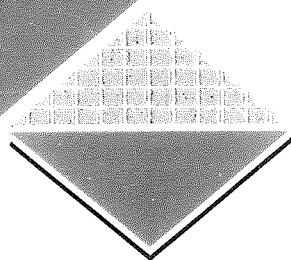


Children's Services Series
Number 1

Child care
workers

Kian McNeice, Helen Moyle
and Paul Meyer



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Preface

This report was prepared by Kian McNeice, Helen Moyle and Paul Meyer of the Australian Institute of Health and Welfare. It is the Institute's first report in its Children's Services Series.

The authors acknowledge valuable comments and suggestions from Gail Bateman, Ann Black and Pam Cahir, who served as referees for the report. All responsibility, however, for the views expressed in the report remain with the authors.

Symbols used

The following symbols are used in the tables of this report:

- nil or rounded to zero
- n.a. not available—for example, the data source has not included a particular service type in a given year, or a particular category of worker was not included in the survey question

Summary

This report provides a profile of workers employed in the various types of child care services funded by the Commonwealth Government through its Children's Services Program (CSP). The information is generally presented in terms of each type of child care service, each State or Territory, and each year from 1987 to 1992 that had a census of CSP services. Topics include the numbers of workers, employment status, number of hours worked per week and earnings, qualifications held, in-service training, and length of service in the industry. The number of workers per child care facility, the ratio of children per worker in long day care facilities, the numbers of supplementary workers for children with additional needs, and the numbers of staff from particular backgrounds are also considered.

The following are among the main findings of the report:

- The number of child care workers in services covered by the CSP was over 44,000 in 1992, an increase of 10% from the previous year.
- Just over one-half of all child care workers in 1992 were employed in long day care centres, while nearly one-third were family day care providers and a further 10% worked in outside school hours services.
- A majority (57%) worked more than 30 hours per week in 1992, while 32% worked more than 40 hours and 15% worked less than 10 hours. Most of those working more than 40 hours per week were family day care providers. Unlike other types of services, there are limited opportunities for staggered shifts in family day care because the providers work individually in their own homes and provide care from the time the first child arrives until the last child leaves.
- About 46% of paid workers earned \$10–13 per hour, while 36% earned less than \$10 per hour and 18% earned more than \$13 per hour. These figures do not include family day care providers, who are paid on a per child basis rather than an hourly rate.
- In 1992, 40% of child care workers had qualifications relevant to the industry, an increase from 35% in 1991 and 33% in 1989. Over half the staff in long day care centres and 46% of those in outside school hours services had relevant qualifications, but only 18% of family day care providers were in this category.
- A high proportion of child care workers annually undertake in-service training—58% in 1991 and 66% in 1992. Over three-quarters (76%) of family day care providers had such training in 1992. About half (49%) of the in-service training in 1992 was in child-care-related courses, 13% was in management and financial courses, and the remaining 38% was in courses such as first aid and conflict resolution.
- Over one-quarter (26%) of workers in 1991 had been engaged in the industry for less than one year; 43% had been in the industry for 1–4 years, 20% for 5–9 years, and 11% for 10 or more years.
- Family day care schemes had an average of 46 providers and five coordinators each in 1992, figures which have been fairly constant over time. Larger average sizes were found in South Australia and the Australian Capital Territory, with about 75 providers and seven coordinators in each scheme.
- Average staff sizes in long day care centres in 1992 were eight in private (for-profit) centres, 10 in employer-sponsored and other non-profit centres, and 13 in community-based centres.
- Private (for-profit) long day care centres had an average of nine children per staff member in 1992, compared to six children in employer-sponsored and other non-profit centres, and five children in community-based centres. These differences are partly explained by the ages of the children in the services, with private centres tending to have older children who require fewer staff, and by the hours worked by staff, with staff in private centres tending to work longer hours.
- Supplementary Service Program (SUPS) grants have provided special workers to assist about 6% of the Aboriginal and Torres Strait Islander children in child care services, and

about 16% each of the children with a disability and the children from non-English-speaking backgrounds.

- About 20% of the Aboriginal and Torres Strait Islander children in child care services are enrolled in multifunctional Aboriginal children's services programs, where 70% of the staff have Aboriginal or Torres Strait Islander backgrounds.
- Just under 2% of child care workers have Aboriginal or Torres Strait Islander backgrounds, and 14% are from non-English-speaking backgrounds; figures which are close to the respective proportions of these groups in the total population.

1 Introduction

1.1 Background

Between 1984 and 1992, the number of children attending child care services funded by the Commonwealth Government's Children's Services Program (CSP) increased by a factor of four, from about 74,000 to over 300,000 children (AIHW 1993: 133). The Commonwealth Government has greatly expanded funding for child care services in response to the increasing demand for such services owing to the greater participation of women in the labour force. This rapid growth of the industry has led to concerns about the quality of care received by the children through these services (AIHW 1993: 135, 138).

The aims of the Commonwealth Government's National Childcare Accreditation Council (NCAC), which began its operations on January 1994, are to improve the quality of care in long day care centres receiving Commonwealth funding (NCAC 1993: i). The NCAC handbook (1993: iv) states that quality of care is determined by a number of components, such as the environment in which care is given (space, equipment, health and safety features), the program arranged for the children (educational activities and socialisation patterns) and staffing; the latter being the subject of this report. Staffing issues which affect quality of care include ratios of children per worker, staff qualifications and training, length of service, working conditions, salaries, and job satisfaction. Some of these topics are covered in this study.

Ochiltree's recent overview of international child-care-related research specifically highlights the importance of such factors as staff qualifications and in-service training, as well as the overall size of child care services and the number of children per staff member (group size) (Ochiltree 1994: 30-31). Research indicates that larger child-staff ratios result in a less socially stimulating atmosphere, a lower level of intellectual development and less creativity in play activities. Infants and toddlers also display a lower degree of distress when left by parents in smaller child care settings. In addition, other studies also highlight lower levels of social competence and sociability where group sizes are large (Ochiltree 1994: 30-31).

Higher levels of education and training among child care workers have been linked to 'greater knowledge of developmentally appropriate practices', less 'authoritarian' and 'punitive' behaviour toward children, as well as a lower level of carer detachment when interacting with children. Child care environments under workers with higher qualifications were also generally found to be safer. Toddlers and infants were found to be more socially competent in centres with more highly qualified staff, particularly demonstrating more 'self-regulation' and 'compliance' in their behaviour with adults. There was also evidence of greater cognitive development and less apathy among such children (Ochiltree 1994: 31,32).

From the point of view of the workers themselves, concerns have also been expressed about the conditions which workers, mainly female, experience in the industry (Brennan 1994: 10). Gifford (1991: 17) argues that the functions of a child care worker have typically been seen as 'merely an extension of women's inborn nurturing skills and [therefore] similar to unpaid and undervalued domestic work which is undervalued by both other women and men'.

Child care has traditionally represented an industry of poorly paid workers who lack status and perform under stressful conditions (Brennan 1991: 9). In particular, the Australian Liquor, Hospitality and Miscellaneous Worker's Union claims that providers in the family day care sector represent one of the 'lowest paid groups of workers in the nation' (Women's Bureau 1994: 10). In looking to redress this situation, Camilleri and Kennedy (1994: 39) point out that issues regarding conditions of employment are linked to qualifications and in-service training. They state that child care employees and their employers share the view that an increase in status, and thus in remuneration, clearly lies in the promoting of formal child care training.

This report provides a profile of workers employed in child care services funded by the Commonwealth Government, that is, long day care centres, family day care services, outside school hours care services, occasional care services, multifunctional Aboriginal children's

services, multifunctional children's services, and mobile services and toy libraries. As well as providing a national profile on child care workers across service types, information is also presented for States and Territories, along with time series data and a descriptive analysis of trends and contrasts.

Of relevance to the issue of quality child care delivery, this report presents information pertaining to conditions of employment, such as the hours worked by child care workers and the main type of work performed. Hourly wage rates in the industry are compared to Federal Awards and to average rates of pay in other employment sectors. Information is then presented on the qualifications held by child care workers, in-service training courses completed in the last 12 months, and the total length of experience in the child care industry. Finally, data are presented on average staff size of child care services, child-staff ratios in long day care services, the cultural background of child care workers in each service and the number of workers designated to provide assistance to children with special needs.

1.2 The Children's Services Program census

The data presented come mainly from the Children's Services Program's (CSP) 'Census of Child Care Services' for 1987, 1988, 1989, 1991 and 1992. (A break in the series occurred in 1990. A brief description of the CSP censuses is given in Appendix A1.1.) The objective of the CSP, a subprogram of the Family and Children's Services Division of the Commonwealth Department of Human Services and Health (HSH), is 'to assist families with dependent children to participate in the work force and the general community, by ensuring that child care is affordable for low and middle income families' (HSH 1994: 183). With the support of the States and Territories, the CSP's principal role is to oversee the National Child Care Strategy established in 1988 (AIHW 1993: 132).

While the CSP does not cover all child care services in Australia—for instance, occasional care services run in private sporting venues—it covers the vast majority of these services. Currently there is no national data set covering all child care services (AIHW 1993: 156). Although child-care-related data are collected by the States and Territories, the administrative arrangements and scope of these collections differ (AIHW 1993: 147, 157); for example, some States and Territories conduct a census of all registered child care services, while others are more selective about the information which they collect. Additionally, for those States and Territories that do collect data pertaining to child care employees, there is seldom more detail provided than in the CSP census.

The CSP censuses are used in this report because they represent a relatively consistent series of service-oriented data on a variety of Commonwealth-funded formal child care facilities. The 1987 CSP census covered community-based long day care centres, family day care services (including information on administrative workers in these schemes as well as the home-based care providers), outside school hours care services and occasional care services. By 1992, due to the increasing number and types of services funded by the Commonwealth Government, this list had expanded to include private (for-profit), employer and non-profit long day care services, multifunctional Aboriginal children's services, multifunctional children's services, and mobile services and toy libraries. However, from 1993 onwards, because of resource constraints, the CSP implemented a 'rolling census' to deal with the rapid increase in the number of CSP services; that is, having two groups of service types, each of which is surveyed every second year (AIHW 1993: 137). Therefore, beyond 1992 it is impossible to analyse CSP data across all States, Territories and services for the one year.

Due to limited resources, the CSP census publications consist of a large number of tables with a short basic descriptive analysis. The CSP data are presented by service type and it is cumbersome to compare characteristics across services. This report condenses the data to allow an easy comparison between services. For instance, each table in this report generally draws on data from between nine and fifty individual tables produced in the CSP publications. In addition, this report also combines existing data on staff and service numbers to develop a picture of the average staff size of each type of child care service. Furthermore, each CSP publication provides a 'snapshot' in time, with no indications of overall trends. This publication draws together comparable data from CSP census publications in order to provide a picture of changes over time.

1.3 Child care services funded under the Children's Services Program

Child care is a very diverse service industry, with different types of services to meet differing needs: care during working hours for under school age children of working parents, either in centres or in the homes of providers; before school, after school and vacation programs for school-age children of working parents; occasional care for children of non-working parents who have appointments or need a break from caring for their children. The Commonwealth Government, through the CSP, funds these and some other types of services, as described below. There are also other forms of child care not covered by the CSP, such as individual carers ('nannies') hired independently or through agencies, and care by relatives (grandparents, aunts, uncles or siblings of the child). These forms of child care (classified by the Australian Bureau of Statistics as 'informal care') are not included in this report because little national data on the workers is available. Preschools and kindergartens which operate on a short-day sessional basis are not funded under the CSP, and therefore also are not included in this report.

Long day care centres are generally open for at least eight hours a day, five days a week and 48-50 weeks per year. Such services are intended primarily for children under school age whose parents are working full- or part-time, are seeking employment, or are studying or training for work. Some long day care centres cater for children from birth to school age, whereas others have a restricted age range (AIHW 1993: 140). Long day care centres are administered in a variety of ways: by community groups on a not-for-profit basis; by religious or charitable organisations; by local government agencies; by Technical and Further Education (TAFE) systems; by employers for their employees; and as private, commercial, for-profit businesses (Women's Bureau 1994: 5).

For comparative purposes, the CSP census groups long day care centres into three broad sectors—community-based services, private (for-profit) services, and employer and non-profit services. *Community-based* long day care centres are non-profit services managed by parent committees, and usually cater for 35 to 50 children at one time. *Private (for-profit)* services tend to be larger in size than community-based centres. *Employer-sponsored* centres are organised by employers for their employees, and are generally located at or in close proximity to the parent's workplace. Other 'non-profit centres' include child care facilities located within Technical and Further Education institutes and are designed not only to provide care for the children of students but also to provide work experience for students in child care courses (Brennan 1994: 11; DHHLGCS 1994: 255).

A *family day care* scheme consists of a network of providers (referred to as 'caregivers' in the CSP censuses and 'carers' by the Law Reform Commission) who care for other people's young children within their own home. A central coordination unit organises and supports this network (DHHLGCS 1994: 255). The central coordinating unit is responsible for placing children with appropriate providers, monitoring care, providing administrative support and facilitating in-service training. Family day care schemes are mainly sponsored and organised by local governments or community organisations on a non-profit basis, although in South Australia sponsorship is the responsibility of the State Government's Children's Services Office (Law Reform Commission 1994: 16).

Occasional care services generally provide non-work-related care mainly for children who are below school age. These services largely cater for the needs of families with a parent at home who requires short-term care (2-3 hours) for his or her children (Women's Bureau 1994). Care may be on both a regular and irregular basis, and generally provided up to twice a week. Centres which receive Commonwealth funding are run by community organisations on a not-for-profit basis (Law Reform Commission 1994: 20).

Outside school hours care services provide care for children of school age, mainly primary school age, before or after school during term times, utilising established facilities such as schools, community halls and recreation centres (Law Reform Commission 1994: 19; DHHLGCS 1994: 256). Services offering both 'before school' and 'after school' care are treated by the CSP as one service, rather than two separate services. Only data on vacation care services which are attached to before school or after school care services are included in the CSP census, which found in 1992 that 41% of these services offered vacation care

(DHHLGCS 1994: 164). Recently, priority has been given by the Commonwealth Government to funding a new model; that is, a 'year round outside school hours care' service in which outside school hours care, including vacation care, is 'organised through a single contact point' (Law Reform Commission 1994: 19).

Multifunctional children's services offer a range of services, such as playgroups, full day care and occasional care, for children living in sparsely populated areas. These services are located within a single centre. Multifunctional children's services are run from neighbourhood centres in some States.

Multifunctional Aboriginal children's services are designed to help Aboriginal communities with their particular needs, and can include playgroups, long day care, occasional care and outside school hours care.

Mobile children's services take children's services to families living in rural and remote areas. Services offered include playgroups, child care, and parental support and advice. *Toy libraries* enable children's services to provide a variety of suitable toys at low cost by lending toys and games, and providing advice on the appropriateness of toys and games in terms of child development (DHHLGCS 1994: 255, 257).

2 Child care services and their workers

2.1 Services included in the CSP census

The CSP censuses conducted since 1987 have recorded sharp increases in the numbers of child care services funded under the program. In 1987, a total of 1,434 services responded to the CSP census, a response rate of 83%. In 1992 the number of responding services grew to 3,688, representing a response rate of 96% (Tables 2.1 and 2.2). These figures imply that there were a total of 3,842 services in 1992, up 13% from 3,398 in 1991, and more than double the 1,728 services covered by the program in 1987. Nearly 60% of the services were classified as long day care, and this category was almost evenly split between community-based services and private (for-profit) operations, with a relatively small number of employer-sponsored and other non-profit services. The numbers of outside school hours services were nearly the same as for the community-based and private (for-profit) long day care services, each having roughly one-quarter of all services.

The doubling in the number of CSP-funded services from 1987 to 1992 is attributable to two factors. First, Commonwealth support has been expanded to cover a wider variety of service types. Thus, for instance, private (for-profit) long day care centres were included in Commonwealth funding arrangements from January 1991 onwards, in line with the Australian Labor Party 1990 election promise to extend child care assistance to families using approved, privately operated services (AIFS 1990: 12). Second, there have been considerable increases in the numbers of services within each service type. For example, as a result of the Government's commitment to establish 50,000 new places in outside school hours care between 1990 and 1996 (AIHW 1993: 132), the number of Commonwealth-funded outside school hours care services increased by 58% between 1989 and 1992, from 674 to 1,062 services.

Although response rates for the 1987 CSP census were extremely good, by 1992 there had nevertheless been a considerable improvement in responses. This was primarily due to the adoption of an increasingly sophisticated approach to the conduct of each consecutive census. In particular, child care services were targeted with increasing accuracy and more extensive follow-up was undertaken.

The distribution of services throughout the States and Territories roughly matches population distribution (Table 2.3). Thirty-five per cent of the total number of responding services were located in New South Wales, with Victoria accounting for a further 26%, Queensland 18%, Western Australia 8% and South Australia 7%. Tasmania, the Australian Capital Territory and the Northern Territory each accounted for about 2% of the total number of responding services.

Table 2.1: Commonwealth-funded child care services responding to the CSP census, by service type, 1987, 1988, 1989, 1991, 1992

Service type	1987	1988	1989	1991	1992
	Number				
Long day care					
Community-based	724	806	877	958	951
Private (for-profit)	n.a.	n.a.	n.a.	835	1,041
Employer and non-profit	n.a.	n.a.	n.a.	127	180
Family day care	247	282	295	314	316
Outside school hours	406	558	580	856	998
Multifunctional Aboriginal children's services	n.a.	n.a.	19	29	33
Multifunctional children's services	n.a.	n.a.	n.a.	13	13
Occasional care	57	62	101	130	126
Mobiles and toy libraries	n.a.	n.a.	n.a.	n.a.	30
Total	1,434	1,708	1,872	3,262	3,688

Sources: DHHLGCS 1994: Table 1; DHHCS 1992: Tables 1, 10A.1, 10B.1; DCSH 1990, 1989, 1988: Table 1.

Table 2.2: Response rates ^(a) to the CSP census, by service type, 1987, 1988, 1989, 1991, 1992

Service type	1987	1988	1989	1991	1992
	Percentage				
Long day care					
Community-based	88	93	95	100	98
Private (for-profit)	n.a.	n.a.	n.a.	95	96
Employer and non-profit	n.a.	n.a.	n.a.	100	98
Family day care	90	92	95	99	98
Outside school hours	72	86	86	92	94
Multifunctional Aboriginal children's services	n.a.	n.a.	73	88	89
Multifunctional children's services	n.a.	n.a.	n.a.	100	93
Occasional care	79	82	92	98	96
Mobiles and toy libraries	n.a.	n.a.	n.a.	n.a.	94
All services	83	90	91	96	96

(a) Percentages represent the response rates. For example, 951 community-based long day care services responded to the 1992 CSP census (Table 2.1), representing a total of 98% (Table 2.2) of all Commonwealth-funded community-based long day care services.

Sources: DHHLGCS 1994: Table 1; DHHCS 1992: Tables 1, 10A.1, 10B.1; DCSH 1990, 1989, 1988: Table 1. Percentages for private (for-profit), and employer and non-profit long day care for 1991 obtained from unpublished CSP data.

There was little variation with respect to response rates across the service types in each State and Territory, with only a handful of response rates falling below 90% (Table 2.4). Where response rates were less than 90%, the total number of services within each category was very small.

Data on the 30 mobile units and toy library services have been excluded throughout the rest of this publication because of some discrepancies in the data from the Northern Territory regarding the number of workers employed in these services.

Table 2.3: Child care services responding to the CSP census, by service type and State/Territory, 1992

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Number								
Long day care									
Community-based	353	240	128	82	75	29	23	21	951
Private (for-profit)	445	211	251	80	32	4	14	4	1,041
Employer and non-profit	37	86	4	18	12	4	11	8	180
Family day care	103	92	62	17	17	10	10	5	316
Outside school hours care ^(a)	297	274	179	80	95	30	28	15	998
Multifunctional Aboriginal children's services	10	5	3	5	4	1	1	4	33
Multifunctional children's services	1	2	3	3	2	-	-	2	13
Occasional care	36	36	15	17	14	4	4	-	126
Mobiles and toy libraries	9	2	9	5	1	-	-	4	30
All services	1,291	948	654	307	252	82	91	63	3,688

(a) Services offering both before and after school hours care have been counted as only one service.
Source: DHHLGCS 1994: Table 1.

Table 2.4: Response rates to the CSP census, by State/Territory, 1992

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Percentage								
Long day care									
Community-based	98	99	97	99	94	100	100	100	98
Private (for-profit)	98	93	94	92	97	100	100	80	95
Employer and non-profit	97	98	100	100	100	100	100	100	98
Family day care	97	98	98	100	100	91	100	83	98
Outside school hours care ^(a)	91	95	97	95	95	97	93	94	94
Multifunctional Aboriginal children's services	91	71	100	100	80	100	100	100	89
Multifunctional children's services	100	100	100	100	100	-	-	67	93
Occasional care	92	100	100	94	100	80	100	-	95
Mobiles and toy libraries	100	100	90	100	100	-	-	100	94
All services	96	96	96	96	95	95	98	93	96

(a) Services offering both before and after school hours care have been counted as only one service.
Source: DHHLGCS 1994: Table 1.

2.2 Numbers of child care workers in each type of service

The CSP census counted 44,288 workers in 1992 and 40,199 in 1991 in the responding services (not including the mobile and toy library services). These figures cover a minimum of 80% of all child care workers nationwide. Appendix A2.1 gives further details on this category of workers as recorded in the 1991 Census of Population and Housing.

The numbers of child care workers vary greatly across the different types of services, largely because of the way in which the various services are organised. For example, in contrast to a single long day care centre, a family day care scheme comprises a large number of small home-based child care facilities with a central coordinating unit. Thus 36% of the 44,288 workers in the 3,658 services responding to the 1992 CSP census worked in family day care schemes, although such schemes made up only 9% of the total number of responding services (Tables 2.1 and 2.5). In contrast, 50% of all workers were counted in long day care

centres which accounted for 59% of all child care facilities. Outside school hours services, 27% of the total, employed 10% of the workers.

As was the case with the increase in the number of services, when examining the increase in numbers of workers (Table 2.5), it is necessary to take into account the expansion in coverage of the CSP. However, a number of useful comparisons of time trends are possible. For example, there was a 10% overall increase in numbers of workers in schemes covered by the CSP from 1991 to 1992. For workers in community-based long day care services, the numbers increased 47% between 1987 and 1992. Growth in this sector (and in occasional care) was negligible from 1991 to 1992; however, while the numbers of workers in private (for-profit) long day care services covered by CSP increased by 31% from 1991 to 1992. Family day care workers have increased steadily from 1987, with the numbers of providers rising by 25% over that period, and by 6% during the most recent year (1991-1992).

Child care workers were distributed across the States and Territories (Table 2.6) in a similar pattern to that for services. One noticeable finding is that in New South Wales there were 73% more workers in community-based long day care services than in private (for-profit) long day care services, although the number of private (for-profit) services was 26% higher than the number of community-based services in that State (Table 2.3). These figures foreshadow a more detailed discussion of average staff sizes in the various services, which will be taken up in Chapter 5.

Table 2.5: *Child care workers in Commonwealth-funded child care services responding to the CSP census, by service type, 1987, 1988, 1989, 1991, 1992*

Service type	1987		1988		1989		1991		1992	
	No.	%	No.	%	No.	%	No.	%	No.	%
Long day care										
Community-based	8,579	36.7	9,596	36.3	10,646	37.4	12,448	31.0	12,591	28.3
Private (for-profit)	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	6,053	15.1	7,967	17.9
Employer and non-profit	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	1,371	3.4	1,787	4.0
Family day care										
Coordinating staff	1,155	4.9	1,291	4.9	1,364	4.8	1,410	3.5	1,532	3.4
Providers	11,532	49.3	12,778	48.3	12,956	45.5	13,679	34.0	14,435	32.5
Outside school hours	1,716	7.3	2,377	9.0	2,512	8.8	3,640	9.1	4,377	9.8
Multifunctional Aboriginal children's services	n.a.	n.a.	n.a.	n.a.	182	0.6	303	0.8	354	0.8
Multifunctional children's services	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	126	0.3	140	0.3
Occasional care	386	1.7	420	1.6	792	2.8	1,169	2.9	1,105	2.5
Total	23,368	100.0	26,462	100.0	28,452	100.0	40,199	100.0	44,288	100.0

Sources:

1992: DHHLGCS 1994: Tables 9.3.1, 10A.3.1, 10B.3.1, 11.3.1, 11.4.1, 12.3.1, 13.3.1, 14.3.1, 15.3.1.

1991: DHHCS 1992: Tables 9.3.1, 10A.3.1, 10B.3.1, 11.3.1, 11.4.1, 12.3.1, 13.3.1, 14.3.1, 15.3.1.

1989: DCSH 1990: Tables 9.3.1, 10.3.1, 11.3.1, 11.4.1, 12.3.1, 13.3.1.

1988: DCSH 1989: Tables 8.14, 9.13, 10.14, 10.20, 11.15.

1987: DCSH 1988: Tables 17, 18, 19, 20.

Table 2.6: Child care workers, by service type and State/Territory, 1992

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Number								
Long day care									
Community-based	4,419	2,829	1,905	1,156	1,269	461	322	230	12,591
Private (for-profit)	2,555	1,872	2,343	642	308	42	192	13	7,967
Employer and non-profit	352	896	37	157	118	33	126	68	1,787
Family day care									
Coordinating staff	538	329	316	78	126	55	65	25	1,532
Providers	3,914	4,269	2,721	713	1,331	545	749	193	14,435
Outside school hours care	1,298	1,003	801	295	485	219	233	43	4,377
Multifunctional Aboriginal children's services	131	37	33	57	38	12	8	38	354
Multifunctional children's services	20	29	29	29	16	-	-	17	140
Occasional care	328	328	186	126	65	39	33	-	1,105
Total	13,555	11,592	8,371	3,253	3,756	1,406	1,728	627	44,288
	Percentage								
Long day care									
Community-based	32.6	24.4	22.8	35.5	33.8	32.8	18.6	36.7	28.4
Private (for-profit)	18.8	16.1	28.0	19.7	8.2	3.0	11.1	2.1	18.0
Employer and non-profit	2.6	7.7	0.4	4.8	3.1	2.3	7.3	10.8	4.0
Family day care									
Coordinating staff	4.0	2.8	3.8	2.4	3.4	3.9	3.8	4.0	3.5
Providers	28.9	36.8	32.5	21.9	35.4	38.8	43.3	30.8	32.6
Outside school hours care	9.6	8.7	9.6	9.1	12.9	15.6	13.5	6.9	9.9
Multifunctional Aboriginal children's services	1.0	0.3	0.4	1.8	1.0	0.9	0.5	6.1	0.8
Multifunctional children's services	0.1	0.3	0.3	0.9	0.4	-	-	2.7	0.3
Occasional care	2.4	2.8	2.2	3.9	1.7	2.8	1.9	-	2.5
All services	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: DHHLGCS 1994: Tables 9.3.4, 10A.3.4, 10B.3.4, 11.3.4, 12.3.4, 13.3.4, 14.3.4, 15.3.4.

3 Employment conditions in the child care industry

3.1 Employment status of child care workers

The CSP census collected information on various aspects of employment conditions of workers in the child care industry. The first area examined here is the employment status of workers. The 1992 CSP census defined status into four categories: 'paid, full-time'; 'paid, part-time'; 'paid, casual'; and 'unpaid'. Because of differing interpretations of 'full-time' and 'part-time', and because earlier censuses used only two categories, status here is defined as 'paid' or 'unpaid'.

The data indicate that 91% of the workers were in paid employment in 1992 (Table 3.1). The remaining 9% of workers who were unpaid were typically parents working on a volunteer basis, or students or unemployed persons engaging in work experience. However, the large category of family day care providers were not included in this question. Assuming all these providers were working for pay, the proportion of all workers in the 'paid' category would increase to 94%.

For most services for which information was collected, the proportion of paid workers was also over 90%; the exception being occasional care services (75%). The figures for 1991 and 1992 indicate that the proportion of paid workers increased significantly in those services which had the lowest percentage of paid workers. In private (for-profit) long day care operations the increase was 7%, and in occasional care services it was 9%.

In 1992 there were few differences between the States and Territories with respect to the proportion of paid and unpaid child care workers (Table 3.2). For all States and Territories, except the Northern Territory (98%) and Australian Capital Territory (97%), proportions for paid workers were between 90% and 92%.

3.2 Hours worked by child care workers

The second aspect of employment conditions for which data from the 1992 CSP census are available is the number of hours worked by the staff (paid and unpaid) during the week preceding the census in the various types of services (Table 3.3). A majority (57%) worked 30 hours or more in the reference week, nearly a third worked more than 40 hours per week and 13% worked less than 10 hours per week. The high proportion working more than 40 hours per week is mainly attributable to the providers in family day care schemes, a category which has little opportunity for staggered shifts, and thus 58% of these providers reported working more than 40 hours in the reference week. Unlike other types of services, there are limited opportunities for staggered shifts among family day care providers, who work individually in their own homes and provide care from the time the first child arrives until the last child leaves. In contrast, 43% of workers in outside school hours care worked less than 10 hours, as did a third of those in occasional care.

Table 3.1: *Child care workers, by service type and employment status, 1987, 1988, 1989, 1991, 1992*

Service type	1987		1988		1989		1991		1992	
	% paid	Total	% paid	Total	% paid	Total	% paid	Total	% paid	Total
Long day care										
Community-based	95.1	8,523	93.2	9,538	91.7	10,423	88.1	12,435	91.4	12,591
Private (for-profit)	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	83.6	6,049	90.8	7,967
Employer & non-profit	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	91.1	1,371	93.2	1,787
Family day care										
Coordinating staff	97.6	1,146	95.8	1,275	95.6	1,309	96.3	1,408	96.9	1,532
Providers	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Outside school hours	92.9	1,701	95.0	2,266	91.3	2,455	93.4	3,638	91.3	4,377
Multifunctional Aboriginal children's services	n.a.	n.a.	n.a.	n.a.	93.9	181	99.0	303	98.0	354
Multifunctional children's services	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	80.2	126	95.0	140
Occasional care	64.5	386	64.8	418	68.1	791	65.4	1,169	74.8	1,105
All workers^(a)	94.0	11,756	92.9	13,497	90.8	15,159	87.5	26,499	91.1	29,853

(a) Numbers of workers excludes those for whom no information was given.

Note: Data pertaining to the employment status of family day care providers are not collected by the CSP.

Sources:

1992: DHHLGCS 1994: Tables 9.3.2, 10A.3.2, 10B.3.2, 11.3.2, 12.3.2, 13.3.2, 14.3.2, 15.3.2.

1991: DHHCS 1992: Tables 9.3.2, 10A.3.2, 10B.3.2, 11.3.2, 12.3.2, 13.3.2, 14.3.2, 15.3.2.

1989: DCSH 1990: Tables 9.3.2, 10.3.2, 11.3.2, 12.3.2, 13.3.2.

1988: DCSH 1989: Tables 8.13, 9.11, 10.12, 11.16.

1987: DCSH 1988: Tables 17, 18, 19, 20.

Table 3.2: *Employment status of child care workers, by State/Territory, 1992*

Employment status	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Percentage								
Paid workers	90.3	91.5	90.1	91.1	91.7	91.8	96.5	97.5	91.1
Unpaid workers	9.7	8.5	9.9	8.9	8.3	8.2	3.5	2.5	8.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers	9,641	7,323	5,650	2,540	2,425	861	979	434	29,853

Note: Data with respect to family day care providers are not provided. Therefore, the total here is 14,435 less than the total of 44,288 given in Table 2.5.

Source: DHHLGCS 1994: Tables 9.3.2, 10A.3.2, 10B.3.2, 11.3.2, 12.3.2, 13.3.2, 14.3.2, 15.3.2.

3.3 Hourly earnings of paid child care workers

The hourly wage rates of those child care workers who were recorded as being paid for their work form the third area of information collected in the 1992 CSP census. As with employment status discussed above, family day care providers were not covered by this question in the CSP census, because these providers are paid on a per child basis rather than a flat hourly rate, with higher rates paid for care provided outside normal hours.

About 46% of the paid workers were reported as earning between \$10 and \$13 per hour, with a further 36% being paid less than \$10 an hour (Table 3.4). In contrast, 6% of all paid workers earned \$16 or more per hour in wages. There were twice as many workers (36%) earning less than \$10 an hour as those earning \$13 an hour or more (18%). The median for most service types was between \$10 and \$11 per hour.

Table 3.3: *Child care workers, by service type and hours worked,^(a) 1992*

Service type	Less than 10 hours per week		10 hours and less than 20 hours per week		20 hours and less than 30 hours per week		30 hours and less than 40 hours per week		40 hours and over per week		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Long day care												
Community-based	1,728	13.7	1,691	13.4	2,240	17.8	4,156	33.0	2,776	22.0	12,591	100.0
Private	890	11.2	1,006	12.6	1,005	12.6	2,890	36.3	2,176	27.3	7,967	100.0
Employer & non-profit	230	12.9	245	13.7	290	16.2	671	37.5	351	19.6	1,787	100.0
Family day care												
Coordinating staff	162	10.6	265	17.3	365	23.8	673	43.9	67	4.4	1,532	100.0
Providers	608	4.2	1,351	9.4	1,789	12.4	2,252	15.6	8,402	58.3	14,402	100.0
Outside school hours	1,878	42.9	1,621	37.0	631	14.4	221	5.0	26	0.6	4,377	100.0
Multifunctional Aboriginal children's services	23	6.5	61	17.2	57	16.1	117	33.1	96	27.1	354	100.0
Multifunctional children's services	25	17.9	17	12.1	27	19.3	42	30.0	29	20.7	140	100.0
Occasional care	355	32.1	245	22.2	218	19.7	218	19.7	69	6.2	1,105	100.0
Total	5,899	13.3	6,502	14.7	6,622	15.0	11,240	25.4	13,992	31.6	44,255	100.0

(a) 'Hours worked' is based on a 'reference week'—see Appendix A1.1.

Source: DHHLGCS 1994: Tables 9.3.6, 10A.3.6, 10B.3.6, 11.3.6, 11.4.5, 12.3.5, 13.3.6, 14.3.6, 15.3.6.

Table 3.4: *Paid child care workers, by service type and hourly earnings, 1992*

Service type	Less than \$7		\$7 & less than \$10		\$10 & less than \$13		\$13 & less than \$16		\$16 or more		Total paid workers		Median hourly earnings
	%	%	%	%	%	%	%	%	%	No.	(a)	\$	
Long day care													
Community-based	1.8	35.0	46.5	9.6	7.1	100.0	11,476	29	10-10.99				
Private (for-profit)	15.1	36.4	38.9	7.0	2.6	100.0	6,732	501	9-9.99				
Employer & non-profit	2.0	27.9	50.4	9.5	10.2	100.0	1,623	43	10-10.99				
Family day care													
Coordinating staff	0.1	3.7	36.9	43.6	15.6	100.0	1,484	-	13-13.99				
Providers	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.				
Outside school hours	3.5	20.7	54.7	16.8	4.3	100.0	3,995	2	11-11.99				
Multifunctional Aboriginal children's services	2.3	40.5	39.9	11.0	6.4	100.0	346	1	10-10.99				
Multifunctional children's services	3.8	24.8	60.0	5.7	5.7	100.0	105	28	10-10.99				
Occasional care	1.6	29.2	51.3	12.0	5.9	100.0	826	-	10-10.99				
Total	5.3	30.9	45.6	12.0	6.2	100.0	26,587	604	10-10.99				
Number of paid workers	1,417	8,217	12,127	3,188	1,638	26,587							

(a) Workers for whom no information given.

Note: Data pertaining to the hourly earnings of family day care providers are not collected by the CSP.

Source: DHHLGCS 1994: Tables 9.3.7, 10A.3.7, 10B.3.7, 11.3.7, 12.3.6, 13.3.7, 14.3.7, 15.3.7.

Overall, coordinating staff in family day care services tended to be more highly paid than other child care workers, with median hourly earnings falling between \$13 and \$14, whereas the median for other child care workers was between \$10 and \$11. More specifically, 59% of

coordinating staff received \$13 or more, while less than 4% were paid under \$10 an hour. This was not surprising, as a high proportion of coordinating staff are managers and administrators. The median hourly earnings for workers in outside school hours care was also somewhat higher than the average (between \$11 and \$12); in part because many of these workers are employed as casual basis, for which the hourly rates are higher.

As noted, data were not collected by the CSP pertaining to the earnings of family day care providers. These workers are not presently covered by award wages. The Australian Liquor, Hospitality and Miscellaneous Workers' Union (one of the main unions representing child care workers in both the public and private sector) claims that family day care forms one of the lowest paid sectors in Australia. On average, family day care providers receive \$2.30 per hour for each child, and an 'outside hours' rate (including weekends) of \$3 (Women's Bureau 1994: 10). Although these workers are technically 'self-employed', submissions to the Law Reform Commission (1994: 103) review note that they have little control over the fees that are charged.

Child care workers in private (for-profit) long day care services tended to have lower hourly earnings than workers in other types of long day care services (not including family day care workers, for whom no data are available, as noted above). The median hourly earnings of workers in private (for-profit) long day care services were between \$9 and \$10 an hour compared with medians of between \$10 and \$11 an hour for workers in the other two sectors. Compared with community-based, employer and non-profit long day care services, private (for-profit) services had a substantially lower proportion of workers earning \$13 or more an hour and a substantially higher proportion earning less than \$7 an hour.

Considerable differences were apparent across the States and Territories with respect to hourly earnings (Table 3.5). Queensland accounted for the largest proportion of child care workers (52%) earning less than \$10 an hour, and the lowest proportion (11%) receiving \$13 or more, with median earnings of between \$9 and \$10. Similarly, a high proportion (48%) of workers in Western Australia earned less than \$10 an hour, whereas only 13% earned \$13 or more an hour.

In contrast, the Northern Territory was the only State or Territory where the proportion of child care workers earning less than \$10 (17%) was lower than the proportion earning \$13 or more (20%), although median earnings were around average, between \$10 and \$11 an hour. The Australian Capital Territory and Tasmania were the only States or Territories where median earnings were higher than the average, between \$11 and \$12 an hour.

Table 3.5: Paid child care workers, by hourly earnings and State/Territory, 1992

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Hourly wage	Percentage								
Less than \$7	1.1	8.8	9.2	7.3	0.6	7.5	5.4	0.7	5.3
\$7 and less than \$10	24.4	27.1	43.2	40.8	36.5	19.9	29.7	17.0	30.9
\$10 and less than \$13	53.7	42.3	36.9	39.2	46.3	52.9	42.3	61.9	45.6
\$13 and less than \$16	13.8	13.8	8.3	8.6	11.9	15.5	9.1	10.8	12.0
\$16 and over	7.0	8.0	2.5	4.1	4.8	4.2	13.5	9.6	6.2
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of paid workers	8,473	6,529	4,967	2,274	2,201	787	939	417	26,587
No information	232	169	124	41	23	3	6	6	604

Note: Data for family day care providers are not included.

Source: DHHLGCS 1994: Tables 9.3.7, 10A.3.7, 10B.3.7, 11.3.7, 12.3.7, 13.3.7, 14.3.7, 15.3.7.

3.4 Federal award rates

Research conducted by the ACTU in 1983 found that child care industry workers were represented by a total of 22 unions, and fell under one of at least 'thirty-eight awards and determinations governing their employment' (Forbath 1983, cited in Brennan 1994: 128). Brennan (1994: 128) considers that this situation has contributed to the poor conditions of employment that persist among child care workers. Although the situation is improving, she explains that it is possible for each worker in a small child care facility to be represented by a different union, making it difficult to develop a 'collective consciousness' and mobilise workers into unified action. Furthermore, some child care workers are members of large unions that represent a number of different occupations, and thus child care workers often have difficulty in drawing attention to their particular situation. By 1995, unionised workers in the industry belonged to either the Australian Liquor, Hospitality and Miscellaneous Workers Union or (for those employed by local governments) the Australian Services Union. Workers who had qualifications as teachers or nurses usually belonged to the organisations representing those professions.

Child care workers can be covered by either Federal or individual State Awards, with the exception of workers in the Northern Territory and Australian Capital Territory, who are covered only by Federal awards. In an endeavour to provide some perspective on the 1992 CSP data on earnings, Table 3.6 outlines Federal award wages as of May 1992 for the various classification levels of child care workers. Definitions of the occupational classifications are given in Appendix A3.1.

Brennan (1994: 130) argues that an improvement in the quality of child care is tied in with the 'industrial conditions' of child care workers, and that a stable staffing environment has been found to have an influence on the social development of children. However, the child care sector has traditionally had a relatively high staff turnover. A survey conducted by Community Child Care in New South Wales in 1987 reported an 85% turnover among long day care workers over a two-year period, while a follow-up survey in 1990 reported even higher figures (Brennan 1991: 9). Subsequently, anecdotal evidence indicates that in an endeavour to promote a more stable staffing environment, many community-based services have been employing workers at pay levels that exceed award rates (Cahir 1994: 2).

3.5 Average child care worker earnings—comparison with other occupations

In order to understand the position of child care workers, it is useful to compare their earnings with those of males and females in other occupational categories. Although the CSP does not collect data pertaining to the sex of child care workers, labour force estimates from the Australian Bureau of Statistics for May 1992 show that the overwhelming majority (over 95%) of workers in the child care industry were female (ABS 1992). The Australian Bureau of Statistics data on earnings of full-time workers show that females earned less than males across every occupational category (Table 3.7). Average weekly earnings for males were \$611, 17% higher than female average earnings of \$524. However, because men working full-time tended to work more hours per week than full-time working women, this translates to a 10% difference in the average hourly earnings of males (\$15.20) and females (\$13.80).

Table 3.6: Federal child care industry award rates upon commencement of employment, May 1992

Occupational classification	Permanent full-time weekly award rate	Permanent full-time or part-time hourly award rate	Casual hourly award rate
	Dollars (\$)		
Child care worker			
Level 1	291.00	7.66	9.88
Level 2	310.40	8.17	10.21
Level 3	358.80	9.44	11.80
Level 4	400.90	10.55	13.19
Level 5	427.80	11.26	14.08
Director			
Level 1	529.20	13.93	17.41
Level 2	574.00	15.11	18.89
Level 3	601.00	15.82	19.76
Child care support worker			
Level 1	291.00	7.66	9.58
Level 2	310.40	8.17	10.21
Junior child care worker Level 1/Child care support worker Level 1			
Under 17 years 50%	145.50	3.83	4.79
Under 18 years 60%	174.60	4.59	5.74
Under 19 years 70%	203.70	5.36	6.70
Under 20 years 80%	232.80	6.13	7.66
Under 21 years 90%	261.90	6.89	8.61

Note: See Appendix A3.1 for definitions of classifications and of full-time, part-time and casual employment.
Source: Obtained from Department of Industrial Relations, January 1995.

Table 3.7: Average (weekly and hourly) total earnings for full-time adult non-managerial employees, by sex, major and minor occupational classifications, May 1992

Major/minor occupational classifications	Males			Females		
	Dollars (\$) per week	Dollars (\$) per hour	Hours per week	Dollars (\$) per week	Dollars (\$) per hour	Hours per week
Professionals	762	20.05	38.0	674	18.21	37.0
Para-professionals	698	17.72	39.4	652	16.89	38.6
Miscellaneous para-professionals	670	17.00	39.4	589	15.34	38.4
Child care coordinators	n.a.	n.a.	n.a.	646	17.03	37.9
Trades persons	586	14.39	40.7	429	10.88	39.4
Clerks	560	14.47	38.7	489	12.93	37.8
Sales persons & personal service workers	567	14.42	39.3	466	12.11	38.5
Personal service workers	594	15.46	38.4	493	12.82	38.5
Child care, refuge & related workers	583	14.84	39.3	459	11.95	38.4
Plant & machine operators	618	14.47	42.7	413	10.66	38.7
Labourers & related	516	12.62	40.9	429	11.02	38.9
All occupations	611	15.20	40.2	524	13.80	38.0

Note: Average earnings (hourly) derived by dividing average earnings (weekly) by average weekly hours.

Source: ABS 1993: Table 14.

Males classified as 'child care, refuge and related workers' earned \$2.89 (24%) more per hour than females in the same occupational grouping. Furthermore, all 'child care, refuge and related workers' earned less in general than 'personal service workers' of the same sex. In contrast, the average hourly rate for female child care coordinators (\$17.03) was higher than the average hourly rate for female 'para-professional' workers in general (\$16.89).

Compared to the \$14.84 an hour earned by the small proportion of male child care, refuge and related workers, pre-primary school teachers of the same sex earned \$20.38 per hour, social workers earned \$16.72 per hour, plumbers earned \$15.11 per hour, and garbage collectors earned \$14.22 per hour (ABS 1993).

3.6 Main type of activity performed by child care workers

The final category of information on employment conditions available from the CSP census concerns the 'main type of work' of child care workers, again excluding those in family day care schemes. Nearly one-fifth of the workers were reported as having administrative or other tasks (cleaning, cooking and maintenance) as their principal activity (Table 3.8). Eighty-two per cent of all child care workers reported direct child contact as their main activity. This proportion would be greater if the large group (nearly 16,000) of family day care workers (90% of whom were providers and 10% administrators—Table 2.5) was included.

The proportion of workers whose main activity involved direct contact with children was lowest for multifunctional Aboriginal children's services (63%), and highest for outside school hours care services (89%). Multifunctional Aboriginal children's services (14%) and multifunctional children's services (15%) had the highest proportions of workers primarily involved in administrative tasks, whereas outside school hours care services (7%) had the lowest proportion. Given the nature of outside school hours care (short-term, time-specific care), a smaller amount of administrative work might be needed to operate such a service. A relatively high proportion of workers in multifunctional Aboriginal children's services (23%) performed 'other tasks' as their main duty, perhaps reflecting the mixed nature of this type of service. On the other hand, the proportion of outside school hours care workers whose major type of work was 'other tasks' was relatively low (4%), probably because the nature of

the care (short-term care for older children) places less demand on such activities as cooking and cleaning.

Table 3.8: *Child care workers, by service type and main activity, 1992*

Service type	Direct child contact		Administrative		Other tasks ^(a)		All workers ^(b)	
	No.	%	No.	%	No.	%	No.	%
Long day care								
Community-based	9,947	79.0	1,216	9.7	1,428	11.3	12,591	100.0
Private (for-profit)	6,473	81.2	775	9.7	719	9.0	7,967	100.0
Employer and non-profit	1,512	84.6	146	8.2	129	7.2	1,787	100.0
Family day care								
Coordinating staff	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Providers	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Outside school hours ^(b)	3,902	89.2	316	7.2	158	3.6	4,376	100.0
Multifunctional Aboriginal children's services	223	63.0	48	13.6	83	23.4	354	100.0
Multifunctional children's services	105	75.0	21	15.0	14	10.0	140	100.0
Occasional care	924	83.6	115	10.4	66	6.0	1,105	100.0
All workers	23,086	81.5	2,637	9.3	2,597	9.2	28,320	100.0

(a) 'Other tasks' includes activities such as cleaning, cooking and maintenance (excludes contractors).

(b) No information available for one worker in the outside school hour category.

Note: Data pertaining to the main activity of workers in family day care schemes are not collected by the CSP.

Source: DHHGCS 1994: Tables 9.3.5, 10A.3.5, 10B.3.5, 12.3.5, 13.3.5, 14.3.5, 15.3.5.

With respect to long day care services, the higher proportion of workers in community-based services primarily engaged in 'other tasks' may be related to the larger average number of staff per facility (to be discussed in Chapter 5). In these organisations there would probably be a greater degree of staff specialisation. In contrast, where there are fewer numbers of staff, child care employees whose primary activity is 'direct contact' with children may share the 'other duties' among themselves.

Only relatively small differences were noticeable across States and Territories with regard to the main activity performed by child care workers (Table 3.9). The Australian Capital Territory (86%) accounted for the highest proportion of child care workers who were primarily involved with children, whereas New South Wales (78%) had the lowest.

The proportion of workers with a predominantly administrative role ranged from 8% for Victoria to 11% for Queensland, South Australia and the Northern Territory. A greater contrast across States and Territories was apparent for those child care workers primarily performing 'other tasks', with the proportion of workers in New South Wales (12%) double that of the Australian Capital Territory (6%). This probably reflects the fact that community-based and private (for-profit) long day care services represent two services where the proportion of workers performing 'other tasks' is relatively high overall (Table 3.7). The Australian Capital Territory has a relatively small proportion of these services compared to that of New South Wales (Table 2.5).

Table 3.9: *Child care workers, by main activity and State/Territory, 1992*

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Main activity	Percentage								
Direct child contact	78.8	82.0	79.7	79.6	79.2	81.1	85.5	79.0	80.1
Administrative tasks	9.7	8.1	11.2	9.9	11.0	9.2	9.0	11.2	9.7
Other tasks ^(a)	11.5	9.9	9.0	10.5	9.8	9.7	5.6	9.8	10.2
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers^(b)	7,805	5,991	4,533	2,167	1,814	587	681	366	23,944

(a) 'Other tasks' includes such activities such as cleaning, cooking and maintenance.

(b) Excludes workers in family day care schemes.

Source: DHHLGCS 1994: Tables 9.3.5, 10A.3.5, 10B.3.5, 13.3.5, 14.3.5, 15.3.5.

4 Qualifications, training and experience

4.1 Regulations regarding qualifications

A number of studies have found a positive association between the levels of education and training of child care workers, and the social and cognitive development of children in child care centres (Ochiltree 1994: 31–32). State and Territory Governments recognise a range of qualifications relevant to the field of child care, and have established, for long day care services at least, certain regulations regarding the number of staff who must hold certain levels of qualifications. These qualifications include:

- a two-year certificate in child care or an associate diploma in child care, usually from a TAFE college or similar institution (this is now considered to be the basic qualification for most workers in the industry);
- a degree or diploma in early childhood care from a recognised university or other tertiary institution;
- a mothercraft (enrolled) nursing certificate with current first aid certificate;
- a registered nursing certificate;
- a National Nursery Examination Board Certificate with current first aid certificate;
- qualifications relating to administration, staff management etc.

Not all of these qualifications are specifically recognised in all State or Territory regulations, and there is a discretionary clause in most regulations allowing for status to be given to other qualifications considered suitable by the responsible State or Territory minister. In addition, licensing arrangements in New South Wales, the Australian Capital Territory and Northern Territory may recognise experience in place of qualifications.

State and Territory regulations relating to qualified workers in long day care centres also vary with respect to child–staff ratios and the way in which children are divided into age groups. To give some examples, the Victorian regulations (1989) state that for those child care centres offering care for up to 12 hours a day, there must be one qualified worker for every 15 children under the age of three years, and one qualified worker for every 30 children over the age of three years. In contrast, Australian Capital Territory regulations for long day care (1990) state that there must be one qualified employee to every 15 children under the age of two years, one qualified worker to every 18 children between the ages of 18 months and three years, one qualified worker for every 21 children between the ages of two and three years, and no more than 33 children between the ages of three and six years may be supervised by a single qualified worker.

To facilitate a closer alignment between State and Territory regulations, a range of national standards for centre-based long day care have recently (1993) been endorsed by all ministers. Most of these standards, while not binding, are to be used by the States and Territories in revising their licensing conditions, with a target of 1996 set for most revisions. With respect to staff qualifications, these standards include only the recognition of a 'two-year accredited post-secondary course in child care' and a 'three-year accredited tertiary course in early childhood care or education'. Furthermore, by the year 2000, there is to be one qualified staff for every ten children under the age of three years, and one qualified staff for every 22 children over the age of three years. In addition, where there are mixed age groups, there is to be at least one qualified employee for every 15 children. However, in the short term, these national standards (Council of Social Welfare Ministers 1993: 40, 54) stipulate that State and Territory Governments are to work towards a ratio of one qualified staff member for every 15 children under three years of age, and one qualified staff member to every 33 children who are three years of age or over.

State and Territory regulations relating to qualifications of workers in other types of child care services are not widespread, but some have been established. For example, Queensland established regulations regarding family day care services in 1991.

4.2 Child care workers with relevant qualifications

The CSP census definition of relevant qualifications includes courses of study related to early childhood and primary teaching, child care, nursing, accountancy, psychology, social work and business management. Based on this definition, in 1992, only 40% of all child care workers had completed at least one formal qualification that was relevant to their field of work (Table 4.1).

Overall, the largest proportions (more than 50%) of relevantly qualified workers were found in long day care centres and as coordinating staff in family day care schemes. Less than half of the staff in outside school hours care and occasional care services had relevant qualifications. Although over 68% of coordinating staff in family day care schemes possessed qualifications that were relevant to their work, 82% of family day care providers had no relevant formal qualifications. If this large group of workers is removed from the calculations in Table 4.1, then the proportion with qualifications in 1992 increases to 51%. The high proportion of relevantly qualified coordinating staff is no doubt related to the fact that their work involves managing the network of care providers; whereas the care providers themselves have traditionally been perceived as unskilled child minders without the support of awards that stipulate basic qualification levels (Petrie 1994).

Between 1991 and 1992, the overall proportion of relevantly qualified child care workers increased by around 5%, from 35% to 40% (or from 46% to 51%, if providers in family day care are excluded). Increases in the proportion of relevantly qualified workers were apparent for nearly all service types. The most notable increases were in outside school hours services (11%) and private (for-profit) long day care services (8%).

Table 4.1: Child care workers, by service type and qualification status, 1989, 1991, 1992

Service type	Percentage of workers with relevant qualifications			Total number of child care workers		
	1989	1991	1992	1989	1991	1992
Long day care						
Community-based	47.7	48.1	50.8	10,429	12,448	12,591
Private (for-profit)	n.a.	42.5	50.1	n.a.	6,052	7,966
Employer and non-profit	n.a.	51.4	55.3	n.a.	1,370	1,787
Family day care						
Coordinating staff	66.6	65.9	68.3	1,351	1,410	1,532
Providers	15.9	14.5	17.9	12,366	13,592	14,407
Outside school hours	38.1	35.4	46.0	2,427	3,635	4,377
Multifunctional Aboriginal children's services	28.7	37.0	35.3	178	303	354
Multifunctional children's services	n.a.	33.3	35.7	n.a.	126	140
Occasional care	39.6	40.5	45.4	782	1,169	1,105
Total	33.2	35.1	40.0	27,533	40,105	44,259

Note: Relevant qualifications include; teaching, child care, nursing, accountancy, psychology, social work and business management.

Sources:

1992: DHHLGCS 1994: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 12.3.3, 13.3.3, 14.3.3, 15.3.3.

1991: DHHCS 1992: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3, 12.3.3, 13.3.3, 14.3.3, 15.3.3.

1989: DCSH 1990: Tables 9.3.3, 10.3.3, 11.3.3, 11.4.3, 12.3.3, 13.3.3.

When the 1992 data are examined for each State and Territory, Western Australia (51%) accounts for the highest proportion of workers with relevant qualifications (Table 4.2), New

South Wales (43%) has the second largest proportion Tasmania (34%) has the lowest proportion of qualified child care workers. The differences between the States and Territories can mostly be explained by the distribution of service types—those States and Territories with proportions of staff with qualifications below the national average of 40% are those with higher proportions of family day care providers (Table 2.5), who have lower qualifications on the whole than other types of workers.

Table 4.2: *Child care workers, by qualification status and State/Territory, 1992*

Qualification status	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Percentage								
Workers with									
– relevant qualifications	42.6	36.6	40.7	50.7	35.8	33.6	34.7	36.0	40.0
– no relevant qualifications	57.4	63.4	59.3	49.3	64.2	66.4	65.3	64.0	60.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers	13,531	11,589	8,369	3,253	3,756	1,406	1,728	627	44,259
No information	24	3	2	–	–	–	–	–	29

Note: Relevant qualifications include teaching, child care, nursing, accountancy, psychology, social work and business management.

Source: DHHLGCS 1994: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3, 12.3.3, 13.3.3, 14.3.3, 15.3.3.

4.3 Type of relevant qualifications held by child care workers

Only a small proportion of qualified child care workers Australia-wide had more than one relevant qualification. In total, there were 19,037 relevant qualifications between the 17,693 relevantly qualified workers. Of the 19,037 qualifications held, 42% were in child care, 20% in teaching, 16% in nursing and 21% in other relevant areas (Table 4.3).

This pattern varied across the services. For instance, while child care qualifications predominated among workers in long day care or occasional care services, they accounted for only a relatively small proportion of relevant qualifications held by family day care providers. While overall only 21% of all qualifications involved some 'other relevant' course of study (e.g. accountancy, psychology, social work and business management), 33% of relevant qualifications held by family day care coordinating staff fell into this category. This is not surprising given the managerial and administrative emphasis of much of their work.

Variations within early childhood teaching qualifications and within child care qualifications are illustrated in Table 4.4. About two-thirds of the 3,200 teaching qualifications held were in early childhood education, while the other one-third were in primary education. The majority (59%) of child care qualifications were from two-year programs, with only 10% from three-year programs.

A time series breaking down specific qualifications by service type is presented in Table 4.5. Between 1991 and 1992, there was a 28% increase in the number of qualifications. The increases were greatest among workers in outside school hours care (64%), private long day care (58%), employer-sponsored and non-profit long day care (47%), and among family day care providers (31%).

For those services where data were available from 1989 to 1992, teaching qualifications as a proportion of all relevant qualifications fell slightly (from 23% to 20%) as did nursing (from 20% to 16%) and 'other relevant qualifications' (from 25% to 21%), while child care qualifications increased considerably (from 32% to 42%—table not shown, but sources are the same as in Table 4.5). The growth in the number of courses for child care workers, and the spread of regulations requiring workers to have some specialist qualifications, has probably contributed to this trend.

Child-care-related qualifications predominated for all States and Territories, although to a widely varying degree (Table 4.6). Over 57% of relevant qualifications held by qualified workers in Western Australia were child-care-related, almost twice the proportion in the

Australian Capital Territory (30%) and much higher also than in South Australia (33%). Once again, this distribution of qualifications is a reflection of the distribution of services across the States (Table 2.5). Workers in community-based and private (for-profit) long day care services accounted for a higher proportion of child care workers in Western Australia than the Australian Capital Territory or South Australia, and these workers were more likely to have child care qualifications.

Table 4.3: Relevant qualifications held, by service type and type of qualification, 1992

Service type	Teaching		Nursing		Child care		Other relevant ^(a)		Total qualifications	
	No.	%	No.	%	No.	%	No.	%	No.	%
Long day care										
Community-based	1,252	18.3	1,240	18.1	3,647	53.3	703	10.3	6,842	100.0
Private (for-profit)	910	21.1	510	11.8	2,229	51.7	660	15.3	4,309	100.0
Employer and non-profit	199	18.3	239	22.0	560	51.5	89	8.2	1,087	100.0
Family day care										
Coordinating staff	301	25.7	130	11.1	355	30.3	386	32.9	1,172	100.0
Providers	458	17.1	646	24.1	524	19.6	1,048	39.2	2,676	100.0
Outside school hours	654	29.2	130	5.8	864	38.5	595	26.5	2,242	100.0
Multifunctional Aboriginal children's services	25	19.4	20	15.5	55	42.6	29	22.5	129	100.0
Multifunctional children's services	10	18.2	17	30.9	23	41.8	5	9.1	55	100.0
Occasional care	77	14.7	117	22.3	262	49.9	69	13.1	525	100.0
Total relevant qualifications	3,886	20.4	3,049	16.0	8,518	44.7	3,584	18.8	19,037	100.0

(a) 'Other relevant' includes qualifications in accountancy, psychology, social work, business management.

Note: Child care workers may have more than one qualification.

Source: DHHLGCS 1994: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3, 12.3.3, 13.3.3, 14.3.3, 15.3.3.

Table 4.4: Teaching and child care qualifications held, by service type and specific type of qualification, 1992

Service type	Teaching		Child care		
	Early childhood	Primary	1 year	2 years	3 years
Long day care					
Community-based	974	278	948	2,336	363
Private (for-profit)	567	343	742	1,217	270
Employer and non-profit	157	42	157	346	57
Family day care					
Coordinating staff	159	142	56	250	49
Providers	162	296	347	155	22
Outside school hours	(a)	(a)	145	229	39
Multifunctional Aboriginal children's services	22	3	12	37	6
Multifunctional children's services	5	5	8	14	1
Occasional care	39	38	72	177	13
Total relevant qualifications	2,085	1,147	2,487	4,761	820

(a) There were 654 teaching qualifications with respect to outside school hours care workers; however, the exact nature of these qualifications (i.e.: early childhood or primary) is unknown.

Note: Child care workers may have more than one qualification.

Source: DHHGCS 1994: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3, 12.3.3, 13.3.3, 14.3.3, 15.3.3.

Table 4.5: Child care workers, by service type and qualification status, 1989, 1991, 1992

Service type	Total number of child care workers		
	1989	1991	1992
Long day care			
Community-based	5,192	6,288	6,842
Private (for-profit)	n.a.	2,724	4,309
Employer and non-profit	n.a.	738	1,087
Family day care			
Coordinating staff	981	1,021	1,172
Providers	2,021	2,049	2,676
Outside school hours	1,016	1,368	2,242
Multifunctional Aboriginal children's services	588	117	129
Multifunctional children's services	n.a.	44	55
Occasional care	321	488	525
Total	9,589	14,837	19,037

Note: Relevant qualifications include teaching, child care, nursing, accountancy, psychology, social work and business management.

Sources:

1992: DHHGCS 1994: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 12.3.3, 13.3.3, 14.3.3, 15.3.3.

1991: DHHCS 1992: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3, 12.3.3, 13.3.3, 14.3.3, 15.3.3.

1989: DCSH 1990: Tables 9.3.3, 10.3.3, 11.3.3, 11.4.3, 12.3.3, 13.3.3.

Table 4.6: Relevant qualifications held, by type of qualification and State/Territory, 1992

Qualification type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Percentage								
Teaching	25.5	16.1	18.7	11.9	27.9	20.0	17.3	21.7	20.4
Nursing	11.9	22.9	13.4	15.6	15.4	18.8	22.7	15.3	16.0
Child care	42.6	43.9	48.8	60.1	34.6	43.0	32.1	40.4	44.7
Other relevant ^(a)	19.9	17.1	19.2	12.4	22.1	18.2	28.0	22.6	18.8
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of relevant qualifications	6,237	4,584	3,630	1,754	1,471	500	626	235	19,037

(a) 'Other relevant' includes qualifications in accountancy, psychology, social work and business management.

Note: Workers may have completed more than one qualification.

Source: DHHLGCS 1994: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3, 12.3.3, 13.3.3, 14.3.3, 15.3.3.

4.4 Workers undertaking in-service training

The National Child Care Accreditation Council (1993) states, in its handbook, that well-trained staff deliver 'care that better enhances the development of children than does the care delivered by untrained staff'. Furthermore, ongoing in-service training for child care workers ensures they receive 'up-to-date knowledge and understanding about the development of children'.

Over the 12 months leading up to the 1991 CSP census, well over one-half of child care workers (58%) had advanced their skills by undertaking one or more relevant in-service training course. This figure increased to nearly two-thirds (66%) in 1992 (Table 4.7). Relevant courses included management training, financial training and first aid certificates as well as those specifically related to child care. In 1992 over half of the workers in all service types had undertaken at least one course. Most notably, in family day care schemes, over 83% of coordinating staff and almost 76% of providers had undertaken at least one course.

From 1991 to 1992 there was an increase in the proportion of workers undertaking relevant in-service training courses during the preceding year for nearly all services. The increases for workers in all long day care services were comparatively high, between 10% and 13%, as was the increase for workers in occasional care services (11%) and multifunctional Aboriginal children's services (12%).

More than half of all child care workers in each State and Territory had undertaken one or more in-service training course in the 12 months preceding the 1992 CSP census (Table 4.8). The highest proportions of workers undertaking courses were in the Northern Territory (76%) and Queensland (71%), while the lowest was in the Australian Capital Territory (53%).

Table 4.7: Child care workers undertaking in-service training in the last 12 months, by service type, 1991, 1992

Service type	Percentage of workers with relevant training		Number of workers	
	1991	1992	1991	1992
Long day care				
Community-based	56.3	63.3	12,108	12,591
Private (for-profit)	45.5	58.2	6,013	7,962
Employer and non-profit	54.1	64.1	1,363	1,787
Family day care				
Coordinating staff	79.0	83.2	1,403	1,532
Providers	67.5	75.9	13,557	14,407
Outside school hours	48.2	53.9	3,635	4,377
Multifunctional Aboriginal children's services	42.5	54.2	299	354
Multifunctional children's services	57.7	52.9	117	140
Occasional care	42.5	53.0	1,164	1,105
All workers	57.8	65.9	39,659	44,255
No information			540	33

Sources:

1992: DHHLGCS 1994: Tables 9.3.4, 10A.3.4, 10B.3.4, 11.3.4, 12.3.4, 13.3.4, 14.3.4, 15.3.4.

1991: DHHCS 1992: Tables 9.3.5, 10A.3.5, 10B.3.5, 11.3.5, 11.4.5, 12.3.5, 13.3.5, 14.3.5, 15.3.5.

Table 4.8: Child care workers undertaking in-service training in the last 12 months, by State/Territory, 1992

Training status	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Percentage								
Workers undertaking									
– relevant training	68.5	61.0	71.0	63.5	65.7	67.4	52.7	76.4	65.9
– no relevant training	31.5	39.0	29.0	36.5	34.3	32.6	47.3	23.6	34.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers	13,532	11,588	8,369	3,249	3,756	1,406	1,728	627	44,255
No information	23	4	2	4	-	-	-	-	33

Note: Relevant in-service training includes child-care-related, management/financial, and other relevant (e.g. first aid).

Source: DHHLGCS 1994: Tables 9.3.4, 10A.3.4, 10B.3.4, 11.3.4, 11.4.4, 12.3.4, 13.3.4, 14.3.4, 15.3.4.

4.5 Type of relevant in-service training undertaken by child care workers

The 29,158 (66% of the total) workers who undertook at least one in-service training course in the 12 months prior to the 1992 CSP census, between them, participated in a total of 45,255 courses. This represents an average of 1.52 in-service courses per person undertaking training (Table 4.9). Nearly half of all the courses undertaken were child-care-related. A further 13% represented some form of management or financial training. The remaining 38% were 'other relevant' courses such as first aid certificate, communication skills or conflict resolution courses. Staff in long day care services and in occasional care schemes tended to take more 'child care' related courses, while staff in family day care schemes were more likely to take 'other relevant' courses.

There was a fairly uniform national pattern with no great variations across States and Territories in relation to the type of in-service training courses undertaken (Table 4.10). In

most States and Territories child-care-related courses predominated, except in Queensland where 'child care' and 'other relevant' courses were roughly equal (43% each).

Table 4.9: *In-service courses undertaken in the last 12 months, by service type and type of course, 1992*

Service type	Child care related		Management /financial		Other relevant ^(a)		Total relevant courses	
	No.	%	No.	%	No.	%	No.	%
Long day care								
Community-based	6,662	62.1	1,150	10.7	2,914	27.2	10,726	100.0
Private (for-profit)	3,364	57.3	393	6.7	2,115	36.0	5,872	100.0
Employer and non-profit	927	61.4	175	11.6	408	27.0	1,510	100.0
Family day care								
Coordinating staff	884	33.1	586	22.0	1,197	44.9	2,667	100.0
Providers	7,858	39.8	3,167	16.1	8,697	44.1	19,722	100.0
Outside school hours	1,577	48.0	423	12.9	1,287	39.2	3,287	100.0
Multifunctional Aboriginal children's services	144	55.4	41	15.8	75	28.8	260	100.0
Multifunctional children's services	51	53.7	10	10.5	34	35.8	95	100.0
Occasional care	467	60.3	79	10.2	228	29.5	774	100.0
Total relevant courses	21,934	48.8	6,024	13.4	16,955	37.8	44,913	100.0

(a) 'Other relevant' includes first aid and communication/conflict resolution skills.

Note: Workers may have undertaken more than one in-service training course.

Source: DHHLGCS 1994: Tables 9.3.4, 10A.3.4, 10B.3.4, 11.3.4, 11.4.4, 12.3.4, 13.3.4, 14.3.4, 15.3.4.

Table 4.10: *In-service courses undertaken in the last 12 months, by type of course and State/Territory, 1992*

Type of training	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Child-care-related	48.5	54.7	42.6	50.1	49.7	45.2	53.3	46.6	48.8
Management/financial	11.5	12.8	14.3	15.6	15.6	14.2	17.0	16.6	13.4
Other relevant ^(a)	40.0	32.5	43.1	34.3	34.8	40.6	29.7	36.8	37.8
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of relevant courses	13,972	10,503	10,021	2,946	3,880	1,413	1,320	858	44,913

(a) 'Other relevant' includes such courses as first aid and communication/conflict resolution skills.

Source: DHHLGCS 1994: Tables 9.3.4, 10A.3.4, 10B.3.4, 11.3.4, 11.4.4, 12.3.4, 13.3.4, 14.3.4, 15.3.4.

4.6 Length of service in the child care industry, 1991

Ochiltree (1994) points out that conflicting results have emerged from research examining the impact of length of experience in the child care industry on carer skills and quality of care. Over the past two decades, some studies have found a positive association, some a negative association, and others no association, leading Ochiltree to suggest that it is not possible to draw any strong conclusions about the relationship at this point in time.

Data were not collected in the 1992 CSP census on length of service in the child care industry. However, information concerning 'length of time worked in child care' was collected in 1991. This refers to the total length of time worked in the child care industry, regardless of whether the employment was continuous or not. Of the total number of workers in the 1991 census for which the length of service was specified (39,619), over one-quarter (26%) had little experience, having been employed in the industry for less than one year. The majority (69%) had been employed in the child care industry for less than five

years (Table 4.11). A little over 10% were highly experienced, having had child care service experience that amounted to 10 years or more.

Child care services with a higher than average proportion of workers with little experience (less than one year) include multifunctional children's services (40%), occasional care services (37%), multifunctional Aboriginal children's services (35%) and private (for-profit) long day care services (31%). On the other hand, coordinating staff in family day care schemes tended to have more experience than other child care workers, with only 12% of this group having less than one year of experience. Over half (55%) have been in the industry for five years or more, including almost a quarter (24%) for ten years or more. Of the long day care services, private centres had the highest proportion (31%) of workers with less than one year of experience in the industry and the lowest proportion (30%) with at least five years experience.

In 1991 no strong contrasts were apparent between States and Territories with respect to the length of service of workers in the child care industry (Table 4.12). For all States and Territories, there was little variation from the overall pattern. Tasmania had the most experienced child care workers, with 35% having five or more years of service in the industry, while the Northern Territory had the least, with only 25% having five or more years.

Table 4.11: Child care workers, by service type and length of service in the child care industry, 1991

Service type	Less than 1 year		1-4 years		5-9 years		10 years or more		All workers (a)		
	No.	%	No.	%	No.	%	No.	%	No.	%	
Long day care											
Community-based	2,877	23.7	5,054	41.6	2,685	22.1	1,527	12.6	12,143	100.0	305
Private (for-profit)	1,862	31.0	2,354	39.2	945	15.7	851	14.2	6,012	100.0	41
Employer and non-profit	338	24.8	474	34.8	316	23.2	233	17.1	1,361	100.0	10
Family day care											
Coordinating staff	175	12.4	457	32.5	443	31.5	333	23.7	1,408	100.0	2
Providers	3,554	26.2	6,434	47.5	2,718	20.1	850	6.3	13,556	100.0	123
Outside school hours	1,035	28.9	1,685	47.1	546	15.2	315	8.8	3,581	100.0	59
Multifunctional Aboriginal children's services	105	35.2	134	45.0	33	11.1	26	8.7	298	100.0	5
Multifunctional children's services	50	40.0	53	42.4	13	10.4	9	7.2	125	100.0	1
Occasional care	425	37.4	393	34.6	171	15.1	146	12.9	1,135	100.0	34
All workers	10,421	26.3	17,038	43.0	7,870	19.9	4,290	10.8	39,619	100.0	580

(a) Workers with no information.

Source: DHHCS 1992: Tables 9.3.9, 10A.3.9, 10B.3.9, 11.3.9, 11.4.8, 12.3.9, 13.3.9, 14.3.9, 15.3.9.

Table 4.12: *Child care workers, by length of service in the child care industry and State/Territory, 1991*

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Length of service	Percentage								
Less than one year	26.4	24.2	29.1	25.9	26.8	22.1	28.5	29.8	26.3
1-4 years	41.3	44.7	42.8	44.0	41.7	42.5	44.9	45.3	43.0
5-9 years	21.2	20.0	17.6	20.2	19.9	22.4	17.3	17.2	19.9
10 years or more	11.0	11.1	10.4	9.9	11.7	13.0	9.3	7.7	10.8
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers	11,928	10,454	7,169	3,629	2,878	1,347	1,620	594	39,619
No information	168	138	97	78	60	25	10	4	580

Source: DHHCS 1992: Tables 9.3.9, 10A.3.9, 10B.3.9, 11.3.9, 11.4.8, 12.3.9, 13.3.9, 14.3.9, 15.3.9.

5 Staffing of services

5.1 Average staff size of child care facilities

An important aspect of both the conditions of employment for the workers in the child care industry and for the quality of the services provided is the relationship between the numbers of staff and children. This chapter examines this relationship first by examining the numbers of staff per facility in each type of child care service (Table 5.1). There are large differences between the ratios for the various types of services, partly reflecting the different natures of these services. For example, outside school hours care services, which care for a number of school-age children within the one facility, had an average of 4.4 staff for each service of this type. In contrast, because a single family day care scheme consists of a number of home-based child care services that are coordinated by a central unit, on average there were almost 46 home-based care providers and five coordinating staff per scheme in 1992.

Table 5.1: Average number of child care workers per facility, by service type, 1987, 1988, 1989, 1991, 1992

Service type	1987	1988	1989	1991	1992
Long day care					
Community-based	11.8	11.9	12.1	13.0	13.2
Private (for-profit)	n.a.	n.a.	n.a.	7.2	7.7
Employer and non-profit	n.a.	n.a.	n.a.	10.8	9.9
Family day care					
Coordinating staff	4.7	4.6	4.6	4.5	4.8
Providers	46.7	45.3	43.9	43.6	45.7
Outside school hours	4.2	4.3	4.4	4.3	4.4
Multifunctional Aboriginal children's services	n.a.	n.a.	9.6	10.4	10.7
Multifunctional children's services	n.a.	n.a.	n.a.	9.7	10.8
Occasional care	6.8	6.8	7.8	9.0	8.8

Source: Calculated from Tables 2.1 and 2.5.

It is also interesting to note differences in average staff numbers between the three forms of long day care services. Community-based long day care services had an average of 13.2 staff per facility in 1992, employer and non-profit services an average of 9.9 staff, and private (for-profit) services an average of 7.7 staff. Reasons for these findings will be explored in the next section of this chapter.

When looking at trends over time, between 1987 and 1992 the average number of staff in community-based long day care rose from 11.8 to 13.2, and in occasional care from 6.8 to 8.8. The average staff size of employer and non-profit services fell slightly between 1991 and 1992, from 10.8 to 9.9 workers per facility.

A more detailed picture of average worker numbers for 1992 is provided in Table 5.2, where interesting differences were revealed between service types for each State and Territory. The greatest contrasts were evident for family day care providers. South Australia had the largest average with 78 providers per scheme, followed closely by the Australian Capital Territory with 75 per scheme, whereas New South Wales averaged only 38. All family day care schemes in South Australia are sponsored by the State Government, allowing for the consolidation of care providers into fewer, larger schemes, while the Australian Capital Territory, and more specifically the city of Canberra, occupies a geographically compact area, requiring fewer central coordinating points. On the other hand, the relatively low average number of providers in family day care schemes for New South Wales and Victoria is partly explained by the fact that local governments in these two States play an important

role in the provision of family day care, and thus individual schemes generally cover smaller areas. This situation may change in Victoria, with the amalgamation of local government areas beginning in 1994.

Table 5.2: Average number of workers per facility, by service type and State/Territory, 1992

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Long day care									
Community-based	12.5	11.8	14.9	14.1	16.9	15.9	14.0	11.0	13.2
Private (for-profit)	5.7	8.9	9.3	8.0	9.6	10.5	13.7	3.3	7.7
Employer and non-profit	9.5	10.4	9.3	8.7	9.8	8.3	11.5	8.5	9.9
Family day care									
Coordinating staff	5.2	5.2	5.1	4.6	7.4	5.5	6.5	5.0	4.8
Providers	38.0	46.4	43.9	41.9	78.3	54.5	74.9	38.6	45.7
Outside school hours	4.4	3.7	4.5	3.7	5.1	7.3	8.3	2.9	4.4
Multifunctional Aboriginal children's services	13.1	7.4	11.0	11.4	9.5	12.0	8.0	9.5	10.7
Multifunctional children's services	20.0	14.5	9.7	9.7	8.0	n.a.	n.a.	8.5	10.8
Occasional care	9.1	9.1	12.4	7.4	4.6	9.8	8.3	n.a.	8.8

Source: Calculated from Tables 2.3 and 2.6.

For other service types, there were large variations by State and Territory in the number of workers per facility for multifunctional children's services (nine in the Northern Territory to 20 in New South Wales) and private (for-profit) long day care services (three in the Northern Territory to 14 in the Australian Capital Territory). In comparison, the smallest variation was apparent for employer and non-profit long day care services, with a high of 12 workers per service in the Australian Capital Territory and a low of eight workers per service in Tasmania.

5.2 Staffing of long day care services, 1992

The number of children that a worker is required to care for at a given time is a valuable indicator of working conditions. However, because of the different nature of the services, particularly in the number of hours children spend at the service, the ratios of numbers of children to staff numbers in the different types of services are not very comparable. Within long day care services it is possible to make some comparisons of child-staff ratios across the three different service types, and these are shown in Table 5.3. A relatively higher ratio of children to workers is evident in long day care services operating on a private (for-profit) basis than in the other two types. In 1992 there were on average 9.3 children per child care worker in private (for-profit) long day care services, but only 5.4 children per worker in community-based centres, and 6.1 children per worker in employer and non-profit services. New South Wales and Queensland, the states with the largest private (for-profit) sector in long day care services, had considerably higher numbers of children per worker in this category, with ratios around 11:1.

Table 5.3: Children per worker in long day care services, by State/Territory, 1992

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based	5.5	5.1	5.5	5.9	5.4	7.6	3.9	5.4	5.4
Private (for-profit)	11.6	6.1	10.6	7.2	7.0	6.9	5.3	8.7	9.3
Employer and non-profit	6.4	5.9	8.3	7.8	6.1	8.5	4.7	5.4	6.1

Source: DHHLGCS 1994: Tables 2, 9.3.1, 10A.3.1, 10B.3.1.

Since children may not necessarily attend child care on a full-time basis and patterns of attendance may vary across different types of long day care services, it is probably more appropriate, when looking at child-staff ratios, to examine the number of approved child care places per worker for each type of long day care service. When the ratio of child care places to workers is examined, the pattern still holds with private (for-profit) centres having the highest ratio of places to workers, and community-based centres the lowest, in nearly all the States and Territories (Table 5.4).

Table 5.4: Child care places per worker in long day care services, by State/Territory, 1992

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based	3.4	3.0	3.3	3.1	2.8	2.8	2.9	3.5	3.2
Private (for-profit)	5.5	4.4	5.8	3.9	4.7	2.7	4.8	6.9	5.1
Employer and non-profit	3.8	4.0	3.5	3.5	3.5	4.2	3.2	4.1	3.8

Source: DHHLGCS 1994: Tables 9.1.7, 9.3.1, 10A.1.6, 10A.3.1, 10B.1.6, 10B.3.1.

The ratio of places to workers will also be affected by the number of hours worked by staff, i.e. the ratio of child care places to workers should be lower where there are more staff working fewer hours. Hours worked by staff has been discussed earlier (Chapter 3, Section 2), but a more detailed examination by States and Territories for the long day care sector of those workers who work for 30 hours or more per week (Table 5.5) shows that workers in the commercial services in most States and Territories are likely to work somewhat longer hours than workers in the other two types of services. These differences in hours worked may partly explain the differences in the ratio of child care places to workers in the three types of long day care services.

Table 5.5: Proportion of workers in long day care services who worked 30 hours or more in the reference week^(a), by State/Territory, 1992

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Percentage								
Community-based	57.4	55.4	50.9	60.7	50.1	51.4	42.5	63.0	55.1
Private (for-profit)	60.8	63.7	65.9	65.7	63.0	31.0	70.8	76.9	63.6
Employer and non-profit	62.2	60.8	48.6	49.0	43.2	51.5	47.6	51.5	57.2

(a) For definition of 'reference week', see Appendix A1.1.

Source: DHHLGCS 1994: Tables 9.3.6, 10A.3.6, 10B.3.6.

Another reason for the differences in the ratios of child care places to workers is related to differences in the provision of child care places for children of different ages across the three long day care sectors. A recent report by the Auditor-General on the efficiency of children's services notes that it is more expensive to care for infants in child care centres, because licensing regulations for younger children require a lower child-staff ratio and also more space per child (Auditor-General 1994: 47). While private (for-profit) centres have been licensed to care for young children (i.e. children under two years of age), that care is often not provided and newly established commercial child care centres are failing to provide care for this age group (Auditor-General 1994: 48). This point is illustrated in Table 5.6, where a markedly uniform proportion of places were dedicated to each age group with respect to community-based, employer and non-profit long day care, whereas private (for-profit) long day care services had a noticeably lower proportion of places for children under two years of age, and a higher proportion of places for children over three years of age. In particular, the proportion of places in private (for-profit) services for children under two years of age was particularly low for New South Wales (3%), whereas the proportion of places for children over three years of age in this State was markedly higher than in other States (81%). While community-based centres receive a somewhat higher operational subsidy for children under three years of age, a recent report argues that this by no means covers the extra cost of care for this age group (Auditor-General 1994: 47).

In order to put child-staff ratios in long day care facilities into perspective, it is important to note that each State and Territory has in place regulations addressing minimum standards in these types of services. These cover the maximum numbers of children that can be accommodated by a centre at any one time, the group size (number of children 'separately cared for by at least one qualified' child care worker), space requirements and child-staff ratios (Tulpule and Johnston, 1994: 51). The regulation number of children at each age that are allowed in each State and Territory is outlined in Table 5.7.

The regulation number of children under the age of two years per worker is generally five, except in Western Australia where it is four, and in Tasmania, which limits the number of children under the age of one year to three per worker. For children aged two years (but not yet three years) the regulation number of children per worker varies between five and eight. For children aged three and above, the number of children varies from six in South Australia to 16 in Queensland.

Table 5.6: *Child care places, by age group, type of long day care service and State/Territory, 1992*

Long day care type and age	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia	
	Percentage								%	No.
Community-based										
0-1 years	15	25	19	23	27	21	22	22	20	8,069
2 years	25	27	28	29	30	31	28	27	27	10,680
3 years and over	60	47	53	49	43	48	50	51	53	21,102
Total	100	100	100	100	100	100	100	100	100	
Total (No.)	14,891	8,520	6,306	3,542	3,557	1,308	931	796		39,851
Private (for-profit)										
0-1 years	3	21	8	14	23	11	20	10	10	4,269
2 years	15	26	26	29	32	33	29	20	23	9,374
3 years and over	81	52	65	58	45	63	51	70	67	27,344
Total	100	100	100	100	100	100	100	100	100	
Total (No.)	14,028	8,260	13,606	2,521	1,446	114	922	90		40,987
Employer and non-profit										
0-1 years	22	22	3	20	30	24	21	22	22	1,506
2 years	26	24	14	30	31	27	27	29	26	1,748
3 years and over	52	53	83	50	39	50	52	49	52	3,548
Total	100	100	100	100	100	100	100	100	100	
Total (No.)	1,342	3,556	131	547	408	139	399	280		6,802

Source: DHHLGCS 1994: Tables 9.1.7, 10A.1.6, 10B.1.6.

Table 5.7: *Regulation number of children per worker in long day care services, by age of child and State/Territory, 1992*

Age of child (completed years)	NSW	Vic	Qld	WA	SA	Tas	ACT	NT
Less than 1 year	5	5	4	4	5	3	5	5
1 year	5	5	5	4	5	5	5	5
2 years	8	5	6	5	5	7	7	5
3 years and over	10	15	12	10	11	7	11	10

Source: State and Territory regulations.

5.3 Supplementary workers for children with additional needs

In recent years, a central issue in the delivery of child care has been equity of access to care. In its review of Commonwealth legislation on child care programs administered by the Department of Human Services and Health, the Law Reform Commission identified four groups of children with additional needs: those from non-English-speaking backgrounds, those from Aboriginal or Torres Strait Islander backgrounds, children with disabilities, children living in rural and remote areas (Law Reform Commission 1994: 27). While there are no regulations specifying minimum ratios along lines of additional need, the level of assistance provided to children with such needs is an important quality issue. It is also an important industrial issue for the workers, as the care of children with additional needs often places additional demands on their work load.

Supplementary Service Program (SUPS) grants are provided to all types of long day care to, among other things, employ specialised staff to assist children with disabilities, and children who face difficulties stemming from language or cultural differences. Funding for this program was increased in the 1995-96 Federal Budget. Although SUPS grants are not provided to assist children at risk of abuse or neglect, these children are accorded priority of access to child care services (DHHLGCS 1994: 256). To increase equity of access for families disadvantaged by locality, the Commonwealth Government also provides funds for services in rural and remote areas (such as mobile resource units, multifunctional Aboriginal children's services and multifunctional children's services).

In 1992, in the various types of child care services, there were about 43,000 children with one of the forms of additional need which could be supported by a SUPS worker (Table 5.8). About 16% of the children from non-English speaking backgrounds and a similar proportion of the children with disability were supported by a SUPS worker, while only 6% of Aboriginal and Islander children had such support. This latter finding is tempered somewhat by the fact that, as will be seen in the next section, the majority of the workers in the multifunctional Aboriginal children's services category, in which about 20% of Aboriginal children were served, had an Aboriginal background and could thus be expected to have a good understanding of the needs of Aboriginal children.

The marked differences between the types of services in the level of SUPS support for children in 1992 are largely attributable to the fact that, at the time of the CSP census, SUPS grants were provided to community-based long day care services on an on-going basis (pending an evaluation of the program), but to private (for-profit) and employer and non-profit services on a one-off basis only. It was not until the 1994-95 Federal Budget that on-going SUPS grants were made available to a broad range of child care services, including private (for-profit) and employer and non-profit long day care services. Inequities in the distribution of SUPS workers to assist children with disabilities has also been recently noted (Auditor-General 1994: 81), but the increased funding provided to the SUPS program in the 1995-96 Federal Budget should address this situation.

Table 5.8: Children with additional needs and the proportion assisted by a SUPS worker, by service type, 1992

Service type	Children with additional needs		
	Aboriginal and Torres Strait Islander	Non-English-speaking background	Child with disability
Long day care			
Community-based	956	10,333	2,508
Private (for-profit)	439	8,149	1,186
Employer and non-profit	92	1,821	177
Family day care	581	4,504	1,210
Outside school hours	759	5,540	1,108
Multifunctional Aboriginal children's services	1,156	20	50
Multifunctional children's services	56	20	43
Occasional care	75	1,003	261
Total	5,595	31,453	6,593
	Percentage of children with additional needs supported by a SUPS worker		
Long day care			
Community-based	37.3	15.3	28.0
Private (for-profit)	0.5	2.8	6.2
Employer and non-profit	–	3.7	1.1
Family day care	10.3	11.5	15.6
Outside school hours	3.0	2.8	6.1
Multifunctional Aboriginal children's services	7.8	–	–
Multifunctional children's services	23.2	–	2.3
Occasional care	1.3	11.1	15.3
All services	5.6	15.7	16.3

Note: Some children may belong to more than one category.

Source: DHHLGCS 1994: Tables 9.1.17, 9.2.6, 10A.1.16, 10A.2.6, 10B.1.16, 10B.2.6, 11.1.9, 11.2.6, 12.1.22, 12.2.6, 13.1.7, 13.2.6, 14.1.9, 14.2.6, 15.1.5, 15.2.6.

5.4 Staff with Aboriginal, Torres Strait Islander and non-English-speaking backgrounds

Submissions to the Law Reform Commission (1994: 38) also point out that child care services are 'mono-cultural'; that is, child care staff typically come from an English speaking background, which discourages the utilisation of child care services by cultural minority groups. While the Law Reform Commission only draws attention to cultural under-representation at the management level of child care services, the CSP census enables the cultural composition of the child care industry to be examined as a whole.

In 1992, 14% of all child care workers came from a non-English-speaking background and 1.6% came from an Aboriginal or Torres Strait Islander background (Table 5.9), figures which are comparable to the proportion of these two groups in the total population of Australia. The distribution of these two groups of workers across all types of child care services did not vary greatly, except for multifunctional Aboriginal children's services, where over 70% of all workers were of Aboriginal or Torres Strait Islander background. Almost one in five (or 19%) family day care providers were from a non-English-speaking background.

Table 5.9: Child care workers, by cultural background and service type, 1992

Service type	Australian and Torres Strait Islander		Non-English-speaking background		Other		All workers ^(a)	
	No.	%	No.	%	No.	%	No.	%
Long day care								
Community-based	195	1.5	1,901	15.1	10,495	83.4	12,591	100.0
Private (for-profit)	56	0.7	710	8.9	7,201	90.4	7,967	100.0
Employer and non-profit	21	1.2	250	14.0	1,516	84.8	1,787	100.0
Family day care								
Coordinating staff	19	1.2	117	7.6	1,396	91.1	1,532	100.0
Providers	50	0.3	2,762	19.2	11,595	80.5	14,407	100.0
Outside school hours	72	1.6	387	8.8	3,918	89.5	4,377	100.0
Multifunctional Aboriginal children's services	248	70.1	9	2.5	97	27.4	354	100.0
Multifunctional child services	5	3.6	8	5.7	127	90.7	140	100.0
Occasional care	18	1.6	95	8.6	992	89.8	1,105	100.0
Total^(a)	684	1.6	6,239	14.1	37,337	84.3	44,260	100.0

(a) Total excludes workers for whom no information was given.

Source: DHHLGCS 1994: Tables 9.3.1, 10A.3.1, 10B.3.1, 11.3.1, 11.4.1, 12.3.1, 13.3.1, 14.3.1, 15.3.1.

6 Conclusion

This study of the available data on workers in the child care industry raises a number of important issues. An obvious point is the lack of information on workers outside the 'formal' sections of the industry. This study has mainly used the data on workers from the censuses of services receiving funding from the Children's Services Program of the Department of Human Services and Health. The unknown numbers of hired child minders ('nannies') and paid or unpaid friends and relatives of parents of children needing care are not included. It is not possible to distinguish such persons from other child care workers in the labour force data of the national population censuses, and thus little is known about this sector.

The CSP censuses collect a fairly limited amount of information about the workers in the services covered, who can be considered to represent most of the 'formal' sector of the industry. Little can be learned about the characteristics and the backgrounds of these workers, other than the information reported here; such as their qualifications, length of service in the industry, and whether they have an Aboriginal, Torres Strait Islander or non-English speaking background. The censuses have not collected information on the sex of the workers, assuming that nearly all are female, and the information collected about the ages of the workers is inadequate for analysis. Although the censuses are designed to gather information mainly on the services themselves and on the children using them, it may be advisable to expand the information collected about the workers, since they are an important component in establishing the level of quality in the services.

The ratio of children in care to the number of workers in a given service or facility is an obvious aspect of service quality. However, this study has highlighted the difficulty of using such a measure, due to the widely varying nature of the services included in child care. The available published data do not give child-staff ratios within individual centres, and such a measure can be misleading, as an optimum or ideal ratio will depend on variables such as the age of the children in care and the length of time they spend each day or week at a given facility.

The main use of child-staff ratios in this report has been in examining the three types of long day care services, where there is some degree of comparability. Here it was found that there are higher child-staff ratios in the private (for-profit) sector as opposed to the community-based and employer-sponsored sectors. But this in turn is due mainly to the older ages of children in private (for-profit) long day care services, for which higher child-staff ratios are allowed by State and Territory regulatory bodies. Private (for-profit) child care services generally have not offered as many places for very young (under two years of age) children. This is a likely reason that parents of very young children often experience difficulties in finding suitable child care services.

Another finding of this study concerning private (for-profit) child care services is that their staff tend to have less experience in working in this industry. This can be interpreted to indicate that private (for-profit) services have higher staff turnover rates, possibly as a result of higher child-staff ratios and somewhat lower wages. However, it needs to be remembered that private (for-profit) services are relatively new and have expanded rapidly in the last few years due to financial incentives from the CSP. Therefore, they probably have younger staff with correspondingly less experience and lower seniority.

The issue of low wages is one which particularly affects the large number of family day care providers. This group has been the subject of several studies which have pointed out their lack of protection and compensation. Family day care providers are seen as low-status child minders, working at piece-rates (they are paid on the basis of numbers of children and hours of care) within their own homes. They lack access to workers compensation and other benefits of employment that most other workers now enjoy. They also work by far the longest hours of all categories of child care workers, since they work on an individual basis and cannot stagger their working hours. The situation of family day care providers is one which calls for innovative responses in order to improve their conditions and to support this popular form of child care. A move in this direction has been initiated in the formation of a joint government-union working party to consider these matters, and this group has recently issued an interim report (Family Day Care Working Party 1995).

A final area of concern for child care workers and the industry as a whole has been the generally low level of qualifications of the workers. In most services, less than half of the workers have relevant qualifications (teaching, nursing or child care specialisations), and this is particularly acute for family day care providers, where the figure is less than 20%—again an indication of the perceived low status of this particular sub-group. Over time however, this study has found that the situation is changing, with increasing proportions of workers in nearly all types of services gaining qualifications. Perhaps more important is the increasing proportion of workers who undertake in-service training each year in relevant courses, particularly specialist child care courses, first aid, management and conflict resolution. Part of this may be in response to regulations resulting from the efforts to establish national standards, which require that a certain number of staff in centres have certain qualifications, but the trend is evident also among family day care providers. Rather than creeping credentialism, child care may be experiencing a growing professionalism.

Such trends are no doubt essential if the child care industry is to continue its important role in Australian society. The workers in the industry, who play an ever increasing part in contributing to the social and educational development of each new cohort of children, deserve just recognition for their efforts.

Appendix

A1.1 CSP census information

The five CSP censuses used for this publication contain detailed data from a range of child care services in each State and Territory. The censuses address service operation, personal characteristics of children and their families, the use of formal child care services, and personal as well as work-related data on child care employees. Child care service administrators are requested to provide an array of information with respect to those child care workers employed during what is termed the 'reference week', such as the length of hours worked by child care workers during that specified week. The reference weeks chosen by the CSP were as follows.

1992	Mobile and toy library services (31 August – 11 September) All others (17–24 August)
1991	Community-funded services (13–19 May) Private, employer and non profit services (19–25 August)
1989	21–27 August (all services covered)
1988	8–14 August (all services covered)
1987	27 July – 2 August (all services covered)

A2.1 Comparison of CSP census and Australian Bureau of Statistics data on numbers of child care workers

The number of child care workers in those Commonwealth-funded child care services responding to the CSP census of 1991 was 40,199, with an overall service response rate of 96%. This figure compares with a total of 50,889 persons recorded in the 1991 Census of Population and Housing as being employed in the child care industry (unpublished data).

The following is an outline of relevant occupations classified by the Australian Bureau of Statistics as child-care-related (ABS 1986: 180, 368-369,) and the numbers of employees within each for 1991 (unpublished data). It is also possible that there are a small number of pre-primary school teachers (category 2401-11) who are employed in long day care centres and have not been included in the following.

- 1. Child care coordinator (3907-11):** 'Directs the activities of a child care [including before and after school hours care] or family day care centre' and supervises 'teachers, child care workers, assistants and aids caring for children' (ABS 1986: 180). Duties also include the maintenance of records and accounts and the implementation of programs (3,005 employees).
- 2. Child care attendant (6601-15):** 'Provides care and supervision for children and babies in child care centres and in other environments' (ABS 1986: 369) (5,039 employees).
- 3. Child care aide (6601-13):** 'Provides care and supervision for children at non-residential child care centres, and directs the activities of child care attendants' (ABS 1986: 368) (12,871 employees).
- 4. Child care, refuge and related workers (6601-99):** 'This residual grouping covers child care, refuge, and related workers not elsewhere classified', as well as child care workers not further defined. Included are governesses, nannies and special teaching assistants who provide care for disabled children in special schools (ABS 1986: 369) (29,974 employees).

With a combined total of 20,915 employees, categories 1 to 3 represent occupations that are clearly relevant to CSP-funded services. Totalling 29,974 employees, category 4, on the other hand, includes an unknown proportion of employees that were not relevant to those child care services funded by the CSP in 1991. Based on these figures, theoretically, the highest possible population total for employees relevant to the CSP Census of Child Care Services is 50,889 (if all employees included in category 4 were in a relevant area of child care).

A3.1 Child care worker classifications used in Federal Awards

Information obtained from the Department of Industrial Relations in January 1995 gave the following classifications under Federal Awards for child care employment.

Child Care Worker Level 1: an unqualified employee, with duties of implementing (under supervision) an early childhood program, ensuring the health and safety of children in care, and giving individual attention and comfort to children as required.

Child Care Worker Level 2: an employee who has completed a 12-month introductory child care course conducted by TAFE or a course which is recognised as equivalent under the Act, or an employee possessing, in the opinion of the employer, sufficient knowledge and experience to perform the duties at this level. In addition to the duties of a level 1 worker, duties for this level include preparing and implementing programs suited to the needs of individual children and groups, being responsible for reporting observations of children and groups for program planning purposes, and undertaking work with children with particular needs.

Child Care Worker Level 3: an employee who holds a TAFE Child Care Certificate or equivalent qualification which is recognised under the Act. Duties include supervising groups of children aged 2–12 years, liaising with parents, ensuring a safe environment for the children, maintaining records of each child in care, evaluating daily routines and directing the activities of unqualified workers.

Child Care Worker Level 4: an employee who holds a TAFE Advanced Certificated or Associate Diploma in Child Care, or the Child Care Certificate together with that portion of the Associate Diploma referred to as the neonatal component, or an equivalent qualification which is recognised under the Act. Duties include those of a level 3 worker plus supervising groups of children aged from birth to 12 years, taking responsibility for developmental programs for individual children or groups, and developing the policies of the particular child care centre or service. This classification may also include coordinators or field workers who supervise home-based family day care workers.

Child Care Worker Level 5: an employee who holds as a minimum the TAFE Advanced Certificate or Associate Diploma in Child Care or an equivalent qualification which is recognised under the Act. Duties include those of a level 4 worker plus supervising workers up to level 4, serving as an Assistant Director, planning and coordinating in-service training for the centre or service, and planning and implementing programs for children with special needs.

Director (Coordinator) Level 1: an employee who is a coordinator in charge of a child care centre or service, who is qualified in accordance with the Act, and who is responsible for the administration of a centre or service. Duties include recruiting staff, keeping accounts, ensuring that the centre or service adheres to relevant regulations, preparing annual budgets, developing and implementing educational and developmental programs for the children in the centre or service, ensuring that funding submissions are made, ensuring that guidelines on access to services are adhered to, and liaising with management committees or proprietors. This classification may also include persons employed to manage a centre or service (including an out of school hours service) of no more than 39 places, or a family day care scheme of no more than 30 home-based workers.

Director (Coordinator) Level 2: an employee who has the same duties as a Director Level 1, but is employed to manage a child care centre or service with 40–59 places, or a family day care scheme with 30–60 home-based workers.

Director (Coordinator) Level 3: an employee who has the same duties as a Director Level 1, but is employed to manage a child care centre or service with 60 or more places, or to administer a number of child care services provided by a single sponsor, or to manage a family day care scheme with more than 60 home-based workers.

Child Care Support Worker Grade 1: an employee who is untrained and employed to perform a range of duties which may include cleaning, kitchen work, handiwork or gardening.

Child Care Support Worker Grade 2: an employee performing a range of duties the same in nature as a Child Care Support Worker Grade 1, but holding basic qualifications in, for example, cooking or gardening.

The following Federal Award definitions of full-time, part-time, and casual employment were also obtained:

Full-time employment is considered to be 38 hours per week.

Part-time employment is considered to be no less than 24 hours per week.

Casual employees are replacements for full-time or part-time employees who are absent on annual leave or sick leave. A casual employee shall not be engaged for more than 24 hours per week for more than five consecutive weeks.

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This report provides a profile of workers employed in child care services funded by the Commonwealth Government through the Children's Services Program (CSP). Information is presented for each type of child care service, for each State or Territory, and for each year from 1987 to 1992 that had a census of CSP services. Topics covered include the numbers of workers in child care services, average weekly hours worked and earnings, the qualifications of workers and in-service training courses taken by them, and service staff sizes.