

**Trends in long day
care services for
children in Australia
1991–95**

WELFARE DIVISION
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Trends in long day care services for children in Australia, 1991–95

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Preface

This paper was prepared by Helen Moyle, Paul Meyer, Rebecca Bentley, Priscilla Dowling and Ann Evans. Thanks are extended to the Family and Children's Services Division of the Commonwealth Department of Family and Community Services for providing the unit record file from the 1995 Census of Child Care Services.

The current paper represents work in progress, and therefore comments and suggestions concerning it would be welcome. The Institute plans to analyse the data from the 1997 Census of Child Care Services, when those data become available, in order to extend the work presented here.

1 Introduction

1.1 The Children's Services Program

Child care services provide care and developmental activities for children whose parents need these services for work-related and/or for personal reasons, and for children whose families need support in times of crises. The provision of child care services has been an important social policy objective of governments and other organisations in Australia for the past 25 years (Brennan 1998). A major component of the efforts to provide care for work-related reasons for children below school age has been the expansion of long day care services, in the form of long day care centres and family day care services.

Formal child care services are funded by the Commonwealth Government and by State and Territory Governments, and are provided by local government, non-government organisations, private-for-profit bodies, TAFE (Technical and Further Education) institutions and by employers for the benefit of their employees. The majority of child care services are funded through the Children's Services Program (CSP), which is administered by the Department of Health and Family Services (DHFS). The CSP is mainly funded by the Commonwealth Government. In the late 1980s and for most of the 1990s, State and Territory Governments also contributed funding through joint agreements with the Commonwealth, but these arrangements virtually ceased in 1998 with changes to Commonwealth funding of child care services (AIHW 1997, Chapter 4). Some States and Territories fund particular types of child care services independently of the Commonwealth, so that some service providers receive both CSP and State or Territory funding (Moyle et al. 1996).

The stated objective of the CSP is 'to assist families with dependent children to participate in the workforce and the general community, by ensuring that child care is affordable for low and middle income families and by improving the supply and quality of child care' (DHFS 1996a:10). Almost all long day care services receive funding from the CSP, and the Department in turn collects information about those services in order to monitor their development and assist planning.

Part of the department's data collection activity is an annual census of CSP-funded services. Reports of these censuses have been published each year, but a comprehensive analysis of this information over time has not been undertaken. This report aims to fill this gap by combining the data from the censuses to look at trends in long day care from 1991—when eligibility for Commonwealth fee relief was first extended to users of all types of long day care centres—to 1995, the most recent year for which census results have been published. Comparisons are also made between the States and Territories for 1995. Since 1995, there have been a number of major changes in Commonwealth child care policies (AIHW 1997). The impact of some of these changes can be measured when the 1997 census data become available. While a

census of CSP-funded services was conducted in 1996, this census covered only outside school hours care services and occasional care centres.

In order to demonstrate the growth in the CSP-funded long day care sector over the 1991–1995 period, the report begins in this chapter with an examination of changes in the numbers of CSP-funded long day care service providers and operational places in the period under review, as recorded in the CSP administrative data collection. This section is followed by a brief discussion of the CSP census, the main data source for the rest of the report, and an examination of the response rates in the censuses over time for the various long day care service types.

Chapter 2 looks at the available information on services, such as the supply of places for various age groups of children, the hours of operation of services, and the fees charged. Chapter 3 examines the characteristics of children using services, such as their age, the amount of time they spend in care, and whether or not they are in care for work-related reasons. Chapter 4 discusses the staffing of services, with particular attention to the qualifications and training levels. A concluding chapter summarises the findings and highlights the major trends and differences emerging over the period.

1.2 Types of long day care services

Long day care centres are purpose-built facilities in which staff provide care and developmental activities primarily for children under school age. In the CSP censuses covered by this report, long day care centres are divided into the following categories of services:

- *community-based centres*, which are non-profit services incorporating parents onto their management committees;
- *private-for-profit centres*; and
- *employer-sponsored and other non-profit centres* (hereafter referred to as ‘other’ centres) such as centres provided by employers for their employees and centres at TAFE colleges.

In order to be eligible for CSP funding, long day care centres are required to be open for at least 8 hours a day during ‘normal working days’ and 48 weeks per year (DHFS 1998: Section 2.7). Currently, all long day care centres receiving funding through the CSP are eligible for Childcare Assistance, which is provided by the Commonwealth to reduce fees for low- and middle-income families using CSP-approved long day care centres. Until 1 July 1997, all community-based long day care centres also received operational funding through the CSP, but this subsidy is now provided only for community-based centres in disadvantaged areas.

Family day care services consist of networks of individuals (referred to in this report as ‘family day care providers’) who provide care and development activities in their own homes for other people’s children. Each network (often referred to as a family day care scheme) has a central coordination unit which is responsible for selecting providers, placing children with appropriate providers, monitoring care, providing

administrative support, and facilitating in-service training. Family day care schemes are mainly sponsored and provided by local governments and non-profit community organisations. The State Government is the sole sponsor of family day care in South Australia (Moyle et al. 1996:56, 58).

1.3 Expansion of long day care services, 1991–1995

One of the main causes of the growth in demand for child care in Australia has been the increasing participation by mothers in the labour force (AIHW 1995:125). In response to this growth in demand, during the late 1980s and early 1990s the Commonwealth implemented a number of strategies to increase the supply of child care places in order to meet the needs of working parents (AIHW 1995:130). The success of these various strategies is reflected in the growth of long day care services, both long day care centres and family day care services, between 1991 and 1995.

According to the Department's child care administrative statistics, in June 1991 there were 2,014 long day care centres and 327 family day care services receiving funding through the CSP (Table 1.1). Between June 1991 and June 1995, the number of CSP-funded long day care centres increased by 70% to 3,426, and the number of family day care schemes increased by 13% to 370. Private-for-profit and 'other' centres more than doubled in number (from 1,030 to 2,332) over the period, in response to eligibility for Childcare Assistance being extended, from January 1991, to users of these services. In contrast, in the same period community-based centres increased by only 11% (from 984 to 1,094).

Table 1.1: CSP-funded long day care centres and family day care schemes, by service type, 30 June 1991–95

Service type	1991	1992	1993	1994	1995
	Number of centres/schemes				
Long day care centres	2,014	2,285	2,610	3,015	3,426
<i>Community-based</i>	984	990	1,048	1,061	1,094
<i>Private-for-profit</i>	1,030	1,295	1,369	1,705	2,058
<i>'Other' centres</i>	(a)	(a)	193	249	274
Family day care schemes	327	342	354	363	370

(a) Figures for private-for-profit centres in 1991 and 1992 include employer-sponsored and other non-profit centres.

Sources: DHHCS 1991: 69; DHHCS 1992a: 82; DHHLGCS 1993: 75; DSHS 1994: 128; DSHS 1995a.

In 1995, Australia-wide, private-for-profit centres accounted for 60% of all CSP-funded long day care centres. This proportion varied considerably by State and Territory, however, ranging from 19% (7 out of 36 centres) in the Northern Territory to 77% (585 out of 760 centres) in Queensland (Table 1.2). Nationally, there were more than 9 times as many long day care centres as family day care schemes, but this ratio varied from 14:1 in Western Australia to 4:1 in Tasmania.

Table 1.2: CSP-funded long day care centres and family day care schemes, by service type and State/Territory, 30 June 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Number of centres/schemes								
Long day care centres	1,342	717	760	295	157	50	69	36	3,426
<i>Community-based</i>	391	293	145	94	89	31	29	22	1,094
<i>Private-for-profit</i>	863	338	585	184	51	12	18	7	2,058
<i>'Other' centres</i>	88	86	30	17	17	7	22	7	274
Family day care schemes	111	93	91	21	24	12	10	8	370
Total	2,795	1,527	1,611	611	338	112	148	80	7,222

Source: DSHS 1995a.

Because of the great variation in the sizes of long day care centres and family day care schemes, however, a more appropriate measure of the relative sizes of the sectors, both over time and between jurisdictions, is the numbers of funded places. The administrative statistics recorded nearly 120,000 long day care places in June 1991, with an average of 20,000 additional places per year funded under the CSP thereafter, bringing the total to nearly 200,000 in 1995, an increase of 67% overall (Table 1.3). Much of the increase from 1991 was in the private-for-profit and 'other' sectors, where the number of CSP-funded places more than doubled, increasing from 37,000 to nearly 100,000 by 1995. Growth in the number of places in other types of services was much lower between 1991 and 1995—13% for places in community-based centres and 27% for family day care places.

Table 1.3: CSP-funded operational long day care places by service type, 30 June 1991–95

Service type	1991	1992	1993	1994	1995
	Number				
Long day care centres	76,267	93,472	104,152	123,733	144,475
<i>Community-based</i>	39,567	40,262	42,777	43,399	44,566
<i>Private-for-profit</i>	36,700	53,210	53,920	70,587	88,614
<i>'Other' centres</i>	(a)	(a)	7,455	9,787	11,295
Family day care	42,501	45,454	47,855	51,651	54,041
Total	118,768	138,926	152,007	175,424	198,516
	Percentage				
Long day care centres	64	67	68	71	73
<i>Community-based</i>	33	29	28	25	22
<i>Private-for-profit</i>	31	38	35	40	45
<i>'Other' centres</i>	(a)	(a)	5	6	6
Family day care	36	33	31	29	27

(a) Included in private-for-profit long day care centres.

Sources: DHHCS 1991: 69; DHHCS 1992a: 82; DHHLGCS 1993: 75; DSHS 1994: 128; DSHS 1995a.

The differential growth rates between 1991 and 1995 resulted in a redistribution of places between the service types. From 1991 to 1995, the proportion of all CSP-

funded long day care places which were in community-based centres fell from 33% to 22%, the proportion in family day care fell from 36% to 27% and the proportion in other types of centres increased from 31% to 51%. By 1995, 45% of all CSP-funded long day care places Australia-wide were in private-for-profit centres.

The pattern of the distribution of places in 1995, however, varied between the States and Territories. Almost half (47%) of all long day care places in the ACT, for instance, were in family day care schemes, while around two-thirds (67%) of long day care places in Queensland were in private-for-profit long day care centres (Table 1.4).

Table 1.4: CSP-funded operational long day care places, by service type and State/Territory, 30 June 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Number								
Long day care centres	47,652	28,535	44,341	10,988	7,177	1,876	2,655	1,251	144,475
<i>Community-based</i>	16,148	10,803	7,058	3,631	3,832	1,349	929	816	44,566
<i>Private-for-profit</i>	28,089	13,880	35,920	6,810	2,475	340	925	175	88,614
<i>'Other' centres</i>	3,415	3,852	1,363	547	870	187	801	260	11,295
Family day care schemes	17,313	15,384	9,167	3,334	4,139	1,622	2,330	752	54,041
Total funded places	64,965	43,919	53,508	14,322	11,316	3,498	4,985	2,003	198,516
	Percentage								
Long day care centres	73	65	83	77	63	54	53	62	73
<i>Community-based</i>	25	25	13	25	34	39	19	41	22
<i>Private-for-profit</i>	43	32	67	48	22	10	19	9	45
<i>'Other' centres</i>	5	9	3	4	8	5	16	13	6
Family day care schemes	27	35	17	23	37	46	47	38	27

Source: DSHS 1995a.

1.4 The Census of Child Care Services

The data presented in this report come mainly from the 'Census of Child Care Services' conducted by the CSP (hereafter referred to as 'the CSP Census'). Most organisations funded by the CSP to provide child care services are required, as a condition of funding, to participate in the CSP Census (AIHW/DHFS 1998). The census forms are mailed to each service provider for self-completion during a standard reference week. In every year since 1992, the standard reference week for service providers (other than vacation care providers) has been in August. In 1991, the standard reference week was in May, except for private-for-profit centres and 'other' centres, for whom the reference week was in August. For vacation care services, since 1994, the reference week has been in the school vacation period following the reference week for other service providers.

In 1991 and 1992 all funded services were included in the CSP Census. The censuses in 1993 and 1995 included only long day care services, while the 1994 and 1996 censuses covered services other than long day care services. Each census has

collected information about the service itself, the children using the service, and the staff who provide the service.

This report on long day care services draws together data from a number of censuses in order to provide a picture of changes over time as well as the comparisons between service types and between States and Territories. The data used here come mainly from the published census reports, augmented for the 1995 census with tabulations from the unit record file.

Each census report indicates the response rates to the census, that is, the number of service providers returning the completed forms as a percentage of all funded services at the time of the census (Table 1.5). It is worth noting that the number of funded service providers in the census data set does not always correspond to the number of providers in the administrative records (Table 1.1), probably because of differences in the timing of the two data collections. The response rates have been high and have remained fairly constant, although an overall fall in response rates is evident from 1993 (97%) to 1995 (93%). The fall in response rate was particularly great for family day care services, that is, from 99% in 1993 to 91% in 1995. These changes are important to keep in mind as they will affect comparisons of numbers between the two time periods.

Table 1.5: Long day care centres and family day care schemes responding to the CSP census, by service type, 1991–95

Service type	1991	1992	1993	1995
	Number			
Community-based centres	958	951	1,028	1,053
Private-for-profit centres	835	1,041	1,264	1,873
'Other' centres	127	180	186	260
Family day care	314	316	329	340
Number of services	2,234	2,488	2,807	3,526
	Response rates			
Community-based centres	100	98	99	96
Private-for-profit centres	95	96	94	91
'Other' centres	100	98	98	95
Family day care	99	98	99	91
All long day care services	98	98	97	93

Note: 1991 Census for community-based centres and family day care services was conducted in May 1991, for private-for-profit and 'other' centres in August 1991. For all other years, the Census for all long day care services was conducted in August.

Sources: 1991: DHHCS 1992b. Table 1. Response rates for private-for-profit and employer-sponsored and other non-profit services obtained from the Department of Health and Family Services.

1992: DHHLGCS 1994. Table 1.

1993: DSHS 1995b. Table 1.

1995: DHFS 1997a. Table 1.

Most of the response rates in the various States and Territories in 1995 were above 90% (Table 1.6). The rates were lower in a few service types in some jurisdictions, the result of the non-response of one or two service providers out of total of less than 10.

Table 1.6: Long day care centres and family day care schemes responding to the CSP census, by service type and by State/Territory, 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Number								
Community-based centres	384	276	140	90	85	31	25	22	1,053
Private-for-profit centres	778	301	544	169	46	12	18	5	1,873
'Other' centres	85	81	29	17	15	5	21	7	260
Family day care	109	84	76	21	24	11	9	6	340
Number of services	1,356	742	789	297	170	59	73	40	3,526
	Response Rates								
Community-based centres	98	94	97	96	96	100	86	100	96
Private-for-profit centres	91	89	92	93	90	100	100	71	91
'Other' centres	97	95	97	100	88	71	95	100	95
Family day care	98	89	82	100	100	92	90	75	91
All long day care services	93	92	92	95	94	95	92	91	93

Source: DHFS 1997a: Table 1.

2 Services

This chapter analyses data collected by the census on various aspects of the services themselves, that is, number of places, places for young children, vacancies, hours of opening and fees charged. Some of these data were obtained for long day care centres only, since they were not relevant for family day care services.

2.1 Places

Long day care centres

The number of children who can be accommodated full-time in a long day care centre on any one day (i.e. licensed places) is a measure of the centre's 'capacity' or 'size'. The size of a centre may affect the variety of the activities run at the centre. Where parents have a choice, they may prefer a large centre (with places for more than 60 children) which may offer a wider range of activities and resources, or they may regard a smaller centre (with between 30 and 60 places) as more 'home-like' and individualised (Prescott 1978 in Ozanne-Smith & Sebastian 1988:40). From the point of view of the service provider, larger centres may be more efficient to run than smaller centres.

Some States and Territories have regulations as to the maximum number of places a centre can have or the maximum number of children who can be at the centre at any one time. For example in New South Wales in 1995, only 30 children less than 2 years of age and 60 children between 2 and 6 years of age could be cared for at a centre at any one time, while in the Northern Territory a centre could not be licensed for more than 60 places (Moyle et al. 1996: Appendix 3).

Data on the number of licensed places were obtained for private-for-profit centres and 'other' non-profit centres in 1991, 1992, 1993 and for all types of long day care centres in 1995. Prior to 1995, the census collected information from community-based centres only on the number of 'approved' places, that is, 'places approved for operational subsidy'. Since an unknown number of community-based centres had some 'licensed' places which did not attract a subsidy, changes over time in the relative size of community-based centres cannot be obtained from the census, and their size relative to other types of centres can only be compared for 1995. Data on places were collected for all types of centres in 1991, but were never published.

Between 1992 and 1995, the proportions of private-for-profit centres and of 'other' centres classified as 'small' (fewer than 30 places) fell, while the proportion of centres classified as 'large' (50 or more places) increased. The greatest change was for private-for-profit centres, where the proportion of centres with less than 30 places fell

from 40% to 30%, while the proportion with 50 or more places increased from 27% to 36% over the period (Table 2.1). These changes may have occurred for two reasons; first, because new centres established since 1992 may have tended to be larger than existing centres, and second, because existing centres may have added to their number of licensed places over the years.

Table 2.1: Long day care centres by size (number of places) and service type, 1992–95 (%)

Service type	Places	1992	1993	1995
Community-based centres	<30	13	13	11
	30–39	24	25	23
	40–49	40	39	40
	50+	22	23	26
<i>Number of centres</i>		<i>951</i>	<i>1,028</i>	<i>1,053</i>
Private-for-profit centres	<30	40	38	30
	30–39	21	20	22
	40–49	12	12	12
	50+	27	30	36
<i>Number of centres</i>		<i>1,041</i>	<i>1,264</i>	<i>1,874</i>
'Other' centres	<30	31	27	25
	30–39	25	27	22
	40–49	21	27	25
	50+	23	18	28
<i>Number of centres</i>		<i>180</i>	<i>186</i>	<i>260</i>

Notes:

1. For community-based centres, 1992 and 1993 data refer to 'approved' places, 1995 data to 'licensed' places. Data for all other service types refer to 'licensed' places.
2. This table and all subsequent tables do not include 'not stated'

Sources: 1992. DSHS 1994. Tables 9.1.8, 10A.1.7, 10B.1.7.
 1993. DSHS 1995b. Tables 9.1.8, 10A.1.6, 10B.1.6.
 1995. DHFS 1995 Census of Child Care Services, unit record file.

A higher proportion of community-based centres are 'medium' in size compared with private-for-profit and 'other' centres. In 1995, the proportion of 'large' centres (50 or more licensed places) and the proportion of 'small' centres (less than 30 places) were lower among community-based centres (11% and 26% respectively) than among private-for-profit centres (30% and 36% respectively) and 'other' centres (25% and 28% respectively). Medium size centres (30–49 licensed places) were more common among community-based centres (63%) than among private-for-profit centres (34%) and 'other' centres (47%).

There were considerable variations between States and Territories in the size of centres within the various service types (Table 2.2). Among private-for-profit centres, for instance, a high proportion of centres in the ACT and Queensland (83% and 78% respectively) had 50 or more places. In Tasmania and New South Wales, on the other hand, more than half of all private-for-profit centres had less than 30 places (58% and 53% respectively).

Table 2.2: Long day care centres by service type (number of licensed places) and State/Territory, 1995 (%)

Service type	Places	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	<30	10	14	4	19	4	19	28	5	11
	30–39	11	53	10	14	15	23	0	32	23
	40–49	60	12	41	26	48	10	56	59	40
	50+	18	22	45	41	33	48	16	5	26
<i>Number of centres</i>		384	276	140	90	85	31	25	22	1,053
Private-for-profit centres	<30	53	21	6	25	4	58	11	60	30
	30–39	26	26	6	48	15	17	6	40	22
	40–49	9	25	11	8	28	8	0	0	12
	50+	12	29	78	18	52	17	83	0	36
<i>Number of centres</i>		778	302	544	169	46	12	18	5	1,874
'Other' centres	<30	29	20	24	18	33	40	29	14	25
	30–39	20	32	7	12	20	40	14	29	22
	40–49	33	11	31	47	33	0	24	29	25
	50+	18	37	38	24	13	20	33	29	28
<i>Number of centres</i>		85	81	29	17	15	5	21	7	260

Source: DHFS 1995 Census of Child Care Services, unit record file.

Family day care schemes

The concept of size of a service is somewhat different in family day care, because of the way in which this service operates. Each family day care scheme has a number of Equivalent Full Time (EFT) places, which are distributed between the family day care providers. The maximum number of places per provider, that is, the number of children who can be cared for at any one time, is subject to the relevant State and Territory children's services regulations. In jurisdictions where there are no family day care regulations, providers cannot have more than a specified number of children in care at any one time or else they are considered to be a child care centre and are subject to child care centre licensing regulations. The maximum number of children who can be cared for at any one time by a family day care provider varies between jurisdictions. In the case of children under 6 years, for instance, the number ranges from three in South Australia to five in New South Wales (Moyle et al. 1996: 63).

In 1995, almost all family day care schemes had 40 or more places, with 44% of all schemes having 160 or more places. Between 1992 and 1995, there was a substantial increase in the proportion of family day care schemes with 160 or more places (27% to 44%) and a slight increase in the proportion with less than 40 places (from 1% to 3%) (Table 2.3).

Table 2.3: Family day care schemes by number of EFT (equivalent full time) places 1992–95 (%)

Number of places	1992	1993	1995
<40	1	2	3
40–79	23	19	17
80–119	22	20	15
120–159	27	26	21
160+	27	32	44
Total number of schemes	316	329	340

Sources: 1992. DSHS 1994., 11.1.7.
 1993. DSHS 1995. Table 11.1.7.
 1995. DHFS 1995 Census of Child Care Services, unit record file.

There were some variations in the size of family day care schemes in the different jurisdictions in 1995 (Table 2.4). Eight of the nine schemes in the ACT had 160 or more places, for instance, compared with two of the six schemes in the Northern Territory and 29% of the schemes in Queensland.

Table 2.4: Family day care schemes by number of EFT (equivalent full time) places and State/Territory, 1995 (%)

Number of Places	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
<40	1	2	7	0	0	0	0	33	3
40–79	17	19	16	14	33	0	0	17	17
80–119	14	13	18	19	8	27	11	17	15
120–159	20	23	30	24	4	27	0	0	21
160+	49	43	29	43	54	45	89	33	44
Total number of schemes	109	84	76	21	24	11	9	6	340

Source: DHFS 1995 Census of Child Care Services, unit record file.

2.2 Places for young children

Licensing requirements for long day care centres vary according to the age of children in care. One issue of concern in the early 1990s was the under supply of long day care centre places for very young children, particularly children under 2 years of age. State and Territory licensing regulations require higher staff–child ratios and more space for babies than for younger children, making them more expensive to care for (Auditor-General 1994:47). One of the aims of the Commonwealth’s 1994 New Growth Strategy was to increase the supply of long day care centre places for children under 2 years.

It is not possible to use the census data to examine trends over time in the provision of places for children in this age group. This is because it is difficult to interpret the data prior to 1995 because the age categories used in the questionnaire are overlapping (AIHW/DHFS 1998). The 1995 data, however, enable a comparison of the provision of places for children under 2 years in the various service types by State and Territory.

There are considerable differences in the provision of places for children under 2 years, both between service types and across States and Territories. While a proportion of places in most long day care centres were allocated to children aged less than 2 years, some centres had no such places. The proportion of centres with no places licensed for children aged less than 2 years was greatest in the private-for-profit sector. Overall, 46% of private-for-profit centres had no places for children aged less than 2 years, compared with 9% of community based centres and 21% of 'other' centres (Table 2.5). In addition, while the majority of community-based centres and 'other' centres allocated 20% or more of their places to children under 2 years (55% and 60% respectively), less than one third of private-for profit centres did so.

Table 2.5: Licensed places for children aged under 2 years as a percentage of all places within a centre, by type of long day care centre and State/Territory, 1995 (%)

Service type	Places for age 0-1/All Places	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-managed centres	0%	17	4	7	4	5	3	4	0	9
	1–9%	2	1	2	0	0	0	4	0	1
	10–19%	55	17	44	21	2	32	4	41	34
	20+%	26	79	47	75	93	64	88	59	55
<i>Number of centres</i>		384	276	140	90	85	31	25	22	1,053
Private-for-profit centres	0%	78	9	29	33	7	17	0	40	46
	1–9%	1	2	11	1	0	8	6	40	4
	10–19%	7	37	29	15	11	17	22	20	19
	20+%	14	51	32	51	82	59	73	0	31
<i>Number of centres</i>		778	302	544	169	46	12	18	5	1,874
'Other' centres	0%	19	23	31	18	13	0	29	0	21
	1–9%	1	2	10	0	0	0	0	14	3
	10–19%	19	12	17	18	7	20	10	29	15
	20+%	61	62	42	65	80	80	63	58	60
<i>Number of centres</i>		85	81	29	17	15	5	21	7	260

Source: DHFS 1995 Census of Child Care Services, unit record file.

Within each service type, however, the allocation of places for children aged less than 2 years varied considerably by State and Territory. Centres in South Australia, for instance, tended to allocate a relatively high proportion of places to children under 2 years, while those in New South Wales tended to allocate a lower proportion or no places at all. Among private-for-profit centres, for example, in South Australia 7% had no places for children under 2 compared with 78% in New South Wales. On the other hand, 82% of South Australian centres allocated 20% or more of their places to children under 2 years compared with 14% in New South Wales.

The high proportion of private-for-profit long day care centres in New South Wales without any places for children under 2 years probably reflects the fact that many of these centres were formerly private preschools (that is, services providing a sessional

preschool program for children in the year or two before they start full-time school). More than half the private preschools which were in operation in New South Wales in 1991, had by 1994 extended their operating hours 'to qualify as long day care centres for Childcare Assistance' (NSW Audit Report 1994:34).

2.3 Vacancies in long day care centres

Differences in the growth of places in community-based long day care centres and those in private-for-profit centres between 1991 and 1995 were discussed in Chapter 1. One of the main reasons for this disparity is that, during this period, community-based centres, but not other types of centres, were subject to strict planning requirements in the form of a 'needs-based' planning process. This resulted in geographical inequities in access to long day care centre places, with some areas having an under-supply of places and others an over-supply (AIHW 1997:120).

In a recent DHFS discussion paper on a new planning framework for long day care services, the accessibility of long day care was measured by examining the number of places per head of the target population (children 0–4 years with both parents, or a single parent, in the labour force or studying/training) (DHFS 1996b). Vacancies in long day care centres can also be used as an indicator of accessibility of long day care. No similar measure, however, is available for family day care services.

In examining vacancies in long day care centres over time, it is important to note some important changes in the way that vacancies were counted over the period. In 1991, 1992 and 1993, service providers were asked to exclude from the count of vacancies places not filled because children were absent during the census week. In contrast, in 1995 respondents were instructed to exclude from the count of vacancies places which had been paid for, but where the child was absent during the census week. These differences may have resulted in some over-counting of vacancies in 1991, 1992 and 1993 compared with 1995. Furthermore, in 1993 and 1995, community-based centres were asked to count only vacancies in 'approved' places (that is, places receiving an operational subsidy). It is therefore difficult to examine trends over time in vacancies for community-based centres or to compare 1995 data on vacancies in 'approved' places with 1995 data on vacancies in 'licensed places' for other types of centres. This is because of the unknown number of community-based centres with more 'licensed' than 'approved' places (see Section 2.1).

Overall the proportion of 'other' centres with vacancies was around the same in 1995 as in 1991, with some fluctuations in the intervening years (Table 2.6). The proportion of private-for-profit centres with vacancies was considerably higher in 1995 than in 1991, again with some fluctuation between these years. In 1995, the difference between the proportion of 'other' centres with vacancies (82%) and the proportion of private-for-profit centres with vacancies (63%), was largely due to the difference in the proportions of centres with part-time vacancies only (43% and 25% respectively). The proportions of 'other' centres and of private-for-profit centres with full-time vacancies were very similar (39% and 38% respectively).

Table 2.6: Long day care centres with vacant places, full-time (FT) and part-time (PT), by service type, 1991–95 (%)

Service type	1991	1992	1993	1995
Community-based centres				
Vacancies	54	47	46	55
<i>FT and PT</i>	16	12	11	13
<i>FT only</i>	4	4	3	4
<i>PT only</i>	33	30	33	38
No vacancies	46	53	54	45
Number of centres	953	951	1,028	1,053
Private for profit centres				
Vacancies	52	45	46	63
<i>FT and PT</i>	24	18	19	30
<i>FT only</i>	12	12	7	8
<i>PT only</i>	17	15	21	25
No vacancies	48	55	54	37
Number of centres	833	1,041	1,259	1,857
'Other' centres				
Vacancies	82	79	84	82
<i>FT and PT</i>	32	29	29	35
<i>FT only</i>	6	8	6	4
<i>PT only</i>	45	41	49	43
No vacancies	18	21	16	18
Number of centres	125	180	185	260

Note: For community-based centres, 1991 and 1992 data refer to vacancies in 'licensed' places, 1993 and 1995 data to vacancies in 'approved' places. Data for all other service types refer to vacancies in 'licensed' places.

Sources: 1991. DHHCS 1992b Tables 9.1.7, 10A.1.8, 10B.1.8.
 1992. DHHLGCS 1994 Tables 9.1.13, 10A.1.12, 10B.1.12;
 1993. HSH 1995b Tables 9.1.13, 10A.1.11, 10B.1.11.
 1995. DHFS 1995. Tables 5.1.7, 6A.1.7, 6B.1.7.

In 1995, with each service type, the percentage of centres with vacant places varied considerably across the States and Territories. For example, while almost two-thirds (63%) of all private-for-profit centres had vacancies, the proportion ranged from 40% in the Northern Territory and 45% in New South Wales to 85% in Queensland and 92% in Tasmania (Table 2.7). While the proportion of community-based centres with full-time vacancies in 'approved' places was generally low (17% Australia-wide), in South Australia almost half (47%) of these centres had full-time vacancies in their 'approved' places.

Table 2.7: Long day care centres with vacant places, full-time (FT) and part-time (PT), by service type and State/Territory, 1995 (%)

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres									
Vacancies	35	59	71	62	91	74	56	64	55
<i>FT and PT</i>	7	8	24	11	42	19	12	14	13
<i>FT only</i>	3	3	7	4	5	6	8	5	4
<i>PT only</i>	26	47	40	47	44	48	36	45	38
No vacancies	65	41	29	38	9	26	44	36	45
Number of centres	384	276	140	90	85	31	25	22	1,053
Private for profit centres									
Vacancies	45	57	85	79	80	92	56	40	63
<i>FT and PT</i>	15	29	47	43	41	42	22	0	30
<i>FT only</i>	7	9	9	3	15	0	17	0	8
<i>PT only</i>	22	20	30	33	24	50	17	40	25
No vacancies	55	43	15	21	20	8	44	60	37
Number of centres	778	300	533	165	46	12	18	5	1,857
'Other' centres									
Vacancies	74	86	90	88	100	80	76	43	82
<i>FT and PT</i>	29	35	45	35	80	0	14	43	35
<i>FT only</i>	4	1	7	6	0	0	14	0	4
<i>PT only</i>	41	51	38	47	20	80	48	0	43
No vacancies	26	14	10	12	0	20	24	57	18
Number of centres	85	81	29	17	15	5	21	7	260

Note: For community-based centres, 1995 data refer to vacancies in 'approved' places. Data for all other service types refer to vacancies in 'licensed' places.

Source: DHFS 1997a. Tables 5.1.7, 6A.1.7, 6B.1.7.

2.4 Hours of opening of long day care centres

The hours of operation of long day care centres provide another indicator of service availability. In order to meet eligibility for Childcare Assistance, long day care centres must operate for at least 8 hours per day and 48 weeks per year. Most centre-based long day care services operate for more than 8 hours per day, however, to meet the varying needs of parents.

Between 1991 and 1995 (Table 2.8), the proportion of long day care centres opening for relatively long hours (11 or more hours a day) increased considerably. This trend was more pronounced for private-for-profit centres where the proportion operating for 11 or more hours per day increased from 31% to 50% over the period.

Throughout the period, the proportions of private-for-profit centres and of 'other' centres opening for relatively short hours, (fewer than 9 hours a day), were considerably higher than for community-based centres. By 1995, the proportion of centres opening for 11 or more hours per day was highest for private-for-profit

centres (50% compared with 39% for community-based centres and 23% for 'other' centres) as was the proportion opening for fewer than 9 hours per day (8% compared with 7% for 'other' centres and 1% for community-based centres).

Table 2.8: Daily hours of operation of long day care centres, by service type, 1991–95 (%)

Service type	Hours per day	1991	1992	1993	1995
Community-based centres	8–8.59 hrs	1	1	1	1
	9–9.59 hrs	14	9	7	6
	10–10.59 hrs	50	54	55	54
	11+	35	36	37	39
<i>Number of centres</i>		<i>947</i>	<i>948</i>	<i>1,025</i>	<i>1,051</i>
Private-for-profit centres	8–8.59 hrs	11	12	12	8
	9–9.59 hrs	13	13	11	9
	10–10.59 hrs	44	42	41	33
	11+	31	32	37	50
<i>Number of centres</i>		<i>835</i>	<i>1,041</i>	<i>1,263</i>	<i>1,873</i>
'Other' centres	8–8.59 hrs	7	14	9	7
	9–9.59 hrs	28	26	27	20
	10–10.59 hrs	49	42	45	51
	11+	16	17	18	23
<i>Number of centres</i>		<i>126</i>	<i>180</i>	<i>186</i>	<i>260</i>

Sources: 1991: DHHCS 1992b. Tables 9.1.2, 10A.1.2, 10B.1.2
1992: DHHLGCS 1994. Tables 9.1.2, 10A.1.2, 10B.1.2.
1993: DSHS 1995b. Tables 9.1.2, 10A.1.2, 10B.1.2.
1995. DHFS 1997a. Table 5.1.2, 6A.1.2, 6B.1.2.

In 1995, there were considerable variations between the States and Territories in the hours of operation of long day care centres within each service type (Table 2.9). Among community-based centres, for instance, relatively high proportions in South Australia and Victoria were open for 11 or more hours per day (62% and 57% respectively) whereas in Tasmania and the ACT the proportion was relatively low (13% and 4% respectively). The pattern was also similar for private-for-profit centres in these jurisdictions, except that in Tasmania there were no private-for-profit centres opening for 11 or more hours per day. In every jurisdiction except New South Wales, nearly all private-for-profit centres opened for 9 or more hours a day. In New South Wales, however, 18% of private-for-profit centres opened for fewer than 9 hours per day. This probably reflects the conversion of commercial preschools in this State to long day care centres as discussed in Section 2.2, that is, these preschools have extended their hours to the minimum necessary for eligibility for Childcare Assistance.

Table 2.9: Daily hours of operation of long day care centres, by service type, and State/Territory, 1995 (%)

Service type	Hours per day	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	8–8.59 hrs	1	0	1	1	0	3	0	0	1
	9–9.59 hrs	5	5	6	11	2	3	36	0	6
	10–10.59 hrs	57	38	68	70	35	81	60	82	54
	11+	38	57	24	17	62	13	4	18	39
<i>Number of centres</i>		384	276	140	88	85	31	25	22	1,051
Private-for-profit centres	8–8.59 hrs	18	1	1	1	0	0	0	0	8
	9–9.59 hrs	19	1	2	1	0	33	11	20	9
	10–10.59 hrs	39	20	28	41	7	67	83	60	33
	11+	24	78	70	57	94	0	6	20	50
<i>Number of centres</i>		778	301	544	169	46	12	18	5	1,873
'Other' centres	8–8.59 hrs	11	7	3	0	7	0	5	0	7
	9–9.59 hrs	16	21	14	29	33	20	24	0	20
	10–10.59 hrs	48	47	48	59	40	60	62	100	51
	11+	24	25	35	12	20	20	10	0	23
<i>Number of centres</i>		85	81	29	17	15	5	21	7	260
Total number of centres		1,247	658	713	274	146	48	64	34	3,184

Source: DHFS 1997a. Tables 5.1.2, 6A.1.2, 6B.1.2.

2.5 Fees charged

Information on fees charged by service providers was collected for all service types in each of the census years. Since some centre-based long day care providers charged different fees for children of different ages, for the purposes of comparability between service providers, published census data refer to the 'average' fees charged. In examining trends in long day care centre 'average fees' over time, it is important to note that different methods were used to obtain these data in the various years. In 1991, providers in community-based centres were asked to report 'average fees', while providers in other types of centres were also asked to report fees charged for different age groups, where this applied. No 1991 data on 'average fees' were published for private-for-profit centres and 'other' centres. In 1992 and 1993, no data on varying fees were obtained from any providers; all providers were simply asked to report their 'average fees'. In 1995 where providers charged varying fees for different age groups, these fees were obtained from all providers and used by DHFS to calculate the provider's 'average fee'.

Between 1992 and 1995 'average' fees for long day care rose more than the Consumer Price Index (CPI). Family day care fees rose least during the period under review (Table 2.10). Mean full-time 'average' weekly fees charged by community-based centres increased by 18%, private-for-profit centre fees by 22%, 'other' centre fees by 16% and family day care fees by 14%. This compares with an increase of 10% in the CPI over the same period. 'Average' fees for community-based centres also increased

more than the CPI between 1991 and 1995 (31% compared with 11%) as did family day care fees (18%).

Table 2.10: Mean full-time 'average' fees charged per week by long day care service providers, 1991–95(\$)

Service type	1991	1992	1993	1995
Community-based centres	106	118	126	139
Private-for-profit centres	n.a.	116	124	142
'Other' centres	n.a.	119	129	138
Family day care (including administrative levy)	103	107	116	122
Childcare Assistance ceiling fee	100	103	108.50	112.50

Sources: 1991: DHHCS 1992b. Tables 9.1.4, 11.1.4.
 1992: DHHLGCS 1993. Tables 9.1.5, 10A.1.4, 10B.1.4, 11.1.4.
 1993: DSHS 1995b. Tables 9.1.5, 10A.1.3, 10B.1.3, 11.1.4.
 1995: DHFS 1997a. Tables 5.1.3, 6A.1.3, 6B.1.3, 7.1.2.

In 1995, Australia-wide, private-for-profit centres charged the highest mean 'average' full-time weekly fees, family day care services the lowest. Fees charged by long day care services varied considerably in the States and Territories. Fees in South Australia and Tasmania tended to be higher for most types of long day care services, while fees in Queensland tended to be lower (Table 2.11).

Table 2.11: Mean full-time 'average' weekly fees charged by long day care service providers by service type and State/Territory, 1995 (\$)

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based	136	141	126	138	157	153	142	132	139
Private-for-profit	143	144	138	141	156	159	161	127	142
'Other' centres	142	136	129	129	143	150	145	128	138
Family day care (including administrative levy)	128	117	116	126	125	133	122	117	122

Source: DHFS 1997a. Tables 5.1.3, 6A.1.3, 6B.1.3, 7.1.2.

Fees charged by service providers, however, do not necessarily indicate the cost of child care for parents, since the Commonwealth Government provides assistance to make child care services more affordable for families (AIHW 1997:123). Fees have to be examined in conjunction with the level of assistance provided by the Commonwealth Government and increases in fees in conjunction with changes in the level of such assistance.

The long day care rate of Childcare Assistance (formerly called 'fee relief'), which has been provided by the Commonwealth Government since 1984, is an income-tested payment which reduces fees for low-and middle income families using CSP-approved long day care services and certain other types of CSP-funded services. Since July 1994, the Commonwealth has also provided the Childcare Cash Rebate to assist parents with the costs of work-related child care (AIHW 1997:102).

Childcare Assistance is set at a proportion of a 'ceiling fee'. All eligible families pay a portion of the 'ceiling fee' plus the difference between the 'ceiling fee' and the fee

charged by the service provider (known as the 'gap fee'). In August 1995, for example, the maximum rate of Childcare Assistance for one child was 85.33% and the 'ceiling fee' was \$112.50 per week. Families with one child in full-time care receiving maximum assistance thus paid a 'minimum fee' of \$16.50 per week (\$112.50 less 85.33%) plus the 'gap fee'. Families eligible for partial Childcare Assistance paid the 'minimum fee' plus the 'gap fee', plus some portion of the difference between the two, depending on their income level. The Childcare Cash Rebate reduces child care costs which are above the minimum fee, up to the level of the ceiling fee. At August 1995, for instance, parents could claim a rebate of 30% of work-related child care costs (net of Childcare Assistance) above \$16.50 per week up to \$112.50 per week.

The 'ceiling fee' for Childcare Assistance was indexed between 1991 and 1995 (that is, increased in line with the CPI) and was also increased by an extra amount above indexation between 1992 and 1993. The ceiling fee thus increased from \$103 in 1992 to \$112.50 in 1995, a rise of 9%, which was less than increases in mean 'average' weekly full-time fees over the period. Mean 'gap' fees (that is, the mean 'average' full-time weekly fee less the ceiling fee) more than doubled for all types of long day care centres except for 'other' centres, where they increased by 60%. The introduction of the Childcare Cash Rebate in 1994, however, offset these increases to some extent, since parents receiving maximum Childcare Assistance, for instance, could claim the rebate for their 'gap fees'. For parents receiving maximum Childcare Assistance and using community-based centres in 1995, for example, the Childcare Cash Rebate reduced the mean 'gap' fee from \$26.50 to \$18.55 (\$26.50 less 30%).

The proportion of long day care centres with no gap fee can be calculated from published data on 'average' weekly full-time fees for all types of services in 1992, 1993 and 1995 and for community-based centres and family day care schemes in 1991.

Table 2.12: Percentage of long day care service providers with no 'gap fee' 1991-95

Service type	1991	1992	1993	1995
Community-based	40	18	10	4
Private-for-profit	n.a.	23	12	4
'Other' centres	n.a.	23	13	15
Family day care	52	58	43	18

Sources: 1991: DHHCS 1992b. Tables 9.1.4, 11.1.4.
 1992: DHHLGCS 1993. Tables 9.1.5, 10A.1.4, 10B.1.4, 11.1.4.
 1993: DSHS 1995b. Tables 9.1.5, 10A.1.3, 10B.1.3, 11.1.4.
 1995: DHFS 1997a. Tables 5.1.3, 6A.1.3, 6B.1.3, 7.1.2.

The proportion of long day care services with no 'gap fee', that is, whose full-time 'average' weekly fee was less than or equal to the ceiling fee, decreased considerably for all types of services between 1992 and 1995 (Table 2.12). From 1991 to 1995, there was a dramatic fall in both the proportion of community-based centres and the proportion of family day care schemes with no 'gap fee', that is, from 40% to 4% for community-based centres and from 52% to 18% for family day care schemes. By 1995, only small proportion (4%) of private-for-profit centres had no 'gap fee', compared with 15% of 'other' centres.

The proportion of services providers with no gap fee varied considerably within the various service types in the States and Territories in 1995 (Table 2.13). In South Australia, Western Australia and the ACT, for instance, all family day care schemes charged fees above the 'ceiling fee', while in Victoria half the family day care schemes had no 'gap fee'.

Table 2.13: Percentage of long day care service providers with no 'gap fee' by service type and State/Territory 1995.

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based	3	2	16	3	0	0	0	0	4
Private-for profit	7	2	1	0	0	0	0	0	4
'Other' centres	25	14	13	12	7	0	10	0	15
Family day care	11	50	8	0	0	9	0	17	18

Source: 1997: Table 7.1.2.

3 Children

The census collected information about various characteristics of children using services in some or all of the census years covered in this report. This chapter examines data on the number of children attending the various services, the hours children attended these services, their age, school attendance, family type, whether or not they had additional needs (for instance, because of a disability), the workforce status of their parents, and the receipt of Childcare Assistance. Data on the hours spent in care are collected only for children using services in the census week. All other data include children using CSP-funded long day care services, but who were absent during the census week (AIHW/DHFS 1998).

3.1 Number of children in long day care

From 1991 to 1995 the number of children reported in the CSP Census as using long day care services increased by 66%, from 192, 478 to 320, 236 (Table 3.1), reflecting the increase in the number of CSP-funded places during this period (Table 1.3). Between 1991 and 1995, the number of children in care increased more in some service types than others, reflecting differences between the various service types in the expansion of places (Table 1.3). The number of children reported as using private-for-profit centres, for instance, more than doubled, increasing from 58,857 to 142,512, while the number reported using community-based centres increased from 65,708 to 76,857 (17%). By 1995, 45% of children reported in the census as using long day care services were in private-for-profit centres.

Table 3.1: Children using long day care services, by service type, 1991–95

Service type	1991	1992	1993	1995
	Number			
<i>Long day care centres</i>	132,276	153,614	181,171	236,025
Community-based	65,708	68,562	75,172	76,857
Private-for-profit	58,857	74,072	94,177	142,512
'Other' centres	7,711	10,980	11,822	16,655
<i>Family day care</i>	60,202	68,447	76,356	84,212
Total number of children attending	192,478	222,061	257,527	320,236
	Percentage			
<i>Long day care centres</i>	69	69	70	74
Community-based	34	31	29	24
Private-for-profit	31	33	37	45
'Other' centres	4	5	5	5
<i>Family day care</i>	31	31	30	26

Sources: 1991: DHHCS 1992b. Table 2.
 1992: DHHLGCS 1994. Table 2.
 1993: DSHS 1995b. Table 2.
 1995. DHFS 1995 Census of Child Care Services, unit record file.

The 1995 data indicate the considerable variations in the proportion of children using different service types in the States and Territories (Table 3.2), reflecting to some extent differences in the provision of places (Table 1.4). In Queensland, for instance, two-thirds (66%) of children in long day care were in private-for-profit long day care centres, while in the Northern Territory almost half (48%) of children in long day care were in community-managed services. Around 40% of children using long day care services in South Australia, Tasmania and the ACT were in family day care compared with 26% Australia-wide.

Table 3.2: Children using long day care services, by service type and State/Territory, 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Number								
<i>Centre-based</i>	84,760	42,191	66,423	19,214	12,626	5,030	4,042	1,739	236,025
Community managed	26,896	17,678	10,753	7,158	7,962	3,700	1,451	1,259	76,857
Private-for-profit	52,880	18,991	53,728	10,810	3,636	912	1,368	187	142,512
'Other' centres	4,984	5,522	1,941	1,246	1,028	418	1,223	293	16,655
Family day care	24,324	23,660	14,627	5,444	8,630	3,664	2,965	898	84,212
Total number of children attending	109,084	65,851	81,049	24,658	21,256	8,694	7,007	2,637	320,236
	Percentage								
<i>Centre-based</i>	78	64	82	78	59	58	58	66	74
Community managed	25	27	13	29	37	43	21	48	24
Private-for-profit	48	29	66	44	17	10	20	7	45
'Other' centres	5	8	2	5	5	5	17	11	5
Family day care	22	36	18	22	41	42	42	34	26

Source: DHFS 1995 Census of Child Care Services, unit record file.

3.2 Time spent in care

The number of children enumerated in the census far exceeded the number of long day care places. Since one 'place' is available for one child to attend full-time in a week (50 hours for long day care services), the disparity between 'children' and 'places' implies that a high proportion of children used long day care services part-time. This is confirmed by census data (Table 3.3).

In every census year, the proportion of children in long day care services who were in care for 50 hours or more during the census week was small, that is, less than 10%. In any service type in any year, only a fifth or less of children in long day care were in care for 40 or more hours per week. Between 1991 and 1995, the proportion of children in care for 40 or more hours a week fell slightly for most service types. Throughout the period 1991–1995, for every service type, half or more of all children

were in care for less than 20 hours per week. In 1995, for instance, 60% of children in family day care were in care for less than 20 hours in the census week.

Table 3.3: Hours children spent in long day care services during the census week, by service type, 1991–95 (%)

Service type	Hours per week	1991	1992	1993	1995
Community-based centres	<10	26	22	24	23
	10–19	27	27	28	28
	20–29	16	18	18	20
	30–39	12	13	13	14
	40–49	17	14	13	12
	50+	2	6	4	4
<i>Number of children attending</i>		63,126	66,155	71,922	73,575
Private-for-profit centres	<10	27	22	25	24
	10–19	31	32	33	33
	20–29	15	18	17	18
	30–39	9	10	10	11
	40–49	10	10	9	10
	50+	8	9	5	5
<i>Number of children attending</i>		56,667	71,780	90,716	136,757
'Other' centres	<10	29	31	35	28
	10–19	23	26	27	28
	20–29	16	17	16	18
	30–39	11	10	10	13
	40–49	13	10	10	10
	50+	7	6	2	3
<i>Number of children attending</i>		7,326	10,420	11,246	15,861
Family day care	<10	31	31	31	32
	10–19	29	28	28	28
	20–29	15	16	16	16
	30–39	10	10	10	10
	40–49	12	11	11	10
	50+	4	4	4	4
<i>Number of children attending</i>		58,235	66,835	73,928	82,199

Sources: 1991: DHHCS 1992b, Tables 9.2.4, 10A.2.4, 10B.2.4, 11.2.4.
 1992: DHHGCS 1994, Tables 9.2.4, 10A.2.4, 10B.2.4, 11.2.4.
 1993: DSHS 1995b, Tables 9.2.4, 10A.2.4, 10B.2.4, 11.2.4.
 1995. DHFS 1995 Census of Child Care Services, unit record file.

In 1995, in the ACT and the Northern Territory, children using all types of long day care services were more likely to be in care for longer periods of time than those in other jurisdictions (Table 3.4). For instance, among children in family day care services, 25% in the ACT and 28% in the Northern Territory were in care for 40 or more hours in the census week compared with 14% Australia-wide. In the ACT,

almost half the children in private-for-profit centres (48%) and 'other' centres (49%) were in care for 40 hours or more in the census week.

On the other hand, all children in long day care in Tasmania and all those in South Australia (except in private-for-profit centres), were more likely than children in other States and Territories to be using services for relatively short periods of time. For instance, while 51% of children in community-based centres Australia-wide were in care for less than 20 hours in the census week, 72% of children in Tasmania and 62% in South Australia were in this category.

Table 3.4: Hours children spent in long day care during the census week, by service type and State/Territory 1995 (%)

Service type	Hours per week	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	<10	16	22	21	31	34	43	17	20	23
	10-19	33	25	27	26	28	29	17	20	28
	20-29	22	20	18	16	18	14	19	16	20
	30-39	14	15	16	12	9	7	17	14	14
	40-49	12	13	15	11	8	4	26	19	12
	50+	2	6	3	4	2	3	3	11	4
<i>Number of children attending</i>		25,714	16,897	10,291	6864	7,677	3,530	1,397	1,205	73,575
Private-for-profit centres	<10	27	22	20	29	23	49	6	19	24
	10-19	41	21	33	26	27	27	13	25	33
	20-29	17	15	21	16	20	11	14	14	18
	30-39	8	14	12	12	11	5	18	12	11
	40-49	5	17	10	13	13	7	35	24	10
	50+	2	11	4	6	6	1	13	5	5
<i>Number of children attending</i>		50,655	18,383	51,399	10,412	3,533	859	1,336	180	136,757
'Other' centres	<10	23	32	23	38	46	49	12	16	28
	10-19	34	24	32	27	26	29	20	14	28
	20-29	20	17	19	15	15	12	20	13	18
	30-39	11	16	11	9	6	5	22	8	13
	40-49	10	8	12	8	4	4	36	19	10
	50+	2	3	3	2	2	<1	13	8	3
<i>Number of children attending</i>		4,736	5,274	1,830	1,189	991	400	1,163	278	15,861
Family day care	<10	29	38	25	31	39	48	20	16	32
	10-19	27	28	27	28	31	28	26	25	28
	20-29	18	14	17	16	17	12	15	17	16
	30-39	11	8	12	11	6	7	14	13	10
	40-49	11	8	13	11	4	4	20	24	10
	50+	4	3	6	4	2	1	5	4	4
<i>Number of children attending</i>		23,636	23,159	14,263	5,290	8,539	3,534	2,896	882	82,199

Source: DHFS 1995 Census of Child Care Services, unit record file.

3.3 Age of children

As noted earlier (see Chapter 1), long day care services are set up primarily to care for children under school age. The age distribution of children using long day care services, however, varied somewhat between the various service types.

Table 3.5: Age of children using long day care services, by service type, 1991–95 (%)

Service type	Age	1991	1992	1993	1995
Community-based centres	0–1	18	16	17	16
	2	24	22	22	22
	3–4	55	55	54	54
	5	3	6	6	6
	6+	1	1	<0.5	<0.5
<i>Number of children</i>		65,588	68,562	75,172	76,857
Private-for-profit centres	0–1	8	8	8	10
	2	15	15	16	18
	3–4	63	64	63	58
	5	8	9	9	9
	6+	4	4	4	4
<i>Number of children</i>		66,469	74,072	94,177	142,511
'Other' centres	0–1	22	21	21	20
	2	23	23	23	21
	3–4	49	50	49	50
	5	5	5	5	7
	6+	1	1	1	2
<i>Number of children</i>		7,710	10,980	11,822	16,655
Family day care	0–1	23	23	22	21
	2	18	19	19	19
	3–4	30	30	30	31
	5	7	8	8	8
	6+	20	21	21	22
<i>Number of children</i>		60,021	68,447	76,356	84,212

Sources: 1991: DHHCS 1992b, Tables 9.2.2, 10A.2.2, 10B.2.2, 11.2.2.
 1992: DHHLGCS 1994, Tables 9.2.2, 10A.2.2, 10B.2.2, 11.2.2.
 1993: DSHS 1995cb Tables 9.2.2, 10A.2.2, 10B.2.2, 11.2.2.
 1995: DHFS 1995 Census of Child Care Services, unit record file.

Throughout the period 1991 to 1995, the proportion of children who were under 2 years of age was lowest in private-for-profit centres and highest in 'other' centres and in family day care services (Table 3.5). Between 1991 and 1995, the proportion of children in private-for-profit centres who were under 2 increased slightly from 8% to 10% of all children, while in all other long day care services, the proportion fell slightly.

In each of the census years, half or more of all children using centre-based long day care were aged 3–4 years, compared with less than a third of children in family day

care services. The proportion of children in private-for-profit centres who were aged 3–4 years fell somewhat between 1991 and 1995, from 63% of all children to 58%, while the proportion in all other service types remained virtually the same.

While long day care services are specifically targeted at children under school age, a small proportion of children in long day care centres (particularly private-for-profit centres) and a relatively large proportion of children in family day care services were 6 years of age or older and thus using these services for before/after school care.

Table 3.6: Age of children using long day care services, by service type and State/ Territory, 1995 (%)

Service type	Age	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	<2	11	19	17	21	23	18	23	21	16
	2	20	23	20	25	26	24	21	26	22
	3–4	62	51	52	49	48	50	48	50	54
	5	7	6	11	5	1	6	8	3	6
	6+	<0.5	<0.5	1	<0.5	1	1	0	<0.5	<0.5
<i>Number of children</i>		26,896	17,678	10,753	7,158	7,962	3,700	1,451	1,259	76,857
Private-for-profit centres	<2	5	18	11	15	21	21	23	2	10
	2	13	22	20	23	24	21	24	35	18
	3–4	70	46	54	47	46	51	44	52	58
	5	9	7	11	8	3	6	5	4	9
	6+	3	6	5	7	5	1	5	7	4
<i>Number of children</i>		52,879	18,991	53,728	10,810	3,636	912	1,368	187	142,511
'Other' centres	<2	20	20	14	20	26	16	19	24	20
	2	21	20	20	25	25	25	19	28	21
	3–4	52	49	52	48	48	45	54	46	50
	5	6	8	10	7	1	9	8	2	7
	6+	1	2	4	<0.5	<0.5	6	1	<0.5	2
<i>Number of children</i>		4,984	5,522	1,941	1,246	1,028	418	1,223	293	16,655
Family day care	<2	27	19	21	20	15	12	20	25	21
	2	23	17	17	20	14	17	15	21	19
	3–4	32	32	25	32	29	35	27	31	31
	5	6	9	9	10	8	10	9	6	8
	6+	12	23	28	18	34	22	28	17	22
<i>Number of children</i>		24,324	23,660	14,627	5,444	8,630	3,664	2,965	898	84,212

Source: DHFS 1995 Census of Child Care Services, unit record file.

There were considerable variations between the States and Territories in the age distributions of children in the various types of long day care services in 1995 (Table 3.6). In New South Wales, for instance, the proportion of children in community-based centres and in private-for-profit centres who were under 2 years of age was somewhat lower than the national average and the proportion of children who were aged 3–4 years was considerably higher than the national average. The opposite was the case for children in community-based and private-for-profit centres in South Australia and the ACT. The proportion of children aged 6 and over in family day care was considerably higher than the national average (22%) in South Australia (34%) and considerably lower in New South Wales (12%).

3.4 Children and parents with additional needs

A number of programs and services for children and parents with additional needs are funded under the Children's Services Program (Moyle et al. 1996:99). Under the

JET (Jobs, Education and Training Scheme), for instance, single parents who want to enter or return to the labour force are assisted with finding a place in a CSP-funded child care service. The SUPS (Supplementary Services Program) provides funding to integrate children with 'special' needs, such as children with a disability, into child care services and to provide culturally and developmentally appropriate programs for these children. Parents and children with additional needs are also given priority of access to CSP-funded long day care services (AIHW 1995:137).

One-parent families

Between 1991 and 1995, the proportion of children in long day care services who were in one-parent families fell from 23% of all children to 21% (Table 3.7). The proportions fell for all service types, except private-for-profit centres. In community-based centres, for instance, the proportion of children who were from one-parent families fell from 23% in 1991 to 18% in 1995, while the proportion in private-for-profit centres increased from 16% to 19% over the same period.

Table 3.7: Percentage of children in long day care services from one-parent families, 1991–95

Service type	1991	1992	1993	1995
Community-based centres	23	20	19	18
Private-for-profit centres	16	18	18	19
'Other' centres	20	19	19	17
Family day care	30	30	29	28
All long day care services	23	22	22	21

Sources: 1991: DHHCS 1992b. Tables 9.2.5, 10A.2.5, 10B.2.5, 11.2.5.
 1992: DHHLGCS 1994. Tables 9.2.5, 10A.2.5, 10B.2.5, 11.2.5.
 1993: DSHS 1995b. Tables 9.2.5, 10A.2.5, 10B.2.5, 11.2.5.
 1995 DHFS 1997a. Table 5.2.6, 6A.2.6, 6B.2.6, 7.2.6.

Throughout the period 1991 to 1995, the proportion of children in long day care services who were from one-parent families was greatest in family day care services. In 1995, for instance, 28% of children in family day care were from one-parent families compared with 19% of those in private-for-profit centres, 18% in community-based centres and 17% in 'other' centres. One of the reasons why single parents are more likely to use family day care is that it is more affordable than centre-based care; on average, single parents have lower incomes than couples and family day care fees are lower than fees for centre-based care (see Section 2.5. Family day care services may also be more flexible than long day care centres, for instance, in offering overnight care for children.

In 1995, the proportion of children in long day care services who were from one-parent families was 21% overall. This was higher than the proportion of children in the Australian population who were from one-parent families—14% of children 0–4 years and 16% of children 5–9 years in June 1996 (AIHW 1997:66).

Table 3.8: Percentage of children in long day care services from one-parent families, by service type and State/Territory, 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	18	15	18	20	20	18	13	18	18
Private-for-profit centres	16	21	21	27	24	14	13	25	19
'Other' centres	17	17	18	22	20	16	13	21	17
Family day care	23	26	32	33	36	26	29	31	28
All long day care services	18	21	22	26	27	21	20	23	21

Source: DHFS 1997a. Tables 5.2.6, 6A.2.6, 6B.2.6, 7.2.6.

In 1995, the proportion of children in long day care from one-parent families was relatively high for all service types in Western Australia and South Australia and for all service types except community-based centres and in the Northern Territory (Table 3.8). While Australia-wide 19% of children in private-for-profit centres, for instance, were from one-parent families, 27% of children using private-for-profit centres in Western Australia, 25% in the Northern Territory and 24% in South Australia fell into this category. In the ACT, on the other hand, the proportion of children in centre-based care who were from one-parent families was relatively low for all types of centres. Only 13% of children in community-based centres, for instance, were from one-parent families compared with 18% Australia-wide.

In relation to the national population of children under 5 years, there was little variation by State and Territory in the proportion from one-parent families, except that the proportion in Victoria was noticeably lower than in other jurisdictions (ABS 1996 Census unpublished).

Children with special needs

The CSP Census collects data on 'children with special (additional) needs', which the census defines as children and/or parents with a disability, children at risk of abuse or neglect, Indigenous children and children from a non-English speaking background. Between 1991 and 1995, there was virtually no change in the proportions of children in community-based centres and family day care services who had special needs, a slight increase in the proportion in private-for-profit centres and some variation in the proportion in 'other' centres (Table 3.9). Throughout the period 1991 to 1995, the proportion of children with special needs was considerably higher in community-based centres and 'other' centres than in private-for-profit centres and family day care services.

Differences in the proportion of children with special needs mainly reflect differences in the proportion of children with a non-English speaking background, since this group constitutes the majority of children with special needs in all service types. For instance, in 1995, 20% of children in community-based centres had special needs, with 14% of all children in this service type having a non-English speaking background.

Table 3.9: Percentage of children using long day care services with special (additional) needs by service type, 1991–95

Service type/Special needs category	1991	1992	1993	1995
Community-based centres				
Child with a disability	3	4	3	3
Parent with a disability	1	1	1	1
Child at risk	2	1	1	1
Indigenous	1	1	1	1
NESB	15	15	15	14
Any special need	21	21	20	20
<i>Number of children</i>	<i>65,243</i>	<i>68,562</i>	<i>75,172</i>	<i>76,856</i>
Private for profit centres				
Child with a disability	1	2	2	2
Parent with a disability	<0.5	<0.5	1	<0.5
Child at risk	1	<0.5	<.05	<0.5
Indigenous	<0.5	1	1	1
NESB	7	11	10	9
Any special need	10	14	13	13
<i>Number of children</i>	<i>58,857</i>	<i>73,952</i>	<i>94,177</i>	<i>142,478</i>
'Other' centres				
Child with a disability	2	2	2	2
Parent with a disability	<0.5	<0.5	<0.5	1
Child at risk	1	1	<.05	1
Indigenous	1	1	1	1
NESB	15	17	14	15
Any special need	19	20	17	20
<i>Number of children</i>	<i>7,711</i>	<i>10,977</i>	<i>11,822</i>	<i>16,655</i>
Family day care				
Child with a disability	2	2	2	2
Parent with a disability	1	1	<0.5	<0.5
Child at risk	1	1	1	1
Indigenous	1	1	1	1
NESB	6	7	6	6
Any special need	10	10	10	10
<i>Number of children</i>	<i>59,600</i>	<i>68,447</i>	<i>76,356</i>	<i>84,187</i>
All long day care services				
Child with a disability	2	2	2	2
Parent with a disability	1	1	1	1
Child at risk	1	1	1	<0.5
Indigenous	1	1	1	1
NESB	10	11	10	10
Any special need	14	15	14	14
Number of children	191,411	221,938	257,527	320,176

Note: Some children may be included in more than one special needs category.

Sources: 1991: DHHCS 1992. Tables 9.2.6, 10A.2.6, 10B.2.6, 11.2.6.
1992: DHHLGCS 1994. Tables 9.2.6, 10A.2.6, 10B.2.6, 11.2.6.
1993: DSHS 1995c. Tables 9.2.6, 10A.2.6, 10B.2.6, 11.2.6.
1995 DHFS 1997a. Table 5.2.7, 6A.2.7, 6B.2.7, 7.2.7.

Throughout the period 1991 to 1995, 14% of children in long day care services had special needs. In 1995 Australia-wide, 2% of children in long day care services had a disability, 1% had parents with a disability, less than 0.5% were at risk of abuse or neglect, 1% were Indigenous and 10% were from a non-English speaking background. The proportion of children using long day care services who had a disability was somewhat lower than the proportion of children under 5 overall with a disability—4.4% of children aged 0–4 were estimated to have a disability or handicap in 1993 (ABS 1993). Similarly, while 1% of children in long day care in 1995 were Indigenous, this was lower than the proportion of children under 5 Australia-wide who were Indigenous—4% in 1995 (ABS 1997). One reason for the relatively low representation of Indigenous children in long day care services is that in every jurisdiction except the ACT, the CSP funds special services for Indigenous children, that is, multi-functional Aboriginal children's services (MACS). These services operate as long day care centres with other services provided to meet the needs of the particular Indigenous community (Moyle et al. 1996:35).

It is difficult to compare the proportion of children in long day care who have a non-English-speaking background with the national population because of definitional problems (AIHW/DHFS 1998). There are also no data to compare the population of children in long day care who have parents with a disability and the population of children in long day care who are at risk of abuse or neglect with the relevant groups in the total population (AIHW 1997:121–122).

The proportions of children with special needs varied considerably between the States and Territories (Table 3.10). Some of these differences related to the population composition of each particular jurisdiction. The Northern Territory, for instance, the jurisdiction with the highest proportion of the children under 5 who were Indigenous (40% in 1995), had the highest proportion of children in long day care who were Indigenous (8%).

Some other differences may relate to differences in State and Territory policies and programs. In South Australia, for instance, 7% of all children in family day care services have a disability compared with 2% or less in other jurisdictions.

Table 3.10: Percentage of children using long day care services with special (additional) needs by service type and State/Territory, 1995

Service type/Special needs category	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres									
Child with a disability	4	2	3	3	3	3	2	1	3
Parent with a disability	1	1	1	1	1	1	1	<0.5	1
Child at risk	1	1	<0.5	1	1	1	1	<0.5	1
Indigenous	1	<0.5	3	2	1	1	1	9	1
NESB	19	18	9	11	9	3	13	5	14
Any special need	25	20	15	17	14	7	17	15	20
<i>Number of children</i>	<i>26,895</i>	<i>17,678</i>	<i>10,753</i>	<i>7,158</i>	<i>7,962</i>	<i>3,700</i>	<i>1,451</i>	<i>1,259</i>	<i>76,856</i>
Private for profit centres									
Child with a disability	2	2	2	2	1	2	1	1	2
Parent with a disability	<0.5	<0.5	2	<0.5	<0.5	<0.5	0	1	<0.5
Child at risk	<0.5	<0.5	<0.5	<0.5	<0.5	<0.5	<0.5	0	<0.5
Indigenous	1	<0.5	2	2	1	1	<0.5	14	1
NESB	13	13	5	7	6	4	10	6	9
Any special need	17	15	9	11	8	8	12	21	13
<i>Number of children</i>	<i>52,879</i>	<i>18,988</i>	<i>53,715</i>	<i>10,793</i>	<i>3,636</i>	<i>912</i>	<i>1,368</i>	<i>187</i>	<i>142,478</i>
'Other' centres									
Child with a disability	2	2	2	1	2	2	3	1	2
Parent with a disability	1	<0.5	1	1	<0.5	<0.5	<0.5	1	1
Child at risk	1	1	<0.5	1	<0.5	0	1	1	1
Indigenous	1	<0.5	4	6	1	0	<0.5	5	1
NESB	22	16	7	13	11	<0.5	16	6	15
Any special need	26	18	13	20	14	2	20	15	20
<i>Number of children</i>	<i>4,984</i>	<i>5,522</i>	<i>1,941</i>	<i>1,246</i>	<i>1,028</i>	<i>418</i>	<i>1,223</i>	<i>293</i>	<i>16,655</i>
Family day care									
Child with a disability	2	2	2	2	7	1	2	1	2
Parent with a disability	<0.5	1	<0.5	<0.5	<0.5	<0.5	<0.5	1	<0.5
Child at risk	1	1	<0.5	1	<0.5	<0.5	1	1	1
Indigenous	1	<0.5	2	1	2	<0.5	1	7	1
NESB	6	8	3	4	5	2	7	6	6
All special needs	10	11	7	8	13	4	11	15	10
<i>Number of children</i>	<i>24,324</i>	<i>23,652</i>	<i>14,616</i>	<i>5,444</i>	<i>8,630</i>	<i>3,660</i>	<i>2,965</i>	<i>896</i>	<i>84,187</i>
All long day care services									
Child with a disability	3	2	2	2	4	2	2	1	2
Parent with a disability	1	<0.5	2	1	<0.5	<0.5	<0.5	<0.5	1
Child at risk	1	1	<0.5	1	<0.5	<0.5	1	<0.5	<0.5
Indigenous	1	<0.5	2	2	1	<0.5	1	8	1
NESB	14	13	5	8	7	3	10	6	10
Any special need	18	16	10	13	12	6	14	16	14
Number of children	109,082	65,840	81,025	24,641	21,256	8,690	7,007	2,635	320,176

Note: Some children may be included in more than one special needs category.

3.5 Work-related care

Under priority of access guidelines, all CSP-funded long day care services are required to give parents who need child care for 'work-related reasons' first priority in accessing child care places (AIHW 1995:137). Service providers are required to give first preference to:

- children in two-parent families where both parents are in the labour force (employed or unemployed) or studying/training for employment; and
- children in one-parent families where a single parent is in the labour force or studying/training for employment.

These children are defined in the census as being in 'work-related care'.

Between 1991 and 1995, the proportion of children who were in work-related care increased for every service type except 'other' centres (Table 3.11). The increase was greatest for community-based centres, where the proportion in work-related care rose from 74% in 1991 to 82% in 1995. Throughout the period, the proportion of children who were in work-related care was highest for family day care services and lowest for private-for-profit centres. By 1995, 91% of children in family day care services were in work-related care compared with 82% of children in community-based centres and 'other' centres and 69% in private-for-profit centres.

Table 3.11: Percentage of children using long day care services who are in care for work-related reasons, by service type 1991-95

Service type	1991	1992	1993	1995
Community-based centres	74	75	76	82
Private-for-profit centres	61	60	61	69
'Other' centres	82	77	77	82
Family day care	87	87	87	91

Sources: 1991: DHHCS 1992b. Tables 9.2.5, 10A.2.5, 10B.2.5, 11.2.5.
 1992: DHHLGCS 1994. Tables 9.2.5, 10A.2.5, 10B.2.5, 11.2.5.
 1993: DSHS 1995b. Tables 9.2.5, 10A.2.5, 10B.2.5, 11.2.5.
 1995 DHFS 1997a. Table 5.2.6, 6A.2.6, 6B.2.6, 7.2.6.

In 1995, all types of long day care services in the ACT and the Northern Territory had relatively high proportions of children who were in work-related care (Table 3.12). Almost all children in family day care in the ACT (97%) and the Northern Territory (98%), for instance, were in care for work-related reasons. The proportions of children in work-related care were relatively low in all service types in Tasmania and all service types except private-for-profit centres in South Australia. The proportion of children in family day care in South Australia who were in work-related care (77%) was considerably lower than the national average (91%). Among children in private-for-profit centres, however, the proportion in work-related care in South Australian (84%) was substantially higher than the national average (69%).

Table 3.12: Percentage of children using long day care services who are in care for work-related reasons, by service type and State/Territory, 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	84	82	80	79	78	71	90	86	82
Private-for-profit centres	65	81	65	76	84	67	95	91	69
'Other' centres	84	84	70	81	76	80	88	88	82
Family day care	93	90	96	91	77	87	97	98	91

Source: DHFS 1997a. Tables 5.2.6, 6A.2.6, 6B.2.6, 7.2.6.

Throughout the period 1991–1995, for community-based centres and family day care services, the proportion of children from one-parent families who were in work-related care was slightly lower than the proportion of children in two-parent families (Table 3.13). The opposite was the case for private-for-profit centres and 'other' centres, except for 'other' centres in 1991. In 1995, for instance, among children in family day care services, 92% of those from two-parent families were in work-related care compared with 89% from one-parent families. Among children in private-for-profit centres, however, 67% of children from two-parent families were in care for work-related reasons compared with 76% from one-parent families.

Table 3.13: Percentage of children using long day care services who are in care for work related reasons, by family type and service type, 1991–95

Service type	Family type	1991	1992	1993	1995
Community-based centres	One-parent family	72	73	74	80
	Two-parent family	75	75	77	82
Private-for-profit centres	One-parent family	65	66	69	76
	Two-parent family	60	58	59	67
'Other' centres	One-parent family	80	78	82	88
	Two-parent family	82	77	75	81
Family day care	One-parent family	85	85	83	89
	Two-parent family	89	88	88	92

Sources: 1991: DHHCS 1992b. Tables 9.2.5, 10A.2.5, 10B.2.5, 11.2.5.
 1992: DHHLGCS 1994. Tables 9.2.5, 10A.2.5, 10B.2.5, 11.2.5.
 1993: DSHS 1995b. Tables 9.2.5, 10A.2.5, 10B.2.5, 11.2.5.
 1995 DHFS 1997a. Table 5.2.6, 6A.2.6, 6B.2.6, 7.2.6.

This national pattern, however, varied somewhat in the different States and Territories. In 1995, for instance, in community-based centres in the ACT and the Northern Territory, the proportions of children from one-parent families who were in work-related care were higher than for children from two-parent families (94% compared with 89% for the ACT and 89% compared with 85% for the Northern Territory) (Table 3.14). The proportions of children who were in work-related care were particularly low among children from two-parent families using private-for-

profit centres in New South Wales and Queensland; just under two-thirds of these children (63%) were in care for work-related reasons.

Table 3.14: Percentage of children using long day care services who are in care for work-related reasons, by service type, family type and State/Territory, 1995

Service type	Family type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	One-parent family	82	81	83	80	75	71	94	89	80
	Two-parent family	85	83	79	79	79	71	89	85	82
Private-for-profit centres	One-parent family	74	83	71	82	83	80	97	78	76
	Two-parent family	63	81	63	74	85	65	95	96	67
'Other' centres	One-parent family	90	89	86	91	78	84	84	93	88
	Two-parent family	83	83	66	79	75	79	88	87	81
Family day care	One-parent family	91	88	96	90	72	86	96	99	89
	Two-parent family	94	90	96	91	80	87	98	98	92

Source: DHFS 1997a. Tables 5.2.6, 6A.2.6, 6B.2.6, 7.2.6.

3.7 Childcare Assistance

All the censuses covered in this report collected information about whether or not a child received Childcare Assistance (see Section 2.5). Separate data for private-for-profit centres and 'other' centres, however, are not available for 1991.

Between 1992 and 1995, the proportion of children in private-for-profit centres and family day care services who were receiving Childcare Assistance increased, while the proportion in other services remained the same (Table 3.15). Throughout the period, the proportion of children in 'other' centres who were receiving Childcare Assistance was lower than the proportions in other service types. In 1995, two-thirds of children in 'other' centres received Childcare Assistance, compared with 74% of children in community-based centres and 81% of children in private-for-profit centres and family day care.

Table 3.15: Percentage of children using long day care services receiving Childcare Assistance, by service type, 1991-95

Service type	1991	1992	1993	1995
Community-based centres	69	74	75	74
Private-for-profit centres	n.a.	75	81	81
'Other' centres	n.a.	66	68	66
Family day care	69	77	80	81

Sources: 1991: DHHCS 1992b, Table 8.
 1992: DHHLGCS 1994, Table 8.
 1993: DSHS 1995b, Table 8.
 1995: DHFS 1997a, Table 4.

There were marked variations between the States and Territories in 1995 in the proportions of children receiving Childcare Assistance in the various service types (Table 3.16). The proportion of children receiving Childcare Assistance was relatively high for all service types in Queensland and South Australia and relatively low in the ACT. Among private-for-profit centres, for instance, 89% of children using these services in Queensland received Childcare Assistance compared with 40% in the ACT. The proportion of children in family day care services in South Australia who were receiving Childcare Assistance was very high—94% compared with 81% Australia-wide.

Table 3.16: Percentage of children using long day care services receiving Childcare Assistance, by service type and State/Territory, 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	73	73	77	71	79	84	48	64	74
Private-for-profit centres	75	79	89	84	82	75	40	79	81
'Other' centres	63	67	76	76	79	71	40	63	66
Family day care	73	83	84	85	94	88	68	69	81

Source: DHFS 1997a, Table 4.

Since Childcare Assistance is an income-tested payment, the proportion of children receiving the payment reflects the income levels of the families using the services. Thus, for instance, in 1995 among families using private-for-profit centres, the percentage who had a family income of \$455 per week or less was relatively low in the ACT (where the percentage of children in these centres receiving Childcare Assistance was relatively low) and relatively high in Queensland (where the percentage of children in these centres receiving Childcare Assistance was relatively high) (Table 3.17; Table 3.16). This income level was the income threshold for maximum Childcare Assistance and the income level at which the Maximum Family Payment (then named) for low income families cut out.

Table 3.17: Percentage of families with adjusted income of \$455 per week or less, by service type and State/Territory, 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	39	38	42	40	42	44	20	29	39
Private-for-profit centres	42	46	56	52	47	40	15	40	48
'Other' centres	37	41	42	45	50	32	17	34	38
Family day care	37	44	42	56	56	46	28	34	42

Source: DHFS 1997a. Tables 5.2.10; 6A.2.10; 6B.2.10; 7.2.11.

The proportion of children receiving Childcare Assistance also reflects, to some extent, the proportions of children in non-work related care. This is because a substantial proportion of children in work-related care have both parents (or a single parent) employed and these families would, on average, have higher incomes than other families of the same family type. In 1995, for every service type the proportion of children in non-work-related care who were receiving Childcare Assistance was greater than the proportion of children in work-related care (Table 3.18). Of children in community-based centres, for instance, 85% of children in non-work-related care were in receipt of Childcare Assistance compared with 71% of children in work-related care.

Table 3.18: Percentage of children using long day care services receiving Childcare Assistance (CA) by work-related care status and service type, 1995

Service type	Work related		Non-work related	
	Percentage receiving CA	Total children receiving CA	Percentage receiving CA	Total children receiving CA
Community-based centres	71	62,678	85	14,171
Private for profit centres	79	97,666	87	44,444
'Other' centres	65	13,616	74	3,021
Family day care	80	76,463	90	7,734

Source: DHFS Census of Child Care Services 1995, unit record file.

In recent years, the Commonwealth Government has become increasingly concerned about the higher-than-expected government expenditure on Childcare Assistance and has introduced policies to limit its growth (DHFS 1996a). It was announced in the 1996–97 Budget that, from 1 April 1997, Childcare Assistance for any one child would be capped at 50 hours a week, with exemptions for families who needed more care to meet working commitments (Moyle et al. 1996:129). In the following Budget, it was announced that the payment of Childcare Assistance for non-work-related care would be limited to 20 hours per week per child, although in a subsequent announcement, children with a disability and their siblings were exempted from the proviso. This policy came into operation on 27 April 1998 (AIHW 1997).

Childcare Assistance is paid on the basis of the hours that a child is booked into a service, that is, 'paid hours' (AIHW/DHFS 1998). Information from the census shows that in 1995 there was considerable variation between service types in the 'paid hours' of children receiving Childcare Assistance, according to whether or not they

were in work-related care (Table 3.19). Among children receiving Childcare Assistance, both the proportion in work-related care who received Childcare Assistance for more than 50 'paid hours' a week and the proportion in non-work-related care who received Childcare Assistance for more than 20 'paid hours' a week were lowest in family day care and highest in private-for-profit centres. Of children in non-work-related care using family day care services, for instance, only 15% were receiving Childcare Assistance for more than 20 hours of booked care compared with 52% using private-for-profit centres. If the two policies to limit the payment of Childcare Assistance had been implemented in 1995, they would have had the greatest impact on the receipt of Childcare Assistance in private-for-profit centres and the least impact in family day care services.

Table 3.19: Children using long day care services receiving Childcare Assistance (CA) by work-related care status, service type and 'paid hours' of care, 1995 (%)

Service type and work-related care	Paid hours of care		Total children 51+ receiving CA	
	20 or less	21–50		
Community-based				
Work-related	30	51	19	44,704
Non-work-related	60	34	6	12,042
Private-for-profit				
Work-related	31	45	24	76,814
Non-work-related	49	44	8	38,655
'Other' centres				
Work-related	43	47	10	8,840
Non-work-related	66	31	3	2,224
Family day care				
Work-related	59	38	3	61,087
Non-work-related	85	14	1	6,949
All long day care services				
Work-related	40	44	16	191,445
Non-work-related	56	38	6	59,870

Source: DHFS 1995Census of Child Care Services, unit record file.

4 Workers

The CSP Censuses have collected some information about the workers in long day care services. (The term 'workers' is used here, to include both the 'staff' in centre-based services and in family day care coordination units, and the 'caregivers' or 'providers' in family day care.) This chapter analyses information on the numbers of workers, their age group ('junior' or 'senior'), cultural background (Indigenous or non-English speaking background), employment status, hours worked, and type of work performed. Other data examined here include the proportion of workers with qualifications, the types of qualifications they hold, their use of in-service training and the types of courses undertaken.

4.1 Numbers of workers

The numbers of long day care workers have increased along with the growth in the numbers of centres, schemes and places. The extent of increase is affected by a lower response rate to the 1995 Census (see Table 1.5). The 1995 census counted just under 52,000 workers in all forms of long day care, an increase of nearly 50% over the 1991 census (Table 4.1). Most of this increase was confined to private-for-profit centres, where staff numbers increased nearly three-fold, and 'other' centres, where the numbers more than doubled during this period. By comparison, the numbers of workers in community-based centres increased by 17% and in family day care (coordination unit staff and providers combined) by 10%. The number of family day care providers counted in the census showed a slight decline from 1993 to 1995, but this was probably the result of the lower response rate to the 1995 census.

These differences in the increases in numbers have affected the distribution of workers throughout long day care services, similar to the changes in distribution of places (Table 1.3). Despite increased numbers, the proportion of all workers who were in family day care declined from 43% in 1991 to 32% in 1995, and the proportion working in community-based centres declined from 36% to 28% in that period. Conversely, the proportion of all workers who were employed in private-for-profit centres doubled, from 17% to 34%.

Table 4.1: Long day care workers, by service type, 1991–95

Service type	1991	1992	1993	1995
	Number			
Community-based centres	12,448	12,591	13,983	14,541
Private-for-profit centres	6,053	7,967	10,575	17,736
'Other' centres	1,371	1,787	2,027	3,090
Family day care coordination unit staff	1,410	1,532	1,607	1,689
Family day care providers	13,679	14,435	15,087	14,934
Total long day care workers	34,961	38,312	43,279	51,990
	Percentage			
Community-based centres	36	33	32	28
Private-for-profit centres	17	21	24	34
'Other' centres	4	5	5	6
Family day care coordination unit staff	4	4	4	3
Family day care providers	39	38	35	29

Sources: 1991: DHHCS 1992: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3.
 1992: DHHGCS 1994: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3.
 1993: DHSH 1995c: Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3.
 1995: DHFS 1995 Census of Child Care Services, unit record file.

The proportion of workers in the various service types differed somewhat between the States and Territories in 1995 (Table 4.2), reflecting the differences in the distribution of places (Table 1.4). Family day care workers formed a relatively greater proportion of all workers, compared with their national representation of 32%, in Victoria, South Australia, Tasmania, the ACT, and the Northern Territory. Relatively high proportions of long day care workers in Queensland and Western Australia were employed in private-for-profit centres (54% and 41% respectively, vs. 34% nationally). In New South Wales, the distribution of workers in the various service types roughly reflected the national picture.

Table 4.2: Long day care workers, by service type and State/Territory, 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
	Number								
Community-based centres	5,042	3,548	2,131	1,185	1,460	565	362	248	14,541
Private-for-profit centres	5,388	3,313	6,473	1,578	555	120	282	27	17,736
'Other' centres	924	1,051	326	191	167	80	290	61	3,090
Family day care coordination unit staff	608	336	340	109	136	63	70	27	1,689
Family day care providers	4,152	4,322	2,785	759	1,519	499	705	193	14,934
Total	16,114	12,570	12,055	3,822	3,837	1,327	1,709	556	51,990
	Percentage								
Community-based centres	31	28	18	31	38	43	21	45	28
Private-for-profit centres	33	26	54	41	14	9	17	5	34
'Other' centres	6	8	3	5	4	6	17	11	6
Family day care coordination unit staff	4	3	3	3	4	5	4	5	3
Family day care providers	26	34	23	20	40	38	41	35	29

4.2 Age

Standard demographic data about child care workers, such as their sex and age in years, are not collected in the census. The only information on age that is collected is a question on whether the worker is classified as 'junior' or 'senior'.

Workers in long day care centres are grouped by age into two categories, as recognised in the licensing regulations in some States and Territories: 'junior' staff are those below age 18 years, and 'senior' are those age 18 and above. In Victoria, Western Australia, Tasmania and the Northern Territory in 1995, the regulations explicitly stated the ratio of junior to senior staff. Other States and Territories required a certain ratio of qualified to unqualified staff, and it can be expected that only a small proportion of junior staff would hold qualifications. The CSP Censuses have collected information on this characteristic (age by senior-junior categories) of workers in long day care centres, but not in family day care, presumably because it is assumed that all providers would be at least 18 years of age, and this is in fact specified in the national standards for that service (CSWM 1995:38).

Table 4.3: Workers in long day care centres, by age category and service type, 1991–95 (%)

Service type	Age category	1991	1992	1993	1995
Community-based centres	Senior	95	94	93	95
	Junior	5	6	7	5
<i>Number of workers</i>		12,344	12,591	13,983	14,541
Private-for-profit centres	Senior	85	87	88	91
	Junior	15	13	12	9
<i>Number of workers</i>		6,008	7,967	10,575	17,735
'Other' centres	Senior	96	94	94	94
	Junior	4	6	6	6
<i>Number of workers</i>		1,323	1,787	2,027	3,090
All centre-based workers	Senior	92	92	91	93
	Junior	8	8	9	7
Number of workers		19,675	22,345	26,585	35,366

Note: Age is classified as 'Senior' for staff age 18 years and over, and 'Junior' for staff below 18 years.

Sources: 1991: DHCS 1992. Tables 9.3.8, 10A.3.8, 10B.3.8.
 1992: DHHLGCS 1994. Tables 9.3.8, 10A.3.9, 10B.3.9.
 1993: DSHS 1995. Tables 9.3.7, 10A.3.8, 10B.3.8.
 1995: DHFS 1995 Census of Child Care Services, unit record file.

In 1995, 'junior' staff comprised 7% of all workers in centre-based services (Table 4.3). The proportion of junior staff was higher in private-for-profit centres (9%), and lower in community-based centres (5%). Over time, the proportion of workers classified as 'junior' has been relatively stable, except for a marked decline in private-for-profit centres, from 15% in 1991 to 9% in 1995. Comparing the proportions of workers classified as 'junior' between the States and Territories (Table 4.4), some of the main

differences from the national pattern were in Tasmania and Western Australia. In Tasmania, the proportions of workers that were 'junior' were 10% for all centre-based workers and 13% for workers in private-for-profit centres; the corresponding figures for Western Australia were 14% and 21%. Additionally, in the ACT 19% of workers in 'other' centres were 'junior'.

Table 4.4: Workers in long day care centres, by age category, service type and State/Territory, 1995 (%)

Service type	Age category	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	Senior	96	95	96	94	94	91	98	98	95
	Junior	4	5	4	6	6	9	2	2	5
<i>Number of workers</i>		<i>5,042</i>	<i>3,548</i>	<i>2,131</i>	<i>1,185</i>	<i>1,460</i>	<i>565</i>	<i>362</i>	<i>248</i>	<i>14,541</i>
Private-for-profit centres	Senior	95	90	92	79	88	87	94	96	91
	Junior	5	10	8	21	12	13	6	4	9
<i>Number of workers</i>		<i>5,388</i>	<i>3,313</i>	<i>6,473</i>	<i>1,577</i>	<i>555</i>	<i>120</i>	<i>282</i>	<i>27</i>	<i>17,735</i>
'Other' centres	Senior	96	93	97	92	100	93	81	98	94
	Junior	4	7	3	8	0	8	19	2	6
<i>Number of workers</i>		<i>924</i>	<i>1,051</i>	<i>326</i>	<i>191</i>	<i>167</i>	<i>80</i>	<i>290</i>	<i>61</i>	<i>3,090</i>
All centre-based services	Senior	95	93	93	86	93	90	92	98	93
	Junior	5	7	7	14	7	10	8	2	7
Number of workers		11,354	7,912	8,930	2,953	2,182	765	934	336	35,366

Note: Age is classified as 'Senior' for staff age 18 years and over, and 'Junior' for staff below 18 years.

Source: DHFS 1995 Census of Child Care Services, unit record file.

4.3 Cultural background

Another personal characteristic of child care workers that is collected in the census is whether the worker is an Indigenous Australian (Aboriginal or Torres Strait Islander) or has a 'culturally diverse' (non-English speaking) background. Such information may be useful in assessing the ability of the child care industry to attract workers with such backgrounds. The available information indicates that about 1% of workers in all types of long day care in 1995 were Indigenous Australians (Table 4.5), about the same proportion of the adult population that was Indigenous. This figure has not varied greatly since 1991. The proportion of workers with a 'culturally diverse' background has increased from 1991 to 1995, but has varied considerably between service types. In centre-based services in 1995, 10% of staff in private-for-profit centres had such a background, compared with 15–16% in the other two types of centres. For family day care staff, 19% of providers had a 'culturally diverse' background compared with 8% of staff in coordination units. The relatively high proportion of providers with a 'culturally diverse' background compares with the relatively low proportion of children (10%) in family day care with such a background (Table 3.10). It is not possible to state accurately how these percentages compare to the population as a whole, as there are no national data on the

proportion of the population (or of age groups within the population) having a 'culturally diverse' background according to the CSP Census definition (AIHW/DHFS 1998).

Table 4.5: Long day care workers by cultural background and service type 1991–95 (%)

Service type and cultural background	1991	1992	1993	1995
Community-based centres				
Aboriginal and Torres Strait Islander	1	2	1	1
Non-English speaking background	14	15	16	16
Neither	85	83	83	83
<i>Number of workers</i>	<i>12,394</i>	<i>12,591</i>	<i>13,983</i>	<i>14,541</i>
Private-for-profit centres				
Aboriginal and Torres Strait Islander	1	1	1	1
Non-English speaking background	7	9	9	10
Neither	92	90	90	89
<i>Number of workers</i>	<i>6,012</i>	<i>7,976</i>	<i>10,575</i>	<i>17,736</i>
'Other' centres				
Aboriginal and Torres Strait Islander	1	1	2	2
Non-English speaking background	14	14	13	15
Neither	85	85	85	83
<i>Number of workers</i>	<i>1,370</i>	<i>1,787</i>	<i>2,027</i>	<i>3,090</i>
Family day care coordination units				
Aboriginal and Torres Strait Islander	2	1	2	1
Non-English speaking background	7	8	9	8
Neither	92	91	89	91
<i>Number of workers</i>	<i>1,410</i>	<i>1,532</i>	<i>1,607</i>	<i>1,689</i>
Family day care providers				
Aboriginal and Torres Strait Islander	<0.5	<0.5	<0.5	<0.5
Non-English speaking background	17	19	19	19
Neither	83	80	81	80
<i>Number of workers</i>	<i>13,588</i>	<i>14,407</i>	<i>15,084</i>	<i>14,907</i>

Sources: 1991: DHHCS 1992. Tables 9.3.1, 10A.3.1, 10B.3.1, 11.3.1, 11.4.1.
 1992: DHHLGCS 1994. Tables 9.3.1, 10A.3.1, 10B.3.1, 11.3.1, 11.4.1.
 1993: DSHS 1995. Tables 9.3.1, 10A.3.1, 10B.3.1, 11.3.1, 11.4.1.
 1995: DHFS 1995 Census of Child Care Services, unit record file.

The variation between the States and Territories in these figures in 1995 is considerable (Table 4.6). The 'other' category of long day care centres in Western Australia had a relatively high proportion of Indigenous workers (9%), as did family day care coordination units in South Australia (7%). Relatively low proportions of workers in all service types in Queensland and Tasmania were from a non-English speaking background. The contrast is most striking for family day care providers, with around 30% of these workers in the ACT and the Northern Territory and 23% in New South Wales and Victoria having a non-English speaking background, compared with around 10% in Queensland and South Australia, and 6% in Tasmania. Only Western Australia (18%) had a figure close to the national average

(19%). These differences reflect partly the variations between the States and Territories in the proportions of their adult populations with such a background.

Table 4.6: Long day care workers by cultural background, service type, and State/Territory, 1995 (%)

Service type and cultural background	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres									
Aboriginal and Torres Strait Islander	1	1	2	1	1	3	1	3	1
Non-English speaking background	18	22	8	12	13	3	16	19	16
Neither	81	78	91	87	86	94	84	78	83
<i>Number of workers</i>	<i>5,042</i>	<i>3,548</i>	<i>2,131</i>	<i>1,185</i>	<i>1,460</i>	<i>565</i>	<i>362</i>	<i>248</i>	<i>14,541</i>
Private-for-profit centres									
Aboriginal and Torres Strait Islander	1	1	1	1	<0.5	0	1	7	1
Non-English speaking background	16	15	4	8	9	4	5	15	10
Neither	83	84	95	90	91	96	94	78	89
<i>Number of workers</i>	<i>5,388</i>	<i>3,313</i>	<i>6,473</i>	<i>1,578</i>	<i>555</i>	<i>120</i>	<i>282</i>	<i>27</i>	<i>17,736</i>
'Other' centres									
Aboriginal and Torres Strait Islander	2	<0.5	3	9	0	0	<0.5	0	2
Non-English speaking background	19	13	6	13	14	9	22	31	15
Neither	79	86	91	78	86	91	77	69	83
<i>Number of workers</i>	<i>924</i>	<i>1,051</i>	<i>326</i>	<i>191</i>	<i>167</i>	<i>80</i>	<i>290</i>	<i>61</i>	<i>3,090</i>
Family day care coordination units									
Aboriginal and Torres Strait Islander	<0.5	<0.5	1	1	7	0	0	4	1
Non-English speaking background	10	10	3	9	9	6	7	15	8
Neither	90	90	96	90	84	94	93	81	91
<i>Number of workers</i>	<i>608</i>	<i>336</i>	<i>340</i>	<i>109</i>	<i>136</i>	<i>63</i>	<i>70</i>	<i>27</i>	<i>1,689</i>
Family day care providers									
Aboriginal and Torres Strait Islander	<0.5	<0.5	1	<0.5	<0.5	2	<0.5	2	<0.5
Non-English speaking background	23	23	11	18	10	6	31	29	19
Neither	76	77	89	82	89	93	69	69	80
<i>Number of workers</i>	<i>4,144</i>	<i>4,317</i>	<i>2,781</i>	<i>759</i>	<i>1,518</i>	<i>496</i>	<i>705</i>	<i>187</i>	<i>14,907</i>

Source: DHFS 1995 Census of Child Care Services, unit record file.

4.4 Employment characteristics

Information about the working conditions of long day care workers can be obtained from a number of data items in the CSP Censuses: employment status (paid—permanent, paid—casual, or unpaid), type of work performed (direct contact with children, administrative, or other), and hours worked.

Employment status

The employment status of workers, in terms of being 'paid—permanent', 'paid—casual', and 'unpaid', has been collected in the censuses from 1992. This information has not been collected, however, for family day care providers, because they have been considered to be 'self-employed' workers rather than as employees of the schemes in which they work (DHFS 1997b).

In 1995, higher proportions of family day care coordination unit staff (90%) were classified as 'paid—permanent' than were workers in long day care centres (Table 4.7). Within the latter group, slightly higher proportions of those in community-based centres were 'paid—permanent' (71%, compared with 67% in private-for-profit and 'other' centres). Relatively few family day care coordination unit staff (3%) and centre-based workers (7–8%) were 'unpaid', a category which includes parents working as volunteers and students on work experience.

For centre-based workers and staff in family day care coordination units, the proportions in the three categories did not change very much between 1992 and 1995. Small increases in the proportion of workers classified as 'paid—permanent' occurred in private-for-profit centres and family day care coordination units, with corresponding declines in the proportion classified as 'paid—casual'. However, the opposite was the case for 'other' centres, with a small decline in the proportion of staff being 'paid—permanent' and a small increase in the proportion 'paid—casual'.

Table 4.7: Workers in long day care centres and family day care coordination units, by service type and employment status, 1992–95 (%)

Service type and employment status	1992	1993	1995
Community-based centres			
Paid permanent	72	71	71
Paid casual	20	20	22
Unpaid	9	9	7
<i>Number of workers</i>	<i>12,591</i>	<i>13,983</i>	<i>14,541</i>
Private-for-profit centres			
Paid permanent	64	63	67
Paid casual	26	27	25
Unpaid	9	9	8
<i>Number of workers</i>	<i>7,967</i>	<i>10,575</i>	<i>17,733</i>
'Other' centres			
Paid permanent	72	67	67
Paid casual	21	23	25
Unpaid	7	10	8
<i>Number of workers</i>	<i>1,787</i>	<i>2,027</i>	<i>3,090</i>
Family day care coordination units			
Paid permanent	86	89	90
Paid casual	11	7	7
Unpaid	3	4	3
<i>Number of workers</i>	<i>1,532</i>	<i>1,607</i>	<i>1,689</i>

Sources: 1991: DHHCS 1992. Tables 9.3.2, 10A.3.2, 10B.3.2, 11.3.2.
 1992: DHHGCS 1994. Tables 9.3.2, 10A.3.2, 10B.3.2, 11.3.2 .
 1993: DSHS 1995. Tables 9.3.2, 10A.3.2, 10B.3.2, 11.3.2.
 1995: DHFS 1995 Census of Child Care Services, unit record file.

The overall high (90%) proportion of family day care coordination unit staff in 1995 being 'paid-permanent' was also true in all of the jurisdictions, except Tasmania, where the figure was 83% (Table 4.8). In South Australia, where the State Government is the sponsor of all family day care schemes, 99% of these workers were 'paid-permanent', and there were no workers in the 'unpaid' category (as was also the case in the ACT and the Northern Territory). For centre-based workers, the balance between 'paid-permanent' and 'paid-casual' varied considerably between the jurisdictions. In New South Wales, for example, relatively high proportions (more than 75%) of staff in each type of centre-based care were 'paid-permanent', with correspondingly low (less than 20%) proportions 'paid-casual'. The opposite was the case in South Australia, with relatively low proportions (56–61%) of centre-based workers being 'paid-permanent' and relatively high proportions (29–39%) being 'paid-casual'. In Tasmania, relatively high proportions of workers in private-for-profit centres (35%) and 'other' centres (45%) also were 'paid-casual'.

Table 4.8: Workers in long day care centres and family day care coordination units, by service type, employment status, and State/Territory, 1995 (%)

Service type and employment status	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres									
Paid permanent	77	69	63	76	61	74	75	71	71
Paid casual	17	24	30	19	29	20	22	26	22
Unpaid	6	7	8	4	10	6	2	3	7
<i>Number of workers</i>	5,042	3,548	2,131	1,185	1,460	565	362	248	14,541
Private-for-profit centres									
Paid permanent	77	73	53	83	56	58	68	59	67
Paid casual	14	20	40	9	39	35	28	37	25
Unpaid	9	7	7	8	5	7	5	4	8
<i>Number of workers</i>	5,388	3,312	6,471	1,578	555	120	282	27	17,733
'Other' centres									
Paid permanent	76	64	63	70	56	45	67	79	67
Paid casual	16	27	30	26	34	45	29	15	25
Unpaid	8	9	7	4	10	10	4	7	8
<i>Number of workers</i>	924	1,051	326	191	167	80	290	61	3,090
Family day care coordination units									
Paid permanent	90	92	87	88	99	83	87	96	90
Paid casual	5	5	11	5	1	13	13	4	7
Unpaid	5	3	2	7	0	5	0	0	3
<i>Number of workers</i>	608	336	340	109	136	63	70	27	1,689

Source: DHFS 1995 Census of Child Care Services, unit record file.

Type of work

The type of work performed by centre-based workers—classified as ‘direct contact with children’, ‘administrative tasks’, or ‘other tasks’, such as cleaning and cooking—has also been measured in the censuses, beginning in 1992. This information is not collected for workers in family day care, because those in coordination units by definition would be doing mainly administrative work, and the providers would mainly be working with children.

In 1995, about 80% of workers in long day care centres worked primarily with children, with about 10% having mainly administrative duties and 10% having other tasks (Table 4.9). The proportion in the ‘other tasks’ category was slightly higher in community-based centres than in private-for-profit and ‘other’ centres, possibly because these latter two types of centres may have used outside contractors to a greater degree for such purposes, rather than using their own employees. Little change between 1992 and 1995 is noticeable in these figures.

Table 4.9: Workers in long day care centres by service type and major type of work, 1991-95 (%)

Service type and major type of work	1992	1993	1995
Community-based			
Direct contact with children	79	79	79
Administrative tasks	10	10	10
Other tasks	11	11	11
<i>Number of workers</i>	12,591	13,983	14,541
Private-for-profit			
Direct contact with children	81	81	82
Administrative tasks	10	10	10
Other tasks	9	9	9
<i>Number of workers</i>	7,967	10,575	17,742
‘Other’ centres			
Direct contact with children	85	85	83
Administrative tasks	8	9	10
Other tasks	7	6	7
<i>Number of workers</i>	1,787	2,027	3,090

Sources: 1992: DHHLGCS 1994. Tables 9.3.5, 10A.3.5, 10B.3.5.

1993: DSHS 1995. Tables 9.3.5, 10A.3.5, 10B.3.5.

1995: DHFS 1995 Census of Child Care Services, unit record file.

Differences in 1995 between the States and Territories in the type of work performed also were small. In the ACT, relatively high proportions of the staff in community-based centres and in private-for-profit centres were employed to work directly with children, with relatively low proportions doing ‘other tasks’. This was also the case in private-for-profit centres in Tasmania (Table 4.10).

Table 4.10: Workers in long day care centres by service type, major type of work, and State/Territory, 1995 (%)

Service type and major type of work	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based									
Direct contact with children	79	80	79	77	81	80	84	78	79
Administrative tasks	10	10	10	11	11	11	10	11	10
Other tasks	12	10	11	11	8	9	7	11	11
<i>Number of workers</i>	<i>5,042</i>	<i>3,548</i>	<i>2,131</i>	<i>1,185</i>	<i>1,460</i>	<i>565</i>	<i>362</i>	<i>248</i>	<i>14,541</i>
Private-for-profit									
Direct contact with children	80	80	84	78	80	88	86	81	82
Administrative tasks	10	10	10	11	10	10	7	11	10
Other tasks	10	10	6	11	10	3	7	7	9
<i>Number of workers</i>	<i>5,388</i>	<i>3,313</i>	<i>6,473</i>	<i>1,578</i>	<i>555</i>	<i>120</i>	<i>282</i>	<i>27</i>	<i>17,736</i>
'Other' centres									
Direct contact with children	82	84	80	80	80	84	86	75	83
Administrative tasks	10	9	12	12	15	10	9	15	10
Other tasks	8	7	8	9	5	6	5	10	7
<i>Number of workers</i>	<i>924</i>	<i>1,051</i>	<i>326</i>	<i>191</i>	<i>167</i>	<i>80</i>	<i>290</i>	<i>61</i>	<i>3,090</i>

Source: DHFS 1995 Census of Child Care Services, unit record file.

Hours worked

The hours worked in the census week by workers in the various long day care services did not change greatly between 1991 and 1995 (Table 4.11). The main exception was among family day care providers: the proportion of this group working 40 or more hours per week increased from 56% in 1991 to 64% in 1995, mainly because of the increase in the proportion working 50 or more hours, from 25% to 33%. The 1995 figure for providers compares with 4% of family day care coordination unit staff working 40 or more hours per week, 31% of workers in private-for-profit centres, 23% of workers in community-based centres, and 21% of workers in 'other' centres.

The high proportion of family day care providers working 40 or more hours per week can be explained by the nature of their work: these providers work individually in their own homes and provide care from the time the first child arrives until the last child leaves. Staff in family day care coordination units, on the other hand, are more likely to work during normal business hours, and thus relatively few of them worked 40 or more hours in the census week. The reason over 20% of workers in long day care centres worked 40 or more hours per week may be because some workers, particularly in smaller centres, are on duty from the time the centre opens to the time it closes, which often is 10 hours or more per day.

Table 4.11: Workers in long day care services, by hours worked in reference week and service type, 1991-95 (%)

Service type and hours worked	1991	1992	1993	1995
Community-based centres				
<10	16	14	14	13
10-19	12	13	13	13
20-29	17	18	17	18
30-39	33	33	32	34
40+	22	22	23	23
<i>Number of workers</i>	<i>12,425</i>	<i>12,591</i>	<i>13,983</i>	<i>14,541</i>
Private-for-profit centres				
<10	13	11	12	11
10-19	13	13	12	11
20-29	12	13	12	13
30-39	33	36	35	34
40+	28	27	28	31
<i>Number of workers</i>	<i>6,042</i>	<i>7,967</i>	<i>10,575</i>	<i>17,733</i>
'Other' centres				
<10	13	13	16	15
10-19	11	14	14	15
20-29	19	16	18	16
30-39	35	38	32	33
40+	21	20	20	21
<i>Number of workers</i>	<i>1,368</i>	<i>1,787</i>	<i>2,027</i>	<i>3,090</i>
Family day care coordination units				
<10	11	11	9	8
10-19	18	17	17	16
20-29	23	24	23	24
30-39	42	44	47	48
40+	5	4	4	4
<i>Number of workers</i>	<i>1,410</i>	<i>1,532</i>	<i>1,607</i>	<i>1,689</i>
Family day care providers				
<10	5	4	4	3
10-19	11	9	9	7
20-29	13	12	12	10
30-39	15	16	16	16
40-49	31	31	31	31
50+	25	27	28	33
<i>Number of providers</i>	<i>13,649</i>	<i>14,402</i>	<i>15,077</i>	<i>14,872</i>

Sources: 1991: DHHCS 1992. Tables 9.3.6, 10A.3.6, 10B.3.6, 11.3.6, 11.4.6.
1992: DHHLGCS 1994. Tables 9.3.6, 10A.3.6, 10B.3.6, 11.3.6, 11.4.5.
1993: DSHS 1995. Tables 9.3.6, 10A.3.6, 10B.3.6, 11.3.6, 11.4.5.
1995: DHFS 1995 Census of Child Care Services, unit record file.

4.5 Qualifications

The qualifications held by workers in child care services have been found to be an important factor related to the quality of the service (Ochiltree 1994). The legislation and regulations in most States and Territories, and the national standards for long day care centres, stipulate that at least half of the workers in centres must have a specified qualification. The national standards for family day care do not focus on formal qualifications for the providers but rather on basic competencies, experience, knowledge, and skills (Moyle et al. 1996:28–33, 62).

Information on the qualifications held by workers has been collected in each of the CSP Censuses. The census defines 'relevant qualifications' as the completion of 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 1995 about half of workers in long day care centres, two-thirds of family day care coordination unit staff, and one-fifth of family day care providers (for whom no specific qualifications are required) had completed at least one relevant qualification (Table 4.12). Between 1991 and 1995 the proportion of workers with relevant qualifications fluctuated in each service type. Changes over time in the census questions on qualifications may be responsible for some of the observed fluctuations (AIHW/DHFS 1998). If comparisons over time are confined to the censuses of 1991 and 1995, the main increases appear to be for private-for-profit centres, where the proportion of workers with qualifications increased from 42% to 48%, and for family day care providers, from 15% to 20%.

Table 4.12: Percentage of long day care workers with relevant qualifications, by service type, 1991–95

Service type	1991	1992	1993	1995
Centre-based care				
Community-based	48	51	48	50
Private-for-profit	42	50	52	48
'Other' centres	51	55	52	53
Family day care				
Coordination unit staff	66	68	66	66
Providers	15	18	16	20

Sources: 1991: DHHCS 1992. Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3.

1992: DHHLGCS 1994. Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3.

1993: DHSH 1995c. Tables 9.3.3, 10A.3.3, 10B.3.3, 11.3.3, 11.4.3.

1995: DHFS 1995 Census of Child Care Services, unit record file.

The large difference in proportions of family day care coordinators and providers with relevant qualifications stems from the different types of work carried out and their different employment conditions. Coordination unit staff are responsible for managing a network of child care providers and are employed under guidelines set by the Commonwealth, which specify that they must be 'appropriately qualified' for such a position (DHFS 1996c: Sec. 2.7). However, family day care providers are considered to be private contractors (DHFS 1997b: Sec. 14) and are not employed under awards that stipulate basic qualification levels (Petrie 1994).

There were some important differences in 1995 between the States and Territories in the proportions of workers holding relevant qualifications (Table 4.13). Relatively low proportions of workers in all service types in Tasmania had qualifications, as was also the case for family day care coordination unit staff and providers in South Australia and workers in community-based centres in South Australia and the Northern Territory. On the other hand, relatively high proportions of workers in community-based centres in the ACT and family day care providers in Western Australia were recorded as having relevant qualifications, along with family day care coordination unit staff in New South Wales and the Northern Territory.

Table 4.13: Percentage of long day care workers with relevant qualifications, by service type and State/Territory, 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Centre-based care									
Community-based	48	55	50	51	44	44	60	36	50
Private-for profit	49	44	49	47	50	43	45	56	48
'Other' centres	53	55	53	54	50	49	50	43	53
Family day care									
Coordination unit staff	77	65	61	68	42	62	53	74	66
Providers	15	25	19	36	13	15	22	18	20

Source: DHFS 1995 Census of Child Care Services, unit record file.

The type of qualifications that child care workers hold is also an important aspect of the quality of the service that they provide. The data collected in the censuses has counted the number and type of qualifications held by the workers, thus making it possible to analyse the types of qualifications held, as well as the numbers of workers holding such qualifications.

In centre-based services in 1995, a majority of the qualifications held were from specialist child care courses, mainly 2 years in duration (Table 4.14). About a quarter of the qualifications were in the early childhood or primary teaching field, with the remainder divided between 'nursing' and 'other relevant' (a category which includes accountancy, psychology, social work, and business management). An increase from 1991 to 1995 is evident in the proportion of qualifications which were early childhood teaching or from a 3-year child care course.

The national standards for centre-based long day care stipulate that recognised qualifications will only include a '2-year accredited post-secondary course in child care' or a '3-year accredited tertiary course in early childhood care or education'. According to these criteria, and assuming that a 3-year child care qualification would also be included, in 1995 just under two-thirds of the 'relevant qualifications' held by workers in each of the three types of centre-based care would meet the national standards.

Table 4.14: Relevant qualifications held by centre-based workers, by service type and type of qualification, 1991–95 (%)

Type of centre and qualification	1991	1992	1993	1995
Community-based centres				
Teaching—Early Childhood	14	14	15	16
Teaching—Primary	4	4	4	4
Nursing	14	18	17	12
Child care—1 year	11	14	12	14
Child care—2 years	41	34	36	38
Child care—3 years	4	5	6	7
Other relevant	11	10	10	9
<i>Number of qualifications</i>	6,288	6,842	7,307	8,010
Private-for-profit centres				
Teaching—Early Childhood	15	13	16	17
Teaching—Primary	8	8	9	9
Nursing	10	12	11	9
Child care—1 year	15	17	14	16
Child care—2 years	29	28	28	29
Child care—3 years	5	6	7	8
Other relevant	18	15	13	12
<i>Number of qualifications</i>	2,724	4,309	5,479	9,500
'Other' centres				
Teaching—Early Childhood	10	14	16	19
Teaching—Primary	5	4	6	6
Nursing	10	22	17	10
Child care—1 year	14	14	14	14
Child care—2 years	48	32	32	33
Child care—3 years	4	5	8	7
Other relevant	8	8	8	12
<i>Number of qualifications</i>	738	1,087	1,195	1,849

Note: Other relevant' includes qualifications in accountancy, psychology, social work, and business management.

Sources: 1991: DHHCS 1992. Tables 9.3.3, 10A.3.3, 10B.3.3.
 1992: DHHLGCS 1994. Tables 9.3.3, 10A.3.3, 10B.3.3, .
 1993: DSHS 1995c. Tables 9.3.3, 10A.3.3, 10B.3.3.
 1995: DHFS 1995 Census of Child Care Services, unit record file.

In family day care, a higher proportion of the qualifications held, both by coordination unit staff and providers, were in the 'other relevant' category (Table 4.15). For the coordination unit staff, the relatively high proportion (27% in 1995) of qualifications being in this category is indicative of the administrative and managerial duties typical of a family day care coordinator. The even higher proportion of all qualifications held by family day care providers being in the 'other relevant' category (49% in 1995) may be because for providers the 'other relevant' category includes specialised courses for 'home-based care' and for 'nannies'. A trend similar to that noted for qualifications of centre-based staff—the increase over

time in the proportion of qualifications being in early childhood teaching and from 3-year child care courses—is also evident for family day care coordination unit staff.

Table 4.15: Relevant qualifications held by family day care workers, by type of worker and type of qualification, 1991–95 (%)

Type of worker and qualification	1991	1992	1993	1995
Coordination unit staff				
Teaching—Early Childhood	13	14	13	16
Teaching—Primary	14	12	12	12
Nursing	12	11	13	11
Child care—1 year	4	5	4	4
Child care—2 years	23	21	22	26
Child care—3 years	3	4	5	4
Other relevant	31	33	31	27
<i>Number of qualifications</i>	<i>1,021</i>	<i>1,172</i>	<i>1,253</i>	<i>1,324</i>
Providers				
Teaching—Early Childhood	7	6	6	5
Teaching—Primary	13	11	11	9
Nursing	30	24	22	16
Child care—1 year	14	13	12	14
Child care—2 years	7	6	6	7
Child care—3 years	1	1	1	1
Other relevant	28	39	43	49
<i>Number of qualifications</i>	<i>2,049</i>	<i>2,676</i>	<i>2,540</i>	<i>3,157</i>

Note: 'Other relevant' includes qualifications in accountancy, psychology, social work, and business management.

Sources: 1991: DHHCS 1992: Tables 11.3.3, 11.4.3.
 1992: DHHLGCS 1994: Tables 11.3.3, 11.4.3
 1993: DSHS 1995c: Tables 11.3.3, 11.4.3.
 1995: DHFS 1995 Census of Child Care Services, unit record file.

An examination of the types of qualifications held by workers in each State and Territory in 1995 (Tables 4.16 and 4.17) reveals a number of anomalies. For example, nearly half of the qualifications held by family day care providers in Western Australia were from 1-year child care courses (Table 4.17), a proportion much greater than in any other jurisdiction. One-year child care qualifications also were over represented among the qualifications held by centre-based workers in Victoria, Queensland, Western Australia, and the ACT (Table 4.16), while relatively high proportions of the qualifications held by such workers in South Australia and Tasmania were from 2-year child care courses. In New South Wales, early childhood teaching qualifications were more common among centre-based workers than the national average (Table 4.16). Nursing qualifications, which are not recognised by the national standards, were a significant component of the qualifications of centre-based workers (Table 4.16) and of family day care coordination unit staff in Victoria and the ACT (Table 4.17), and also of family day care providers in Queensland, South Australia, Tasmania, and the Northern Territory (Table 4.17).

Some of these differences may be due to the types of training courses provided in the different jurisdictions, and some to specific licensing requirements. For example, New South Wales regulations stipulate that a centre with more than 29 places must have at least one qualified early childhood teacher on the staff (Moyle et al. 1996:36).

Table 4.16: Relevant qualifications held by centre-based workers, by service type, type of qualification, and State/Territory, 1995 (%)

Type of centre and qualification	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based									
Teaching—Early Childhood	27	6	15	6	16	11	13	13	16
Teaching—Primary	3	4	4	5	7	4	5	8	4
Nursing	9	18	11	13	9	11	18	10	12
Child care—1 year	3	24	20	27	4	6	21	12	14
Child care—2 years	37	34	40	32	46	59	29	43	38
Child care—3 years	10	7	3	6	7	2	3	3	7
Other relevant	11	8	7	11	12	7	12	9	9
<i>Number of qualifications</i>	<i>2,693</i>	<i>2,182</i>	<i>1,176</i>	<i>673</i>	<i>701</i>	<i>257</i>	<i>231</i>	<i>97</i>	<i>8,010</i>
Private-for-profit									
Teaching—Early Childhood	21	12	17	11	20	21	11	0	17
Teaching—Primary	8	13	9	6	7	16	5	0	9
Nursing	6	21	6	14	10	16	13	18	9
Child care—1 year	10	20	19	23	6	2	25	18	16
Child care—2 years	29	17	33	28	32	34	37	41	29
Child care—3 years	10	7	7	7	10	4	4	6	8
Other relevant	17	10	9	12	16	7	5	18	12
<i>Number of qualifications</i>	<i>3,000</i>	<i>1,612</i>	<i>3,608</i>	<i>788</i>	<i>289</i>	<i>56</i>	<i>130</i>	<i>17</i>	<i>9,500</i>
'Other' centres									
Teaching—Early Childhood	24	14	18	6	23	26	27	14	19
Teaching—Primary	4	6	6	4	7	5	6	17	6
Nursing	6	13	7	13	8	7	15	7	10
Child care—1 year	4	20	16	30	3	12	15	24	14
Child care—2 years	35	31	39	35	47	42	22	17	33
Child care—3 years	11	6	5	4	0	5	4	10	7
Other relevant	16	10	8	8	12	5	11	10	12
<i>Number of qualifications</i>	<i>568</i>	<i>649</i>	<i>201</i>	<i>112</i>	<i>90</i>	<i>43</i>	<i>157</i>	<i>29</i>	<i>1,849</i>

Note: 'Other relevant' includes qualifications in accountancy, psychology, social work, and business management.

Source: DHFS 1995 Census of Child Care Services, unit record file.

Table 4.17: Relevant qualifications held by family day care workers, by type of worker, type of qualification, and State/Territory, 1995 (%)

Type of worker and qualification	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Coordination unit staff									
Teaching—Early Childhood	20	10	16	12	12	11	8	17	16
Teaching—Primary	10	13	13	13	18	16	10	8	12
Nursing	7	20	12	12	3	4	30	4	11
Child care—1 year	2	5	5	11	2	4	13	0	4
Child care—2 years	31	21	23	31	18	22	13	33	26
Child care—3 years	4	3	4	13	2	2	5	0	4
Other relevant	25	28	28	9	45	40	23	38	27
<i>Number of qualifications</i>	<i>551</i>	<i>271</i>	<i>242</i>	<i>85</i>	<i>66</i>	<i>45</i>	<i>40</i>	<i>24</i>	<i>1,324</i>
Providers									
Teaching—Early Childhood	6	3	7	1	14	7	2	6	5
Teaching—Primary	9	9	8	5	7	9	10	9	9
Nursing	17	13	20	7	28	33	9	29	16
Child care—1 year	12	11	11	49	4	7	7	6	14
Child care—2 years	11	3	11	5	3	16	1	9	7
Child care—3 years	1	1	1	1	0	0	0	3	1
Other relevant	44	59	41	32	42	28	71	38	49
<i>Number of qualifications</i>	<i>649</i>	<i>1,152</i>	<i>583</i>	<i>292</i>	<i>203</i>	<i>82</i>	<i>162</i>	<i>34</i>	<i>3,157</i>

Note: For coordination unit staff, 'other relevant qualifications' are 'other teaching, accountancy, psychology, social work, and business management'. For providers, 'other relevant qualifications' are 'certificate in home-based care, nanny's course, other teaching, social work, and business management'.

Source: DHFS 1995 Census of Child Care Services, unit record file.

4.6 In-service training

The CSP Censuses have also collected information on the in-service training undertaken by workers in the 12 months prior to the census. In-service training is considered to be an important supplement to training for formal qualifications, and in some cases certain types of in-service training are a requirement under the various State and Territory regulations. For example, a proportion of child care workers in each centre (and most family day care providers) are required to have a current First Aid Certificate, and this normally implies taking a course every 2 years. The types of 'relevant training', as defined in the CSP Censuses, are 'child care related', 'management/financial', and 'other' (which includes first aid, 'communication skills', and 'conflict resolution').

In 1995, nearly 70% of all long day care centre workers, 77% of family day care providers, and 87% of family day care coordination unit staff had undertaken such training in the past year (Table 4.18). Between 1991 and 1995 the proportions of long day care workers undertaking in-service training in the 12 months prior to the census have increased for each service type. For example, among workers in private-for-

profit centres, the proportion undertaking in-service training increased from 45% in 1991 to 69% in 1995.

Table 4.18: Percentage of long day care workers undertaking in-service training in last 12 months, by service type, 1991-95

Service type	1991	1992	1993	1995
Community-based	56	63	63	69
Private-for-profit	45	58	58	69
'Other' centres	54	64	62	68
Family day care				
Coordination unit staff	79	83	84	87
Providers	68	76	74	77

Sources: 1991: DHHCS 1992. Tables 9.3.5, 10A.3.5, 10B.3.5, 11.3.5, 11.4.5.
 1992: DHHLGCS 1994. Tables 9.3.4, 10A.3.4, 10B.3.4, 11.3.4, 11.4.4.
 1993: DSHS 1995c. Tables 9.3.4, 10A.3.4, 10B.3.4, 11.3.4, 11.4.4.
 1995: DHFS 1995 Census of Child Care Services, unit record file.

It is worth noting that, while lower proportions of family day care providers had formal qualifications than did other long day care workers, higher proportions of them had undertaken in-service training compared with centre-based workers. This may be due to the assistance and encouragement given to providers by the coordination unit staff to identify and undertake suitable training (DHFS 1996c: Sec. 3.7). This increased level of training for family day care providers was not uniform in all jurisdictions, however, with relatively low levels (30% and 51% respectively) in South Australia and the ACT (Table 4.19).

Table 4.19: Percentage of long day care workers undertaking in-service training in last 12 months, by service type and State/Territory, 1995

Service type	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres	68	68	71	72	71	71	74	75	69
Private-for-profit centres	71	56	71	71	81	74	70	63	69
'Other' centres	67	67	67	63	71	68	74	75	68
Family day care coordination units	89	86	89	86	72	86	89	100	87
Family day care providers	85	77	92	78	30	92	51	93	77
All workers	74	68	76	73	56	79	64	82	72

Source: DHFS 1995 Census of Child Care Services, unit record file.

As with the qualifications held by the workers, the censuses also have counted the number and type of courses taken, so it is also possible to analyse the nature of the training that workers receive. As would be expected, the in-service training for the coordination unit staff of family day care schemes had a greater emphasis on management and financial issues. However, for the other categories of workers, the majority of the in-service training courses undertaken in the 12 months prior to the census in 1995 were related to child care (Table 4.20).

A separate category of training courses about which information was collected in 1995 covered courses designed to help workers with children who had 'additional

needs', defined as children with a continuing disability, children at risk of abuse or neglect, children of Aboriginal or Torres Strait Islander families, or children from families with a non-English speaking background (DHFS 1997c:105). Over 10% of the courses taken by workers in long day care centres were in this category, while the figures for family day care coordination unit staff and providers were 15% and 6% respectively. While only about 14% of children in all types of services were classified as having 'special' needs (Table 3.10), it appears that efforts are being made in the industry to provide a more appropriate service to these children.

Overall, there were few major differences between the States and Territories in the types of in-service training undertaken by child care workers. The main exception to this was the relatively high proportion of training courses taken by staff in the Northern Territory to assist children with additional needs, including Indigenous children.

Table 4.20: In-service training courses taken in last 12 months by long day care workers, by service type and State/Territory, 1995 (%)

Service type and type of training	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Community-based centres									
Training for additional needs children	12	13	8	9	9	5	12	17	11
Other child care related	49	49	50	56	51	56	57	50	51
Management/Financial	10	7	9	8	8	10	9	8	9
Other relevant	29	31	33	27	32	29	22	24	30
<i>Total number of course taken</i>	<i>5,216</i>	<i>3,519</i>	<i>2,258</i>	<i>1,219</i>	<i>1,497</i>	<i>563</i>	<i>417</i>	<i>287</i>	<i>14,976</i>
Private-for-profit centres									
Training for additional needs children	12	9	12	10	13	6	14	8	11
Other child care related	46	47	44	46	44	57	50	46	46
Management/Financial	6	8	6	6	4	8	6	13	6
Other relevant	36	36	38	38	39	28	30	33	37
<i>Total number of course taken</i>	<i>5,787</i>	<i>2,595</i>	<i>6,844</i>	<i>1,714</i>	<i>759</i>	<i>131</i>	<i>284</i>	<i>24</i>	<i>18,138</i>
'Other' centres									
Training for additional needs children	11	17	15	13	12	14	11	22	14
Other child care related	48	49	44	49	49	48	51	41	48
Management/Financial	10	8	8	10	5	9	9	5	9
Other relevant	30	26	34	29	35	30	29	32	29
<i>Total number of course taken</i>	<i>945</i>	<i>1,029</i>	<i>354</i>	<i>189</i>	<i>155</i>	<i>81</i>	<i>371</i>	<i>73</i>	<i>3,197</i>
Family day care coordination unit staff									
Training for additional needs children	16	12	14	15	25	14	16	25	15
Other child care related	40	43	39	36	31	28	42	24	39
Management/Financial	22	24	27	37	23	23	22	33	25
Other relevant	22	22	19	12	21	36	19	17	21
<i>Total number of course taken</i>	<i>1,057</i>	<i>529</i>	<i>579</i>	<i>157</i>	<i>163</i>	<i>109</i>	<i>98</i>	<i>63</i>	<i>2,755</i>
Family day care providers									
Training for additional needs children	6	5	9	8	8	3	4	10	6
Other child care related	48	42	41	43	52	26	45	30	43
Management/Financial	17	17	20	26	14	6	15	24	18

Other relevant	30	36	30	23	26	66	36	37	32
<i>Total number of course taken</i>	<i>5,716</i>	<i>5,317</i>	<i>4,975</i>	<i>1,054</i>	<i>646</i>	<i>668</i>	<i>499</i>	<i>389</i>	<i>19,264</i>

Source: DHFS 1997a. Tables 5.3.3, 6A.3.3, 6B.3.3, 7.3.3, 7.4.3.

A comparison of the numbers of courses taken (Table 4.20) with the numbers of workers in each service type taking such courses (derived from Tables 4.1 and 4.18) indicates that workers in long day care centres who took in-service training had, on average, 1.5 courses in the 12 months prior to the 1995 census. The comparison figures for family day care providers and coordination unit staff were 1.7 and 1.9. This again illustrates the greater emphasis in family day care on in-service training. While family day care providers have longer hours 'on the job', the coordination units for the schemes in which they work appear to be having some success in identifying in-service training opportunities and in making arrangements for alternative care for the children while the providers attend such courses.

5 Conclusion

This paper has presented an overview of the changes occurring from 1991 to 1995 in the provision and use of long day care services in Australia, and additional information about these services in 1995. Data for this overview have come mainly from censuses conducted by the Children's Services Program (CSP) of the Commonwealth Department of Health and Family Services, which provides the majority of the funding for these services. The overview has presented evidence of the growth of these services in terms of service providers, places and children, and has examined the available data regarding the way the services are provided and the characteristics of the children using the services and the workers involved in providing the services.

Most of the data have been analysed according to each type of long day care service: community-based centres, private-for-profit centres, 'other' long day care centres (employer-sponsored and other non-profit centres), and family day care services. Data from the most recent year, 1995, have also been analysed according to States and Territories.

The period covered by the overview has been one of rapid growth, most accurately measured by the increase in the number of places (from 120,000 to 200,000, or 67%), children enumerated in the census (from 190,000 to 320,000, or 66%), and workers enumerated in the census (from 35,000 to 52,000, or 50%). Another major change over the period has been a shift in the relative size of the various sectors, with much of the growth occurring in the private-for-profit sector, which accounted for 45% of all places in 1995 (compared with about 30% in 1991).

Along with this overall growth in long day care services, there has been an extension of the daily hours that long day centres operate. For example, 50% of private-for-profit centres were open for 11 or more hours per day in 1995, compared with 31% in 1991. Family day care providers also increased the hours per week in which they provided care: in 1995, 64% provided 40 or more hours of care in the census week, compared with 56% in 1991. The amount of time that children spend in care, by contrast, did not increase correspondingly over the period, with the majority (over 50%) of children in all service types spending less than 20 hours per week in care.

An important trend for the users of long day care has been the increase in the costs of care, as measured by the 'average' weekly fees for full-time care. These figures rose over the period by 18% for community-based centres (to \$139 in 1995), 22% for private-for-profit centres (to \$142), 16% for 'other' centres (to \$138), and 14% for family day care (to \$122). These increases compare to an increase over the same period of 10% in the consumer price index, and an increase of 12% in the Childcare Assistance ceiling fee (from \$100 in 1991 to \$112.50 in 1995).

At the beginning of the period, a major difference between the service types was in the proportion of the children who were under 2 years of age, with only 8% of children in private-for-profit centres being in this category, compared with 18% in

community-based centres, 22% in 'other' centres, and 23% in family day care. By the end of the period a slight increase (to 10%) had occurred in private-for-profit centres, compared with small decreases in the other service types. At the other end of the age scale, family day care continued to have a high proportion (over 20%) of children who were 6 years or older (and thus of school age), compared with 4% in private-for-profit centres and less than 1% in community-based centres.

A major aim of the CSP has been to provide 'work-related care', that is, to assist parents who are in the labour force or who are studying or training for employment. The proportion of children in the various types of long day care for work-related reasons increased over the period from 74% to 82% for community-based centres, from 87% to 91% for family day care, and from 61% to 69% for private-for-profit centres, and was unchanged for 'other' centres at 82%. Another aim of the CSP is to provide opportunities for care for children with special needs (such as disability, at risk of abuse or neglect, Indigenous or non-English speaking background). About 20% of children in community-based centres and 'other' centres and 10% of children in family day care had some special need in 1995, figures which had not changed greatly since 1991. In private-for-profit centres the proportion of children with some special need increased from 10% in 1991 to 13% in 1995.

The profile of the workers in long day care services has also changed in some respects over this period. For example, there have been small increases in each service type in the proportion of workers who have a non-English speaking background, from 17% to 19% for family day care providers, from 14% to 16% for workers in community-based centres, and from 7% to 10% in private-for-profit centres. The proportion of workers with relevant qualifications has also increased for all service types (for example, from 48% to 50% for workers in community-based centres, from 42% to 48% for those in private-for-profit centres, and from 15% to 20% for family day care providers), as has the proportion undertaking an in-service training course in the previous year (56% to 59% for workers in community-based centres, 45% to 69% in private-for-profit centres, and 68% to 77% for family day care providers).

Since these data were collected, there have been some significant changes in Commonwealth child care policies, such as the removal of operational subsidies for most community-based centres and limitations on the receipt of Childcare Assistance for children in non-work-related care (AIHW 1997). In light of these changes, the data reported here will become an important bench mark against which the effects of the recent policy changes can be measured to understand their impact on long day care services.

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