

# DRAFT Submission to the Productivity Commission Issues Paper



## Early childhood development workforce







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#### 1. Introduction

#### 1.1 About ECCQ

The Ethnic Communities Council of Queensland (ECCQ) was established in 1976 to represent the interests of people from culturally and linguistically diverse backgrounds (CALD) who are part of the broad social community of Queensland. It is a not-for-profit, community-based State peak body. ECCQ contributes to national policy and debate on all matters concerning ethnic communities and multiculturalism through its affiliation with the Canberra-based Federation of Ethnic Communities Councils of Australia (FECCA).

ECCQ's Mission is to ensure "that all people from diverse cultural and linguistic backgrounds have equal access to services and can fully participate in all aspects of a cohesive and harmonious Queensland".

ECCQ's activities and services encompass advocacy; community development initiatives; statewide health programs; support groups; cross cultural training; multicultural policy development and research and a resource and reference library.

ECCQ's membership includes older and established community associations, new and emerging communities and community associations, service delivery and settlement agencies and individuals.

ECCQ is pleased to provide the following response to the draft Productivity Commission Issues Paper on Early Childhood Development Workforce issues. The importance of early childhood and children generally is reflected in ECCQ's current commitment to convening the Multicultural Child Protection Working Group and its recent funding from the Department of Communities to lead a community response to child protection issues and solutions as they relate to CALD communities.

This submission builds on an earlier submission in 2008 by ECCQ and partners to the Productivity Agenda Working Group. In this current submission we focus on the relationship between quality early childhood education and productivity, the contribution of migrants to productivity and the fundamental value of an early childhood workforce with the capacity to respond to the needs of CALD children and their families. The previous submission is attached for your information because it has continued relevance to best approaches to early childhood education.

#### 1.2 Overview of interests, themes and issues

A skilled, enthusiastic and committed workforce is core to the success of early childhood programs including child care. The child care sector is relied upon by migrants as a key mechanism essential to the capacity to enter the workforce. The early childhood sector may be an early point of contact for families and second only to parents and extended family, provide nurturing and learning opportunities to very young children.

It has long been established that productivity is directly linked to the quality of early education and that expanded and universal early education opportunities address help to address inequalities caused by poverty and other hardship. This evidence-base has influenced the Federal Government's commitment to greater family assistance for child care, universal opportunities for year-prep education and to a significantly expanded kindergarten sector providing many more places to children aged three.

The child health sector is another essential set of services that help to identify early health issues in infants and to also assess wider family issues as a trigger for a greater provision of support. The provision of support by the family support sector provides at least some scope for early intervention approaches that prevent issues and problems from consolidating and contribute to strengthening the family unit.

Skills, professionalism, education levels and continuous workforce development opportunities are absolutely essential to realising the key productivity benefits that an early childhood education and support system achieves.

In ECCQ's earlier submission to the Productivity Commission on this theme, the following framework was proposed:

- A commitment to cultural diversity should be clearly stated in both principles and standards.
- Services require guidance and support in ensuring that cultural diversity principles and standards are implemented in a genuine and meaningful way.
- There is a critical need for in-depth, specialist and ongoing cultural competence training for all staff.
- Services should engage interpreters and translators when required and have training in how to best use these services.
- The role of experts should include experts with the knowledge, skills, commitment and passion for multiculturalism and a clear commitment to the needs of CALD children and their families.
- Ongoing consultation with families from CALD backgrounds should be structured as part of service provision and continuous quality improvements. In particular, the families of new and emerging communities should be engaged at this level.
- There is a need for CALD-focussed specialist support services in all states with the capacity and capability to support CALD families, provide practical expertise and support to children's services and provide community development and advocacy functions.
- Services that provide cultural support workers require better resourcing and expansion.
- On-going training for cultural support workers and other CALD children's services workers is needed.
- Provide training pathways for bicultural support workers, child carers and early education teachers to ensure that the industry workforce is culturally diverse for the benefit of CALD children and as a way of enhancing multicultural learning opportunities to the wider community. Training pathways enable workers to remain in the industry and to gain qualifications as teachers and highly trained children's service workers.
- Early Childhood education opportunities that expose children to many cultures will benefit the entire Australian community.

The rationale for this framework is that a significant proportion of children across all types of child care as one example, are from CALD families:

"The proportion of children using long day care from a culturally diverse background at May 2006 was 12.1%. Children from culturally diverse backgrounds comprised 12.3% of children in long day care centres, 11.4% of children in family day care schemes and 4.7% of children in homecare schemes." (DEEWR 2006 Census of Australian Child Care Services).

#### 2. Responses to the issues paper

Issue	Response
Is the suggested	ECCQ supports the acknowledgement of the specific needs of children from
scope of the Early	CALD backgrounds who may have difficulty accessing mainstream services.
Childhood	
Development	ECCQ suggests that targets are set for achieving a culturally diverse workforce
Workforce	within child care settings, family and health support services and early
appropriate for the	education settings. The value of enhancing the cultural diversity of the
purposes of this	workforce includes:

Issue	Response
study?	<ul> <li>A greater capacity to overcome language barriers</li> <li>Improved capacity to offer programs and curriculum that promote and teach multiculturalism to all children</li> <li>A mechanism for encouraging CALD families to access child care, family and health support services and early education opportunities.</li> <li>A set of opportunities to actively train, educate and then recruit a workforce that is culturally diverse which in turn may assist with addressing significant barriers to employment. These barriers are experienced by some groups in particularly such as newly arrived migrant women who are still learning English.</li> </ul>
Which ECD services for children with additional needs should the	The integration of services and co-location of ECD services is an important strategy for promoting access to a range of supports for families and also for improving access to those services.
Commission include in this study?  What are some other examples of integrated and co-	The more services are integrated and co-located, the more important it becomes to develop leading practice standards in cultural competence within the workforce. If all available services are co-located, a lack of cultural competency can effectively mean that CALD families are excluded from a wider range of services.
located services? What are the benefits and limitations of integrating and colocating ECD services?	The principles of integration and coordination are very important to family wellbeing, particularly families who are at risk because of issues such as poor health, a lack of English, mental illness, unemployment, social isolation and poverty. It is essential that good practice examples of integration are encompassed by this study and that the research process identifies leading practice examples achieving measurable good outcomes for CALD families.
	ECCQ also supports models of integration and co-location that include specialist services to CALD families, particularly in geographic locations with a high concentration of particular CALD communities. ECCQ suggests that more models are needed and that successful models need the resources for replication in other geographical locations.
Does this list provide comprehensive coverage of formal childcare settings? Is this an adequate representation of the broad roles and responsibilities of childcare and	While the list provides a good overview of the different types of roles, it would be helpful if this study was able to determine the current level of access by bilingual/bi-cultural workers to employment opportunities and pathways within this sector. This would be a basis for determining the extent that new targets for an inclusive workforce are needed, which areas (such as hot spots) would benefit from a more diverse workforce and which strategies might be employed to achieve better recruitment and retention levels of a diverse workforce.  ECCQ also suggested the following in a submission made in 2008 (see attached)
preschool workers? What characteristics describe the childcare and preschool workforces in terms of demographics, wages	"The development and implementation of diversity and equality guidelines for childcare providers, and processes that ensure their implementation, would support this framework, as well as strategies to encourage childcare services to engage in ongoing cultural readiness programs.
and salaries, working conditions, employment status, staff turnover, unfilled vacancies	It would be most valuable to link with early childhood education institutions in the development of curriculum, to enrich/support the learning experiences for potential childcare staff in the areas of inclusive practices, strength based approach, child/family centred approaches, disability, diversity and cultural readiness.

Issue	Response
and job satisfaction.	
	Many states currently have a support pool of cultural workers that support federally funded children's services on a short term basis. These cultural support workers provide huge benefits for children's services, including a connection to the culture and language of the children that they support and cultural information for children's service workers and their other families.  Their presence in centres can also often help improve cultural awareness of other workers. There are benefits for the cultural workers also; it may be the first job opportunity or local work experience that they have had in Australia. Because the work they do is usually on a short term, casual basis they often leave the sector to enter long term work. This is a loss for the sector and could be prevented if training and employment pathways were available, including the opportunity to train to become teachers, and their valuable skills and qualifications recognised. We suggest that part of the Commonwealth Government's package of \$126.6 million over four years announced in the 2008-09 Budget to help build the skilled workforce needed to implement COAG's early childhood reform agenda be used for this purpose."  ECCQ, 2008:6-7
	In addition to bi-cultural and bi-lingual workers, the workforce generally needs access to good quality cultural competency training given the importance of culture to parenting. New standards and improved curricula are needed to ensure that cultural competency training is effective and of a high quality. In turn, these enhanced educational opportunities may contribute to increased job satisfaction and lower turnover and recruitment costs. Lower turnover also means more stable relationships between carers, children and their families which is very beneficial.
	Overall, the levels of remuneration within the childcare and early educations sectors tend to be quite low by community standards and are often significantly lower than the median income.
What characteristics	Given established research linking the quality of early childhood education with productivity outcomes, a strategy that examines best practice in providing wages and salaries in conjunction with higher standards of education within the workforce would help to establish benchmarks consistent with the Federal Government's increasing commitment to early childhood services.  Similar to the previous point, it would be helpful if this study was able to
describe the child health and family support workforces.  What characteristics describe the	determine the current level of access by bi-lingual/bi-cultural workers to employment opportunities within child health and family support workforces. This would be a basis for determining the extent that new targets for an inclusive workforce are needed, which areas (such as hot spots) would benefit from a more diverse workforce and which strategies might be employed to achieve better recruitment and retention levels of a diverse workforce.
workforce providing services to children with additional needs?	Specialist child health and family support workforces are needed to augment the universal system, particularly in geographical hotspots where there is a significant population of CALD communities.
	In addition to bi-cultural and bi-lingual workers, the workforce generally needs access to good quality cultural competency training given the importance of

Issue	Response
	culture to parenting.
What data collection provides information on the ECD sector and its workforce? How might data collection be improved?	ECCQ supports data collection about the workforce that records, analyses and reports on ethnicity, country of origin, languages spoken etc. Once this aspect of the workforce is understood, and a baseline picture is defined, then changes, improvements and any decline can also be measured and therefore addressed.
Local Governments How do the differing roles and policies of	Local governments may directly provide childcare and also provide/lease facilities used by child care providers.
governments affect the planning and provision of the ECD workforce?	Across Queensland, the State Government in conjunction with Councils, funds the Local Area Multicultural Partnerships workers (LAMP). The State Government also funds regional Community Action for a Multicultural Society Program (CAMS). These networks of regionally based workers are a source of information and networking capacity in relation to multicultural issues. These workers have specific expertise and extensive reach into multicultural
of jurisdictions or councils with effective policies and programs that could be usefully transferred or applied in other areas of Australia?	communities across Queensland and could be a source of information and capacity building in relation to child care issues.
Are there other significant policies governing the ECEC, child health and family support sectors and their workforces that the Commission should be aware of?	In recent years ECEC policy on language has decreased its reference to cultural diversity and in some cases replaced it with the more general term "inclusion". This can affect practice and implementation as staff and centres prioritise those policy areas that have clearer and more detailed statements. Policy around Cultural diversity needs to be prominent and clearly articulated in all ECEC documents.

Issue	Response
What are some of	A range of barriers might exist to CALD families accessing the range of services
the child	under study. ECCQ's submission in 2008 highlighted the following:
development	
reasons families	"In the past more comprehensive support was provided to CALD or
choose to use or not	refugee families through Supplementary Services that specialized in
use different ECEC	cultural inclusion. Since the cultural inclusion program merged into a
services? How is this	mainstream organization, the number of CALD intakes has decreased
changing over time?	dramatically.
	'
	Through networking with the Adult Migrant English Program (AMEP), it
	was also identified that the number of CALD families enrolling into TAFE
	increased whilst the referral for support to Inclusion Support Agencies
	decreased. It is feared that some CALD or refugee families are receiving
	little support when accessing childcare services and only a few
	childcare services are contacting ISA to ask for cultural inclusion
	support.
	Supplementary Services used to provide a more holistic approach to
	support CALD families. For example, supporting families from the first
	stages of finding childcare till the child was enrolled and settled.
	Currently parents get 'partial' support. They may be supported by
	different organizations to find childcare, and taken to the service to
	enroll, but it is not consistent. The family may have to rely on family or
	friends to interpret. This makes it confusing for parents as important
	issues may not be explained to them. Follow ups are also not taking
	place which has resulted in:
	<ul> <li>Parents taking their children out of a service.</li> </ul>
	<ul> <li>Parents and children being marginalized.</li> </ul>
	<ul> <li>Children attending a service but not being fully included in the</li> </ul>
	learning process.
	<ul> <li>Parents incurring hefty childcare debts as they may not have been</li> </ul>
	informed appropriately about CCB.
	<ul> <li>Unnecessary stress for children and families.</li> </ul>
	First encounters of CALD or refugee families with childcare system are
	most important for later access and retention at childcare services.
	However CALD or refugee families seem to encounter barriers when
	accessing childcare services:
	decessing enhances services.
	<ul> <li>Administration and fee structure (CCB) and childcare concepts</li> </ul>
	are foreign to some communities. Some CALD or refugee
	families may need further support when they are introduced
	into the Australian childcare system.
	<ul> <li>Need to identify organizations that support CALD and refugee</li> </ul>
	families at this time and the role of organizations such as
	Inclusion Support Agencies that are responsible for supporting
	the childcare centre in the inclusion of these children
	Need to support family-centered approach
	Some childcare services may not have the resources or
	knowledge to support CALD or refugee families.
	Availability of interpreters
	- Availability of litter precess
	<ul> <li>Crucial childcare information translated into other relevant</li> </ul>

Issue	Response
Issue	Family centered approach to support the specific needs of CALD and refugee families.  Availability of time for childcare staff to support CALD and refugee families.  Cultural competence of childcare staff and cultural readiness of childcare services.  Inflexible timetables and processes at migrant adult schools limit the ability of parents to access jobs, limiting their ability to pay for childcare and other basic needs.  Affordability of childcare for those newly arrived migrants subject to the two-year waiting period before they can access income support.  Some families (especially refugee families) may fear connection of government organisations to their children.  ECCQ supports the following strategies as a way of addressing these barriers:  Expand the provision of cultural support workers who can provide an ongoing link between families and child care providers  Employ a bi-cultural / bi-lingual workforce particularly targeted to geographic hot spots  Provide high quality cross cultural competency training to all staff (child care, early education workers, health nurses and family support workers)  Improve curricula and teaching resources available to child care providers and early educators which enrich the learning environment for all children and ensure the inclusion of children from CALD families.
To what extent is the female labour force participation influenced by the availability of formal	ECCQ participates in the Employment Action for Cultural Diversity convened by the Multicultural Development Association in Brisbane. This group is focused on some priority issues including employment issues and barriers for women from new and emerging communities.
childcare?  To what extent does the relative cost of ECEC services determine the demand for those services?	Access to employment is a significant issue, particularly for some groups of women from CALD backgrounds. Child care is an essential component supporting workforce participation but as previously stated, barriers may exist to accessing appropriate child care options. The child care system may be difficult to understand and information may not be easily accessible. Families may be fearful of a system they are still learning about. The capacity for outreach and engagement with CALD families to provide information and enabling assistance is crucial. The capacity of child care providers to respond well to CALD families is also an essential component in accessing care that will be sustained.
What factors affect	Women from new and emerging communities may only work part-time or otherwise be in receipt of low wages. Very often, people may not have access to private transport. The coordination of transport and employment with child care opportunities is essential if child care places are to be accessed by women entering the labour force. These are issues for all women but are compounded in the case of newly arrived women from new and emerging communities and refugee backgrounds.  This submission has previously illustrated the need for a culturally competent
the demand for and the skills required of	workforce including bi-cultural workers based on percentage of the population from CALD backgrounds.

Issue	Response
the child health	
workforce and the	
family support	
workforce?	
How might the proposed qualification standards, staffing	This section in the information paper discusses the relationship between improved qualifications and skill upgrades, and increased costs of ECD services. ECCQ is strongly supportive of increased wages reflecting better standards of training and education within the workforce.
levels and the implied mix of skills and knowledge assist the delivery of the desired outcomes for children?	Anecdotal evidence from the bicultural support pools suggests that there are a significant number of women from CALD backgrounds who were teachers in their country of origin. As their qualifications are not recognised in Australia they work as unskilled, casual workers in childcare settings. Steps to assist these workers have their skills recognised, and/or pathways to becoming early childhood teachers would assist to increase skills and knowledge of the sector that would benefit families, children, and help to increase cultural knowledge
available for funding	and understanding.
the increased wages and salaries of more highly qualified ECD workers?	Significant cost impacts will seriously impact on disadvantaged CALD households, in particular households from new and emerging communities, household with little or no English, households struggling to maintain employment and who are confined to lower income occupations (at least initially).
Do providers of ECD services have difficulties finding staff? If so, are these problems more pronounced in some ECD occupations or in some areas?	The impact of rising costs in relation to disadvantaged communities needs to be fully understood and strategies that mitigate these impacts will be needed.  A workforce recruitment and retention strategy might converge with the needs of migrants to get training and enter the labour force. In tandem with improved conditions, ECCQ encourages a recruitment push to attract bi-lingual and bi-cultural workers to the industry.
their staff retention	
issues?	
How might inequitable pay levels be addressed?	The best argument for improved pay levels in line with improved qualifications and training, is to establish the cost-benefit of higher quality early education, child care and support services compared to costly programs later in life aimed at improving education and employment outcomes among some populations. Queensland has high demands for labour which require excellence in early childhood programs based on overseas evidence supporting the positive impact of quality early care and education on long term productivity. These costings need to be established for Queensland and opened to discussion by all stakeholders.
Does the regulatory burden have a significant impact on attracting and retaining staff in the	Significant regulations are warranted in this industry because the care of children is the central focus. There is a problem that the regulatory burden continually increases, with more demands on workers overall, yet affordable educational opportunities that lift the qualifications of the workforce is not matched with rising wages and improved conditions. Continuously improving

Issue	Response
ECD sector?	regulations are a necessary feature of early childhood services and ECCQ would
LCD 3CCtor:	like to see regulations strengthen the monitoring and implementation of
	improved cultural competency strategies. This will always be difficult if the
	wage levels are not addressed and brought into line with teachers.
Do newly qualified	Cultural diversity training in early childhood training both in university and TAFE
ECD workers have	is extremely limited and the development of improved courses in this area is
the necessary skills	required. ECCQ is available for further discussions to this end.
and attributes to be	
effective in the	A combination of formal education and paid work experience opportunities
workplace?	provide a balance of formal and on the job training. While improved
	educational standards are warranted and can contribute to better cultural
Do people from CALD	competency, there should be various pathways into the industry that
backgrounds face	encourage participation from a diverse workforce.
barriers to obtaining entry level ECD	
qualifications?	
What can be done to	Again, attracting trainers in cultural competency is an opportunity to generate
ensure that there is	employment opportunities for CALD communities. Expanding opportunities to
an adequate supply	train people to deliver cultural competency modules would create employment
of skilled trainers to	and strengthen the early childhood workforce.
meet future	
increases in demand	
for training?	
What is the scope for	While the point is made that fixed staff to child ratios, plans to improve
productivity	qualifications with associated impacts on the quality of care and early
improvements in the	education need to be measured in terms of long term productivity gains.
ECD sector?	Evidence suggests that children provided with quality care with an educational focus, go on to contribute positively to productivity through increased
	employment rates, higher incomes and greater independence.
Have initiatives to	More initiatives are needed to encourage a culturally diverse workforce.
increase the supply	
of ECD workers been	
effective?	
What are the	ECCQ supports service integration. There may be a role and benefits to a
implications for the	generalized workforce however it will be essential for this workforce to receive
ECD workforce in	a strong foundation in culturally competent practice as well as continuous
terms of skill mix	training opportunities in the workplace.
requirements and	There is also a vale for energialist CALD warkers to address antropological modes
work practices, from integrating or co-	There is also a role for specialist CALD workers to address entrenched needs and issues as well as common barriers to access. ECCQ suggests that both
locating ECD	generalized roles and specialized roles are essential and both require cultural
services? Is there	competency training opportunities that are ongoing.
scope for the	somposens, training opportunities that are engenigh
development of a	
generalized ECD	
workforce or a pool	
of specialized	
integrated service	
managers?	
What additional	Is essential that a workforce recruitment and retention strategy is developed in
support or skills do	relation to the needs of CALD communities. Given the ongoing and growing
ECD workers require	need for quality child care options and the need in particular CALD communities
to provide effective	for better access to workforce opportunities, there is a need to articulate

Issue	Response
services to children from CALD backgrounds?	<ul> <li>Promotes child care, health and support roles and employment opportunties within CALD communities</li> <li>Engages formal and informal leaders from CALD communities to champion opportunities to enter these industries</li> <li>Promotes the importance of specialist expertise and reward its contribution</li> <li>Provides affordable education and training to CALD communities together with language options if needed</li> <li>Integrates cultural understandings of parenting, families and settlement to curriculum and workplaces so that a diverse workforce is not only employed but included in team approach</li> <li>Consult with CALD communities on a regular basis for example through reference groups or forums to ensure that policy and practice is best meeting the needs of CALD children and families.</li> </ul>
Child safety and early intervention	A recent presentation by C4EO in Queensland focused on the essential elements of early childhood that contribute to better long term outcomes:
	The best start in life
	Language for life
	Engaging parents
	Smarter working, better services
	Knowledge is power
	The following quotes from that presentation are relevant to this submission:
	"The role of health services, children's centres and schools in delivering and supporting effective early intervention cannot be underestimated."
	"A skilled and confident workforce is critical, with the ability to identify communication problems at an early age, and distinguish between transient and persistent difficulties so that appropriate interventions can be put in place. Yet many early years staff feel inadequately equipped to help these children and over 60% of primary teachers lack confidence in their ability to meet children's language needs"
	"Effective local practice was characterised by a large scale training programme and dissemination of information to equip staff and parents alike in successfully targeting early intervention and support, resulting in marked improvements in children's learning and achievement, practitioners' confidence and parental feedback. Other key characteristics included the effective use of data, not least to track progress, building capacity through sharing the knowledge of specialist staff, and strong parental engagement. "
	Specific language issues are also present for newly arrived migrant children and a capacity to recognise and respond is an essential skill set in early childhood sectors. In particular, child care providers and carers need specific skills to

Issue	Response
	identify early problems and to also work positively with a child who is learning English.
	These examples of the critical importance of early years quality service provision, early intervention and language development highlight the level of skills required by child care providers as just one example. Training, education, continued mentoring, the regulatory framework and cultural competency are all essential and pay levels need to reflect the critical role this workforce plays in laying down the foundation for future productivity.
Other comments	The Inclusion Support Agency needs a bigger profile (and probably more financial resourcing). Through this services, families would also be able to make more informed decisions about care. The ISA could have a wider ranging scope by looking at job roles to provide family support to strengthen children's transition into childcare.
	Promoting/encouraging more involvement/participation by CALD families in early childhood settings-For eg. as volunteer on management committees or in the centre, could enhance English speaking opportunities for families and provide a learning exchange opportunity to workers, inform policy development, and lead to employment opportunities. Perhaps some additional funding/resourcing or incentives could be offered to settings/models which promote this effectively.
	The child care and child health industries would benefit from stronger information strategies in community languages. Workforce capacity and skill in identifying these needs are important.
	The introduction of a CALD mentoring strategy similar to the Indigenous mentoring program may assist people from diverse cultures to enter the industry and advance their careers.

#### 3. Conclusion

Thank you for the opportunity to make this submission. ECCQ urges strong consideration of the direct relationship between better quality early years education (including through child care) and long term productivity benefits. Establishing the cost benefits of an improved early childhood workforce is a key factor in considering how best to fund any needed reforms (including better salary levels for child carers). In addition, ECCQ is strongly in favour of improvements to:

- The cultural competency of staff and provider agencies
- A regulatory framework that strengthens cultural competency requirements
- A staff recruitment and retention strategy that enhances opportunities to recruit and retain a
  multicultural workforce. This could provide opportunities to CALD women struggling to enter the
  workforce and also with the recognition of prior qualifications.

ECCQ is available for further comment and looks forwards to continuing to engage with the Productivity Commission on this important issue.

For further information, please contact Fiona Caniglia on 3844 9166 or at advocacy@eccq.com.au.

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