

# **Kindergarten Infrastructure and Services Plan**

City of Stonnington

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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

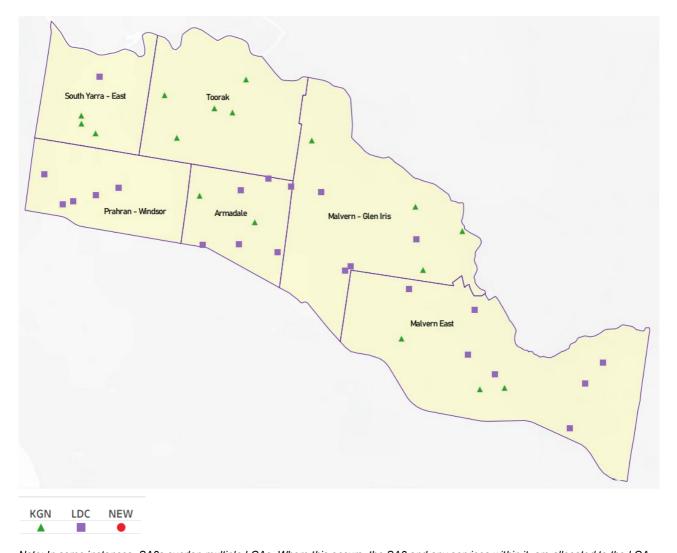
All data presented in this document are estimates only and are based on the best information available to the Department and Local Government at the time. They are published on an as-is basis and are for informational purposes only. They are subject to adjustment in response to market forces and as new data and other relevant information becomes available. The data may under- or overestimate 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 STONNINGTON

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



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

#### 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

#### **Consistent Population Growth**

Overall, the City of Stonnington (CoS) has experienced consistent population growth in the past decade growing from 98,853 in 2011 to 117,768 in 2019, with the most significant growth occurring in South Yarra and Prahran. With continued growth in medium to high density developments expected, *South Yarra* will continue to experience the highest population growth between 2020 and 2036, followed by *Malvern East, Prahran and Malvern - Kooyong*.<sup>1</sup>

#### Growth in the Kindergarten Cohort

The number of children aged 0-4 years in the City of Stonnington is projected to increase by 11.5 percent between 2020 and 2029, but most importantly the number of children aged 3 and 4 years old is expected to grow by 15.5 percent (342 children), with the largest increase to occur in **Malvern East and South Yarra**, and to a lesser extent in Toorak, Glen Iris and Prahran. Only small increases are projected in Windsor, Malvern South and Malvern-Kooyong, with almost no change expected in Armadale.<sup>2</sup>

#### Disadvantage

Overall, the Stonnington community experiences low levels of disadvantage with a SEIFA (Index of Relative Socio-Economic Disadvantage) score of 1,087 indicating that most families will have capacity to pay to access early years services. However, this masks several small areas throughout the community where disadvantage is exceptionally high, including in parts of **South Yarra, Prahran and Windsor** where public housing is located. In two neighbouring SA1s in South Yarra / Prahran, the SEIFA index score is 489 and 598.<sup>3</sup> Consistent with this, a high proportion of children attending kindergarten on Department of Housing land in South Yarra, received Kindergarten Funding Support in 2018.

In addition, previous assumptions about the high levels of affluence in the community may be incorrect due to the impact COVID-19. Many local businesses have closed, particularly in the retail and hospitality sector, incidence of family violence and harm from alcohol have increased significantly as have issues related to mental health. Financial stress means families are more likely to access stand-alone kindergarten services rather than kindergarten integrated with long daycare.

<sup>&</sup>lt;sup>3</sup> City of Stonnington Community Profile and Social Atlas, Home | City of Stonnington | Community profile (id.com.au), Accessed 23 November 2020



<sup>1</sup> City of Stonnington Community Profile and Population Forecast, Home | City of Stonnington | Community profile (id.com.au), Accessed 23 November 2020

<sup>&</sup>lt;sup>2</sup> City of Stonnington Population Forecast, <u>Home | City of Stonnington | Community profile (id.com.au)</u>, Accessed 23 November 2020

#### Family Preferences

The majority of families in the City of Stonnington already chose to access kindergarten in standalone or sessional kindergarten settings rather than integrated with long day care. In 2018, nearly three quarters (73 percent) of children accessed kindergarten in a stand-alone or sessional kindergarten setting in the City of Stonnington, with only 27 percent accessing kindergarten through a long daycare setting. This preference of accessing kindergarten in stand-alone settings has been consistent between 2015 and 2018 (see Table 1 below) and as noted previously may increase further as the financial impacts of COVID-19 become clearer.

Year	Stand-alone	Long Day Care
2015	72%	28%
2016	73%	27%
2017	73%	27%
2018	73%	27%

Table 1: Proportion of children attending kindergarten in standalone services and long day care services City of Stonnington 2015 – 2018

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

A number of long daycare (six) and stand-alone kindergarten (four) services operate from Council buildings. Council directly operates two long daycare services, and the remaining services are community managed. Of the ten services, two do not have the capacity to deliver 3- or 4-year-old kindergarten because of the size and configuration of the buildings.

#### **Private Long Daycare**

While overall in the last decade there has been a substantial increase in the number of long daycare providers (many who offer kindergarten) operating in Stonnington, a number of small private long daycare services have closed in recent years because they have been unable to maintain a financially viable service model due to the limited spaces and places they have available.

#### Infrastructure

Council is currently considering the potential development of early years hubs that may incorporate services such as long day care, kindergarten, allied health services, maternal and child health services, toy libraries, supported playgroups and new parent groups. These proposed developments are in response to high population growth, the condition and configuration of existing infrastructure, and the high levels of disadvantage in areas of public housing. Hubs will also have the potential to increase capacity to support the roll out of funded 3-year-old kindergarten.

As part of reviewing Council's role in the early years, it has become clear the retention and growth of the licenced places for long daycare and kindergarten is critical in the western part of Stonnington



because of the low supply compared with other parts of Stonnington, the population growth, the high levels of vulnerability and disadvantage associated with public housing, and the poor condition and / or configuration of existing early years infrastructure owned by Council. These are the key drivers for the proposed development of an early year's hub, along with the DET KISP modelling showing unmet demand for kindergarten from 2025.

#### Specialist or Targeted Services

A significant proportion of kindergarten places available in Stonnington are available in specialist or niche services that are not universally accessible. This might be high fees to attend the service or because they are targeted towards specific needs, beliefs or preferences of families e.g. private and/or religious schools, services offering bilingual programs, and services targeted towards families experiencing disadvantaged.

- Private / Religious Schools offering early learning programs deliver a significant portion of funded kindergarten programs in the City of Stonnington. In 2018, there were 35 different services in Stonnington delivering funded 4-year-old kindergarten programs including 6 early learning centres in private / religious schools. These 6 services accounted for 27 percent of all enrolments in funded 4-year-old kindergarten and they also offer substantial 3-year-old kindergarten programs.<sup>4</sup>
- Two services in Stonnington offer bilingual kindergarten programs, and in 2018 these services accounted for nearly 13 percent of all enrolments for funded 4-year-old kindergarten.
- One service operates from the Horace Petty Housing in South Yarra / Prahran. This service solely caters for children who live in public housing in the surrounding area.

#### **Planning Permits**

One planning permit has recently been approved by VCAT for a new childcare centre in Malvern Road Glen Iris. It is not clear whether this will proceed.

Council is currently considering a new planning application for a childcare centre associated with a private school in Glen Iris. The outcome of this application remains unknown at this point.

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

A high proportion of children who are not Stonnington residents access kindergarten in the City of Stonnington. This is common in inner and middle ring local government areas where families regularly cross municipal boundaries to access early years services, but it is particularly high in Stonnington (See table 2 below). This a reflection of a number of factors including:

• The number of private schools in the area offering funded kindergarten programs. These programs while technically available to our community, are largely inaccessible for many in our community, both financially and socially.



<sup>&</sup>lt;sup>4</sup> Department of Education and Training, 2018, Stonnington (C) Early Learning Profile

- The large number of people working in the City of Stonnington but living outside Stonnington (77.1 percent).<sup>5</sup> The high concentration of retail, hospitality and health services in and on the border of Stonnington.
- The increasing number of long daycare services being developed along transport corridors particularly in Glen Iris and Malvern East to attract families who may be travelling into Stonnington or other parts of inner Melbourne for work. In February 2021, Glen Iris and Malvern East had over 800 long daycare places, compared with 493 in South Yarra, Prahran and Windsor.

Year	Resident Children Accessing Kinder Outside COS	Non-Resident Children Accessing Kinder Inside COS	Difference
2015	184	343	159
2016	203	317	114
2017	197	341	144
2018	185	331	146

Table 2: Resident and non-resident children accessing kindergarten inside and outside COS 2015 – 2018 6

#### Other information about the expansion of early childhood services Council Led Change Management

Council is working closely with kindergarten and long daycare services operating from Council owned buildings to support the transition to funded 3-year-old kindergarten. With support from DET, Council is identifying opportunities for service models to be changed to accommodate the increased demand.

It is important to note, Council's capacity to influence change management is primarily limited to the services operating from Council owned buildings.

#### Central Registration and Enrolment Scheme

The City of Stonnington is currently preparing to implement a kindergarten central registration and enrolment system and has received funding from DET to support its implementation. The system is expected to be operational from 2022 and will provide a central place families can obtain information, and make an application for kindergarten. It is important to note, the large number of privately operated long daycare services in Stonnington will impact upon the number of services who are likely to participate in the central registration and enrolment system.



<sup>&</sup>lt;sup>5</sup> City of Stonnington Community Profile, Workers Place of Residence. Workers journey to work | City of Stonnington | profile.id | Accessed 23 November 2020

<sup>&</sup>lt;sup>6</sup> Department of Education and Training, 2015 - 2018, Stonnington (C) Early Learning Profile

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

#### 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 Stonnington, Stonnington 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 Stonnington 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 <u>cannot</u> be met through existing services for the 2021-29 period, taking into account the additional demand that <u>can</u> 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 Stonnington 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.

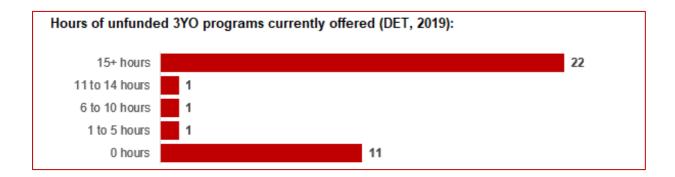
Please note that, because these sources were collected at different points, this may result in slightly different totals appearing in the below data.

Number of services by service type (	NQAITs, 2021)
Stand-alone kindergartens	17
Long day care centres	23



Percentage of services by manager	ment type, LGA level (NQAITs, 2021)
Туре	Percentage
Local Government	3%
Private not for profit	50%
Private for profit	33%
Other	15%

Current kindergarten offering	
Four-Year-Old Kindergarten participation rate (VCAMS, 2018):	89%
Number of services that offer a funded kindergarten program (DET, 2019):	36
Number of services that offer an unfunded Three-Year-Old Kindergarten program (DET, 2019):	25



# 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.

Stonnington 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:



- o 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.

Stonnington 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*	2,481	2,481	2,481	2,481	2,481	2,481	2,481	2,481	2,481

<sup>\*</sup>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 Stonnington 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 <u>cannot</u> 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, Stonnington 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)	1071	1394	1539	1689	1818	2025	2154	2286	2451
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	42	100	127	165	238

#### **Community estimates**

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

Armadale estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	247	276	288	299	308	329	348	368	398
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0



Malvern - Glen Iris estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	172	239	266	293	315	358	384	411	443
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	0	0

Malvern East estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	225	308	347	387	422	480	517	554	596
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	0	0	0	11	53

Prahran – Windsor estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	75	125	146	170	191	215	225	235	246
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	17	41	51	61	72

South Yarra – East estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	110	170	198	229	256	290	307	324	344
Total kindergarten places that cannot be accommodated by existing services	0	0	0	0	25	59	76	93	114

Toorak estimates	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total estimated demand for kindergarten places (three and four-year-old children)	242	276	295	311	325	353	374	395	424
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 Stonnington City Council endorse this Kindergarten Services and Infrastructure Plan (KISP) for the City of Stonnington by signing on 28/06/2021.

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 Stonnington City Council

Signature Witness Signature

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

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