

3 Presentation of officer reports

3.1 Kindergarten Infrastructure and Services Plan

Executive Summary

Purpose

This report seeks Council endorsement of the Victorian Government Kindergarten Infrastructure and Services Plan (KISP) for the City of Boroondara, including the changes that have been negotiated by officers and agreed in principle with the Department of Education and Training (DET).

Background

In 2022 the Victorian Government introduced five hours of funded three year old kindergarten in Boroondara. Prior to 2022, families were required to pay the full cost for their child to attend three year old kindergarten. From 2023, the Victorian Government will fund between 5 and 15 hours of three year old kindergarten per week. By 2029 it is the Victorian Government's expectation that all three year old kindergarten programs will operate at a minimum of 15 hours a week, while continuing to operate a minimum of 15 hours a week for four year old kindergarten programs.

In order to understand how kindergartens across Victoria will cater for the likely increase of the introduction of funded three year old kindergarten, the Victorian Government has undertaken supply and demand analysis and projections. The expected supply and demand are detailed at a suburb level and is highlighted in the KISP. The KISP includes all kindergarten places currently provided across the municipality in stand-alone kindergartens, long day care centres and independent schools and identifies areas of predicted unmet demand for kindergarten places.

Once the unmet demand is identified from the KISP, service providers can use the projections to assist with timetable or program structure changes required to accommodate the full 15 hours of funded three year old kindergarten alongside operating a minimum of 15 hours a week for four year old kindergarten programs. The DET will support providers and services to maximise their kindergarten places through the change management activities and practices. Where anticipated demand still exceeds the projected supply of kindergarten places, the KISP informs direction about locations that may require additional kindergarten building infrastructure.

The KISP will provide kindergartens, both private and not-for profit, with indicative information to inform their own business planning to assist in the expansion of existing kindergarten programs, adjustment of scheduling, establishment of new programs and investment in new and existing buildings if required.

Although Council will not be responsible for funding building expansions to accommodate increased demand, the KISP will assist with renewal planning of Council owned buildings used for kindergarten. In the areas of predicted unmet demand as per the KISP, if there are Council buildings requiring expansion, a grant application will be made through the Victorian Government Building Blocks funding program to fund the expansion component.

Officers will align the timing of funding applications to our existing renewal program so that Council's renewal and any expansion can be conducted as one project.

At the time of writing this report, 67 of 79 Local Government Areas across Victoria have signed a KISP with the Victorian Government.

Key Issues

Officers have negotiated a number of changes to the KISP to reflect the following principles as previously shared with councillors:

- Any infrastructure required to support increased capacity at any kindergartens operating in Council owned buildings will be fully funded by the Victorian Government; and
- Any service provider support required to adjust current programming to better meet supply and demand is required to be undertaken by the Victorian Government (DET) with the relevant service
- The wording in the KISP document throughout will reflect the spirit of these caveats.

Council's role was articulated to make it clear that Council is not responsible for any building expansions required to increase capacity. Similarly, it is made clear in the KISP Council does not have a role in altering the operations of local kindergarten services.

Officers also included the following caveat in the local context of the KISP:

'Boroondara City Council has reviewed and endorses this document in so far as it is an indicator of future unmet demand as predicted by currently available forecast data and a planning tool for potential future investment by various parties at their own discretion. Council's endorsement is not and should not be interpreted as an indication that Council accepts responsibility for meeting that unmet demand, or that Council is capable of, or committed to meeting that demand, through either service provision or infrastructure expansion. Neither should Council's endorsement be interpreted as a commitment to impose change management activities and practices upon independent service providers, as a means to resolve unmet demand.'

The DET has advised a signed KISP is not a funding document and would not commit any party to fund projects, however it is expected future grant applications through one of the Victorian Government funding schemes would align with a signed KISP. An unsigned KISP will directly impact Council's ability to access future grants given the requirement to reference to a signed KISP is a grant assessment criteria.

Officers' recommendation

That the Services Delegated Committee resolve to:

1. Endorse the proposed Kindergarten Infrastructure and Services Plan for Boroondara as annexed to the minutes; and
2. Authorise the CEO or delegate to sign the Kindergarten Infrastructure and Services Plan for Boroondara on behalf of Council.

Responsible director: Carolyn McClean

1. Purpose

The purpose of this report is to seek Council endorsement of the Victorian Government Kindergarten Infrastructure and Services Plan (KISP) for the City of Boroondara, including changes that have been negotiated by officers and agreed in principle with the Department of Education and Training (DET).

2. Policy implications and relevance to community plan and council plan

The Boroondara Community Plan 2021-2031 is the primary reference document for early childhood services and facilities. The Boroondara Community Plan is structured around the following seven priority themes:

- Community, Services and Facilities
- Parks and Green Spaces
- The Environment
- Neighbourhood Character and Heritage
- Moving Around
- Local Economy
- Leadership and Governance

The most relevant priority theme is 'Community, Services and Facilities', with the strategic objective that community services and facilities are high quality, sustainable, inclusive and strengthen resilience.

In regard to this report, Council has a role in ensuring:

- Facilities and sports precincts encourage equal access through social planning, delivery, asset maintenance and renewal activities. (Strategy 1.4)

The Boroondara Disability Action Plan 2018-2022 aligns with the seven priority themes of the Boroondara Community Plan. Underpinning the priority theme 'Your Community, Services and Facilities' is the action to 'support the inclusion of children with a disability in State funded kindergarten programs.' The action plan establishes the need to ensure that 'universal design principles (are) incorporated where possible to ensure physical access is not inhibited when Council is developing and/or upgrading facilities.'

The Children and Young People's Action Plan 2020-2025 also aligns with the seven priority themes of the Boroondara Community Plan. The action relevant to this initiative is:

- Conduct advocacy on behalf of early years services in Boroondara to prepare for the roll out of the Victorian Government three year old kindergarten program for implementation from 2022. (Action 1.2)

3. Background

In 2022 the Victorian Government introduced five hours of funded three year old kindergarten in Boroondara. Prior to 2022, families were required to pay the full cost of the three year old kindergarten service. From 2023, the Victorian Government will fund between 5 and 15 hours of three year old kindergarten per week.

By 2029 it is the Victorian Government's expectation that all three year old kindergarten programs will operate at a minimum of 15 hours a week, alongside operating a minimum of 15 hours a week for four year old kindergarten programs. All children in Boroondara will then have access to subsidised kindergarten in the two years before attending primary school.

Officers presented information to councillors recently regarding the Victorian Government's introduction of funded three year old kindergarten as documented in their draft Kindergarten and Infrastructure Service Plan (KISP) for Boroondara.

In order to understand how kindergartens across Victoria will cater for the likely increase of the introduction of funded three year old kindergarten, the DET provided grant funding and worked in partnership with local governments in Victoria to develop a KISP for each municipality. The Victorian Government undertook supply and demand analysis and projections by engaging Ernst & Young to undertake a Kindergarten Capacity Assessment Program (KCAP) survey. Officers have worked with the DET to finalise the KISP (see **Attachment 1**) for Boroondara. Both parties worked to agree on the population, supply and demand data along with the local context that supports the outcomes of the KISP data that best reflects the Boroondara community.

The KISP includes all kindergarten places currently provided across the municipality in stand-alone kindergartens, long day care centres and independent schools. Once the unmet demand is identified from the KISP, service providers can use the projections to assist with timetable or program structure changes required to accommodate the full 15 hours of funded three year old kindergarten alongside operating a minimum of 15 hours a week for four year old kindergarten programs. The DET will support providers and services to maximise their kindergarten places through the change management activities and practices. Where anticipated demand still exceeds the projected supply of kindergarten places, the KISP informs direction about locations that may require additional kindergarten building infrastructure.

KISP data assumes unmet demand could be met in sessional kindergarten programs or private long day care services. While all services can provide a sound kindergarten experience, it is not yet proven private long day care services will pick up all unmet demand.

Supply and demand modelling from the KISP has identified most future demand can be met from the existing infrastructure within Boroondara, with some exceptions in Balwyn North, Camberwell, Glen Iris, Hawthorn East and Surrey Hills/Canterbury.

While Council does not operate any early childhood education and care services directly, Council plays a number of roles in relation to kindergarten across the municipality, including:

- Infrastructure provision of the 31 existing facilities;
- Lease agreements with non-Council service providers for delivery of kindergarten and long day care programs;
- Delivery of central registration and enrolment scheme;
- Delivery of Preschool Field Officer Program; and
- Municipal planner and advocate, incorporating the various networking opportunities that council provides for kindergarten and long day care services.

The KISP will assist with renewal planning of Council owned buildings used for kindergarten. In the areas of predicted unmet demand as per the KISP, if there are Council buildings requiring expansion, a grant application will be made through the Victorian Government Building Blocks funding program to fully fund such works. It is unlikely that any funding would be provided without a signed KISP.

Signed KISPs with each Local Government Areas are published on the DET website. At the time of writing this report, 67 of 79 Local Government Areas across Victoria have a published signed KISP.

4. Outline of key issues/options

Officers have negotiated a number of changes to the KISP to reflect the following principles as previously shared with councillors:

- Any infrastructure required to support increased capacity at any kindergartens operating in Council owned buildings will be fully funded by the Victorian Government; and
- Any service provider support required to adjust current programming to better meet supply and demand is required to be undertaken by the Victorian Government (DET) with the relevant service
- The wording in the KISP document throughout will reflect the spirit of these caveats.

Council's role was articulated to make it clear that Council is not responsible for any building expansions required to increase capacity. Similarly, it is made clear in the KISP Council does not have a role in altering the operations of local kindergarten services.

Officers also included the following caveat in the local context of the KISP: *'Boroondara City Council has reviewed and endorses this document in so far as it is an indicator of future unmet demand as predicted by currently available forecast data and a planning tool for potential future investment by various parties at their own discretion. Council's endorsement is not and should not be interpreted as an indication that Council accepts responsibility for meeting that unmet demand, or that Council is capable of, or committed to meeting that demand, through either service provision or infrastructure expansion. Neither should Council's endorsement be interpreted as a commitment to impose change management activities and practices upon independent service providers, as a means to resolve unmet demand.'*

The KISP acknowledges the Victorian Government will fund capital projects which directly lead to provision for 3 year old kindergarten in full, officers believe Council could align the renewal of our existing kindergarten buildings with any required expansions in areas of unmet need. This would ensure Council would not be paying additional funds for expansion but utilise the existing building renewal program effectively to leverage Victorian Government grants for the expansion component. This approach would require the KISP to be signed by Council.

The DET has advised a signed KISP is not a funding document and would not commit any party to fund projects, however it is expected future grant applications through one of the Victorian Government funding schemes would align with a signed KISP.

An unsigned KISP will directly impact Council's ability to access future grants given the requirement to reference to a signed KISP is a grant assessment criteria.

Officers recommend that Council endorses the KISP, and authorises signing of the KISP by the CEO.

Officers have worked collaboratively with the DET to present a KISP that reflects the local context of Boroondara. Signing a KISP provides clarity for funded kindergarten providers across the municipality to plan session times and group sizes. A signed KISP also provides information to the private sector who may invest within the municipality, knowing there is projected future demand. Should Council not sign the KISP, it is unlikely Council would be considered for future funding opportunities of buildings to support early years services. Additionally, the KISP provides key information to the existing volunteer Committees of Management, early years managers and private services running early childhood education and care services, as it informs their future planning.

5. Consultation/communication

During 2019, the DET engaged Ernst & Young to undertake a Kindergarten Capacity Assessment Program (KCAP) survey.

In January 2021, Council officers undertook a follow up survey with early childhood education and care services within the municipality to validate previous data and identify intentions of services to deliver three year old kindergarten in 2022 through to 2029.

Officers have engaged with the DET over the past eighteen months in developing the KISP in preparation for endorsement by Council.

The change management process with stand-alone kindergarten services, with all but three run by a volunteer Committee of Management, is the responsibility of the DET.

6. Financial and resource implications

Council plays a key role in the renewal of existing kindergarten and community not for profit long day care facilities. Over the past eight years Council has invested more than \$14 million in renewal and upgrade of buildings that incorporate kindergarten programs. Council has attracted some Victorian Government funding for these projects, however the majority of funding has been provided by Council.

Over the next five years, Council has forecast over \$7 million for renewal works to eight early childhood education and care facilities across the municipality, including six stand-alone kindergartens and one long day care centre. This is to ensure renewal of buildings are fit for purpose based on current circumstances and do not take into consideration any expansion to accommodate three year old kindergarten.

It is likely that a majority of future grants will go to Councils who have signed their KISP. The DET advise that a signed KISP is not a funding document and would not commit any party to fund projects, however it is expected that future grant applications to the Victorian Government would align with the KISP. An unsigned KISP will directly impact Council's ability to access future Building Blocks grants given the requirement to reference a signed KISP is in the grant assessment criteria.

Council will continue to ensure renewal of existing Council early years' education and care facilities are fit for purpose based on current circumstances and will not take into consideration any expansion to accommodate three year old kindergarten. Council officers believe that any infrastructure expansion required to support the roll out of funded three year old kindergarten will be fully funded by the Victorian Government by the Building Blocks funding program.

7. Governance issues

The implications of this report have been assessed in accordance with the requirements of the Victorian Charter of Human Rights and Responsibilities Act 2006. The officers responsible for this report have no direct or indirect interests requiring disclosure.

8. Social and environmental issues

Officers are supportive of the roll out of funded three year old kindergarten and recognise the associated benefits for children however the Victorian Government is the funder and regulator of kindergarten services and the experts in early years' education.

9. Evaluation and review

Subject to adoption by Council, officers have requested that the KISP be reviewed with the DET in 2024. At this time the DET and officers will be able to assess against updated population forecasts and assess the impact of the first three funded years of the three year old kindergarten.

Manager: Andrew McHugh, Manager Health and Wellbeing Services

Report officer: Suzanne Jervies, Early and Middle Years Lead



Education
and Training

Kindergarten Infrastructure and Services Plan

City of Boroondara

CONTENTS

1. Introduction	3
1.1. Reform context	3
1.2. Purpose of KISPs	3
1.3. How to use the KISP	3
1.4. Structure of the KISP	3
1.5. Disclaimer	4
2. Map of Early Childhood Education services in the City of Boroondara	5
3. Local context	7
3.1 Purpose	7
3.2 Key considerations	7
4. Funded kindergarten enrolment estimates between 2021-29 for the City of Boroondara	11
4.1 Purpose	11
4.2 Methodology	11
4.3 Summary of current kindergarten provision	12
4.4 Approach to optimising the use of existing services and infrastructure	13
4.5 Agreed estimates of demand for funded kindergarten places that cannot be met through existing services and infrastructure	14
5. Authorisation	18

© State of Victoria (Department of Education and Training) 2020



Attachment 1 – Kindergarten Infrastructure Services Plan is provided under a Creative Commons Attribution 4.0 International licence. You are free to re-use the work under that licence, on the condition that you credit the State of Victoria (Department of Education and Training), indicate if changes were made and comply with the other licence terms, see: [Creative Commons Attribution 4.0 International](https://creativecommons.org/licenses/by/4.0/)

The licence does not apply to:

- any images, photographs, trademarks or branding, including the Victorian Government logo and the DET logo; and
- content supplied by third parties.

Copyright queries may be directed to copyright@edumail.vic.gov.au



Education
and Training

1. INTRODUCTION

1.1. REFORM CONTEXT

In an Australian first, the Victorian Government has committed to implement Three-Year-Old Kindergarten for all children over a 10-year roll-out with a total investment of almost \$5 billion, including \$1.68 billion to support the infrastructure expansion required for the reform. This reform will add another year of universal funded kindergarten so that, by 2029, all children in Victoria will have access to two years of play-based learning through a funded kindergarten program.

1.2. PURPOSE OF KISPS

Three-Year-Old Kindergarten will require a large expansion of kindergarten across the State. The Government has invited all 79 Victorian Local Governments to discuss and agree upon a Kindergarten Infrastructure and Services Plan (KISP) for their Local Government Area (LGA).

Each KISP has been jointly developed with Local Government and published to estimate the growth in demand for kindergarten within the LGA. The KISPs will help all kindergarten providers meet demand and provide a clear picture of infrastructure needed across the State.

While a KISP is not a funding document and does not define required infrastructure projects or commit any party to funding specific projects, it is expected that future investment requests through Building Blocks and funding decisions about Local Government and not-for-profit projects would align with the relevant KISP.

1.3. HOW TO USE THE KISP

Each KISP contains estimates of future kindergarten supply of, and demand for, Three and Four-Year-Old Kindergarten places against existing enrolment capacity. Not-for-profit and for-profit providers can use these estimates to inform their plans to expand kindergarten programs, establish new services or invest in new or extended facilities.

For example, KISPs provide demand estimates in terms of where, when and how much demand for kindergarten places will grow in an LGA. KISPs also estimate where and how many kindergarten places providers can accommodate in existing facilities before an area needs new infrastructure to meet demand. The estimates can be used to inform decisions about where and when expansions of kindergarten program capacity and the construction of new or extended facilities are needed to meet demand growth.

Where there is an agreed KISP for the LGA, the Local Government and not-for-profit kindergarten providers seeking co-investments through the Building Blocks Capacity Building stream must refer to, and align their proposed project with, the infrastructure need identified in the KISP.

1.4. STRUCTURE OF THE KISP

Each KISP consists of the following sections:

- **Section 1:** A short introduction to the Three-Year-Old Kindergarten reform and the KISP.

- **Section 2:** A map of existing and planned Early Childhood Education and Care service locations.
- **Section 3:** Local knowledge and context relevant to the expansion of kindergarten services.
- **Section 4:** Funded kindergarten demand estimates.

1.5. DISCLAIMER

All data presented in this document are estimates only and are based on the best information available to the Department and Local Government at the time. They are published on an as-is basis and are for informational purposes only. They are subject to adjustment in response to market forces and as new data and other relevant information becomes available. The data may under- or over-estimate both total demand in a given location or year and the capacity for new demand to be met by providers. As a result, operational and business decisions should not be made solely based on this document. Any use of this data is solely at the risk of the user. The Department and Local Government accept no responsibility for any loss or damage, either direct or incidental that may result from the use of the data.

2. MAP OF EARLY CHILDHOOD EDUCATION SERVICES IN THE CITY OF BOROONDARA

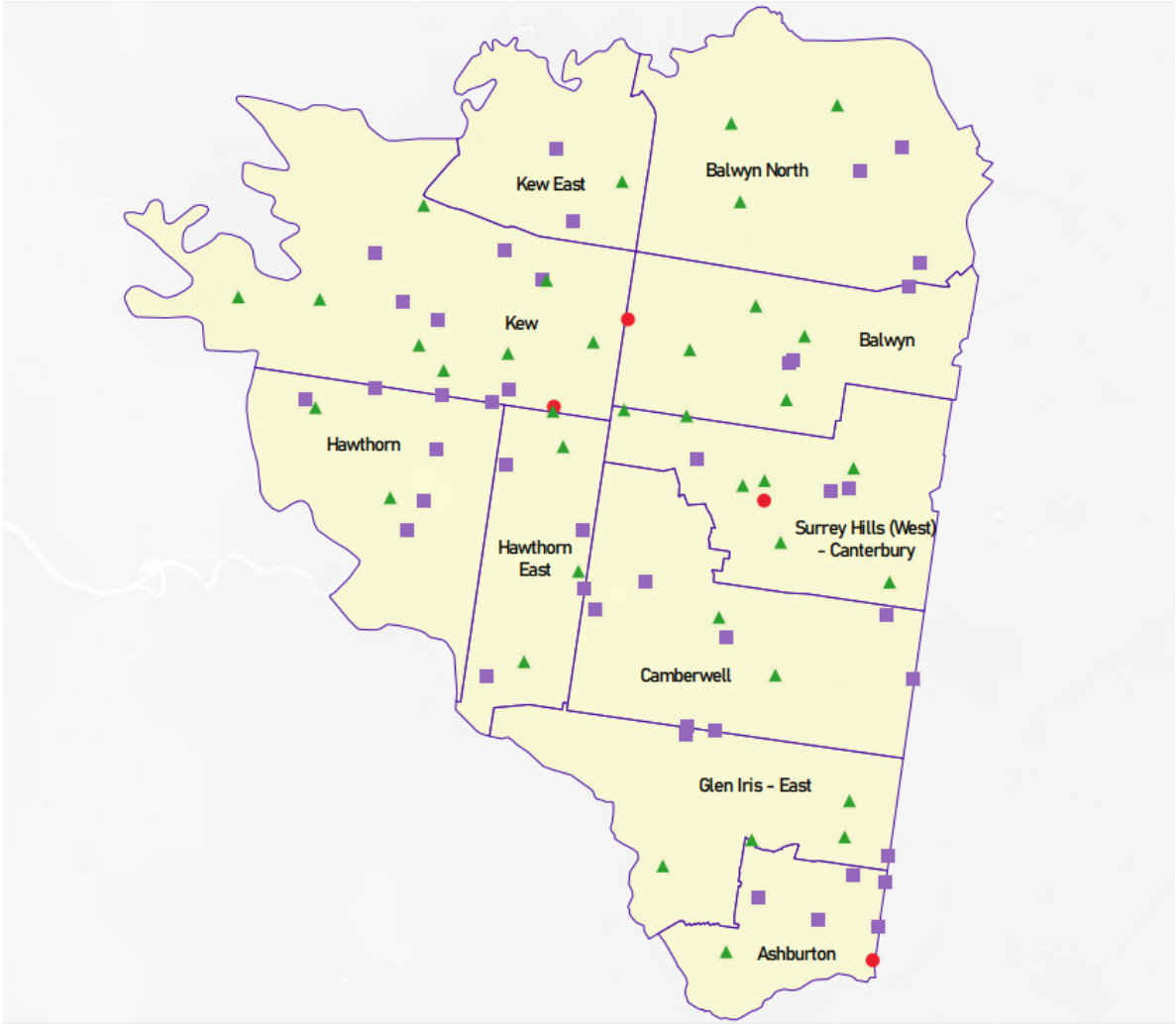
The map below shows the distribution of currently operating and new services that are planned to open in the future in the LGA and across its communities.

This map has been prepared using Departmental data, from both the National Quality Agenda IT System (NQAITS) and the Victorian School Building Authority (VSBA). Where applicable, this map has been refined by Boroondara City Council and the Department to capture other services that are planned to open in the future.

Service Name	Project type	Suburb	Total License capacity
Canterbury Hub	Integrated Children's Centre	Canterbury	25
Preshil Kindergarten	Early Learning Facilities Upgrade	Kew	41
The Hive Early Learning Centre	Early Learning Centre	Ashburton	99
Deepdene Early Learning Centre	Early Learning Centre	Balwyn	100

* Upgrades to existing facilities are not shown as new planned services i.e. West Hawthorn Preschool and J J McMahon Memorial Kindergarten

Note: In some instances, SA2s overlap multiple LGAs. Where this occurs, the SA2 and any services within it, are allocated to the LGA that it has the greater land area in. As a result, services that sit within these SA2s have been excluded from the diagram below as they are represented on the neighbouring LGA's map.



Registered Approved Services as at March 2021

- Key**
- Existing KGN services
 - Existing LDC services
 - Services expected to open within 12 months

3. LOCAL CONTEXT

3.1 PURPOSE

Local, place-based knowledge and context play an important role in supporting the implementation of Three-Year-Old Kindergarten across Victoria. This section of the KISP documents this knowledge and context and has informed the funded kindergarten enrolment estimates in Section 4.

3.2 KEY CONSIDERATIONS

Key demographic trends that influence demand for kindergarten

Boroondara City Council is located in the inner eastern suburbs of Melbourne, between 5 and 10 kilometres east of the Melbourne CBD with a current population of 183,000 people. 30.9% of people living in the City of Boroondara were born overseas with residents from 103 different birthplaces.

There are 10,990 couples with young children in the Boroondara, comprising 17.5% of households and 1,380 single parents with young children, comprising of an additional 2.2% of households. Boroondara is expected to experience a low rate of growth of 4.2% for 3 and 4 year old children between now and 2029.

The SEIFA Index of Disadvantage measures the relative level of socio-economic disadvantage. The index is derived from attributes that reflect disadvantage such as low income, low educational attainment, high unemployment, and jobs in relatively unskilled occupations. Boroondara has a percentile rate of 96, in comparison to the rest of Metropolitan Melbourne at 57 percentile and Victoria at 51 percentile. As a general observation, Boroondara is not considered a disadvantaged municipality, however it does have pockets of disadvantage that are localised in smaller areas than those captured by the Index.

Council's role in the Early Years

While Boroondara City Council does not operate any education and care services directly, Council owns 31 facilities that are leased to community run, not for profit kindergartens and long day care services. These services are managed by a combination of Early Years Management and volunteer, parent-run Committees of Management.

- 2 kindergartens managed by Early Years Management
- 19 kindergartens managed by Committee of Management
- 1 long day care service managed by Early Years Management
- 9 long day care service managed by a Committee or Board of Management

Boroondara City Council plays a supporting role in the early childhood education and care sector through the administration of the kindergarten central registration and enrolment scheme; delivery of the Preschool Field Officer Program; and provision of existing Boroondara City Council owned infrastructure for kindergarten programs. Boroondara City Council delivers a renewal program for Council owned infrastructure leased to early years education and care services. The purpose of this renewal program is to maintain the current infrastructure, ensuring it meets suitability for existing purpose and current accessibility standards. Council's renewal program does not increase licensed capacity of existing facilities.

All kindergarten programming, including sessions, group sizes, and timetabling, are solely the responsibility of approved providers across the Boroondara municipality. Boroondara City Council encourages approved providers to work with peak bodies including the Early Learning Association of Australia, as well as the Department, when setting or changing kindergarten programs, and Council has no direct role in the operations of kindergarten services.

Projects or trends that may influence supply of early childhood education and care

Council Infrastructure - Boroondara City Council owns 42 early childhood buildings leased to education and care services, consisting of:

- 21 stand-alone kindergartens;
- 10 long day care centres; and
- 11 occasional care services.

Of the 21 Council owned stand-alone kindergarten buildings, 13 are single room units, and 8 are double room units.

Boroondara City Council has made a significant investment in providing supporting infrastructure for the delivery of early childhood education and care services. Approximately 80% of Boroondara's early childhood buildings are over 40 years old, with an average age of 55 years, most are in good condition and functionally sound as a result of regular upgrades and renewals.

Boroondara City Council is committed to maintaining the existing Council owned education and care service buildings in a good condition and keep them functionally sound through the asset management plan.

Seven stand-alone kindergartens or individual rooms are licensed less than 27 places. Research shows that stand alone kindergartens above 22 places but less than 27 places would be operating their program at a financial loss due to government staff to child ratios, even with additional funding supplement. There are an additional four stand-alone kindergartens who have a licensed capacity of 27 places. Boroondara City Council does not have the expectation that these services operate at licensed capacity due to impacts on financial sustainability, and this has been factored into the KISP estimates.

Service	SA2	Existing Capacity		
		Lic. Cap	Room 1	Room 2
Bellevue Kindergarten	Balwyn North Unmet demand	52	26	26
Fordham Ave Kindergarten	Camberwell Unmet demand	51	24	27
Deepdene Preschool	Balwyn No unmet demand	25	25	N/A
Glass Street Kindergarten	Kew East No unmet demand	25	25	N/A
Rowen Street Kindergarten	Glen Iris - East Unmet demand	55	25	30
Auburn South Preschool	Hawthorn East Unmet demand	55	25	30
West Hawthorn Preschool	Hawthorn No unmet demand	48	26	22

Boroondara Kindergarten Central Enrolment Scheme

The Boroondara Kindergarten Central Enrolment Scheme is operated by Boroondara City Council for 26 community or EYM managed sessional kindergartens across Boroondara. The scheme does not include long day care centres or independent schools. The Scheme is a voluntary arrangement between Boroondara City Council and individual sessional kindergarten service providers and applies for both three and four-year-old kindergarten.

Boroondara City Council has overseen the central registration of both 3-year-old and 4-year-old kindergarten since the introduction of the Scheme. At present there are two community managed sessional kindergartens that are not part of the Scheme.

Family Preference

Families in Boroondara have had a demonstrated preference for their child to attend their 4-year-old kindergarten program in a sessional kindergarten program. In 2020, 68% of funded places were accessed in a sessional kindergarten program and 32% of funded places were accessed in a long day care centre. The Kindergarten Information Management System (KIMS) data has shown us that since 2014, family preference has seen a small increase in the access of 4-year-old kindergarten year in a long day care centre by 6%.

Independent Schools

Independent schools within Boroondara operate Early Learning Centres (ELCs) providing niche education and care programs that are a higher fee program, limiting their financial accessibility for many families. A number of these Independent Schools are also accessed by children from across Metropolitan Melbourne, not just neighbouring suburbs.

Boroondara currently has 12 Independent Schools that offer a funded kindergarten program. These offer a combination of:

- 2 boys only kindergarten programs in an Early Learning Centres
- 2 girls only kindergarten programs in an Early Learning Centres
- 8 co-educational kindergarten programs in an Early Learning Centres

Key local geographic considerations or information relevant to Three-Year-Old Kindergarten

Balwyn

One boy's only independent early learning centre in the Balwyn SA2 advised Council that they do not have the licensed capacity to operate a 3-year-old funded kindergarten program, nor the land to increase the size of the kindergarten.

Kew

Following a survey by Boroondara City Council of all education and care services in Boroondara in January 2021, a child care centre in the Kew SA2 advised Council that they will not be offering a funded kindergarten program for 3-year-old and 4-year-old children.

Surrey Hills (West) - Canterbury

Canterbury Norwood Kindergarten will be moving from their current facility on Boronia Street, Canterbury into Council's Canterbury Community Hub in mid-2022. This will see their licensed

places increase from 30 to 55 from mid-2022. This service expansion is captured in the KISP estimates.

Building Permits received by Council

As at October 2021 Boroondara City Council had also received building permit applications for 5 potential education and care services across the municipality.

- 1 building permit in the Camberwell SA2, where there is unmet demand in 2029
- 2 building permits in the Hawthorn SA2, where there is no demand
- 2 building permits in the Kew SA2, where there is no demand.

Please note the building permit applications noted may not result in additional education and child care services.

Other information about the expansion of early childhood services

Boroondara City Council is requesting a review of the KISP in 2024 to update data figures based on the 2021 Census data and 2022/2023 enrolment data. There will enable a better understanding of where kindergartens programs will be placed as they will be eligible to deliver up to 15 funded hours. Enrolments will potentially start to indicate families preferences based on the range of hours being offered, especially in sessional kindergartens.

Based on the per service estimated supply breakdown, the KISP currently shows an approximate 50/50 split between stand-alone kindergarten estimated supply places and long day care kindergarten estimated supply places. KIMS data from 2022 and 2023 at the time of review in 2024 will determine if a 50/50 split still meets the needs of families of kindergarten age children in the municipality or if this needs to be reconsidered to better meet the needs of families.

Note: Boroondara City Council has reviewed and endorses this document in so far as it is an indicator of future unmet demand as predicted by currently available forecast data and a planning tool for potential future investment by various parties at their own discretion. Council's endorsement is not and should not be interpreted as an indication that Council accepts responsibility for meeting that unmet demand, or that Council is capable of, or committed to meeting that demand, through either service provision or infrastructure expansion. Neither should Council's endorsement be interpreted as a commitment to impose change management activities and practices upon independent service providers, as a means to resolve unmet demand.

4. FUNDED KINDERGARTEN ENROLMENT ESTIMATES BETWEEN 2021-29 FOR THE CITY OF BOROONDARA

4.1 PURPOSE

As Three-Year-Old Kindergarten is rolled-out and Victoria's population grows, demand for both Three and Four-Year-Old Kindergarten places will increase significantly. While additional capacity will be needed to meet this demand, this will vary across the State and over time, due to differences in the capacity of existing services, growth trends and sector composition.

To identify where, when and how many additional kindergarten places are expected over the roll-out in the City of Boroondara, Boroondara City Council and the Department have developed:

1. A summary of the current provision of kindergarten within the LGA (**Section 4.3**).
2. An approach to optimising the utilisation of existing services and infrastructure through 'change management' strategies that the Department will lead and support to help meet additional demand in the LGA (**Section 4.4**).
3. An estimate of the Three and Four-Year-Old kindergarten places that cannot be met through existing services for the 2021-29 period, taking into account the additional demand that can be accommodated by optimising utilisation of existing services and infrastructure through point 2, above (**Section 4.5**).

The Victorian Government, Local Government and providers can use these published estimates to inform reform implementation activities such as service planning, kindergarten program expansion, infrastructure investments and Building Blocks funding applications in alignment with future demand over the 10-year roll-out.

4.2 METHODOLOGY

The estimated Three and Four-Year-Old Kindergarten places used in the following sections have been agreed between Boroondara City Council and the Department, and were informed by:

- Estimates developed by the Department which draw on a range of inputs, including population forecasts, current enrolments and results from the Kindergarten Capacity Assessment Program (KCAP), conducted in 2019.
- The estimated capacity of new services that are planned to open in the LGA (Section 2)
- Local knowledge and context provided by the Local Government (Section 3) that explains particular issues and trends in their area.
- The approach to optimising utilisation of existing services in the LGA (Section 4.4), and
- Other sources, such as modelling undertaken by Local Governments and local data.

The KISP measures a service's capacity to deliver funded kindergarten in terms of the number of children it could enrol in Three and Four-Year-Old Kindergarten. The number of funded kindergarten places is different from a service's licensed or approved places, which count the number of children permitted to attend the service at any one time under the license. Many services can enrol more children in their funded kindergarten program(s) than they have licensed places for because they can run more than one kindergarten program per week. Kindergarten places are therefore a more accurate measure of service kindergarten capacity than licensed places.

Three-Year-Old Kindergarten places have been presented as 15-hour places so they can be easily compared to Four-Year-Old Kindergarten places. Moreover, when Three-Year-Old Kindergarten is fully rolled-out in 2029, every three-year-old child will have access to 15-hours of kindergarten.

From 2023 all providers will have flexibility to determine how many hours of funded Three-Year-Old Kindergarten they deliver per week, with a minimum of five hours and a maximum of 15-hours funded pro-rata. It is expected that hours offered will vary. Given this variation, **it is important to be aware that during the transition to all three-year-old children receiving 15-hours of funded kindergarten per week in 2029, the 15-hour places presented in this report may represent multiple three-year-old places that individually receive less than 15-hours of kindergarten per week.**

These estimates have been developed at an LGA and community level to show the overall forecast and variation within an area. The KISP defines community at the Statistical Area Level 2, which is medium-sized areas which represent a community that interacts socially and economically, with a population range of 3,000 to 25,000 people, and an average population of about 10,000 people.

4.3 SUMMARY OF CURRENT KINDERGARTEN PROVISION

The figures below provide a summary of current kindergarten provision within the LGA and provide relevant context for the estimates of demand for funded kindergarten places included in Section 4.5. The data included in this section are largely drawn from:

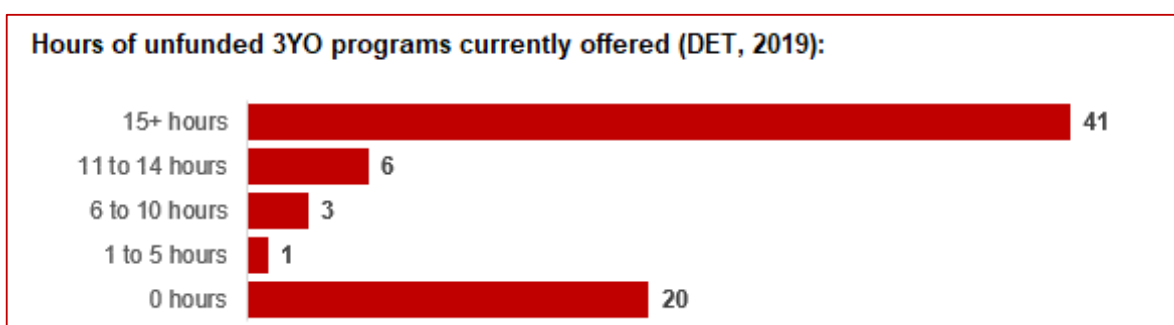
- The Kindergarten Capacity Assessment Program (KCAP), collected between June and October 2019.
- The Department's Kindergarten Information Management System (KIMS), as at 2019.
- The Department's Quality and Regulatory Division (QARD) monitoring data, as at 2019.
- The National Quality Agenda IT System (NQAITS), as at March 2021.
- The Victorian Child and Adolescent Monitoring System (VCAMS), as at 2018.

Please note that, because these sources were collected at different points, this may result in slightly different totals appearing in the below data.

Number of services by service type (NQAITS, 2021)	
Stand-alone kindergartens	36
Long day care centres	43

Percentage of services by management type, LGA level (NQAITs, 2021)	
Type	Percentage
Local Government	0%
Private not for profit	48%
Private for profit	37%
Other	15%

Current kindergarten offering	
Four-Year-Old Kindergarten participation rate (VCAMS, 2018):	94%
Number of services that offer a funded kindergarten program (DET, 2019):	71
Number of services that offer an unfunded Three-Year-Old Kindergarten program (DET, 2019):	51



4.4 APPROACH TO OPTIMISING THE USE OF EXISTING SERVICES AND INFRASTRUCTURE

Change management strategies to optimise existing services and infrastructure

Children can often be accommodated through existing spare places and by services 'unlocking' unused capacity. As the experience of providers in the 2020 Three-Year-Old Kindergarten roll-out LGAs shows, while the optimisation of existing services can be challenging, it is highly time- and cost-effective compared to building new capacity through infrastructure projects. It also helps target infrastructure investment to the places that need it most and avoids over-supplying the local market.

The Department will support providers and services to maximise their kindergarten places through the following change management activities and practices:

- Running additional programs.
- Using different timetables, including running 7.5-hour days.

- Changing the delivery model, such as introducing rotational models or mixed-age groups.
- Having degree-qualified kindergarten teachers leading integrated kindergarten programs in long day care settings.

Boroondara City Council and the Department have estimated how many Three and Four-Year-Old Kindergarten places can be accommodated through existing services in the LGA (**Table 1**). **The Department is committed to helping providers and services offer these kindergarten places before progressing to funded infrastructure solutions to meet demand.** This commitment is reflected in the LGA and community level estimates below (**Table 2** onwards), which assume that demand will be met first through existing services and second through additional infrastructure. Note that in some cases the number of kindergarten places that can be offered through existing services may exceed demand for kindergarten places.

Table 1: Total estimated funded kindergarten places that can be offered by optimising existing services and infrastructure across the LGA, between 2021-29 (presented in 15-hour equivalent places)

	2021	2022	2023	2024	2025	2026	2027	2028	2029
Estimated existing supply of kindergarten places*	3772	3922	3922	3922	3922	3922	3922	3922	3922

*This may be higher than current three and four-year-old enrolments as it includes any spare places that are currently available or could be generated by making some minor adjustments to programming approaches.

4.5 AGREED ESTIMATES OF DEMAND FOR FUNDED KINDERGARTEN PLACES THAT CANNOT BE MET THROUGH EXISTING SERVICES AND INFRASTRUCTURE

The below estimates (**Table 2** onwards) have been developed by Boroondara City Council and the Department to illustrate the estimated:

1. Total number of Three and Four-Year-Old Kindergarten places expected over the roll-out period.
2. Three and Four-Year-Old Kindergarten places that cannot be accommodated by optimising existing services and infrastructure over the roll-out period.

These estimates have been developed to reflect that the increase in demand for Three-Year-Old Kindergarten places will be gradual.

In estimating how many Three and Four-Year-Old Kindergarten places cannot be accommodated by existing services and infrastructure, Boroondara City Council and the Department have taken into account any new places that will be made available through planned expansions of existing services or new services, into estimates of existing supply, where this information is available. This may include Local Government owned services being developed and planned Kindergartens on School Sites.

These estimates do not, however, estimate how and when the broader sector will expand to meet the additional demand for kindergarten places that are estimated over the roll-out period.

Infrastructure needed in the LGA and its local communities is indicated by the bottom rows of the tables in this section (**Table 2** onwards): 'Total kindergarten places that cannot be accommodated by existing services'. For example, if the number of kindergarten places for the LGA or a community is above zero in this row, it means that the area is estimated to need additional infrastructure (noting that further optimisation which avoids the need for additional infrastructure may be possible). Any type of provider – not-for-profit or for-profit – can build this additional infrastructure. If this row shows all zeros, it means that there is no estimated need for additional infrastructure in the area.

Local Government and not-for-profit kindergarten providers must refer to the estimates in this section when applying through the Building Blocks Capacity Building Grants stream for Government funding. Under this stream, projects must be in a community where there is infrastructure need as shown in the community's table of estimated demand for kindergarten places (i.e. there are numbers in the bottom row above zero). Projects in LGAs or communities where demand can be met through existing services (i.e. the bottom row shows all zeros) are not eligible for funding under this stream.

LGA estimates

Table 2: Estimated three and four-year-old kindergarten places between 2021-29 (presented in 15-hour equivalent places)

LGA level estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	1,882	2,325	2,667	2,908	3,116	3,450	3,669	3,892	4,169
Total kindergarten places that cannot be accommodated by existing services	0	0	0	7	33	101	139	252	488

Community estimates

Table 3-12: Estimated three and four-year-old kindergarten places between 2021-29 (presented in 15-hour equivalent places)

Ashburton estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	90	115	132	145	159	188	212	222	205
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

Balwyn estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	187	225	255	276	298	333	357	371	375
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

Balwyn North estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	171	224	264	293	304	323	338	384	447
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	13	32	47	94	156

Camberwell estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	147	208	252	286	318	369	402	430	469
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	33

Glen Iris – East estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	194	240	275	292	303	318	332	375	434
Total kindergarten places that cannot be accommodated by existing services	0	0	0	7	18	33	47	91	149

Hawthorn estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	183	236	276	306	336	385	417	438	449
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

Hawthorn East estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	217	264	300	325	348	381	392	402	448
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	2	35	46	56	102

Kew estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	403	463	514	550	584	636	670	698	726
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

Kew East estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	36	54	67	77	86	103	113	121	126
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

Surrey Hills (West) – Canterbury estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	254	297	333	357	380	414	437	453	490
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	11	48

5. AUTHORISATION

The Area Executive Director, Inner Eastern Melbourne of the Department of Education and Training and the Chief Executive of Boroondara City Council endorse this Kindergarten Services and Infrastructure Plan (KISP) for the City of Boroondara by signing on / /

This KISP is not intended to create legal relations or constitute a legally binding contractual agreement between the parties. The parties may review this KISP in 2024 to publish a new version that will replace the previous version.

Signed for and on behalf and with the authority of Boroondara City Council

.....
Signature

.....
Witness Signature

Name:.....

Title:.....

Address:

Signed by Area Executive Director, Inner Eastern Melbourne, Department of Education and Training

.....
Signature

.....
Witness Signature

Name:.....

Title:.....

Address: