Budget Submission to the Victorian Government
2018–2019
More than 25 years since its creation, Early Learning Association Australia (ELAA) is a relevant, collaborative and authoritative peak body which works in partnership with early learning providers and parents for excellence in learning for every child.

With our experience – and due to the expertise and support of our members – ELAA has established itself as a strong and trusted voice. ELAA represents over 1200 service providers in Victoria and across Australia. Our diverse membership base includes independent kindergartens, early years management organisations, local governments, long day care services, government and independent schools and out of school hours care programs.

Valued for our advocacy in championing excellence in early learning, ELAA provides practical support to service providers and volunteer parents in areas of governance, human resources/industrial relations, enterprise bargaining, OHS, Road Safety Education and other support services. Through our professional learning and development program and the annual Early Childhood Education Conference, ELAA also contributes to the professionalisation and identity of the early learning workforce.

As an independent and member-focussed peak body, ELAA is a dependable conduit for information about policy, legislation and research. ELAA is well-networked, influential and works closely with Federal, State and Local Governments and collaborates with a diverse range of organisations and peak bodies from across the education and community sectors.

Working with our members and partners, ELAA is an influential advisor on the implementation of reforms in the early childhood sector and an influential advocate for excellence in early childhood education for all children.

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High quality early childhood education is a central ingredient for realising positive futures for our children.

ELAA is pleased to acknowledge the substantial investment by the Andrews Government in early childhood education through the Early Childhood Reform Plan. With $108.4 million directed to enhancing kindergarten services, ELAA and its members are helping to shape the way the reform vision translates into practice. Through a co-design process the diverse perspectives of policymakers, sector leaders and practitioners are coming together to inform how the policy intent is realised on the ground.

ELAA’s vision is excellence in early learning for every child. Our Strategic Action Plan 2017–2027 outlines our ambitions to achieve better outcomes for children, families, educators and service providers, including quality, accessible, and affordable early childhood education.

This budget submission tells some of the many member stories we encounter and the connections we have to day-to-day service delivery. It contributes to the vision of Victoria being a world-leader in the provision of early childhood education, setting children up for life by:

• Building for now and the future by planning for two years of preschool for all children and investing in much-needed infrastructure
• Improving quality to deliver better outcomes with a workforce development strategy and developing sector-wide quality
• Increasing access and participation for children and their families
• Addressing safety, health and wellness through investment in OH&S and employee support.

ELAA urges the Andrews Government to continue to grow the investment in the early years where it counts the most and to make the ambition of Victoria providing world class early childhood education a day-to-day reality.
It is time to plan for a long-term future of two years of preschool for all children. Infrastructure is also needed now, particularly in Melbourne’s growth corridors and to meet the future demand with the implementation of two years of preschool.

**Implement two years of preschool**

The State Government has recognised the value of early childhood education and the critical role of the early years through the development of the Early Childhood Reform Plan. ELAA applauds the State Government’s vision of Victoria being a world-leading early childhood education sector and the initiatives to strengthen access and support for children experiencing disadvantage in the year before school. However, with one in five children developmentally vulnerable, the needs of 3 year olds are broader than the Early Start Kindergarten target group of Aboriginal and Torres Strait Islander children, children with a disability, those with low English proficiency and children living in remote areas are most at risk of receiving a poor or incomplete education (Gonski et al, 2011).

The Australian Early Development Census (AEDC) is a measure across five domains of how well children and families are supported through to the time the child attends school. The data shows that approximately one in five Victorian children are vulnerable in one or more domains in their first year of school, while two in five Aboriginal and Torres Strait Islander children are vulnerable in one or more domains (Commonwealth of Australia, 2015).

Educational inequality is wide-spread in Australia and Victoria. Nationally more than 730,000 children are living in poverty (Social Policy Research Centre, 2016). Children from low-income families, Aboriginal and Torres Strait Islander children, children with a disability, those with low English proficiency and children living in remote areas are most at risk of receiving a poor or incomplete education (Gonski et al, 2011).
Victoria can have a more equitable and better educated society if all children attend two years of preschool. The benefits of extending the participation of children in early childhood education cumulate over time with children better prepared for school across a range of academic and social and emotional measures, performing better at school and being more likely to enter tertiary education (Taggart et al, 2014; Taggart et al 2015). A better educated society is both healthier and happier.

The reform plan implementation is underway despite the uncertainty of the Federal Government’s commitment for ongoing funding of 15 hours of preschool for four-year olds beyond 2019 and the absence of a renewed National Partnership Agreement on Universal Access to Early Childhood Education. The sector has lived with multiple year-by-year extensions to the agreement.

Negotiations by the State Government for a new National Partnership Agreement which commits to long-term planning and funding to expand the education offering to two years of preschool for all children will bring tangible benefits as soon as children can attend. The new agreement can outline a timetable for plans to grow the workforce and develop infrastructure requirement including taking account of the needs of rural and remote services.

Victoria can have a more equitable and better educated society if all children attend two years of preschool.
Invest in infrastructure to meet demands of growth

Victoria’s population is set to double by 2050 and forecasts predict large increases in the number of children in growth areas (see Figure 2 below). Vulnerable populations are more likely to reside in growth areas, and without sufficient long-term planning children may be denied the opportunity to participate in kindergarten with significant consequences for not only those children in those years but for them as adults and for our communities. The VAGO report, Effectively Planning for Population Growth (2017) identified current issues with the planning and provision of services in designated growth corridors of Melbourne as well as in other local government areas which have experienced strong population growth, such as in the cities of Moreland and Melbourne. Add to that the potential of children attending two years of preschool in the coming years and it is clear that there is much work to be done to future-proof early childhood education services.

It is pleasing that the Department of Education and Training (DET) has committed to taking on a greater role in planning for kindergartens and no doubt the Compact between DET, the Department of Health and Human Services and the Municipal Association of Victoria (Victorian Government, 2017) will contribute to gaining greater clarity around the respective roles and responsibilities of the partners.

The provision of early years services is inextricably linked to the buildings and landscaping which have usually been designed for that express purpose. The recent experience of a council tendering out early years management services reveals the complexity of the relationships between local government, Municipal Association of Victoria, State Government and parent committees or parent advisory groups. There are clear limitations on the influence of State Government when the infrastructure is owned by local government, which chooses to tender out the services, regardless of the views of their local community.

The changes in funding arrangements and rate-capping by the State Government is likely to be contributing factor, placing pressure on councils to realise the true value of their assets and generate rental income. The detrimental effects on the community cannot be measured, with a loss of social capital from families and committees who provided voluntary support; parents who have to pay increased kindergarten fees; and children, whose attendance may be limited by their parents’ capacity to meet the growing costs.

The $74 million dollars allocated to build and upgrade kindergartens and the establishment of the Compact are steps in the right direction, however much more will need to be done long-term. ELAA and our members stand ready to assist to provide service, governance and parents’ perspectives to these challenging issues.

The legacy of poor planning is already revealing the limitations of the current infrastructure in Melbourne’s growth corridors. Kindergartens in Tarneit North and Wyndham Vale are being provided in portables due to the Wyndham City Council’s inability to meet its present demands. Wyndham council estimates they will need an additional 25 kindergartens by 2036. – Masanauskas, 2017

Figure 2: Projected increase in population of children aged 0–9 years in Melbourne 2011–2031 (Victorian State Government, 2016)

<table>
<thead>
<tr>
<th>Age group and area</th>
<th>Actual population 2011</th>
<th>Projected population 2031</th>
<th>Total projected growth</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per cent</td>
<td>Number</td>
</tr>
<tr>
<td>Growth area councils</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>0–4 years</td>
<td>79 063</td>
<td>78</td>
<td>140 500</td>
</tr>
<tr>
<td>5–9 years</td>
<td>73 166</td>
<td>95</td>
<td>142 824</td>
</tr>
<tr>
<td>Total</td>
<td>152 229</td>
<td>86</td>
<td>283 324</td>
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<tr>
<td>Remaining areas</td>
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<td></td>
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<tr>
<td>0–4 years</td>
<td>185 370</td>
<td>21</td>
<td>224 395</td>
</tr>
<tr>
<td>5–9 years</td>
<td>172 637</td>
<td>30</td>
<td>223 793</td>
</tr>
<tr>
<td>Total</td>
<td>358 007</td>
<td>25</td>
<td>448 188</td>
</tr>
</tbody>
</table>

Source: VAGO, based on Victoria in Future 2016.
Implement a workforce development strategy

Central to the quality provision of early childhood education is a skilled, supported and valued workforce. A multi-pronged workforce development strategy would sustainably raise standards and enhance the sector’s professional culture to deliver improved educational outcomes for children when it matters most for their future.

The strategy should be informed by the learnings from the national Early Years Workforce Development Strategy (Standing Council on School Education and Early Childhood, 2012) and the Queensland Department of Education and Training’s Workforce Action Plan (2016).

Elements to inform the strategy are examined below.

Value and support educational leaders

Greater clarity around the responsibilities of educational leaders is needed for all staff and would support them to fulfil the goals of the role. Educational leaders support educators to work with children and their families and to put the curriculum and the service’s educational program into effect. They play an integral role in a service and are central to continuous quality improvement, building the capacity of the service to implement play-based learning. They can also assist with change management associated with implementing new policies and approaches, such as Child Safe Standards and respectful relationships, assisting staff to understand what the changes mean in a practical and real way. With their focus on driving improvements in quality outcomes, educational leaders can contribute to the implementation of the Early Years Management Outcomes Framework.

Services should be required to allocate time for educational leaders so they can develop and implement local improvement programs tailored to the needs of the service and its educators and which take into consideration relationships with other services.

Build on the findings of the Victorian Advanced Early Learning study

High quality instructional support in play environments is most closely associated with cognitive and academic growth. The E4Kids study found that there was a consistently lower level of instructional support provided to children in areas of lowest socio-economic status with the result that children could be as much as 3–5 months behind their peers (Tayler, 2016). The follow-up Victorian Advanced Early Learning Study tested the effectiveness of a professional learning model to enhance educator-child interactions using a combination of training, coaching and educational leadership. Whilst the findings are yet to be publicly released, the indications are that timely, targeted and consistent support in an environment where the professional culture values personal development and learning are essential for success (Tayler, 2016).

Providing a multi-component professional learning program (training, coaching, educational leadership) in areas of high disadvantage would increase the parity of educational outcomes. An area-based investment would foster a regional culture which values professional development and would lead to sustained change.

Quality is the key to children gaining the most they can from early childhood education with quality educators and well-developed services.
Establish a resource and development portal

Educators work across diverse contexts and with diverse populations and need ready access to support to do this. There is increasing sophistication about how workers access professional resources to ensure that the interventions they use achieve the intended results, for example:

- in Queensland, Early Years Connect is helping educators support children with complex additional needs. Early Years Connect has four main components: webinars, information sheets and online modules available on a portal which are complemented by face-to-face workshops.
- the Department of Health and Human Services is developing a menu of evidence-informed programs and practices as a resource for child and family services in Victoria.

A broad-based ‘one-stop shop’ of early childhood education online resources for educators could cover key facts, legislative and regulatory requirements, and practices and tools for working with families, other professionals and children. Having ready access to information and resources, including webinars and online modules would enable early childhood professionals to make use of these at a time when it makes most sense to them enabling them to better integrate the learnings.

Building on the work undertaken with the Protect Portal to aid the implementation of Child Safe Standards in early childhood services, a resource and development portal would support a contemporary and well-informed workforce. There would also be significant benefits of a portal for rural and regional educators and services.

Develop sector-wide service quality

All children deserve to access high quality services, regardless of how their service is managed or administered.

The State Government has identified that Early Years Management is ‘the leading platform to achieve improved outcomes for all young children’ with its role of driving quality reform in the sector (Department of Education and Training, 2016a). The EYM Outcomes and Draft Performance Framework specifies the requirements of EYM organisations to be high-quality, integrated, sustainable and viable early years services. A large proportion of early childhood services, however, continue to be provided by independent community managed committees and it is concerning that in the absence of the same or similar expectations, a gap in the quality of these two management models will develop and continue to widen.

The implementation of the EYM Policy Framework is well underway. ELAA and its members have contributed to shaping the framework and its implementation through our involvement in the EYM Strategic Partnership Group and Forum. The framework provides clarity around the leadership role EYM organisations have to manage community-based kindergarten services and deliver sustainable, integrated and responsive early learning programs.

A similar level of clarity and investment is needed to support independent kindergartens to achieve the same high expectations of quality.

Developing mentoring

Provisionally registered early childhood teachers are required to find a mentor to support them and to find interested teachers to participate in a panel to review the project they are to complete. With their larger infrastructure, schools are well set-up to support their provisionally registered teachers and often have a pool of mentors to draw on, however no such structures or support exists in early childhood education. Provisional teachers in stand-alone kindergartens struggle the most.

As we start a new year of training for mentors, it would be highly valued to set up a bank of mentors and those prepared to be a part of a panel to make meeting this essential requirement easier. Facilitating access to mentors and panel members would make this part of the process less of a barrier or hurdle for provisional teachers so they can focus their energies on developing the mentor/mentee relationship and completing the project. Additionally back-filling mentors would also make it more enticing for people to take on this role.

EBA negotiations

The Victorian Early Childhood Teachers and Educators Agreement is due to expire in September 2018. ELAA supports the timely development and implementation of a new enterprise agreement, which will provide certainty for services and the workforce, and reduce administration (for example, the calculations of back-pay).

A central portal of resources would support staff to do their work and assist the educational leader in their role. New graduates often struggle to strike the right note when communicating to families about concerns they have about a child’s development, for example. They are also unfamiliar with how to work with professionals as part of a team. Existing staff can be challenged to change the way they work as knowledge about best practice evolves or a new policy comes into effect, or be wanting to further develop their skills when working with vulnerable children. Fact sheets, practice guidance and links to research in one place dedicated to early childhood education professionals would be invaluable. – ELAA member
Boost cultural support and interpreting services

Children from a non-English speaking background access kindergarten at a much lower rate than the rest of the population. Children from a non-English speaking background make up 15.5 per cent of attendees at kindergarten compared to 23.4 per cent of the general population of kindergarten-aged children meaning one in three children are missing out (Steering Committee for the Review of Government Service Provision, 2017).

The Early Childhood Reform Plan will contribute significantly to reducing disadvantage with ‘school readiness’ funding to support kindergartens based on children’s level of need, but families and children need to access services to benefit from this support.

We need to consider how to provide welcoming environments and support educators and early childhood services to adapt to changing demographics. Cultural support services can assist staff to communicate more effectively with families and children, especially during the enrolment and orientation period. ELAA is advised that recent changes to these services have resulted in increased waiting times to receive the support and a change in the nature of the support from direct facilitation to providing educators with advice.

Interpreting and translation services, critical at peak periods, such as at enrolment and when planning for and discussing the transition to school with parents, are often not available. Whilst interpreting services for commonly used languages are generally accessible for formal meetings, it is difficult and sometimes not possible to secure an interpreter for other languages and they are not available for less formal circumstances.

In some cases, parents arrive in Australia ahead of their children and are able to speak English. Interpreters to assist children to speak and understand English whilst settling in and to help them build relationships with their peers and with educators would set these children off to a better start.

One ELAA member has taken steps to bridge the communication and comprehension gap by developing an internal system which details the languages that permanent and casual educators speak and understand, and their availability to support programs across the week. This local initiative has benefited many children, parents and educators; however the capacity to provide this level of support is not be possible for most services.

When it comes to establishing a relationship and setting clear expectations with children and families, timing is everything. It is difficult to have children and families commence in a program when they do not fully understand what they need to do from a regulatory perspective, such as signing children in and providing emergency contact information. Without the means to communicate families miss out on important information such as how they can be involved in the program and expectations with regard to participation, learning support and continuity between the home and the service. — ELAA member

Increase access and participation

Enhancing opportunities for children and their families to engage and feel part of services provides long-lasting benefits.
Translating standard Department of Education and Training information would support the engagement process, including factsheets about:

- the documentation needed for enrolment, including information about evidence of immunisations
- funding for a second year of kindergarten
- the National Quality Framework and curriculum.

The Victorian Government can increase the engagement of families of culturally and linguistically diverse backgrounds in early education by increasing support for cultural support services and interpreting services and developing factsheets in community languages.

Support children with additional needs

The State Government’s funding of a suite of initiatives to support early childhood services to provide inclusive environments is welcomed. The package covers a wide range of supports from infrastructure to training and resources. The additional support for children with developmental delay in the transition to the National Disability Insurance Scheme will also provide much-needed relief for many families and give children the best start.

There is, however, a disparity between the support children will receive in the home and in the community compared to that which is provided in kindergartens. The State Government retains ongoing responsibility for children’s inclusion in kindergartens.

Whilst children aged 0–6 years will no longer need to have a diagnosed disability to access supports through the National Disability Insurance Scheme, the state-based Kindergarten Inclusion Support program has narrow eligibility requirements targeting only those with the highest needs, such as children who are at risk of serious injury to self or others.

The agility of state-funded services needs to increase and be more responsive, otherwise there will be a disparity between supports in the rest of the child’s life and those within the early education setting, disadvantaging the child.

One of the main barriers to demonstrating the need for support is accessing funded assessments. The delays to securing assessment and the requirement for families to have to pay to have a timely assessment mean that children and educators are not receiving the support they need to allow the child to fully participate and gain the best value from their attendance at kindergarten.

The relationship of ‘school readiness’ funding and Kindergarten Inclusion Support needs to be considered to ensure:

- timely assessments of children
- a more flexible program to meet a broader range of needs
- support that is available closer to the time the need is identified
- support that complements that which is provided by the National Disability Insurance Scheme.

One of the main barriers to demonstrating the need for support is accessing funded assessments.

Implement key workers

Pre-purchased places have quickly become a valued tool in the early childhood education sector. Children who would have otherwise missed out, such as children from refugee families or those living in out-of-home care, are now able to enter kindergarten part-way through the year. These children and their families, understandably, often require additional attention and support to settle into the program.

Having a ‘key worker’ to build relationships with children and families, to liaise with the service and communicate their needs would build the important connection required to sustain attendance and ensure children and their families get the most out of their participation. Key workers are used in early intervention programs to provide those critical links reducing stress and confusion for families and ensuring that families are involved in decision-making (House with No Steps, 2018).

Improve cultural competence

Whilst the participation rates of Koorie children in four-year-old kindergarten have risen from 79.6 per cent to 90.5 per cent since 2014 and in three-year-old kindergarten from 37.1 per cent to 48.8 per cent, there is still a way to go. Improving services’ cultural competency in line with the Murrung Aboriginal Education Plan 2016–26 will support a continuation in the improvement participation rates (Department of Education and Training, 2016b).

Violet lives with her Mum in a caravan at the back of a friend’s house. After starting kindergarten, the teacher identified a number of concerns about Violet’s development. Violet had a vocabulary of a few words and couldn’t communicate her needs. She wasn’t toilet trained and struggled to follow directions and form friendships with other children. The waiting lists for assessments were long and the Mum couldn’t afford a private assessment. After six months of observations and collections of letters of support, the kindergarten teacher had sufficient evidence to prove Violet’s eligibility for the Kindergarten Inclusion Support Program which she received for the last term of the year. – ELAA Member
Address safety, health and wellness

As a part of the education sector, early childhood education services need access to a system of supports to promote and enhance the safety, health and wellbeing of staff, children and the community in the same way schools are supported.
Develop OHS supports

There is a strong and justified culture of prioritising the safety and wellbeing of children in early childhood services. However, the culture is equally lacking focus on the safety and wellbeing of educators. Independent kindergartens with their changing committee memberships are often unaware of OHS requirements and their responsibilities and expectations about safety are not communicated more broadly to staff. As a result educators are often unaware of the risks of their work environment and the potential harm of some practices, such as lifting and carrying heavy and awkwardly shaped equipment.

Many services are ill-equipped to identify and respond to OHS risks and educators find it difficult to prioritise their own safety in a workplace culture which focusses on children. Not recognising and addressing risks leads to near misses and the involvement of Worksafe Victoria.

A campaign supported by training and accessible OHS resources would equip the sector to undertake assessments of and mitigate risks and hazards. Building understanding of the legal responsibilities and the duties of employers and employees, including how to identify hazards, undertake risk assessments and develop mitigation strategies, will develop a culture of safety for all.

Schools in Victoria have access to an OHS Advisory Service as a source of practical advice and support, including on-site consultancy to implement and maintain the schools OHS management system. The Victorian Government could similarly fund an OHS support system that would result in improved safety outcomes for the early childhood education sector by:

• making staff of early childhood education services a priority through targeted communications
• funding inspections of services and linking this to OHS training and resources
• supporting the provision of an advisory service to assist services to navigate complex safety and compliance issues

Building understanding of the legal responsibilities and the duties of employers and employees, including how to identify hazards, undertake risk assessments and develop mitigation strategies, will develop a culture of safety for all.

Make employee assistance scheme available

Early education services, like schools, are strong communities. Children, their families and the educators who work with them form tight bonds, caring for one another. When tragedy strikes – a car crash and someone is injured or someone dies unexpectedly – it can have a ripple affect across the service.

Schools have access to an organised system of supports with counselling on hand and advice for the school leadership about how to acknowledge community grief and let people know where they can get help.

Early childhood teachers and educators experience significant work pressures, from working with families who themselves are under pressure (for example, increased casualization of the workforce, housing affordability, ice epidemic, to name a few of many issues), and working with children with complex social and emotional behaviours. Teachers and educators initiate difficult conversations with families. They may be the first people to raise concerns with parents about whether a child is meeting a milestone. Coping with the reactions of parents is challenging, whether it be aggression on hearing a perceived criticism about their child, or grief that a long-held suspicion is being articulated by a respected professional. Add to this the life issues such as relationship or health difficulties which impact on the ability of staff to come to work and be productive in their workplace.

Employee Assistance Programs (EAP) provide support to employees who are navigating life. An effective EAP helps to combat absenteeism and keeps employees engaged and focussed on their work (Compton & McManus, 2015). As part of its commitment to health, safety and wellbeing the Department of Education and Training provides an EAP for up to four sessions for its employees, including employees of primary and secondary schools to discuss any personal or work related issues. The Victorian Government can expand this service to early childhood education services with significant benefits, including a more stable and consistent workforce and better outcomes for the children they teach and the families they support.

Rooms often have inappropriate furnishings and lots of clutter and their storage facilities are inadequate for the amount of equipment they use. Office spaces are considered subsidiary to the provision of resources for children and are not set up ergonomically. Even in newly designed services, educators have to move equipment across diverse surfaces – tanbark, concrete and rubber – which is more likely to lead to trips and spills. – ELAA OHS Assessor
Implement mental health and wellbeing supports

In Australia, approximately one in five adults will experience mental illness in any given year. The numbers of mental health claims in the early childhood sector are reported to be increasing. WorkSafe statistics indicate approximately 15% of the injuries in the early childhood education and care sector are psychological. About 17% of all children also experience a mental health disorder in early childhood (von Klitzing et al, 2015) and the primary issue for 26% of all Victorian callers of Kids Helpline is mental health (26% compared to 23% across the rest of Australia) (Kids Helpline, 2016).

With these statistics, every early childhood setting has a responsibility to promote good mental health, prevent mental illness and have the tools in place to support everyone experiencing an issue with mental health. The wellbeing of adults who work in services can directly impact on the wellbeing of the children and families attending the service. Looking at ways to promote positive mental health ensures educators continue to find joy in their work despite the challenges that can sometimes arise when working in close partnership with children and families.

To this end the Victoria Government can:
- provide training in mental health first aid, including children’s mental health and wellbeing training
- require services to appoint mental health first aid officers who are able to identify and respond to mental health and wellbeing concerns and liaise with other professionals
- develop and implement a wellbeing program for the early childhood sector.

A kindergarten community was devastated when one of their educators passed away unexpectedly. The repercussions of this were significant for staff, children and their families. Knowing how to communicate the news, and provide people with a chance to express their shock and grief was new territory for everyone involved. Educators needed support for themselves and also to help children and families. This was a difficult journey, made all the more difficult without a clear system of supports to turn to. ELAA assisted the service by liaising with the Department of Education and Training to fund once-off supports for staff.

Looking at ways to promote positive mental health ensures educators continue to find joy in their work despite the challenges that can sometimes arise when working in close partnership with children and families.
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