



Education
and Training

Kindergarten Infrastructure and Services Plan

Bayside City Council

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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

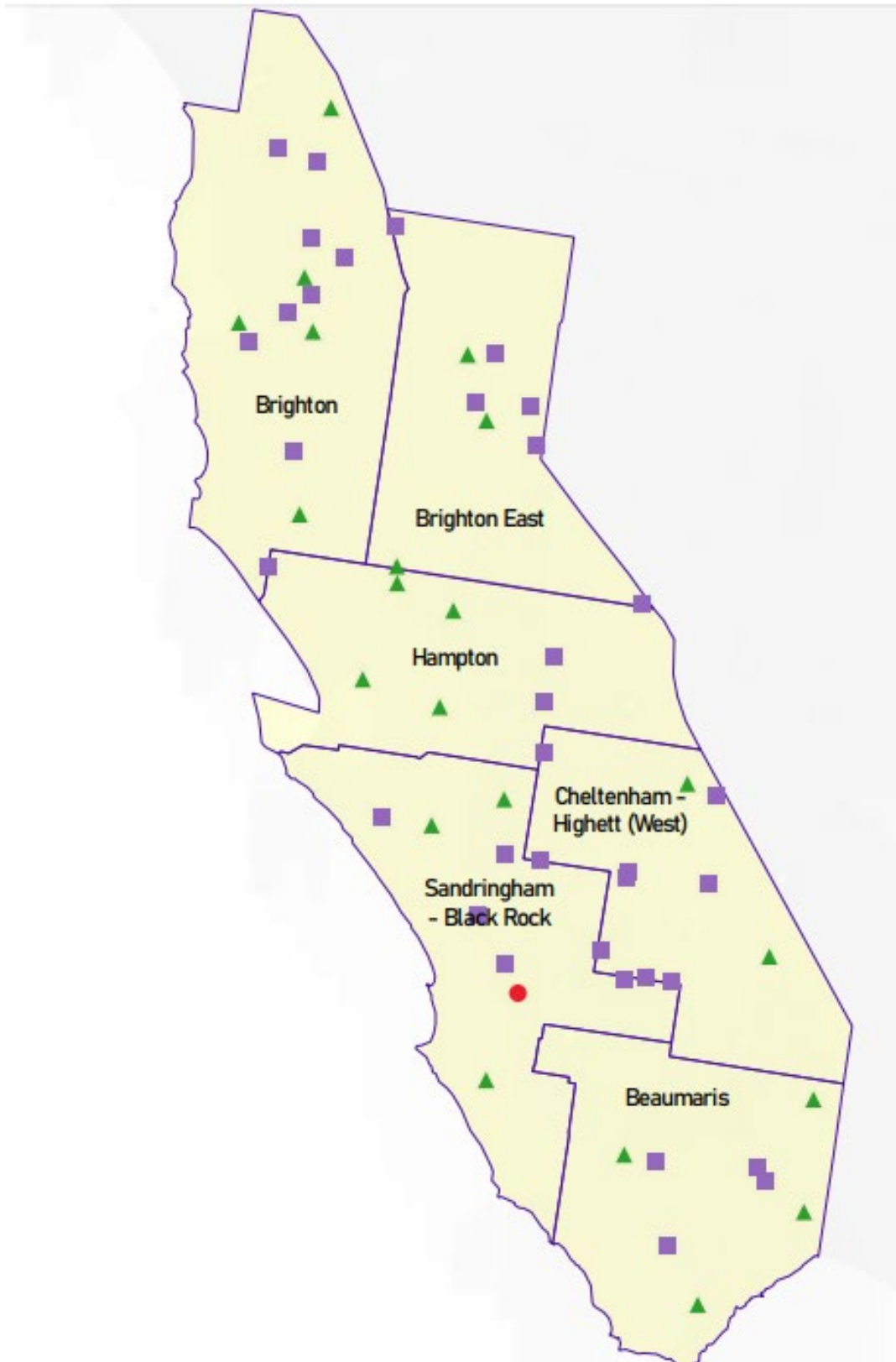
All data presented in this document are estimates only and are based on the best information available to the Department and Local Government at the time. They are published on an as-is basis and are for informational purposes only. They are subject to adjustment in response to market forces and as new 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 BAYSIDE CITY COUNCIL

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 Bayside 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
Fern St Children's Centre	Integrated Children's Centre	Black Rock	66
Total licensed capacity			66



KGN	LDC	NEW
▲	■	●

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

Background

Bayside City Council's northern boundary is about 8 kilometres from the CBD of Melbourne. To the west, it is bordered by 17 kilometres of Port Phillip Bay coastline while the Frankston railway line provides most of the eastern boundary.

Bayside City Council is neighboured by the City of Kingston, the City of Glen Eira, and the City of Port Phillip.

Bayside is predominantly a residential area made up of the suburbs of Brighton, Brighton East, Hampton, Hampton East Highett (part), Sandringham, Cheltenham (part), Black Rock and Beaumaris.

Kindergarten in Bayside is delivered by not-for-profit Parent Committees of Management, not-for-profit and for-profit long day care providers and early learning centres within private school settings.

Bayside City Council supports universal access to kindergarten through its role as a lead local planner for early years services, owner of community kindergarten infrastructure and provider of a Central Registration and Enrolment Scheme to 13 council owned and three church owned facilities. Council works closely with committees of management to disseminate sector information, promotes professional connections and submits funding applications for Council owned facilities.

Key demographic trends that influence demand for kindergarten

Victoria in Future (VIF) 2019, projects that the birth to four-year-old population in Bayside City Council will increase by 568 children by 2031 with a further increase of 358 children by 2036.

This increase in numbers does not consider demographic changes that may result from proposed large developments such as the Brighton New Street public and private housing and the Highett CSIRO site developments which will increase the number of younger families in the area. The New Street development is planned to increase from 127 dwellings to 140 social housing and 140 private dwellings, an increase of 153 dwellings. The CSIRO site in Highett represents one of Melbourne's largest and most flexible infill development sites that will capitalise on the Bayside area's continued growth by delivering preeminent parkside residences on the nine hectares of land. It is anticipated that up to 1,000 dwellings may be developed.

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

The Bayside Early Years Infrastructure Plan 2018-2028 (EYIP), currently in review, considers the renewal and redevelopment of an ageing portfolio of early years facilities. It presents recommendations based on identified emerging local needs, trends, and issues. The KISP report does not consider ageing infrastructure or sites that are not-fit-for-purpose. Bayside has several

sites that do not meet the needs of a contemporary kindergarten program and will work closely with the Department on long-term planning needs and to identify opportunities to apply for Building Blocks Grants as appropriate.

Family Choice

The EYIP acknowledges that family choice is highly valued by the local community. Many families opt to access more than one service type for example, sessional kindergarten and long day care. Approximately 66% of children in Bayside attend sessional kindergarten, 16% attend an Early Learning Centre (Private school) and 18% attend Long Day Care (DET Kindergarten Information Management four-year-old enrolments 2020). Bayside families will be most unlikely to choose to enrol their children in long day care to access kindergarten, as evidence demonstrates a strong desire for sessional kindergarten. The Bayside community will provide strong feedback if they are unable to choose where their children commence their education.

We acknowledge that the KISP is a sector agnostic planning document that doesn't incorporate the voice of the service users as a factor in its planning methodology. Due to this it is possible that a family's choice of kindergarten provider may be limited. It is Council's preferred approach that the community preferences for sessional kindergarten provision be prioritised in infrastructure funding decisions in the area.

Council has responsibility to represent the views of its community and evidence overwhelmingly supports the priority placed on sessional kindergarten by the community. The Bayside community is an educated and articulate community and Council experience evidences the very strong public advocacy that occurs when the community believe they are not heard

The KISP data relating to supply and demand presents all licensed places across the municipality as equally accessible and non-preferential. Personal circumstances or preferences are not factored in this report.

Risk – kindergartens operating in church owned facilities

Provision of kindergarten in Bayside is heavily reliant on church owned infrastructure, particularly in the north of the municipality where council owns two of the six community kindergarten facilities. With churches planning their ongoing viability, kindergartens find they are on tenuous leases with little ability to create long term plans. St John's Kindergarten in East Sandringham is facing imminent closure and will relocate to Fern Street Black Rock once constructed; St Peters Preschool in Brighton has recently reported increasing and potentially prohibitive rental and maintenance costs; Wilson Street Kindergarten in Brighton has reached out to council due to the tenuous nature of their lease, as they have no guarantee of a lease beyond December 2022.

Any loss of these providers will significantly reduce (Wilson Street is Bayside's largest community provider of funded kindergarten places) the availability of kindergarten places in sessional services, Bayside's highest attended service type.

Bayside City Council believes the uncertainty surrounding the ongoing supply of sessional kindergarten places in church owned facilities requires urgent consideration, as any cessation of existing leases may not provide sufficient time to find a suitable alternative site.

Infrastructure – Long Day Care

Bayside's planning register between September 2018 to September 2020 has identified nine permits that have been issued for early childhood facilities. One permit application is to increase

the number of children at an existing site from 60 to 75 (assuming that DET license the facility accordingly) while the second permit to construct a new 106 place centre in Brighton East is due to expire in July 2021. Permits have a limited time span, so given the Pandemic and compounding economic issues and changes resulting from a hybrid model of work for many, there is no guarantee that any of these centres will be built or expanded.

Other information about the expansion of early childhood services

Data qualification

DET and Council will revisit the data in the KISP to test enrolment patterns at the time of the KISP review in 2024 and therefore test the validity of the data and its assumptions.

Change Management

There is unused licenced capacity in existing kindergartens which requires a change management approach. Recent four-year-old enrolment data from 2020 indicates that sessional kindergartens had 537 'unused' kindergarten places and long day care and early learning centres had 2900 'unused' kindergarten places (4754 before the 0.61 multiplier applied). Many factors are influencing this outcome including:

- Educator preference to operate with groups of 22 children, so enrolments are being capped.
- Groups greater than 22 children are not conducive for best learning outcomes.
- Lack of educator confidence and/or experience to teach larger group sizes and/or multi-age groups.
- Number of rooms available to timetable 15-hour programs e.g. single rooms have limited weekly timetable options to maximise licenced capacity.
- Licenced capacity is not a multiple of 11 which has financial implications relating to number of staff employed. A minimum enrolment of 27-29 children is required to offset the costs of the employment of a third educator.
- Licenced capacity is different to Planning Permit conditions. e.g. licenced for 44 places however planning permit condition is 25. Operators cannot breach planning permit conditions.
- Individual services plan for their own service, rather than collaborative planning across the municipality.
- Financial viability of long day care to have dedicated kindergarten sessions – holding vacant kindergarten places when they may be able to fill these places with families needing childcare.
- Cost of attending an Early Learning Centre.

Change takes time. Council does not believe the required changes can be implemented and promoted within the required timeframe, particularly getting long day care to implement and market dedicated sessional sessions within their timetable. The initial roll out is 5 hours in 2022, then services can increase as able to 15 hours by 2029. DET will work closely with the Council and early childhood services to support change management across the lifespan of the reform.

Maximising access to high quality and sustainable service types within existing infrastructure is an environmentally and financially responsible approach but it will take time and will not necessarily resolve the existing tensions.

Funding

Council resources are under increasing pressure to meet the diverse and competing needs of the community. Capital works require significant financial commitment from Council in what is a financially constrained environment. Council believes the State Government needs to contribute funding where projects are improving or expanding a facility delivering a State-wide Universal service. The Victorian Government co-contributes to improving and expanding kindergarten facilities through its Building Blocks Grants Program. Council consider community choice is an important factor in infrastructure planning. Council has a strong view that service needs drive infrastructure requirements, rather than available infrastructure driving service response.

Review

Council and the Department have agreed to review the KISP in 2024 and also that both parties can initiate an interim review should there be supply or demand changes that will impact on the agreed estimates in the KISP. For example, a rapid interim review could be initiated should there be concerns that a church kindergarten will close, noting that it takes time to plan, design and extend/construct a kindergarten. The review will also be helpful once three-year-old uptake of kindergarten is evidenced based.

4. FUNDED KINDERGARTEN ENROLMENT ESTIMATES BETWEEN 2021-29 FOR THE BAYSIDE CITY COUNCIL

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 Bayside 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 Bayside 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 Bayside 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:

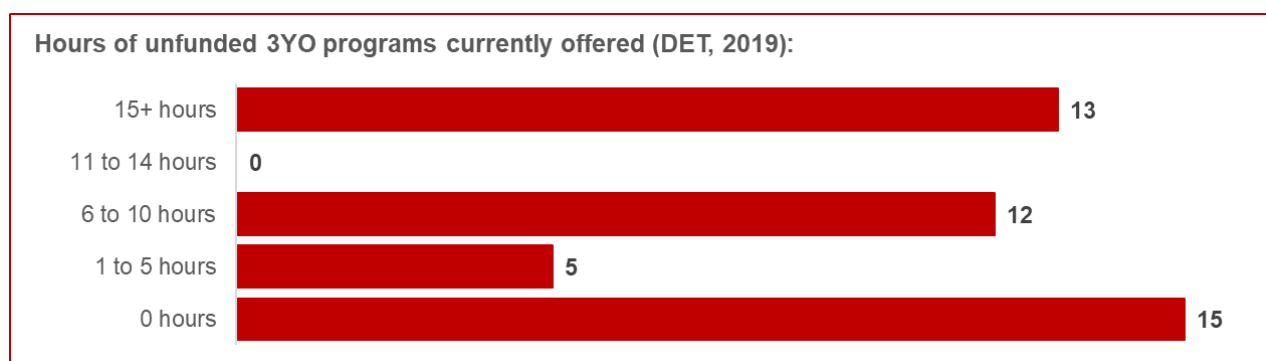
- The Kindergarten Capacity Assessment Program (KCAP), collected between June and October 2019.
- The Department's Kindergarten Information Management System (KIMS), as at 2019.
- The Department's Quality and Regulatory Division (QARD) monitoring data, as at 2019.
- The National Quality Agenda IT System (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	21
Long day care centres	35

Percentage of services by management type, LGA level (NQAITs, 2021)	
Type	Percentage
Local Government	0%
Private not for profit	39%
Private for profit	50%
Other	11%

Current kindergarten offering	
Four-Year-Old Kindergarten participation rate (VCAMS, 2018):	95%
Number of services that offer a funded kindergarten program (DET, 2019):	45
Number of services that offer an unfunded Three-Year-Old Kindergarten program (DET, 2019):	30



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.

Bayside 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.

Bayside 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*	3,050	3,138	3,138	3,138	3,138	3,138	3,138	3,138	3,138

*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 Bayside 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, Bayside 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)

LGA level estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	1,212	1,530	1,683	1,824	1,945	2,140	2,268	2,398	2,560
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	4	17	30	62

Community estimates

Table 3-8: Total estimated three and four-year-old kindergarten places between 2021-29 (presented in 15-hour equivalent places)

Beaumaris estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	122	160	177	194	209	234	250	266	286
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	17

Brighton estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	293	360	393	424	449	499	529	559	601
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

Brighton East estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	212	260	283	303	320	358	381	405	444
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

Cheltenham - Highett (West) estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	150	196	217	237	255	296	318	341	382
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

Hampton estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	188	251	280	308	331	334	347	360	376
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	4	17	30	45

Sandringham - Black Rock estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	246	303	332	359	382	420	443	466	471
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

5. AUTHORISATION

The Area Executive Director (Bayside/Peninsula) of the Department of Education and Training and the Chief Executive of Bayside City Council endorse this Kindergarten Services and Infrastructure Plan (KISP) for the Bayside City Council by signing on ...15 / July / 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 2024 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 Bayside City Council



.....
Signature



.....
Witness Signature

Name: Mick Cummins

Title: Chief Executive Officer

Address: PO Box 27, Sandringham, Victoria 3191

Signed by Area Executive Director (Bayside/Peninsula), Department of Education and Training



.....
Signature 21.07.2021



.....
Witness Signature Julie Robinson
21.07.2021

Name: Simon Hamilton

Title: Area Executive Director (Bayside/Peninsula)

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