

Submission 2026-27 ACT Budget Consultation

Communities at Work
February 2026

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About Communities at Work

Communities at Work provides a range of early education and care services and community services in the ACT and Capital region. Our services and programs make a positive contribution to the lives of Canberrans and create a social impact in our community. People are at the heart of everything we do. We go above and beyond in delivering high-quality services so that the community can experience positive educational outcomes for children, find a helping hand in times of need, enjoy an enhanced quality of life, and engage with positive social change.

Communities at Work is the largest provider of children's services and one of the largest not-for-profit community organisation in the ACT region, with a proud 45-year+ history.

Communities at Work is a public company limited by guarantee and is governed by a volunteer Board of Directors. We employ over 600 employees, engage over 75 self-employed Family Day Care and In-Home Care educators, and harness the passionate commitment of almost 100 volunteers to help us carry out our mission of enriching lives today and shaping better futures tomorrow.

As a people-focused for-impact organisation, Communities at Work is committed to creating a sustainable future for the Canberra community. Our surplus-for-purpose philosophy enables us to invest every dollar we earn right back into the Canberra community, including the provision of much-needed essential support such as food, clothing and accommodation assistance to the most vulnerable and disadvantaged members of our community.

Purpose, Mission and Values

As a not-for-profit community organisation, Communities at Work's services are run entirely to benefit the community we serve and are driven by our values, which include Integrity, Respect, Progressiveness, Quality and Innovation and Sustainability.

Communities at Work's purpose is to be responsive to the needs of the community, delivering high-quality services that support positive educational outcomes, assists in alleviating hardship, enhances the quality of life and leads to positive social change.

Communities at Work's mission is to enrich lives today and shape better futures for tomorrow.

Budget submission – Priority Action Areas

Communities at Work welcomes the opportunity to make a submission into the ACT Government 2026-2027 Budget consultation.

We have focused on 3 priority action areas, which we believe address unmet needs of our community in the ACT and proposed changes to enable our organisation to better serve our community. These priority action areas respond directly to a number of the identified wellbeing indicators from the ACT Government Wellbeing Framework.

Communities at Work welcomes any opportunity to further discuss the detailed priority action areas and their recommendations, which are summarised below:

Priority action area	Recommendations
<p><u>Priority Action Area 1:</u> Peppercorn Lease Arrangements</p>	<ol style="list-style-type: none"> <i>1. Renew all Communities at Work Peppercorn Leases and commit to 20-year terms.</i> <i>2. Fund a dedicated capital maintenance and facility upgrade program</i> <i>3. Prioritise facility management and maintenance across all Communities at Work leased sites</i>
<p><u>Priority Action Area 2:</u> Independent Special Assistance School Bus Transport</p>	<ol style="list-style-type: none"> <i>1. Fund government-provided transport services for Galilee School students.</i> <i>2. Fund construction of a dedicated bus stop at the entrance to the Kambah campus to enable safe access to public route services.</i>
<p><u>Priority Action Area 3:</u> School-based mental health resources and expertise</p>	<p><i>That the ACT Government revisit Recommendations 9 and 10 of the Youth Mental Health in the ACT report, and work with Galilee School to design a strengthened, collaborative model that provides school-based clinical mental health resources and expertise. This investment will ensure students receive timely, appropriate support that improves wellbeing, strengthens educational participation, and supports long-term positive outcomes.</i></p>

Priority Area 1: Peppercorn Lease Arrangements

Communities at Work is a long standing, for purpose provider of community and education services across the ACT. Our ability to deliver high quality, affordable services is fundamentally dependent on secure access to fit for purpose facilities at an affordable cost. Peppercorn Lease Arrangements have long been a critical mechanism enabling us to reinvest operational surpluses back into community and educational services rather than diverting scarce funds into rent and commercial property overheads.

However, the organisation can no longer responsibly undertake necessary capital upgrades—including safety compliance, building code requirements, and modernisation of ageing infrastructure—without certainty of tenure aligned to the expected useful life of capital investment.

Why ACT Government must fund and extend Peppercorn Leases in the 2026–27 Budget

The current Peppercorn Leases for both Early Education and Care and community buildings have been in holdover since August 2024, creating material financial and operational risk. The absence of defined terms prevents us from committing to capital upgrades that typically require 20 years to fully depreciate and recover value. Without lease certainty, these upgrades become financially irresponsible, exposing the organisation—and therefore Canberra families—to unacceptable asset risks and escalating future costs.

Furthermore, Peppercorn Lease Arrangements enable us to keep fees associated with early education and community service lower for Canberra families than commercial providers. This also underpins successful government initiatives including the Children’s Services Program and the 3-Year-Old Initiative, both of which rely on low facility overheads for viability.

The further delay of lease renewals or increased cost associated with Peppercorn Leases will flow directly to families or reduce service quality and capacity at a time when the ACT, and the sector, is experiencing rising vulnerability and cost of living pressures.

Financial implications for government and the community

Communities at Work currently assumes a substantial share of the financial burden for maintaining ACT Government–owned facilities. This includes investment in permanent fixtures such as kitchens, flooring, grease traps, safety upgrades and egress compliance - works that increase the value of ACT Government assets but are fully funded by Communities at Work.

With the capital works requirements at these facilities becoming increasingly significant, and as the buildings are ageing, the required upgrades cannot responsibly proceed without long-term certainty and co-contribution by the ACT Government. Additionally at a time where competition in the early education sector is increasing, and families are choosing

newer facilities over the level of quality care. Communities at Work requires an assurance of tenure to enable long term investment to remain competitive in a changing market.

A minimum 20 year lease term, aligned with standard capital write off periods, is essential to:

- Enable responsible financial planning and amortisation of capital expenditure
- Protect the value of ACT Government assets through timely upgrades
- Avoid higher rectification costs arising from deferred works
- Maintain safe, modern environments for children, families, and community members
- Ensure service viability under escalating cost of living pressures and increasing competition.

Shorter-term leases, such as 5 years, are no longer adequate to support the scale of capital investment required across these ageing assets.

To maintain affordable services for Canberran families, and ensure the sustainability of Communities at Work Early Childhood Education and Care services, it is requested that the ACT Government include the following in the 2026–27 Budget:

Treasury Recommendation:

1. Renew all Communities at Work Peppercorn Leases and commit to 20-year terms.

This aligns with the standard write off period for major capital works and provides the security required for responsible long term investment in ACT Government-owned assets.

2. Fund a dedicated capital maintenance and facility upgrade program

Peppercorn facilities require significant upgrades to remain safe, compliant and fit for purpose. Funding should reflect the ACT Government's role as asset owner and landlord, reducing the unsustainable financial burden currently carried by not for profit providers.

3. Prioritise facility management and maintenance across all Communities at Work leased sites

Adequate funding for essential maintenance will reduce long term rectification costs and ensure continuity of critical community and early childhood services.

The return on investment for government if investment is made now will deliver:

- Lower lifetime asset costs through proactive upgrades
- Sustained access to affordable, high quality services for Canberra families
- Increased capacity for early education outcomes, consistent with universal access goals
- Strengthened community resilience through safe, modern community hubs
- Protection of ACT Government infrastructure assets

A 20 year Peppercorn Lease commitment is not simply an operational request—it is a sound financial strategy that maximises government asset value, reduces future capital pressures,

and ensures the ongoing viability of essential services that thousands of Canberrans rely on every day.

Wellbeing Framework Alignment

Wellbeing Domain	Wellbeing Indicator	Outcome
Education and life-long learning	Early Childhood Education	Increased support and capacity to deliver educational outcomes, working toward universal access to quality early childhood education.
	Equity of educational outcomes	Reducing the barriers to vulnerable and less advantaged children and families, through quality early childhood education.
Safety	Overall safety	Established and strengthened links to community services and facilities that are safe for all stakeholders including children, families, and as a workplace.
Identity and belonging	Sense of belonging and inclusion	Improved positive social supports and networks.
Social Connection	Sense of social connection	Increased opportunities to connect with community.
	Participation in community events and activities	Improved positive social supports and networks. Reduced social isolation.
	Levels of Volunteering	Volunteers have the opportunity to give back to the most vulnerable in the Canberra community through volunteer opportunities within community centres.
Governance and Institutions	Trust in Government	Government to respond in a timely and appropriate manner to the needs of the community, creating efficiencies in asset management.
Access and Connectivity	Access to Services	Services are easy to find, safe and affordable.

Priority Area 2: Investment in Independent Special Assistance School

Transport Independent Special Assistance School Bus Transport

Galilee School has been established in the Canberra community for over 25 years. As such it is Canberra's longest serving Special Assistance School. Unfortunately, (as at 2025) Canberra's only school without a dedicated student transport service. This gap in essential infrastructure creates significant and ongoing financial, operational and educational challenges that ultimately limit the school's capacity to support some of the ACT's most vulnerable young people.

Since 2021, Communities at Work has repeatedly sought an identified school transport service from Transport Canberra and City Services. To date, no viable alternative has been provided. As a result, Galilee School has been forced to self-fund a fleet of school buses to transport students from safe pick-up points in Tuggeranong, Woden and Belconnen. This service is now operating beyond capacity. In 2024 alone, the school was required to fund additional maxi taxis to manage overflow, diverting resources away from education, wellbeing and specialist interventions that directly impact student outcomes. This is no longer sustainable.

Galilee School now serves 131 students (as at February 2026), reflecting rapid enrolment growth with both Kambah and Holder campuses operating at capacity. Despite this growth, core infrastructure to support safe and equitable transport has not kept pace. The Kambah campus has no bus stop within close proximity, with the nearest stop nearly two kilometres away, creating safety and access barriers that disproportionately affect students with mental health challenges, trauma backgrounds and complex social needs.

Supporting school operated transport absorbs significant staffing, vehicles, maintenance and fuel costs—costs that should instead be directed to front line education and student support services.

Why ACT Government must invest in a transport solution for Galilee School in the 2026–27 Budget

Providing a government funded transport solution is consistent with ACT Government policy, which prioritises dedicated school services where no regular public transport routes are available or where alternative options are unsafe or impractical for students. Galilee School meets these criteria unequivocally.-funded transport solution is consistent with ACT Government policy, which prioritises dedicated school services where no regular public transport routes are available or where alternative options are unsafe or impractical for students. Galilee School meets these criteria unequivocally.

A government funded solution will:-funded solution will:

- Reduce long-term financial pressure on Communities at Work, a high impact community organisation that currently subsidises a service beyond its operational remit-impact community organisation that currently subsidises a service beyond its operational remit
- Improve access, attendance, retention and educational attainment for vulnerable young people
- Reduce the risks and costs associated with school operated transport in an environment of rising demand-operated transport in an environment of rising demand

This investment is not simply a service enhancement — it is a sound financial decision that prevents cost-shifting from government to the For Purpose sector, and ensures long-term efficiency, equity and safety for some of Canberra’s most at risk youth.-risk youth.

Financial implications for government and the community

1. Executive Fiscal Rationale

A targeted ACT Government investment in student transport services for Galilee School will deliver material cost avoidance, significant operational efficiencies, and long-term asset protection for both the Territory and Communities at Work.-term asset protection for both the Territory and Communities at Work.

The current model, where a For Purpose provider funds and manages an essential transport function, creates escalating financial risk, diverts resources away from core service delivery, and does not meet the ACT Government’s own prioritisation criteria for dedicated school transport services.

This proposal represents a low cost intervention with high economic return, ensuring continuity of education for high risk young people while reducing duplicated expenditure, infrastructure inefficiencies, and long term social service burdens. It also represents a cost intervention with high economic return, ensuring continuity of education for high-risk young people while reducing duplicated expenditure, infrastructure inefficiencies, and long-term social service burdens.

2. Market Failure Requiring Government Intervention

2.1 Lack of viable public transport access

Galilee School is the only Special Assistance School in Canberra without direct student transport services (as at the end of 2025), despite being located at a site with no proximate bus stop. At the Kambah campus the closest bus stop is nearly 2 kilometres away. This constitutes a structural market failure: students cannot reasonably or safely access alternative transport.

2.2 High risk student cohort with elevated barriers-risk student cohort with elevated barriers

Students attending Galilee School face:

- Mental health challenges
- Trauma and safety related barriers-related barriers
- Difficulty navigating complicated interchanges
- Increased vulnerability in public settings

These factors mean public transport is not a feasible or safe substitute.

2.3 Increasing enrolment demand

Enrolments have risen significantly to 131 students (Feb 2026), further widening the gap between school transport needs and available options.

3. Government Cost Avoidance & Asset Efficiency

3.1 Removing duplication of expenditure

Communities at Work currently funds:

- A fleet of school buses
- Staff time for daily AM/PM transport
- Maintenance, insurance and compliance
- Overflow transport via maxi taxis

This represents avoidably duplicated expenditure, given student transport is traditionally delivered by government for similarly specialised student cohorts.

3.2 Immediate Treasury benefit: reduced future capital pressure

Without government support, Communities at Work will ultimately face unsustainable transport costs, requiring:

- Bailout funding
- Emergency capital injections
- Contracted external transport at higher cost

Funding now prevents higher future outlays.

4. Economic and Social ROI (Return on Investment)

4.1 Improved attendance = reduced long-term public expenditure

Reliable daily school transport is strongly correlated with:

- Increased school attendance
- Reduced disengagement
- Higher Year 12 attainment
- Reduced contact with youth justice

- Reduced long term welfare dependency-term welfare dependency

This cohort has a disproportionately high-risk profile, meaning small investments now will yield large downstream savings.

4.2 Supporting educational attainment is a high yield fiscal strategy-yield fiscal strategy

Early school disengagement is one of the most expensive predictors of:

- Lifetime income support
- Mental health service utilisation
- Interaction with youth justice

Targeted transport support directly mitigates these long term liabilities.

5. Alignment with ACT Government Policy & Legislative Framework

5.1 ACT School Bus Services Policy

The policy explicitly prioritises:

- Services where no regular route exists, and
- Services where alternative travel is unsafe or materially difficult.

Galilee School meets this criteria in full.

5.2 Alignment with ACT government wellbeing and equity commitments

Funding supports:

- Safety
- Inclusion
- Access to services
- Education and life-long learning
- Mental health outcomes

This proposal is fully aligned with the ACT Wellbeing Framework and Territory priorities.

Treasury Recommendation:

To prevent long term financial pressure on both the Territory and Communities at Work, and to deliver a high value intervention for one of Canberra’s most vulnerable youth cohorts, Communities at Work requests that the ACT Government include the following in the 2026–27 Budget:-term financial pressure on both the Territory and Communities at Work, and to deliver a high-value intervention for one of Canberra’s most vulnerable youth cohorts,

3. Fund government provided transport services for Galilee School students.

Preferred Option: A specialised service model comparable to, but tailored from, Special Needs Transport arrangements providing transport services for Galilee School students.

A Specialised dedicated transport service has low marginal cost to government due to:

- Existing fleet capacity
- Alignment with specialist transport frameworks
- Integration into operational planning
- High yield, low-cost, lowest risk.

4. Fund construction of a dedicated bus stop at the entrance to the Kambah campus to enable safe access to public route services.

Constructing a dedicated bus stop at Kambah Campus is a small one-off capital project that:

- Eliminates unsafe commuting
- Enables route integration
- Provides long term access-term access
- Moderate yield, low-cost capital investment

Investment in student transport for Galilee School is an investment in safety, equity, cost efficiency and long-term social and economic benefit. With the appropriate funding commitment, the ACT Government can ensure that no vulnerable young person is prevented from attending school due to transport barriers, and that Communities at Work can continue to invest responsibly in the assets required to support specialised education programs for some of Canberra’s most vulnerable young people.-efficiency and long-term social and economic benefit. With the appropriate funding commitment, the ACT Government can ensure that no vulnerable young person is prevented from attending school due to transport barriers

Wellbeing Framework Alignment

Wellbeing Domain	Wellbeing Indicator	Outcome
Access and connectivity	Transport	Student access to suitable and safe transport options to and from school.
	Access to Services	Often, transport barriers are cited by students and their families as a significant factor in school non-attendance.
Education and life-long learning	Equity of educational outcomes	The achievement of education milestones (most significantly the ACT Senior Secondary Certificate – Year 12 Certificate; and to a lesser extent a Year 10 Certificate), are

		significant determinants of future life trajectory for young people.
	Student belonging	Attendance at a school where students feel a sense of safety and belonging is a proven protective factor in students’ social and emotional development
Identity and belonging	Sense of belonging and inclusion	Attendance at a school where students feel a sense of safety and belonging is a proven protective factor in students’ social and emotional development.
Safety	Feeling safe and being safe	Safety issues are often the barrier that students at Galilee School cite as their barrier to accessing public transport.

Priority Area 3: School-based mental health resources and expertise

In 2020, the ACT Legislative Assembly Standing Committee on Education, Employment and Youth Affairs released its Youth Mental Health in the ACT report. The Committee made two critical recommendations directly relevant to Galilee School and the young people we support.

In that report:

Recommendation 9 called for the ACT Government to provide access to school-based mental health resources for non-government schools with demonstrated need.

In 2021 ACT Government “Agreed in principle”, with the following response:

“The ACT Government shares resources and supports with non-government schools, including postvention planning after a critical incident when requested. Non-government schools have access to Be You resources, which are specifically targeted at supporting teachers to assist young people with mental health concerns. In addition, the ACT Government is coordinating the roll out the Youth Aware of Mental Health (YAM) Program in ACT schools, as part of the OMHW’s LifeSpan approach to suicide prevention. YAM is an evidence-based program, recommended by the Black Dog Institute and developed to promote mental health and address suicidal behaviour in young people. The program is targeted at Year 9 students and is available for ACT public schools and non-government schools”.

Recommendation 10 urged the Government to engage directly with Galilee School to understand the supports required to address complex student mental health needs.

In 2021, the ACT Government “Noted” Recommendation 10 with the following response:

“The Galilee School is a non-government school and is funded by the Commonwealth Government and the ACT Government on the basis of need, based on Gonski’s needs-based funding model. In addition to this, the Galilee School is able to access the supports referenced in the response to recommendation 9”.

In addition, the report of the Expert Panel informing the Australian Government’s [Review to Inform a Better and Fairer Education System](#) recommended that ‘there be a ‘strengthening (of) links between schools and community and health services, particularly in the most disadvantaged communities, to ensure that schools and students receive the support they need’.

- Since 2021, Galilee School has been proactive in developing partnerships with providers in support of the mental health and social and emotional needs of our students, including:
- Partnering with the Street University in the provision of one day a week of ‘on site’ Alcohol and Other Drug’ counselling at our Holder Campus in support of our Senior Secondary College students.

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- Partnering with Mental Illness Education ACT (MIEACT) for the delivery of in school (incursion model) programs dealing with youth mental health and wellbeing.
- Partnering with Anglicare’s The Junction Youth Health Service for their mobile van to come to Galilee School’s Kambah Campus to provide health care services to students at Galilee School who struggle to access GP and medical treatment via other means.
- Partnering with optometrist practices in Canberra to facilitate eye tests for students – identifying barriers to learning that may have been undiagnosed in young people prior to enrolment at Galilee School.
- Partnering with Head Space ACT for referral services to support young people with challenging mental health needs.
- A range of resources for students’ families and the community are also available on our website [Galilee School Guardian and Community Resource - Communities at Work \(commsatwork.org\)](https://commsatwork.org).

There is still unmet need among the student population of Galilee School, with waiting lists for students to access psychologist and psychiatrist services in Canberra too long to address the mental health needs of students.

In June 2021, The Australian Institute of Health and Welfare updated their report into the impact of Covid19 on young people: [Australia's youth: COVID-19 and the impact on young people - Australian Institute of Health and Welfare \(aihw.gov.au\)](https://www.aihw.gov.au/reports/young-people/australia's-youth-covid-19-and-the-impact-on-young-people). Among the many observations and recommendations, the report noted that many life trajectories are set in place during adolescence and young adulthood. Hence, there is a need for ongoing comprehensive monitoring of the impact of COVID-19 on young people’s wellbeing. Areas of particular interest for monitoring include:

- wellbeing, including mental health wellbeing;
- access to educational choices after secondary school, education attainment, achievement, and outcomes;
- longer term outcomes for young people; for example, the potential consequences of unemployment on their long-term employment prospects and finances, their access to secure housing, and their mental health;
- the longer-term impact of COVID-19 on child protection services;
- experience of domestic violence, and
- variation in outcomes for different population groups.

The consequences of unmet mental health needs are significant. Without timely and appropriate clinical intervention, students face barriers that no school alone can overcome—affecting attendance, behaviour regulation, learning outcomes, and future life trajectories.

Why ACT Government must invest in specialist mental health supports for Galilee School in the 2026–27 Budget

Galilee School supports some of Canberra’s most vulnerable young people. The mental health needs of these young people has a profound impact on their ability to find success in life, and at school. Whilst Galilee School has forged a number of successful partnerships that are helpful, they are not an adequate substitute for timely access to trained mental health professionals that can provide clinical support, including mental health and comprehensive diagnostic assessments to young people experiencing complex mental health issues.

Developed by UNICEF Australia in partnership with Australian Research Alliance for Children and Youth (ARACY) and supported by Minderoo Foundation, The State of Australia's Children report combines the latest publicly available data with the firsthand perspectives of Australia's children and young people. It was published for the first time in 2025:

Key National Findings for Ages 12–25

- Mental health distress: Around 1 in 4 young people (12–25) report experiencing high psychological distress, with rates higher among females and LGBTQ+ youth.
- Bullying and safety: Approximately 30% of adolescents and young adults experience bullying or discrimination, both in schools and online.
- Education and employment: Nearly 20% of young people aged 15–24 are at risk of disengagement from education, training, or employment, particularly in disadvantaged communities.
- Material basics: About 15% of households with youth aged 12–25 report financial stress, limiting access to essentials like healthy food, internet, and extracurricular opportunities.
- Voice and participation: Fewer than half of young people (around 45%) feel their opinions are taken seriously by adults in decisions that affect them.

The national scene is very much mirrored here in the ACT:

Conducted by the University of Canberra, and first conducted in 2019, the Living Well in the ACT survey aims to provide information that can be used to better understand how the wellbeing of people in the ACT region is influenced by the many social, economic and environmental factors.

The Living Well in the ACT Report highlights that for young people aged 12–25 in the ACT, wellbeing is shaped by mental health, school engagement, safety, and community belonging. Below are five key data points.

Five Key Findings for ACT Youth (12–25 years)

- Mental health distress: Around 20–25% of adolescents report high or very high psychological distress, with girls more affected than boys.
- Bullying and safety: Approximately 1 in 4 young people in this age group experience bullying at school or online each year.
- School engagement: Nearly 18% of students aged 12–15 are at risk of disengagement from learning, particularly in lower-income households.
- Community connection: Only about 45% of adolescents feel strongly connected to their local community, showing gaps in belonging and participation.
- Material wellbeing: Around 12–15% of households with adolescents report financial stress, limiting access to healthy food, internet, and extracurricular opportunities.

These findings show that while many ACT adolescents are thriving, mental health, bullying, and school engagement remain critical challenges. The report calls for stronger investment in youth mental health services, inclusive education, and programs that build community connection and resilience – programs and schools like Galilee School.

Treasury Recommendation:

That the ACT Government revisit Recommendations 9 and 10 of the Youth Mental Health in the ACT report, and work with Galilee School to design a strengthened, collaborative model that provides school-based clinical mental health resources and expertise. This investment will ensure students receive timely, appropriate support that improves wellbeing, strengthens educational participation, and supports long-term positive outcomes.

Wellbeing Framework Alignment

Wellbeing Domain	Wellbeing Indicator	Outcome
Access and connectivity	Access to Services	Students and families report long wait times for accessing clinical mental health services mental health diagnoses.
Health	Mental Health	Galilee School places strong and clear emphasis on the social and emotional development of students at the school. Mental health challenges are highly prevalent among the students attending the school. Working with students and families to impactfully manage the challenges of mental health will address many of the barriers

		encountered by students with regard to school attendance and engagement.
Education and life-long learning	Student belonging	Attendance at a school where students feel a sense of safety and belonging is a proven protective factor in students social and emotional development. Mental health can be a significant factor in the perceptions that students hold around safety and wellbeing.
Safety	Feeling safe and being safe	Perceptions of safety and the reality of safety are often different for young people experiencing mental health challenges. Understanding that they (the young people) are respected, supported, listened to, and that they can feel safe in their environment are important. Having access to trained mental health professionals that can support the school in gaining understanding of the needs of the young people, and the best ways to support them, will assist greatly.

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