

Kindergarten Infrastructure and Services Plan

Central Goldfields Shire

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Department
of Education

1. Introduction

1.1. Reform context

The Victorian Government's \$14 billion Best Start, Best Life (BSBL) reforms are the most significant change to Victoria's early childhood sector in a generation.

The BSBL reforms include:

- **Free Kinder:** Free Kinder is now available for Victorian 3- and 4-year-old children at participating services in standalone (sessional) kindergartens and long day care centres – a saving of up to \$2,500 per child, every year.
- **Pre-Prep:** Four-Year-Old Kindergarten will gradually transition to 'Pre-Prep' – increasing to a universal 30-hour-a-week program of play-based learning for 4-year-old children in Victoria by 2036.
- **Three-Year-Old Kindergarten:** the continued roll-out of Three-Year-Old Kindergarten, with programs increasing to 15 hours a week across the state by 2029.
- **Early learning and childcare centres:** the establishment of 50 Victorian government-owned and operated early learning and childcare centres. These centres will be built in areas with the greatest need and will make it easier for families to access early childhood education and childcare. The first of the centres will open in 2025.

These initiatives demonstrate a clear commitment to improving early learning outcomes for Victorian children, workforce participation and access for families, and present the most significant change to Victoria's early childhood sector in a generation.

Pre-Prep will roll-out in Central Goldfields Shire in 2027. Statewide, Aboriginal and Torres Strait Islander children, children from a refugee or asylum seeker background, and children who have had contact with Child Protection services, will be able to access up to 25 hours of Pre-Prep in 2026, increasing to up to 30 hours from 2028. Children who have (or have a parent or guardian who has) a Commonwealth concession card and children who are a multiple birth child (triplets or more) across the state will be able to access up to 25 hours of Pre-Prep in 2028, increasing to up to 30 hours from 2030.

1.2. Purpose of Kindergarten Infrastructure and Services Plans (KISPs)

New and expanded infrastructure is key to delivering the BSBL reforms and will require a large expansion of kindergarten facilities across the State. KISPs, which are jointly developed with Local Governments, indicate where and when new infrastructure will be required to support both reform implementation and population growth in each of Victoria's 79 local government areas (LGAs). KISPs help all kindergarten providers meet demand and collectively provide a clear picture of infrastructure need across the State.

KISPs support planning for services and future capital works and include detailed information about:

- Current capacity and demand for funded kindergarten

- Capacity to be delivered for planned infrastructure projects and future demand for kindergarten
- Forecast 'unmet demand' for kindergarten – that is, the kindergarten places needed that cannot be met by current or planned capacity
- Information specific to each local government area and its early childhood education and care landscape.

KISPs were initially developed to support the roll-out of Three-Year-Old Kindergarten and have now been updated to incorporate Pre-Prep.

KISPs are intended to support planning. They are not funding documents and do not commit any party to addressing the unmet demand identified.

However, it is expected that future investment requests through Building Blocks and funding decisions about Local Government, not-for-profit projects (including non-government schools) would align with the relevant KISP (including Section 3: Local Context).

1.3. Structure of the KISP

Each KISP consists of the following sections:

- **Section 1:** A short introduction to the Best Start, Best Life reform and the KISP.
- **Section 2:** A map of existing and planned Early Childhood Education and Care services.
- **Section 3:** Local context and knowledge of key information in Central Goldfields Shire relevant to early childhood education.
- **Section 4:** Unmet demand estimates in Central Goldfields Shire over the life of the reform.

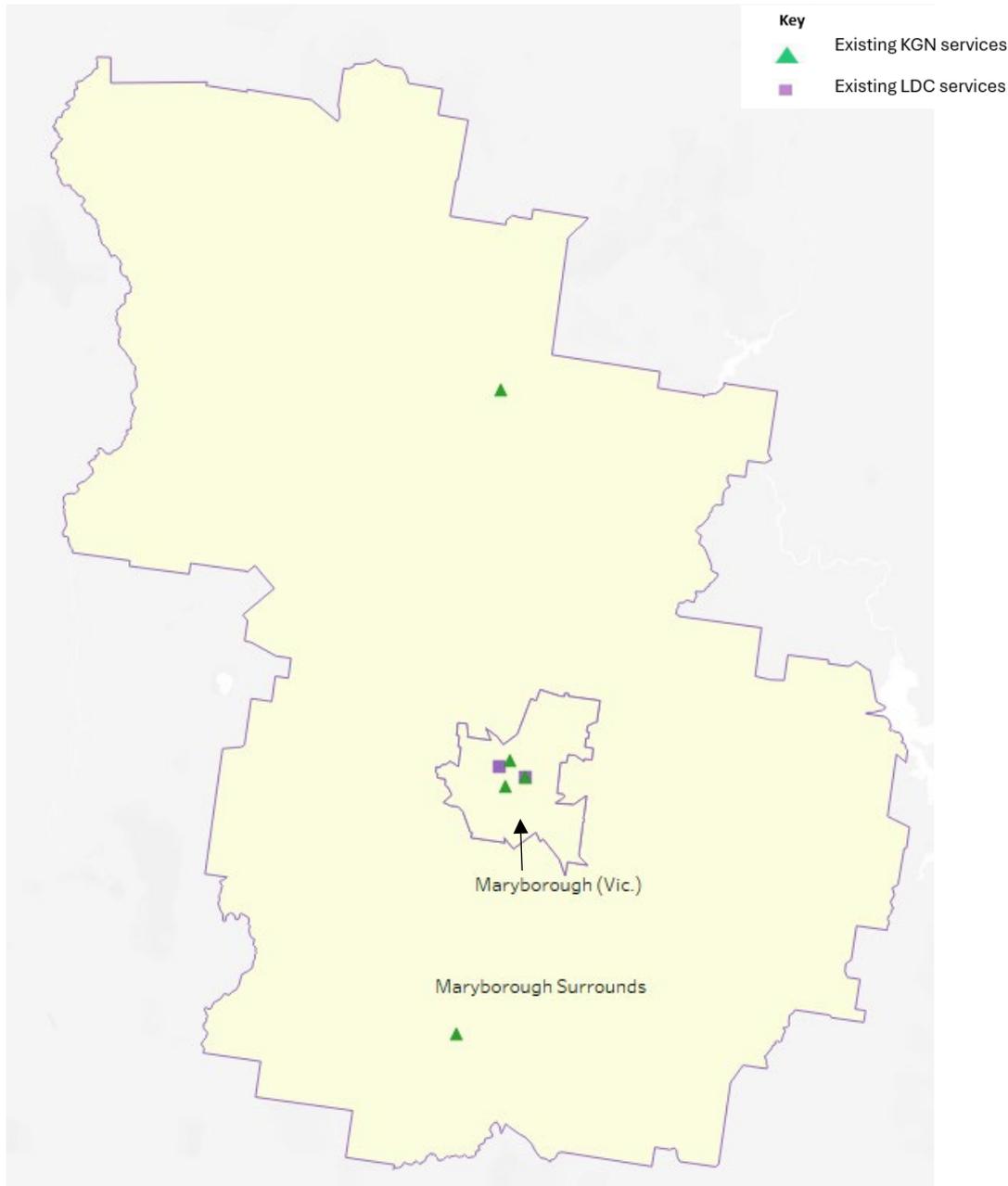
1.4. Disclaimer

All data presented in this document is published for information purposes only. Operational and business decisions should not be based solely on this document. Neither the Department nor Central Goldfields Shire Council warrants, guarantees, makes any representation or assumes any duty of care in relation to the data, including as to its suitability, completeness, accuracy or adequacy.

2. Map of Early Childhood Education services in Central Goldfields Shire

The map below shows the distribution of currently operating and new State-supported services that are planned to open in the future in Central Goldfields Shire. Planned services by the private sector are not included.

This map has been prepared using departmental data, from both the National Quality Agenda IT System (NQAITS) and the Victorian School Building Authority (VSBA).



3. Local context

3.1 Purpose

Local, place-based knowledge and context play an important role in supporting the implementation of the BSBL reforms across Victoria. This section of the KISP documents this knowledge and context and should be considered alongside the kindergarten demand estimates in Section 4.

Information provided as local context may support applications through the Building Blocks Capacity Building and Planning Grants streams.

3.2 Key considerations

Aboriginal Self Determination in Early Childhood Education and Care

The Central Goldfields Shire is situated on Dja Dja Wurrung Country and the Djaara people have been educating their children on these lands for over thirty thousand years. Shire Census data shows that 2.6% of the population identify as Aboriginal or Torres Strait Islander, however Maternal and Child Health (MCH) birth rate data indicates that 10% of the children born in Central Goldfields over the last five years are Aboriginal and/or Torres Strait Islanders. MCH reports that a majority these families are from groups other than Dja Dja Wurrung, are more likely to be new to the area, and do not have established family or social connections.

Building or enhancing cultural safety and community partnership remains a priority for local services. The five local Y Ballarat kindergartens and Roseberry House have an active Reconciliation Action Plan, as does the Goldfields Children's Centre, which refers to the Central Goldfields Shire Council's Reconciliation Action Plan.

Key demographic trends that influence demand for kindergarten

Central Goldfields Shire is in Central Victoria. The shire encompasses Maryborough, and surrounding smaller towns of Bealiba, Carisbrook, Dunolly, Majorca, Talbot, Bowenvale-Timor and the rural districts surrounding these centres. Central Goldfields Shire is situated on Dja Dja Wurrung Country and has been inhabited by the Djaara people for over thirty thousand years. Maryborough and surrounding townships were established following the discovery of gold in the area in the 1850s.

The 2021 Census shows a total shire population of 13,574, and a median age of 50. With 532 children aged between 0 and 4 years of age living within the shire. Less than 10% of the population were born overseas and only 3% report speaking a language other than English at home. Central Goldfields Shire population data shows limited cultural diversity. However, it is the younger cohorts of new families moving to the area for affordable housing that are more likely to be culturally diverse.

The Socio-Economic Index for Areas (SEIFA) Index score for Central Goldfields Shire is 870 placing Central Goldfields Shire as the most disadvantaged regional Local Government Area in Victoria. A contributing factor is the shire's low levels of education attainment. 9.2% of Central Goldfields Shire residents have obtained a bachelor's degree while the average across Victoria is 29.2%. 6.8% have a Diploma compared to 9.8% statewide, and 12% have completed Year 12 with 14.9% across Victoria.

Median weekly household income is \$904 compared to \$1759 the Victorian average. The top occupations include labourers, technicians or trades workers, and community and personal service workers making up almost 50% of the local workforce.

Children in the Central Goldfields Shire are deeply affected by the socio-economic challenges experienced by the community.

- Central Goldfields Shire rates in the highest quintile for rates of family violence. This is quantified as 2,699.8 per 1000,000 population. 34% of these incidents were witnessed by a child.
- 20.2% of Central Goldfields Shire children were vulnerable in two or more domains (emotional maturity, language and cognitive ability, social competence, physical well-being and communication skills) compared to the state average of 10.2% (Australian Early Development Census 2021). This figure rises to 23.3% in Maryborough.
- 33.6% of children in Central Goldfields Shire are growing up in poverty. Many others are not far above it. (Victorian Council of Social Services: Poverty Mapping 2023).
- Central Goldfields Shire children are twice as likely to be living with a parent with mental health concerns than other Victorian children. 18.8% of parents report a history of mental illness when the Victorian average of 9.3% (School Entrance Health Questionnaire 2021).
- 13% of children in the Central Goldfields Shire have an intellectual disability, developmental delay or learning disability compared to 8.2% statewide (School Entrance Health Questionnaire 2021).

Maryborough and surrounds have five public primary schools (P-6), one public combined school (P-12 and special school), one Catholic primary school and one independent secondary college. There are two childcare centres (long day care) in Maryborough, one after school care provider, and no occasional care. There are seven services offering funded kindergarten, including the two childcare centres.

Latest data indicates that Central Goldfields Shire is now in a childcare desert and the two long day care centres have considerable waiting lists. Lack of childcare contributes to the cycle of disadvantage in the community, restricting the ability of families to participate in the workforce, and limiting professionals moving to, or coming into, the shire for work. While childcare is needed for future prosperity, equally the provision of adequate free sessional kinder at suitable times and locations is critical to the ongoing participation of Central Goldfields Shire children in kindergarten programs.

New Hospital development

In May 2025 the Victorian Government opened the newly built \$115 million Maryborough District Health Service development. The new hospital with its state-of-the-art facilities will attract new health sector employees to Maryborough. The new hospital will also support increased opportunities for new employees to train onsite, drawing younger people and their families to the area.

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

Go Goldfields Every Child, Every Chance program

Central Goldfields Shire Council is a lead partner in Go Goldfields *Every Child, Every Chance* program working collaboratively with providers, services, government, and families to design and implement activities that contribute towards the long-term strategic outcomes for children and their families.

The *Every Child, Every Chance* program was heavily informed by the research conducted by Murdoch Children's Research Institute – Restacking the Odds project (RSTO) that found 'stacking' child centred interventions can make a meaningful difference to children living with disadvantage.

Focusing on 'pregnancy to primary', *Every Child, Every Chance* focuses on 5 priority areas that wrap around a child's life course from 0 to 8 years of age:

- Healthy and Supported Pregnancies
- Confident and Connected Parents
- Safe and Thriving Children
- Valued Early Years Education and Care
- A Great Start to School for all kids.

Every Child, Every Chance provides an important framework to align efforts by partners, including MCH services, supported playgroups, health services, parenting supports, family services, local

ACCHOs, local schools, kindergartens, childcare providers, and community programs to enable a coordinated approach to the local early years system and services.

Early Years Infrastructure Masterplan

In 2023, Council finalised an Early Years Infrastructure Masterplan. Informed by a comprehensive evaluation of the local kindergarten infrastructure, the Masterplan describes the necessary renewal and new build projects required to deliver accessible and inclusive Early Years services and meet the needs of the community over both the short and long term. It includes detailed costings alongside recommended actions.

In 2023, Council finalised an Early Years Infrastructure Masterplan. The Masterplan sought to 'rethink our local early years infrastructure' with a view to how it could support 'stacking' interventions for children and families. Informed by research led by Murdoch Children's Research Institute's Dr Tim Moore, Go Goldfields' advocacy and findings of the community and stakeholder consultation for the project, the Masterplan recommended the development of a centrally-located Integrated Hub that provides a 'one-stop' for families seeking support, information, social connection, and services such as MCH services, allied health, toy library, supported playgroups, kindergarten and occasional care services.

The Masterplan found that existing local kindergarten buildings were aging and required significant structural work. Some buildings were recommended for decommissioning; others were proposed for renewal with estimated costs provided. Where renewal was recommended, improvements were intended to create spaces for visiting services rather than more capacity.

The draft 2025/26 Central Goldfields Shire Council Budget and forward estimates illustrate that Council is not in a financial position (without adequate external funding) to undertake the improvements needed to ensure these buildings meet the needs of the increased use and therefore seeks to work with the Victorian Government to ensure adequate supply of kindergarten and early years infrastructure to meet the needs of the Central Goldfields community into the future.

Allowing for longer term capacity and catering for disadvantage

Central Goldfields Shire early years services are faced with additional local challenges of high levels of trauma, and developmental delays in children in the shire as referred to under the earlier demographics section. This often means that additional room space is needed for extra support staff to be with children. There are also higher levels of children with dysregulation and developmental needs that benefit from smaller rooms, such as 24 places.

Some existing infrastructure assets are approaching end of life and significant community level benefits would be delivered by a consolidated integrated hub that offered the additional services and supports, as outlined in the Early Years Masterplan.

A larger integrated hub with up to four kinder rooms would support continued kinder provision when existing buildings are no longer fit for their purpose. Consolidating all sessional kindergartens for Maryborough at one central site, increases opportunities for consistent quality improvement measures, potential cost savings through larger economies of scale, and the reach of specialist / expert staff.

Further to this, a purpose-built integrated hub would supercharge the successful work of Go Goldfields *Every Child, Every Chance* program and the coordinated holistic approach it has fostered locally.

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

The Central Goldfields Shire is mapped across two SA2 areas. Most of the Central Goldfields Shire's population and services are located within the urbanised area of Maryborough SA2. The Maryborough Region SA2 is geographically much larger in size, stretching over 60km from north to south. This area includes settlements of Carisbrook, Dunolly, Timor and Talbot.

Dunolly Kindergarten service is located at the northern end of the SA2 area, 22.5km from Maryborough. A second kindergarten operates in Talbot, 14.6km south of Maryborough. The Talbot kindergarten historically has low enrolments. All other Kindergartens in the shire are in the Maryborough township.

Enrolment patterns indicate that the two outlying kindergartens service their immediate communities only and do not attract additional enrolment from areas closer to Maryborough (including Carisbrook). A snapshot of population vs enrolment (2024) shows that Talbot, with a 1.6% share of the shire's total population has 2.4% of the shire's kindergarten enrolments; and Dunolly (combined with Bealiba), with 8.6% of the shire's population has 8.5% of the shire's kindergarten enrolments.

The remaining population combined represents 89.8% and the five kindergarten services in the Maryborough township have an 89.1% share of the shire's kindergarten enrolments. Current KISP data indicates that 30% of the total shire's kindergarten capacity is generated from two outlying services. However, these services draw only 10% of enrolments, meaning unmet demand that is nominally shown in the Maryborough Surrounds SA2 would be better addressed through infrastructure built in the Maryborough township.

Current Kindergarten enrolment data shows a pattern of children attending out of shire kindergarten services, these children are likely traveling with a parent who is working out of shire. Information from the local long day care providers, and local employers including the hospital and schools, indicates that there are several local professionals who are currently working outside of the shire due to the lack of long day care places. These enrolments will likely return to the shire if local childcare is available, potentially increasing the number of local kindergarten enrolments.

The township of Dunolly is close to the Loddon Shire border. Both the Kindergarten and Primary School enrol students from surrounding towns in Loddon. For these children, Dunolly is their closest Kindergarten. Children also travel from Pyrenees Shire (mostly Avoca) and make up the largest proportion of children from out of shire.

Other information about the expansion of early childhood services

A private developer recently purchased an existing building in Maryborough to convert to an early learning centre. The developer predicts to open in early 2026. This service is expected to offer between 85 and 100 licensed places.

Maryborough was announced as a site for a future ELCC overseen by Early Learning Victoria, and the site will be delivered no later than 2032.

A Victorian Government ELCC is expected to open in Avoca in 2027. Predicting the future enrolment pattern of children from Avoca who currently attend Maryborough daycare services is challenging. As there is currently ample kindergarten supply in Avoca, it is likely children attend Maryborough because they require kindergarten in a long day care setting. However, it should be noted that a long day care service in Avoca is unlikely to meet the needs of all traveling parents, particularly those who work early morning/late afternoon shifts or who prefer to keep their child close to their workplace. Therefore, it is likely these families will continue to seek places in Central Goldfields Shire kindergartens after 2027.

4. Unmet demand estimates between 2026 - 2036 for Central Goldfields Shire

4.1 Purpose

As the BSBL reforms are rolled out and Victoria's population grows, demand for kindergarten and Pre-Prep 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 to be required over the roll-out in Central Goldfields Shire, Central Goldfields Shire Council and the department have developed:

1. a summary of the current provision of kindergarten within Central Goldfields Shire (**Section 4.3**).
2. an estimate of kindergarten places that cannot be met through existing services for the 2026 - 2036 period, taking into account the additional demand that can be accommodated by optimising utilisation of existing services and infrastructure (**Section 4.4**).

Local governments 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 roll-out.

4.2 Methodology

The estimated kindergarten places used in the following sections have been agreed between Central Goldfields Shire Council and the department, and were informed by:

- demand projections developed by the department which draw on a range of inputs, including population forecasts and current enrolments
- the estimated capacity of existing and planned services in the LGA (Section 2)
- where applicable, modelling undertaken by Central Goldfields Shire and service level information; and
- local knowledge and context provided by the local government (Section 3) that explains particular issues and trends in their area.

Kindergarten places explainer

The KISP measures a service's capacity to deliver funded kindergarten in terms of the number of **15-hour places** (referred to as "kindergarten places") available for Three-Year-Old kindergarten and Pre-Prep (noting that, by 2036, two kindergarten places will be required for one Pre-Prep enrolment). The number of 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.

Kindergarten places have been presented as 15-hour places so that new Three-Year-Old Kindergarten places and the additional 15-hour places required for Pre-Prep can be easily compared to existing 15-hour Four-Year-Old Kindergarten places. This is because, when Three-Year-Old Kindergarten is fully rolled out in 2029, three-year-old children will have access to 15-hours of kindergarten. When Pre-Prep is fully rolled out in 2036, four-year-old children will have access to up to 30-hours of kindergarten, an increase of the current offering of 15-hours per week.

It is important to note that enrolments are not equivalent to 15-hour places. One 15-hour place can support a total of 15 hours of delivery per week split between one or more children, including but not limited to the following examples:

One 15-hour place (15 hours of delivery)		
Example 1	1 child	1 x 3YO attending 15 hours per week
Example 2	1 child	1 x 4YO attending 15 hours per week
Example 3	2 children	2 x 3YOs attending 7.5 hours per week
Example 4	3 children	3 x 3YOs attending 5 hours per week

Two 15-hour places can support a total of 30 hours of delivery per week split between one or more children, including but not limited to the following examples:

Two 15-hour places (30 hours of delivery)		
Example 1	1 child	1 x 4YO attending 30 hours per week
Example 2	2 children	2 x 3YOs attending 15 hours per week
Example 3	2 children	1 x 3YO, and 1 x 4YO both attending 15 hours per week
Example 4	3 children	2 x 3YOs attending 7.5 hours per week, and 1 x 4YO attending 15 hours per week

Geographic boundaries used in the KISP

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 (SA2), which is a medium-sized area which represents a community that interacts socially and economically, with an approximate population range of 3,000 to 25,000 people, and an average population of about 10,000 people. The KISP uses 2021 SA2 boundaries. More information is available at the [Australian Bureau of Statistics website](#).

Supply contributed by pipeline projects

Central Goldfields Shire Council and the department have added 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 projects being delivered by not-for-profit providers (including non-government schools) with support from the Victorian Government, planned Kindergartens on School Sites, and government-owned and operated early learning and childcare centres.

The KISP does not 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.

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 department’s Kindergarten Information Management System (KIMS), as at 2024.
- the National Quality Agenda IT System (NQAITS), as at August 2025.

Number of services by service type (NQAITS)	
Stand-alone kindergartens	5
Long day care centres (including services not currently delivering funded kindergarten)	2

Percentage of services by management type, LGA level (NQAITS)	
Type	Percentage
Local Government	14%
Private not for profit	71%
Private for profit	14%
Other	0%

Current kindergarten offering in Central Goldfields Shire	
Three-Year-Old Kindergarten participation rate (KIMS):	97%
Four-Year-Old Kindergarten participation rate (KIMS):	105%
Number of services that offer a funded kindergarten program (KIMS):	7

4.4 Agreed estimates of demand for kindergarten places

The below estimates (**Table 1** onwards) have been developed by Central Goldfields Shire Council and the department to illustrate the estimated:

1. Demand – the total number of kindergarten places expected to be required over the roll-out period to support the current provision of Four-Year-Old Kindergarten, the BSBL reforms, and population growth
2. Supply – the total number of kindergarten places that can be accommodated by existing services and infrastructure, and planned, State-supported services which are yet to open.
3. Unmet demand – kindergarten places that cannot be accommodated by optimising existing services and infrastructure (i.e. the shortfall between demand and supply).

Interpreting the estimates

Infrastructure need in the LGA and its local communities is indicated by the bottom rows of the tables in this section (**Table 1** onwards): *Unmet demand*. If the number of kindergarten places in this row is above zero, it means that the area is estimated to need additional infrastructure capacity. Any type of provider – local government, not-for-profit (including non-government schools) or for-profit – can build this additional infrastructure.

Sub-SA2 factors may need to be considered to give a holistic picture of unmet demand. For example, in rural communities, one SA2 may contain several small towns, some with excess supply and some with unmet demand. At the SA2-level, demand may appear to be met because all supply and demand is considered in aggregate; however, it is not feasible to for families to drive long distances to access kindergarten capacity in another town. Sub-SA2 factors are covered in **Section 3: Local context**.

Table 1: Estimated kindergarten places required between 2026 - 2036 in Central Goldfields Shire

Central Goldfields Shire estimates	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Demand for kindergarten places	259	296	325	343	368	398	400	405	410	415	420
Unmet demand	14	25	34	40	47	57	58	60	62	64	66

Community estimates

Table 2-A: Estimated kindergarten places required between 2026 - 2036 in Maryborough (Vic.) SA2

SA2 estimates	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Demand for kindergarten	197	222	242	255	272	292	294	297	300	302	305
Kindergarten supply	259	259	321	321	321	321	321	321	328	328	328
Unmet demand	0	0	0	0	0	0	0	0	0	0	0

Table 2-B: Estimated kindergarten places required between 2026 - 2036 in Maryborough Surrounds SA2

SA2 estimates	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Demand for kindergarten	62	74	83	88	96	106	106	108	110	113	115
Kindergarten supply	49	49	49	49	49	49	49	49	49	49	49
Unmet demand	14	25	34	40	47	57	58	60	62	64	66

5. Authorisation

The Loddon Campaspe Area Executive Director, Anne Cunniff, of the Department of Education and Peter Harriott, Chief Executive Officer of Central Goldfields Shire endorse this Kindergarten Infrastructure and Services Plan (KISP) for Central Goldfields Shire Council by signing on 25/11/2025

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 2028 to publish a new version that will replace the previous version.

Signed for and on behalf and with the authority of Central Goldfields Shire Council.



.....
Signature

Name: ...Peter Harriott.....

Title: ...Chief Executive Officer.....

Signed for and on behalf and with the authority of the Department of Education



.....
Signature

Name: ...Anne Cunniff.....

Title:Executive Director Loddon Campaspe.....