



Colac Otway  
SHIRE

**UNSCHEDULED COUNCIL MEETING**

**AGENDA**

**Wednesday 17 May 2023**

**at 4:00 PM**

**COPACC**

**95 - 97 Gellibrand Street, Colac**



# COLAC OTWAY SHIRE UNSCHEDULED COUNCIL MEETING

Wednesday 17 May 2023

## TABLE OF CONTENTS

1 Declaration of Opening.....	3
2 Present.....	3
3 Apologies and Leave of Absence .....	3
4 Welcome and Acknowledgement of Country.....	3
5 Question Time .....	4
6 Declarations of Interest .....	4
7 Officer Reports.....	5
7.1 Community Care Review.....	5

## COLAC OTWAY SHIRE UNSCHEDULED COUNCIL MEETING

NOTICE is hereby given that the next **UNSCHEDULED COUNCIL MEETING OF THE COLAC OTWAY SHIRE COUNCIL** will be held at COPACC on Wednesday 17 May 2023 at 4:00 PM.

### AGENDA

#### **1 DECLARATION OF OPENING**

##### **OPENING PRAYER**

*Almighty God, we seek your blessing and guidance in our deliberations on behalf of the people of the Colac Otway Shire. Enable this Council's decisions to be those that contribute to the true welfare and betterment of our community.*

*AMEN*

#### **2 PRESENT**

#### **3 APOLOGIES AND LEAVE OF ABSENCE**

#### **4 WELCOME AND ACKNOWLEDGEMENT OF COUNTRY**

Colac Otway Shire acknowledges the original custodians and law makers of this land, their elders past, present and emerging and welcomes any descendants here today.

##### **RECORDING AND PUBLICATION OF MEETINGS**

Please note: Council meetings will be live streamed and recorded when the meeting is held either at COPACC or online. This includes the public participation sections of the meetings. When meetings are held in other locations, Council will endeavour to make an audio recording of the meeting for community access. Matters identified as confidential items in the Agenda will not be live streamed or recorded regardless of venue or mode.

By participating in open Council meetings, individuals consent to the use and disclosure of the information they share at the meeting (including any personal and/or sensitive information).

As soon as practicable following each open Council meeting, the live stream recording will be accessible on Council's website. Audio recordings are also taken to facilitate the preparation of the minutes of open Council meetings and to ensure their accuracy. Recordings will be retained by Council for a period of four years.

As stated in the Governance Rules, other than an official Council recording, no video or audio recording of proceedings of Council meetings will be permitted without specific approval by resolution of the relevant Council meeting.

This meeting will be livestreamed to the public via Council's YouTube channel (search Colac Otway Shire Council at [www.youtube.com](http://www.youtube.com)).

The sole purpose of this Unscheduled Council meeting is to consider the following agenda item:

- Community Care Review.

## **5 QUESTION TIME**

Please note that as this is an Unscheduled Council meeting, only questions pertaining to this agenda will be responded to. A maximum of 15 minutes is allowed for question time at Unscheduled Council meetings. Any person wishing to participate in question time by videoconference will need to register their intention to do so by contacting the shire prior to 5pm on Monday 15 May 2023. Question time is not a forum for public debate or statements.

1. Questions received in writing prior to the meeting. Written questions must be received by 5pm on Monday 15 May 2023.
2. Questions by videoconference (by prior arrangement).
3. Questions from the floor.

## **6 DECLARATIONS OF INTEREST**

A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.

## Item: 7.1

# Community Care Review

<b>OFFICER</b>	Carolyn Trowell
<b>GENERAL MANAGER</b>	Andrew Tenni
<b>DIVISION</b>	Corporate Services
<b>ATTACHMENTS</b>	1. Best Value Review Community Care - Project Plan - Version 9.0 open attachment [7.1.1 - 20 pages]

## 1. PURPOSE

The purpose of this report is to seek endorsement of the proposed project plan and scope of services to be provided by a consultant to undertake a Best Value Review of Community Care services.

## 2. EXECUTIVE SUMMARY

Council has provided aged and disability services to enable people to live independently at home and in the community for over 40 years.

In the 2021-22 financial year, Council delivered approximately 46,500 hours of aged and disability services to around 950 clients. Council employs around 50 staff (32 full time equivalent), and contractors to provide aged and disability services that comprise domestic services, personal care and respite, delivered meals on wheels, social support, transport and home maintenance services.

The Commonwealth Government will commence a new 'Support at Home' program. To date, the implementation of the new program was scheduled for 1 July 2024. However, the as part of the budget announcement on 9 May 2023, the Commonwealth Government has announced that the implementation date for the new program is to be postponed for 12 months, to 1 July 2025. Regardless of this change, it is important that the timing for the review remain as proposed to enable as much time for implementation as possible.

These changes will present Council with both opportunities and risks. It is imperative that Colac Otway Shire Council undertakes a Best Value Review to:

- Fully understand the Commonwealth Government policy reforms.
- Assess the impact of the new Commonwealth Government aged care service arrangements

- Assess its current aged and disability services and analyse its unit costs.
- Evaluate the options and future pathways for Council's aged and disability services.
- Ensure Council is well positioned to decide its future role in managing and providing aged and disability services.

At its 3 May 2023 Unscheduled Meeting, Council resolved to approve the undertaking of a Best Value Review of its aged and disability services. Council also resolved to support the appointment of a subject matter expert consultant to undertake the Best Value Review in accord with a Project Plan endorsed by Council.

### 3. RECOMMENDATION

***That Council:***

- 1. Notes that a project plan has been prepared to undertake a Best Value Review of Council's community care services.***
- 2. Notes that the plan to undertake the Best Value Review aims to enable Council to consider its capacity to deliver services when the Commonwealth Government introduces its aged care policy reforms at the commencement of the Commonwealth Government's new 'Support at Home' program.***
- 3. Endorses the outcomes, objectives and governance arrangements outlined in the Best Value Review Project Plan (Attachment 1).***
- 4. Notes that the appointment of an external consultant is required to ensure that Council has the necessary information to make a decision at the conclusion of the review and the engagement of these services will be through a shared procurement activity in partnership with another South West Council.***
- 5. Notes that the shared procurement in point 4 above does not create or infer a shared review and that each council retains independence of oversight and decision-making in relation to their own services.***
- 6. Endorses the scope of services for the appointment of an external consultant outlined in the confidential attachment to this report and agrees that the scope of services shall be made public following the appointment of the consultant.***

### 4. KEY INFORMATION

At its 3 May 2023 Unscheduled Meeting, Council considered a report that detailed the Commonwealth Government reforms to aged care services and the potential for these changes to impact on Council's provision of aged and disability services.

The unconfirmed minutes of the 3 May 2023 Unscheduled Council Meeting state that a Council resolution reads as follows:

**That Council:**

- 1. Recognises that it has had a role in providing aged and disability services over a long period;**
- 2. Notes the Commonwealth Government aged care policy reforms and the commencement of the Commonwealth Government's new 'Support at Home' program on 1 July 2024;**
- 3. Acknowledges that the changes to Commonwealth Government funded aged care services will have an impact on Council's aged and disability services;**
- 4. Approves the undertaking of a Best Value Review of its aged and disability services, including undertaking a community engagement process to satisfy the principle of understanding community expectations and values, to enable Council to fully understand the impact of the Commonwealth Government policy reforms and determine its future role in managing aged and disability services;**
- 5. Agrees to allocate funds from its existing service review budget to support the project management of the Best Value Review;**
- 6. Allocates \$45,000 in its final Budget 2023-24 as a project allocation to support the appointment of a subject matter expert consultant to undertake the Best Value Review in accord with the Project Plan endorsed by Council.**

While the 3 May 2023 Unscheduled Council Meeting resolution approves the undertaking of a Best Value Review of Council's aged and disability services, it also requires that the Best Value Review be undertaken in accord with the Project Plan, endorsed by Council.

The Project Plan (refer Attachment 1) defines the operational management of the Best Value Review project. It is the critical reference document for Council's internal 'Project Control Group' and appointed Project Manager. It is a dynamic internal working document that is constantly monitored, reviewed and regularly updated to reflect the status of the project.

The key elements of the Project Plan that are particularly pertinent to Council's resolution (that are discussed in section 4 'Current Status' of this Briefing report) cover the following topics:

- Project Outcomes
- Project Outputs
- Project Scope that includes:
  - Officer level responsibilities
  - Expert consultant responsibilities
  - Project milestones and timelines.

The Council resolution includes specific reference to the review being undertaken in the form of a 'Best Value Review'. A Best Value Review, is framed on the *Local Government (Best Value Principles) Act 1999*, provides a multi-principled and robust review process that goes much further than just a financial assessment and includes the following important principles:

- The need to review services against the best on offer in both the public and private sectors.
- Community expectations and values.
- The balance of affordability and accessibility of services to the community.
- Opportunities for local employment growth or retention.

- An assessment of cost and value for money in service delivery.

To meet these principles, Council's Best Value Review includes engagement with staff, clients, the community, external service providers and State and Federal Government stakeholders. These are all very important inputs to the review as they will enable Council to understand community expectations and values which is a key principle above.

The procurement of specialist expert services is planned to be undertaken as a collaborative procurement activity with another South West Council for the following reasons:

- Offers considerable savings through a consultant being able to provide work that is common to both Councils.
- Ability to attract respondents to the RFQ.
- Mitigates some elements of risk as working alongside with another South West Council enables Council officers to access strategic peer support that is not held in-house.

The Project Plan identifies and allocates responsibilities for regular communication with Council over the course of the Best Value Review project and includes the following requirements:

1. Provide regular project progress briefings to Councillors.
2. Provide key milestone briefings linked to key reports to enable Councillors to ask questions, provide guidance and remain abreast of issues arising:
  - a) Context Report (covering scope 4.3.1 and 4.3.2 above) to be presented end of July 2023.
  - b) Progress Report (covering scope 4.3.3 - 4.3.5 above) to be presented in October 2023.
  - c) Final Draft Report (re-presenting 4.3.1 - 4.3.5) and covering 4.3.6 - 4.3.8 to be presented in mid November 2023.
3. Final Report to be presented at Council meeting in December 2023.

Information and updates on progress will be communicated to staff, clients, unions, community and stakeholders at milestones throughout the review.

To date, the implementation of the new 'Support at Home' program was scheduled for 1 July 2024. However, as part of the budget announcement on 9 May 2023, the Commonwealth Government has announced that the implementation date for the new program is to be postponed for 12 months, to 1 July 2025. This is in response to sector feedback that a longer lead time is needed. It also allows the Commonwealth Government to refine program design and address issues that matter most to people receiving and delivering home care.

Grant arrangements for the current program will be extended for a further 12 months.

Regardless of this change, it is important that the timing for the review remain as proposed to enable as much time for implementation as possible.



## 5. CONSIDERATIONS

### **Overarching Governance Principles (s(9)(2) LGA 2020)**

Council does have wide reaching legislative obligations that underpin all services and programs. The 'overarching principles' detailed in s9 of the *Local Government Act 2020* are particularly relevant to Council in planning its response to the Commonwealth Government's aged care policy reforms.

- Best outcomes for the municipal community, including future generations economic, social, and environmental sustainability (including climate change risk)
- Community to be engaged in strategic planning
- Collaboration with Councils and statutory authorities to be pursued
- Ongoing financial viability to be ensured
- Regional state and national plans to be considered.

The Council Plan 2021-25 includes a range of specific priorities designed to improve the health and wellbeing of Colac Otway Shire residents and communities.

### **Policies and Relevant Law (s(9)(2)(a) LGA 2020)**

Council's involvement in the provision of Commonwealth Government funded aged services is completely voluntary and not bound to any legislative obligation. Council's service and legal responsibilities stem from its funding agreements and quality care standards and accountability requirements of Commonwealth and State Governments.

In assessing local government's role in aged and disability services, it is important to consider Council's legislative obligations under the *State Public Health and Wellbeing Act 2008*. The 'function of Council', defined in s24 of this Act, is to '*seek to protect, improve and promote public health and wellbeing within the municipal district by (a) creating an environment which supports the health of members of the local community and strengthens the capacity of the community and individuals to achieve better health*'.

### **Environmental and Sustainability Implications (s(9)(2)(c) LGA 2020)**

Not applicable.

### **Community Engagement (s56 LGA 2020 and Council's Community Engagement Policy)**

The Commonwealth Government aged care reforms have the potential to impact across the Colac Otway Shire communities, particularly to people aged over 65 years. A Best Value Review will provide an opportunity for people receiving aged and disability services and the broader community to provide information regarding the current and future provision of aged and disability services.

There are several key stakeholders that will be directly affected by the Commonwealth Government policy reforms. Council currently delivers a broad range of aged and disability services that enable around 950 residents to live independently at home and in the community. A formal review of Council's aged and disability services will need to engage and actively seek and consider the views of people receiving these services. A service review is likely to generate a level of concern and apprehension for clients and steps will be taken to alleviate and address any anxieties. The families of people receiving services will also have an important role in a service review.

Council's current aged and disability services are delivered by a team of around 50 staff who will have an important part to play in a formal review.

Colac Otway Shire Council has been providing aged and disability services for over 40 years and, in this time, the broader community has come to 'expect' that Council will play a role in ensuring these services are available and accessible. The broader community will be actively engaged in a formal review process.

A Community Engagement Plan will be produced and implemented as part of the recommended 'Best Value Review'.

### **Public Transparency** (s58 LGA 2020)

This report is presented to a public meeting of Council. Council has advertised the Unscheduled Meeting and the agenda item to be considered. Information will be provided on Council's website regarding this report and Council's decision in relation to undertaking a Best Value Review.

Specific steps have been taken to ensure that all people receiving services and all staff involved in providing services have been informed that Council will be considering undertaking a Best Value Review of its aged and disability services.

### **Alignment to Plans and Strategies**

This report and proposed Best Value Review of Council's aged and disability services has particular alignment to the Council Plan 2021-25:

Theme 4: Stronger leadership and management

We commit to a program of best practice and continuous improvement.

4.1.4: Undertake a rolling program of service reviews.

Theme 3: Healthy and inclusive community

All people have the opportunity to achieve and thrive in our Shire.

3.1.3: Provide services to enable lifelong health and wellbeing from early to senior years.

### **Financial Management** (s101 Local Government Act 2020)

The proposed Best Value Review of Council's aged and disability services has budget implications for both the 2022-23 and 2023-24 financial years.

It is proposed that project management of the Best Value Review be funded from Council's 2022-23 budget allocation to 'service reviews'.

It is also proposed that a consultant (subject-matter expert) be funded from a project allocation of \$45k to be funded through the 2023-24 budget.

### **Service Performance** (s106 Local Government Act 2020)

Evaluating service performance is at the core of the proposed Best Value Review of Council's aged and disability services. A Best Value Review will provide Council with (1) a clear understanding of the Commonwealth Government aged care reforms, (2) an assessment of Council's current service provision (including a unit cost analysis of each service) and the impact of the Commonwealth Government reforms on Council's aged and disability services (3) an evaluation of possible future service provision options and pathways and (4) a recommended future role for Council in aged and disability services.

Service performance principles will be an importance reference point in the Best Value Review.

## **Risk Assessment**

The proposed Best Value Review is a risk management strategy in that it presents critical information to enable Council to determine its future role in aged and disability service provision, in light of the imminent Commonwealth Government policy and program changes.

The Commonwealth Government aged care policy and program reforms present a significant risk to all Victorian Councils. As previously stated, the aged and disability service system in Victoria is unique in Australia. Over the past 40 years, the State Government and (since 2016) the Commonwealth Government have commissioned Colac Otway Shire Council to provide in-home aged care services under the following arrangements:

- A formal service agreement with an agreed timeframe.
- A known funding formula and agreed set number of hours of service.
- Funding provided as block payments made in advance of service provision.
- Local Government participating in a Commonwealth Government managed accreditation program.

These arrangements have provided a high level of certainty and predictability for Victorian Councils.

The new 'Support at Home' program will operate on the following arrangements:

- A market model where consumers will have right of choice over service provider and be able to move provider without notice.
- Set unit costing for each service (only indicative figures available at this time) with payments made in arrears on proof of service and receipt of invoicing.
- Higher standards of clinical governance and accreditation.
- Expectation that future providers will be capable of delivering a suite of services.
- No capacity for providers to subsidise services given National Competition Policy.

The new 'Support at Home' program will introduce a high level of uncertainty for Victorian Councils.

The other important key risk centres on Council's relationship and communication with primary stakeholders, specifically:

- clients receiving community care services and their families
- staff involved in providing community care services and the Australian Services Union, including meeting Council's Enterprise Agreement.
- Commonwealth and State Governments, given current service agreements.

A risk assessment has been completed and reviewed by senior management. A formal briefing of Council's Audit and Risk Committee on this matter is scheduled for 17 May 2023 and the ARC Chair will be advised.

There will be no disruption to Council's community care services during the proposed review.

## **Communication/Implementation**

Given the particular impacts on clients receiving aged and disability services and the staff delivering aged and disability services, steps have been taken to ensure all clients and all staff have received letters to advise that, in light of the Commonwealth Government aged care reforms, Council will consider a report to undertake a Best Value Review of Council's aged and disability services. Council

officers will communicate Council's decision on the proposed aged and disability services review to the following key stakeholders:

- People receiving services via letter and general information including 'Answers to Frequently Asked Questions'
- Staff delivering services via letter and meetings and general information including 'Answers to Frequently Asked Questions'
- Australian Services Union via letter
- General public via media releases and through Council's usual media channels
- Commonwealth Government via email and direct contact
- State Government via email and direct contact
- Other service providers via email and direct contact

### **Human Rights Charter**

No impact.

### **Officer General or Material Interest**

No officer declared an interest under the *Local Government Act 2020* in the preparation of this report.

### **Options**

Option 1 – Council undertakes a Best Value Review of its aged and disability services to enable Council to determine its future role in managing aged and disability services.

This option is recommended by officers. The Commonwealth Government is implementing its new aged care reform program, including the new 'Support at Home' service. These changes present opportunities and significant risks for Victorian Councils providing aged and disability services. A Best Value Review of Council's aged and disability services will enable Council to fully understand the impact of the Commonwealth Government aged care reforms and determine its future role in managing aged and disability services.

Option 2 – Council delays undertaking a Best Value Review of its aged and disability services.

This option is not recommended by officers as timing is critical given the commencement of the new Commonwealth Government 'Support at Home' program and associated changes to funding, accountability and reporting requirements. This timing allows Council to assess its current service provision, evaluate future options and pathways and either adapt its current service provision and/or discontinue some or all services and transition services to another provider (the appointment of another provider is determined solely by the Commonwealth Government).

Option 3 – Council does not approve the undertaking of a Best Value Review of its aged and disability services.

This option is not recommended by officers. This option will limit Council's understanding of (1) the impact of the Commonwealth Government reforms on Council's aged and disability services; (2) the range of possible aged and disability service options and pathways and (3) how best to position Council's future role in aged and disability services.

This option will still trigger the need for Council officers to progress a limited assessment of Council's aged and disability services against the Commonwealth Government aged care reforms.

# **Best Value Review of Community Care Services Project Plan**

**Carolyn Trowell, Project Manager  
Andrew Tenni, Project Sponsor**

**11 May 2023**

**Approved By:** \_\_\_\_\_

**Approval Date:** \_\_\_\_\_

**Version 9.0**

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## Contents

*[This Plan will be monitored and regularly updated to reflect the dynamics and status of the project.]*

<b>1</b>	<b>INTRODUCTION .....</b>	<b>4</b>
1.1	Background to Project.....	4
1.2	Project Description .....	5
<b>2</b>	<b>CORE PROJECT ELEMENTS .....</b>	<b>6</b>
2.1	Project “End Point” - Outputs and Outcomes .....	6
2.2	Project Scope – COS officers .....	7
2.3	Project Scope – expert consultant.....	7
2.4	Project Governance and Roles .....	7
2.5	Stakeholder Analysis.....	11
2.6	Project Budget and Resources Required .....	13
<b>3</b>	<b>RISK MANAGEMENT .....</b>	<b>14</b>
<b>4</b>	<b>PROJECT ASSUMPTIONS.....</b>	<b>18</b>
<b>5</b>	<b>PROJECT SCHEDULE / TIMELINES .....</b>	<b>19</b>

Note: To update Table of Contents click on Table and right click, select update field and click on it. Table will automatically change. **Document Change Control**

Version Number	Date of Issue	Author(s)	Brief Description of Change
1.0	09.02.23	Lenny Jenner	Initial draft framework
2.0	03.03.23	Lenny Jenner	Revised draft seeking feedback from EMT
3.0	23.03.23	Lenny Jenner	
4.0	27.03.23	Lenny Jenner	Revised draft following initial feedback from AT and CEO
5.0	03.04.23	Lenny Jenner	Revised draft
6.0	14.04.23	Carolyn Trowell & Lenny Jenner	Revised draft
7.0	05.05.23	Lenny Jenner & Carolyn Trowell	Revised draft with changes to project and consultant RFQ timelines following 030523 Special Council meeting
8.0	05.05.23	Lenny Jenner & Carolyn Trowell & Andrew Tenni	Updated for Councillors briefing session 10 May 2023
9.0	11.05.23	Andrew Tenni	Updated for unscheduled Council Meeting 17 May 2023

## 1 INTRODUCTION

### 1.1 Background to Project

Colac Otway Shire Council plays a key role in providing services to older people, people with disabilities and people recovering from acute illness to enable residents to continue to live independently in the community. Council refers to these services as OPASS (Older Persons and Ability Support Services).

Colac Otway Shire, along with the vast majority of Victorian Councils, commenced directly providing aged and disability services in the early 1980s through the Home and Community Care (HACC) program. The HACC program in Victoria was unique in Australia in that the services were implemented as a partnership between state and local government and local residents, families and communities. The HACC program provided a coordinated range of services that extended to domestic support, personal care/medication, respite care, property maintenance/modification, meals-on-wheels, social support and transport.

Colac Otway Shire Council's aged and disability services have grown significantly since the commencement of the HACC program 40 years ago and Council is the largest provider of home based aged care services in the municipality.

In 2016, the Commonwealth Government commenced a major reform program designed to ensure the aged care and disability service system was better placed to meet the needs of an ageing population in an efficient, fair and sustainable way. This policy change saw the Commonwealth Government assume sole responsibility for the funding all services for people aged 65 years and over.

In 1 July 2016, the Home and Community Care (HACC) program, that was originally cast as a cost-shared program between Commonwealth, State and Local Governments and clients, ceased to exist and was replaced by three separately funded programs, namely:

- Commonwealth Home Support Program (CHSP)
- State Home and Community Care Program for Younger People (HACC PYP)
- National Disability Insurance Scheme.

The 2020 Royal Commission into Aged Care Quality and Safety intensified the Commonwealth Government's national aged care policy reform agenda. In May 2021, the Commonwealth Government released its formal response to the Royal Commission into Aged Care Quality and Safety.

The Commonwealth Government has described the aged care policy reforms as the most significant policy and program changes to aged care services, extending to include:

- Consumer choice and control of service providers and the introduction of a star rating system of consumer feedback.
- Legislation emphasising people's right to safe, high quality services and the strengthening of service standards.
- A market based model promoting competition between service providers.
- Dramatic increases in the reporting and accountability requirements of service providers including provider accreditation, new governance standards, more demanding performance reporting and increased prudential and financial reporting standards.
- A new 'Support at Home' program with service providers expected to deliver services within and across regional areas.



- Changes in financial arrangements, with services being provided on a pre-determined fee-for-service requiring payments to be invoiced and government funding paid after the service is delivered.

These Commonwealth Government transformational policy and program shifts have resulted in Victorian Councils reviewing their role in aged and disability service provision. The following observations can be drawn from information from the Municipal Association of Victoria and documentation from and or discussions with Victorian Councils.

- A third of Councils have completed a formal review and decided to fully or partially discontinue management and delivery of aged and disability services.
- Of those Councils that have decided to discontinue some service provision, it is common for these Councils to no longer provide domestic services, personal care and respite care. There are some Councils that have decided to continue to deliver meals on wheels, social support and transport. There appears to be a mix of Councils that are maintaining or discontinuing home maintenance services, depending on their current building maintenance role and capacity.
- A small number of Councils have completed a review and determined to continue aged and disability service provision.
- Around two thirds of Councils are currently undertaking a review of aged and disability services that will be completed in 2023.
- A small number of Victorian Councils, in the Barwon South West region, are yet to commence an independent review.

## 1.2 Project Description

This Review is designed to achieve four key outcomes:

- a) Inform Council of the scope and timing of the Commonwealth Government's aged care policy reforms and the potential for these changes to recast Councils' future role in aged and disability service provision.
- b) In light of the Commonwealth Government's home based aged care reforms that will commence on 1 July 2024, plan for and implement a formal review of Councils' aged and disability services, noting that this will include extensive engagement with Council staff involved in providing aged and disability services, residents and families that receive services, community and other key stakeholders.
- c) Enable Council to make a decision regarding its future role in aged and disability service provision and confidently and effectively prepare for its future role in aged and disability services.
- d) Ensure the review meets the requirements and obligations of the Council's Enterprise Agreement around Best Value as referenced through the *Local Government Act 1989*.

## 2 CORE PROJECT ELEMENTS

### 2.1 Project “End Point” - Outputs

The most important outputs at the end of the project include:

- a) Colac Otway Shire Council are provided with comprehensive information to enable it to confidently decide its future role in aged care services. This information will need to include the scope and timing of the Commonwealth Government aged care policy reforms, a formal assessment of Council’s aged and disability services, unit pricing of each service, Council’s capacity to provide these services in the new Commonwealth policy settings that will commence on 1 July 2024 as well as an analysis of the current and future market for provision of aged and disability services in the municipality and region.
- b) Colac Otway Shire Council is provided with information stemming from the engagement with all key stakeholders including client feedback regarding current and future service needs.
- c) Colac Otway Shire Council is confident in determining its future role in aged and disability service provision by December 2023 to allow time for Council to prepare for the new Commonwealth Government ‘Support at Home’ program that will commence on 1 July 2024.
- d) By 1 July 2024, Colac Otway Shire Council is positioned to confidently and effectively implement any of the following potential options (or other options that might be identified through the review):
  - reset its services to provide all or some Commonwealth and State Government funded aged and disability services in the new Commonwealth Government ‘Support at Home’ market based program and meet all service quality, governance and accountability standards AND / OR
  - complete transition requirements for some or all current Commonwealth and State Government funded aged and disability services to another provider of the new ‘Support at Home’ program that will be commissioned by the Commonwealth Government AND
  - identify Council’s role in supporting healthy ageing in the municipality.

## 2.2 Project Scope – COS officers

In Scope (COS officers)	Out of Scope (COS officers)
<b>Project management responsibilities</b>	<b>Line management responsibilities</b>
Plan and conduct regular <u>PMG meetings</u> to utilize mutual capabilities, share learning, manage risks, attract expert consultants and achieve efficiencies.	Communicate and manage any matters arising from the OPASS banding review – responsibility of line management.
Plan and conduct regular <u>PCG meetings</u> to monitor project progress, monitor and manage risks, ensure timely stakeholder communication, consider and endorse briefings and reports to Council.	Maintain OPASS service standards and levels during the aged and disability services review – responsibility of line management.
Provide regular briefings to Council on project progress.	Manage any HR issues that arise during the aged and disability services review – responsibility of line management.
Advertise, select and contract manage expert consultant as per section 2.3 project scope – expert consultant.	Arrange any 'backfill' staffing requirements in the OPASS team during the course of the review – responsibility of line management.
Support expert consultant through: <ul style="list-style-type: none"> <li>• Providing relevant information on COS aged and disability services</li> <li>• Providing information on current service levels and service agreement performance</li> <li>• Providing financial information to support unit cost analysis of each service</li> <li>• Providing information on accreditation status.</li> </ul>	
Report to ARC on project risk management.	
Ensure key milestone reports (and related briefings) are produced and relayed to Council as per project plan timelines.	

## 2.3 Project Scope – expert consultant

The procurement of specialist expert services is planned to be undertaken as a collaborative procurement activity with another South West Council (PC) for the following reasons:

- Offers considerable savings through a consultant being able to provide work that is common to both Councils
- Ability to attract respondents to the RFQ
- Mitigates some elements of risk as working alongside PC enables Council officers to access strategic peer support that is not held in-house.

Because the engagement of the consultant is subject to a formal procurement process, the scope of services is to be finalised with PC and managed through a Request for Quotation process. The proposed scope of services is prepared as a confidential part of this project plan and will be available for public information after the consultant is appointed.

## 2.4 Project Governance and Roles

<p><b>Project Sponsor:</b></p>	<p>The Project Sponsor (PS) is the overarching ‘owner’ of the project and the conduit between the project, EMT and CEO. The PS provides the organisational leadership and ensures access to resources and support. The PS will sign off on the final Project Plan and present this to the EMT for endorsement. In this instance, the Project Sponsor will supervise the Project Manager.</p> <p>PS = Andrew Tenni, GM, Corporate Services.</p>
<p><b>Project Management Group (PMG):</b></p>	<p><b>Terms of Reference</b></p> <p>Provide a forum for increasing capability and shared learning, minimising risk, achieving efficiencies and attracting high calibre expert consultants. PMG will comprise officer representatives from Colac Otway Shire and another South West Council City Council and have specific responsibility for:</p> <ul style="list-style-type: none"> <li>• Joint procurement and selection of the expert consultant.</li> <li>• Increase project capacity and utilise shared capability of combined officer expertise.</li> <li>• Identification of risks and control measures to effectively manage the risks and troubleshooting.</li> <li>• Deliberations on efficiencies achieved wherever possible through coordination of timelines and project milestones across Councils.</li> <li>• Sharing of individual learnings stemming from implementation of two separate review projects – Colac Otway Shire and another South West Council City and liaison regarding individual-independent consultations occurring across the two Councils.</li> </ul> <p><b>Colac Otway Shire Members</b></p> <ul style="list-style-type: none"> <li>• General Manager Corporate Services, Colac Otway Shire Council</li> <li>• Project Manager, Colac Otway Shire Council</li> </ul> <p>It will be the responsibility of the respective organisation to provide for a replacement or proxy in case of absence of a member.</p> <p>Either Council can invite ‘guests’ to attend meetings and the selected consultant will be expected to attend when required.</p> <p><b>Meetings</b></p> <p>Up to one hour (and no longer than one and half hours) unless otherwise agreed to by members.</p> <p>All meetings are to be minuted with actions and responsible officers recorded. The responsibility to Chair and Record the meetings will be shared by the two Councils for every alternate meetings.</p>

<p><b>Project Control Group (PCG):</b></p>	<p><b>Terms of Reference</b></p> <p>Independent (separate) project control will be structured for Colac Otway Shire and another South West Council City Councils.</p> <p>The Project Control Group is responsible for project oversight, ensuring that the project achieves all outputs, key milestones and all risks are mitigated, avoided or effectively addressed. Key topics for all PCG meetings include:</p> <ul style="list-style-type: none"> <li>• Project progress report, including outputs of the expert consultant (against key milestones/outputs and timelines)</li> <li>• Risk management</li> <li>• Engagement and Communications</li> </ul> <p><b>Membership</b></p> <ul style="list-style-type: none"> <li>• CEO</li> <li>• General Manager Corporate Services</li> <li>• General Manager Infrastructure and Environment</li> <li>• Manager, People &amp; Culture</li> <li>• Additional Council officers may be ‘called upon’ from time to time to provide information and advice related to project priorities and risks.</li> </ul> <p><u>Ex-officio attendees</u> at the PCG are as follows:</p> <ul style="list-style-type: none"> <li>• Project Manager</li> <li>• Subject matter expert consultant (TBD)</li> <li>• Executive Assistant (PCG administration)</li> </ul> <p>The PCG will be able to co-opt members from across the organisation who have an important role in shaping the project outcomes. This may include:</p> <ul style="list-style-type: none"> <li>• Manager Governance &amp; Communications (or delegate from Communications TBD) – assistance with communications and stakeholder engagement activities.</li> <li>• Manager Financial Services (or delegate TBD) – assistance with aged and disability services unit costing and costs related to staffing/payroll.</li> <li>• Manager Connected Communities (or delegate TBD) – information and advice on municipal wide health and wellbeing programs supporting residents receiving OPASS services.</li> </ul>
<p><b>Project Manager:</b></p>	<p>Council will recruit and appoint a Project Manager for the period April 2023 to November 2023.</p> <p>The Project Manager is responsible for all day-to-day operational matters related to the project. The PM’s key responsibilities include:</p> <ul style="list-style-type: none"> <li>• Implement the role of ‘Contract Supervisor’ and project manage the expert consultant undertaking the community services review. This will be completed in consultation with the Project Control Group.</li> <li>• Undertake a desktop audit of Council’s OPASS (Older Persons and Active Support Services) to identify all relevant contractual, financial, personnel and service documents to support and enable a consultant led review of Council’s aged and disability services.</li> <li>• Coordinate and organise all engagement activities and events as guided by the consultant, which includes consultation with clients, their families and broader community, Council staff, Council management</li> </ul>

	<p>and other current and potential service providers, as identified.</p> <ul style="list-style-type: none"> <li>• Produce and support the distribution of documentation to explain and inform clients, staff and other stakeholders of Council’s aged and disability services review.</li> <li>• Receive and respond to all enquiries related to the aged and disability services review from clients and other stakeholders.</li> <li>• Draft responses to Councillor questions regarding the Council’s aged and disability services review.</li> <li>• Prepare regular briefing reports on the progress of the aged and disability service review to be considered by the PCG prior to presentation to Council.</li> <li>• Undertake a desktop audit and prepare a report and gap analysis of programs that contribute to positive ageing and respond to the needs of older people and people with disabilities, provided in Colac Otway Shire, noting that these ‘healthy living’ services may be delivered by the various community health organisations.</li> </ul>
<p><b>Subject matter expert consultant:</b></p>	<p>The appointed consultant (subject matter expert) will be required to work to the project outcomes and scope (as detailed in sections 2.1 and 2.3). The consultant will be required to report to the respective PCGs.</p> <p><b>Scope of the Aged and Disability Services Review</b></p> <ol style="list-style-type: none"> <li>1. Reforms and Key Principles</li> <li>2. Service and Program Audit</li> <li>3. Engagement with key stakeholders</li> <li>4. Unit Costing</li> <li>5. Market Sounding</li> <li>6. Analysis of Strategic Risks</li> <li>7. Future Role of Council</li> <li>8. Options, pathways and recommended direction</li> </ol>

## 2.5 Stakeholder Analysis

<b>Critical Stakeholder</b> (have the potential and power to STOP the project)	<b>Essential Stakeholders</b> (have the potential to DELAY the project)	<b>Interested Stakeholders</b> (have an interest in the project)
<p><b>Colac Otway Shire Council</b> must <u>be</u> always well informed. Council will make all key decisions:</p> <ul style="list-style-type: none"> <li>To undertake a review of Council's aged and disability services</li> <li>To determine Council's future role in aged and disability services.</li> </ul>	<p><b>OPASS staff</b> delivering aged and disability services will be concerned and anxious for any impact on their future employment. It is critical that Council provides regular communication and support throughout the review project. <i>There are very important lessons from other Victorian Councils' failure to regularly communicate with staff.</i></p> <p><b>Australian Services Union (ASU)</b> will represent the interests of their members and all staff involved in aged and disability service provision.</p>	<p><b>All residents requiring access to aged and disability services</b> (in the future) will have a direct interest in understanding and contributing to review of aged care services and shaping the future role of Council.</p> <p><b>Colac Otway Shire community</b> will be interested participating in understanding the implications for future service provision for family, friends and communities. Engagement to include general public.</p>
	<p><b>OPASS clients and families</b> will be concerned and apprehensive about continuity of service provision. It will be very important to regularly communicate with, and provide timely response to questions from clients and their families throughout the review and decision making process.</p>	<p><b>Service providers</b> (not for profit and commercial) operating in the municipality and region that may have an interest in providing aged and disability services in Colac Otway Shire. The service review should assess the future intention of non-government providers in the municipality.</p>
	<p><b>Other tiers of Government Commonwealth Government</b> has a direct interest in the decision of Council regarding their future role in aged and disability service provision, noting that most services are funded by the Commonwealth Government. The Commonwealth Government will be able to provide information on the availability and maturity of the 'market' in the municipality and region and, if required, may have an interest in</p>	<p>Other <b>Victorian Councils</b> and the <b>Municipal Association of Victoria</b></p> <p><b>MAV</b> is well positioned to provide information and advice on industry strategies. Monitor <b>other Victorian Councils</b> for important insights and learning.</p>

<b>Critical Stakeholder</b> (have the potential and power to STOP the project)	<b>Essential Stakeholders</b> (have the potential to DELAY the project)	<b>Interested Stakeholders</b> (have an interest in the project)
	<p>receiving a confidential recommendation from Council regarding future service provider/s.</p> <p><b>State Government</b> – has a direct interest in Council’s future role in the State funded HACC PYP service.</p>	
	<p><b>COS Audit &amp; Risk Committee</b> – this project presents a high risk to Council and a briefing of the ARC is warranted.</p>	<p><b>Other Councils in the region</b></p> <p><b>City of Greater Geelong</b> is in the process of planning a review of its aged care services and will share its financial modelling framework. This information may also be available from other Councils.</p> <p><b>Another South West Council City Council</b> is currently planning a review of its aged services and is interested in a shared procurement approach to share capabilities and learning, identify risks, attract best expert and achieve efficiencies.</p>



## 2.6 Project Budget and Resources Required

Project resource requirements are identified as follows.

No	Resource	Description	Est. Cost
1.	<b>Project Manager</b>	Part-time fixed term position for period April 2023 – November 2023 (with possible extension). Source: 2022-23 budget (Service Review Account)	\$55k
2.	<b>Expert Consultant</b>	Undertake service review, produce Council briefings and reports, facilitate consultation.	Up to \$45k
3.	<b>Community engagement</b>	Implementation of all engagement activities, consistent with the Project Engagement Plan. Stakeholder survey and conducting community meetings or focus groups (both targeted audience and general audience). Final Plan and activities to be informed by the expert consultant. Source: 2022-23 budget (Service Review Account)	Up to \$10k
4.	<b>Financial (unit cost) analysis</b>	The expert consultant will complete the unit costing for each aged and disability service. This will require assistance from COS financial services (to be discussed with Manager, Financial Services). Source: 2022-23 budget (Service Review Account)	Up to \$10k
5.	<b>HR expertise</b>	Manager, People and Culture plus HR and any IR advice from as necessary.	BAU
6.	<b>Communications expertise/assistance</b>	Assistance will be required with the following activities: - Establishing dedicated webpage - Mail outs to all clients (x950) - Mail outs to all OPASS staff (x52) - Proactive and responsive media	BAU
7.	<b>BAU incidental project costs</b>	Additional tasks as per Project Plan for the Project Sponsor and members of the Project Control Group	BAU

### 3 RISK MANAGEMENT

[Note: This is a 'live' document and risk management will be constantly monitored.]

No	Risk/Issue	Likelihood of risk occurring (L,M,H)	Impact of risk occurring (L,M,H)	Strategy for managing risk/issue
1.	Council fails to approve aged care service review	L	M	<ul style="list-style-type: none"> <li>a) Provide comprehensive briefing of Councillors.</li> <li>b) Engage Council in extensive Q&amp;A</li> <li>c) Provide opportunities for Councillor Q&amp;A</li> </ul>
2.	Council fails to complete all project components including analysis of unit costing of all programs	L	H	<ul style="list-style-type: none"> <li>a) Develop and continually review comprehensive Project Plan</li> <li>b) Allocate resources required to complete project</li> <li>c) Successfully recruit project manager</li> <li>d) Successfully recruit expert consultant.</li> <li>e) Ensure PM provides information to consultants in timely manner.</li> <li>f) Allocate financial services resource to assist consultant to complete unit costing.</li> </ul>
3.	Officers fail to keep Council fully briefed	L	H	<ul style="list-style-type: none"> <li>a) Establish and ensure that Councillors are aware of project briefing schedule.</li> <li>b) Provide regular Councillor briefings linked to key project progress, including comprehensive Q&amp;A</li> <li>c) Provide major milestone briefings as per project scope (a) Context Report (b) Progress Report and (c) Final Draft Report, including comprehensive Q&amp;A.</li> </ul>
4.	Council fails to learn from the lessons of other Councils	L	M	<ul style="list-style-type: none"> <li>a) Communicate with and understand lessons from other Victorian Councils.</li> <li>b) Integrate and reference experience and lessons from other Councils in Council briefings.</li> <li>c) Fully utilise and draw on the expertise of the appointed consultant.</li> <li>d) Utilise MAV information and Victorian Council networks to examine solutions to any issues that arise.</li> </ul>

No	Risk/Issue	Likelihood of risk occurring (L,M,H)	Impact of risk occurring (L,M,H)	Strategy for managing risk/issue
5.	Councillors fails make a decision on its future role in aged care services <u>in a timely manner</u>	L	H	<p>a) Ensure Councillors fully engaged in key milestone briefings as well as regular progress briefings.</p> <p>b) Ensure that service review schedule allows adequate time for review to be completed, options and pathways to be identified, Council to make informed decision on future role to enable Council to reset and continue current services or transition out of some or all services. Timeline for decision is by December 2023. This allows time for current service reset or service transition by June 2024.</p> <p>c) PCG established and meetings scheduled to closely monitor project progress, milestones and risks.</p>
6.	Council fails to recruit an effective PM	M	M	<p>a) Utilise LGA networks to identify experienced, capable PMs who are available.</p> <p>b) Undertake a recruitment process in a timely manner.</p> <p>c) Recruit, induct and 'on-board' the PM in a timely manner.</p> <p>d) Establish a contingency plan if the PM is unavailable for any reason.</p>
7.	Council fails to recruit expert consultant	L	H	<p>a) Utilise LGA networks to identify well-credentialed consultants.</p> <p>b) Contact selected consultants to check their interest and availability given project schedule.</p> <p>c) Undertake an RFQ process and appoint an experienced consultant in a timely manner.</p> <p>d) Ensure there is a contingency plan if the consultant is unavailable for any reason.</p>
8.	Council fails to effectively implement a communication strategy / Engagement Plan	L	H	<p>a) Develop and implement a communication action plan at the commencement of the project</p> <p>b) Develop and implement Engagement Plan in consultation with expert consultant.</p> <p>c) Apply timely PCG review of Engagement Plan and ensure risk and engagement are always considered at PCG meetings</p> <p>d) Develop contingency plan to ensure quick response to any communications or engagement risks.</p>

No	Risk/Issue	Likelihood of risk occurring (L,M,H)	Impact of risk occurring (L,M,H)	Strategy for managing risk/issue
9.	Council fails to effectively communicate with and engage staff and ASU	L	H	<ul style="list-style-type: none"> <li>a) Develop and implement an initial communication action plan.</li> <li>b) Ensure communications meet Council's EA requirements.</li> <li>c) Communicate with OPASS staff (and ASU) in a timely manner about proposed aged and disability service review.</li> <li>d) Communicate Council decision with OPASS staff and ASU in a timely manner.</li> <li>e) Involve OPASS staff in review engagement activities.</li> </ul>
10.	Council fails to effectively communicate with and engage clients and families	L	H	<ul style="list-style-type: none"> <li>a) Develop and implement an initial communications action plan and an engagement plan.</li> <li>b) Communicate with OPASS clients and families in a timely manner about proposed aged and disability service review.</li> <li>c) Communicate Council decision with OPASS clients and families in a timely manner.</li> <li>d) Involve OPASS clients in review engagement activities.</li> </ul>
11.	Council fails to inform COS ARC	L	L	<ul style="list-style-type: none"> <li>a) Arrange for CEO to communicate project to ARC Chair.</li> <li>b) Schedule and present report to 17 May 2023 ARC meeting.</li> <li>c) Provide timely response to any questions or issues raised by the ARC.</li> </ul>
12.	Council fails to communicate with and engage the Commonwealth Government	L	M	<ul style="list-style-type: none"> <li>a) Communicate Council decision and project timelines to Commonwealth Government in week following Council decision.</li> <li>b) Establish point of contact for continuing communication throughout service review.</li> <li>c) Ensure expert consultant establishes and maintains communication with Commonwealth during the service review.</li> <li>d) Gather information regarding current service providers and potential service provider market.</li> <li>e) Communicate Council decision on future role in aged and disability services following consideration of final report.</li> </ul>

No	Risk/Issue	Likelihood of risk occurring (L,M,H)	Impact of risk occurring (L,M,H)	Strategy for managing risk/issue
13.	Council fails to communicate with and engage the State Government	L	M	<ul style="list-style-type: none"> <li>a) Communicate Council decision and project timelines to State Government in week following Council decision.</li> <li>b) Establish point of contact for continuing communication throughout service review.</li> <li>c) Ensure expert consultant establishes and maintains communication with State during the service review.</li> <li>d) Communicate Council decision on future role in aged and disability services following consideration of final report</li> </ul>
14.	Council fails to communicate and engage with current and potential non-government service providers and assess the potential service provision market.	L	M	<ul style="list-style-type: none"> <li>a) Relay OPASS knowledge and information regarding the range of current service providers.</li> <li>b) Ensure consultant communicates with the Commonwealth to gather information regarding current and potential non-government service providers.</li> <li>c) Ensure consultant communicates and engages with current and potential non-government service providers.</li> </ul>

## 4 Project Assumptions

The following project assumptions apply. That:

- a) Council resolves to undertake a Best Value review of aged and disability services at a Special Meeting held on 3 May 2023.
- b) Council is successful in recruiting and retaining an effective Program Manager by April 2023.
- c) Council is successful in appointing a well-credentialed consultant by June 2023 who is able to complete all components of the project scope in the proposed timelines.
- d) Commonwealth Government maintains current timeframe of 1 July 2024 to commence new 'Support at Home' program with market model and introduction of program governance and accountability reforms.
- e) All components of the project are completed within the proposed timelines (by December 2023) allowing Council to either reset all or some existing aged and disability services AND OR transition out of some or all current aged and disability services.
- f) Council is able to effectively communicate with, support and respond to questions and concerns of OPASS staff.
- g) Council is able to effectively communicate and engage with the Australian Services Union.
- h) Council is able to retain OPASS staff and maintain aged and disability services throughout the review process.
- i) Council is able to effectively communicate with, support and respond to questions and concerns of OPASS clients and their families.
- j) Council is able to successfully support and work with the consultant to complete all components of the Engagement Plan.
- k) Council (and the consultant) is able to develop a working relationship with the Commonwealth Government over the course of this project and receive information regarding the service provision market in the municipality in a timely manner.
- l) Council is able to identify and effectively mitigate all project risks (refer section 3).

## 5 Project schedule / timelines

*[Note: This is a 'live' document with project milestones and timelines subject to regular change.]*

Project Milestones	Timing	Status	Who
<b>Commencement of Best Value Review</b>			
Council decision to commence review	3 May 2023	Completed	CT/AT
Finalise Council briefing on Project Plan	10 May 2023	On target	CT/AT
Council formally consider Project Plan for aged and disability services review at Special Council Meeting	17 May 2023	On target	CT/AT/AH
<b>Recruitment of Project Manager</b>			
Appoint Project Manager	29 March 2023	Completed	LJ/AT/SN
<b>Recruitment of Expert Consultant</b>			
Advertise RFQ	19 May 2023	Reschedule	PC
Formally appoint expert consultant	21 June 2023	Reschedule	AT/PM
<b>Initial communications with key stakeholders</b>			
<ul style="list-style-type: none"> <li><b>Initial communication with OPASS staff and union</b></li> </ul>			
Schedule initial OPASS staff meeting for 18 April 2023	6 April 2023	Completed	JPS/CEO
Distribute letter to OPASS clients advising of Special Meeting of Council to consider Council's response to the Commonwealth aged care reforms	19-21 April 2023	Completed	CT/Aust Post
<ul style="list-style-type: none"> <li><b>Initial communication with aged and disability service provider partners</b></li> </ul>			
CEO to communicate proposed aged care review with specific agencies (GORH, Hesse RH, CAH) and ARC Chair	18 April 2023	Completed	LJ/CEO
<ul style="list-style-type: none"> <li><b>Initial communication with Commonwealth and State Governments</b></li> </ul>			
Communicate with Commonwealth Government to advise Council's pending decision regarding aged and disability services review (and as necessary advise review timelines).	TBA	Reschedule	CT/AT

<b>Project Milestones</b>	<b>Timing</b>	<b>Status</b>	<b>Who</b>
<b>Develop 'Engagement Plan' for project</b>			
Develop draft 'Engagement Plan' framework consistent with COS Engagement Policy	6 June 2023	On target	CT
<b>Project Management Group (COS+PC)</b>			
Meet with PC to explore shared procurement opportunities and benefits and develop agreed project governance	5 April 2023	Completed	LJ/CT/ PC
Determine new timelines for RFQ advertisement following 17 May 2023 Special Council meeting	18 May 2023	On target	PCG
<b>Implement Best Value Service Review and maintain communication with Council</b>			
Provide regular Councillor briefings on project progress	March - December 2023	On target	PM/AT
Commence formal review of COS aged care services	July 2023	TBC	PM/AT/ Consultant
Provide Council with key project milestone briefing 1 <ul style="list-style-type: none"> <li>○ Context Report briefing</li> </ul>	End July 2023	TBC	PM/AT/ Consultant
Undertake engagement with (a) clients and families, (b) staff and ASU (c) community, (d) Commonwealth and State Governments (e) other providers	August/Sept 2023	TBC	PM / Consultant
Provide Council with key project milestone briefing 2 <ul style="list-style-type: none"> <li>○ Progress Report briefing</li> </ul>	October 2023	TBC	PM/AT/ Consultant
Provide Council with key project milestone briefing 3 <ul style="list-style-type: none"> <li>○ Final draft Report briefing</li> </ul>	mid November 2023	TBC	PM/AT/ Consultant
Council meeting to consider final aged and disability services review report and determine Council's future role in aged and disability services.	December 2023	TBC	Council
Implementation of Council decision	December 2023 – June 2024	TBC	TBC



