.) and defence services	29.3	1.7	1.3	1.8	7.4
Community and business services (including professional) . . .	15.5	11.9	7.6	10.8	15.9
Amusements, hotels and other accommodation, cafes, personal service	8.4	5.1	5.2	5.4	6.8
Sub-total	72.2	44.8	34.7	45.8	62.0
Other industries and industry in- adequately described or not stated .	1.8	2.4	2.3	2.2	2.2
Total	100.0	100.0	100.0	100.0	100.0

APPENDIX V

The A.C.T.—Queanbeyan Employment Situation as Measured by the Department of Labour and National Service Statistics

The Department of Labour and National Service gave the Committee statistics including the number of unemployed persons, the number of unfilled vacancies and the number of people receiving unemployment benefit for the A.C.T.—Queanbeyan area.

These figures (see attached table and graphs) indicated that even though the number of unemployed as a percentage of the workforce has not recently gone above 0.8 per cent, the Australia wide slackening in the demand for labour has been felt in Canberra.

The figures illustrate that:

- (i) the number of recipients of unemployment benefits is running at the highest level since the 1961 recession;
- (ii) the number of persons unemployed at the end of March 1972, while slightly less than the number unemployed at the end of 1971, is the highest for any March quarter under review. The employment gap, however, i.e., the difference between the number of people looking for work and the number of vacancies available, is not nearly as great. The male component of these figures behaves in much the same way as the total, the number of males unemployed was at its highest level in December 1971, but has improved over the March 1972 quarter; and
- (iii) the female employment indicators have behaved erratically over the whole period. In the December 1971 quarter, when the overall situation was showing a slack demand for labour, female unemployment was not high, and in fact there were more vacancies available than females registered as unemployed. However, in the March 1972 quarter, while the overall situation has improved there are now more women unemployed than at any other time over the period reviewed and vacancies have fallen.

It is noted that the employment situation for females in the A.C.T. has improved over the years since 1965-66. Before 1965 vacancies were only at a higher level than registered unemployed on two occasions. A contributing factor to this improved situation could be the removal of the 'marriage bar' in November 1966, which allowed female officers to retain their status as permanent officers on marriage.

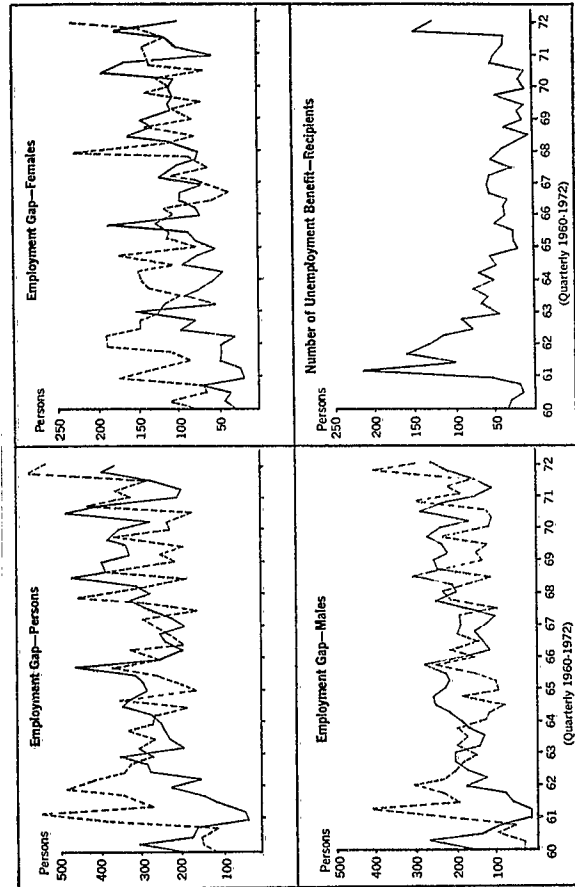
A.C.T.—QUEANBEYAN EMPLOYMENT SITUATION: 1960-1972

Quarter ending	Number of unemployed persons			Number of unfilled vacancies			Unemp. Benefit recipients	Unemp. as proportion of labour force
	Males	Females	Persons	Males	Females	Persons		
1960—								
March	37	86	123	167	34	201	34	0.5
June	35	111	146	260	43	303	30	0.6
September	92	65	157	137	38	175	16	0.6
December	46	70	116	87	75	162	18	0.4
1961—								
March	223	171	394	15	20	35	56	1.4
June	408	136	544	18	23	41	225	1.9
September	189	83	272	51	50	101	100	0.9
December	235	107	342	79	49	128	160	1.1

A.C.T.—QUEANBEYAN EMPLOYMENT SITUATION: 1960-1972—continued

Quarter ending	Number of unemployed persons			Number of unfilled vacancies			Unemp. Benefit recipients	Unemployed as proportion of labour force
	Males	Females	Persons	Males	Females	Persons		
1962—								
March	304	188	492	172	49	221	132	1.5
June	230	190	420	120	31	151	114	1.3
September	200	149	349	178	96	274	77	1.0
December	181	147	328	202	80	282	91	1.0
1963—								
March	141	129	270	203	154	357	40	0.8
June	191	116	307	139	54	193	66	0.9
September	163	101	264	130	98	228	55	0.7
December	198	138	336	167	75	242	77	0.9
1964—								
March	127	146	273	188	61	249	48	0.7
June	115	149	264	218	49	267	69	0.7
September	79	109	188	249	96	345	44	0.5
December	183	173	356	256	73	329	53	0.9
1965—								
March	94	78	172	228	59	287	19	0.4
June	99	113	212	217	80	297	27	0.5
September	149	109	258	223	90	313	26	0.6
December	248	128	376	276	189	465	48	0.8
1966—								
March	151	104	255	176	71	247	36	0.5
June	218	114	332	117	79	196	36	0.6
September	134	61	195	135	102	237	33	0.4
December	191	38	229	153	98	251	52	0.4
1967—								
March	188	71	259	122	70	192	57	0.5
June	187	108	295	100	126	226	53	0.6
September	94	62	156	179	105	284	23	0.3
December	209	88	297	255	78	333	52	0.6
1968—								
March	230	222	452	196	76	272	40	0.7
June	179	114	293	215	103	318	26	0.5
September	111	79	190	306	167	473	7	0.3
December	250	142	392	250	131	381	34	0.6
1969—								
March	131	83	214	256	148	404	13	0.3
June	146	108	254	221	109	330	18	0.5
September	119	69	188	233	110	343	11	0.3
December	237	137	374	272	108	380	45	0.6
1970—								
March	117	109	226	243	111	354	9	0.4
June	111	125	236	169	106	275	18	0.4
September	115	67	182	289	196	485	10	0.3
December	300	135	435	233	169	402	50	0.7
1971—								
March	185	138	323	151	60	211	46	0.5
June	225	141	366	106	99	205	37	0.5
September	156	118	274	159	115	274	34	0.4
December	409	148	557	221	177	398	151	0.8
1972—								
March	299	232	531	267	101	368	126	0.8

A.C.T. - QUEANBEYAN EMPLOYMENT SITUATION : 1960-1972



----- number of persons registered
 - - - - - number of vacancies

APPENDIX VI

Discussion of Literature on New Towns

In 1945 the Reith Committee in Britain was asked to consider—

'the general questions of the establishment, development, organisation and administration'

of new towns—

'in furtherance of a policy of decentralisation from congested urban areas . . . and, accordingly, to suggest—

'guiding principles on which such towns should be established and developed as self-contained and balanced communities for work and living.'^{*}

Following the general acceptance by successive British governments of the Reith Committee's recommendations, Stevenage was designated in November 1946 as Britain's first new town under The New Towns Act. Since then, a further 26 new towns have been designed, giving the British the longest experience in new town development.

Although the British new towns have, in the main, been developed by their own development corporation, fairly similar in their responsibilities to the National Capital Development Commission in planning and developing Canberra, the basic concept behind them has been quite unlike the role envisaged for Canberra. Where the main purpose behind Canberra's development has been to establish a national capital replete with the major functions of government, the majority of Britain's new towns from the beginning have been designed to draw off population from the major cities—London, Glasgow, Birmingham, Liverpool—or to provide labour concentrations close to existing industrial establishments. If the development of Canberra has drawn off any population from Sydney or Melbourne, that has been quite incidental to its purpose as a national capital. But in 1961, of the 15 British new towns, 8 were ringed around London at a distance from 18 to 30 miles and 3 were accommodating Glasgow's overspill of population. The other 4 were being built close to existing mining or industrial concentrations to which workers had been travelling miles each day. Nor has the pattern changed considerably since 1961. The aim of most of the new towns is to relieve pressure on overcrowding in the big cities, and the other new towns have been built to provide housing for workers in particular industries. In the latter case, the towns are being built close to the jobs. The best examples of this would probably be the Stewarts and Lloyds, town of Corby in Northamptonshire, and Peterlee, a mining town near Tyneside.

British new towns are not self-contained in terms of employment and they are not so isolated as is Canberra from other large urban areas. Finally, they are designed for populations of less than 100,000 persons without significant emphasis on building into each a particular range of employment.

New town development in North America contrasts with development in Britain in that it is entirely private enterprise activity. While the developers may have a variety of approaches, they would all agree that making money is one of their prime motives.

The majority of new towns in the U.S.A. are being developed in California and Florida, and many have a retirement, recreation, and resort emphasis. Where the British new towns seem to cater most for the lower income groups, it is apparent that American new towns so far cater to middle income groups only, and a large percentage of this group appears to commute to work elsewhere.

Chiefly because the American new towns have largely been appended to existing cities, which often provide employment and other services for the new town residents,

^{*} Great Britain, Central Office of Information, Reference Division, Information Pamphlet, *The New Towns of Britain*, No. 44, p. 3.

the American new town experience does not provide any close analogy to Canberra's development. It seems, too, that a diversity of employment in an American new town would be more good fortune than as a result of intention, skilfully managed.

It is apparent from the literature on new towns overseas that there is no guaranteed method of building employment diversity into the development of a town. In these circumstances it is difficult to escape the conclusion that the degree of diversity is largely a function of size.

APPENDIX VII

International Labour Conference

"FORTY-NINTH SESSION

(GENEVA, 2-23 JUNE 1965)

RECOMMENDATION No. 123

Recommendation concerning the Employment of Women with Family Responsibilities

The General Conference of the International Labour Organisation,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Forty-ninth Session on 2 June 1965, and

Noting the fact that in many countries women are working outside their homes in increasing numbers as an integral and essential part of the labour force, and

Noting further that many such women have special problems arising out of the need to reconcile their dual family and work responsibilities, and

Noting that many of these problems, though they have particular relevance to the opportunities for employment of women workers with family responsibilities, also confront other workers and can be substantially alleviated by measures affecting all workers, such as the progressive reduction of daily and weekly hours of work, and

Noting further that many of the special problems faced by women with family responsibilities are not problems peculiar to women workers but are problems of the family and of society as a whole, and

Recognising that continuous social adaptation is required to meet these problems in a manner consistent with the best interests of all concerned, and

Aware of the need for governments and for all public and private organisations concerned to give consideration to these problems in a broad social, economic and legal context, and

Having decided upon the adoption of certain proposals with regard to the employment of women with family responsibilities, which is the fifth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation, adopts this twenty-second day of June of the year one thousand nine hundred and sixty-five the following Recommendation, which may be cited as the Employment (Women with Family Responsibilities) Recommendation, 1965:

The Conference recommends that each Member should apply the following provisions as fully and as rapidly as national conditions allow:

I. GENERAL PRINCIPLE

1. The competent authorities should, in co-operation with the public and private organisations concerned, in particular employers' and workers' organisations, and in accordance with national and local needs and possibilities—

- (a) pursue an appropriate policy with a view to enabling women with family responsibilities who work outside their homes to exercise their right to do so without being subject to discrimination and in accordance with the principles laid down in the Discrimination (Employment and Occupation) Convention, 1958, as well as in other standards relating to women adopted by the International Labour Conference; and
- (b) encourage, facilitate or themselves undertake the development of services to enable women to fulfil their various responsibilities at home and at work harmoniously.

II. PUBLIC INFORMATION AND EDUCATION

2. The competent authorities should, in co-operation with the public and private organisations concerned, in particular employers' and workers' organisations, take appropriate steps—

- (a) to encourage such consideration of the problems of women workers with family responsibilities as may be necessary to help these workers to become effectively integrated in the labour force on the basis of equal rights;
- (b) to undertake or promote such research as may be necessary and feasible into the various aspects of the employment of women workers with family responsibilities with a view to presenting objective information on which sound policies and measures may be based; and
- (c) to engender broader public understanding of the problems of these workers with a view to developing community policies and a climate of opinion conducive to helping them to meet their family and employment responsibilities.

III. CHILD-CARE SERVICES AND FACILITIES

3. With a view to determining the scope and character of the child-care services and facilities needed to assist women workers to meet their employment and family responsibilities, the competent authorities should, in co-operation with the public and private organisations concerned, in particular employers' and workers' organisations, and within the scope of their resources for collecting information, take such measures as may be necessary and appropriate—

- (a) to collect and publish adequate statistics on the number of mothers engaged in or seeking employment and on the number and age of their children; and
- (b) to ascertain, through systematic surveys conducted more particularly in local communities, the needs and preferences for child-care arrangements organised outside the family.

4. The competent authorities should, in co-operation with the public and private organisations concerned, take appropriate steps to ensure that child-care services and facilities meet the needs and preferences so revealed; to this end they should, taking account of national and local circumstances and possibilities, in particular—

- (a) encourage and facilitate the establishment, particularly in local communities, of plans for the systematic development of child-care services and facilities; and
- (b) themselves organise as well as encourage and facilitate the provisions of adequate and appropriate child-care services and facilities, at reasonable charge or free in case of need, developed along flexible lines and meeting the needs of children of different ages and of their working parents.

5. With a view to safeguarding the health and welfare of the child—

- (a) child-care services and facilities of all types should comply with standards laid down and supervised by the competent authorities;
- (b) such standards should prescribe in particular the equipment and hygienic requirements of the services and facilities provided and the number and qualifications of the staff; and
- (c) the competent authorities should provide or help to ensure the provision of adequate training at various levels for the personnel needed to staff child-care services and facilities.

6. The competent authorities should, with the co-operation and participation of the public and private organisations concerned, in particular employers' and workers' organisations, help to ensure public understanding and support for efforts made to meet the special needs of working parents in respect of child-care services and facilities.

IV. ENTRY AND RE-ENTRY INTO EMPLOYMENT

7. The competent authorities should take all measures in accordance with the Employment Policy Convention, 1964, and the Employment Policy Recommendation, 1964, to enable women with family responsibilities to become or to remain integrated in the labour force as well as to re-enter the labour force.

8. With a view to enabling women with family responsibilities to become integrated in the labour force on a footing of equality, and with a view to facilitating their entry into employment or their re-entry after a comparatively long period of absence, the competent authorities should, in co-operation with the public and private organisations concerned, in particular employers' and workers' organisations, take all measures that may be necessary in the national circumstances—

- (a) to ensure the provision for girls of general education, vocational guidance and vocational training free from any form of discrimination on the ground of sex;
- (b) to encourage girls to obtain a sound vocational preparation as a basis for their future work lives; and
- (c) to convince parents and educators of the need to give girls a sound vocational preparation.

9. (1) The competent authorities should, in co-operation with the public and private organisations concerned and taking account of national needs and possibilities, provide or help to ensure the provisions of the services that may be necessary to facilitate the entry into employment of women who have not yet worked, or the re-entry into employment of women who have been out of the employment market for a comparatively long time, owing, in particular, to family responsibilities.

(2) Such services should be organised within the framework of existing services for all workers or, in default thereof, along lines appropriate to national conditions; they should include adequate counselling, information and placement services and provide adequate vocational training and retraining facilities appropriate to the needs of the women concerned and available without distinction as regards age.

(3) The services and facilities should be kept under review in order to ensure that they are properly adapted to the special needs of these women workers and to the changing needs and tendencies of economic and technological development.

10. (1) In the case of women who, on account of their family responsibilities arising out of maternity, do not find themselves in a position to return to their employment immediately following exhaustion of the normal period of maternity leave established by law or practice, appropriate measures should be taken to the extent possible to allow them a reasonable further period of leave of absence without relinquishing their employment, all rights resulting from their employment being fully safeguarded.

(2) In case of termination of employment following maternity, the women concerned should be considered for re-employment in accordance with the provisions applicable under the Termination of Employment Recommendation, 1963, to workers whose employment has been terminated owing to a reduction of the workforce.

V. MISCELLANEOUS PROVISIONS

11. (1) To the extent necessary the public and private organisations concerned, in particular employers' and workers' organisations, should co-operate with the competent authorities and collaborate with each other to take other measures and promote other action to assist women workers to meet their employment and family responsibilities without detriment to their opportunities for employment and promotion.

(2) In this connection attention should be given, as local needs require and possibilities permit, to matters which have particular relevance for women workers with family responsibilities, such as the organisation of public transport, the harmonisation of working hours and hours of schools and child-care services or facilities, and the provision at low cost of the facilities required to simplify and lighten household tasks.

12. Particular effort should be made to develop home-aid services operating under public authority or supervision and providing women workers with family responsibilities, in the event of family need, with qualified assistance at reasonable charge."

MR PRESIDENT -

In tabling this Report from the Joint Committee on the A.C.T. on its Employment Opportunities Inquiry I desire at the outset to pay a tribute to Senator Marriott who was Chairman of the Committee whilst the bulk of the work of the Committee was undertaken.

This Report appears at first sight to have canvassed a number of matters and made recommendations about them which it might be thought the terms of reference would not have warranted.

The Committee refused to place a narrow interpretation upon its terms of reference and therefore has made recommendations about the ultimate population size of Canberra and the need for a joint approach from the Commonwealth and New South Wales Governments regarding planning in the A.C.T. environs. Population growth in Canberra is dependent on the number of jobs created and available here. Consequently, when looking at employment opportunities the Committee was forced to the conclusion that it should take account of the effect of any recommendations it may make about generating more jobs in Canberra, on the size of the city.

The Inquiry demonstrated that there is no lack of job opportunities in this city, nor is there

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a case for an incentive scheme to provide for diversity of employment opportunities. There was abundant evidence before us of a quite wide range of employment available to young persons in Canberra-Queanbeyan - wider by far than is the case in other Australian cities of anything like comparable size and the prospect for the future is that this diversity will be enhanced.

On the other hand, a policy which set out to create employment diversity would generate the following difficulties. It would in the first place be quite expensive in a city where already large sums of Commonwealth money are being invested annually; and we could not guarantee success from the very large outlay which would be required to have any effect on diversity of employment here. Secondly, such a policy if successful, could generate embarrassing problems for the planners who would have to cope with the consequent growth impetus which would be generated. Thirdly, there is in prospect the exhaustion of land for urban purposes within the A.C.T. and an accelerated growth policy is not necessarily in the best interests of this city and the surrounding lands close by in New South Wales.

We were not satisfied of the desirability of giving support to the possible growth of another large city in Australia. In the world at large

3.

and in Australia in particular, there appears to be merit in avoiding big cities. This particular city is the seat of Federal Government and, as a result of encouraging growth here, we could jeopardise the National Capital concept and function arising from unfettered growth. We have accordingly recommended restraint.

It will be seen that there is a clear link between the creation of job opportunities and the ultimate size of Canberra. For this reason the Committee was justified in looking beyond the mere facts of the Canberra situation in respect of the quantity and quality of jobs available here. Such an approach to this Inquiry would have been rather a waste of time, whereas we were presented with the opportunity of considering related issues of far greater consequence and making what we believe to be recommendations for the longer term benefit of Canberra as the National Capital.

I commend the Report to the Senate.