

An Analysis of Federal Funding of Children's Services - A Sourcebook

Author:

Sweeney, Tania

Publication details:

Working Paper No. 22

Reports and Proceedings

858232545 (ISBN)

Publication Date:

1982

DOI:

<https://doi.org/10.26190/unsworks/954>

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SWRC Reports and Proceedings

No 22

May 1982

AN ANALYSIS OF FEDERAL FUNDING OF CHILDREN'S SERVICES - A SOURCEBOOK

by

Tania Sweeney



Social Welfare Research Centre

THE UNIVERSITY OF NEW SOUTH WALES
P.O. BOX 1 • KENSINGTON • NEW SOUTH WALES • AUSTRALIA • 2033

SWRC REPORTS AND PROCEEDINGS
No. 22 **May 1982**

Reprinted **September 1985**
Reprinted **September 1988**

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ISSN 0159 9607
ISBN 85823 254 5

Social Welfare Research Centre
The University of New South Wales
P.O Box 1, Kensington, N.S.W. 2033, Australia

Printed on the inside and outside back cover is a complete list of the Reports and Proceedings series of the Social Welfare Research Centre.

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PREFACE

With the growth of the Federal Government's involvement in children's services, community groups have become increasingly interested in the nature of the financial support provided from that source. However, the financial data are rather limited and are rarely available in a form which can be readily understood. It has not been collated in one place so that groups or individuals can glean a picture of trends and changes in funding. This sourcebook is a start to filling this gap in information. It is intended as a guide only, as much of the data provided by the government about the federal child care program is inconsistent or incomplete.

Much of this data was collected during the preparation of Reports and Proceedings No.19, Services for Young Children : Welfare Service or Social Parenthood? published by the Social Welfare Research Centre. Some of the questions raised by analysis of the data have been discussed in that report. Other issues, for example equity and equality of federal policies relating to the different States, could not be taken up in that report but will be considered at a later stage. Nevertheless, the data collected are valuable for those wishing to understand patterns of funding and associated issues and hence are presented in this booklet. I accept sole responsibility for any errors or omissions in the data.

Tania Sweeney
19 May 1982

I gratefully acknowledge the assistance of Pauline Garde in the compilation of the tables. I would also like to thank Barbara McNulty, Jill Saffron and Adam Jamrozik for their useful comments and advice and Geraldine McWhinney and Jenny Young for their patience in typing the tables and text.

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INTRODUCTION

This handbook collates existing data on federal funding of children's services under the Child Care Act (1972), the Interim Pre-School and Child Care Program (1973-76) and since then under the Children's Services Program administered by the Office of Child Care of the Department of Social Security. Its aim is to help those interested in children's services and those working in the children's services field to address the following questions :

1. How much does the Federal Government spend on children's services?
2. What kinds of services does it fund and to what extent?
3. What funding changes have occurred over time?

The extent to which it is possible to answer these questions is limited by the availability of relevant information. In most cases, the data presented here are drawn from published sources such as budget papers, Department of Social Security Annual Reports, Commonwealth Parliamentary Debates, ministerial press releases and speeches and statements from the Office of Child Care. In other instances, the writer has compiled tables from several sources or has derived figures from the available material. The following points need to be made :

1. Much of the data is unavailable, for example historical data by service type.
2. Form of presentation varies from year to year, so that it becomes hazardous to make comparisons or discern trends in funding of particular services; for example, on one occasion a service category can be 'day care', on another 'day care and multi-functional services'.
3. Funding figures from different government sources frequently do not match, e.g. budget papers may differ from table to table or from year to year and they in turn may differ from Office of Child Care figures. Hence there is the problem of deciding which figures to use.

There are a number of aspects of children's services which warrant detailed attention but which are beyond the scope of this report, e.g.

1. State government funding.
2. Parent fee (or other) contributions.
3. Commercial provision of services.

Where possible, figures are provided for all States and Territories. However, some significant data have not been incorporated. Due to administrative arrangements, pre-schools in the Australian Capital Territory (A.C.T.) are funded through the Commonwealth Department of Education, and hence their funds are not drawn from the Children's Services Program. This situation applied in the Northern Territory (N.T.) until 1979 when pre-school funding was transferred from the Commonwealth Department of Education to the Department of Social Security and became part of the Children's Services Program. It has not been possible at this stage to obtain historical data relating to the Commonwealth funding of pre-schools in the A.C.T. or before 1979 in the N.T. Unless otherwise stated, data in relation to the Territories refer to child care services.

Despite endeavours to create a full and consistent set of data from existing sources, some gaps and some minor discrepancies remain. However, it is hoped that this handbook will stimulate closer examination of federal funding of children's services and possibly encourage more comprehensive provision of information.

HISTORY OF FEDERAL SUPPORT FOR CHILDREN'S SERVICES

Prior to the 1970s, the Federal Government supported children's services in a very limited way :

1. Since the late 1930s, the Commonwealth has provided assistance to a Lady Gowrie Child Care Centre in each State for the purpose of providing a 'model' child health and education program.
2. During World War II, the Government gave temporary assistance to organisations to help cover the additional costs they incurred in expanding their services to provide care for the children of women working in essential industries.
3. In the late 1960s, the Government introduced scholarships for trainee pre-school teachers and provided capital funds to assist

pre-school teacher training colleges to expand in order to increase enrolments.

It was not until the 1970s that the Federal Government became involved in children's services in a major way. In October 1972, the Government introduced the Child Care Act, 1972. This Act enabled the Government to provide financial assistance to help establish and operate non-profit child care centres, and to provide subsidies to allow centres to reduce fees for low income and special need families. The capital grants were unmatched, i.e. the States were not required to contribute to capital costs.

In the budget of 1973-74, the Government provided for an expenditure on both pre-school and day care services (\$10 million and \$8.2 million respectively). Expenditure under the Interim Pre-School and Child Care Program commenced in January 1974. It was proposed to integrate services previously funded under the Child Care Act, 1972, into the over-all program of financial assistance to both pre-schools and child care centres.

It was intended that the government commissioned report, The Care and Education of Young Children, prepared by the Australian Pre-Schools Committee would form the basis for implementing the Interim Pre-School and Child Care Program. Controversy surrounded the establishment of this committee and the preparation of its report, with women's lobby groups such as Women's Electoral Lobby claiming it was biased in favour of pre-school education as opposed to day care services.

Two further reports were requested by the Government : the Social Welfare Commission's Project Care (1974) and the Priorities Review Staff paper, Early Childhood Services (1974). The Government adopted the recommendations of these reports in so far as it decided to support a wider range of services, including not just pre-school education centres and centre-based day care, but also Family Day Care, outside school hours care and occasional care.

The Priorities Review staff also recommended the establishment of a Children's Bureau and although legislation for the establishment of a Children's Commission was enacted, it was never proclaimed. However, an Interim Committee of the Children's Commission was appointed in September 1974, with the responsibility for implementing the Interim Pre-School

and Child Care Program. That Committee was in turn responsible to the Special Minister of State in his capacity as Minister assisting the Prime Minister.

Appropriations remained with the Department of Prime Minister and Cabinet until June 1976, when the program became the responsibility of the Minister for Social Security who established the Office of Child Care within that department to administer the program.

In the early 1970s, there were two major components to the funding - pre-school and centre based day care. However the Children's Services Program, as it has been called since 1976, provides funds for a wider range of services and for a wider range of target groups, i.e. not only for pre-school children (birth up to the age of school entry) but also for school-age children, youth and families 'in need'. In addition, particular services funded vary from year to year so that comparisons over time are problematic. Many projects are of a pilot nature, receive funding for limited periods, may or may not be re-funded, or may be funded under other arrangements. In other words, the composite list of services funded in any given year varies from that of any other year. The following list of projects funded since 1974 illustrates this point :

1. Alternatives to Residential Care (February 1976-February 1979).
2. Catalyst Program (1975-1977).
3. Neighbourhood Children's Centres (1977+).
4. Children's Services Development Officers (Approved 1975 - commenced 1977).
5. Vacation Care (1974-1975+).
6. Before and After School Hours Care (1974-75+).
7. Work-based and Work-Related Child Care (January 1977+).
8. Occasional Care (1975+).
9. Family Support Scheme (January 1978 to January 1981, extended until January 1984).
10. Child Care in Women's Refuges (Approved June 1978 - commenced late 1979).
11. Youth Services Scheme (1 July 1979 - 30 June 1982).
12. Aboriginal Children's Services (Approved May 1978, for the financial year 1978-1979).

Other services such as Welfare Rights Officers, Community Information Centres and services for specific target groups, e.g. handicapped children, children 'at risk', are also funded but detailed data on these services are not immediately available.

Definitions of services are included in Appendix I.

TOTAL EXPENDITURE UNDER THE CHILDREN'S SERVICES PROGRAM - TABLE 1

Services for children, largely centre-based day care, provided in the States began attracting Commonwealth financial support in 1972-73 under the Child Care Act, 1972. Under this Act, payments for capital and recurrent purposes commenced in 1973-74 and were largely made direct to non-profit organisations and local government bodies - that is, not by way of payments to the States. Payments to the States for pre-school centres commenced in calendar year 1974 under the Interim Pre-School and Child Care Program and have continued since then under the Children's Services Program, as have the direct forms of payment.

The program is now administered by the Office of Child Care which was established under the Minister for Social Security in 1976 to advise on programs providing for capital and recurrent assistance for pre-school and child care projects. The child care component of the program or 'other' component as it is commonly called, now covers other services besides centre-based day care. It includes Family Day Care, Neighbourhood Children's Centres, occasional care, before and after school hours care, vacation care, a Family Support and Youth Services Scheme, among other services.

The expenditure figures show increased growth in spending on the Children's Services Program every year except 1978-79. However, when the figures are adjusted against 1973-74 prices, there has been a steady decline since 1975-76.

TABLE 1

TOTAL EXPENDITURE UNDER THE CHILDREN'S SERVICES PROGRAM
IN ACTUAL AND CONSTANT (1973-74) PRICES (a)
1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	EXPENDITURE	% CHANGE	INDEX NUMBER	CONSTANT 1973-74 PRICES	% CHANGE
1973-74	8.974		134.7	8.974	
1974-75	45.230	+404.0	154.1	39.536	+340.6
1975-76	63.970	+ 41.4	180.2	47.818	+ 20.9
1976-77	67.086	+ 4.9	202.4	44.647	- 6.6
1977-78	71.197	+ 6.1	229.6	41.769	- 6.4
1978-79	63.836	- 10.3	247.7	34.714	- 16.9
1979-80	69.226	+ 8.4	269.6	34.587	- 0.4
1980-81	74.034	+ 6.9	298.4	33.420	- 3.4
1981-82 (b)	80.100	+ 8.2	324.7	33.229	- 0.6

Source : Table 98, Department of Social Security, Annual Report,
1980-81, p.142.

Notes : (a) The deflator used was the Consumer Price
Index.

It is assumed that these are the actual figures at the
beginning of the financial year.

(b) Budget estimate

TOTAL ALLOCATIONS AND EXPENDITURES - TABLE 2

In the early years of the program, there was a significant under-expenditure of funds allocated. Grants for capital works were sometimes not spent for two to three years for various reasons, particularly those relating to delays in obtaining approval of plans by state and local authorities.

Each year, increasing proportions of the allocations have been for recurrent purposes and fewer capital projects have been approved. Consequently most of the allocation has been expended. In fact, in 1980-81, there was an overexpenditure of funds, partly attributable to previously approved projects commencing operation, cost increases due to wage adjustments paid to staff in day care centres and unforeseen extension of some programs, such as the Family Support Program.

TABLE 2

TOTAL ALLOCATIONS AND EXPENDITURE UNDER THE CHILDREN'S SERVICES PROGRAM, 1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	ALLOCATION	EXPENDITURE	DIFFERENCE	EXPENDITURE AS % OF ALLOCATION
1973-74	18.200 (a)	8.974 (a)	- 9.226 (a)	49.3
1974-75	75.000 (b)	45.230	- 29.770	60.3
1975-76	74.000	63.970	- 10.030	86.4
1976-77	74.400	67.086	- 7.314	90.2
1977-78	73.300	71.197	- 2.103	97.1
1978-79	65.100	63.836	- 1.164	98.1
1979-80	69.300	69.226	- .074	99.9
1980-81	69.220	74.034	+ 7.814	106.9
1981-82	80.100	Not applicable	Not applicable	Not applicable

Source : Budget Paper No.7, 1974-75, p.39;
 " " No.1, 1975-76, p.31;
 " " No.1, 1976-77, p.36;
 " " No.1, 1977-78, p.71;
 " " No.1, 1978-79, p.87;
 " " No.1, 1979-80, p.107;
 " " No.7, 1980-81, p.47;
 " " No.1, 1981-82, p.73 and p.101

Notes : (a) In the budget of 21 August, 1973, \$8.2 million was allocated to child care and \$10 million to pre-school services. The bill to allow the \$10 million expenditure for pre-schools was one of the ten bills rejected in the Senate early in 1974, when that House rejected supply. The bill was eventually passed, but the delay meant expenditure was made between 11 April and 30 June, 1974.

(b) The 1974-75 budget originally allocated \$34 million to the Interim Pre-School and Child Care Program, but this was subsequently increased to \$75 million with the introduction of the mini-budget in May 1974.

BUDGET OUTLAYS - TOTAL BUDGET, SOCIAL SECURITY AND WELFARE,
CHILDREN'S SERVICES PROGRAM - TABLE 3

Expenditure on the Children's Services Program constitutes a minute proportion of the total Federal expenditure. Since the Program's inception in 1973-74, the highest allocation of funds occurred in 1975-76 when the allocated amount of \$63.970 million constituted 0.293 per cent of that year's total Federal expenditure of \$21,861 million. Since then, funds allocated to the Children's Services Program have gradually decreased, both in constant prices and as a proportion of total Budget expenditure. The estimated expenditure of \$80.1 million on the Children's Services Program for 1981-82 constitutes only 0.196 per cent, or less than one-fifth of one per cent of \$40,862 million. As a proportion of the total Federal expenditure, the allocation of funds to the Children's Services Program for 1981-82 constitutes a decrease of 33.1 per cent since 1975-76.

Children's Services Program funds as a proportion of Commonwealth expenditure on social security and welfare have also decreased in that time. The allocation to social security and welfare, as a proportion of the total Commonwealth expenditure has remained steady (with only marginal variation) since 1977-78, at 27.8 per cent. However, Children's Services Program expenditure as a proportion of expenditure on social security and welfare (of which it is a part) has decreased from 1.272 per cent in 1975-76 to the estimated 0.705 per cent in 1981-82, or a 44.6 per cent decrease on the 1975-76 figure.

Expansion has occurred, especially since 1975-76, in the range of services provided under the Program, such as extension of support into the areas of family support, services for school-age children and youth under the age of 18 years.

TABLE 3

COMMONWEALTH BUDGET OUTLAYS 1974-75 TO 1981-82
(ESTIMATED) (TOTAL OUTLAYS, SOCIAL SECURITY
AND WELFARE, CHILDREN'S SERVICES PROGRAM)

YEAR	(1)	(2)	(3)			
	Total Budget Outlays :	Social Security and Welfare :	Children's Services Program :			
	\$M	\$M	% of (1) Total Outlay	\$M	% of (1)	% of (2)
1973-74	12,229	2,487	20.3	8.974	0.073	0.361
1974-75	17,839	3,712	20.8	45.230	0.254	1.218
1975-76	21,861	5,030	23.0	63.970	0.293	1.272
1976-77	24,123	6,367	26.4	67.086	0.278	1.054
1977-78	26,738	7,425	27.8	71.197	0.266	0.959
1978-79	29,012	8,095	27.9	63.836	0.220	0.789
1979-80	31,660	8,783	27.7	69.226	0.219	0.792
1980-81	36,274	9,917	27.3	74.034	0.204	0.747
1981-82(a)	40,862	11,357	27.8	80.100	0.196	0.705

Source : (1) and (2) Budget Statements 1981-82, Paper No.1, p.287;
(3) Department of Social Security, Annual Report 1980-81, p.142.
(a) Budget Estimate. Budget Paper No.1, 1981-82, pp.73 and 101.

PROJECTS SUPPORTED THROUGH THE CHILDREN'S SERVICES PROGRAM - TABLE 4

The components of the Program, as at June 1981, and the estimated allocation of funds are shown in Table 4. As can be ascertained from that Table, the largest proportion of allocated funds for the year 1980-81 was the block grant to the States for pre-schools (42.1 per cent of funds). The second largest was the allocation of funds to day care centres etc. and to family day care schemes (38.1 per cent of all funds). Family Support Services came third with 6.0 per cent of funds.

It should be noted that the Table lists projects within each identified component. It also lists persons whose salary is paid through the Children's Services Program as 'projects'. Two other aspects of the Table need to be noted. First, the data refer to projects receiving support, or approved to receive support through the Children's Services Program; it is not known therefore how many projects were actually supported financially by the Children's Services Program. Second, the Table does not give any information on the number of children using the services supported by the Children's Services Program.

TABLE 4

PROJECTS SUPPORTED THROUGH CHILDREN'S SERVICES
PROGRAM (ESTIMATED NUMBER OF PROJECTS RECEIVING
(OR APPROVED TO RECEIVE) CHILDREN'S SERVICES PROGRAM SUPPORT)

SERVICE TYPE	Projects and Services as at 30 June 1981(1)	Estimated Expenditure for 1980-81(2) \$M	% of total
Day Care Centres, neighbourhood centres and other child care services	598	18.717	25.3
Family Day Care Schemes	172	9.458	12.8
Outside school hours care	228	1.467	2.0
Children's Services workers	58	1.169	1.6
Research and evaluation	13	1.080	1.5
Playgroup support	17	not identified	
Services for disabled children	69	1.556	2.1
Family Support Services Schemes	173)	
Family Support Services (not funded through Scheme)	61) 4.477	6.0
Youth Services Scheme	71) 1.007	1.4
Youth Services (not funded through Scheme)	8)	
Miscellaneous	54	2.081	2.8
Vacation Care	Not included in DSS Annual Rep.	0.915	1.2
Child Care in Women's Refuges	Not identified	0.924	1.2
Sub Total ...	1,522	42.851	57.9
Pre-Schools (paid through block grant to the States)	4,183	31.183	42.1
Total ...	5,705	74.034	(100)

Source : (1) Department of Social Security, Annual Report 1980-81, p.58.
(2) M. Coleman, Children's Services Program : Funding and Planning,
August 1981.

FUNDING UNDER THE CHILDREN'S SERVICES PROGRAM BY MAJOR COMPONENTS -
TABLE 5

Prior to 1976, services provided in the main fell into two distinct categories; pre-school education and day care services. The latter component of services other than pre-school is usually referred to as the 'other' or 'care' component.

It is possible to trace the relative weighting of expenditure on the two major components over the life of the program. There has been a 30 per cent shift of emphasis in expenditure from pre-school to the 'other' component over the period under review. However, it should be noted that the 'other' component initially referred to day care alone. Now, a range of services is provided (see Table 4). The range of target populations has been similarly expanded (originally services were aimed only at children prior to age of school entry; now school age children, youth and families are also covered).

TABLE 5

EXPENDITURE TREND UNDER THE CHILDREN'S SERVICES PROGRAM
BY MAJOR COMPONENTS, 1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	EXPEND. ON PRE-SCHOOLS	EXPEND. ON OTHER SERVICES	TOTAL EXPEND.	% PRE-SCHOOL OF TOTAL	% OTHER SERVICES OF TOTAL
1973-74	6.479	2.495	8.974	72.20	27.80
1974-75	37.077	8.153	45.230	81.97	18.03
1975-76	47.029	16.941	63.970	73.52	26.48
1976-77	49.018	18.068	67.086	73.07	26.93
1977-78	45.994	25.203	71.197	64.60	35.40
1978-79	32.750	31.086	63.836	51.30	48.70
1979-80	33.090	36.136	69.226	47.80	52.20
1980-81	31.183	42.851	74.034	42.12	57.88
1981-82(a)	33.090	47.010	80.100	41.31	58.69

Source : Table 98, Department of Social Security, Annual Report, 1980-81, p.142.

Notes : (a) Budget estimate.

EXPENDITURE, BY MAJOR COMPONENTS, IN ACTUAL AND CONSTANT PRICES -
TABLE 6

The funding levels of both parts of the program, pre-school and other, have been affected by inflation, as Table 6 shows. There are two points to consider when interpreting this table. Firstly, there has been little expansion of the program in terms of new services and hence little increase in funds allocated; and, secondly, for many existing services the level of funding has been held constant. For one major component, i.e. the pre-school component, the block grant has been held constant since 1978-79 and for many services in the other component, the funding formula does not allow for wage adjustments or inflation. Together, this has had the effect of further eroding the value of funds allocated.

TABLE 6

EXPENDITURE TREND UNDER THE CHILDREN'S SERVICES PROGRAM,
BY MAJOR COMPONENTS, IN ACTUAL AND CONSTANT (1973-74) PRICES (a),
1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	PRE-SCHOOL		OTHER		TOTAL	
	EXPEND -ITURE	CONSTANT 1973-74 PRICES	EXPEND -ITURE	CONSTANT 1973-74 PRICES	EXPEND -ITURE	CONSTANT 1973-74 PRICES
1973-74	6.479	6.479	2.495	2.495	8.974	8.974
1974-75	37.077	32.409	8.153	7.127	45.230	39.536
1975-76	47.029	35.154	16.941	12.663	63.970	47.818
1976-77	49.018	32.622	18.068	12.025	67.086	44.647
1977-78	45.994	26.983	25.203	14.786	71.197	41.769
1978-79	32.750	17.810	31.086	16.905	63.836	34.714
1979-80	33.090	16.533	36.136	18.055	69.226	34.587
1980-81	31.183	14.076	42.851	19.344	74.034	33.420
1981-82(a)	33.090	13.727	47.010	19.502	80.100	33.229

Source : Table 98, Department of Social Security, Annual Report, 1980-81, p.142 (expenditure figures).

Notes : (a) The deflator used was the Consumer Price Index.

(b) Budget estimate.

RECURRENT, CAPITAL AND TOTAL EXPENDITURE - TABLE 7

Funding for children's services has one of two purposes. Either it is recurrent funding used to help meet ongoing expenses incurred in running a centre or a program (especially wages and salaries) or it is capital funding used for the construction, purchase or renovation of centres' premises or the purchase of equipment, and on occasions, capital funding has included once only mortgage payments. The most outstanding characteristic of tables relating to purpose funding is the transfer from capital to recurrent funding.

The recurrent/capital ratio has changed from approximately 60/40 to 98/2 over six years. Capital funding now constitutes an almost negligible proportion of the total Children's Services Program. This in part relates to the changed funding system for the pre-school component. With the introduction of the block grant for pre-schools, a specific allocation for capital funding ceased. The block grant approximated the previous level of recurrent (not total) funding.

TABLE 7

RECURRENT, CAPITAL AND TOTAL EXPENDITURE UNDER THE
CHILDREN'S SERVICES PROGRAM, 1973-74 TO 1981-82 (\$ MILLIONS)

YEAR	EXPENDITURE	% OF TOTAL EXPENDITURE
	<u>RECURRENT</u>	
1973-74	5.423	60.4
1974-75	23.852	52.7
1975-76	41.611	65.0
1976-77	48.428	72.2
1977-78	57.213	80.4
1978-79	57.617	90.3
1979-80	63.341	91.5
1980-81 (est)	69.113	93.4
1981-82 (est)	78.954	98.6
	<u>CAPITAL</u>	
1973-74	3.551	39.6
1974-75	21.378	47.3
1975-76	22.359	35.0
1976-77	18.658	27.8
1977-78	13.984	19.6
1978-79	6.219	9.7
1979-80	5.885	8.5
1980-81 (est)	4.921	6.6
1981-82 (est)	1.146	1.4
	<u>TOTAL</u>	
1973-74	8.974	100.0
1974-75	45.230	"
1975-76	63.970	"
1976-77	67.086	"
1977-78	71.197	"
1978-79	63.836	"
1979-80	69.226	"
1980-81	74.034	"
1981-82 (a)	81.100	"

Source : Coleman, 1981.

Note : (a) Budget estimate, 1981-82.

RECURRENT, CAPITAL AND TOTAL EXPENDITURE IN ACTUAL AND CONSTANT PRICES -
TABLE 8

Both recurrent and capital aspects of the Children's Services Program have been affected by inflation. Recurrent funding, in money terms, shows consistent growth throughout the life of the program. However, once the figures are adjusted for inflation, it is clear that there has been very little variation in funding since 1975-76.

The situation is quite different for capital funding in that there has been a marked decline in capital expenditure since 1975-76, a trend accentuated by adjustment for inflation. The first and largest drop occurred in 1978-79 after the introduction in January 1977 of block grants to the States for pre-schools. The financial year 1977-78 was the last year of specific capital funding for pre-schools and contained some carry over funding (see Table 11). Since that date no specific capital allocation for pre-schools has been made.

The capital funding in Table 8 since 1978-79 then relates to the other component, made up of services funded direct to organisations (largely day care) (Table 13) and services funded via the States (Table 14). (See Tables 17 and 18 for an explanation of the way in which services are funded on a state and territory basis).

TABLE 8

RECURRENT, CAPITAL AND TOTAL EXPENDITURE UNDER THE CHILDREN'S SERVICES PROGRAM IN ACTUAL AND CONSTANT (1973-74) PRICES, (a) 1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	EXPEN- DITURE	% CHANGE	CONSTANT 1973-74 PRICES	% CHANGE
<u>RECURRENT</u>				
1973-74	5.423		5.423	
1974-75	23.852	+339.8	20.849	+284.5
1975-76	41.611	+ 74.5	31.104	+ 49.2
1976-77	48.428	+ 16.4	32.230	+ 6.8
1977-78	57.213	+118.0	33.565	+ 4.0
1978-79	57.617	+ 0.7	31.332	- 6.7
1979-80	63.341	+ 9.9	31.647	+ 1.0
1980-81	69.113	+ 9.1	31.198	- 1.4
1981-82	78.954	+ 14.2	32.753	- 8.8
<u>CAPITAL</u>				
1973-74	3.551		3.551	
1974-75	21.378	+502.0	18.687	+426.2
1975-76	22.359	+ 4.6	16.713	- 10.6
1976-77	18.658	- 16.6	12.417	- 25.7
1977-78	13.984	- 25.1	8.204	- 33.9
1978-79	6.219	- 55.5	3.382	- 58.8
1979-80	5.885	- 5.4	2.940	- 13.1
1980-81	4.921	- 16.4	2.22	- 24.5
1981-82	1.142	- 76.8	0.47	- 78.8
<u>TOTAL</u>				
1973-74	8.974		8.974	
1974-75	45.230	+404.0	39.536	+340.6
1975-76	63.970	+ 41.4	47.818	+ 20.9
1976-77	67.086	+ 4.9	44.647	- 6.6
1977-78	71.197	+ 6.1	41.769	- 6.4
1978-79	63.836	- 10.3	34.714	- 16.9
1979-80	69.226	+ 8.4	34.587	- 0.4
1980-81	74.034	+ 6.9	33.419	- 3.4
1981-82	81.100	+ 9.5	33.643	+ 0.7

Source : Coleman, 1981.

Notes : (a) The deflator used was the Consumer Price Index.

(b) Budget estimate, 1981-82.

RECURRENT, CAPITAL AND TOTAL EXPENDITURE, BY STATES AND TERRITORIES -
TABLE 9

The Office of Child Care has provided figures which allow the expenditures shown in the previous table to be broken down by States and Territories.

The most significant feature of the recurrent funding figures is the increase from 1978-79 to 1979-80 for both the A.C.T. by approximately one third and the N.T. by more than double. (A.C.T. figures include some national projects and N.T. figures from 1979-80 include pre-school funding for the first time. This accounts for part of the increase in funding levels). State figures, by comparison show slight or no proportional increase.

With regard to capital funding, the States which have been the most affected by reduced expenditure are the more populated states such as New South Wales (N.S.W.), and Victoria.

Reductions in total expenditure were made in 1976-77 for the smaller States - Queensland, South Australia, Western Australia and Tasmania , in 1977-78 for New South Wales and 1978-79 for both New South Wales and Victoria. The 1978-79 figures for most of the States are lower than those for the previous year. Many of these changes, that is reductions, can be attributed to changes in the pre-school funding formula.

TABLE 9

RECURRENT, CAPITAL AND TOTAL EXPENDITURE UNDER THE CHILDREN'S
SERVICES PROGRAM, BY STATES AND TERRITORIES,
1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	ACT	N.T.	AUST.
<u>RECURRENT</u>									
1973-74	1.735	1.297	.637	.765	.542	.327	.120	-	5.423
1974-75	6.600	7.056	2.113	3.842	2.579	1.353	.309	.001	23.852
1975-76	10.776	12.241	5.992	5.243	4.982	2.156	.216	.004	41.611
1976-77	10.964	14.145	8.383	6.037	5.874	2.595	.346	.084	48.428
1977-78	13.686	16.151	9.868	6.823	7.006	2.809	.687	.183	57.213
1978-79	14.714	14.713	10.357	6.252	7.020	2.379	1.686	.495	57.617
1979-80	16.106	16.361	10.975	6.554	7.428	2.576	2.188	1.054	63.341
1980-81	*	*	*	*	*	*	*	*	*
1981-82(est) (a)	19.865	20.314	13.176	7.646	8.645	2.900	2.493	1.547	76.586
<u>CAPITAL</u>									
1973-74	.695	.460	1.085	.517	.351	.291	.152	-	3.551
1974-75	6.172	3.332	4.645	3.354	2.315	1.538	.017	.004	21.378
1975-76	5.985	4.482	4.497	2.756	2.061	2.539	.026	.014	22.359
1976-77	8.464	6.251	1.997	1.031	.512	.331	.018	.054	18.658
1977-78	4.608	5.801	2.904	.373	.242	.478	.021	.367	13.984
1978-79	1.706	1.530	.948	.260	.381	.369	.504	.521	6.219
1979-80	1.578	1.126	1.305	.442	.370	.497	.265	.402	5.885
1980-81	*	*	*	*	*	*	*	*	*
1981-82	*	*	*	*	*	*	*	*	3.514
<u>TOTAL</u>									
1973-74	2.430	1.757	1.722	1.282	.893	.618	.272	-	8.974
1974-75	12.772	10.388	6.758	7.196	4.894	2.891	.326	.005	45.230
1975-76	16.761	16.723	10.489	7.999	7.043	4.695	.242	.018	63.970
1976-77	19.428	20.396	10.380	7.068	6.386	2.926	.364	.138	67.086
1977-78	18.294	21.952	11.962	7.196	7.248	3.287	.698	.550	71.197
1978-79	16.421	16.243	11.305	6.512	7.401	2.748	2.140	1.016	63.836
1979-80	17.684	17.487	12.180	7.095	7.799	3.073	2.453	1.456	69.226
1980-81	*	*	*	*	*	*	*	*	74.034
1981-82(est) (a)	*	*	*	*	*	*	*	*	80.100(b)

Source : Coleman, 1981.

Note : (a) Chaney, C.P.D. (Senate), 27 November 1981, pp.2772-3.

(b) Budget estimate.

* Not available

PER CAPITA FUNDING - TABLE 10

The pattern of funding across the States is better understood by considering per capita figures calculated by the writer from the total funding figures of Table 9 and the population estimates of 0-4 year olds, which appear in Appendix 2.

The smaller States have consistently received more funds on a per capita basis than the national average. Conversely, the larger States have fared less well. N.S.W. for example, in every year, has figures below those of the national average; Victoria's figures are only slightly below the average. However, the most remarkable feature of the table are the high figures for the A.C.T. (\$108 per capita) and the N.T. (\$105 per capita), particularly when it is remembered that A.C.T. does not include pre-school funding figures at all and the N.T. includes pre-school from 1979-80 only.

TABLE 10

PER CAPITA FUNDING UNDER THE CHILDREN'S SERVICES PROGRAM,
BY STATES AND TERRITORIES, 1973-1974 TO 1980-1981. (\$ DOLLARS)

YEAR	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	A.C.T.	N.T.	AUST.
1973-74	5.39	4.87	8.88	11.65	8.04	15.56	13.23	-	6.90
1974-75	28.48	21.14	34.50	66.49	44.32	74.62	14.38	0.34	34.91
1975-76	37.67	48.20	53.86	74.42	64.29	121.35	10.15	1.54	50.56
1976-77	45.06	62.15	53.53	68.72	59.82	80.17	16.09	11.48	54.37
1977-78	44.10	69.27	64.76	71.94	68.72	93.64	31.74	42.77	59.72
1978-79	40.62	52.63	63.55	66.86	70.28	80.35	94.27	74.71	54.85
1979-80	44.25	58.17	70.76	74.93	74.44	90.44	108.14	105.41	60.60

Source : Writer's calculations, using Table 95 Department of Social Security Annual Report, 1980-81, p.41 and Australian Bureau of Statistics Estimated Age Distribution of the Population States and Territories of Australia, Catalogue No.4.15, Table 3 for the years 1973 to 1977 and Catalogue 3201.0, Table 3 for the years 1978 to 1980 for the 0-4 year old population.

PRE-SCHOOL GRANTS - TABLE 11

The Federal Government accepted the major financial responsibility for development and operation of pre-schools from the beginning of January 1974. Recurrent assistance to existing pre-schools was generally calculated on the basis of the difference between State government grants and award salaries of approved staff employed in the centres. For pre-schools constructed with capital funds from Federal Government sources, that government would provide one hundred per cent of salaries of approved staff. (Coleman, 1976). Other recurrent assistance was available for 'special need' children (handicapped, isolated) and for pre-school advisors. Moreover, the capital commitment to pre-schools was substantial. (Coleman, 1981, estimates that approximately \$47 million was spent on pre-school capital. The derived estimate in Table 11 is approximately \$49 million).

In recent years, changes have been made to the pre-school funding formula which have had a major impact on levels and patterns of total funding figures. These changes need to be borne in mind when analysing most of the available funding data.

Three major changes have been made to pre-school funding since 1976. First, a decision to cease capital funding for new projects was made in 1976 and funds for previously approved projects were paid out during June 1978. (Guilfoyle, 1977). No funds for capital have been available since that time. Second, as from January 1976, the basis of recurrent funding was reduced to 75 per cent of agreed staff salaries, including those of advisors. Third, as from January 1977, pre-schools received recurrent funding via a Commonwealth block grant to the States. The recurrent funding in 1978-79 was substantially less than that of the previous year and has been held constant until 1980-81, when it was reduced further.

Funding of pre-school grants has usually been on a via the States (not direct) basis. Administration of grants to the N.T. was transferred to the Office of Child Care in 1979-80 thus increasing overall totals for that and subsequent years. Funding of pre-schools in the A.C.T. falls outside the responsibility of that Office. Using budget papers, it is not possible to extract pre-school figures for the A.C.T. as they are presented under the combined heading of "Schools and Pre-Schools in the

A.C.T." under the functional heading of "Education".

For the early years of the Interim Pre-School and Child Care Program, capital and recurrent funding data are not readily available (Coleman, 1981). The capital and recurrent data presented in this table for the years 1973-74 to 1976-77 are derived and at best are only an estimate. The derived data are presented as a guide to patterns of funding only. For example, some early childhood services other than pre-school centres were funded via the state in this period, including three pilot Family Day Care schemes which were approved for funding in 1974-75.

TABLE 11

RECURRENT, CAPITAL AND TOTAL EXPENDITURE ON PRE-SCHOOLS
UNDER THE CHILDREN'S SERVICES PROGRAM, BY STATES
AND NORTHERN TERRITORY, 1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	N.T.	TOTAL (a)
<u>RECURRENT</u>								
1973-74 (b)	1.286	1.239	.353	.632	.428	.125		4.063
1974-75 (b)	5.100	6.629	1.552	3.462	2.159	1.052		19.954
1975-76	8.659	11.260	5.247	4.333	4.036	1.697		35.232
1976-77	7.409	11.618	6.958	5.034	4.710	1.917		37.646
1977-78	7.934	12.244	6.958	5.194	5.110	1.922		39.362
1978-79	7.130	9.015	6.605	3.730	4.860	1.410		32.750
1979-80	7.130	9.015	6.605	3.730	4.860	1.410	.340	33.090
1980-81	7.130	7.108 (d)	6.605	3.730	4.860	1.410	.340	31.183
1981-82 (c)	7.130	9.015	6.605	3.730	4.860	1.410	.340	33.090
<u>CAPITAL</u>								
1973-74 (b)	.160	.288	1.003	.514	.166	.285		2.416
1974-75 (b)	4.819	2.637	3.806	2.773	1.911	1.777		17.123
1975-76	3.165	1.345	2.584	1.498	1.441	1.764		11.797
1976-77	6.592	4.160	.314	.160	.144	.005		11.175
1977-78	3.053	3.500	-	-	.079	-		6.632
1978-79	-	-	-	-	-	-		-
1979-80	-	-	-	-	-	-		-
1980-81	-	-	-	-	-	-		-
1981-82	-	-	-	-	-	-		-
<u>TOTAL</u>								
1973-74	1.446	1.527	1.356	1.146	.594	.410		6.479
1974-75	9.919	9.266	5.358	6.235	4.070	2.229		37.077
1975-76	11.824	12.605	7.831	5.831	5.477	3.461		47.029
1976-77	13.999	15.778	7.272	5.194	4.854	1.922		49.019
1977-78	10.987	15.744	6.958	5.194	5.110	1.922		45.994
1978-79	7.130	9.015	6.605	3.730	4.860	1.410		32.750
1979-80	7.130	9.015	6.605	3.730	4.860	1.410	.340	33.090
1980-81	7.130	7.108 (d)	6.605	3.730	4.860	1.410	.340	31.183
1981-82 (c)	7.130	9.015	6.605	3.730	4.860	1.410	.340	33.090

Source : (i) Writer's calculations for recurrent and capital funding for 1973-74 to 1976-77 (estimates).

(ii) Budget papers, No.7, 1981-82, Table 49, p.78 and No.7, 1981-82, Table 23, p.46 for 1977-78 to 1981-82.

Notes : (a) A.C.T. Pre-schools are not funded under the Children's Services Program.

(b) The slight variations between Table 21 and this table are accounted for by the fact that small amounts of recurrent funding were paid direct to organisations in the first two years of the program.

(c) Budget estimate.

(d) Victoria underspent its grant by \$1.907 million. The original grant was \$9.015 million, the same as for the preceding and following years.

EXPENDITURE ON CHILD CARE SERVICES OTHER THAN PRE-SCHOOLS, BY STATES
AND TERRITORIES - TABLE 12

The Federal contribution towards direct provision of child care services other than pre-schools began with the Child Care Act, 1972. Originally this related solely to day care, but the range of both services and target groups has expanded since then.

The total expenditure on this 'other' component can be examined on a State by State basis. All States and Territories have received gradual increases in funding to cover the increased range of services. Unlike the pre-school component, where Victoria received the largest share, N.S.W. received the major share of the total 'other' component funds, though this situation is not sustained by per capita figures.

Unlike funds for pre-schools, funds for the 'other' component are provided in two ways, either direct to organisations (known as 'direct' funding) (Table 13) or to or for the States (usually referred to as 'via the States') (Table 14). Direct funding forms a major proportion of Table 12.

TABLE 12

EXPENDITURE ON CHILD CARE SERVICES OTHER THAN PRE-SCHOOLS, BY
STATES AND TERRITORIES, 1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	A.C.T.	N.T.	AUST.
1973-74	.984	.230	.366	.136	.299	.208	.272	-	2.495
1974-75	2.853	1.122	1.400	.961	.824	.662	.326	.005	8.153
1975-76	4.937	4.118	2.658	2.168	1.566	1.234	.242	.018	16.941
1976-77	5.429	4.618	3.108	1.874	1.533	1.004	.364	.138	18.068
1977-78	7.307	6.208	5.004	2.002	2.059	1.365	.708	.550	25.203
1978-79	9.386	7.869	4.852	2.855	2.646	1.435	1.018	1.025	31.086
1979-80	10.419	8.628	5.779	3.351	3.059	1.762	1.901	1.237	36.136
1980-81	12.408	11.846	6.515	3.079	3.798	1.707	1.726	1.172	42.851
1981-82(a)	Not available for individual States								47.010

Source : Table 97, Department of Social Security Annual Report, 1980-81, p.142.

Note : (a) Budget estimate.

RECURRENT, CAPITAL AND TOTAL EXPENDITURE ON CHILD CARE SERVICES OTHER
THAN PRE-SCHOOLS FUNDED DIRECT TO ORGANISATIONS BY STATES AND
TERRITORIES - TABLE 13

Services funded direct include centre-based day care and more recently Family Day Care, which is taking an increasing proportion. Neighbourhood Children's Centres which include a day care service are, at the time of writing, funded via the State). In some States, services such as vacation care, out of school hours are multi-functional services and Family Support services are funded direct; in others, funding is via the State. (See Tables 17 and 18). Sometimes, methods of payment have varied over the course of the program.

Between 1973-74 and 1979-80, approximately \$39 million was spent on the capital component of projects funded directly. This represents 42.4 per cent of all capital funding or 10 per cent of the total Children's Services Program expenditure for 1973-74 to 1979-80. In this period, New South Wales received \$9.997 million, Victoria \$9.68 million and Queensland \$8.764 million of the total \$39 million.

TABLE 13

RECURRENT, CAPITAL AND TOTAL EXPENDITURE ON CHILD CARE SERVICES
OTHER THAN PRE-SCHOOLS, (a) UNDER THE CHILDREN'S SERVICES PROGRAM,
FUNDED DIRECT TO ORGANISATIONS, BY STATES AND TERRITORIES, 1973-74
TO 1981-82. (\$ MILLIONS)

YEAR	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	A.C.T.	N.T.	AUST.
<u>RECURRENT</u>									
1973-74	.454	.071	.201	.075	.157	.249	.120	-	1.327
1974-75	1.183	.396	.379	.609	.263	.336	.309	.001	3.476
1975-76	1.746	.789	.636	.218	.592	.436	.216	.004	4.637
1976-77	2.432	1.423	1.413	.436	.944	.589	.346	.084	7.667
1977-78	3.871	2.15	2.601	.639	1.344	.738	.687(b)	.183	12.213
1978-79	5.123	3.221	3.385	.664	1.377	.721	1.686(b)	.495	16.672
1979-80	5.998	3.971	3.790	.887	1.820	.803	2.188	1.054(a)	20.511
1980-81	*	*	*	*	*	*	*	*	*
1981-82	9.120	6.712	5.449	1.116	2.781	1.164	2.493	.901	29.736
(est)									
<u>CAPITAL</u>									
1973-74	.535	.172	.082	.003	.185	.006	.152	-	1.135
1974-75	1.353	.695	.839	.581	.404	.361	.017	.004	4.254
1975-76	2.820	3.137	1.913	1.258	.620	.775	.026	.014	10.563
1976-77	1.872	2.091	1.683	.871	.369	.326	.018	.054	7.284
1977-78	.930	1.599	2.094	.342	.153	.478	.021(b)	.367	5.984
1978-79	1.103	1.207	0.948	.192	.344	.369	.504(b)	.520	5.187
1979-80	1.202	.779	1.205	.413	.370	.497	.265	.402	5.133
1980-81	*	*	*	*	*	*	*	*	*
1981-82	*	*	*	*	*	*	*	*	*
<u>TOTAL</u>									
1973-74	.989	.243	.283	.078	.342	.255	.272	-	2.462
1974-75	2.536	1.091	1.218	1.190	.667	.697	.326	.005	7.730
1975-76	4.566	3.926	2.549	1.476	1.212	1.211	.242	.018	15.200
1976-77	4.304	3.514	3.096	1.307	1.313	.915	.364	.138	14.951
1977-78	4.801	3.749	4.695	.981	1.497	1.216	.708(b)	.55	18.197
1978-79	6.226	4.428	4.333	.856	1.721	1.09	2.190(b)	1.015	21.859
1979-80	7.200	4.750	4.995	1.300	2.19	1.3	2.453	1.456(a)	25.644
1980-81	*	*	*	*	*	*	*	*	*
1981-82	*	*	*	*	*	*	*	*	*

Source : Calculations from Coleman, 1981, Budget Papers and Chaney, C.P.D.
(Senate) 27 November, 1981, p.2772-3.

Note : (a) The N.T. figure for 1979-80 includes \$304,000 recurrent funds for pre-school. This amount appears in pre-school funding table No.11.

(b) A.C.T. recurrent figures for the 1978-79 and 1979-80 are understood to include funds for national projects. Capital figures for A.C.T. services only excluding national projects for these years are \$4,000 and \$80,000 respectively. However the corresponding recurrent figures are not available.

* Not available

RECURRENT, CAPITAL AND TOTAL EXPENDITURE ON CHILD CARE SERVICES OTHER
THAN PRE-SCHOOLS, FUNDED VIA THE STATES - TABLE 14

In some States, services for which funds are provided on a via the States basis include vacation care, before and after school hours care, family support services (under the Family Support Scheme) and youth services (under the Youth Services Program). Table 14 does not include any services for the A.C.T. and the N.T., as both territories receive their funding direct.

It is this part of the Children's Services Program which has expanded most rapidly in recent years, from \$3.118 million in 1975-76 to an estimated \$13.455 million in 1981-82, for the six States. This represents 28.6 per cent of the 'other' component for 1981-82.

Apparent trends in this table should not necessarily be accepted at face value. Adequate analysis would only be possible with the benefit of a detailed breakdown of States' funding components by service type by year. Many services have been subject to a number of changes in the administration of their funding (e.g. from direct to via the State). Others have been of a pilot nature, i.e. there are no guarantees of continued funding (funding has ceased for some pilot projects and continued for others). In other cases, the service type may have changed over time, making it possible to receive payments under different funding arrangements, sometimes via the States, at other times direct.

TABLE 14

RECURRENT, CAPITAL AND TOTAL EXPENDITURE ON CHILD CARE SERVICES
OTHER THAN PRE-SCHOOLS UNDER THE CHILDREN'S SERVICES PROGRAM,
FUNDED VIA THE STATES, 1976-77 TO 1981-82.(a) (\$ MILLIONS)

YEAR	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	TOTAL SIX STATES
<u>RECURRENT</u>							
1976-77			(not available)				
1977-78	1.881	1.757	.309	.990	.552	.149	5.638
1978-79	2.461	2.477	.367	1.858	.783	.248	8.194
1979-80	2.978	3.375	.580	2.036	.748	.363	10.080
1980-81	3.257	4.477	.810	2.534	.984	.401	12.523
1981-82 (b)	3.600	4.563	1.122	2.800	1.043	.327	13.455
<u>CAPITAL</u>							
1976-77			(not available)				
1977-78	.625	.702		.031	.010		1.368
1978-79	.604	.323	-	.068	.038	-	1.033
1979-80	.376	.347	-	.029	-	-	.752
1980-81	-	.047	-	.005	-	-	.052
1981-82	-	-	-	-	-	-	-
<u>TOTAL</u>							
1976-77	1.125	1.104	.012	.568	.220	.089	3.118
1977-78	2.506	2.459	.309	1.021	.562	.149	7.006
1978-79	3.065	2.800	.367	1.926	.821	.248	9.227
1979-80	3.354	3.722	.580	2.065	.748	.363	10.832
1980-81	3.257	4.524	.810	2.539	.984	.461	12.575
1981-82 (b)	3.600	4.563	1.122	2.800	1.043	.327	13.455

Source : Budget Paper No.7, 1980-81, Table 36 , p.57 and
1981-82, Table 33, p.54.

Notes : (a) No figures available for 1973-74 to 1975-76.
(b) Budget estimate.

FUNDING BY SERVICE TYPE, RECENT ESTIMATES - TABLE 15

The term, service type, refers to the individual services which together comprise the 'other' component of the Children's Services Program.

The ideal set of information to examine trends in funding of particular services would consist of a standard set of service types against which would be shown source of funds (direct or via the States) and purpose of funds (capital, recurrent, total). This information should be available on a State by State basis for each and every year of the program.

What is available is scattered bits of information presented in inconsistent form. The names of service types vary over time or are sufficiently ambiguous to obscure exactly what services are being provided. On occasions, two or more services headings are combined, the combinations themselves vary from occasion to occasion, and they cannot be disaggregated to provide relevant data on expansion or contraction of individual services.

The pre-school component in 1980-81 was underspent in Victoria by approximately \$2 million. However, the allocation for the current year remained unchanged at \$33.09 million. This represents a slight proportional drop compared to the estimates of the previous year.

The 'other' component has increased in proportional and money terms to an estimated \$47.010 million in 1981-82.

TABLE 15

EXPENDITURE AND ESTIMATES UNDER THE CHILDREN'S SERVICES PROGRAM, BY MAJOR COMPONENTS,
1980-81, 1981-82. (\$ MILLIONS)

COMPONENTS	ESTIMATE 1980-81 (i)		EXPENDITURE 1980-81 (ii)		ESTIMATE 1981-82 (iii)	
Pre-school	33.090	47.8%	31.183	42.1%	33.090	41.3%
'Other'						
Day care, Family Day Care, vacation care, out of school care, women's refuges child care.			31.481	42.5	35.25	44.0
Services for families and children.			<u>11.370</u>	15.4	<u>11.76</u>	14.7
Total 'Other'	<u>36.130</u>	52.2	<u>42.851</u>		<u>47.010</u>	
TOTALS	<u><u>69.220</u></u>		<u><u>74.034</u></u>		<u><u>80.100</u></u>	

Source : (i) Budget estimate.
(ii) Coleman, 1981.
(iii) Chaney, 1981.

RECENT EXPENDITURE AND ESTIMATES FOR SERVICES OTHER THAN PRE-SCHOOLS -
TABLE 16

It is difficult to obtain detailed breakdowns of expenditure within the 'other' component. Figures in Table 16 have been gleaned from a number of sources. The first column shows actual expenditure for 1975-76; the other columns are estimates of expenditure, although the final column (Source (iii)) has the most recent figures. Care should be exercised in reading the table as service type groupings vary over time. Some services such as Family Support and Youth Services Schemes were not in operation in the earlier years.

There has been a marked reduction in the proportion of funding directed to day care services. Day care is provided in two ways - in centres providing day care alone or in multi-purpose centres, and in private homes via the Family Day Care Scheme. Whichever combinations of figures are used to arrive at the total day care funding, there is still a proportional decrease over time, despite the enormous growth from 3.4 per cent in 1975-76 to 22.1 per cent in 1980-81 in the Family Day Care funding.

Comparing the earlier (ii) and later (iii) sets of figures for 1980-81, i.e. when a further \$6.721 million was made available for the 'other' component during the course of that year, it can be seen that the additional funds went to Family Day Care, Family Support Services (in money terms only) and services for disabled children (in the Year of the Disabled). There was a drop in funding for vacation care and outside school hours care in both money and percentage terms.

TABLE 16

EXPENDITURE AND ESTIMATES FOR SERVICES OTHER THAN PRE-SCHOOL BY SERVICE TYPE,
1975-76, 1976-77, 1980-81. (\$ MILLIONS)

SERVICE TYPE	EXPENDITURE 1975-76 (i)		ESTIMATE 1976-77 (i)		ESTIMATE 1980-81 (ii)		ESTIMATE 1980-81 (iii)	
	\$		\$		(a)	\$		\$
Day Care	12,779	76.0	17,859	77.8	16,600	45.9		
Day Care and multi-functional services							18,717	43.7
Family Day Care	.565	3.4	1,570	6.8	7,120	19.7	9,458	22.1
Outside school hours care	.427	2.5	.495	2.2	1,570	4.3	1,467	3.4
Vacation care	.406	2.4	.630	2.7	1,353	3.7	.915	2.1
Multi-care services	1,885	11.2	1,403	6.1				
Family Support Services (includes projects in addition to Family Support Scheme)					3,930	10.9	4,477	10.4
Adolescent services					1,000	2.8		
Services for disabled children					.965	2.7	1,556	3.6
Services for migrant children					.490	1.6		
Services for Aboriginal children					.925	2.6		
Child care in women's refuges							.924	2.2
Youth Services Scheme							1,007	2.4
Other projects			.986	4.3				
Other (grants to organisations such as Community Child Care and for research, pilot projects, etc.)	.757	4.5			2,177	6.0		
Field staff							1,169	2.7
Research and evaluation							1,080	2.5
Miscellaneous							2,081	4.9
TOTALS	<u>16,819</u>		<u>22,934</u> (b)		<u>36,130</u>		<u>42,851</u>	

Sources : (i) Commonwealth Parliamentary Debates, House of Representatives, 3 December 1976. p.3278.
(ii) Guilfoyle, 1980.
(iii) Coleman, 1981.

Notes : (a) Day care data also include allocations for services providing for migrant children, Aboriginal children and disabled children, work-based child care and day care for children of families in stress. Figures include some capital.
(b) Actual expenditure was \$18,068 million in 1976-77, an underexpenditure of \$4.866 million.

ESTIMATED RECURRENT EXPENDITURE, BY SERVICE TYPE BY STATE - PAYMENTS TO
OR FOR THE STATES AND NORTHERN TERRITORY, 1981-82 - TABLE 17

This table sets out estimated payments to or for the States and the Northern Territory for the year 1981-82. No similar data are presently available for earlier years.

Seventy per cent of funds distributed via the States are for pre-schools. A.C.T. pre-schools funds are not included here as they are paid, not from the Children's Services Program, but from the Commonwealth Department of Education directly to the A.C.T. Schools Authority.

With the diversification of the Children's Services Program, the States have taken administrative responsibility for the distribution of funds for some of these services. Some States more than others, have accepted substantial responsibility - in particular, the South Australian Government, under the now disbanded Children's Services Council, distributed children's services funds on behalf of the Federal Government.

Table 17 is a copy of a table shown in Commonwealth Parliamentary Debates (Senate) 27 November 1981, pp.2772-3. The totals in that table appear to have been added incorrectly. The corrected amounts are therefore shown in the legend of Table 17.

TABLE 17

1981-82 RECURRENT EXPENDITURE BY SERVICE TYPE BY STATE UNDER THE CHILDREN'S SERVICES PROGRAM (ESTIMATED) — PAYMENTS TO OR FOR THE STATES AND THE NORTHERN TERRITORY

SERVICE TYPE	NSW	VIC.	QLD	SA	WA	TAS.	NT	Total
	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m
Day Care747	2.277	.100	.860	3.984
Family Day Care866866
Pre-school Education Centres	7.130	9.015	6.605	3.730	4.860	1.410	.340	33.090
Aboriginal Pre-School Education Service
Outside School Hours Care	.394	.364	..	.079837
Vacation Care381	.308	.182	.162	.133	.072	.082	1.320
Multifunctional Services021021
Field Staff010	..	.008	.018
Training033033
Research and Evaluation
Playgroups021021
Family Support Services*900	1.040	.320	.441	.585	.136	.173	3.595
Handicapped Children177	.010	.054	.035	..	.023	.005	.304
Miscellaneous184	.065	.015	.058	.006	.004	.017	.349
Youth Services494	.343	.343	.122	.084	.031	.009	1.426
Child Care in Women's Refuges .	.338	.180	.108	.132	.060	.012	.986	.108 (a)
TOTAL	10.745	13.602	7.727	6.530(b)	5.864 (c)	1.736 (d)	.646 (e)	46.850 (f)

*Includes projects funded outside the FSSS, but in nature similar to projects funded under the Scheme.

Source : Chaney, C.P.D. (Senate) 27 November 1981, pp.2772-3.

(a) total should read 1.816. (b) total should read 6.506. (c) total should read 5.792.

(d) total should read 1.688. (e) total should read 1.62. (f) total should read 47.68.

ESTIMATED RECURRENENT EXPENDITURE, BY SERVICE TYPE BY STATE AND
TERRITORIES - PAYMENTS DIRECT TO ORGANISATIONS, 1981-82 - TABLE 18

Seventy-seven per cent of recurrent funds paid direct to organisations for child care services are allocated to centre-based day care (44.7 per cent) and Family Day Care (32.3 per cent).

TABLE 18

1981-82 RECURRENT EXPENDITURE BY SERVICE TYPE BY STATE UNDER THE CHILDREN'S
SERVICES PROGRAM (ESTIMATED) - PAYMENTS DIRECT TO ORGANISATIONS

Service Type	NSW	VIC	QLD	SA	WA	TAS	NT	ACT*	Totals
	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m
Day Care	4.325	2.404	2.802	.794	1.375	.741	.514	.348	13.303
Family Day Care	3.691	2.472	1.886	..	.400	.197	.242	.727	9.615
Aboriginal Pre-School Education Services	.065012077
Outside School Hours Care	.012	.067	.247	.012	.368	.093	.012	.083	.894
Vacation Care033	.033
Multifunctional Services	.039	.052	.054	.099	.118	.046	.019	.017	.444
Field Staff	.286	.421	.235	..	.080	.041	.018	.070	1.151
Training
Research and Evaluation	..	.004871	.875
Playgroups	.009	.004	.021	..	.016	.021	..	.002	.113
Family Support Services	.274	.485	.101	.070	.249	..	.066	.055	1.300
Handicapped Children	.227	.215	.030	.063	.020	.025	..	.056	.636
Miscellaneous	.192	.548	.073	.066	.155	..	.030	.219	1.283
Child Care in Women's Refuges012	.012
TOTALS	9.120	6.712	5.449	1.116	2.781	1.164	.901	2.493	29.736

* Includes expenditure through Central Office - payments to national bodies, payments for research, etc.

Source : Chaney, C.P.D. (Senate) 27 November 1981, pp.2773

ESTIMATED TOTAL RECURRENT EXPENDITURE, BY SERVICE TYPE, BY STATES AND TERRITORIES - TABLE 19

This table shows the estimated distribution of all recurrent funds across the States and Territories for 1981-82. (Similar data for capital expenditure was not provided). This table is an amalgamation of Tables 17 and 19. The corrected total of Table 19 is shown in the legend of that table.

Pre-school and day care (centre-based and Family Day Care) constitute 78 per cent of recurrent funds and family support services, including the Family Support Scheme, 6.3 per cent.

Across the States, Victoria received the largest share of total recurrent funds and pre-school funds, while N.S.W. receives the largest allocation of day care funds.

TABLE 19

ESTIMATED RECURRENT EXPENDITURE, BY SERVICE TYPE UNDER THE CHILDREN'S SERVICES PROGRAM, DIRECT AND TO OR FOR THE STATES AND THE NORTHERN TERRITORY, 1981-82 (\$ MILLIONS)

SERVICE TYPE	NSW	VIC	QLD	SA	WA	TAS	NT	ACT	Total
Day Care	5.072	4.681	2.902	1.654	1.375	.741	.514	.348	17.287
Family Day Care	3.691	2.472	1.886	.866	.400	.197	.242	.727	10.481
Pre-School Education	7.130	9.015	6.605	3.730	4.860	1.410	.340	-	33.090
Aboriginal Pre-School Education	.065			.012					.077
Outside School Hours Care	.406	.431	.247	.091	.368	.093	.012	.083	1.731
Vacation Care	.381	.308	.182	.162	.133	.072	.082	.033	1.353
Multifunctional Services	.039	.052	.054	.099	.139	.046	.019	.017	.465
Field Staff	.286	.421	.235	-	.090	.041	.026	.070	1.169
Training					.033				.033
Research & Evaluation		.004						.871	.875
Playgroups	.009	.044	.021	.021	.016	.021	-	.002	.134
Family Support Services including									
Family Support Scheme	1.174	1.525	.421	.511	.834	.136	.239	.055	4.895
Handicapped Children	.404	.225	.084	.098	.020	.048	.005	.056	.940
Miscellaneous	.376	.613	.088	.124	.161	.004	.047	.219	1.632
Youth Services	.494	.343	.343	.122	.084	.031	.009		1.426
Child Care in Refuges	.338	.180	.108	.132	.060	.012	.986	.012	.108(a)
TOTAL	19.865	20.314	13.176	7.646(b)	8.645(c)	2.9(d)	1.547(e)	2.493	76.586(f)

Source : Writer's calculations compiled from Tables 17 and 18.

(a) total should read 1.828. (b) total should read 7.622. (c) total should read 8.573.

(d) total should read 2.852. (e) total should read 2.521. (f) total should read 77.416.

FUNDING BY METHOD OF PAYMENT

In summary, services are funded in the following ways :

1. Pre-school services are usually funded on a 'via the States' basis.
2. Centre-based day care and Family Day care are usually funded direct to organisations.
3. Other services, such as vacation care, before and after school care, occasional care, Family Support Scheme, Youth Services Program etc. may be funded via the State or on a direct basis, depending on the State involved.

Tables 17 and 18 set out the present recurrent method of payment, by service type for the States and Northern Territory.

TOTAL EXPENDITURE BY METHOD OF PAYMENT - TABLE 20

There are several possible explanations for the swing away from via the States funding in favour of direct funding since 1978-79. The first relates to the cessation of capital funding for pre-schools in June 1978. The second relates to other changes in federal policy about method of payment. In 1978, it was anticipated that more services would be funded via the States. Although some limited steps were taken in this direction, this has not eventuated. Thus while there has been diversification of the program, with many of these services funded via the State, the proportion of funds allocated via the State, in recent years, has declined.

The growth in Family Day Care which is usually funded direct, also accounts in part, for the increase in direct payment as a proportion of total payments.

TABLE 20

EXPENDITURE UNDER THE CHILDREN'S SERVICES PROGRAM BY METHOD
OF PAYMENT, 1973-74 TO 1981-82. (\$ MILLIONS)

	TO OR FOR THE STATES	DIRECT TO ORGAN- ISATIONS	TOTAL PAYMENTS	% OF TOTAL TO OR FOR THE STATES	PAYMENTS DIRECT TO ORGANISAT- IONS (%)
1973-74	6.512	2.462	8.974	72.6	27.4
1974-75	37.500	7.730	45.230	82.9	17.1
1975-76	48.770	15.200	63.970	72.7	27.8
1976-77	52.136	14.950	67.086	77.7	22.3
1977-78	53.000	18.197	71.197	74.4	25.6
1978-79	41.977	21.859	63.836	65.8	34.2
1979-80	43.582	25.644	69.226	63.0	37.0
1980-81	43.418	30.616	74.034	58.6	41.4
1981-82 (a)	46.205	33.895	80.100	57.7	42.3

Source : Writer's calculations compiled from Tables 11, 13 and 14.

Note : (a) Budget estimate.

RECURRENT CAPITAL AND TOTAL PAYMENTS TO OR FOR THE STATES - TABLE 21

This table provides a breakdown of all funds - block grants or otherwise - paid to or for the States, i.e. it covers both pre-school and other child care services. (See Tables 17 and 18).

Two features of this table are noticeable. One relates to the substantial decline in capital funds since 1978-79 to zero level in 1981-82 (estimate). The second relates to the almost static level of recurrent funds since 1979-80, except for the 1981-82 allocation to Victoria. The \$2 million increase from 1980-81 to 1981-82 can be accounted for by the unanticipated extension to the Family Support Scheme in that State.

TABLE 21

RECURRENT, CAPITAL AND TOTAL PAYMENTS TO OR FOR THE STATES UNDER THE CHILDREN'S SERVICES PROGRAM, 1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	TOTAL SIX STATES
<u>RECURRENT</u>							
1973-74	1.281	1.226	.436	.690	.385	.078	4.096
1974-75	5.417	6.660	1.734	2.233	2.316	1.017	20.377
1975-76	9.030	11.452	5.356	5.025	4.390	1.720	36.973
1976-77	8.532	12.722	6.970	5.601	4.930	2.006	40.761
1977-78	9.815	14.001	7.267	6.184	5.662	3.071	45.000
1978-79	9.591	11.492	6.972	5.588	5.643	1.658	40.944
1979-80	10.108	12.390	7.185	5.766	5.608	1.773	42.830
1980-81	10.387	11.585	7.415	6.264	5.844	1.871	43.366
1981-82 (a)	10.730	13.578	7.727	6.530	5.903	1.730	46.205
<u>CAPITAL</u>							
1973-74	.160	.288	1.003	.514	.166	.285	2.416
1974-75	4.819	2.637	3.806	2.773	1.911	1.177	17.123
1975-76	3.165	1.345	2.584	1.498	1.441	1.764	11.797
1976-77	6.592	4.160	.314	.160	.144	.005	11.375
1977-78	3.678	4.202	-	.031	.089	-	8.000
1978-79	.604	.323	-	.068	.038	-	1.033
1979-80	.376	.347	-	.029	-	-	.752
1980-81	-	.047	-	.005	-	-	.052
1981-82	-	-	-	-	-	-	-
<u>TOTAL</u>							
1973-74	1.441	1.514	1.439	1.204	.551	.363	6.512
1974-75	10.236	9.297	5.540	6.006	4.227	2.194	37.500
1975-76	12.195	12.797	7.940	6.532	5.831	3.484	48.700
1976-77	15.124	16.882	7.284	5.761	5.074	2.011	52.136
1977-78	13.493	18.203	7.267	6.215	5.751	2.071	53.000
1978-79	10.195	11.815	6.972	5.656	5.681	1.658	41.977
1979-80	10.484	12.737	7.185	5.795	5.608	1.773	43.582
1980-81	10.387	11.632	7.415	6.269	5.844	1.871	43.418
1981-82 (a)	10.730	13.578	7.727	6.530	5.903	1.730	46.205

Source : Writers' calculations from Budget Papers No.7, 1973-74 to 1981-82.

Note : (a) Budget estimate.

The funding figures from 1973-74 to 1976-77 largely represent money allocated to the states for pre-schools. Figures from 1976-77, and more particularly from 1977-78, include funds for a range of services, funded via the state (see Table 17) as well as the pre-school block grant.

TOTAL ALLOCATIONS AND EXPENDITURES - TABLE 22

With fewer approvals for new capital projects and with previously approved capital projects commencing operation, the proportion of funds actually expended has gradually increased over time. As explained in the previous table, the overexpenditure in 1980-81 can partly be accounted for by the extension of the Family Support Scheme.

TABLE 22

TOTAL ALLOCATIONS AND EXPENDITURE UNDER THE CHILDREN'S
SERVICES PROGRAM, PAID TO OR FOR THE STATES
1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	ALLOCATIONS	EXPENDITURE	DIFFERENCE	EXPENDITURE AS A % OF ALLOCATION
		<u>RECURRENT</u>		
1973-74		4.096		
1974-75	20.500	20.377	- .123	99.4
1975-76	34.000	36.973	+ 2.973	108.7
1976-77	45.000	40.761	- 4.239	90.6
1977-78	44.500	45.000	+ .500	101.1
1978-79	40.750	49.944	+ .194	122.6
1979-80	44.100	42.830	- 1.270	97.1
1980-81	40.973	43.366	+ 2.429	105.8
1981-82	46.205	**	**	**
		<u>CAPITAL</u>		
1973-74		2.416		
1974-75	17.000	17.123	+ .123	100.7
1975-76	21.537	11.797	- 9.740	54.8
1976-77	10.300	11.375	+ 1.075	110.4
1977-78	8.500	8.000	- .500	94.1
1978-79	1.320	1.033	- .287	78.3
1979-80	.750	.752	+ .002	100.3
1980-81	*	.052	-	-
1981-82	*	**	**	**
		<u>TOTAL</u>		
1973-74		6.512		
1974-75	37.500	37.500	-	100.0
1975-76	55.537	48.770	- 6.767	87.8
1976-77	55.300	52.136	- 3.164	94.3
1977-78	53.000	53.000	-	100.0
1978-79	42.070	41.977	- .093	99.8
1979-80	44.850	43.582	- 1.368	97.2
1980-81	40.937	43.418	+ 2.481	105.5
1981-82	46.205	**	**	**

Source : Writers' calculations from Budget Papers, No.7,
1973-74 to 1981-82.

* Not available; ** Not applicable

GRANTS TO THE STATES FOR ON-PASSING TO LOCAL GOVERNMENT - TABLE 23

There is one more layer in the funding of children's services, i.e. local government authorities. As shown previously, there are two methods of payment, i.e. via the states (some part of which is for on-passing to local government authorities) and direct to organisations (some of which are local government authorities).

The grants to the states for on-passing to local government authorities cover the same range of services that the via the States funds cover, i.e. sessional pre-school centres (through block grants) and the group of services which includes Family Support, Youth Support, vacation care, outside school care, and so on.

In the introduction to this booklet, there was brief mention of the problem of deciding which figures to use when confronted with conflicting sets of figures. In the case of grants to the States for on-passing to local government authorities, the writer decided to present all variations and leave it to the reader to make a decision as to which set to use. The tables come from Budget Paper No.7 for three consecutive years. As a consequence of the major discrepancies in the data provided, it is difficult to draw conclusions about via the State payments to local government.

TABLE 23

CHILDREN'S SERVICES GRANTS TO THE STATES FOR ON-PASSING TO
LOCAL GOVERNMENT AUTHORITIES, 1973-74 TO 1979-80.
(\$ MILLIONS) (i)

YEAR	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	TOTAL
1973-74	.006	.284	-	-	-	-	.300
1974-75	.453	1.547	-	-	.547	-	2.588
1975-76	1.651	5.468	-	-	.185	.400	7.344
1976-77	1.900	5.609	-	-	.167	.100	7.677
1977-78	1.695	6.040	-	-	.190	.100	7.935
1978-79	.260	1.100	.250	.910	.134	.370	1.647
1979-80 (a)	.948	1.210	.710	.980	.157	.450	2.529

CHILDREN'S SERVICES GRANTS TO THE STATES FOR ON-PASSING TO
LOCAL GOVERNMENT AUTHORITIES, 1976-77 TO 1980-81.
(\$ MILLIONS) (ii)

1976-77	2.199	6.886	-	-	.167	.010	9.262
1977-78	.940	5.408	-	.004	.065	.041	6.458
1978-79	.716	4.200	-	.034	.073	.046	5.069
1979-80	.948	4.300	.071	.098	.157	.045	5.619
1980-81 (a)	.950	4.400	.081	.100	.160	.050	5.740

CHILDREN'S SERVICES GRANTS TO THE STATES FOR ON-PASSING TO
LOCAL GOVERNMENT AUTHORITIES, 1977-78 TO 1980-81.
(\$ MILLIONS) (iii)

1977-78	.940	5.408	*	.004	.065	.041	6.458
1978-79	.716	4.179	*	.034	.073	.046	5.048
1979-80	.541	3.868	*	.066	.154	.044	4.674
1980-81	.724	4.487	*	.171	.214	.061	5.658

Source : (i) Table 76, Budget Paper No.7, 1979-80, p.110.
(ii) Table 75, Budget Paper No.7, 1980-81, p.104.
(iii) Table 64, Budget Paper No.7, 1981-82, p.95.

Note : (a) Budget estimate.

Part (i) of this table presents figures provided to Treasury by the Office of Child Care of the Department of Social Security. Part (ii) presents figures provided by the relevant state departments. These figures were described during a conversation with a Treasury official to clarify the discrepancy as "getting closer to states' figures". Presumably Part (iii), though it excludes Queensland, is closer still.

* Not available

GRANTS MADE DIRECT TO LOCAL GOVERNMENT - TABLE 24

The major part of funds paid direct to local government authorities provides mainly centre-based day care and Family Day Care, as well as some other care services. Payments direct to local government for these services will represent approximately 23.5 per cent of funds paid via the State. In N.S.W. this figure was 33 per cent, in Tasmania 39 per cent and in South Australia 3.5 per cent.

TABLE 24

GRANTS MADE DIRECT TO LOCAL GOVERNMENT AUTHORITIES FOR
CHILDREN'S SERVICES, 1973-74 TO 1981-82. (\$ MILLIONS)

YEAR	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	TOTAL SIX STATES
<u>RECURRENT</u>							
1973-74	-	-	-	-	.004	-	.004
1974-75	.068	.044	.025	-	.012	.138	.287
1975-76	.187	.202	.018	-	.189	.177	.773
1976-77	.493	.578	.052	.082	.357	.263	1.825
1977-78	1.153	1.018	.150	.182	.585	.370	3.457
1978-79	1.639	1.711	.287	.222	.736	.402	4.997
1979-80	1.636	2.264	.425	.186	.876	.434	5.821
1980-81	2.747	3.532	.614	.140	1.132	.561	8.726
1981-82 (a)	3.229	3.688	.650	.234	1.342	.641	9.784
<u>CAPITAL</u>							
1973-74	.149	.076	.037	.003	.090	.086	.441
1974-75	.584	.491	.471	.155	.369	.108	2.178
1975-76	1.458	2.194	.472	.580	.436	.455	5.595
1976-77	1.103	1.548	.316	.822	.337	.314	4.440
1977-78	.386	1.193	1.161	.104	.108	.455	3.407
1978-79	.533	.665	.175	.498	.180	.070	2.141
1979-80	.321	.338	.023	.035	.176	.179	1.072
1980-81	.403	.312	.003	.018	.245	.014	.995
1981-82 (a)	.320	.421	.155	-	.131	.035	1.062
<u>TOTAL</u>							
1973-74	.149	.076	.037	.003	.094	.086	.445
1974-75	.652	.535	.496	.155	.381	.247	2.465
1975-76	1.645	2.396	.490	.580	.625	.632	6.368
1976-77	1.596	2.126	.368	.904	.694	.577	6.265
1977-78	1.539	2.211	1.311	.286	.693	.825	6.864
1978-79	2.192	2.376	.462	.720	.916	.472	7.138
1979-80	1.957	2.602	.448	.221	1.052	.613	6.894
1980-81	3.150	3.844	.617	.158	1.377	.575	9.721
1981-82 (a)	3.549	4.109	.805	.234	1.473	.676	10.846

Source : Table 69, Budget Papers No.7, 1979-80, p.105.
Table 68, Budget Papers No.7, 1980-81, p.99.
Table 58, Budget Papers No.7, 1981-82, p.91.

Note : (a) Budget estimate.

APPENDIX 1

Description of Services funded under the
Children's Services Program (Source : Coleman, 1978)

Full Day Care

(i) Centre Based :

This involves the regular care and development of children during working hours, and may include extended day care for children of shift workers, or others requiring extended care for their children.

Centre-based day care services may be situated either in buildings designed specifically as child care centres or in houses or other renovated buildings. They can cater for up to 60 children. Where possible pre-school education programs are available to children of appropriate age who are involved in centre-based full day care services.

(ii) Home Based :

Day care may also be provided in private homes through Family Day Care Schemes. In these schemes, Commonwealth assistance is provided to meet the costs of co-ordinating personnel, and to operate a special needs subsidy. Personnel employed in the co-ordinating unit provide support on a regular basis to people who look after a small number of children (usually a maximum of 4) in their own homes during the day.

The co-ordinator puts parents wanting their children cared for in contact with suitable care givers to whom support and advice is provided. Family Day Care is a flexible system through which a range of services can be provided, e.g. full day, occasional, emergency and outside school hours care. Many young children are better suited to the intimacy of a family setting and some parents prefer this type of care.

Pre-School Education

Recurrent assistance towards the cost of pre-school education is paid in the form of block grants to the States.

Although it is now up to the States to allocate recurrent assistance to pre-schools, this is done on the basis of certain broad conditions determined by the Commonwealth Government. Those are aimed at providing access to pre-school services for children in most need, and at maximising the use of existing resources in the form of pre-school buildings.

Pre-schools being funded with Commonwealth money are expected :

- . to diversify the use made of their buildings so that a wider range of children's services can be based on the pre-schools;
- . to link in with other related community services such as health and welfare services;
- . to give maximum support to the provision of services for children in socio-economic need, and with other particular needs.

Pre-school centres are those centres where pre-school aged children attend on a sessional basis and which operate only during term-time. A "session" refers to a half-day (2½ to 3 hours) program or an extended program (up to 5 or 6 hours) for children between 3 and 5 years of age. Generally the number of children in a group is between 20 and 30.

Other Pre-School Education Services

These are services providing primarily a pre-school education program other than in normal pre-school centres, for example mobile pre-schools or where there are separately approved grants specifically for pre-school education programs in other than pre-school centres.

Outside School Hours Program

This includes all services for school aged children in the morning before school starts, or in the afternoon or evening after school finishes. In some cases pre-school aged siblings may attend.

Vacation Care Programs

This includes services provided specifically for children during school holidays.

Multifunctional Services

These services meet a variety of needs in a way where no one functional component of the service is clearly primary in relation to other functional components. Such services include two or more of the above service functions and/or other service functions classified under "miscellaneous".

Such services are organised into the one integrated system not necessarily limited to one facility. Multi-purpose but loosely integrated services based on the one facility are also included in this category.

Field Staff

This includes personnel employed to facilitate community use of the Children's Service Program, persons employed to co-ordinate use of child care facilities, and persons retained to advise parents and others on the care and education of young children. Included are advisers, visiting teachers and child care co-ordinators. It also includes welfare and specialised consultant staff, such as interpreters, medical, dental, psychological and special education personnel where these are funded separately and not as part of a broader welfare provision.

Training

This includes courses on child care matters, in-service training, and assistance to enable persons to attend such courses including assistance towards cost of staff to relieve or replace persons attending training courses.

Research and Evaluation

This includes those projects or services specifically approved for research or evaluation purposes and those projects that contain a pre-dominant research or evaluation component.

Playgroups

Playgroups operate from existing community based accommodation and do not employ trained staff. Parents, particularly mothers, supervise

their children at play.

Family Support Services

These are services designed to ensure the continuity of the family unit especially where the children are classed as "at risk". They include homemaker services, parent counselling and education assistance, temporary foster home arrangements and other measures specifically provided to meet emergencies.

Handicapped Children

Services provided to cater specifically for handicapped children where these are not provided as part of another service whose prime function is classified herein.

Children in Institutions

Projects providing specifically for children in residential institutions or shelters, such as women's refuges; children may be alone or with one parent.

Special Access Projects

Projects designed to improve access of children to care or care related services both non-profit and commercial.

Special Purpose Grants to Commercial Child Care Centres

Projects designed for the upgrading of the quality of care in commercial child care centres.

APPENDIX 2

POPULATION ESTIMATES OF 0-4 YEAR AGE GROUP, BY STATES AND TERRITORIES, 1973 TO 1980

YEAR	NSW	VIC	QLD	SA	WA	TAS	ACT	NT	AUST
1973	450924	360953	193913	110041	111102	39715	20561	13725	1300934
1974	448525	356495	195884	108223	110427	38743	22667	14548	1295512
1975	444916	346969	194759	107485	109555	38691	23842	11682	1277899
1976	431141	328184	193893	102855	106758	36497	22625	12024	1233977
1977	414859	316885	184718	100032	105476	35104	22306	12860	1192240
1978	404300	308600	177900	97400	105300	34200	22700	13600	1163900
1979	399680	300618	172138	94686	104764	33979	22684	13813	1142363
1980	394268	296656	172067	93357	104286	33484	22551	14192	1130861

Source : Australian Bureau of Statistics, Estimated Age Distribution of the Population. States and Territories of Australia, Catalogue No.4.15, Table 3 for the years 1973 to 1977 and Catalogue 3201.0, Table 3 for the years 1978 to 1980 for the 0-4 year old population.

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