



Education  
and Training

# Kindergarten Infrastructure and Services Plan

Glenelg Shire

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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.

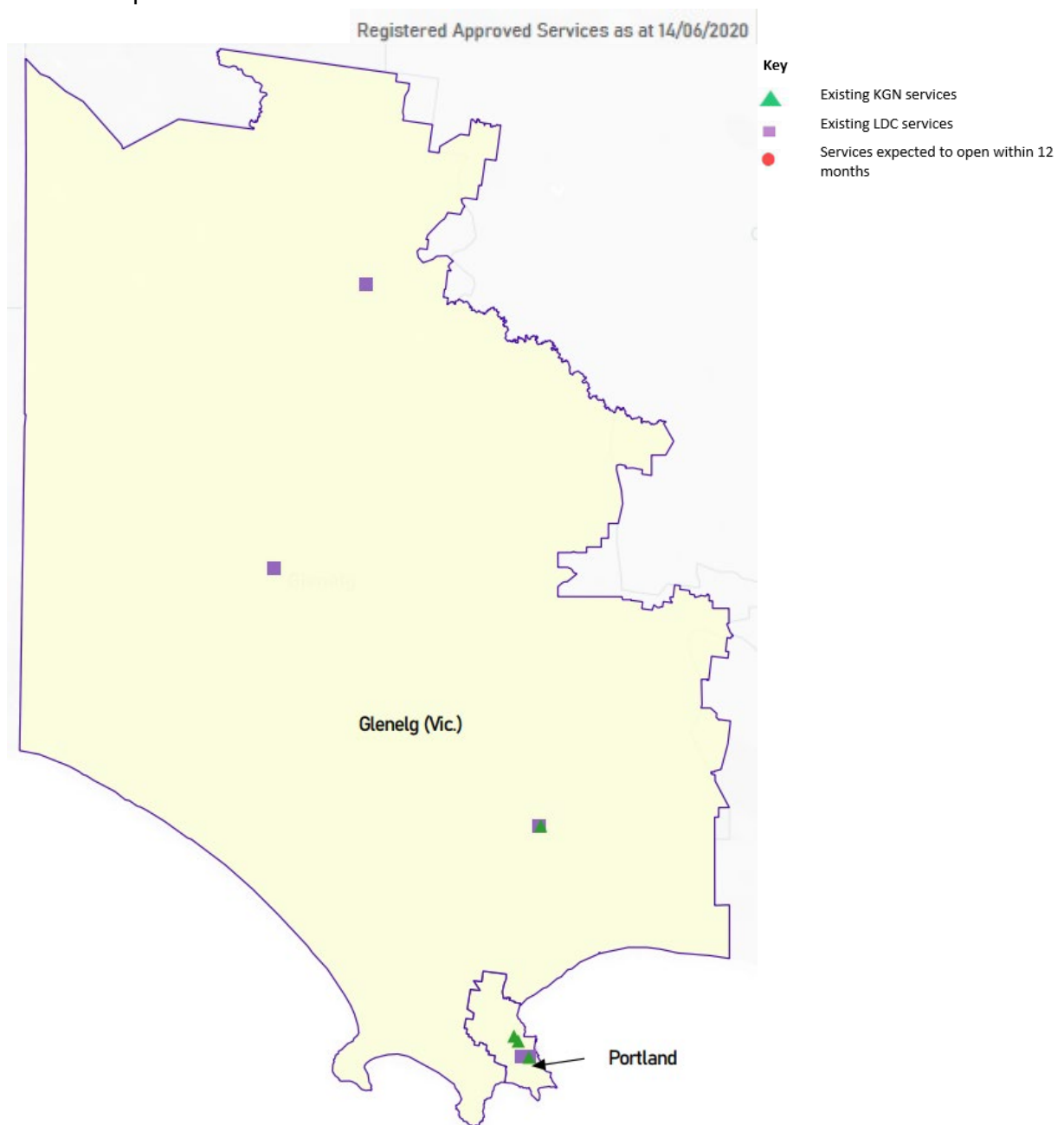
## 1.5. DISCLAIMER

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 GLENELG SHIRE

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 the Glenelg Shire Council and the Department to capture other services that are planned to open in the future.



## 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 that has informed the funded kindergarten enrolment estimates in Section 4, as well as supporting partnership infrastructure planning in the future.

### 3.2 KEY CONSIDERATIONS

#### A. Rural municipalities need to plan for the local context as well as for supply/demand

Whilst Council acknowledges that the overall enrolment estimates for future kindergarten places is not high compared with larger, or growth municipalities, the local context outlined below means Council supports state/local government partnership infrastructure planning, as outlined in the Victorian Government's "Building Blocks Three Year Old kindergarten Infrastructure Strategy", that can respond flexibly to the need for quality kindergarten for children and families - wherever they may reside across the Shire.

#### B. Key Demographic trends that influence demand for kindergarten

Glenelg Shire Council is located in the far South West of Victoria with its main business district being Portland. The Glenelg Shire population forecast for 2021 is 19,859 and is forecast to grow to 20,989 by 2036<sup>1</sup>. Recent population trends<sup>2</sup> indicate most growth is expected in 2016-2026 in Casterton and Rural Glenelg, Heywood, Portland Central, Portland South and Portland. Very little growth is anticipated in 2026-2036 with most growth falling in the Portland South district. The proportion of Aboriginal people in the Shire is comparatively high at 2.5%, with 14.8% aged 0-4 compared with 11.3% nationally.<sup>3</sup>

Glenelg Shire Council planning is undertaken using small, local level boundaries aligning to the Glenelg townships and comprising five catchment areas. This is particularly important in our small rural community where children, families and kindergartens are often located in small, vulnerable and isolated communities – separated by winding roads, long distances and little or no public transport.

There are nine state funded kindergarten services spread across the Shire. Council directly provides six kindergarten programs and owns seven of the kindergarten facilities. The two other remaining funded kindergarten services are Goodstart Early Learning and Heywood Early Learning Centre.

#### C. South Australian workforce patterns and service provision

Glenelg Shire Council is located in the far South West of Victoria with its main business district being Portland. The municipality is adjacent to the South Australian (SA) border, with Mt Gambier (SA), located 100k from Portland. The small towns of Casterton and Dartmoor are located 70k and 50k from Mt Gambier respectively. A number of local families and staff travel to/from Mt Gambier town centre for work related purposes and some families use South

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<sup>1</sup> Source: Population and household forecasts, 2016 to 2036, prepared by .id, the population experts, December 2017

<sup>2</sup> Source: Forecast ID.com The population forecasts used by Council are based on 5 catchment areas that align with Glenelg townships, rather than the higher-level Statistical Area 2 (SA2) used by DET

<sup>3</sup> 2016 quickstats census data abs

Australian operated early kindergartens which have lower fees than in Victoria. This can impact on projected workforce/child supply/demand data.

#### **D. A vulnerable community**

We have a relatively high level of vulnerability across our municipality as can be seen by the statistics outlined in the section below. Council works closely with Maternal and Child Health, Family Support, Aboriginal Agencies, Child Protection and other support services to support and empower vulnerable families to participate in community life and in early childhood education and care. This is done through a range of Council and Community programs including through the Municipal Public Health and Wellbeing Plan and the Aboriginal Partnership Plan. Significant local initiatives have been developed across Glenelg Shire in response to indicators of social need, and low levels of participation in education and learning. Community groups, education providers, family services and Glenelg Shire Council have participated in initiatives that reflect the strengths of a relatively small community, and strong professional networks collaborating closely to attempt to reduce the challenges of engaging in early learning and ongoing education in the area. Key projects include:

- Beyond the Bell Local Action Group;
- Engagement Learning Program;
- Stepping Stones to School Program; and
- Dartmoor Children's Centre Business Planning process.

#### **E. Indicators of our vulnerable community**

##### **I. Socio-Economic Disadvantage**

*According to the Socio-Economic Index for Areas (SEIFA), Glenelg is a relatively disadvantaged area. All areas of Glenelg Shire, apart from 'Portland Surrounds' are relatively disadvantaged areas with a SEIFA score below the Australian median of 1,000. Five of the seven Glenelg areas are ranked within the lowest 15% of all disadvantaged areas across Australia.*

##### **II. Families in Need**

Glenelg Shire has higher proportions of young mothers aged 20 – 24 years (78 per 1000 births) compared to Non-Metro Victoria (57 per 1000 births). Key townships in Glenelg also have significantly high proportions of one parent families (Heywood 5.6%; Portland 5.9%) compared to Regional Victoria (5.3%) and Victoria overall (4.6%).

While Glenelg Shire has a relatively low unemployment rate overall (5.9% 2016) compared to Regional Victoria (6%) it is noted that unemployment in Portland Central in 2016 was 7.7% (2016 census). This unemployment data is reflected in the high number of families with dependent children who have no parent or partner in paid employment (2016).

##### **III. Childhood Vulnerability**

The Australian Early Development Census (AEDC 2018) shows high levels of vulnerability amongst young children living in Glenelg Shire including:

- 30.3% of Glenelg children are vulnerable on one or more of the AEDC domains - compared to 8.2% across Victoria overall;
- 17.6% of Glenelg children are vulnerable on the 'emotional maturity' compared to 8.1% across Victoria overall;
- 13.8% of Glenelg children are vulnerable on the 'communication skills and general knowledge' compared to 7.4% across Victoria overall; and
- 14.4% of Glenelg children are vulnerable on the 'physical health and wellbeing' compared to 8.2% across Victoria overall.

Compared to Victoria overall, the Glenelg Shire population has higher incidents of<sup>4</sup>:

- Childhood protection investigations (20.4 per 1,000 compared to 16.4 Victoria);
- Child abuse substantiations (10.4 per 1000 children compares to 6.7 Victoria 2010/11);
- Children on child protection orders (13.3 per 1,000 children compared to 5.4 Victoria 2010; and
- Child First Assessment (16.7 per 1,000 eligible pop. Compared to 9.3 Victoria).

#### **IV. Low Levels of Participation in Education and Learning**

Engagement in early learning is key to future school, workforce and broader community participation. Our "Beyond the Bell"<sup>5</sup> Local Action Group commits to improving engagement across all age groups in the Glenelg Shire population.

There is clear evidence of low levels of participation in education and learning as demonstrated by:

- Historically low levels of participation in kindergarten (85.6% in 2015);
- Significantly high numbers of children leaving school early at year 8 (13.6% in Casterton and 10.3% in Heywood compared to 6.7% Regional Victoria overall);
- High numbers of young people who are disengaged from either education or employment (Glenelg 13.8% compared to 10.6% Regional Victoria in 2016; this is a 24% increase in the number of disengaged young people in Glenelg 2011 – 2016);
- High proportions of students who do not meet national benchmarks in literacy;

<sup>4</sup> Source: [www.socialstatistics.com.au](http://www.socialstatistics.com.au); Dept Health and Human Services Profiles 2014

<sup>5</sup> Source: <https://btb.org.au/>



- Low participation rates in tertiary education - of all the municipalities in Victoria, Glenelg Shire ranks 76<sup>th</sup> out of 79 LGA's in terms of the participation rate of 20 – 24-year old's in tertiary education; and
- Relatively high proportions of residents with 'no qualifications' 47.5%, compared to 42.8% for Regional Victoria overall.

## V. The impacts of COVID 19

The impact of COVID 19 is in its early stages of understanding but already our research identifies key factors that could impact on participation in and need for early childhood education and care through the life of this pandemic.<sup>6</sup>:

- Local Jobs forecast to fall by -5.7% in the September Quarter 2020 - this equates to a fall of 503 local jobs;
- In the absence of Job Keeper payments, the employment fall is estimated at -10.4% (914 jobs); and
- The impact on employed residents (-6.5%) was higher than the local job impact.

COVID 19 has had a significant impact on kindergarten participation rates including<sup>7</sup>:

- Health restrictions/concerns over wellbeing of staff – staff not permitted to work if any COVID symptoms;
- Services affected by staff availability due to closures of the South Australian border (e.g. Dartmoor session closed due to SA staff unable to travel across the border and casual staff needing to travel from Portland to Casterton); and
- Council will close facilities where they are unable to find suitable staff i.e. if both trained staff are absent, using casuals only is not the best outcome for quality and children.

## 3.3 EARLY YEARS INFRASTRUCTURE PLANNING

### A. Council Planning context

Glenelg Shire Council has historically made significant investment in the provision of early learning facilities across the municipality, including the development of integrated early learning facilities at both Portland and Casterton, modifications to meet the requirements of the National Quality Framework and community development work to retain a sustainable early childhood education and care service for the small, isolated Dartmoor community. Its Early Years Facility Plan, November 2020, provides a blueprint for moving forward for early years infrastructure planning for the future.

<sup>6</sup> Source: Profileid.com

<sup>7</sup> Source: Glenelg Shire Early Years staff 2020

A range of issues impact on the capacity of our Council owned facilities to meet early years' service needs in the area including:

- Many of the existing early learning facilities are ageing and Council has limited budget capacity to invest in future facility development;
- Ongoing staffing challenges across the municipality result in difficulty attracting and keeping appropriately qualified early years staff;
- Planning for early year's facilities at Glenelg Shire is limited by: a lack of quality data on existing building condition; a limited facility maintenance budget; and a high level of demand for maintenance from early learning facilities; and
- Recent challenges associated with bushfires and the COVID 19 pandemic further limit Council's budgetary capacity to invest in the development of early years infrastructure.

#### **B. Council/Victorian Government infrastructure planning**

Through its 2020 Early Years Facility Plan and the Building Blocks Partnership Strategy, Glenelg Shire Council has, and will continue to work with DET to introduce kindergarten operating models that maximise the use of its existing facilities. In addition, Council looks forward to joint planning for new modifications and/or facilities to meet the aims of the Victorian Government's kindergarten reforms. The current/proposed planning work includes:

- commencing or continuing change management processes to maximise the use of existing facilities through mixed age groups/rotational models
- consideration of potential capital redevelopment options to improve capacity, financial viability and support
- continuing to monitor and plan for supply/demand
- continuing to work closely with the local community to plan for sustainable early childhood education and care options.

# 4. FUNDED KINDERGARTEN ENROLMENT ESTIMATES BETWEEN 2021-29 FOR GLENELG SHIRE

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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 Glenelg Shire, the Glenelg Shire 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 Glenelg Shire 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 the Glenelg Shire 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:

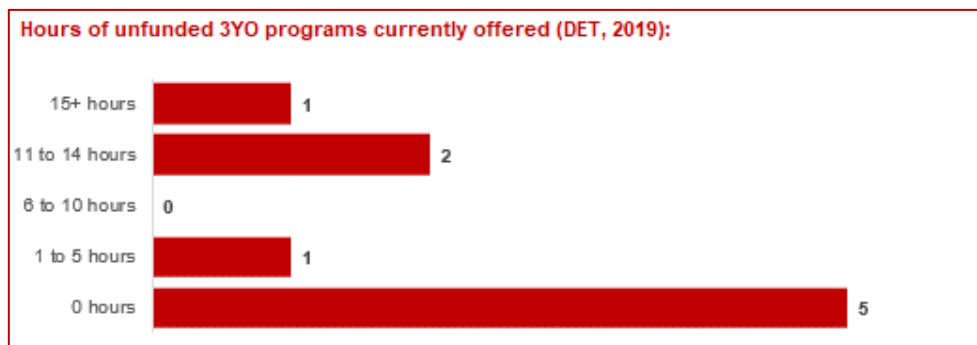
- The Kindergarten Capacity Assessment Program (KCAP), collected between June and October 2019.
- The Department’s Kindergarten Information Management System (KIMS), as at 2019.
- The Department’s Quality and Regulatory Division (QARD) monitoring data, as at 2019.
- The National Quality Agenda IT System (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	4
Long day care centres	5

Percentage of services by management type, LGA level (NQAITs, 2020)	
Type	Percentage
Local Government	67%
Private not for profit	22%
Private for profit	11%
Other	0%

Current kindergarten offering	
Four-Year-Old Kindergarten participation rate (VCAMS, 2018):	99%
Number of services that offer a funded kindergarten program (DET, 2019):	9
Number of services that offer an unfunded Three-Year-Old Kindergarten program (DET, 2019):	4



## 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 Glenelg Shire 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.

The Glenelg Shire 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*	360	360	360	360	360	360	360	360	360

\*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 Glenelg Shire 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, Glenelg Shire 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)	358	362	372	370	367	383	381	378	374
Total kindergarten places that cannot be accommodated by existing services	18	26	28	27	26	33	32	30	29

### Community estimates

**Table 3-4: Total estimated three and four-year-old kindergarten places between 2021-29 (presented in 15-hour equivalent places)**

<b>Glenelg 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)	121	129	131	130	129	136	134	133	132
Total kindergarten places that cannot be accommodated by existing services	18	26	28	27	26	33	32	30	29

<b>Portland 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)	236	233	240	240	238	247	246	245	243
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 (Wimmera South West) of the Department of Education and Training and the Chief Executive of Glenelg Shire Council endorse this Kindergarten Services and Infrastructure Plan (KISP) for Glenelg Shire by signing on 22/04/2021.

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 Glenelg Shire Council



  
.....  
Signature  
.....  
Witness Signature

Name: Greg Burgoyne

Title: Chief Executive Officer

Address: PO Box 152, Portland, VIC 3305

### Signed by Area Executive Director (Wimmera South West), Department of Education and Training

  
.....  
Signature  
.....  
Witness Signature

Name: Tony Fowler

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