



Education  
and Training

# Kindergarten Infrastructure and Services Plan

City of Darebin

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# 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 need 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 DAREBIN

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 Darebin City Council and the Department to capture other services that are planned to open in the future.

Service Name	Project Type	Suburb	Total Licensed Capacity proposed by project
Goodstart Early Learning	New Early Learning Facility	Preston East	122

Early Childhood Services in Victoria



*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 above diagram as they are represented on the neighbouring LGA's map.*

## 3. LOCAL CONTEXT

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### 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

The City of Darebin is expected to see significant population growth over the next 20 years. From the baseline of 2016 to 2041, the population for the City of Darebin is forecast to increase by 75,102 persons from 155,016 to 230,118 (48.45% growth), at an average annual change of 1.59% (<https://forecast.id.com.au/darebin>).

The most significant areas of growth are expected to be in the northern parts of Darebin:

- The population of Preston is expected to grow by 32,870 over this period, accounting for 44% of Darebin's growth
- The population of Reservoir is expected to grow by 19,384 over this period, accounting for 26% of Darebin's growth.

Forecast population growth in Darebin is informed by development assumptions across the municipality, including expected dwelling yields at identified major development sites such as the Polaris Development (Kingsbury), Oakover Village (Preston West) and others in Northcote, East Preston and Alphington-Fairfield.

An additional strategic development site not included within current projections is the Preston Market site. The Preston Market has been designated as a strategic development site by the Victorian Planning Authority (VPA) and is part of the VPA's Fast Track Program. As of late 2020, the VPA were preparing a draft structure plan for public consultation.

The La Trobe University Bundoora campus is another site where significant development is expected over coming years. Along with the Northland Major Activity Centre and the Heidelberg health precinct, the La Trobe campus forms part of the La Trobe National Employment and Innovation Cluster identified in Plan Melbourne 2017-2050 for growth in jobs and investment. Aligned to this, the La Trobe University Master Plan 2014 outlines a plan to see the Bundoora campus evolve into a 'University Town', that will be more connected to surrounding neighbourhoods.

Developments on Darebin's borders may also impact demand for kindergarten in Darebin. One of the major developments that we are aware of is the Alphington Paper Mill site in the City of Yarra. The approved development plan for this site endorsed by the City of Yarra in 2016 included an estimated 2500 dwellings in the form of town houses and apartments.

The context of the COVID-19 pandemic is a new factor that may have an impact on demographic trends within Darebin. Whilst there is a lot of uncertainty about how the pandemic may affect population growth in the coming years, some insights have been provided by .id who suggest that COVID-19 may impact the following factors that contribute to population growth:

- Overseas migration – potential negative impact on growth
- Internal migration – potential negative impact on growth
- Natural increase (births and deaths) – some potential negative impact on growth

- Economic resilience – some potential negative impact on growth
- Resident vulnerability – some potential negative impact on growth
- Local amenity including housing affordability – potential mixed impact on growth

Source: <https://forecast.id.com.au/darebin/forecast-covid19-impact>

In addition to impacts on population growth, the COVID-19 pandemic may have other long-term impacts on the Darebin community which could have flow-on impacts to demand for kindergarten services. Whilst these impacts cannot be predicted, it is important to anticipate and plan for a range of possibilities. For example, if the long-term economic impacts of the pandemic contribute to a sustained rise in unemployment and other vulnerability this may impact the ability of some families to afford kindergarten and/or childcare fees.

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

The City of Darebin's Early Years Infrastructure Plan 2011-2031 is currently being updated to respond to projected population growth and the introduction of funded three-year-old-kindergarten. The current Early Years Infrastructure Plan outlines Council's commitment to supporting a mix of early years' service provision (community based and commercial) and to actively support all service providers in Darebin, including commercial providers.

Preschool education and childcare services are growing industry sectors within Darebin with new childcare centres regularly opening in the municipality. The growth in the industry is reflected in ABS employment data which shows that between 2011 and 2016 the number of people employed in Preschool Education in Darebin is estimated to have risen from 200 people to 298, whilst the number employed in Child Care Services grew from 587 to 767 (<http://economy.id.com.au/darebin/employment-census>).

A search of the planning register from September 2018 to September 2020 identified eight applications related to the development of new or expanded childcare centres in Darebin. Four of these centres have opened or are close to completion and have been included within the supply analysis for this KISP, whilst another four are not yet at the construction stage and so have not been included as we cannot be sure whether they will go ahead. It should be noted that the search of applications was not comprehensive and may not have picked up all relevant applications.

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

The City of Darebin, along with the other Councils in the North Eastern Melbourne Area (NEMA) and the State Government, has a commitment to increase kindergarten participation in this area to the Victorian average, under the NEMA Early Years Compact. In 2019, 86% of eligible children in Darebin were enrolled in a funded kindergarten program, compared to 92% across the state. Of concern to the City of Darebin is the fact that the rate of participation in kindergarten varies across Darebin's local areas. In 2018 the participation rate varied from 99% in Northcote to just 68% in Kingsbury. Therefore, whilst the demand estimates for four-year-old kindergarten that informed this document are based on the number of four-year-old enrolments in 2019, increased each year in line with population growth rates, the City of Darebin is committed to ensuring that kindergarten participation rates across all local areas of Darebin rise to the state average, and to ensuring equitable access to high quality services and choice for families in all localities.

The supply analysis for kindergarten services reflects the fact that most standalone kindergartens or long day care centres operate as local services that draw most of their participating children from a local catchment, although we recognise that some families choose to enrol their children in services that may not be close to home but which may be convenient for other reasons such as being close to a place of employment or an older child's school. Darebin is home to three Early Childhood Education and Care Services which draw children from a wider regional catchment, which has been reflected in the supply assumptions. These services are:

- East Preston Islamic College
- La Trobe University Community Children's Centre
- Yappera Children's Service Cooperative.



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

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## 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 Darebin, Darebin 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 Darebin City Council and the Department will 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**).

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 Darebin 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:

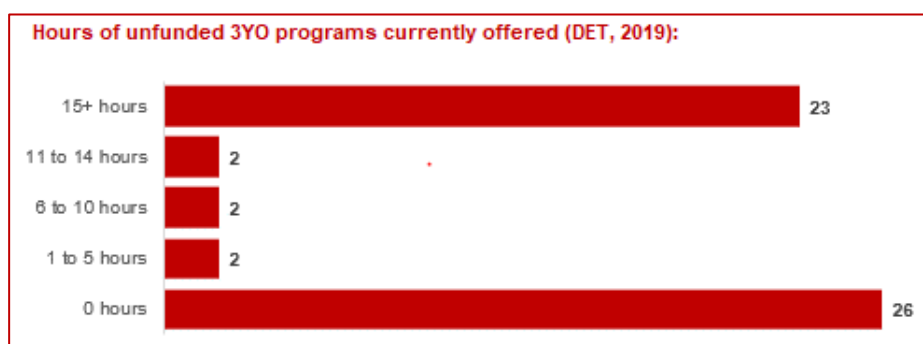
- The Kindergarten Capacity Assessment Program (KCAP), collected between June and October 2019.
- The Department’s Kindergarten Information Management System (KIMS), as at 2019.
- The Department’s Quality and Regulatory Division (QARD) monitoring data, as at 2019.
- The National Quality Agenda IT System (NQAITs), as at April 2020.
- 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, 2020)	
Stand-alone kindergartens	15
Long day care centres	45

Percentage of services by management type, LGA level (NQAITs, 2020)	
Type	Percentage
Local Government	0%
Private not for profit	53%
Private for profit	45%
Other	2%

Current kindergarten offering	
Four-Year-Old Kindergarten participation rate (VCAMS, 2018):	83%
Number of services that offer a funded kindergarten program (DET, 2019):	55
Number of services that offer an unfunded Three-Year-Old Kindergarten program (DET, 2019):	29



## 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.

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

- Increasing the capacity of any Local Government operated services by:
  - 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.
- Encouraging and supporting other providers and services in the LGA to undertake change management.

Darebin 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**). Both parties are 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*	3,208	3,208	3,208	3,208	3,208	3,208	3,208	3,208	3,208
Total three and four-year-old places that can be accommodated by optimising existing services**	3,365	3,365	3,365	3,365	3,365	3,365	3,365	3,365	3,365

\*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.

\*\*The likely expansion of services and kindergarten places in response to population growth (i.e. growth in demand not generated by the Three-Year-Old Kindergarten Reform that would likely occur) is not accounted for in these estimates.

## 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 Darebin 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, Darebin 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 need 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 – Local Government, 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: Total estimated three and four-year-old kindergarten places between 2021-29 (presented in 15-hour equivalent places)**

<b>LGA level estimates</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
Total estimated demand for kindergarten places (three and four-year-old children)	1,628	2,141	2,499	2,778	3,018	3,406	3,642	3,888	4,196
Total kindergarten places that cannot be accommodated by existing services	0	0	0	8	56	310	513	708	952

## Community estimates

**Table 3-10: Total estimated three and four-year-old kindergarten places between 2021-29 (presented in 15-hour equivalent places)**

<b>Alphington – Fairfield estimates</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
Total estimated demand for kindergarten places (three and four-year-old children)	114	143	164	187	204	218	229	245	263
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

<b>Kingsbury estimates</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
Total estimated demand for kindergarten places (three and four-year-old children)	70	100	123	145	164	181	193	208	228
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	10	25	45

<b>Northcote estimates</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
Total estimated demand for kindergarten places (three and four-year-old children)	278	353	409	455	490	532	571	607	652
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	3	42	78	123

<b>Preston – East estimates</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
Total estimated demand for kindergarten places (three and four-year-old children)	210	286	338	403	458	481	501	537	582
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

<b>Preston – West estimates</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
Total estimated demand for kindergarten places (three and four-year-old children)	172	230	278	317	347	394	434	474	517
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	44	84	124	167

<b>Reservoir – East estimates</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
Total estimated demand for kindergarten places (three and four-year-old children)	259	359	417	418	441	607	656	700	760
Total kindergarten places that cannot be accommodated by existing services	0	0	0	1	24	191	240	284	343

<b>Reservoir – West estimates</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
Total estimated demand for kindergarten places (three and four-year-old children)	256	338	394	440	474	520	554	587	631
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	6	40	73	117

<b>Thornbury estimates</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
Total estimated demand for kindergarten places (three and four-year-old children)	268	332	376	413	438	472	503	529	563
Total kindergarten places that cannot be accommodated by existing services	0	0	0	7	32	66	97	123	157

## 5. AUTHORISATION

The Area Executive Director (North East Melbourne) of the Department of Education and Training and the Chief Executive of Darebin City Council endorse this Kindergarten Services and Infrastructure Plan (KISP) for the City of Darebin by signing on 01/02/2021.

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 2023 to publish a new version that will replace the previous version.

An out-of-cycle review may be triggered if both parties agree that there has been a change in relevant data, information or the local early childhood sector that significantly affects the reliability of a KISP's estimates for planning purposes.

### Signed for and on behalf and with the authority of Darebin City Council

Signature 

Witness Signature 

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### Signed by Area Executive Director (North East Melbourne), Department of Education and Training

Signature 

Witness Signature 

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