

CANADIAN HUMAN RIGHTS TRIBUNAL

BETWEEN:

**FIRST NATIONS CHILD AND FAMILY CARING SOCIETY OF CANADA and
ASSEMBLY OF FIRST NATIONS**

Complainants

- and -

CANADIAN HUMAN RIGHTS COMMISSION

Commission

- and -

**ATTORNEY GENERAL OF CANADA
(representing the Minister of Indigenous Services Canada)**

Respondent

- and -

**CHIEFS OF ONTARIO,
AMNESTY INTERNATIONAL,
NISHNAWBE ASKI NATION,
TAYKWA TAGAMOU NATION and
CHIPPEWAS OF GEORGINA ISLAND**

Interested Parties

AFFIDAVIT OF JASMINE KAUR

I, **Jasmine Kaur**, of the City of Brampton, Regional Municipality of Peel, in the Province of Ontario, **SOLEMLY AFFIRM THAT:**

1. I am employed as a Litigation Law Clerk/Legal Assistant at Conway Baxter Wilson LLP/s.r.l., co-counsel for the complainant First Nations Child and Family Caring Society of Canada (the “**Caring Society**”) in this matter. Part of my responsibilities involve assisting David

Tatlor with the Caring Society files. I have knowledge of the facts hereinafter deposed to except for those matters which are stated to be based upon information provided by others, all of which information I believe to be true.

2. A copy of the Institute for Fiscal Studies and Democracy's Phase 3 Report: *Funding First Nations child and family services (FNCFS): A blueprint for program reform* is attached to my affidavit as **Exhibit "A"**. This report can be accessed online at https://ifsd.ca/wp-content/uploads/2025/08/8833_IFSD_FNCFS-Phase-3-Report_AUG2025_EN_F.pdf.

3. A copy of the May 2025 Final Report: *Study of Budget Needs and Funding in the Amended Draft Agreement for Long Term Reform of FNCFS Program* is attached to my affidavit as **Exhibit "B"**. This report can be accessed online at <https://fncaringsociety.com/sites/default/files/2025-07/FNCFS%20Funding%20and%20Business%20Model%20Report%20withAddend%20-%2030May25%20-%20final%5B52%5D.pdf>.

4. A copy of the June 10, 2025, Report of Findings: *Study of Budget Needs and Funding in the Amended Draft Agreement for Long Term Reform of FNCFS Program* is attached to my affidavit as **Exhibit "C"**.

AFFIRMED before me this 2nd day of October)
Pursuant to O. Reg. 431/20: *Administering Oath or*)
Declaration Remotely. The affiant was in the)
City of Brampton, Regional Municipality of Peel,)
Ontario and the Commissioner was in City of)
Clarence-Rockland, Ontario.)
)
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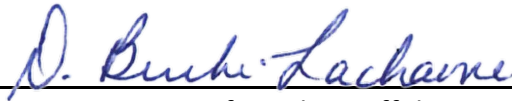


Commissioner for taking Affidavits
Debra Ann Burke-Lachaine, a Commissioner, etc.,
Province of Ontario, for Conway Baxter Wilson LLP/s.r.l.
Barristers and Solicitors.
Expires March 4, 2027.



JASMINE KAUR

This is **Exhibit "A"**
to the affidavit of
Jasmine Kaur
sworn before me this 2nd
day of October, 2025



Commissioner for Taking Affidavits

(or as may be)

Debra Ann Burke-Lachaine, a Commissioner, etc.,
Province of Ontario, for Conway Baxter Wilson LLP/s.r.l.
Barristers and Solicitors.
Expires March 4, 2027.



Funding First Nations child
and family services (FNCFS):
A blueprint for program reform

Institute of Fiscal Studies and Democracy (IFSD)

Funding First Nations child
and family services (FNCFS):
A blueprint for program reform

Institute of Fiscal Studies and Democracy (IFSD)

This analysis was produced by the Institute of Fiscal Studies and Democracy (IFSD) through a contract with the Assembly of First Nations (AFN). The views and analysis do not necessarily reflect the views of the AFN.

IFSD is grateful to its Phase 3 collaborators whose generous contributions made this work possible. IFSD wishes to also recognize the many other First Nations Child and Family Services (FNCFS) agencies and First Nations who have shared their knowledge, information, and expertise to support this work. Their contributions are reflected throughout this report. IFSD's recommendations and analysis do not necessarily reflect those of the collaborating and/or contributing FNCFS agencies and First Nations.

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April 7, 2025

Jessica Quinn
Acting Director, Social Development
Assembly of First Nations
50 O'Connor Street, Suite 200
Ottawa, Ontario K1P 6L2

Dear Ms. Quinn,

Pursuant to contract no. 22-80503-003, the Institute of Fiscal Studies and Democracy (IFSD) at the University of Ottawa is pleased to submit the report: *Funding First Nations child and family services (FNCFS): A blueprint for FNCFS Program reform.*

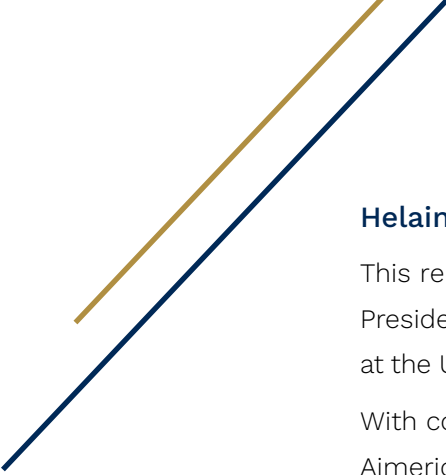
We trust that this report meets the expectations set out in the terms of reference for this project.

We are grateful to our Phase 3 collaborators for their generous contributions, and to the many other FNCFS agencies and First Nations who shared their time and knowledge throughout this project. We thank the Assembly of First Nations and the First Nations Child and Family Caring Society for their confidence in undertaking this work.

Yours sincerely,

A handwritten signature in blue ink that reads 'Kevin Page'.

Kevin Page
President & CEO



Helaina Gaspard, Ph.D.

This report was prepared under the supervision of Kevin Page, President & CEO of the Institute of Fiscal Studies and Democracy (IFSD) at the University of Ottawa.

With contributions by Sahir Khan, Mostafa Askari, Azfar Ali Khan, Aimeric Atsin, Eli Dzik, Clara Geddes, Vivian Liu, and Tianna Tischbein.

IFSD gratefully recognizes the extensive and generous contributions of Phase 3 collaborators. Along with contributions from many FNCFS agencies and First Nations, their shared knowledge and information have informed this work.

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EXECUTIVE SUMMARY

IFSD has undertaken research and analysis for the reform of the First Nations child and family services (FNCFS) Program at the request of the Assembly of First Nations (AFN) and the First Nations Child and Family Caring Society (Caring Society). IFSD was mandated to provide its best advice based on the evidence. With the support of its clients, IFSD is offering independent analysis and recommendations.

We, at IFSD, have been humbled by the generosity of spirit of the many contributions from FNCFS agencies and First Nations. We are grateful to have worked alongside fierce champions and tireless advocates for children. This report lays out a blueprint for FNCFS Program reform.

The Canadian Human Rights Tribunal (CHRT) delivered two orders that guide IFSD's work:

1. end discrimination in FNCFS; and,
2. ensure it does not reoccur.

Upholding these orders requires sustainable change of the FNCFS Program. Since 2018, IFSD has been working on FNCFS Program reform:

Phase 1: Costed the FNCFS system and identified gaps.

Phase 2: Developed a bottom-up needs-based funding structure, and the *Measuring to Thrive* framework (a well-being focused measurement framework).

Phase 3: Tested and modelled the approach from Phase 2, into First Nation and agency specific delivery models.

Each phase of work relied on the quantitative and qualitative contributions of FNCFS agencies, First Nations, and other technical experts. Through questionnaires, case studies, working groups, and extensive collaborations, Phase 3 modelled and tested the funding approach and performance framework defined in Phase 2.

With the contributions of 20 collaborators (a combination of FNCFS agencies and First Nations exercising/contemplating jurisdiction) alongside many other FNCFS agencies and First Nations, IFSD's approach was refined and considerations for transition were defined.

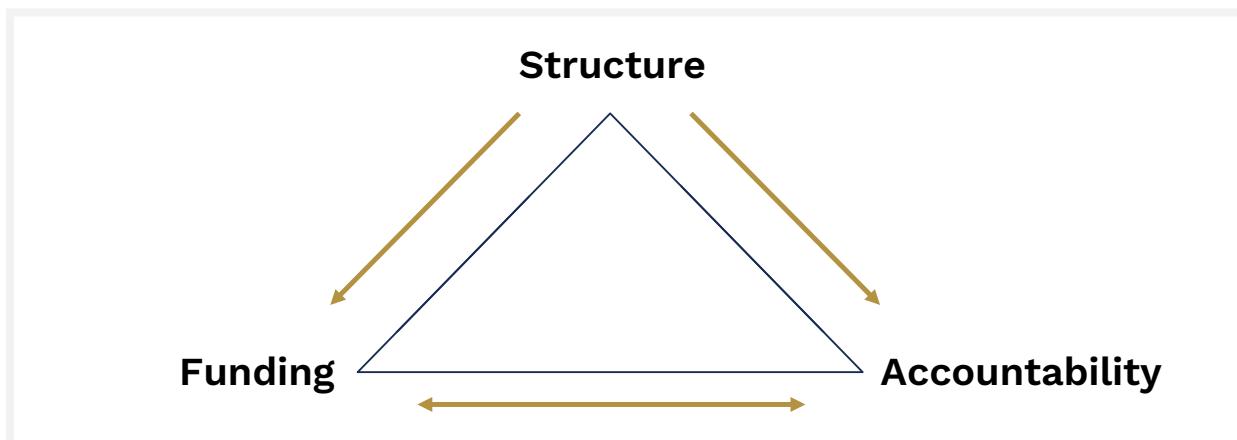
This report provides a blueprint for FNCFS Program reform with consideration of structure, funding, and accountability, and transition. The section on transition captures lessons from collaborators testing and modelling elements of the approach. Findings indicated the time and challenges associated with service delivery and the importance of clarity around accountability. Existing service providers will be better positioned to implement changes in 2 to 5 years, whereas those without existing services can take 10 to 15 years to achieve operational stability.

Regardless of the type of service provider, there are significant constraints on delivery capacity. The reform of the FNCFS Program must consider the evidence. The FNCFS Program funds *FNCFS on reserve and in the Yukon* (and the provinces/territories providing services on

reserve). This means that the FNCFS Program is funding FNCFS agencies, First Nations, transfers to provinces/territories, and jurisdiction.

There are three related areas of focus for reform of the FNCFS Program: structure, funding, and accountability (Figure 1).

FIGURE 1



1. **Structure:** The incentives, rules, and conditions that determine when and how funding moves within a system.
2. **Funding:** The amount of money allocated to recipients.
3. **Accountability:** Monitoring of detailed indicators to determine if the system structure and funding are working to achieve desired goals.

Upholding the CHRT's orders to end discrimination and ensure it does not reoccur will require changes to structure, funding, and accountability, alongside consideration of the transition process. The challenge of sustainable reform is linking an increase in funding with competent delivery and monitoring of outcomes to improve the well-being of children.



IFSD makes the following recommendations:

STRUCTURE

1. Clarify federal policy and associated regulations (including terms and conditions and outcome-based performance indicators) for the FNCFS Program to focus on well-being with alignment to the principles of *An Act respecting First Nations, Inuit and Métis children, youth and families*.
2. Implement a block funding approach for existing FNCFS agencies, with a carry-forward provision.
3. Ensure resources for the FNCFS Program are secure and cannot be used for other purposes by Indigenous Services Canada (ISC) through a Special Purpose Allotment (SPA), with a carry-forward provision.
4. Adopt the allocation approach proposed in this report for FNCFS agencies with a holistic understanding of the allocation for existing service providers. This means leaving the approach and its components intact and not artificially segmenting the allocation, as ISC has done with its interim funding commitments.
5. Stop all ad hoc decision making and changes to funding and to FNCFS Program rules.
6. Adopt a cohesive reformed approach that includes recommended changes to structure, funding, and accountability. Notify service providers of the full intended reform and its parameters at least one full fiscal year in advance of the change.

7. Provide service providers at least one full fiscal year in advance of the change with:
 - a. A clear statement of policy on the FNCFS Program and its associated terms and conditions;
 - b. A five-year funding allocation in a block approach;
 - c. Performance reporting indicators aligned to the goals of a reformed FNCFS Program.

FUNDING

8. Allocate resources to the service provider able to continue to or immediately deliver child and family services in First Nations. This includes protection and prevention (primary, secondary, tertiary) services.
9. Understand the funding approach and allocation holistically. Do not pull apart the allocation intended for a service provider, as the amounts may not be sufficient for the discharge of their mandate.
10. Ensure the existing federal baseline for service providers is maintained as the foundation on which to add activity and context specific components (adjusted by inflation and population escalators).
11. Develop allocations to service providers with funding principles linked to their activities and different contexts (e.g., poverty, geography, and over time, outcomes). IFSD provides recommendations for each funding component.



ACCOUNTABILITY

12. Require a national reporting practice for FNCFS for transparency to First Nations and their delegated service providers while holding the Government of Canada accountable.
13. Establish a First Nations-led secretariat to support data gathering and analysis and best practices in FNCFS.
14. Define the reporting and service obligations of different funding recipients through the FNCFS Program, e.g., if FNCFS agencies and First Nations are expected to deliver secondary and tertiary prevention services, their reporting obligations on an activity basis should be the same.
15. Ensure ISC's performance indicators for a reformed FNCFS Program reflect the structural drivers of contact with protective services.
16. Include a review of the allocations to reform the FNCFS Program, e.g., \$47.8B from the Draft Final Agreement (assuming it is ratified), its allocation, and outcomes as part of a five-year program review.

Ending the discrimination against First Nations children and ensuring it does not reoccur takes more than writing a cheque — although additional resources are essential. It means fixing the policies, rules, terms and conditions, performance indicators, reporting requirements, and incentives that shape the decisions of actors in the system, both inside and outside of the Government of Canada.

FNCFS agencies and First Nations have shared their knowledge, their data, and their experiences to shape an approach that comes from the front lines. IFSD's proposed approach fits within the Government of Canada's existing contribution approaches and policies on results. Canada should not miss this opportunity.

True reform of the FNCFS system will take years. **This is an opportunity to get a major policy change right.**

IFSD'S MANDATE

The Institute of Fiscal Studies and Democracy (IFSD) is pleased to provide this final report to the Assembly of First Nations (AFN) on its work in Phase 3 to support the reform of First Nations child and family services (FNCFS).

This work builds on prior phases of analysis:

Phase 1: Costed the FNCFS system and identified gaps. The **Phase 1** report demonstrated that FNCFS agencies faced inadequate funding and structural constraints, often requiring them to place children in care to access resources.

Phase 2: Developed a bottom-up needs-based funding structure, with a well-being focused measurement framework (the *Measuring to Thrive* framework). The **Phase 2** report recommended an alternative structure in which service providers would receive resources tied to their context as a block. This was crucial to break the need to place a child in protection to access resources. With a block, service providers could allocate resources to seamlessly integrate protection and prevention services. The *Measuring to Thrive* performance framework developed in collaboration with FNCFS agency directors and supporting experts, emphasized the need to consider context in understanding the well-being of children. Community, family, and child well-being were integrated in the approach.

Phase 3: Tested and modelled the approach from Phase 2, into First Nation and agency specific delivery models. In Phase 3, IFSD worked closely with a representative group of 20 collaborators including FNCFS agencies and First Nations exercising/contemplating jurisdiction to explore the implications of implementing a reformed approach of the FNCFS Program. Strategy, people, processes, and systems were

considered. Existing service providers will be better positioned to implement changes in 2 to 5 years, whereas those without existing services can take 10 to 15 years for operational stability. Regardless of the type of service provider, there are significant constraints on delivery capacity.

In Phase 3, IFSD was mandated to prepare for implementation of a reformed approach to FNCFS. This work was undertaken in collaboration with a total of 20 FNCFS agencies and First Nations exercising/contemplating jurisdiction, as well as other contributing agencies and First Nations. Phase 3 was designed to gather primary data on the current expenditures and operations of FNCFS agencies, test funding principles from Phase 2, review and refine the *Measuring to Thrive* framework for use, assess the path to transition for different service provider types, and define options for a First Nations-led secretariat.

The generous contributions of the collaborators inform the findings. The group of 20 collaborators is generally representative of the population of FNCFS agencies and First Nations exercising/contemplating jurisdiction. Working with the collaborators, representative models of change are developed by assessing transition strategies, measurement approaches, capital considerations, and funding approaches.

This final report provides a review of context, structure, funding, accountability, and transition.

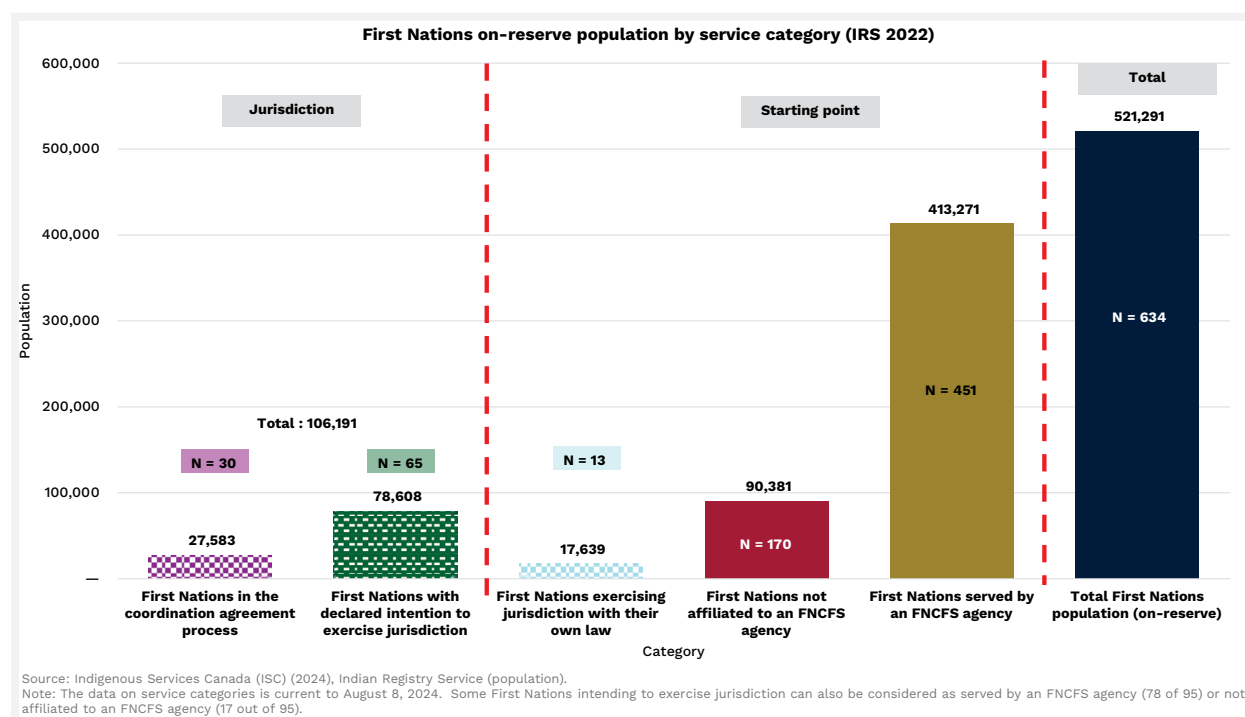
INTRODUCTION

The universe of FNCFS delivery is in transformation. At the time of writing, most First Nations (approximately, 80% of the on-reserve population) are served by an existing FNCFS agency. Approximately 17% of the on-reserve population is not affiliated to an FNCFS agency,¹ i.e., receives protection services from the province/territory, and 3% are operating under their own CFS laws (Figure 2). The composition of service delivery approaches and providers is expected

to change as some First Nations resume jurisdiction from the province/territory, leave an FNCFS agency, join an agency, seek services from the province/territory, or some other approach to service delivery.

Note: The chart below is current to August 8, 2024. The other calculations and estimates in this report are current to March 2024. The slight differences do not have a material impact on the estimates.

FIGURE 2



However service delivery is pursued, there are two broad categories of CFS mandates, defined through prevention, i.e., supporting the well-being of children and families, keeping them out

of contact with protective services, and protection, i.e., supporting children and families when an incident of harm has occurred. Expressions of prevention and protection will differ based on

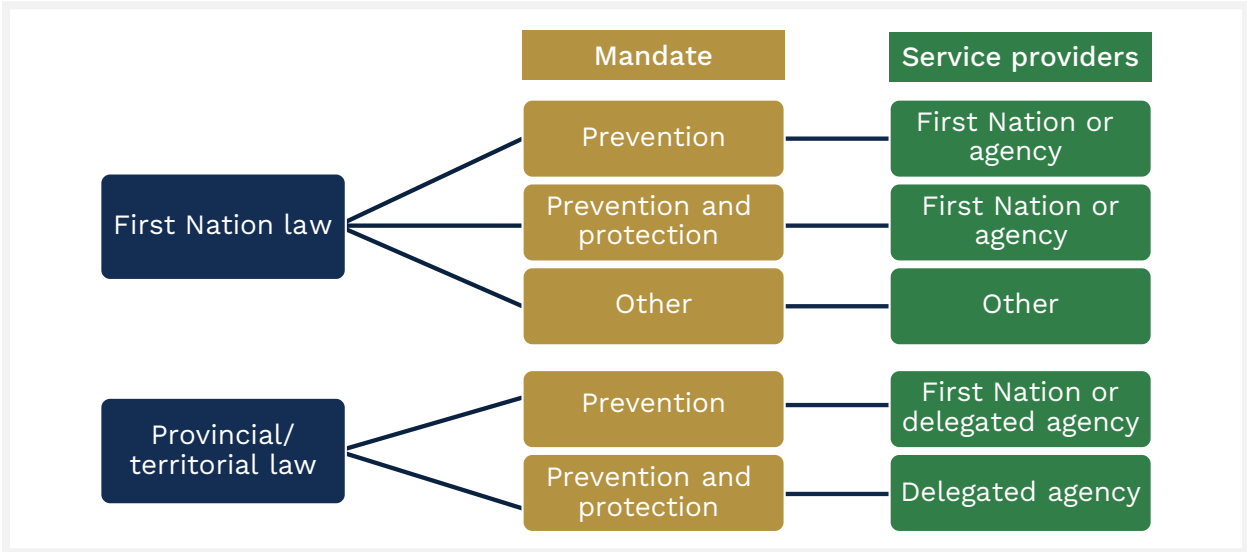
¹ For additional details on service and funding considerations for First Nations not affiliated to an FNCFS agency, Institute of Fiscal Studies and Democracy, *First Nations Not Affiliated to an FNCFS Agency* (IFSD, 2024), https://ifsd.ca/wp-content/uploads/2024/08/2024-07_en_first-nations-not-affiliated-to-an-fncfs-agency-final-report.pdf.



law, cultural practices, context, etc. (see Appendix A1 for a review of context data, e.g., housing conditions, labour market indicators, etc.).

Approaches to delivering FNCFS can be grouped by legal framework with consideration of mandate and possible service providers (Figure 3):

FIGURE 3



There are 112 FNCFS agencies serving 451 First Nations. Nearly all agencies follow provincial laws for protection services. Some First Nations have brought their agency, e.g., Peguis Child and Family Services, under their own law or have declared their intent to do so. Given the availability of FNCFS agency data (through their

generous contributions over the last five years), IFSD has applied the primary information to funding and related elements. There are some who disagree with the very premise of IFSD’s approach to responding to the CHRT’s orders using FNCFS agency data (see Figure 4 for Misipawistik Cree Nation’s dissent).

FIGURE 4

MISIPAWISTIK CREE NATION

Misipawistik Cree Nation provided the text below to IFSD in July 2024 and consented to its publication in the final report. This text is being reproduced as provided to IFSD.

Misipawistik Cree Nation (MCN) is not a branch of the colonial government. We are a sovereign people holding treaty with the Crown. Treaty 5 demonstrates our Ininewak sovereignty. Nations make treaties, treaties do not make nations. In our treaty between Misipawistik and the Crown,



it specifically states that there would be a sharing in the bounty and benevolence that the land provides. For MCN, this does not mean being subject to the remaining crumbs of a federal budget, divided up by a population very much controlled and unilaterally identified by the Crown, or being subject to spending approval by a nation that has yet to understand our worldview and practices. Instead, what this means is that we have full locus of control over our own financial affairs.

MCN's laws are not the same as provincial or federal laws. Though we have never surrendered our inherent right to make laws, we are only now beginning to witness a respect and recognition for our own laws after watching generations of our children be stolen and harmed against our will and right.

Bill C-92 is not only an opportunity to reform the imposed child welfare system, but also an opportunity for the Crown to fulfill the treaty, to right historical wrongs through real reconciliation — that which recognizes true nationhood — and bring equilibrium to the autonomy of our distinct nations, as it was and is understood through the treaty agreement. Our resilience to the many atrocities committed against us, stems from our continual effort to bring our truth into light and our conviction and belief in our sovereignty. We are Treaty nations, not Canadian subjects. This is why we insist on a new model of relationships that help our families and their children flourish. The budget must put into practice the honouring of our treaty which we understand as a promise to share the land, and the bounty that she provides, in accordance with our own avocation and mode of life. Anything less will further erode our rights.

Jurisdiction over the well-being of our children and families without autonomous control over funding preserves discrimination against our children and almost certainly ensures its reoccurrence.

One of MCN's primary agreements with Bill C-92 is that our law, "*Mino Opikiyawasowin*" (raising our children in a good way), will be "prevention" based and not protection based — which brings children into care, considers placements outside of the nation, reduces family, community, and cultural connectivity, and brings other numerous harms against our children. As a prevention-based model this requires us to take care of every member before they come into need of assistance, it is an active and caring approach that prevents the need for intervention and is more conducive to our society's way of being and our natural law, which is the source of our self-governing authority. Though Canada/the Crown would have us believe section 35, the *Indian Act*, and other legislation created by our Treaty companion are our sources of authority, we know this is an untruth that has left Indigenous nations oppressed, impoverished, and at risk of genocide by policy for centuries. We must think outside of these boxes if we are to achieve the goals we desire and deserve.



To reform any aspect of our relationship with the Crown, without the treaty as being central and fundamental to that reform, is to dishonour our treaty while preserving the unilateral and dominant interpretation of a nation that wrongfully claims superiority over another. There has never been a surrender of our sovereignty, only an interference. Reform requires a new path, one that is focussed on culture and prevention. Currently, there is not enough systemic data on evidence-informed well-being indicators for First Nation children, youth, families and Nations themselves to perform this work. Where prevention data does exist as a focal point for an agency utilizing a pan-indigenous approach by capitalizing on that data is the wrong approach as it assumes sameness across many distinct and diverse nations. As such, rights holding First Nations ought to take the primary lead on the long-term reform of the First Nations Child and Family Services program and Jordan's Principle.

Utilizing existing data points from a system of oppression and attempting to meet the needs of our people through calculations based on those data points is merely shuffling the deck while expecting different cards to be dealt.

For these reasons Misipawistik Cree Nation dissents against the recommendations of the IFSD. The MCN perspective on child welfare reform is not that *it will do better* but that *we will do better ourselves*; essentially,

1. The principles of our approach are that we are and remain a sovereign nation in a nation-to-nation treaty-based relationship with Canada. There are two understandings of the Treaty yet only one nation dominates the narrative. Our understanding is that the spirit and intent of the treaty is to share in the bounty and benevolence while allowing each nation to exist as their own and progress as they will. Our sovereignty was never surrendered, our laws were never forgotten, our land is for us to share.
2. This very much informs the budget. We have always had the inherent right to raise our children according to our ways of being. Canada has only recently recognized our right to have jurisdiction over the lives of our families and children. This **jurisdiction must include financial resources without restriction**. We must have the ability to provide sustainable programs and projects, led by our own determinations, that heal our nation from the over 150 years of colonial harm — including the numerous attempts to assimilate and disregard our laws and governance. We are supported by Canada's implementation of UNDRIP which nullifies the Doctrine of Discovery — a papal bulls, which led to the notion that our land was terra nullius and we were not a civilized people therefore everything was up for the taking. We are fundamentally supported by the spirit and intent of the treaty we made through the pipe which recognizes our sovereignty.



3. Our goals to our funding approach are to be able to, without limitation or coerced direction but with certainty and fiscal sustainability, meet the needs of our children, families, community and nation collectively. As such, funding agreements that can be modified according to a colonial regime's agenda or budget will not begin to meet our requirements. Further, such an agreement perpetuates our subjugation to injustice.
4. We, our children, families and nation, are not to be regarded as under the assumed control of a colonial government. All we require of Canada to change is their oppressive and dominating paternalism by relinquishing their sense of superiority and recognizing our inherent authority over our own lives — as was the day before and during Treaty, we are equals.

This perspective was presented to IFSD early in our engagement, yet MCN has not seen even a slight shift towards implementing or actualizing any of these reform recommendations. In our view it is an error to rely on existing agencies' information and data to help reform the long-damaging system of colonial child welfare, simply because each agency is a byproduct of provincial self-assumed supremacy over First Nation livelihood. This statement is not intended to discredit First Nation child welfare agencies, it is simply an honest observation that the control over programming, projects and policies is not vested in the autonomy of any First Nation. If it were, as an example, program funding requests to the provincial government would not be a reality. First Nations seek autonomy not continued paternalistic approaches to how we may manage and provide for the lives of our own members.

In relation to data gathering exercises to reform the child welfare system, MCN also felt there was a miss in relying on existing data because the data from this system was not solely designed by our own people. MCN does not believe that IFSD's data collection is supportive in our initiative to restore First Nation jurisdiction over our children in our own ways. It is limited by what is seen, not supportive of what we First Nations know.

In developing an entirely new way of addressing family concerns through Bill C-91 *[sic]*, MCN was looking for data that would support prevention service development and implementation based in our worldview. What was relied on was protection service data based in a colonial view of our world. For instance, our children do not reside on a "reserve", they reside in our "territory". To rely on "on-reserve" data — a colonial construction intended to limit our access to our lands and participation in the larger society — is to admit discrimination is acceptable. Our "off-territory" children hold every existing inherent right to our nations sovereignty as those who are raised or living on our traditional lands.

MCN's Mino Opikiyawasowin law and model moves away from protection services and into prevention services, as such we are already well aware of the overrepresentation and harm caused to our children, we need to know "what works" in efforts to heal families — i.e., what



programs and services have the most beneficial impact on families; what is the current success rate of kinship care models; how have culture, language, and spirituality-based services helped in the reunification of families; what First Nation culturally specific treatment programs have resulted the most rewards, were those programs accessible in the community/nation, and how do we treat one another when intervention is necessary. This data requirement is not captured in current child welfare systems.

We understand that IFSD's mandate was to support the reform of the FNCFS Program, consistent with the rulings of the Canadian Human Rights Tribunal. IFSD's work is designed to respond to the rulings to end discrimination and ensure it does not reoccur in the context of the Government of Canada's existing appropriations and public financial management systems. We also understand that IFSD's official mandate was received from the AFN, and that IFSD's role is to work with First Nations and FNCFS agencies to propose a path forward in that context. Neither party are First Nation inherent or treaty rights holders.

MCN's contractual agreement with IFSD articulates that all contributions to IFSD's research would help to ensure it reflects the *actual experiences and needs* of First Nations/Bands and those they serve and will "produce objective analysis, *informed by the contexts* of First Nations". However, MCN does not trust that our input helped shape the work IFSD has done to reform child welfare. Too often a learning opportunity seems to have been swayed by a predetermined outcome and our input set aside as being on a separate trajectory. It is easier to paint an old building than it is to build a new one.

Throughout IFSD's process towards reform recommendations, MCN representatives personally spoke at length of First Nation sovereignty, treaty relationship with the Crown, and the actual experiences and needs and context of MCN. MCN articulated many times that First Nation jurisdiction, laws and ways of being are not colonial and will, in themselves, generate significant long-term reform. Nonetheless, the direction remained, in our observation, very colonial agency focussed and not community based or driven. The result, in our opinion, is a huge miss in reparation, reconciliation, and reinvigoration of distinct First Nation ways. MCN views the resulting recommendations as a revision of non-Indigenous ways left to the will and control of the Crown, rather than a reform that respects the autonomy of First Nations. Thus, our children move closer to within our grasp but ultimately remain in the hands of the colonial powers. Had the room been full of First Nations charting a new path forward through the reinvigoration and implementation of their own child raising laws, discussions would not have been what they were, and the outcome of IFSD's report would predictably be significantly different.



FUNDING FNCFS

Funding for FNCFS on reserve (and to the provinces/territories providing services on reserve) comes through the FNCFS Program. This means that the FNCFS Program is funding FNCFS agencies, First Nations, transfers to provinces/territories, and jurisdiction. The description of the FNCFS Program through InfoBase² (the Government of Canada's public facing reporting on its programs) includes *supporting safety and well-being for First Nations children ordinarily resident on reserve* (for an overview of the program, its desired results and related indicators, see Appendix A2).

In April 2022, IFSD submitted its request to ISC for disaggregated expenditure data (see Appendix B1) in five expenditure areas (Table 1). The process to receive the data took over one year and covered IFSD's CHRT-mandated work, i.e., Phase 3, First Nations not affiliated to an

FNCFS agency. IFSD retained an expert privacy lawyer to manage ISC's requirements in areas of information security and privacy. In October 2023, IFSD sent a letter to ISC's Associate Deputy Minister to express its concerns with respect to the delays in the delivery of data for analysis and subsequent times for review. At the time of writing, all data requested by IFSD was provided by ISC, over one and a half years after it was originally requested.

However, on April 19, 2024, ISC indicated to IFSD that a new dataset would be provided for planned expenditures for fiscal years 2022-23 and beyond. At the time of writing, ISC has not produced the updated dataset. As a result, the expenditure analysis in this final report is based on the latest data provided by ISC. The last year of expenditure data provided by ISC is for fiscal year 2021-22.

² GC InfoBase, "Infographic for Child and Family Services," Government of Canada, last updated August 19, 2024, <https://www.tbs-sct.canada.ca/ems-sgd/edb-bdd/index-eng.html#infographic/program/INDSC-BYP08/intro>.



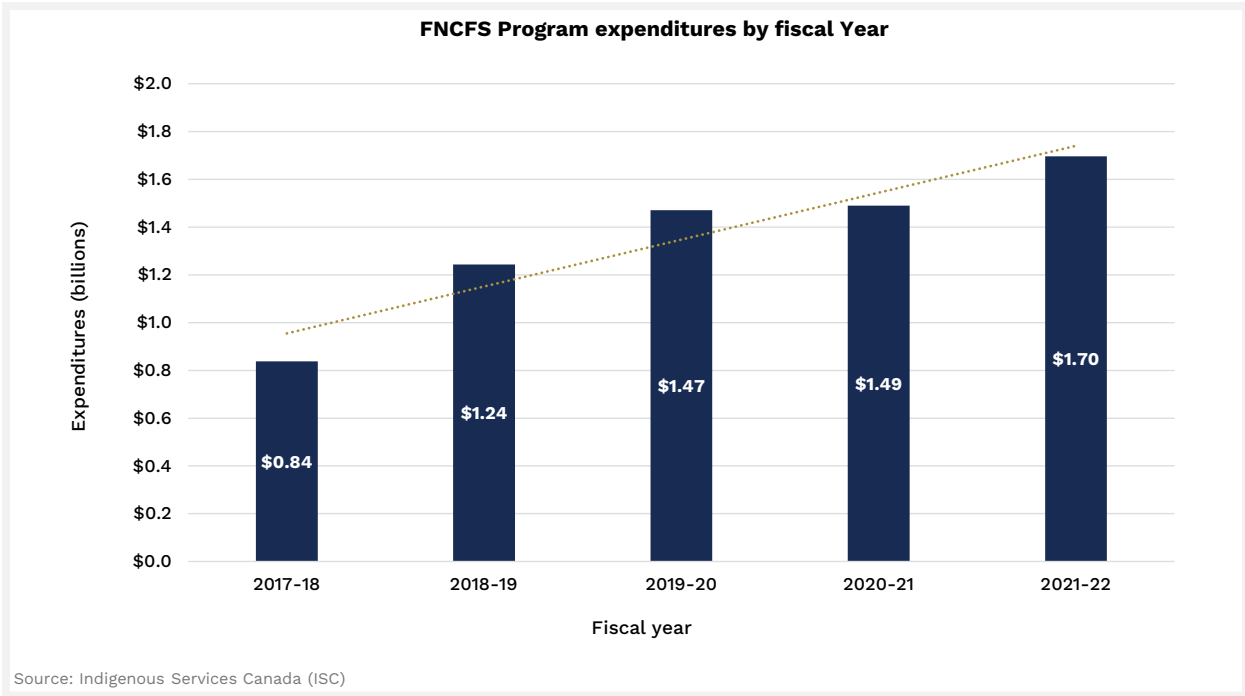
TABLE 1

EXPENDITURE AREA	DESCRIPTION	RESULT
Program data	IFSD requested detailed program, sub-, and sub-sub-program level expenditure information at the national level. The information was used to produce a current state portrait for the modelling work in First Nations child and family services (FNCFS), as well as for assessing the needs of First Nations not served by an FNCFS agency.	ISC provided an initial data set in April 2023 and an updated data set in November 2023.
Breakdown of the FNCFS Program	IFSD sought detailed information on the lowest level of granularity of spending through the FNCFS Program, e.g., sub-, sub-sub, sub-sub subprogram, etc. This information was necessary to understand the components that make up the FNCFS Program.	ISC provided the data in September 2023.
Prevention/actuals funding	IFSD sought information on the actuals/prevention funding requests and allocations of FNCFS agencies and other eligible recipients mandated by the CHRT. In subsequent e-mail communications, ISC indicated that only eligible paid expenditures are tracked by the department. Claims that were ineligible or that were denied were not recorded in the financial system.	ISC provided the data in September 2023.
Transfers	IFSD sought information on transfers to provinces and territories for First Nations child and family services, and related activities. IFSD requested financial and related details for all votes/associated activities defined in the Public Accounts.	ISC provided the data in December 2023.
Post-majority care	IFSD sought information on funding for post-majority care provided to FNCFS agencies or other eligible recipients. The information is necessary to understand current funding practices in post-majority care and identify demand (and changes in demand with the pandemic-induced extension).	ISC could not provide data for this request. ISC indicated that the activity was being newly funded at actual costs with no information available to share.
Band representative services	IFSD sought information on funding for band representative services provided to FNCFS agencies or other eligible recipients. In October 2022, IFSD asked ISC how it developed its internal estimates for the First Nations Representative Services (then Band Representative Services). ISC responded indicating that “[...] Canada created a national estimate based on Ontario per capita expenditures over a 5 years [sic] period.”	ISC provided the data in September 2023.

Analysis exclusively of the FNCFS Program indicates increased expenditures across fiscal years (Figure 5). Most of the expenditures are provided

through a fixed contribution approach, i.e., funds have a defined purpose and total expenditures are defined annually.

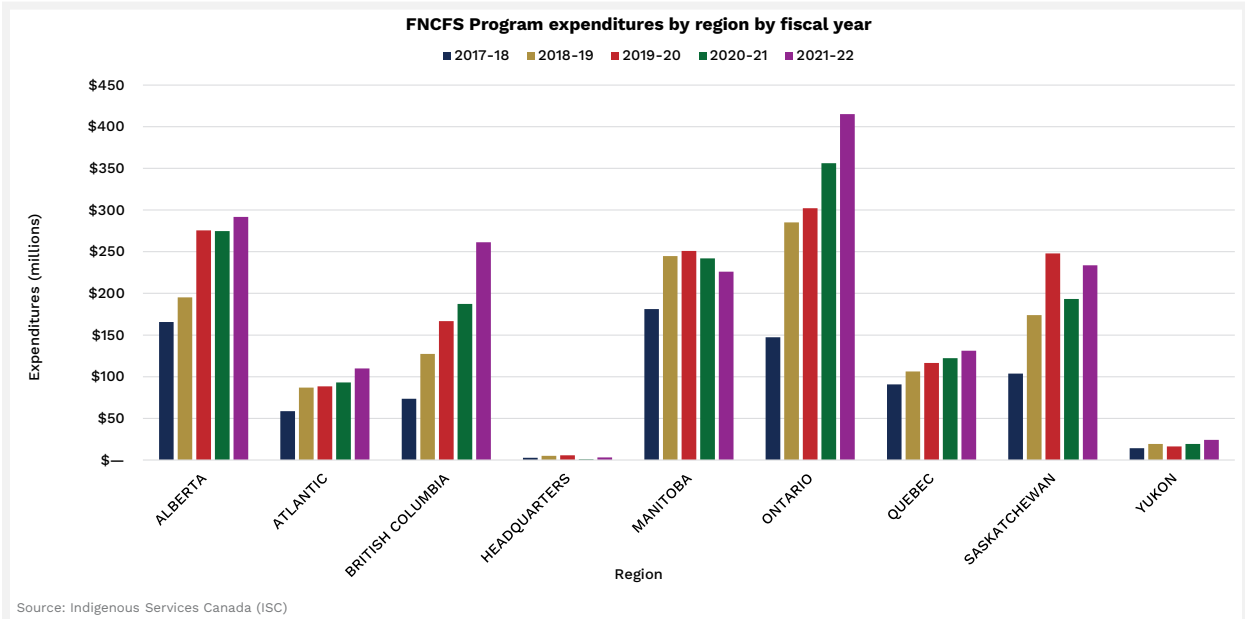
FIGURE 5



In the FNCFS Program, funding by region generally increases across fiscal years. Ontario-based

recipients receive most of the expenditures, followed by those in Alberta (Figure 6).

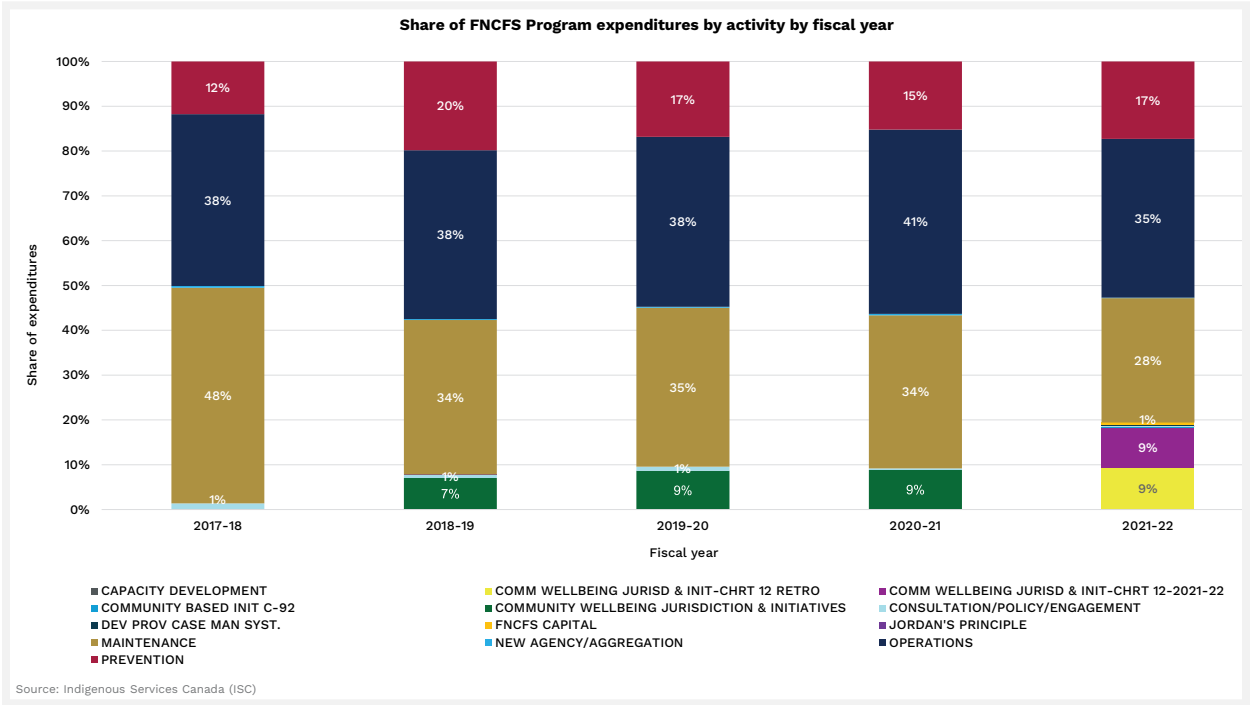
FIGURE 6



Within the FNCFS Program, there are three main activity areas (maintenance, prevention, and operations), as well as others that are funded through the program, e.g., CHRT mandated

retroactive payments, development of a case management system, etc. The three main activity areas, however, represent upwards of 80% of total annual expenditures (Figure 7).

FIGURE 7

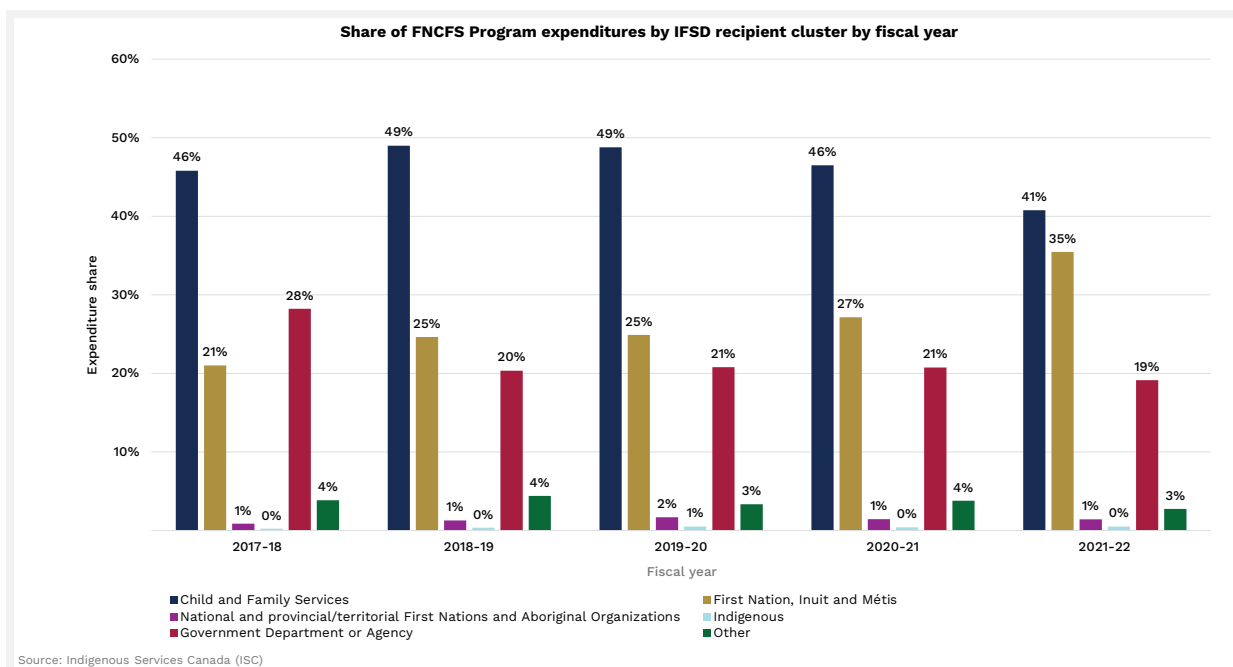


For clarity, IFSD clustered recipient types into five categories: child and family services (which includes FNCFS agencies); First Nation, Inuit, and Métis; National and provincial/territorial First Nations and Aboriginal³ organizations; Indigenous; government department or agency, e.g., provincial/territorial government; other. FNCFS agencies and similar service

providers receive over 45% of the FNCFS Program funding, although their share is trending slightly downward to 41%. The share of funding for First Nations, Inuit, and Métis increases across fiscal years. Funding for a government department or agency remains relatively constant at approximately 20% (Figure 8).

3 Aboriginal is used for consistency with ISC's expenditure codes.

FIGURE 8



At the time of writing there were two per capita funding amounts defined by ISC:

- Prevention at \$2,500 per person on reserve, upwardly adjusted for inflation;
- First Nations Representative Service (FNRS) funding at \$283 per person on reserve, upwardly adjusted for inflation.

The per capita prevention allocation comes from IFSD's previous analysis.⁴ The per capita allocation for the FNRS was developed by ISC

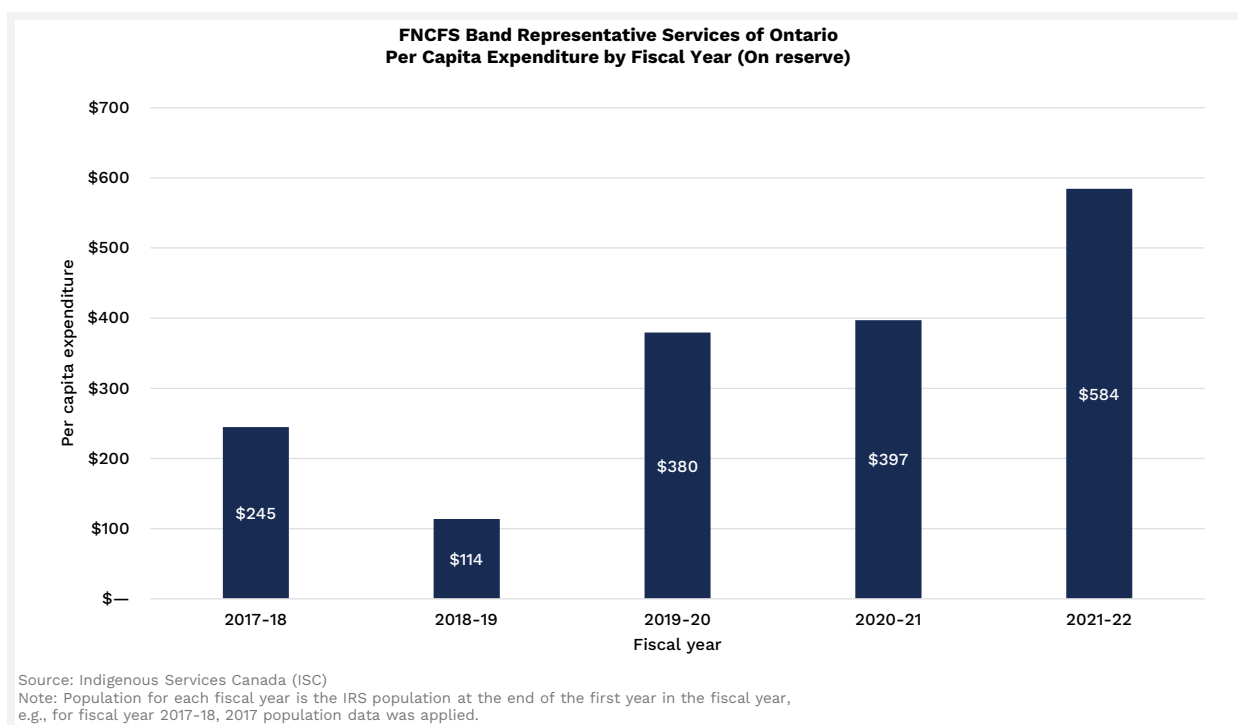
using Ontario per capita expenditures for the activity over a five-year period (as Ontario First Nations received funding for the services since 2017). However, in its analysis of the expenditure data, IFSD could not produce the allocation defined by ISC. Using on-reserve population by fiscal year in Ontario, per capita allocations range from a low of \$114 to a high of \$584 (Figure 9). The parties may wish to clarify the calculation of the estimate and the activities associated with the allocation.

⁴ The cost per person for prevention services, estimated at \$2,500 per person, comes from an operating agency providing only prevention services. The program activities include: "community-based activities and family support, legal support, victim services, social work, and social assistance. The active learning style initiatives range from education on fetal alcohol syndrome and brain development to emergency homes for respite" ([Enabling First Nations Children to Thrive](#), p. 92).

The \$2,500 per capita allocation for prevention is built from an existing FNCFS agency that provides full prevention services to its community. The \$2,500 per capita allocation represents a specific set of program activities. It does not represent the upper end of a range. The full case study and program activity description is from IFSD's report, [Enabling First Nations Children to Thrive](#), p. 91-94. It is **important** to keep in mind, that the allocation of \$2,500 for prevention activities is **part of a larger approach** described in IFSD's report, [Funding First Nations child and family services \(FNCFS\): A performance budget approach to well-being](#). The allocation of \$2,500 per person is part of a funding approach that ensures adequate and needs-based resourcing for contextual factors such as, geography and differences in need (i.e., poverty). **Pulling out the \$2,500 per person from the overall funding approach is an artificial representation of the full resource profile that is being proposed as part of the broader reformed approach.**



FIGURE 9



For an overview of ISC's total expenditures and additional analysis of the FNCFS Program see Appendix B2, and for Band Representative Services, see Appendix B3.

Hear from Mary Teegee, Executive Director, and Warner Adam, Chief Executive Officer, Carrier Sekani Family Services on considerations for the long-term reform of the FNCFS Program.

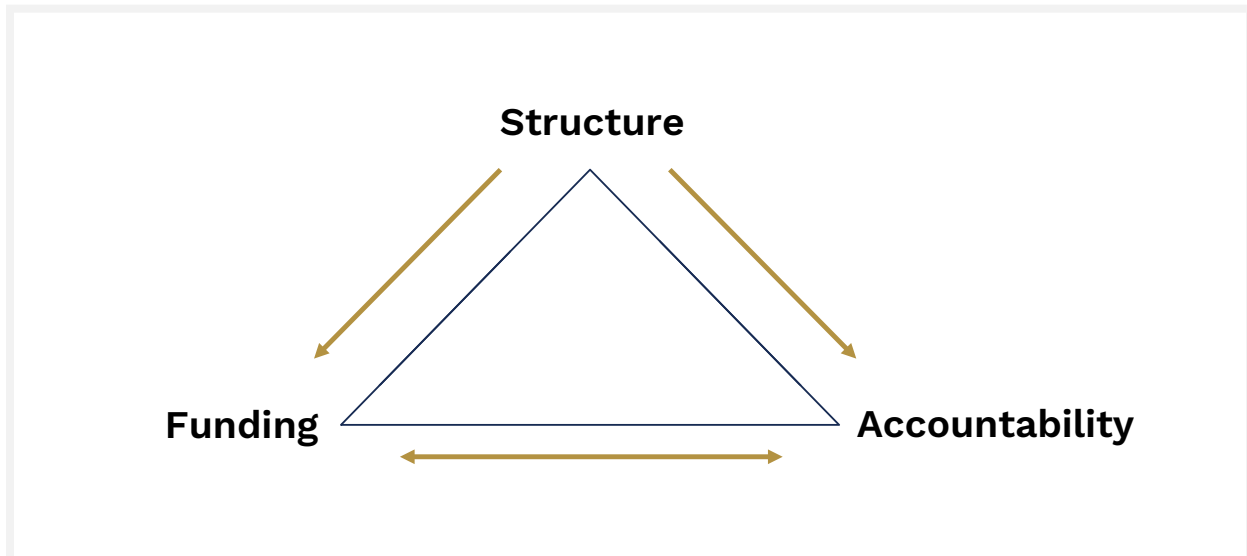
<https://youtu.be/7uthwy6kNbl>

FACTORS FOR THE SUCCESSFUL IMPLEMENTATION OF A REFORMED FNCFS PROGRAM

Sustainable change of the FNCFS Program with the goal of well-being requires changes to

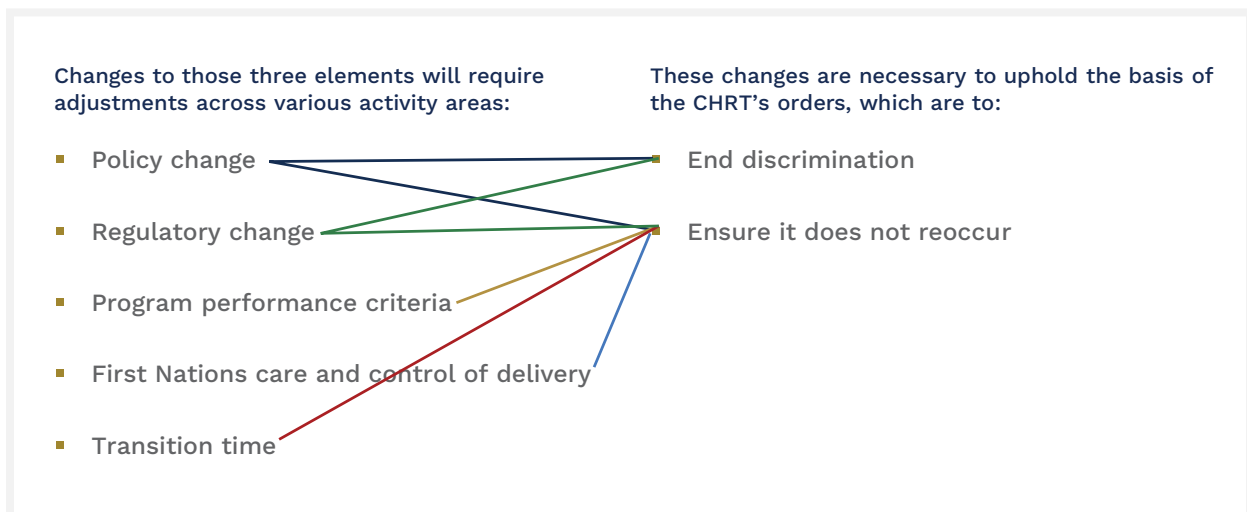
structure, funding, and accountability (Figure 10).

FIGURE 10



1. **Structure:** The incentives, rules, and conditions that determine when and how funding moves in a system.
 2. **Funding:** The amount of money allocated to recipients.
 3. **Accountability:** Monitoring of detailed indicators to determine if the system structure and funding are working to achieve desired goals.
- These three changes will require adjustments across various activity areas (Figure 11):

FIGURE 11





1. **Policy change:** Define the purpose of the FNCFS system, i.e., the well-being of children, families, and communities through a culturally-informed, substantive equality approach, focused on the best interests of the child.
 2. **Regulatory change:** Recognize that the development of new activities and programs to support children, families, and communities will require different Terms and Conditions (aligned to the policy change).
 3. **Program performance criteria:** Use the *Measuring to Thrive* framework (or a similar set of indicators), aligned to the goal of well-being. The financial (expenditure data) and non-financial information (from *Measuring to Thrive*) will be necessary to improve funding and results tracking over time. Changing the way funding is allocated and performance is captured will link policy and funding to support better outcomes for children, i.e., performance budget informed approach.
 4. **First Nations care and control of delivery:** First Nations should lead on the collection and analysis of their own information to improve decision-making and outcomes for children, families, and communities. Leveraging the Secretariat (and/or other bodies), First Nations could share best practices, approaches for training, service delivery, etc.
 5. **Transition:** Establish provisions for adjustment and refinement of the approach throughout the two-to-five-year period for transition (for existing service providers). The time for implementation of jurisdiction is expected to take much longer, e.g., 10+ years when legislative adjudication is considered.
- A reform to the FNCFS Program requires changes to policy, financial, and management authorities. (Table 2).

TABLE 2

AUTHORITY TYPE	DESCRIPTION	SOURCE
Financial	Allocation of public funds for a specific program or activity.	Prime Minister and Minister of Finance
Policy	Definition of program and performance objectives.	Cabinet Committee
Management	Program terms and conditions to operationalize the policy.	Treasury Board (Committee of Cabinet)

All three authorities are required to initiate a new program or reform an existing one. In the case of FNCFS, financial authorities have already been granted. The policy authority is being negotiated by the parties, and once defined, management authority will be sought to ensure consistency between them.

This final report proceeds by discussing analysis and recommendations on structure, funding, and accountability, followed by a review of considerations for transition, with guiding questions and guides for estimating allocations, preparing for data gathering and measurement, etc.



STRUCTURE

The structure of the FNCFS Program shapes incentives through rules and conditions. Adjusting the underlying structure of the existing FNCFS Program means changing its purpose through policy, its rules for funding allocations (including how and when resources flow to participants), and defining how progress will be assessed (discussed further in the accountability section). Structural reform is imperative to sustainable change. It cannot be expected that the system is set up to fund protection, report on protection, and measure instances of protection to deliver a different result by changing an amount of funding. To ensure that financial resources can be applied in ways to achieve the well-being of children, families, and communities, a different approach to the definition of policy and its implementation is required.

It is unwise to expect a change in outcomes from financial resources alone. To change the impact of funding, change the rules for its use and its monitoring. Once the system structure, funding, and accountability mechanisms are aligned to support a common goal, change can be expected with time. Adding more money to a broken system will not support sustainable change or better results for children. A 2022 report by the Office of the Parliamentary Budget Officer,⁵ indicated that Indigenous Services Canada (ISC) struggles to demonstrate results despite its spending increases. There is sufficient evidence to that effect with the CHRT's orders and non-compliance orders for administrative issues against Canada.

To change the results of the system, its structure needs to be changed. IFSD makes the following recommendations:

1. Clarify federal policy and associated regulations (including terms and conditions and outcome-based performance indicators) for the FNCFS Program to focus on well-being with alignment to the principles of *An Act respecting First Nations, Inuit and Métis children, youth and families*.
2. Implement a block funding approach for existing FNCFS agencies, with a carry-forward provision.
3. Ensure resources for the FNCFS Program are secure and cannot be used for other purposes by Indigenous Services Canada (ISC) through a Special Purpose Allotment (SPA), with a carry-forward provision.
4. Adopt the allocation approach proposed in this report for FNCFS agencies with a holistic understanding of the allocation for existing service providers. This means leaving the approach and its components intact and not artificially segmenting the allocation, as ISC has done with its interim funding commitments.
5. Stop all ad hoc decision making and changes to funding and to FNCFS Program rules.
6. Adopt a cohesive reformed approach that includes recommended changes to structure, funding, and accountability. Notify service providers of the full intended reform and its parameters at least one full fiscal year in advance of the change.

⁵ Office of the Parliamentary Budget Officer, *Research and Comparative Analysis of CIRNAC and ISC*, Ottawa: Office of the Parliamentary Budget Officer, 2022, <https://distribution-a617274656661637473.pbo-dpb.ca/4dd5db44bd0d5ddc57fd166053a5ee-6703753a32baa02d6906a3082c84b23a38>.



7. Provide service providers at least one full fiscal year in advance of the change with:
 - a. A clear statement of policy on the FNCFS Program and its associated terms and conditions;
 - b. A five-year funding allocation in a block approach;
 - c. Performance reporting indicators aligned to the goals of a reformed FNCFS Program.

CLARIFYING FEDERAL POLICY AND ASSOCIATED REGULATIONS

A reformed FNCFS Program should define its objectives in alignment to *An Act respecting First Nations, Inuit and Métis children, youth and families*. The objective and funding authority for the FNCFS Program should support a culturally informed approach to service delivery, the best interests of the child, and least disruptive measures. The purpose of the FNCFS Program should be to promote the well-being of children, families, and communities consistent with the holistic understanding of well-being in the *Measuring to Thrive* framework (or a similar set of indicators).

Funding associated to the FNCFS Program should be predictable (for planning and capacity building), transparent, with resources linked to outcomes for accountability, and renewal. Focused on well-being, there should be space for a variety of approaches to service delivery. The diversity of approaches should be supported by a transfer policy with a five-year funding envelope, with the provision for carry-forwards of unspent funds. Terms and Conditions associated to the FNCFS Program should be aligned

to policy objectives. **They should not be defined before the parameters of a reformed program are in place.**

There are two principles that should be reflected in the Terms and Conditions for long-term funding (consistent with CHRT orders):

1. That discrimination ends;
2. That discrimination does not reoccur.

Achieving these objectives requires consideration of: funding; structure; and accountability.

Terms and conditions associated to the long-term funding approach should be drafted to ensure recipients can allocate resources with flexibility, to meet the needs of children, families, and communities, consistent with the goal of holistic well-being. This should include consideration of:

- **Capacity**, e.g., demonstrating ability to deliver program activities to achieve results;
- **Results**, e.g., reporting on results annually;
- **Comptrollership**, e.g., including clean and timely audit opinions.



Terms and conditions for recipients should leverage indicators from the *Measuring to Thrive* framework, or a similar framework, that consider the well-being of children, families, and communities. This would embed a performance-informed approach to budgeting that promotes flexibility for recipients, with consideration of holistic results.

This approach requires recognition of different points of departure. Consideration should be

given to capacity development for program design and delivery, data collection, and evidence generation.

Performance of the FNCFS Program should be assessed through outcomes by monitoring and measuring changes in holistic well-being. Indicators, such as those in the *Measuring to Thrive* framework should consider children, families, and communities.

BLOCK FUNDING APPROACH FOR EXISTING FNCFS AGENCIES

Where should care and control in delivery and accountability in FNCFS rest? *Should it rest with First Nations and their delegated service providers or with ISC?* When funding is sufficient, determining how resources should be applied to meet needs should be done by those on the ground. Even with the actuals process mandated by the CHRT, ISC retains control of what is an eligible or ineligible expenditure in FNCFS. If First Nations and their service providers are seeking autonomy in the provision of services, it will come with trade-offs.

In a fee-for-service model (i.e., ISC pays bill for activity), power rests with ISC:

- ISC dictates funding streams and uses
- ISC determines allowable expenditures
- ISC reallocates resources within the department and different priorities because funding is not infinite, nor is it protected (through an SPA) for FNCFS

In a block approach, decisions on how to spend resources rests with the service provider:

- Service provider has an agreement with a defined funding amount which supports planning
- Service provider has autonomy in allocation and does not seek approvals or reimbursements from ISC on spending
- Service provider is accountable for delivering on the mandate

Whether considering the past or current approaches to funding, the accountability for results rests with the service provider (Table 3). If the service provider is accountable for delivering services to children and families, they should want to control *how* they spend their resources to meet needs.

**TABLE 3**

CONSIDERATION	PAST	CURRENT	"FUTURE (IFSD'S APPROACH)"
Funding approach	Fee-for-service	Fee-for-service via actuals process	Block (provider controls how they spend)
Control of spending	ISC	ISC, with increased flexibility with reimbursement for actual spending	First Nation/delegated service provider
Accountability for results	Service provider	Service provider	Service provider

The current approach to the FNCFS Program is a fee-for-service model (Table 4). ISC's approach funds service providers to deliver specific activities. Eligibility is defined and determined by ISC.

In both the current system (fee-for-service) and the proposed reformed system (block contribution approach), Parliament must appropriate resources annually.⁶ This means that resources — in either the existing or reformed system —

could be constrained or increased by proposal of the federal government and parliamentary (approval/rejection). While both systems rely on parliamentary appropriations, they have different premises. In the fee-for-service model, ISC determines what is eligible and ineligible, even though resources are at actuals for the interim period. In the block approach, the provider determines how best to expend funds, with clarity around the formulation of the allocation.

6 The Government requires the approval of Parliament to raise or spend funds. In a majority Parliament (where the governing party holds a majority of seats), votes on Government proposals are expected to pass. In a minority Parliament (where the governing party holds a plurality of seats but not the majority of seats), votes on Government proposals may not pass. Money bills (in which revenues are raised or spent) are matters of confidence. Failure to pass a money bill is a tacit vote of non-confidence and a government would resign and seek dissolution of Parliament, triggering an election. Government can seek Parliamentary approval to spend funds in two ways: 1) annual appropriations acts: Government prepares spending proposals for Parliamentary review. The Estimates (documents supporting the appropriations bills) include amounts and broad use of funds. Should the appropriations bills be passed, they will receive Royal Assent and Government will have its requested funds. Government may return to Parliament to seek additional resources should they be required throughout the fiscal year; 2) statutes: legislatively defined authority to make payments at an amount specified in the statute. Parliament approved the statute and authorities, i.e., funding, is deemed to be granted until such time the statute is amended or rescinded, or it sunsets. Examples of statutes include Equalization, Canada Health Transfer. All money raised or spent by Government is subject to Parliamentary approval. No Parliament can bind a future Parliament, therefore, spending approval through an appropriations act for one program in year 1 does not guarantee funding for the program in year 2. A statute, however, would provide greater security as laws require more effort and time to change than an appropriations bill. Statutory funding, however, is not guaranteed as legislation can still be amended. See for instance, Treasury Board of Canada Secretariat, "Estimates Publications and Appropriation Acts," Government of Canada, last updated February 13, 2024, <https://www.canada.ca/en/treasury-board-secretariat/services/planned-government-spending/expenditure-management-system/estimates-publications-appropriation-acts.html>; Treasury Board of Canada Secretariat, "Appropriation Acts (Supply Bills)," Government of Canada, last updated December 20, 2024, <https://www.canada.ca/en/treasury-board-secretariat/services/planned-government-spending/appropriation-acts.html>; House of Commons, "Financial Procedures," Ottawa: House of Commons, no date, https://www.ourcommons.ca/procedure/our-procedure/financialProcedures/c_g_financialprocedures-e.html.



TABLE 4

COMPONENT AND DEFINITION	DESCRIPTION — ISC'S CURRENT APPROACH
Structure: The incentives, rules, and conditions that determine when and how funding moves in a system.	• The FNCFS Program follows terms and conditions for various streams of related funding, e.g., protection, prevention, etc. • Most funding is allocated through the 'fixed' allocation mechanism. This means that allocated resources have a defined purpose and cannot be used for different purposes, even within program objectives • Funding is on a fee-for-service basis, i.e., payment for services (currently at actuals) and per capita allocations, i.e., prevention
Funding: The amount of money allocated to recipients.	• The FNCFS Program is funded through a combination of actuals, i.e., reimbursement for allowable expenditures, and fixed funding, e.g., per capita allocation for prevention of \$2,500 divided among First Nations and service providers • This is an interim approach until a final funding approach is implemented
Accountability: Monitoring of detailed indicators to determine if the structure and funding are working to achieve desired results.	• The FNCFS Program requires reporting by recipients for reimbursements and for overall program performance • Performance indicators are being revised by ISC

In IFSD's proposed approach to funding the FNCFS Program, funding is understood holistically, i.e., you cannot segment the approach. Service providers have flexibility to adjust allocations within their block (e.g., operations and capital; protection and prevention, etc.).

In the block funding approach proposed by IFSD (Table 5), funds are provided for general purposes identified under terms and conditions in a contribution agreement or a statute.

In a reformed program, it is expected that recipients will provide protection and/or prevention related programs and services. This requires recipients to have consistency in funding (for planning purposes) and to have the flexibility required to respond to changing/evolving circumstances in communities, within the scope of the *Measuring to Thrive* framework, or an equivalent framework.



TABLE 5

COMPONENT AND DEFINITION	DESCRIPTION — IFSD PROPOSED APPROACH
Structure: The incentives, rules, and conditions that determine when and how funding moves in a system.	- Funds transferred through the block contribution approach with adjustments - Funds are provided for general purposes under a contribution agreement or statute to be used by service providers with flexibility to meet needs in communities - Carry forwards are allowed, unexpended funds can be retained - Special purpose allotment established to restrict repurposing of FNCFS funds within department - Funding flows to recipients in a single transfer at the start of the fiscal year, having received prior notice (12 months in advance) of their budget allocation, consistent with the terms of the reformed FNCFS Program
Funding: The amount of money allocated to recipients.	- Allocations are defined based on a set of principles, consistent with program objectives - Allocations are adjusted with updated information to meet changing needs, e.g., population, inflation (CPI), income-based poverty, etc. (it is expected that updates, other than population and inflation be revisited through evaluation every five years) - Funding amounts are reliable and known
Accountability: Monitoring of detailed indicators to determine if the structure and funding are working to achieve desired results.	- Outcome-based performance indicators that consider the well-being of children, families, and communities to define a baseline and track changing results over time - Use information to evaluate and adjust funding and structure to ensure objectives are being achieved

Funding amounts would be predetermined every fiscal year: baseline budget + funding top-ups, e.g., prevention, poverty, etc. + adjustments for population + inflation (there should be limited changes to annual funding for service providers within the five-year period, other than adjustments for population and inflation). The approach, i.e., amount of funding, structure, and results should be evaluated before the end of the fifth fiscal year.

This approach is expected to be manageable for service providers working in established organizations, e.g., those organizations with

well-developed business practices, internal management, and service delivery, who know the people they serve and their needs.

For organizations that are new or in a state of crisis, the approach could be more challenging. Without clarity and consistency around service offerings and existing expenditures, the block approach could provide supplementary funds that risk being unused or insufficient funds for what the organization will eventually do. However, the amount of funding, structure, and results would be reviewed every five years, which would provide an opportunity to rebalance the approach.



IFSD's proposed funding approach is designed as a trade-off for recipients: maximum flexibility to make decisions in the best interests of children and families, in a culturally informed approach, in pursuit of substantive equality, with an understanding that the recipient will work within a predefined set of resources (assuming they are sufficient). This trade-off is reasonable, from IFSD's perspective, as the current fee-for-service based approach restricts planning, program development, and problem-solving.

The proposed approach aligns to ISC's existing block funding mechanism with some refinements:

- funding allocation based on principles;
- a special purpose allotment to ring-fence funding designated for FNCFS within ISC;
- emergency funding; and,
- outcome-based performance criteria.

The refinements are not expected to be fiscally significant but tied to achieving results and aligned with the Government of Canada's Policy on Results. See Table 6 for a comparison of ISC's existing block funding approach and IFSD's proposed approach.



TABLE 6

ELEMENT OF FUNDING APPROACH	FUNDING APPROACH		COMPARISON (SIMILAR; SOMEWHAT SIMILAR; DIFFERENT)
	IFSD FUNDING APPROACH ⁷	ISC BLOCK FUNDING ⁸	
Resource Allocation	Funds are allocated based on a combination of previous financial data (to fund maintenance and protection) and need (population size, geography, poverty level, etc.)	Funds are provided for a block of programs under a contribution agreement.	Somewhat similar
Reallocation of Funds	Funds are provided for general purposes identified under a contribution agreement or statute. Service providers have flexibility to adjust allocations based on need. Allocations are defined on a set of principles, consistent with program objectives.	Funds can be reallocated within block, as long as program objectives are being achieved.	Similar
Carry Forwards	Carry forwards are allowed.	Carry forwards are allowed.	Similar
Retention of Funds	Unexpended funds can be retained and directed to program activities by service providers on an as-needed basis.	Unexpended funds can be retained (even at the end of the program), assuming use of funds is consistent with program objectives.	Similar
Eligibility Criteria	Recipient must meet criteria established in contribution agreement or statute.	Recipient must meet general assessment criteria.	Similar
Special purpose allotment	Funding for FNCFS should be ring-fenced, i.e., defined as a special purpose allotment within the department.		Different
Emergency funding	Assuming sufficient funding, recipients are expected to work within the block. Should circumstances beyond the recipient's control, e.g., natural disaster, suicide crisis, etc., emerge requiring additional resources, emergency funding is available within the FNCFS Program.		Different
Performance criteria	Outcome-based performance indicators that consider the well-being of children, families, and communities to define a baseline and track changing results over time. That may be considered in the future for program design and/or funding level changes.	In-progress; current indicators are output-focused.	Different

⁷ Institute of Fiscal Studies and Democracy, *Funding First Nations Child and Family Services (FNCFS): A Performance Budget Approach to Well-Being*, IFSD, 2020, <https://ifsd.ca/wp-content/uploads/2024/06/ifsd-report-2020-07-funding-first-nations-child-and-family-services-fncfs.pdf>.

⁸ Treasury Board of Canada Secretariat, "Directive on Transfer Payments: Appendix K," Government of Canada, last updated April 1, 2022, <https://www.tbs-sct.canada.ca/pol/doc-eng.aspx?id=14208>.



The Government of Canada transfers funds to recipients for various reasons, e.g., acquisition of goods or services, compensation, equalization, etc. There are different approaches and criteria to transfer funding to uphold constitutional and legal obligations and ensure transparency for Parliament and the public.

To obtain funding through a block approach and apply it with latitude, a recipient must meet eligibility criteria. It is IFSD's understanding from ISC that most First Nations and FNCFS agencies would qualify for block-style funding approaches based on the assessment criteria. Increased flexibility in the use of funds comes with eligibility criteria and differentiated reporting requirements.

IFSD considers the block funding approach a crucial element for care and control in delivery of FNCFS by First Nations and their service providers. ISC does not deliver services in FNCFS and is not placed to adjudicate on the most suitable use of funds to meet the best interests of the child, through least disruptive measures, in a culturally informed approach. Service providers are required to maintain provincial/territorial CFS standards or those of their First Nation's law. From that position, with the practice standards and legal requirements, service providers are best placed to allocate funds to meet the FNCFS needs of communities.

THE SPECIAL PURPOSE ALLOTMENT (SPA)

The funding for the FNCFS Program should be allocated to ISC through a Special Purpose Allotment (SPA). An SPA is a specific authority in the Treasury Board Transfer Policy designed to protect funds from departmental internal vote transfers. Funding for FNCFS is embedded in a larger transfer — grant and contribution — vote).

From Treasury Board Policy on Transfer Policy:

An SPA is used to set aside a portion of an organization's voted appropriation for a specific program or initiative, thereby prohibiting its use for another program. An SPA is established, for example, when the Treasury Board wishes to impose special expenditure controls.

Any unspent funds remaining at year-end in an SPA are not eligible to be carried forward to the next fiscal year under the TBS operating budget carry-forward guidelines, unless separate Treasury

Board approval has been obtained. If such an approval has been obtained, then that amount within the SPA is carried forward and placed in an SPA for the next fiscal year.⁹

Adjusted terms and conditions and a carry-forward provision would be tailored to define an SPA and ensure the funds cannot be used for other purposes within the department. An SPA can include Treasury Board approval (Finance Minister is a member of Treasury Board) of a carry-forward provision. It will also send a transparent signal to Parliament and Canadians that these authorities are treated separately from other departmental transfers (grants and contributions).

The SPA is an important component of the approach, as ISC should not be allowed to reallocate FNCFS funds internally to cover shortfalls in other policy areas.

⁹ Treasury Board of Canada Secretariat, "Commonly Sought Authorities," Government of Canada, last updated November 25, 2020, <https://www.canada.ca/en/treasury-board-secretariat/services/treasury-board-submissions/guidance/commonly-sought-authorities.html>.

FUNDING

At the time of writing, a \$19.08B allocation to the ‘long-term reform’ of FNCFS over five years was made by the Government of Canada.

It is unclear what resources come from that allocation and what remains of the allocation (Table 7).

TABLE 7

FUNDING ISSUE	ESTIMATES KNOWN/UNKNOWN
FNCFS agencies	Unknown, only IFSD estimate available
Post majority supports and services	Unknown, paid at actual costs
First Nation Representative Service (FNRS)	Known, per capita estimate
Prevention and other allocations to First Nations served by an FNCFS agency	Unknown, split of prevention resources and other allocations calculated by ISC
Capital (new purchases and builds + maintenance for owned assets)	Unknown, by application
First Nations not affiliated to an FNCFS agency	Unknown, only IFSD estimates available (March 2024)
Housing for FNCFS	Known, allocation approach to be confirmed

To ensure funding is not discriminatory and reflective of the diverse contexts of First Nations, IFSD makes the following recommendations:

1. Allocate resources to the service provider able to continue to or immediately deliver child and family services in First Nations. This includes protection and prevention (primary, secondary, tertiary) services.
2. Understand the funding approach and allocation holistically. Do not pull apart the allocation intended for a service provider, as the amounts may not be sufficient for the discharge of their mandate.
3. Ensure the existing federal baseline for service providers is maintained as the foundation on which to add activity and context specific components (adjusted by inflation and population escalators).

4. Develop allocations to service providers with funding principles linked to their activities and different contexts (e.g., poverty, geography, and over time, outcomes).

IFSD provides recommendations for each funding component. IFSD provides its recommendations for each funding component in Table 8. IFSD modelled national cost estimates for FNCFS agencies based on:

1. IFSD uses FNCFS agency-reported federal portions of expenditures from FY 2021-2022.
2. The agency-reported federal expenditures for FY 2021-2022 were adjusted for inflation and population to bring them to 2023-2024 dollars.
3. For any non-reporting FNCFS agencies, their estimated federal expenditures were extrapolated based on province and whether the First Nations they serve have year-round road access.



4. The total value of agency-reported federal expenditures is defined by IFSD as the baseline budget in its calculations.
5. To this baseline budget, all top-ups, i.e., prevention, poverty, etc. are added.
6. All components are adjusted for remoteness.
7. Projections for future fiscal years are grown by inflation and population.

What is NOT included in FNCFS agency estimates:

1. Post-majority supports and services (Appendix C).
2. First Nations Representative Services (Appendix B3).
3. Capital (new acquisitions/builds and maintenance of owned assets). IFSD's recommendation is a national, application-based pool. Cost estimates were revised following collaborator feedback on the original estimate (Appendix D1 and Appendix D2).

To build national bottom-up estimates for FNCFS agencies, IFSD applied the following calculations and assumptions:

1. Baseline budgets estimates include only federal funding sources.
 - a. Baseline budgets for FNCFS agencies have two sources:
 - i. Actual expenditures reported by participating FNCFS agencies through the 2021-2022 questionnaire (49% participation rate)¹⁰ (see Appendix E1 for the questionnaire, and Appendix E2 for a summary of the findings). All federal expenditures are included (as they were reported as a total by FNCFS agencies), e.g., maintenance, least disruptive measures, prevention, protection, etc.
 - ii. Imputed budgets based on weighted per capita average budgets for FNCFS agencies within the reporting province/region (with and without year-round road access);
 - b. For any agency that reported their expenditures (but not the federal portion) or for any agency with an imputed

10 The outreach approach to contact FNCFS agencies involved both calling and emailing the 117 FNCFS agencies identified at the time the questionnaire was issued in April 2022. Note: The number of FNCFS agencies was revised to 112 later in the project period.

The first phone call to each FNCFS agency began in the week of April 4, 2022. If contact was made with the relevant person, an email including the project overview and questionnaire were sent within that week as well.

Following the initial contact, follow-up attempts occurred between April-end of June 2022. **Agencies were contacted by phone at least 3 times, and by email, 5-7 times.**

British Columbia and Saskatchewan agencies received additional outreach as working sessions were hosted by regional organizations to complete the questionnaire that occurred in June 2022. Individual virtual sessions were offered to assist in the completion of the questionnaire with minimal uptake.

Issues identified during outreach:

- Challenge connecting with directors; messages left with assistants or by voicemail and unsure if transmitted.
- Lack of familiarity with IFSD.
- Contacts are extremely busy; some noted not having the time to complete the questionnaire.

In June 2022, IFSD offered a \$300 gift card to each agency that completed the questionnaire.

The questionnaire process was closed on November 4, 2022. FNCFS agencies that did not participate in the questionnaire were contacted the week of November 28, 2022, and were invited to respond to five questions (from the questionnaire). The five questions captured basic information on revenues/expenditures for the baseline exercise.



- budget, a 75% average portion of baseline budgets (the national average) was applied to model the federal allocation.
- c. To build the baseline budget for cost modelling for Ontario FNCFS agencies:
 - i. Ontario FNCFS agencies reported federal funding sources with significant variability. It was not possible to use their reported federal proportion of their baseline budgets for this exercise;
 - ii. Nationally, including Ontario FNCFS agencies, the average portion of a baseline budget paid by Indigenous Service Canada (ISC) is 75%;
 - iii. 75% was applied to estimate the federal portion of baseline budgets of Ontario FNCFS agencies (participating or not participating in the FNCFS questionnaire).
 2. Two scenarios based on the remoteness allocation are used in estimates. Both models are premised on 15% of the Cost Adjusted Factor (CAF) calculated based on the remoteness index of a community and whether it has access to roads, developed by ISC. The resulting CAF estimates were scaled down to an average of 15% across all FNCFS agencies. The remoteness top-up is applied to the baseline budget and to top-ups:
 - a. Scenario 1 (CAF_15%_>0.4): 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups.
 - b. Scenario 2 (CAF_15%_>0.0_agency-level): 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
 3. There are 7 components that build on the baseline budget to develop an estimated federal allocation for FNCFS agencies. Post-majority support is being funded at actuals and is not included in the model. Capital allocations are not included, nor is capital maintenance (as that would apply only to owned assets).
 - i. Geography/remoteness (see Appendix F)
 - ii. Poverty
 - iii. Prevention
 - iv. IT
 - v. Results
 - vi. Emergency funding (see Appendix G)
 - vii. Maintenance allocation (see Appendix H)
 - a. The principles underlying the components are the same for FNCFS agencies across Canada.
 - b. There are high, medium, and low scenarios for each component, other than geography/remoteness and prevention.
 4. Prevention at \$2,500 per person is fully allocated to FNCFS agencies in this model.
 5. To forecast expenditures for the next five fiscal years, the total estimated budget is grown by population (Indian Registry System (IRS) data) + inflation (based on the Consumer Price Index (CPI)) (see Figure 40).
- The funding allocation is meant to be understood and applied holistically.* On their own, none of the components are sufficient to address the issue to which they relate. The total budget on its own, understood to be transferred through the block contribution approach,



is intended to be sufficient for the discharge of a FNCFS agency’s mandate with the goal of supporting the well-being of children, their families, and communities.

Across all scenarios, the baseline, prevention, and remoteness (applied to all FNCFS agencies) allocations are the same, as are program escalators for projections, i.e., population and inflation. National estimates of the low, medium, and high scenarios with remoteness applied only to those FNCFS agencies serving First Nations with an index of 0.4 or above are included in Appendix I. IFSD’s recommended funding allocation draws on different levels of top-ups as presented in Table 8.

TABLE 8

COMPONENT	DESCRIPTION AND CONSIDERATIONS	IFSD’S RECOMMENDATION
Baseline budget	FNCFS agency’s total federal expenditures for the delivery of CFS reported through the 2021-22 questionnaire and adjusted to 2023-24 dollars.	Total federal expenditures for the delivery of CFS as reported by FNCFS agencies.
Prevention ¹¹	Resources to deliver activities and services to stop or reduce the risk of child maltreatment. 3 types of prevention (it is expected that at least secondary and tertiary services are being delivered by FNCFS agencies): Primary: Directed to the community as a whole, designed to educate and prevent child maltreatment. Secondary: Aimed to support a child who may be at risk of harm or maltreatment, e.g., home visit programs for parents, addictions treatment for parents, etc. Tertiary: Used when a child has been identified as at risk of harm of child maltreatment, e.g., immediate crisis intervention.	\$2,500 per person resident on-reserve
Remoteness/ geography	15% scaled average of Cost Adjusted Factor (CAF). Remoteness can impact FNCFS agency operations and budgets. The remoteness/ geography component should be recognition of the differentiated costs of delivering and acquiring needed services in different geographic contexts (beyond year-round road access alone).	15% scaled average of CAF applied to all FNCFS agencies
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards. Different needs and IT sophistication among agencies. Some will require complete reset, others will be adding to existing capacity.	5.5% of the baseline budget

¹¹ IFSD understands protection and prevention services to be integrated. This is crucial for service delivery that meets the needs of children and families by ensuring safety, while leveraging least disruptive measures.

Protection: Services for child safety to ensure children are free from harm, abuse, and neglect.

Prevention: Activities and services to stop or reduce the risk of child maltreatment (primary, secondary, tertiary).



Poverty	Difference between the Market Basket Measure (MBM) (by region and population size) and total after-tax median household income (Census 2016) ¹² on-reserve. This is not poverty alleviation and not an income supplement. The resources recognize that poverty is a known driver of contact with protection services. The allocation recognizes that resources are needed to mitigate the impacts of deprivation as a driver of contact with protection.	5% of the difference between regionally-relevant MBM and total after-tax median household income
Results	Allocation to support data collection and analysis. Data is essential for control and improved decision-making. Collecting and analyzing relevant information can be an early warning sign of challenges and can highlight successes. For many FNCFS agencies, this will be a new activity in need of support.	5% of the baseline budget
Maintenance	Support to mitigate the changing costs of child maintenance (over and above inflation) within the regular course of business.	3% of the baseline budget
Emergency	Support responses to unanticipated circumstances related to CFS that affect demand for core services (protection and prevention).	2% of the baseline budget
Inflation	The purpose of an inflation adjustment on program funding is to correct for changes in purchasing power. Working with an adjusted inflation rate, such as one based on the Consumer Price Index (CPI) inflation, would be generally reflective of changes in the costs of goods and services. For five-year projections, the inflation rate is assumed to be 3% (the higher end of the Bank of Canada's inflation target).	CPI, adjusted annually
Population	Changes in population size impact service delivery. Population and projections should use the Indian Registry Service (IRS) by Band.	IRS population by Band

IFSD's funding approach generates national allocations between the medium and high scenarios (Figure 12). Five-year national projections estimate the total system cost to be \$17.5B with IFSD's recommended scenario (Table 9).

By comparison, system costs range from \$16.7B with the low scenario, \$17.2B with the medium scenario, and \$17.7B with the high scenario (Table 10 and Figure 12).

¹² Following a consultation with Statistics Canada, IFSD will continue to use Census 2016 total median household income data with adjustments for inflation in its cost estimation, as it considers the number a more accurate (albeit imperfect) reflection of the current state of First Nations.

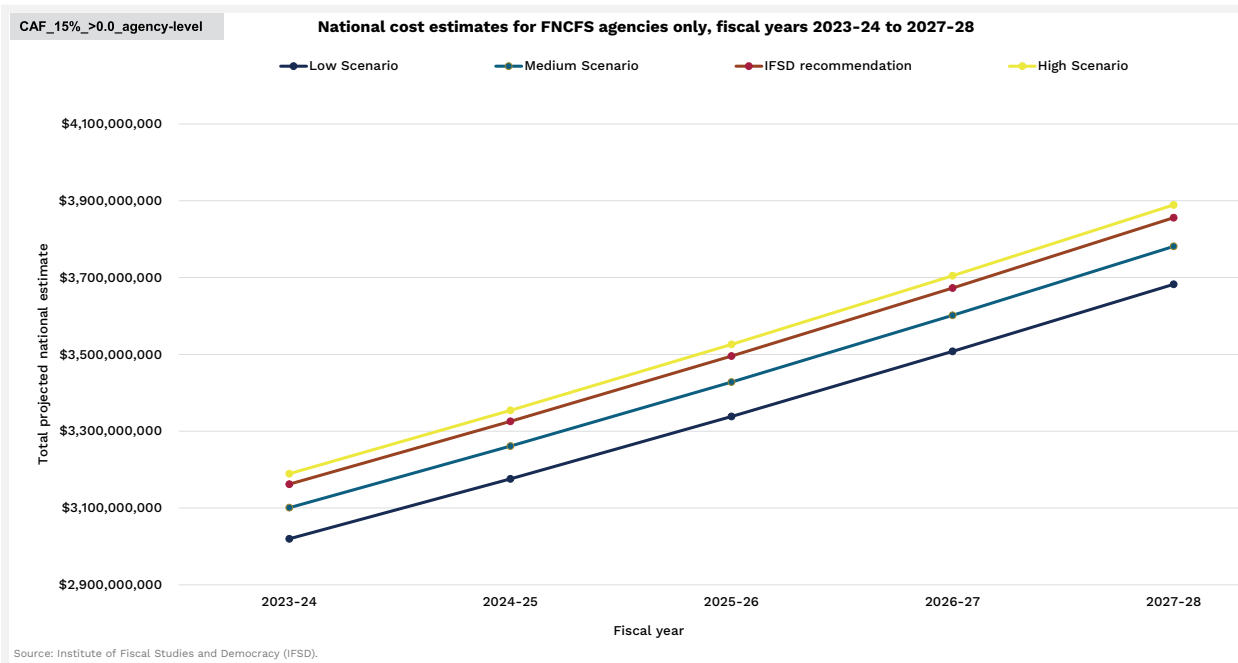
Total median household incomes as captured in Census 2016 and Census 2021 increased significantly for First Nations. Statistics Canada has also observed general growth in income across Canada (see Statistics Canada, "Pandemic Benefits Cushion Losses for Low-Income Earners and Narrow Income Inequality – After-Tax Income Grows Across Canada Except in Alberta and Newfoundland and Labrador," Government of Canada, last updated July 13, 2022, <https://www150.statcan.gc.ca/n1/daily-quotidien/220713/dq220713d-eng.htm>).

Nationally, pandemic relief programs and other direct transfers to persons, e.g., increases to the child benefit, contributed to the income growth. While every First Nation is different, and the sources of their income changes unique, the pandemic relief programs and direct transfers were nationally available and were likely an important factor in the income growth observed for First Nations. Moreover, Statistics Canada indicated a change in Canada Revenue Agency (CRA) reporting with Form T90 for First Nations (starting in 2019) which could contribute to differences when making historical comparisons—although the size and direction of the impact is unknown.

TABLE 9

IFSD RECOMMENDATION	2023-24	2024-25	2025-26	2026-27	2027-28	TOTAL
Alberta	\$447,364,457	\$469,937,027	\$492,464,316	\$516,036,650	\$540,164,897	\$2,465,967,347
Atlantic	\$175,375,845	\$186,132,044	\$197,265,080	\$208,838,534	\$220,972,131	\$988,583,635
British Columbia	\$437,876,471	\$460,812,756	\$484,257,003	\$508,997,278	\$533,950,454	\$2,425,893,963
Manitoba	\$661,196,878	\$696,190,547	\$733,030,216	\$771,515,737	\$810,990,845	\$3,672,924,223
Ontario	\$766,757,730	\$802,091,754	\$839,354,792	\$877,856,378	\$918,281,852	\$4,204,342,506
Quebec	\$220,719,014	\$230,903,812	\$241,335,338	\$252,326,481	\$263,745,595	\$1,209,030,240
Saskatchewan	\$452,795,282	\$479,545,418	\$507,984,995	\$537,410,170	\$567,792,771	\$2,545,528,636
Total	\$3,162,085,678	\$3,325,613,358	\$3,495,691,741	\$3,672,981,228	\$3,855,898,545	\$17,512,270,550

FIGURE 12



IFSD's recommended funding allocation approach reflects the different starting points of service providers, the widely reported needs, e.g., IT, data gathering analysis, and consider-

ation of emergency and maintenance needs as activities in the system stabilize. Protection and prevention are assumed to be integrated in service delivery (Figure 13).



FIGURE 13

CONSIDERATIONS ON THE SPLIT OF PREVENTION RESOURCES

Protection and prevention are integrated services. This is crucial for service delivery that meets the needs of children and families by ensuring safety, while leveraging least disruptive measures. There are three types of prevention services:

Primary: Directed to the community as a whole, designed to educate and prevent child maltreatment.

Secondary: Aimed to support a child who may be at risk of harm or maltreatment, e.g., home visit programs for parents, addictions treatment for parents, etc.

Tertiary: Used when a child has been identified as at risk of harm of child maltreatment, e.g., immediate crisis intervention.

ISC split the allocation of prevention resources between existing service providers and First Nations. It was (and remains) unclear who was accountable for which types of prevention service delivery.

There should be an assessment of the effectiveness of prevention funding to First Nations served by an FNCFS agency to ensure children and families can immediately receive needed services. Secondary and tertiary prevention services are complex interventions that require trained professionals. It is unfair, without warning or time to plan, to expect that First Nations are prepared to deliver secondary and tertiary prevention services, especially if they are served by an FNCFS agency. While not all First Nations are pleased with their FNCFS agency, an existing FNCFS agency mandated by the First Nation can be a source of expertise with a history of practice, service delivery, and a network of practice.

The following questions should be asked of First Nations receiving prevention funding (whether or not that are currently served by an FNCFS agency):

1. Has there been a needs assessment or readiness assessment to determine the ability to immediately deliver secondary and tertiary prevention services?
2. What are the service requirements for prevention (primary, secondary, tertiary)?
3. How is service provision integrated with protection?
4. How is the service provider accountable for delivering prevention services (primary, secondary, tertiary) ensuring consistency with the Act? With other CFS providers?

Care and control of First Nations in prevention service delivery should include a respectful and adequate period to plan and prepare for the complexity of secondary and tertiary services, and its integration with protection.



TABLE 10

CAF_15%_>0.0_ AGENCY-LEVEL	FISCAL YEAR							
	PROVINCE	SCENARIO	2023-24	2024-25	2025-26	2026-27	2027-28	TOTAL
Alberta		Low Scenario	\$428,308,535	\$449,919,632	\$471,487,361	\$494,055,486	\$517,156,106	\$2,360,927,120
		Medium Scenario	\$438,951,356	\$461,099,442	\$483,203,086	\$506,332,121	\$530,006,608	\$2,419,592,614
		IFSD recommendation	\$447,364,457	\$469,937,027	\$492,464,316	\$516,036,650	\$540,164,897	\$2,465,967,347
		High Scenario	\$450,645,815	\$473,383,951	\$496,076,464	\$519,821,823	\$544,126,896	\$2,484,054,948
Atlantic		Low Scenario	\$165,672,720	\$175,833,876	\$186,350,961	\$197,284,177	\$208,746,568	\$933,888,303
		Medium Scenario	\$171,848,027	\$182,387,923	\$193,296,972	\$204,637,626	\$216,527,262	\$968,697,810
		IFSD recommendation	\$175,375,845	\$186,132,044	\$197,265,080	\$208,838,534	\$220,972,131	\$988,583,635
		High Scenario	\$178,464,311	\$189,409,985	\$200,738,997	\$212,516,188	\$224,863,564	\$1,005,993,045
British Columbia		Low Scenario	\$414,355,100	\$436,059,600	\$458,243,946	\$481,654,750	\$505,268,414	\$2,295,581,810
		Medium Scenario	\$427,370,397	\$449,756,464	\$472,637,921	\$496,784,208	\$521,139,204	\$2,367,688,195
		IFSD recommendation	\$437,876,471	\$460,812,756	\$484,257,003	\$508,997,278	\$533,950,454	\$2,425,893,963
		High Scenario	\$441,698,953	\$464,835,366	\$488,484,282	\$513,440,300	\$538,611,401	\$2,447,070,301
Manitoba		Low Scenario	\$633,431,922	\$666,956,151	\$702,248,547	\$739,118,213	\$776,935,585	\$3,518,690,417
		Medium Scenario	\$649,431,692	\$683,802,711	\$719,986,761	\$757,787,533	\$796,560,196	\$3,607,568,892
		IFSD recommendation	\$661,196,878	\$696,190,547	\$733,030,216	\$771,515,737	\$810,990,845	\$3,672,924,223
		High Scenario	\$666,902,110	\$702,197,750	\$739,355,407	\$778,172,879	\$817,988,638	\$3,704,616,784



Ontario	Low Scenario	\$730,706,478	\$764,379,401	\$799,890,585	\$836,581,513	\$875,106,404	\$4,006,664,381
	Medium Scenario	\$750,393,979	\$784,974,136	\$821,441,911	\$859,121,726	\$898,684,399	\$4,114,616,151
	IFSD recommendation	\$766,757,730	\$802,091,754	\$839,354,792	\$877,856,378	\$918,281,852	\$4,204,342,506
	High Scenario	\$772,126,948	\$807,708,573	\$845,232,348	\$884,003,771	\$924,712,075	\$4,233,783,715
Quebec	Low Scenario	\$212,509,968	\$222,316,133	\$232,359,680	\$242,942,012	\$253,936,340	\$1,164,064,132
	Medium Scenario	\$216,941,697	\$226,952,258	\$237,205,256	\$248,008,305	\$259,231,919	\$1,188,339,435
	IFSD recommendation	\$220,719,014	\$230,903,812	\$241,335,338	\$252,326,481	\$263,745,595	\$1,209,030,240
	High Scenario	\$221,845,591	\$232,082,328	\$242,567,092	\$253,614,370	\$265,091,708	\$1,215,201,089
Saskatchewan	Low Scenario	\$434,870,336	\$460,561,553	\$487,875,240	\$516,135,544	\$545,315,296	\$2,444,757,968
	Medium Scenario	\$445,793,232	\$472,129,743	\$500,129,557	\$529,099,695	\$559,012,407	\$2,506,164,634
	IFSD recommendation	\$452,795,282	\$479,545,418	\$507,984,995	\$537,410,170	\$567,792,771	\$2,545,528,636
	High Scenario	\$457,591,385	\$484,624,891	\$513,365,804	\$543,102,656	\$573,807,064	\$2,572,491,800
Total	Low Scenario	\$3,019,855,059	\$3,176,026,345	\$3,338,456,320	\$3,507,771,695	\$3,682,464,713	\$16,724,574,133
	Medium Scenario	\$3,100,730,381	\$3,261,102,677	\$3,427,901,464	\$3,601,771,216	\$3,781,161,995	\$17,172,667,732
	IFSD recommendation	\$3,162,085,678	\$3,325,613,358	\$3,495,691,741	\$3,672,981,228	\$3,855,898,545	\$17,512,270,550
	High Scenario	\$3,189,275,115	\$3,354,242,843	\$3,525,820,393	\$3,704,671,988	\$3,889,201,345	\$17,663,211,683



ACCOUNTABILITY

There are different parties responsible for ensuring the appropriate delivery and results from CFS, e.g., service providers, funders, etc. Each actor has a role and reporting obligations. Service providers are accountable to the First Nations they serve and to ISC for the use of resources. ISC is accountable for ensuring funding is sufficient, non-discriminatory, and consistent with goals of the FNCFS Program.

Ensuring those accountabilities are upheld requires information to understand how the children are doing. Asking and understanding how the children are doing will provide the information needed to assess whether the structure and funding of the FNCFS Program are delivering on the needs of children.

Upholding the CHRT order to ensure discrimination does not reoccur requires relevant information. Not just any information, but information that measures and monitors how the children are doing.

Information for First Nations and service providers can be used for planning, reporting to community, reporting to funders, improving practice, and advocacy. For ISC, that information is required to report to Parliament, and back to the First Nations and service providers funded through the program.

Accountability in FNCFS requires the measuring and monitoring of relevant information to ensure discrimination does not reoccur. Measuring what matters means identifying and addressing structural drivers of contact

with protective services and having the information to improve service access for First Nations children and families. IFSD recommends accountability be ensured by:

1. Require a national reporting practice for FNCFS for transparency to First Nations and their delegated service providers while holding the Government of Canada accountable.
2. Establish a First Nations-led secretariat to support data gathering and analysis and best practices in FNCFS.
3. Define the reporting and service obligations of different funding recipients through the FNCFS Program, e.g., if FNCFS agencies and First Nations are expected to deliver secondary and tertiary prevention services, their reporting obligations on an activity basis should be the same.
4. Ensure ISC's performance indicators for a reformed FNCFS Program reflect the structural drivers of contact with protective services.
5. Include a review of the allocations to reform the FNCFS Program, e.g., \$47.8B from the Draft Final Agreement (assuming it is ratified), its allocation, and outcomes as part of a five-year program review.

Research and analysis on indicators consistent with a holistic well-being framework has been defined by FNCFS agency directors and reviewed by Indigenous and non-Indigenous experts. The *Measuring to Thrive* framework is a collection of indicators meant to help assess the well-being of First Nations children, families, and communities. The framework is not a



case management tool. It is an approach based on gathering information at the level of the First Nation, and potentially, aggregated to the level of a service provider, regionally, or nationally.

Measuring to Thrive is intended as a linking mechanism between realities and changes in communities, funding, and accountability in FNCFS. The approach recognizes that levels of income, poverty, housing shortages, and other structural factors impact children and families. These factors weigh on families raising children, increasing the likelihood of contact with child protection services. As a performance framework, consistent with the Government of Canada's policy on results, *Measuring to Thrive* is outcome-based and emphasizes wellness across its measures. The performance approach considers context and various indicators of individual and familial well-being.

IFSD's proposed funding approach for a reformed FNCFS Program is rooted in *Measuring to Thrive* by reflecting and qualifying community-level differences, such as poverty or geography that impact service provision.

Working with the 20 collaborators (a combination of FNCFS agencies and First Nations exercising/contemplating jurisdiction), a set of indicators were defined for measuring and monitoring change in FNCFS for service providers and for ISC.

IFSD maintains, consistent with collaborators' recommendation, that ISC's indicators for the FNCFS Program reflect the structural drivers of contact with protective services and realities in

First Nations. Mitigating the effects of structural drivers means working to reduce immediate protection concerns for children. The five proposed indicators for ISC were (see Appendix J1):

1. Safe and suitable housing
2. Sufficient and safe water from source to tap
3. Family reunification
4. Livable income
5. Access to mental health and specialized services within the community

At the time of writing, ISC's indicators for the FNCFS Program focus on the safety of children without any consideration of well-being. This is problematic for accountability. There is no understanding of *why* children are in contact with protective services, what happens to them while they are in care, when they exit, why they exit, or the realities of their communities.

The work of the parties to reach a final agreement is a step toward reforming the FNCFS Program to end discrimination and prevent its reoccurrence. Actual reform is not yet underway (Table 11). There is a requirement to recognize that true reform in FNCFS will take several years and will be inextricably linked to changes in structure, funding and accountability. Services and activities will not have an opportunity to stabilize until the FNCFS Program's funding to recipients, i.e., service providers, have a consistent and clear structure and funding approach. The current state is ad hoc and in constant flux which does not allow for medium- or long-term planning.



TABLE 11

HIGH-LEVEL STEPS	IFSD RESEARCH
1. What's the problem you're trying to solve? Define gaps between current state and desired future state.	Phase 1 Costed the FNCFS system and identified gaps.
2. Propose an alternative approach.	Phase 2 Developed a bottom-up needs-based funding structure, with a well-being focused measurement framework.
3. Test the proposed approach.	Phase 3 Tested and modelled the approach from Phase 2, into First Nation and agency specific delivery models.
4. Implement changes to structure, funding, and accountability for reform.	Not yet started.

In this ad hoc environment, there has been no consideration of how recipients receiving funding are required to report on results. For instance, existing FNCFS agencies have existing reporting requirements for their federal funding. It remains unclear, however, how First Nations receiving prevention and other resources will be asked to report on their results. If the funds they receive are consistent with the purpose of the FNCFS Program to promote the safety and well-being of children, they too should be required to demonstrate how resources are supporting the desired outcome.

Accountability among funding recipients from the FNCFS Program requires clarity on service delivery. All recipients of the FNCFS Program providing or assumed to be providing protection and/or prevention services (mainly secondary and tertiary) should be undertaking their activities consistent with the principles of *An Act respecting First Nations, Inuit and Métis children, youth and families*. Since 2022, ISC decided to

split resources between FNCFS agencies and First Nations without consideration of accountability for program and service delivery, let alone outcomes. There should be reporting consistency among funding recipients expected to deliver the same programs and services. It is not prudent, in anticipation of a program review, to only understand results from the work of a subset of service providers but not all of them. The requirement for reporting should be welcomed by all parties. Without clear reporting requirements to First Nations served by an FNCFS agency and to the federal government, there is a risk that system outcomes and contributing elements through funding and structure decisions remain unknown. With its current approach, ISC is indicating that it does not want to know how resources are being expended by recipients, especially by First Nations receiving resources and the results generated. This limits the ability of stakeholders to hold ISC to account for its structure and funding decisions.



Stakeholders should demand transparency by providing ISC information that First Nations and their delegated service providers own and control. Only then will a lack of transparency and poor data management cease to be excuses for the failures of the existing system.

Without data collection and reporting there will be no evidence as to whether discrimination has indeed ended. Evidence over time about the structural drivers of contact with protective services and changes in well-being outcomes for children will be the only way to ensure discrimination is not reoccurring.

THE FIRST NATIONS-LED SECRETARIAT

The First Nations-led Secretariat should be established to play a coordinating role in supporting First Nations and their delegated service providers in gathering and analyzing their data in FNCFS. In addition, the Secretariat as a centre for best practices would be a place of knowledge sharing, with the development of a national network of practice. Peer-to-peer learning in FNCFS would be a powerful tool for the design and development of program and service delivery. Appendix K provides an overview of models for the secretariat. In March 2024, IFSD hosted an expert roundtable to reflect on options for the design and mandate of the Secretariat. The recommendations and summary of the discussion are presented in Figure 14.

In brief, an expert roundtable of First Nations child and family services (FNCFS) leaders, practitioners, and academics (First Nation, Indigenous, and non-Indigenous) worked with IFSD to prepare recommendations on a First Nations-led Secretariat in FNCFS. The call for the body has been documented by IFSD in its work since 2018 with FNCFS providers.

The roundtable differentiated the immediate need for analysis of FNCFS administrative data

from the longer-term strategy of First Nations-led enumeration in their communities. The focus of the discussion and recommendations were on the immediate need to leverage administrative FNCFS data for analysis to monitor and improve the FNCFS Program.

It is a fundamental human right to be counted, especially, when a child is being cared for by anyone other than their parent/guardian. Counting in FNCFS is a critical first step to establishing a baseline from which to monitor well-being.

To this end, a two-part mandate for the FNCFS Secretariat was defined:

1. **Data and evidence generation:** “The Centre for Measurement in CFS,” a staffed entity within an existing First Nations-led organization would hold, scrub, analyze, and report on evidence from data provided by existing service providers.
2. **Best practices and operational support:** a devolved network of regional organizations with a coordinating national office to share program and operating practices, as well as disseminate research prepared by the Centre for Measurement in CFS.



FIGURE 14

Summary of the measurement roundtable: Defining next steps for a national First Nations child and family services data strategy.

Purpose

In February 2024, IFSD convened an expert roundtable of First Nations child and family services (FNCFS) leaders, practitioners, and academics (First Nation, Indigenous, and non-Indigenous). The group advised and challenged IFSD as it prepared its recommendations on the First Nations-led Secretariat.

The concept of establishing a ‘Secretariat’ for FNCFS came from service providers. The call from providers for a centre to support data analysis and to share best practices was documented in IFSD’s first report, *Enabling First Nations Children to Thrive*, and was further detailed in its second report, *Funding First Nations Child and Family Services: A performance budget approach to well-being*.

The concept of a First Nations-led Secretariat for FNCFS was included in the Agreement-in-Principle among the parties to the Canadian Human Rights Tribunal (CHRT).

The primary focus of this expert roundtable was the immediate need for a national FNCFS data strategy, leveraging existing administrative data.

A separate but related matter is a long-term strategy for First Nations-led enumeration. This is a distinct matter on its own timeline that should be addressed separately from the immediate issues confronting FNCFS.

The opportunity

The Secretariat is an opportunity for First Nations to lead a solution to build an evidence base focused on the well-being of children. Information shared by existing service providers will inform practice, standards, policies, and laws to shape the care and control in delivery of First Nations child and family services.

Leveraging existing information (already captured by service providers) and an analytic approach with decades of operating history in states and major cities in the United States, the Secretariat can generate evidence for decision-making. This is an opportunity to use data on practice to generate evidence to build better services, improve decisions in resource allocations, and over time, anticipate community needs based on past trends.

Context

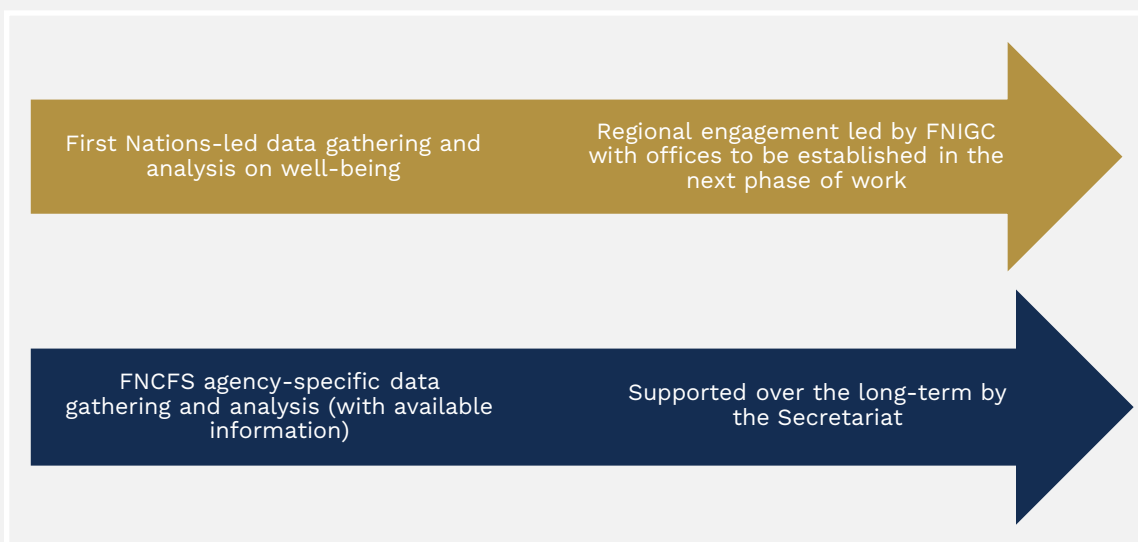
It is a fundamental human right to be counted, especially, when a child is being cared for by anyone other than their parent/guardian. Counting in FNCFS is a critical first step to establishing a baseline from which to monitor well-being.



When compared to Australia and the United States, Canada is a poor performer in its counting of children in care, let alone in its understanding of their well-being. Information about children is being collected by service providers and the provinces/territories, without any consistent aggregation or reporting. There is an opportunity for change.

There are two separate matters that require different responses:

1. First Nations gathering their own data about their well-being (general and specific to FNCFS-related topics);
2. Existing FNCFS agencies sharing their data for analysis.



The first matter is a work in progress led by the First Nations Information and Governance Centre (FNIGC). At the time of writing, FNIGC and its regional partners are implementing Phase 1 of the First Nations Data Governance Strategy. The end goal is to establish a national network of fully functional data and statistical centers, led by First Nations in every region and at the national level. As envisioned by the Strategy, these centers will aim to provide a comprehensive suite of expert-driven data and statistical services, including data gathering and analysis, to support the common data capacity needs of communities, their governments, their service delivery entities, and advocacy organizations.

The second matter should be actioned immediately, and was the focus of the discussion, defined as the *Secretariat*. There is an opportunity to leverage data from FNCFS agencies to understand *how the children are doing*. The evidence generated from the data analysis will be crucial for assessing the impact of system reform and whether discrimination in FNCFS is recurring.



Mandate of the Secretariat

The Secretariat will have two functions: 1) data and evidence generation; 2) best practices and operational support.

The discharge of the mandate will be done through two separate structures:

1. **Data and evidence generation:** “The Centre for Measurement in CFS,” a staffed entity within an existing First Nations-led organization. Separating the data and evidence functions from best practices and operations is imperative for independence. Hosted within an established and trusted national First Nations-led organization, such as the First Nations Information Governance Centre (FNIGC), would hold, scrub, analyze, and report on evidence from the data. The Centre for Measurement in CFS would work with existing service providers to gather data and generate evidence. The gathering and analysis of data requires a group of consistent people with requisite expertise.

Sustainable infrastructure and a research practices are necessary for building and analyzing longitudinal datasets. To ensure the integrity and objectivity of the data gathering and analysis within the realm of CFS, it is crucial that the Centre for Measurement operate with independence from the entities focused on the development and dissemination of best practices and operational support. By maintaining a clear separation, the Centre for Measurement will function as a neutral body, dedicated to the empirical aspects of CFS.

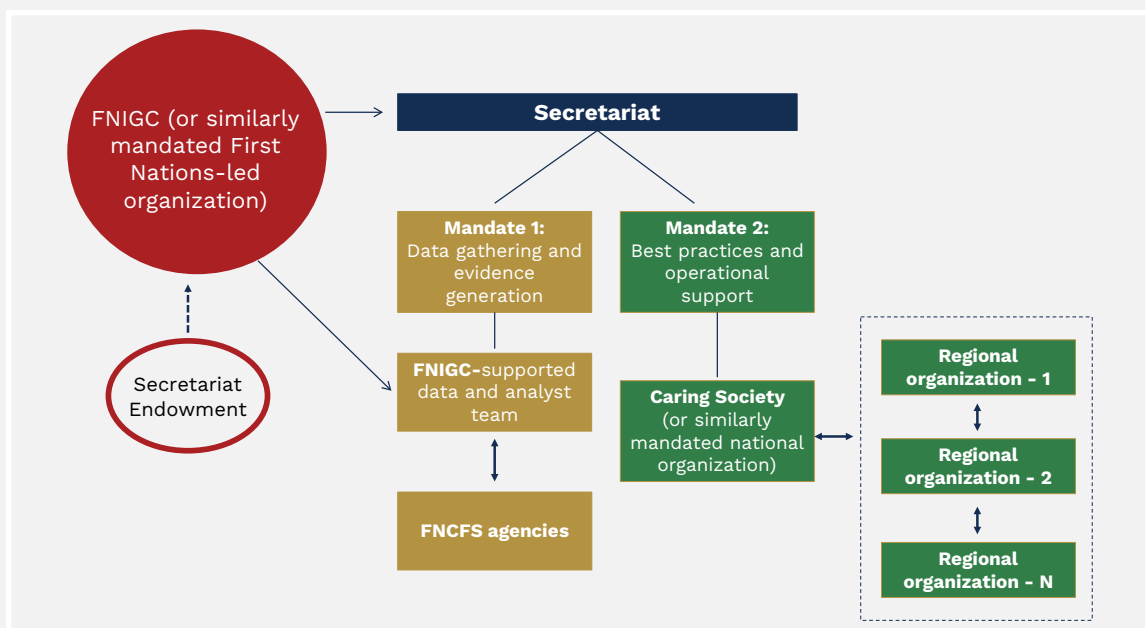
2. **Best practices and operational support:** a devolved network of regional organizations with a coordinating national office in the Caring Society, or similar organization. The contributing organizations would create a de facto network of practice to share program and operating practices, as well as disseminate research prepared by the Centre for Measurement in CFS. The regional organizations and national coordinating office may identify priority areas in practice, refine program design, monitor service delivery policies, and prepare reports to disseminate and share knowledge.

Taken together, the two mandates of the Secretariat would be positioned to lead on the renewal of the FNCFS Program with evidence generated from service provider data and the collection of practices from local innovations. Regional organizations could explore grants or awards to encourage service providers to innovate in the gathering and analysis of data for program design and outcomes for children and families.

To demonstrate sustainable opportunities for improved monitoring and evidence generation, the 112 FNCFS agencies could be convened in anticipation of the establishment of the Centre for Measurement in CFS. The gathering would provide a platform for these agencies, in partnership with First Nations regional representatives, to assess their willingness to

share their data for analysis and identify the questions they and the communities they serve would like answered. It is imperative to recognize that First Nations are the sovereign custodians of their data. The agencies and the forthcoming Centre for Measurement are envisioned to serve as trusted stewards, facilitating the use of the FNCFS administrative data in a manner that respects ownership and governance principles established by First Nations. Participation from all FNCFS agencies is ideal but not compulsory, the involvement of those prepared to share will be instrumental in helping to define a sustainable path forward for improving data and evidence on the well-being of First Nations children in care.

In addition, established regional organizations should be convened to define an approach to their devolved network for sharing best practices and research dissemination. For provinces/regions without an established support organization, e.g., Alberta, some Atlantic provinces, a rotating chair may be established, they may wish to join an existing organization, or establish their own.



The mandate of the Secretariat should include a requirement for evaluation in its fifth year by a third-party organization. This assessment will be structured to function autonomously, separate from the general FNCFS Program review. The framework for the evaluation could be included in the Secretariat's mandate.

The dual mandate would be funded through an endowment. It is recommended that the endowment structure and value be allocated independent from ongoing negotiations on First Nations child and family services.



The endowment structure is intended to promote independence and resource sufficiency for the mandates of the Secretariat. Resources from the endowment would be allocated on a differentiated basis to the data and evidence generation function, and the best practices and operational support function. Sufficient and independent resources would contribute to local innovation in service provision.

The endowment would be held by a national organization that has First Nations-led governance, research, and data analysis expertise consistent with OCAP ® Principles. The board governing the endowment would work with Executive Director of the Centre for Measurement in CFS, as well as that of the Caring Society or a similar organization to allocate resources to the regions and the Centre for Measurement in CFS.

Local capacity remains crucial. Data gathered from providers and analyzed by the Secretariat will remain at least one year behind. Field-leading work will be undertaken locally and ideally, supported, and informed by evidence.

Recommendations

1. Recognize and leverage the opportunity for two tracks of data gathering and analysis:
 - a. First Nations-specific data gathering and analysis, supported by FNIGC and its existing regional structures until such a time as the future data capacities to be built at the regional and national levels as part of the First Nations Data Governance Strategy come on line;
 - b. FNCFS-specific data gathering and analysis, that leverages data from existing service providers.
2. Establish a First Nations-led Secretariat with a focus on FNCFS for existing service providers.
 - a. The Secretariat will be mandated to report back to First Nations, and FNCFS agencies.
3. Define two separate but related functions and mandates of the Secretariat:
 - a. Data gathering and analysis;
 - b. Best practices and operational support.
4. Fund the Secretariat through an endowment.
 - a. The endowment will be held by a First Nations organization, such as FNIGC or a similar organization.
 - b. Emphasize innovation through the endowment through local practice of service providers.
 - c. Ensure the Secretariat and its functions are separate from politics. Separate the funding of the Secretariat and its functions in the negotiations for a final settlement agreement.
5. Link the data gathering and analysis function to an existing First Nations-led independent organization, such as FNIGC or a similar organization, with established governance and practices aligned to OCAP ® Principles.



6. The best practices and research dissemination role should be undertaken by existing regional organizations with expertise in child and family services (separate from the data gathering and analysis function). Their activities should be supported by the coordinating work of a national organization, such as the Caring Society or a similar organization.
7. Immediately resource a data gathering and analysis exercise for existing willing FNCFS agencies to demonstrate the possibilities of working with available data and established practices for analysis.
8. Call on the provinces and territories to produce the data on First Nations children in care in their possession.

PROGRAM EVALUATION

The Government of Canada has a well-articulated legislative and policy framework for the evaluation of programs. More specifically, in the case of the FNCFS Program the *Financial Administration Act* requires an evaluation at least every five years. Further, the Treasury Board's policy and directives on evaluation prescribe "good practices" for evaluation. The Government of Canada will lead an evaluation of the FNCFS Program within the next three years. The results from this evaluation will inform future funding and programming decisions.

The mandatory evaluation presents an opportunity for FNCFS delivery organizations. Most notably, the absence of a clear federal evaluation framework provides First Nations and their delegated service providers the chance to present their own that could be adopted by the Government.

Drawing from the federal government's policy framework, this could include the up-front identification of *how* and *what* will be evaluated.

Why is program evaluation necessary?

The Government of Canada funds the FNCFS Program through ISC. Recipients include FNCFS agencies, First Nations, Tribal Councils, provinces, etc. Program evaluation is a legal obligation of the federal government (in order to report to Canadians on results), and is consistent with sound program management practices.

The legal requirement for program evaluation comes from the *Financial Administration Act* which provides that:

Subject to and except as otherwise provided in any directives issued by the Treasury Board, every department shall conduct a review every five years of the relevance and effectiveness of each ongoing program for which it is responsible.¹³

ISC must lead an evaluation at least every five years. More importantly, by policy and convention the results of this evaluation are reported publicly. This ensures that parliamentarians and the public can use the information to hold the federal government accountable for issues of funding and results.

¹³ Canada, *Financial Administration Act* (1985), s. 42.1, <https://laws-lois.justice.gc.ca/eng/acts/F-11/section-42.html>.



Sound program management requires measuring the effectiveness of spending in achieving results. To that end, the Government of Canada has implemented an evaluation policy framework to ensure *value for money* in service delivery. In principle, this involves an obligation on the part of ISC to monitor outcomes to identify opportunities to improve program delivery and the overall efficacy of the FNCFS Program.

How do you know programs are achieving results?

The Government of Canada's evaluation policy recommends departments and agencies articulate a "theory of change" (ToC). The ToC outlines how the government's proposed money and funded activities will result in the desired goals. The goals typically fall within two categories: outputs and/or outcomes.

- **Outputs** are the programs and services a provider would deliver. This would include specific types and numbers of interventions for FNCFS and generally corresponds with the government's old funding model. It is focused on what is being done.
- **Outcomes** focus on the overall results of programs and services for children, families, and communities. It is generally agnostic to the modalities of service delivery. It focuses on what is being achieved.

ISC's current practice is to control the program through management of outputs — the allowable/fundable activities. A focus on measuring outcomes is consistent with a block approach in which First Nations and their delegated service providers take on care in control and delivery.

Considerations for a path forward

There are two key considerations for a path forward in measurement and accountability. First, consensus needs to be solidified among all stakeholders regarding the overarching intent of the FNCFS Program: to end discrimination and ensure it does not reoccur. Second, the core elements of a reformed program need to be instituted for all service providers, specifically:

- Recognize the structural drivers (root causes) of contact with protective services.
- Reduce contact of children with protective services.
- Integrate protection with secondary and tertiary prevention.



POTENTIAL PERFORMANCE INDICATORS

As a starting point, First Nations and their delegated service providers may wish to consider identifying potential indicators that provide all stakeholders with the requisite information to monitor well-being in First Nations communities. If possible, such indicators would also allow ISC to fulfil its responsibility to demonstrate the value for money in FNCFS programming as well as provide ongoing opportunities to improve program efficiency and effectiveness.

Data is sovereignty and can be an effective tool for First Nations and their service providers. First Nations care and control in collecting, analyzing, and using data should be a core tenet of any FNCFS reform.

First Nations and their FNCFS service providers will take a variety of paths on FNCFS data capture and analysis. To improve outcomes for children, families, and communities, we must first ask and track how they are doing.

IFSD's collaborators on the Phase 3 project defined a combination of case-level and community-level indicators for use by service providers for measurement to monitor change in FNCFS. Following the November 2022 meeting in Ottawa, a sub-working group of collaborators made additional contributions by defining the indicators and their potential measures. The indicators reflect a combination of case-level and community-level information relevant to the delivery of FNCFS with consideration of well-being. The collection of indicators, their definitions, and measurement considerations are included in Appendix J2.

Using their own data systems as models, the collaborators prepared a gap analysis relative to the indicators. Their gap analysis indicated that case level information, especially, as it related to protection services was available among FNCFS agencies. Other data, such as knowledge of Indigenous languages, spiritual, and cultural indicators could be retrieved from case notes (but not readily available through data systems).

Some of the community-level indicators, e.g., those related to education completion rates are accessible through the Census (the limitations of the data are recognized). The balance of the community-level indicators, e.g., substance misuse, and perceived access to services were not available through publicly accessible sources.

The takeaway from the gap analysis was the recognition that current data gathering was focused on the reporting requirements of funders (federal and provincial in FNCFS). Some collaborators engaged in program-specific data gathering about secondary and prevention programming, but they were the exception. Most of the gathered data aligned to practice standards and requirements.

The results of the gap assessment indicated that data was being gathered in different systems and in different ways across the country. While the commonly available information was related to protection services, it was gathered in different systems. Thus, to test even a subset of the indicators with the collaborator group, an alternative approach to organizing information was necessary in order to build a common base for analysis.



Organizing the data needed to monitor change in CFS means tracking what is happening with children and families in need of support, tracking the services received, and incorporating the community context, in the data model.

One approach to organizing the data is to consider the “events” associated to a child (or the person/family with whom interventions are being made). In this approach, information about the person receiving supports is captured by coding the events based on a date and related activity descriptors (Appendix J3). The approach is premised on understanding a trajectory from a starting point, with a series of events to assess change.

The event-based approach comes from Multistate Foster Care Data Archive, an information database on child welfare managed by Chapin Hall Center for Children, at the University of Chicago. Several state child welfare agencies compile administrative data for analysis by Chapin Hall. As in Canada, state jurisdictions gather different types of data and it is not always comparable. To manage differences, Chapin Hall’s approach uses the basic, most commonly understood data terms for comparability across time and with other jurisdictions. Administrative data captures information about the population served. Analyzing this information can be helpful to understand trends and changes for children in the child welfare system. The more data that

is included, the more complete the analytic portrait, and the monitoring of changes.

The event-based approach makes four assumptions:

1. There is a record of the person/persons receiving supports.
2. Events related to the person/persons are relevant and are tracked in chronological order.
3. The First Nation or FNCFS agency would define the events to be tracked, e.g., an assessment, a service received, a change in living arrangement. An assessment might capture facets of cultural identity, language, etc. Events also refer to the steps taken to protect a child.
4. Data is captured and organized for analysis. There is no pre-judgement of outcomes.

In October 2023, IFSD convened Phase 3 collaborators in Ottawa to review a data organization strategy for the *Measuring to Thrive* pilot (Appendix J4). The workshop was attended by all 20 collaborators for Phase 3 (a mix of First Nations exercising jurisdiction and FNCFS agencies), with 43 participants contributing to the discussion. Collaborators were invited to code up to 100 case files from two fiscal years using the event-based approach. Collaborators with their own coded data sets applied the analytic script to their own information. For those without data, a dummy data set was provided for analysis.



To assess the impact of interventions for children, data is required. Gathering and organizing data into a useable format that captures different interventions is a crucial first step. By coding events and corresponding date as well as related activity descriptors for the child or family in need of services, the trajectory of the service recipient from a starting point can be tracked through to exiting care of the agency. Tracking a range of events, e.g., prevention, protection, and recording information relating to children and families in need of support is about gathering data and organizing it.

The exercise was engaging and challenging. It demonstrated the importance of a common approach to organizing data for analysis and the power of good information to answer a relevant set of questions about outcomes of children. To promote access, the full exercise was done in Excel. The event-based approach is an option for a forward strategy in national data gathering. Building a culture of measurement can be challenging. It represents extra work, it may pose IT challenges, there may be concerns about blame in the process or for outcomes. This, however, does not mean it cannot be done. The United States and Australia both have national reporting approaches to child welfare. Canada should take this as an opportunity to lead with First Nations and their delegated service providers on a relevant and well-being focused approach to measurement and monitoring in child welfare.

In an assessment of what comes after the shock of uncovering unmarked graves and the clarity of CHRT's orders on discrimination in FNCFS,

Dr. Fred Wulczyn, a global expert in child welfare measurement and analysis, notes:

In its relationship with First Nations people, Canada finds itself at a critical moment in time. One path forward is built around a commitment to empowering communities so that they know the state of their child. What of the other path? It is the path with which we are already familiar.¹⁴

Even if the choice is clear, the way forward requires due diligence. Again, history offers guidance. There are two parts to the answer. First, is what we might call the data capture phase. [Orville] Brim [1975] said it best — to know the state of the child one needs measures repetitively applied over time. The second phase involves interpretation — using the data so that everyone with an interest in the state of the child knows the state of the child.

Gathering and analyzing data is imperative for First Nations and FNCFS agencies to ensure the structure and funding of the FNCFS Program are delivering desired results for children and families. Ensuring discrimination does not re-occur requires an understanding of the starting point and changes from that starting point.

For those existing FNCFS agencies with case-level information, a starting point for national data gathering and analysis could be the five indicators in Table 12. Service providers would have to extract the data from their case files to populate the indicators. **(Note that this streamlined approach has not been tested with collaborators nor has it been proposed to them. Service providers may not wish to provide this information in aggregate to ISC).**

¹⁴ Fred Wulczyn, "Why Measuring Matters. The Callousness of not Asking how Children are Doing," prepared for the *Institute of Fiscal Studies and Democracy*, May 30, 2023, <https://ifsd.ca/en/blog/last-page-blog/Why-measuring-matters>.

TABLE 12

REPORTING ELEMENT	DATA REQUIRED	WHAT QUESTION DO WE ANSWER?
Count of all entries of children into care (i.e., out of home placement or removal of parents)	Date of entry into care to generate counts of all entries: Number of first-ever entries into care, by fiscal year Number of non-first entries into care, by fiscal year	How many children are entering care for the first time ever or on a re-entry into care?
Rate of placement in care per thousand children	Number of placements into care standardized by total population of children	How often do children enter care after controlling for the size of the population?
Probability of family reunification	Reason for exit, e.g., age-out, adoption, reunification, etc. Date of exit	What is the likelihood of a child being returned to parent(s)/guardians?
Length of stay in care	Date of entry Date of exit 6-month interval (or other time interval) to determine conditional probability of leaving care	What is the likelihood of discharge within a period of time?
Probability of re-entry	Count of children re-entering care with reason for exit, i.e., all reasons other than age-out of care	What is the likelihood of re-entering care after being discharged?

There are outstanding questions on measurement and accountability for the reform of the FNCFS Program that should be answered for a final settlement:

1. What are the proposed indicators for a *reformed* FNCFS Program?
2. Will all recipients of FNCFS Program funding be expected to provide data on the indicators?
3. Will there be differentiated indicators for recipients, based on activities?
4. If recipients are expected to deliver common services to established standards, why would their reporting requirements differ?
5. In practice, ISC does not require provinces/territories to report on their uses of funding. Should First Nations insist on provinces/territories reporting operating data to their communities?

Answers to these questions should be obtained to ensure a final settlement is designed with consideration of the best interests of First Nations children. Accountability for program and service delivery must be ensured through clarity in accountability, measurement, and monitoring to ensure discrimination does not reoccur for First Nations children.

The impacts of recent prevention funding increases could be instructive on the realities of time and capacity required for planning and implementation in CFS. How were resources applied to support and improve the well-being of children, families, and communities? This final report provides considerations for broader program reform and transition.

TRANSITION

The intent of FNCFS Program reform is to reduce the contact of children with the protection system through prevention services. This does not mean eliminating protection, but shifting the composition of services over time to emphasize early intervention and support through prevention.

Transitioning to a new system and engaging in reform will take time and effort. As one collaborator explained,

“They think it’s going to be easy. It’s not.”

There are different service providers in FNCFS with different states of readiness (Figure 15). Existing FNCFS agencies have had the longest runway to develop approaches to service delivery, relative to First Nations exercising jurisdiction and First Nations not affiliated to an FNCFS agency. The history of practice, alongside the existing operating base, and staff, mean FNCFS agencies are best placed to manage a change in the FNCFS Program. For First Nations, that change will take more time and will be more complex to manage.

FIGURE 15

COLLABORATOR TYPE	TRANSITION ELEMENT		
	SERVICE DELIVERY	FUNDING	REPORTING
FNCFS Agency			
FNCFS Agency serving a First Nation exercising jurisdiction			
First Nation exercising jurisdiction			
First Nation not affiliated to an FNCFS agency			

LEGEND	
Not ready to transition. May take upwards of 5 years to be transition ready	
Partially ready to begin transition. Critical elements may not be in place	
Widespread inconsistency in starting points	
Ready to begin transition	

Notes:

- Service delivery — new or additional service delivery (staff, capital, etc.)
- Funding — change in funding level, terms, etc. (incl. in funding block)
- Reporting — change in requirements for reporting, or who reporting is to, e.g., community, band, etc.

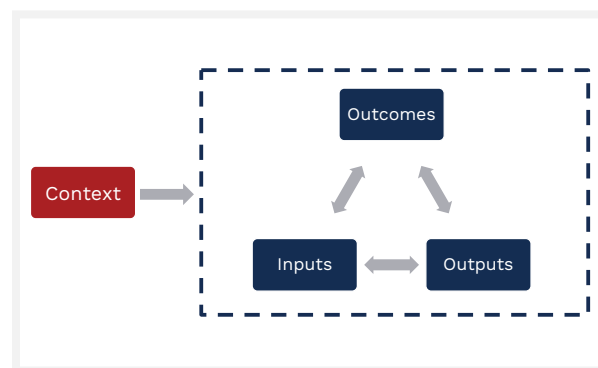
The experiences of First Nations not affiliated to an FNCFS agency offer perspective on the delivery of CFS with limited opportunity to design and deliver services consistently in environments with multiple service providers, i.e., province/territory, First Nation. In an IFSD report published in 2024¹⁵ contributions from several First Nations not affiliated to an FNCFS agency indicated changes to funding amounts were a starting point. The complexity of their existing service environments with protection offered by the province/territory and the requirement to integrate those services with the prevention activities, was a work in progress for many First Nations.

Given the diversity in points of departure and variability in consistency in service delivery, contributing First Nations were clear that any attempts at reform were a starting point not a solution. They require consistency in resources and clarity on mandates to effectively plan, design, and deliver the services their communities want and need. This is not a quick exercise. Service delivery requires community consultation and participation, people with the right skills and training to deliver services, approaches and practices to align activities and services to needs. Service delivery should evolve to meet changing needs and evolution requires a starting point.

Based on collaborator feedback, existing service providers will be better positioned to implement changes in 2 to 5 years, whereas those without existing services can take 10 to 15 years for operational stability. Service providers are shaped by their contexts and are distin-

guishable through several characteristics, e.g., remoteness, operational sophistication, size of the population served, etc. These characteristics and contexts can be captured and recognized through funding approaches and addressed through practice and operations. Wherever a provider operates, their general goal, i.e., the well-being of children, families, and communities through prevention and potentially, protection, is consistent. The consistency means that tools for the building blocks of service provision, e.g., funding, accountability mechanisms, operations, for most providers will share similarities, with nuances based on their contexts.

FIGURE 16



Whether you are engaged in prevention and protection, one or the other, or your own new approach to fostering well-being, you will require resources to deliver activities and services to meet your goals in your environment (Figure 16 and Table 13). The building blocks of planning, implementation, and evaluation are common but should be sequenced differently when applied for planning and implementation (Table 14), and evaluation (Table 15).

¹⁵ See, Institute of Fiscal Studies and Democracy, *First Nations Not Affiliated to an FNCFS Agency*, IFSD, 2024, https://ifsd.ca/wp-content/uploads/2024/08/2024-07_en_first-nations-not-affiliated-to-an-fncfs-agency-final-report.pdf.

**TABLE 13**

Context	Socioeconomic, environmental, and political/governance realities.
Inputs	Resources applied to discharge a mandate, e.g., money, people, capital, etc.
Outputs	Activities or products generated by applying inputs, ideally linked to mandate and desired results.
Outcomes	Results of the outputs that may be short-, medium-, or long-term. Monitoring results should force a reconsideration of inputs and outputs with consideration of context to help achieve desired goals.

When considering planning and implementation, the framework can be useful by defining a starting point (context), desired results (outcomes), and the actions to achieve the outcomes (outputs), and the resources required to deliver the activities (inputs).

TABLE 14

Context	What's your starting point? What socioeconomic, environment, and political/governance realities will impact your plans?
Outcomes	What are you trying to achieve? What are your goals? For instance, the well-being of children and families in a resilient community.
Outputs	What actions will you take to achieve your goals? For instance, deliver new services.
Inputs	What resources do you need to deliver on the actions? For instance, people, money for salaries, buildings, cars, etc.

To evaluate a service or program, the approach to planning and implementation is reversed. (inputs) is tied to activities (outputs) to assess whether goals (outcomes) have been achieved. For an evaluation, an accounting of resources

TABLE 15

Context	What's your starting point? What are your current socioeconomic, environment, and political/governance realities?
Inputs	What resources are you using? Quantify expenditures, staff organization, etc.
Outputs	What actions, e.g., activities, services, programs, are being delivered? How?
Outcomes	What results are being generated? Do they align to mandate and defined goals?

Turning these components into a plan for execution or transition requires strategy, systems, processes, and people.

This section on transition proceeds by:

1. Presenting a general framework for transition and operational considerations with strategy, systems, people, and processes;

2. Discussing guiding questions and tools for:
 - a. Self-assessment to define a starting point;
 - b. Estimating required funding; and
 - c. Defining and executing a performance framework.
3. Providing summary analysis of operational tools:
 - a. Capital considerations;
 - b. Common positions and job descriptions (Appendix L); and

- c. Prevention and protection programs (Appendix Q).

Hear from Neil Perley, Chief Operating Officer, Tobique Child and Family Services Agency Inc. on transition.

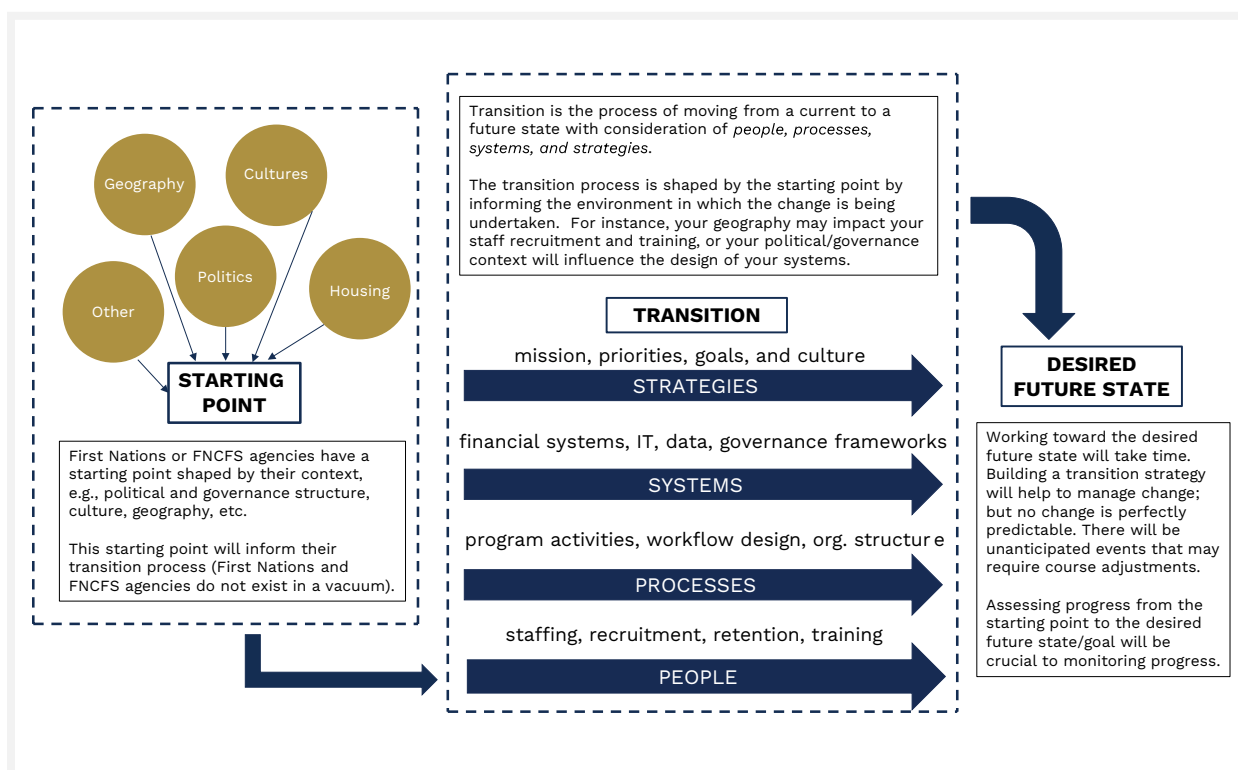
<https://youtu.be/bJlCduGv6gY>

GENERAL TRANSITION FRAMEWORK

In this report, transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points,

desired future states, and may be at different stages of the transition process (Figure 17). Transition will look different for every community and agency.

FIGURE 17





The components of this approach are connected (see summary in Table 16). While they are presented separately, they are not mutually exclusive. Consider for instance the development of systems and processes. These are activities that should be led by the senior team responsible for service delivery and informed by strategy. Even though the “people” component of the

approach is presented last, it does not imply that hiring may not occur throughout the establishment process. People are needed to oversee and execute decisions on systems and processes. In terms of sequencing, strategy is the sole exception. There must be clarity around purpose and intent before any other elements of the approach are actioned (see Figure 18).

FIGURE 18

COLLABORATOR E

Collaborator E is refining its organizational design in preparation for exercising jurisdiction. It is sequentially establishing strategy, systems, processes, and people to facilitate a smooth transition.

Strategy guides the entire transition process for Collaborator E, making it important to define clear strategic goals. This involved answering the following key questions:

- Where are we as an organization?
- Where do we want to be?
- What is the history of the community?
- What does a healthy community, family, and individual look like?

Collaborator E is actively evaluating and upgrading systems to meet the needs of its future state. Collecting and gathering their own information, such as through a community census, is an integral component of this process. The community context, the alignment of programs to needs, and measurement of outcomes informs funding and capital requests.

Clear strategic goals guide the development of processes to ensure alignment. Establishing feedback loops enables Collaborator E to continuously re-evaluate its programs, ensuring they meet community needs and signaling when adjustments are necessary.

After designing the strategy, upgrading systems, and establishing processes, Collaborator E has a strong foundation to recruit and retain staff. Guided by its strategic plan and vision, Collaborator E can anticipate future staffing needs and begin the recruitment process concurrently with the other elements. Collaborator E recognizes that over this 10–15-year journey, they will need to be responsive to shifting realities and make adjustments along the way.

TABLE 16

	CONSIDERATIONS, MILESTONES, AND CHALLENGES
Strategy	Defining the mission, priorities, and goals, shaped by culture is an essential first step in service delivery design. In CFS, whether a First Nation's law or provincial/territorial law is being followed will influence strategy. <i>Guiding questions:</i> • What does a healthy community, family, and individual look like? • What is our starting point, e.g., environment, history, culture? • What are we doing now to support them? • What can we do to better support them? • What is our vision for children and families in our community? • How will we express our vision? • What goals are associated to our vision? <i>Who should lead?</i> Defining a strategy should be led by those in the First Nation or FNCFS agency accountable for or overseeing the establishment of service delivery. Collaboration with the community, i.e., Elders, youth, adults, existing services, etc., and its leadership will be essential and should be ongoing. Some First Nations and FNCFS agencies have hired external services to support them in this work. <i>Illustrative timeline:</i> 12 months to 3 years, depending on the consistency of activities, community capacity for participation, reporting, and review of proposals. Consistent and devoted leadership is helpful for supporting engagement and continuity.
Systems	Identifying (or building) the financial and information technology practices and services, and governance frameworks should connect to the defined strategy. The systems will help to ensure the foundations for service delivery are in place. <i>Guiding questions:</i> • Where will your services be located, e.g., within the First Nation, in an independent not-for-profit FNCFS agency, etc.? • Are there existing systems that can be leveraged? If yes, what are the associated costs? If no, will these systems be outsourced/rented or established? • What are the basic functions you require from your: ◇ Finance system, e.g., pay staff, ensure accounting controls are in place, etc. ◇ IT system, e.g., staff tools, security for data privacy, website, etc. • Do you have an approach for tracking service delivery? Consider: ◇ Case management (protection and/or prevention) ◇ Performance, i.e., what you will monitor to report to your First Nation(s) on the well-being of children, families, and communities (or the defined mission and goals)? ◇ What type of information is required? What sources of information can you access, e.g., from the First Nation(s), Census, etc.? What sources of information will you develop, e.g., individual/family assessments? <i>Who should lead?</i> The director or person accountable for establishing services in the First Nation or FNCFS agency should oversee the definition of systems. They should be supported by an informed team who can support them in assessing and selecting appropriate systems to launch service delivery. Depending on the size and location of the service delivery, considering the outsourcing of certain functions, e.g., IT, pay system, etc., may be more cost effective than managing them internally.



	Illustrative timeline: 12 to 18 months for initial setup. This process is iterative. As processes are established, a change in systems may be required.
Processes	As the approach to service delivery is defined, the strategy, i.e., mission and goals should be aligned, and systems should be considered at relevant points of interface, e.g., linking case management to staffing functions. Processes will evolve with service delivery changes. Guiding questions: • What do you know about the population to be served? Consider: ◇ Size ◇ Declared areas of need ◇ Input on the strategic direction of service delivery ◇ Context, e.g., environment, existing services, etc. • What activities and services will help to fulfill mandate and goals? • Are CFS activities and services being delivered? Are activities and services supporting or adjacent to CFS being delivered? If yes, how are they being considered in planning? • What organizational structure will be implemented? Consider: ◇ Accountability, e.g., legal, technical, governance ◇ Activity and service requirements ◇ Alignment to mandate and goals to support accountability to First Nation(s) • How will you know what activities and services are working? Consider: ◇ Data gathering and analysis on relevant indicators ◇ Engagement with First Nation(s) and their leadership ◇ What practices will ensure adjustment to service delivery based on results? Who should lead? Leadership and middle management, i.e., program managers, supervisors, etc. should define and design the activities and services they will provide. Illustrative timeline: 6 months-12 months for initial development. Processes should be iterative and adjusted as activities and services are consistent.
People	Trained and qualified staff are required to implement strategy, leverage systems, and operationalize processes (see Appendix L for a list of positions and descriptions associated to CFS). Guiding Questions: • What people do you need to deliver your programs/services? • Are you hiring people from your community? • What training do you need to provide? • How will you recruit and retain staff? • What salaries and benefits can you offer? Who should lead? Different staff will be required at various periods of the development process. For instance, senior staff that will manage activities and services should be hired early in the process. They will then be accountable for defining positions and hiring staff for service delivery. Illustrative timeline: Timelines for hiring qualified personnel will vary. Existing service providers regularly highlight staff shortages. Access to pools of relevantly trained candidates will be an important consideration for planning. If new staff are to be trained, depending on the required qualifications and education, it may take months to several years. It is prudent to consider hiring across several years as service delivery is designed and developed.

FIGURE 19

Challenges of Implementation and Major Policy Change: Indigenous Affairs in Australia

Mark Moran, Geoff Richardson, Michael Woolcock

An excerpt of this analysis is presented in this report. [Read the full analysis](#).¹⁶

[...] The paper has three principal themes: challenges and opportunities with implementation; the resistance of existing policies to substantive reform; and the capacity and leadership on the ground to create and sustain change. The intended audience in Canada is First Nations and First Nations leadership, First Nation Child and Family Service Agencies, policy-makers, politicians, and advocacy organisations.

[...]

Many of the problems faced in Aboriginal and Torres Strait Islander are known in social science as ‘wicked’ problems due to their resistance to resolution. Because of their complex interdependencies, efforts to solve one aspect of the problems often only reveal others. Intractable social problems — such as family and gender violence, alcohol and other drug abuse, youth suicide, child neglect, parolee reoffending, and foetal alcohol spectrum disorder — do not respond to simplistic programmatic solutions. With complex problems, implementation pathways cannot be predicted. Fixating on contracting New Public Management style ‘end-of-investment’ outcomes puts the “cart before the horse” and perversely abrogates government of its responsibility to achieve those outcomes. Aboriginal and Torres Strait Islander people, while acknowledging that their challenges may be complex, contend that it’s the so-called solutions that are the ‘wicked’ part.

As demonstrated through the case studies, successful initiatives in Australia tend to have four things in common:

1. a strong alignment with Aboriginal and Torres Strait Islander culture, with community-controlled organisations who specialise in delivering culturally safe and specific services to their constituents.
2. recognised representational authority with clear jurisdictional boundaries or a well-defined service delivery catchment area, especially if this authority is legislated.
3. ability to adapt and innovate in finding solutions to complex problems.
4. stability in leadership, key personal and funding.

[...]

[Read the full analysis](#).

¹⁶ Mark Moran, Geoff Richardson, Michael Woolcock, “Challenges of Implementation and Major Policy Change: Indigenous Affairs in Australia,” *Institute of Fiscal Studies and Democracy*, May 2023, <https://ifsd.ca/2023/05/challenges-of-implementation-and-major-policy-change-indigenous-affairs-in-australia/>.



Every First Nation and FNCFS agency will have distinct starting points and contexts that will shape their approach to designing and delivering CFS. The strategy, systems, processes, and people approach is an illustrative framework

for consideration. There is no supplement for context-specific planning and decision-making. Consider lessons from Australia on the challenges of implementation and major policy change among Indigenous peoples (Figure 19).

FIGURE 20

MINO — OBIGIWASIN SERVICES ENFANCE FAMILLE

Mino — Obigiwasin Services Enfance Famille (Mino) is an agency that is changing and adapting as it prepares to assume control of child and family services, in accordance with forthcoming legislation. Although Mino expects this legislation to be finalized by 2025, the transition toward self-governance will be a gradual one to ensure continuous and uninterrupted service delivery to children and families. To achieve this, the agency is following a plan that engages First Nations served by Mino, its staff, and its Board of Directors. Integrated processes, strategies, and systems will be used to manage the hurdles and successes arising from the new models of service delivery. The step-by-step approach used by Mino in the transition process is a considerable asset.

FIGURE 21

NIL TU, O CHILD AND FAMILY SERVICES SOCIETY

NIL TU, O Child and Family Services Society (NIL TU, O) serves seven First Nations in British Columbia (BC). These Nations confront conditions of poverty, housing shortages, inadequate housing, etc. Despite these First Nations being considered urban, transportation access remains a challenge, which affects the recruitment and retention of employees.

NIL TU, O responds to these challenges by offering services that meet the needs of the First Nations it serves. For instance, it is in the process of developing an office on wheels to provide clients with a safe and private meeting option to “[meet] them where they are.” Additionally, NIL TU, O strategically partners with other organizations to meet the needs of community members. For example, it is collaborating with Threshold Housing Society in Victoria, BC, to provide supportive housing for youth ageing out of care.

NIL TU, O has already made significant efforts to engage with communities for future planning. Progress is slow, but NIL TU, O uses community input to better align its service offerings with the needs of the communities it serves. Continuing these efforts can help NIL TU, O prepare for ongoing transitions and develop strategic plans to respond to evolving community needs and dynamics.



UNDERSTANDING DIFFERENT POINTS OF DEPARTURE

Phase 3 collaborators offered insight on developing service provider typologies. These typologies are intended to support other First Nations

and FNCFS agencies in identifying their characteristics in the Phase 3 contributions (Figure 22).

FIGURE 22

Guiding principles for service providers, regardless of typology:

1. **Communication:** Engage effectively with First Nations, stakeholders, service providers, etc.
2. **Research to inform policies and define best practices:** Develop policies informed by local, regional, national, and global best practices, e.g., Australia and New Zealand.
3. **Build trust:** Foster trust with community by ensuring consistency, transparency, and regular reporting.
4. **Supportive relationships:** Walk alongside those you're serving, offering support throughout all phases of the journey, whether that's the journey through healing or jurisdiction.
5. **Change is a process:** Whether building a new service model with community or exercising jurisdiction, promote a gradual increase in decision-making, recognizing these processes are not binary.

Collaborators identified two general approaches to service delivery:

1. Those exercising jurisdiction or implementing a First Nations law;
2. Those delivering services under the provincial/territorial CFS law.

In each approach, there are considerations across two continuums: whether the provider is **operational** or **in development**, and whether the provider is **walking alongside** (prevention services) or has **deemed intervention** (protection and prevention) in their mandate. Whatever the service delivery model, points of departure shaped by the First Nations served are unique.

Recognizing the unique contexts, collaborators shared their experiences to define considerations along the two continuums (see Appendix M for a summary of the collaborators' approach).

Working from the foundations defined by collaborators, IFSD depicts most cases of CFS delivery through the defining legal framework (First Nation law or provincial/territorial law) and broad activity areas associated to mandates (prevention, prevention and protection, other). From the legal framework and mandate, whether the provider's services are operational or in-development is considered (Figure 23).

FIGURE 23

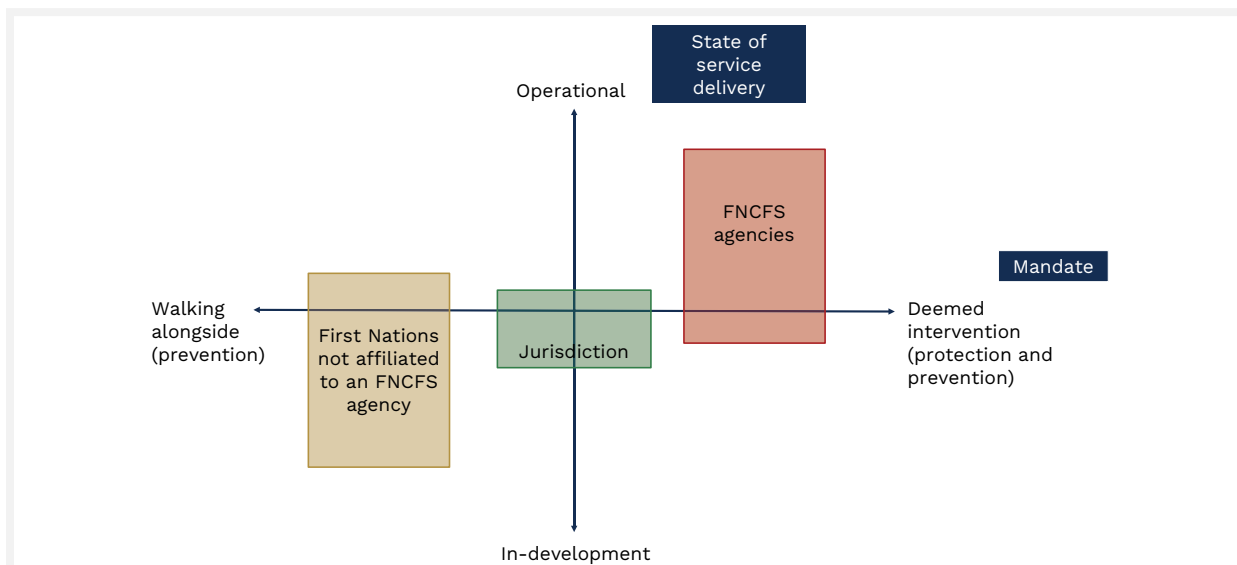


FIGURE 24

AWASIS AGENCY OF NORTHERN MANITOBA

Awasis Agency of Northern Manitoba (Awasis) is preparing to operate under multiple legal frameworks simultaneously. This presents challenges for managing its strategy, systems, processes, and people.

Of the 11 First Nations Awasis serves, some plan to sign a collective law, while others are in the process of drafting their own. Awasis will have to ensure its strategy, systems, processes, and people are aligned not only with two different First Nations laws, but also the provincial law.

While Awasis aims to operate under one mandate, this will depend on the outcomes of the First Nation laws. During this transition period, Awasis's strategy, systems processes, and personnel will undergo changes to ensure alignment to multiple legal frameworks.

Systems will upgrade to meet various requirements for reporting, adjudication methods, case management, etc. Additionally, processes such as policies, services, and workflows will have to be modified and clearly defined to align with three different laws. Operating under three laws will likely create additional demands on employees, making it essential to establish clear procedures and provide consistent communication and training to uphold these laws.

Awasis is preparing for this transition by implementing activities and services that reflect First Nations approaches. This includes clearly communicating their vision to the First Nations they serve and expanding community-based prevention services.



For most existing FNCFS agencies, they are operational and are mandated for protection and prevention. For most First Nations not affiliated to an FNCFS agency, they are developing their prevention services. In the case of jurisdiction, their starting points are varied. For instance, a First Nation that brings an operating agency under their own law may transition

(or continue) service delivery with greater ease than a First Nation building their service delivery approach from scratch.

Collaborators provided their input on defining states of service delivery and expressions of mandate (Table 17). Their contributions may help other service providers identify their current state.

FIGURE 25

COLLABORATOR F

Collaborator F is on a journey to redevelop its organization plan and structure to improve its existing organizational design. It is reforming the structure internally by defining strategy, upgrading systems, establishing processes, and developing an organizational structure for employees. Collaborator F recognizes that for smooth operation, these elements require an overhaul.

Key to this internal reform is maintaining constant communication from upper management to all employees. As Collaborator F defines its strategic goals and vision, effective communication is critical for ensuring cohesive operation from the top-down. Concurrently, Collaborator F is upgrading its systems such as financial and data management to ensure alignment with the newly defined policies and procedures of the organization.

The agency is reintroducing and adapting a previously successful service delivery model while continuing its current operations. Changes in policies, procedures, and service delivery must be communicated to employees to ensure they are implemented in practice.

Collaborator F is establishing a new organizational structure by redefining employee roles and responsibilities to improve stability within the organization. It is evaluating how to best align existing employees with its reformed strategic goals, systems, and processes. This involves transitioning employees into roles that better match their skill set, creating teams with clear responsibilities and reporting structures, and updating human resource policies.

Collaborator F is reforming its internal structure while continuing to maintain operations and service delivery. A critical component of this journey is ensuring clear and constant top-down communication about changes to maintain organizational stability and effectively implement changes to strategy, systems, processes, and personnel.



TABLE 17

TERM	ACTIVITIES/CHARACTERISTICS
In Development	A service provider in development may be: • Developing community profiles and engaging with community to understand needs • Identifying practice and policy frameworks • Identifying community values and standards • Gathering available data on CFS and community needs • Confirming community context and needs • Designing a service delivery model • Holding meetings to develop service needs, expectations, and guidelines • Fostering collaborations with other services in the community • Seeking external support on unfamiliar topics, e.g., legal, financial, etc. • Identifying capital and expenditure requirements to operationalize their model • Creating a culturally relevant service delivery plan and policy framework.
In Operation	A fully operational service provider may have: • Policies that continue to evolve • Enacted their own law • Prevention protocols • Developed and operational programs • Hired and trained staff • Alternative dispute resolution/mediation practices • Cultural protocols • Nation-based decision-making processes • Standardized practices • Enforcement and appeals processes • Elder and youth committees • Community consultations • Regular meetings with staff and supporting experts, e.g., lawyers, accountants, etc.
Walking Alongside/ Prevention	When walking alongside or providing primary prevention, activities are: • Voluntary • Proactive • Available upon request by families • Least intrusive • Inclusive • Replacing provincial/territorial policies • Supported by comprehensive infrastructure • Focused on building relationships and trust • Redesigning protection services • Based on comprehensive needs assessments • Culturally relevant • Maintaining family connections • Recognizing First Nations law and autonomy
Deemed Intervention/ Protection-Prevention	When engaging in a deemed intervention or protection/prevention activities are: • A last resort • Intrusive • For higher-risk situations • Involving out-of-home care or supports in-home with the possible removal of parents • Applied after surpassing a threshold of deemed risk or need for treatment.



COLLABORATOR LESSONS ON TRANSITION

The 20 collaborators that contributed to Phase 3 were existing FNCFS agencies, First Nations contemplating/exercising jurisdiction, and agencies preparing to exercise jurisdiction for their associated First Nation. The service providers represented various:

- Approaches to service delivery
- Sizes of populations served
- Geographies (including with and without year-round road access)
- Practice histories, i.e., ten years plus
- Size of service provision teams/organizations
- Provinces

Table 18 summarizes some of these characteristics, with the others omitted to respect the anonymity requests of various collaborators.

Many collaborators generously consented to publishing their working documents to ensure others could learn from their approaches and experiences. See Appendix N for collaborator materials including, sample allocations (using IFSD's funding approach and requested adjustments), transition cases, and capital estimates.

The collaborator group was reflective of the general population of service providers. They operate in different contexts, confront structural drivers of contact with protective services, and work to enhance the well-being of children, families, and communities. While no two service providers are identical, several share common characteristics and may have practices to emulate or lessons learned to share. Collaborator contributions informed findings and offer examples for other service providers in CFS.

The collaborators shared their work in anticipating transition. With 20 different profiles on transition, one from each collaborator, operational and service delivery considerations were raised. Their learnings suggest the importance of time to plan, to work with community, and to recognize that transition (especially, in the case of jurisdiction), is an ongoing exercise (Table 19). There is no end point, only evolution as service providers respond to changes in program parameters, funding, and community needs.

TABLE 18

TYPE	COLLABORATOR NAME	CHARACTERISTICS					
		POPULATION SERVED > 5,000 (ON-RESERVE, IRS 2022)	NUMBER OF FIRST NATIONS SERVED	ROAD ACCESS	OPERATIONAL FOR MORE THAN 10 YEARS	DELIVERING PREVENTION SERVICES**	DELIVERING PROTECTION SERVICES
Jurisdiction with agency in-house	Collaborator E		1	X	X	X	X
	Pikani Child and Family Services		1	X	X	X	X
	Carrier Sekani Family Services		6+		X	X	
	Mino - Obigiwasin Services Enfance Famille		2-5	X		X	X
	Fisher River Cree Nation*		1	X	X	X	X
	Pimicikamak Cree Nation*	X	1	X	X	X	X
	Kinosao Sipi Minisowin Agency	X	1	X	X	X	X
	Collaborator A		6+		X	X	X
	Collaborator K		1	X	X	X	
	Misipawistik Cree Nation		1	X		X	
Delegated FNCFS agency	Garden River First Nation		1	X		X	
	Awasis Agency of Northern Manitoba	X	6+		X	X	X
	NIL TU, O Child and Family Services Society		6+	X	X	X	
	Collaborator D	X	6+	X	X	X	X
	Nogdawindamin Family and Community Services	X	6+	X	X	X	X
	Collaborator G	X	6+		X	X	X
	Collaborator H	X	1	X	X	X	X
	Secwépemc Child and Family Services Agency		6+	X	X	X	X
	Yellow Thunderbird Lodge	X	6+	X	X	X	X
	Collaborator F		6+	X	X	X	X

* These First Nations are currently served by an FNCFS agency, with their future path still under development. The information in this table reflects the details of their respective agencies.

** Any instance of prevention activity, i.e., primary, secondary, and/or tertiary is captured in this table. Prevention activities are not distinguished by type or complexity. All forms of prevention services are treated equally.

TABLE 19

CHALLENGE/ LESSON	DISCUSSION
Long time horizon	Collaborators are, in general, at the early stages of transition. Many are just beginning to plan out their future vision, or capture their community's baseline context and needs. Some collaborators spoke about transition requiring a complete cultural shift, and undoing 400 years of colonization. This will likely require at least 15 years, and the process will be iterative.
Law development, adjudication, and alignment	Many communities are working on, or have completed, their own CFS law. While this can be an important step along the path of transition, it is not an end goal. Collaborators highlighted challenges that will follow: 1. How will the law be adjudicated? 2. How will service delivery align with the new law? 3. Will existing CFS staff want to work under a new legal framework, or for a new employer?
Liability	There is uncertainty over the liability and insurance impacts of operating under a new legal framework. Collaborators expressed concern that they would not be able to obtain insurance from current providers. Some collaborators expressed that Canada may have to develop an insurance specifically for the reformed FNCFS Program.
Recruitment, retention, and "under-hiring"	Recruitment and retention are industry-wide issues. Frontline workers have particularly high turnover. In many communities, this challenge is exacerbated by remoteness, a lack of suitable housing, and other community issues. Some collaborators have sought to fill gaps by hiring less-qualified candidates, i.e., hiring a high-school graduate instead of a university graduate.
Community context challenges	Many communities are facing significant issues outside of CFS, e.g., poverty, addiction, inadequate housing, etc. This creates more demand for CFS and places greater strain on existing staff and communities.
Communication	Open and adequate communication is critical. This applies internally, e.g., between management and frontline staff, and externally e.g., between an agency and a First Nation. Collaborators with strong communication consistently highlighted positive outcomes, e.g., greater political support, stronger organizational partnerships, etc. Conversely, collaborators with less communication reported frequent challenges, e.g., staff lacking understanding of corporate policies, inability to plan over the medium- and long-term, etc.
(Re)building institutional trust	High institutional trust allows an agency or First Nation to operate effectively. Many collaborators highlighted that they were starting from a deficit, i.e., community members distrusted CFS staff, and the organization in general. Collaborators discussed communication and delivering prevention services as being critical to trust-building, i.e., CFS is more than just protection.



FIGURE 26

PIMICIKAMAK CREE NATION

Pimicikamak Cree Nation's (Pimicikamak) journey in jurisdiction recognizes the value of having a child and family services organization that is independent from the Band. As such, its law will be implemented by its existing FNCFS agency.

Pimicikamak has a clear vision for child and family services, which includes caring for people from birth to death, and supporting the development of capable individuals. This vision guides its transition process.

Pimicikamak faces housing gaps, including a shortage of housing, inadequate housing, overcrowding, and a lack of access to potable water. Pimicikamak aims to address these gaps through child and family services, which will require funding and planning.

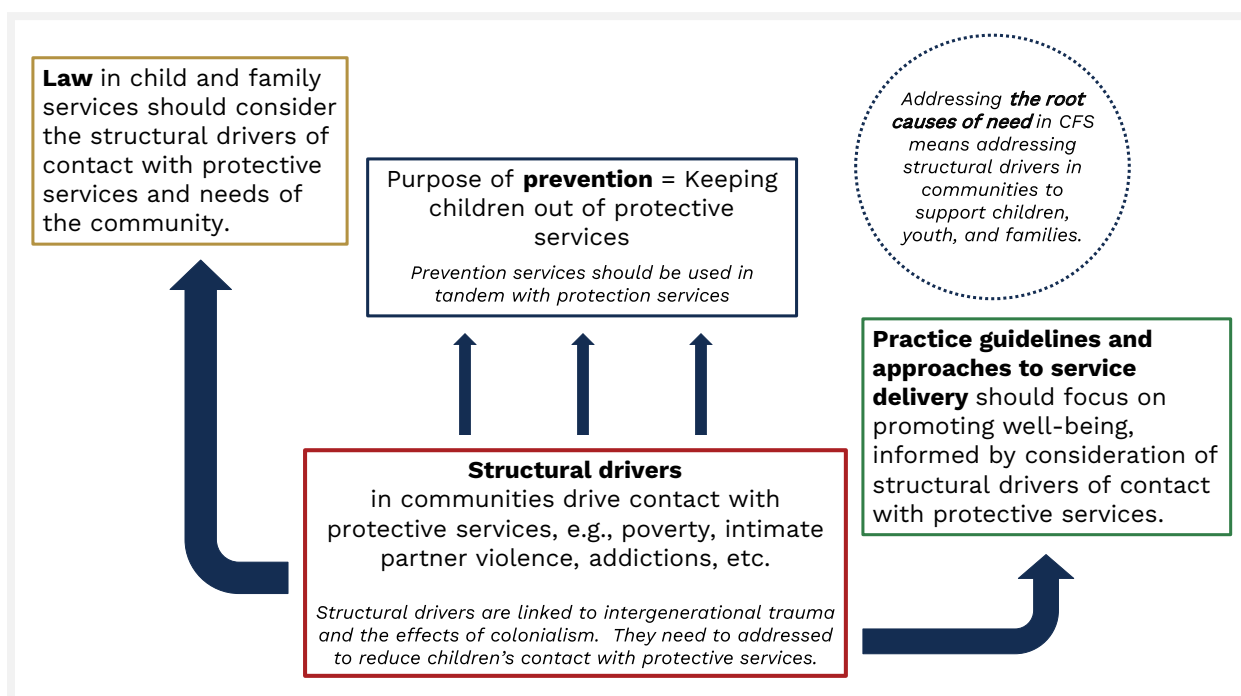
While the agency is in place structurally, the transition will focus—even ahead of the enactment of the law—on realigning its practice to emphasize prevention, in a culturally relevant manner, with the best interests of the child at its core.

Analysis of the collaborators' transition profiles indicates that service providers are falling into a better-funded system by integrating changes as they arise. Instead of deliberately planning to focus practice on the well-being of children and families with community engagement, service providers are reacting to funding changes. This lack of deliberate, purposeful, and informed, reform results from ad hoc funding decisions from ISC.

Lessons from transition analysis for reform

Reform must focus on well-being to mitigate the effects of structural drivers of contact with protective services (Figure 27). To implement reform that ensures discrimination ends and does not reoccur will require changes in the practice of FNCFS (through communities and service providers), funding and structure (at the level of funders/governments), and in measuring and monitoring change in communities for accountability to First Nations.

FIGURE 27



Laws and practice guidelines governing protection and prevention services must consider the structural drivers of contact with protective services. Addressing the root causes of need of children and families is the only sustainable way of promoting reform. This type of change will take decades of sustained efforts.

Children come into contact with protective services most often from structural drivers of need, e.g., poverty, inadequate housing, intimate partner violence, parental mental health challenges, addictions. These structural drivers are linked to intergenerational trauma and the effects of colonialism.



FIGURE 28

KINOSAO SIPI MINISOWIN AGENCY (KSMA)

Kinosao Sipi Minisowin Agency (KSMA) serves Norway House Cree Nation (Norway House), which is pursuing jurisdiction. Norway House families face high rates of poverty, food insecurity, high living costs, inadequate housing, and intergenerational trauma. These are structural drivers of children entering care and affect KSMA and its transition path.

KSMA is continually updating its programs and services to meet the needs of Norway House. For instance, it has established a food cupboard in the community to help address food insecurity. Additionally, KSMA supports families by providing financial assistance, with the most support going towards families with medical needs.

KSMA is anticipating its transition by updating its services to be culturally appropriate. Throughout this process, KSMA should focus on core activities and services to ensure that existing needs for people, processes, and systems are being met.

There are three principal reasons why children come into contact with protective services:

1. **Immediate needs** (0 to 1 month): Child needs emergency assistance and placement in protective services because of existing threats to their safety e.g., intimate partner violence, caregiver substance misuse, caregiver death, etc.
2. **Short-term needs** (1 month to 2 years): Child needs protective services because caregiver cannot ensure their well-being, e.g., caregiver in rehabilitation, caregiver incarcerated, caregiver in hospital, etc.
3. **Long-term needs** (2 years +): Child needs protective services for the foreseeable future, e.g., severe abuse, severe neglect, complex special needs, caregiver has long-term addictions or is incarcerated.

Addressing immediate needs means reducing the interaction with protective services (even if prevention services continue). Without addressing immediate needs, the child/family enters the short- or long-term phases of protection. Prevention services should be continuously offered (for parent(s)/guardian(s)) even if children are in care.

Over time, the goal is to reduce the need for protective services (Figure 29). The need for protective services would be reduced by mitigating the effects of structural drivers of care and leveraging prevention services. This will take time.

FIGURE 29

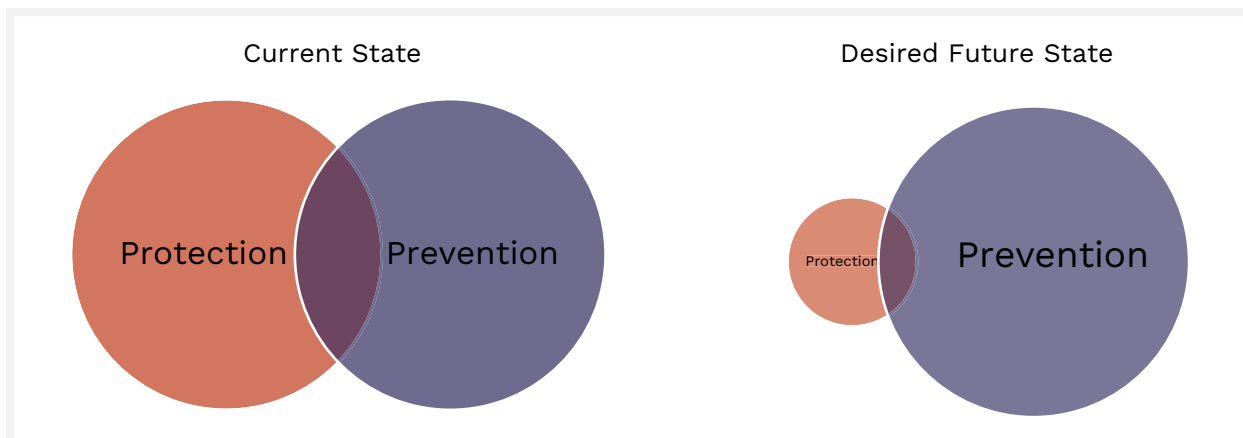


FIGURE 30

GARDEN RIVER CHILD AND FAMILY SERVICES

Garden River Child and Family Services (GRCFS) is in the early stages of preparing for exercising jurisdiction. It is beginning to concurrently update and establish its strategy, systems, processes, and people to ensure readiness for the devolution of protection services.

GRCFS is delivering prevention services that meet the needs and demographics of the community it serves; however, it would like to expand its service offerings. This desire is constrained by challenges across strategy, systems, processes, and people.

The primary challenge for GRCFS is a lack of capacity and people. This limits its ability to deliver services and meet future goals. GRCFS faces recruitment challenges primarily driven by pay. It cannot offer competitive compensation as it is limited by the First Nations pay band, which defines pay rates and thresholds for Band employees. While GRCFS is updating its strategic plan, capacity issues constrain its ability to set and meet goals.

GRCFS is working towards expanding prevention services to meet evolving community needs; however, it is operating in an environment with limited resources, space, and people. This limits its ability to implement strategies, systems, and processes.

Organizational transitions will take years. Transitioning from the current state to a desired future state to implement organizational changes

will take several years (approximately 2 to 5 years for established FNCFS agencies, and longer for those exercising jurisdiction without an existing



CFS practice). Adequate and sustainable funding based on needs is critical, but money alone cannot guarantee results. All communities and service providers face different circumstances

and are at different starting points. The time and resources required to navigate from starting point to a future steady state will vary significantly between communities and service providers.

FIGURE 31

COLLABORATOR H

Collaborator H is confronting uncertainty in its planning as the First Nation it serves contemplates the pursuit of jurisdiction. Given the uncertainty, Collaborator H is only able to plan at most six months at a time. This limits long-term program development and delivery as well as complicates staff retention.

Administratively, Collaborator H is independent from the First Nation and is externally accredited for its service standards. This means that Collaborator H must maintain certain operational standards to retain the designation. Its independence means it can manage salary levels and employment matters directly with its staff. A change in structure through jurisdiction may mean a loss in accreditation and staff should the same standards and practices not be upheld.

This highlights several considerations for First Nations contemplating the pursuit of jurisdiction independently from an FNCFS agency, with a key consideration being the translation of the law into practice. In addition to having a law in place, it is essential to develop policy manuals, establish governance structures, and hire qualified staff.

Clear communication between an agency and a First Nation planning to exercise jurisdiction is critical for supporting long-term planning for both parties.

First Nations facing a major transition (or those starting service delivery from scratch) will likely take longer to arrive at a steady state than established service providers. This includes communities that are developing their own law, those building a new organization from the ground up, and those facing significant challenges in their community (e.g., severe addictions, trauma, housing inadequacy, etc.).

Conversely, some communities service providers will take less time to transition. These communities and service providers may be adapting existing systems to suit their needs, already have adequate staff, or have relatively fewer community or political challenges. Consider the case of Payukotayno James & Hudson Bay Family Services (Figure 32), which covers a complex geography and works alongside the First Nations it serves to build prevention service capacity.



FIGURE 32

PAYUKOTAYNO JAMES & HUDSON BAY FAMILY SERVICES

An excerpt of this case study is presented in this report. [Read the full case study.](#)¹⁷

Context

Payukotayno James & Hudson Bay Family Services (Payukotayno) is a Children's Aid Society serving all community members – both First Nation and non-Indigenous – on- and off-reserve, including a municipality and a local area services board, along the western coast of James and Hudson Bay, geographically prescribed by the Ontario Ministry of Children, Community and Social Services, of approximately 8,000 people. For 40 years, the agency has provided a range of services including, child welfare, children's and youth's mental health services, foster and customary care, adoption, and prevention services.

The communities served are geographically remote and are often only accessible by boat, aircraft, or ice road. The seasonal cycle, including the annual flood threats that result in community evacuations, further complicate accessibility. This makes commuting and service-delivery costs high. Payukotayno charts a plane from Timmins three times a week at a cost of \$11,000 per day to reach three First Nation communities. For the farthest and most northern community, a special charter, costing \$17,000 per day per Transport Canada regulations, is required. Due to travel costs and logistics, staff are encouraged to work from or stay in the community they serve to minimize costs. However, a lack of on-reserve and off-reserve housing and accommodations makes this challenging, and impacts program delivery and staff retention.

Payukotayno navigates these realities to serve children, youth, and families, with an approach premised on culturally-relevant community building and capacity development for program and service delivery. Most staff are members of the First Nations served, and have been personally impacted by the child welfare system. Staff are making decisions not only as employees, but as part of the community fabric.

[...]

Now, Payukotayno is working towards the communities' original vision: "[o]ur families are healthy and empowered to nurture and care for their own." The organization is moving forward with an Omushkego approach to child welfare ("As One Family"). This approach focuses on children as gifts from the Creator, extended family networks as collective, and adopts a holistic perspective that integrates spirituality, local culture and the relationship with the land, ways of knowing and being, and rites of passage.

¹⁷ Institute of Fiscal Studies and Democracy, "Paykotayno James & Hudson Bay Family Services," IFSD, August 29, 2024, <https://ifsd.ca/en/blog/last-page-blog/Payukotayno-James-Hudson-Bay-Family-Services/>.



Community building

Payukotayno is a partner with each First Nation, and considers a gradual transformational strategy to be essential to supporting and sustaining change in service delivery. The agency's board members are appointed by leadership of Weenusk, Attawapiskat, Kashechewan, Fort Albany, Moose Cree, and Taykwa Tagamou First Nations, Moccreebec, and Moosonee. Annually, it presents at the Mushkegowuk Council Assembly.

Payukotayno sees First Nations taking the lead as a critical long-term goal. Working with the First Nations communities, the agency is transforming in coordination with each First Nation to create community-based service hubs. Payukotayno supports the First Nation communities by planning and mapping steps to service delivery, "meet[ing] them where they're at." There is recognition that First Nation communities all have different starting points on their reclamation of sovereignty over child welfare, education, health, etc. The agency works alongside First Nations communities, supporting them through the planning and execution processes, specifically through the input and guidance of the Deputy Chiefs/First Nation Representative Services Table: "We need to look through a lens of intervention, prevention and partnership. We need to change our thinking on how we are supporting communities... the original intent."

First Nation communities working with Payukotayno had two years of funding to support and establish their service hubs. There is no arguing over prevention dollars, their approach was pre-determined. Each on-reserve First Nation community determined what they would do with prevention funding and how services would be designed and delivered. The agency is working alongside each First Nation through an established regional prevention network to support community-based, First Nation-led prevention programs, e.g., "The Prevention House Toolkit."

While the warmth and integration of the agency-First Nation relationship varies based on community and context, roles for each of the partners are becoming more clearly defined as each First Nation asserts its sovereignty over child and family well-being. The First Nations deliver prevention services with support from the agency, and the agency delivers protection services along with tertiary or intensive prevention services. This is an interim model, as each First Nation is determining their unique vision of child and family well-being.

In one example, the healthy working relationship between First Nation and agency has seen an exceptional increase in trust and capacity development. According to the agency: "...they [the First Nation] are doing a fantastic job with prevention. [...] They are building a relationship of trust where community members are seeking out prevention before protection."



The capacity building piece within First Nations is crucial to the agency, *“our communities know themselves better than we [agency] do. It’s our job to set them up for success.”*

Children in Care – Placements

Payukotayno is working towards having all children in care remain within the Mushkegowuk territory. Year over year, the relative number of children placed in care outside of the territory has decreased, while the number of placements in customary care and placements in James Bay have increased. This has also been accompanied by an increase in the total number of children in care. Payukotayno emphasizes that this increase “creates challenges due to inadequate housing infrastructure and the need to comply with restrictive and community-inappropriate standards and directives issued by the provincial Ministry standards.”

Capacity development

The majority of Payukotayno’s staff are members of the First Nations served. Payukotayno staff highlighted community-based staffing as important to effective service delivery. They are making decisions not only as employees, but also as part of the community. However, two key barriers exist to the staffing approach.

First, there is a lack of housing within all communities, on-reserve and in the municipality. Community members who would like to return home to work are unable to find adequate housing on- and off-reserve. Other provincial social services (e.g., police, education, health) have subsidized housing available to staff, but not for child and family services. This makes it difficult to recruit and retain staff. One staff member said “people can’t come home because they’ve got nowhere to live.”

Second, there is a shortage of human resource capacity within communities. Provincial regulations now stipulate post-secondary educational requirements to work in provincial child welfare. There are community members that meet these professional requirements, yet are employed in other organizations, making it difficult for Payukotayno to recruit. The agency employs 130 staff members, but these staff members are not paid at provincially comparable rates. Additionally, access to community-based career and training opportunities is limited (especially for those interested in social work). This includes many of Payukotayno’s current childcare workers, who have worked in the field for many years.

Payukotayno is addressing this barrier by partnering with a university and a regional tribal organization to deliver a community-based social work degree learning and career continuum model. Payukotayno is working with these partners to ensure applicants to the four-year program will have advanced standing for their prior educational and work experience and are investigating the recognition of concurrent application of learning for the practicum component.



The program and internal capacity delivering approach are essential for jurisdiction, for the agency and for each First Nation. Building capacity and expertise within the First Nation by integrating cultural and traditional practices with Western ones increases support and staff availability, benefitting both the agency and each First Nation's programs and service delivery models.

[...]

Delivering services takes time and requires capacity. Staff need to be trained, competent, and available (i.e., not managing an unsustainable workload). Processes and systems need to be designed and implemented. Organizational strategies need to be determined by senior leadership and executed, with room for adjustment. Developing partnerships, like Payukotayno's partnership with a university, can help agencies develop long-term capacity and stability. Capacity can be built internally, but it cannot be built overnight. It takes time for an agency to reach stability and organizational maturity.

[Read the full case study.](#)

SELF-ASSESSMENT TOOLS

When a service provider is anticipating a change to their funding, operations, service delivery, or starting something new, reviewing the experiences of other providers with similar characteristics or approaches is useful. Rather than confronting a blank page, there is an established network of service providers from which to learn. To help assess starting points for service providers, IFSD developed a general, four-stage approach to capturing and analyzing transitions:

1. **Future Vision** Determining and articulating a future-state vision (i.e. where do you want to be?)
2. **Current State** Articulating the current state (i.e. where are you now?)
3. **Gap Analysis** Identifying misalignment

between the current state and the future state (i.e. what are the gaps?)

4. **Transition Planning** Preparing plans and timelines for addressing the gaps (i.e. how do you get there?)

There are two approaches presented: one for FNCFS agencies (Table 20) and one for First Nations contemplating/exercising jurisdiction (Table 21). The questions in the self-assessment tool are intended to define and align to operational readiness. It is expected that FNCFS agencies are mostly operational with some elements of mandate in development, whereas First Nations exercising/contemplating jurisdiction are in varying states of development. Assessing the state of readiness for service delivery/operations can help to orient transition efforts.



FIGURE 33

YELLOW THUNDERBIRD LODGE

Yellow Thunderbird Lodge (YTL) serves a large geographic area in Saskatchewan consisting of 14 First Nations. It is anticipating changes to the FNCFS Program and has begun adjusting its strategy, systems, and processes.

YTL integrates both Western and Indigenous approaches to delivering child and family services, as defined in its policies, models, and procedures. YTL has developed unique service delivery models for each cultural group that it serves, incorporating culture, identity, and languages. YTL's strategy is continuously evolving, with new guidelines and procedures outlining these approaches. This departure from the provincial mandate is evidenced by data and outcomes generated by YTL's robust data system. The data is used for improved decision-making and funding requests to ensure continued funding.

FNCFS agencies

TABLE 20

FNCFS AGENCIES

COMPONENT	GUIDING QUESTIONS	INFORMATION AVAILABILITY	LESSONS AND CONSIDERATIONS FROM COLLABORATORS
Future vision	1. What does well-being mean to the First Nation(s) served? To your agency? 2. What are the characteristics and practices of a well-functioning agency? 3. How should your agency's vision be defined? By whom? 4. What is your agency's vision for CFS?	Is the information available? Yes, or no? If no, how much time will it take to develop or obtain? What factors will influence the process?	<i>Engage with staff and First Nations served to define and/or adjust vision to meet needs in communities.</i> <i>Mino-Obigiwasin Services Enfance Famille is defining the transition process by engaging with First Nations served, its staff, and the Board of Directors, see Appendix N (transition case study).</i> <i>Carrier Sekani Family Services (CSFS) is working closely with the First Nations it serves to define and navigate transition by sharing resources, establishing services such as Child Safety Departments, and building capacity within the Nations through a Community Development Program. See Appendix N (transition case study).</i>
Current state	1. What are the socioeconomic, environment, and political/governance realities your agency confronts/addressess? 2. What are the agency's governance and accountability frameworks? How are they performing relative to First Nation(s) served and compliance requirements and practice standards? 3. What is your agency's mandate? 4. What resources do you use to deliver your mandate? Consider, people, capital, program requirements, etc. 5. What programs and services do you deliver? How? 6. How do you assess the results of your work? 7. What results have been generated? Do they align to the mandate and defined goals of the agency?	Is the information available? Yes, or no? If no, how much time will it take to develop or obtain? What factors will influence the process?	<i>Secwépemc Child and Family Services Agency is an example of an FNCFS agency that leveraged its current state analysis to identify housing as an area of need in the First Nations it serves. It expanded its mandate to include housing in response to the gaps. See Appendix N (transition case study).</i>



Gap analysis	Strategy: - How does the agency's mandate compare to its desired/ future vision and goals? - Do the First Nation(s) served support the future vision and/ or the current mandate? Systems: - What systems, e.g., IT, financial, performance exist? - How do existing systems align to desired/future vision and goals? - Do the systems need to be revised to align to the desired/ future vision and goals? Processes: - How does your agency understand current and future needs of the First Nation(s) served? - How do current activities and services align to the desired/ future vision and goals? Do activities and services need to be realigned or reimagined for consistency? - How does your agency's organizational structure align to the desired/future vision and goals? People: - Are existing staff qualified and able to discharge the current mandate? Will additional or different skills be required to align to the desired/future vision and goals? - Is training required? - How is staff retention at the agency?	Have gaps been defined relative to the starting point? Yes, or no? If yes, how was the gap defined and what was the result? If no, how much time will it take to develop?	<i>With the future vision and current state defined, the agency's senior leadership team and managers responsible for the activity areas should assess whether current systems and practices are sufficient to address the vision.</i> <i>In some instances, outside consultants are retained to undertake or assess the gap analysis generated by the agency.</i> <i>CSFS is strategically planning for the evolution of its data system by establishing the necessary processes, systems, and expertise for its Quality and Innovation Program (See Figure 50).</i> <i>Collaborator A is an example of an FNCFS agency that is examining its internal data systems with the goal of integrating and upgrading them as it works with 6+ First Nations served on the exercise of jurisdiction (see Figure 44).</i>



Transition planning	Strategy:	Has transition been considered? Yes, or no? If yes, how? If no, how will it be planned for? Does the agency have lessons from previous experiences designing and delivering new services or managing major change?	Communication with the agency's staff and First Nations served will be crucial for managing any transition. While internal processes are shifting, front-line and internal services may be impacted. Clearly defining the steps for transition, the people and activities involved, and the expected timelines can help to manage expectations and create an environment conducive to learning to adjust as required. Collaborator F is planning for transition by practicing regular top-down communication to effectively implement changes across strategy, systems, processes, and personnel (see Appendix N, transition case study). Nogdawindamin Family and Community Services is an example of an FNCFS agency adjusting the types of services it delivers in preparation for the eventual devolution of prevention services to the First Nations it serves. This process involves regular communication and knowledge transfer with these First Nations (see Appendix N, transition case study). Awasis Agency of Northern Manitoba is anticipating operating under multiple First Nations' frameworks. It is preparing for transition by implementing activities and services that align with First Nations approaches to well-being (see Figure 24).
	Strategy: - How will you operationalize your new vision, mandate, and goals? - How will you engage with First Nation(s) served to share planning and transition expectations? - How will alignment between vision, mandate, goals, and operations be ensured? Systems: - Will the change impact your governance and accountability frameworks? - Is an adequate IT system in place? - Is an adequate financial system in place? - Is an adequate performance management system, i.e., data gathering against relevant indicators, analysis, and reporting, in place? - Are practices in place for regular reporting to the First Nation(s) served? Processes: - Is an organizational structure aligned to the new approach in place? - Are positions defined and relevant job postings prepared? - Are revised or redefined programs, services, and activities defined? - Are workflow and processes defined for the new approach? People: - Is hiring required to meet objectives? - Are current staff being retained? - Are staff from community being recruited? - Is training required? What are the timelines? - Are salaries and benefits competitive?		

First Nations exercising/contemplating jurisdiction

TABLE 21

FIRST NATIONS EXERCISING/CONTEMPLATING JURISDICTION

COMPONENT	GUIDING QUESTIONS	INFORMATION AVAILABILITY	LESSONS AND CONSIDERATIONS FROM COLLABORATORS
Future vision	1. What does well-being mean to your community? 2. How is the vision defined? By whom? 3. How can jurisdiction support your vision of well-being? 4. What's the goal of jurisdiction? 5. How will the vision and goals of jurisdiction be expressed?	Is the information available? Yes, or no? If no, how much time will it take to develop or obtain? What factors will influence the process?	A person should be appointed or named to lead the vision exercise. They may have an established team, e.g., if prevention services are already being offered in the First Nation. Some First Nations have sought an outside firm to lead engagement exercises and gather feedback for reporting. Working with youth, Elders, leadership, and the community at large will be important to capture a complete vision. Pikani Child and Family Services is defining its future vision by conducting in-depth consultations with the community members, see Appendix N (transition case study). Collaborator E defined key strategic goals for the organization's future as it exercises jurisdiction for the First Nation it serves (see Figure 18).
Current state	1. What are the socioeconomic, environment, and political/governance realities of your community? a. What's the community's starting point, consider culture, elders, housing, water, etc.? 2. Does your First Nation offer CFS? a. If yes, what are the services/activities? b. How are they delivered, e.g., staff, infrastructure, etc. 3. What have been the results of the existing approach to CFS? 4. What CFS resources exist in your community, e.g., people, infrastructure, history of practice, training opportunities, etc.? 5. How is CFS governed in your community? 6. Are there consistent resources, i.e., funding, people, infrastructure, allocated to CFS?	Is the information available? Yes, or no? If no, how much time will it take to develop or obtain? What factors will influence the process?	Collaboration with other service providers in the First Nation will be helpful. Consider engaging with education, early childhood education, health, infrastructure, etc. to define the community's starting point. Are there common areas of action or concern? How can the different service areas collaborate to support well-being across the community? The CFS lead and their team should identify accessible data that can support planning, e.g., population, health outcomes, etc. There may be various sources of information available, especially, if the First Nation gathers their own information. Pikani Child and Family Services is addressing data gaps by developing a robust data system, beginning with tracking prevention services. This system links service provision with culture, relationships, and participation in activities. The approach is part of Pikani Child and Family Services' preparation to exercise jurisdiction on behalf of its First Nation (see Figure 49).

Gap analysis	Strategy:	Have gaps been defined relative to the starting point? Yes, or no? If yes, how was the gap defined and what was the result? If no, how much time will it take to develop?	The CFS lead and their team should leverage information from the vision and current state assessments to define gaps across systems, processes, and people considerations. They may wish to liaise with related fields, e.g., early childhood education, health, where similar resources (people, tools, etc.) are working. In some instances, outside consultants are retained to undertake or assess the gap analysis produced by the CFS team.
	1. How does the future vision compare to the current state? 2. How will the community continue to be involved in jurisdiction activities? Systems: 1. How will be jurisdiction be expressed, e.g., within the structure of the First Nation, as an independent not-for-profit organization affiliated to the First Nation, etc.? 2. What systems, e.g., IT, financial, performance exist in the First Nation? Will they be available for use for jurisdiction? 3. Are additional systems required or existing ones revised to align to the vision of jurisdiction? Processes: 1. How does your community define current and future needs related to the vision of well-being and jurisdiction? 2. What activities and services will be designed and delivered to give meaning to the vision of well-being and jurisdiction? Are these different than or in addition to those being offered? 3. How will a service delivery and oversight structure be designed and implemented to operationalize the vision of well-being and jurisdiction? People: 1. Are appropriately qualified and skilled people in place to fulfill the mandate? Will additional or different skills be required to align to the vision of well-being and jurisdiction? 2. Is training required? 3. What entity employs staff, e.g., First Nation, separate organization?		



Transition planning	Strategy:	Has transition been considered? Yes, or no?	Planning for implementation will require the CFS lead and their team to define and execute activities to operationalize service delivery. Certain activities, e.g., defining staff profiles and preparing job postings, may happen at the same time as IT requirements are being defined.
- How will you operationalize the vision of well-being and jurisdiction? - How will you engage with the community to share planning and transition expectations? - How will alignment between vision, jurisdiction, and operations be ensured?	- How will you operationalize the vision of well-being and jurisdiction? - How will you engage with the community to share planning and transition expectations? - How will alignment between vision, jurisdiction, and operations be ensured?	If yes, how? If no, how will it be planned for? Does the First Nation have lessons from previous experiences designing and delivering new services or managing major change?	Determining the structure of the service delivery approach, e.g., part of the Band Council/First Nation, at arm's length independent organization, etc. would be an important first step. From there, governance considerations can be defined, and operational components designed.
Systems: - What governance and accountability practices will be introduced to align to the vision of well-being jurisdiction? - Is an adequate IT system in place? - Is an adequate financial system in place? - Is an adequate performance management system, i.e., data gathering against relevant indicators, analysis, and reporting, in place? - Are practices in place for regular reporting to the community?	- What governance and accountability practices will be introduced to align to the vision of well-being jurisdiction? - Is an adequate IT system in place? - Is an adequate financial system in place? - Is an adequate performance management system, i.e., data gathering against relevant indicators, analysis, and reporting, in place? - Are practices in place for regular reporting to the community?		Communication with the First Nation will be crucial. Clearly defining the steps for transition, the people and activities involved, and the expected timelines can help to manage expectations and create an environment conducive to learning to make adjustments as required.
Processes: - Is an organizational structure aligned to the new approach in place? - Are job positions defined and aligned to jurisdiction? - Are revised or redefined programs, services, and activities defined? - Are workflow and processes defined in alignment to jurisdiction?	- Is an organizational structure aligned to the new approach in place? - Are job positions defined and aligned to jurisdiction? - Are revised or redefined programs, services, and activities defined? - Are workflow and processes defined in alignment to jurisdiction?		Misipawistik Cree Nation (MCN) is planning for transition by acknowledging the importance of regular communication with the First Nation to effectively integrate the CFS law within the fabric of society; see Appendix N (transition case study) for these considerations.
People: - Is hiring required to meet objectives? - Are current staff being retained? - Are staff from community being recruited? - Is training required? What are the timelines? - Are salaries and benefits competitive?	- Is hiring required to meet objectives? - Are current staff being retained? - Are staff from community being recruited? - Is training required? What are the timelines? - Are salaries and benefits competitive?		Garden River Child and Family Services is preparing for transition by concurrently updating and establishing its strategy, systems, processes, and people to ensure readiness for the devolution of protection services (see Figure 30).



SUPPORTING TOOLS

ESTIMATING FUNDING REQUIREMENTS

Service providers require resources to discharge their mandates, ideally, connected to their differentiated contexts. Public funding can be allocated in different ways, e.g., per capita, by application, by formula, direct transfer, etc.

Funding CFS is dependent on the service provider and the law(s) they follow. In this section, two approaches to estimating federal funding allocations for populations living **in community** (i.e., on reserve) are presented:

1. FNCFS agencies (following provincial laws):
 - a. Funded through the FNCFS Program and subject to its terms and conditions;
 - b. Following provincial CFS laws for delegation.

2. Jurisdiction service providers:
 - a. Funded through the FNCFS Program as described in the jurisdiction funding agreement and operationalized based on the First Nation's law.

The differences between the approaches include the principles for determining allocations, e.g., how the funding amount is defined, and the terms and conditions associated to their application/use. These elements are dictated by the laws and programs governing practice and funding.

FIGURE 34

IFSD's mandate related to federal funding for FNCFS. Service providers, however, even if they are principally funded by the federal government, will interface with provinces and often, their funding practices. At the request of a collaborator, the following questions were defined to seek clarification from a provincial government on activities and approaches to FNCFS:

- What are the goals of the province's child welfare system?
- Are the different starting points of Indigenous and non-Indigenous children considered?
- Are results for children in contact with the child welfare system tracked? What have been the results?
- How are costs for children in care determined?
- Are prevention services funded by the province? At what rate? How have they changed?
- How is funding for service providers determined?
- Is funding reviewed for sufficiency relative to the needs of children and families?
- How is the province supporting First Nations jurisdiction in child welfare?



This section presents IFSD's approach estimating CFS funding allocations informed by contributions from FNCFS agencies and First Nations.

IFSD's allocation approach was designed to connect to local contexts and ensure service providers were equipped to deliver on their mandates. The individual components of the allocation were meant to reflect known gaps in the FNCFS system.¹⁸ Some gaps were addressed through industry standard benchmarks (e.g., IT), others based on case studies (e.g., prevention).¹⁹ From a practical perspective, general operating costs are included in the model, e.g., legal fees, travel costs. When the baseline and components are taken together through a block contribution approach (see the Structure section of this report), the expectation is that service providers will apply resources in ways to best meet the needs of children and families.

IFSD's approach to allocating funding is premised on local decision-making. While IFSD presents the components of the allocation as separate items, they are not expected to be

treated as such in practice. For instance, just because the prevention allocation for a service provider is \$5M, it does not imply that the service provider can or should only spend \$5M on prevention activities and services. The intent behind the block contribution approach is to empower those making decisions that are closest to children and families. It is up to a service provider to budget based on the needs of its community because it knows it best.

In a discussion of IFSD's Phase 3 recommendations, collaborators were clear that more time, resources (human, financial, etc.) and consistent structural change would be required to uphold the CHRT's orders to end discrimination and ensure it does not reoccur.

Transparency in decision-making and clarity were required immediately for:

1. Monitoring of program performance to ensure accountability of the service delivery provider;
2. Funding amounts, recipients, and activities; and,
3. Governance of resources and reporting on funding.

¹⁸ See IFSD's past reports on costing the gaps in the FNCFS system, *Enabling First Nations children to Thrive* (IFSD, 2018), <https://ifsd.ca/wp-content/uploads/2024/06/ifsd-report-2018-12-enabling-first-nations-children-to-thrive.pdf>; and defining an alternative funding approach and performance framework, *Funding First Nations Child and Family Services (FNCFS): A Performance Budget Approach to Well-Being* (IFSD, 2020), https://ifsd.ca/wp-content/uploads/2024/06/2020-09-09_final-report_funding-first-nations-child-and-family-services.pdf.

¹⁹ The cost per person for prevention services, estimated at \$2,500 per person, comes from an operating agency providing only prevention services. The program activities include: "community-based activities and family support, legal support, victim services, social work, and social assistance. The active learning style initiatives range from education on fetal alcohol syndrome and brain development to emergency homes for respite." (*Enabling First Nations Children to Thrive*, p. 92)

The \$2,500 per capita allocation for prevention is built from an existing FNCFS agency that provides full prevention services to its community. The \$2,500 per capita allocation represents a specific set of program activities. It does not represent the upper end of a range. The full case study and program activity description is from IFSD's report, *Enabling First Nations Children to Thrive*, p. 91-94. It is **important** to keep in mind, that the allocation of \$2,500 for prevention activities is **part of a larger approach** described in IFSD's report, *Funding First Nations Child and Family Services (FNCFS): A Performance Budget Approach to Well-Being*. The allocation of \$2,500 per person is part of a funding approach that ensures adequate and needs-based resourcing for contextual factors such as, geography and differences in need (i.e., poverty). **Pulling out the \$2,500 per person from the overall funding approach is an artificial representation of the full resource profile that is being proposed as part of the broader reformed approach.**



Essentially, who is getting funding, to deliver what services, and with what obligations, needs to be clarified. These elements are required for planning, service delivery, and reporting.

There was agreement with IFSD's recommendations, but not consensus across all categories. Collaborators indicated that capital estimates were low, especially for those exercising jurisdiction. Prevention resources were also deemed

to be too low, especially for agencies in provinces previously covered under Directive 20-1 (which did not include prevention resources), e.g., British Columbia, New Brunswick, etc. Until a steady state of prevention services could be defined, resources, from collaborators' perspectives, should not be limited.

Given the foregoing, collaborators make the following recommendations (Figure 35):

FIGURE 35

1. Capital funding should be needs-based. It should not be circumscribed by the FNCFS Program, especially for those exercising jurisdiction.
2. Prevention funding should be needs-based.
3. Establish a national pool of funds for emergency needs in CFS to address unexpected or costs of high-needs children.
4. ISC must clarify its funding and policy decisions aligning them to CHRT orders, e.g., capital, housing, etc.
5. Housing resources intended for CFS should be free of political influence and should be administered in collaboration with the CFS service provider.
6. Allocations for First Nation Representative Services should be revisited with a baseline for small First Nations and consideration of provincial/territorial variances in mandates.
7. To support the delivery of CFS, existing gaps in housing, health, and education in First Nations should be defined.
8. Population on-reserve does not represent true population served in First Nations as members may move in and out of community. Until such time that First Nations define their own populations, total population should be used for funding estimates.
9. Provincial and territorial governments should report all CFS-related information, e.g., expenditures, child outcomes, etc., on a distinctions basis, i.e., Inuit, Metis, etc.
10. Those negotiating the reform of the FNCFS Program should be engaging with rights holders and their delegated service providers.



Estimating a funding allocation should align to mandate and contextual realities. As delivery approaches to CFS continue to evolve, so will funding. Service providers may grapple with funding amount and approach changes, as exemplified in the cases of Sagkeeng Child and Family Services (Figure 36) and Animikii Ozoson Child and Family Services (Figure 37). Due to changes outside of their organizations, these service providers grappled with funding approach and amount changes by revising their planning and services. For Sagkeeng Child and

Family Services, an underfunded provincial fixed envelope forced internal reallocation exercises. The team used the challenge to realign resources to their mandate and maximize their local control.

For Animikii Ozoson Child and Family Services, the resumption of jurisdiction in a nearby First Nation increased the number of children in care in the urban agency. Initially, the province did not fund them for the change in service demand, although that was resolved. Their case highlights the relevance of defining service populations for funding estimates.

FIGURE 36

Sagkeeng CFS block funding and accountability²⁰

Since 2019, Manitoba child and family services agencies have been operating under block funding, i.e., single envelope funding. From the outset, the block was underfunded. For many agencies in the province, the block has a negative connotation because of its association to reduced funding. However, Sagkeeng Child and Family Services (SCFS) embraced the challenge of working with the block. The agency had to change the dynamic of its spending to meet the parameters of the block approach. Its efforts enhanced flexibility in decision-making and accountability to its First Nations.

The lessons from SCFS's experience with the provincial block are relevant as funding approach reforms for the federal First Nations Child and Family Services Program are being negotiated. In a federal context, should a block approach be adopted it would be expected that the resources in a block would be commensurate to agency mandates, i.e., not underfunded as in the case of Manitoba.

The block approach:

1. Means *autonomy* as a service provider.
2. Enables *allocations* to meet service delivery needs.
3. Requires *accountable* planning.

Changing the dynamic of spending in SCFS required action on three fronts:

1. Making tough internal decisions on performing versus non-performing activities;

²⁰ Institute of Fiscal Studies and Democracy, "Sagkeeng CFS block funding and accountability," IFSD, May 8, 2024, <https://ifsd.ca/en/blog/last-page-blog/Sagkeeng-CFS-Block-funding-and-accountability>.



2. Revisiting practice and (re)educating staff to focus on preventive services rather than removals;
3. Building accountability into planning.

“My objective as an agency is to be completely autonomous, so as to operate as if our own laws are already in place.”

Tough internal decisions

Manitoba’s block funding incentivized agencies to reduce their caseload because fewer cases of children in care meant lower expenditures for maintenance payments, protection staff, etc. SCFS carefully reviewed its internal services and activities and made difficult decisions to cut non-essential services. The management team worked to determine which services and activities were unused or non-performing and they were eliminated.

As this exercise was happening, SCFS spent time educating caregivers, e.g., about changes to their rates and services, and with leadership. SCFS needed its community to understand and support its approach of working within its parameters to make it possible.

For established agencies or other organizations, managing a block will be easier from SCFS’s perspective because they understand their approach to service delivery, needs, and issues. For newer agencies a block risks being harder to manage as their approach to practice and history of service delivery is not well-established.

Revisiting practice

With the block funding, SCFS had to shift the ‘mindset’ of practice from placing children in care to manage liability to accepting the risk of supporting children in their families. While supporting children and families through intensive prevention services was a way to keep children out of care, it also meant lower maintenance expenses. This meant that resources could be redeployed to focus on supports and services to keep children with their families. SCFS used the incentive of the block, i.e., to work within a fixed budget, to use its resources to focus on prevention services.

Caseload composition at the agency has shifted. There are *more* protection cases that lead to more work with families, continuous supports and services, but *fewer* children placed in out of home care. The approach means doing more to reduce the need for removal and addressing safety concerns for children. The agency differentiates between a *risk* and an *immediate* safety concern. When the concern is immediate, the child is removed. If there is a risk, that means further action is taken but not necessarily a removal to support the child and their family.

SCFS changed the dynamic of its spending with the block approach. Using the block’s flexibility to allocate resources to meet needs, SCFS could make decisions like hiring their own



therapist. They treated this as a reasonable expense to support children and families in contact with their agency. By controlling their resource allocation, they improved their approach to practice. SCFS used the block to move money where it makes the most difference for children and families.

Accountable planning

A block funding approach means the recipient takes on care and control in service delivery. While the provider benefits from the flexibility of applying funds where they are needed, they are also accountable for working within the fixed budget.

During their planning exercise for block funding, SCFS decided to retain 2% of their budget for unanticipated situations. The decision was prudent as it provided SCFS with a cushion that it controlled for unanticipated situations. For instance, there continue to be children with specialized support needs with costs that stress the agency's budget. Fortunately, the agency's retained funds could be applied to manage the circumstance. The situation, however, is not indefinitely sustainable. From the outset, the provincial block was underfunded. While SCFS has leveraged the flexibility of the structure, it remains accountable for working with insufficient resources. SCFS has had to seek resources elsewhere to sustain its practice.

As an agency serving First Nations in and outside of community, i.e., on- and off-reserve, SCFS receives both provincial and federal funding. Provincial funding under the block approach was focused on protection and prevention services for children and families in need of support. The agency's federal funding had different uses depending on the source, e.g., First Nations child and family services Program, Jordan's Principle, etc. Funds are managed separately for transparency, accountability, and ease of reporting on use.

What did SCFS learn from the block funding approach?

1. Changing a funding approach takes time, commitment, and good internal information.
2. Ensure your management team is strong, competent, and supported by your First Nation.
3. Build and manage your own contingency fund.
4. Accept that changes to your service model may be needed and can be achieved.
5. Establish a training unit to support staff to change their approach to practice.
6. Accept that tough decisions will be required. Use your own information on practice and the needs of your children and families to make them.

For Animikii Ozoson Child and Family Services, the resumption of jurisdiction in a nearby First Nation increased the number of children in care in the urban agency. Initially, the province did

not fund them for the change in service demand, although that was resolved. Their case highlights the relevance of defining service populations for funding estimates.



FIGURE 37

A CASE STUDY ON ANIMIKII OZOSON CHILD & FAMILY SERVICES

An excerpt of this case study is presented in this report. [Read the full case study.](#)²¹

Animikii Ozoson Child & Family Services (AOCFS) is an urban agency in Winnipeg that serves First Nations across Northern Ontario, Manitoba, Saskatchewan, and beyond. While delegated (in 2005) and funded by the province of Manitoba, it principally serves Ontario First Nations. AOCFS operates on an inter-provincial/inter-territorial basis to ensure First Nation and Indigenous children in Winnipeg have culturally informed services.

As an agency in an urban centre serving children and families residing on and off reserve, AOCFS experiences service delivery challenges compounded by jurisdictional issues. As an urban Indigenous agency, AOCFS often self-describes as being ‘overlooked’ by the province because its community and service delivery approach do not align to typical funding streams. To AOCFS, typical funding streams should not compromise the availability or accessibility of the maintenance funding of children under state care.

“Are these kids just a figment of their imagination?”

[...]

AOCFS operates in an urban centre serving Indigenous children from different communities. This means that children may be connected to a First Nation, may reside in an urban centre, or other, and require different approaches to service delivery to meet their best interests in a culturally-informed way. AOCFS operates outside of the typical territorial boundaries (on-/off-reserve) that determine funding (federal/provincial), which can create precarity in resource access for First Nations children. Just because children do not fall neatly in territorial boundaries, their needs are no less real. As an AOCFS representative stated “Are these kids just a figment of their imagination?”

Challenges

AOCFS faces two principal challenges: funding and jurisdiction. *Funding* is an issue of who should be paying for services for children. Jurisdictional disputes exist between provincial and federal responsibility for funding, because AOCFS serves children from several provinces outside of Manitoba, notably, Ontario. *Jurisdiction* is the issue of who cares for children when boundaries for service delivery change. Children can be transferred to AOCFS for various reasons (e.g., not covered by a First Nations child and family services (FNCFS) agency, not

²¹ Institute of Fiscal Studies and Democracy, ““Are these kids just a figment of their imagination?” A case study on Animikii Ozoson Child & Family Services,” IFSD, September 18, 2023, <https://ifsd.ca/2023/09/animikii-ozoson-child-family-services/>.



a member of the First Nation where they reside, Indigenous child does not meet federal criteria to be a 'status Indian', etc.). Funding does not always follow a child expediently, leaving the agency to pursue the province for the transfer of funds. The funding transfer process can be disorderly. Ensuring resources follow children is important for maintaining their care.

Funding

As AOCFS works with First Nations in Northwestern Ontario, Manitoba, and Saskatchewan, each jurisdiction brings unique needs and challenges, which requires increased resources from AOCFS. Different communities have different systems, protocols, and standards that AOCFS must work within. Accordingly, it is impossible for AOCFS staff to develop one standardized approach to case management. Instead, staff manage cases within diverse systems, including both government and First Nations, consistent with the new federal legislation. This increases the workload on staff and ultimately, costs.

A shifting legal context

An Act respecting First Nations, Inuit and Métis children, youth and families has created space for Indigenous Governing Bodies (IGB) to pursue jurisdiction in CFS for their members *wherever they may reside*. While the federal Act would notionally make funding available for children recognized through jurisdiction (whether they reside in their community (on-reserve or elsewhere), the same does not apply to AOCFS. The federal government does not fund off-reserve children with 'Indian status' that are in care with AOCFS, despite ongoing efforts by the agency. There is an increasing risk that children are being left out of the evolving funding structure intended to meet their best interests in a culturally informed fashion just because their home community has not exercised jurisdiction in CFS. This practice risks instituting a two-tiered approach in CFS for 'status Indians': one for those exercising jurisdiction (a minority) and another for those without jurisdiction (the majority).

AOCFS staff have high caseloads (each case manager has 25-30 cases). Historically, up to the current fiscal year, salaries were lower than those of other agencies. Provincial funding for AOCFS staff salaries is based on 2014 salaries. This forced AOCFS to use funding from other areas to meet annual salary changes. With the high caseloads and salary pressures, attracting and retaining staff (especially, front line staff), is an ongoing challenge.

[...]

Relying principally on funding from the province of Manitoba means that AOCFS is subject to their terms with limited federal support for services provided to children outside the boundaries of the province.

[...]



Jurisdiction

Membership to a First Nation and status are driving the current service model. If an Indigenous child does not have status, the federal government does not pay for them. If a child does not have membership, the First Nation or related FNCFS agency will not necessarily serve them. This creates a service vacuum for many displaced Indigenous children that AOCFS has filled in Manitoba and across provincial boundaries.

For instance, when a First Nation's new CFS law covered only its members through its agency, any other children living in the community, whether they are First Nation, Indigenous, or non-Indigenous, were no longer served by the agency. When these children were transferred to AOCFS, no maintenance funding followed them (it had been paid in full to the agency earlier in the fiscal year). AOCFS appealed directly to the province and demanded the funding to cover maintenance for the 30+ children. Manitoba responded to the appeal, and AOCFS received the maintenance funding. However, this instance highlights a standing issue for AOCFS. Children are being transferred to AOCFS without the requisite funding to support them. In this case, AOCFS had to advocate to receive the maintenance funding associated to the 30+ children transferred to its care. From AOCFS' vantage point, the province has not developed an effective plan to manage the transfers of Indigenous children impacted by the new federal legislation with the constant transfer of children in Manitoba.

First Nations jurisdiction in child and family services is to be celebrated. It must be recognized however, that the decisions of First Nations on who to serve, where, and how, will impact children and families. As the case of the First Nation above whose law covered its agency and only its members, there will be children and families that will require services from other providers. Ensuring those children have culturally appropriate supports and services in the best interests of the child is consistent with federal legislation.

[...]

Canada's urban Indigenous population continues to grow, as does the First Nation population on-and off-reserve. This reality should be recognized and reflected in policy and in funding decisions. *An Act respecting First Nations, Inuit and Métis children, youth and families* commits to culturally relevant services in the best interests of the child in CFS. Upholding that standard requires that urban Indigenous agencies and FNCFS agencies have the services provided in urban centres recognized with adequate funding. The case of AOCFS highlights the pressures of service delivery in environments with limited funding and changes from the exercise of jurisdiction.

[...]

[Read the full case study.](#)



BUILDING A FUNDING ALLOCATION ESTIMATE

A funding allocation is different than a budget (although the terms are often used interchangeably). For the purposes of this report, the funding allocation is an amount of money transferred to a service provider to discharge their mandate. A budget is the internal and locally determined application of resources by the service provider. IFSD was mandated to

help understand funding allocations, it is up to service providers to determine how to apply resources in practice to define their budget.

To build a funding allocation, IFSD leverages information public sources, e.g., Indian Registry Service (IRS) for population, Census for household income, as well as from existing service providers, e.g., through a questionnaire.

FIGURE 38

DATA LIMITATIONS AND NATIONAL ESTIMATES

IFSD was mandated to produce *national* estimates for the FNCFS Program for First Nations on reserve. National estimates are built on common sources of information, e.g., population, inflation, etc. Having common sources of information, while imperfect, enables the development of a consistent and statistically reliable set of estimates necessary to identify overall program funding requirements and other important program attributes. National estimates may or may not correspond precisely to local conditions.

It is entirely possible that a First Nation or an FNCFS agency has their own population data. However, for IFSD to use the information for a consistent national reliable estimate, every First Nation or FNCFS agency would have to have captured their population data in a methodologically consistent manner and provide IFSD with that data. This is the burden of the exercise being undertaken with imperfect information.

Without a consistent and reliable alternative source of data available for all First Nations served by an FNCFS agency, IFSD is required to work with the best available information. Data developed by First Nations, for First Nations is limited or nonexistent nationally. Analysis is therefore restricted by the national-level information that could be accessed for the national estimates for the FNCFS Program.

The population issue has been debated among experts but usually between IRS and Census data sources. In past consultations with the National Advisory Committee (NAC), IFSD has been encouraged by the technical experts to use only IRS population data and not Census data. It should be noted that in IFSD's work with population data, IRS population data on reserve is *generally* higher than Census population data.



Following a consultation with Statistics Canada, IFSD will continue to use Census 2016 total median household income data with adjustments for inflation in cost estimation, as IFSD considers the number a more accurate (albeit imperfect) reflection of the current state of First Nations.

Total median household incomes as captured in Census 2016 and Census 2021 increased significantly for First Nations. Statistics Canada has also observed general growth in income across Canada (see Statistics Canada, “Pandemic Benefits Cushion Losses for Low-Income Earners and Narrow Income Inequality – After-Tax Income Grows Across Canada Except in Alberta and Newfoundland and Labrador,” *Government of Canada*, last updated July 13, 2022, <https://www150.statcan.gc.ca/n1/daily-quotidien/220713/dq220713d-eng.htm>).

Nationally, pandemic relief programs and other direct transfers to persons, e.g., increases to the child benefit, contributed to the income growth. While every First Nation is different, and the sources of their income changes unique, the pandemic relief programs and direct transfers were nationally available and were likely an important factor in the income growth observed for First Nations. Moreover, Statistics Canada indicated a change in Canada Revenue Agency (CRA) reporting with Form T90 for First Nations (starting in 2019) which could contribute to differences when making historical comparisons — although the size and direction of the impact is unknown.



IFSD’s approach is built from a baseline with top-ups based on specific contexts. To estimate the allocation, the following information is needed (see Table 22):

TABLE 22

INFORMATION	DESCRIPTION
Baseline	Foundation of the funding approach determined by service provider type, e.g., FNCFS agency v. First Nation exercising jurisdiction. IFSD’s focus is exclusively on federal funding. The baseline includes resources to fund core operations. In the case of existing FNCFS agencies, the baseline is expected to cover protection services costs, e.g., intake, maintenance payments, etc.
Total population	Population on-reserve, consistent with federal funding terms. IFSD uses IRS on-reserve data in its calculations. IFSD recognizes that publicly available population data is imperfect. It is entirely possible that a First Nation or FNCFS agency has their own population data. Should that data exist, they may wish to apply it to a funding allocation estimate.
Household income	The after-tax household income on-reserve from Census 2016 (data from Census 2021 was not used due to the impacts of individual and household supports related to the COVID-19 pandemic).²² The information is used to calculate the gap between the after-tax median household income on-reserve and Market Basket Measure (MBM). If the difference is positive, i.e., household income is greater than the MBM, no adjustment is included in the funding approach. If the difference is negative, i.e., household income is lower than the MBM, and adjustment is included. Some collaborators requested that a territorial or Northern MBM be applied to better reflect the cost-of-living pressures in their communities. These were applied only to their estimated allocations. General concerns were raised about using an income-based measure to quantify deprivation or a lack of access to services. IFSD agrees with the limits of an exclusively income-based measure, but without an alternative consistent national measure, the top-up could not be quantified.
Remoteness quotient	Applied to adjust allocation estimates based on geography. IFSD re-estimated ISC’s Cost Adjustment Factor model (CAF) and used it to estimate remoteness quotients. CAF uses Statistic Canada’s remoteness index and considers whether a community has access to roads. ISC has recommended that CAF-based quotients be scaled down such that the average quotients across all agencies be 15 percent. IFSD used the same scale factor to estimate remoteness quotients (see Appendix O for IFSD’s estimates of remoteness quotients for FNCFS agencies, First Nations not affiliated to an FNCFS agency, and First Nations affiliated to an FNCFS agency).

22 See Figure 38 for an overview of data considerations and limitations.



After the information is gathered, there are five steps to building the funding approach (steps 2-5 are discussed in this section):

1. Prepare the spreadsheet (or other tool for calculations). To access a copy of the script, contact the Assembly of First Nations Social Development Sector (via email: social.development@afn.ca). The script, produced by Dr. Fred Wulczyn, is being made available to First Nations and FNCFS agencies under copyright of the AFN, as an associated product of this report. The script cannot be licensed or used for any purposes other than for the internal work of the First Nation or FNCFS agency.
2. Define or infer a baseline.
3. Define and calculate top-ups.
4. Define growth factors, i.e., inflation and population.
5. Calculate the estimated funding allocation and any relevant scenarios.

The discussion focuses on IFSD's funding approach. There are other approaches to generating funding estimates. Various accounting and consulting firms have leveraged these principles to develop funding estimates for First Nations, especially in the exercise of jurisdiction.

Defining or inferring a baseline

Note: The examples below are generated for illustrative purposes only. First Nations and FNCFS agencies should use actual data from service providers or other relevant data on the costs of service delivery to estimate their baselines and related allocation components.

For an existing service provider, e.g., FNCFS agency, the baseline is the federal portion of their total expenditures for the most recent fiscal year. Consider, for instance, the case of Agency Z (Table 23).

TABLE 23

AGENCY Z	
Mandate	Protection and prevention
Total population served (on-reserve)	7,000
Number of First Nations served	5
Total expenditures 2023-2024	\$25,000,000
Baseline (equivalent to total federal expenditures)	\$17,000,000



If a baseline is unavailable or is being developed for the exercise of jurisdiction, it can be estimated in different ways. Consider the case of First Nation Y, preparing to exercise jurisdiction (Table 24):

TABLE 24

FIRST NATION Y	
Mandate	Protection and prevention
Total population served (on-reserve)	1,500
Number of First Nations served	1
Baseline	TBD (see examples below)
Geographic zone	1
Remoteness adjustment factor	0.15
Formerly served by Agency Z	

To estimate its federal allocation, First Nation Y phoned FNCFS agencies in different provinces with similar mandate, population size, and geographic considerations. First Nation Y produced Table 25 to summarize the information shared by other service providers.

TABLE 25

COMPARABLE SERVICE PROVIDERS	NUMBER OF FIRST NATIONS SERVED	HIGHEST GEOGRAPHIC ZONE	PROVINCE	ON-RESERVE POPULATION	FEDERAL BASELINE ALLOCATION FY 2023-24	PER CAPITA EXPENDITURE
Agency A1	4	1	Province A	1461	\$4,300,000	\$2,943
Agency A2	1	2	Province D	1599	\$6,300,000	\$3,940
Agency A3	5	2	Province C	1543	\$7,000,000	\$4,537
Agency A4	1	1	Province D	1514	\$2,900,000	\$1,915
Agency A5	1	2	Province D	1484	\$600,000	\$404
				Average total federal expenditure	\$4,220,000	
				Average total federal expenditure of service providers in Province D	\$3,266,667	
				Average total per capita expenditure		\$2,748
				Average per capita expenditure of service providers in Province D		\$2,087



Three approaches are presented to estimate a baseline for First Nation Y:

1. *It can be inferred by using the baseline of another provider with a similar mandate, size of population served, and geographic context. “Scenario 1”*
When considering its location, mandate, and size of population served, First Nation Y identified Agency A4 as a relevant and comparable service provider. In this model, First Nation Y adopts Agency A4’s \$2.9M federal baseline allocation for its estimates.
2. *A per capita estimate of baseline expenditures for service providers with the same geography and province can be calculated. The average per capita expenditure is then multiplied by the size of the population served to generate a baseline. “Scenario 2”*

First Nation Y identifies Agencies A2, A4, and A5 as comparable service providers. Their average per capita allocation is \$2,087. First Nation Y multiplies its total population by the average per capita allocation to generate an estimated baseline:

$$\begin{aligned} &= 1,500 \times \$2,087 \\ &= \$3,130,500 \end{aligned}$$

3. *The percentage of the existing provider’s baseline expenditures based on the weight of the population being served can be calculated to serve as the baseline. “Scenario 3”*

First Nation Y was previously served by Agency Z. To estimate an alternative baseline, First Nation Y calculates the weight of its population relative to Agency Z’s total population served (21%) (Table 26). First Nation Y then calculates 21% of Agency Z’s federal allocation as a baseline allocation of \$3.57M.

TABLE 26

ESTIMATING FIRST NATION Y’S BASELINE FEDERAL ALLOCATION USING AGENCY Z’S DATA	
Total population served (on-reserve)	7,000
Total expenditures 2023-2024	\$25,000,000
Baseline (equivalent to total federal expenditures)	\$17,000,000
First Nation Y’s population	1,500
Population weight of First Nation Y (relative to total)	$= 1,500 / 7,000$ $= 0.21$ 0.21×100 $= 21\%$
Value of federal baseline relative to First Nation Y population weight (Agency Z federal baseline * First Nation Y population weight)	Federal baseline = \$17,000,000 First Nation Y population weight = 21% $= \$17,000,000 \times 0.21$ $= \$3,570,000$

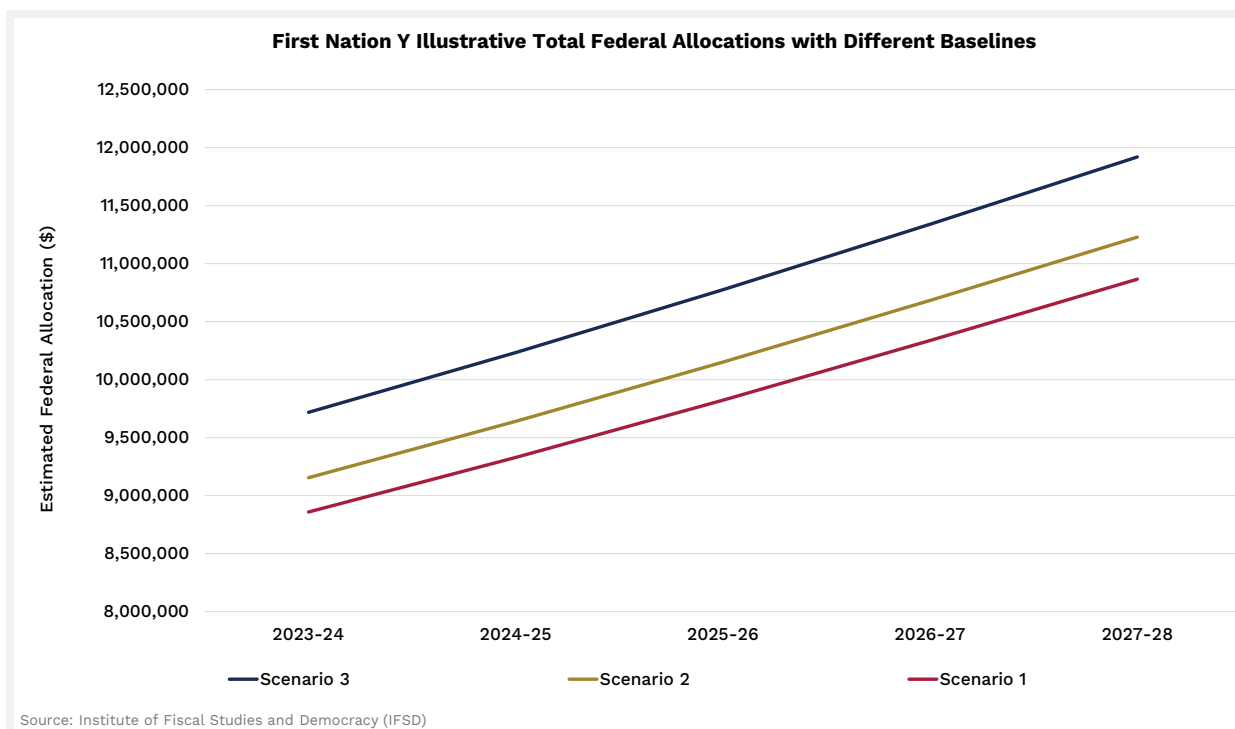


Having calculated or inferred three estimated baseline allocations, First Nation Y recognizes that its population weighted estimate (using data from its current service provider) and the average per capita allocations of service providers in the same province with similar mandates and population sizes are similar. First Nation Y decides to omit the baseline of \$2.9M, and instead use one of the other estimated baselines. Since

First Nation Y is currently served by Agency Z, it decides to adopt its population-weighted value of the agency's federal allocation as its baseline.

To depict the different impacts of initial baseline values on the total estimated allocation for First Nation Y, see Figure 32. The largest baseline, i.e., Scenario 3, produces the largest total estimated allocation when the top-ups are included.

FIGURE 39



Defining and calculating top-ups

The baseline and components are useful tools for estimating allocations (see Table 27 for an overview of components and calculation approaches). It is up to the service provider to

determine the resource mix that will best support the discharge of their mandates. For a list of specific start-up costs that may be relevant to operations (that are assumed to be covered by the baseline), see Appendix P.

TABLE 27

COMPONENT	DESCRIPTION AND CONSIDERATIONS	IFSD'S RECOMMENDATION	CALCULATION APPROACH OR VALUE
Baseline	FNCFS agency's total federal expenditures for the delivery of CFS for the most recent fiscal year. Inferred or estimated baseline for the exercise of jurisdiction.	Total federal expenditures for the delivery of CFS as reported by FNCFS agencies.	Defined by provider or inferred (see examples of Agency Z and First Nation Y below)
Prevention²³	Resources to deliver activities and services to stop or reduce the risk of child maltreatment. 3 types of prevention: Primary: Directed to the community as a whole, designed to educate and prevent child maltreatment. Secondary: Aimed to support a child who may be at risk of harm or maltreatment, e.g., home visit programs for parents, addictions treatment for parents, etc. Tertiary: Used when a child has been identified as at risk of harm of child maltreatment, e.g., immediate crisis intervention. When estimating the prevention allocation, the roles and responsibilities of service providers should be considered.	\$2,500 per person resident on-reserve	Multiply value of prevention funding by total population served, i.e., \$2,500 x population See Appendix Q for examples of protection and prevention programs

23 IFSD understands protection and prevention services to be integrated. This is crucial for service delivery that meets the needs of children and families by ensuring safety, while leveraging least disruptive measures (see Appendix Q for examples of protection and prevention programs).

Protection: Services for child safety to ensure children are free from harm, abuse, and neglect.

Prevention: Activities and services to stop or reduce the risk of child maltreatment.

3 types of prevention:

Primary: Directed to the community as a whole, designed to educate and prevent child maltreatment.

Secondary: Aimed to support a child who may be at risk of harm or maltreatment, e.g., home visit programs for parents, addictions treatment for parents, etc.

Tertiary: Used when a child has been identified as at risk of harm of child maltreatment, e.g., immediate crisis intervention.



Remoteness/ geography	15% scaled average of Cost Adjusted Factor (CAF). Remoteness can impact FNCFS agency operations and budgets. The remoteness/geography component should be recognition of the differentiated costs of delivering and acquiring needed services in different geographic contexts (beyond year-round road access alone).	15% scaled average of CAF applied to all FNCFS agencies	See Appendix O
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards. Needs and IT sophistication among agencies differ. Some will require complete reset, others will be adding to existing capacity.	5.5% of the baseline Other options: 5% or 6% of the baseline	% of baseline
Poverty	Difference between the Market Basket Measure (MBM) (by region and population size) and total after-tax median household income (Census 2016) ²⁴ on-reserve. This is not poverty alleviation and not an income supplement. The resources recognize that poverty is a known driver of contact with protection services. The allocation recognizes that resources are needed to mitigate the impacts of deprivation as a driver of contact with protection.	5% of the difference between regionally-relevant MBM and total after-tax median household income Other options: 3% or 7% of the difference	% of difference between MBM and after-tax household income multiplied by number of households (on-reserve)
Results	Allocation to support data collection and analysis. Data is essential for control and improved decision-making. Collecting and analyzing relevant information can be an early warning sign of challenges and can highlight successes. For many FNCFS agencies, this will be a new activity in need of support.	5% of the baseline Other options: 1% or 3% of the baseline	% of baseline

24 Following a consultation with Statistics Canada, IFSD will continue to use Census 2016 total median household income data with adjustments for inflation in its cost estimation, as it considers the number a more accurate (albeit imperfect) reflection of the current state of First Nations.

Total median household incomes as captured in Census 2016 and Census 2021 increased significantly for First Nations. Statistics Canada has also observed general growth in income across Canada (see Statistics Canada, “Pandemic Benefits Cushion Losses for Low-Income Earners and Narrow Income Inequality — After-Tax Income Grows Across Canada Except in Alberta and Newfoundland and Labrador,” Government of Canada, last updated July 13, 2022, <https://www150.statcan.gc.ca/n1/daily-quotidien/220713/dq220713d-eng.htm>).

Nationally, pandemic relief programs and other direct transfers to persons, e.g., increases to the child benefit, contributed to the income growth. While every First Nation is different, and the sources of their income changes unique, the pandemic relief programs and direct transfers were nationally available and were likely an important factor in the income growth observed for First Nations. Moreover, Statistics Canada indicated a change in Canada Revenue Agency (CRA) reporting with Form T90 for First Nations (starting in 2019) which could contribute to differences when making historical comparisons—although the size and direction of the impact is unknown.

Maintenance	Support to mitigate the changing costs of child maintenance (over and above inflation) within the regular course of business.	3% of the baseline Other options: 1% or 2% of the baseline	% of baseline
Emergency	Support responses to unanticipated circumstances related to CFS that affect demand for core services (protection and prevention).	2% of the baseline Other options: 0.5% or 1% of the baseline	% of baseline
Inflation	The purpose of an inflation adjustment on program funding is to correct for changes in purchasing power. Working with an adjusted inflation rate, such as one based on the Consumer Price Index (CPI) inflation, would be generally reflective of changes in the costs of goods and services. For five-year projections, the inflation rate is assumed to be 3% (the higher end of the Band of Canada's inflation target).	CPI, adjusted annually Other options: Region-specific inflation rate, fixed inflation rate	Per CPI (see overview in Figure 40).
Population	Changes in population size impact service delivery. Population and projections should use the Indian Registry Service (IRS) by Band.	IRS population by Band Other options: Census, own-source population data	Per population source

FIGURE 40
OVERVIEW OF THE CONSUMER PRICE INDEX (CPI)

1) What is the Consumer Price Index (CPI)?

Consumer price inflation is defined as the change in the Consumer Price Index (CPI) over time. Statistics Canada describes the CPI as follows:

“The Consumer Price Index represents changes in prices as experienced by Canadian consumers. It measures price changes by comparing, through time, the cost of a fixed basket of goods and services.”

Inflation adjustments do not replace program funding that is adequate for the needs of a First Nation. **If a program area is underfunded relative to need, it will remain insufficient even with an inflation adjustment.**

The purpose of an inflation adjustment on program funding is to correct for changes in purchasing power. Working with an adjusted inflation rate, such as one based on the CPI, would be generally reflective of changes in the costs of goods and services.



2) What is included in the CPI?

The CPI is based on a fixed basket of goods and services in 700 product classes. The products are selected based on what consumers normally purchase. They include necessities, luxuries, and products such as tobacco and alcoholic beverages.

Every month prices of a sample of goods and services in each product class are surveyed through various methods to measure the value of the CPI for that month. The prices are what consumers pay including discounts and all the taxes. The observed prices are then weighted based on their importance.

It is important to note that the CPI is not a measure of the cost of living for every household or individual. It is the cost of a fixed basket of goods and services. The CPI may overestimate or underestimate the cost for a specific consumer buying a different basket of goods. Moreover, the CPI does not represent purchases made in First Nations reserves, military bases, prisons, and long-term care institutions, as it is based on consumption information from the majority of the Canadian population residing outside of these places.

3) When is the CPI adjusted?

The CPI is adjusted monthly.

Every month Statistics Canada releases the value of the CPI for the previous month.

The release includes the CPI for all items included and several subcategories like shelter, energy, transportation, etc. The headline rate of inflation is measured as the change in the value of the CPI relative to its value twelve months ago (year-over-year inflation rate). One could also examine the month-to-month inflation rate or the annual average inflation rate.

4) When applying the CPI, is the entire estimate or a subset of product classes applied?

If the CPI is used to correct for purchasing power (as it would be in the FNCFS Program), the annual average CPI should be applied to allocations for the upcoming fiscal year. Applying only a subset of product classes risks being restrictive on the service provider.

5) How does IFSD apply the CPI in its estimates for the FNCFS Program?

IFSD applies the annual average CPI-based inflation rate to its national estimates to the FNCFS Program. IFSD applies the inflation adjustment to the **total allocation** (along with population). This means that all allocations (including remoteness, information technology, etc.) associated to a service provider are adjusted for inflation and population.



Service provision in FNCFS continues to evolve. An example of a change is when a First Nation served by an FNCFS agency decides to exercise jurisdiction. How should the agency's allocation be adjusted? How can the First Nation model its own funding allocation? The examples below model the approach to estimating the allocation for an FNCFS agency and estimating the allocation for a First Nation exercising jurisdiction.

Consider Agency Z (Table 28) and First Nation Y: Agency Z serves 5 First Nations, one of which, First Nation Y is leaving the agency to exercise jurisdiction. To model the possible changes to Agency Z's (Table 29) allocation and to estimate First Nation Y's (Table 33) allocation, IFSD prepared the models below. It is important to note that the approach to revising agency allocations with service changes, i.e., First Nation leaving an agency, remains unconfirmed at the time of writing.

TABLE 28

AGENCY Z	
Mandate	Protection and prevention
Total population served (on-reserve)	7,000
Number of First Nations served	5
Total expenditures 2023-2024	\$25,000,000
Baseline (equivalent to total federal expenditures)	\$17,000,000
Geographic zone (highest of all First Nations served)	2
Remoteness adjustment factor	0.14
First Nation Y's population	1,500
Population weight of First Nation Y (relative to total)	$=1,500/7,000$ $=0.21$ $0.21*100$ $=21\%$
Value of federal baseline relative to First Nation Y population weight (Agency Z federal baseline * First Nation Y population weight)	Federal baseline = \$17,000,000 First Nation Y population weight = 21% $=\$17,000,000*0.21$ $=\$3,570,000$
Revised baseline with First Nation Y's portion excluded (Agency Z federal baseline - First Nation Y's portion based on population)	Federal baseline = \$17,000,000 First Nation Y value of baseline based on population weight = \$3,570,000 $=\$17,000,000-\$3,570,000$ $=\$13,430,000$

**TABLE 29**

AGENCY Z REVISED (EXCL. FIRST NATION Y)	
Total population served (on-reserve)	5,500
Number of First Nations served	4
Baseline (equivalent to total federal expenditures)	\$13,430,000
Geographic zone	2
Remoteness adjustment factor	0.15
Average after-tax median household income on-reserve (among First Nations served)	\$11,836
Total number of households on-reserve	732
Value of Market Basket Measure (relevant province, population >30,000)	\$48,000

To model the funding allocation impacts of the departing First Nation on Agency Z:

1. Subtract the weight (%) of the departing population from the baseline
2. Adjust components using the revised baseline and population

To model these impacts the weight of the departing population is calculated from the denominator of the total population served (on reserve). The per capita calculation of preven-

tion resources (assuming they exist) will be revised downward, based on the departing population.

To illustrate Agency Z's revised allocation using IFSD's approach, the revised baseline is applied to generate an estimate. In this model, remoteness is assumed to be applied to all FNCFS agencies and Agency Z's remoteness index remains unchanged. For an overview on how to estimate the poverty top-up, see Figure 41.

TABLE 30

COMPONENT	DESCRIPTION	OPTIONS	ESTIMATES
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures	\$13,430,000
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget	\$772,225
		MED: 5.5% of the baseline budget	\$849,448
		HIGH: 6% of the baseline budget	\$926,670
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget	\$154,445
		MED: 3% of the baseline budget	\$463,335
		HIGH: 5% of the baseline budget	\$772,225
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, the population-weighted average of the after-tax median income of the First Nations for which we have data was used to extrapolate the missing data.	LOW: 3% of the difference	\$744,993
		MED: 5% of the difference	\$1,241,655
		HIGH: 7% of the difference	\$1,738,317
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget	\$77,223
		MED: 1% of the baseline budget	\$154,445
		HIGH: 2% of the baseline budget	\$308,890
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget	\$154,445
		MED: 2% of the baseline budget	\$308,890
		HIGH: 3% of the baseline budget	\$463,335
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500	\$17,450,675
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.	\$2,014,500
		Total LOW allocation	\$34,798,506
		Total MED allocation	\$35,912,948
		Total HIGH allocation	\$37,104,612



To illustrate how to project costs for the next four fiscal years, the medium allocation scenario is adjusted for population and inflation. To generate the estimate for the next fiscal year: $(FY-1) \times \text{Inflation} \times \text{Population change}$.

As indicated in Table 31, the on-reserve population is expected to grow by approximately 2% every year. Based on IFSD’s forecast of the CPI, inflation should be approximately 3% per year.

TABLE 31

NATIONAL POPULATION PROJECTION	2.23%	2.24%	2.23%	2.18%	2.05%
INFLATION FORECAST (PER CPI)		3%	3%	3%	3%

To calculate the projections, the total costs of the previous fiscal year are multiplied by the anticipated population change for that year and by inflation to generate the estimate for the next fiscal year (Table 32).

For instance, to calculate the allocation for FY 2024-2025:

$\text{Allocation FY2023-24} \times \text{population 2024-25} \times \text{inflation 2024-25}$
 $= \$35,912,947.50 \times 1.0224 \times 1.03$
 $= \$37,818,919$

TABLE 32

PROJECTION — MEDIUM SCENARIO				
2023-24	2024-25	2025-26	2026-27	2027-28
\$35,912,948	\$37,818,919	\$39,822,150	\$41,910,981	\$44,053,261



FIGURE 41

ESTIMATING THE POVERTY GAP

To model the hypothetical poverty gap for Agency Z

Agency Z serves 5 First Nations: A, B, C, D, and Y:

FIRST NATIONS IN AGENCY Z	NUMBER OF HOUSEHOLDS	MEDIAN H. INCOME AFTER-TAX	PROVINCIAL POVERTY LINE (MBM)
First Nation A	183	\$20,000	\$48,000
First Nation B	183	\$15,000	\$48,000
First Nation C	183	\$17,000	\$48,000
First Nation D	183	\$22,000	\$48,000
First Nation Y	183	\$11,836	\$48,000

To determine the poverty top-up for Agency Z, the following calculations are made:

Step 1: Identify the after-tax median household income for each First Nation. Identify the relevant MBM. Then, calculate the difference between the after-tax median household incomes and the MBM. A positive value means there is a poverty gap; a negative value means there is not a poverty gap, and no top-up is applied. In the example of Agency Z, all First Nations have a positive difference, i.e., a gap exists.

First Nation A: $\$48,000 - \$20,000 = \$28,000$

First Nation B: $\$48,000 - \$15,000 = \$33,000$

First Nation C: $\$48,000 - \$17,000 = \$31,000$

First Nation D: $\$48,000 - \$22,000 = \$26,000$

First Nation Y: $\$48,000 - \$11,836 = \$36,164$

Step 2: Multiply the poverty gap in each First Nation by the number of households in the First Nation. For the purposes of this illustration, all First Nations served by Agency Z have 183 households on-reserve.

First Nation A: $\$28,000 * 183 = \$5,124,000$

First Nation B: $\$33,000 * 183 = \$6,039,000$

First Nation C: $\$31,000 * 183 = \$5,673,000$

First Nation D: $\$26,000 * 183 = \$4,758,000$

First Nation Y: $\$36,164 * 183 = \$6,618,012$



Step 3: Sum the poverty gaps to determine the overall poverty gap for First Nations served by the FNCFS agency.

$$\$5,124,000 + \$6,039,000 + \$5,673,000 + \$4,758,000 + \$6,618,012 = \$28,212,012$$

Step 4: In IFSD's approach, there are three top-up options, 3%, 5%, or 7% of the value of the poverty gap. To generate those estimates, the total poverty gap is multiplied by the percentage. The poverty gap is then adjusted for remoteness (based on the remoteness adjustment of the service provider).

$$\$28,212,012 * 3\% * (1+0.15) = \$973,314$$

$$\$28,212,012 * 5\% * (1+0.15) = \$1,622,191$$

$$\$28,212,012 * 7\% * (1+0.15) = \$2,271,067$$

Since First Nation Y will be exercising jurisdiction, the value of its poverty gap is subtracted from that of Agency Z. To do so, First Nation Y's value is removed at step 3.

$$\$5,124,000 + \$6,039,000 + \$5,673,000 + \$4,758,000 = \$21,594,000$$

Therefore, Agency Z's revised poverty gap options are:

$$\$21,594,000 * 3\% * (1+0.15) = \$744,993$$

$$\$21,594,000 * 5\% * (1+0.15) = \$1,241,655$$

$$\$21,594,000 * 7\% * (1+0.15) = \$1,738,317$$

To model the poverty gap options for First Nation Y, steps 1, 2, and 4 are followed using First Nation Y's total after tax median household income (\$11,836) and its number of households (183).

Step 1:

$$\text{First Nation Y: } \$48,000 - \$11,836 = \$36,164$$

Step 2:

$$\text{First Nation Y: } \$36,164 * 183 = \$6,618,012$$

Step 4:

$$\$6,618,012 * 3\% * (1+0.15) = \$228,321$$

$$\$6,618,012 * 5\% * (1+0.15) = \$380,536$$

$$\$6,618,012 * 7\% * (1+0.15) = \$532,750$$



To illustrate an allocation for First Nation Y, the service provider’s baseline is assumed to be \$3,570,000 (one of the three sample baseline allocation estimates defined above) (Table 33 and Table 34). IFSD adopts the remoteness index from Agency Z and assumes the same remoteness index for First Nation Y (0.15). The assumption is made because IFSD estimates

the remoteness allocation on a relative basis. To apply this approach, the list of service providers must be defined. A quotient is developed on a relative basis (from least to most remote) based on the existing group of service providers. See Appendix O for the remoteness adjustment factor by service provider type.

TABLE 33

FIRST NATION Y	
Mandate	Protection and prevention
Total population served (on-reserve)	1,500
Number of First Nations served	1
Baseline	\$3,570,000
Geographic zone	1
Remoteness adjustment factor	0.15

For an overview of the calculation of the poverty top-up, see Figure 41.

TABLE 34

COMPONENT	DESCRIPTION	OPTIONS	ESTIMATES
Baseline budget	Population-weighted value of existing service provider's federal allocation.	Estimated federal allocation.	\$3,570,000
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget	\$205,275
		MED: 5.5% of the baseline budget	\$225,803
		HIGH: 6% of the baseline budget	\$246,330
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget	\$41,055
		MED: 3% of the baseline budget	\$123,165
		HIGH: 5% of the baseline budget	\$205,275
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For the service provider, the population-weighted average of the after-tax median income of the First Nation(s) for which data was available was used to extrapolate the missing data.	LOW: 3% of the difference	\$228,321
		MED: 5% of the difference	\$380,536
		HIGH: 7% of the difference	\$532,750
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget	\$20,528
		MED: 1% of the baseline budget	\$41,055
		HIGH: 2% of the baseline budget	\$82,110
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget	\$41,055
		MED: 2% of the baseline budget	\$82,110
		HIGH: 3% of the baseline budget	\$123,165
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500	\$4,759,275
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	15% CAF applied to the baseline + top-ups.	\$535,500
		Total LOW allocation	\$9,401,009
		Total MED allocation	\$9,717,443
		Total HIGH allocation	\$10,054,405



To project the estimated allocation, the same growth factors (population + inflation) are applied as described above. They are repeated for ease of reference.

As indicated in Table 35, the on-reserve population is expected to grow by approximately 2% every year. Based on IFSD’s forecast of the CPI, inflation should be approximately 3% per year.

TABLE 35

NATIONAL POPULATION PROJECTION	2.23%	2.24%	2.23%	2.18%	2.05%
INFLATION FORECAST (PER CPI)		3%	3%	3%	3%

To calculate the projections, the total costs of the previous fiscal year are multiplied by the anticipated population change for that year and by inflation to generate the estimate for the next fiscal year (Table 36).

For instance, to calculate the allocation for FY 2025-2026:

=Allocation FY2023-24*population 2024-25*inflation 2024-25

= \$9,717,443.19*(1+0.0224)*(1+0.03)

= \$10,233,167

TABLE 36

PROJECTION — MEDIUM SCENARIO				
2023-24	2024-25	2025-26	2026-27	2027-28
\$9,717,443	\$10,233,167	\$10,775,208	\$11,340,411	\$11,920,076

The examples of Agency Z and First Nation Y are instructive. As the FNCFS environment evolves, service providers should be equipped to assess changes. This requires clear information on how allocations will be revised as the service population increases or decreases, as well as consideration of sustainability in service delivery.

Ideally, funding analysis and accountability measures are assessed together. Understanding what a service provider expends, how, and what results it generates can be useful for planning, advocacy, and oversight. While financial management and performance frameworks may be managed separately, linking the analysis and processes internally is an effective practice for ensuring alignment between expenditures and desired outcomes.

Estimates can be generated using the approach. Service providers may wish to adjust the value of components or run alternative scenarios to depict different needs or circumstances. For instance, when IFSD built allocations with collaborators, these are some of the adjustments requested to generate alternative scenarios:

1. 1.5x or 2x the prevention allocation per capita
2. % reduction of prevention allocation or elimination of prevention allocation
3. % reduction in population served
4. % increase in population served
5. Total membership (rather than population on-reserve)



6. Application of a Northern MBM (rather than province specific MBM)
7. Alternative inflation scenario, e.g., Northern, fixed, etc.

MODELLING SHOCK SCENARIOS

Funding for CFS is external to the service provider. Therefore, funding is subject to changes that may result in shocks the provider is required to absorb.

To model changes to funding allocations for FNCFS agencies, IFSD assumes that there has been a shift to a **block contribution approach** (for details, see the Structure section of this report). This means that FNCFS agencies gain flexibility in use of their funding (it is no longer restricted by pre-defined activity streams) but the amount of funding is pre-defined. IFSD assumes that the amount of pre-defined funds or block of funds with which an FNCFS agency is working with are sufficient for the discharge of their mandate and are linked to the contextual realities of the First Nation(s) they serve.

The “shock” or hypothetical scenarios modelled in this section represent changes to federal funding levels that an FNCFS agency may be required to manage. These shocks would be

exogenous or outside of the FNCFS agency’s control and unrelated to their use of funds. The exogenous shocks may be political, i.e., a change in government decision-making, fiscal, i.e., a change in available funds, inflationary, i.e., a change in the cost of goods or services.

In the scenarios, IFSD assumes that:

- The federal government will not provide additional funds
- FNCFS agencies will manage internal allocations, priorities, etc. to address the changes

Based on these scenarios, it would be prudent for FNCFS agencies to maintain a reserve fund, whenever possible, to insulate themselves from political decision-making in the short-term. It is expected that any long-term or sustained changes would be reflected in the review of the FNCFS Program, approximately every five years.

To model the scenarios, IFSD presents the impacts locally in three sample agency cases (Table 37).

TABLE 37

MODEL AGENCY	DESCRIPTION	BASELINE ALLOCATION
Agency 1	Population served on-reserve <500	\$2,885,872
Agency 2	Federally funded allocation of \$16M (reflective of the national average reported by FNCFS agencies in the 2021-2022 questionnaire)	\$16,729,090
Agency 3	Serving at least one First Nation without year-round road access	\$49,552,744



The five scenarios applied to the model agencies present the different impacts external changes may have on an FNCFS agency’s federal allocation (Table 38). The allocation model is assumed to reflect (in the next fiscal year)

changes such as, an increase or decrease in inflation and an increase or decrease in population. Since the changes would be captured in the funding approach, they are not presented as scenarios here.

TABLE 38

SCENARIO	DESCRIPTION	CONSEQUENCE FOR FNCFS AGENCY
Scenario 1	3% increase to per capita costs	FNCFS agency absorbs higher costs for various reasons, e.g., salary changes
Scenario 2	Prevention allocation reduced by 50%	FNCFS agency loses a part of its allocation
Scenario 3	Prevention allocation reduced to 0	FNCFS agency loses a portion of its allocation
Scenario 4	5% reduction in overall allocation	FNCFS agency allocation is reduced
Scenario 5	10% reduction in overall allocation	FNCFS agency allocation is reduced

The scenarios and their impacts are presented for each of the three agencies relative to the estimated IFSD “Recommended” allocation for FY 2024-25 (see Table 39, Table 40, and Table 41). The difference between the scenario and the IFSD “Recommended” allocation indicates the impact the agency would be required to

absorb. Scenario 3 presents the greatest impact with the prevention allocation reduced to 0. Reductions in overall allocations at 5% and 10% would require substantial internal reallocations but are not as stark as the elimination or partial reduction of prevention funding.

TABLE 39

AGENCY 1: POPULATION <500	2024-25	DIFFERENCE BETWEEN “RECOMMENDED” AND SHOCK SCENARIO
IFSD “Recommended” allocation	\$2,885,872	
Scenario 1	\$2,972,448	\$(86,576)
Scenario 2	\$2,325,889	\$(559,983)
Scenario 3	\$1,765,907	\$(1,119,965)
Scenario 4	\$2,741,578	\$(144,294)
Scenario 5	\$2,597,285	\$(288,587)



TABLE 40

AGENCY 2: FEDERALLY-FUNDED ALLOCATION OF \$16M	2024-25	DIFFERENCE BETWEEN “RECOMMENDED” AND SHOCK SCENARIO
Baseline scenario	\$16,729,090	
Scenario 1	\$7,230,962	\$(501,872)
Scenario 2	\$12,203,524	\$(4,525,566)
Scenario 3	\$7,677,959	\$(9,051,131)
Scenario 4	\$15,892,635	\$(836,454)
Scenario 5	\$15,056,181	\$(1,672,909)

TABLE 41

AGENCY 3: SERVING AT LEAST ONE FIRST NATION WITHOUT YEAR-ROUND ROAD ACCESS	2024-25	DIFFERENCE BETWEEN “RECOMMENDED” AND SHOCK SCENARIO
Baseline scenario	\$49,552,744	
Scenario 1	\$51,039,326	\$(1,486,582)
Scenario 2	\$38,426,090	\$(11,126,654)
Scenario 3	\$27,299,436	\$(22,253,308)
Scenario 4	\$47,075,107	\$(2,477,637)
Scenario 5	\$44,597,469	\$(4,955,274)

From a funding perspective, the scenarios indicate a change in financial resources with direct implications on staff, capital, and other items required to deliver CFS. Should these or other scenarios external to agencies (or another service provider) impact funding amounts, their ability to discharge their mandates would be affected. For those with funding reserves, some changes, e.g.,

5%-10% reduction in overall allocation in scenarios 4 and 5, may provide a period for adjustment and planning. For more severe scenarios where significant activity areas such as prevention are eliminated, more drastic internal reallocations will be required or external resources will have to be sought to cover impacts.



The purpose of the shock scenarios is to illustrate the scale of possible impacts for service providers. While not all shocks and impacts can be anticipated, some risk planning and provisioning would be prudent.

ESTIMATING CAPITAL COSTS

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model. **This is not a replacement for formal engineering assessments and detailed bottom-up cost analysis.**

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

Assuming a block contribution approach for funding transfers to recipients, a modest but meaningful reserve could be established to support providers in managing impacts with some resources.

1. Clinical
2. Residential
3. Offices
4. Programming space
5. Storage
6. Fixed cultural assets
7. Vehicles
8. Moveable cultural assets

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per square foot construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios.

Table 42 provides an overview of the bottom-up model's design and assumptions. Appendix D1 provides a summary of each asset type included in the model.



TABLE 42

INDIVIDUAL BOTTOM-UP CAPITAL COSTING MODEL DESIGN
Model benefits: - The individual bottom-up capital costing model provides cost estimates for a standard set of asset types common to FNCFS service providers. - It converts program requirements (e.g., number of FTEs/clinicians) to capital requirements, providing an intuitive way for service providers with limited experience in capital planning to identify their organization's capital needs.
Model inputs: - Collaborators provide program requirements (i.e., number of FTEs), which serve as the model's inputs for costing fixed assets.²⁵ - The model requires collaborators to specify their movable asset requirements (i.e., vehicles) on a per-unit basis.
Model assumptions: - The model employs SF assumptions based on a building's use and capacity (i.e., office space for 25 FTEs) to determine the gross area required for fixed assets (i.e., buildings). - It costs moveable assets (i.e., vehicles) on a per-unit basis. - The model then uses unit cost assumptions (i.e., SF costs, price per vehicle) to estimate investment costs for the collaborator's specified asset portfolio. - The model assumes a phased 5-year investment period for fixed assets, where a percentage of the overall fixed asset portfolio is acquired each year. - The model assumes a 5-year useful life for movable assets. As such, the model assumes service providers acquire all movable assets in year one, and replace these in year six. - The model applies a 25% contingency factor to the total investment requirement, aligned with INFC and PSPC guidelines, and adjusts for inflation using Budget 2024 projections.²⁶ - The model applies a 2% annual recapitalization/renewal rate to the inflation-adjusted sum of all fixed assets acquired in all previous periods. This aligns with TBS guidelines.²⁷

²⁵ In cases where collaborators had already developed conceptual designs for proposed buildings, the model was reconfigured to use the gross area defined in these plans.

²⁶ Infrastructure Canada, "Step-by-Step Guide for Applications to the Capital Stream of the Rural Transit Solutions Fund," Government of Canada, last updated January 20, 2023, <https://www.infrastructure.gc.ca/rural-trans-rural/step-guide-etape-eng.html>; Infrastructure Canada, "Step-by-Step Guide for Capital Projects Application Form [for Zero Emission Transit Fund]," Government of Canada, last updated September 21, 2021, <https://www.infrastructure.gc.ca/zero-emissions-trans-zero-emissions/capital-immo-guide-eng.html>; Infrastructure Canada, "Disaster Mitigation and Adaptation Fund: Applicant guide," Government of Canada, last updated December 7, 2023, <https://www.infrastructure.gc.ca/dmaf-faac/applicant-guide-demandeur-eng.html>; Public Services and Procurement Canada, *Doing Business with PWGSC: Documentation and Deliverables Manual*, Government of Canada, 2018, https://publications.gc.ca/collections/collection_2023/spac-pspc/P68-4-2-2023-eng.pdf; Department of Finance Canada, "Annex 1: Details of Economic and Fiscal Projections," Government of Canada, April 16, 2024, <https://budget.canada.ca/2024/report-rapport/anx1-en.html>.

²⁷ Treasury Board Secretariat, *Guide to the Management of Real Property*, Government of Canada, 2011, <https://www.canada.ca/en/treasury-board-secretariat/services/federal-real-property-management/guide-management-real-property.html>.

Note: this document is archived on the TBS webpage; however, more recent guidelines do not provide advice on appropriate recapitalization/renewal rates.



Model outputs:

- The model produces low, medium, and high 10-year capital expenditure schedules for collaborators, based on their defined program and/or capital requirements. Cost scenarios are based on the per SF construction cost range specified for each building type.
- Estimated costs are driven by collaborators' program requirements, publicly available capital requirement benchmarks from Canada and US (e.g., SF per FTE), and unit cost assumption based on industry benchmarks and vendor information (see Table 43).
- The model functions on a cash accounting basis, where all costs occur in the year that cash changes hands. In other words, it does not amortize asset costs over their useful lives.

Model limitations:

- The model is not predictive; it requires service providers to specify their program requirements to estimate their capital needs.
- It cannot estimate how much capital a service provider requires based on variables such as population, number of children/families served, rates of children in care, etc.

The individual bottom-up capital model applies a remoteness CAF to each collaborator's capital estimate. IFSD calculated CAFs for all FNCFS agencies in Canada. The CAF calculation adjusts for remoteness (using Statistics Canada's Index of Remoteness) and whether the First Nations served have year-round road access. As per ISC's requirements, IFSD scaled all CAFs to reflect an average adjustment factor of 15%.²⁸

For First Nations collaborators, IFSD applied the CAF of the agency currently serving them (if applicable).

When assigning unit cost assumptions, the model either employs cost standards from recognized sources commonly used for public sector costing (i.e., Altus Group and National Joint Council), or vendor information for specific asset types (see Table 43).

TABLE 43

ASSET TYPE	COST ASSUMPTION SOURCE
All buildings, including for land-based camps	Altus Group's 2024 Canadian Cost Guide ²⁹
Passenger vehicles	National Joint Council corporate fleet services guidelines ³⁰
15 passenger vans	Vendor information
Mini-buses	Vendor information
Moveable assets and shipping containers (sea cans)	Vendor information

²⁸ Institute of Fiscal Studies and Democracy, "Monthly update – Phase 3 FNCFS Agencies and First Nations Exercising Jurisdiction," April 2023, https://ifsd.ca/wp-content/uploads/2024/07/fncfs-2023-04_agencies-jurisdiction-monthly-update_en.pdf.

²⁹ Altus Group, "2024 Canadian Cost Guide," 2024, <https://www.altusgroup.com/>.

³⁰ Corporate Fleet Services, *CFS Annual Report – 2024*, National Joint Council, November 2023, <https://www.njc-cnm.gc.ca/s3/d896/en>.



In some cases, collaborators told IFSD they needed assets that were external to IFSD's bottom-up model (e.g., playground). In these cases, IFSD costed the assets on a one-off basis using the best available information (vendor information, project proposals and guidebooks, established media reports).

Primary Cost Drivers

The primary cost drivers for the model are collaborator-defined program requirements. The model uses publicly available capital requirement benchmarks from Canada and US to convert collaborators' program requirements to capital requirements. For example, the model calculates office space requirements based on the number of FTEs required to deliver CFS, healing centre space requirements on the requisite number of clinicians, and residential treatment centres on the required number of beds. Lastly, the model uses per unit cost assumptions based on industry standards and vendor information to arrive at a capital estimate for each participating collaborator.

An individual collaborator's understanding of their communities' unique needs impacts both their overall capital estimate and its distribution by asset type. The result of cost estimates being driven by individual collaborators' understandings of need is significant heterogeneity in the capital estimates across collaborators. For instance, the majority of one collaborator's capital requirement was for clinical spaces (i.e., residential treatment centres, rehabilitation centres, and healing centres), whereas other collaborators' largest asset type requirement by value was either office space or programming space.

The variability between collaborators' understandings of their own needs underpins IFSD's recommendation that ISC fund FNCFS capital through a national pool. The inability to identify consistency in the cost drivers behind collaborator's capital needs makes extrapolating overall program requirements at the national level difficult. A proposal-based approach to funding capital would allow FNCFS service providers to articulate their capital requirements on a case-by-case basis until a comprehensive understanding of capital needs across the entire FNCFS Program is established.

Considerations

1. The bottom-up modelling approach provides a detailed framework for converting programmatic requirements to capital requirements. This makes it a useful tool for assisting FNCFS agencies and First Nations with limited capital planning experience in identifying their capital needs.
2. The modelling approach is based on service providers' needs, as articulated by the service provider. It does not account for variables such as population, rates of children involved with FNCFS, etc. As such, it is not a predictive model that can project service providers' capital needs based on demographic data.
3. The prescribed investment timeline (i.e., 5 years) is illustrative but does not account for local factors such as labour and/or material availability that could impact the deliverability of projects within this timeframe.

See Appendix D1 for the full summary on the bottom-up capital cost assessment and Appendix D2 for the top-down national assessment.



DEFINING AND EXECUTING A PERFORMANCE FRAMEWORK

Gathering and analyzing data is imperative for First Nations and FNCFS agencies to ensure the structure and funding of the FNCFS Program are delivering desired results for children and families. Ensuring discrimination does not re-occur requires an understanding of the starting point and changes from the starting point. Asking and understanding how children are doing is critical to understanding whether the structure and funding of the FNCFS Program are working to deliver supports and services to children.

In FNCFS, measurement can ensure the accountability of stakeholders such as service providers, funders, Indigenous Services Canada (ISC), etc. to the First Nations served.

Accountability in FNCFS requires the measuring and monitoring of relevant information to ensure discrimination does not reoccur. Measuring what matters means identifying and addressing structural drivers of contact with protection services and having the information to improve service access for First Nations children and families. Data is sovereignty and can be an important tool for First Nations and service providers. First Nations care and control in collecting, analyzing, and using data is paramount.

The basics of measurement and monitoring exist across organizations. In CFS, especially among established service providers delivering prevention and/or protection, input and output data is regularly gathered. Service providers will know the number of people they employ, how many people access a service, the days a child spends in out-of-home care, their annual revenues and expenditures, etc. This information is often required for reporting to government funders and to the First Nation(s) served.

Service providers will know the contexts in which they operate, their strengths, their issues, and needs. That information, however, is not always formally tracked or monitored. With a reformed FNCFS Program, there is an opportunity to build on existing data practices or develop new ones that are focused on outcomes. Based on IFSD's work with collaborators, existing reporting requirements for federal and provincial resources are focused on outputs, i.e., what activities and services were undertaken or provided with resources, the number of people accessing them, etc.

With that type of monitoring, no one is answering the question, **how are the children doing** (Figure 42)?

FIGURE 42

Why measuring matters

Dr. Fred Wulczyn

An excerpt of this analysis is presented in this report. [Read the full analysis](#).³¹

In late May 2021, after hundreds of unmarked graves were uncovered at a former Indian residential school near Kamloops, British Columbia, there was a shock that resounded globally. First Nations children in Canada had suffered unspeakable outcomes. Callous disregard is a hard phrase to use when talking about someone else's children but there are times when it is an inescapable conclusion. That was one of those times.

The repercussions of that dark chapter in Canadian history raise many, many questions. There is one that stands out at this moment of truth and reconciliation: what next?

The Canadian Human Rights Tribunal (CHRT) ruled that the First Nations child and family services system — linked to the intergenerational trauma and repercussions of residential schools — was discriminatory and underfunded. Subsequently, the CHRT defined two critical elements in its rulings: end discrimination and ensure it does not recur. There have been expenditures (approximately \$20B) committed to invest in the past — a righting of wrongs — for children and families that suffered from the child protection system. There must be a connection to how those same wrongs might be avoided going forward. While an additional roughly \$20B has been committed to investing in a better system for the future, there must be a commitment to knowing how young people are doing (by and for the First Nations that care for them). Is the Government of Canada prepared to invest more wisely in the tools and technology needed to uphold what is a fundamental obligation to ensure discrimination does not recur? It is an uncomfortable and costly question to answer, but as it often does, history tells us that ignoring the question is even more costly than addressing it.

It is, of course, fair to ask about the way forward. History is again instructive. Speaking before the U.S. Congress in 1975, Orville Brim called on the United States to document the well-being of children in the same way we worked to document the health of the economy. His words ring true today. We are obliged to know, with a sense of purpose, how children are doing — the state of the child if you will. “Nothing esoteric is meant by using the term ‘indicators of the state of the child’ or ‘indicators of child development’, or even ‘childhood indicators.’ Children rely on the adults in their community to understand how well they are doing.

Brim also had advice for how we might come to know the state of the child. “To produce these facts clearly requires there be identical measures, repetitively applied over time, to

³¹ Fred Wulczyn, “Why Measuring Matters. The Callousness of not Asking how Children are Doing,” prepared for the Institute of Fiscal Studies and Democracy, May 30, 2023, <https://ifsd.ca/en/blog/last-page-blog/Why-measuring-matters>.



comparable populations of children.” As a collaborator and confidant of Urie Bronfenbrenner, Brim understood the importance of rigor. One does not come to know the state of the child haphazardly. A sense of purpose has to be matched with investment in the collection of data that provides the evidence needed to judge the well-being of children and whether our efforts to improve the state of the child are paying off in the expected ways.

In its relationship with First Nations people, Canada finds itself at a critical moment in time. One path forward is built around a commitment to empowering communities so that they know the state of their child. What of the other path? It is the path with which we are already familiar.

Even if the choice is clear, the way forward requires due diligence. Again, history offers guidance. There are two parts to the answer. First, is what we might call the data capture phase. Brim said it best — to know the state of the child one needs measures repetitively applied over time. The second phase involves interpretation — using the data so that everyone with an interest in the state of the child knows the state of the child.

Best practices suggest the following steps:

1. It starts with a **conceptual** model of child development and the factors that influence healthy development: the child, the child’s family, the child’s community, and the investments made to support healthy development. The *Measuring to Thrive* framework provides the groundwork for the measurement model and the accountability framework.
2. An investment in **data capture systems**. Data capture refers to the recording of the relevant data, laid out in the *Measuring to Thrive* framework. Data capture requires investment in data management technology (this is how the data is recorded) and the human resources needed to enter data if data entry is not accomplished in some other way. For relatively simple tasks, such as recording the dates of placement or the reason for leaving placement, the types of data have to be defined but no specialized data collection instruments are required. In the case of a child’s well-being, assessment instruments have to be selected along with an operational plan for measurements.

[...]

3. To support regular reporting, the **data captured have to be used** in ways that help communities manage their investments in children and families. This is the evidence-building phase of the monitoring function.

[...]

4. The **data captured** are used by the local community to manage their investments. **Data sharing** enriches our understanding of how well our investments in children pay off by way of comparison. To support data comparison, there are several options.

[...]

[*Read the full analysis.*](#)



In the context of a reformed FNCFS Program, where service providers are receiving funding allocations via a block contribution approach or a fiscal arrangement through jurisdiction, measuring to monitor changes will be crucial. With a reformed program and with the devolved accountability to a variety of service providers through funding, it will be important to know how children, families, and communities are doing.

First Nations and their service providers should lead by measuring and monitoring what matters for the well-being of children and families in their communities. For some existing service providers, namely, agencies, they may gather and analyze data through case management systems. Others may rely on observational data. Some may combine case and observational data by using quantitative information to monitor “what” is happening, and using qualitative information to explain “why” these phenomena are being observed.

Working with collaborators, IFSD piloted a measurement approach. There were many lessons

learned. It was not an easy or straightforward exercise. The approach piloted derives from the *Measuring to Thrive* framework³² (originally developed with FNCFS agency directors). Collaborators worked together to identify indicators relevant to their work and communities, and for ISC. Indicators were defined and approaches to measurement were proposed (see Appendix J2 for a list of indicators, definitions, and measurement approach).

To operationalize the selected indicators, an event-based approach was adopted. The approach allowed collaborators (with different data sets) to commonly code information for analysis. Excel was used to code the data and a script (a set of instructions for analysis) were followed to answer questions and analyze the data. Through the exercise, together we learned that measurement is a practice that requires strategy, systems, processes, and people to execute (Figure 43). It is not easy or straightforward, but it is possible and a regular practice among many service providers.

32 *Measuring to Thrive* is a set of indicators meant to help assess the well-being of First Nations children, families, and communities.

Measuring to Thrive is not a case management platform. The framework was developed with First Nations child and family services agency directors. See [Funding First Nations child and family services \(FNCFS\): A performance budget approach to well-being](#) (p. 39-116), for a complete overview of the framework, supporting research, and linkages to the Government of Canada's Policy on Results. *Measuring to Thrive* is a linking mechanism between realities in communities, funding, and accountability.

The approach recognizes that levels of income, poverty, housing shortages, and other structural factors impact children and families. These factors weigh on families raising children, increasing the likelihood of contact with child protection services. *Measuring to Thrive* is the basis for IFSD's proposed funding approach for the reformed First Nations child and family services (FNCFS) by qualifying community-level differences, such as poverty or geography, in the funding approach. As a performance framework, *Measuring to Thrive* is outcome-based and emphasizes wellness across its measures. The performance approach considers context and various indicators of individual and familial well-being.



FIGURE 43

People

- ***Building Relationships*** — Engaging with First Nations to “bring people along” and ensure data reflects community needs.
- ***Building Capacity*** — Human capacity is a challenge. Collaborators have adopted different strategies, e.g., hiring from nontraditional educational backgrounds, focusing on core positions.

Process

- ***Tailoring an Approach*** — Collaborators have different priorities and will capture and analyze data differently. The event-based approach can be modified to suit different approaches. Data capture and organization is critical for any approach.
- ***Consistency*** — Consistent data collection and analysis, aligned with internal standards, is key to building a narrative.

Strategy

- ***Evidence*** — Analyzing good data to develop evidence is required to justify program changes and decisions, and used as a tool for funding advocacy.
- ***Alignment of Data and Evidence with Goals*** — Data being collected should align to the mandate. Evidence derived from the data should align with the goals of a service provider. Tools like a data governance strategy, policy framework, data dictionary, are useful supports for an effective data management system. Care must also be taken when developing evidence from data.
- ***Transparency*** — A culture of information sharing (internally and externally) can help build support and engagement from community members and internal stakeholders on data gathering, analysis and reporting.

Systems

- ***Building a Data System*** — Collaborators are currently using a variety of data gathering systems. The event-based approach can work across systems by linking mandate and activities to desired outcomes.
- ***Structure Over Tool*** — Collaborators recognized that it was dedication and coding of the event information rather than the complexity of the tool that is paramount to a well-functioning data system.



FIGURE 44

COLLABORATOR A

Collaborator A is pursuing jurisdiction over child and family services with the development of a collective law with 6+ First Nations it currently serves. Collaborator A acknowledges that this is a long-term process, with the development of the law alone anticipated to take four years to complete. During this process, Collaborator A will continue to update its strategy, systems, processes, and personnel to ensure alignment with the collective law.

With this collective law, Collaborator A will deliver both prevention and protection services to the First Nations it serves. This integrated service delivery approach will help understand if prevention services are having the intended impact in mitigating the need for protection interventions. A robust data system, which provides evidence on outcomes, is critical to this process. Collaborator A is working with a consultant to review and prepare for upgrading its existing data system. This is an intensive process that requires:

- ◇ Buy-in from stakeholders, including First Nations served,
- ◇ Individuals to support and back the changes,
- ◇ Training for all staff, and
- ◇ Capacity building, including the design and integration of a new database.

Collaborator A is concurrently evaluating and updating its strategy, systems, processes, and personnel, to ensure readiness for implementing the collective law.

Hear from Kelly Provost, Executive Director, Piikani Child and Family Services, on the importance of culture and tradition in service delivery.

<https://youtu.be/JHgWxeA8CRU>



How do you start the measurement process?

1. Define your starting point.
 - a. Do you gather data on CFS, e.g., well-being of children and families, contact with protection or prevention services?
 - b. How do you/will you make programming decisions?
 - c. How do you/will you determine what programming works?
 - d. What information is available on the well-being of children and families in community, e.g., health, languages spoken, community engagement, and participation in cultural activities, etc.? What gaps need to be filled?
2. Identify relevant actors or contributors to the exercise.
 - a. Who will define the strategy, i.e., goals/purpose of measurement?
3. Define the strategy for measurement, including scope, purpose, and goals.
 - a. What are you trying to understand? Why?
 - b. What questions are you looking to answer?
 - c. Is CFS staff/practice supported by other services? Will they be included in this work, e.g., housing, water, education, etc.?
4. What will be monitored?
 - a. Define indicators to align to strategy.
 - b. Leverage existing work, e.g., *Measuring to Thrive*, and other frameworks for a starting point.
 - c. Consider integrating community-level information with family and child level information.
5. Prepare indicators by defining them and assigning measurement approaches.
 - a. Work with other service providers that have done this work. Are they in your First Nation? Other organizations?
6. Identify data sources and undertake gap analysis.
 - a. What data do you have?
 - b. What data can you access?
 - c. Is the information relevant for the indicators to be monitored?
 - d. Undertake a gap analysis to determine whether the information you have or can access align to the measurement framework.
7. Define a data gathering approach.
 - a. Who will gather information? When? How?
 - b. How will the data be commonly coded for analysis?
8. Define an approach for analyzing data.
 - a. How will data be turned into evidence?
 - b. Will the work be undertaken by the service provider? An external organization?
 - c. What questions should be answered with the analysis?
9. Run a pilot exercise.
 - a. Start with a small group and a subset of indicators. It won't be perfect, it won't be easy, but it can be done.
10. Revise the approach.
 - a. Undertake internal audits/assessments. Is data being gathered consistently? Is it helpful in answering questions?
 - b. Seek out external supports and assessment of the approach.
 - c. Leverage what has already been learned or designed by other service providers.



FIGURE 45

Dilico Anishinabek Family Care: collecting and applying strengths-based data on health, mental health, and child and family services³³

“No one is going to do it if we don’t.”

Dilico Anishinabek Family Care (Dilico) long ago realized that they had to capture their own data to understand and meet client needs. No one else was gathering the data necessary to improve needs-based client supports and services with a focus on their strengths. The focus of Anishinabek people is on the gift and purpose of our people, and not on their deficits. The focus on strengths means being concerned with what has happened to them versus what is wrong with them. Dilico’s approach uses a circle of care of professionals to work with the individual to restore balance in areas of their life that are causing them issues. Gathering information and measuring on terms that support the best interests of the communities served is an approach to improving the alignment of services to needs.

In the 1980s, a group of chiefs from Ontario joined together declaring a problem with the existing child and family services system. They wanted their children back in their communities and they wanted an emphasis on prevention. From that effort, Dilico emerged as a child welfare organization.

Since its establishment, Dilico has changed and grown. When two First Nations-led health and mental health organizations were struggling in the 1990s, Dilico took them over, expanding its mandate. Dilico now has an **integrated mandate across child and family services, health, and mental health.**

By the numbers:

Date of establishment: 1986

Number of First Nations served: 13 (child and family services and mental health), with health services for 9 of the 13 First Nations

Total population served from First Nations served (on-reserve): 4,439

Total population served from First Nations (off-reserve): 9,312

Total population served (Thunder Bay District): 146,862

Total revenues and expenditures (FY 2022-23): \$72M

Governance: Board of Directors, with one director appointed from each of the 13 First Nations

³³ Institute of Fiscal Studies and Democracy, “Dilico Anishinabek Family Care: collecting and applying strengths-based data on health, mental health, and child and family services,” IFSD, January 9, 2024, <https://ifsd.ca/en/blog/last-page-blog/The-Dilico-Case>.

Average expenditure per client served by service sector:

Child and Family Services (CFS): approx. \$15,000/client

Health services: approx. \$1,200/client

Mental health and addictions treatment: approx. \$3,700

In 2012, leadership was Indigenized, replacing senior ranks with Indigenous people. This represented an important change for the organization. As Indigenous leaders brought forth Indigenous practices and perspectives, the organization began **tracking and monitoring their successes**. Dilico leveraged the approach because it had to advocate to provide services to their own people (when faced with mainstream organizations). Gathering and analyzing their own data equipped them to demonstrate their successes (which it still does).

“No one could ever say we weren’t as good as the mainstream. We do everything they do but in a way that works for people, in a way that gives them what they need.”

Dilico’s approach is premised on addressing the root causes of issues with strengths-based approaches. Fully accredited by Accreditations Canada (with distinctions in various categories), the team works to identify root causes of challenges and supports clients to reclaim their identity, building confidence along the way. Treatment approaches are based on need and link the best of Indigenous and Western techniques. In this model, the focus is on what happened, why, and how can we work through it, rather than Western power approaches that dictate behaviours without understanding why and how they arrived at this circumstance in the first place.

There is a lot of demand for supports and services in Thunder Bay. Most of Dilico’s clients are First Nations or Indigenous peoples that find their way to Thunder Bay through transiency. For instance, some have come to the hospital, having been jailed, released from jail, being excommunicated from their First Nation, do not know how to get home, etc. Addictions are a major challenge (for a sense of scale, there are 13 methadone clinics in Thunder Bay, with a population of approximately 123,000 people).

Dilico offers direct services in communities and supports First Nations in delivering their own services. Most community-led services are addictions related. These services focus on pre-treatment supports, after care, cultural services and land-based services, and community health nurses. To build skills in communities, Dilico offers community-based workers access to their professional training, the same as it offers to its own employees. Supporting this capacity building is job shadowing where community-based workers shadow employees at Dilico’s treatment centre. The on-the-job training supports community-based workers in their service delivery.



Central to Dilico's approach to service delivery is the individual and relative measure of success. This means that Dilico has a different baseline for every client and works to support and measure against that baseline. There is no universal threshold for success. The approach requires that data is gathered using strength-based tools, mental health measures, and outcomes on an individual basis.

In addictions treatment, for instance, clients are assessed multiple times in their treatment cycle. There are intake and exit assessments that compare changes, strengths-based assessments are done early on so that clients leverage those capacities during treatment. Gathered data is a combination of observational and narrative-based (a mix of quantitative and qualitative) that is leveraged to support individual plans, and aggregated and anonymized to assess overall program outcomes. Working with Dr. Christopher Mushquash (Lakehead University), Dilico analyzes data and makes sense of the changes.

Residential treatment centre

Coming around the bend, you are met with the vastness of Lake Superior on the left and rustling trees on the right. The secluded, quiet location of the treatment centre feels like it could be hundreds of kilometres away from the city centre. A garden of sacred medicines guides your path into the centre and the faint sound of drumming greets you. Asked to wait to respect the privacy and intentions of those in circle, the smell of burning sweet grass fills the space as drumming subsides.

Clean and bright, there are hallways with rooms on either side of the main gathering space that is filled with natural light. The residential treatment facility is home to approximately 20 individuals at a time (plus staff) for 5-6 weeks.

The average cost per client for the full in-care residential program is approximately \$13,400.

The cost includes:

- ◇ Residential program
- ◇ In-house staff
- ◇ Personalized treatment plan
- ◇ Cultural supports and services
- ◇ Pharmaceutical supports and medical services
- ◇ Unlimited follow-ups post-treatment

Clients at the treatment centre vary from those on the streets to professionals, e.g., nurses struggling with addictions. There's a 90% completion rate of the program with 60% of those that took part continuing on a good path. Success is measured on an individual basis, with no universal indicator of what defines success.



Demand for treatment far outstrips capacity. There were 776 requests for treatment/referrals in fiscal year 2022-2023, with 221 people admitted (squeezing in extra beds to meet demand). Taking the toughest cases is a point of pride for Dilico.

The program is always changing and is adjusted with client feedback, “nothing is ever the same.” There is no cookie cutter approach when the program is designed to meet people’s different needs.

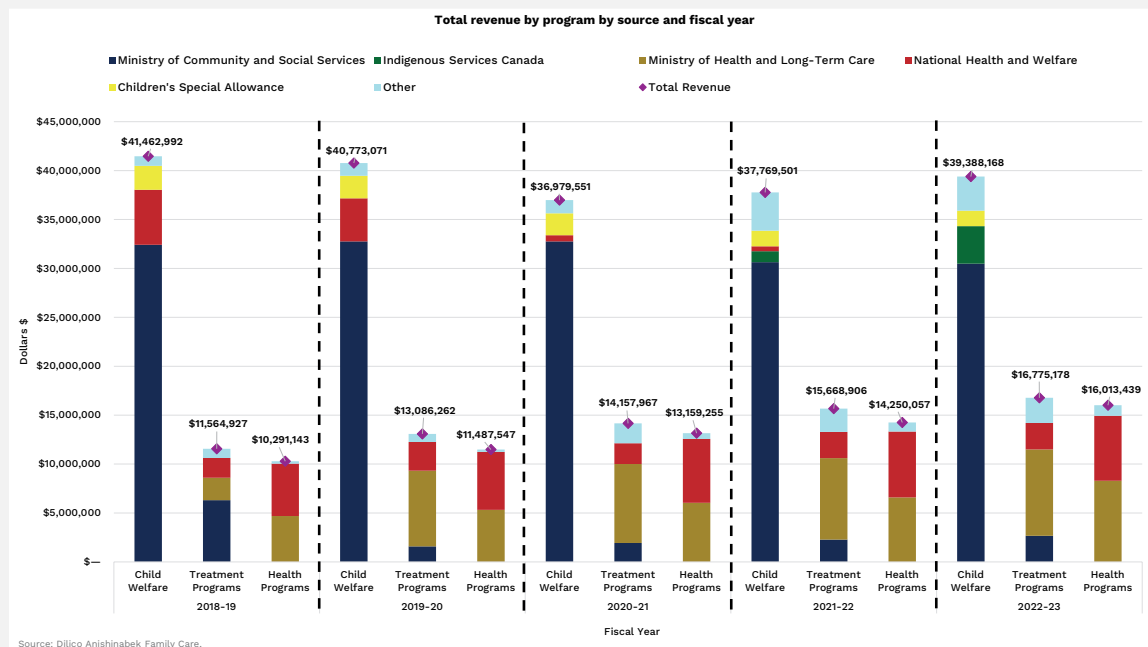
As a central part of the approach, culture is woven into the treatment approach and the physical space it occupies. There are Lodges for sweats and a sacred fire. Walking out onto the healing grounds offerings are laid among the trees with gratitude.

Dilico’s approach to integrated service delivery means that they can integrate problem solving and work to meet people’s unique needs. With expertise and service offerings across child and family services, health, and mental health, Dilico’s employees can “yell down the hall” to build an integrated approach to supporting clients in need.

Resource analysis

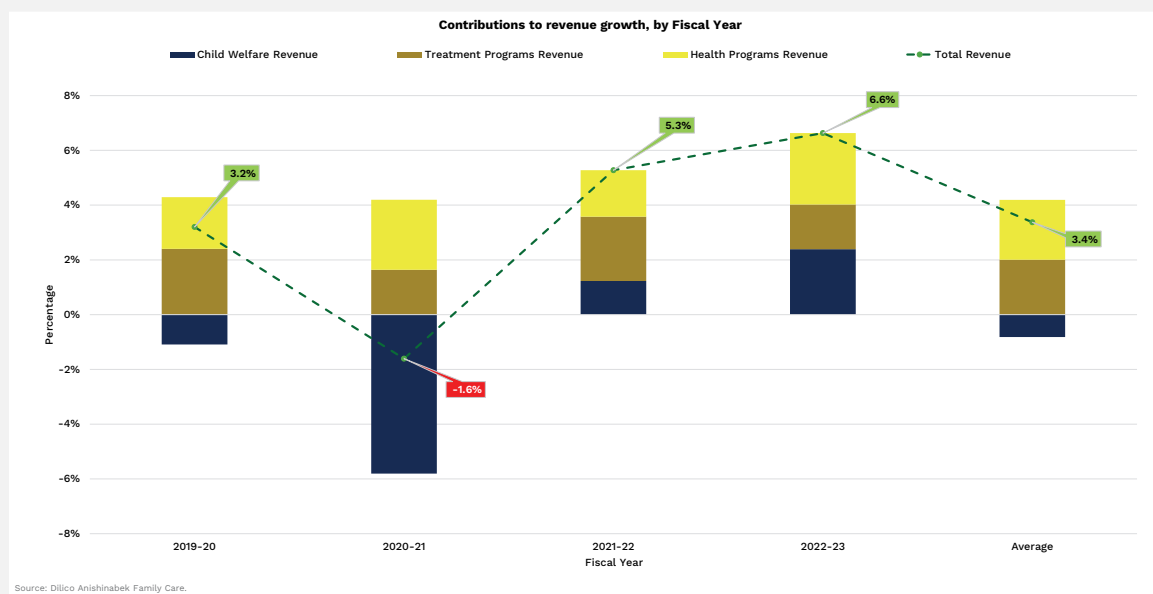
As an integrated service provider, from the outside, Dilico looks like one large centre. Through a financial lens, Dilico is operating three agencies with funding from different sources. The majority of the agency’s funding comes from the province of Ontario for child and family services, as well as health funding (Figure 1).

Figure 1



The increase in Dilico's overall revenues is attributable to health services funding (Figure 2), which is awarded based on competition through a request for proposals (RFP) process with Ontario. Often, the RFPs have strict criteria for uses of funds and even dictate parameters of how programs will be delivered by providers, e.g., defining numbers of particular types of employees, maximum salaries, etc. The approach restricts problem solving and the ability to address changing needs by predefining what will be done. In its RFP process, Ontario is procuring for a good rather than a service. If Ontario procured for a desired service, e.g., providing addictions treatment support to Indigenous clients, the service provider could determine how to best deliver by deciding on its staffing complement, salaries, operating needs, etc. Procuring for a service would better align to an integrated mandate.

Figure 2



By contrast, federal funding for Dilico is often received through a block transfer. This means that Dilico can decide on how use the funds in the block to achieve a specific goal. The approach is preferred because it empowers the provider to make decisions in the best interests of the people served, rather than following what can appear to be arbitrary constraints imposed by government.

With most of Dilico's non-child and family services funding awarded through contracts, the organization often reacts to revenues obtained. This can make long-term planning a challenge. While needs are defined through their own data collection system and changes monitored, the ability for Dilico to align resources and service activities is dependent on contracts and their changes.

Consistent with service-delivery organizations, the majority of Dilico's expenditures are allocated to salaries, benefits, and training (Figure 3). While child and family services has the highest revenues and expenditures, most costs are attributable to the delivery of the program, e.g., maintenance payments, services for children in care, etc. On a percentage basis, child welfare has the lowest salary, benefits, and training allocation, whereas health and addictions treatment are higher (Figure 4).

Figure 3

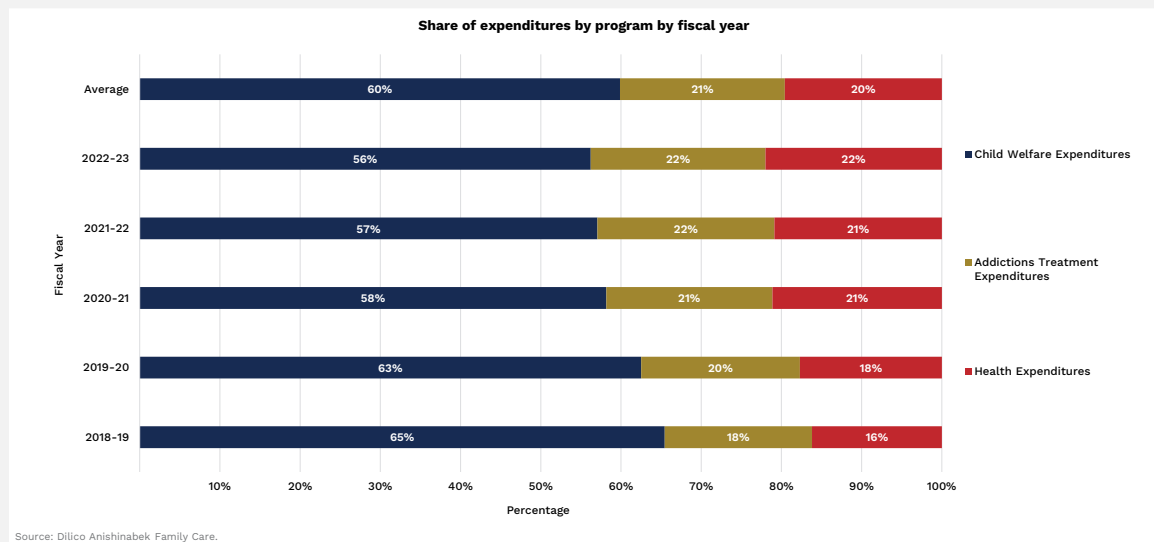
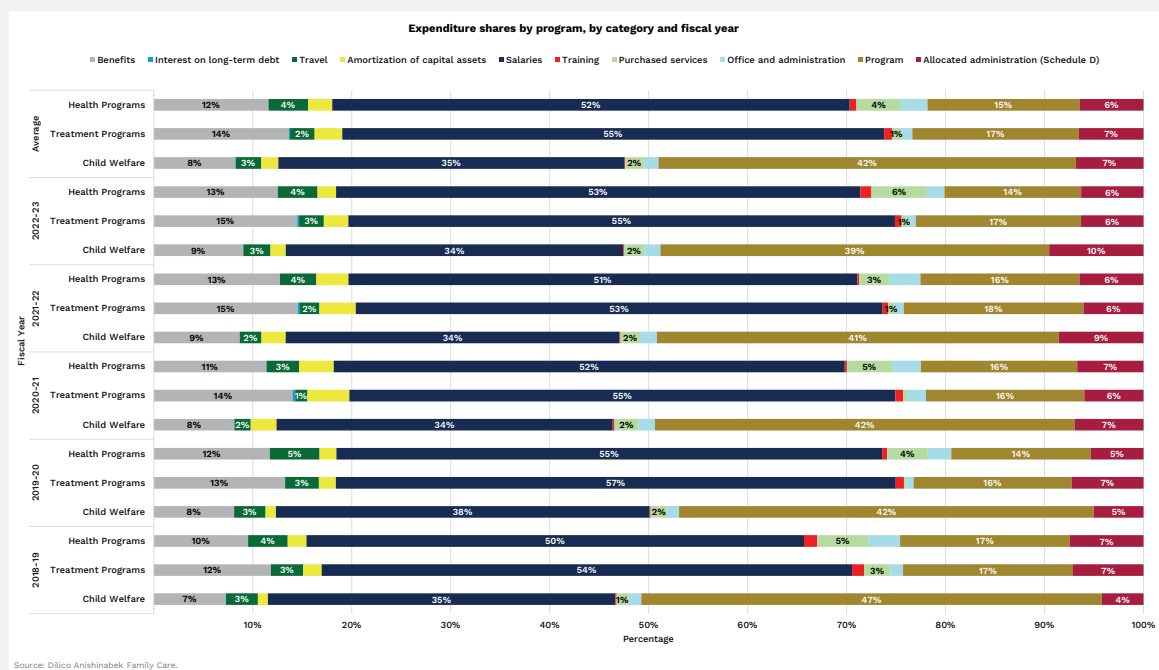


Figure 4





For a large, mature, integrated service provider like Dilico, service-based procurement, block transfers, and funding certainty better align to the ever-changing realities and needs for service delivery.

Conclusion

Dilico's integrated service delivery approach is an example of an Indigenous model that leverages the best of Indigenous and Western practice to meet the needs of the people it serves.

Delivering services in a way that works for people means giving them what they need in a way that suits them. The individual-focused approach means that there's often no black and white in defining success, "it's often gray."

To demonstrate the successes of its approach and outcomes, Dilico gathers and analyzes its own data. Measurement and analysis can be done in a strengths-based Indigenous-led approach to support, sustain, and improve practice.

COLLABORATOR PILOT PROJECT ON IMPLEMENTING MEASURING TO THRIVE

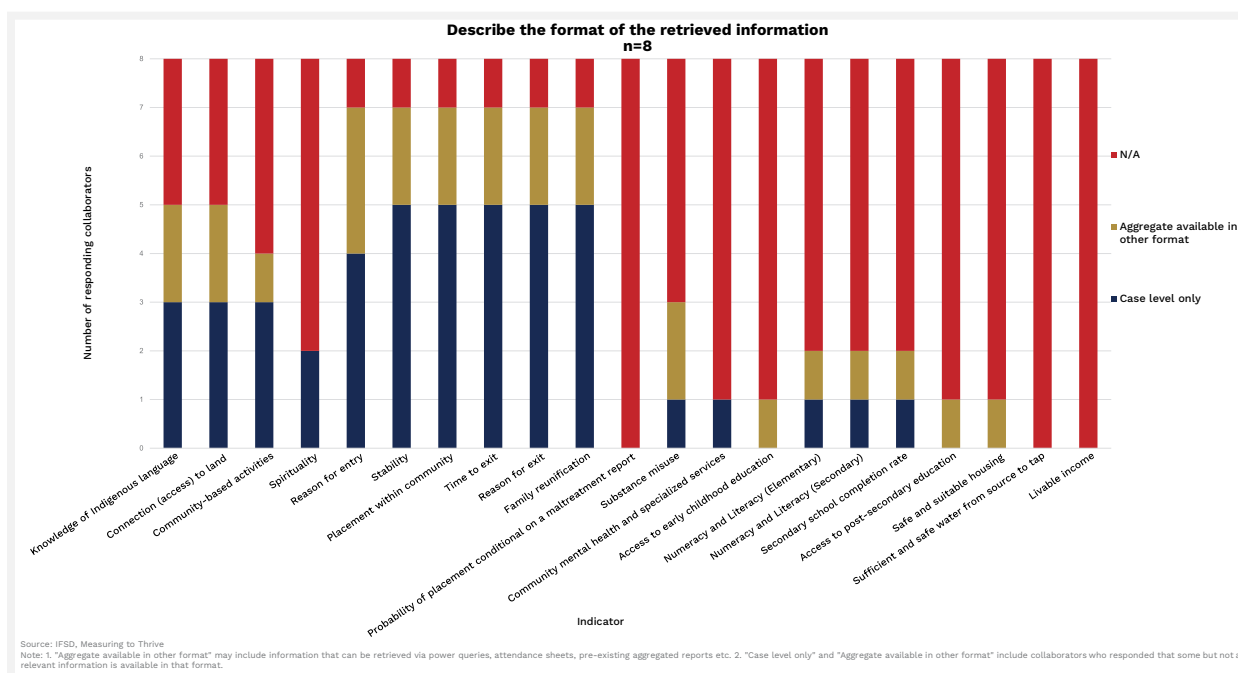
The pilot exercise was initiated with collaborators in November 2022. At a gathering, collaborators identified a subset of indicators from the *Measuring to Thrive* framework for their use and for ISC³⁴ to monitor the FNCFS Program (see Appendix J1).

With the indicators selected, a working group of approximately 10 participants representing three collaborators committed to defining and proposing measures for the selected indicators. At this phase of the pilot, it was incorrectly assumed that collaborators already gathering data could track the indicators. A gap analysis was undertaken with collaborators to determine:

1. What information they were gathering
2. What information they could access
3. The format of that information

The results of the gap analysis were instructive. Among the group of 20 collaborators, some actively gathered case-level information (protection and/or prevention) and others did not. Figure 46 summarizes the availability of information from reporting collaborators. Over half of the data needed to measure the collaborator-selected indicators was reported as not available. When considering available data, most comes from case-level sources.

FIGURE 46



34 The five proposed indicators for ISC were (see Appendix J1 for summary of collaborator meeting on measurement):

1. Safe and suitable housing
2. Sufficient and safe water from source to tap
3. Family reunification
4. Livable income
5. Access to mental health and specialized services within the community



While existing service providers were actively gathering data, mainly case data associated to protection services, the systems they used were different. Some collaborators were oper-

ating with multiple systems with information that could not easily be leveraged for comparison. In response, an alternative approach to data gathering was proposed.

FIGURE 47

NOGDAWINDAMIN FAMILY AND COMMUNITY SERVICES

Nogdawindamin Family and Community Services' (NFCS) has a dedicated quality assurance (QA) department consisting of seven employees. With a well-established approach to data collection and analysis, NFCS is leveraging the *Measuring to Thrive* framework to connect community context with program outcomes. NFCS is using the 75 indicators outlined in the framework by adapting them to meet the agency's specific needs. This adaptation process involves reviewing the indicators, defining them with parameters that match their service model (e.g., defining age ranges for measurement), and measuring them using queries to extract data from existing systems to connect with program outcomes.

Key factors driving this process include a dedicated database administrator, supported by strong processes, robust systems, and solid inter-departmental relationships conducive to data collection. Recognizing this is a long-term learning process, NFCS is exploring alternative ways to gather data to avoid overburdening front-line workers during the indicator definition and testing phases.

NFCS navigates a culture where there is concern associated with measurement. This concern can influence how data is presented, potentially leading to selective representation of program outcomes. For instance, unsuccessful program outcomes may be overlooked, while unrepresentative but positive data could be exaggerated. To address this, the QA team works with staff to build understanding and gradually shift culture around data collection and analysis. NFCS regularly communicates its findings internally and to the First Nations it serves, educating on the purpose and benefits of data collection and analysis. This shift will take time, but maintaining positive relationships with departments by balancing competing priorities and addressing tensions will support the transition.

NFCS defines their priorities clearly and works toward them efficiently. They gain actionable insights without overburdening employees. For this process to be effective, it requires access to resources, expertise, and building a supportive environment conducive to testing and course corrections. This approach demonstrates that practitioners with an established approach to data collection and analysis supported by an existing team, are well-positioned to leverage the *Measuring to Thrive* framework. This framework can operate within existing systems and connect community context with program outcomes.



The event-based approach was proposed as a consistent mechanism for coding data from different sources for common analysis (Figure 48).

In this approach, information about the person receiving supports is captured by coding the events based on a date and related activity descriptors. The approach is premised on understanding a trajectory from a starting point, with a series of events to assess change.

This approach makes four assumptions:

1. There is a record of the person/persons receiving supports.
2. Events related to the person/persons are relevant and are tracked in chronological order.
3. The First Nation or FNCFS agency would define the events to be tracked, e.g., an assessment, a service received, a change in living arrangement. An assessment might capture facets of cultural identity, language, etc. Events also refer to the steps taken to protect a child.
4. Data is captured and organized for analysis. There is no pre-judgement of outcomes.

In the event-based schema, ‘assessment’ is used to define a learning about a child or family. The assessment need not be a formal assessment. The assessment event simply acknowledges what has been learned about some relevant aspect of child and/or family well-being. The reason for capturing the data within the event structure has to do with the fact that the assessed strengths may change over time. For example, language exposure may change as living arrangements change. By capturing these changes within the event structure, it becomes easier to see how the services provided relate to changes in the well-being of the child. This is one of the ways in which First Nation’s service providers can monitor the impact their service investments are having.

The event-based approach is *one approach* to measurement in FNCFS. Service providers will take a variety of paths on FNCFS data collection and analysis. Whatever the chosen approach, there is a benefit to knowing whether goals are being achieved as well as if the lives of children, families, and communities improved with the allocated resources.



FIGURE 48

BIO RECORD			PLACE RECORD	EVENT RECORD			CODES		
CIN	DOB	Gender	Geographic information (on event location, e.g., placement, exit, etc.)	Event date	Event type	Event sequence	Event type code	Event modifiers	
Unique child identifier, e.g., number	DOB — M/D/Y	Female Male Other	Home First Nation — The child's home First Nation, in community/ on-reserve Other First Nation — A First Nation other than the child's home First Nation, in community/ on-reserve Out of community/ off-reserve — A non-First Nation place or urban setting <i>Note: Geographic information can be coded to a specific First Nation and linked to a separate data sheet with community level information</i>	Event date (M/D/Y)	Placement event	1, 2, 3,...N	PHM Removal of parents (child remains in home with kin/kith and/or other caregivers) PKC Care of kin/kith out of home PGH Group home POH Other out-of-home care XRM Age out of care XPW Permanent placement/ permanent ward XRF Reunification with family XRL Placement with kin/kith XRY Runaway XDT Death XOT Other ZTC Child remains in care	Placement event modifiers PA Physical abuse SA Sexual abuse NGL Neglect EMT Emotional maltreatment IPV Exposure to intimate partner violence ADD Parent/caregiver addictions OTH Other	
					Exit event			Placement change modifiers DIS Discharge, e.g., service plan complete CAR Caretaker unable to provide care REL Relative (kin/kith) identified for care P-X (added to any placement reason), indicates reason for placement change, e.g., P-PA = placement change due to physical abuse with caretaker	
					Assessment event		AST Assessment completed	Assessment modifiers LND Connection to land reported LNG Engagement in learning and/or speaking Indigenous language observed APA Active participation in First Nation's community ASP Spiritual practice observed	

CIN	DOB	GENDER	GEOGRAPHIC INFORMATION ON EVENT LOCATION	EVENT DATE	EVENT TYPE	EVENT SEQUENCE	EVENT MODIFIERS	CLARIFICATION
001	02-17-2020	Male	On reserve	04-12-2022	PKC	1	ADD	Change in living arrangement for reason of caregiver substance misuse
001	02-17-2020	Male	On reserve	09-02-2022	POH	2	CAR	Change in living arrangement because caretaker unable to provide care
001	02-17-2020	Male	On reserve	02-10-2023	AST	3	ALN	Sense of connection to traditional land
001	02-17-2020	Male	On reserve	05-15-2023	PKC	4	REL	Change in living arrangement - kin identified
001	02-17-2020	Male	On reserve	07-17-2023	AST	5	APA	Participation in First Nation's activity
001	02-17-2020	Male	On reserve	07-31-2023	XRF	6	DIS	Service plan complete



FIGURE 49

PIIKANI CHILD AND FAMILY SERVICES

Piikani Child and Family Services utilized the *Measuring to Thrive* framework to link service provision with culture, relationships, and participation in activities. This database aligns with Blackfoot culture by gathering contextual and program-specific information, such as child enrolment in school, attendance at community events, and participation in prevention programs. It also builds a profile for each child that includes their Blackfoot name, genealogy, and other cultural aspects. Piikani Child and Family Services tracks these activities over time as events.

Piikani Child and Family Services adapted aspects of the *Measuring to Thrive* framework to create a database that aligns with Blackfoot culture. This database tracks various information related to children, like participation in cultural events, to help Piikani Child and Family Services improve service delivery. This example highlights the importance of training employees on the benefits of data collection and analysis to ensure their engagement, enhance service delivery, and improve program effectiveness. Additionally, it illustrates how FNCFS agencies and First Nations can apply the *Measuring to Thrive* framework to develop measurement practices that align with their cultures and unique practices while tracking indicators of children's well-being.

Piikani Child and Family Services measures cultural engagement by tracking the number of cultural events (e.g., language classes, ceremonies, etc.) a child attends. They assign each cultural event a unique code and track it over time. Piikani Child and Family Services plans to use the information in three ways:

1. Demonstrating the importance of cultural activities to funders.
2. Informing child placements by prioritizing those that support cultural participation.
3. Identifying connections between experiences in care and long-term outcomes, such as high school graduation rates.

This database requires data, time, and expertise, which Piikani Child and Family Services is currently developing. Front-line workers who engage directly with children will be responsible for collecting and populating much of the data into the system. Piikani Child and Family Services is actively training employees on how to use the system and explaining its importance to ensure their engagement with it. It plans to eventually expand its data collection to include protection services, post-majority care, and band designate services, recognizing that this is a long-term process.

As Piikani Child and Family Services continues to build the necessary processes, systems, and expertise for data collection and analysis, it will develop a more comprehensive understanding of a child's life in comparison to relying only on a case management system, supporting evidence-based decision making.



Organizing the data needed to monitor services delivered and to monitor change in CFS means tracking what is happening with children and families in need of support, tracking the services received, and incorporating the community context in the data model.

The event-based approach was attempted because the information is available (or accessible to) most collaborators and presents an opportunity to try the events-based approach with ready data. There was a strategic decision during the pilot to use existing data: a result of the pilot was needed in a specific timeframe. The decision was also practical: if a national approach to measuring to monitor was to be defined, it was a reality that service providers would have different approaches to collecting and storing information. There had to be a way to leverage the existing information for analysis.

The pilot used Excel. A software tool had been developed by IFSD but it was set aside. The pilot indicated the issue was not data *entry* for analysis, but a lack of a common basis for gathering and coding information for analysis. In addition, the use of Excel meant accessibility for service providers. There was no requirement to train staff, manage logins, etc. on an alternative tool.

A data entry spreadsheet was prepared to code case-level information in a non-identifiable format to organize data for analysis. A list of codes for event type and modifiers which provide additional information for the event, is available to code each event in a case file (see Appendix J3 for the framework). The event types and modifiers could be altered to be relevant to the user. For instance, additional data e.g., spirituality of

child, connection to land, etc. can be included as an event type.

The data is organized by:

- Information on the child
- Information about the community
- Information about the history of service involvement
- Event type codes
- Event modifiers

Once collaborators coded their entries, they followed a 'script' or instructions in Excel to analyze the data and answer questions about their datasets. The analysis answered a series of questions associated to children in out-of-home care. This was a function of the nature of available data.

- What is the number of children admitted to care for the first time?
- How has the number of children admitted changed by fiscal year?
- What is the age composition of children admitted to care?
- Has the age composition of cohorts changed?
- What are the reasons for entering out-of-home care?
- Have the reasons for entering out of home care changed?

These questions offer a starting point for service providers navigating data collection and analysis. In the future, it is anticipated that data will focus on child, family, and community well-being.



FIGURE 50

CARRIER SEKANI FAMILY SERVICES

Carrier Sekani Family Service (CSFS) uses the *Measuring to Thrive* framework to guide long-term planning for data collection and analysis. Over the past 2-3 years, CSFS has been guided by its Strategic Plan, *Measuring Our Way Forward*, and focused on establishing a strong foundation for these efforts by developing the necessary processes, systems, and expertise. A key component driving this process is the Quality and Innovation (QI) Program. With a team of 10 full-time employees (FTE), it has the mandate to support the organization in its research and planning activities, conduct program evaluations to assess quality standards and indicators, and perform analytics to track organizational and program performance.

CSFS views data as integral to making evidence-based decisions, particularly for evaluating program effectiveness. This data-driven approach is supported by CSFS's leadership and has been adopted throughout its various departments. As a result, CSFS is well-positioned to integrate the *Measuring to Thrive* framework into its internal practices.

The steps for using the *Measuring to Thrive* framework, including the gap analysis, provided CSFS with valuable insights about what data is being collected and its accessibility. Following this exercise, CSFS developed a data dictionary to clearly outline how and where they store data. It also offered lessons in the importance of having a dedicated team, data management practices, covering topics like data collection methods, storage protocols, privacy and confidentiality considerations, and aligning practices with OCAP ® Principles.

CSFS reviewed their existing data collection and analysis approach, identified gaps, and set goals for improvement. This process helped CSFS become ready to measure the indicators in the *Measuring to Thrive* framework, which will inform resource allocation, funding requests, and help prevent discrimination from reoccurring. This example demonstrates that implementing a new measurement approach, such as integrating the *Measuring to Thrive* framework, takes time, especially in establishing the necessary processes, systems, and expertise for data collection and analysis.



The pilot exercise was useful in highlighting the opportunity with measurement and the time, effort, and appropriate skills it requires for operation. Many providers measure and monitor across a variety of indicators. Learning from their experiences and adopting their known approaches (rather than developing new ones) can shorten time for implementation and reduce resource requirements.

Among collaborators, there were organizations who shared practices and lessons on measurement.

Hear from Riley Randall and Matthew Hayman, Quality Assurance Supervisors, Nogdawindamin Family and Community Services on defining and adapting performance frameworks in service delivery.

<https://youtu.be/UAPy1TtKMmY>

Hear from Janna Olynick, Data Analyst, Carrier Sekani Family Services on their journey in data governance.

<https://youtu.be/EZ1s9cFvtA>

The service providers already engaging in measurement were willing to share their time and resources with others who were planning their approaches. There is an established network of practice that service providers can leverage to exchange ideas and design their approaches. It is anticipated that the First Nations-led secretariat will play a supporting role in data analysis and best practice sharing.



CONCLUSION

This report presents a blueprint for reform of the FNCFS Program. The content is a reflection of the generous contributions of collaborating FNCFS agencies and First Nations and builds on analysis IFSD has undertaken since 2018 on FNCFS reform.

Guided by the CHRT's orders on FNCFS to end discrimination and ensure it does not reoccur,

IFSD makes recommendations for changes to structure, funding, and accountability. Sustainable reform of the FNCFS Program will require linking an increase in funding with competent delivery and monitoring outcomes to improve the well-being of First Nations children.

IFSD makes the following recommendations:

STRUCTURE

1. Clarify federal policy and associated regulations (including terms and conditions and outcome-based performance indicators) for the FNCFS Program to focus on well-being with alignment to the principles of *An Act respecting First Nations, Inuit and Métis children, youth and families*.
2. Implement a block funding approach for existing FNCFS agencies, with a carry-forward provision.
3. Ensure resources for the FNCFS Program are secure and cannot be used for other purposes by Indigenous Services Canada (ISC) through a Special Purpose Allotment (SPA), with a carry-forward provision.
4. Adopt the allocation approach proposed in this report for FNCFS agencies with a holistic understanding of the allocation for existing service providers. This means leaving the approach and its components intact and not artificially segmenting the allocation, as ISC has done with its interim funding commitments.
5. Stop all ad hoc decision making and changes to funding and to FNCFS Program rules.
6. Adopt a cohesive reformed approach that includes recommended changes to structure, funding, and accountability. Notify service providers of the full intended reform and its parameters at least one full fiscal year in advance of the change.
7. Provide service providers at least one full fiscal year in advance of the change with:
 - a. A clear statement of policy on the FNCFS Program and its associated terms and conditions;
 - b. A five-year funding allocation in a block approach;
 - c. Performance reporting indicators aligned to the goals of a reformed FNCFS Program.



FUNDING

8. Allocate resources to the service provider able to continue to or immediately deliver child and family services in First Nations. This includes protection and prevention (primary, secondary, tertiary) services.
9. Understand the funding approach and allocation holistically. Do not pull apart the allocation intended for a service provider, as the amounts may not be sufficient for the discharge of their mandate.
10. Ensure the existing federal baseline for service providers is maintained as the foundation on which to add activity and context specific components (adjusted by inflation and population escalators).
11. Develop allocations to service providers with funding principles linked to their activities and different contexts (e.g., poverty, geography, and over time, outcomes). IFSD provides recommendations for each funding component.
15. Ensure ISC's performance indicators for a reformed FNCFS Program reflect the structural drivers of contact with protective services.
16. Include a review of the allocations to reform the FNCFS Program, e.g., \$47.8B from the Draft Final Agreement (assuming it is ratified), its allocation, and outcomes as part of a five-year program review.

Ending the discrimination against First Nations children and ensuring it does not reoccur takes more than writing a cheque — although additional resources are essential. It means fixing the policies, rules, terms and conditions, performance indicators, reporting requirements, and incentives that shape the decisions of actors in the system, both inside and outside of the Government of Canada.

FNCFS agencies and First Nations have shared their knowledge, their data, and their experiences to shape an approach that comes from the front lines. IFSD's proposed approach fits within the Government of Canada's existing contribution approaches and policies on results. Canada should not miss this opportunity.

True reform of the FNCFS system will take years. **This is an opportunity to get a major policy change right.**

ACCOUNTABILITY

12. Require a national reporting practice for FNCFS for transparency to First Nations and their delegated service providers while holding the Government of Canada accountable.
13. Establish a First Nations-led secretariat to support data gathering and analysis and best practices in FNCFS.
14. Define the reporting and service obligations of different funding recipients through the FNCFS Program, e.g., if FNCFS agencies and First Nations are expected to deliver secondary and tertiary prevention services, their reporting obligations on an activity basis should be the same.



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APPENDIX A1

CENSUS 2021 OVERVIEW BY SERVICE PROVIDER TYPE

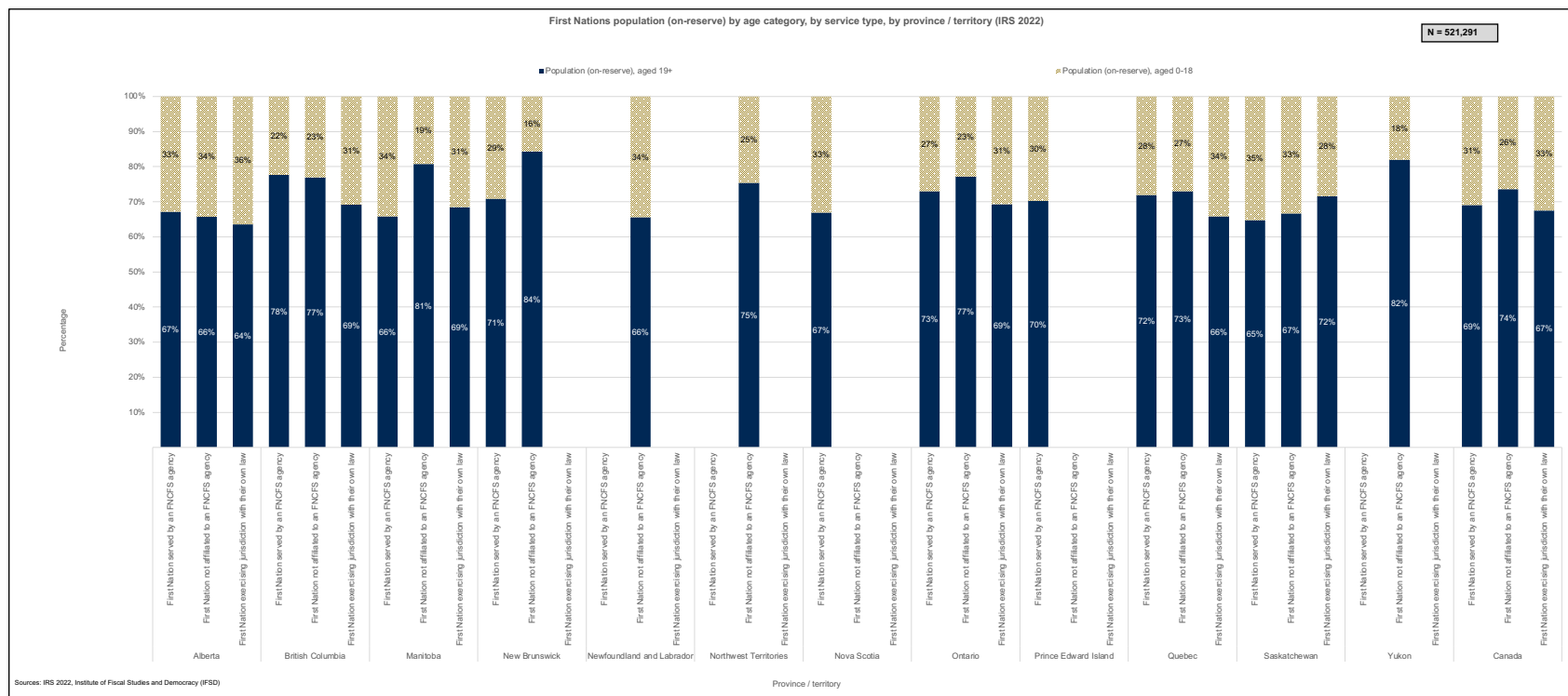
IFSD recognizes the limitations of Census data. Not all First Nations participate and extrapolations are made. However, there is no other national dataset on issues such as housing suitability and labour market participation. For these reasons, IFSD uses Census 2021 (and Census 2016) data for illustrative purposes. The information provides contextual details of First Nations.

Note:

- 1) The n-value, or size of the participating population/population for which data is available changes across indicators.
- 2) Service type refers to the approach to CFS, i.e., First Nation served by an FNCFS agency, First Nation not affiliated to an FNCFS agency, or First Nation exercising jurisdiction with own law enacted.

The population aged 0-18 represents on average, approximately 30% of the total on-reserve population using IRS 2022 data, across all service types (Figure 1).

Figure 1



Of First Nations (i.e., reserves), approximately 80% are in geographic zones 1 and 2 (Figure 2). This means they are accessible by year-round road within driveable distances to service centres. Just over 20% of First Nations are in geographic zones 3 and 4. Accessibility, especially for those in zone 4, is restricted. First Nations in zone 4 will not have year-round road access.

Geographic Zones

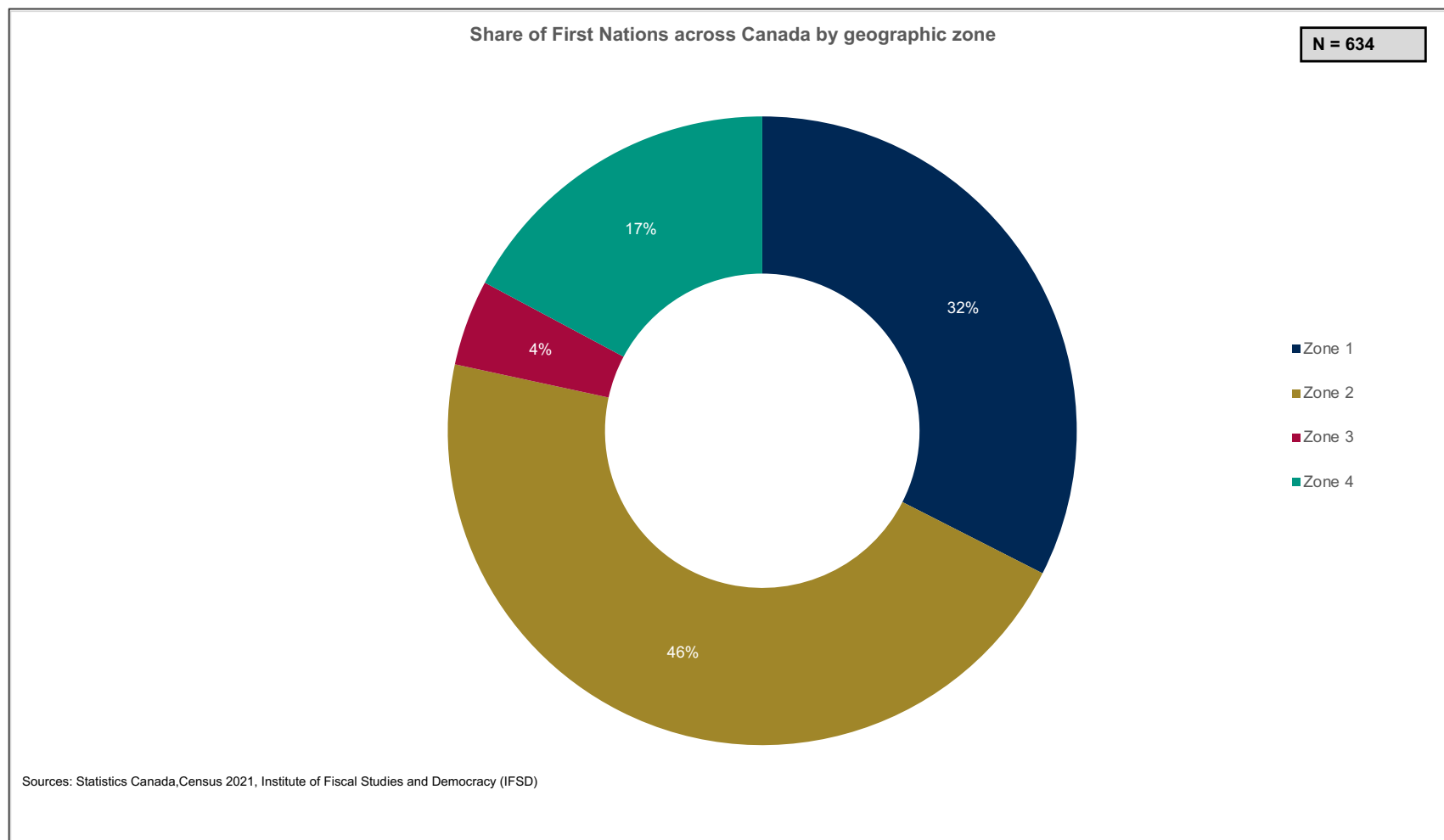
Zone 1: A geographic zone where the First Nation is located ***within 50 km*** of the nearest service centre with year-round road access.

Zone 2: A geographic zone where the First Nation is located ***between 50 and 350 km*** from the nearest service centre with year-round road access.

Zone 3: A geographic zone where the First Nation is located ***over 350 km*** from the nearest service centre with year-round road access.

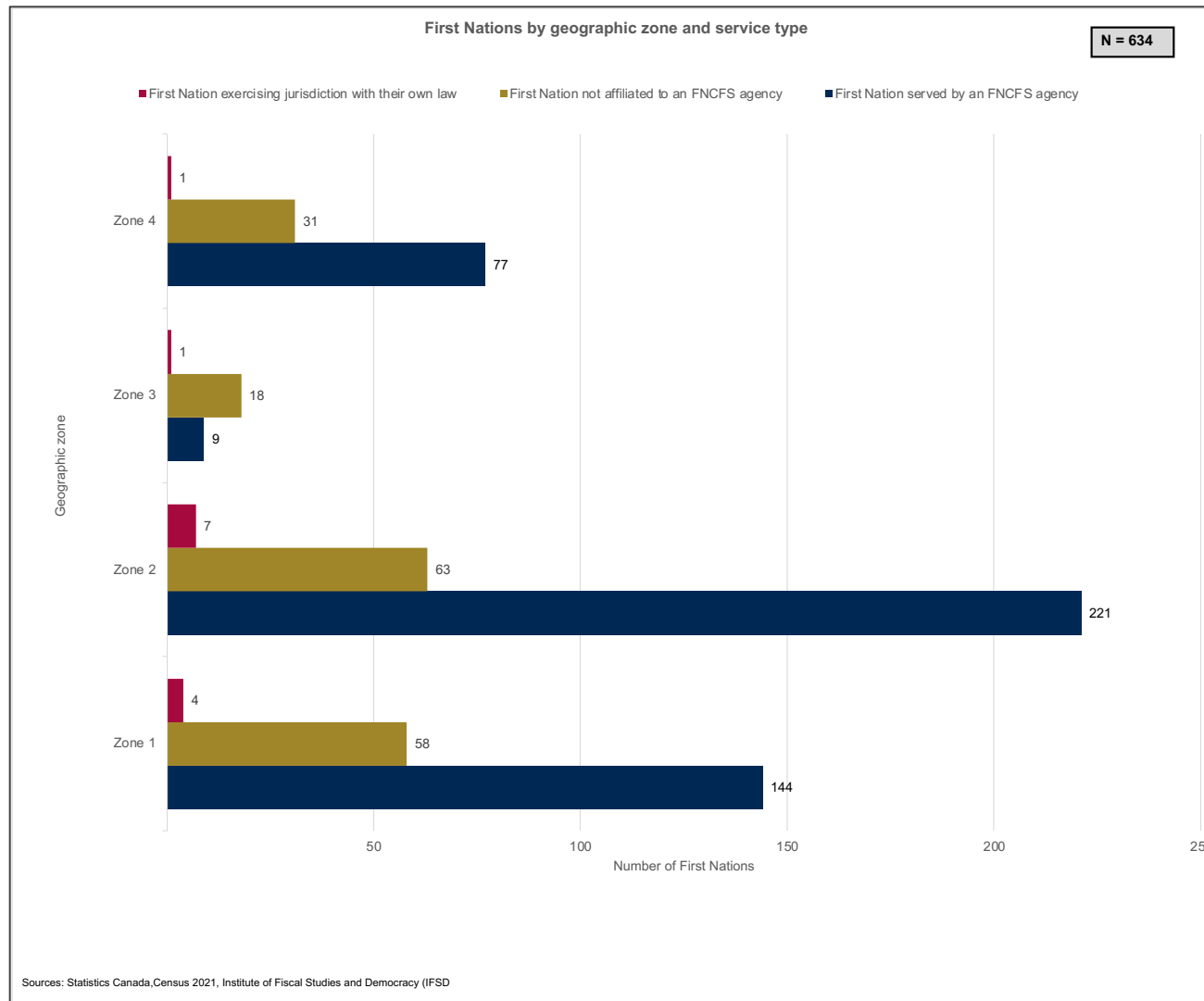
Zone 4: A geographic zone where the First Nation has ***no year-round road access*** to a service centre and, as a result, experiences a higher cost of transportation.

Figure 2



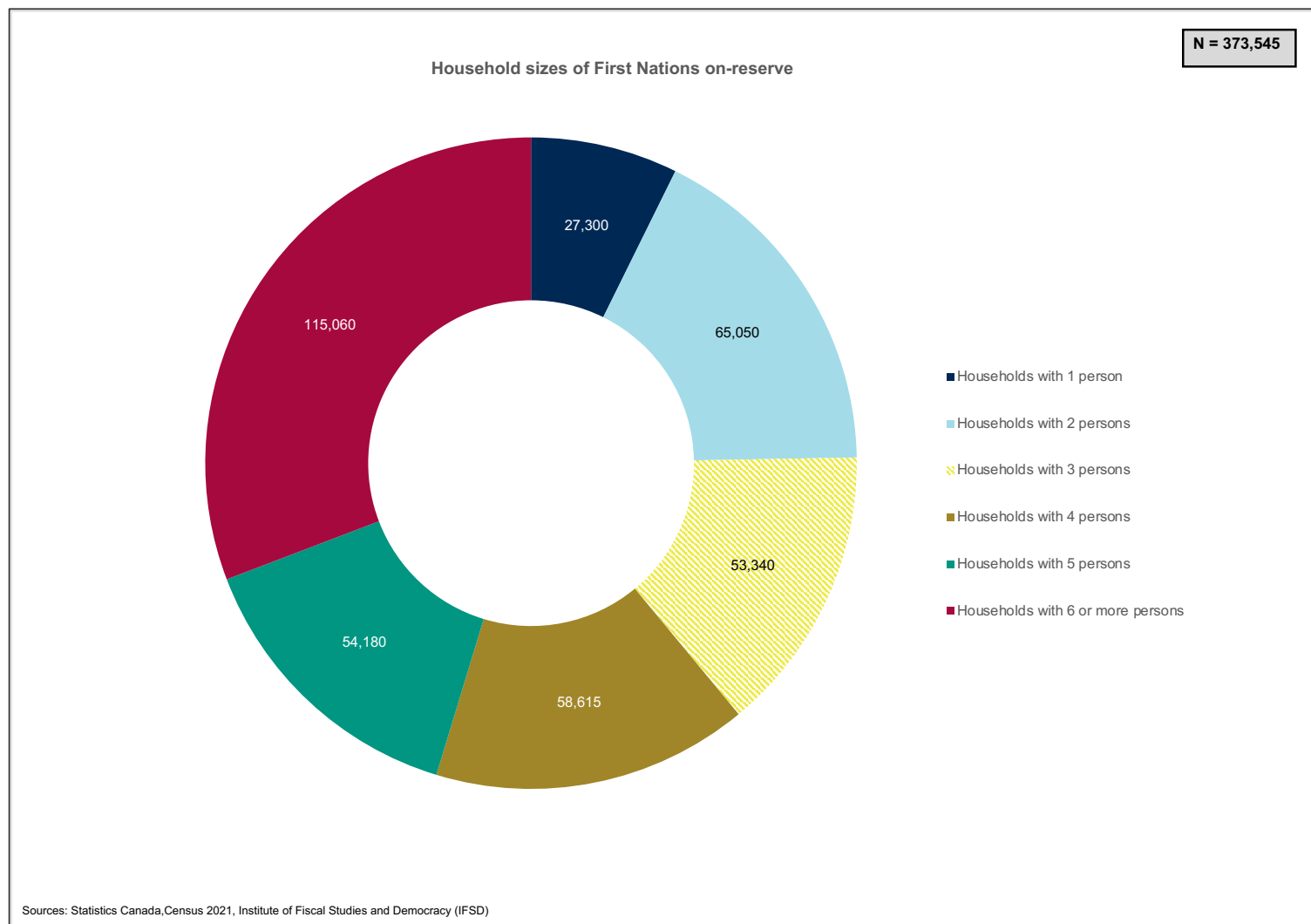
Most First Nations are served by an FNCFS agency, and most are in geographic zones 1 and 2. More First Nations in geographic zone 4 are served by an FNCFS agency than in zone 3 (Figure 3).

Figure 3



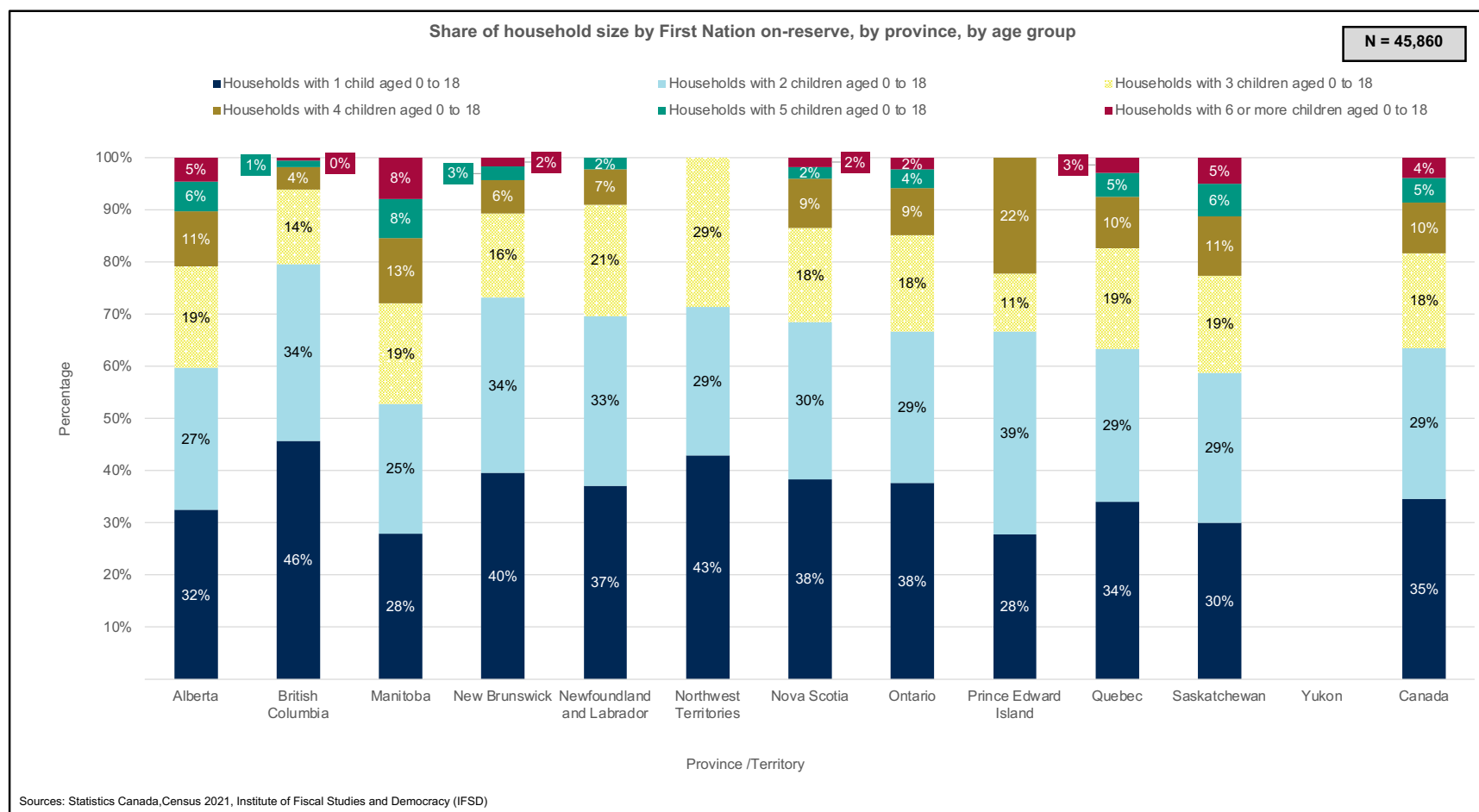
Approximately 31% of First Nations on-reserve reside in households with 6 or more persons. Household size is a relevant consideration for issues of crowding, health, and well-being, e.g., intimate partner violence, school performance, etc.

Figure 4



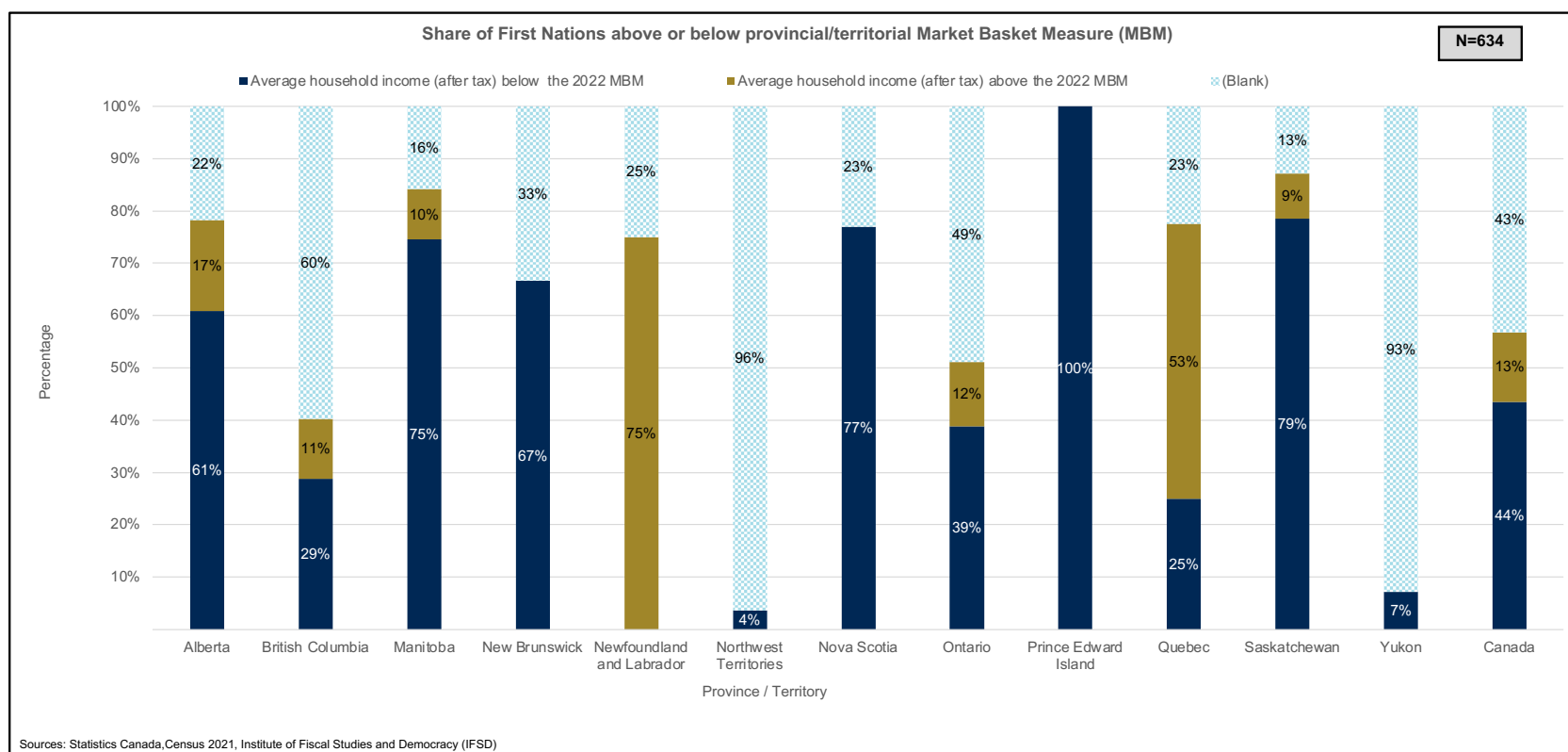
Households on-reserve tend to have at least one child (aged 0-18) residing in them (Figure 5). Most households across all provinces and territories have between 1-2 children, with an average of 33% reporting 3 or more children.

Figure 5



There are significant shares of First Nations across provinces and territories for which household income data is unavailable (blank) (Figure 6). For those reporting household income (after tax), most are below the 2022 Market Basket Measure (MBM) for the relevant province/territory. The MBM is Canada's official measure of poverty that captures the cost of standard goods required for a modest living. Income-based deprivation is an important consideration for CFS and the well-being of children.

Figure 6



To illustrate the difference between median household income (after tax) in First Nations and the relevant Market Basket Measure (MBM), a weighted value (by province/territory) is applied to First Nations without data. Census 2016 data is applied in the calculation (Figure 7) because Census 2021 median household income data (after tax) includes COVID-19 related income supports that artificially increase values (Figure 8). When Census 2021 median household income data (after tax) is applied, most First Nations are above their relevant MBM.

Figure 7

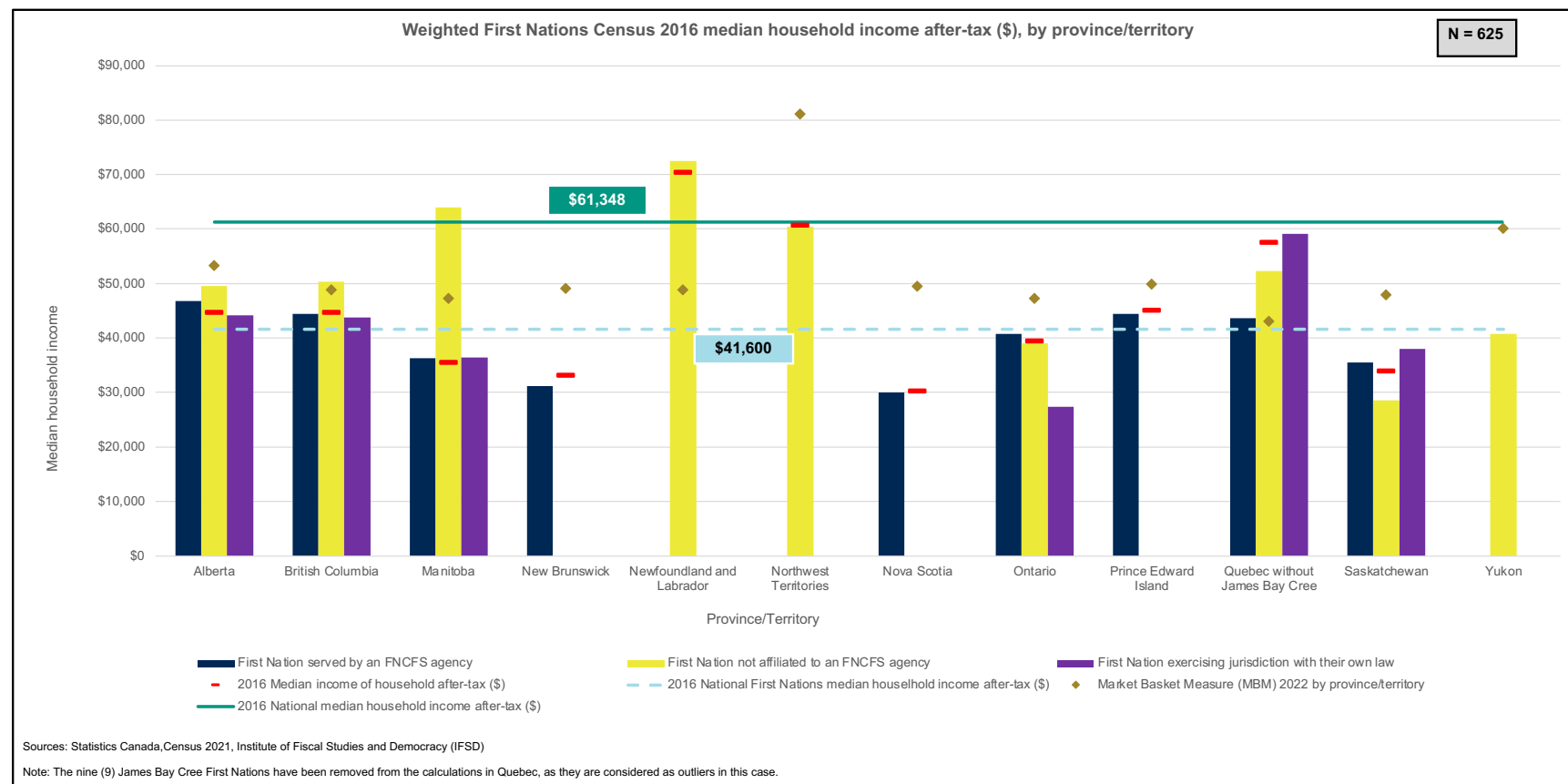
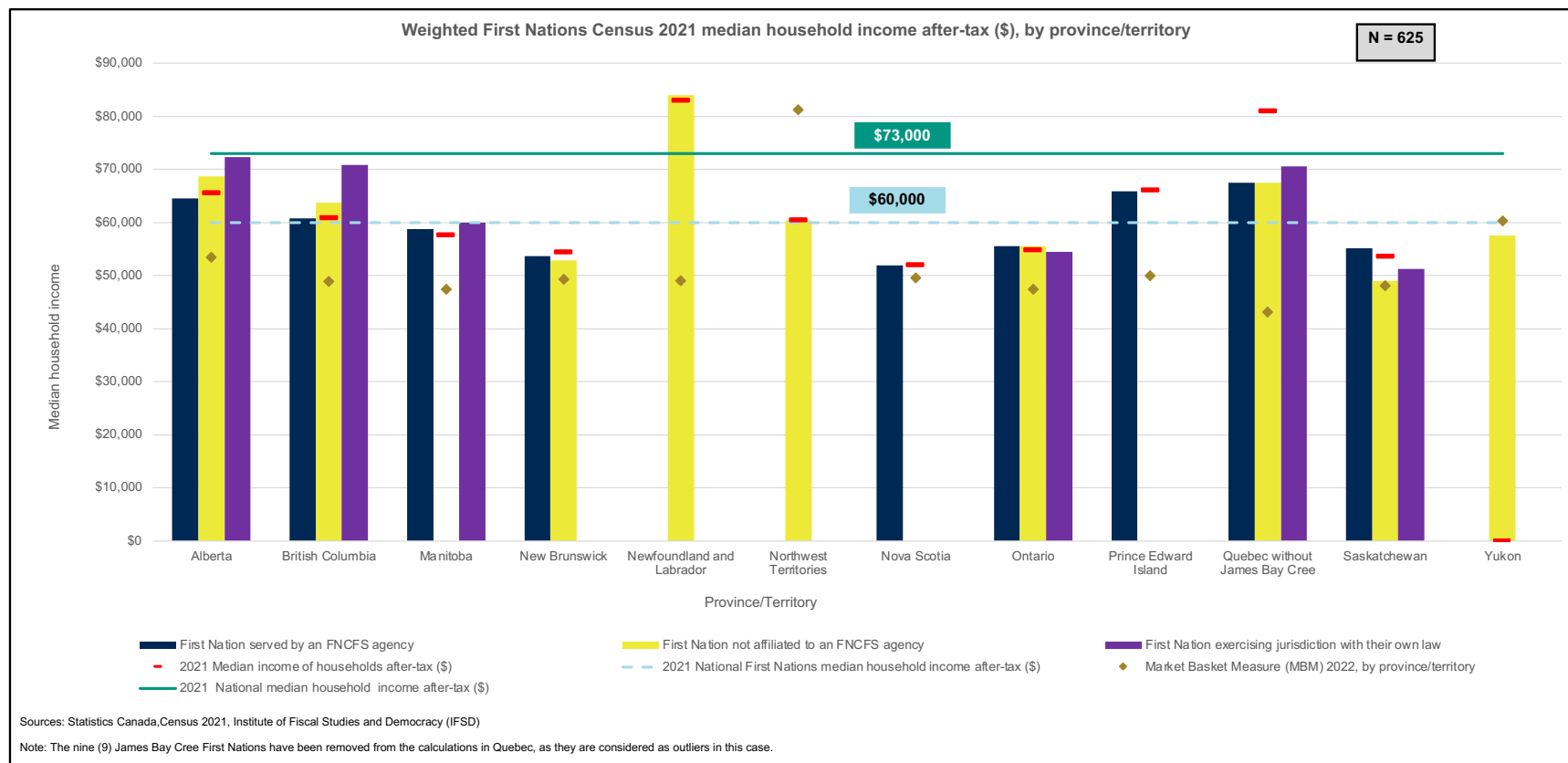
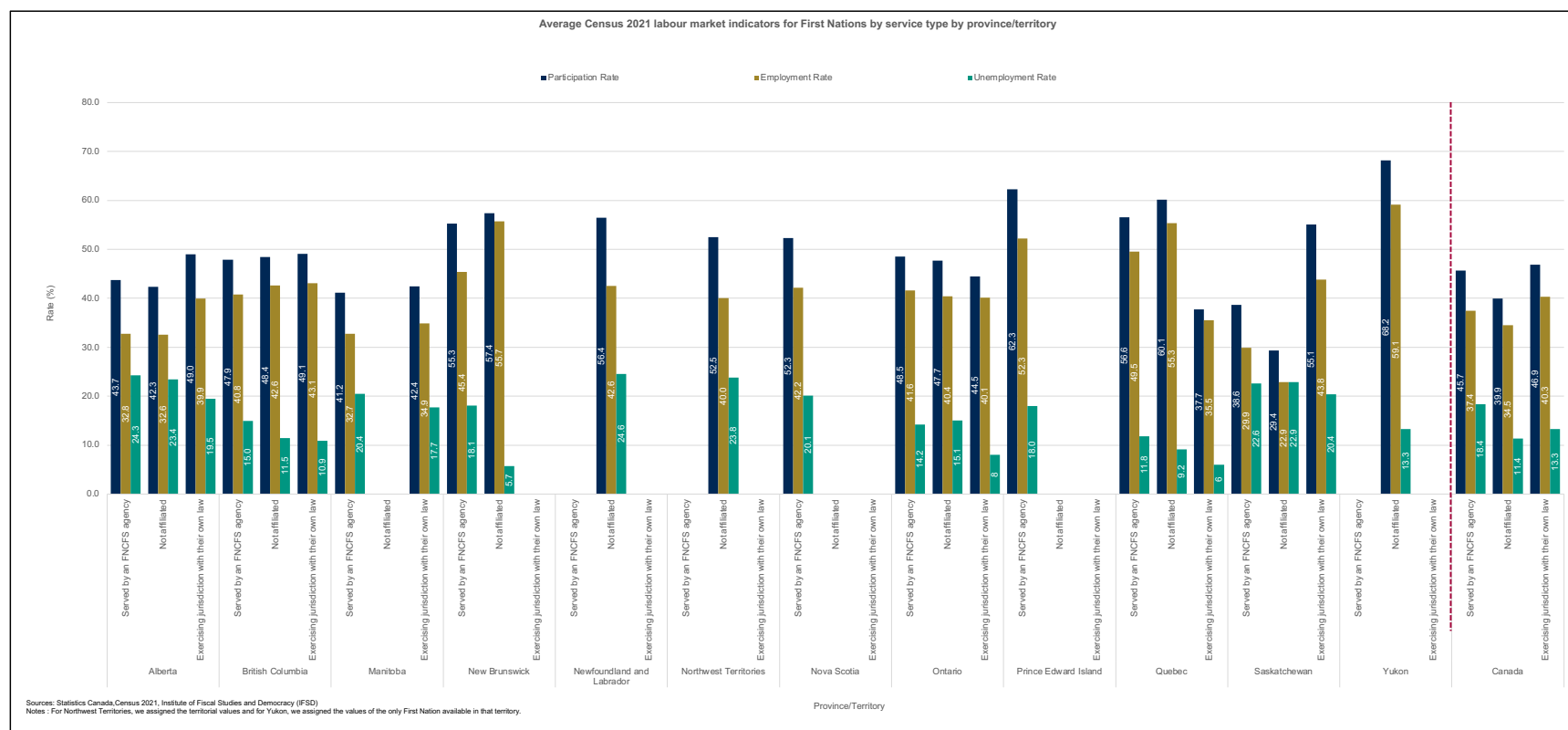


Figure 8



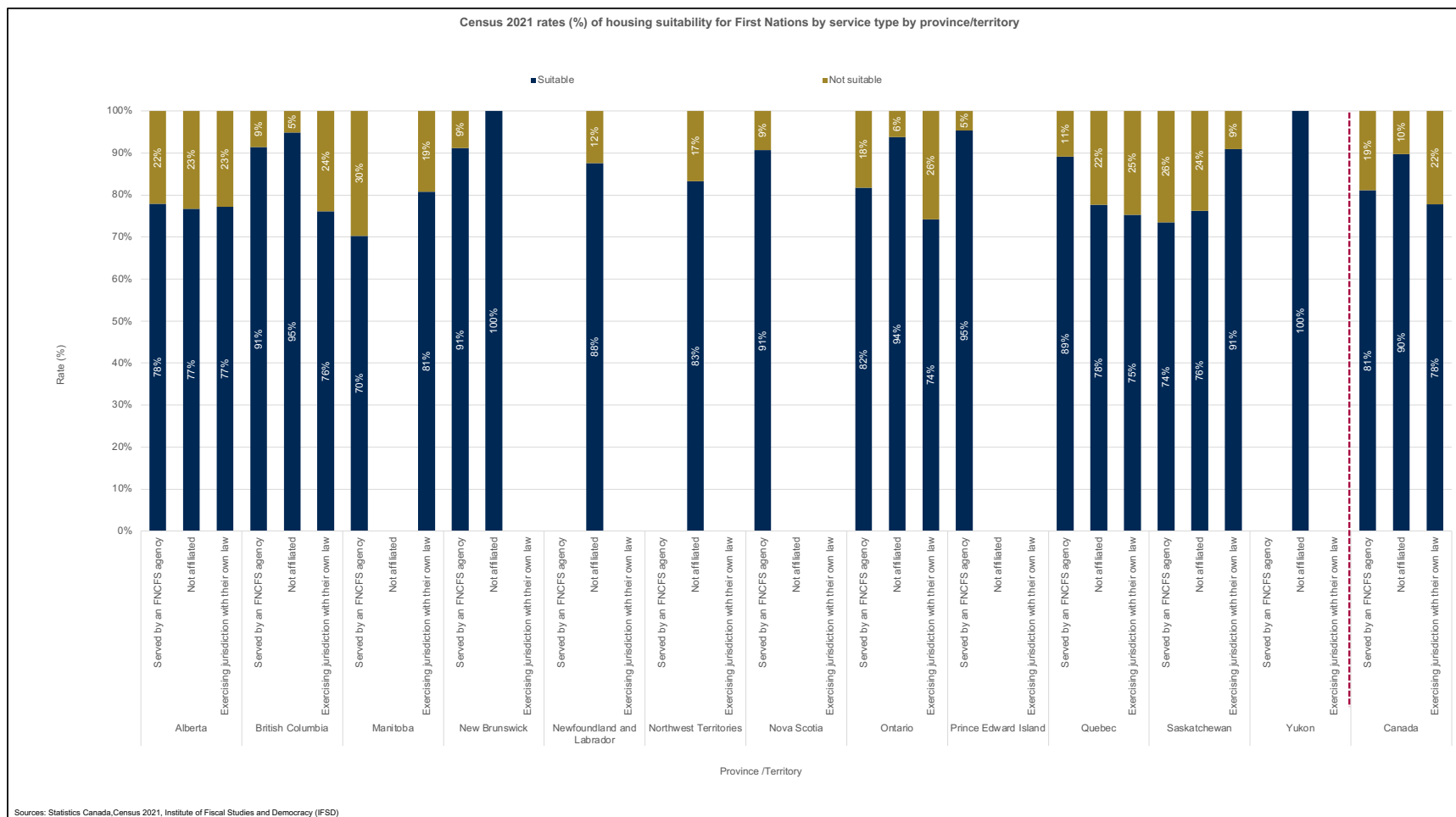
When assessed at a national level, First Nations served by an FNCFS agency have the highest unemployment rates, while First Nations not affiliated to an FNCFS agency have the lowest (Figure 9). The highest employment rate is reported among First Nations exercising jurisdiction, followed by First Nations served by an FNCFS agency. There is no clear relationship between service provider type and labour market indicators. Given the difference in numbers between First Nations served by an FNCFS agency, those that are not affiliated, and those exercising jurisdiction, those served by agencies remain the broadest and most representative group.

Figure 9



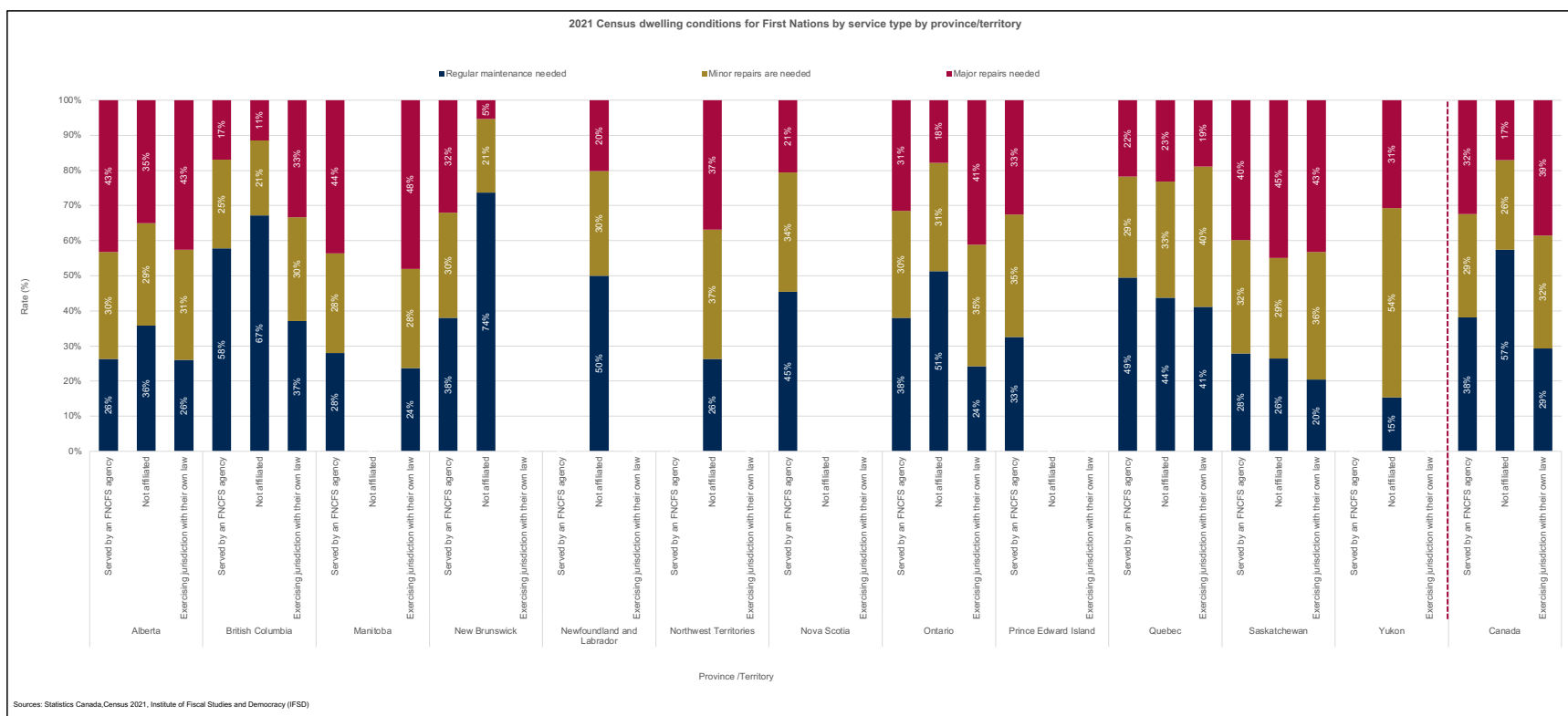
Rates of national unsuitable housing are approximately 20% for First Nations served by an FNCFS agency and those exercising jurisdiction (Figure 10). First Nations not affiliated to an FNCFS agency have the lowest rates of unsuitable housing. It is unclear if this is a function of location, i.e., mainly in zones 1 and 2, a matter of reporting/participating in the Census, or related to income and labour market participation/unemployment.

Figure 10



Consistent with issues of housing suitability nationally, most major repairs are required among First Nations exercising jurisdiction and those served by an FNCFS agency (Figure 11). It is unclear if this is a function of location, i.e., mainly in zones 1 and 2, a matter of reporting/participating in the Census, or related to income and labour market participation/unemployment.

Figure 11





APPENDIX A2

FNCFS PROGRAM OVERVIEW

Funding for FNCFS on-reserve (and to the provinces/territories providing services on-reserve) comes through the FNCFS Program. This means that the FNCFS Program is funding FNCFS agencies, First Nations, transfers to provinces/territories, and jurisdiction. The [description of the FNCFS Program through InfoBase](#) (the Government of Canada's public facing reporting on its programs) includes *supporting safety and well-being for First Nations children ordinarily resident on-reserve*.

Figure 1

Name	Child and Family Services
Previously Named	First Nations Child and Family Services
Description	First Nations Child and Family Services support the safety and well-being of First Nations children ordinarily resident on-reserve. The program provides funding to First Nations child and family services agencies which are established, managed and controlled by First Nations agencies and delegated by provincial authorities to provide prevention and protection services. In areas where these agencies do not exist, the Department funds services but it does not directly deliver child and family services. Services are provided by provincially delegated First Nations child and family services agencies, tribal councils, First Nation Bands, and the provinces and Yukon in accordance with the legislation and standards of the Province or Territory of residence within the Department program authorities. Pursuant to the 2016 Canadian Human Rights Tribunal ruling, the Government of Canada is working with partners to make immediate and long-term reform to child and family services on reserve. The Department is ensuring the implementation of An Act respecting First Nations, Inuit and Métis children, youth and families by supporting Indigenous communities through distinctions-based governance engagement mechanisms, capacity-building, coordination agreement discussions, and operationalization of Indigenous child and family services models. Definitions. For the purposes of outcomes and indicators relating to First Nations Child and Family Services, the following definitions apply: Child: An individual under 11 years of age; Youth: An individual between 12 years and the age of majority (which differs from one jurisdiction to another); Young adult: An individual from the age of majority (which differs from one jurisdiction to another) up to 25 years old.
Activity Code	BYP08

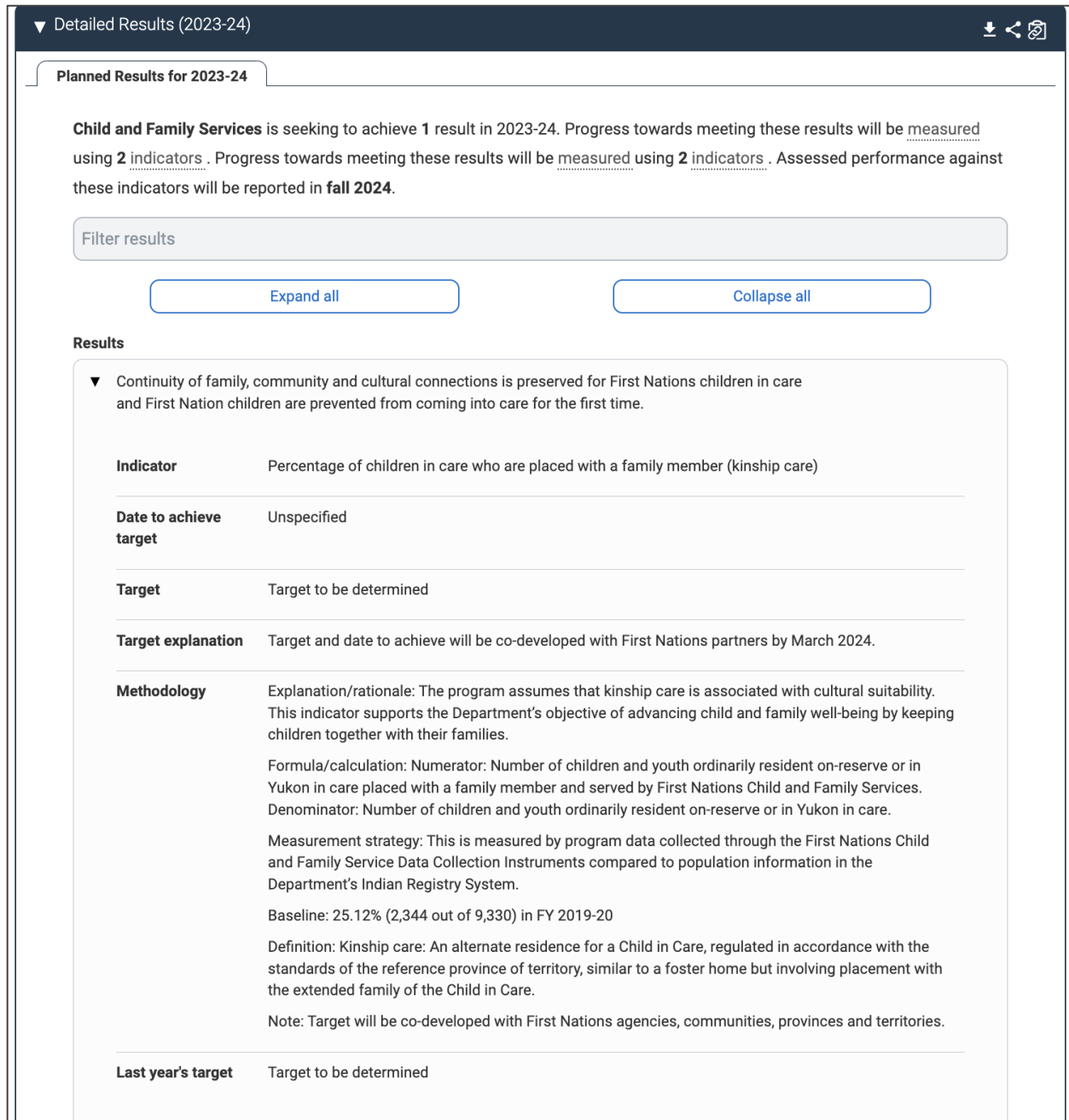
There are three funding streams in the FNCFS Program as defined by ISC ([reproduced from the ISC website](#)) (Figure 2):

Figure 2

The program provides 3 streams of funding: • Operations: core and operational funding for protection services (such as salaries and overhead) • Prevention: resources for enhanced prevention services • Maintenance: direct costs of placing First Nations children into temporary or permanent care out of the parental home (such as foster care rates and group home rates)

While the program funds a variety of activities and recipients for child and family services, reporting for the program is focused on two indicators (Figure 3):

Figure 3



Indicator	Percentage of First Nation children and youth on-reserve coming into care for the first time
Date to achieve target	Unspecified
Target	Target to be determined
Target explanation	Target and date to achieve will be co-developed with First Nations partners by March 2024.
Methodology	Explanation/rationale: The The implementation of a focused approach on prevention and early intervention in the following years will help reduce the number of children first coming into care. Formula/calculation: Numerator: Total number of new children and youth on reserve or in Yukon in care, and served by First Nations Child and Family Services, with a start pay date of eligible expenses within the current fiscal year. Denominator: Total number of children on reserve or in Yukon in care, served by First Nations Child and Family Services, that were serviced throughout the fiscal year. Measurement strategy: Except for British Columbia and Ontario where the number of new cases can be known by Indigenous Services First Nations Child and Family Services are directly tracked, tracking/monitoring around cases coming into care for the first time is based on the assumption that a new expense associated with a child that did not have an expense since April 1, 2013 is attributable to a new case. In other words, a new expense (of any amount) after April 1, 2013 is equated with a child coming into care for the first time. Baseline: 15.82% (2019-2020)
Last year's target	At most 20.39%

Data sources: [Departmental Results Reports](#), [Departmental Plans](#), [Public Accounts of Canada](#)

Datasets: [Performance information \(results and indicators\) by Program and by Organization](#), [Planned performance information \(results and indicators\) by Program and by Organization](#), [Expenditures and Planned Spending by Program](#), [Actual and Planned Full-Time Equivalents \(FTEs\) by Program](#)

Both indicators are focused on the safety of children with no consideration of their overall well-being. These indicators do not capture the breadth of activities funded through the FNCFS Program.

The department's 2024-25 departmental plan defines four indicators for the FNCFS Program (Figure 4). These indicators focus on protection, jurisdiction, and child and family service offerings in the First Nation. They do not help understand how the resources flowing through the FNCFS Program are supporting both the safety and well-being of children.

Figure 4

Percentage of First Nations children on-reserve in care	5.95% ³	Not available ⁴	Not available ⁴	Maintain or decrease results year over year ¹	March 2025
Percentage of children in care who are placed with a family member (kinship care)	26.98% ⁵	Not available ⁴	Not available ⁴	Maintain or increase results year over year ¹	March 2025
Percentage of First Nations communities offering family support services aimed at keeping families together	Not available ²	Not available ²	Not available ²	Not applicable ⁶	Not applicable ⁶
Number of First Nations Groups, Communities and Peoples exercising their jurisdiction under the <i>Act respecting First Nations, Inuit and Métis children, youth and families</i>	New indicator introduced in 2023-24			18 ⁷	March 2025

A reformed FNCFS Program must have a clear policy objective that includes safety but extends beyond it, clearly encompassing the importance of a horizontal understanding of wellness for children, families, and communities. With a new policy, funding and measurement approaches should be redefined to align to the priority.



APPENDIX B1

ISC DATA REQUEST

Phase 3 data request FNCFS and First Nations not served by a FNCFS agency

**Request updated on April 5, 2022, to include a detailed breakdown of the FNCFS program and to provide additional details on why the ‘recipient’ field is requested.*

NOTE: The “recipient” field is requested as a lens through which to verify how funding is coded. The “recipient type” field and the program activity lens do not always align. For instance, a mainstream agency may receive FNCFS funding. If the “recipient type” is coded as ‘agency,’ and is the only tag provided, IFSD could not distinguish between FNCFS funding for FNCFS agencies, versus others receiving program funding. The “recipient” field provides additional information to ensure a program activity alignment of expenditures and recipients.

I) Program data

IFSD is seeking detailed program, sub-, and sub-sub-program level expenditure information at the national level. This information will help to produce a current state portrait for the modelling work in First Nations child and family services (FNCFS), as well as for assessing the needs of First Nations not served by a FNCFS agency.

IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2011-12 to 2021-22
- Projected expenditures for fiscal years 2022-23 to 2024
- IFSD has provided a sample spreadsheet with the relevant data fields in the transmittal email, e.g., recipient, recipient type, funding approach, etc.

Program	Previous program names
First Nations Child and Family Services	
Jordan's Principle (Child First Initiative)	
Family Violence Prevention	Social Development
Education (K-12)	
Healthy Child Development	First Nations and Inuit Primary Health Care
Healthy Living	
Mental Wellness	
Aboriginal Headstart On-Reserve	

Supplementary Health Benefits	
First Nations Housing	
Water and Wastewater	
e-Health Infostructure	
Education Facilities	
Health Facilities	
Other Community Infrastructure and Activities	
Other programs as required	

Note: This program list is not considered exhaustive, as it only reflects publicly accessible 'program' level information.

Working with ISC, IFSD would be pleased to develop a detailed list of programs at the most granular level of data available, e.g., sub-sub-program level data.

IFSD notes that CHRT-related expenditures in FNCFS are not separately coded by ISC, but are included in the FNCFS program.

II) Breakdown of the FNCFS program

IFSD is seeking detailed information on the lowest level of granularity of spending through the FNCFS program, e.g., sub-, sub-sub, sub-sub-sub-program, etc. This information is necessary to understand the components that make up the program. IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2017-18 to 2021-2022
- Recipient name
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Region
- Province
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)
- Detailed program activity:
 - o CWJI
 - o FNCFS – agency
 - o Prevention funding – actuals
 - o Capital funding
 - o Etc.

III) Prevention/actuals funding

IFSD is seeking information on the actuals/prevention funding requests and allocations of FNCFS agencies and other eligible recipients mandated by the CHRT. While IFSD understands that ISC's national office may not code actuals/prevention expenditures separately from the FNCFS program, IFSD understands that the regional offices may have such information. IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2017-18 to 2021-2022
- Recipient name
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Region
- Province
- Amount requested
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)
- Purpose of request for funds, e.g., capital, prevention programming, etc.

IV) Transfers

IFSD is seeking information on transfers to provinces and territories for First Nations child and family services, and related activities. IFSD is requesting financial and related details for all votes/associated activities defined in the Public Accounts. Using the vote structure from the Public Accounts, e.g., 2020-21, vol. III, section 6 (see the list of transfers in Appendix A), IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2011-12 to 2021-22
- Recipient name
- Recipient type, e.g., province, First Nation, etc.
- Amount transferred
- Contribution approach
- Vote/associated activity

V) Post-majority care

IFSD is seeking information on funding for post-majority care provided to FNCFS agencies or other eligible recipients. The information is necessary to understand current funding practices in post-majority care and identify demand (and changes in demand with the pandemic-induced extension). IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2017-18 to 2021-2022
- Recipient name, e.g., First Nation, FNCFS agency, etc.
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Number of requests for support, i.e., number of young people supported by the recipient's funding
- Region
- Province
- Amount requested
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)
- Purpose of request for funds, e.g., program development, individual support, etc.
- Terms and Conditions associated to funding for post-majority care

VI) Band representative services

IFSD is seeking information on funding for band representative services provided to FNCFS agencies or other eligible recipients. The information is necessary to understand current funding practices and associated program activities. IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2011-12 to 2021-2022
- Recipient name, e.g., First Nation, FNCFS agency, etc.
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Region
- Province
- Amount requested
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)

Appendix A

Public Accounts of Canada, 2021
Volume III, Section 6

https://www.tpsgc-pwgsc.gc.ca/recgen/cpc-pac/2021/vol3/ds6/index-eng.html#wds6en_tbl_r2509

Indigenous Services Canada
Department of Indigenous Services

(S) Climate Action Support (Budget Implementation Act, 2019, No.1 - S.C. 2019, c.29)

(S) Contributions in connection with First Nations infrastructure (Keeping Canada's Economy and Jobs Growing Act)

(S) Indian Annuities Treaty payments (Indian Act)

(S) Payments for Income Assistance pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to enhance public health measures to COVID-19 in First Nations and Inuit communities pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support a safe restart in Indigenous communities pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support Indigenous businesses pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support Indigenous mental wellness pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support students and youth impacted by COVID-19 pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to the Family Violence Prevention Program pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to the Indigenous Community Support Fund pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to urban and regional Indigenous organizations pursuant to the Public Health Events of National Concern Payments Act

Contributions for emergency management assistance for activities on reserves

Contributions for First Nations and Inuit Health Infrastructure Support

Contributions for First Nations and Inuit Primary Health Care

Contributions for First Nations and Inuit Supplementary Health Benefits

Contributions for the purpose of consultation and policy development

Contributions to First Nations for the management of contaminated sites

Contributions to improve the safety and security of Indigenous women, children and families

Contributions to increase First Nations and Inuit Youth Participation in Education and Labour Market Opportunities

Contributions to Indian bands for registration administration

Contributions to provide income support to on-reserve residents and Status Indians in the Yukon Territory

Contributions to strengthen the safety and well-being of First Nations children and their families

Contributions to supply public services in Indian Government Support and to build strong governance, administrative and accountability systems

Contributions to support First Nations Elementary and Secondary Educational Advancement

Contributions to support Land Management and Economic Development

Contributions to support the Aboriginal Economic Development Strategic Partnerships Initiative

Contributions to support the construction and maintenance of community infrastructure

Contributions to support the First Nations Post-Secondary Education Strategy

Contributions to support the Inuit Post-Secondary Education Strategy

Contributions to support the Métis Nation Post-Secondary Education Strategy

Contributions to support Urban Programming for Indigenous Peoples

Grant for Band Support Funding

Grant to implement the Framework Agreement on First Nation Land Management

Grant to support the new fiscal relationship for First Nations under the Indian Act

Grant to the Miawpukek Indian Band to support designated programs

Grants for the Operation Return Home claims settlements

Grants to British Columbia Indian bands in lieu of a per capita annuity

Grants to increase First Nations and Inuit Youth Participation in Education and Labour Market Opportunities

Grants to provide income support to on-reserve residents and Status Indians in the Yukon Territory

Grants to support the First Nations Post-Secondary Education Strategy



APPENDIX B2

EXPENDITURE DATA

NOTE: On April 19, 2024, ISC informed IFSD that updates to the planned expenditure data for fiscal years 2022-2023 onward were required. To date (August 30, 2024), IFSD has not received the updated data. For this reason, slides 4 to 8 and 21 to 26 have been removed from this document. IFSD will update the appendix when the information is received from ISC.

Phase 3 – ISC expenditure data analysis

Request 1

February 12, 2024



Departmental expenditures

Notes

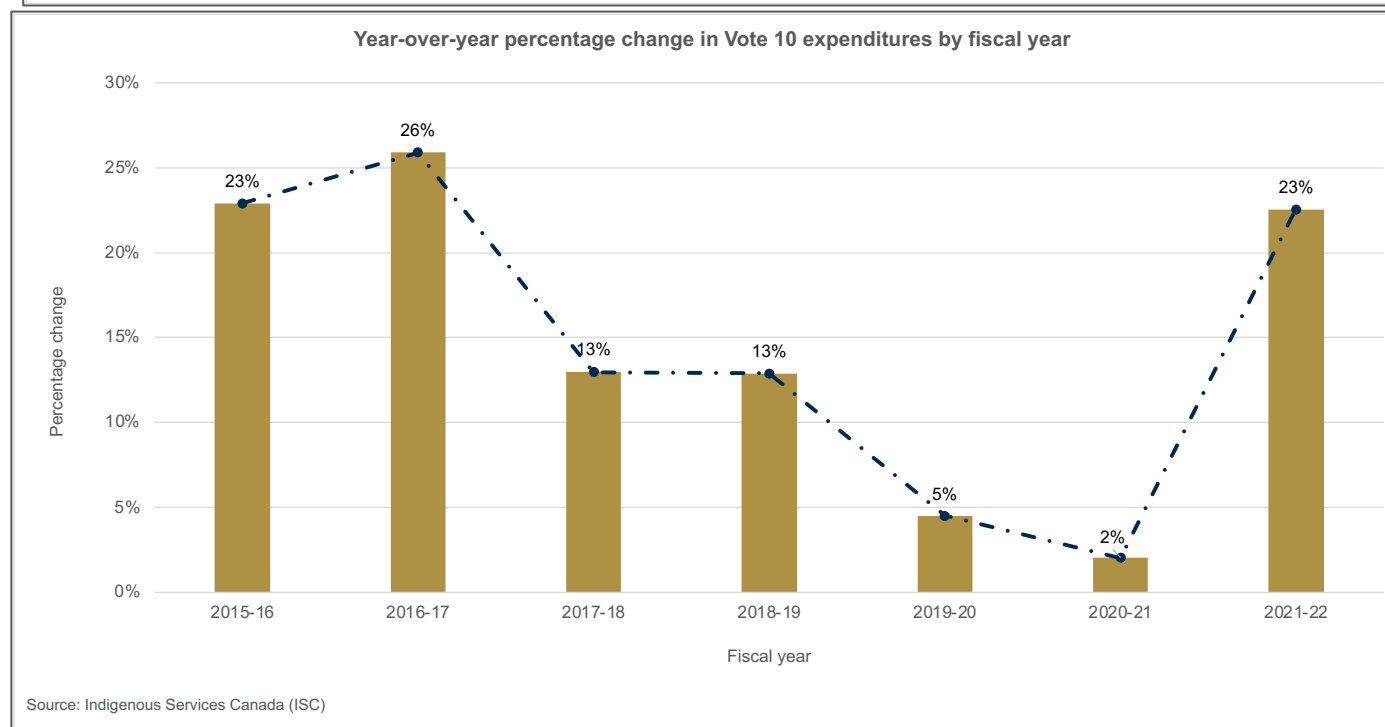
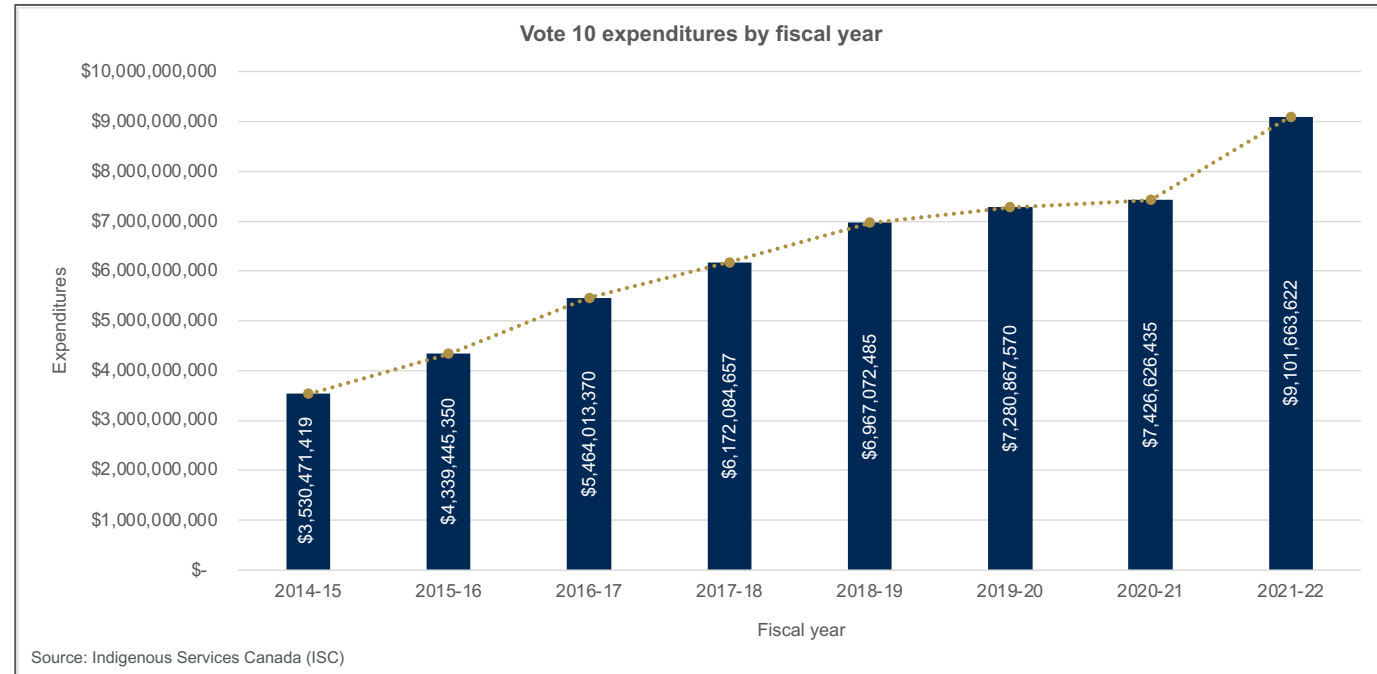
- Indigenous Services Canada (ISC) is a federal department accountable for providing resources to First Nations, Inuit, and Métis for program and service delivery.
- The department transfers resources to provinces and territories, and to Indigenous peoples (through contribution approaches).
- The analysis in this section is presented by Parliamentary vote structure, i.e., the way in which Parliament appropriates funds for use by the department and by program.
 - Votes 1 and 10 will be the focus of the analysis.
 - Programs are analyzed as reported by ISC and in IFSD clusters.
- The data provided to IFSD includes fiscal years 2014-15 to 2021-22, with planned expenditures for fiscal years 2023-24 and 2024-25.

Overview of Parliamentary vote structures

Vote number	Vote 1	Vote 5	Vote 10	N/A
Vote type	Operating expenses	Capital	Grants & contributions	Statutory
Definition	Funding for day-to-day items (e.g., salaries, utilities) where where total spending on capital assets or transfer payments is estimated to be above \$5 million per year	Funding for capital acquisition or related expenditures, generally for assets exceeding \$10,000 in value (e.g., buildings, vehicles)	Grants & contributions to other levels of government and private individuals/organizations (i.e. transfer payments) equal to or above \$5 million	Expenditure that Parliament has authorized through pre-existing legislation (e.g., Canada Health Transfers)
Voted on by Parliament each fiscal year	Yes	Yes	Yes	No
Source: Department of Justice, "Quarterly Financial Report for the Quarter Ended June 30, 2018," last modified May 2022, https://www.justice.gc.ca/eng/rp-pr/cp-pm/qfr-rft/2018_q1/index.html ; Government of Canada, "Supplementary Estimates (B), 2020-21," last modified November 2023, https://www.canada.ca/en/treasury-board-secretariat/services/planned-government-spending/supplementary-estimates/supplementary-estimates-b-2020-21.html ; Pu, Shaowei and Smith, Alex, "The Parliamentary Financial Cycle," Library of Parliament, revised September 2021, https://lop.parl.ca/sites/PublicWebsite/default/en_CA/ResearchPublications/201541E#txt46 ; Shared Services Canada, "Quarterly Financial Report - For the quarter ended June 30, 2023," last modified October 2023, https://www.canada.ca/en/shared-services/corporate/publications/2023-24/quarterly-financial-report-q1-2023-24.html				
Note: Appropriations usually apply to a one-year period with the exception of Canada Border Services Agency, Canada Revenue Agency, and Parks Canada Agency which often receive two-year allocations.				

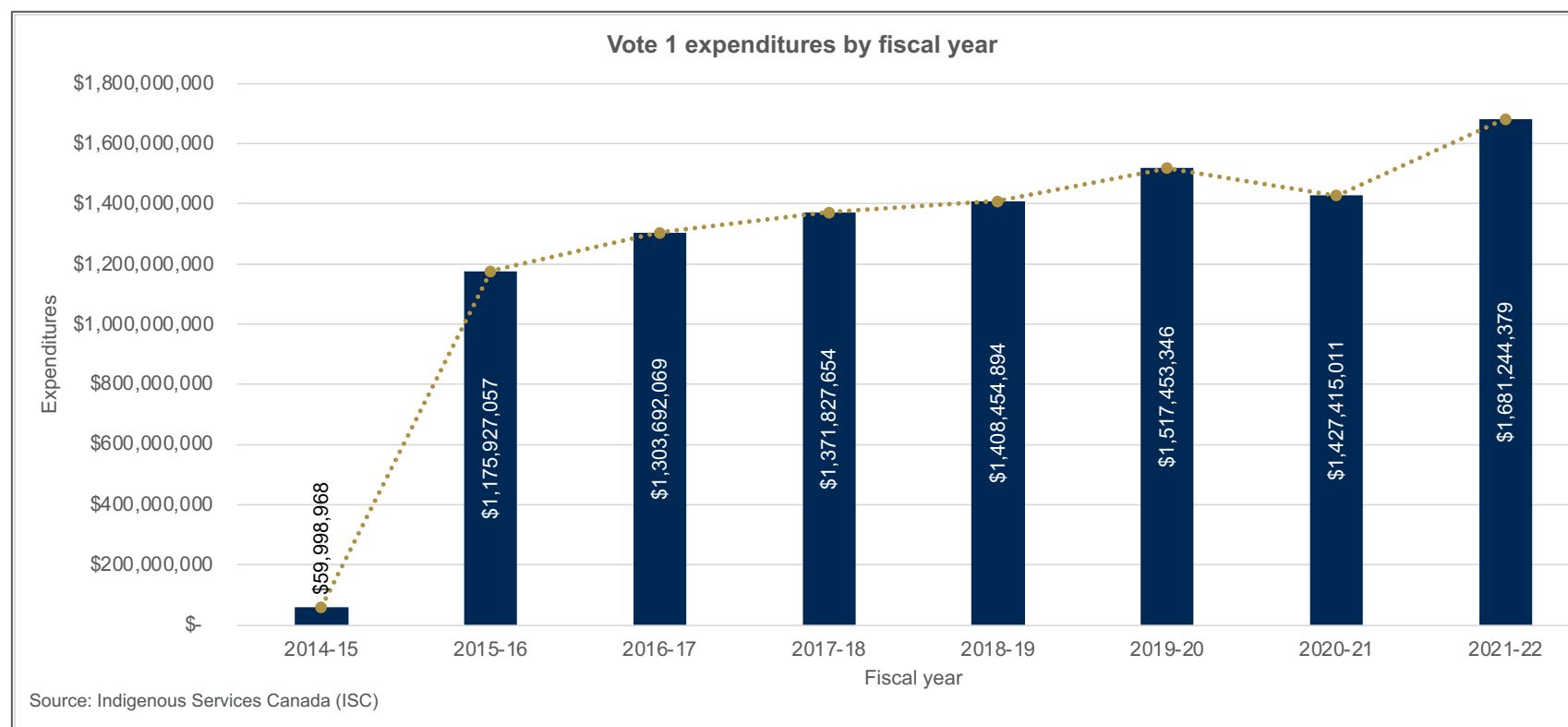
Vote 10 expenditures by fiscal year

- In 2021-22, ISC's Vote 10 expenditures reached a high of \$9B.
- Since 2014-15, ISC's Vote 10 expenditures have increased, with variance in the year-over-year percentage increases.

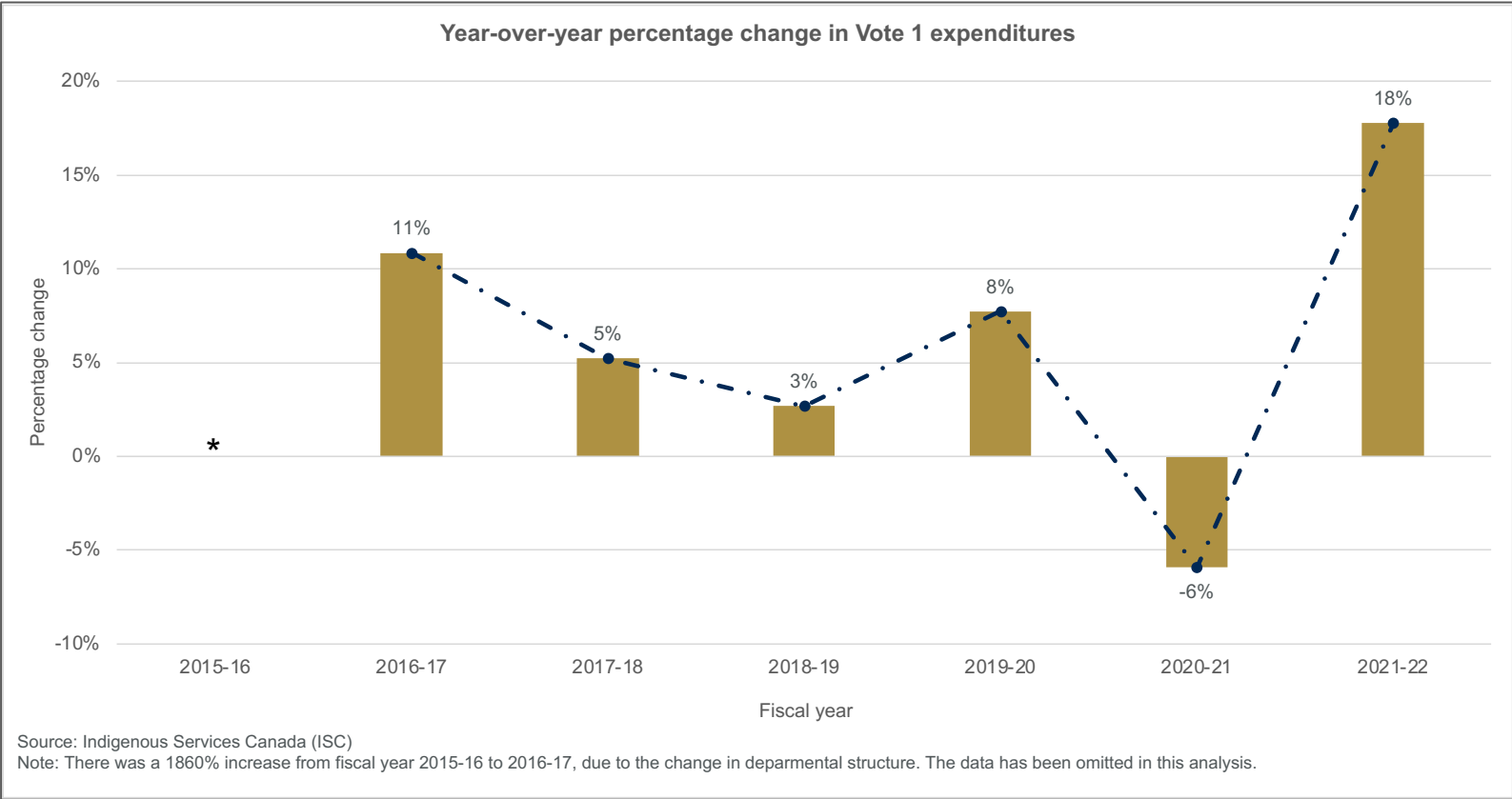


Vote 1 expenditures by fiscal year

- ISC's Vote 1 expenditures have generally increased across fiscal years, reaching a high of \$1.6B in fiscal year 2021-22.

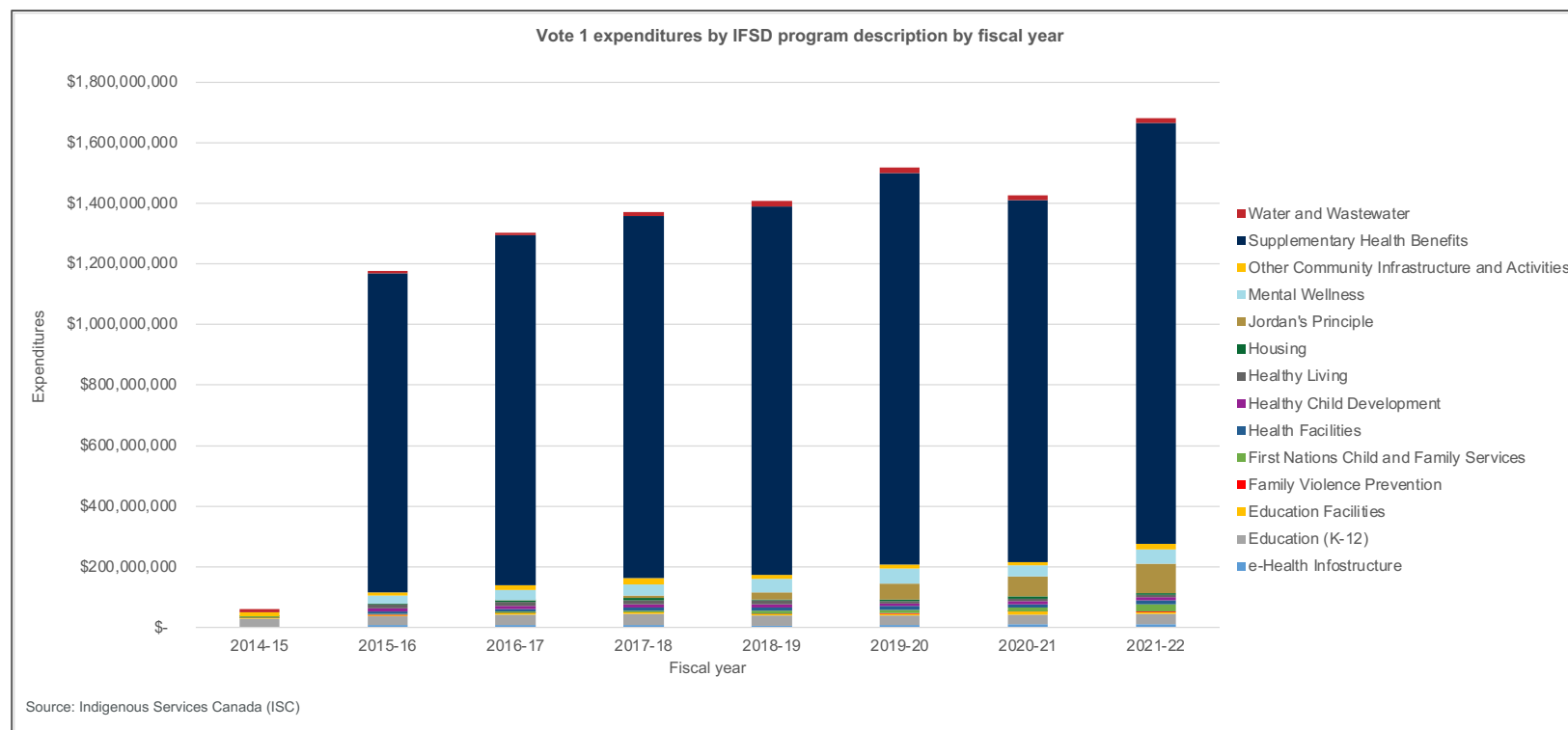


Year-over-year percentage change in Vote 1 expenditures



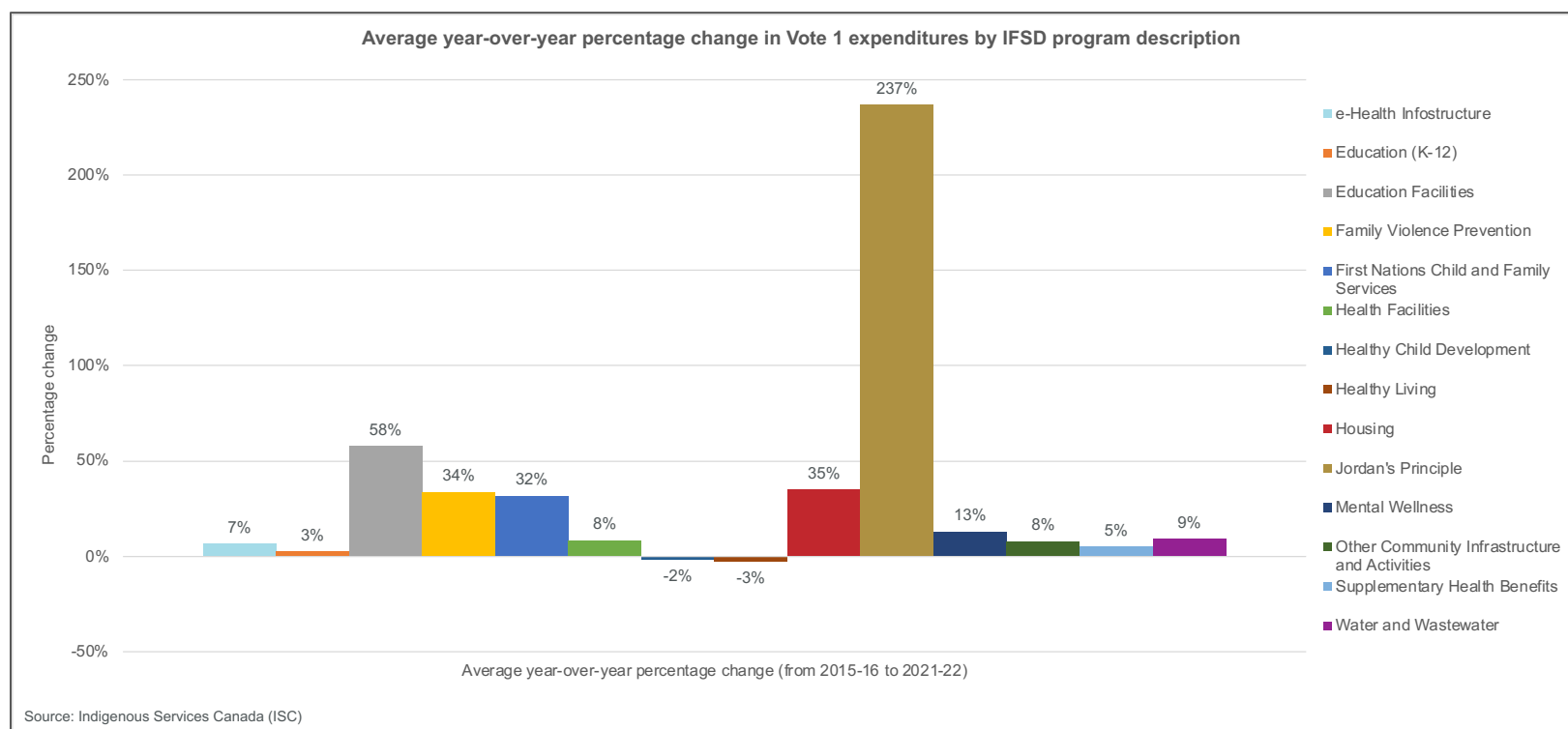
Vote 1 expenditures by IFSD program description

- The significant majority of Vote 1 expenditures are allocated to supplementary health benefits.



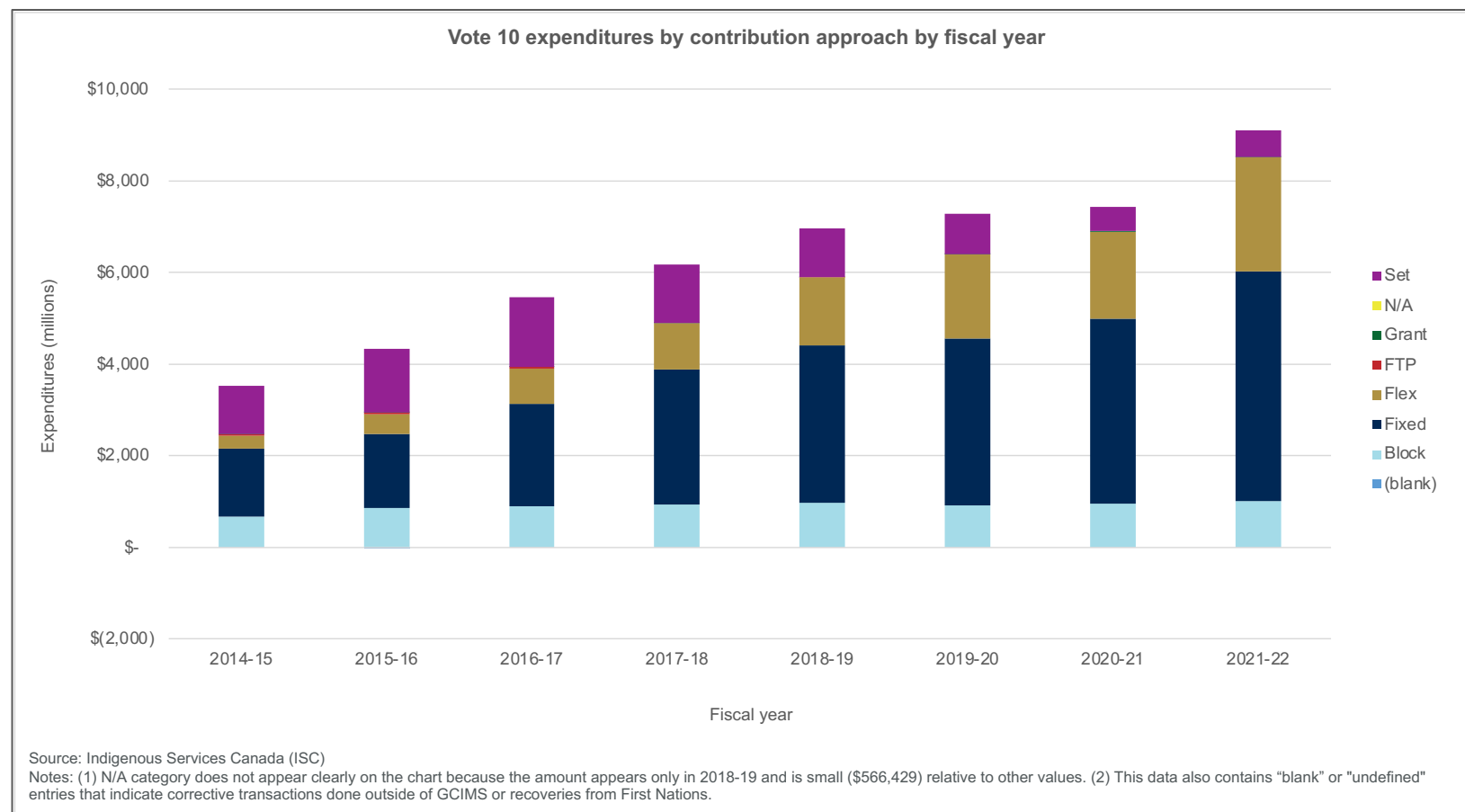
Average year-over-year percentage changes in Vote 1 expenditures

- On average, Jordan's Principle Vote 1 expenditures increased most at 237%, followed by education facilities at an average of 58%.
- Healthy child development and healthy living had average decreases.



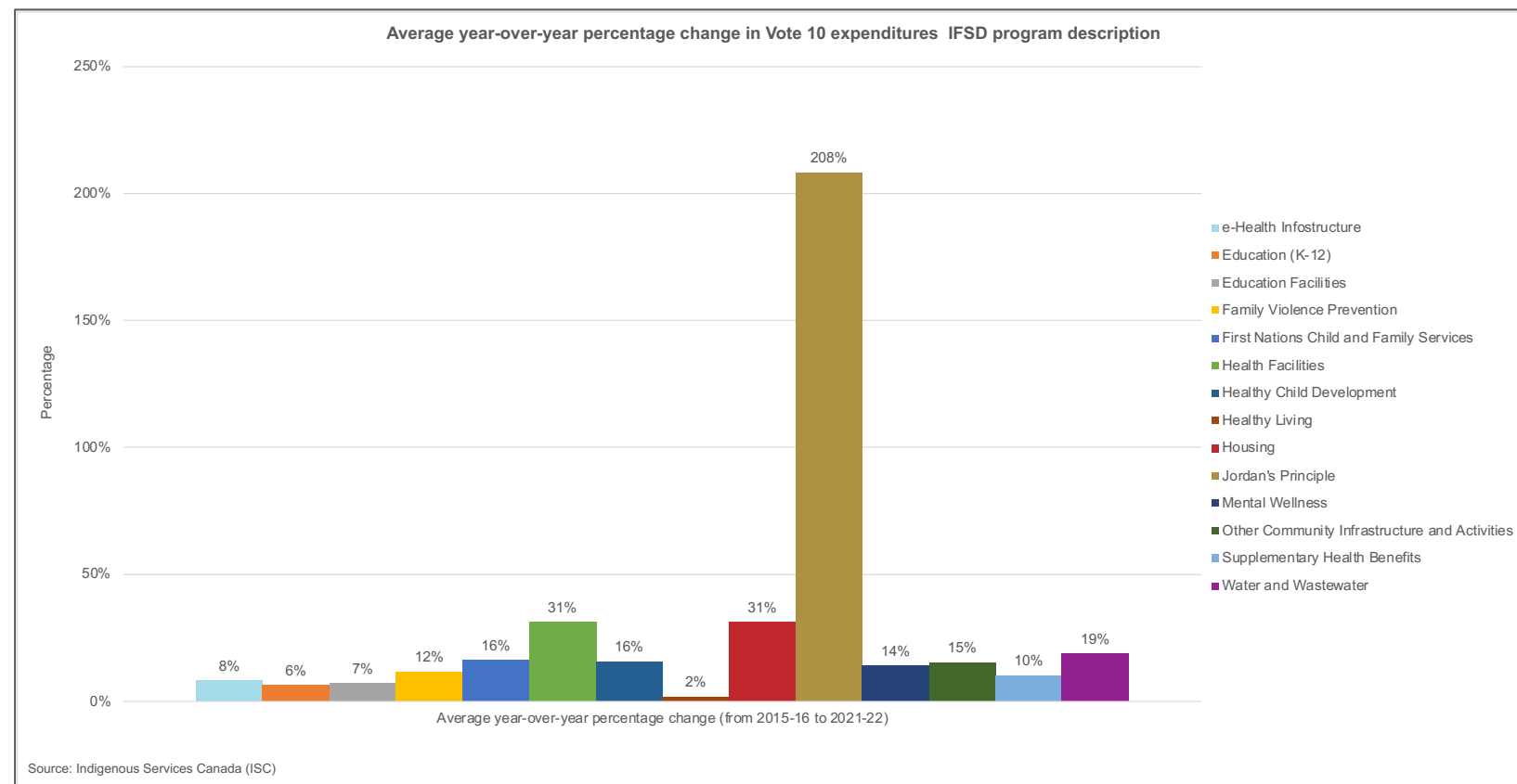
Vote 10 expenditures by contribution approach

- Most grant and contribution funding (Vote 10) is fixed. The fixed allocation increases across fiscal years, as does the flexible allocation.



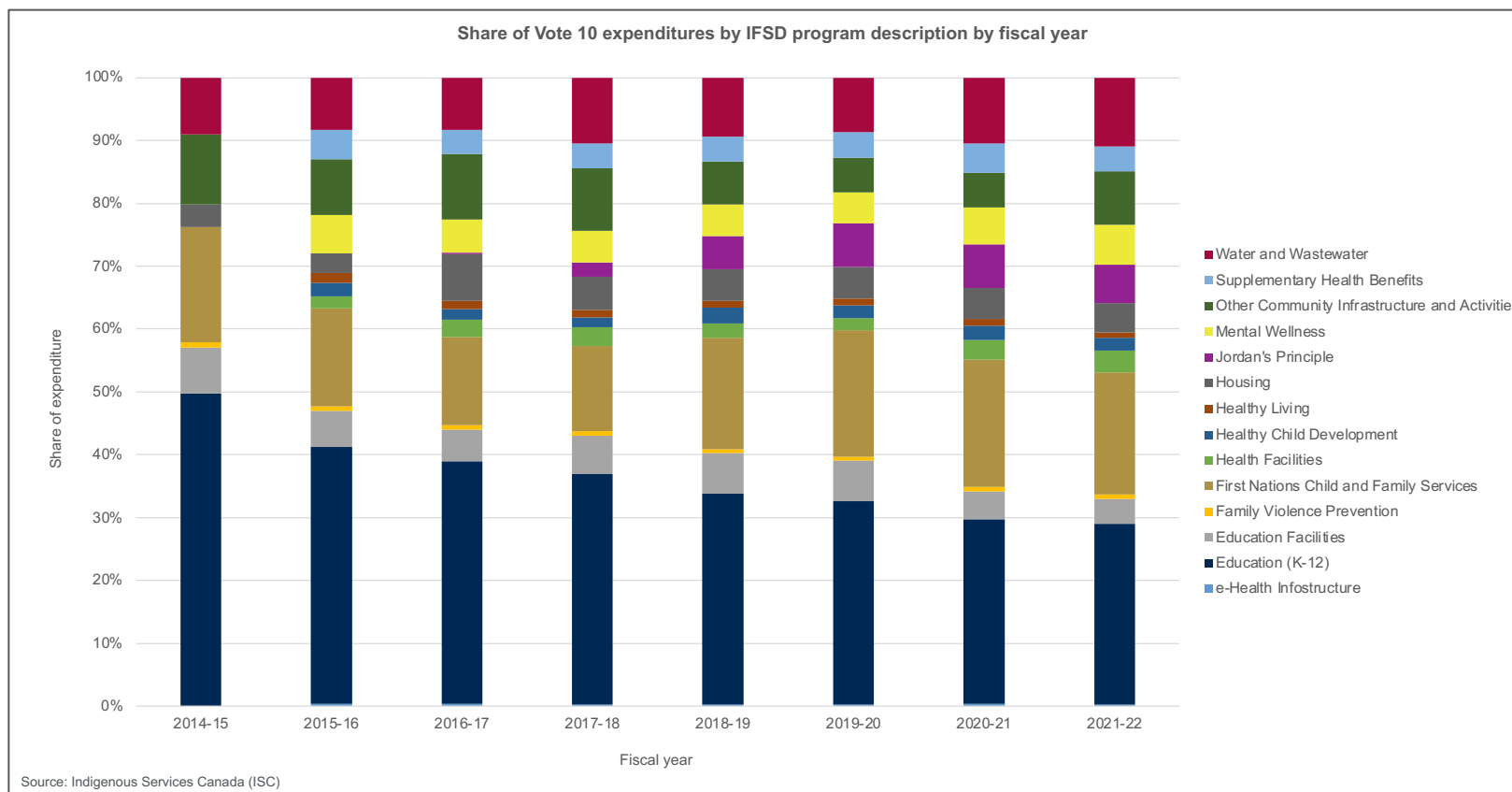
Average year-over-year percentage changes in Vote 10 expenditures

- Across fiscal years 2014-15, the average year-over-year percentage change in Vote 10 expenditures was most significant for Jordan's Principle with an average increase of 208% per year.
- Health facilities and housing at an average 31% increase have the second highest average increases.



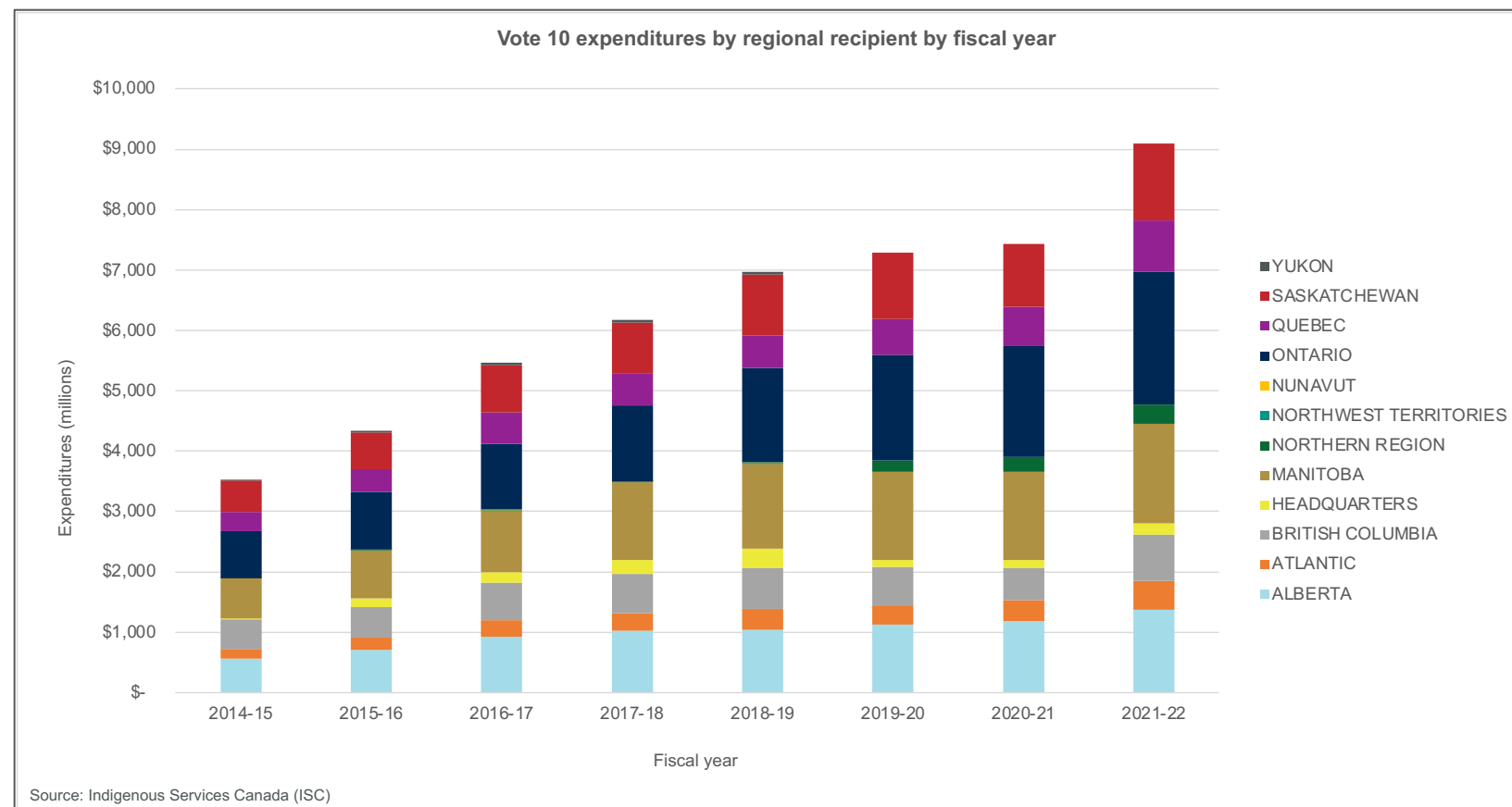
Vote 10 expenditures by IFSD program description

- Most Vote 10 expenditures are allocated to Education (K-12) and FNCFS.
- Note “IFSD program description” was a data field defined by ISC.



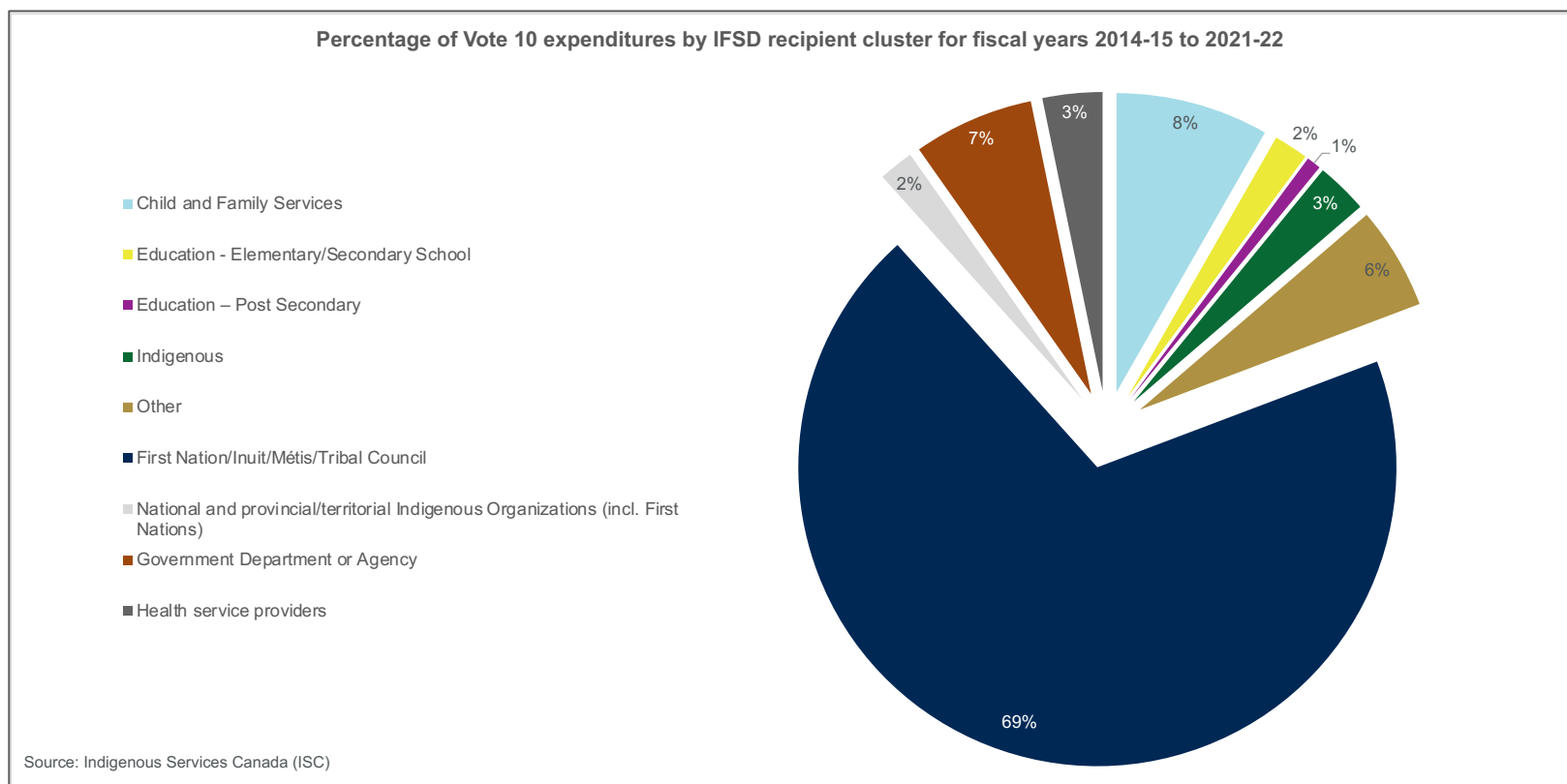
Vote 10 expenditures by regional recipient

- Across fiscal years, recipients in Ontario followed by Manitoba receive most of the Vote 10 expenditures.



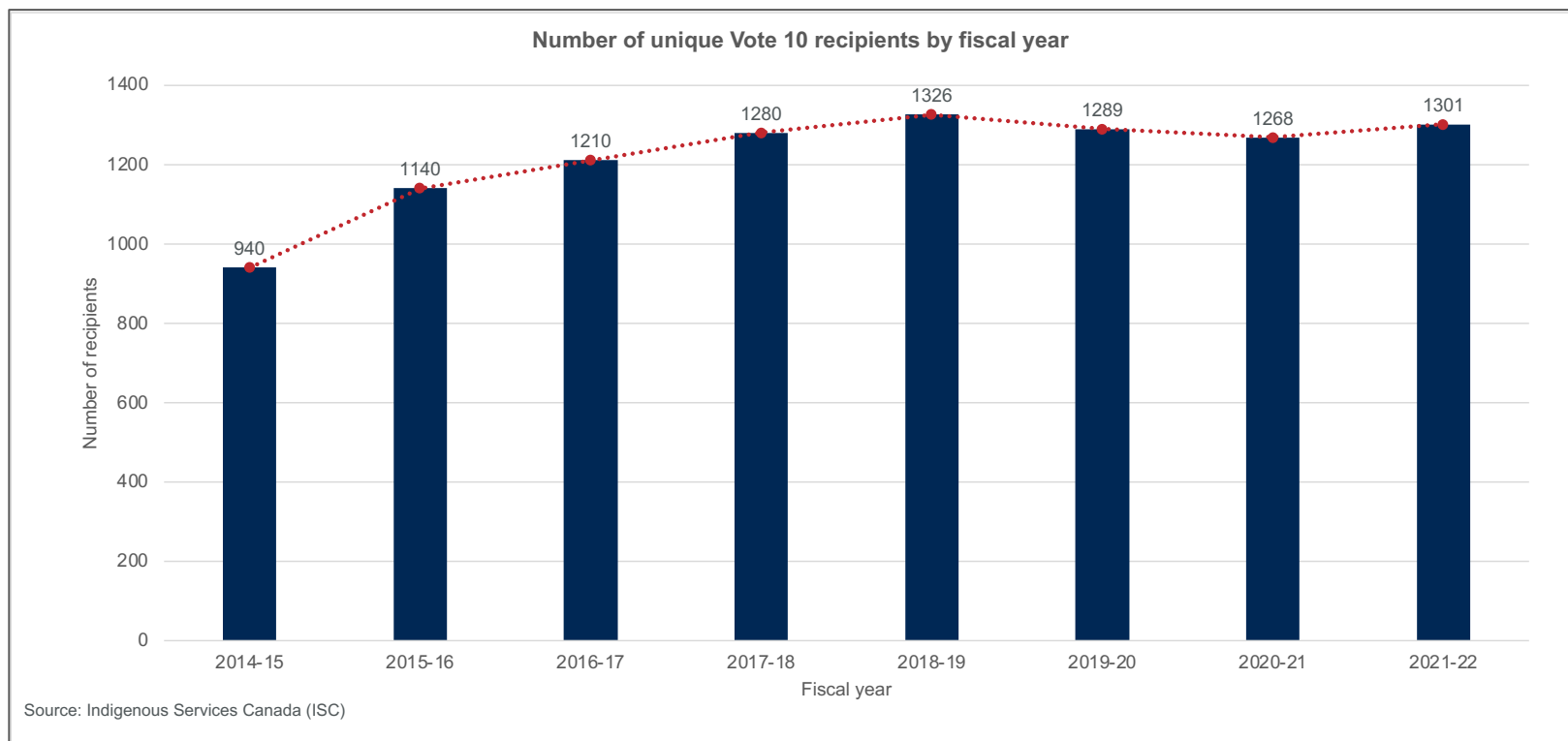
Vote 10 expenditure recipients

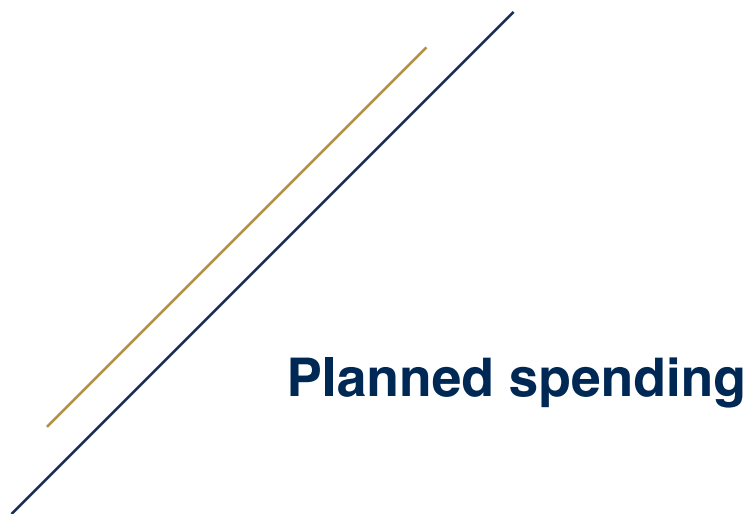
- Across fiscal years, approximately 70% of grant and contribution (Vote 10) recipients are First Nations, Tribal Councils, Inuit, or Métis.



Numbers of unique Vote 10 recipients

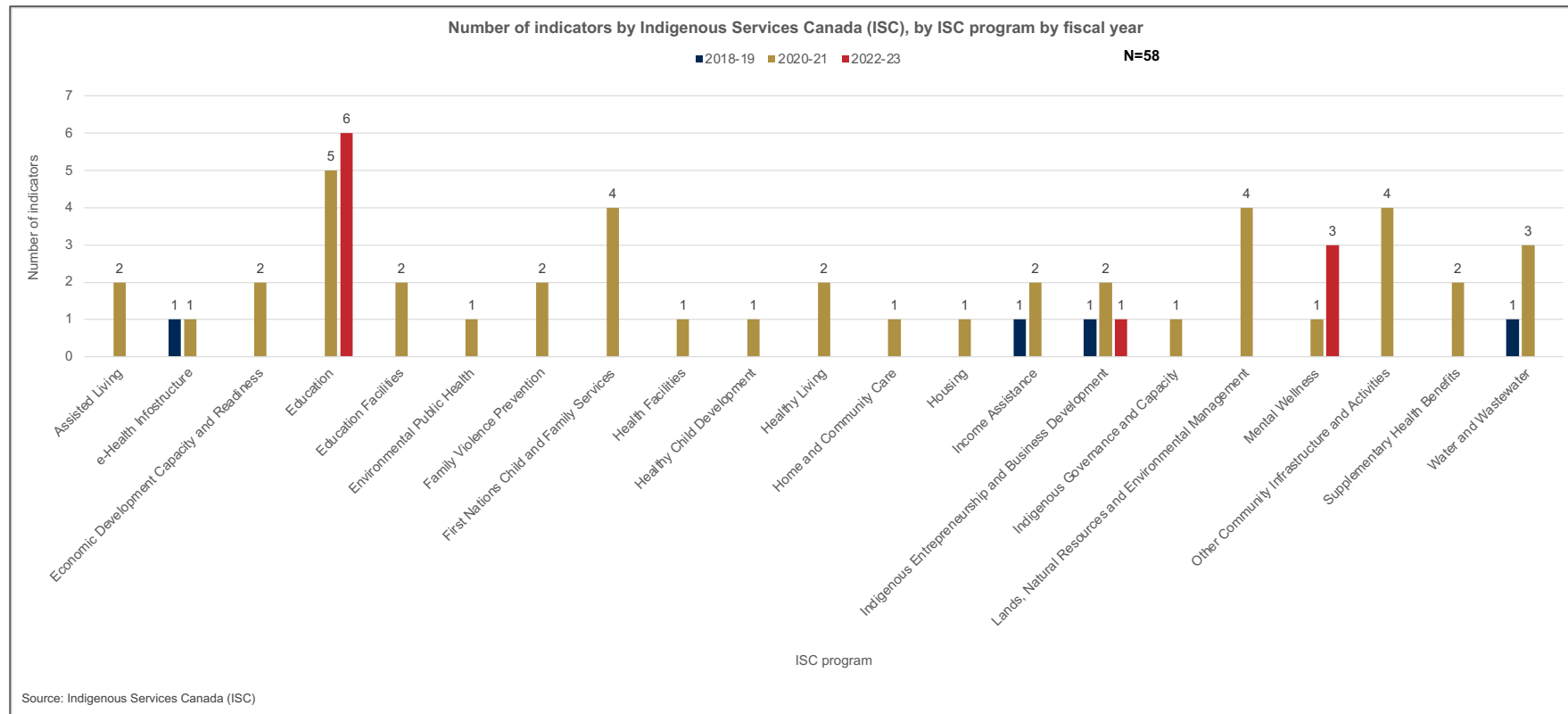
- There are approximately 1,000 **unique** recipients of grants and contributions (Vote 10) by fiscal year.
- The total number of funding recipients (i.e., multiples are included) ranges by fiscal year from approximately 7,200 to 12,400.





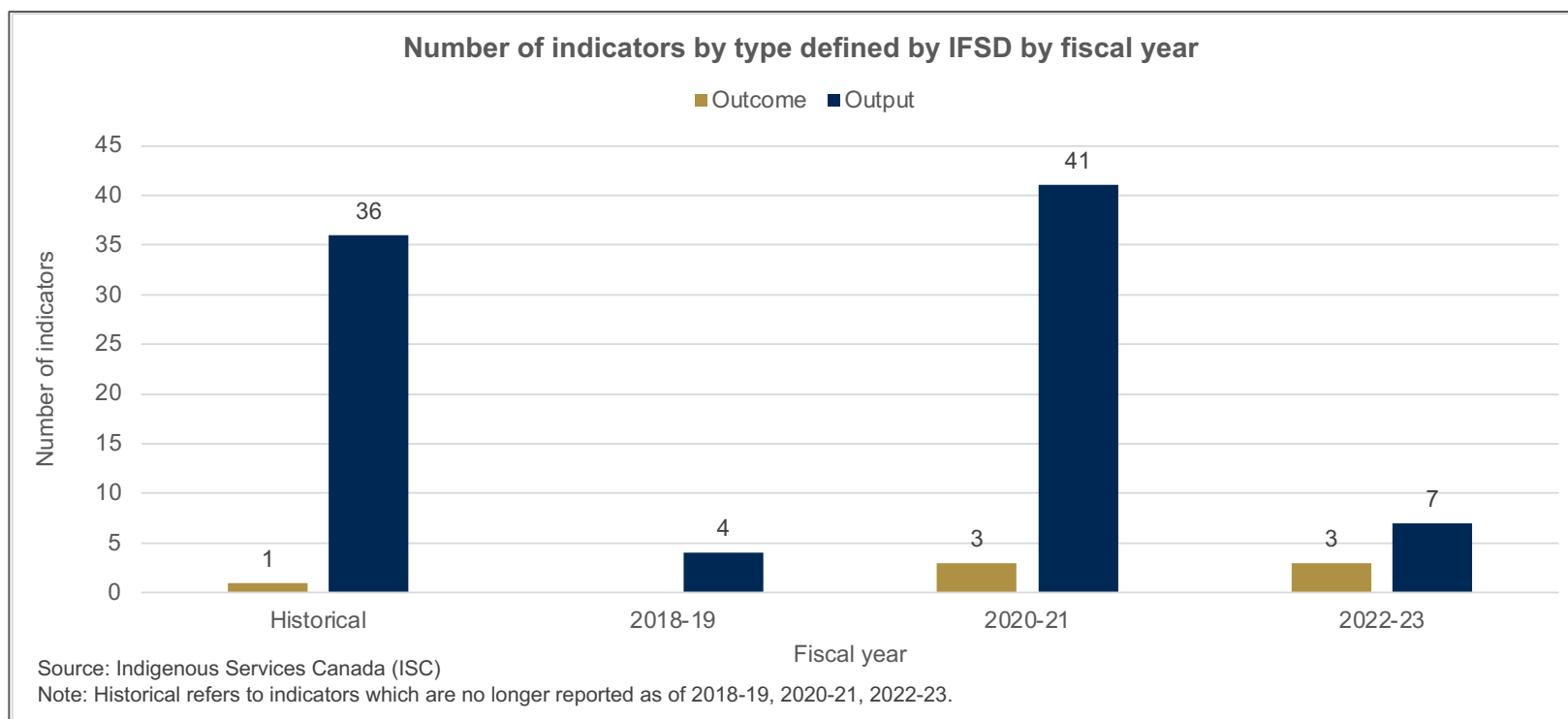
Indicators by program

- ISC defined indicators by program across fiscal years.
- Not all indicators have available data.



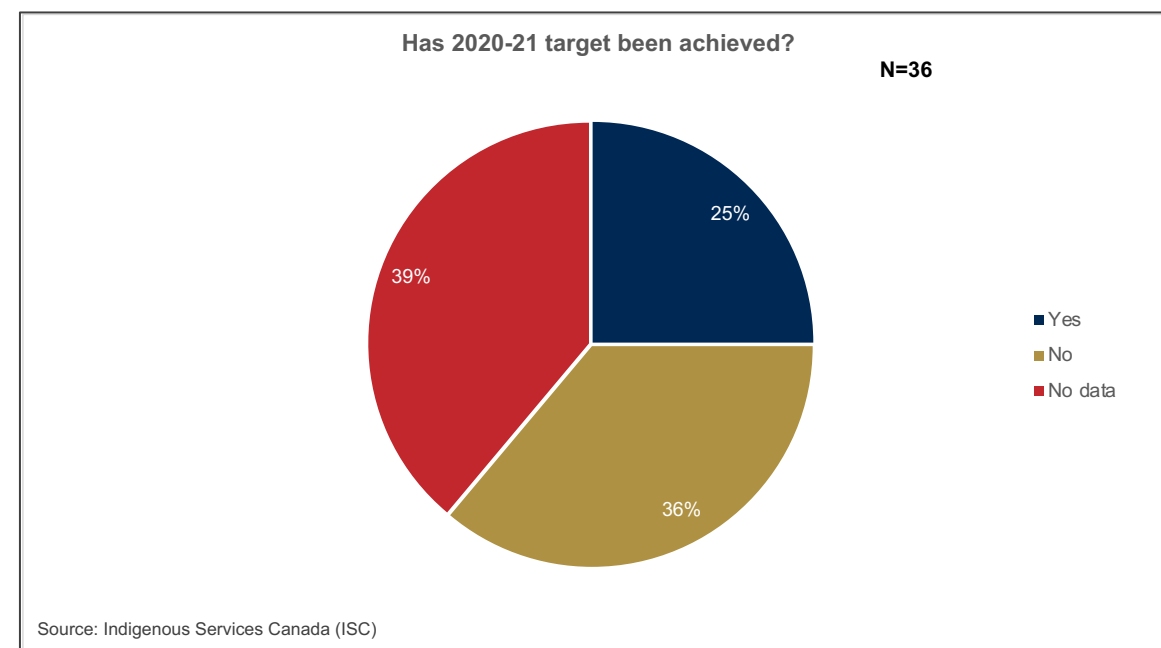
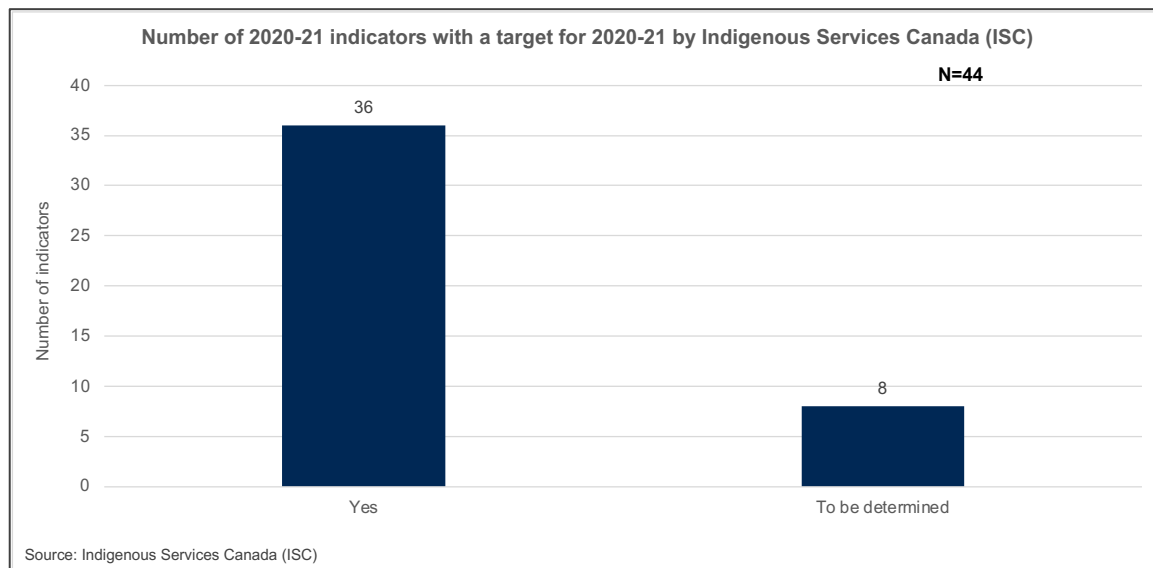
Indicator classification

- IFSD classified the majority of ISC's indicators as outputs (rather than outcomes).



Performance indicators

- For fiscal year 2020-2021, 36/44 indicators had defined targets.
- For roughly 40% of indicators, no data was available to assess whether targets were achieved.





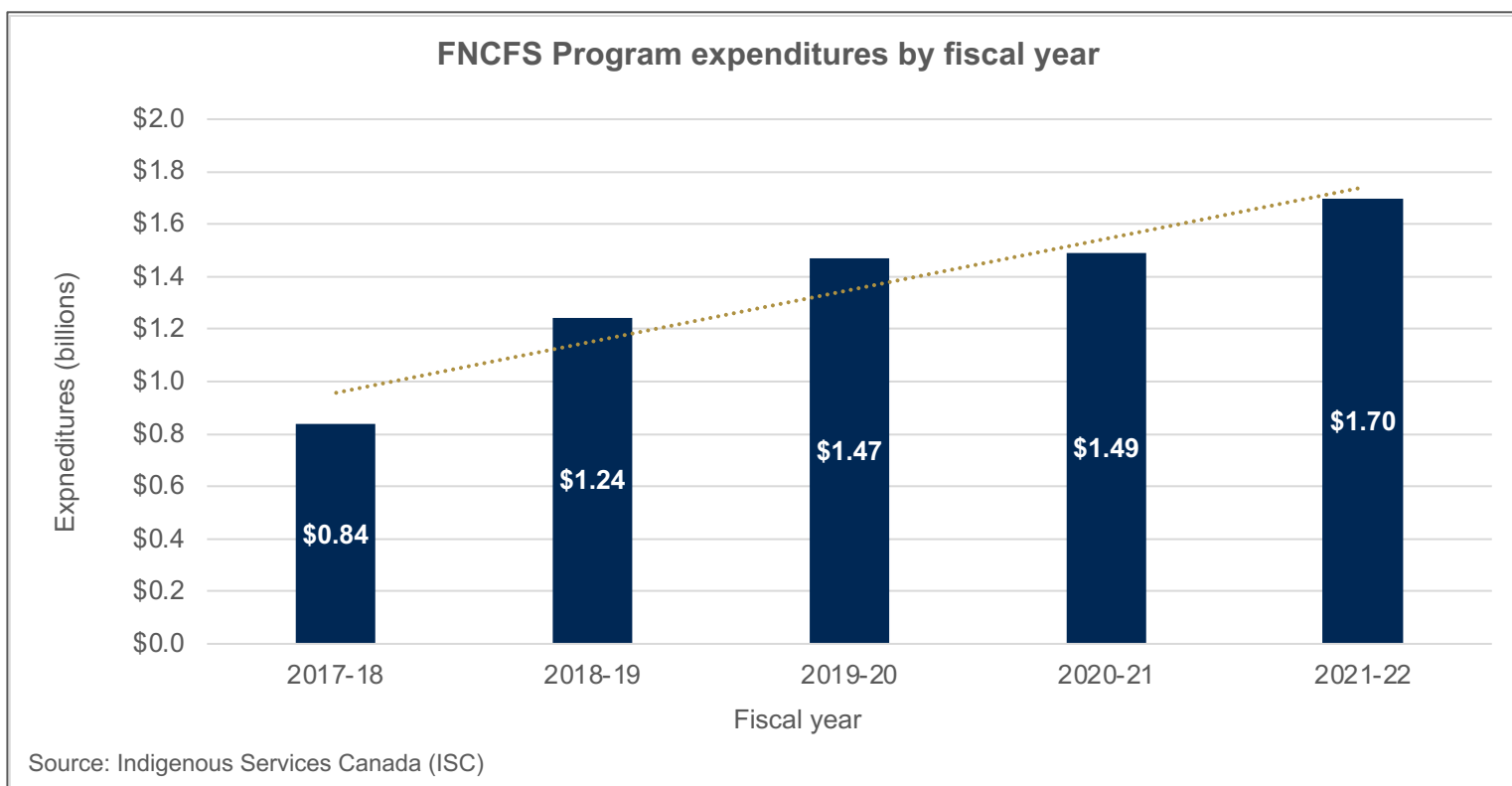
FNCFS Program expenditures

Notes

- The [description of the FNCFS Program through InfoBase](#) (the Government of Canada's public facing reporting on its programs) includes *supporting safety and well-being for First Nations children ordinarily resident on-reserve*.
- Funds through the program are allocated to FNCFS agencies, provinces delivering services, First Nations Bands, and Tribal Councils. This means that the FNCFS Program is funding FNCFS agencies, First Nations, transfers to provinces, and jurisdiction.
- IFSD was provided disaggregated data on the FNCFS Program's expenditures for fiscal years 2017-18 to 2021-22.
- This analysis includes all funding recipients of the FNCFS Program, e.g., FNCFS agencies, First Nations served by agencies, First Nations not affiliated to FNCFS agencies, etc.

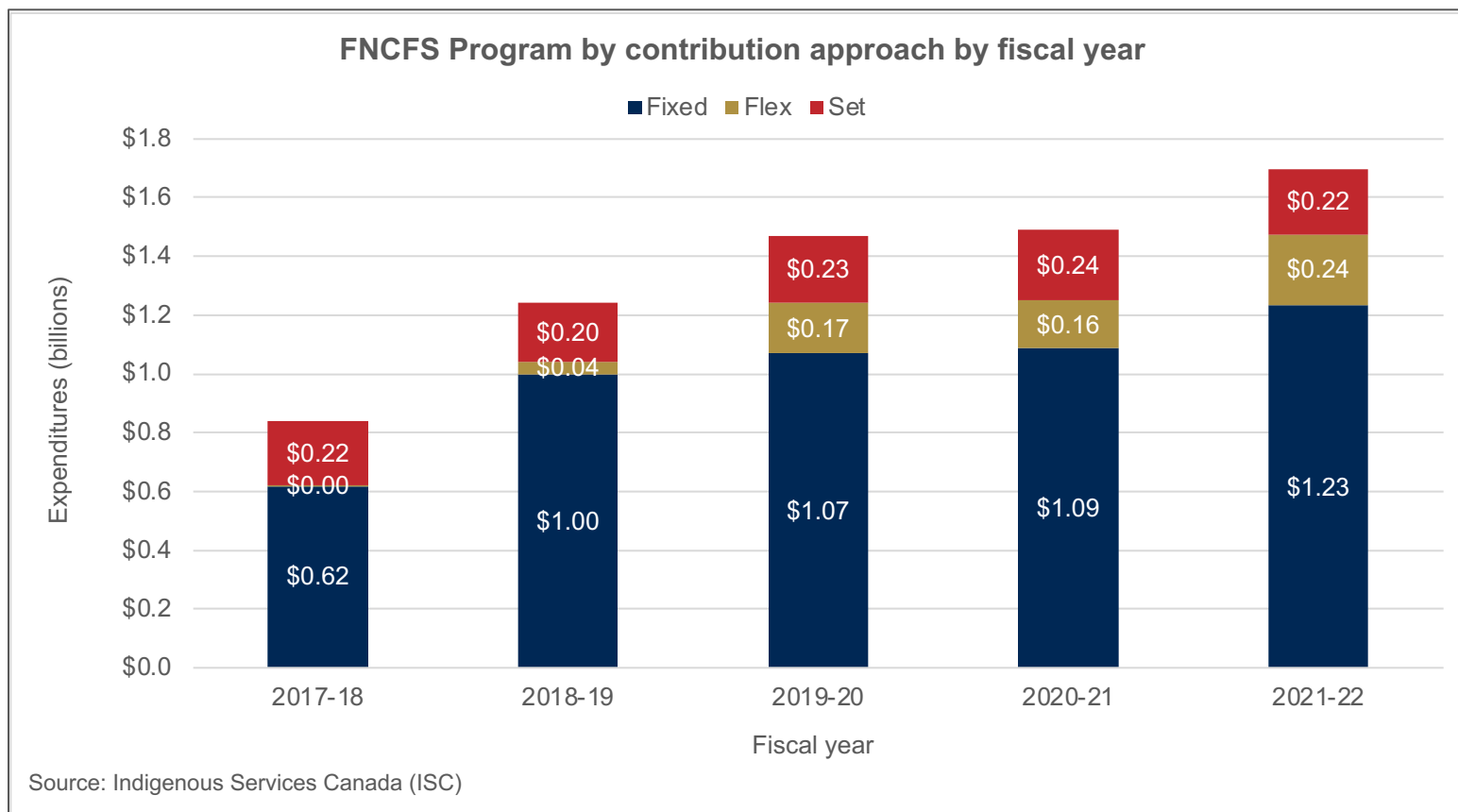
Total FNCFS Program expenditures

- Expenditures for the FNCFS Program have increased across fiscal years.



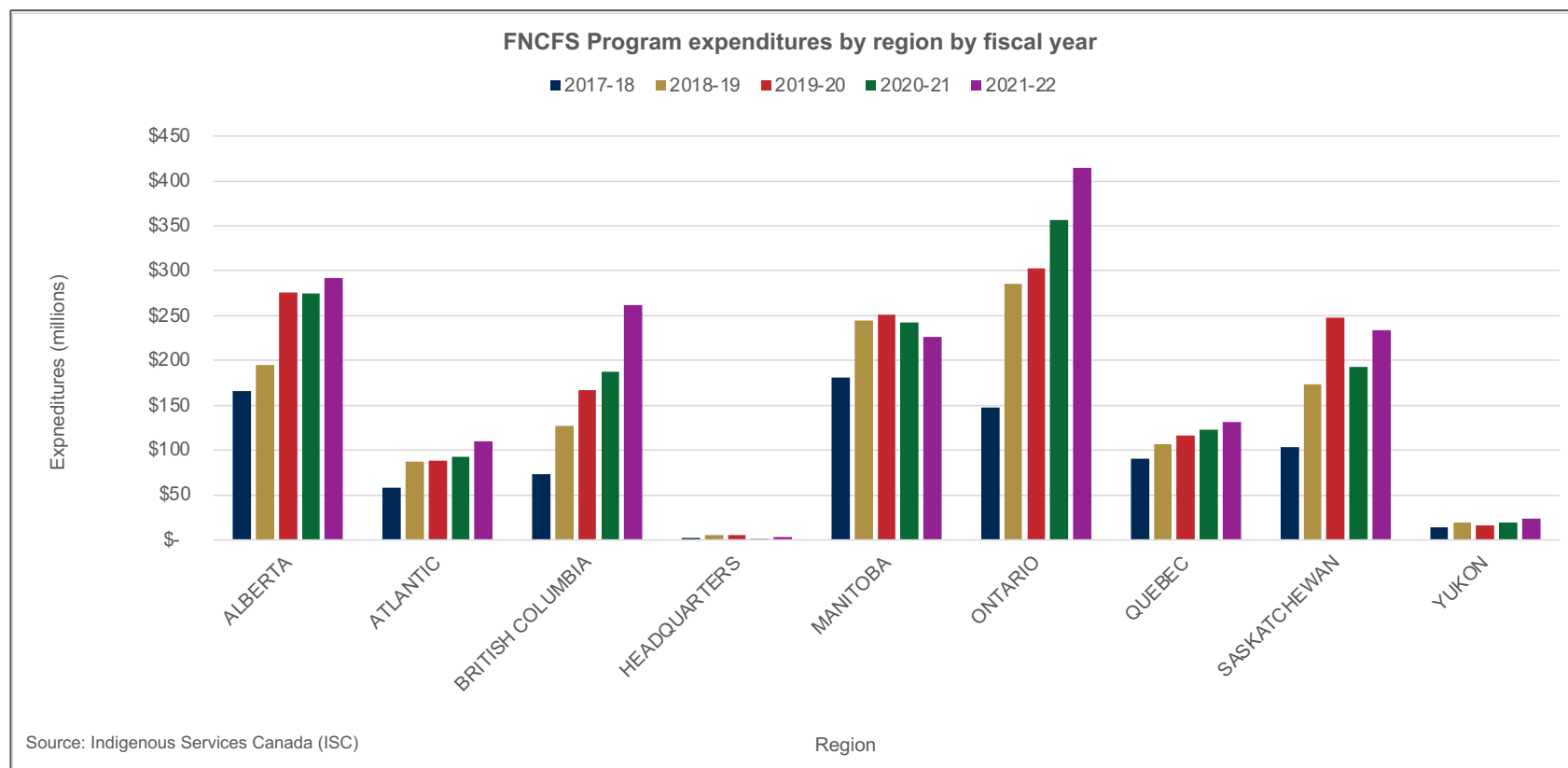
FNCFS Program funding by contribution approach

- Most of the FNCFS Program expenditures are fixed, i.e., funds have a defined purpose and total expenditures are defined annually.

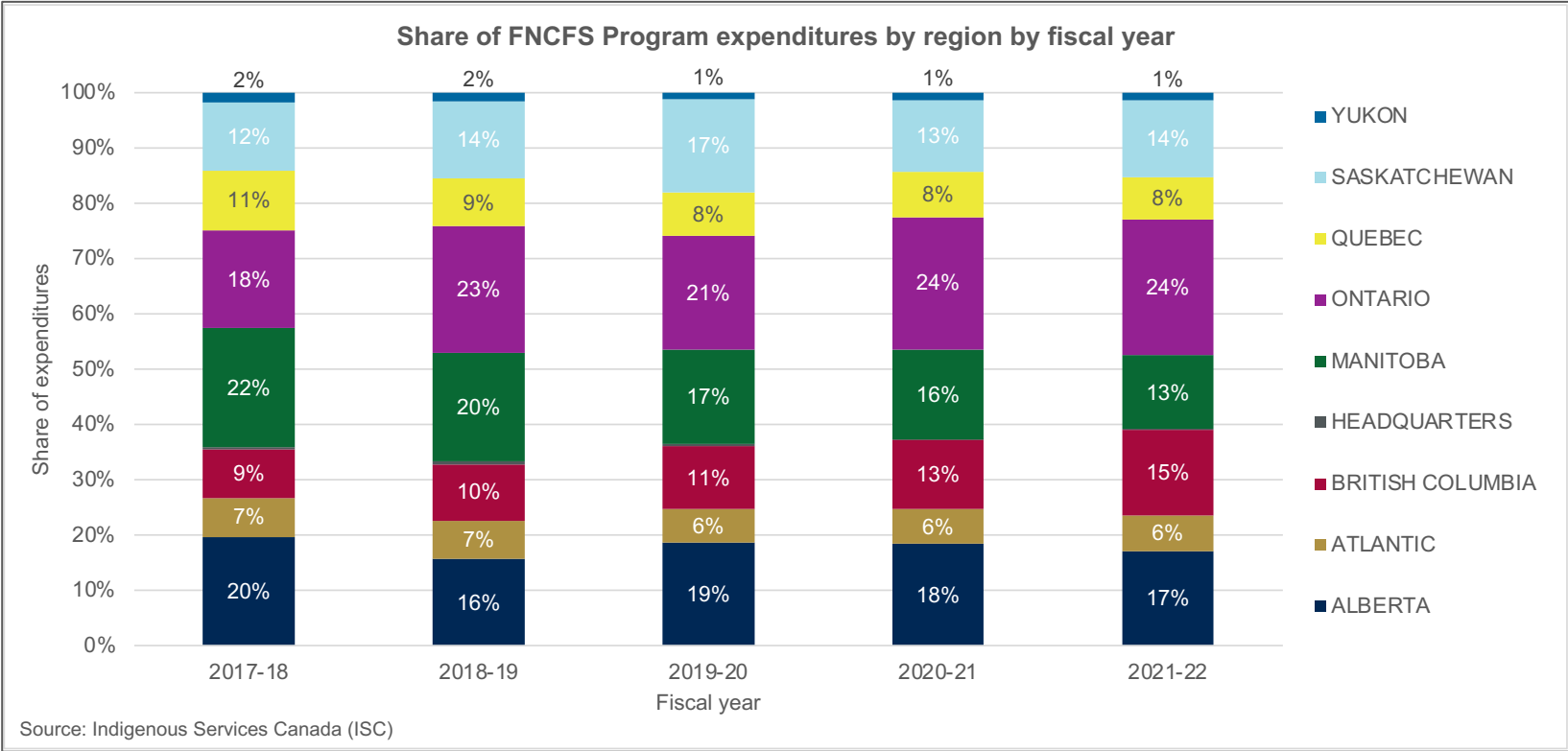


FNCFS Program funding by region

- Funding across regions generally increases across fiscal years. Ontario receives most expenditures, followed by Alberta.
- Headquarters includes funding for various national Indigenous organizations.

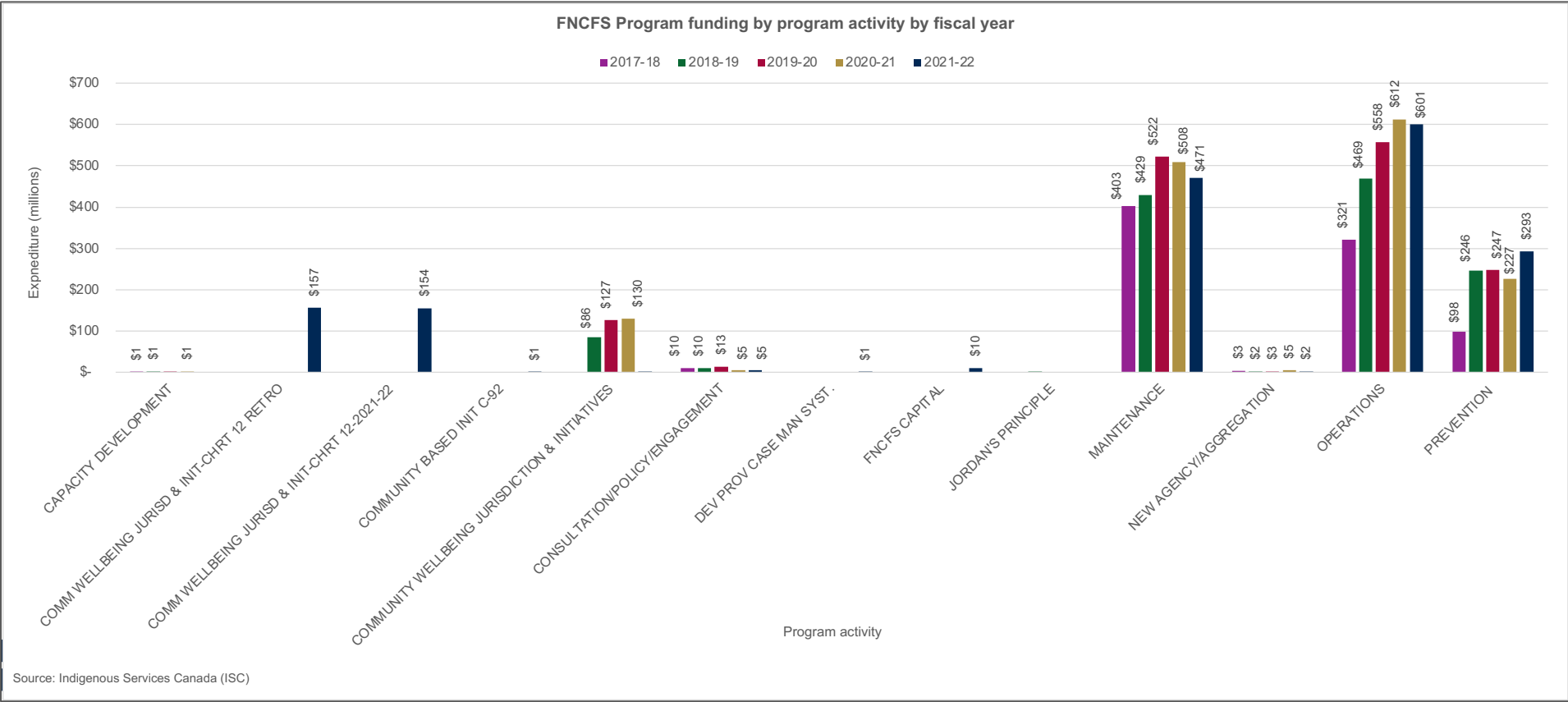


Share of FNCFS Program funding by region

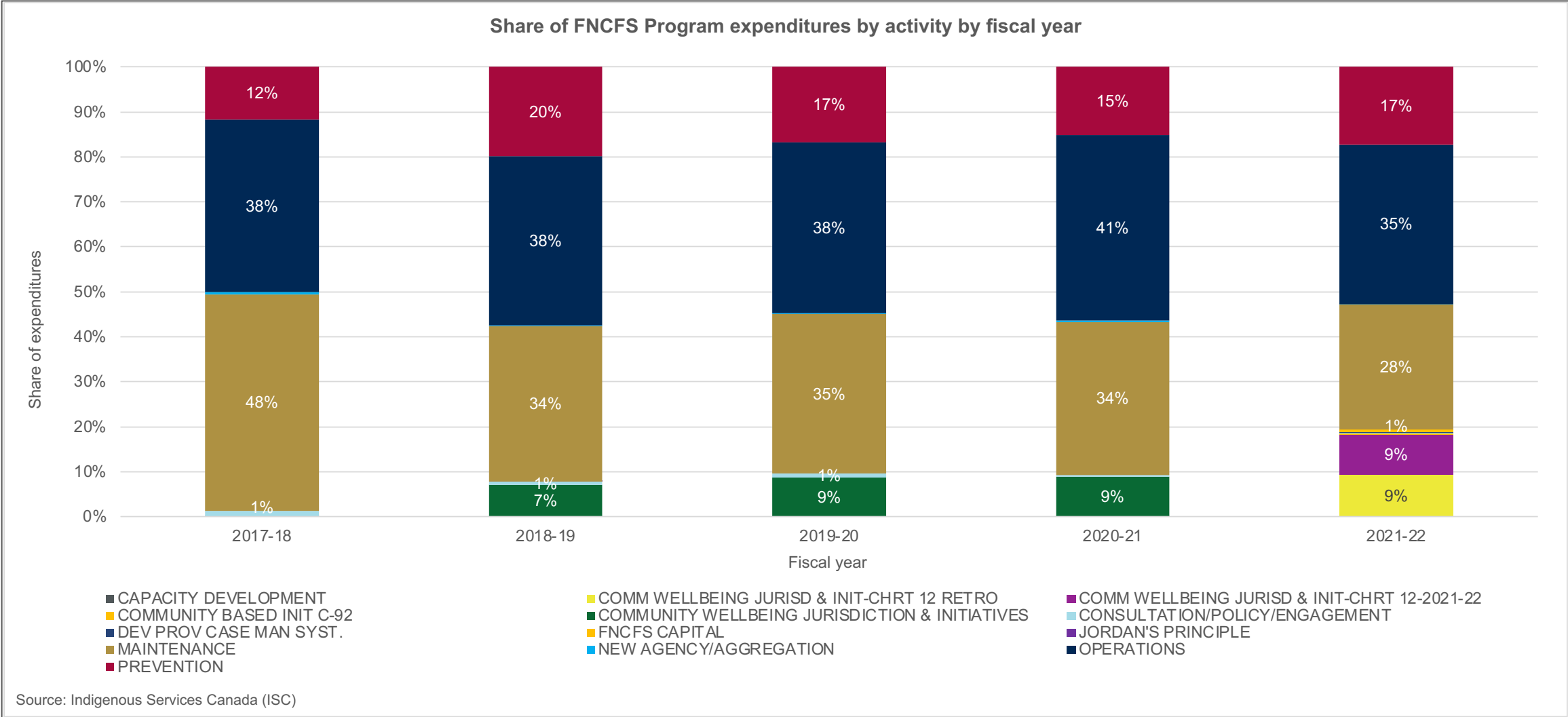


FNCFS Program activity expenditures

- Maintenance, operations, and prevention activities represent the largest expenditures by activity in the FNCFS Program.

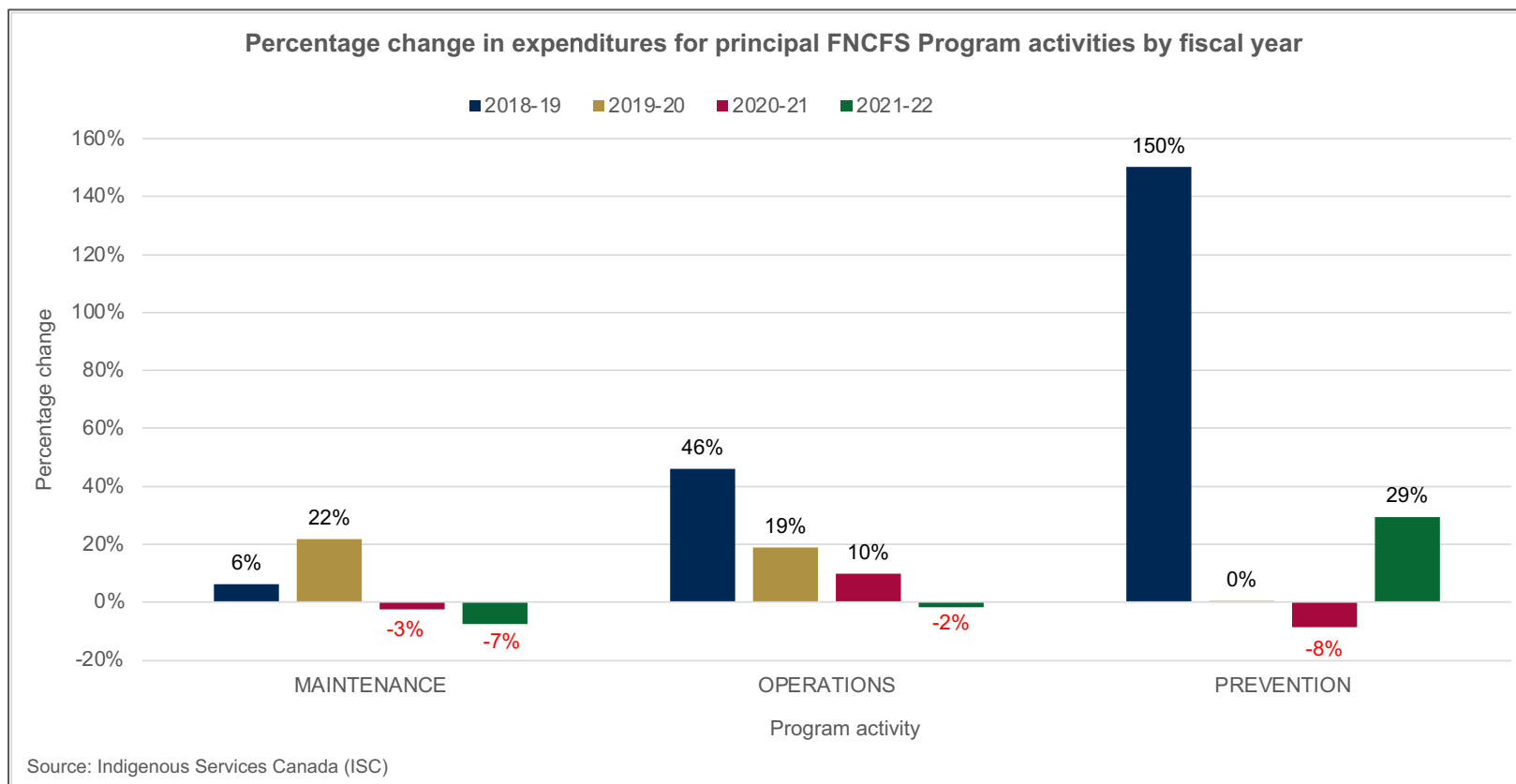


FNCFS Program activity expenditures by percentage



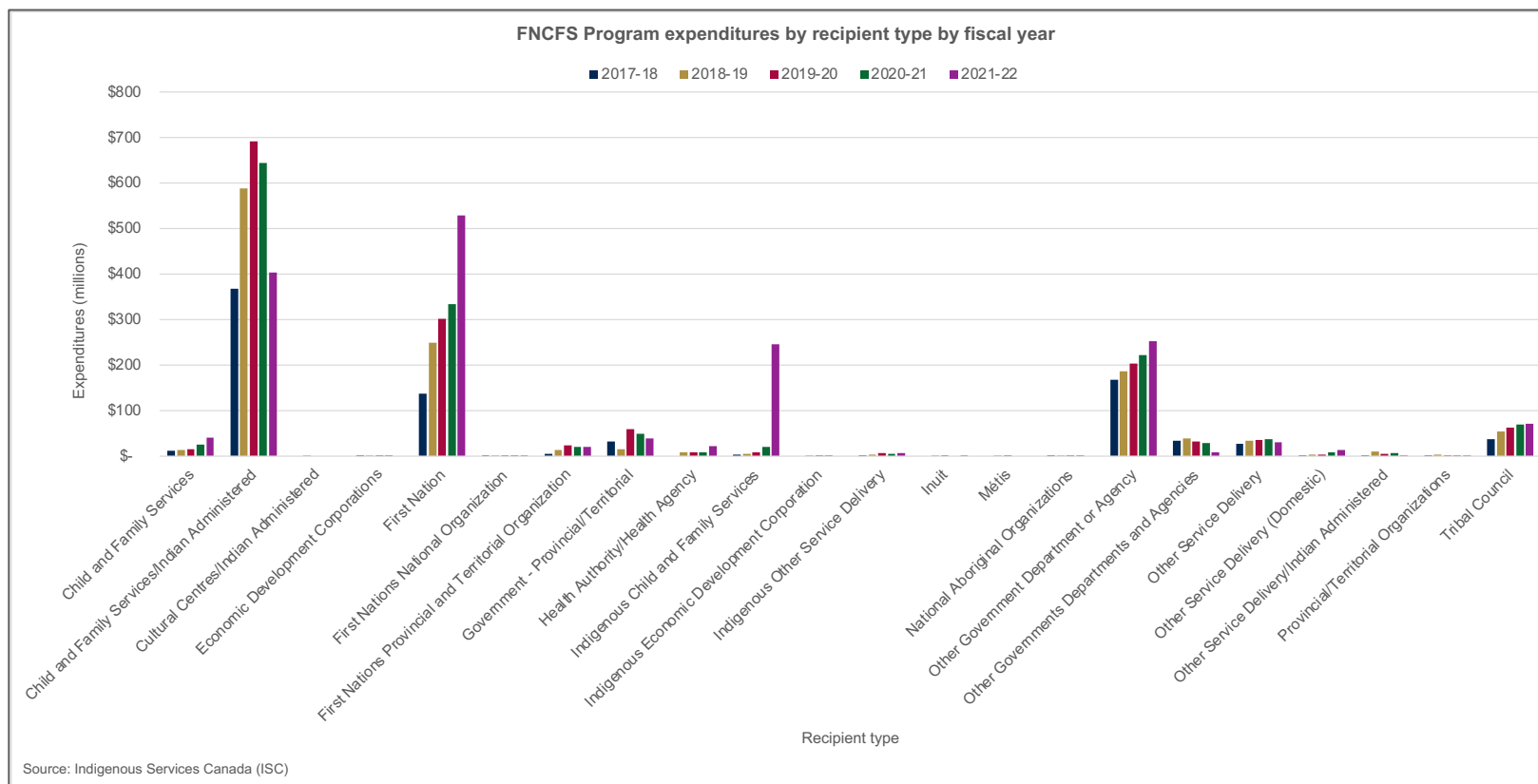
Percentage change in main FNCFS Program activity areas

- In the main FNCFS Program activity areas, i.e., maintenance, operations, and prevention, there has been the most change in prevention expenditures.



FNCFS Program by recipient type

- Most FNCFS Program funding is allocated to services providers, i.e., FNCFS agencies, tagged as Child and Family Services/Indian Administered in ISC's data set, followed by First Nations.

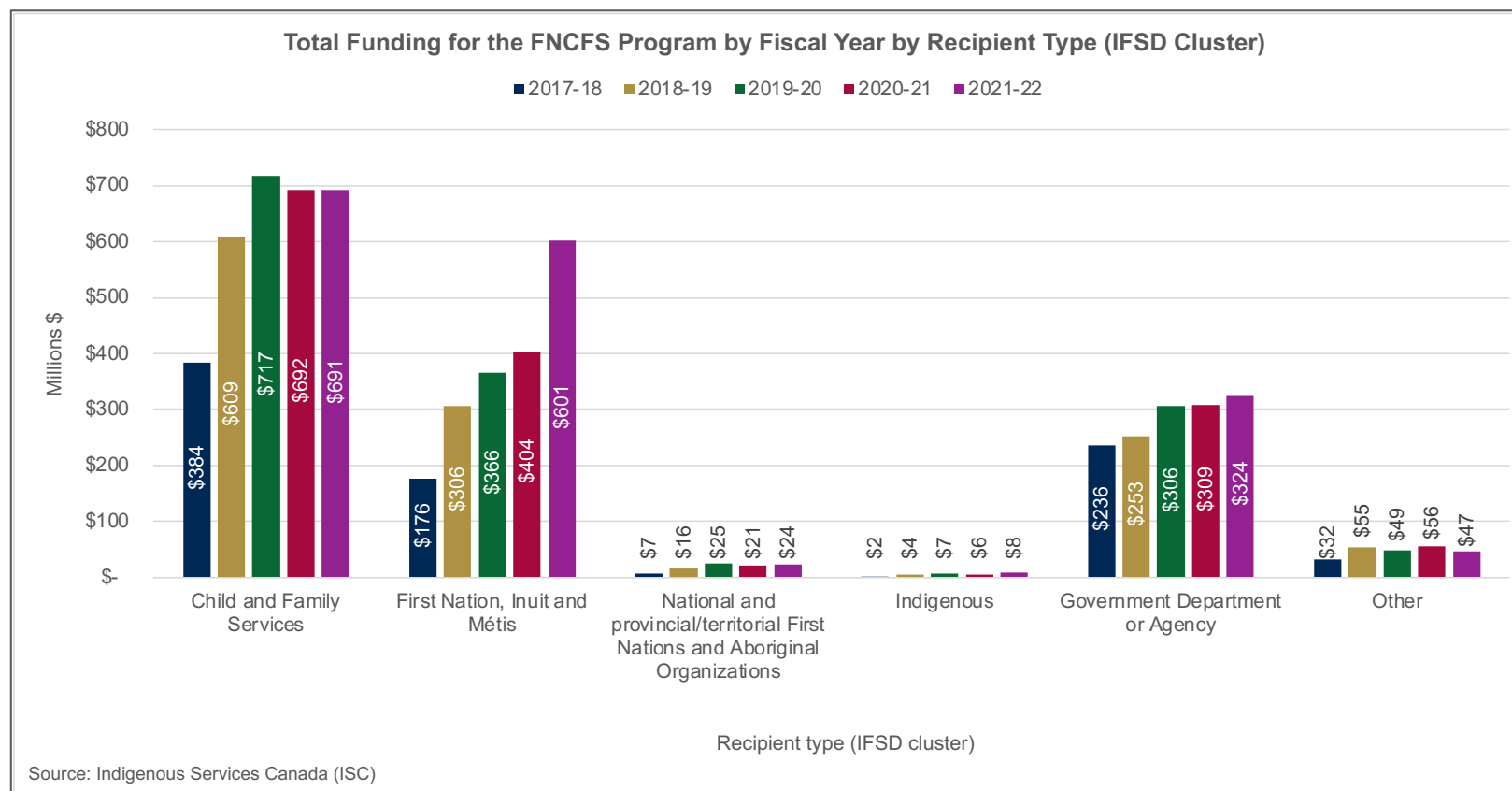


IFSD recipient type clusters

Recipient Type	IFSD Cluster
Child and Family Services	Child and Family Services
Child and Family Services/Indian Administered	Child and Family Services
Indigenous Child and Family Services	Child and Family Services
First Nation	First Nation and Inuit
Inuit	First Nation and Inuit
Tribal Council	First Nation and Inuit
First Nations National Organization	National and provincial/territorial First Nations and Aboriginal Organizations
First Nations Provincial and Territorial Organization	National and provincial/territorial First Nations and Aboriginal Organizations
National Aboriginal Organizations	National and provincial/territorial First Nations and Aboriginal Organizations
Indigenous Economic Development Corporation	Indigenous
Indigenous Other Service Delivery	Indigenous
Health Authority/Health Agency	Government Department or Agency
Government - Provincial/Territorial	Government Department or Agency
Other Government Department or Agency	Government Department or Agency
Other Governments Departments and Agencies	Government Department or Agency
Other Service Delivery	Other
Other Service Delivery (Domestic)	Other
Other Service Delivery/Indian Administered	Other
Cultural Centres/Indian Administered	Other
Economic Development Corporations	Other
Provincial/Territorial Organizations	Other

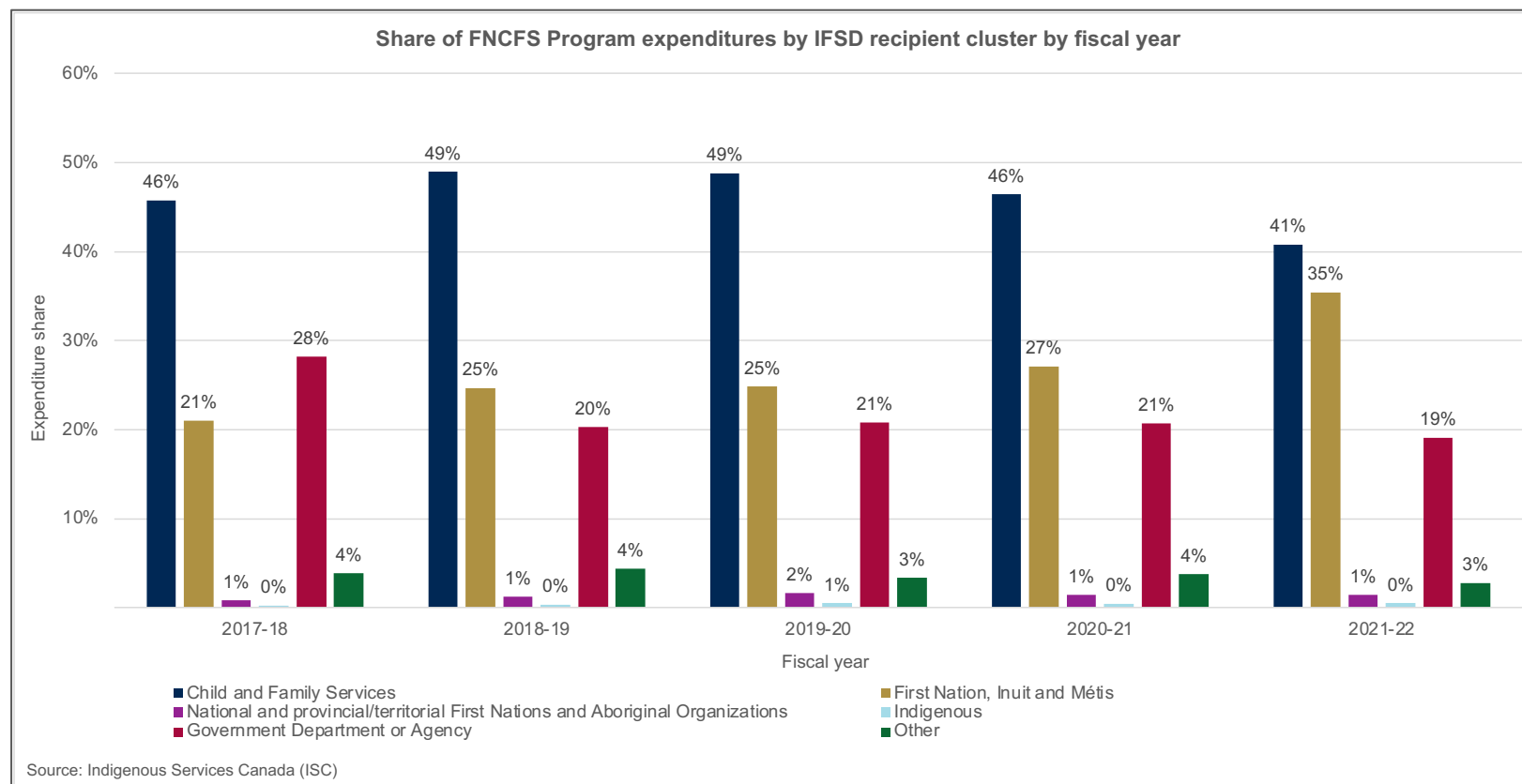
FNCFS Program by recipient type, IFSD cluster

- For clarity, IFSD clustered recipient types. Child and family services includes FNCFS agencies.
- Funding for all recipient types generally increases. There was a notable increase for First Nations, Inuit, and Métis in fiscal year 2021-22.



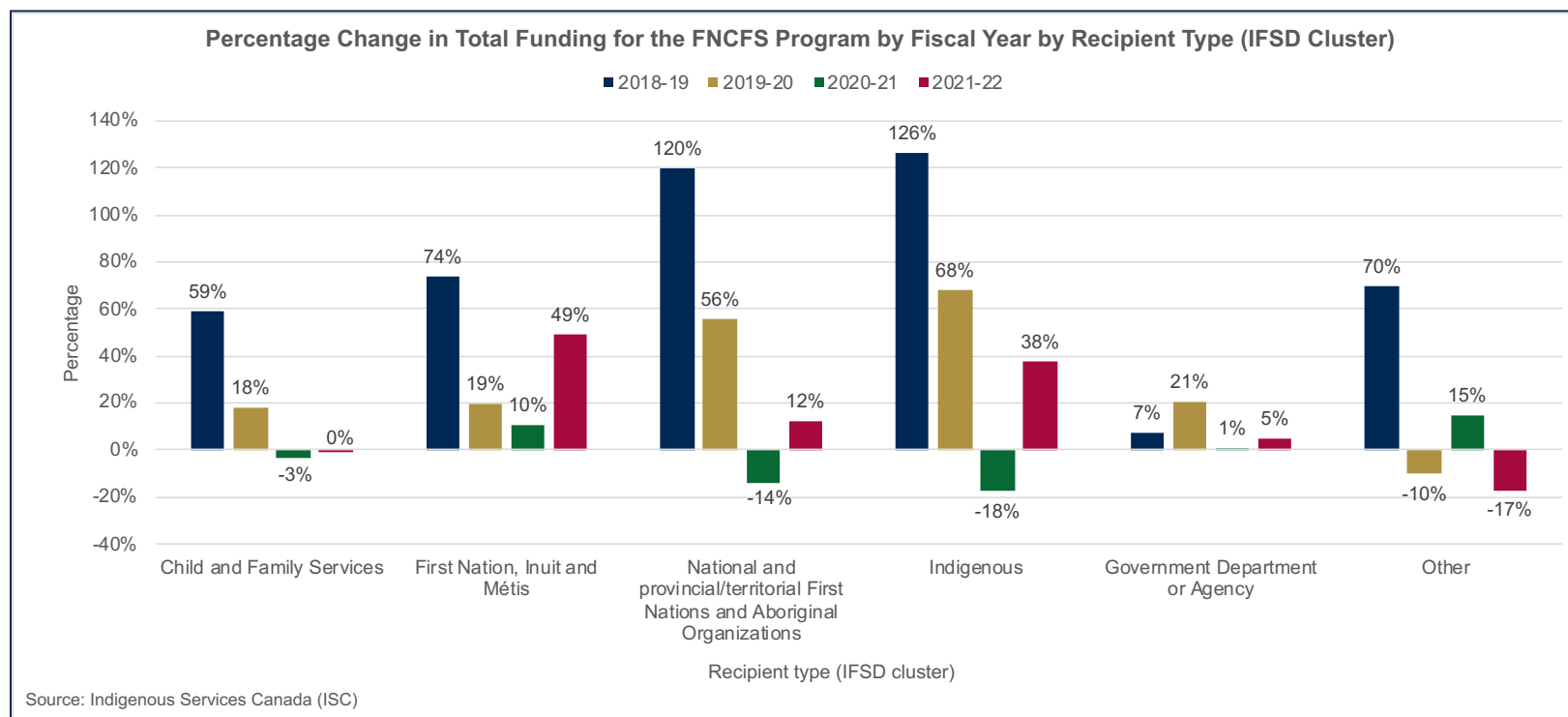
Share of FNCFS Program expenditures by IFSD recipient type

- FNCFS agencies and similar service providers receive most of the FNCFS Program funding, although their share is trending slightly downward. The share of funding for First Nations, Inuit, and Métis increases across fiscal years. Funding for other governments remains relatively constant around 20%.



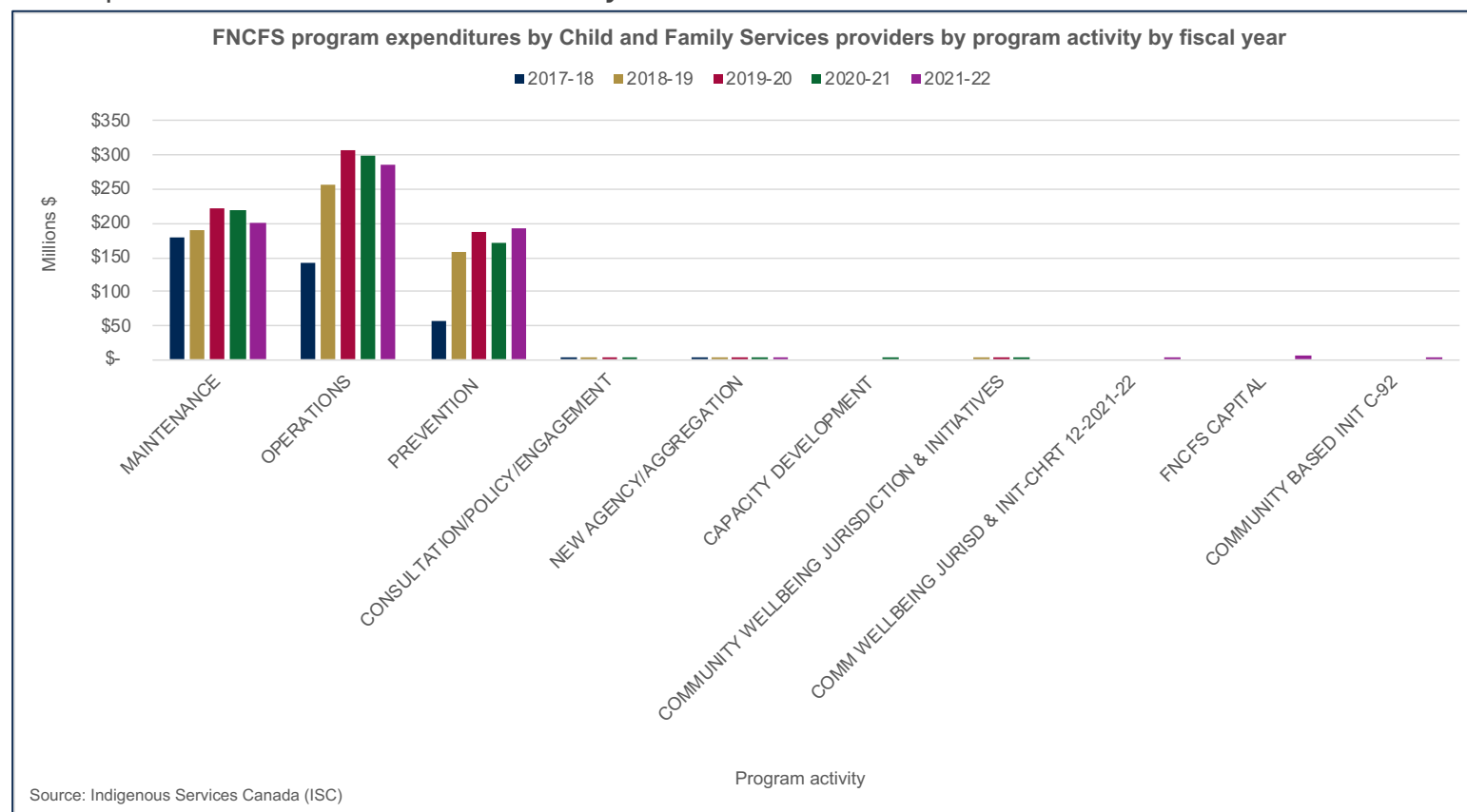
Percentage change in FNCFS Program expenditures by IFSD recipient type

- Percentage changes in recipients' shares of expenditures are consistent with changes in their share of expenditures.



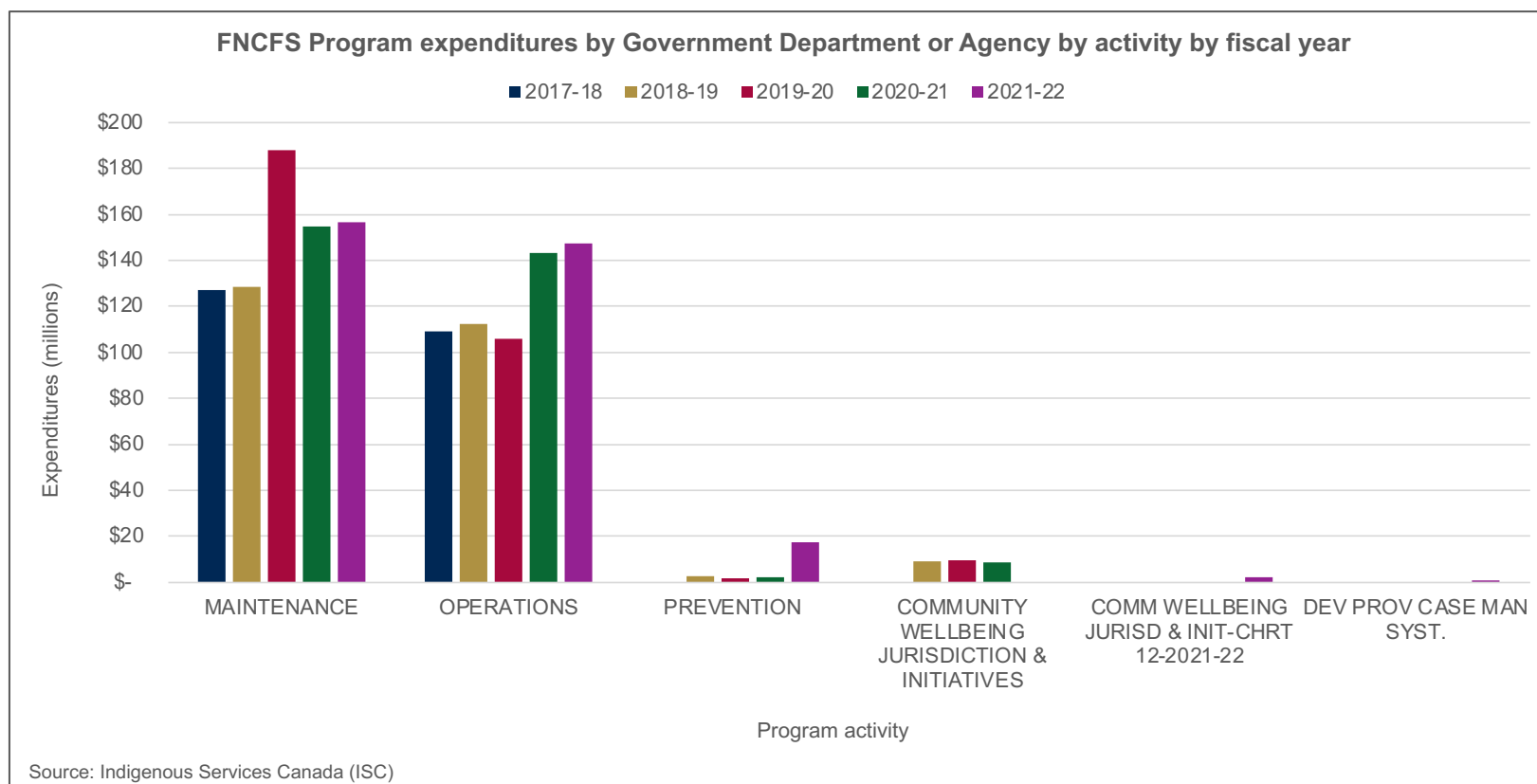
Child and Family Services providers expenditures by activity

- Child and Family Services providers' resources are associated mainly to operations, followed by maintenance and protection, across fiscal years.



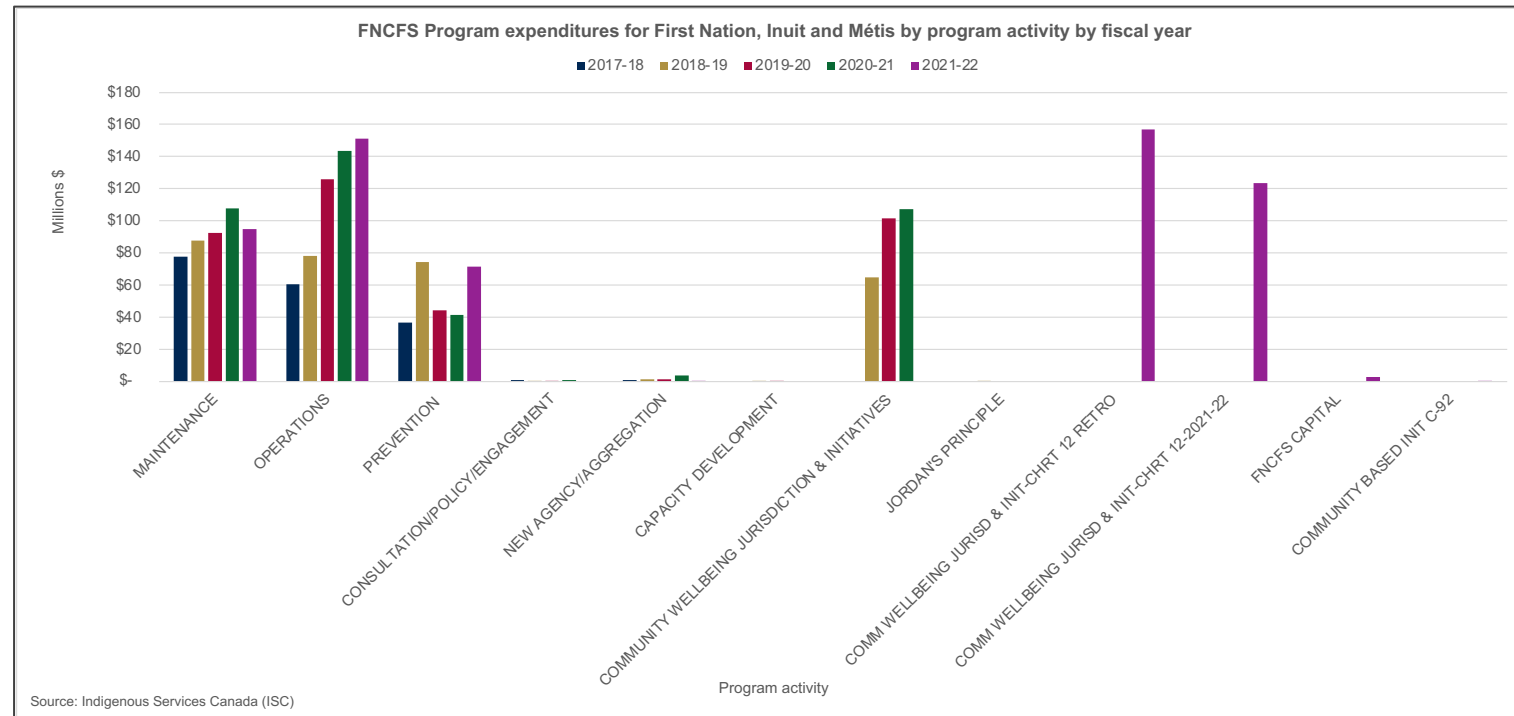
Government department or agency expenditures by activity

- Government department or agency expenditures by activity are mainly associated to maintenance, followed by operations. There are minimal expenditures associated to prevention.



First Nation, Inuit and Métis expenditures by activity

- First Nations, Inuit and Métis receive FNCFS Program funding across several activity areas, notably in fiscal year 2020-21. While most expenditures are associated to operations, followed by maintenance and prevention, there are relevant expenditures for Community Wellbeing and Jurisdiction Initiative (CWJI), as well as for Canadian Human Rights Tribunal (CHRT) ordered payments in 2020-21.





APPENDIX B3

FIRST NATIONS REPRESENTATIVE SERVICES (FNRS)



First Nations Representative Services

January 29, 2024

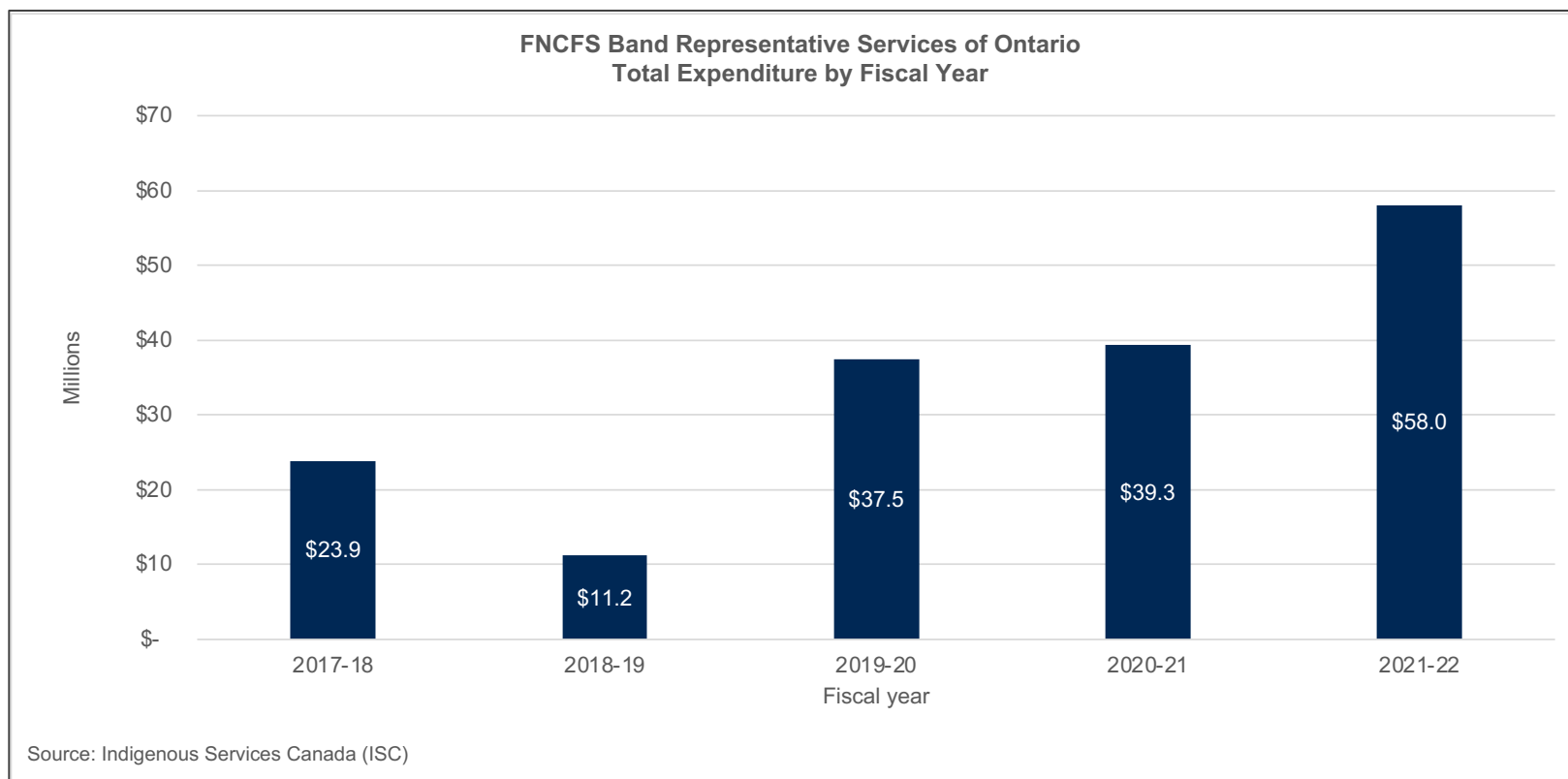
First Nations Representative Services (FNRS)

- First Nations Representative Services (FNRS) were funded by Canada (by order of the CHRT) at \$283 per person on-reserve and in the Yukon (<https://www.sac-isc.gc.ca/eng/1644518166138/1644518227229>)
- NAC requested additional information on the source of the \$283 per person.
- IFSD understands from ISC that the per capita allocation is derived from Ontario's per capita expenditures over a five-year period for "Band Representative Services," now FNRS.

In October 2022, IFSD asked ISC how it developed its internal estimates for the First Nations Representative Services (then Band Representative Services). ISC responded indicating that "[...] Canada created a national estimate based on Ontario per capita expenditures over a 5 years [sic] period."

Expenditure by fiscal year, Band Representative Service

- Funding for the Band Representative Service (BRS) increased (with exception to 2018-19) from fiscal year 2017-18 to 2021-22.

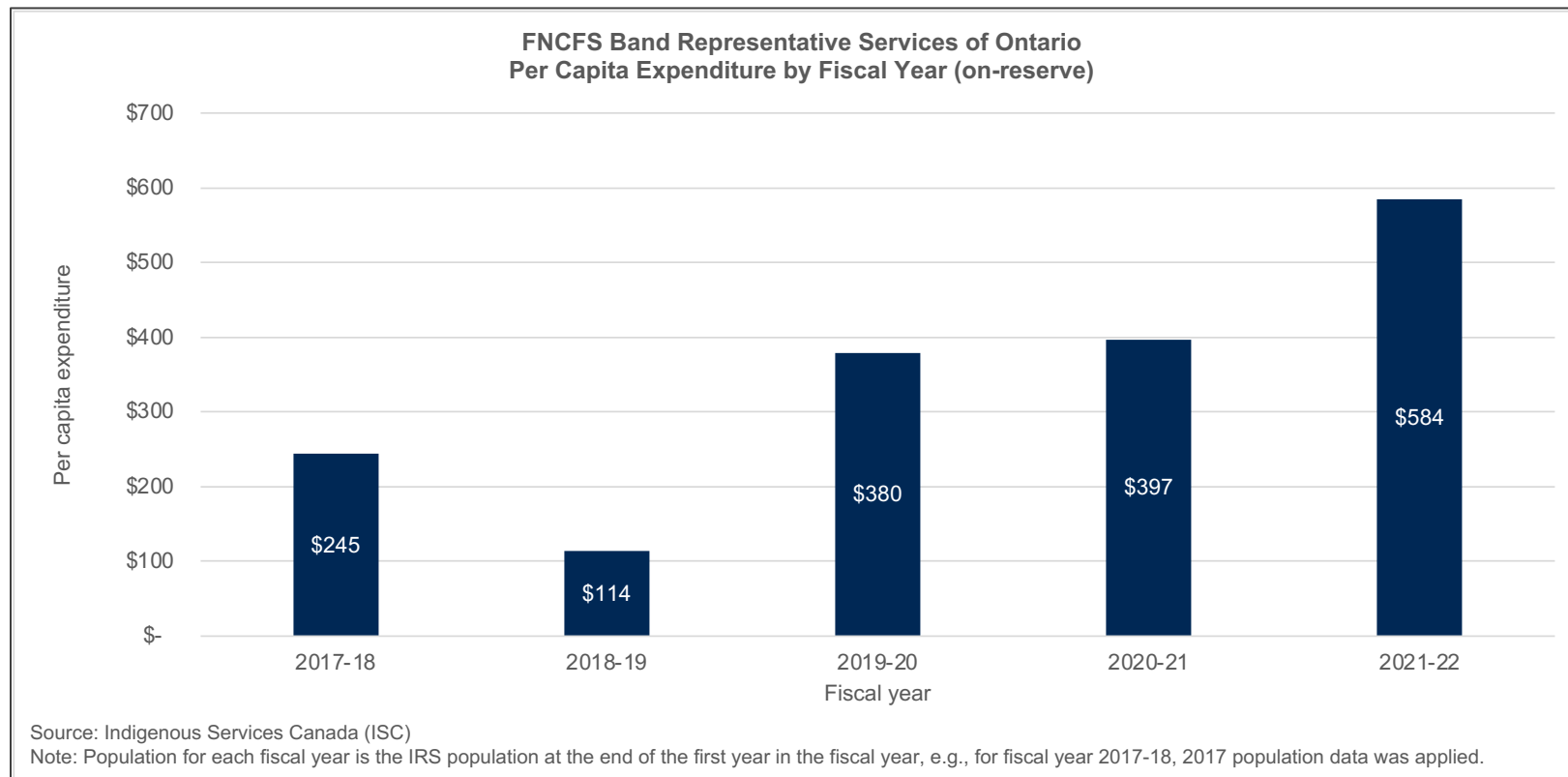


Estimated per capita expenditure, by fiscal year

- IRS population data for Ontario (both on-reserve and off-reserve) were used to estimate the per capita allocations for BRS by fiscal year.
- Neither the on-reserve nor total (on- and off-reserve) populations produce the \$283/person allocation defined by ISC.
- NAC may wish to clarify the source of ISC's estimate.

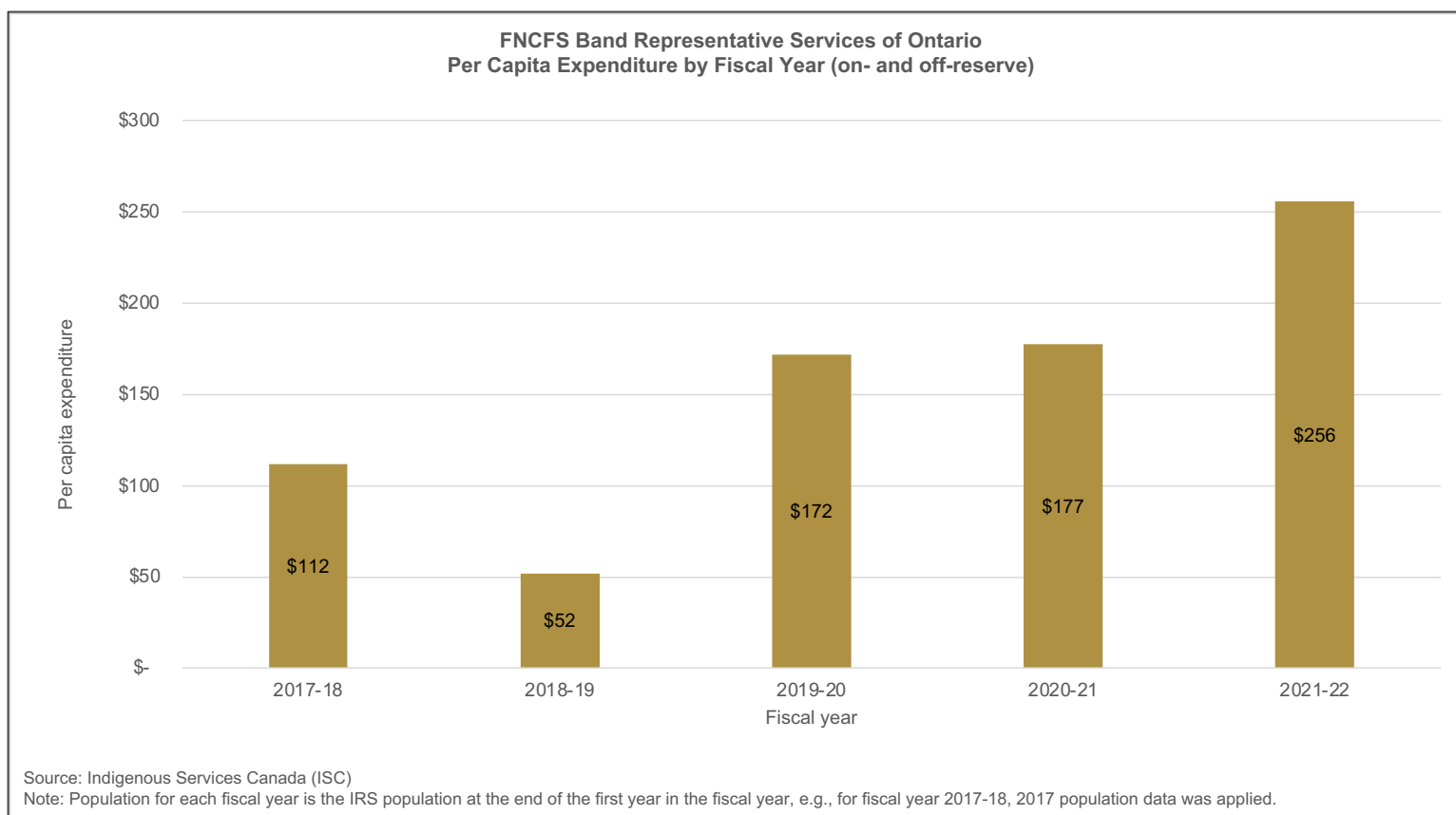
Per capita estimate, on-reserve

- On-reserve, per capita allocations of BRS range from a low of \$114 to a high of \$584.



Per capita estimate, total population (on- and off-reserve)

- Total (on- and off-reserve) per capita allocations of BRS range from a low of \$112 to a high of \$256.





APPENDIX C

POST-MAJORITY SUPPORT SERVICES (PMSS)

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Monthly Update – FNCFS agencies and First Nations exercising/contemplating jurisdiction

Post-Majority Support Services (PMSS)

October 2023

Current funding for post-majority supports and services

- ISC is funding post-majority supports and services (PMSS) via FNCFS agencies and First Nations at actual costs
- First Nations authorized service providers can submit claims to ISC for the reimbursement of costs related to PMSS
- Claims can be submitted through the existing FNCFS claims process
- The [FNCFS Program Terms and Conditions](#) provides a non-exhaustive list of eligible expenditures
- Eligible expenditures could include:
 - Financial support
 - Educational support
 - Housing support
 - Support for physical, mental, and social wellness

How can we estimate the costs of post-majority supports?

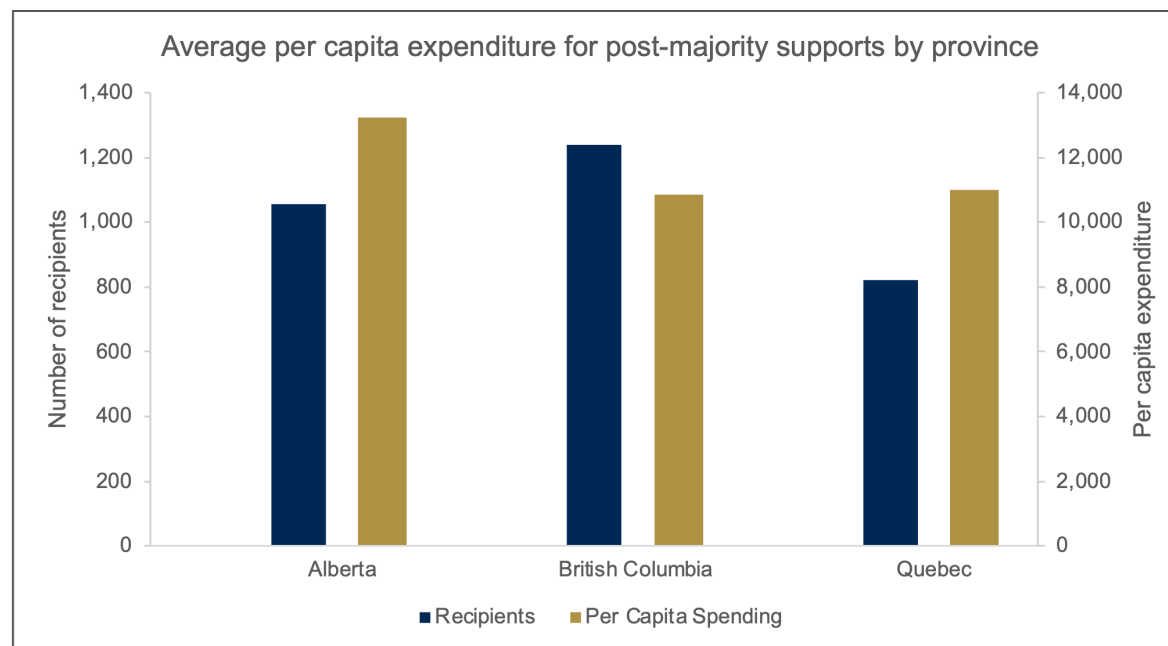
- Post-majority supports and services is a relatively new *funded* area of activity for the FNCFS Program
- Estimating cost requires an understanding of the age-out rate, the recipient uptake rate, the program activities, and actual expenditures
 - Data from FNCFS agencies was sought, but variability in the program activities of existing service providers (e.g., some offer custom supports and services, others a predefined program), and their relative newness made cost estimation impractical
- Some provinces, however, offer post-majority supports and have done so for several years with publicly accessible data
- IFSD is using provincial data to develop interim cost estimates on post-majority supports and services, related to a specific set of activities (not necessarily culturally or contextually specific for First Nations youth)
- *The cost analysis for post-majority supports and services in FNCFS should be reviewed and updated once service providers have had approximately five years to operate their programs*

Cost estimation: PMSS

- Following a review of provincial post-majority supports and services, IFSD identified data of varying detail from Alberta, British Columbia, New Brunswick, and Quebec
- IFSD reviewed the data against the criteria of:
 1. availability (publicly accessible),
 2. recency (within the last two fiscal years),
 3. and detail (information on uptake),
- Only British Columbia met all three of the above criteria, while Alberta and Quebec met the first two, and New Brunswick, only the first
- The provincial programs with data include a variety of automatic support (e.g., support is a result of a fixed rule) and action-dependent support (e.g., recipients may need to apply), with all offering support to those youth pursuing post-secondary education and training

Cost estimation: PMSS (cont.)

- For comparative purposes, IFSD reviewed the per capita allocations for post-majority supports in Alberta, British Columbia, and Quebec
 - The per capita allocations for British Columbia and Quebec (both FY 2021-2022) are very close at roughly \$11,000 each, Alberta (FY 2022-2023) is higher at approximately \$13,000
 - The closeness in per capita spending and recipient rates suggest the British Columbia data is representative when compared to Alberta and Quebec data.



Cost estimation: PMSS (cont.)

- The provincial data can be used as a starting point for estimating the costs of specific supports and services
- As approaches, needs, and cost analysis for First Nations youth are better captured and assessed, the estimates can be improved
- Capturing information about activities, costs, uptake, and needs will be crucial to improving our understanding of post-majority supports and services



APPENDIX D1

FNCFS BOTTOM-UP CAPITAL METHODOLOGY



Abbreviations:

SF – square foot
FTE – full-time equivalent
INFC – Infrastructure Canada
ISC – Indigenous Services Canada
PSPC – Public Services and Procurement Canada
FNCFS – First Nations child and family services
CAF – Cost Adjustment Factor
CAPEX – capital expenditure
OPEX – operating expenditure
TBS – Treasury Board of Canada Secretariat

Background

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios.

Figure 1 provides an overview of the bottom-up model's design and assumptions. Appendix A provides a summary of each asset type included in the model.

Figure 1: Individual bottom-up capital costing model design

Individual bottom-up capital costing model design

Model benefits:

- The individual bottom-up capital costing model provides cost estimates for a standard set of asset types common to FNCFS service providers.
- It converts program requirements (e.g., number of FTEs/clinicians) to capital requirements, providing an intuitive way for service providers with limited experience in capital planning to identify their organization's capital needs.

Model inputs:

- Collaborators provide program requirements (i.e., number of FTEs), which serve as the model's inputs for costing fixed assets.¹
- The model requires collaborators to specify their movable asset requirements (i.e., vehicles) on a per-unit basis.

Model assumptions:

- The model employs SF assumptions based on a building's use and capacity (i.e., office space for 25 FTEs) to determine the gross area required for fixed assets (i.e., buildings).
- It costs moveable assets (i.e., vehicles) on a per-unit basis.
- The model then uses unit cost assumptions (i.e., SF costs, price per vehicle) to estimate investment costs for the collaborator's specified asset portfolio.
- The model assumes a phased 5-year investment period for fixed assets, where a percentage of the overall fixed asset portfolio is acquired each year.
- The model assumes a 5-year useful life for movable assets. As such, the model assumes service providers acquire all movable assets in year one, and replace these in year six.
- The model applies a 25% contingency factor to the total investment requirement, aligned with INFC and PSPC guidelines (see Appendix B: Contingency Benchmarks for Capital Budgeting, and adjusts for inflation using Budget 2024 projections.²
- The model applies a 2% annual recapitalization/renewal rate to the inflation-adjusted sum of all fixed assets acquired in all previous periods. This aligns with TBS guidelines.³

Model outputs:

- The model produces low, medium, and high 10-year capital expenditure schedules for collaborators, based on their defined program and/or capital requirements. Cost scenarios are based on the per SF construction cost range specified for each building type.

¹ In cases where collaborators had already developed conceptual designs for proposed buildings, the model was reconfigured to use the gross area defined in these plans.

² Infrastructure Canada, "Step-by-Step Guide for Applications to the Capital Stream of the Rural Transit Solutions Fund," *Government of Canada*, last updated January 20, 2023, <https://www.infrastructure.gc.ca/rural-trans-rural/step-guide-etape-eng.html>; Infrastructure Canada, "Step-by-Step Guide for Capital Projects Application Form [for Zero Emission Transit Fund]," *Government of Canada*, last updated September 21, 2021, <https://www.infrastructure.gc.ca/zero-emissions-trans-zero-emissions/capital-immo-guide-eng.html>; Infrastructure Canada, "Disaster Mitigation and Adaptation Fund: Applicant guide," *Government of Canada*, last updated December 7, 2023, https://www.infrastructure.gc.ca/dmaf-faac/applicant-guide-demandeur-eng.html#_Toc77262360; Public Services and Procurement Canada, *Doing Business with PWGSC: Documentation and Deliverables Manual* (Government of Canada, 2018), 12, https://buyandsell.gc.ca/cds/public/2020/01/28/1309436c314b43a9317acb80ee8fb9b4/ABES.PROD.PW_PWZ.B050.E10977.ATTA001.PDF; Department of Finance Canada, "Annex 1: Details of Economic and Fiscal Projections," *Government of Canada*, April 16, 2024, <https://budget.canada.ca/2024/report-rapport/anx1-en.html#a1>.

³ Treasury Board Secretariat, *Guide to the Management of Real Property* (Government of Canada, 2011), <https://www.canada.ca/en/treasury-board-secretariat/services/federal-real-property-management/guide-management-real-property.html>.

Note: this document is archived on the TBS webpage; however, more recent guidelines do not provide advice on appropriate recapitalization/renewal rates.

- Estimated costs are driven by collaborators' program requirements, publicly available capital requirement benchmarks from Canada and US (e.g., SF per FTE), and unit cost assumption based on industry benchmarks and vendor information (see Table 1).
- The model functions on a cash accounting basis, where all costs occur in the year that cash changes hands. In other words, it does not amortize asset costs over their useful lives.

Model limitations:

- The model is not predictive; it requires service providers to specify their program requirements to estimate their capital needs.
- It cannot estimate how much capital a service provider requires based on variables such as population, number of children/families served, rates of children in care, etc.

The individual bottom-up capital model applies a remoteness CAF to each collaborator's capital estimate. IFSD calculated CAFs for all FNCFS agencies in Canada. The CAF calculation adjusts for remoteness (using Statistics Canada's Index of Remoteness) and whether the First Nations served have year-round road access. As per ISC's requirements, IFSD scaled all CAFs to reflect an average adjustment factor of 15%.⁴ For First Nations collaborators, IFSD applied the CAF of to the agency currently serving them (if applicable).

When assigning unit cost assumptions, the model either employs cost standards from recognized sources commonly used for public sector costing (i.e., Altus Group and National Joint Council), or vendor information for specific asset types (see Table 1).

Table 1: unit cost assumption sources

Asset Type	Cost Assumption Source
All buildings, including for land-based camps	Altus Group's 2024 Canadian Cost Guide ⁵
Passenger vehicles	National Joint Council corporate fleet services guidelines ⁶
15 passenger vans	Vendor information
Mini-buses	Vendor information
Moveable assets and shipping containers (sea cans)	Vendor information

Primary Cost Drivers

The primary cost drivers for the model are collaborator defined program requirements. The model uses publicly available capital requirement benchmarks from Canada and US to convert collaborators' program requirements to capital requirements. For example, the model calculates office space requirements based on the number of FTEs required to deliver CFS, healing centre

⁴ Institute of Fiscal Studies and Democracy, "Monthly update – Phase 3 FNCFS Agencies and First Nations Exercising Jurisdiction," April 2023, https://ifsd.ca/web/default/files/Monthly%20Updates/April%2023/2023-04-18_April%202023%20monthly%20update_Phase%203%20FNCFS.pdf.

⁵ Altus Group, "2024 Canadian Cost Guide," 2024, <https://go.altusgroup.com/2024-canadian-cost-guide>.

⁶ Corporate Fleet Services, *CFS Annual Report – 2024* (Treasury Board of Canada Secretariat, November 2023), <https://www.njc-cnm.gc.ca/s3/d896/en>.

space requirements on the requisite number of clinicians, and residential treatment centres on the required number of beds. Lastly, the model uses per unit cost assumptions based on industry standards and vendor information to arrive at a capital estimate for each participating collaborator.

An individual collaborator's understanding of their communities' unique needs impacts both their overall capital estimate and its distribution by asset type. The result of cost estimates being driven by individual collaborators' understandings of need is significant heterogeneity in the capital estimates across collaborators. For instance, the majority of one collaborator's capital requirement was for clinical spaces (i.e., residential treatment centres, rehabilitation centres, and healing centres), whereas other collaborators' largest asset type requirement by value was either office space or programming space.

The variability between collaborators' understandings of their own needs underpins IFSD's recommendation that ISC fund FNCFS capital through a national pool. The inability to identify consistency in the cost drivers behind collaborator's capital needs makes extrapolating overall program requirements at the national level difficult. A proposal-based approach to funding capital would allow FNCFS service providers to articulate their capital requirements on a case-by-case basis until a comprehensive understanding of capital needs across the entire FNCFS program is established.

Considerations

- 1) The bottom-up modelling approach provides a detailed framework for converting programmatic requirements to capital requirements. This makes it a useful tool for assisting FNCFS agencies and First Nations with limited capital planning experience in identifying their capital needs.
- 2) The modelling approach is based on service providers' needs, as articulated by the service provider. It does not account for variables such as population, rates of children involved with FNCFS, etc. As such, it is not a predictive model that can project service providers' capital needs based on demographic data.
- 3) The prescribed investment timeline (i.e., 5 years) is illustrative but does not account for local factors such as labour and/or material availability that could impact the deliverability of projects within this timeframe.

Appendix A: Asset Types and Assumptions

Asset Type	Unit Assumptions	Cost Assumptions
Healing centres	1150 square feet (SF) fixed area (includes waiting area/reception, 1 group therapy room, 2 washrooms, and storage) + 125 SF per clinician + 20% gross up for hallways, interior walls, etc. Based on U.S. Department of Veterans Affairs, <i>Mental Health Outpatient Services Design Guide</i>.⁷ 20% gross-up assumption from Altus Group/CMHC, <i>The Economics of New Purpose-Built Rental Housing Development in Selected Canadian Markets</i>.⁸	Cost data from Altus Group <u>2024 Canadian Cost Guide</u> . ⁹
Rehabilitation centres/halfway houses	369 SF per bed Based on Example 4 in BC HOUSING's <i>DESIGN GUIDELINES For Women's Safe Homes, Transition Houses, Second Stage Housing, and Long-Term Rental Housing</i>.¹⁰	Cost data from Altus Group <u>2024 Canadian Cost Guide</u> . ¹¹
Residential addiction treatment centres	938 SF per bed	Cost data from Altus Group <u>2024 Canadian Cost Guide</u> . ¹³

⁷ United States Department of Veterans Affairs, *Mental Health Outpatient Services Design Guide* (United States Government, July 2018), <https://www.cfm.va.gov/til/dGuide/dgMHOP.pdf>.

⁸ Altus Group Data Solutions, *Housing Research Report: The Economics of New Purpose-Built Rental Housing Development in Selected Canadian Markets* (Canada Mortgage and Housing Corporation, 2016), https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/sf/project/archive/research/rr_economics_of_new_purpose_sep18.pdf.

⁹ Altus Group, "2024 Canadian Cost Guide," 2024, <https://go.altusgroup.com/2024-canadian-cost-guide>.

¹⁰ This estimate is based on the design of a 17-bed facility.

BC Housing, "Design Guidelines: For Women's Safe Homes, Transition Houses, Second Stage Housing, and Long-Term Rental Housing," *Government of British Columbia*, 2021, <https://www.bchousing.org/publications/BCH-Design-Guidelines-WTHSP.pdf>.

¹¹ Altus Group, "2024 Canadian Cost Guide."

¹³ Altus Group, "2024 Canadian Cost Guide."

	Based on the gross SF per bed in a proposed facility in <u>Nunavut</u> . ¹²	
Transition/group homes	369 SF per bed Based on Example 4 in BC HOUSING's <u>DESIGN GUIDELINES For Women's Safe Homes, Transition Houses, Second Stage Housing, and Long-Term Rental Housing</u> . ¹⁴	Cost data from Altus Group <u>2024 Canadian Cost Guide</u> . ¹⁵
Reunification homes	916 SF per unit + 20% gross up for hallways, interior walls, etc. Based on Statistics Canada <u>Table: 46-10-0028-01</u> . ¹⁶ 20% gross-up assumption from Altus Group/CMHC, <u>The Economics of New Purpose-Built Rental Housing Development in Selected Canadian Markets</u> . ¹⁷	Cost data from Altus Group <u>2024 Canadian Cost Guide</u> . ¹⁸
Emergency shelters/ safe house	369 SF per bed Based on Example 4 in BC HOUSING's <u>DESIGN GUIDELINES For Women's Safe Homes, Transition Houses, Second Stage Housing, and Long-Term Rental Housing</u> . ¹⁹	Cost data from Altus Group <u>2024 Canadian Cost Guide</u> . ²⁰

¹² This SF per bed estimate assumes a sufficient number of beds to scale appropriately. For reference, the proposed facility in Nunavut is a 32-bed treatment centre. Other treatment centres relevant for benchmarking size include Dilico Anishinabek Family Care's treatment centre (ON) that treats approximately 20 patients at a time; the Mark Amy Treatment Centre (AB) which has 14 beds; the Cree Nations Treatment Haven (SK), which accommodates 22 patients at a time; and the Mawiomi Treatment Center Inc. (QC) which has 7 beds.

NVision Insight Group Inc., *Executive Summary: Addictions and Trauma Treatment in Nunavut* (Government of Nunavut, August 2018), https://www.gov.nu.ca/sites/default/files/documents/2021-11/qn_att_executive_summary_summary_report_-_final_-_english.pdf; Institute of Fiscal Studies and Democracy, "Dilico Anishinabek Family Care: Collecting and Applying Strengths-Based Data on Health, Mental Health, and Child and Family Services," January 9, 2024, <https://www.ifsd.ca/fr/blog/last-page-blog/The-Dilico-Case>; Wood Buffalo Wellness Society, "Mark Amy Treatment Centre Residential Treatment Program," accessed July 4, 2024, <https://www.woodbuffalowellnesssociety.com/mark-amy-treatment-program>; Cree Nations Treatment Haven, "Home," accessed July 4, 2024, <http://www.creenationstreatmenthaven.ca/>; Mawiomi Treatment Services, "Home," accessed July 4, 2024, <https://www.mawiomi.org/>.

¹⁴ This estimate is based on the design of a 17-bed facility.

BC Housing, "Women's Safe Homes, Transition Houses, Second Stage Housing, and Long-Term Rental Housing."

¹⁵ Altus Group, "2024 Canadian Cost Guide."

¹⁶ Statistics Canada, "Living Area and Assessment Value per Square Foot of Residential Properties by Property Type and Period of Construction, Provinces of Nova Scotia, Ontario and British Columbia," (Table 46-10-0028-01), *Government of Canada*, May 3, 2019, <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=4610002801>.

¹⁷ Altus Group Data Solutions, *Housing Research Report*.

¹⁸ Altus Group, "2024 Canadian Cost Guide."

¹⁹ This estimate is based on the design of a 17-bed facility.

BC Housing, "Women's Safe Homes, Transition Houses, Second Stage Housing, and Long-Term Rental Housing."

²⁰ Altus Group, "2024 Canadian Cost Guide," 2024, <https://go.altusgroup.com/2024-canadian-cost-guide>.

Staff housing	1238 SF per employee housed Based on teacherage eligibility from Indigenous Services Canada's <i>Level of Service Standards and Management of Teacherages on Reserve</i> . ²¹	Cost data from Altus Group <u>2024 Canadian Cost Guide</u> . ²²
Vehicles	Medium Crossover/SUVs Assumed as standard vehicle type due to appropriateness for both transporting multiple children at once and travelling to communities with unpaved road access (i.e., dirt/gravel).	\$52,700 Median cost per medium Crossover/SUV specified in the National Joint Council's <u>CFS Annual Report - 2024</u> . ²³
15-passenger vans	Base-model 15-passenger van	\$65,712 Median price of base model 15 passenger vans from Ford, Chevrolet, GMC, and Mercedes. Pricing information from 06-07-2024. ²⁴
Mini-buses	Mini-bus (i.e., 20-28 seats)	\$156,849 Based on the median of 5 quotes for buses ranging from 20-28 seats. Pricing information from 06-07-2024. ²⁵
Garages	240 SF per vehicle The median area of a typical one-car garage from five guidelines. ²⁶	Cost data from Altus Group <u>2024 Canadian Cost Guide</u> . ²⁷
Shipping containers (i.e., sea cans)	New 40' Shipping Container	\$6,420 Median cost of 12 listings for new 40' shipping containers in Ontario, British Columbia, and Alberta.

²¹ Indigenous Services Canada, "Level of Service Standards and Management of Teacherages on Reserve," *Government of Canada*, last updated September 15, 2010, <https://www.sac-isc.gc.ca/eng/1100100010644/1533651868855#sec7>.

²² Altus Group, "2024 Canadian Cost Guide."

²³ Corporate Fleet Services, *CFS Annual Report – 2024* (Treasury Board of Canada Secretariat, November 2023), <https://www.njc-cnm.gc.ca/s3/d896/en>.

²⁴ Ford, "2024 Transit® Build & Price," accessed June 7, 2024, <https://shop.ford.ca/configure/transitvanwagon/chooseyourpath/>; GMC, "Build & Price: 2024 Savana Passenger 3500 EXTENDED WHEELBASE, LS, RWD," accessed June 7, 2024, https://www.gmccanada.ca/byo-vc/client/en/CA/gmc/savana/2024/savana_passenger/summary; Mercedes-Benz, "2024 Sprinter Passenger Van," accessed June 7, 2024, <https://www.mercedes-benz-vans.ca/en/vehicles/build/sprinter/passenger-van/2p170s?variantType=HIGHROOF&selectedTrimOptionIds=0:D03&selectedSpecifications=Seating%20%20Roof%20Height,6250,15-Passenger.High%20Roof;Powertrain,0.4%20Cylinder%20Diesel%20Standard%20Output,;Class,0,2500,Payload&options=2:9147,4:VF7&category=summary>; Quote for Chevrolet Express 3500 Extended Passenger Van from Jim Tubman Motors on June 7, 2024.

²⁵ Quotes from The Bus Centre, Crestline Bus Distributor, and Dynamic Specialty.

²⁶ Dustin Hawley, "How Many Square Feet Are In A Single Car Garage;" Brock Fielding, "Average Garage Size and What you can do with the Space;" Alan Bernau, "Standard Garage Size;" Danley's, "Average Garage Size: What's Right for You;" Jouviane Alexandre, "Garage Sizes: A Complete Guide to Average Dimensions."

²⁷ Altus Group, "2024 Canadian Cost Guide."

		Pricing information from 05-28-2024. ²⁸
Recreation/events centres similar in size and structure to a high school gymnasium	9500 SF Based on District of Summerland's (British Columbia) <i>Summerland Aquatics & Recreation Centre Needs Assessment</i> (2020). ²⁹	Cost data from Altus Group <i>2024 Canadian Cost Guide</i> . ³⁰
Office space	198 SF per FTE From Public Services and Procurement Canada's <i>National – Office Accommodation Metrics</i> . ³¹ Note: This floor area per FTE assumption includes a suitable amount of space for common areas and meeting rooms for most offices.	Cost data from Altus Group <i>2024 Canadian Cost Guide</i> . ³²
Meeting rooms for specialized programming (e.g. family circles)	10 SF per person (at full occupancy). From Table 3.1.17.1 - Occupant Load in the <i>National Building Code of Canada</i> . ³³	Cost data from Altus Group <i>2024 Canadian Cost Guide</i> . ³⁴
Daycare facilities	142 SF per child Median area per student for kindergartens without gyms (table E1B) from <i>School Space Accommodation Standards</i> (2016) by Indigenous and Northern Affairs Canada. ³⁵	Cost data from Altus Group <i>2024 Canadian Cost Guide</i> . ³⁶
Land-based camps	7554 SF per camp fixed area for washrooms, kitchen/dining, camp administration office, health office, maintenance, and storage +	Cost data from Altus Group <i>2024 Canadian Cost Guide</i> . ³⁸

²⁸ Pricing information from listings from: Coast Containers, "Coast Containers: Storage and Shipping Containers for Sale," accessed July 16, 2024, <https://coastcontainers.ca/>; Sea Box Depot, "Have A Big Idea? We'll Make It A Reality," accessed July 16, 2024, <https://seaboxdepot.com/>; Container West, "Containerized Building Solutions for All Ranges of Customers," accessed July 16, 2024, <https://containerwest.com/>.

²⁹ Carscadden and Lees & Associates, *Summerland Aquatics & Recreation Centre Needs Assessment: Program & Space Requirements Report* (District of Summerland, n.d.), accessed July 16, 2024, https://www.summerland.ca/docs/default-source/parks-recreation/recreation-health-centre/program-space-requirements-summary.pdf?sfvrsn=fbc8f1fb_0.

³⁰ Altus Group, "2024 Canadian Cost Guide."

³¹ Public Services and Procurement Canada, "Our Portfolio – Our Story 2012-2013," *Government of Canada*, last updated November 6, 2019, <https://www.tpsgc-pwgsc.gc.ca/biens-property/notrehistoire-ourstory-eng.html#n4-1>.

³² Altus Group, "2024 Canadian Cost Guide."

³³ Canadian Commission on Building and Fire Codes, *National Building Code of Canada 2020 – Volume 1* (National Research Council of Canada, 2020), <https://nrc-publications.canada.ca/eng/view/ft/?id=515340b5-f4e0-4798-be69-692e4ec423e8>.

³⁴ Altus Group, "2024 Canadian Cost Guide."

³⁵ Indigenous and Northern Affairs Canada, "School Space Accommodation Standards (Level of Service Standards for Sizing School Facilities Funded by Indigenous and Northern Affairs Canada)," *Government of Canada*, last updated January 12, 2016, https://isc.gc.ca/DAM/DAM-ISC-SAC/DAM-INF/STAGING/texte-text/ss2016_1466081529610_eng.pdf.

³⁶ Altus Group, "2024 Canadian Cost Guide."

³⁸ Altus Group, "2024 Canadian Cost Guide."

	38 SF per camper for cabins (at full occupancy) Based on facilities at <u>Camp Kawartha</u> . ³⁷	
Sweat lodge canvases/coverings	12 oz. canvas sweat lodge tarps Unit cost assumes two layers per sweat lodge and includes a flap door.	\$ 3,190 per sweat lodge From: <u>Sewn Home</u> Pricing information from 06-07-2024. ³⁹
Tipis	30' tipi kit (10.6 oz. canvas), including poles	\$10,704 From: <u>Sewn Home</u> Pricing information from 06-07-2024. ⁴⁰
Canoes	Fibre-glass canoe	\$2,900 per canoe From: <u>Mountain Equipment Co-op Listing</u> Pricing information from 06-21-2024. ⁴¹
Kayaks	One-person polyethylene kayak (touring model)	\$ 2,250 per kayak From: <u>Mountain Equipment Co-op Listing</u> Pricing information from 06-21-2024. ⁴²
Fishing boats (with motors)	17 ft. 6 in. fishing boat Includes trailer, 150 HP outboard motor, and two swivel seats + bench seating	\$55,999 From: <u>Orleans Boat World Listing</u> Pricing information from 06-21-2024. ⁴³
ATVs	New mid-range ATV	\$15,749 From: <u>Motor Sports World Listing</u> Pricing information from 06-07-2024. ⁴⁴
Side-by-sides (off-road vehicle)	New mid-range side-by-side	\$29,099 From: <u>Motor Sports World Listing</u> Pricing information from 06-21-2024. ⁴⁵

³⁷ DTAH, "Camp Kawartha Site and Facilities: Master Plan – Final," prepared for *Camp Kawartha*, November 14, 2012, <https://web.archive.org/web/20240121061949/http://www.campkawartha.ca/pdf/about/Site-Facilities-MasterPlan.pdf>.

³⁹ Sewn Home, "Ceremonial Lodges," accessed June 7, 2024, <https://sewnhome.ca/products/ceremonial/>.

⁴⁰ Sewn Home, "Tipis / Teepees," accessed June 7, 2024, <https://sewnhome.ca/products/tipis/>.

⁴¹ Mountain Equipment Company, "Abitibi & Co. Prospector 16 Fibreglass Canoe," accessed June 21, 2024, <https://www.mec.ca/en/product/6019-921/prospector-16-fibreglass-canoe?colour=Red>.

⁴² Mountain Equipment Company, "Boréal Designs Baffin P3 Skeg Kayak," accessed June 21, 2024, <https://www.mec.ca/en/product/6019-583/baffin-p3-skeg-kayak?colour=Red>.

⁴³ Orleans Boat World & Sports, "2024 Legend X18," accessed June 21, 2024, <https://www.orleansboatworld.com/inventory/2024-legend-x18-ottawa-on-k4a-0z9-11847681i>.

⁴⁴ Motor Sports World, "2024 Can Am OUTLANDER XT 850 fiery red," accessed June 7, 2024, <https://motorsportsworld.com/In-Stock-Inventory/adid/32690275/2024-Can-Am-OUTLANDER-XT-850-fiery-red-Ottawa-Nepean-ON/>.

⁴⁵ Motor Sports World, "2024 Can Am Commander 1000R X mr," accessed June 21, 2024, <https://motorsportsworld.com/Can-Am-Off-Road-All/adid/32690378/2024-Can-Am-Commander-1000R-X-mr-Ottawa-Nepean-ON/>.



Snowmobiles	New mid-range snowmobile	\$13,099 From: Motor Sports World Listing Pricing information from 06-07-2024. ⁴⁶
Utility trailers	New 5 ft. x 8 ft. aluminum utility trailer	\$3,495 From: Miska Trailer Factory Listing Pricing information from 06-07-2024. ⁴⁷
Cargo trailers	New 6 ft. x12 ft. aluminum cargo trailer	\$11,294 From: Canadian Trailer Company Listing Pricing information from 06-07-2024. ⁴⁸

⁴⁶ Motor Sports World, "2024 Ski Doo Tundra Sport Rotax® 600 ACE™," accessed June 7, 2024, <https://motorsportsworld.com/In-Stock-Inventory/adid/32690244/2024-Ski-Doo-Tundra-Sport-Rotax%C2%AE-600-ACE%E2%84%A2-Ottawa-Nepean-ON/>.

⁴⁷ Miska Trailer Factory, "Single Axle 5X8 SA Aluminum," accessed June 7, 2024, <https://www.miskatrailers.com/open-aluminum-trailers/single-axle/5x8-sa-aluminum/t395>.

⁴⁸ Canadian Trailer Company, "6x12 Aluminum Cargo Trailer," accessed June 7, 2024, <https://www.canadiantrailercompany.net/product-page/6x12-aluminum-cargo-trailer-q5536>.

Appendix B: Contingency Benchmarks for Capital Budgeting

Based on guidance from Infrastructure Canada (INFC) and Public Services and Procurement Canada (PSPC), **IFSD could reasonably apply a 25% contingency factor to FNCFS Phase 3 capital estimates**. INFC recommends that applicants apply a 21% to 30% contingency factor to Class D estimates (see Table 2) when applying for capital funding through streams such as the Rural Transit Solutions Fund, Zero Emission Transit Fund, and Disaster Mitigation and Adaptation Fund.⁴⁹ PSPC allows a design allowance of 20% for Class D construction cost estimates.⁵⁰

Table 2: INFC Contingency Percentages by Estimate Class⁵¹

Estimate Class	Contingency Guideline
Class A – bids received, evaluated and verified	5% – 10%
Class B – detailed design	11% – 15%
Class C – preliminary design	16% – 20%
Class D – conceptual design	21% – 30%

IFSD consulted other standards for contingency benchmarks as guidance for capital budgeting which include the following:

- The Royal Architectural Institute of Canada (RAIC) suggests that Class D estimates are accurate to $\pm 20\text{-}30\%$.⁵²
- The US Department of Transit (DOT) Federal Transit Administration (FTA) suggests that 40% is a prudent minimum contingency factor for projects “[a]t nominal 15% design level.”⁵³
- The Treasury Board of Canada Secretariat’s (TBS) *Archived - Guideline on Cost Estimation for Capital Asset Acquisitions*, suggests that “expenditures can vary from an un-adjusted rough-order-of-magnitude (ROM) cost estimate by up to 40 per cent, from an un-adjusted indicative estimate by up to 25 per cent, and from an un-adjusted substantive estimate by up to 15 per cent.”⁵⁴
- Infrastructure BC suggests that Class D estimates are typically accurate to $\pm 25\%$.⁵⁵

⁴⁹ Infrastructure Canada, “Step-by-Step Guide for Applications to the Capital Stream of the Rural Transit Solutions Fund;” Infrastructure Canada, “Step-by-Step Guide for Capital Projects Application Form;” Infrastructure Canada, “Disaster Mitigation and Adaptation Fund: Applicant Guide.”

⁵⁰ Public Services and Procurement Canada, *Doing Business with PWGSC Documentation and Deliverables Manual*, 12.

⁵¹ Infrastructure Canada, “Step-by-Step Guide for Applications to the Capital Stream of the Rural Transit Solutions Fund.”

⁵² Royal Architecture Institute of Canada, “Chapter 4.2: Construction Project Cost Planning and Control,” in *Part 4: The Design-Construction Program of Canadian Handbook of Practice for Architects* (2020-2022), <https://chop.raic.ca/chapter-4.2#b3-4>.

⁵³ US DOT Federal Transit Administration, *Oversight Procedure 40 - Risk and Contingency Review* (United States Government, March 2022), M-2, <https://www.transit.dot.gov/sites/fta.dot.gov/files/2022-05/OP40-Risk-Contingency-Review-Mar-2022.pdf>.

⁵⁴ Treasury Board Secretariat, “Archived - Guideline on Cost Estimation for Capital Asset Acquisitions,” *Government of Canada*, last updated June 11, 2019, <https://www.tbs-sct.canada.ca/pol/doc-eng.aspx?id=30094&section=html>.

⁵⁵ Infrastructure BC, *Infrastructure Capital Budgeting: Design Build / Design Build Finance Building Projects* (March 2021), Appendix B, <https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/services-policies-for-government/internal-corporate-services/capital-asset-management-framework/ibc-infrastructure-capital-db-budgeting-guidance.docx>.

- Newfoundland and Labrador's Department of Transportation and Infrastructure allows municipal applicants to apply a maximum contingency of 10% to new construction buildings that cost less than \$5M, and 8% for those that cost over \$5M.⁵⁶ **These guidelines do not refer to estimate classes, so may not apply to Class D estimates.**
- The Wisconsin Department of Administration, Division of Facilities Development recommends capital project budgets include a 15% contingency.⁵⁷ **These guidelines do not refer to estimate classes, so may not apply to Class D estimates.**

⁵⁶ Department of Transportation and Infrastructure, *Municipal Infrastructure Capital Works Contingency Allowance Policy* (Government of Newfoundland, May 2023), Table 1, <https://www.gov.nl.ca/ti/files/MI-Policy-Cost-Contingency-Allowance-May-2023.pdf>.

⁵⁷ Department of Administration, *State of Wisconsin Capital Budget Instructions [2025-2027]* (State of Wisconsin, n.d.), accessed June 19, 2024, 3, https://doa.wi.gov/DFDM_Documents/State-Building-Program/CapBud/2025-27%20Capital%20Budget%20Instructions.pdf.

Appendix C: Unit Costs for Miscellaneous Asset Types

Some collaborators identified capital requirements beyond those included in the original costing model. Table 3 outlines these asset types, and the unit cost assumptions used to produce cost estimates for these assets.

Table 3

Asset type	Unit Cost	Notes
Smoke house ⁵⁸	\$1000 (2022)	IFSD inflated this cost to 2024 values in the model.
Playground ⁵⁹	Walker Island Park (2024): \$425,000 budget, cannot exceed 400m ² (\$1,062.50 per m ²) Nusatum Park (2024): \$275,000 budget cannot exceed 300m ² (\$916.67 per m ²)	IFSD used the average of the unit costs for these two parks in the model.
Horse Paddock ⁶⁰	\$1 - \$10 per SF including footing and fence (2022 USD)	IFSD converted this cost to CAD and inflated it to 2024 values in the model. Costs were estimated using the low, medium, and high unit costs from this range.
Stables ⁶¹	\$30-\$80 per SF (2020)	The model uses the existing garage unit costs assumptions (\$114 - \$166 /sf), which are based on the Altus Group <i>2024 Canadian Cost Guide</i> . The source suggesting that stables cost \$30-\$80 per sf is a blog and may be unreliable. The sf price assumption used for garages provides an appropriate buffer to ensure the model does not underestimate the costs of constructing a stable.

⁵⁸ Jared Qwustenuxun Williams, "How do You Put a Price on Sacred Foods?," *The Discourse*, December 15, 2022, <https://thediscourse.ca/cowichan-valley/the-price-of-sacred-indigenous-foods>.

⁵⁹ Central Coast Regional District, *Request for Proposal: Great Bear Playgrounds Project*, Reference No. IR0181 (January 2024), https://www.ccrd.ca/sites/default/files/uploads/news/pdf/2024-01-23_CCRD_Great_Bear_Playgrounds_Project_RFP_.pdf.

⁶⁰ Performance Footing, "How Much Does It Cost to Build & Maintain a Horse Arena?," May 12, 2022, <https://www.performancefooting.com/blog/cost-to-build-a-horse-arena/>.

⁶¹ Land & Title: Real Estate Team, "What Does It Cost To Build An Equestrian Facility?," June 20, 2020, <https://landandtitle.ca/all-blog-posts/what-does-it-cost-to-build-an-equestrian-facility/>.

Greenhouse ⁶²	Average cost: \$15,000 USD (2024) Highest cost: \$25,000 USD (2024) Lowest cost: \$2,500 USD (2024)	IFSD converted this cost to CAD and inflated it to 2024 values in the model. The model assumes the average cost for all greenhouses.
Garden ⁶³	\$15 per SF (2021)	IFSD inflated this cost to 2024 values in the model.
Parking lots	Cost data from Altus Group <i>2024 Canadian Cost Guide</i> .	

⁶² Lauren Murphy and Samantha Allen, "How Much Does a Greenhouse Cost," *Forbes Home*, last updated April 18, 2024, <https://www.forbes.com/home-improvement/outdoor-living/greenhouse-cost/#:~:text=Greenhouse%20Cost%20Per%20Square%20Foot&text=Standard%20mid%2Dsize%20greenhouses%20cost,and%20%244%20per%20square%20foot>.

⁶³ Zoe Kirk, Eva Antonijevic, Bruce Naka, and Lindsay Bourque, "Okanagan-Similkameen Rain Garden Guide Book," *Regional District of Okanagan-Similkameen*, 2016, https://www.rdno.ca/sites/default/files/2021-09/Simple_How_to-with_Manual.pdf.

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APPENDIX D2

FNCFS TOP-DOWN CAPITAL METHODOLOGY

Abbreviations:

FTE – full-time equivalent

INFC – Infrastructure Canada

ISC – Indigenous Services Canada

IRS – Indian Registration System

PSPC – Public Services and Procurement Canada

FNCFS – First Nations child and family services

CAF – Cost Adjustment Factor

CAPEX – capital expenditure

OPEX – operating expenditure

TBS – Treasury Board of Canada Secretariat

Background

Accurately modelling long-term capital asset needs requires detailed and accurate data on both the existing asset base's condition and usage, as well as long-term capital asset requirements, and drivers of demand (see Table 1).

Table 1

Required information	Description
Condition assessment	Assessing current state of infrastructure, e.g., asset type, age, condition, capacity, performance, and maintenance needs of existing stock.
Future demand	Based on projected population growth, socio-economic conditions, and community priorities and aspirations.
Criteria for prioritization	Approach to determining which projects will be selected and in what sequence.
Funding gap and strategy	Determining available resources, needed resources, and the source of resources.

IFSD attempted a detailed, bottom-up estimation of collaborators' capital needs, and found the following:

- Collaborators were able to identify a clearly defined set of asset types to support FNCFS service provision (e.g., offices, vehicles, family visitation units, domestic violence shelters, addiction treatment facilities, etc.).
- Collaborators often had limited information on the current state and value of their owned and leased capital assets.
- Collaborators could not consistently identify the primary drivers of their future capital needs in a reformed FNCFS Program that emphasizes prevention-based activities.
- Collaborators prefer asset ownership over leasing. This appears to be related to perceived budgeting ease and security, as having fewer leaseholds reduces their OPEX funding needs, which is subject to annual allocations from ISC.

Due to these limitations, IFSD adopted a hybrid approach to modelling FNCFS capital needs. This approach is typified by a “top-down” model design to estimate capital needs across a set of asset types, defined through consultations with the twenty collaborators.

Given the foregoing, IFSD recommends a national pool (application-based approach) to fund capital needs in the FNCFS Program.

Modelling Approach

The top-down capital needs model produces 10-year, national-level estimates of capital needs for the FNCFS Program.¹ The model estimates capital needs across four core asset types and three secondary asset types:

Core-Asset Types:

1. Office space
2. Reunification/visitation units
3. Garages
4. Vehicles

Secondary Asset Types

1. Recreation/events centres
2. Domestic violence shelters
3. Residential addiction treatment centres

Core assets are those required to deliver child protection services. Secondary assets are those that support broader preventative services, and may or may not be funded through the FNCFS Program.

Each operational variable within the model has a low, medium, and high assumption. In turn, these settings are used to generate the low, medium, and high overall cost scenarios.

The model operates on a cash accounting basis. This means that costs are recognized when money changes hands. The motivation for this is twofold. First, the current appropriation system for federal transfers to First Nations is on a modified cash accounting basis. Second, cash accounting is more intuitive for laypersons and reflects feedback from stakeholders regarding how they actually budget.

¹ The base population used in the model is the total IRS 2022 on-reserve population for all First Nation currently affiliated to an FNCFS agency (as of August 2023).

Figure 1: Top-Down Capital Costing Model Summary

Model Drivers		
- Children in care data from Statistics Canada. - IRS 2022 on-reserve population estimates.		
Common Features and Assumptions		
- Consultations with twenty FNCFS service providers informed the costing model's underlying assumptions. - Includes collaborator-defined core asset types (offices, reunification/visitation units, garages, and vehicles), and secondary asset types (recreation/events centres, residential addiction treatment centres, and domestic violence shelters). Secondary assets are omitted in the core capital estimate, but are included in auxiliary estimates.² - A 25% contingency is included in the 10-year cost estimate. - A recapitalization rate of 2% per year is applied to all fixed assets acquired in previous periods. - Total costs include a 15% average CAF to adjust for remoteness. - All numbers adjusted for inflation using Budget 2024 projections.		
The Different Assumptions for Each Scenario ³		
Lower Cost	Medium Cost	Higher Cost
25 cases per caseworker 3 caseworkers per vehicle - Low building unit costs from the Altus Group's 2024 <i>Canadian Cost Guide</i> \$52,700 per vehicle	20 cases per caseworker 2 caseworkers per vehicle - Medium building unit costs from the Altus Group's 2024 <i>Canadian Cost Guide</i> \$52,700 per vehicle	15 cases per caseworker 1 caseworker per vehicle - High building unit costs from the Altus Group's 2024 <i>Canadian Cost Guide</i> \$52,700 per vehicle
Outputs		
10-year annual capital investment estimates, across three cost scenarios, to meet FNCFS capital requirements at the national level.		
Model Limitations		
- Forecast based on a point-in-time population estimate and count of children in care, and is subject to change as on-reserve population and rates of children in care evolve. - The number of children in care drives the office space and vehicle requirements estimates, and may not fully represent the capital needs of service providers who increasingly emphasize prevention-based activities.		

Methodological Components

The following section summarizes the data and modelling presented in the First Nations Child and Family Services Capital Excel Workbook.

Demographics Inputs

Population demographics are the key input driver for determining the CAPEX requirements in the model. The model utilizes two different population estimates:

² The model utilizing dummy variables (i.e., 1 and 0) to either include or omit these asset types from the total capital estimate.

³ Altus Group, "2024 Canadian Cost Guide," 2024, <https://go.altusgroup.com/2024-canadian-cost-guide>; Corporate Fleet Services, *CFS Annual Report – 2024* (Treasury Board of Canada Secretariat, November 2023), <https://www.njc-cnm.gc.ca/s3/d896/en>.

1. ISC's IRS 2022 population estimates to determine the on-reserve population for communities affiliated to an FNCFS Agency; and
2. Statistics Canada's 2021 estimate of the total number of children in foster care.⁴

The model also uses Statistics Canada's estimate of the percentage of children in care in 2021 who identify as First Nations to estimate the total number of First Nations children in care.⁵

Asset Quantity Assumptions

The costing approach assumes that office space, reunification/visitation units, vehicles, and garages are core FNCFS assets, and recreation/events centres, domestic violence shelters, and residential addiction treatment centres are secondary FNCFS assets. Each costing scenario presented includes the core assets, while secondary assets are only represented in a subset of scenarios.

Core Assets (included in all scenarios):

Office space

Office space requirements are based on the estimated number of children in care and the corresponding case worker complement. The number of caseworkers required to serve the population is calculated based on the number of cases managed by each case worker. Using the total number of caseworkers, the model then calculates the number of administration staff, supervisors, and program managers required to support the caseworker complement.⁶

In addition to caseworkers, administration staff, supervisors, and program managers, the model increases the total number of FTEs required by 15% to account for employees who engage in internal services (e.g., human resources, finance, communications, etc.). The internal services factor reflects the average internal services expenditure for all federal departments and agencies as a percentage of their total expenditures from the 2023 Public Accounts of Canada. IFSD rounded the average internal services expenditure for departments and agencies from 14% to 15%.⁷ To review IFSD's calculations, see Appendix B.

The model assumes a standard office space allocation for each FTE which is consistent with Government of Canada guidelines.⁸

⁴ Statistics Canada, "Household and Family Characteristics of Persons Including Detailed Information on Stepfamilies, Presence of Grandparents in Household, Age Group and Gender: Canada, Provinces and Territories, Census Metropolitan Areas and Census Agglomerations," (Table 98-10-0135-01), *Government of Canada*, July 13, 2022, <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=9810013501>.

⁵ Tara Hahmann, Hyunji Lee, and Sylvie Godin, *Indigenous Foster Children Living in Private Households: Rates and Sociodemographic Characteristics of Foster Children and their Households* (Government of Canada: April 18, 2024), <https://www150.statcan.gc.ca/n1/pub/41-20-0002/412000022024001-eng.htm>.

⁶ Manitoba Family Services, *Changes for Children: Overview of Accomplishments – By Theme* (July 2014), https://www.gov.mb.ca/fs/changesforchildren/pubs/overview_accomplishments.pdf.

⁷ Treasury Board of Canada Secretariat, *Public Accounts of Canada - Volume II: Details of Expenses and Revenues* (Government of Canada: October 23, 2023), <https://www.tpsgc-pwgsc.gc.ca/recgen/cpc-pac/2023/vol2/intro-eng.html>, Section 1 - Table 3, Sections 2 to 28.

⁸ Public Services and Procurement Canada, "Our Portfolio – Our Story 2012-2013," *Government of Canada*, last updated November 6, 2019, <https://www.tpsgc-pwgsc.gc.ca/biens-property/notrehistoire-ourstory-eng.html#n4-1>.

Reunification/Visitation Units

The estimate of the total space requirement for reunification/visitation units is based on the number of children in care. It applies a standard assumption about the number of family visitation hours per week per child in care to estimate the total weekly demand for visitation units.⁹ The model then applies an assumption regarding the number of visitation hours per week, assuming 8-hour working days and 5-day working weeks, to estimate the total number of reunification/visitation units required.

Consistent with the nature of space requirements expressed by collaborators, the model assumes that apartment-style units are the preferred asset type to support family visitation. It applies a standard apartment size assumption to calculate the overall space requirement for reunification/visitation units.¹⁰

Vehicles

The estimated cost of vehicles is determined by the estimated number of case workers required for FNCFS service delivery. The model applies standard caseworker-to-vehicle ratios, based on collaborator input, to estimate the total number of vehicles required.

Garages

The space requirement for garages is derived from the estimated number of vehicles required to support FNCFS service delivery. The model applies a standard area per vehicle assumption to estimate the total space requirement.¹¹

Secondary Assets (included in auxiliary scenarios only):

Note that secondary assets are not included in the modelling approach for all cost scenarios.

Recreation/Events Centres

The model estimates space requirements for recreational or event-related purposes using the total number of children residing on reserve in communities affiliated to an FNCFS agency. It provides a fixed area allocation per child, consistent with guidelines on high school gymnasium

⁹ Nicholas Bala, Michael Saini, and Sarah Spitz, *Supervised Access as a Stepping Stone Rather Than a Destination: A Qualitative Review of Ontario Services & Policies for Assisting Families Transitioning from Supervised Access* (Ontario Chapter of the Association of Family & Conciliation Courts, September 2016), <https://afccontario.ca/wp-content/uploads/2015/11/Bala-Saini-Spitz-Supervised-Access-Sept-2016.pdf>.

¹⁰ Statistics Canada, "Living Area and Assessment Value per Square Foot of Residential Properties by Property Type and Period of Construction, Provinces of Nova Scotia, Ontario and British Columbia," (Table 46-10-0028-01), *Government of Canada*, May 3, 2019, <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=4610002801>.

¹¹ Dustin Hawley, "How Many Square Feet Are In A Single Car Garage?," *J.D. Power*, March 21, 2023, <https://www.jdpower.com/cars/shopping-guides/how-many-square-feet-are-in-a-single-car-garage>; Brock Fielding, "Average Garage Size and What you can do with the Space," *Ponderosa Garage Doors*, July 27, 2022, <https://ponderosagaragedoors.com/blog/average-garage-size/>; Alan Bernau, "Standard Garage Size: 1-, 2-, 3-, 4-Car Garage Dimensions + Diagrams," *Alan's Factory Outlet*, June 20, 2024, <https://alansfactoryoutlet.com/blog/standard-garage-size/>; Danley's, "Average Garage Size: What's Right for You?," accessed July 15, 2024, <https://www.danleys.com/blog/average-garage-size/>; Jouviane Alexandre, "Garage Sizes: A Complete Guide to Average Dimensions," *Angi*, March 20, 2024, <https://www.angi.com/articles/average-garage-size.htm>.

sizes.¹² High school gymnasiums were deemed a suitable proxy for FNCFS recreation/event spaces, as they provide adequate space for space-intensive activities with smaller groups of children (e.g., sports/games, workshops, etc.), as well as for assembly functions with large groups.

Residential addiction treatment centres

The space requirement estimate for residential addiction treatment centres uses a benchmark number of beds per 1,000 people to estimate the number of beds required to serve the total on-reserve population in communities affiliated to an FNCFS agency.¹³ It then applies a standard area per bed assumption, based on a proposed facility in Nunavut, to estimate the total space requirement for residential addiction treatment facilities.¹⁴

Domestic Violence Shelters

The domestic violence shelter space requirement estimate applies a benchmark rate of beds per 1,000 people, applied to the total on-reserve population in communities affiliated to an FNCFS agency, to estimate the number of beds required.¹⁵ The model then applies a standard area per bed assumption to determine the total shelter area requirement.¹⁶

Unit Cost Assumptions

The model uses standard unit cost assumptions to estimate the total costs of acquiring included assets. IFSD referenced two industry-standard sources to determine appropriate unit cost ranges:

1. Unit prices for all fixed assets are based on the Altus Group's 2024 Canadian Cost Guide.¹⁷ To account for regional price variation, the model uses the average unit costs across all cities included in the cost guide.
2. Per vehicle cost assumption reflects the average cost of medium crossovers and SUVs, as specified in the National Joint Council's 2024 corporate fleet services guidelines.¹⁸

Cost Adjustments

Inflation

¹² Expert Panel on Capital Standards, *Building Our Schools, Building Our Future* (Ontario Ministry of Education, June 2010), https://efis.fma.csc.gov.on.ca/faab/Capital%20Programs%20Branch/Report%20of%20Expert%20Panel%20-%20Building%20Our%20Schools_Building%20Our%20Future%20-%20ENG.pdf.

¹³ Institute of Fiscal Studies and Democracy, "Dilico Anishinabek Family Care: Collecting and Applying Strengths-Based Data on Health, Mental Health, and Child and Family Services," January 9, 2024, <https://www.ifsd.ca/fr/blog/last-page-blog/The-Dilico-Case>.

¹⁴ NVision Insight Group Inc., *Addictions and Trauma Treatment in Nunavut* (Government of Nunavut: August 2018), https://www.gov.nu.ca/sites/default/files/documents/2021-11/gn_att_executive_summary_summary_report_-_final_-_english.pdf.

¹⁵ Infrastructure Canada, *Shelter Capacity Report 2022* (Government of Canada, March 2024), <https://housing-infrastructure.canada.ca/homelessness-sans-abri/reports-rapports/shelter-cap-hebergement-2022-eng.html#h2.08>, Annex C; Statistics Canada, "Population Estimates on July 1, by Age and Gender," (Table 17-10-0005-01), *Government of Canada*, February 21, 2024, <https://www150.statcan.gc.ca/t1/tbl1/en/cv.action?pid=1710000501>.

¹⁶ BC Housing, *Design Guidelines: For Women's Safe Homes, Transition Houses, Second Stage Housing, and Long-Term Rental Housing* (British Columbia, 2021), <https://www.bchousing.org/publications/BCH-Design-Guidelines-WTHSP.pdf>.

¹⁷ Altus Group, "2024 Canadian Cost Guide."

¹⁸ Corporate Fleet Services, *CFS Annual Report – 2024*.



The costing model accounts for inflation using Budget 2024 projections.¹⁹

Remoteness

The model applies a 15% CAF to the total estimate the account for the increased labour, transportation, and shipping costs in remote communities.²⁰

Contingency

Based on guidance from INFC and PSPC, the model applies a 25% contingency factor to the overall capital estimate.²¹ For additional details, see Appendix C.

Recapitalization Rate

The model applies a 2% annual recapitalization rate to the inflation-adjusted sum of the value all fixed assets acquired in all previous periods. This rate aligns with TBS guidelines.²²

Longer-term capital plan projections

The costing model assumes a normal distribution pattern for the allocation of funding for fixed capital assets. The model has annual fixed asset allocations rise from years one through three, and taper of thereafter until year five. Consistent with the accounting practices of collaborators, the model assumes a 5-year useful life for vehicles.²³ As such, the model assumes service providers acquire all movable assets are year one, and replace these in year six. Cash flow projections beyond three years are uncertain due to several factors, including unpredictable changes in market conditions, events like COVID-19, and execution delays. As such, it is reasonable to

¹⁹ Department of Finance Canada, "Annex 1: Details of Economic and Fiscal Projections," *Government of Canada*, April 16, 2024, <https://budget.canada.ca/2024/report-rapport/anx1-en.html#a1>.

²⁰ Institute of Fiscal Studies and Democracy, "Monthly Update – Phase 3: FNCFS Agencies and First Nations Exercising Jurisdiction," April 2023, https://ifsd.ca/web/default/files/Monthly%20Updates/April%2023/2023-04-18_April%202023%20monthly%20update_Phase%203%20FNCFS.pdf.

²¹ Infrastructure Canada, "Step-by-Step Guide for Applications to the Capital Stream of the Rural Transit Solutions Fund," *Government of Canada*, last updated January 20, 2023, <https://www.infrastructure.gc.ca/rural-trans-rural/step-guide-etape-eng.html>; Infrastructure Canada, "Step-by-Step Guide for Capital Projects Application Form [for Zero Emission Transit Fund]," *Government of Canada*, last updated September 21, 2021, <https://www.infrastructure.gc.ca/zero-emissions-trans-zero-emissions/capital-immo-guide-eng.html>; Infrastructure Canada, "Disaster Mitigation and Adaptation Fund: Applicant guide," *Government of Canada*, last updated December 7, 2023, https://www.infrastructure.gc.ca/dmaf-faac/applicant-guide-demandeur-eng.html#_Toc77262360; Public Services and Procurement Canada, *Doing Business with PWGSC: Documentation and Deliverables Manual* (Government of Canada, 2018), 12, https://buyandsell.gc.ca/cds/public/2020/01/28/1309436c314b43a9317acb80ee8fb9b4/ABES.PROD.PW_PWZ.B050.E10977.ATTA001.PDF; Department of Finance Canada, "Annex 1: Details of Economic and Fiscal Projections."

²² Treasury Board Secretariat, *Guide to the Management of Real Property* (Government of Canada, 2011), <https://www.canada.ca/en/treasury-board-secretariat/services/federal-real-property-management/guide-management-real-property.html>.

Note: this document is archived on the TBS webpage; however, more recent guidelines do not provide advice on appropriate recapitalization/renewal rates.

²³ **See:** KPMG, *Financial Statements of Nogdawindamin Family and Community Services And Independent Auditor's Report thereon Year ended March 31, 2023* (Nogdawindamin Family and Community Services, August 2023), <https://www.nog.ca/sites/default/files/2023-08/Audited%20Financial%20Statements%20as%20at%20March%2031%202023.pdf>; KPMG, *Financial Statements of Kunuwanimano Child and Family Services And Independent Auditor's Report Thereon Year ended March 31, 2023* (Kunuwanimano Child and Family Services), <https://kunuwanimano.com/wp-content/uploads/2024/05/2023-Audit-Signed.pdf>; Nîl Tu, O Child And Family Services Society, *AGM Report 2022-2023* (November 15, 2023), <https://drive.google.com/file/d/1zbVHkHZAfXZdRr9VuiR7HfwpzDe93g/view>; Carrier Sekani Family Services, *Building History Together: Annual Report 2022/23* (2023), https://www.csfs.org/uploads/annual_general_reports/2023_Annual_Report_Web.pdf.



expect a certain amount of variance in the actual timing of annual cash flows on account of the uncertainties noted above.

Appendix A: Summary of Assumptions

Variable	Assumption
Average # of cases/Caseworker	25, 20, and 15 cases per caseworker in low, medium, and high scenarios respectively. ²⁴
Administration-, supervisor-, and program-manager-to-caseworker ratios	All scenarios include a 1:5 administration-to-caseworker ratio, a 1:5 supervisor-to-caseworker ratio, and a 1:7 program manager-to-caseworker ratio. ²⁵
Internal Services Resources Requirement (FTE top-up)	15% top-up to FTE allocation This rate is based on the average internal services expenditure for all federal departments and agencies as a percentage of their total expenditures from the 2023 Public Accounts of Canada (see Appendix B). ²⁶
Office space	18.4 m ² per FTE ²⁷
Recreation/Events Centre space	1.11 m ² per child living on-reserve This assumption is based on guidelines for high school gymnasiums from the Ontario Ministry of Education's <i>Building Our Schools, Building Our Future, A Report from the Expert Panel on Capital Standards</i> . ²⁸ This space allocation per child exceeds National Building Code occupant load minimums for assembly use, space with non-fixed seats and tables, suggesting it provides ample space per child for assembly uses. ²⁹
Residential Addiction Treatment Beds	4.5 beds per 1,000 people ³⁰
Residential Addiction Treatment Centre area per bed	87.1 m ² per bed ³¹

²⁴ Manitoba Family Services, *Changes for Children*, 8; Ernst & Young LLP, "Child Welfare Service Delivery Model and Workload Review," *The Province of Newfoundland & Labrador*, last updated February 2023, https://www.gov.nl.ca/cssd/files/GNL-CSSD_CYS-Final-EY-Report-Child-Welfare-Review-Feb-2023.rev_.pdf; Crown-Indigenous Relations and Northern Affairs Canada, *Implementation Evaluation of the Enhanced Prevention Focused Approach in Saskatchewan and Nova Scotia for the First Nations Child and Family Services Program* (Government of Canada, April 2013), <https://www.rcaanc-cirnac.gc.ca/eng/1382098076520/1538138225562>; Child, Youth and Family Services, *Annual Report 2013-14* (Newfoundland and Labrador, 2014), <https://www.assembly.nl.ca/business/electronicdocuments/CYFS2013-14AnnualReport.pdf>; Office of the Auditor General Newfoundland and Labrador, *Report to the House of Assembly on Performance Audits of Departments of Crown Agencies* (Government of Newfoundland and Labrador, November 2016), <https://www.assembly.nl.ca/business/electronicdocuments/AGAnnualReport2016.pdf>.

²⁵ Manitoba Family Services, *Changes for Children*, 8-9.

²⁶ Rounded from 14% to 15%.

Treasury Board of Canada Secretariat, "Public Accounts of Canada - Volume II: Details of Expenses and Revenues," *Government of Canada*, October 23, 2023, Section 1 - Table 3, Sections 2 to 28, <https://www.tpsgc-pwgsc.gc.ca/recgen/cpc-pac/2023/vol2/intro-eng.html>.

²⁷ Public Services and Procurement Canada, "Our Portfolio – Our Story 2012-2013."

²⁸ Ralph Benson, Sandi Ackroyd, Kevin Bushell, et. al, *Building Our Schools, Building Our Future*, 22.

²⁹ Canadian Commission on Building and Fire Codes, *National Building Code of Canada 2020 – Volume 1* (National Research Council of Canada, 2020), 3-43, <https://nrc-publications.canada.ca/eng/view/ft?id=515340b5-f4e0-4798-be69-692e4ec423e8>.

³⁰ Institute of Fiscal Studies and Democracy, "Dilico Anishinabek Family Care."

³¹ NVision Insight Group Inc., *Addictions and Trauma Treatment in Nunavut*, 56-57

Caseworker FTEs per vehicle	3:1, 2:1, 1:1 caseworker to vehicle ratio in low, medium, and high scenarios respectively. ³²
Car garage space requirement/Vehicle Sq. Ft.	22.3 m ² per vehicle ³³
Domestic Violence Shelter Beds per 1,000 persons	1.55 domestic violence shelter beds per 1,000 people This represents the ratio of domestic violence shelter beds per 1,000 people in territories. ³⁴ The territories were used as a proxy for shelter demand in isolated/remote regions.
Shelter area per bed	34.2 m ² per bed ³⁵
Working Days in Week	5
Percentage of children in care identifying as First Nations	42.5% ³⁶
Number of kids in foster care Canada	42,565 ³⁷
Number of family visitation/supervised access hours per week for children in care	1.0, 1.5, and 2.0 hours per week in the low, medium, and high-cost scenarios respectively 2 hours bi-weekly (i.e., 1 hour weekly on average) is the reported norm for supervised access in Ontario. A lack of available visitation centres limits visitation frequency in Ontario. ³⁸ As such, the model assumes 1 visitation hour per week in the low-cost scenario, and increases visitation hours per week in the medium- and high-cost scenarios.
Number of visitation hours per day per reunification/visitation unit	8, 7, and 6 hours per unit per working day in the low, medium, and high-cost scenarios respectively ³⁹
Reunification/visitation unit area	102.1 m ² This reflects a weighted average of condominium apartment sizes in Ontario and British Columbia from a Statistics Canada dataset published in 2019. ⁴⁰
Contingency Factor	25% ⁴¹

³² Based on collaborator input.

³³ Dustin Hawley, "How Many Square Feet Are In A Single Car Garage;" Brock Fielding, "Average Garage Size and What you can do with the Space;" Alan Bernau, "Standard Garage Size;" Danley's, "Average Garage Size: What's Right for You;" Jouviane Alexandre, "Garage Sizes: A Complete Guide to Average Dimensions."

³⁴ Infrastructure Canada, *Shelter Capacity Report 2022*, Annex C; Statistics Canada, "Population Estimates on July 1, by Age and Gender."

³⁵ Example Drawing 4: Women's Transition House With Surface Parking in: BC Housing, *Design Guidelines*.

³⁶ Tara Hahmann, Hyunji Lee, and Sylvie Godin, "Indigenous Foster Children Living in Private Households."

³⁷ Statistics Canada, "Household and Family Characteristics of Persons."

³⁸ Nicholas Bala, Michael Saini, and Sarah Spitz, *Supervised Access as a Stepping Stone Rather Than a Destination*, vii, 44.

³⁹ This estimate assumes an 8 hour working day, and that some down time is likely to occur between visits.

⁴⁰ Statistics Canada, "Living Area and Assessment Value."

⁴¹ Infrastructure Canada, "Step-by-Step Guide for Applications to the Capital Stream of the Rural Transit Solutions Fund;" Infrastructure Canada, "Step-by-Step Guide for Capital Projects Application Form;" Infrastructure Canada, "Disaster Mitigation and Adaptation Fund: Applicant Guide;" Public Services and Procurement Canada, *Doing Business with PWGSC Documentation and Deliverables Manual*, 12; Department of Finance Canada, "Annex 1: Details of Economic and Fiscal Projections."

	See Appendix C for additional details.
Average CAF for Remoteness	15% ⁴²
Buildings Recapitalization Rate	2% This aligns with TBS guidance. ⁴³
Vehicle Useful Life	5 years This aligns with collaborators' accounting practices. ⁴⁴
Inflation	Budget 2024 projections. ⁴⁵
Vehicle Costs	\$52,700 per vehicle This reflects the average cost of medium crossovers and SUVs included in the National Joint Council's 2024 corporate fleet services guidelines. ⁴⁶
Building Costs	All building costs are from the Altus Group's 2024 Canadian Cost Guide. The model uses the average unit costs across all cities included in the cost guide to account for regional variation in costs. ⁴⁷

⁴² Institute of Fiscal Studies and Democracy, "Monthly Update – Phase 3."

⁴³ Treasury Board Secretariat, *Guide to the Management of Real Property*.

Note: this document is archived on the TBS webpage; however, more recent guidelines do not provide advice on appropriate recapitalization/renewal rates.

⁴⁴ **See:** KPMG, *Financial Statements of Nogdawindamin Family and Community*; KPMG, *Financial Statements of Kunuwanimano Child and Family Services*; Nił Tu,O Child And Family Services Society, *AGM Report 2022-2023*; Carrier Sekani Family Services, *Building History Together*.

⁴⁵ Department of Finance Canada, "Annex 1: Details of Economic and Fiscal Projections."

⁴⁶ Corporate Fleet Services, *CFS Annual Report – 2024*.

⁴⁷ Altus Group, "2024 Canadian Cost Guide."

Appendix B: Internal Services/Overhead Calculations

IFSD used Government of Canada departmental and agency internal services expenditure and operating expenditure data (see Table 2 and Table 3) to calculate the Government's average internal expenditure ratio (see Equation 1 and Table 4).

Table 2: Government of Canada Internal Services Spending⁴⁸

<u>Organization</u>	<u>Actual Spending</u>	
	<i>Operating</i>	<i>Capital</i>
Department of Agriculture and Agri-Food	239,959,531	4,436,655
Canadian Grain Commission	22,359,191	
Department of Canadian Heritage	106,491,846	
Canadian Radio-television and Telecommunications Commission	18,348,248	
Library and Archives of Canada	42,248,613	427,546
National Film Board	10,870,630	
Telefilm Canada	14,622,305	
The National Battlefields Commission	13,860,115	
Department of Crown-Indigenous Relations and Northern Affairs	218,085,366	47,264
Canadian High Arctic Research Station	18,519,728	
Economic Development Agency of Canada for the Regions of Quebec	24,541,115	
Department of Employment and Social Development	1,362,786,014	
Canadian Accessibility Standards Development Organization	4,662,600	
Canadian Centre for Occupational Health and Safety	4,301,570	
Department of the Environment	290,161,455	9,354,010
Impact Assessment Agency of Canada	10,964,133	
Parks Canada Agency	149,887,881	2,146,454
Department of Finance	57,499,024	
Financial Consumer Agency of Canada	37,560,804	
Financial Transactions and Reports Analysis Centre of Canada	37,582,653	
Office of the Superintendent of Financial Institutions	103,865,350	
Department of Fisheries and Oceans	515,057,244	63,348,961
Department of Foreign Affairs, Trade and Development	320,182,342	26,913,976
Invest in Canada Hub	6,287,452	
Pacific Economic Development Agency of Canada	7,268,222	
Department of Health	523,432,593	6,948,568
Canadian Food Inspection Agency	173,519,893	10,854,768
Canadian Institutes of Health Research	40,108,019	
Patented Medicine Prices Review Board	3,333,947	
Public Health Agency of Canada	239,203,322	648,183
Department of Citizenship and Immigration	426,063,120	18,394,813
Immigration and Refugee Board	73,386,852	
Department of Indigenous Services	337,681,042	45,096
Federal Economic Development Agency for Northern Ontario	7,067,901	
Department of Industry	257,481,222	
Atlantic Canada Opportunities Agency	30,372,837	
Canadian Northern Economic Development Agency	8,574,252	
Canadian Space Agency	69,067,630	4,095,818
Copyright Board	799,135	
Department of Western Economic Diversification	18,819,210	
Federal Economic Development Agency for Southern Ontario	17,282,663	
National Research Council of Canada	158,811,548	4,990,953
Natural Sciences and Engineering Research Council	23,322,234	
Social Sciences and Humanities Research Council	19,536,963	
Statistics Canada	110,581,024	
Office of Infrastructure of Canada	66,309,729	760,418
Canadian Intergovernmental Conference Secretariat	1,539,944	
Office of the Chief Electoral Officer	68,114,464	

⁴⁸ Treasury Board of Canada Secretariat, *Public Accounts of Canada - Volume II: Details of Expenses and Revenues*, Sections 2-28.

Office of the Commissioner of Official Languages	7,987,949	
Department of Justice	170,040,990	
Administrative Tribunals Support Service of Canada	25,162,025	
Canadian Human Rights Commission	14,359,116	
Courts Administration Service	35,009,732	
Law Commission of Canada	2,768,475	
Office of the Commissioner for Federal Judicial Affairs	726,800	
Office of the Director of Public Prosecutions	38,835,948	
Offices of the Information and Privacy Commissioners of Canada	14181076	
Registrar of the Supreme Court of Canada	14,689,227	
Department of National Defence	1,405,569,247	14,634,435
Military Grievances External Review Committee	2,382,708	
Military Police Complaints Commission	2,007,852	
Canada Revenue Agency	1,178,076,326	9,161,016
Department of Natural Resources	218,055,272	3,147,140
Canadian Energy Regulator	47,298,542	
Canadian Nuclear Safety Commission	50,374,879	
Office of the Governor General's Secretary	8,802,872	
Library of Parliament	13,653,861	
Office of the Conflict of Interest and Ethics Commissioner	2,667,876	
Secretariat of the National Security and Intelligence Committee of Parliamentarians	847,557	
Privy Council Office	121,924,411	
Canadian Transportation Accident Investigation and Safety Board	8,927,284	
National Security and Intelligence Review Agency Secretariat	10,532,876	
Office of the Intelligence Commissioner	597,080	
Public Service Commission	37,794,388	
Department of Public Safety and Emergency Preparedness	81,012,076	
Canada Border Services Agency	524,682,641	19,664,868
Civilian Review and Complaints Commission for the Royal Canadian Mounted Police	4,405,370	
Correctional Service of Canada	402,545,463	22,180,428
Office of the Correctional Investigator of Canada	1,561,141	
Parole Board of Canada	13,700,453	
Royal Canadian Mounted Police	763,011,783	18,504,518
Department of Public Works and Government Services	395,840,588	30,526,064
Shared Services Canada	338,811,080	11,026,271
Department of Transport	259,050,626	10,022,988
Canadian Transportation Agency	11,910,894	
Treasury Board Secretariat	117,241,799	
Canada School of Public Service	23,947,239	
Office of the Commissioner of Lobbying	1,538,539	
Office of the Public Sector Integrity Commissioner	2,040,806	
Department of Veterans Affairs	130,680,752	
Department for Women and Gender Equality	22,699,564	
Total	12,840,338,159	287,290,258
Grand Total	13,127,628,417	

Table 3: Government of Canada Operating Spending⁴⁹

Standard Object	Cash Spending (\$000s)
Personnel	56,467,851
Transportation and communications	3,228,497
Information	595,628
Professional and special services	18,591,373
Rentals	4,484,980
Repair and maintenance	4,340,821
Utilities, materials and supplies	8,555,149
Total Cash Operating	96,264,299

⁴⁹ Treasury Board of Canada Secretariat, *Public Accounts of Canada - Volume II: Details of Expenses and Revenues*, Section 1 - Table 3.



Equation 1

$$\text{Internal Services Ratio} = \frac{\text{Internal Services Spending}}{\text{Operating Spending}}$$

Table 4: Government of Canada Internal Services Ratio

Internal Service Spending	13,127,628
Operating Spending	96,264,299
Internal Service Ratio	14%

Appendix C: Contingency Benchmarks for Capital Budgeting

Based on guidance from Infrastructure Canada (INFC) and Public Services and Procurement Canada (PSPC), **IFSD could reasonably apply a 25% contingency factor to FNCFS Phase 3 capital estimates.** INFC recommends that applicants apply a 21% to 30% contingency factor to Class D estimates (see Table 5) when applying for capital funding through streams such as the Rural Transit Solutions Fund, Zero Emission Transit Fund, and Disaster Mitigation and Adaptation Fund.⁵⁰ PSPC allows a design allowance of 20% for Class D construction cost estimates.⁵¹

Table 5: INFC Contingency Percentages by Estimate Class⁵²

Estimate Class	Contingency Guideline
Class A – bids received, evaluated and verified	5% – 10%
Class B – detailed design	11% – 15%
Class C – preliminary design	16% – 20%
Class D – conceptual design	21% – 30%

IFSD consulted other standards for contingency benchmarks as guidance for capital budgeting which include the following:

- The Royal Architectural Institute of Canada (RAIC) suggests that Class D estimates are accurate to $\pm$ 20-30%.⁵³
- The US Department of Transit (DOT) Federal Transit Administration (FTA) suggests that 40% is a prudent minimum contingency factor for projects “[a]t nominal 15% design level.”⁵⁴
- The Treasury Board of Canada Secretariat’s (TBS) *Archived - Guideline on Cost Estimation for Capital Asset Acquisitions*, suggests that “expenditures can vary from an un-adjusted rough-order-of-magnitude (ROM) cost estimate by up to 40 per cent, from

⁵⁰ Infrastructure Canada, “Step-by-Step Guide for Applications to the Capital Stream of the Rural Transit Solutions Fund;” Infrastructure Canada, “Step-by-Step Guide for Capital Projects Application Form;” Infrastructure Canada, “Disaster Mitigation and Adaptation Fund: Applicant Guide.”

⁵¹ Public Services and Procurement Canada, *Doing Business with PWGSC Documentation and Deliverables Manual*, 12.

⁵² Infrastructure Canada, “Step-by-Step Guide for Applications to the Capital Stream of the Rural Transit Solutions Fund.”

⁵³ Royal Architecture Institute of Canada, “Chapter 4.2: Construction Project Cost Planning and Control,” in *Part 4: The Design-Construction Program of Canadian Handbook of Practice for Architects* (2020-2022), <https://chop.raic.ca/chapter-4.2#b3-4>.

⁵⁴ US DOT Federal Transit Administration, *Oversight Procedure 40 - Risk and Contingency Review* (United States Government, March 2022), M-2, <https://www.transit.dot.gov/sites/fta.dot.gov/files/2022-05/OP40-Risk-Contingency-Review-Mar-2022.pdf>.

an un-adjusted indicative estimate by up to 25 per cent, and from an un-adjusted substantive estimate by up to 15 per cent.”⁵⁵

- Infrastructure BC suggests that Class D estimates are typically accurate to $\pm 25\%$.⁵⁶
- Newfoundland and Labrador’s Department of Transportation and Infrastructure allows municipal applicants to apply a maximum contingency of 10% to new construction buildings that cost less than \$5M, and 8% for those that cost over \$5M.⁵⁷ **These guidelines do not refer to estimate classes, so may not apply to Class D estimates.**
- The Wisconsin Department of Administration, Division of Facilities Development recommends capital project budgets include a 15% contingency.⁵⁸ **These guidelines do not refer to estimate classes, so may not apply to Class D estimates.**

⁵⁵ Treasury Board Secretariat, “Archived - Guideline on Cost Estimation for Capital Asset Acquisitions,” *Government of Canada*, last updated June 11, 2019, <https://www.tbs-sct.canada.ca/pol/doc-eng.aspx?id=30094&section=html>.

⁵⁶ Infrastructure BC, *Infrastructure Capital Budgeting: Design Build / Design Build Finance Building Projects* (March 2021), <https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/services-policies-for-government/internal-corporate-services/capital-asset-management-framework/ibc-infrastructure-capital-db-budgeting-guidance.docx>, Appendix B.

⁵⁷ Department of Transportation and Infrastructure, *Municipal Infrastructure Capital Works Contingency Allowance Policy* (Government of Newfoundland and Labrador, May 2023), <https://www.gov.nl.ca/ti/files/MI-Policy-Cost-Contingency-Allowance-May-2023.pdf>, Table 1.

⁵⁸ Department of Administration, *State of Wisconsin Capital Budget Instructions [2025-2027]* (State of Wisconsin, n.d.), accessed June 19, 2024, 3, https://doa.wi.gov/DFDM_Documents/State-Building-Program/CapBud/2025-27%20Capital%20Budget%20Instructions.pdf.

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APPENDIX E1

FNCFS AGENCY QUESTIONNAIRE

QUESTIONNAIRE FOR FNCFS AGENCIES

You are invited to complete this questionnaire on behalf of your FNCFS agency, to share information and practices to help inform the long-term reform of the FNCFS program.

Your participation in this questionnaire is voluntary. If at any time you wish to withdraw your participation, contact **helaina.gaspard@ifsd.ca** and your data will be destroyed.

Definitions

Child and family services: programs, resources, tools or supports that support the healthy social development of children and families, with a focus on building resiliency.

Prevention services: programs, resources, tools, or supports that aim to limit exposure or re-exposure to the child protection system.

Protection services: services to promote child safety, often by removing the child and placing them in care.

Child in care: a child of the First Nation that is in protective services, whether they are in care in the First Nation or outside of the community.

Fiscal year 2021–22: the period from April 1, 2021 to March 31, 2022.

First Nations-led secretariat: proposed national organization with regional connections to support data analysis and programming for First Nations by First Nations.

Post-majority supports: programs and services for youth ageing out of the care system.

Customary care and kinship adoptions: placement and/or adoption of children in care with family members.

Full-time equivalent (FTE): the number of employees that work a full-time work schedule.

Part-time equivalent (PTE): the number of employees that work less than a full-time work schedule.

Agency name:

Contact name:

E-mail: Phone:

Communities served

1. How many First Nations does your agency serve?

2. How many people does your agency serve?

3. Approximately what percentage of the people served are:

- a. In community (on-reserve)

- b. Elsewhere (off-reserve)

Programs and services

4. What services does your agency provide? Select all that apply.

- ☐ Protection services
- ☐ Post-majority care services
- ☐ Prevention services
 - ☐ Family violence prevention
 - ☐ Healthy child development
 - ☐ Maternal-child health and development
 - ☐ After school programming and supports
 - ☐ Poverty alleviation
 - ☐ Family preservation
 - ☐ Parenting supports and resources
 - ☐ Healthy eating
 - ☐ Healthy active lifestyle
 - ☐ Land-based programming for children, youth, and families
 - ☐ Safe homes for transition and/or respite
 - ☐ Group homes for youth
 - ☐ Community housing or transition housing
 - ☐ Respite services
 - ☐ Mental health services
 - ☐ Early learning and childhood development

☐ Special needs services

☐ Other (please specify):

5. Do you offer post-majority care services?

☐ Yes ☐ No

a. If **yes**, describe your programs and services.

b. Are there any changes you would like to make? Please specify.

6. Do you have policies or practices in place for customary adoption and kinship care?

☐ Yes ☐ No

a. If **yes**, describe your policies and practices.

b. Are there any changes you would like to make? Please specify.

7. Does your agency provide legal services for parents and families?

☐ Yes ☐ No

a. If **yes**, describe services.

b. Are there any changes you would like to make? Please specify.

8. Does your agency provide mediation services for parents and families?

☐ Yes ☐ No

a. If **yes**, describe services.

b. Are there any changes you would like to make? Please specify.

9. Where does your agency provide most of their services:

☐ In community (on-reserve)

☐ Elsewhere (off-reserve)

☐ Other (please specify):

10. If your agency provides protection services, how many children are in-care?

a. Please specify how many of the children in care are:

First Nations (on-reserve)

First Nations (off-reserve)

Indigenous (on-reserve)

Indigenous (off-reserve)

Programming considerations

11. How many full-time equivalent staff do you have to deliver services?

a. What are their titles?

12. How many part-time equivalent staff do you have to deliver services?

a. What are their titles?

13. Do you have any difficulty attracting qualified staff?

☐ Yes ☐ No

a. If **yes**, what are some reasons why?

14. Do you have any difficulty retaining qualified staff?

☐ Yes ☐ No

a. If **yes**, what are some reasons why?

15. Are there programs or services you would like to offer but cannot?

☐ Yes ☐ No

a. If **yes**, what are the limitations? Select all that apply.

☐ Funding

☐ Staff

☐ Programming space or tools

☐ Limited time for planning

☐ Funding or authority rests with another department or entity in the First Nation, e.g., education, health

☐ Program design

☐ Program implementation/delivery

☐ Program evaluation

☐ Other (please describe):

16. What programs and services would you like to offer?

- ☐ Family violence prevention
- ☐ Healthy child development
- ☐ Maternal-child health and development
- ☐ After school programming and supports
- ☐ Poverty alleviation
- ☐ Family preservation
- ☐ Parenting supports and resources
- ☐ Healthy eating
- ☐ Healthy active lifestyle
- ☐ Land-based programming for children, youth, and families
- ☐ Safe homes for transition and/or respite
- ☐ Group homes for youth
- ☐ Community housing or transition housing
- ☐ Respite services
- ☐ Mental health services
- ☐ Early learning and childhood development
- ☐ Special needs services
- ☐ Other (please specify):

17. Do you have existing sources of support for programming design and delivery, data analysis, operations, etc.?

- ☐ Yes ☐ No

a. If **yes**, please specify the sources of support, e.g., regional organization, community of practice, etc.

18. How could a national First Nations-led secretariat for FNCFS support your agency's mandate? Select all that apply.

- ☐ Program design and delivery
- ☐ Data collection
- ☐ Data analysis
- ☐ Operational supports
- ☐ Other (please specify):

Financial information

19. What were your FNCFS agency's total expenditures for fiscal year 2021–22?

20. What were your FNCFS agency's total revenues for fiscal year 2021–22?

21. What were your FNCFS agency's sources of funds for fiscal year 2021–22? Select all that apply.

- ☐ Federal—ISC
- ☐ Federal—Other
- ☐ Provincial—Social services/children
- ☐ Provincial—Other
- ☐ Other (please describe):

22. What is the source of most of your funding? Select one.

- ☐ Federal—ISC
- ☐ Federal—Other
- ☐ Provincial—Social services/children
- ☐ Provincial—Other
- ☐ Other (please specify):

23. Approximately what percentage of your funding comes from each source selected in question #19?

Federal—ISC

Federal—Other

Provincial—Social services/children

Provincial—Other

Other (please describe):

24. Did your agency request CHRT funding (i.e., prevention, actuals) in fiscal year 2021-22? (If no, proceed to question #27).

☐ Yes ☐ No

25. Why did you request the funding?

- ☐ Capital
- ☐ Prevention services and/or programming
- ☐ Information technology (IT)
- ☐ Cultural programming
- ☐ Salaries and benefits
- ☐ Other (please describe):

26. Were the requested funds received?

- ☐ Yes, all requested funds were received
- ☐ Yes, some requested funds were received
- ☐ No
- ☐ Other (please describe):

27. Did your agency request funding through Jordan's Principle?

☐ Yes ☒ No

a. If **yes**, did you receive the requested funds? ☐ Yes ☒ No

b. Were the funds requested for a: ☐ Individual ☒ Group

c. Were the funds requested for a child in care? ☐ Yes ☒ No

28. If you were to deliver your desired set of services for your First Nation, what would you estimate it would cost for one year? Consider for instance, the costs of personnel (salaries and benefits), program development, capital expenditures, etc. You can think of this as an estimated total budget for one fiscal year.

\$

Capital needs

29. Where do you host your programming? Select all that apply.

- ☐ Agency's space (owned)
- ☐ Agency's space (leased)
- ☐ First Nation's community centre
- ☐ First Nation's gymnasium
- ☐ First Nation's school
- ☐ First Nation's health centre
- ☐ First Nation's social services centre
- ☐ Other (please describe):

30. Do you have the space you need to deliver your programming?

☐ Yes ☒ No

a. If **no**, what programming space is needed?

31. Do your programming spaces meet applicable building codes (e.g., technical specifications or regulations that help to ensure building safety and accessibility)?

☐ Yes ☒ No

32. Could your programming space be improved?

☐ Yes ☐ No

a. If **yes**, how could the programming space be improved?

33. Do you have the office space you need for your staff?

☐ Yes ☐ No

a. If **no**, what office space is needed?

34. Does your office space meet applicable building codes (e.g., technical specifications or regulations that help to ensure building safety and accessibility)?

☐ Yes ☐ No

35. Could your office space be improved?

☐ Yes ☐ No

a. If **yes**, how could your office space be improved?

36. Do you have the necessary technology to do your work?

☐ Yes ☐ No

a. If **no**, what technologies do you require?

☐ Faster internet connection

☐ Updated computer

☐ Additional software

☐ Tablet

☐ Mobile phone

☐ Data collection tools

☐ Data analysis tools

☐ Other (please specify):

37. Do you have assets (other than technology)? (An item is considered an asset when it is intended for use on a continued basis and is typically repaired, not replaced when damaged, and typically, has a useful life of more than one year).

☐ Yes ☐ No

a. What assets do you need? Select all that apply.

- ☐ Vehicles
- ☐ Cultural and language programming tools
- ☐ Canoes, kayaks, paddle boards
- ☐ Other (please specify):

Community well-being

38. How would you express your agency's vision of holistic well-being?

39. Does your agency capture its own information on the well-being of children and families in community?

☐ Yes ☐ No

a. If **yes**, what information is captured?

- ☐ Number of children in care
- ☐ Rates of family reunification
- ☐ Number of children accessing services
- ☐ Number of families accessing services
- ☐ Outcomes for children in care
- ☐ Outcomes for children accessing services
- ☐ Outcomes for families accessing services
- ☐ Community health outcomes
- ☐ Family violence incidents
- ☐ Languages spoken in First Nations served
- ☐ Community engagement in agency activities
- ☐ Community participation in cultural activities
- ☐ Other (please specify):

40. What data would be required to help advance your mandate?

- ☐ Number of children in care
- ☐ Rates of family reunification
- ☐ Number of children accessing services
- ☐ Number of families accessing services
- ☐ Outcomes for children in care
- ☐ Outcomes for children accessing services
- ☐ Outcomes for families accessing services
- ☐ Community health outcomes
- ☐ Family violence incidents
- ☐ Languages spoken in First Nations served
- ☐ Community engagement in agency activities
- ☐ Community participation in cultural activities
- ☐ Other (please specify):

41. Do you have the capacity to collect data necessary for:

- Program design: ☐ Yes ☐ No
- Budgeting: ☐ Yes ☐ No
- Assessing well-being: ☐ Yes ☐ No
- Long-term planning: ☐ Yes ☐ No

a. If you answered **no**, what are your capacity challenges or needs?

- ☐ Funding
- ☐ Technical expertise to analyze data
- ☐ Data governance policy
- ☐ OCAP policies
- ☐ Other (please specify):

42. Would you like to share examples of initiatives, programs, or tools developed or used in your agency to support First Nations children and families?

43. Are there other considerations about child and family services and prevention that you wish to share with IFSD?

44. May IFSD contact you to follow-up on this questionnaire?

☐ Yes ☐ No

Thank you for your participation

Completed questionnaires can be sent to **helaina.gaspard@ifsd.ca**



APPENDIX E2

FNCFS QUESTIONNAIRE FINDINGS

First Nations child and family service (FNCFS) agencies: Analysis of questionnaires

December 13, 2022

IFSD's mandate

- Build budgets, operating plans, and capital needs assessments to support/facilitate transition to setup First Nations and FNCFS agencies for success in a reformed FNCFS system.
- Phase 3 will:
 - Close data gaps, e.g., capital needs, baselines
 - Model and test the proposed funding approach
 - Refine the Measuring to Thrive framework
 - Define First Nations-based delivery models
 - Enhance fiscal certainty and planning tools
 - Build confidence among stakeholders

Principal takeaways

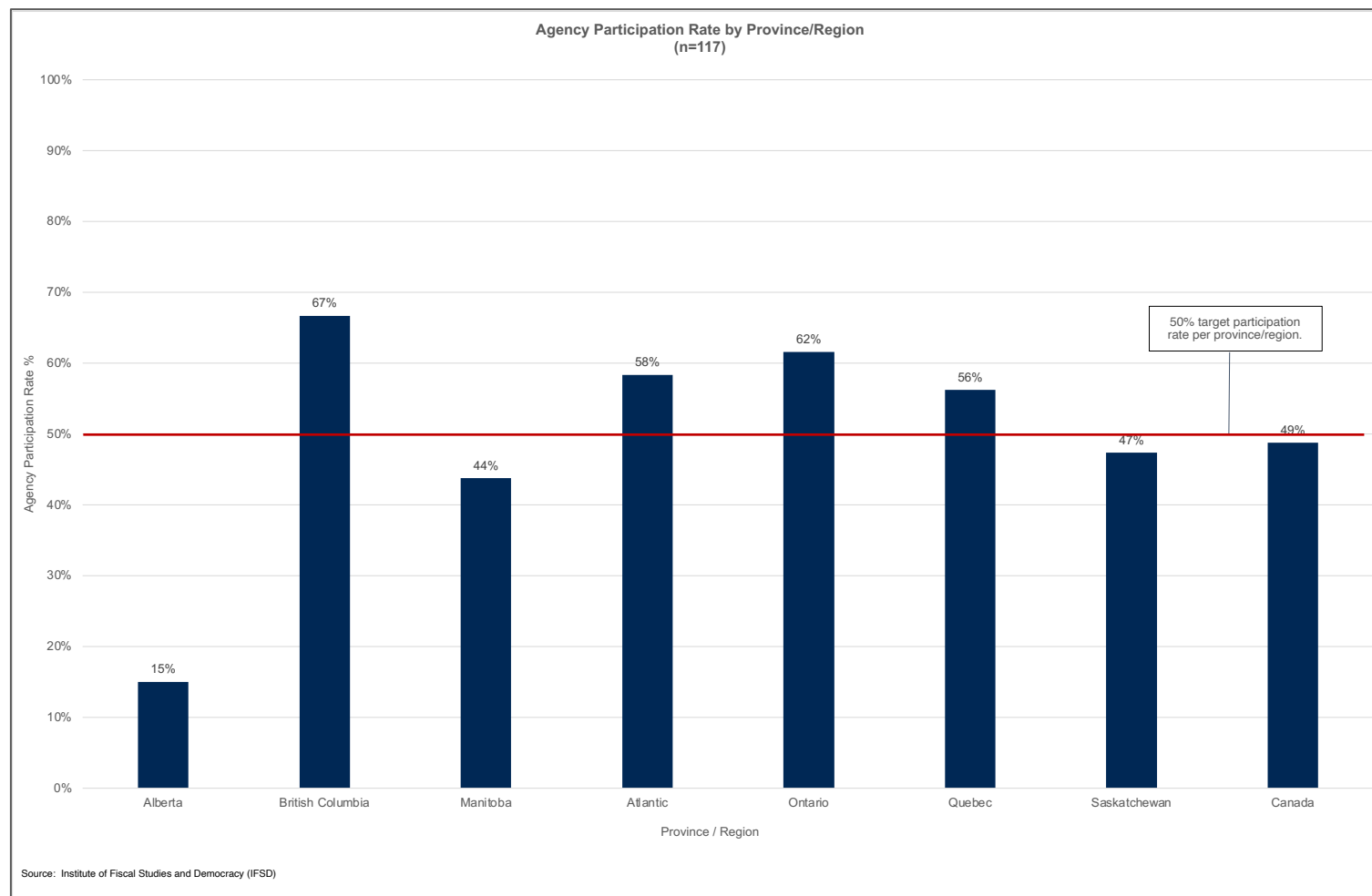
- Average FNCFS agency budgets have increased relative to past exercises.
 - Consistent with funding at actuals and CHRT orders.
- There is a correlation (**but declining**) between total expenditures and revenues and children in care.
 - Hypothesis: Prevention services are being directed to keeping children out of care.
- Correlations between Census 2016 and IRS populations and revenues and expenditures are significant, whereas those correlations with agency-reported population served are much less relevant.
 - Tacit cross-subsidy of federal funding to other supports/services and population residing outside of community is likely.
 - Data suggests that revenues are sought on a smaller population basis than the basis on which expenditures are applied. This could raise issues of budgetary sustainability over the long-run.
- Desired services emphasize housing/lodging with supports, e.g., transition homes, safe homes, etc.
- FNCFS agency revenues=75% federal (ISC) and 20% provincial (ministry of children and families).

Outreach

- All 117 FNCFS agencies were phoned and emailed.
- Initial contact by phone began the week of April 4, 2022.
 - If contact was made, an email including the project overview and registration for a workshop were sent.
- Outreach continued by phone and email from April to October 2022. FNCFS agencies were contacted by phone at least 3 different times, and by email, 5 to 7 times.
- The questionnaire process was closed on November 4, 2022.
- FNCFS agencies that did not participate in the questionnaire were contacted the week of November 28, 2022 and invited to respond to five questions (from the questionnaire).
 - The five questions capture basic information on revenues/expenditures for the baseline exercise (see Appendix).

National participation

- We are approaching 50% national participation.
- The outstanding region remains Alberta.
- This analysis **does not include** shortened responses, i.e., five questions, from FNCFS agencies.

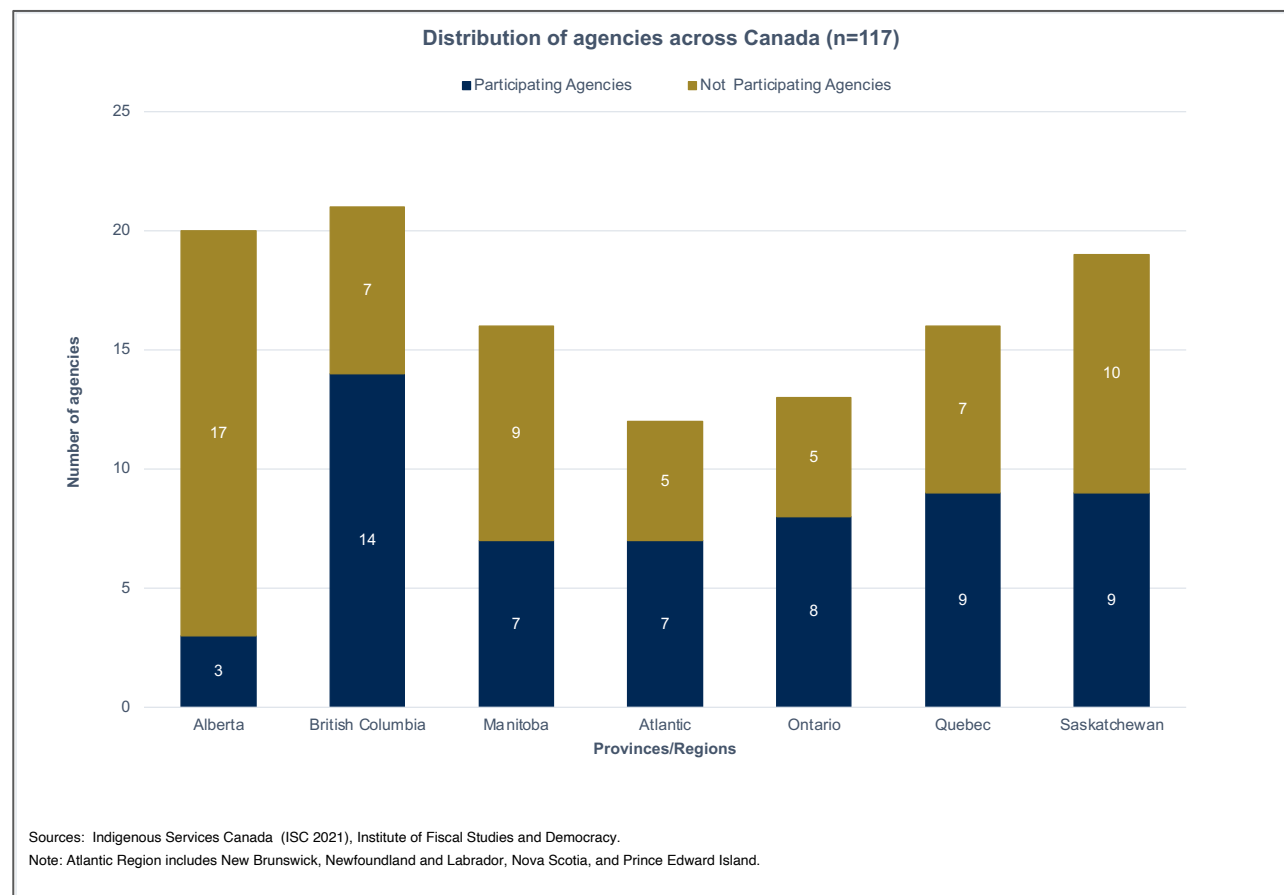


Notes on the analysis

- Descriptive analysis based on questionnaire contributions is presented in this briefing.
- The national **participation rate is relevant (49%)**
- Note that the response rate (n-value) differs for each question.

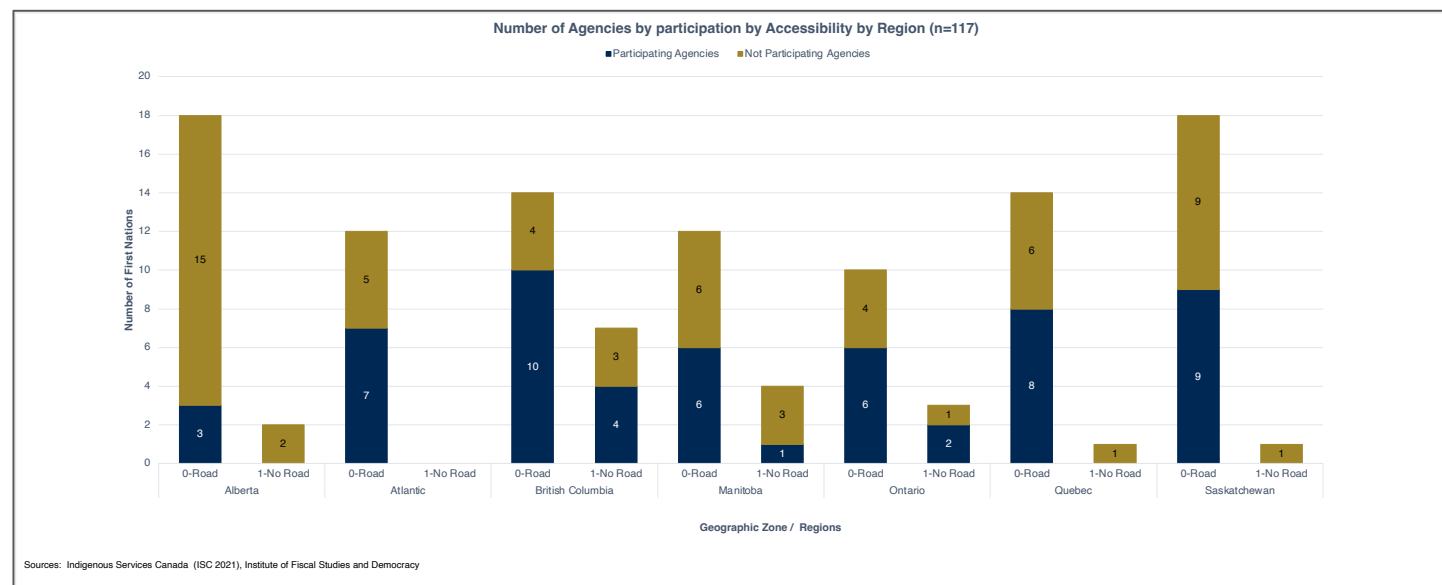
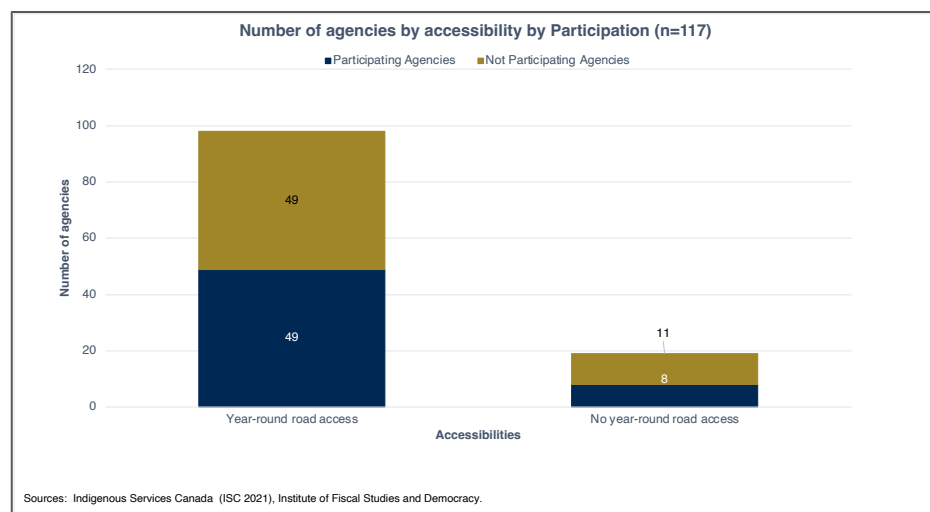
Questionnaire participation

- Other than Alberta, Manitoba, and Saskatchewan, over 50% of FNCFS agencies in provinces/regions participated in the questionnaire.



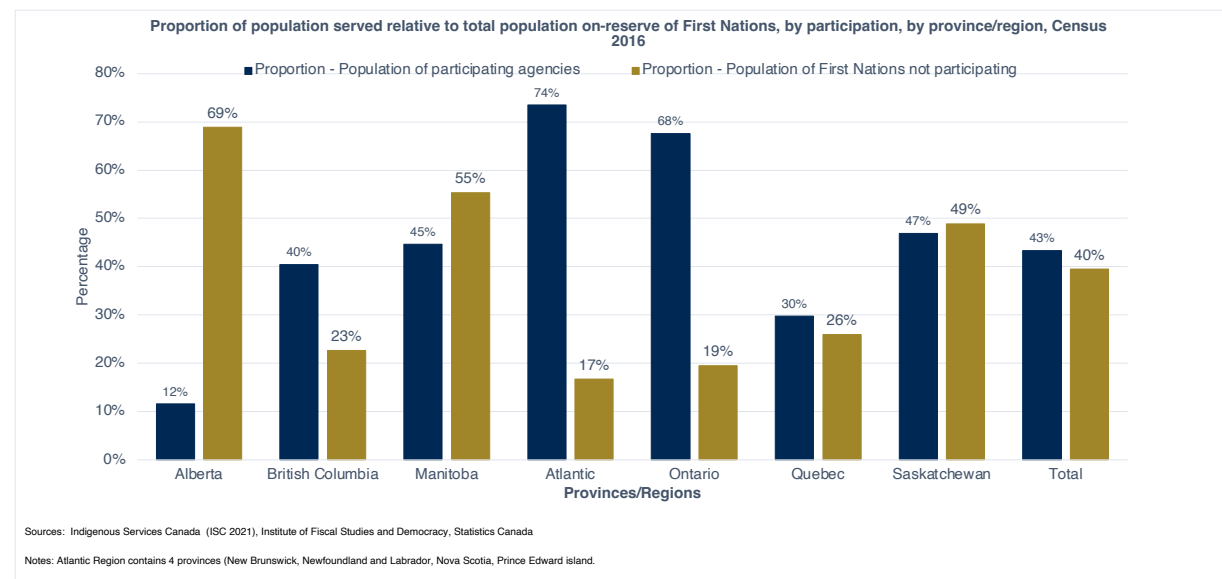
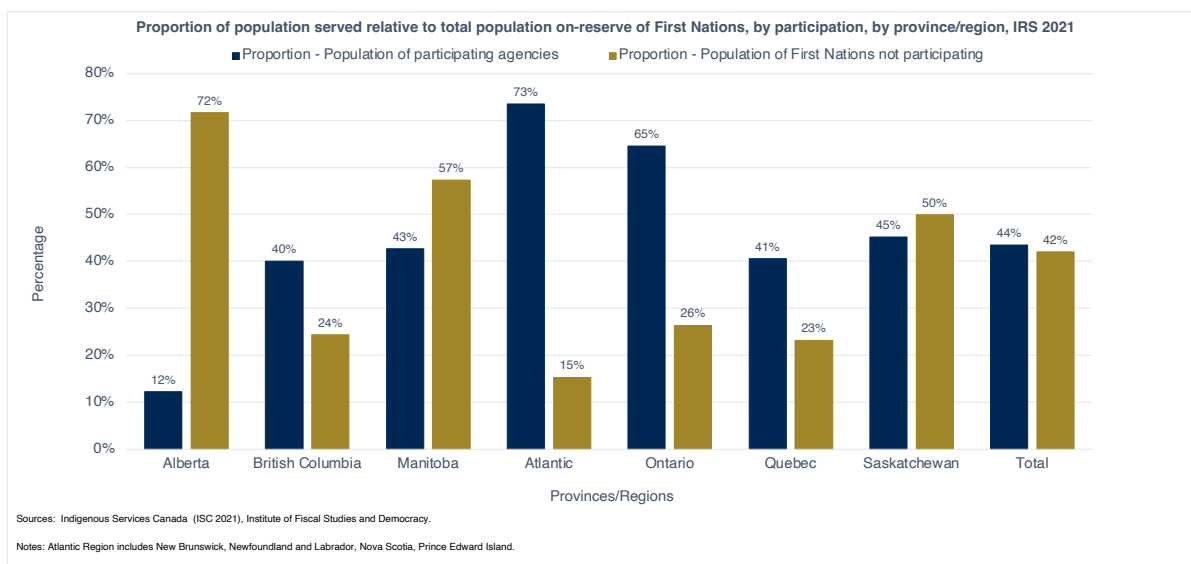
Participation by road access

- There is sufficient representation of FNCFS agencies serving First Nations accessible by year-round road both nationally and on a provincial/regional basis. For those not accessible by year-round road, national representation is sufficient, but varies across provinces/regions. This is not a concern, as past exercises indicate consistency of cost behaviour irrespective of provincial borders.



Participation by population served

- With consideration of IRS 2021 and Census 2016 population data, at a national level, most First Nations served by a FNCFS agency are represented through questionnaire participation.
- There is some variance at provincial/regional levels, consistent with overall questionnaire participation.

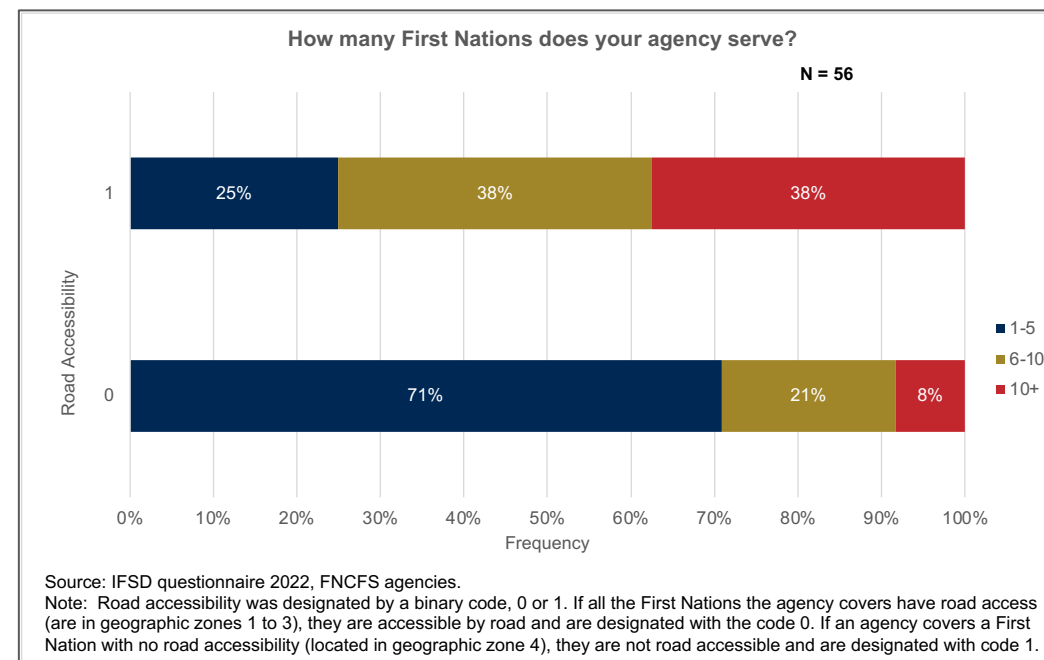
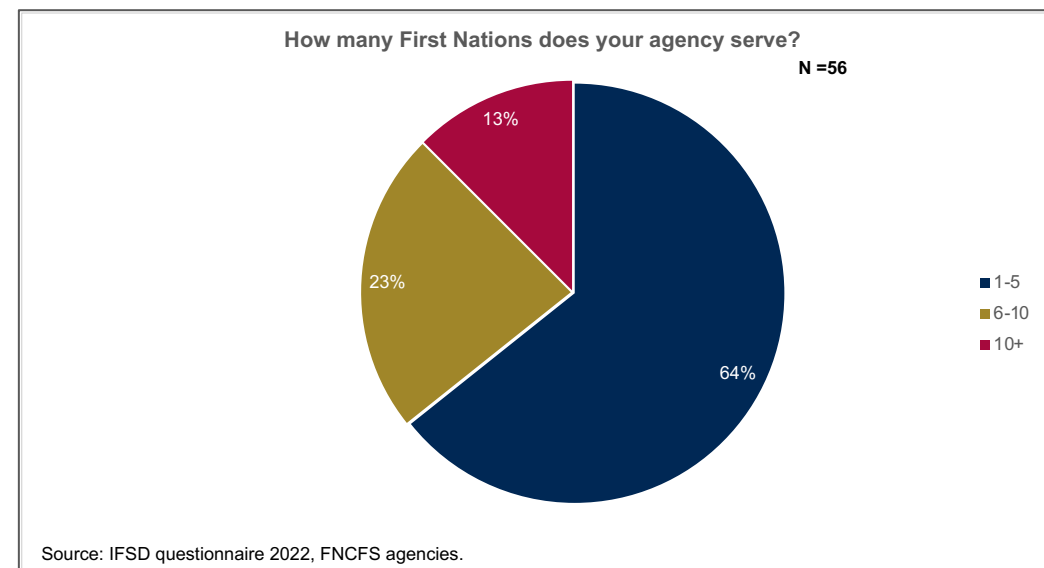




FNCFS agency questionnaire

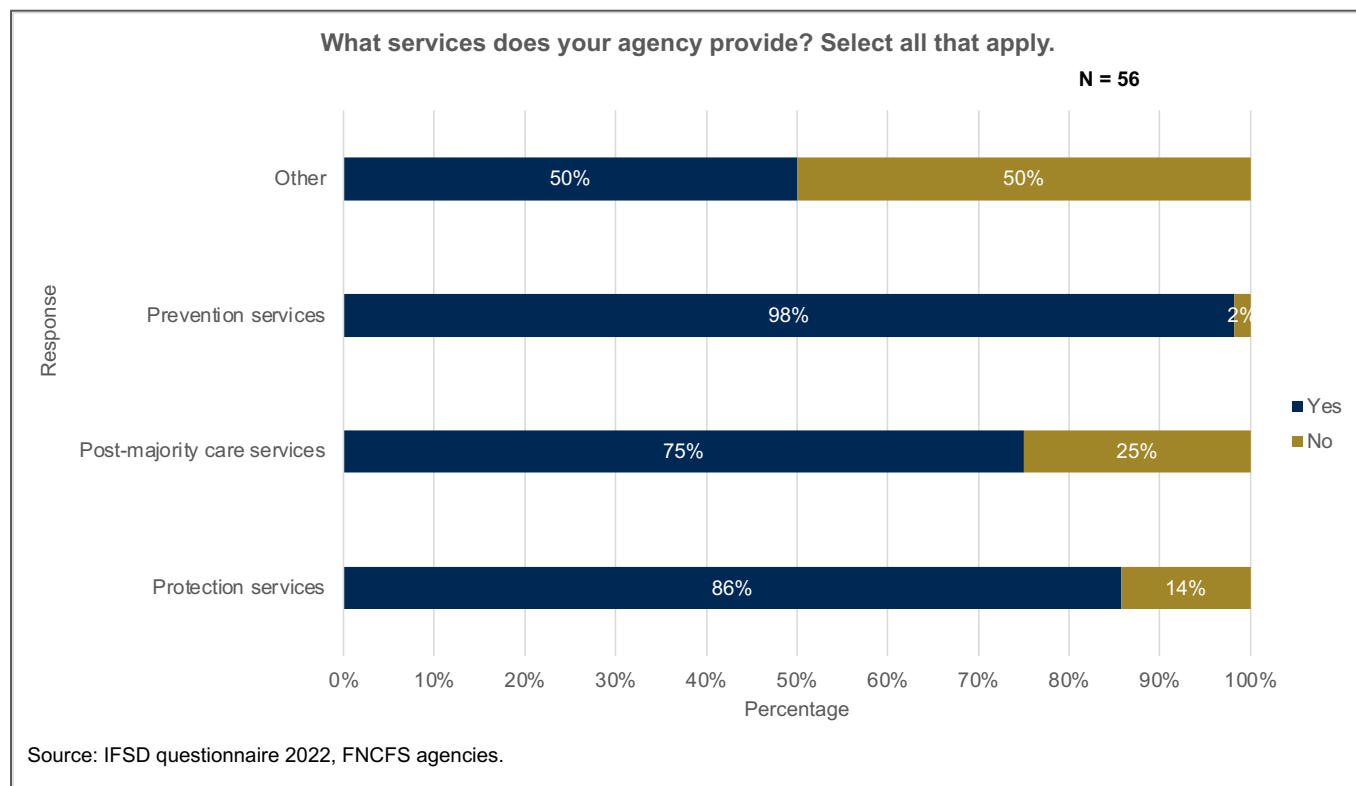
Number of First Nations served

- Most FNCFS agencies serve 5 First Nations or less.
- FNCFS agencies serving a First Nation without road access are more likely to serve more than 10 First Nations.



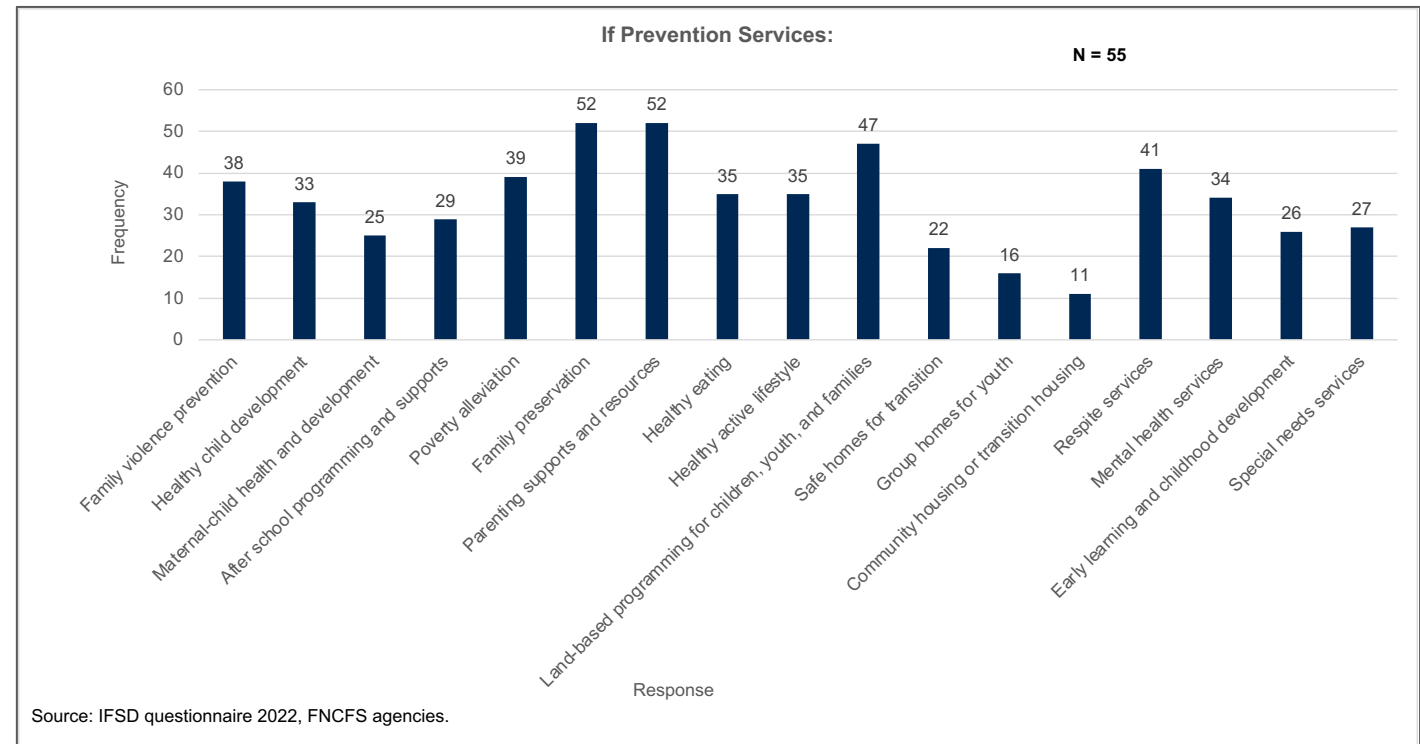
Services provided

- Nearly all participating FNCFS agencies report providing prevention services.
- 86% report providing protection services and 75% report offering post-majority care services.



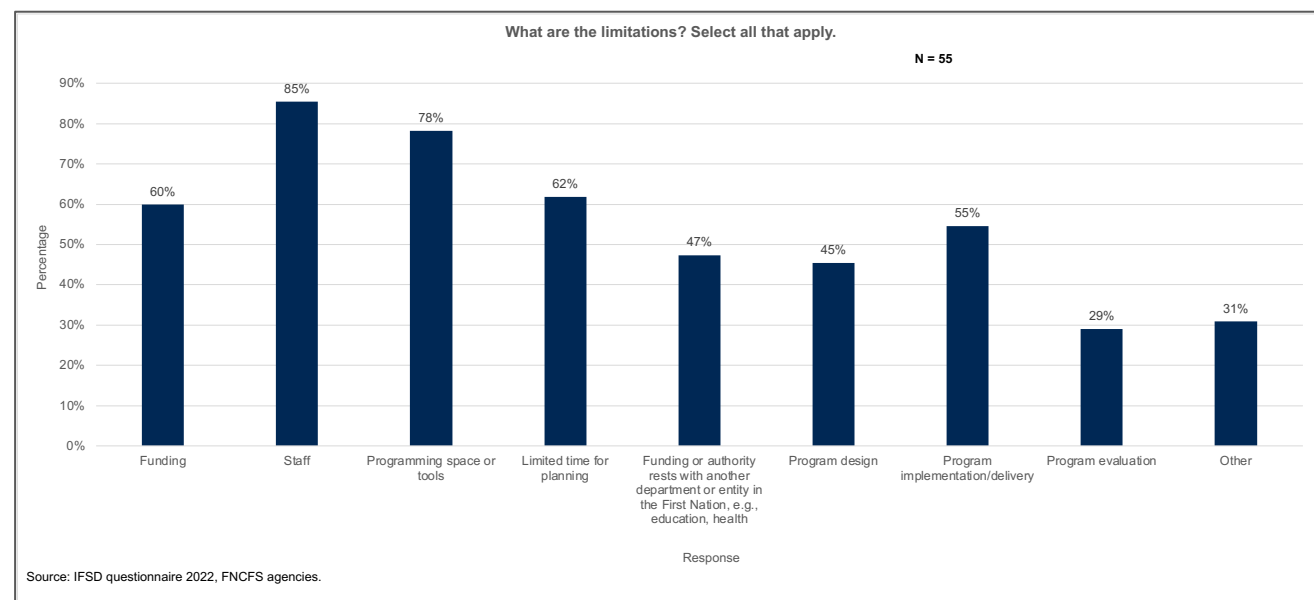
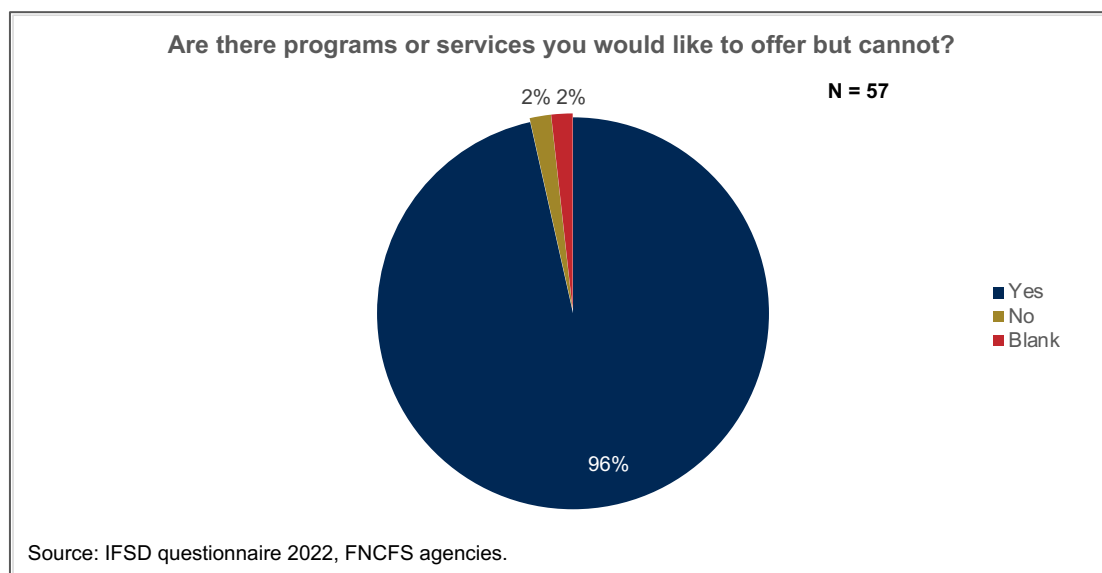
Prevention services

- Of those providing prevention services, the majority report providing parenting supports and resources, family preservation, and land-based programming.
- Hypothesis: the provision of CFS practice-based prevention services may have contributed to the *decline in the correlation* between the number of children in care and the total size of FNCFS agency expenditures and revenues.



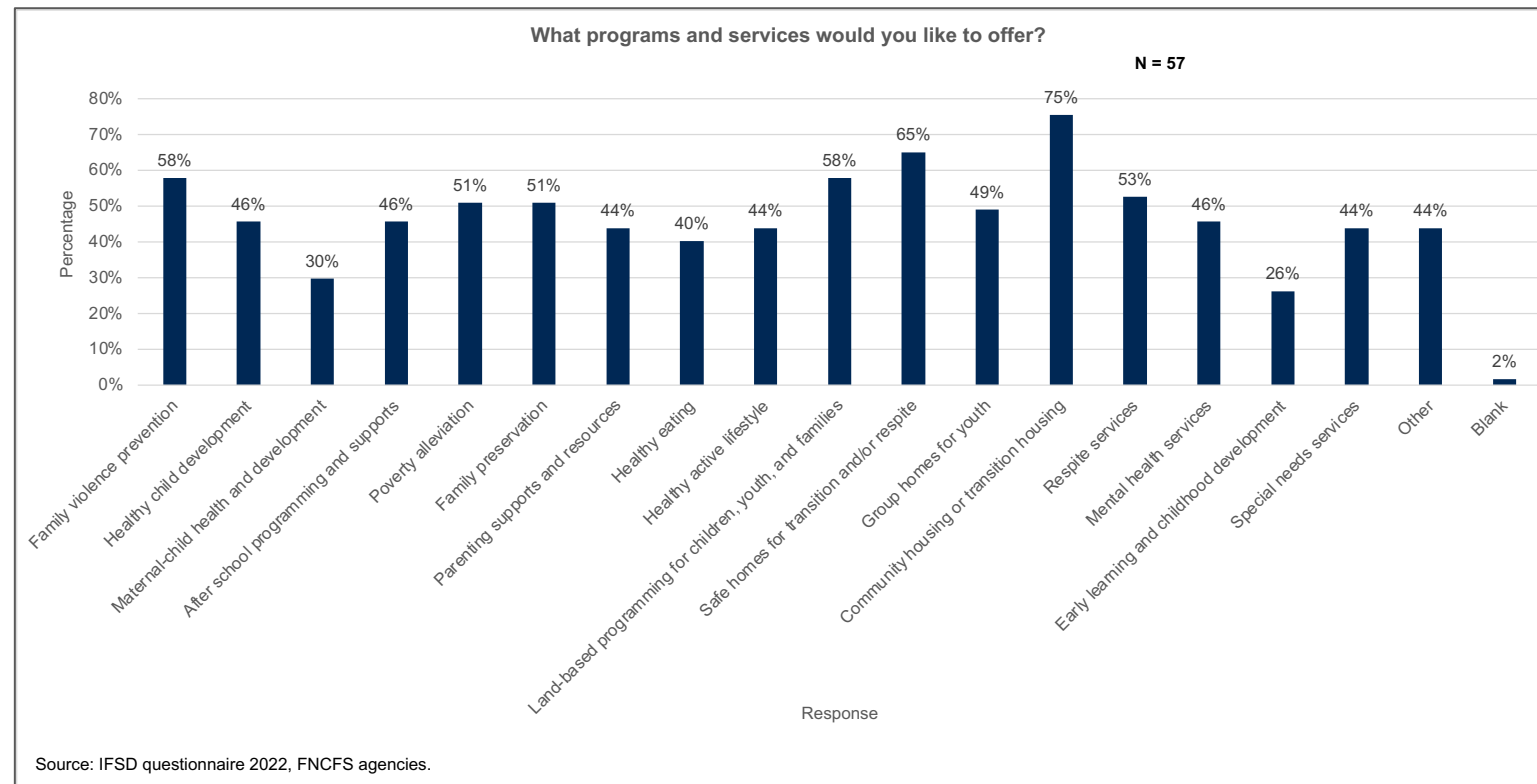
Providing desired services

- Nearly all FNCFS agencies reported **not being able to provide desired services** in their communities.
- The most often-cited limitations were staff, programming space or tools, limited time for planning, and funding.



Desired services

- Specific forms of housing, e.g., community housing or transition housing, and safe homes/respites, stand out among desired services. Family violence prevention and land-based programming also figure prominently.

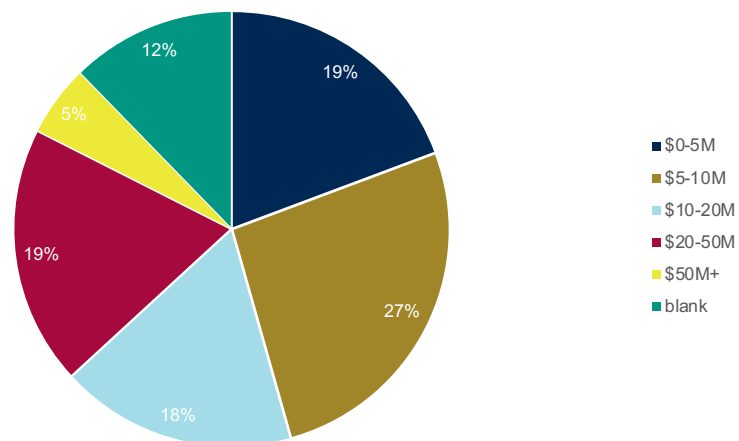


Total expenditures

- Most agencies report expenditures (all sources of funds) of up to \$10M for fiscal year 2020-21.

What were your FNCFS agency's total expenditures for fiscal year 2021–22?

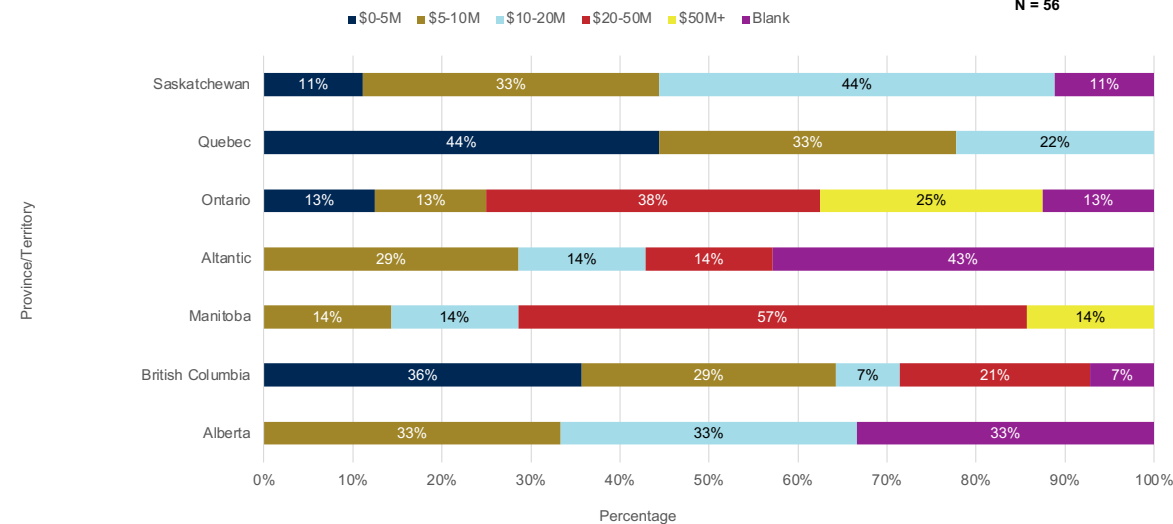
N = 57



Source: IFSD questionnaire 2022, FNCFS agencies.

What were your FNCFS agency's total expenditures for fiscal year 2021–22?

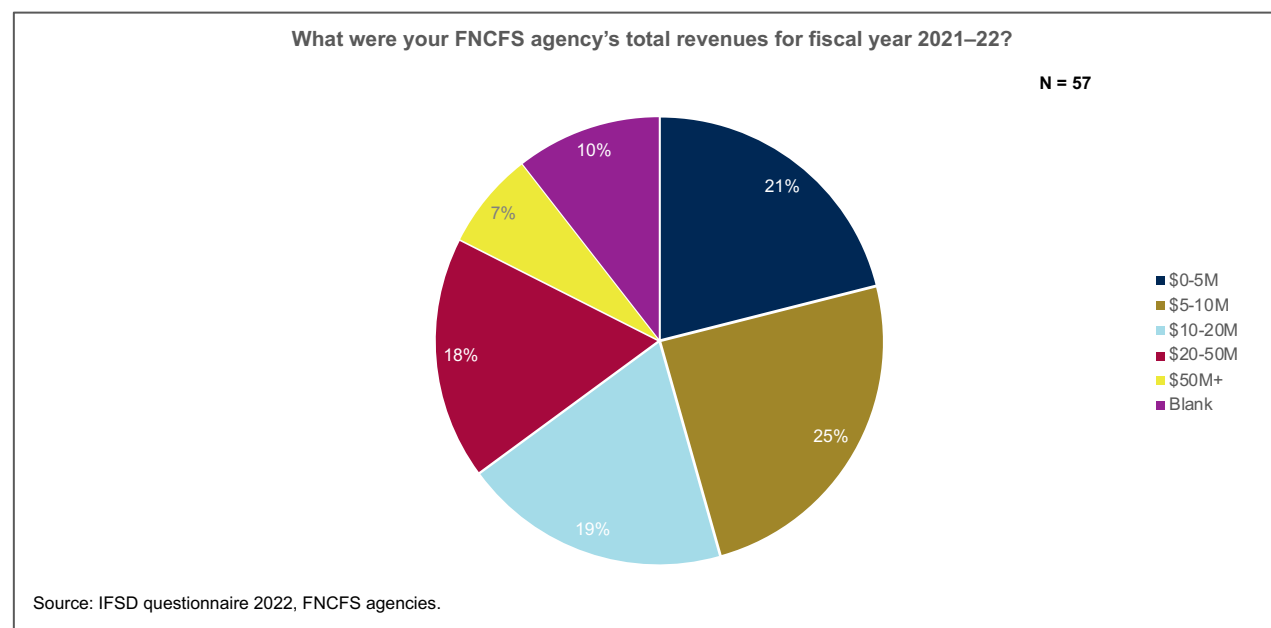
N = 56



Source: IFSD questionnaire 2022, FNCFS agencies.

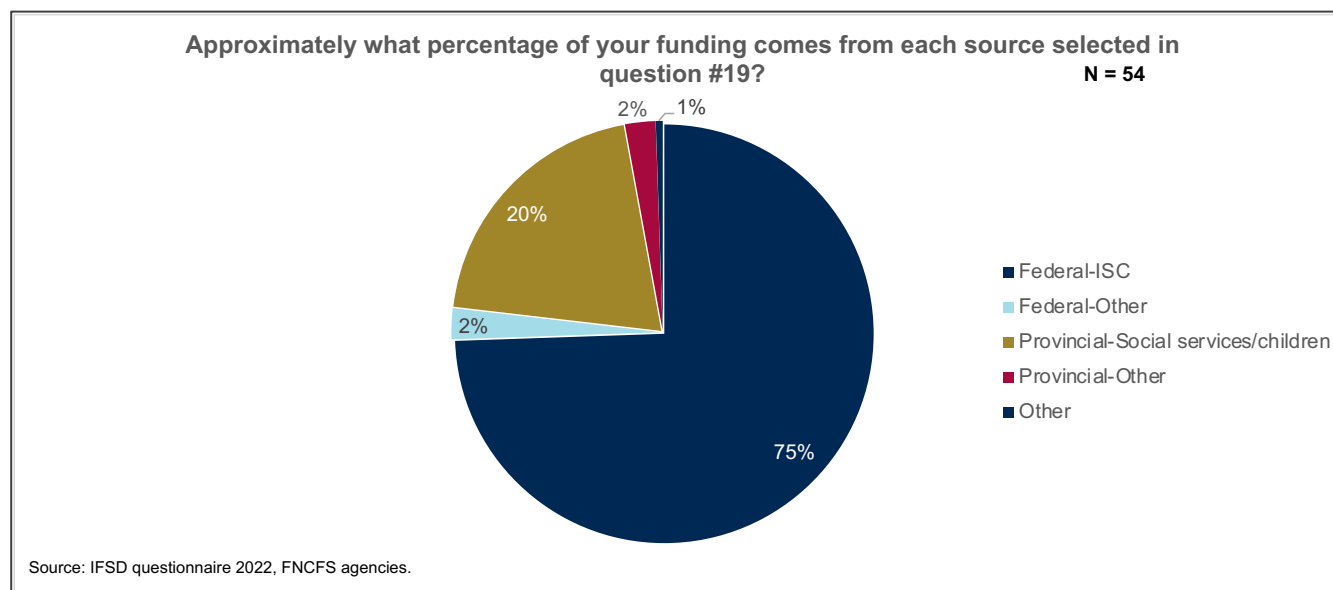
Total revenues

- Nearly half of respondents report revenues below \$10M (all sources of funds).



Baselining budgets

- Respondents report **75%** of their funding from ISC.
 - 2% from other federal sources.
- 20% from provincial social services.
 - 2% from other provincial sources.
- 1% from other sources.

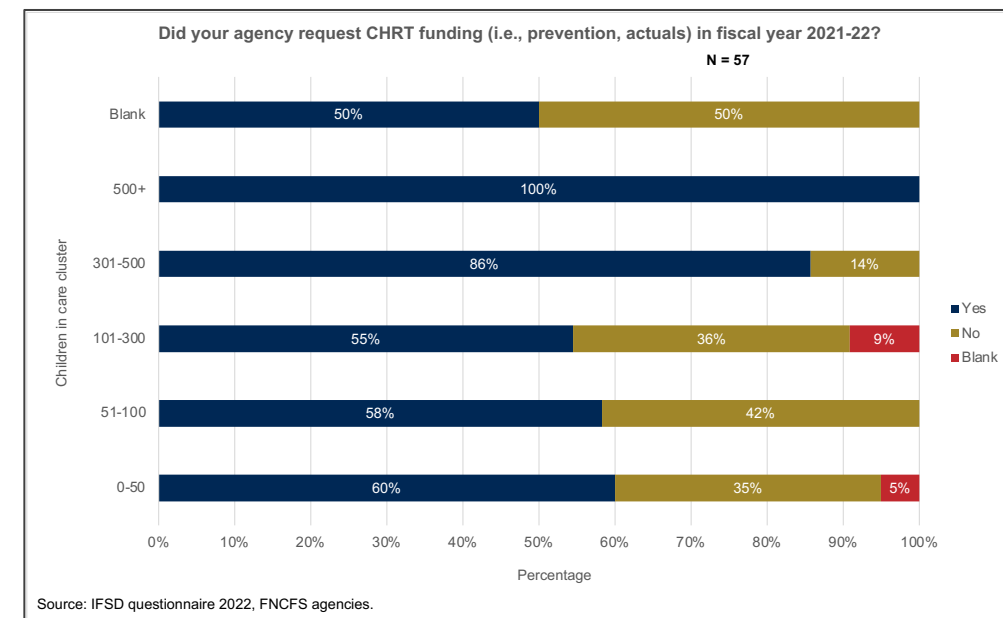
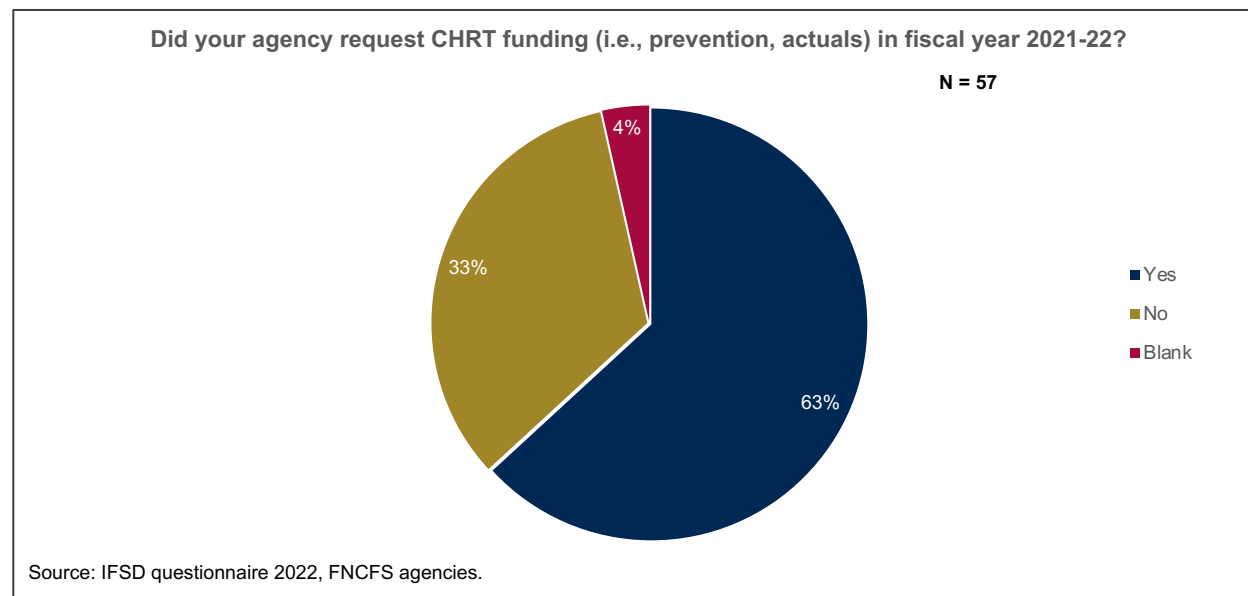


For the updated baseline budget: 75% of total budgets can be considered the “ISC baseline.”

Approx. 80% of total agency budgets come from federal sources.

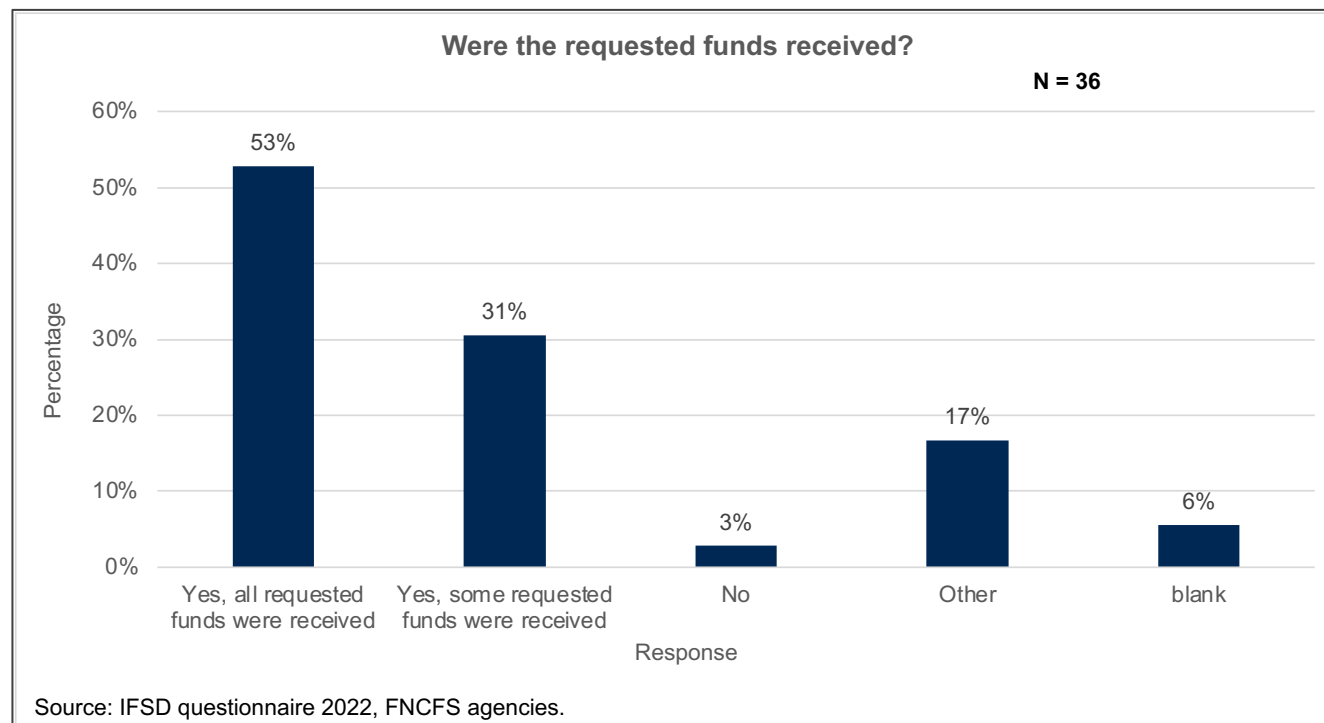
CHRT funding

- Nearly two-thirds of respondents reported requesting CHRT-mandated funding.



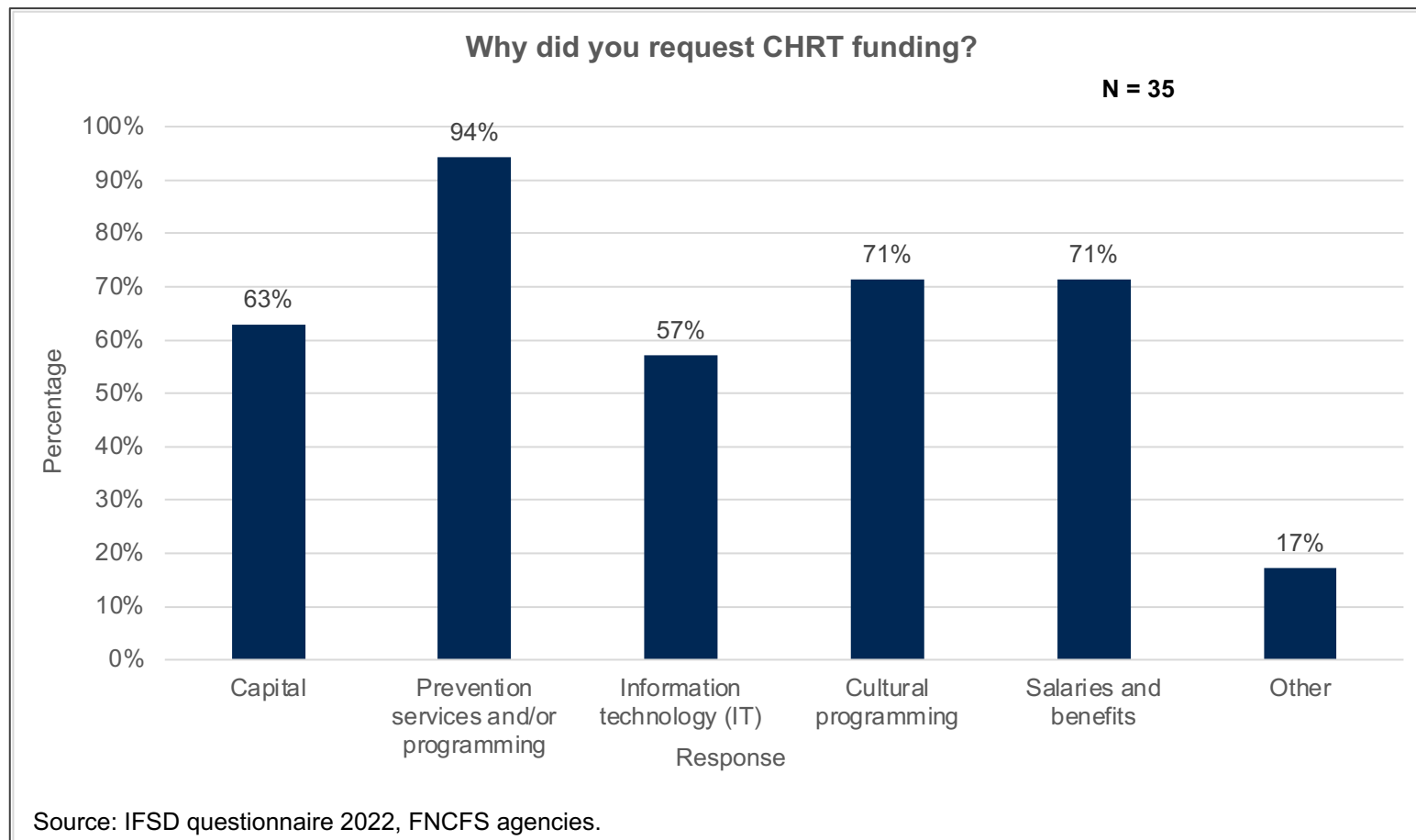
Receipt of CHRT funding

- 84% of respondents receive all or some of their requested CHRT funding.
- There were few reported rejections, but a significant number of non-responses and 'other' responses.



Use of CHRT funding

- Most CHRT funding was requested for prevention programs/services.
- Cultural programming and salaries and benefits followed with some distance.

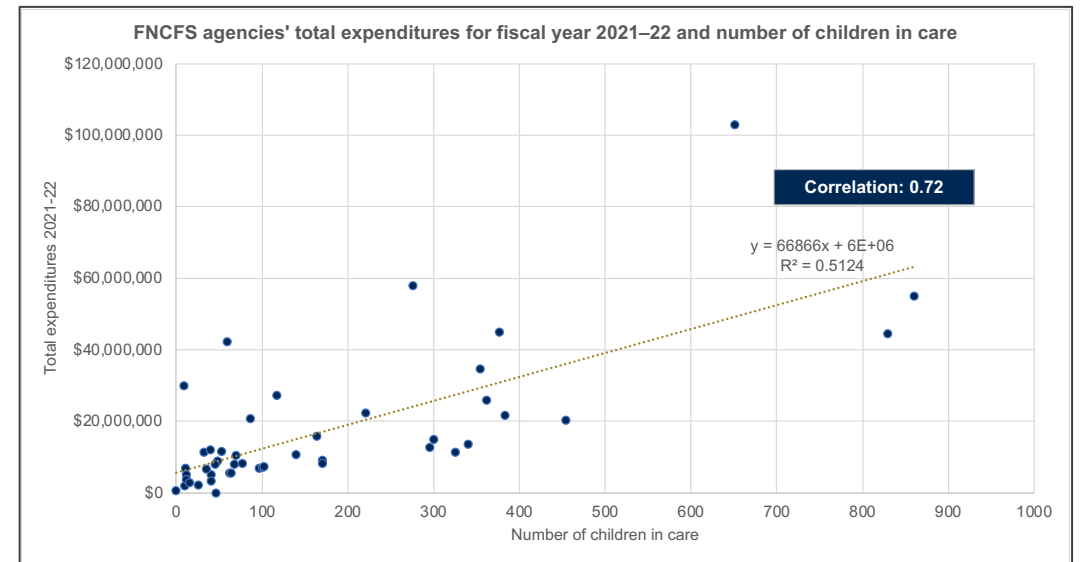
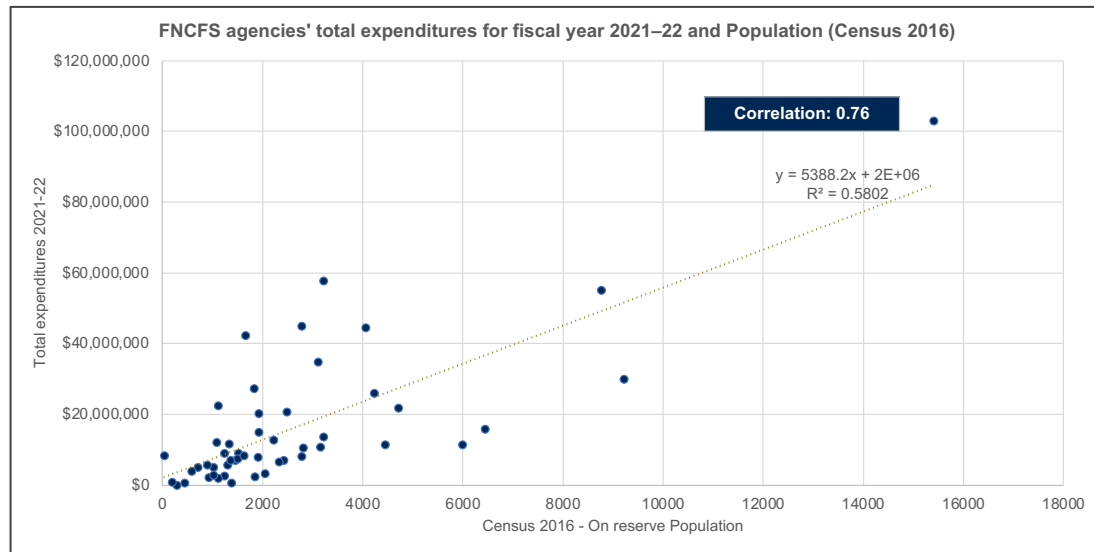
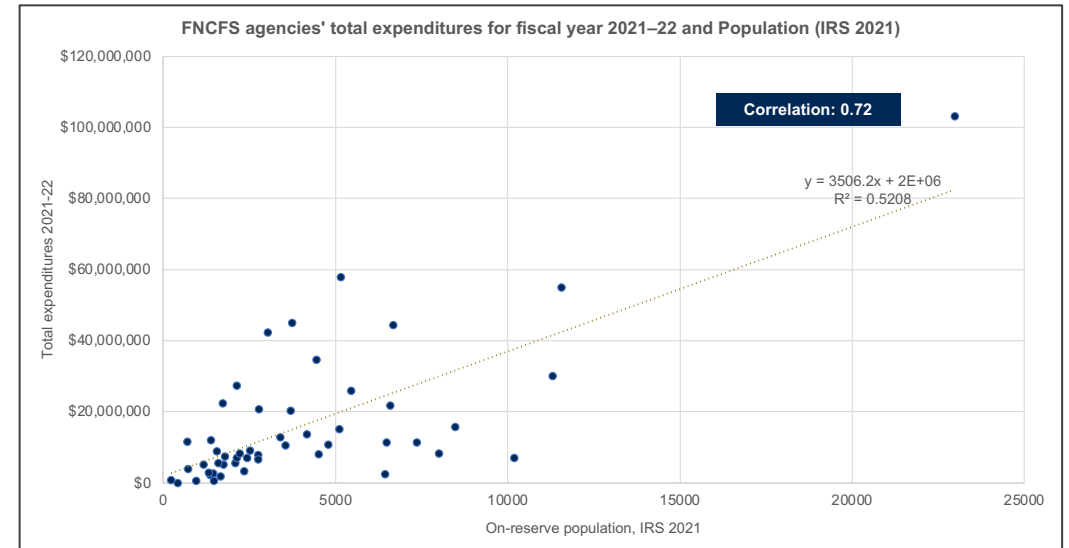
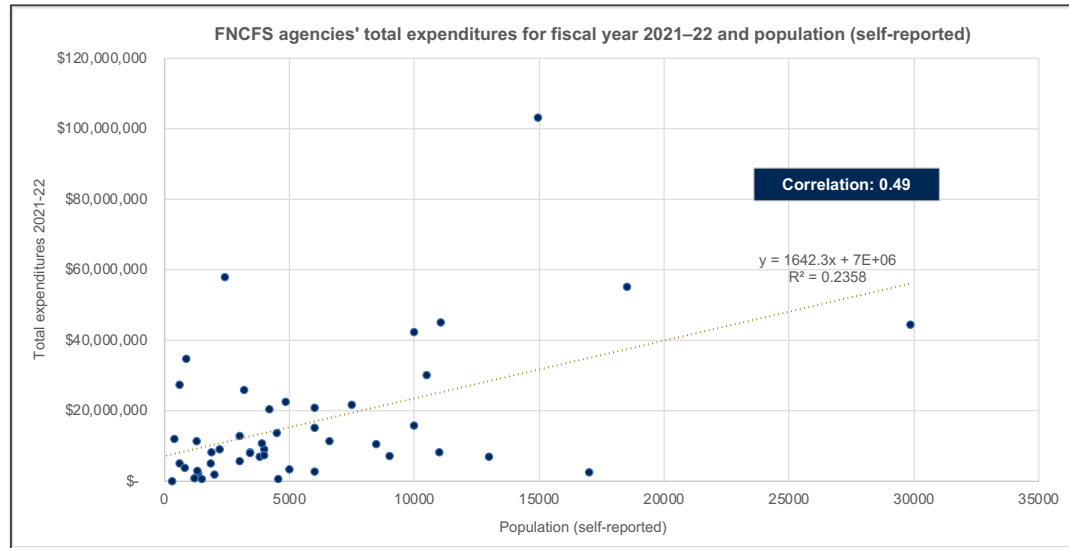


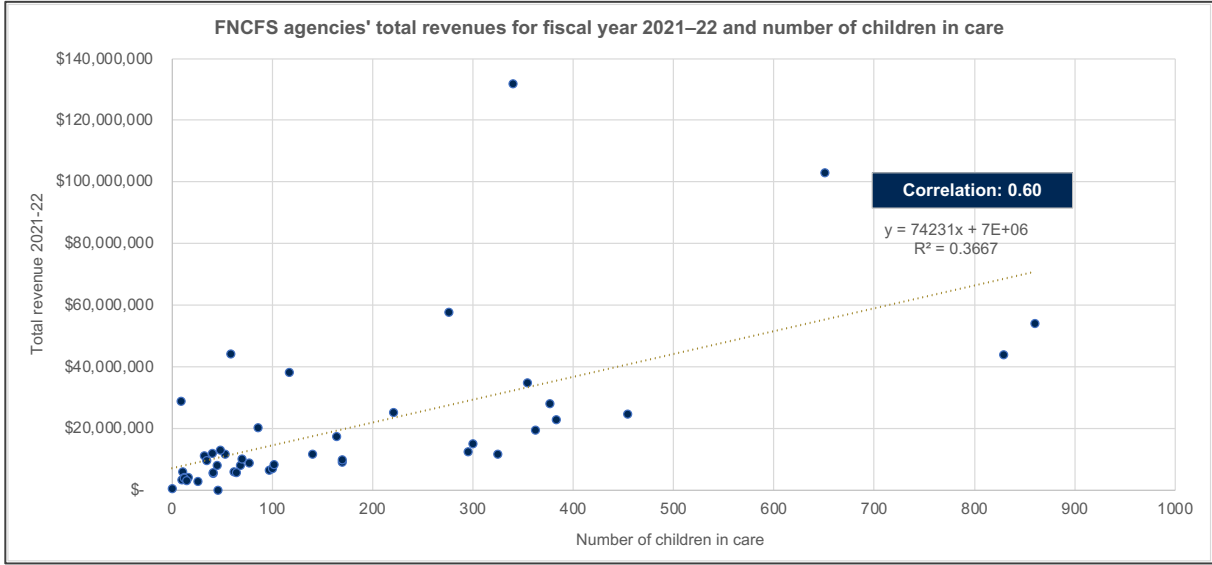
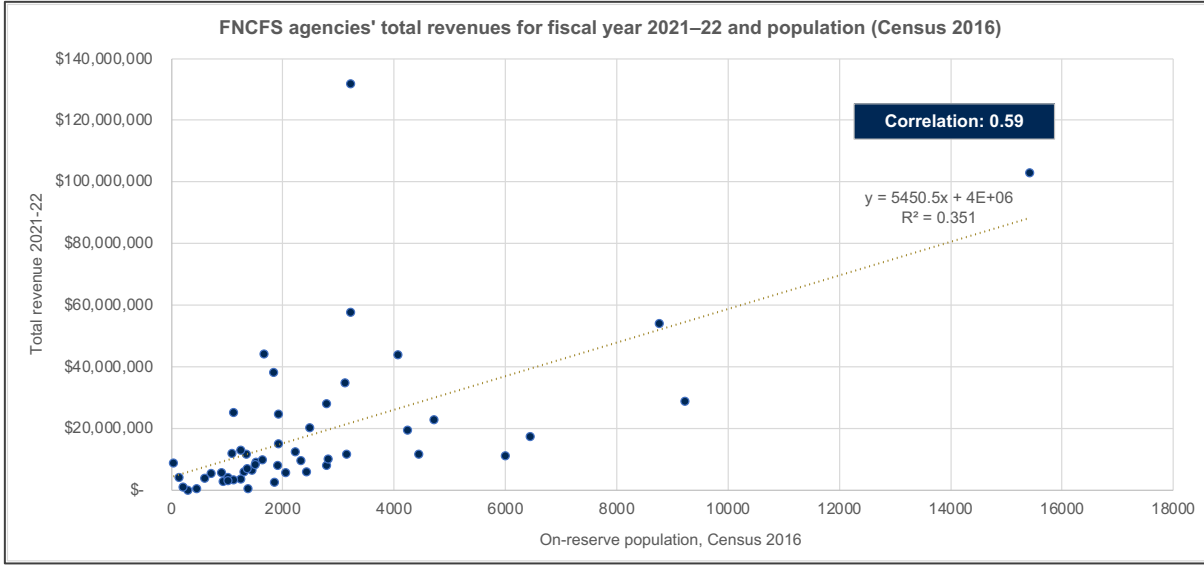
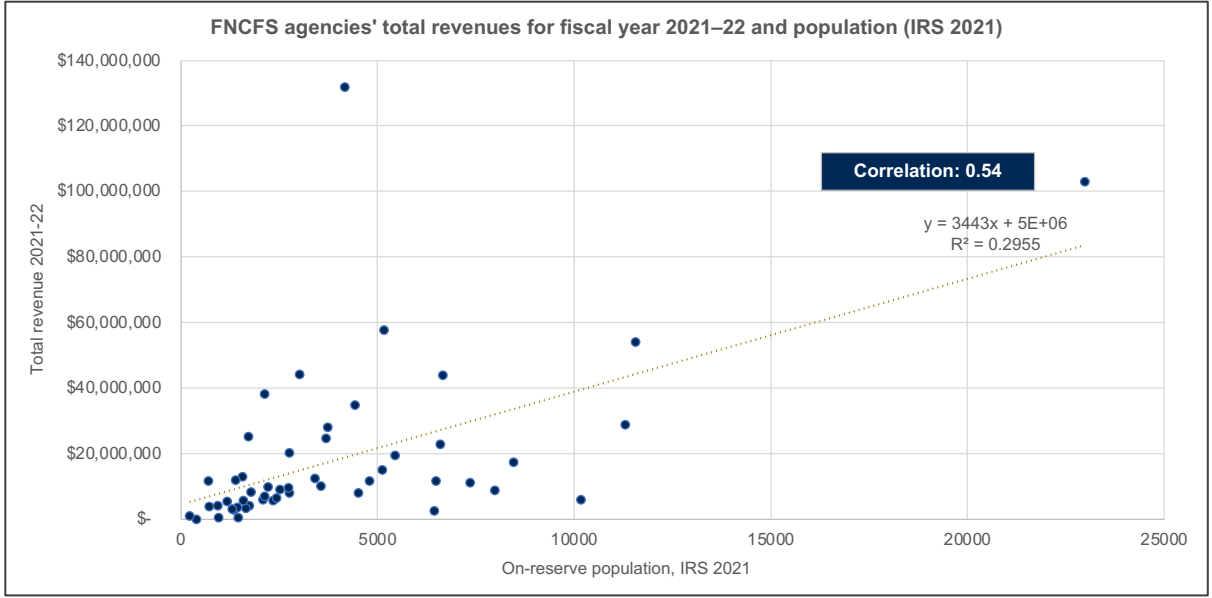
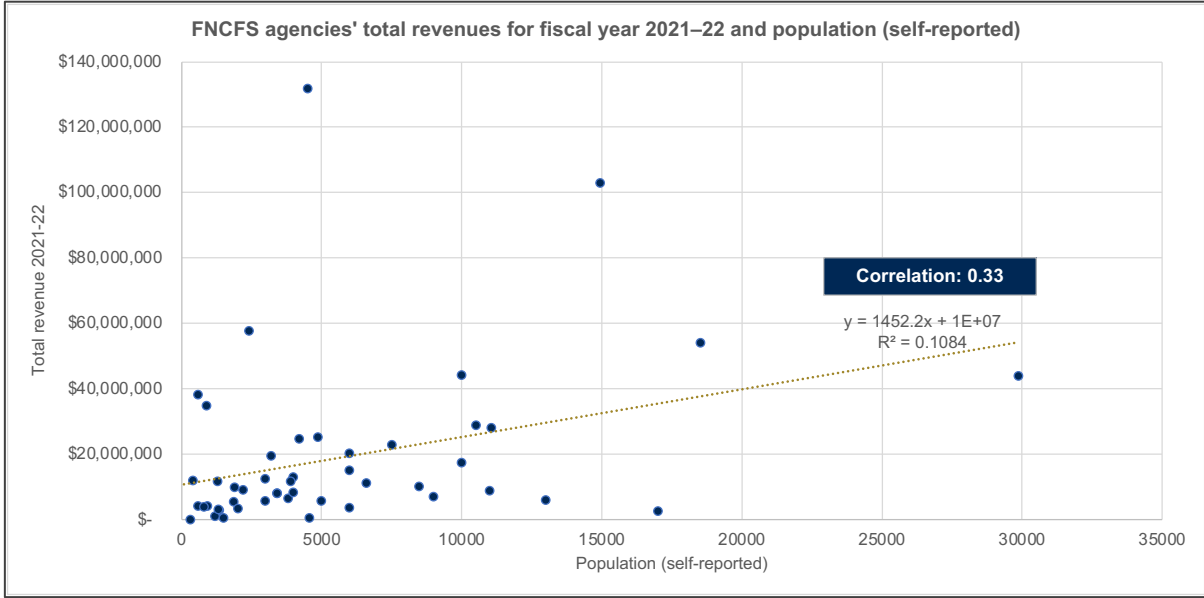
Correlations

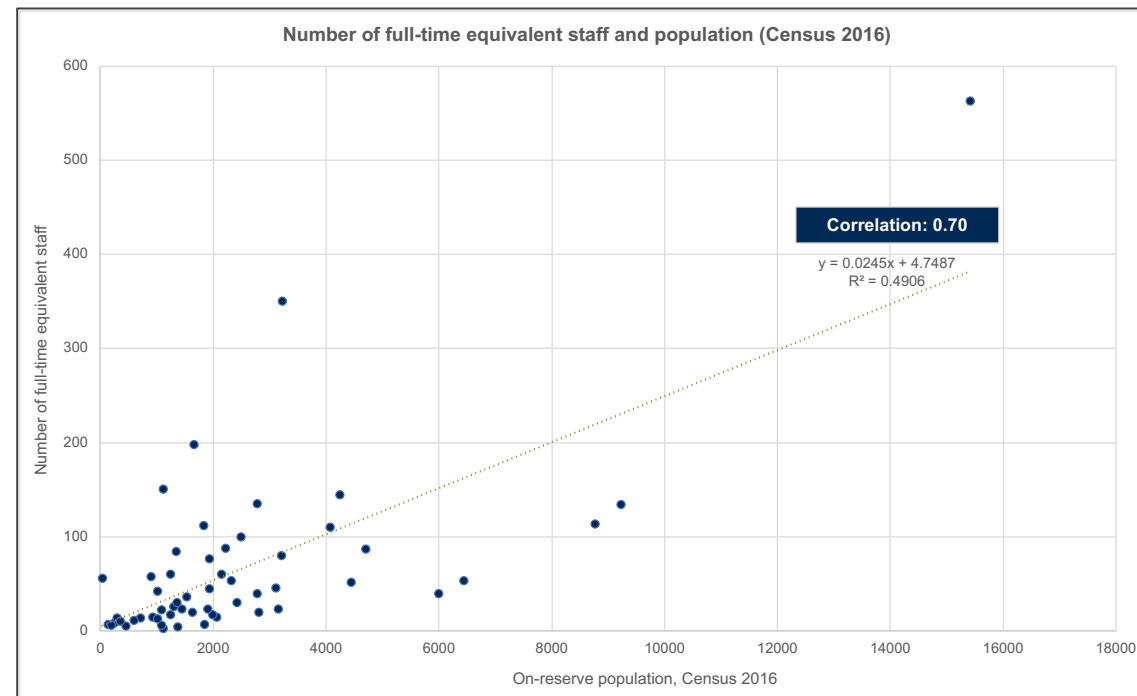
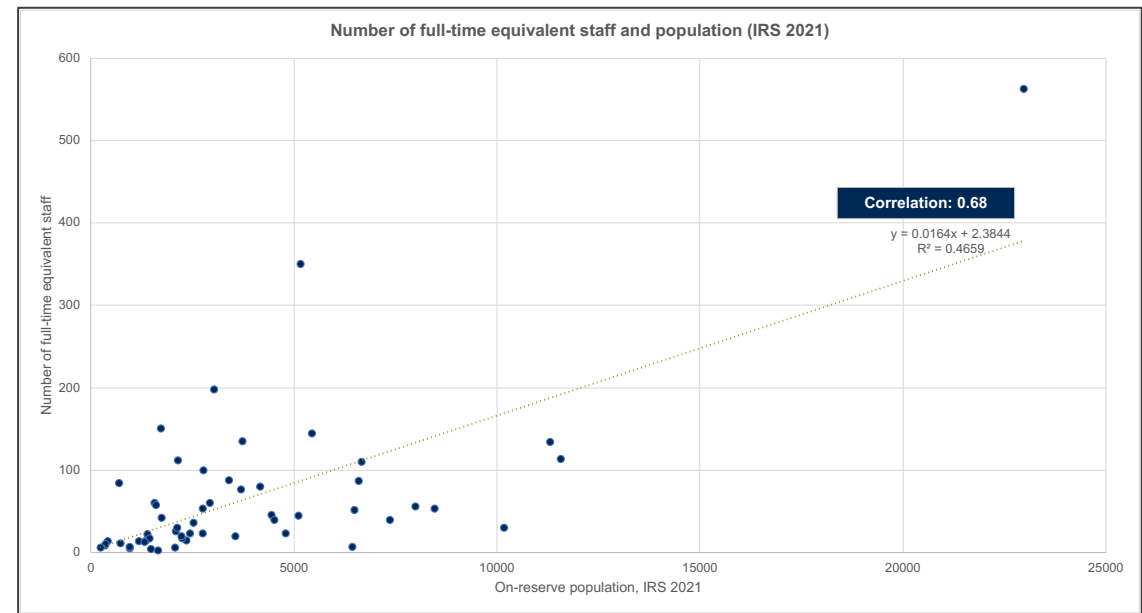
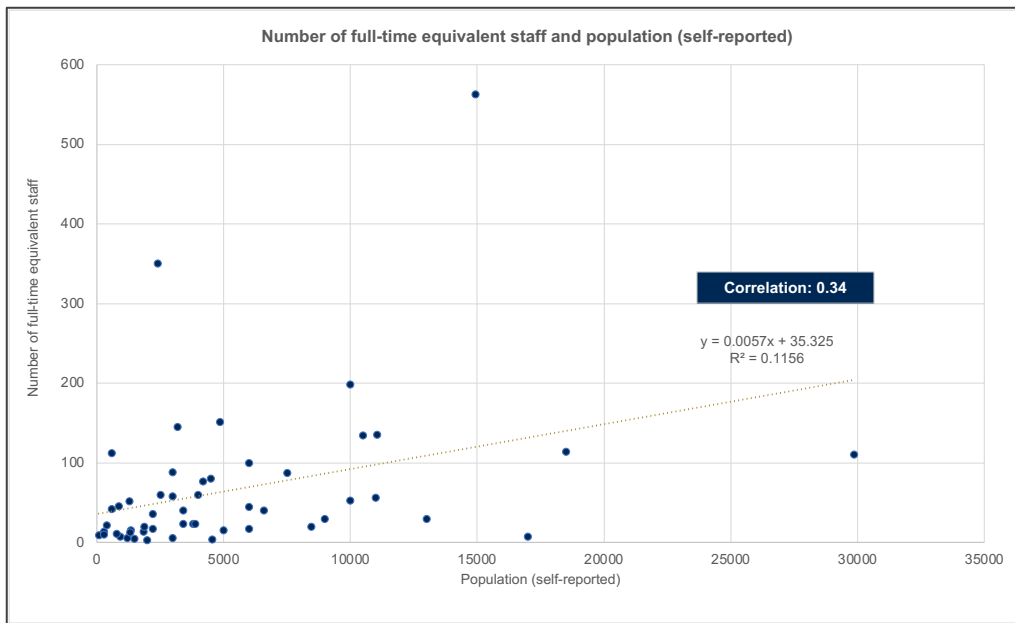
- A correlation denotes the strength of a relationship between two variables.
 - The value of a correlation is between 0 and 1. The closer it is to 1, the stronger the relationship.
 - A positive correlation denotes a linear relationship and a negative correlation denotes an inverse relationship between variables.
- Correlations are run between different variables (independent and dependent) to try to understand if there are explanatory relationships between them.
 - We seek out these types of relationships to help us make sense of data and the organizations/systems they represent.
 - We try to assess if the relationships between the variables can help to explain phenomena or in forecasting/projecting certain trends, e.g., cost behaviour.

Notes on correlations

- Self-reported population served has the lowest correlations with expenditures, revenues, and total staff.
- By contrast, correlations with IRS and Census 2016 population data and expenditures, revenues, and total staff are relevant (above 0.5).
- This may be indicative of the differences between data used for allocating funding v. actual population served. A cross-subsidization of funded v. unfunded populations is occurring.
- There remains a relevant positive correlation between total expenditures (0.72) and total revenues (0.60) and the number of children in care. Relative to Phase 1, however, the strength of the relationship has declined (it was previously 0.91). This suggests that funding is being allocated on different terms (this is consistent with CHRT orders and funding and actuals).
 - Data from this questionnaire suggests that most requests were for prevention programs and services.





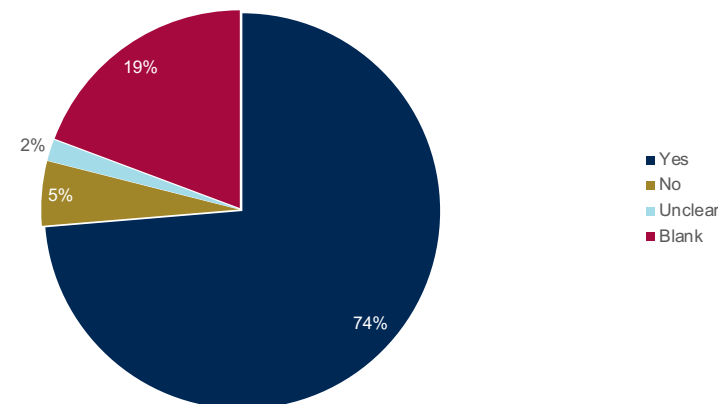


Data collection

- Nearly three-quarters of respondents report collecting their own information on the well-being of children and families.
- However, when asked what type of information is captured, most report 'input' type data, e.g., number of children in care, number of families accessing services, etc.

Does your agency capture its own information on the well-being of children and families in community?

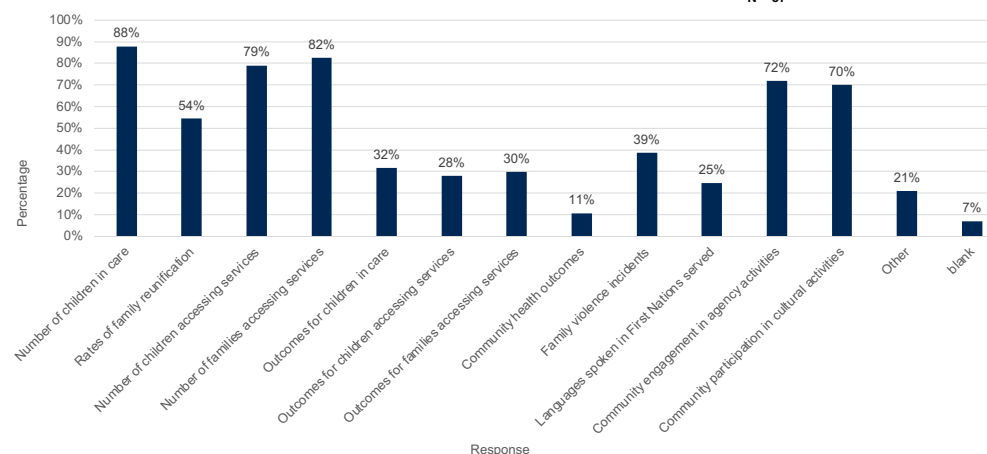
N = 57



Source: IFSD questionnaire 2022, FNCFS agencies.

What information is captured?

N = 57

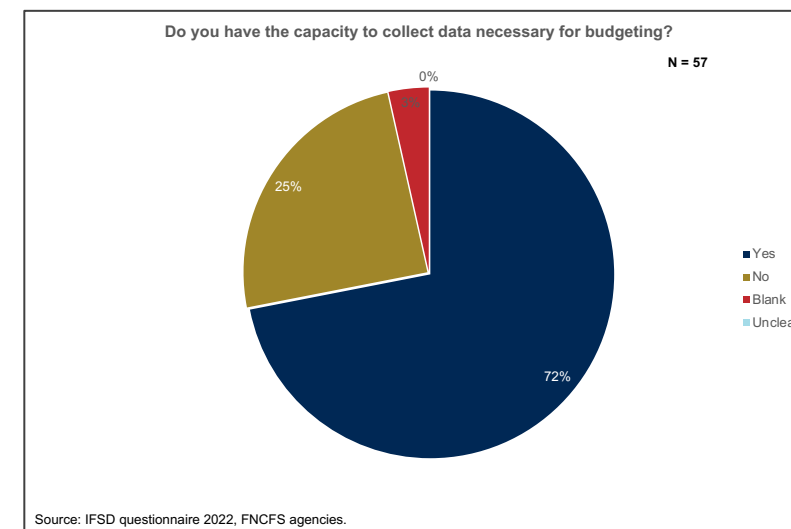
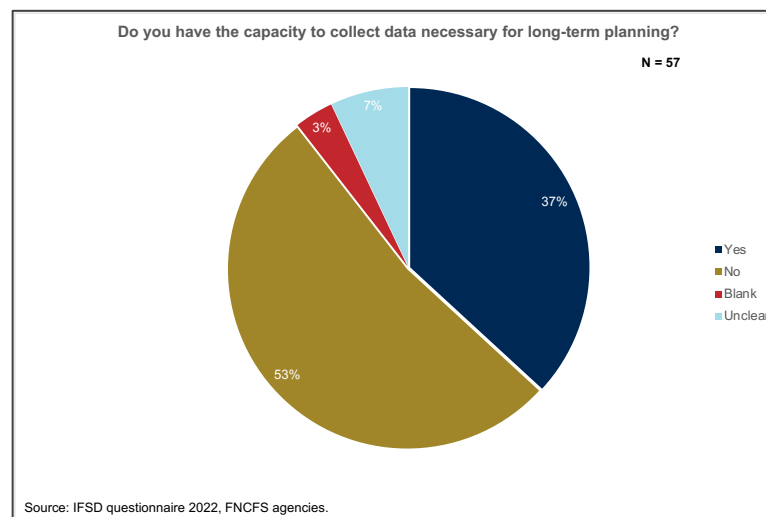
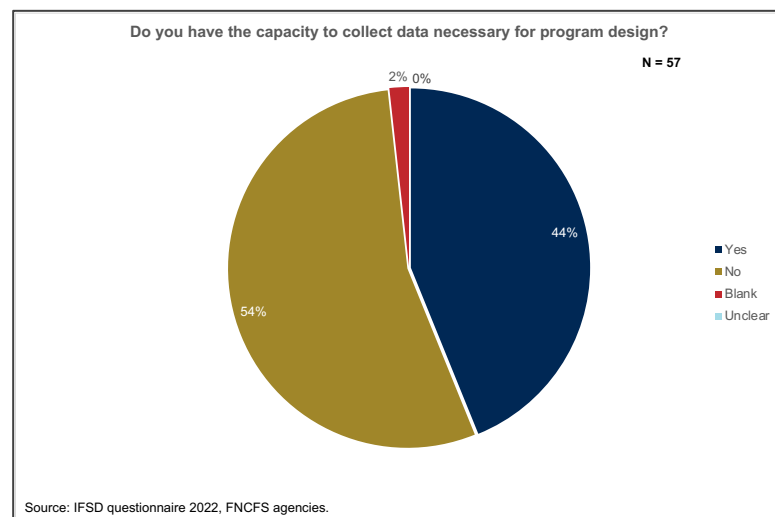
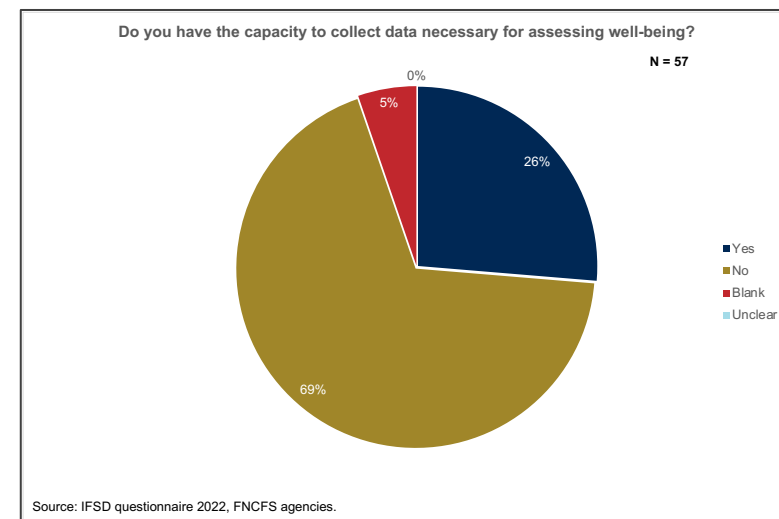


Source: IFSD questionnaire 2022, FNCFS agencies.



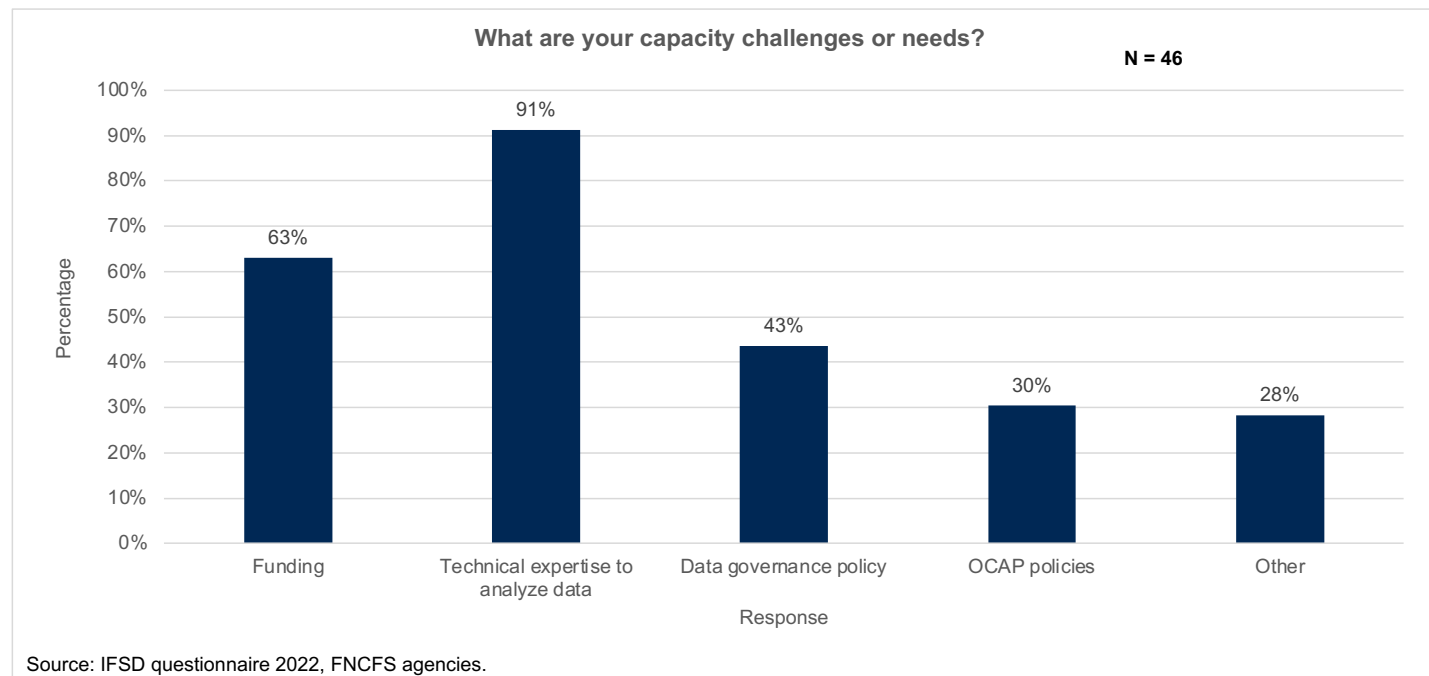
Data collection gaps

- Nearly 70% of respondents report being unable to capture data on well-being. A lack of data for program design and long-term planning was also highlighted.
- Budgeting was the one area in which 72% of respondents reported capacity to collect the necessary information to support the activity.



Challenges in data analysis

- 91% of respondents reported a need for technical expertise to analyze data.
- Data analysis can be a resource-intensive exercise without adequate staff, training, and tools.



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APPENDIX F

REMOTENESS

Funding FNCFS: Considerations for remoteness

June 23, 2023

What is IFSD's role in FNCFS?

- The Institute of Fiscal Studies and Democracy (IFSD) is an independent self-funded research consulting firm hosted at the University of Ottawa.
- Since 2018, IFSD has been working at the request of the Assembly of First Nations (AFN) and Caring Society on First Nations child and family services (FNCFS). **IFSD does not work for or take direction from the Government of Canada in this work.**
- IFSD does not have decision-making authority, nor does it sit at the negotiating table.

Funding considerations for the FNCFS program

- Transparency of the funding approach (structure; funding; accountability).
- Funding principles should be nationally applicable.
- Allocations for remoteness should consider all FNCFS agencies.
- Individual funding components are not – on their own – intended to be sufficient to address a challenge, e.g., remoteness, poverty, etc. IFSD's approach is to be understood holistically.
- Funding should be dynamic and needs-based, i.e., changing with the needs of First Nations.

Remoteness approaches

- There are different ways of allocating resources for remoteness. For a national program, the approach should be nationally applicable, be reflective of actual expenditures, and consider the differentiated costs of living and working in places with varying degrees of remoteness.
- An inadequately considered remoteness factor could introduce distortions in the funding approach such that either non-remote or remote service providers could be short-changed, especially, from a fixed funding pot.
- IFSD reviews four approaches to allocate funding for remoteness in Phase 3.
- IFSD remains open to additional models to nurture the reflections of the parties negotiating a final settlement.

	Cost adjusted factor (CAF)	Phase 2 - Scaled factor adjustment	15% CAF adjustment for remoteness index of 0.4 or higher	15% CAF adjustment for all
Description	Cost Adjusted Factor (CAF) calculated based on the remoteness index of a community and whether it has access to roads. Applied to the baseline only.	Factor increase to the baseline budget based on ISC's weighted remoteness quotient (relative basis) (factor of $\wedge 1.1$, at 0.25%, 0.5% and 1%) based on Statistics Canada's remoteness index. Applied to the baseline only.	15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups.	15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Application	Baseline budget	Baseline budget	Baseline budget + top-ups	Baseline budget + top-ups
Source	ISC	IFSD	ISC	ISC with modifications by IFSD
Transparency	Most significant remoteness allocation Applied to all FNCFS agencies	Lowest remoteness allocation Applied to all FNCFS agencies	Slightly lower allocation than 15% CAF (all), but higher than Phase 2 Applied to FNCFS agencies serving First Nations with a Remoteness Index above 0.4	Lower than CAF, but slightly higher than CAF (0.4) Applied to all FNCFS agencies

IFSD's projects on FNCFS

Component	Phase 3 (Contract holder: AFN)	First Nations not affiliated to a FNCFS agency (Contract holder: Caring Society)
Goal/purpose	Test and model the approach from Phase 2, (with refinements), into First Nation and agency specific delivery models, to build tools and setup First Nations and FNCFS agencies for success in transition.	Define the current state and needs in child and family services of First Nations not affiliated to a First Nations child and family services (FNCFS) agency.
IFSD's mandate	- Close data gaps, e.g., capital needs, baselines - Model and test the proposed funding approach - Refine and test the Measuring to Thrive framework - Enhance fiscal certainty and planning tools	- Assess needs for the delivery of prevention and other child and family related services - Quantify a structure and a range of costed approaches for the delivery of child and family services focused activities on-reserve - Consider capital, programming, and operational requirements (e.g., staff, IT, etc.) in the analysis
Approach	Bottom-up; questionnaire (FNCFS agencies); in-depth collaboration (1.5 years) from 20 collaborators (First Nations and FNCFS agencies); research and analysis; expert support	Bottom-up; questionnaire; case study collaborators; research and analysis
Project end	March 2024 (project end); final report to follow *Monthly updates	December 2023 *Monthly updates

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June 19, 2023

1) Why does remoteness matter in FNCFS?

The impacts of remoteness can be experienced differently in different places. For instance, a First Nation may be within a commutable distance from an urban centre, but without a vehicle or public transportation, the urban centre and its services can be inaccessible. Without year-round road access, the costs of acquiring goods and services are significantly higher, with additional challenges for mobility.

In child and family services, remoteness impacts access to services, e.g., therapists, psychologists, health care, etc., access to goods, e.g., vehicles, fuel, the ability to attract and retain personnel, and informs the context in which programs and services are being delivered.

In the first cost analysis of FNCFS agency expenditures in 2018, in which 76% of existing FNCFS agencies participated, IFSD found that agencies serving even one First Nation without year-round road access had total budgets twice the size of their peers, had travel costs five times as high, and twice the number of staff. These characteristics are reflective of the higher costs of doing business in remote places and the geography that needs to be covered. Remoteness in child and family services is a characteristic that influences service delivery and needs to be recognized. The question, however, is how to recognize the cost pressures of remoteness.

With current funding at actuals for FNCFS agencies, the increased costs of remoteness are included in their expenditures. This does not, however, mean that the resources are sufficient to address the ongoing impacts of remoteness related to planning and service delivery. In its dynamic funding approach, i.e., an approach that links and responds to changing community contexts, IFSD proposes an allocation to the budget to compensate for remoteness. The remoteness component is an addition to a current baseline that already includes actual expenditures, i.e., includes compensation for remoteness.

A top-up for remoteness on an overall budget is not designed to compensate in full for the different costs of living in remote places but is intended to recognize and offset pressures associated to operating in a remote context, e.g., extra costs of accessing a health professional, wireless connectivity, shipping, etc. Since remoteness can be about more than road access, applying a remoteness top-up on a relative basis for all FNCFS agencies can be useful.

2) To whom is IFSD's work in Phase 3 applicable?

IFSD's work in Phase 3 is designed to support First Nations contemplating or exercising jurisdiction, and FNCFS agencies.

The purpose is to test and model the approach from Phase 2, (with refinements), into First Nation and agency specific delivery models, to build tools and setup First Nations and FNCFS agencies for success in transition.

3) What approaches is IFSD reviewing in Phase 3 to allocate resources for remoteness?

In its modelling of the FNCFS funding approach, IFSD has reviewed four approaches to allocating resources for remoteness (see summary in table below).

The factor increase comes from Phase 2, and is a relative scale to increase budgets based on remoteness.

The Cost Adjusted Factor (CAF) and 15%CAF (remoteness >0.4) come from ISC. The 15%CAF applied to all FNCFS agencies uses ISC's approach to allocate funding, but adjusts the application by applying it to all FNCFS agencies based on a population-weighted remoteness index.

There are different ways of allocating resources for remoteness. For a national program, the approach should be nationally applicable, be reflective of actual expenditures, and consider the differentiated costs of living and working in places with varying degrees of remoteness.

Given the gap in a First Nations-specific approach to adjusting for remoteness, a recommendation could be made to develop a bottom-up assessment of the actual costs of remoteness. Similar to the development of the Consumer Price Index, a First Nations-specific index for adjusting for the costs of remoteness could be developed based on actual goods, and updated on a regular basis to compensate for the changing costs of living in remote places.

Component	Description	Options
Geography/remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	1) Factor increase to the baseline budget based on ISC's weighted remoteness quotient (relative basis) (factor of ^1.1, at 0.25%, 0.5% and 1%) based on Statistics Canada's remoteness index. Applied to the baseline only.
		2) Cost Adjusted Factor (CAF) calculated based on the remoteness index of a community and whether it has access to roads. Applied to the baseline only.
		3) 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups.
		4) 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.

4) What is the impact of remoteness funding for the national negotiations, i.e., if general funding (approx. \$23B is fixed), from which sources will you draw to compensate for remoteness?

An inadequately considered remoteness factor could introduce distortions in the funding approach such that either non-remote or remote service providers could be short-changed, especially, from a fixed funding pot.

When an adjustment factor is applied to a baseline of actual expenditures (that already include significantly higher factor inputs), there is a risk of double counting the necessary adjustments.

The remoteness top-up should be recognition of the additional costs of delivering a different set of needed services. We should not be relying on a top-up to address fundamental gaps in an operating baseline of the service provider. Those gaps should be closed.

5) What is IFSD's role in Phase 3?

Since 2018, IFSD has been working at the request of the Assembly of First Nations (AFN) and Caring Society on First Nations child and family services (FNCFS).

This work is intended to support First Nations, First Nations leadership, FNCFS agencies, and the negotiating parties.

As a research consulting firm, IFSD does not have decision-making authority, nor does it sit at the negotiating table.

IFSD relies on and is grateful for the contributions of First Nations and FNCFS agencies that help to shape this work. This would not be possible without your willingness to share information, time, and experiences with IFSD.

IFSD has had the pleasure of discussing interim findings and meeting with First Nations and FNCFS agencies across Canada in a variety of forums, e.g., regional gatherings, one-on-one discussions, workshops, etc.

The findings, analysis, and tools that result from IFSD's work on FNCFS, are intended to support First Nations, First Nations leadership, FNCFS agencies, and the parties negotiating long-term reform.



APPENDIX G

EMERGENCY FUNDING

Emergency levers in FNCFS

February 21, 2024

IFSD's recommendation on emergency funding

- IFSD recommends allocating 2% of the baseline budget to be managed by service providers.
- The resources could be kept in reserve for future use (using the carry-forward provision of the block approach) or expended by the service provider.
- Should a provider be unable within its allocated budget to meet increased demands for protection and prevention services, it may seek recourse with the federal government.
- As the insurer of last resort, and the entity accountable for funding FNCFS on-reserve, should a provider be unable to manage due to exceptional circumstances beyond its control (i.e., not poor financial management), the federal government would be expected to provide resources to mitigate the emergency.
- A clearly defined set of terms and conditions should be defined for access to additional emergency resources.

Definitions

- **Emergency circumstance:** extenuating factors external to the service provider that require an atypical response from the service provider. An atypical resource is considered one beyond the standard course of business that impacts the delivery of protection and/or secondary and tertiary prevention services.
- **Emergency lever:** a mechanism to alleviate financial or operational pressures to an emergency circumstance.

The purpose of reform

- Purpose of FNCFS program reform = reduce contact with protection services.
- There's an assumption that prevention and protection together, when adequately funded, structured, and monitored, should provide better services to children and families. Over time, this should improve outcomes for children, families, and communities.
- Should this not be the case, service providers should be able to seek redress:
 - Demonstrate case with own data
 - Substantiate need

Managing the risks of change

- There is no risk-free change. Success is not guaranteed in any system. Success depends on different components of the system working together to deliver results (e.g., funding, people, structure, etc.).
- Reform is meant to:
 - End discrimination
 - Ensure discrimination does not reoccur
- IFSD's proposed approach includes changes in three main areas (with linkages between them to create sustainable change):
 - Structure
 - Funding
 - Accountability
- If one of these three elements is not present or inconsistently reformed, do not proceed with reform.

What safety measures exist in IFSD's proposed approach?

- Increase in resources linked to different contexts (in IFSD's proposed approach, FNCFS providers on average, have a 15% increase to their reported budget).
- Stabilized planning environment with clear resource allocations in a block.
- Service provider control of resource allocation on the ground.
- Emergency funding included in provider-managed funds.

Risks of reform

- Reform the FNCFS program with changes to funding, structure, and accountability to: 1) end discrimination; 2) ensure it does not reoccur.
- Service providers are seeking safety measures to ensure the success of reform.
- Differentiated starting points mean different states of readiness and tools for transition.
- There is no risk-free change.

There is a decision to be made on care and control in delivery and accountability in FNCFS:

Should it rest with First Nations and their delegated service providers or Indigenous Services Canada?

Control and funding approaches

- In a fee-for-service model (i.e., ISC pays bill for activity), power rests with ISC.
 - ISC dictates funding streams and uses
 - ISC determine allowable expenditures
 - ISC reallocates resources within the department and different priorities because funding is not infinite, nor is it protected for FNCFS
- In a block approach, decisions on *how* to spend resources rests with the service provider.
 - Service provider has agreement with a defined funding amount which supports planning
 - Service provider has autonomy in allocation and does not seek approvals or reimbursements from ISC on spending
 - Service provider is accountable for delivering on mandate

Control and funding approaches (cont.)

Consideration	Past	Current	Future (IFSD's approach)
Funding approach	Fee-for-service	Fee-for-service via actuals process	Block (provider controls <i>how</i> they spend)
Control of spending	ISC	ISC, with increased flexibility with reimbursement for actual spending	First Nation/delegated service provider
Accountability for results	Service provider	Service provider	Service provider

Options for emergency funding

- IFSD's recommendation: Agency/provider retains emergency allocation and is responsible for managing.
- Other options for emergency funding:
 - 1) Defined amount in a fund, managed by ISC.
 - Fee-for-service
 - Allocated by request/application
 - Should be defined in special purpose allotment, to ensure it cannot be reallocated.
 - 2) Forego structural reform and continue the fee-for-service model.



APPENDIX H

MAINTENANCE

Funding maintenance for children in out-of-home care

As national estimates were prepared for the FNCFS Program (FNCFS agencies only) with the collaboratively developed funding approach, the funding of maintenance for children in out-of-home care remained an outstanding issue.

IFSD requested assistance from FNCFS agency collaborators. To better understand maintenance payment trends, IFSD required expenditure information (see Table 1 below). The expenditure information from the federal and provincial governments, as well as specific maintenance allocations were requested.

Fiscal year	Children in care		Total expenditures		Total child in care expenditures			
	Federal	Provincial	Federal	Provincial	Federal	Federal maintenance expenditures	Provincial	Provincial maintenance expenditures
Period from April 1 to March 31	Include the number of children in care funded by the federal government at March 31 (of the relevant end of the fiscal year)	Include the number of children in care funded by the provincial government at March 31 (of the relevant end of the fiscal year)	Agency's total FEDERAL-ONLY expenditures for the fiscal year	Agency's total PROVINCIAL-ONLY expenditures for the fiscal year	Agency's total expenditures associated exclusively to children in care (i.e., maintenance payments, child special allowance) paid by the federal government (no other expenditures to be included)	Agency's maintenance expenditures for federally-funded children, i.e., maintenance paid by the federal government (no other expenditures to be included)	Agency's total expenditures associated exclusively to children in care (i.e., maintenance payments, child special allowance) paid by the provincial government (no other expenditures to be included)	Agency's maintenance expenditures for provincially-funded children, i.e., paid by the provincial government (no other expenditures to be included)
2022-2023								
2021-2022								
2020-2021								
2019-2020								
2018-2019 [...]								

Eight responses were provided from FNCFS agency collaborators (mostly based in Manitoba).

Analysis of **federal expenditure** information indicates:

- 1) Variability in the ratios of maintenance expenditures to total federal expenditures. For instance, some collaborators have average maintenance expenditures at approximately 20% of their total federal expenditures, while others are greater than 50% across fiscal years.
- 2) The ratio of maintenance to federal expenditures has been decreasing over time to varying degrees. In general, maintenance expenditures as a proportion of total federal expenditures are decreasing (even though federal expenditures are increasing for most reporting collaborators). This suggests that federal expenditures are targeting other activity areas, e.g., prevention, operations, etc.

Based on the analysis, IFSD proposes the following action for maintenance allocations for out-of-home care:

Maintain the block funding approach with allocations (calculated from the baseline budget) for emergency and maintenance expenditures. Any maintenance expenditures for out-of-home care that exceed the FNCFS agency's block funding allocation are to be billed at actual costs to Indigenous Services Canada (ISC). It is suggested that terms and conditions be defined to govern adjudication time, criteria, and payment time.

There are two possible triggers that require additional funding for maintenance:

- 1) The FNCFS agency has expended all resources for the fiscal year without considering contingency;
- 2) The FNCFS agency can justify that a maintenance expense is extraordinary (beyond usual costs of doing business).

For #1, the burden would be on the agency to reallocate and work within their allocated funds. For #2, the request for supplementary resources would have to be substantiated.

IFSD understands from collaborators that one exceptional maintenance circumstance could severely impact a budget. With #2, the FNCFS agency would be positioned to determine whether pursuing supplementary funds is necessary.

With IFSD's proposed funding approach, FNCFS agency budgets increase relative to current expenditures. IFSD's assumption is that for most (if not all) of an agency's annual operations, the allocation should be sufficient in block form.

However, IFSD recognizes that there are extenuating circumstances where maintenance costs, e.g., for complex needs, specialized homes, etc. can extend beyond the available budget. In those circumstances, IFSD proposes that those emergency/anomalous maintenance for out-of-home care expenditures are paid by the federal government at actual costs.

The provinces that provide protection services would operate similarly as the insurer of last resort. If you are an FNCFS agency, your insurer of last resort for on-reserve activities is the federal government.



APPENDIX I

LOW, MEDIUM, HIGH COST ANALYSIS SCENARIOS

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget
		MED: 5.5% of the baseline budget
		HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget
		MED: 3% of the baseline budget
		HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference
		MED: 5% of the difference
		HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget
		MED: 1% of the baseline budget
		HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget
		MED: 2% of the baseline budget
		HIGH: 3% of the baseline budget

Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups.
		Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Five-year national FNCFS agency funding estimates
Remoteness applied to First Nations with remoteness >0.4

CAF_15%_>0.4	Fiscal year						
Provinces	Scenarios	2023-24	2024-25	2025-26	2026-27	2027-28	Total
Alberta	Low Scenario	\$401,633,685	\$421,898,856	\$442,123,386	\$463,285,936	\$484,947,413	\$2,213,889,276
	Medium Scenario	\$411,621,629	\$432,390,748	\$453,118,215	\$474,807,162	\$497,007,182	\$2,268,944,937
	IFSD recommendation	\$419,509,860	\$440,676,980	\$461,801,662	\$483,906,251	\$506,531,713	\$2,312,426,467
	High Scenario	\$422,595,602	\$443,918,418	\$465,198,475	\$487,465,774	\$510,257,518	\$2,329,435,788
Atlantic	Low Scenario	\$152,368,740	\$161,714,390	\$171,386,693	\$181,442,126	\$191,984,385	\$858,896,335
	Medium Scenario	\$158,046,998	\$167,740,920	\$177,773,631	\$188,203,715	\$199,138,841	\$890,904,104
	IFSD recommendation	\$161,289,237	\$171,181,963	\$181,420,523	\$192,064,566	\$203,223,913	\$909,180,203
	High Scenario	\$164,130,535	\$174,197,581	\$184,616,430	\$195,447,909	\$206,803,930	\$925,196,385
British Columbia	Low Scenario	\$381,505,568	\$401,488,539	\$421,916,917	\$443,471,298	\$465,209,162	\$2,113,591,483
	Medium Scenario	\$393,513,794	\$414,125,567	\$435,197,216	\$457,430,152	\$479,851,870	\$2,180,118,599
	IFSD recommendation	\$403,205,145	\$424,324,438	\$445,915,323	\$468,696,177	\$491,669,576	\$2,233,810,659
	High Scenario	\$406,733,440	\$428,037,454	\$449,817,278	\$472,797,259	\$495,971,791	\$2,253,357,222
Manitoba	Low Scenario	\$581,371,135	\$612,140,066	\$644,532,286	\$678,372,940	\$713,081,615	\$3,229,498,042
	Medium Scenario	\$596,020,293	\$627,564,536	\$660,773,160	\$695,466,349	\$731,049,661	\$3,310,873,999
	IFSD recommendation	\$606,783,716	\$638,897,594	\$672,706,024	\$708,025,682	\$744,251,618	\$3,370,664,634
	High Scenario	\$612,014,878	\$644,405,639	\$678,505,641	\$714,129,675	\$750,667,951	\$3,399,723,785
Ontario	Low Scenario	\$680,917,452	\$712,294,539	\$745,388,066	\$779,579,070	\$815,476,793	\$3,733,655,921
	Medium Scenario	\$699,270,405	\$731,493,189	\$765,478,523	\$800,591,387	\$837,456,480	\$3,834,289,983
	IFSD recommendation	\$714,500,404	\$747,424,785	\$782,150,333	\$818,028,032	\$855,696,107	\$3,917,799,661
	High Scenario	\$719,527,108	\$752,683,288	\$787,652,956	\$823,783,284	\$861,716,119	\$3,945,362,755
Quebec	Low Scenario	\$198,808,814	\$207,982,991	\$217,378,763	\$227,278,879	\$237,563,810	\$1,089,013,257
	Medium Scenario	\$202,947,008	\$212,312,046	\$221,903,392	\$232,009,607	\$242,508,626	\$1,111,680,679
	IFSD recommendation	\$206,473,758	\$216,001,479	\$225,759,506	\$236,041,341	\$246,722,880	\$1,130,998,962
	High Scenario	\$207,526,046	\$217,102,280	\$226,910,034	\$237,244,302	\$247,980,224	\$1,136,762,886
Saskatchewan	Low Scenario	\$409,455,158	\$433,644,381	\$459,361,702	\$485,970,372	\$513,445,270	\$2,301,876,882
	Medium Scenario	\$419,728,530	\$444,524,659	\$470,887,304	\$498,163,602	\$526,327,886	\$2,359,631,980
	IFSD recommendation	\$426,323,932	\$451,509,655	\$478,286,523	\$505,991,432	\$534,598,325	\$2,396,709,866
	High Scenario	\$430,826,328	\$456,278,060	\$483,337,808	\$511,335,310	\$540,244,308	\$2,422,021,814
Total	Low Scenario	\$2,806,060,551	\$2,951,163,763	\$3,102,087,814	\$3,259,400,621	\$3,421,708,447	\$15,540,421,196
	Medium Scenario	\$2,881,148,657	\$3,030,151,665	\$3,185,131,440	\$3,346,671,973	\$3,513,340,546	\$15,956,444,280
	IFSD recommendation	\$2,938,086,050	\$3,090,016,893	\$3,248,039,894	\$3,412,753,481	\$3,582,694,133	\$16,271,590,452
	High Scenario	\$2,963,353,937	\$3,116,622,720	\$3,276,038,623	\$3,442,203,514	\$3,613,641,842	\$16,411,860,636



APPENDIX J1

OCTOBER 2023 COLLABORATOR WORKSHOP SUMMARY

Indicators for testing in 2023

The Institute of Fiscal Studies and Democracy (IFSD) is working with the Assembly of First Nations (AFN) and the Caring Society to support the long-term reform of First Nations child and family services (FNCFS). Part of this work is focused on building budgets, understanding capital needs, and testing performance measurement approaches in anticipation of a reformed program, known as Phase 3.

IFSD's work builds on previous work in FNCFS since 2018. Phase 1 was a cost and gap analysis of the FNCFS system. Phase 2 proposed an approach to funding FNCFS based on differentiated needs, including the Measuring to Thrive framework developed with FNCFS agency leadership and other experts (an overview of the framework is on p. 39-116 of the Phase 2 report, [Funding First Nations child and family services \(FNCFS\): A performance budget approach to well-being](#)). Phase 3 leverages these findings and builds on the approaches by putting the ideas and models from Phase 2 into practice.

There are 20 collaborators (a mix of FNCFS agencies, First Nations exercising jurisdiction, and FNCFS agencies exercising jurisdiction with their First Nation) working with IFSD on Phase 3. IFSD is grateful to the community of collaborators for continuing to share their time, knowledge, and experiences to improve FNCFS.

Phase 3 collaborators convened on November 8-9, 2022, in Ottawa to define indicators to pilot in 2023, as well as to identify indicators for Indigenous Services Canada (ISC) to consider in a reformed program. The workshop was attended by 18 of the 20 collaborators for Phase 3, with 44 participants contributing to the discussion.

The workshop had three goals:

- 1) Build consensus on the Measuring to Thrive indicators to test in the 2023 pilot.
- 2) Build consensus on the Measuring to Thrive indicators to propose to Indigenous Services Canada (ISC) for a reformed FNCFS program (possibly, same indicators as #1).
- 3) Learn and exchange among colleagues on practices and lessons in data collection, measurement, and evidence generation.

The collaborators identified 15 potential indicators to pilot with their agency or First Nation in 2023, and proposed 5 indicators for Indigenous Services Canada (ISC) to use to measure performance in a reformed program.

A summary of the proceedings (which followed the Chatham House Rule), as well as the list of selected indicators is included below. The collaborators should be commended for their intensive efforts over two days. They have laid the foundations for the measurement pilot in 2023.

Summary of proceedings

Over two days, 44 participants from 18 collaborating FNCFS agencies and First Nations shared practices, perspectives, and established a starting point to pilot the measure of well-being in 2023.

Working from the 75-indicators in the Measuring to Thrive framework, collaborators worked in small groups to first, assess information availability of different indicators, and second, to identify the indicators they considered most relevant to measuring well-being in FNCFS. Following the small group work, the workshop would convene in plenary to report on findings and prepare for next steps.

The small group discussions were fruitful and highlighted the different starting points of collaborators. From those actively collecting and analyzing data to those working to define their mandate, the deliberations highlighted at once their diversity and commonalities in confronting similar challenges. It was evident that multiple approaches to delivering FNCFS will emerge (are already emerging) in a reformed system.

The plenary discussions were an opportunity to express differences and build consensus. As the discussions proceeded, collaborators worked to identify common areas of measurement relevant to well-being. For some collaborators, the premise of starting from the Measuring to Thrive framework was imperfect. They would have preferred starting from scratch with their First Nations. For example, some collaborators expressed a sense of inadequacy of existing indicators to measure spiritual, cultural, and community-based well-being of their communities. Their position was recognized, and collaborators added spirituality as an indicator to measure well-being. It was highlighted, by collaborators that the measures, albeit imperfect, were developed with contributions from FNCFS agencies and experts, with the goal of broad applicability and use.

With Measuring to Thrive as a starting point, the collaborators identified 15 indicators to pilot with their FNCFS agency or First Nation. Collaborators agreed to select as few or as many indicators as they considered feasible from the 15.

The proposed indicators for ISC were a subset of the 15 indicators. There was debate among collaborators as to what ISC should collect or what information it should be entitled to access. ISC is not the service provider, they are the funder. As funder, they have constitutional obligations to report to Parliament (and through Parliament, Canadians) on the application of public funds and their results. To this end, the indicators selected for ISC emphasize the contextual considerations that shape an environment, e.g., housing, potable water, and access to services, along with child and family services-specific indicators, e.g., family (re)unification, that serve as proxies for the overall well-being of communities.

Measurement, as highlighted by two presentations from collaborators, is not a linear exercise. There is constant learning and reworking of practices to address unexpected

challenges while celebrating unanticipated learnings along the way. This will be a challenging exercise but that is the point. Collaborators generously committed to working in their own contexts and together to learn and support others on the journey to long-term reform.

The purpose of the pilot exercise is to:

- 1) Learn about the measurement process and share practices, tools, and approaches;
- 2) Leverage learnings to define a well-being focused approach to measurement with First Nations care and control of delivery.

The list of selected indicators for collaborator testing and those to be proposed to ISC are reviewed below. IFSD will work with the collaborators' selections to prepare draft definitions for operationalization, i.e., define the indicator and explain how to collect information about it. Collaborators recognized that important information may not be available to populate the indicators but nonetheless chose to highlight their relevance for long-term measurement.

In February 2023, collaborators will convene again to review the testing framework, tools, and prepare for the pilot exercise.

The purpose of a monitoring system focused on well-being is to capture if discrimination exists. This is a crucial form of accountability. Measuring well-being through a framework will generate a truth, and one that may run counter to what is held to be true. We should be prepared to learn from the exercise. The data generated from the exercise and evidence produced may run counter to what we know now. That is an expected and accepted part of this exercise. Measurement is about accountability, but it does not make the entity measuring the only one accountable for the result. Environment Canada may measure the weather, but it is not accountable for the forecast.

This is an exciting and challenging opportunity for FNCFS agencies and First Nations to lead in the measurement of well-being.

IFSD is tasked with populating a framework to operationalize the indicators. There are certain indicators, e.g., livable income, for which IFSD will propose a range of potential approaches for measurement. IFSD will prepare the analysis for collaborators to review, refine, and prepare for implementation during the test phase.

Service provider indicators

Indicator	Purpose	Definition for operationalization	Notes/considerations
1) Knowledge of Indigenous language			
2) Connection (access) to land			
3) Community-based activities			
4) Spirituality			
5) Family (re)unification			
6) Placement within community (kin and kith)			
7) Stability (i.e., moves in care)			
8) Family violence			
9) Substance misuse			
10) Access to mental health and specialized services within the community			
11) Livable income			
12) Access to early childhood education			
13) Meeting numeracy and literacy targets a. Elementary b. Secondary			
14) Secondary school completion rate			

15) Access to post-secondary education			

Indicators for ISC

Indicator	Purpose	Definition for operationalization	Notes/considerations
1) Safe and suitable housing			
2) Sufficient and safe water from source to tap			
3) Family reunification			
4) Livable income			
5) Access to mental health and specialized services within the community			



APPENDIX J2

***MEASURING TO THRIVE* INDICATORS FOR TESTING, COLLABORATOR WORKSHOP SUMMARY**

Indicator	Case-level or community-level indicator	Definition	Measure	Data source	Level of aggregation		
					Case level	Provider level	First Nation level
What will be measured	Point of data collection	Why indicator matters to understanding well-being in FNCFS	How data will be captured	Information source ex. Case file, front-line worker/SW, notes, Census data	Data from a case file	Data, i.e., case files, aggregated to the level of the service provider, i.e., First Nation or FNCFS agency	Data aggregated to the level of the First Nation, typically, for community indicators
Knowledge of Indigenous language	Case-level	Language is connected to culture. One study found that First Nations who had high levels of language knowledge had significantly lower rates of suicide than those with lower levels and for non-Indigenous youth. Researchers identified language as the strongest cultural continuity factor contributing to this difference.	The child or youth (age 5+) in care engages in learning and/or speaking their Indigenous language through formal education, community/collateral programming, or social exposure (Y/N).	Case file, front line worker/social worker through observation.	A child or youth in care engages in learning and/or speaking their Indigenous language through formal education, community/collateral programming, or social exposure (Y/N).	Percentage of children or youth in care that engaged in learning and/or speaking their Indigenous language.	N/A
Connection (access) to land	Case-level	Connection to land helps support children and youth to be connected to culture, and tradition. In a study examining suicide rates among First Nations youth in British Columbia, researchers found that among communities where cultural continuity was preserved through avenues such as securing land claims, were self-governing, had band-administered education, police, fire and health services as well as cultural facilities within the community had lower suicide rates than communities where these factors were less present.	Child or youth (age 5+) in care reports a sense of connection to the land through visits to traditional lands or First Nation (Y/N).	Case file, front line worker/social worker through observation.	A child or youth in care reports a sense of connection to the land through visits to traditional lands or First Nation (Y/N).	Percentage of children or youth in care that reports a sense of connection to the land through visits to traditional lands or First Nation.	N/A
Community-based activities	Case-level	Participation in social activities is important for developing social competence and skills and is linked with fewer behavioural problems and higher self-esteem.	The child or youth (age 5+) in care took part in an activity and/or cultural activity within their First Nation at least once within the reporting period (Y/N).	Case file, front line worker/social worker through observation.	A child or youth in care took part in an activity within their First Nation at least once within the reporting period (Y/N).	Percentage of children or youth in care who took part in an activity within their First Nation at least once within the reporting period.	N/A
Spirituality	Case-level	Spirituality helps support children and youth to be connected to land, culture, and tradition. Many studies have demonstrated Indigenous spirituality acting as a protective factor against alcohol abuse and suicide.	The child or youth (age 5+) in out of home placement identifies active spiritual practice. They participate in activities to connect them with their belief system and support spiritual experiences and development (Y/N).	Case file, front line worker/social worker through observation.	A child or youth in care identifies active spiritual practice (Y/N).	Percentage of children or youth in care who identify active spiritual practice.	N/A
Reason for entry (e.g., neglect, domestic violence, etc.)	Case-level	Reason for entry, informs why a child entered protective services, which can help evaluate whether the child welfare system is appropriately responding to cases of maltreatment.	The child or youth entered care because of a concern for their welfare due to maltreatment. Select all that apply: 1. Physical abuse 2. Sexual abuse 3. Neglect 4. Emotional maltreatment 5. Exposure to intimate partner violence 6. Parent/caregiver addictions 7. Other (please define)	Case file	Maltreatment reason(s) a child or youth entered care.	Percentage of children or youth who entered care based on reason for entry.	N/A

Stability (i.e., moves in care)	Case-level	Multiple moves in care are associated with various negative outcomes among children. Instability may elicit a toxic stress response, which can result in developmental delays and behaviour problems. In turn, this can propagate a negative cycle of displacement and worsening attachment disorders.	Number of moves in care in the reporting period.	Case file	Number of moves in care in the reporting period.	Average number of days a child spent in care during the reporting period.	N/A
Placement within community (kin and kith)	Case-level	Compared to foster children, children in kinship care have displayed better outcomes with respect to behavioural development and mental health functioning.	A child or youth in care is placed in a home with kin/kith.	Case file	A child or youth in care is placed in a home with kin/kith (Y/N).	Percentage of children or youth in care placed in a home with kin/kith.	N/A
Time to exit	Case-level	Time to exit informs how long a child or youth remains in care, which can help evaluate whether the child welfare system is appropriately responding to cases of maltreatment.	The total number of days spent in care by a child before they leave care (whether or not they were continuous).	Case file	Total number of days spent in care before they leave care.	Average number of days a child or youth spent in care before exit.	N/A
Reason for exit (e.g., adoption, age-out, etc).	Case-level	Reason for exit informs why a child or youth leaves care which can inform children or youth in care's outcomes	A child or youth exits care. Please indicate the reason: 1.age-out 2.permanent placement 3.reunification with family 4.placement with kin/kith 5.runaway 6.death 7.other (please define)	Case file	Reason a child or youth exits care.	Percentage of children or youth who exited care based on indicated reason.	N/A
Family reunification	Case-level	A stable and permanent living situation is essential for healthy development and establishing more secure and strong relationships with caregivers, which in turn impact a child's ability to thrive. Research has demonstrated that in general, a child's family is the best way to deliver this environment.	A child or youth exits care and returns to their family, i.e., returning to the place from which they were originally removed, residing with family, friends, community members.	Case file	A child or youth returns to live with their family (Y/N).	Average rate of family reunification occurrence.	N/A
Substance misuse	Community	Substance misuse can lead to a variety of serious health issues both physical and mental and has drastic negative impacts on outcomes regarding employment, income and general well-being.	Annual percentage of members in the First Nation (on-reserve) that have dependencies or substance misuse challenges.	From community	N/A	N/A	Rate of First Nation members with dependences or substance misuse challenges.
Access to mental health and specialized services within the community	Community	Given the effects of intergenerational trauma on mental health among Indigenous peoples, the availability of mental health and specialized services is important to support Indigenous children and youth.	First Nation delivers or can access the required mental health and specialized services required to support the delivery of child and family services within its community. Such services include, but are not limited to, therapists, psychologists, addictions treatment, post-treatment support, etc. (Y/N).	From community	N/A	N/A	Does the First Nation have mental health and specialized services required to support the delivery of child and family services (Y/N).

Access to early childhood education	Community	Participation in early childhood education is a well-evidenced intervention to enhance school readiness, especially among children from disadvantaged backgrounds. Ensuring that children are better prepared when entering school aims to improve educational achievement – a key factor in social mobility and escaping poverty.	The First Nation delivers early childhood education (on-reserve) that can be accessed by its members (for free or at a cost) (Y/N).	From community	N/A	N/A	Does the First Nation deliver early childhood education (on-reserve) that can be accessed by its members (for free or at a cost) (Y/N).
Meeting numeracy and literacy targets	Community	Educational attainment is important for child well-being, particularly in the context of a child's socio-economic trajectory. Literacy and numeracy scores tell us how well the child is performing in school and is a gauge of cognitive functioning.	Percentage of elementary school students in the First Nation (on-reserve) that are meeting provincial-standard numeracy and literacy targets.	From community	N/A	N/A	Rate of elementary school students in the First Nation that met the provincial-standard numeracy and literacy targets.
a. Elementary							
b. Secondary							
Secondary school completion rate	Community	Most of the gaps that are seen at age 18 are already present at age five. Gaps tend to widen as opposed to shrink as the child proceeds through formal schooling and are predictive of future school performance and educational attainment.	Percentage of secondary school students in the First Nation (on-reserve) are meeting provincial-standard numeracy and literacy targets.	From community	N/A	N/A	Rate of secondary school students in the First Nation who met the provincial-standard numeracy and literacy targets.
Secondary school completion rate	Community	Failure to complete high school is linked to higher rates of welfare dependency and criminality. Elevated high school graduation rates lead to higher earnings, higher percentages of home ownership, lower rates of welfare assistance, fewer out-of-wedlock births and fewer arrests.	Percentage of high-school aged youth graduated/completed secondary school diploma or equivalency.	Statistics Canada, Census data	N/A	N/A	Rate of high-school aged youth who graduated/completed secondary school diploma or equivalency.
Access to post-secondary education	Community	Children and youth exhibit positive attitudes toward learning and are supported in their educational development. Employment rates are higher for Indigenous peoples with post-secondary credentials	Percentage of members of the First Nation (on-reserve) who are currently accessing post-secondary education (in-person or online)? Is it available? Is it accessible?	From community	N/A	N/A	Rate of members of First Nation who currently access post-secondary education.

Safe and suitable housing	Community	Housing improvements linked with improved health include renovations, relocation, and energy efficiency projects. For children, housing improvements were associated with a decrease in respiratory illnesses and lower rates of school absenteeism. For adults, long-lasting improvements in mental health have been demonstrated.	Percentage of residential dwellings in the First Nation (on-reserve) that are suitable.	Statistics Canada, Census data	N/A	N/A	Rate of residential dwellings in the First Nation (on-reserve) that are suitable.
Sufficient and safe water from source to tap	Community	Access to potable water is widely recognized as a fundamental condition for human health, and the lack of access to safe drinking water and adequate sanitation is one of the greatest threats facing vulnerable populations in the world. Clean, accessible, and sustainable drinking water is a basic necessity of life, and indispensable for meeting national and international standards of health, justice, equality, and responsibility.	Percentage of dwellings that have potable water required for standard daily activities (i.e., not industrial), from source to tap.	From community	N/A	N/A	Rate of dwellings in First Nation community with potable water required for standard daily activities from source to tap.
Livable income	Community	Families in chronic and persistent poverty are especially prone to challenges with self-sufficiency and may require additional support to reach this objective. For many First Nations households, life choices can be severely compromised by high food costs, poor availability of healthy food, low income, and/or high housing and heating costs	Use the Northern MBM (MBM_N), which reflects the cost of living in the North.	Statistics Canada	N/A	N/A	Rate of families in First Nation community who lives below the MBM_N



APPENDIX J3

EVENT-BASED CODES

Event-based measurement

On August 2, 2023, Dr. Fred Wulczyn joined collaborators for a virtual session on organizing the data used to track services received and analyze outcomes in child and family services. IFSD recognizes that not all collaborators will participate in this exercise.

IFSD's hope is that collaborators will share their intended approaches to monitoring as examples for other practitioners engaged in designing and delivering CFS.

First Nations and First Nations child and family services (FNCFS) agencies will design and deliver child and family services in different ways. Whatever the chosen approach, there is a benefit to knowing whether goals are being achieved and the lives of children, families, and communities improved with the allocated resources.

Organizing the data needed to monitor services delivers to monitor change in CFS means tracking what is happening with children and families in need of support, tracking the services received, and incorporating the community context, in the data model.

One approach to organizing the data is to consider the “events” associated to a child (or the person/family with whom interventions are being made). In this approach, information about the person receiving supports is captured by coding the events based on a date and related activity descriptors. The approach is premised on understanding a trajectory from a starting point, with a series of events to assess change.

This approach makes four assumptions:

- 1) There is a record of the person/persons receiving supports.
- 2) Events related to the person/persons are relevant and are tracked in chronological order.
- 3) The First Nation or FNCFS agency would define the events to be tracked, e.g., an assessment, a service received, a change in living arrangement. An assessment might capture facets of cultural identity, language, etc. Events also refer to the steps taken to protect a child.
- 4) Data is captured and organized for analysis. There is no pre-judgement of outcomes.



In this exercise, IFSD is proposing that case-level data (related to the 15 indicators, a mix of case and community-level information identified by collaborators in November 2022 and refined in the winter and spring of 2023) be used. The approach is suggested because the information is available (or accessible to) most collaborators and presents an opportunity to try the events-based approach with ready data.

Some collaborators highlighted the importance of including an assessment of strengths. An adjustment was made to the event schema to include assessments of strengths. The assessment need not be a formal assessment. The assessment event simply acknowledges what has been learned about some relevant aspect of child and/or family well-being. The reason for capturing the data within the event structure has to do with the fact that the assessed strengths may change over time. For example, language exposure may change as living arrangements change. By capturing these changes within the event structure, it becomes easier to see how the services provided relate to changes in the well-being of the child. This is one of the ways in which First Nation's service providers can monitor the impact their service investments are having.

IFSD recognizes that not all collaborators have case-level data, that some collaborators will not be engaging in protection-related activities, and that they may choose not to participate in this exercise. It is this diversity of approaches that is intended to be captured in this work. IFSD's hope is that collaborators will share their intended approaches to monitoring as examples for other practitioners engaged in designing and delivering CFS.

Data organization structure overview Measuring to Thrive pilot

Physical structure of file:

Each child has at least one record and may have as many records as needed to capture the event history.

CIN	DOB	Gender	Geographic information (on event location, e.g., placement, exit, etc.)	Event date	Event type	Event sequence	Event modifier
			<i>Note: Geographic information can be coded to a specific First Nation and linked to a separate data sheet with community level information</i>				

Information about the child

CIN	Unique child identifier
DOB	Date of birth (D/M/Y)
Gender	

Information about the community

Place	Information about the community at the time the living arrangement changed

Information about the history of service involvement

Event date	The date an event of interest happened (D/M/Y)
Event type	Events types of interest include – changes in living arrangements (specifically entry into and out of out-of-home care, services received, assessments
Event sequence	The event number – keeps a sequential counter of the number of events.
Event modifier	Additional information about the event: reason for placement, reason for discharge, results of assessment, etc.

Event type codes:

Placement events	PHP	Home of parent
	PHM	Parents no longer living at home
	PKC	Kinship home
	PGH	Group home
	POT	Other living arrangement

Leaving care event	XRF	Reunification with parents
	XRL	Placement with kin
	XRM	Reached age of majority
	XRY	Runaway
	XDT	Death
	XOT	Other reasons
	XPW	Permanent wardship
	ZTC	Still in care

Assessment events	AST	Assessment completed

Event modifiers

Placement event modifiers

PA	Physical abuse
SA	Sexual abuse
NGL	Neglect
EMT	Emotional maltreatment
IPV	Intimate partner violence
ADD	Substance misues
OTH	Other

Placement change modifiers

DIS	Service plan complete (i.e., discharge)
CAR	Caretaker unable to provide care
REL	Kin identified

Assessment modifiers

LND	Connection to land reported
LNG	Engagement in learning and/or speaking Indigenous language observed
APA	Active participation in First Nation's community
ASP	Spiritual practice observed

Sample records

CIN	DOB	Gender	Geographic information on event location	Event date	Event type	Event sequence	Event modifier	Clarification
001	2/17/20	Male	On reserve	4/12/22	PKC	1	ADD	Change in living arrangement for reason of caregiver substance misuse
001	2/17/20	Male	On reserve	9/2/22	POH	2	CAR	Change in living arrangement because caretaker unable to provide care
001	2/17/20	Male	On reserve	2/10/23	AST	3	ALN	Sense of connection to traditional land
001	2/17/20	Male	On reserve	5/15/23	PKC	4	REL	Change in living arrangement - kin identified
001	2/17/20	Male	On reserve	7/17/23	AST	5	APA	Participation in First Nation's activity
001	2/17/20	Male	On reserve	7/31/23	XRF	6	DIS	Service plan complete



APPENDIX J4

MEASURING TO THRIVE

WORKSHOP SUMMARY

Workshop Summary: Measuring to Thrive

The Institute of Fiscal Studies and Democracy (IFSD) is working with the Assembly of First Nations (AFN) and the Caring Society to support the long-term reform of First Nations child and family services (FNCFS). Phase 3 of this work is focused on building budgets, understanding capital needs, and testing performance measurement approaches in anticipation of a reformed program.

Developing and controlling your narrative in child and family services as well as demonstrating accountability to your First Nation(s) requires a solid foundation. This includes a strategy for gathering, organizing, and analyzing your own data.

Ongoing deliberations on long-term reform present an opportunity to test understandings of required resources (e.g., money, people, systems, processes, etc.) to effectively develop and maintain data strategies.

A data organization strategy should gather data and build evidence to match the breadth of self-determination and sovereignty.

Overview

On October 24-25, 2023, IFSD convened Phase 3 collaborators in Ottawa to review a data organization strategy for the Measuring to Thrive pilot. The workshop was attended by all 20 collaborators for Phase 3 (a mix of First Nations exercising jurisdiction and FNCFS agencies), with 43 participants contributing to the discussion.

Mary Teegee (Executive Director of Child and Family Services, Carrier Sekani Family Services) set the stage reminding us that *we are the ancestors the next generation of children will remember*. With an emphasis on the power of information to better the lives of communities, Mary focused on the importance of asking how First Nations children are doing and answering that question with data gathered and analyzed by First Nations for First Nations.

Dr. Fred Wulczyn (Chapin Hall, University of Chicago) shared lessons from 40 years of experience in gathering and analyzing child welfare data and linking it to funding. Fred facilitated sessions on data coding and analysis, emphasizing that *knowing is better than not knowing, especially when you hold all of the cards*. License from community members is needed if you choose not to know or not to capture data. As a service provider, your accountability is to the people that you serve and there needs to be a way to report back on progress.

IFSD is grateful to the community of collaborators for continuing to share their time, knowledge, and experiences to improve FNCFS.

The workshop had three goals:

- 1) Review best practices in data gathering and analysis;
- 2) Share experiences and lessons in data gathering and analysis;
- 3) Highlight considerations in data gathering and analysis for other First Nations and FNCFS agencies.



It is recognized that First Nations and FNCFS agencies may have different approaches to data gathering, analysis, and evidence building. The event-based approach reviewed in this pilot is established and has decades of operation across U.S. states.

Leveraging the Measuring to Thrive framework, collaborators identified what needs to be measured to monitor change for children, families, and communities. A data structure/file coding system is required to answer questions. Some First Nations and FNCFS agencies may have their own data systems that enable them to report against the indicators but that was not common for all collaborators.

Collaborators were invited to code up to 100 case files from two fiscal years using the event-based approach. Collaborators with their own coded data sets applied the analytic script to their own information. For those without data, a dummy data set was provided for analysis.

A summary of the proceedings (which followed the Chatham House Rule) is included below.

Summary of proceedings

Collaborators had the opportunity to participate in a data analysis exercise which provided the opportunity to structure data and analyze it. Collaborators highlighted the importance of measurement in child and family services (CFS) to build evidence and evaluate the efficacy of interventions. When information is being tracked and analyzed, it can be used to create a narrative and understand outcomes for children, families, and communities, as well as to support funding asks.

Participants highlighted key challenges and success across four areas: people, process, strategy, and systems.

People

- *Building Relationships* – Engaging with First Nations to “bring people along” and ensure data reflects community needs.
- *Building Capacity* – Human capacity is a challenge. Collaborators have adopted different strategies, e.g., hiring from nontraditional educational backgrounds, focusing on core positions.

Process

- *Tailoring an Approach* – Collaborators have different priorities and will capture and analyze data differently. The event-based approach can be modified to suit different approaches. Data capture and organization is critical for any approach.
- *Consistency* – Consistent data collection and analysis, aligned with internal standards, is key to building a narrative.

Strategy

- *Evidence* – Analyzing good data to develop evidence is required to justify program changes and decisions, and used as a tool for funding advocacy.
- *Alignment of Data and Evidence with Goals* – Data being collected should align to the mandate. Evidence derived from the data should align with the goals of a service provider. Tools like a data governance strategy, policy framework, data dictionary, are useful supports for an effective data management system. Care must also be taken when developing evidence from data.
- *Transparency* – A culture of information sharing (internally and externally) can help build support and engagement from community members and internal stakeholders on data gathering, analysis and reporting.

Systems

- *Building a Data System* – Collaborators are currently using a variety of data gathering systems. The event-based approach can work across systems by linking mandate and activities to desired outcomes.
- *Structure Over Tool* – Collaborators recognized that it was dedication and coding of the event information rather than the complexity of the tool that is paramount to a well-functioning data system.



Next steps

IFSD will:

- 1) Develop a framework with standards for data gathering and analysis (i.e., evidence building);
- 2) Make available a folder where collaborators can share resources and tools for data gathering and analysis;
- 3) Organize a virtual event where collaborators can share resources and best practices on data gathering and evidence generation;
- 4) Request information from collaborators on costs, job descriptions, salary ranges, etc., related to data gathering and measurement, and compile the information to be shared back;
- 5) Prepare a check list for each collaborator on the completion of each component of this project;
- 6) In spring 2024, share draft documents with collaborators for review; and,
- 7) Plan a summative event for spring 2024 where collaborators will be invited to share culture and ceremony to close the project in a good way.

IFSD is grateful to its Phase 3 collaborators for their on-going efforts and looks forward to continuing this important work. Should you have any questions or comments, please do not hesitate to get in touch at info@ifsd.ca.



APPENDIX K

FIRST NATION-LED SECRETARIAT ANALYSIS



FIRST NATION-LED SECRETARIAT PROJECT

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Executive Summary

Context

In 2018, the Canadian Human Rights Tribunal (CHRT) issued orders 408, 418, and 421, directing attention to the discriminatory funding practices affecting First Nations child and family services (FNCFS). The Institute of Fiscal Studies and Democracy (IFSD) was commissioned by the Assembly of First Nations (AFN) and the Caring Society to undertake various cost analyses and program reform analysis. The work undertaken taken with the contributions of FNCFS agencies and First Nations resulted in two public reports and a current phase of work to model implementation. [Phase 1: Enabling First Nations Children to Thrive](#) dissected the existing funding gaps within the FNCFS system and set the stage for impactful reform. Subsequently, [Phase 2: Funding First Nations Child and Family Services: A Performance Budget Approach to Well-being](#) (see pages 214-220 with respect to the Secretariat), built upon this foundation by establishing a funding approach and performance measurement framework designed to elevate well-being outcomes across FNCFS.

In the Phase 2 report, stakeholders called for the creation of a First Nations-led Secretariat as a measure to adhere to the CHRT's mandates, tasked with two primary functions: To equip First Nations and FNCFS agencies with essential resources and expertise for service delivery enhancement and to serve as a hub(s) for data collection and analysis. The secretariat will provide internal support and best practice resources to service providers, offering a repository of successful programs and practices for agencies to adapt and implement, fostering collaboration and continuous learning across the FNCFS network. It is charged with the critical task of collecting, analyzing, and reporting on data to illuminate the efficacy of the system and the welfare of First Nations children, families and ultimately, their communities. The Secretariat stands as a guardian of knowledge, discerning trends, identifying areas of progress, and pinpointing where intervention is needed. The importance of such data governance cannot be overstated. Evidence-based reporting on well-being outcomes is essential for a clear understanding of the issues at hand, identifying areas of improvement, recognizing instances of stagnation, and addressing any deteriorating conditions. As established in the Phase 2 report, no organization is currently managing this at the necessary scale in the FNCFS space. The Secretariat is poised to fill this void by adopting a rigorous approach to data handling that is both comprehensive and culturally sensitive.

The establishment of a national First Nations-led Secretariat is a proactive step towards fulfilling the CHRT's directives. Its fundamental purpose is to address the systemic inequalities that have persisted within FNCFS and ensure the non-recurrence of discrimination within FNCFS.

This report proposes and develops five models for fulfilling this purpose and accomplishing these functions. Each come with their own set of strengths and weaknesses, but regardless of the model selected, the Secretariat ensures that be it via national coordination or a decentralized regional approach, the primary objectives are met: to end discrimination, foster equality, and secure the welfare of First Nations children and families.

The report presents a comprehensive framework to evaluate five distinct models for a First Nations-led Secretariat, each designed to address the systemic inequalities in FNCFS as mandated by the CHRT. The models include:

1. **National Approach - New Organization:** Proposes establishing a central entity to unify efforts across Canada.
2. **National Approach - Existing Organization:** Suggests expanding the mandate of an existing body like FNIGC to incorporate secretariat functions.
3. **Regional Approach - New Organizations:** Recommends the creation of new region-specific entities for local management of secretariat duties.
4. **Regional Approach - Existing Organizations:** Advocates for the extension of current regional bodies to take on additional secretariat responsibilities.
5. **Hybrid Approach:** Envisions a blend of national oversight with regional entities for execution within existing organizations.

The report delves into the operational mechanics, governance structures, and strategic implications of each model. It further discusses the pros and cons, the financial considerations, and the impact on service delivery within the FNCFS ecosystem. This report will serve as a pivotal reference for decision-makers as they select the most appropriate model to foster a responsive, equitable, and sustainable FNCFS framework.

TABLE 1: Proposed First Nations-Led Secretariat Models

<i>Option</i>	<i>Description</i>	<i>Cost Forecast</i>
National Approach – New Organization	This model advocates for a new, centralized Secretariat, establishing a cornerstone for governance and data stewardship in FNCFS. It aspires to unify stakeholders nationwide, providing an array of resources, including program templates, cost models, staffing insights, and expert networks, to bolster service delivery. Its transformative ambition is weighed against the practicalities of setup costs and logistical challenges, but its potential to standardize and elevate FNCFS on a national scale presents a compelling case for consideration.	<i>High due to the need for new infrastructure, staffing, and systems.</i>
National Approach – Existing Organization	This method capitalizes on the established presence and operational frameworks of the First Nations Information Governance Centre (FNIGC). By expanding FNIGC's mandate to assimilate the roles of the Secretariat, the aim is to amplify service delivery and enhance data management capabilities without detracting from its existing mission. The seamless adaptability of the existing governance structures bodes well for swift integration, though it's not without its hurdles, specifically the risk of stretching resources thin and potential mission drift, which must be strategically managed to avoid diminishing the impact of FNIGC's current objectives.	<i>Potentially lower than creating a new organization due to the use of existing resources.</i>
Regional Approach – New Organizations	Under this scheme, each region would see the creation of its own secretariat, tailored to address the unique cultural and social fabric of local communities. These new entities would champion regional best practices and data management, advocating for governance structures that are both resilient and aligned with cultural values. The model's emphasis on regional autonomy and specificity is ambitious, acknowledging the inherent complexities and financial implications of initiating multiple new operations simultaneously.	<i>Variable depending on the number of new organizations and the regions they cover. Expected to be most costly option.</i>

Regional Approach – Existing Organizations	This streamlined approach envisions existing regional bodies expanding their scope to encompass Secretariat tasks. It suggests a more rapid and integrated process, tapping into the established infrastructure and pre-existing community ties. However, it's a delicate balance, as these entities must manage the additional Secretariat duties without sacrificing their original roles, risking the dilution of focus and potential overextension.	<i>Lower initial cost but may increase if infrastructure upgrades are needed.</i>
Hybrid Approach	The hybrid model presents an intricate balance of national policymaking with regional implementation, facilitated by existing organizations. The national secretariat sets the strategic agenda and spearheads data analysis, whereas regional secretariats—housed within current institutions—directly engage in rolling out best practice programming. This dual-tiered strategy promotes inter-regional cooperation and builds upon established organizational strengths. While the hybrid model offers a pragmatic resolution to the need for cohesive national strategy and regional flexibility, it also calls for thoughtful integration strategies and vigilant management of operational nuances.	<i>Mid-range cost, balancing the establishment of new systems with the use of existing structures.</i>

Recommendation:

Upon consideration of the five proposed models for the First Nations-led Secretariat, we recommend the Hybrid Approach as the most advantageous framework for implementation. This model adeptly merges the benefits of centralized policymaking and oversight with the adaptability and cultural sensitivity of regional execution, making it the most viable and impactful option for addressing the diverse needs of First Nations communities across Canada.

There is a necessity for a national secretariat body that serves a pivotal role in consolidating and reporting on trends across the nation. Such a centralized entity is crucial for synthesizing First Nations-led data, which is instrumental

in informing funding assessments, guiding programmatic reforms, and shaping federal decision-making processes. By harnessing this data, the secretariat not only advocates for the needs and priorities of First Nations communities but also ensures that policy and funding frameworks are responsive to the lived realities and aspirations of these communities. The aggregation of this data by a national secretariat will provide a comprehensive picture of the impact of services, thereby driving evidence-based policy and fostering a more equitable and effective system for First Nations child and family services. The Hybrid Approach provides for such a body but still capitalizes on the established infrastructure, expertise, and relationships of existing organizations, which can significantly expedite the deployment of the Secretariat's functions. By integrating with these organizations, the Secretariat can extend its reach without the need for extensive new infrastructure, thus optimizing resource allocation and reducing setup time. Additionally, this model encourages a collaborative environment where best practices and innovations can be shared across regions, fostering a national standard of excellence while preserving the autonomy and unique cultural contexts of each community.

Furthermore, the Hybrid Approach mitigates the risks associated with a single, centralized or fully dispersed model by providing a strategic balance that can adapt to regional needs without sacrificing the unified strategic vision required to effectively address systemic challenges. It supports the development of a coherent data collection and analysis strategy, ensuring the Secretariat can fulfill its ultimate purpose of ending discrimination and promoting equitable outcomes as outlined by the CHRT.

National Approach – New Organization

Introduction

In the upcoming discussion on the National - New Organization approach, we present an exploration of the proposed organizational design for the Secretariat tasked with elevating FNCFS. The narrative begins with an examination of the Secretariat's mandate, which articulates its central role as a repository for best practices and a facilitator of data governance and analysis across Canada.

Following the mandate, we identify the stakeholders and communities the Secretariat is poised to serve, highlighting the diversity and breadth of its intended reach. We then turn to a critical analysis of various governance structure options, considering the advantages and the unique contributions each brings to the Secretariat's mission.

The discussion moves to weigh the benefits and challenges inherent in establishing a new national body, contemplating the potential for transformative impact against the backdrop of practical constraints. Lastly, we outline key considerations for the Secretariat's implementation, providing a strategic roadmap from inception to full operationalization.

Organizational Design

Mandate

The Secretariat, as a Centre for Best Practices and Data, is established to serve as a pivotal resource for First Nations and FNCFS agencies, providing access to best practices, expertise, and operational support in FNCFS. Its mandate is to facilitate access to a wealth of resources including program templates, cost models, and staffing insights, alongside a network of experts to bolster support across Canada. Agencies can seek operational assistance, ranging from job profiling to staff retention strategies, and engage in comprehensive training programs designed to enhance service delivery.

Additionally, the Secretariat acts as a central repository for data collection and analysis, aggregating information from various FNCFS agencies to track and improve the well-being of children and families. It offers specialized fee-for-service data analysis for localized community assessments and compiles a national report to inform annual updates to support reporting through the FNCFS program managed by Indigenous Services Canada (ISC), contributing to parliamentary reporting requirements.

At its core, the Secretariat aims to rectify systemic inequalities within the First Nations child welfare system by promoting evidence-based approaches that are effective across diverse community settings. It strives to serve as a central connected organization linking the knowledge and practice of service providers in FNCFS. The Secretariat is committed to excellence and the empowerment of the communities it serves, through First Nations leadership of the organization and adherence to the OCAP® principles.

TABLE 2: Organizational values

<i>Element</i>	<i>Description</i>	<i>Proposed Secretariat Response</i>

Vision	An aspirational description of what the organization wants to achieve in the future.	<i>The Secretariat aims to become the leading national Centre of Excellence committed exclusively to First Nations child well-being. In doing so, it seeks to uphold respect for First Nations' information autonomy while managing internal resources effectively for long-term impact.</i>
Mission	Why the organization exists; the purpose underlying its chosen vision.	<i>The Secretariat is a for-First Nations, by-First Nations organization dedicated to strengthening FNCFS nationwide.</i>
Objectives	Specific results that an organization aims to achieve within a time frame; a means by which the organization can measure its success.	<i>Overall, the Secretariat strives to fulfill a critical gap in the FNCFS landscape: connecting disparate organizations and stakeholders to enhance local-level programming, produce new practical insights, and disseminate best practices.</i> <i>Specifically, over the next 18 months, the Secretariat aims to establish a unified mandate, formalize its organizational structure, and introduce itself to the national FNCFS landscape.</i>
Approach	An approach provides a methodology for executing the strategy.	<i>Over the long term, the Secretariat plans to succeed by fulfilling an unmet need. To this end, it does not seek to compete directly with any existing organization, but instead cultivate partnerships with established organizations in the space as a centre for best practices in FNCFS, data gathering and analysis.</i> <i>In the near term, as detailed in Section III: Implementation Plan, the Secretariat's approach will emphasize three things: 1) establishing initial alignment between internal stakeholders; 2) generating</i>

		<i>awareness for its planned activities; and 3) building trust with service providers.</i>
Tactics	Focused initiatives, projects, or programs that allow organizations to execute strategies.	<i>To be informed by Stakeholders.</i>

Stakeholders and Communities Served

Stakeholders encompass a wide array of groups with vested interests in the success of the national secretariat. These include First Nations leaders who provide governance and oversight, service providers (both FNCFS agencies and First Nations themselves) who offer frontline services, and community members who are the beneficiaries of these services. Additionally, the secretariat interacts with national organizations like the Assembly of First Nations (AFN), , and the Caring Society, ensuring that policies and initiatives are in alignment with broader objectives for First Nations well-being.

Communities served by the national approach are diverse, spanning urban, rural, and remote areas, each with distinct needs and cultural considerations. The secretariat's programming and initiatives are designed to be flexible and responsive to these varied contexts, ensuring that all First Nations children and families have access to high-quality, culturally sensitive services.

Governance Structure

It has been proposed that the national organization have a board of directors. To oversee its senior director and the fulfillment of the secretariat's mandate. This is not an operational role but one of strategic direction and oversight. Daily operations would be the responsibility of an executive director and their senior staff. The table below outlines three distinct design options for the Board of Directors under the National Approach - New Organization. Each option presents a different configuration of board size, member composition, and operational focus, reflecting varying levels of stakeholder involvement and strategic oversight. These options are crafted to cater to the unique governance needs of the organization, providing a clear comparison to guide the decision-making process for establishing an effective and representative Board of Directors.

TABLE 3: Design options for board of directors

Design Feature		
Option 1	Option 2	Option 3
A large Board of Directors with expansive regional representation and practitioner involvement	A small, focused Board of Directors with representatives from core national organizations (ex. AFN Caring Society)	A small, streamlined Board of Directors with spaces designated for key skill sets.
13-16 board members	5-7 <i>board members</i>	Directors are supported by an Advisory Board – with regional representation and members from the Caring Society and the AFN. <i>7 board members</i> <i>15 advisory board members</i>

Option 1:

The first option proposes a large Board of Directors with expansive regional representation and practitioner involvement. This governance model emphasizes inclusivity and a broad base of perspectives, which is particularly compelling for several reasons.

Reflective of Diverse Stakeholder Interests: A large board with extensive regional representation ensures that the diverse interests and unique needs of

First Nations communities are actively included in the decision-making process. This diversity is essential in a country as geographically varied as Canada, where the challenges faced by child and family services differ significantly from one region to another. The inclusion of practitioners provides a direct line to on-the-ground insights, ensuring that strategies and policies are informed by practical experience and the realities of service delivery.

Richness in Deliberation and Problem-Solving: With a larger and more diverse group, the board is may engage in richer, more comprehensive deliberation. This can lead to more creative and effective problem-solving as the varied backgrounds and expertise of board members can catalyze innovative approaches to complex issues. That being said, as the number of voices involved with decision-making grows, so too does the opportunity for disagreement and conflict. Boards that grow too large can become mired in deadlock and inefficiency, as conflicting priorities and excessive diversity in perspectives lead to prolonged deliberations and impede decision-making. Striking the appropriate balance is key to a successful and pragmatic board.

Building Trust Through Representation: A governance structure that mirrors the constituency it serves can build and maintain trust within the communities. When stakeholders see their interests and concerns directly represented, they are more likely to support and engage with the Secretariat's initiatives. This trust is foundational for the effective implementation of policies and programs and for securing the buy-in necessary for transformative change.

Enhanced Accountability and Transparency: A larger board structure promotes accountability and transparency. A variety of voices may lend to decisions being scrutinized from multiple angles, and the presence of practitioners helps ground decisions in practicality and accountability to service delivery. This can lead to more robust governance, as decisions are likely to be closely examined and justified to a range of stakeholders.

The strengths of Option 1 as a governance model for the Secretariat include prioritizing inclusivity, diverse perspectives, and broad-based expertise, which are critical for addressing the complex and varied needs of First Nations child and family services across Canada. While the decision-making process may be more intricate with a larger board, the benefits of enhanced representation, trust-building, comprehensive problem-solving, and accountability may outweigh the challenges. This model underscores a commitment to democratic participation and equity, aligning with the values of transparency and community representation that are vital for the success of the Secretariat.

Option 2

The second option presents a governance structure with a small, focused Board of Directors, comprising 5-7 representatives from core national organizations such as AFN, and the Caring Society. This model offers several advantages:

Streamlined Decision-Making: A smaller board can make decisions more swiftly and efficiently. With fewer members, the board can often come to a consensus more quickly, allowing for rapid responses to emerging issues and timelier implementation of initiatives. This agility is particularly beneficial in dynamic environments where the needs and circumstances of First Nations communities can change rapidly.

High-Level Expertise and Oversight: By including representatives from core national organizations, the board is composed of individuals who possess a macro-level understanding of the systemic issues affecting First Nations child and family services. These members bring a wealth of expertise and institutional knowledge, which can enhance the strategic direction and efficacy of the Secretariat.

Focused Leadership: The condensed structure enables a more focused leadership, which is crucial for maintaining a clear strategic vision and mission. With a smaller group, each member's voice is amplified, and their input can have a more significant impact on the organization's direction.

Reduced Risk of Over-Representation: Option 2 mitigates the risk of over-representation and potential dilution of accountability that can come with larger boards. Each board member's role and responsibilities are clearer, and they can be held more directly accountable for the organization's performance.

Enhanced Cohesion and Unity: A smaller board typically allows for stronger bonds and better working relationships between members. This can lead to a more cohesive governance body that works effectively as a unit, with a shared understanding and commitment to the Secretariat's goals.

Potential for Rapid Issue Response: The model's inherent nimbleness means the board can address and respond to critical issues without the delays that can occur with larger, more cumbersome governance structures. This can be particularly advantageous in crisis situations where immediate action is required.

In summary, Option 2's governance model emphasizes efficiency, strategic oversight, and focused leadership, making it a strong choice for an organization that needs to be responsive and adaptive to the complex needs of First Nations child and family services. The model's streamlined approach

can ensure that the Secretariat remains agile and capable of making high-impact decisions in a timely manner.

Option 3

The third option — a small, streamlined Board of Directors with designated spaces for key skill sets — hinges on the principles of governance efficiency, strategic skill allocation, and inclusive yet decisive decision-making. Each board member shall be a SME in their chosen field. To ensure that regional stakeholders inform the decision-making process, this option provides for the establishment of a regional advisory board that will assist the Board of Directors. Its role is to ensure representation of regional interests and support the board of directors with in-depth analyses and recommendations on critical issues. This collaborative approach will enrich decision-making and uphold the board's commitment to informed, community-responsive governance.

Efficiency in Decision-Making: Option 3 offers a more agile governance structure, which is crucial in organizations that need to respond quickly to changing circumstances and urgent needs of the communities they serve. A smaller board can streamline decision-making processes, reducing the time it takes to reach consensus and implement actions. This efficiency can be especially beneficial when swift responses are required.

Strategic Skill Allocation: Having a board composed of individuals with key skill sets means that each member is chosen for their expertise and ability to contribute to specific strategic areas. This targeted approach ensures that the board is not just a representation of stakeholders but is an assembly of expertise that can offer informed guidance and oversight. For instance, including experts in child welfare, financial management, legal compliance, and community engagement ensures that the board's decisions are well-rounded and consider all facets of the Secretariat's operation.

Balanced Inclusivity and Decisiveness: While expansive regional representation is beneficial for inclusivity, it can sometimes lead to prolonged discussions and slower decision-making. Option 3 strikes a balance between being inclusive and decisive. The support from an Advisory Board with regional representation ensures that diverse regional and practitioner voices are still heard and considered in the decision-making process.

Mitigating Risks: The potential risk of push-back from major stakeholder organizations can be mitigated through transparent communication and by ensuring that the regional Advisory Board plays a significant role in providing input and feedback to the Board of Directors. The Advisory Board can act as a conduit for wider stakeholder concerns, ensuring that the streamlined board

remains connected to on-the-ground realities and the diverse needs of the communities it serves.

Adaptability and Long-Term Strategic Focus: Option 3 facilitates a governance structure that can adapt more readily to long-term strategic changes. With experts in crucial areas, the board can navigate complex issues with a focus on the future, ensuring that the Secretariat remains relevant and effective in the long term.

Option 3 provides a governance model that is efficient, strategically focused, and capable of balancing inclusivity with decisiveness, making it a compelling choice for the Secretariat's Board of Directors. By addressing the potential risk of stakeholder push-back with a robust Advisory Board and clear channels for stakeholder engagement, this option aligns with best practices for modern governance in the fast-paced, complex realm of national child and family services.

Recommendation:

After extensive review of the various governance structures proposed, IFSD recommends that a National-based Secretariat adopt Option 3 for its governance structure. This model provides the necessary conditions for a modern, responsive, and expertly guided organization. The Secretariat's Board of Directors should be composed of individuals with proven expertise in significant areas pertinent to the Secretariat's operations and the communities it serves. The board would benefit from a regional representative advisory group to ensure its decisions consider the realities of practice and needs of First Nations.

Implementation Strategy:

Recruitment of Board Members: Identify and recruit potential board members who possess the expertise in the key areas identified as crucial for the governance of the Secretariat.

Formation of an Advisory Board: Establish an Advisory Board that reflects the regional diversity and includes practitioners from various communities to provide broader perspectives and guidance.

Engagement with ISC: Formalize the involvement of ISC as an observer to ensure that the Secretariat's operations are aligned with national policies and priorities without direct interference in governance.

Communication and Transparency: Develop a communication strategy to transparently convey the rationale behind the adoption of Option 3 to all stakeholders, emphasizing the benefits of this governance structure.

Monitoring and Evaluation: Implement a framework for monitoring and evaluating the effectiveness of the governance structure, with provisions for adjustments based on feedback and evolving needs.

The development of a communication strategy and framework for evaluation is a task that could be undertaken by AFN. Given their existing role in retaining the board's 'secretariat' function for NAC, the AFN is well-positioned to perform this function, possibly with an operating fee for their services. Alternatively, if the First Nations Child & Family Caring Society is willing and equipped to take on this function, it could also be considered a viable option to develop and manage the communication strategy.

Staffing:

The table below outlines the estimated staffing requirements necessary for the operation of the secretariat, detailing positions from the Board of Directors to front-line staff. It provides an overview of the roles and their respective responsibilities, along with the estimated salary ranges, ensuring a clear understanding of the human resources needed for the secretariat's successful function under the National Approach.

TABLE 4: Staffing for National Approach – Existing Organizations

<i>Position</i>	<i>Details</i>	<i>Description</i>	<i>Salary Ranges</i>
Board of Directors	Varied approach.	<i>Responsible for overseeing the governance of the organization, providing strategic advice, and keeping the senior executive team accountable</i>	<i>Assumed: Pro-Bono Service</i>
Executive Director	One (1) experienced First Nations executive with strong subject matter expertise in both program design/delivery and data gathering /governance, and	<i>Responsible for leading the organization, building strategic relationships, and advocating for its role in</i>	<i>Est. \$174,802 to \$205,650¹</i>

¹ Estimate derived from EX4 Assistant Deputy Minister pay range. Source: Government of Canada Privy Council Office, *Salary ranges and maximum performance pay for Governor in Council appointees*, <https://www.canada.ca/en/privy-council/programs/appointments/governor-council-appointments/compensation-terms-conditions-employment/salary-ranges-performance-pay.html>

	demonstrated experience as a bridge-builder	<i>the national child welfare landscape</i>	
Director of Evidence for Child and Family Services	One (1) expert in data collection and analysis; professional with deep-seated understanding of First Nations information sovereignty and the leading modern practices to promote care and control in data gathering, analysis and reporting.	<i>Responsible for steering the data services of the organization; this may include training and education services.</i>	Est. \$121,550 - \$142,982 ²
Director for Operational Supports and Programming	One (1) expert in child and family services; possesses deep knowledge of FNCFS practice, with a focus on integrated prevention and protection to promote the best interests of the child in a culturally informed manner.	<i>Responsible for steering the programming services of the organization; this may include training and education services, or be limited to knowledge generation.</i>	Est. \$121,550 - \$142,982 ³

² Estimate derived from EX1 Director pay range. Source: Ibid.

³ Estimate derived from EX1 Director pay range. Source: Ibid.

Front-Line Staff	Nine (9) to fifteen (15) staff spread across three departments, charged with supporting each of the Directors respectively.	<i>Responsible for advancing data and programming activities, and enabling the overall administrative functioning of the organization</i>	<i>Est. \$75,000 - \$95,000.⁴</i>

Assessment of Benefits and Challenges

Benefits: A centralized new organization promises a harmonized approach to data collection, evidence generation, and reporting across all provinces and territories, ensuring consistency and standardization crucial for national policymaking and program evaluation. This model could lead to a cohesive strategy and a strong, unified advocacy front for FNCFS, as it unites diverse groups under a single banner with a clear, focused mandate. A new organization also presents the opportunity to create a structure specifically designed for the unique challenges and objectives of the FNCFS, potentially fostering innovative solutions and approaches. It has the potential to serve as a center of excellence, driving the development and distribution of best practices across the nation, which could be transformative for the provision of services to First Nations communities.

Challenges: However, the creation of a new national secretariat is often a complex, time-consuming endeavor. It involves significant start-up costs, from physical infrastructure to staffing, which may strain limited resources. There is also a risk of duplicating efforts, creating redundancies, and competing for funding with existing organizations that serve similar purposes. Several examples of these organizations include First Nations of Northern Manitoba Child and Family Services Authority in Manitoba, Saskatchewan First Nations Family and Community Institute Inc in Saskatchewan or the Indigenous Child and Family Services Directors' Our Children Our Way Society in British Columbia. Establishing credibility and authority across provinces and territories that have diverse needs and existing systems may be challenging. The new entity would have to build relationships from the ground up, which could delay the actual implementation of its programming support and data collection roles.

Considerations for Implementation

⁴ Estimate derived from Governor-in-Council appointee pay scale. Source: Ibid.

Inception Phase: The initial 2 to 3 months are dedicated to aligning stakeholders on the core features of the organization's design, including its mandate and key activities. This period is critical for achieving a shared understanding of the trade-offs inherent in various design features. A Memorandum of Understanding (MOU) will be produced, signed by founding stakeholders, that establishes the intent and foundational principles governing the Secretariat's operations.

Codification and Compliance: Over the next 1 to 2 months, the Secretariat's formal establishment is pursued through the appropriate legal channels. This stage involves setting up the necessary banking and expense accounts and communicating developments to ISC to ensure alignment and compliance with governmental requirements. A key deliverable for this phase is securing the articles of incorporation or other relevant governing documents.

Leadership Setting: Spanning 3 to 4 months, this stage involves using the established mandate and design features to identify core members for the Secretariat's governing Board of Directors. Once the Board is established, a thorough search for an inaugural Executive Director commences, targeting a well-regarded First Nations leader with a track record in bridge-building and the requisite expertise. The culmination of this phase is the signing of employment contracts with the initial Board and Senior Leadership Team.

Pre-Launch Planning: In the following 3 to 6 months, a priority list of programming and data activities is developed, alongside identifying early client communities. An inventory of operational requirements will be taken to craft a detailed rollout plan. This phase concludes with the finalization of hiring for front-line and back-office staff across the organization's departments, ensuring a comprehensive strategy is in place for the launch.

Early Awareness Building: Concurrent with pre-launch planning, a 2-to-3-month period is allocated for engagement with service providers and First Nations. The goal is to foster an understanding of the Secretariat's mandate and its value proposition, connecting the organization's mission to the two rulings of the CHRT 1) End current discrimination and 2) ensure it does not reoccur. Feedback will be solicited, misconceptions addressed, and the Secretariat's commitment to OCAP® principles and its relationship with FNIGC will be clarified. The Executive Director will be positioned as a credible leader and unifier. An accessible informational resource will be published, detailing the Secretariat's envisioned contributions to the First Nations Child Welfare landscape.

Inaugural Service Provision: Between 3 to 6 months, the Secretariat will roll out targeted services to selected clients or communities. This phase is instrumental for documenting experiences, deriving lessons learned, and

promoting the Secretariat's value-added services to the clients, which will be highlighted in an external-facing document.

Full-Service Operations: As the organization transitions into ongoing operations, maintaining robust information on organizational performance becomes crucial. The data collected will serve to continually refine service delivery, ensuring an ever-growing impact on the community. It is expected that it will take between 9 months and a year and half to become fully operational.

TABLE 5: Implementation timeline: National Approach – New Organization

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 Inception	- Establish stakeholder alignment on core features of organizational design, including mandate and key activities. - Ensure clear-eyed understanding of trade-offs between various design features. Deliverable: Produce MOU, signed by founding stakeholders, establishing intent and purpose of Secretariat, alongside governing operating principles	2 – 3 Months
 Codification & Compliance	- Formalize the creation of the organization through the appropriate legal channel. - Establish required banking and expense accounts. - Communicate developments to ISC. Deliverable: Secure relevant articles of incorporation or other relevant governing documents	1 – 2 Months
 Leadership Setting	- Informed by the chosen mandate and design features, identify core members of the proposed organization's governing Board of Directors - With the Board established, conduct extensive search for inaugural Executive Director, identifying a well-regarded First Nations leader with demonstrated bridge-building experience, and relevant subject matter expertise.	3 – 4 Months

	▪ <u>Deliverable:</u> Secure signed employment contracts with inaugural Board and Senior Leadership Team	
 Pre-Launch Plan	▪ Develop ‘priority’ list of programming and data activities, alongside early list of priority client communities. ▪ Take inventory of operational requirements ahead of launch and develop detailed roll-out plan. ▪ Finalize hiring of front-line and back-office staff across each of the three departments. ▪ <u>Deliverable:</u> Comprehensive roll-out strategy; signed contracts with front-line staff	3 – 6 Months
 Early Awareness Building	▪ In preparation for launch, stage broad-based engagement with stakeholder groups and communities to build understanding on the Secretariat’s mandate and value proposition – tying the organization directly to the Agreement-in-Principle and other landmark actions on First Nations Child Welfare ▪ Solicit stakeholder feedback and respond to misconceptions or inquiries about the Secretariat’s role. ▪ Clarify the organization’s operating principles, its role in upholding OCAP®, and its relationship to FNIGC. ▪ Promote the Executive Director as a credible First Nations leader and reliable convener of disparate stakeholders. ▪ <u>Deliverable:</u> Publish an accessible informational resource detailing the Secretariat’s proposed contribution to the First Nations Child Welfare and Landscape Nationwide	2 – 3 Months

 <i>Inaugural Service Provision</i>	- Roll-out a few targeted services to select clients or communities, document experience and lessons learned for internal learning and external promotion. <u>Deliverable:</u> Produce external-facing document highlighting the Secretariat’s experience in its inaugural service provision, and the value-added to the client	<i>3 – 6 Months</i>
 <i>Full-Service Operations</i>	<u>Deliverable:</u> Maintain robust information sets on organizational performance as services mature to improve performance and produce a greater community impact	<i>Ongoing</i>

National Approach – Existing Organization

Introduction

In the following sections, we delve into the National Approach that leverages an Existing Organization, specifically the First Nations Information Governance Centre (FNIGC), to assume the role of the secretariat. We will outline the organizational design, starting with the tailored mandate that integrates the secretariat’s responsibilities into FNIGC’s established framework.

The discourse will then identify the stakeholders and communities that FNIGC, in its enhanced role, aims to serve, emphasizing the synergy between the existing functions and the new secretariat duties. A nuanced discussion on the governance structure will follow, detailing how FNIGC’s current system will adapt to its expanded role while maintaining its core governance principles.

We will assess the benefits and challenges of embedding the secretariat within an established entity, scrutinizing how this integration affects service delivery, resource allocation, and data management. The section will conclude with strategic considerations for implementation, ensuring that FNIGC's transition to incorporating the secretariat's activities is both seamless and effective.

Organizational Design

FNIGC is suitably positioned to fulfill the duties and responsibilities of the proposed national secretariat. Established in 2010 under the mandate from the Assembly of First Nations' Chiefs-in-Assembly, FNIGC has since evolved into a robust national organization focused on advancing First Nations health, well-being, and data sovereignty in line with each First Nation's distinct world view.

The FNIGC operates with a regionally appointed national Board of Directors, ensuring that regional representation is an integral part of its governance structure. This board meets regularly to steer the organization, as evidenced by their four meetings in the 2022–2023 fiscal year. Such regional representation ensures that regional perspectives are incorporated into national decision-making processes.

The FNIGC has established operational budgets that account for all projected expenditures, including those for program delivery in various regions, demonstrating its capacity to handle the financial responsibilities that would come with the additional duties of the proposed secretariat. With experience in managing funds from various sources, including those from the federal government and ISC, FNIGC has the fiscal management, practices and protocols in place necessary for the broader scope of work.

Moreover, the FNIGC's First Nations Data Governance Strategy (FNDGS) showcases its capability to develop and implement extensive data governance frameworks. With a federal commitment of \$81.5 million to support Indigenous data initiatives, FNIGC has been tasked with establishing a national network of Regional Information Governance Centres (RIGCs) that will provide data and statistical services to all First Nations communities. This aligns directly with the operational objectives of the proposed secretariat, which seeks to enhance data collection and governance at a national level.

The FNIGC's board already demonstrates a diverse geographical representation, with members from Manitoba, the Assembly of First Nations, British Columbia, Saskatchewan, Nova Scotia and Newfoundland, and Yukon, among others. This regional diversity underscores FNIGC's capability to address the needs of First Nations across various territories.

In conclusion, the FNIGC is a well-established, regionally represented organization with a clear mandate from the Assembly of First Nations. Its current operations, financial management capabilities, and ongoing initiatives such as the FNDGS position it as a viable existing national organization capable of assuming the duties and responsibilities envisioned for the proposed secretariat. Its governance structure, which includes regional representation, aligns with the intended direction for the secretariat, further supporting the case for FNIGC's suitability for this role.

Mandate

The mandate of the national approach utilizing an existing organization will mirror that of the national approach that involves creating a new organization. This strategic decision ensures that the core objectives — to centralize expertise, streamline the dissemination of best practices, and enhance data collection and analysis in the field of First Nations child and family services — are consistently pursued.

Stakeholders and Communities Served

Stakeholders encompass a wide array of groups with vested interests in the success of the national secretariat. These include First Nations leaders who provide governance and oversight, practitioners who offer frontline services, and community members who are the beneficiaries of these services. Additionally, the secretariat interacts with national organizations like AFN, ISC, and the Caring Society, ensuring that policies and initiatives are in alignment with broader objectives for First Nations well-being.

Communities served by the national approach are diverse, spanning urban, rural, and remote areas, each with distinct needs and cultural considerations. The secretariat's programming and initiatives are designed to be flexible and responsive to these varied contexts, ensuring that all First Nations children and families have access to high-quality, culturally sensitive services.

Governance Structure

The FNIGC's current governance structure would remain intact to ensure stability and continuity.

To integrate the secretariat's functions, a new division within FNIGC would be established. This division would be specially created to house the secretariat's activities and would be designed to align with the overarching goals and

strategies of FNIGC. The division would be responsible for implementing and managing the suite of services and initiatives associated with the secretariat, such as data collection, analysis, and the dissemination of best practices in First Nations child and family services.

The advantage of creating a new division within an existing structure like FNIGC is the ability to leverage the pre-existing infrastructure, systems, and relationships that FNIGC has already established. The new division would benefit from FNIGC's established reputation, its experience in handling sensitive data, and its established protocols for data governance that adhere to OCAP® principles. This approach would not only expedite the operationalization of the secretariat's activities but would also ensure that they are rooted in proven methodologies and practices.

Furthermore, the existing relationships that FNIGC has with First Nations communities, policymakers, and other stakeholders would provide a solid foundation for the new division. These relationships would facilitate engagement and collaboration, ensuring that the initiatives and services offered by the secretariat are informed by the needs and perspectives of First Nations. The secretariat division could also benefit from FNIGC's existing technological systems, providing a robust platform for data management and analysis without the need for significant additional investments in infrastructure.

The governance of the new division would require careful planning. It would need a dedicated director who reports to the FNIGC's Chief Executive Officer and, ultimately, to its Board of Directors. This governance structure would ensure that while the secretariat division operates with a degree of autonomy necessary to fulfill its specific mandate, it remains integrated within the strategic objectives and operational guidelines of FNIGC. The director of the new division would likely be a senior role, requiring an individual with extensive experience in First Nations child welfare and governance, capable of navigating both the strategic and operational challenges of integrating the secretariat's functions into FNIGC.

The secretariat is envisioned to function akin to an independent centre within a university, much like that of Chaplin Hall Center for Children, a research institute based out of University of Chicago. It would be housed within FNIGC, benefiting from its established infrastructure and networks, yet maintaining its distinct mandate. This arrangement allows the secretariat to operate autonomously, akin to self-funded research centers that, while part of the larger university ecosystem, have distinct operational guidelines. This structure is designed to ensure that while the secretariat resides within FNIGC, it does not interfere with FNIGC's regular operations, instead fostering a mutually beneficial relationship that leverages shared expertise and research capabilities. This integrative approach promises to combine innovation with

experience, positioning the secretariat to make a meaningful impact in the realm of First Nations child and family services.

Assessment of Benefits and Challenges

Benefits: Incorporating the Secretariat within an established organization can leverage existing networks, knowledge, and infrastructure, potentially leading to a more cost-effective and efficient operationalization. An existing organization like FNIGC already has the expertise, which could help avoid the pitfalls of establishing new systems and processes. This option also provides a quicker route to implementation, as it would be building upon a foundation already familiar with the nuances of data governance. It could ensure continuity in service provision, maintaining the established trust and working relationships that an existing organization has cultivated over time.

Challenges: However, existing entities have established cultures and processes that may resist the changes needed to integrate the new Secretariat's functions, which could limit innovation and adaptability. Aligning the Secretariat's objectives with the existing organization's mandate might prove difficult if they do not coincide, leading to potential mission drift or conflicts of interest. There's also a risk that the existing organization's focus could be diluted, compromising its original goals and objectives due to the additional workload and possibly divergent priorities of the Secretariat.

In considering the FNIGC as a potential candidate for the secretariat, it's also important to consider several issues. The willingness of FNIGC to participate is paramount as this is not a forgone conclusion. Identifying the necessary approvals and endorsements required from within their governance structure will be necessary. Should FNIGC or any other existing organization selected to fill this role decide against participating, alternative organizations or strategies may need to be considered. Does the Chiefs-in-Assembly have the authority to mandate FNIGC's involvement? It is a matter that involves not only the legal and operational readiness of FNIGC but also the broader context of First Nations self-determination and governance. These considerations are not just pertinent to FNIGC but extend to any national organization that may be in contemplation for the secretariat role. Such issues do not arise when creating a new organization.

Considerations for Implementation

Inception and Integration: The inception phase focuses on aligning stakeholders with the existing organization's vision and mission, integrating the Secretariat's mandate seamlessly with current operations. Over the course

of 1 to 2 months, AFN, the Caring Society and service providers will establish a shared understanding of the trade-offs between various design features, producing a MOU that enshrines the intent and purpose of the Secretariat alongside governing operational principles.

Codification and Compliance: Following inception, the next 1 to 2 months will be dedicated to the formalization of the expanded organization through the appropriate legal channels.

Leadership Adaptation: With the chosen mandate and design features as a guide, core members of the existing organization's governing Board of Directors will be identified and possibly realigned to include new executive roles necessary for the Secretariat's operations. Within 3 to 4 months, an extensive search for any additional Executive Directors will commence, seeking well-regarded First Nations leaders with proven bridge-building experience and relevant subject matter expertise. Signed employment contracts with the inaugural Board and Senior Leadership Team will mark the completion of this phase.

TABLE 6: Implementation timeline: National Approach – Existing Organization

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 Inception	Align stakeholder vision with existing organization's mission and services. Integrate Secretariat's mandate with current operations.	2 – 3 Months
 Codification & Compliance	Amend legal documents to incorporate Secretariat's activities. Align financial structures with new mandates.	1 – 2 Months

 Leadership Setting	Realign existing Board of Directors to include Secretariat's mandate. Identify candidates for any additional executive roles required.	3 – 4 Months
 Pre-Launch Plan	Integrate Secretariat's activities into the existing program list. Prepare existing staff for new roles and responsibilities.	3 – 6 Months
 Early Awareness Building	Communicate the expanded role of the organization to stakeholders. Update operational principles to include Secretariat's activities.	2 – 3 Months
 Inaugural Service Provision	Begin offering new services under the Secretariat's mandate to current and new clients.	3 – 6 Months

 Full-Service Operations	Review and adapt organizational performance metrics to include Secretariat's contributions.	Ongoing

Regional Approach – New Organizations

Introduction:

The ensuing discussion navigates through the Regional Approach, focusing on the creation of New Organizations to serve as regional secretariats across Canada. We'll initiate with an overview of the organizational design, illustrating how each new regional entity will develop its distinct mandate to support First Nations Child and Family Services within its jurisdiction.

We'll identify the stakeholders and the communities served by these nascent regional secretariats, emphasizing the intent to cater to the unique cultural, social, and service needs of diverse First Nations populations. The narrative will then consider the governance structure options, examining how these new organizations can establish robust and culturally attuned governance systems.

The overview will also unpack the potential benefits and challenges, exploring the advantages of regional specificity against the backdrop of establishing new operations from the ground up. Finally, considerations for the successful implementation of these regional secretariats will be defined, aiming to provide a blueprint for their strategic establishment and integration into the broader national framework of First Nations services.

Organizational Design

Mandate

The regional approach, through the creation of new organizations, is dedicated to serving as local centers of excellence for best practices and data management tailored to the unique needs and conditions of First Nations communities within their specific locales. These regional entities will operate in close collaboration, sharing resources and expertise to ensure a cohesive approach to child and family services, yet with the flexibility to address regional disparities and cultural specificities. Each regional organization will provide accessible programming tools, resources, and operational support to First Nations and FNCFS agencies, adapting the offerings based on regional discretion and necessity. Examples may include:

- Customizing program templates and ideas to suit regional conditions, including cost structures, staffing needs, and lessons learned from local experiences.
- Building and leveraging a network of regional experts for additional, localized support.
- Offering operational support catered to the unique challenges of regional service delivery, including recruitment strategies, hiring processes, and staff retention in alignment with local cultural practices.
- Facilitating training programs and capacity-building initiatives that resonate with the regional context, including train-the-trainer modules and identifying local sources for training and development.

As hubs for data collection and analysis, regional organizations will gather and interpret information specific to their communities. They will also offer fee-for-service data collection and analysis to stakeholders for community-level analysis, reporting on regional trends, and contributing to a collective national understanding of First Nations child and family well-being.

These new regional organizations will address systemic inequities in FNCFS by promoting evidence-based, culturally informed responses within communities, recognizing the diversity of economic and social conditions across regions. They will act as crucial links within the broader patchwork of organizations, connecting research and service delivery efforts on the ground and upholding the principles of First Nations leadership, OCAP®, and community autonomy, all while ensuring alignment with regional strategies and priorities.

TABLE 7: Organizational values: Regional Approach – New Organizations

Element	Description	Proposed Secretariat Response
Vision	An aspirational description of what the organization wants to achieve in the future.	<i>Each Regional Secretariat envisions becoming a pivotal regional partner, driven by First Nations values and priorities, to foster resilient and thriving First Nations children and families. It aims to work within its region to respect and promote information sovereignty and manage resources efficiently for a sustainable and localized impact.</i>
Mission	Why the organization exists; the purpose underlying its chosen vision.	<i>Each Regional Secretariat operates as a community-centric, First Nations-led organization tailored to fortifying child welfare and family services within the region, honoring the distinct cultural and social fabric of its communities.</i>
Objectives	Specific results that an organization aims to achieve within a time frame; a means by which the organization can measure its success.	<i>The Regional Secretariat seeks to bridge the gap in child welfare services at the local level by connecting community organizations and stakeholders, fostering regional insights, and sharing region-specific best practices.</i> <i>Within the next 18 months, the goal is to establish a regional mandate, set up an organizational framework that resonates with local values, and position itself as an integral part of the region's FNCFS ecosystem.</i>
Approach	An approach provides a methodology for executing the strategy.	<i>Each Regional Secretariat aims to fill a unique niche by complementing and enhancing existing services, not competing with them. It plans to forge partnerships with local organizations to ensure community needs are met effectively.</i> <i>Initially, the focus will be on aligning with regional stakeholders, raising awareness about its role and services,</i>

		and cultivating trust within the communities it serves.
Tactics	Focused initiatives, projects, or programs that allow organizations to execute strategies.	<i>Tactics will be collaboratively developed with regional stakeholders, ensuring that initiatives are grounded in local realities and designed to address the specific challenges and opportunities within each region.</i>

Stakeholders and Communities Served

The table below presents three distinct options for dividing regions in the context of establishing new regional organizations. The division of regions is a crucial factor as it directly influences the number of secretariats required to provide tailored services. Each option offers a different configuration, ranging from a greater number of smaller, more localized secretariats to fewer, broader regional entities. This division will shape the operational scale, reach, and governance of the secretariats, impacting their capacity to serve the communities effectively.

TABLE 8: Regional division options

Model	Number of Secretariats	Regional Coverage	Description
Option 1: Eleven Secretariats	11	Each province and territory (excluding Nunavut and Northwest Territories)	Independent secretariats for each province and territory, focusing on local issues and tailored solutions. Each operates autonomously while collaborating on inter-regional matters.
Option 2: Three Secretariats	3	Western (Yukon, BC, Alberta, Saskatchewan, Manitoba), Central (Ontario, Quebec), Atlantic (NB, NS, PEI, NL)	Larger secretariats covering broader areas for operational efficiency and resource pooling, while acknowledging sub-regional diversity

			within each secretariat's purview.
Option 3: Self-Determined Secretariats	Variable	Determined by stakeholders	Flexible configuration with the number and boundaries of secretariats based on stakeholder consensus, reflecting a commitment to community engagement and self-governance.

Option 1: Eleven Secretariats

For: Adopting eleven regional secretariats affords the opportunity to tailor services closely to the cultural and social fabric of each province and territory, which is vital given the diversity of First Nations communities. This structure can drive a more nuanced and sensitive approach, as local leaders who best understand regional dynamics govern these secretariats. The proximity to the communities they serve can lead to more immediate responsiveness to local issues and facilitate community involvement and empowerment. It also allows for the creation of services that are culturally congruent and regionally relevant, fostering greater community trust and participation. Moreover, this approach presents an opportunity to harness the strengths of existing regional organizations, drawing on their established operations and mandates to enrich FNCFS. By leveraging these pre-existing frameworks, the secretariats can quickly implement culturally resonant and regionally specific services.

Against: However, the primary concern with this model is the potential lack of cohesion and shared strategic direction that a national secretariat typically provides. Without a centralized body to aggregate data and coordinate efforts, there is a risk of creating silos that impede the exchange of information and best practices. This fragmentation may lead to inconsistencies in service quality and hinder the development of a comprehensive national picture of the welfare of First Nations children and families. Additionally, without effective regional collaboration mechanisms, there might be missed opportunities for regions to learn from each other's successes and challenges, which could result in a poorer overall national outcome. Another major concern is the financial burden; without economies of scale, the cost could escalate excessively, especially when multiple organizations need to bolster their infrastructure to meet the new data and service delivery standards.

Option 2: Three Secretariats

For: Consolidating into three regional secretariats provides a middle ground, balancing the desire for regional specificity with the need for a more unified national approach. This model can enhance operational efficiency and resource allocation while still allowing for some degree of regional customization. It offers the potential for more robust data collection and sharing practices within each larger region, improving the ability to make informed decisions and develop comprehensive regional strategies. Moreover, the broader reach of each secretariat could facilitate stronger advocacy and influence at the national level, potentially leading to better policy outcomes for First Nations communities.

Against: The concern with fewer, larger secretariats is that they may not fully capture the local subtleties of smaller, more isolated communities. The amalgamation of regions could dilute the specificity of services and may inadvertently prioritize the needs of more populous areas within the regions. Additionally, there is a risk that a more centralized regional model could become disconnected from grassroots needs, resulting in services that are less aligned with local community values and practices. The potential for reduced direct community engagement and oversight could lead to services that are less accepted and utilized by the communities they aim to serve. Furthermore, without a national administrative body, the ability to synthesize data across all regions into a cohesive national framework may be compromised, potentially weakening the overall national response to First Nations child and family welfare issues. Finally, there is a lack of comparable regional amalgamations in the FNCFS landscape. Creating three large regional bodies for cooperation would be a novel approach.

When considering the first two proposals, the challenge lies in striking the right balance between regional autonomy and the need for a coordinated national approach to data and service provision. Effective regional collaboration and the establishment of mechanisms for data aggregation and sharing are essential to ensure that while regions operate independently, they do not do so in isolation from the broader national landscape. This balance is critical for improving outcomes for First Nations communities at both regional and national levels.

Governance Structure

TABLE 9: Design options for board of directors – Regional Approach – New Organizations

Design Feature		
Option 1	Option 2	Option 3
A small board with members from key regional organizations. Board members would include leaders from regional First Nations governing bodies, regional branches of national organizations, and regional child welfare experts. An advisory panel consisting of community representatives and service users would support the board, providing ground-level insights and feedback on board initiatives.	A lean board structure with seats designated for regional experts in fields such as data management, programming, child welfare, compliance and legal affairs, and communications. Ensuring the board has the necessary skills to address the complexities of regional service delivery effectively. An advisory panel consisting of community representatives and service users would support the board, providing ground-level insights and feedback on board initiatives.	Each Region determines their own board structure.

Option 1: Compact Core Regional Board

Focused Leadership: A smaller board can streamline decision-making, leading to more agile and responsive governance.

Regional Representation: Having board members from key regional organizations ensures that the board's actions are aligned with regional needs and priorities.

Community Involvement: The advisory panel allows for direct community involvement without overwhelming the board's decision-making process.

Option 2: Streamlined Regional Board with Designated Expertise

Specialized Expertise: Board members are selected for their specific knowledge and skills, which can enhance the quality of strategic decision-making.

Efficient Operations: A lean board with clear roles can operate efficiently, focusing on strategic issues without getting bogged down in operational details.

Strategic Focus: The board's composition ensures a strategic focus on critical areas like healthcare, education, and legal affairs, which are vital for effective service delivery.

Option 3: Regional Customization

Customization: Tailoring governance to regional preferences ensures that structures are culturally relevant and appropriate.

Alignment with Regional Policies: Regional secretariats can ensure that their governance structures are in harmony with local policies, take advantage of pre-existing advisory bodies and facilitate smoother operations.

Recommendation

IFSD recommends adopting Option 2: Streamlined Regional Board with Designated Expertise. This model aligns with the principles of efficient governance and strategic focus, essential for the effective delivery of services to First Nations communities.

The streamlined structure, composed of experts in pertinent fields, ensures that the board is well-equipped to make informed decisions that address the complex realities of regional service delivery. While there are risks of a narrow focus and potential exclusion of broader community voices, these can be mitigated by implementing a comprehensive selection process for board members and establishing strong communication channels with the community.

The inclusion of a Regional Expertise Panel provides an additional layer of strategic guidance, bringing in diverse community advocates and subject matter experts to advise the board. This panel will play a crucial role in ensuring that the board remains connected to community needs and can adapt to changing circumstances.

In recommending Option 2, IFSD underscores the importance of expertise, efficiency, and a strategic approach to governance. This model promises a robust and dynamic governance structure capable of driving the regional secretariats towards achieving their mission and improving outcomes for First Nations children and families.

Implementation Steps will mirror that of those found under the National Approach – New Organization.

Staffing:

The table below outlines the estimated staffing requirements necessary for the operation of regional based secretariats, referencing the options outlined above. It details positions from the Board of Directors to front-line staff. It provides an overview of the roles and their respective responsibilities, along with the estimated salary ranges, ensuring a clear understanding of the human resources needed for the secretariat's successful function under the Regional Approach – New Organizations.

TABLE 10: Staffing for Regional Approach – New Organizations

<i>Position</i>	<i>Details</i>	<i>Description</i>	<i>Salary Ranges</i>
Board of Directors	Varied approach.	<i>Responsible for overseeing the governance of the organization, providing strategic advice, and keeping the senior executive team accountable</i>	<i>Assumed: Pro-Bono Service</i>
Executive Directors	Eleven (11) or three (3) seasoned First Nations executives with strong subject matter expertise and demonstrated experience as a bridge-builder	<i>Responsible for leading the organization, building strategic relationships, and advocating for its role in the region's child welfare landscape</i>	<i>Est. \$174,802 to \$205,650⁵</i> <i>(Option 1 \$1,922,822 – \$2,262,150)</i>

⁵ Estimate derived from EX4 Assistant Deputy Minister pay range. Source: Government of Canada Privy Council Office, *Salary ranges and maximum performance pay for Governor in Council appointees*, <https://www.canada.ca/en/privy-council/programs/appointments/governor-council-appointments/compensation-terms-conditions-employment/salary-ranges-performance-pay.html>

			(Option 2 \$524,406 – \$616,950)
Directors of Evidence for Child and Family Services	Eleven (11) or three (3) experts in data collection and maintenance; professionals with deep-seated understanding of the historical threats to First Nations information sovereignty and the leading modern practices to overcome those obstacles	<i>Responsible for steering the programming services of the organization; this may include training and education services or be limited to knowledge generation.</i>	Est. \$121,550 - \$142,982 ⁶ (Option 1 \$1,337,050 – \$1,572,802) (Option 2 \$364,650 – \$428,946)
Directors for Operational Supports and Programming	Eleven (11) or three (3) experts in child and family services; each would possess deep knowledge of the institutional failings of the child welfare system, leading practices in prevention and protection care, and the current landscape of service providers	<i>Responsible for steering the programming services of the organization; this may include training and education services or be limited to knowledge generation.</i>	Est. \$121,550 - \$142,982 ⁷ (Option 1 \$1,337,050 – \$1,572,802) (Option 2 \$364,650 – \$428,946)

⁶ Estimate derived from EX1 Director pay range. Source: Ibid.

⁷ Estimate derived from EX1 Director pay range. Source: Ibid.

Front-Line Staff	Six (6) to ten (10) staff spread across three departments of each regional secretariat, charged with supporting each of the regional Directors respectively.	<i>Responsible for advancing data and programming activities, and enabling the overall administrative functioning of the organization</i>	<i>Est. \$75,000 - \$95,000.⁸</i> <i>(Option 1 \$825,000 – \$1,045,000)</i> <i>(Option 2 \$225,000 – \$285,000)</i>

Assessment of Benefits and Challenges

Benefits: Creating new regional secretariats can offer highly tailored services and data collection methods that account for the cultural, geographical, and political nuances of each region. This approach promotes local engagement, ownership, and the development of initiatives that are culturally sensitive and community specific. New regional entities are well-positioned to form strong, direct connections with local communities, providing services that are more closely aligned with their unique needs and fostering an intimate understanding of regional issues, which is often lost in national models.

Challenges: Nevertheless, this approach risks inconsistencies in data collection and program implementation, which could impede the formation of a coherent national picture. The fragmentation of services might lead to inefficiencies and increased costs, as each region sets up its infrastructure and administrative systems. The resource intensity of establishing and maintaining multiple new organizations across the country could be vast, possibly outweighing the benefits of localized service provision.

Considerations for Implementation

Regional Consultation and Establishment: The foundation for new regional organizations will be laid out over 2 to 3 months, requiring extensive consultations with regional stakeholders to define each organization's specific scope and services. Legal setup and registration will follow, ensuring that each entity has the proper structures to operate within their respective jurisdictions.

Regional Board and Leadership Formation: Subsequently, over 3 to 4 months, the focus will shift to establishing regional Boards of Directors and beginning

⁸ Estimate derived from low-level Governor-in-Council appointee pay scale. Source: Ibid.

the search for Regional Directors. This phase ensures that the leadership at the regional level is equipped with the knowledge and authority to make decisions that align with the overarching goals of the Secretariat while being responsive to local needs.

Operational Planning and Community Engagement: In the following 3 to 6 months, regional priorities for programs and services will be identified, and a detailed rollout strategy for each region will be developed. A significant part of this phase is raising awareness about the new regional organizations and establishing their presence within the communities they aim to serve.

TABLE 11: Implementation timeline: Regional Approach – New Organizations

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 Inception	Engage with regional stakeholders to define the scope and services of new organizations.	2 – 3 Months
 Codification & Compliance	Register each new regional organization. Set up regional financial and operational systems.	1 – 2 Months

 Leadership Setting	■ Select and establish regional Boards of Directors. Begin search for Regional Directors.	3 – 4 Months
 Pre-Launch Plan	■ Identify regional priorities for programs and services. Develop rollout strategies for each region.	3 – 6 Months
 Early Awareness Building	■ Raise awareness about the new regional organizations. Establish regional presence and clarify mandate.	2 – 3 Months
 Inaugural Service Provision	■ Implement targeted services in selected communities to establish a track record.	3 – 6 Months

 Full-Service Operations	■ Gather data on regional operations to refine service delivery and impact.	Ongoing

Regional Approach – Existing Organizations

Introduction:

As we turn our attention to the Regional Approach utilizing Existing Organizations, we'll embark on an examination of how current entities can integrate the roles and responsibilities of regional secretariats. The discussion will unfold with an analysis of the organizational design, detailing how existing structures will adapt their mandates to incorporate the additional functions of the secretariat.

Acknowledging the nuanced dynamics of this approach, we will delve into the benefits and challenges, considering the complexities of adding new layers of responsibility to existing organizational mandates. Lastly, we'll outline the crucial factors for implementation, ensuring these organizations are supported as they transition to meet the demands of their new roles.

Organizational Design

Mandate

The mandate of the regional approach using existing organizations will mirror that of the Regional Approach – New Organizations, however, the functions of the new secretariats will be embedded into already established regional bodies. Like the National Approach – Existing Organization, the aim is to utilize the existing infrastructure to deliver services and programming related to First Nations child and family services. While the intention is to streamline processes and use established channels, the risk is that the primary focus of

the secretariat—developing and disseminating best practices and centralizing data collection—may become diluted when merged with the existing mandates of these organizations.

Governance Structure

The governance structure in this model would incorporate the secretariat functions into the existing governance frameworks of regional organizations. This approach could potentially overburden these organizations, as it would require them to significantly expand their scope without necessarily providing corresponding increases in resources. The existing boards would need to take on additional responsibilities, which could detract from their original missions and strain their capacity. These organizations would have two options for incorporating the duties of the secretariat:

Creation of New Divisions:

- Organizations may choose to create new divisions specifically for the secretariat's functions.
- This would involve hiring a new suite of executives and staff members dedicated solely to the secretariat's responsibilities.
- The advantage of this option is a focused approach, with dedicated personnel who have clear mandates and the ability to specialize in the secretariat's areas of expertise, such as data management, program development, and community engagement.
- The new division would work in close alignment with the national secretariat, ensuring that regional initiatives are consistent with national objectives while also addressing unique regional needs.

Expansion of Existing Roles:

- Alternatively, organizations could expand the roles of current executives and staff members to incorporate the duties of the regional secretariat.
- This option would capitalize on the existing knowledge and experience within the organization, providing continuity and leveraging established relationships.
- While this approach may be more cost-effective and quicker to implement, it requires careful planning to ensure existing staff can manage the additional workload without compromising the quality of their current responsibilities.

- It also necessitates comprehensive training and support to enable existing personnel to effectively take on their expanded roles.

The Indigenous Child and Family Services Directors' Our Children Our Way Society (OCOWS) in British Columbia is an example of an existing organization whose framework and objectives align with those of the proposed regional secretariat⁹. The OCOWS represents the 24 First Nation, Inuit and Métis Delegated Aboriginal Agencies in British Columbia. OCOWS already has a secretariat in place to support the work of the organization, offering technical support in planning, policy analysis, engagement, research, communications, and administrative support¹⁰.

OCOWS's commitment to the well-being of Indigenous children, youth, families, and communities, paired with its mission to support Indigenous Nations' visions for jurisdiction and self-government, reflects the proposed secretariat's aim to provide operational support that aligns with local cultural practices. Their secretariat team, which includes policy analysts, elder advisors, and skilled professionals, may be positioned to facilitate the kind of training programs and capacity-building initiatives envisioned under the regional secretariat approach.

With adequate funding and support, the existing secretariat's infrastructure could be enhanced to meet the wider responsibilities outlined by the proposed regional secretariat. This would leverage the organization's existing strengths and ensure a culturally attuned approach to child and family services for First Nations communities in BC.

However, there is a concern regarding the data management and analysis infrastructure within OCOWS. While the organization is engaged in policy analysis and research, it's not explicitly stated that they currently have a robust system for data collection and analysis, which is a key function of the proposed regional organizations. To fulfill the new mandate, OCOWS would need to establish or significantly enhance its capabilities in data management to gather, interpret, and analyze information specific to First Nations communities. This would be crucial for providing fee-for-service data collection and analysis to stakeholders, reporting on regional trends, and contributing to a collective understanding of First Nations child and family well-being.

⁹ "Who We Are," Our Children Our Way, <https://ourchildrenourway.ca/who-we-are/>.

¹⁰ "Secretariat," Our Children Our Way, <https://ourchildrenourway.ca/who-we-are/secretariat/>.

Assessment of Benefits and Challenges

Benefits: Utilizing existing regional organizations to fulfill the Secretariat's functions can tap into a wealth of regional expertise, resources, and established relationships. This approach can provide immediate infrastructure and systems to support the Secretariat's functions, facilitating a swift transition and immediate commencement of services. It potentially avoids the logistical and financial complexities of setting up new entities, focusing instead on enhancing the capacity of current organizations to meet the additional demands.

Challenges:

Dilution of Purpose: There is a considerable risk that the essential purpose of the secretariat could be diluted when merged with the existing functions of regional organizations. These entities already have established objectives and adding the responsibilities of the secretariat might lead to a lack of focused attention on the specific needs of First Nations child and family services.

Overextension of Regional Organizations: Many regional organizations operate with finite resources and are often already stretched thin in terms of staff and funding. Requiring them to implement a broader array of programs could lead to a decline in the quality of existing services and inhibit their ability to adopt new programming effectively.

Data Storage and Management: Regional organizations may not have the infrastructure necessary for the large-scale data storage and management expected of the secretariat. Building or upgrading such systems would involve significant costs and technical challenges.

Excessive Costs: The financial burden of expanding programming, enhancing data storage capacities, and possibly increasing staffing levels could be substantial. Without adequate additional funding, the expansion could strain the organizations financially, leading to cutbacks in other crucial areas.

Aggregation of National Data: Compiling and analyzing data at a national level from disparate regional organizations, each with its own methods and systems for data collection, could prove to be an insurmountable challenge. This difficulty may result in inconsistencies and gaps in the national data sets, hindering the ability to make informed, evidence-based decisions and policies.

Considering these challenges, the regional model using existing organizations is considered the least favorable option compared to the other proposed

models. It places excessive demands on the existing regional entities and threatens to compromise the effectiveness and clarity of the secretariat's mission. While the intention to leverage existing structures is well-meant, the potential for mission drift, data management issues, and undue financial strain make this approach problematic. The difficulties associated with aggregating data at the national level by these regional organizations would also likely impede the primary function of the secretariat to act as a body for evidence and best practices, undermining its foundational goals. A central entity would be better positioned to aggregate and analyze national trends. The synthesis of the regional data to provide a nation-wide picture is instrumental in informing funding assessments, guiding pragmatic reforms, and shaping federal decision-making processes.

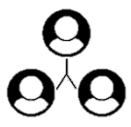
Considerations for Implementation

Stakeholder Alignment and Amendment: The integration of the Secretariat's activities into existing regional organizations requires a brief but intensive alignment phase, likely lasting 1 to 2 months. This phase involves modifying bylaws and financial structures to accommodate new activities and communicating these changes to all stakeholders.

Leadership Adjustment and Service Integration: Adjusting the leadership within existing regional boards to incorporate the Secretariat's objectives is a critical step that will take approximately 2 to 3 months. Following the leadership adjustment, the existing services will be adapted to include the Secretariat's programs, with current staff being trained for their new roles over the next 2 to 4 months.

Community Engagement and Service Expansion: Efforts to reinforce the existing relationships with the additional Secretariat's mandate will be prioritized, with an aim to expand new services to communities already served by the organizations. This process will likely take another 3 to 4 months to implement effectively.

TABLE 12: Implementation timeline: Regional Approach – Existing Organizations

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 Inception	Align with regional organizations on incorporating Secretariat's activities.	2 – 3 Months
 Codification & Compliance	Modify existing organizations' bylaws and operational accounts for new activities.	1 – 2 Months
 Leadership Setting	Integrate Secretariat's governance structure with existing regional boards.	3 – 4 Months

 <i>Pre-Launch Plan</i>	Adapt current service offerings to include Secretariat's programs. Train current staff for new activities.	<i>3 – 6 Months</i>
 <i>Early Awareness Building</i>	Reinforce existing relationships with additional Secretariat's mandate.	<i>2 – 3 Months</i>
 <i>Inaugural Service Provision</i>	Extend new services to communities served by existing organizations.	<i>3 – 6 Months</i>
 <i>Full-Service Operations</i>	Monitor and adapt services to maximize impact based on the Secretariat's objectives.	<i>Ongoing</i>

Hybrid Approach

Introduction

In the hybrid approach section, we'll explore the integration of a national secretariat with regional secretariats, focusing on organizational design and mandate. We'll detail how these entities will collaborate to serve stakeholders and communities, each bringing its strengths to the table. Governance structures will be reviewed, highlighting the flexible models that accommodate both centralized direction and regional nuances. Discussions will address the potential benefits of this collaborative model, as well as the challenges and costs involved in meshing different organizational systems. Finally, we'll cover the key considerations necessary for successful implementation, ensuring clear, actionable steps are outlined.

Organizational Design

Mandate

The hybrid governance structure represents a strategic amalgamation of centralized oversight with regional execution, aimed at delivering best practice programming across the spectrum of First Nations child and family services. It parallels the governance structure of the National Approach - New Organization by establishing a national secretariat that sets the strategic framework and ensures consistency in best practices. The innovative facet of the hybrid model lies in its network of satellite or regional secretariats embedded within existing organizations throughout Canada's diverse regions.

In the pursuit of a functional and efficient hybrid model for the Secretariat, we present two design options. These options stem from concerns that existing regional organizations may not have the necessary infrastructure, capacity, or inclination to undertake comprehensive data collection, analysis, and governance functions and may be better suited to delivering on the best practices in programming duties of the secretariat.

Option 1 suggests centralizing both programming and data responsibilities within the national secretariat, with regional organizations functioning as the arms of the national body. This division is designed to ensure that while the national secretariat leads on data and strategic governance, regional entities can dedicate their efforts to localized program delivery, with the national body filling any operational gaps at the regional level. Option 2 proposes that regional organizations focus solely on executing best practice programming

with the national secretariat assuming a comprehensive role in data collection and analysis.

TABLE 13: Design options for operations – Hybrid Approach

Design Feature	
Option 1	Option 2
National Secretariat: Acts as the central hub for all programming and data activities. It sets the strategic direction and operational standards, ensuring a unified approach to service delivery and data management across the country. Regional Collaboration: Regional organizations provide insights and on-the-ground knowledge to inform national strategies. They function as the arms of the national body, executing programs under national guidance while retaining a voice in shaping those strategies. Centralization Benefits: This option maximizes the efficiency of resource use and reduces the complexity of having multiple data management systems. It also simplifies the reporting process, as there is a single national repository for all data, which streamlines the synthesis of insights and policy formation.	Regional Organizations: They are tasked with the implementation of best practice programming, leveraging their established community connections and cultural knowledge to deliver services that are tailored to the unique needs of their regions. National Secretariat: Assumes a comprehensive role in data collection and analysis. It serves as the backbone for national-level data oversight, ensuring consistency in data handling and quality across regions. This approach allows for regional organizations to concentrate on service delivery without the added burden of complex data management. Role Separation: By delineating roles between regional programming and national data functions, this design minimizes the risk of overextending regional organizations' capacities while maintaining a national standard for data integrity and strategic coherence.

Option 1: National Centralization with Regional Input

National Secretariat Coordination: The central national secretariat orchestrates the regional secretariats, underpinning them with a robust best practices framework that encompasses:

- Development and dissemination of best practice guidelines for child and family services, ensuring all regional secretariats adhere to the highest standards.
- Coordination of regional efforts to uphold the integrity of service quality and adherence to national strategic goals.
- Stepping in as a regional secretariat in areas lacking such infrastructure, thus ensuring uniform access to best practice programming.
- Synthesizing regional data to develop evidence-based practices, reporting findings to shape national policies, and sharing successes and learnings.

Regional Secretariat Functions: Regional secretariats, while operational within the national framework, are tailored to suit regional needs and are responsible for:

- Capturing regional data to reflect local nuances, ensuring programming is responsive to the specific cultural and social dynamics of their communities.
- Implementing and refining best practice programs at the regional level, informed by direct community input and localized evidence.
- Contributing regional insights back to the national secretariat, fostering a two-way flow of information that enhances national programming strategies.
- Engaging with local organizations and communities to ensure programming is culturally congruent, effective, and endorsed by those it serves.

Integration with Existing Organizations: The deployment of regional secretariats within pre-existing organizations offers multiple advantages:

- Immediate access to established infrastructures and systems, enabling swift implementation of best practice programming.
- Utilization of existing relationships and regional expertise, fostering programs that are community-approved and trusted.
- Enhanced capacity for existing organizations to extend their service portfolio, incorporating national best practices into their local operations.

Best Practice Programming and Data Reporting: Central to the hybrid model is a commitment to evidence-based, best practice programming, which is facilitated by:

- The establishment of a consistent methodology for program development, implementation, and evaluation across all secretariats.
- The utilization of data analytics to inform and tailor programming, ensuring that interventions are both proactive and reactive to community needs.
- Regular public reporting on the impact and efficacy of programs, fostering a culture of transparency and continuous improvement.

By integrating the best practice programming philosophy into both the national and regional levels, the hybrid model ensures that every First Nations child and family benefits from the highest standards of service, informed by the latest evidence and adapted to their specific regional context. This structure not only encourages excellence and innovation in service delivery but also promotes a collaborative and informed approach to nationwide child welfare.

Option 2: Regional Programming Focus with National Data Oversight

Regional Organizations' Role: Regional organizations are at the forefront of service delivery, applying best practices and programs specifically tailored to the cultural contexts and needs of their communities. These organizations leverage deep-rooted community connections and in-depth cultural knowledge to provide relevant and effective services. Their focus is squarely on the qualitative, front-line engagement with service users, harnessing local insights to shape and refine the delivery of programs. This model acknowledges the invaluable expertise and established trust that these organizations hold, positioning them as essential executors of tailored services.

National Body's Function: The National body operates as the analytical and strategic epicenter for data governance across the FNCFS landscape. It takes on the comprehensive role of data collection, analysis, and quality assurance, underpinning the entire system with a consistent and methodical approach to data management. This centralized body ensures that data practices meet national standards, providing the necessary oversight to maintain data integrity and enable evidence-based policymaking. The Secretariat's role is to serve as a repository for data insights, standardizing data handling procedures and ensuring that the wealth of information collected is translated into actionable strategies.

Role Separation and Synergy: By clearly defining the roles, this option aims to optimize the capacity and strengths of both regional and national entities. Regional organizations can dedicate their resources to the implementation and continuous improvement of service delivery, while the National Secretariat ensures that data-driven insights inform these services. This separation minimizes the risk of overburdening regional bodies with the technical

complexities of data management. Simultaneously, it preserves the integrity and strategic direction of the national data framework, leading to an efficient and effective system that is coherent and aligned with overarching strategic goals.

This model proposes a synergistic relationship where regional expertise in service delivery is supported by national-level data stewardship, creating a harmonious ecosystem that is both locally responsive and strategically unified.

In summary, the primary distinction between the Option 1 and Option 2 lies in the distribution of responsibilities and the locus of operational control.

Option 1:

- The national secretariat acts as the sole command center for both programming and data functions, setting uniform strategic directions and operational standards for the entire country.
- Regional organizations operate as extensions of the national body, executing programs as per the national secretariat's guidance but with the opportunity to contribute regional insights to inform strategies.
- This centralization concentrates efficiency and resource utilization, with a single, cohesive data management system enhancing the simplification of reporting and policy development processes.

Option 2:

- Regional organizations are primarily responsible for implementing best practice programming, using their established community connections and cultural knowledge to deliver services that are region-specific.
- The national secretariat assumes the role of data governance and analysis but does not directly manage programming.
- There is a clear role separation, which allows regional organizations to focus on service delivery without the additional complexity of data management, relying on the national secretariat for overarching data oversight and strategic coherence.

Governance Structure

National Level Governance: At the national level, the governance structure for the hybrid approach remains identical to that outlined in the National Approach - New Organization. This structure ensures a consistent strategic framework across the country, with the national secretariat serving as the central coordinating body. The national secretariat will be responsible for

setting high-level policy, defining standards for data collection and best practices, and overseeing the overall performance of regional secretariats. It will also aggregate and analyze data from across all regions, ensuring that insights and evidence inform the national child welfare strategy.

Regional Level Governance: At the regional level, the Board of Directors of each organization would remain the same. The hybrid approach offers flexibility to existing organizations selected to fulfill the role of the regional secretariat. These organizations have two options:

Creation of New Divisions:

- Organizations may choose to create new divisions specifically for the secretariat's functions.
- This would involve hiring a new suite of executives and staff members dedicated solely to the secretariat's responsibilities.
- The advantage of this option is a focused approach, with dedicated personnel who have clear mandates and the ability to specialize in the secretariat's areas of expertise, such as data management, program development, and community engagement.
- The new division would work in close alignment with the national secretariat, ensuring that regional initiatives are consistent with national objectives while also addressing unique regional needs.

Expansion of Existing Roles:

- Alternatively, organizations could expand the roles of current executives and staff members to incorporate the duties of the regional secretariat.
- This option would capitalize on the existing knowledge and experience within the organization, providing continuity and leveraging established relationships.
- While this approach may be more cost-effective and quicker to implement, it requires careful planning to ensure existing staff can manage the additional workload without compromising the quality of their current responsibilities.
- It also necessitates comprehensive training and support to enable existing personnel to effectively take on their expanded roles.

The governance structure of the hybrid approach to the secretariat represents a nuanced model aimed at enhancing First Nations child and family services across Canada. This approach seeks to balance the advantages of a

centralized, national secretariat with the localized insights and operational flexibility of regional organizations. A critical aspect of this model is the relationship between the national and regional entities, which, due to legal and operational considerations, cannot be structured as direct subsidiaries or legally integrated components of a singular national body. Instead, a sophisticated framework of membership systems and bilateral agreements is envisioned to define the roles, duties, and obligations of each party involved.

Membership System and Bilateral Agreements:

Regardless of which design option is selected, the foundation of the hybrid model's governance structure will be a carefully designed membership system, complemented by bilateral agreements. These agreements will serve several essential purposes:

1. **Establishing Roles and Responsibilities:** They will delineate the specific roles, duties, and obligations of the national secretariat and each regional organization. This clarity is crucial for ensuring that all parties understand their contributions to the overarching goals of improving First Nations child and family services.
2. **Facilitating Collaboration:** Agreements between regional organizations themselves, and between each regional organization and the national secretariat, will establish formal mechanisms for collaboration. These mechanisms will enable resource sharing, joint initiatives, and the seamless exchange of data and best practices.
3. **Ensuring Accountability:** By outlining the expectations for each entity, the agreements will create a structure for accountability. This includes mechanisms for monitoring performance, reporting on activities, and evaluating outcomes to ensure that the collective efforts are effectively advancing the mission.

Implementing this governance structure will require careful consideration of several factors:

- **Legal Independence:** Recognizing that regional organizations will maintain their legal independence is essential. The agreements must respect this autonomy while ensuring that the activities align with the national secretariat's strategic objectives.
- **Cultural and Regional Sensitivity:** The governance model must be flexible enough to accommodate the diverse cultural and regional contexts of First Nations communities across Canada. This includes acknowledging and integrating local practices and knowledge into service delivery.

- **Data Sharing and Privacy:** Establishing protocols for data sharing that respect privacy laws and the data sovereignty of First Nations is critical. The agreements should detail how data will be collected, stored, and used, ensuring transparency and trust among all parties.
- **Resource Allocation:** The agreements must address how resources, both financial and otherwise, will be allocated and managed. This includes funding flows from the national secretariat to regional organizations and how resources will be shared among regional entities.

The hybrid approach's governance structure, through a combination of a membership system and bilateral agreements, offers a flexible yet cohesive framework for enhancing First Nations child and family services. By clearly defining the relationships and expectations among the national secretariat and regional organizations, this model aims to leverage the strengths of both centralized and localized approaches. However, the success of this model will hinge on the careful drafting and implementation of the agreements, ensuring they are tailored to meet the legal, operational, and cultural needs of all parties involved.

Assessment of Benefits and Challenges

Benefits: The hybrid model offers a best-of-both-worlds solution, combining the advantages of national oversight with the adaptability of regional service delivery. The national Secretariat would ensure consistency in standards and quality control, while regional secretariats would handle the localized implementation of programs and initiatives. This approach could offer a resilient and adaptable framework capable of addressing both broad and specific needs, with different levels of the organization providing mutual support.

Challenges: However, this model is inherently complex, potentially leading to cumbersome and unwieldy management structures with multiple layers of administration. Communication gaps and conflicting priorities between the national and regional levels could impede operations. Furthermore, establishing and maintaining a sophisticated coordination mechanism between the different levels of the organization might be challenging and resource-intensive, adding to the operational costs and potentially leading to inefficiency.

The decision on which model to adopt must be made with careful consideration of these arguments, weighing the potential benefits against the challenges and costs associated with each option.

Considerations for Implementation

Strategic and Operational Planning: The hybrid model requires a strategic planning phase to develop a framework that combines national oversight with regional implementation. This initial 2-to-3-month period involves creating legal and operational structures that facilitate both centralized and regional operations.

Leadership Formation and Pilot Programs: Forming a central governing body and identifying regional leaders will take an additional 3 to 4 months. Once leadership is established, operational planning for both national strategies and regional services will take place. Pilot programs will launch in selected regions to refine the hybrid approach, which will take another 3 to 6 months.

Stakeholder Engagement and Full-Service Operations: Concurrently, over 2 to 3 months, broad-based engagement with stakeholder groups will be essential to build understanding and buy-in for the hybrid model. The roll-out of full services will commence as pilot programs conclude, ensuring that the hybrid model delivers cohesive and consistent services across its operations.

TABLE 13: Implementation timeline: Hybrid Approach

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 Inception	Develop a hybrid strategy that combines national oversight with regional implementation.	2 – 3 Months
 Codification & Compliance	Establish legal frameworks that allow for both centralized and regional operations.	1 – 2 Months

 Leadership Setting	Form a central governing body and identify regional leaders.	3 – 4 Months
 Pre-Launch Plan	Create a rollout plan that incorporates both national strategies and regional services.	3 – 6 Months
 Early Awareness Building	Educate stakeholders on the hybrid model's structure and benefits.	2 – 3 Months
 Inaugural Service Provision	Launch pilot services in selected regions to refine the hybrid approach.	3 – 6 Months

 Full-Service Operations	■ Implement full services, ensuring cohesion and consistency across the hybrid model.	Ongoing

Conclusion

1. **Local Responsiveness vs. National Cohesion:** Stakeholders should weigh the ability of each model to provide services that are culturally and regionally specific against the need for a unified national strategy. A model with many regional secretariats may offer tailored services but could lack the cohesion and shared strategic direction provided by a national secretariat.
2. **Data Collection and Analysis:** Any chosen model must have robust data collection and analysis capabilities to effectively monitor and report on the welfare of First Nations children and families. There should be clarity on who is gathering the information and who will report the findings, ensuring discrimination ends and does not recur.
3. **Stakeholder Calls to Action:** The purpose of the Secretariat should be grounded in stakeholder calls to action, which are derived from the collective aspirations and demands of the communities and organizations involved. The chosen model must reflect these calls in its foundational objectives.
4. **Resource Allocation:** Models that propose creating new regional secretariats could lead to significant resource requirements for setting up infrastructure and systems. Conversely, utilizing existing organizations may avoid these complexities but could overextend their current capacities.
5. **Financial Implications:** The costs associated with each model are a crucial factor. New regional secretariats might incur high initial costs, while expanding the roles within existing organizations could lead to financial strain if additional funding is not provided. Stakeholders must assess the financial sustainability of each model.

6. **Economies of Scale:** Considering the financial aspect, stakeholders should also think about the economies of scale. Centralizing certain functions may reduce costs, but it could also risk losing touch with local community needs.
7. **Incorporation into Existing Structures:** The feasibility of integrating the Secretariat's functions into existing regional organizations without diluting its core purpose or overwhelming the current operational capacity is another critical consideration.
8. **Infrastructure for Data Management:** The chosen model must have or be capable of developing the necessary infrastructure for large-scale data storage and management, which is a fundamental component of the Secretariat's mandate.
9. **Adherence to Function and Purpose:** Regardless of whether the model emphasizes national coordination or regional autonomy, it must uphold the Secretariat's fundamental functions and overarching purpose of ending discrimination and preventing its recurrence in FNCFS.

Appendix A: Review of Existing Organizations

Aboriginal Housing Management Association (AHMA – BC)

AHMA

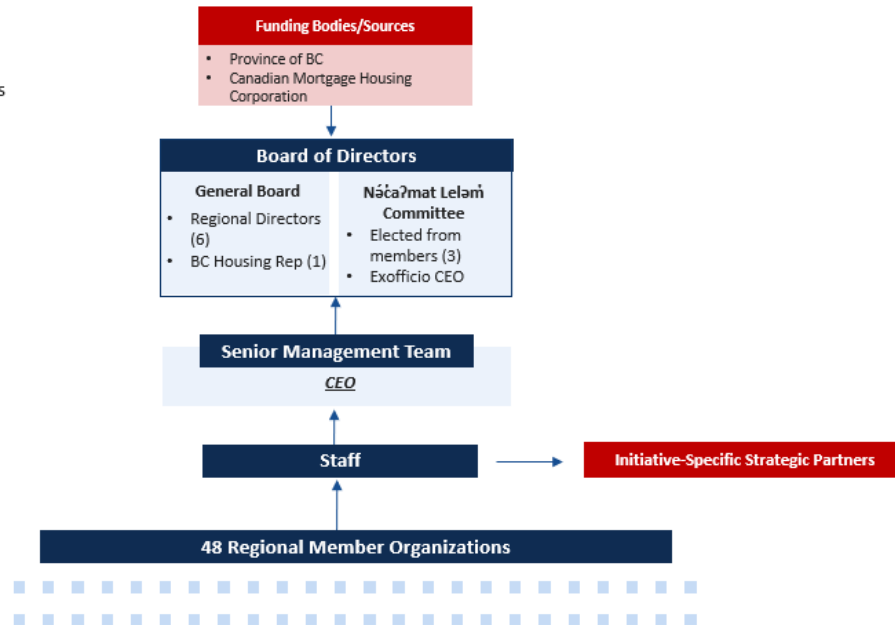
Governance Structure

Est. Staff Complement: 28 FTEs

Est. Total Budget: 46 million

Data Capacity: **Medium**

Programming Capacity: **High**



Readiness Scorecard

Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				Medium

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				High

1. Mandate

- The organization aims to support housing rights for Indigenous people across British Columbia, applying a distinctive cultural lens, led by a team of Indigenous executives.

- This work primarily involves financing new housing units for at-risk persons, but it also includes convening stakeholders, knowledge sharing, and strategic projects with other Indigenous welfare organizations.
 - While not focused exclusively on children and families, the organization recognizes the critical role housing plays in keeping families together.

Notable Child Welfare Programs and Initiatives

- AMHA maintains a strategic partnership with Lii Michif Otipemisiwak Child and Community Services to address child protection issues for the Métis population of Kamloops.
 - The initiative includes support for parents through one-one and group skill-building classes, as well as relationship and outreach programming for youth who have aged out of child welfare system.
- AMHA also has a partnership with the Ki-low-na Friendship Society, to provide supportive housing for new mother at risk of losing their children due to inadequate housing.
 - The Tupa Grandmothers Lodge provides a safe space with many amenities for young families.
- AMHA finances several other initiatives aimed at supporting mothers and children fleeing abuse.

2. Stakeholders and Communities Served

- While the organization has traditionally focused on leading in urban Indigenous housing in BC, it has since expanded its scope to service rural and northern communities as well.
- AMHA supports nearly 8000 finished and in progress housing units across British Columbia.

3. Governance and Organizational Structure

- The AHMA is an umbrella organization comprised of 48 Indigenous housing providers in British Columbia.
- The organization is governed by an independent Board of Directors. The board includes:
 - Six directors each representing a distinct region of the province
 - One director representing BC Housing
 - Néča?mat Leləm Committee, comprised of three elected directors from member organizations

- There are 28 full-time equivalent staff on hand.

4. Resources and Financial Scope

- The organization has traditionally been funded by the province of British Columbia, however, it has received some contributions from the Canada Mortgage Housing Corporation.
- Revenues in fiscal year 2020-2021 were approximately \$46 million.
- AMHA's largest expenditures were its subsidies to its members (\$42 million), staff salaries and benefits were the next largest, approximately \$2.5 million. The organization has relatively few physical assets.

5. Programming and Data Management Capacity

- As noted, child welfare programming is typically delivered via a strategic partner where AMHA provides funding and supporting housing infrastructure.
- The organization also convenes roundtables of experts across civil society on Indigenous housing-related issues and has a dedicated relationship building capacity.
 - Other organizations frequently engage AMHA team-members for expertise on culturally informed asset management.
- The organization does collect data related to asset management and community housing needs, and has some staff dedicated to this function. Findings are typically disseminated in formal reports.

Defining Traits and Conclusion

- AMHA is notable for its ability to disseminate a large amount of funding across the province and for its ability to share its recognized expertise in housing with other welfare-focused organizations.
- AMHA's federated membership structure allows the organization to be relatively lean at the management level, while enabling lower-level regional affiliates to tailor their work to local needs.
 - At the same time, this membership structure gives management a birds-eye view of activities across the province which may enhance learning and lend itself to thought leadership.

Key Design Takeaway

- *For the Secretariat, which aims to be national in scope, a federated membership structure may be appropriate. This design would keep overhead low, while encouraging broad-based collaboration across jurisdictions.*

Atlantic Policy Congress of First Nations Chief Secretariat

APC

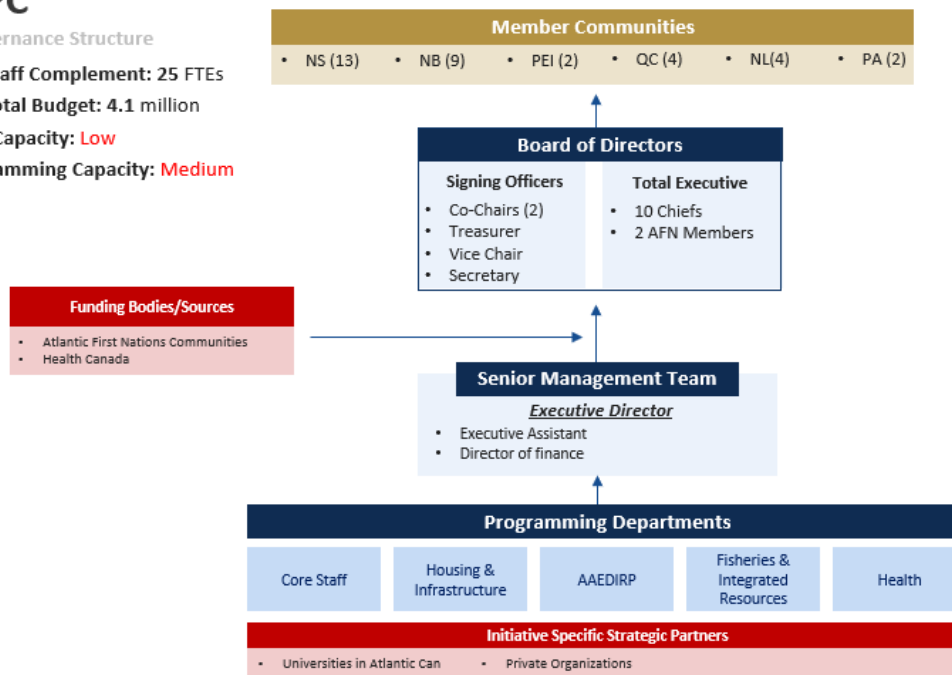
Governance Structure

Est. Staff Complement: 25 FTEs

Est. Total Budget: 4.1 million

Data Capacity: **Low**

Programming Capacity: **Medium**



Readiness Scorecard

Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				Low

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				Medium

1. Mandate

- The organization seeks to advance the interests of First Nations communities in Atlantic Canada, Quebec, and Maine, through locally led policy research and advocacy.

- The APC presents policy alternatives to communities directly, it also lobbies federal and provincial governments and supports communities in litigating Aboriginal and Treaty rights cases.

Notable Child Welfare Programs and Initiatives

- While the APC has a broad mandate across issues related to Health, Housing and Infrastructure, Water, Fisheries, and Economic Development, these matters often intersect with child welfare.
 - The organization has advocated for increased funding for youth and young family focused programming in its member communities.
 - However, it does not appear to have extensive programming dedicated to early childhood intervention or related issues.

2. Stakeholders and Communities Served

- The organization services 32 communities across the Atlantic region.

3. Governance and Organizational Structure

- The organization is led by the Board of Directors, comprised of eleven executive members, four of whom are designated as signing officers.
 - All Board Directors are Chiefs. Currently, four hail from Nova Scotia, three from New Brunswick, and one each from Quebec, Prince Edward Island, Newfoundland and Labrador, and Passamaquoddy.
- The Board is ultimately accountable to its member communities in the region. It is supported by a senior management team and staff across its five programming departments.
- Staff complement is approximately 25 full time equivalents.

4. Resources and Financial Scope

- The APC has an estimated annual revenue of roughly \$4 million.
- Contributions are received from member communities, as well as some grants from the federal government.
- There is limited publicly available information on the organization's expenditures and cost structure.

5. Programming and Data Management Capacity

- The APC regularly convenes policy conferences that include member communities and other First Nations stakeholders. These events typically serve to support knowledge sharing and priority setting across the Atlantic region.
- While the organization does some data collection and management to support its policy publications, this role is fairly limited. The APC does not appear to have robust data sharing or coordination role.

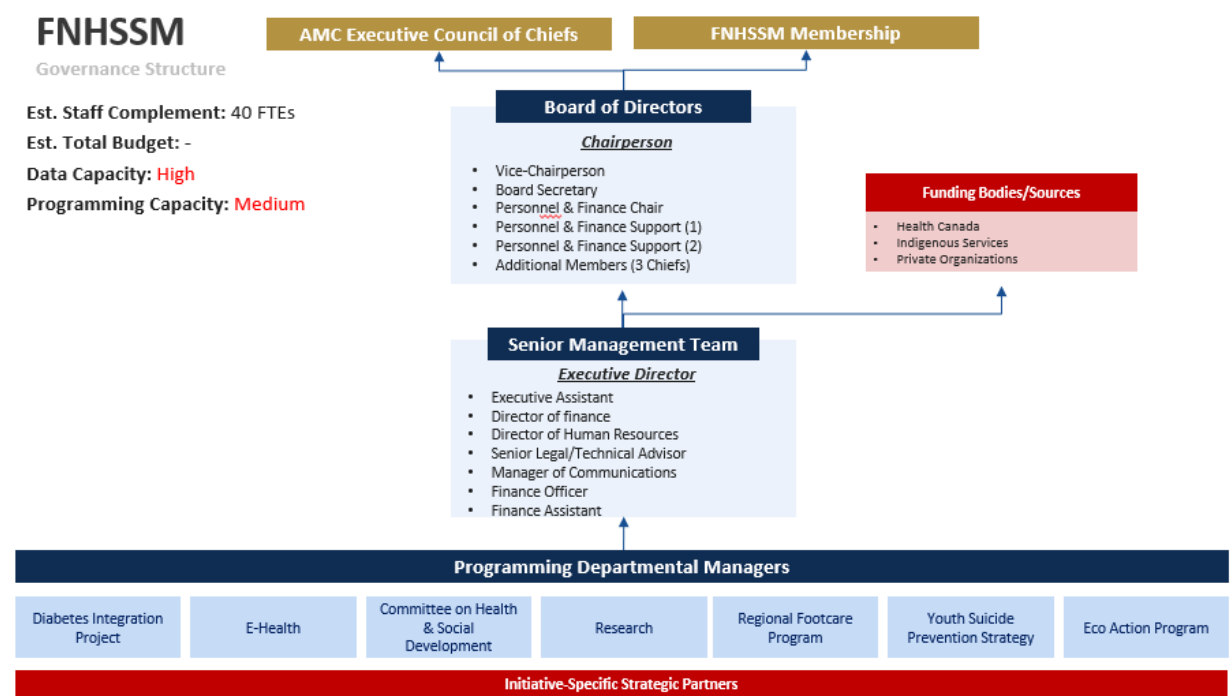
Defining Traits and Conclusion

- The Atlantic Policy Congress is notable for its governance which makes use of existing community leadership in being entirely comprised of local Chiefs. This structure works to ensure that the organization's proposals are reflective of the will of member communities.
 - It may also support continued participation in conferences and other policy making forums.
- From a child welfare perspective, limitations of the APC are its broad mandate and limited data management function.

Key Design Takeaway

- *For the Secretariat, which seeks to be a by First Nations for First Nations organization, imbedding existing community leaders at the Board of Directors level may help to establish trust and legitimacy at the outset.*

First Nations Health and Social Secretariat of Manitoba (FNHSSM)



Readiness Scorecard

Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				High

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				Medium

1. Mandate

- The FNHSSM works to support Manitoba First Nations communities by increasing opportunities to participate in the planning and development of a Unified Health System in Manitoba; influencing regional and national health policy, and program development in areas including: health consultation, maternal child health, e-Health/Panorama, youth suicide, mental health, inter-governmental health, research, and health governance.

- The organization is a member of the First Nations Information Governance Centre (FNIGC) and contributes to data management and collection efforts.

Notable Child Welfare Programs and Initiatives

- The FNNHSSM conducts a regional health survey in conjunction with the FNIGC. The survey captures many indicators of community wellbeing, including parent-child relationships.
- In partnership with the University of Manitoba, Manitoba Health, and other First Nations organizations, FNNHSSM organizes a Maternal Child Health Program to study infant mortality in the province as well as indicators of early child health and prepare responding policy options.
- The organization also facilitates a Cree Birthing program to measure indicators of early childhood wellness as they relate to traditional birthing practices.
- FNNHSSM has also helped lead the AMC's evaluation of regional implementation of Jordan's Principle.

2. Stakeholders and Communities Served

- The organization works on behalf of all First Nations in Manitoba, including 63 AMC members, 7 tribal councils and the 3 PTOs.

3. Governance and Organizational Structure

- The FNNHSSM is overseen by a Board of Directors, comprised of nine Chiefs from different communities across the province.
- The Board is ultimately accountable to the member communities and is mandated to provide regular updates to the AMC Executive Council of Chiefs (ECC).
- An Executive Director heads the Senior Management Team. Managers of each of the organization's departments report to the Executive Director, who in turn reports to the Board.
 - The Executive Director also provides updates to external funding bodies on an ad-hoc basis.
- At the program delivery level, Departmental Managers collaborate directly with outside organizations, including Universities, governments, and other civil society organizations.
- Staff complement is approximately 40 full time equivalents.

4. Resources and Financial Scope

- Financial information supporting FNNHSSM's operations is not published in its annual reports, although third party research organizations have estimate that annual revenue is between \$1 million and \$5 million.

5. Programming and Data Management Capacity

- As part of its role as a regional member of the FNIGC, the FNHSSM manages the Health Information Research and Governance Committee (HIRGC), where it:
 - Acts as the “gatekeeper” of First Nations data at a regional level.
 - Provides guidance to local research efforts performed by First Nations or outside consultants.
 - Acts to ensure that First Nations research is respectful and in accordance with OCAP principles.

Defining Traits and Conclusion

- The FNHSSM is notable for its built-in accountability, as the organization is mandated to report directly to the communities it serves.
- It is also noteworthy that while it is Indigenous led, FNHSSM regularly conducts collaborative research with non-Indigenous organizations while remaining compliant with OCAP principles.
 - This might be attributed to the use of project-based collaboration at the lower levels of the organizational structure.

Key Design Takeaway

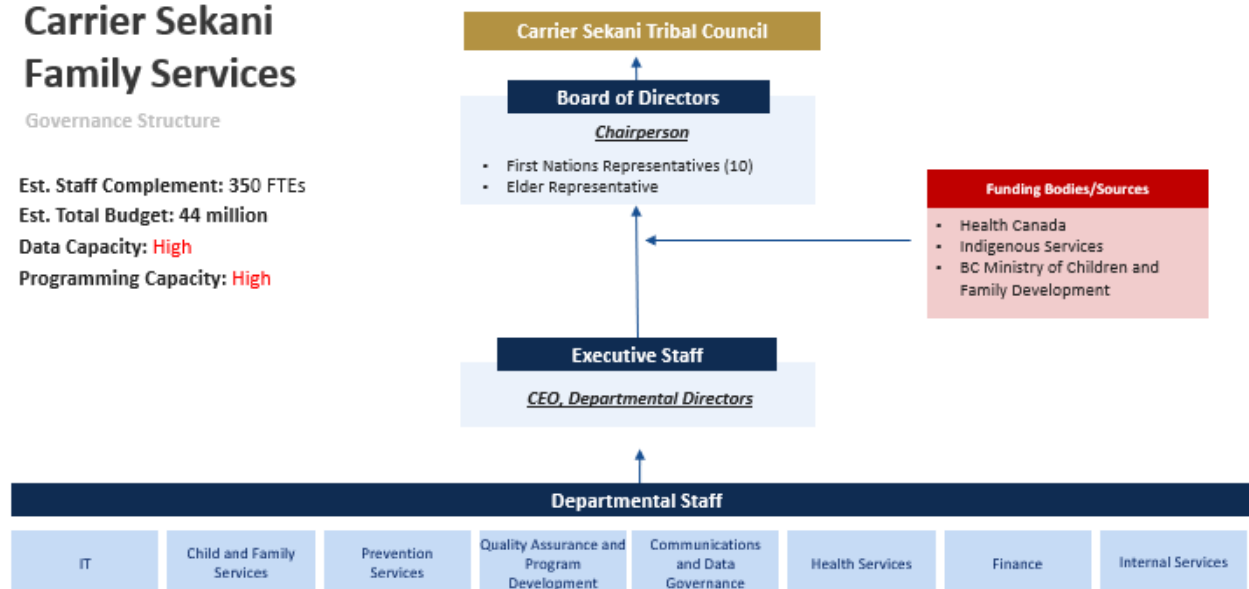
- *The Secretariat may benefit from a similar ad-hoc partnership approach with non-First Nations organizations. In being less focused on multi-year collaborative agreements, the Secretariat may preserve its nimbleness and better promote First Nations data sovereignty.*

Carrier Sekani Family Services

Carrier Sekani Family Services

Governance Structure

Est. Staff Complement: 350 FTEs
 Est. Total Budget: 44 million
 Data Capacity: **High**
 Programming Capacity: **High**



Readiness Scorecard

Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				High

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				High

1. Mandate

- Carrier Sekani Family Services (CSFS) is charged with establishing a “comprehensive infrastructure” for social, health, and legal programs that will eventually be passed on to the regional Tribal Council as part of the community’s path to self-government.

Notable Child Welfare Programs and Initiatives

- The CSFS offers guardianship services and resources for its member communities, backed by dedicated staff.

- The program provides care for children who are under Continuing Custody Order through the management of foster care homes on reserve in member communities.
- The program also offers continuing supports for youth who age out of the system.
- The organization also provides preventative services, aimed at young parents. This programming includes:
 - Early childhood education programs that seek to build greater cue interpretation skills between parents and children.
 - Family Preservation Outreach that seeks to advocate on behalf of parents in securing housing and other necessities.
 - A Family Empowerment program that allows children in foster care to visit their parents in a supervised environment while providing behaviour management and other skill-building workshops.

2. Stakeholders and Communities Served

- The organization services 22 local bands, over 10,000 persons, in Northern British Columbia.

3. Governance and Organizational Structure

- The organization is led by a Board of Directors consisting of ten member First Nations representatives and one Elder.
- Operational decisions are led by a CEO and departmental directors.
- Staff complement is roughly 350 full time equivalents.
- As the organization has grown rapidly in recent years, the Board of Directors has commissioned a governance review by an independent consultancy.

4. Resources and Financial Scope

- CSFS maintained an operating revenue of roughly \$44 million in 2021 and has allocated nearly \$50 million for the current fiscal year.
 - The organization is primarily funded by the First Nations Health Authority, Indigenous Services Canada, and the British Columbia Ministry of Children and Family Development.
 - Its largest expenses were salaries and benefits for its large staff complement, as well fostering services for children.
 - It maintains seventeen physical office spaces. Buildings remain its largest asset.

5. Programming and Data Management Capacity

- CSFS maintains a Quality and Innovation department dedicated to tracking the performance of its programming and improving future service delivery.
 - This function is supported by a dedicated Communications and Data Governance department that ensure the organization's tracking of information is modernized and remains consistent with OCAP principles.
- The organization regularly performs service quality audits on its programming. It also seeks validation from the Commission on Accreditation of Rehabilitation Facilities (CARF), an external body.

Defining Traits and Conclusion

- As CSFS's aim is to build lasting services, much of its work is performed by the organization itself, with the assistance of some outside consulting services.
 - As such, the organization's operations do not emphasize partnership building.
- Overall, Carrier Sekani Family Services' approach appears to demonstrate a sophisticated capacity to address local child welfare issues. However, there does not seem to be much external collaboration beyond member First Nations.

Key Design Takeaway

- *Any new national Secretariat would likely benefit from incorporating some of CSFS's practices both in its array of available programming and its commitment to tracking and measuring performance.*
- *Importantly, as there are organizations like CSFS which are already quite sophisticated in their programming, the Secretariat might be effective acting as a strategic connector, facilitating knowledge transfer from experts from leading organizations to other First Nations communities.*

First Nations Information Governance Centre (FNIGC)

FNIGC

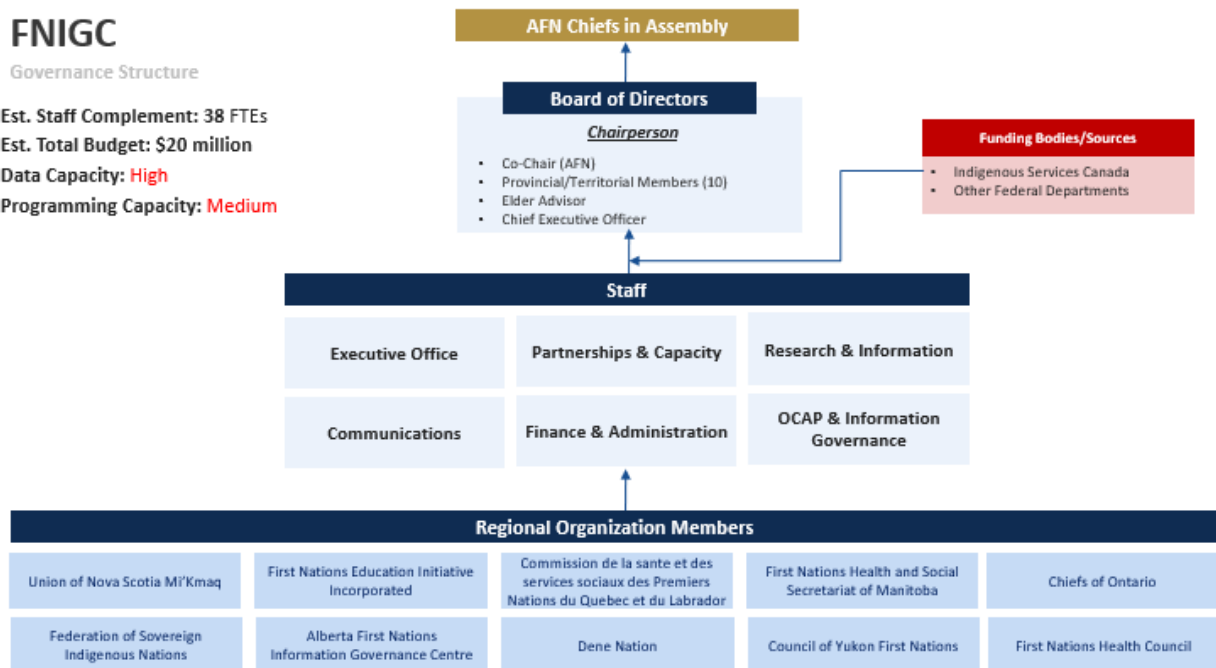
Governance Structure

Est. Staff Complement: 38 FTEs

Est. Total Budget: \$20 million

Data Capacity: **High**

Programming Capacity: **Medium**



Readiness Scorecard

Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				High

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				Medium

1. Mandate

- The First Nations Information Governance Centre aims to support evidence-based decision making in First Nations communities and protect community sovereignty and agency over the collection and stewardship of local data.
- While the organization's primary activities revolve around data gathering initiatives in First Nations communities, it also offers a wide array of other programming – including direct research, training, capacity building and knowledge translation.

Notable Child Welfare Programs and Initiatives

- The FNIGC has been commissioned by the AFN to perform a feasibility assessment of conducting a longitudinal study of First Nations child development and well-being.
 - The initiative included a literature review, direct engagement with subject matter experts, and relied on previous investigations by the AFN.
 - Ultimately the assessment produced a 17-point plan to inform a robust longitudinal study of First Nations children and youth.
- The organization is also performing research work focused on First Nations early childhood care and development, in collaboration with the National Centre for Indigenous Health (NCCIH).
- In addition to these specific initiatives many of FNIGC's projects in health and economic development necessarily overlap with child welfare issues.

2. Stakeholders and Communities Served

- The FNIGC conduct its work on behalf of the AFN and the 634 First Nations communities across Canada.

3. Governance and Organizational Structure

- The organization is led by a Board of Directors consisting of representative from each of FNIGC's ten regional partners and an Elder advisor. The board reports directly to AFN chiefs in assembly.
 - Directors are appointed for three-year terms.
- Operational decisions are led by a CEO and departmental directors.

4. Resources and Financial Scope

- FNIGC is primarily financed on a contract-by-contract basis with the federal government, with national surveys, the primary revenue driver, supported by Indigenous Services Canada.
 - FNIGC, in turn, has contribution agreements to support its regional partners.
- Additional revenue is sourced on a fee-for-service basis out of the organization's First Nations Data Centre.
 - Here, FNIGC processes special projects with federal departments, researchers, students, and others.
 - Projects often include data tabulations, storage, and management. The organization performs all of its work in accordance with OCAP principles.
- Finally, FNIGC offers a *Fundamentals of OCAP* online course. The course is available to stakeholders and outside researchers on pay-for-access basis.

5. Programming and Data Management Capacity

- The organization's data management capacity is vast. Not only does FNIGC, and its regional partners, maintain an infrastructure capable of housing national data, the organization also has established strategic partnerships that cement its leading role.
 - Evidence of this position include National Data Governance Strategy, which received ten-year funding from Indigenous Services, and the FNIGC's position as a member of the Canadian Research Data Centre Network (CRDCN).

Defining Traits and Conclusion

- The defining feature of the FNIGC is the trust it has garnered in communities and among First Nations leadership. The organization has successfully positioned itself as the de-facto leader in the information and data management space.
 - The FNIGC is a first mover in the application of OCAP principles to child-welfare issues and in the provision of related instructional programming.

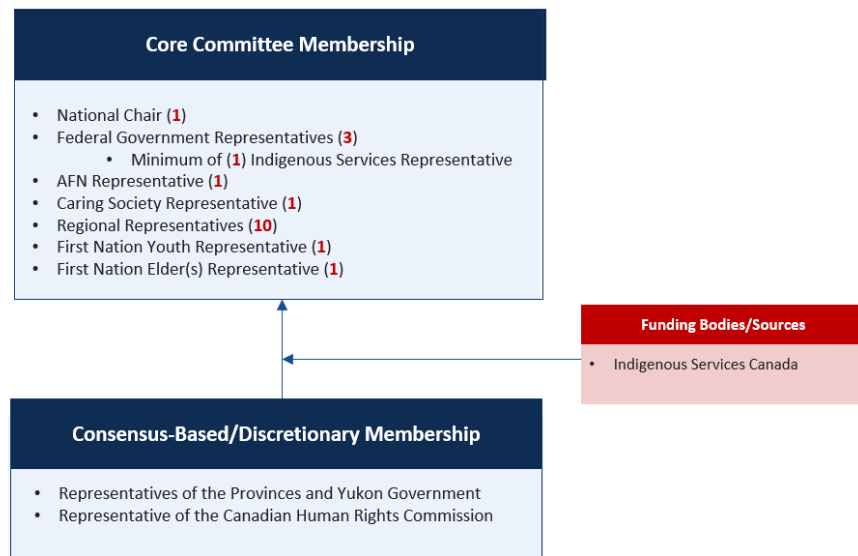
Key Design Takeaway

- *For the secretariat, this reality likely means that any planned data management activities must be performed in collaboration with, not tangential to, the FNIGC.*

National Advisory Committee (NAC) on First Nations Child and Family Services

National Advisory Committee on FNCFS

Governance Structure



Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				Medium

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				Medium

Key Design Takeaway

- For the secretariat, an organization that might derive most of its revenue from Indigenous Services Canada, including ISC representatives on the Board of Directors may be an effective means of engaging Government of Canada officials and ensuring broader institutional support.

University Affiliation

Chapin Hall – University of Chicago

Chapin Hall

Governance Structure

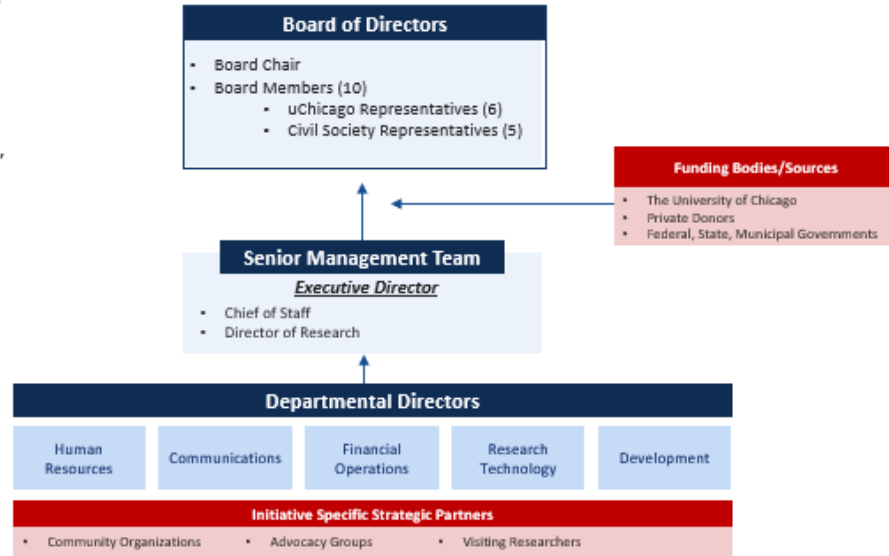
Est. Staff Complement: 125 FTEs

Est. Total Budget: 29 million

Data Capacity: High

Programming Capacity: High

Notable Traits: Expansive resources and strong fundraising, rigorous research and data stewardship capabilities, high level of university involvement



Key Design Takeaway

- For the Secretariat, a university-housed model may help facilitate an array of different funding streams, but it may also necessitate a higher level of non-First Nations administrator involvement.*

Family Spirit – Centre for American Indian Health, Johns Hopkins University

Family Spirit

Governance Structure

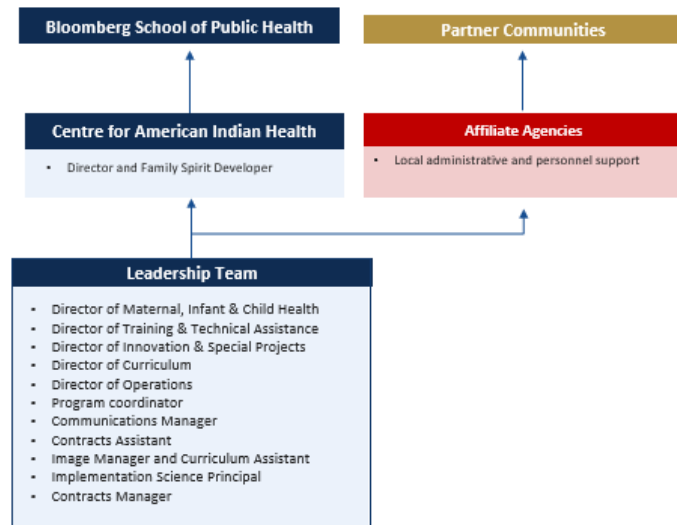
Est. Staff Complement: 14 FTEs

Est. Total Budget: -

Data Capacity: Low

Programming Capacity: High

Notable Traits: Lean operating model, nationally dispersed leadership team



Key Design Takeaway

- *For the Secretariat, relying on other affiliate organizations to deliver key programming on an as-needed partnership basis, may reduce overhead and more efficiently deploy key resources.*

Appendix B: Information Technology Approach

This section offers a non-technical view of information technology (IT) costs for a potential Secretariat. It is based on modern best practices, for a small-to-medium enterprise (SME) using a *cloud-first* approach, where **services** are preferred over **capital investments** in on premises infrastructure. This yields greater flexibility for the organization, and while this document is not an exhaustive IT budget, it illustrates major cost components using existing popular services for SMEs. The proposed secretariat will find that privacy, security and access considerations will make IT a key operating feature of the organization. Data will, more often than not, reside in a digital form creating both opportunities and vulnerabilities for the organization. Ensuring appropriate budgeting for a robust IT function will be important in building and maintaining trust with stakeholders. The proposed IT requirements reflect modern management practices including a lean operating model, hybrid work style, mobile workforce and web-centric operations. Further, given that the organizational design considerations for the secretariat are based on existing analogous entities, there is very little, if any, cost associated with “unique” requirements.

Assumptions

The information presented below is based on several key assumptions:

- 1) The Secretariat will be setup as a not-for-profit organization with the associated status that will allow it to obtain significant not-for-profit discounts on technology-related expenditures.
- 2) The organization will leverage not-for-profit pricing from Microsoft (<https://nonprofit.microsoft.com/>), TechSoup Canada (<https://www.techsoup.ca/>) and other providers.
- 3) The prices used in this document are in CAD (unless otherwise noted) and are believed to be accurate at the time of preparation but are meant to be illustrative and may be subject to changes. Costs quoted do not include any applicable taxes.
- 4) The examples used in this document assume a staffing level of **15 full-time** employees.
- 5) Depreciation of capital assets is not included in this IT budget, but this should be taken into consideration when establishing the overall budget for the organization.
- 6) Replacement of end-of-life assets (retired laptops, etc.) is not included in the scope of this budget.

Implementation Timeline

For the initial IT setup discussed in this document the organization should anticipate a two-to-three-month timeline. This assumes multiple projects running concurrently (website build, IT infrastructure setup, accounting system, etc.) The timeline will depend on resource and content availability, design choices, as well as timely decision making and support from leadership and other stakeholders.

Budget Overview

Typical IT Spending as a % of Revenue/Budget

While each is unique, generally modern organizations typically spend between 4-6% of their revenue/budget on IT, and this range is recommended by the well regarded IT professional practice publication *CIO Magazine*. Larger organizations tend to have lower percentages as they generate greater economies of scale.

- Small organizations (less than \$50 million in revenue) spend 6.9% of their revenue on IT
- Mid-sized organizations (between \$50 million – \$2 billion) spend 4.1%
- Larger organizations (over \$2 billion) spend a relatively small 3.2%

Data from the Deloitte Insights November 2017 CIO Insider report citing “Deloitte 2016-2017 Global CIO Survey” (n=747) echoes these ranges and puts the education and non-profit sector at an average of 5.77% with an average of 3.28% across all sizes and industries. (https://www2.deloitte.com/content/dam/insights/us/articles/4349_CIO-Insider_Tech-budgets/DI_CIO-Insider_Tech-budgets.pdf)

The tenth annual “Non-profit Technology Staffing and Investments Report” published by NTEN in May 2017 focused specifically on technology in non-profits (n=259). NTEN found, across all sizes of non-profits, technology accounted for 5.7% of annual budgets on average. Additionally, they found that smaller non-profits had higher spending as a percentage of their total budget. (https://www.nten.org/wp-content/uploads/2017/05/Staffing_Report2016_v12.pdf)

Summary Table of Expenditures

This document outlines IT costs or considerations for the Secretariat across seven key areas. Within each area costs are differentiated between recurring annual costs versus one-time initial setup project costs. Projects are identified to build the web site, setup IT infrastructure, setup accounting software, train staff, etc. Project costs should be considered placeholder amounts based on relatively straightforward implementations, limited customizations, available content, etc.

Each area is expanded and explained in the sections that follow.

Budget Categories	One Time	Annual
Online Public Presence Setup & Subscriptions	\$25,000.00	\$97.50
Connectivity & Communication Services	\$10,000.00	\$38,017.20
Software Setup & Subscriptions	\$95,000.00	\$9,430.95
Misc Expenses	\$0.00	\$7,500.00
Measuring to Thrive Cloud Application	\$10,000.00	\$0.00
IT Hardware	\$77,245.00	\$0.00
IT Staffing	\$0.00	\$175,000.00
Totals	\$217,245.00	\$230,045.65

Online Public Presence

Web Site

An online public presence will be important for the Secretariat to communicate information to the public and host “non-private” content ranging from job postings to press releases to custom developed content. Numerous solutions exist to host web sites that allow relatively non- technical staff members manage and update content. These services also offer a range of additional functionality as the organization’s needs evolve. Popular solutions are provided by Wix, GoDaddy, WordPress and more. TechSoup charges a \$15 fee that grants a 70% discount off the \$20/month Wix Unlimited Premium plan based on a two-year commitment.

A “one time” 1–2-month project would need to be undertaken to define, setup and build the initial website of the Secretariat. Costs could vary depending on the complexity of the design and availability of content.

Domain Hosting

A core part of the public presence is the domain name(s) of the organization. While the need may exist to register multiple names, this example assumes a single registration. Many providers are available with GoDaddy being one of the most popular. A typical domain registration costs approximately \$30/year. GoDaddy offers an “*in-kind product donation program, GoDaddy Shares, providing a one-time donation of one domain name and one shared hosting account from GoDaddy for one year at no charge.*”

Following the one-year term of receiving support through our in-kind program, you will receive a discounted rate of 40% for a two-year term. Organizations are eligible for only one donation per organization.” (<https://forms.benevity.org/87e35df3-1c1c-43ce-a500-7ab3df518124>)

Financials – Online Public Presence

Online Public Presence	One Time	Annual
Initial Website Creation	\$25,000.00	
Wix Unlimited Premium Web Hosting		\$79.50
GoDaddy Canada Domain Name Registration		\$18.00
Subtotal	\$25,000.00	\$97.50

Connectivity & Communication Services

Modern organizations rely extensively on multiple communication and connectivity services. These cover business-grade Internet service for the office, calling and data plans for employee mobile devices, as well as desktop phone services in many cases. Numerous providers and options exist for each service – the costs shown below are typical from real world examples from major providers but will vary with exact usage, roaming and terms. Additionally, a project is identified to cover installation of network cabling and required hardware. These costs may vary depending in complexity of installation, etc.

Financials - Connectivity & Communication Services

Connectivity & Communication Services	One Time	Annual
Mobile/Cellular (15GB data, unlimited calling - \$175/user/mo x15 staff x12 months)		\$31,500.00
Business-grade Internet Service		\$3,600.00
Installation of Network Wiring/Hardware	\$10,000.00	
Microsoft Teams Desktop Phone license with Calling Plan (3000 minutes) (\$14.30/user/mo x15 staff x12 months) (Hardware not included)		\$2,574.00
Teams Phone with Calling Plan \$14.30/mo (3000 minutes) (x2 meeting rooms)		\$343.20
Totals	\$10,000.00	\$38,017.20

Software Setup & Subscriptions

Employee Productivity

Employee productivity tools are those used to perform basic work functions such as emails, work processing, spreadsheets, presentations, creative/artwork, and such. The most common tools used for these are Microsoft Office and products from Adobe such as Acrobat and Creative Cloud.

The design of IT systems and usage should assume an “anytime, anywhere” approach to productivity, support virtual work and should be based upon a “Zero-trust” approach to security.

The assumptions are based on non-profit Microsoft 365 E5 licenses providing 5TB of personal cloud storage using OneDrive, Outlook, Word, Excel, PowerPoint, Teams, Anti-virus/Anti-malware and more that can be installed on 5 PCs and 5 mobile devices per user, Adobe Acrobat Pro DC licenses (10 staff @13% discount) and 1 Adobe Creative All Apps user (60% off Adobe’s regular rates for the first year and 40% every year after). Also included are the modest licensing requirements/costs for collaboration software in each boardroom/meeting rooms for shared devices.

Employee Software Training

End user training should be provided as appropriate to ensure staff have the necessary technical skills to use their software. Training should also be provided on IT Security and Acceptable Use policies as defined by the organization. A mixture of online/virtual training can be combined with company-specific training as appropriate.

IT Software Services

A robust set of IT infrastructure is critical to the success of an organization. A diverse set of services are required to meet a modern organization’s technology needs. These range from the typical items such as email, document storage, and intranets to advanced enterprise security, threat protection and analytics, internal and external collaboration, device management (including mobile), identity management, business analytics and advanced compliance tools such as records management, eDiscovery, information protection.

The costs associated with properly deploying, managing, and updating the necessary infrastructure with on-premises systems has (in the past) been prohibitive for almost all SMEs. With the mainstream adoption of cloud service offerings such as Microsoft 365 E5 these capabilities are now within reach of most organizations. Importantly, such offerings are now available on exclusively Canadian-based infrastructure to meet data residency and privacy requirements if necessary. Additionally, extensive audits and certifications have validated the use and security of these platforms.

While the features of a Microsoft 365 E5 subscription are extensive, many can be rolled out incrementally as the organization’s needs evolve and become more sophisticated. A “one time” two-month project would be undertaken to define, setup and configure the initial IT infrastructure services of the Secretariat. Additionally, a concurrent project

should define any necessary policies and procedures for IT and staff such as an IT Security Policy.

Business Software

All organizations will require some form of “business operations” software ranging from accounting to HR/payroll to potentially CRM/stakeholder management solutions. While exact details cannot be offered without further analysis of need, there are numerous popular cloud-based subscription services available across most of these categories. Alternatively, such services may be outsourced and thus the rates/terms may vary. Other activities, such as audits may or may not have impacts to technology costs depending on circumstance.

A “one time” project would need to be undertaken to setup and configure the accounting software. Cost estimates may vary based on complexity and requirements.

Data Analysis & Reporting

Data analysis and reporting are essential elements of fact-based decision making, accountability and planning. A wealth of tools exists in this category but the most prevalent is Microsoft Excel. Familiar to most business users, but significantly more powerful in recent versions, it provides the basics of reporting and analysis.

For more advanced analysis, reporting, dashboards and even publishing interactive data-driven graphics to the web, Microsoft offers Power BI Pro. Every user receives a license to these tools (included in their Microsoft 365 E5 license). For even greater capabilities and capacities individual users, such as dedicated data analysts, can be upgraded to Power BI Premium.

Financials – Software Services & Setup

Software Setup & Subscriptions	One Time	Annual
Initial Setup & Configuration of IT Services (Microsoft 365 E5)	\$50,000.00	
IT & Security Policy Development	\$5,000.00	
Microsoft 365 E5, Enterprise Mobility + Security E5 (15 users @ \$22.80/mo x 12)		\$4,104.00
Adobe Acrobat Pro DC (\$7 admin fee + \$16.99/mo x12 months x10 users)		\$2,108.80
Adobe Creative All Apps Plan (\$7.00 admin fee + Subscription fee - year 1: \$311.88 & year 2+: \$467.82 (1 user with initial two-year average price used)		\$393.35
Teams Rooms Standard license \$7.70 license/mo (x2 meeting rooms x12 months)		\$184.80
Employee Software & Policy Training (\$2,000/employee x 15)	\$30,000.00	
Initial Setup & Configuration of Accounting System	\$10,000.00	
QuickBooks Online – Advanced + Payroll) (\$160/month + \$4/employee)		\$2,640.00
Totals	\$95,000.00	\$9,430.95

Miscellaneous Expenses

Supplies

Depending on where cost accountability resides, IT costs often include supplies such as toner, printer paper, small cables, accessories, etc.

Repairs

IT budgets will also usually contain a line item for repairs to cover out of warranty costs for occasional repairs or accidental damage.

Financials – Miscellaneous Expenses

Miscellaneous Expenses	One Time	Annual
Supplies (Toner, Paper, accessory cables, etc.)		\$2,500.00
Equipment Repairs		\$5,000.00
Totals	\$0.00	\$7,500.00

Measuring to Thrive Cloud Application

Solution Overview

The Measuring to Thrive cloud application was built by IFSD to provide a location where stakeholders can centrally report anonymized data of KPIs relating to the Measuring to Thrive framework. The system is built using Microsoft Azure cloud services with security and privacy as the core focus. The system is hosted exclusively on Canadian infrastructure and offers end-to-end encryption with fully encrypted data at rest. Data is stored with 6x data redundancy to prevent data loss (3x times in Canada Central region + replication to 3x in Canada East region)

Measuring to Thrive

EN | FR ?

Outcomes

Detailed List

Scorecard

Reserves

Bands

Export

New

Filters :

Demo Agency

FN1 Band

FN1 Reserves

2020-Q2/T2

Outcomes - Scorecard - FN1 Reserves

Child and youth well-being

Family well-being

Community well-being

	2020-Q2/T2	2020-Q1/T1
Safety		
Number of serious injuries or deaths	0	1
Recurrence of child protection concerns after ongoing protection services	1	3
Child abuse (excluding sexual abuse)	1	2
Child sexual abuse	0	0
Rate of successful family reunification	0.96	0.94
Timeliness of customary care	18	22
Percentage of children with kin and/or Indigenous families within their community	0.92	0.86
Quality of caregiver and youth relationship	0.91	0.90
Regular opportunities for relational connections to community	0.93	0.91
Out of home placement rate	0.08	0.07
Number of moves in care	110	6
Cognitive development		

The system supports both English and French and is designed to evolve with the underlying Measuring to Thrive framework. KPIs can be introduced, revised, and retired as required.

Measuring to Thrive
EN | FR ?

- Outcomes
 - Detailed List
 - Scorecard
- Reserves
- Bands
- Agencies
- Admin
 - Users
 - UI text
 - Branding
 - SMTP
- KPIs**
 - Periods
 - Pages

KPIs

Level 1: Strategic Outcomes

+ New
Edit
Delete
Move Up
Move Down

- Child and youth well-being
- Family well-being
- Community well-being

Level 2: Performance Areas

+ New
Edit
Delete
Move Up
Move Down

- Safety
- Cognitive development
- Social relationships
- Emotional, cultural and spiritual well-being
- Physical health and well-being

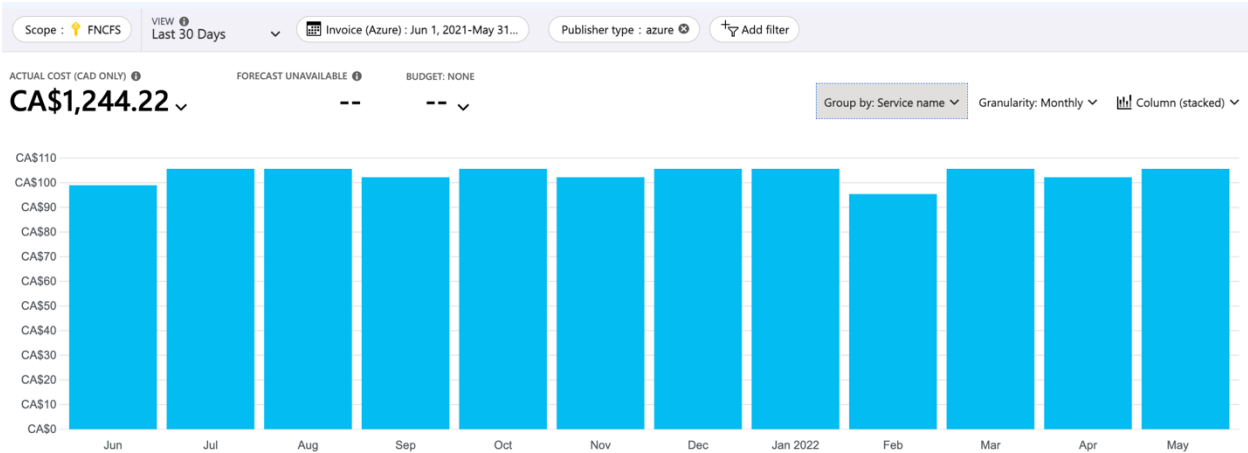
Level 3: Indicators

+ New
Edit
Delete
Move Up
Move Down

- Percentage of children/youth exhibiting chronic concerning behaviours
- Percentage of children/youth exhibiting prosocial behaviour
- Percentage of children/youth reporting mental health
- Percentage of children/youth reporting happiness
- Percentage of children/youth reporting belonging to community
- Percentage of children/youth reporting pride in Indigenous identity
- Percentage of children/youth reporting sense of connection to land
- Percentage of children/youth reporting participation in spiritual practices and traditional ceremonies
- Percentage of children reporting knowledge of Indigenous language(s)
- Percentage of children/youth reporting eating traditional foods

Operating Costs

Solutions designed from the beginning to operate on Microsoft Azure or similar platforms can be incredibly efficient to operate as capacity can be adjusted dynamically on an hour-to-hour basis. The Measuring to Thrive cloud application can be configured to almost infinitely scale up or down in line with demand. In the current configuration, it can handle the most of the envisioned loads while only costing approximately \$3.41 per day to operate. Operating costs for the past year have totaled \$1,244.22.



Initial Development Costs

IFSD bore the development costs create the Measuring to Thrive cloud application. Ownership of the application and its source code will be transferred to the Secretariat at no cost to the Secretariat.

Transfer of Measuring to Thrive to the Secretariat

While IFSD has born the development costs of the application as well as the operating cost to date, the process to transfer the application to a new owner can be a relatively complex task that requires expert skills to accomplish. It is recommended that Microsoft's Consulting Services be engaged on a one-time basis, to managing the migration. A placeholder of \$10,000 is included for their fees subject to final agreement between the parties. IFSD will not charge any costs associated with the transfer nor retain any intellectual property rights over the application.

Microsoft Azure Non-Profit Grant

Microsoft offers non-profits a grant for Azure cloud services in the form of a \$3,500 (USD) donated Azure services credit annually. (Approximately \$4,500 CAD) (Note that unused credit is not refundable hence the zero-dollar total shown in the table below)

Financials - Measuring to Thrive Cloud Application

Measuring to Thrive Cloud Application	One Time	Annual
Measuring to Thrive App Development Costs		\$0.00
Measuring to Thrive App Operating Costs		\$1,244.22
Transfer of Measuring to Thrive to Secretariat	\$10,000.00	\$0.00
Microsoft Azure Non-profit Grant (unused credits are non-refundable)		(\$4,500.00)
Totals	\$10,000.00	\$0.00

IT Hardware

Individual Staff Productivity Hardware

This includes one organization owned laptop, smartphone, and large desktop monitor per employee. Also included is a mid-range VoIP desktop phone for each user.

Shared Resources Hardware

Shared resources are IT assets used by multiple staff members rather than assigned to individuals. These would include at least one multifunction colour laser printer/scanner for the office. Additionally, hardware for one boardroom and one meeting room are estimated below subject to further requirements.

Financials - IT Hardware

IT Hardware	One Time	Annual
Business-grade Laptop (\$2,000 x15 staff)	\$30,000.00	
Smartphone (\$1,000 x15 staff)	\$15,000.00	
Desktop Computer Monitor (\$500 x15 staff)	\$7,500.00	
CCX 500 Business Media Desktop Phone, Teams Edition (\$475 x15 staff)	\$7,125.00	
Lexmark MC3426i Colour Laser All-in-one Multi Function Printer	\$820.00	
Board Room Screen (Samsung 75" 4K UHD HDR LED Tizen Smart TV)	\$1,600.00	
Meeting Room Screen (Samsung 65" 4K UHD HDR QLED Tizen Smart TV)	\$1,200.00	
Teams Room Device/Video Conferencing Equipment (\$5,000 x2)	\$10,000.00	
Desktop Computer for Meeting Rooms (\$2,000 x2)	\$4,000.00	
Totals	\$77,245.00	\$0.00

IT Staffing

Modern IT operations cover a vast range of services. Each area of specialization can require advanced knowledge for certain tasks. The proposed approach is for an in-house IT generalist supplemented by a modest consulting budget to provide task/project specific assistance on an as needed basis.

Full Time IT Staff

One full time IT employee is envisioned to handle the day-to-day operational needs of the IT, website, and cloud environments. This person should also possess data management and analysis skills and would support the data analysis and reporting needs of the organization. A mid-level position is budgeted with a fully loaded cost of \$120,000/year.

Technical IT Training

Technology evolves at a rapid pace in modern business environments. A specific line item is included to maintain and expand the technical skillset of IT staff.

IT Consulting Support

Given the range of responsibilities envisioned for the sole IT staff member, it is almost certain that supplemental support will be required. A line item is provided to cover external consulting support to supplement with specific advanced skills as required.

Financials - IT Staffing

IT Staffing	One Time	Annual
Full Time Staff (1 employee - fully loaded cost)		\$120,000.00
Technical IT Training (for 1 IT staff member)		\$5,000.00
IT Consulting Support		\$50,000.00
Totals	\$0.00	\$175,000.00

IT should not be viewed as simply an administrative cost burden. For a data capture and management organization, IT should be properly viewed as foundational to its operating model. A well-funded IT infrastructure would provide the secretariat with a robust platform for security and privacy coupled with the tools for access and transparency for stakeholders.



APPENDIX L

JOB POSTINGS AND DESCRIPTIONS

There are staffing pressures among service providers. Many expressed difficulties finding, attracting, and retaining staff to discharge their mandates. As resources are focused on FNCFS, service providers may find themselves competing for talent in an already restricted pool. Beginning the hiring process early and offering training opportunities will be important for meeting staffing needs.

FNCFS job postings and descriptions were compiled and analyzed to identify common roles in service delivery. The job titles, descriptions, and educational or experience requirements are based on a set of 221 job postings and descriptions collected by IFSD, primarily in April 2024. All reviewed postings were available publicly from FNCFS service providers (typically from the employment/careers section of their websites). The information set contains postings from service providers located in all provinces except for Newfoundland and Labrador and Prince Edward Island.

The information conveyed is representative of the job postings and descriptions included in this information set. Job titles, descriptions, and educational or experience requirements may vary in practice. Service providers must determine the appropriate title, description, and requirements for each role they hire for. They should also consider any regulatory requirements that influence job descriptions and requirements, e.g., for clinical staff, social workers, etc.

Job Type	Job Title	Description	Educational or Experience Requirements
Executive	Executive Director/CEO	Executive directors or CEOs are responsible for leading and managing an organization in alignment with its mandate, objectives and strategic direction. They report to a Board of Directors (or comparable entity).	Executive Directors and CEOs typically have several years of experience and relevant post-secondary training.
	Director	Directors are responsible for leading and managing a specific department or office.	Directors typically have several years of experience and relevant post-secondary training.
Management/ Supervisory	Manager	Managers are responsible for the functioning of specific departments, offices, or programs. They typically report to an executive-level employee (e.g., director, CEO, etc.).	Managers typically have several years of experience and a relevant post-secondary credential.

	Supervisor/ Team Lead	Supervisors and team leads oversee the operation and delivery of specific programs or teams.	Supervisors and Team Leads typically have a relevant post-secondary credential.
Social Workers	Social Worker	Social workers contribute to a variety of programs such as child protection, adoption/ guardianship, prevention, etc. They are often responsible for functions such as case management, assessment, intervention, mediation, counselling, etc.	Social workers must have a Bachelor of Social Work (BSW) or Master of Social Work (MSW).
Protection Staff	Case Aide	Case aides provide support to child protection teams.	Case Aides often have a relevant post-secondary credential.
	Intake Worker	Intake workers are responsible for receiving, assessing and investigating reports of child abuse and neglect.	Intake workers often have a degree in social work or an equivalent/related discipline.
	Foster Care/ Protection Worker	These roles provide a range of protective services such as investigation, assessment, and foster parent recruitment.	Foster Care and Protection Workers often have a degree in social work or an equivalent/related discipline.
Prevention Program Staff (including cultural programming)	Child and Youth Worker	Child and youth workers provide a wide range of supports and services to children and youth.	Child and youth workers often have a relevant post-secondary certificate or diploma.
	Cultural Coordinator/ Connector	Cultural programming roles coordinate and/or deliver a range of culturally relevant programming and supports (i.e., education, ceremonies, guidance, teachings, etc.).	Cultural programming staff often hold a relevant post-secondary credential. The required credential level varies based on the specific position.
	Family Wellness/Well-Being/ Support/	These roles provide preventive supports and programming to promote family well-being and reduce risk to children.	Family wellness, well-being, support and preservation workers often hold a relevant post-secondary credential. The

	Preservation Worker		required credential level varies based on the specific position.
	Community wellness/ resource staff	These roles design and/or deliver community-based programming.	Community wellness/ resource staff may hold a relevant post-secondary credential.
	Prevention Worker	Prevention workers provide preventive supports and programming to clients.	Prevention staff often have a relevant degree (e.g., social work), but education requirements may vary by role and service provider.
	Elder in Residence	Elders in residence provide cultural education and training to staff, community members, external partners, etc.	Elders in residence are recognized by their First Nations, and may hold a relevant post-secondary credential.
Post-Majority Staff	Post-Majority Support/Care Worker	Post-Majority Support or Care Workers provide support and services to youth who age out of care.	Post-Majority Support or Care Workers have often completed post-secondary education in social work or a related field.
First Nation Representative Services Staff	Band Representative /First Nations Representative / Band Designate	First Nations or Tribal Councils typically employ First Nations Representatives. They support children and families involved with CFS, providing guidance and advocacy. They may also be involved in court proceedings.	First Nations Representatives often have relevant post-secondary credentials (e.g. social work).
Clinical Staff	Psychologist	Clinical staff provide a range of clinical services to children and/or families depending on their specific discipline (i.e., assessments, counselling).	Clinical roles typically require a relevant graduate degree (i.e., psychology, social work, counselling), and/or membership in a recognized professional body. ¹
	Psychotherapist		
	Psycho-educator		
	Clinical Counsellor		

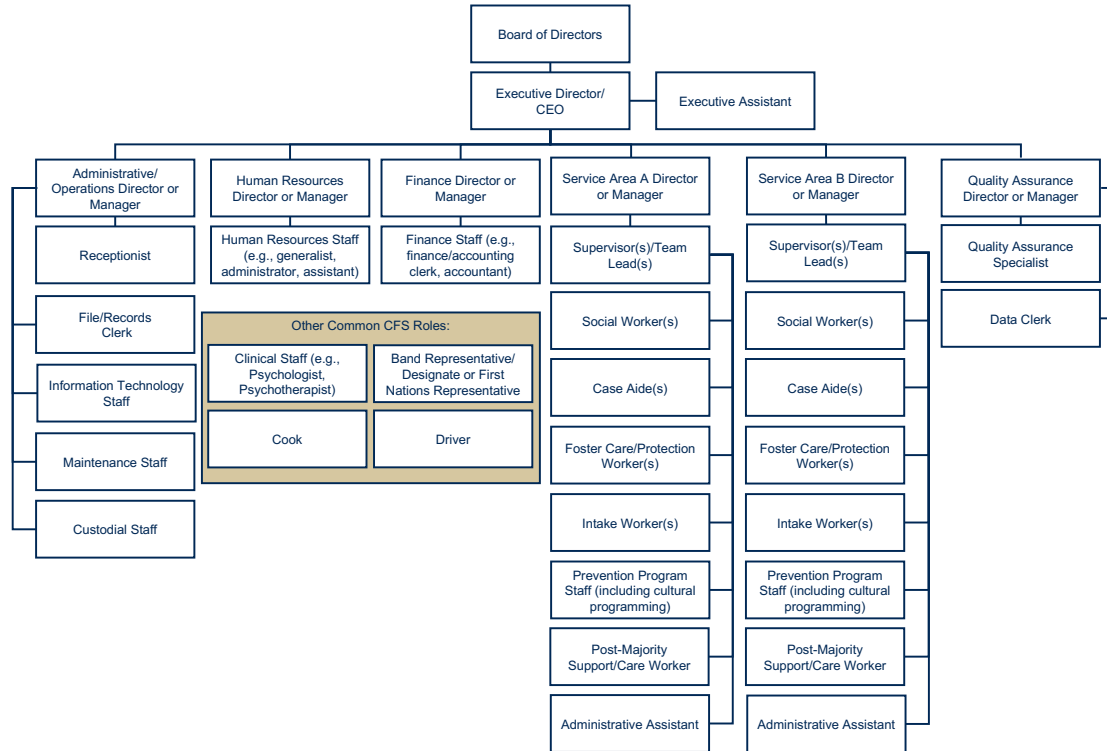
¹ Some Agencies have therapist and/or counsellor roles that do not require graduate degrees, but these roles are not synonymous clinical roles requiring graduate-level clinical training and/or a professional designation.

	Addictions Worker	Addiction workers participate in providing addiction programming to clients. Workers frequently deliver these services at residential facilities.	Addiction workers often have a relevant diploma or degree.
Quality Assurance Staff	Quality Assurance Specialist/ Advisor/ Worker, Data Steward, etc.	Quality assurance staff are responsible for reviewing organizational performance to ensure program/service quality and identify areas for improvement. They have responsibilities such as data analysis and reporting, conducting client satisfaction surveys, etc.	Quality Assurance staff often have post-secondary credentials such as a degree in social work or a diploma or degree in a field related to data management.
	Data Clerk	Data clerks are responsible for data entry tasks (i.e., case data, financial data, etc.).	Organizations may not require post-secondary education for these roles.
Information Technology (IT) Staff	IT or Network Administrator/ Coordinator/etc.	These positions are responsible for managing an organization's IT and/or network systems.	IT and network staff often have post-secondary education in computer science or a related field.
Human Resources Staff	Human Resources Generalist	Human resources staff participate in functions such as recruitment, training and orientation, payroll, etc.	Human resources staff typically have a degree, diploma or certificate in Business Administration or Human Resources.
	Human Resources Assistant		
	Recruitment Coordinator		
	Training Coordinator		
Finance Staff	Accountant	Finance staff are typically responsible for implementing an organization's accounting procedures. This includes functions such as accounts payable,	Depending on the level of seniority, finance staff typically have a degree, diploma, or certificate in accounting or business administration.
	Finance/ Accounting Associates		

	Finance/ Accounting Clerks	accounts receivable, financial reporting, and record keeping.	
Administrative Staff	Executive Assistant	Executive assistants provide administrative support to executive-level staff.	Executive Assistants may have some post-secondary education.
	Administrative Assistant	Receptionists and Administrative Assistants provide reception, as well as clerical and administrative support.	Receptionists and Administrative Assistants often have a post-secondary diploma or certificate.
	Receptionist		
	File/Records Clerk	File and records clerks provide a range of administrative support services, including file and record management and data input.	File and records clerk positions may require a post-secondary diploma or certificate.
Other staff	Maintenance Staff	Maintenance staff maintain an organization's facilities.	Maintenance roles may require the completion of post-secondary training or an apprenticeship.
	Custodial Staff	Custodians and cleaners maintain the cleanliness of CFS facilities.	These roles typically do not have educational requirements.
	Driver	Drivers are responsible for transporting clients to appointments, events, etc.	These roles typically do not have educational requirements beyond a valid driver's license and clean driving record.
	Cook	Cooks prepare food in residential programming centres.	Cooks may have post-secondary culinary training.

Organizational structures should be aligned to mandate and accountability mechanisms. Among existing service providers, organizational structures vary. The figure below outlines a possible organizational structure for FNCFS service delivery organizations. It was developed by cross referencing publicly available organization charts from 11 FNCFS agencies. The sample organization chart represents one way for FNCFS service providers to structure their organization. It is a starting point. Users of this guide may wish to adjust it to suit their unique needs and circumstances. For example, some service providers choose to organize themselves by program area instead of by service area, i.e., separate prevention and protection departments.

Figure 1: Organization Chart - Departments by Service Area





APPENDIX M

COLLABORATOR CAPSTONE GATHERING WORKSHOP SUMMARY

Phase 3: Capstone Gathering Summary

Overview

Phase 3 collaborators (a mix of existing First Nations child and family services (FNCFS) agencies and First Nations contemplating/exercising jurisdiction) gathered in Ottawa to:

- 1) Share lessons, practices, and considerations for next steps (*what we heard*);
- 2) Review IFSD's interim recommendations (*collaborator recommendations*); and,
- 3) Build a framework for typologies (*considerations for other service providers*).

Of the 20 Phase 3 collaborators, 15 participated in the capstone activities in-person and virtually.

What We Heard

Collaborators shared the practices and tools they have developed to enhance their service delivery to children and families. One collaborator presented their prevention tracking platform that leverages the Measuring to Thrive framework. The platform links to genograms for children, with additional tools for promoting cultural and language connections, e.g., language learning app, virtual reality tour of the First Nation with elders sharing knowledge.

Other collaborators noted lessons from provincial practices in CFS. For instance, the importance of engaging in fixed envelope or block funding with updated expenditure data commensurate to mandates to ensure sufficiency (and not underfunding). Contributions from other collaborators considered the shifting landscape in many First Nations where members are moving off-reserve, migrating between them, or living off-reserve and accessing services in the First Nation. While these members are not counted in the IRS on-reserve population, they are accessing supports and services, that are not included in the provider's funding-related population. The reality of residence and service delivery in CFS will need to be revisited.

As one collaborator noted, if Jordan's Principle can support children recognized by their First Nations, regardless of membership status or residency, why not CFS? Territorial rather than a membership-based understanding of population may be a future consideration.

Collaborators also highlighted concerns and challenges with the current environment:

- 1) **Ongoing administrative challenges working with ISC, regionally and nationally**
 - a. Lack of clarity on funding practices and rules, including challenges on capital.
 - b. Inconsistent rules, lack of clarity on decision-making in CFS is administratively burdensome and an impediment to planning. Collaborators shared that ISC has withheld funds, left decisions unresolved, etc. Decisions can appear arbitrary, "based on the whims" of the funding officer. As one collaborator stated, "housing [dollars] flew out the door with limited strings attached," but major capital funding is stalled.
 - c. ISC is not consulting or engaging with those designing and delivering services.

- d. The inconsistency in ISC's approach has affected service providers, including on their ability to plan and deliver needed services.

2) Opacity of current negotiations and decision-making processes

- a. Lack of engagement and consideration of needs on the ground.
- b. Limited information, if any, for First Nations leadership and practitioners.
- c. Limited consideration of how realities on the ground, e.g., limited staff, lack of capital, etc. will impact implementation of any reform.
- d. Decisions are being made without consideration of input or rights-holders.
- e. Engagement happening without national or regional organizations. AFN and the Caring Society may be involved, but not First Nations or service providers themselves.

Collaborator Recommendations

In a discussion of IFSD's interim Phase 3 recommendations, collaborators were clear that more time, resources (human, financial, etc.), and consistent structural change would be required to uphold the CHRT's rulings to end discrimination and ensure it does not reoccur.

Transparency in decision-making and clarity were required immediately for:

- 1) Monitoring of program performance to ensure accountability of the service delivery provider;
- 2) Funding amounts, recipients, and activities; and,
- 3) Governance of resources and reporting on funding.

Essentially, who is getting funding, to deliver what services, and with what obligations, needs to be clarified. These elements are required for planning, service delivery, and reporting.

There was agreement with IFSD's recommendations, but not consensus across all categories. Collaborators indicated that capital estimates were low, especially for those exercising jurisdiction. Prevention resources were also deemed to be too low, especially for agencies in provinces previously covered under Directive 20-1 (which did not include prevention resources), e.g., British Columbia, New Brunswick, etc. Until a steady state of prevention services could be defined, resources, from collaborators' perspectives, should not be limited.

Given the foregoing, collaborators make the following recommendations:

- | |
|---|
| <ul style="list-style-type: none"> 1) Capital funding should be needs-based. It should not be circumscribed by the FNCFS Program, especially for those exercising jurisdiction. 2) Prevention funding should be needs-based. 3) Establish a national pool of funds for emergency needs in CFS to address unexpected or costs of high-needs children. 4) ISC must clarify its funding and policy decisions aligning them to CHRT orders, e.g., capital, housing, etc. 5) Housing resources CFS should be free of political influence and should be administered in collaboration with the CFS service provider. |
|---|

- 6) Allocations for First Nation Representative Services should be revisited with a baseline for small First Nations and consideration of provincial/territorial variances in mandates.
- 7) To support the delivery of CFS, existing gaps in housing, health, and education in First Nations should be defined.
- 8) Population on-reserve does not represent true population served in First Nations as members may move in and out of community. Until such time that First Nations define their own populations, total population should be used for funding estimates.
- 9) Provincial and territorial governments should report all CFS-related information, e.g., expenditures, child outcomes, etc., on a distinctions basis, i.e., Inuit, Metis, etc.
- 10) Those negotiating the reform of the FNCFS Program should be engaging with rights holders and their delegated service providers.

Considerations for Other Service Providers

Collaborators offered insight on developing FNCFS service provider typologies. These typologies are intended to support other First Nations and FNCFS agencies in identifying their characteristics in the Phase 3 contributions.

Guiding principles for service providers, regardless of typology:

- 1) Communication: Engage effectively with First Nations, stakeholders, service providers, etc.
- 2) Research to inform policies and define best practices: Develop policies informed by local, regional, national, and global best practices, e.g., Australia and New Zealand.
- 3) Build trust: Foster trust with community by ensuring consistency, transparency, and regular reporting.
- 4) Supportive relationships: Walk alongside those you're serving, offering support throughout all phases of the journey, whether that's the journey through healing or jurisdiction.
- 5) Change is a process: Whether building a new service model with community or exercising jurisdiction, promote a gradual increase in decision-making, recognizing these processes are not binary.

Collaborators identified two general approaches to service delivery:

- 1) Those exercising jurisdiction or implementing a First Nations law (Figure 1),
- 2) Those delivering services under the provincial/territorial CFS law (Figure 2).

In each approach, there are considerations across two continuums: whether the provider is operational or in development, and whether the provider is walking alongside (prevention services) or has a deemed intervention (protection and prevention) mandate. Whatever the service delivery model, points of departure shaped by the First Nations served are unique. Recognizing the unique contexts, collaborators shared their experiences to define considerations along the two continuums.

Figure 1: Typology chart for service providers implementing own law

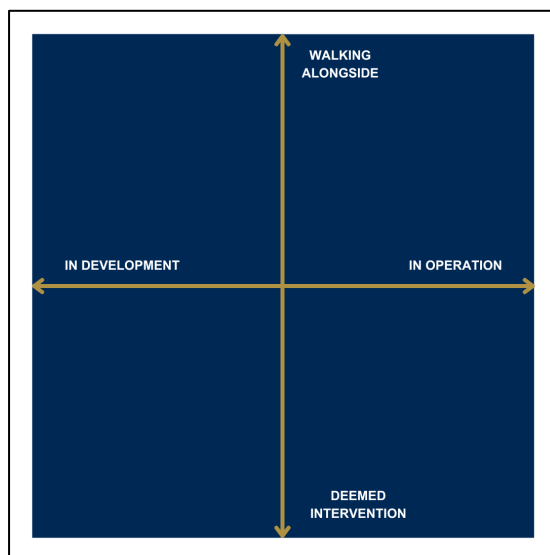
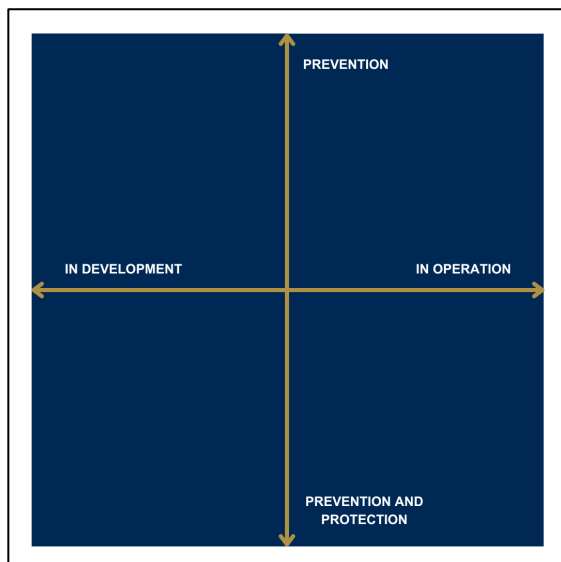


Figure 2: Typology chart for service providers under provincial/territorial law



Note: These lists are not exhaustive, nor are they mutually exclusive. Collaborators shared knowledge to help others place themselves in the spectrum of contributions in Phase 3.

Table 1: Characteristics of the continuums.

Term	Activities/characteristics
In Development	A service provider in development may be: - Developing community profiles and engaging with community to understand needs - Identifying practice and policy frameworks - Identifying community values and standards - Gathering available data on CFS and community needs - Confirming community context and needs - Designing a service delivery model - Holding meetings to develop service needs, expectations, and guidelines - Fostering collaborations with other services in the community - Seeking external support on unfamiliar topics, e.g., legal, financial, etc. - Identifying capital and expenditure requirements to operationalize their model - Creating a culturally relevant service delivery plan and policy framework
In Operation	A service provider fully operational may have: - Policies that continue to evolve - Enacted their own law - Prevention protocols - Developed and operational programs - Hired and trained staff - Alternative dispute resolution/mediation practices - Cultural protocols - Nation-based decision-making processes - Standardized practices - Enforcement and appeals processes - Elder and youth committees - Community consultations - Regular meetings with staff and supporting experts, e.g., lawyers, accountants, etc.
Walking Alongside/Prevention	When walking alongside or providing primary prevention, activities are: - Voluntary - Proactive

	▪ Available upon request by families ▪ Least intrusive ▪ Inclusive ▪ Replacing provincial/territorial policies ▪ Supported by comprehensive infrastructure ▪ Focused on building relationships and trust ▪ Redesigning protection services ▪ Based on comprehensive needs assessments ▪ Culturally relevant ▪ Maintaining family connections ▪ Recognizing First Nations law and autonomy
Deemed Intervention/Protection-Prevention	When engaging in a deemed intervention or protection/prevention activities are: ▪ A last resort ▪ Intrusive ▪ For higher-risk situations ▪ Involving out-of-home care or supports in-home with the possible removal of parents ▪ Applied after surpassing a threshold of deemed risk or need for treatment



APPENDIX N

COLLABORATOR BUNDLES



Kinosao Sipi Minisowin Agency (KSMA)

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Kinosao Sipi Minisowin Agency](#) (KSMA) delivers both protection and prevention services to Norway House Cree Nation and other Indigenous families in provinces west of Manitoba residing in Winnipeg. Table 1 outlines contextual information about Norway House Cree Nation.

Table 1

Collaborator name: Kinosao Sipi Minisowin				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income (2016)	Difference between after-tax median household income above or below 2022 MBM?
Norway House Cree Nation	6602	2	\$46,800.00	Below
Kinosao Sipi Minisowin Agency serves Norway House Cree Nation, a large First Nation in Manitoba with year-round road access to a service centre within 350km. Despite access to elementary and secondary education in the community, low rates of high school (37%) and post-secondary (20%) completion are observed. Nevertheless, while Norway House's median household income lies above the provincial poverty line, the employment rate sits just over 37%. The community has established low-speed internet access widely and just under than 70% of homes are considered suitable. Despite accessibility of health and social services, indicators such as population size, poverty, or diminished employment and educational achievement rates may explain the reports from residents regarding the risk of crime and other social issues in certain areas of the community.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

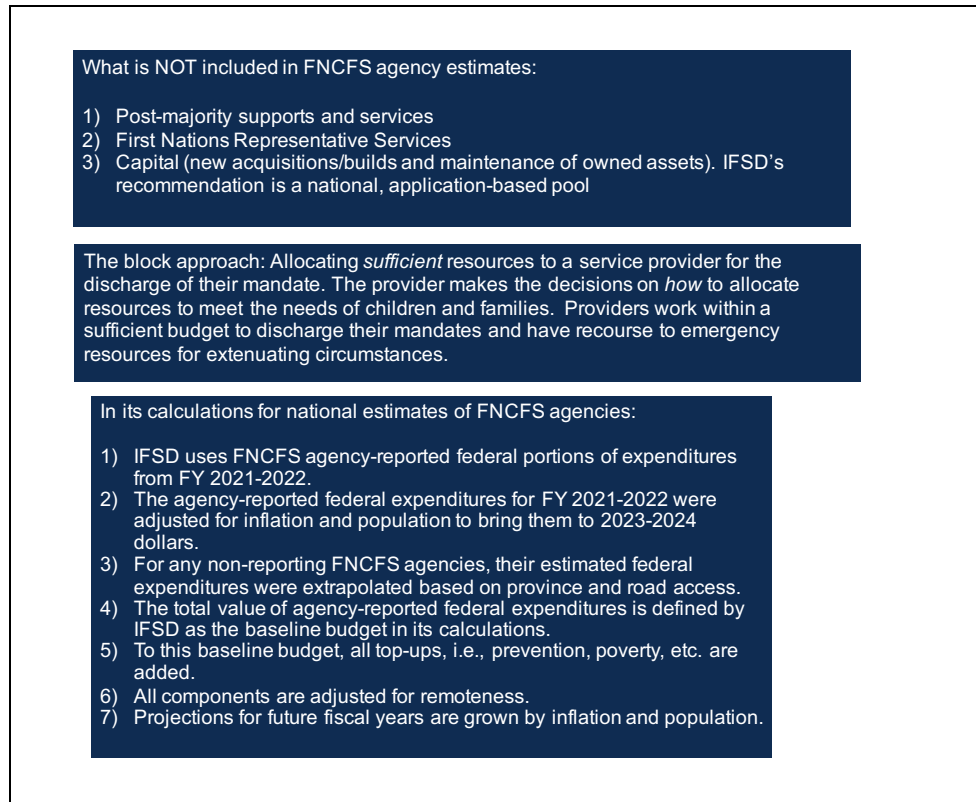


Table 3 outlines three illustrative funding scenarios for KSMA, including adjustments for remoteness, the Northern MBM, and population growth.

Table 3

Kinosao Sipi Minisowin Agency (KSMA)			
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF-for all agencies	Scenario 2: Scenario 1 with Provincial MBM replaced by Northern MBM	Scenario 3: Scenario 2 with population growth assumed at 4% a year
Median After-tax HH Income	46800	46800	46800
MBM - 2022	47324 (Provincial)	81150 (Northern)	81150 (Northern)
Number of HHs	1105	1105	1105
Poverty Gap	579020	37956750	37956750
Population IRS 2022	6602	6602	6602
Population Weights	1	1	1
Statcan Remoteness Index - 2021	0.66614617	0.66614617	0.66614617
Accessibility	0	0	0
Total Revenue (21-22)	22,738,132	22,738,132	22,738,132
Total Expenditure (21-22)	21,696,936	21,696,936	21,696,936
ISC Revenue	8,640,490	8,640,490	8,640,490
Ratio: ISC/Total	0.38	0.38	0.38
ISC Baseline Budget (2021-22)	8,244,836	8,244,836	8,244,836
Inflation_2022 (%)	6.8	6.8	6.8
ISC Baseline Budget 2023-24	9,273,920	9,273,920	9,432,435
Geography Factor_CAF_15%	0.19491146	0.19491146	0.19491146
Geography Adjustment (\$)_CAF_15%	1,807,593	1,807,593	1,838,490
Poverty_Low (3%)	20,756	1,360,649	1,360,649
Poverty_Med (5%)	34,594	2,267,748	2,267,748
Poverty_High (7%)	48,431	3,174,847	3,174,847
Maintenance_Low (1%)	110,815	110,815	112,709
Maintenance_Med (2%)	221,630	221,630	225,418
Maintenance_High(3%)	332,445	332,445	338,128
Emergency_Low (0.5%)	55,408	55,408	56,355
Emergency_Med (1%)	110,815	110,815	112,709
Emergency_High (2%)	221,630	221,630	225,418
Results_Low (1%)	110,815	110,815	112,709
Results_Med (3%)	332,445	332,445	338,128
Results_High (5%)	554,076	554,076	563,546
IT Low (5%)	554,076	554,076	563,546
IT Med (5.5%)	609,483	609,483	619,901
IT High (6%)	664,891	664,891	676,255
Prevention (@ \$2500/per person)	21,765,214	21,765,214	21,765,214
Budget Projections			
Total 2023-24 Budget_Low	33,698,598	35,038,490	35,242,107
Total 2023-24 Budget_Medium	34,155,696	36,388,850	36,600,043
Total 2023-24 Budget_High	34,668,202	37,794,617	38,014,334
Medium Budget Projection			
2023-24	34,155,696	36,388,850	36,600,043
2024-25	35,965,263	38,316,730	39,205,966
2025-26	37,862,963	40,338,504	41,997,431
2026-27	39,852,764	42,458,402	44,987,648
2027-28	41,889,636	44,628,448	48,190,768

Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Transition Case Study: Kinosao Sipi Minisowin Agency (KSMA)

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Kinosao Sipi Minisowin Agency (KSMA) serves its community in Norway House and Winnipeg. Transition – until such time their own law applies in both places – will be a two-track process. This means following the funding rules from the province and the federal government for the delivery of child and family services depending on the location of the child.
- KSMA is holding the course of its current practices along with the integration of culturally relevant services until it has a clear path forward on jurisdiction.

Summary Assessment

- It is difficult to separate a plan for transition from the context faced by the community. Structural drivers of children in care continue to affect the agency and its transition path, e.g., housing insecurity in the community.
- Transition time will largely be dictated by programming coming to terms with the context of the community. With a focus on secondary and tertiary services, targeted prevention programming will need to focus on structural drivers of children in care.
- KSMA's transition is critically impacted by two factors: (1) the anticipated reform of the FNCFS Program; and (2), Norway House's decisions on jurisdiction. Key external decisions need to be made before KSMA can fully plan its transition. KSMA could consider the following options to facilitate transition once external decisions are made:
 - *Focusing on organizational flexibility.* KSMA cannot prepare for every eventuality, but it can facilitate a future transition by working towards a nimbler organization. This could include reducing information silos and ensuring all staff are receiving adequate communication about organizational priorities and goals.
 - *Focusing on core activities and services.* Transition will build a solid foundation and starting point. Focusing on core activities and services could help ensure that existing needs for people, processes, and systems are being met.
- KSMA's primary community served, Norway House, is seeking jurisdiction.
- Recruitment is a key challenge given the geography of the community.

Context

Kinosao Sipi Minisowin Agency (KSMA) is an agency that provides a wide range of services to the membership of the Norway House Cree Nation and other Indigenous families from provinces west of Manitoba who are residing in Winnipeg. KSMA's services include:

- Prevention services;
- Protection services;
- Foster care and alternative care;
- Permanent ward unit;
- Land-based therapy;
- Family and individual counselling;

KSMA has offices in Norway House and Winnipeg. The offices work together but may follow different processes and use different systems. It is unclear how implementation of a new law in Norway House would affect operation of the two offices.

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 4

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Notes from collaborator
People	Do you have enough staff to meet your operational needs?	N	Y	Biggest challenge is recruitment. With changing services, it will be challenging to know the number of staff needed.
	Does your compensation match the provincial standard?	Y	Y	Yes - just went through union overhaul. It is becoming more challenging to compete with mainstream agencies who can offer higher compensation than the province. When recruiting new employees, they

				have a high expectation for salary.
	Do you recruit staff from your member community(ies)?	Y	Y	Harder to predict into the future.
	Do you have high retention of employees?	N	Y	Retention is not high in the Southern office, the competition for staff is higher and there are more employment options than in the community. However, in the community, retention is higher, particularly in among management level staff. It is challenging to recruit specialized positions e.g., abuse investigation. This type of position has higher turnover because of the nature of the work.
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	Y	Y	
	Are you attracting the same level of credentialed employees as mainstream organizations?	Y	Y	

	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	Y	Y	Have two certified CPAS on staff. There is not a lot of professional designations within the scope of the current service that are not contracted. Outsourcing to accountants, lawyers, etc., is not challenging to do. Recruiting social workers with professional designations can be more difficult. People in Manitoba without a Bachelor of Social Work can become a registered social worker. KSMA supports social workers to become registered e.g., costs, hours.
Process	Are your current operating baselines meeting needs?	N	N	Funding is block (on the provincial side and is very inadequate. It has been stagnant for a long time) and difficult to move around. Operations could use more funding. Enhance prevention focused funding – 60% (province) and 40% (federal) split, tied to the funding model. There have not been adjustments to the

				funding model in a long time. On the federal side, prevention is being billed at actuals which is helpful.
	Do you have a clear vision of your future state?	N	Y	Working through C-24. Keep agency as standalone but incorporate it through the band. Within 18 months. The tentative timelines are within the calendar year, the Nation will be moving in a position to begin the process of negotiating a coordination agreement for service delivery that supports everything associated with C-24 work. If that is completed within 12 months, then the aim is within three years KSMA will have a clearer vision (which will be outlined in the coordination agreement).
	Are your post-transition activities defined?	N	N	There will be a certain level of consistency. What activities that are included or how it is implemented is uncertain.

	Is your post-transition workflow defined?	N	N	
	Is your post-transition management structure established?	Y	Y	
	Have you fully designed your prevention programming?	N	Y	
	Have you fully designed your protection programming?	N	Y	
Strategy	Is your post-transition mission defined?	N	N	Will need to develop our own CFS law. Need consistent funding through one flow – not many (loss of efficiency). There should not be huge differences since KSMA is an agency that serves 1 community. The mission and goals will not change significantly.
	Is your post-transition strategy defined?	N	N	
	Are your post-transition goals and organizational priorities defined?	N	N	
	Are all of your services or programs developed?	N	N	
	Are all of your necessary	N	N	The relationships will change, expand, and contract in some

	organizational partnerships in place?			areas. Would like to build partnerships and our capacity within the Nation and become less reliant on waiting for other services to support children e.g., emergency services.
Systems	Is your post-transition governance framework defined?	N	Y	18 months for a framework and what that will entail (tied to the coordination agreement and what will be funded). Implementation of the changes will likely take longer.
	Do you have an independent board of directors?	Y	Y	May change in the future.
	Is your post-transition legal framework defined?	N	N	Implementation in 18 months. Plus 6 months for onboarding (same as governance framework above).
	Is an adjudication system in place?	N	N	The internal adjudication system would be under the umbrella of C-24. The agency will not be a single entity under the new law. The child protection component will be more tightly focused on abuse and maltreatment. Prevention will expand, looking at how it can keep

				children safe and how to support families to be healthy, prevent those situations that arise or address them quickly. We will need to establish an education and training program so the law is understood internally and externally. A system is being developed to give people options if they are unhappy with a decision. This will involve a third party who can explain why things are being done a certain way. Currently, there is a local child care committee with representatives from the community (primarily Elders,) who speak with parents and provide guidance to social workers. The aim is to take this concept and flesh it out, so it is legally enforced. Families will still have the option to go through a more formal process through the province

				if they choose to do so.
	Is an adequate data system in place?	Y	N	Taking responsibility for our own data and the information of KSMA members and who they serve will take time. Working on a system conversion – nearly ready for training. It will likely take more than 3 years to develop and implement a data system.
	Is an adequate performance management framework in place?	Y	Y	Strict guidelines on performance that are followed.
	Is an adequate IT system in place?	Y	Y	Outsourced.
	Is an adequate financial system in place?	N	Y	It and financial systems always can be improved.
	Are your post-transition reporting systems in place?	N	N	Reporting may change, but is not clear. This will depend on the coordination agreement.
	Are you developing new criteria for evaluative purposes?	Y	Y	None, but it will have to be done while considering the new law.

Table 5

Question	Response: Yes (Y) or No (N)	Notes from collaborator
Are you currently delivering secondary and tertiary prevention services?	Yes, we provide both.	We provide the full scope of prevention services.
If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?	N/A	
Is the delivery of prevention and protection services integrated at a case or family service level?	Yes	When personalized services are requested or required, the delivery of prevention services are integrated in the case plan/family service plan, but we also provide outreach and community focused services as well.

People

KSMA is experiencing significant issues with recruitment. KSMA is expecting to transition existing staff to fill new roles (e.g., on adjudication and interpretation) following the transition. Currently, KSMA has 14 vacancies out of 85 positions. Several factors drive these challenges:

- *Competitive recruitment environment.* Social workers and supporting staff are in high demand industry-wide. The reputation of CFS also contributes to challenges of recruiting locally.
- *Lack of a collective agreement and salary certainty.* KSMA recently concluded a lengthy collective bargaining process. Until recently, this contributed to difficulties attracting qualified employees.

Process

KSMA's process challenges are impacted by:

- *Operations in different contexts.* KSMA operates in Norway House and in Winnipeg. Activities, services, and processes are different between the two offices.
- *Jurisdiction.* If Norway House implements its own law, it is unclear what effect this will have on both offices and processes in general. KSMA will have to determine whether the offices will be further bifurcated or streamlined to follow similar processes.

- *Funding.* KSMA receives some funding from the province through block funding. The funding is not flexible and is stagnant, causing challenges for KSMA to meet its current operational baselines.

Strategy

KSMA delivers services to one community, it does not expect that its mission will change significantly with the transition. With Norway House exercising jurisdiction, KSMA expects to deliver new services. KSMA is already engaged in transitioning its services towards more culturally appropriate options. It is expected within 18 months Norway House will enter into a coordination agreement, which will outline KSMA's role. In turn, KSMA will need to begin the process of designing and implementing services and activities that are cogent with the new law.

Systems

KSMA's systems will be impacted by Norway House pursuing jurisdiction. It expects it will be able to begin implementing its governance structure, legal framework, and adjudication system following the coordination agreement in 18 months. Developing and implementing a new legal system and a new adjudication system will take significant time, it is expected implementing these processes will take more than three years. KSMA will also need to consider the time and resources necessary to retrain existing staff, or hire new staff, who are comfortable with new systems.



NIL TU, O Child and Family Services Society

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

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- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[NIL TU, O Child and Family Services Society](#) (NIL TU, O) delivers a variety of prevention services to seven First Nations in British Columbia. Table 1 outlines contextual information about the First Nations NIL TU, O serves.

Table 1

Collaborator name: NIL TO, O Child and Family Services Society				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income (2016)	Difference between after-tax median household income above or below 2022 MBM?
1) Beecher Bay First Nation	114	1	Not available	Not available
2) Pauquachin First Nation	262	1	\$35,200.00	Below
3) Tsartlip First Nation	672	1	\$40,400.00	Below
4) Tsawout First Nation	662	1	\$43,600.00	Below
5) Tseycum First Nation	131	1	Not available	Not available
6) Songhees First Nation	396	1	\$43,600.00	Below
7) T'Sou-ke First Nation	127	1	Not available	Not available
NIL TU, O Child and Family Services Society provides services to seven South Island Coast Salish Communities. All seven of the communities are within 50 kilometres of a service centre and have year round road access. The indicators for connectivity, suitability of housing, and employment vary between the communities served. Employment rates range from 35% to 53%. Housing suitability is generally high, although some communities have a high percentage of housing requiring major repairs. The variability in contexts between the communities suggests that NIL TU, O's approach to service delivery will differ based on the needs of each community.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

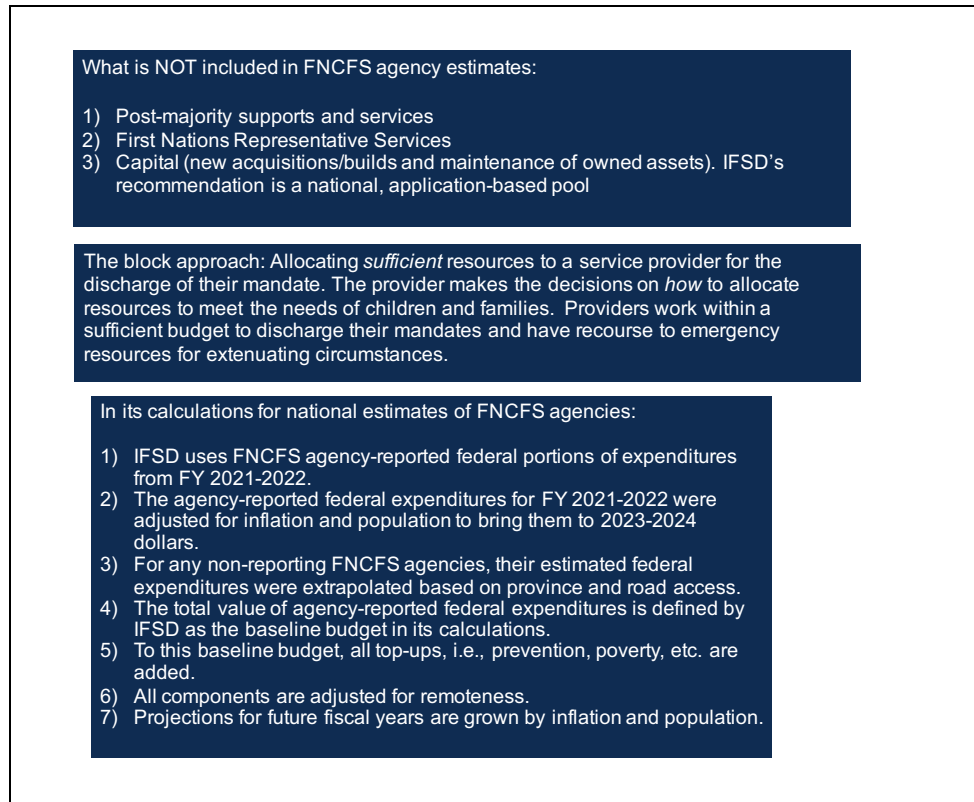


Table 3 outlines two illustrative funding scenarios for NIL TU, O, including adjustments for remoteness and the Northern MBM.

Table 3

NIL TU, O Child and Family Services Society		
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF model	Scenario 2: Provincial MBM is replaced with Northern MBM
Median After-tax HH Income		
Provincial MBM - 2022		
Number of HHs	695	695
Poverty Gap	5425807	27872917
Population IRS 2022	2364	2364
Population Weights	1	1
Statcan Remoteness Index - 2021	0.20541557	0.20541557
Accessibility	0	0
Total Revenue (21-22)	5,535,081	5,535,081
Total Expenditure (21-22)	3,200,000	3,200,000
ISC Revenue	3,377,139	3,377,139
Ratio: ISC/Total	0.9	0.9
ISC Baseline Budget (2021-22)	2,880,000	2,880,000
Inflation_2022 (%)	6.8	6.8
ISC Baseline Budget 2023-24	3,243,764	3,243,764
Geography Factor_CAF_15%	0.04351212	0.04351212
Geography Adjustment (\$)_CAF_15%	141,143	141,143
Poverty_Low (3%)	169,857	872,572
Poverty_Med (5%)	283,095	1,454,286
Poverty_High (7%)	396,333	2,036,001
Maintenance_Low (1%)	33,849	33,849
Maintenance_Med (2%)	67,698	67,698
Maintenance_High(3%)	101,547	101,547
Emergency_Low (0.5%)	16,925	16,925
Emergency_Med (1%)	33,849	33,849
Emergency_High (2%)	67,698	67,698
Results_Low (1%)	33,849	33,849
Results_Med (3%)	101,547	101,547
Results_High (5%)	169,245	169,245
IT Low (5%)	169,245	169,245
IT Med (5.5%)	186,170	186,170
IT High (6%)	203,094	203,094
Prevention (@ \$2500/per person)	6,806,074	6,806,074
Budget Projections		
Total 2023-24 Budget_Low	10,614,706	11,317,421
Total 2023-24 Budget_Medium	10,863,340	12,034,532
Total 2023-24 Budget_High	11,128,899	12,768,567
Medium Budget Projection		
2023-24	10,863,340	12,034,532
2024-25	11,436,690	12,669,695
2025-26	12,011,494	13,306,470
2026-27	12,620,039	13,980,623
2027-28	13,244,455	14,672,357

Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Transition Case Study: NIL TU, O Child and Family Services Society

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- NIL TU, O Child and Family Services Society (“NIL TU, O”) is an active agency with well-developed programs and partnerships with other organizations.
- Despite their presence and relationships, they are confronting uncertainty given the constant and unpredictable changes in funding from the FNCFS Program, namely, the split of prevention resources. For managing transition, predictability and resources commensurate to mandate are required.

Summary Assessment

- Communication between the agency and member Nations is key to maintaining a strong relationship throughout the transition. Additionally, for First Nations considering exercising jurisdiction, a key for effective service delivery is to consider family situations and socio-economic factors that drive challenges for families.
- Transition is critically impacted by two factors: (1) the anticipated reform of the FNCFS Program; and (2), the decisions on jurisdiction of NIL TU, O’s communities.
- NIL TU, O will need to fully develop strategic plans to respond to changes within the communities it serves. NIL TU, O has already made significant efforts to engage with communities for future planning. Progress is slow, but NIL TU, O is aligning service offerings with needs of the communities it serves.
- Despite being near an urban centre, recruitment is a key challenge. NIL TU, O will need to consider how its staffing needs may change with transition and plan accordingly. One option could be to hire staff for general roles, now, with the understanding that roles and responsibilities may change as organizational priorities are developed.
- NIL TU, O does not have full access to prevention dollars due to the funding allocations to First Nations, which means it cannot fully integrate its protection and prevention programming.

Context

NIL TU, O Child and Family Services Society (“NIL TU, O”) is an agency that provides a wide range of services to seven communities. NIL TU, O’s services include:

- Family Strengthening Programs
 - Support to Families responding to child protection concerns;
 - Groups and workshops;
 - Parenting programs (Indigenous Triple P, Nurturing relationships);
 - Life skills programs;
 - Support to families to enhance family life;
 - Support to youth;
 - Support for young adults;
 - Supported visitation program;
 - Fetal Alcohol Spectrum Disorder (FASD) Support;

- Aboriginal S.M.A.R.T. and H.I.P.P.Y. programs;
- Support to Caregivers Caring for Children from their extended family or community; and
- Support access to counselling services.
- Support Services
 - Guardianship;
 - Voluntary support service;
 - Voluntary or special needs agreements;
 - Extended family program;
 - Youth agreements; and
 - Agreements with young adults.

NIL TU, O serves:

- Beecher Bay/Scianew First Nation
- Pauquachin First Nation
- Tsartlip First Nation
- Songhees First Nation
- Tsawout First Nation
- Tseycum First Nation
- T'Sou-Ke First Nation

The impact of Bill C-92 and additional prevention dollars is changing the existing landscape. NIL TU, O aims to recognize the needs in the communities it serves and expand its programs accordingly. Working with each community to accomplish this can be a challenge, particularly due to slow processes for approval (from both ISC and Chief and Council). NIL TU, O also noted the challenges associated with existing trauma among the community members it serves. Many family issues in the communities served, are underscored by existing issues of poverty e.g., housing quality.

NIL TU, O highlighted an additional challenge – the delivery of prevention services. When an agency is not connected to prevention funding there is a strategic risk that program effectiveness will be limited and there will be confusion within the communities as to the lead organization for service delivery. Integration of prevention and protection could mitigate this risk.

First Nations are in early discussions about the prospect of exercising jurisdiction, but NIL TU, O has not been invited to these discussions. NIL TU, O has a clear mission and a future vision, but it does not have control of all the elements needed to get there.

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 4

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Notes from collaborator
People	Do you have enough staff to meet your operational needs?	N	N	
	Does your compensation match the provincial standard?	Y	Y	
	Do you recruit staff from your member community(ies)?	Y	Y	
	Do you have high retention of employees?	Y/N	Y/N	Depends heavily on role. Frontline staff have higher turnover.
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	Y	Y	
	Are you attracting the same level of credentialed employees as mainstream organizations?	N	Y	

	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	N	N	
Process	Are your current operating baselines meeting needs?	N	N	
	Do you have a clear vision of your future state?	Y	Y	
	Are your post-transition activities defined?	N	Y	
	Is your post-transition workflow defined?	Y	Y/N	Will not change until there is more communication from member Nations.
	Is your post-transition management structure established?	Y	Y/N	
	Have you fully designed your prevention programming?	Y	Y/N	
	Have you fully designed your protection programming?	N	Y/N	
Strategy	Is your post-transition mission defined?	Y/N	Y	
	Is your post-transition strategy defined?	N	Y/N	
	Are your post-transition goals and	N	Y/N	

	organizational priorities defined?			
	Are all of your services or programs developed?	N	Y/N	
	Are all of your necessary organizational partnerships in place?	Y	Y	
Systems	Is your post-transition governance framework defined?	Y	Y	Will not change until communities communicate decisions on jurisdiction.
	Do you have an independent board of directors?	Y	Y	
	Is your post-transition legal framework defined?	Y	Y	Unclear what the future is and what communities will decide about developing their own CFS law.
	Is an adjudication system in place?	Y	Y	
	Is an adequate data system in place?	N	Y/N	Hired a data analyst to manage program data. The aim is to develop evidence of program effectiveness.
	Is an adequate performance management framework in place?	Y	Y	
	Is an adequate IT system in place?	Y	Y	Can always be improved.

	Is an adequate financial system in place?	Y	Y	
	Are your post-transition reporting systems in place?	N	Y	
	Are you developing new criteria for evaluative purposes?	Y/N	Y/N	Dependent on results of data analysis.

Table 5

Question	Response: Yes (Y) or No (N)	Notes from collaborator
Are you currently delivering secondary and tertiary prevention services?	Yes	
If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?		
Is the delivery of prevention and protection services integrated at a case or family service level?	Family service level	

People

Recruitment and retention are key challenges. NIL TU, O has 30 employees, there are currently 9 people on leave. Issues in recruitment contributes to deficits in program delivery. Several factors drive these challenges:

- *Competitive recruitment environment.* Social workers and supporting staff are in high-demand industry wide. NIL TU, O has challenges starting new programs due to challenges to recruit staff.
- *High turnover.* There is high turnover amongst younger employees at NIL TU, O.
- *Lack of interest from member First Nations.* NIL TU, O aims to hire members from the First Nation communities it serves. It is challenging to recruit both inside and outside of the communities as people are not willing to relocate.

As problems with recruitment and retention persist, NIL TU, O aims to be a competitive employer. NIL TU, O offers compensation that matches the provincial standards, pension plan, a retention incentive, and internal job mobility through education opportunities. NIL TU, O also uses a variety of methods for recruitment such as advertising in First Nation communities, and media advertising. Despite being competitive and using different recruitment strategies, NIL TU, O continues to have challenges recruiting and retaining staff.

Process

NIL TU, O has clear processes established to meet its current needs. It expects program activities to remain the same post-transition. However, NIL TU, O is unsure of how the changing legislative landscape (e.g., C-92) will affect its future plans. A current process challenge, is:

- *Prevention programming.* With prevention funding going directly to the First Nations communities, NIL TU, O is trying to navigate both its role, and working with the communities it serves to educate on what is involved in delivering prevention programming.

Strategy

NIL TU, O has a clear mission and organizational philosophy. The key strategic challenge for NIL TU, O stems from working with seven different communities, all with unique contexts and needs. Factors influencing strategy include:

- *Engagement with communities.* NIL TU, O recognizes a variety of factors that can contribute to protection concerns, like the state of housing. Determining the best way to work with communities to address these issues is a challenge. NIL TU, O aims to include housing issues in its strategic plan to ensure children and families have access to the resources they need.
- *Changing the narrative.* NIL TU, O is trying to change both how it works with its member Nations – more hands on, as well as shift the perception of the agency in the communities it serves. The member Nations have started to establish new programs with new staff for the purposes of delivering prevention, this has enabled a better line of communication between NIL TU, O and the communities it serves. This is an on-going process that requires reinforcement both with its employees, and in the communities.

Systems

NIL TU, O is moving forward business-as-usual. It has established governance and legal frameworks, with a developed performance management framework, IT system, and financial system. A factor, impacting NIL TU, O's systems is:

- *Data and reporting.* NIL TU, O does not have an adequate data system to generate statistics for reporting or as evidence for program outcomes. It is in the process of getting its data organized and, in a place, where it can generate evidence for the efficacy of programs.



Collaborator H

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

Collaborator H provides both protection and prevention services to one First Nation. In this community, all households have access to at least minimal Internet; however, relatively low completion rates for high school and post-secondary education are an area of concern. The employment rate is also relatively low, and the median household income falls below the provincial poverty line, suggesting a significant prevalence of income-based poverty in the First Nation. While most existing housing stock is considered suitable, nearly 30% requires major repairs.

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 1 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 1

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

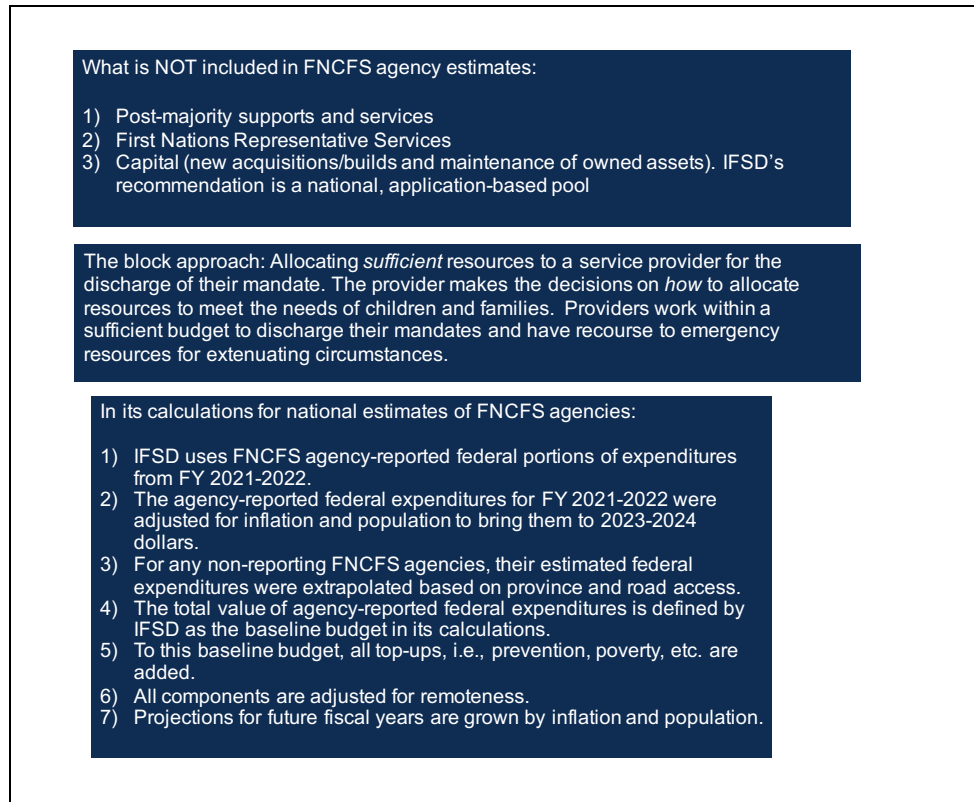


Table 2 outlines three illustrative funding scenarios for Collaborator H, including adjustments for remoteness, the Northern MBM, and excluding prevention funding.

Table 2

Collaborator H			
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF-for all agencies	Scenario 2: Scenario 1 adjusted for Northern MBM	Scenario 3: Scenario 1 with no prevention funds
Median After-tax HH Income	35200	35200	35200
MBM - 2022	47976 (Provincial)	81150 (Northern)	47976 (Provincial)
Number of HHs*	-	-	-
Poverty Gap	19036240	68465500	19036240
Population IRS 2022*	7500	7500	7500
Population Weights	1	1	1
Statcan Remoteness Index - 2021*	-	-	-
Band Classification Remoteness Index*	-	-	-
Accessibility	0	0	0
Total Revenue (21-22)	11,071,985	11,071,985	11,071,985
Total Expenditure (21-22)	11,369,720	11,369,720	11,369,720
ISC Revenue	9,411,187	9,411,187	9,411,187
Ratio: ISC/Total*	-	-	-
ISC Baseline Budget (2021-22)	9,664,262	9,664,262	9,664,262
Inflation 2022 (%)	6.8	6.8	6.8
ISC Baseline Budget 2023-24	10,948,851	10,948,851	10,948,851
Geography Factor_CAF_15%*	-	-	-
Geography Adjustment (\$)_CAF_15%*	-	-	-
Poverty_Low (3%)	658,093	2,366,887	658,093
Poverty_Med (5%)	1,096,821	3,944,812	1,096,821
Poverty_High (7%)	1,535,549	5,522,737	1,535,549
Maintenance_Low (1%)	126,169	126,169	126,169
Maintenance_Med (2%)	252,338	252,338	252,338
Maintenance_High(3%)	378,507	378,507	378,507
Emergency_Low (0.5%)	63,085	63,085	63,085
Emergency_Med (1%)	126,169	126,169	126,169
Emergency_High (2%)	252,338	252,338	252,338
Results_Low (1%)	126,169	126,169	126,169
Results_Med (3%)	378,507	378,507	378,507
Results_High (5%)	630,846	630,846	630,846
IT Low (5%)	630,846	630,846	630,846
IT Med (5.5%)	693,930	693,930	693,930
IT High (6%)	757,015	757,015	757,015
Prevention (@ \$2500/per person)	23,845,011	23,845,011	-
Budget Projections			
Total 2023-24 Budget_Low	38,066,286	39,775,081	14,221,275
Total 2023-24 Budget_Medium	39,009,691	41,857,682	15,164,680
Total 2023-24 Budget_High	40,016,180	44,003,368	16,171,169
Medium Budget Projection			
2023-24	39,009,691	41,857,682	15,164,680
2024-25	41,315,865	44,332,224	16,061,185
2025-26	43,766,899	46,962,201	17,014,003
2026-27	46,301,032	49,681,345	17,999,126
2027-28	48,920,241	52,491,774	19,017,320

*Identifying data has been suppressed or adjusted to maintain the anonymity of the collaborator.

Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
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The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Transitions Case Study: Collaborator H

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Collaborator H is confronting uncertainty in its planning as the First Nation it serves contemplates the pursuit of jurisdiction.
- Administratively, Collaborator H is independent from the First Nation and is externally accredited for its service standards. This means that Collaborator H must maintain certain operational standards to retain the designation. Its independence means it can manage salary levels and employment matters directly with its staff. A change in structure through jurisdiction may mean a loss in accreditation and staff should the same standards and practices not be upheld.
- Given the uncertainty, Collaborator H is only able to plan at most 6 months at a time. This limits long-term program development and delivery and complicates staff retention.

Summary Assessment

- Communication between an agency and a First Nation planning to exercise jurisdiction is critical. Lack of communication can cause downstream problems e.g., agency cannot plan long- or medium-term, First Nation may not be aware of what is required to operate CFS in the community, staff at agency may not wish to work under a new legal framework or for the First Nation.
- Transition is critically impacted by: (1) the anticipated reform of the FNCFS Program, (2) community-related factors (e.g., remoteness, housing, trauma, etc.), and (3) the decision on jurisdiction of Collaborator H's community.
- For Collaborator H, transition is largely on hold until the community makes decisions with respect to its pursuit of jurisdiction.

Context

Collaborator H is an agency that provides a wide range of services to one community. Collaborator H's services include:

- Child protection services;
- Family services;
- Foster care;
- Prevention services;
- Casual/emergency;
- Prevention youth; and
- Family group conferencing.

Collaborator H's transition will be significantly influenced by the decision to exercise jurisdiction by the community it serves. There has been limited communication between Collaborator H and the First Nation regarding the plan to pursue jurisdiction. This creates challenges for Collaborator H to plan for its transition. Collaborator H can only plan 3-6 months into the future,

until its future role with the First Nation is clarified. Collaborator H described this as being in “no mans land.”

Collaborator H highlighted an issue for First Nations pursuing jurisdiction, which is translating the law into practice. It is not only a law that is needed, but also policy manuals, governance structures, and qualified staff. Attracting qualified social workers is challenging industry wide. The majority of Collaborator H’s current staff have noted that they will look for other employment options, or retire, if CFS is taken over by the First Nation.

Until there is more clarity on the plan of the First Nation, Collaborator H is continuing with the status quo. The agency is focused on the impact of CHRT compensation in the community. Many community members have trauma, and it is expected that CHRT compensation delivered without a plan and resources in place, may increase the number of children in care. In response, Collaborator H has been providing education on financial literacy. Additionally, it has purchased multiple properties as emergency housing, and trained its staff as foster parents.

External factors influencing Collaborator H’s transition make it difficult to articulate a future state, and consequently, to provide a gap analysis. Collaborator H is able to compete with mainstream agencies in some areas, but factors outside of Collaborator H’s control complicate transition planning.

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 3

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Notes from collaborator
People	Do you have enough staff to meet your operational needs?	Y	Y	Yes, for current needs. Not enough for future vision.

	Does your compensation match the provincial standard?	N	N	
	Do you recruit staff from your member community(ies)?	Y	Y	Yes, but it is challenging particularly due to remoteness.
	Do you have high retention of employees?	Y	Y	
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	Y	Y	
	Are you attracting the same level of credentialed employees as mainstream organizations?	N	N	
	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	N	N	
Process	Are your current operating baselines meeting needs?	Y	N	Yes, for current needs. Not future vision.
	Do you have a clear vision of your future state?	N	N	Unclear what the future vision will be. Require communication with the First Nation.

	Are your post-transition activities defined?	N	N	
	Is your post-transition workflow defined?	N	N	
	Is your post-transition management structure established?	N	Y	
	Have you fully designed your prevention programming?	N	N	
	Have you fully designed your protection programming?	N	N	
Strategy	Is your post-transition mission defined?	N	N	
	Is your post-transition strategy defined?	N	N	Collaborator H can only plan short term. The future of the agency is not clear.
	Are your post-transition goals and organizational priorities defined?	N	N	
	Are all of your services or programs developed?	N	N	
	Are all of your necessary organizational partnerships in place?	N	N	
Systems	Is your post-transition governance framework defined?	N	N	

	Do you have an independent board of directors?	Y	Y	
	Is your post-transition legal framework defined?	N	N	
	Is an adjudication system in place?	N	N	
	Is an adequate data system in place?	N	N	
	Is an adequate performance management framework in place?	N	N	
	Is an adequate IT system in place?	N	N	
	Is an adequate financial system in place?	N	N	
	Are your post-transition reporting systems in place?	N	N	
	Are you developing new criteria for evaluative purposes?	N	N	

Table 4

Question	Response: Yes (Y) or No (N)	Notes from collaborator
Are you currently delivering secondary and tertiary prevention services?	Y	
If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?		

Is the delivery of prevention and protection services integrated at a case or family service level?	Y	

People

Recruitment is a key challenge. Collaborator H employs 60 staff and has low turnover. The key challenge to recruitment is:

- *Future Vision.* Collaborator H's staff may not wish to continue working under a different legal framework or structure, i.e., work for the First Nation, or work under a different law. Communication between the First Nation and the agency is critical.
- *Remoteness.* Collaborator H is located in a Northern area, where there is limited housing, activities, and availability of services.
- *Housing.* Adequate housing is difficult to obtain in the community, both for community members, and those hired from mainstream organizations.

As problems with recruitment persist, Collaborator H aims to be a competitive employer. It offers comparable compensation to mainstream organizations and a comprehensive benefit plan. However, it is challenging to hire outside of the community due to its remote location and lack of housing.

Process

Collaborator H has defined policies and procedures and will continue with the status quo until the future of Collaborator H and the First Nation is defined.

Strategy

Collaborator H has a clear mission and organizational philosophy. The key strategic challenges for Collaborator H stem directly from two issues: uncertainty and community trauma. Factors influencing strategy include:

- *Community-level politics.* Existing relationships with Chief and Council need to be repaired. These relationships are critical for Collaborator H to effectively deliver services.
- *Exercising jurisdiction.* Collaborator H cannot plan a long-term strategy until the First Nation communicates its plan to pursue jurisdiction. In the meantime, it is planning in 3–6-month increments.

Systems

Collaborator H cannot plan for the future until the community it serves communicates its plan for jurisdiction. In the meantime, Collaborator H is continuing with the status quo, and cannot plan systems for post-transition.



Yellow Thunderbird Lodge

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Yellow Thunderbird Lodge](#) (YTL) delivers both protection and preventions services to fourteen First Nations in Saskatchewan. Table 1 outlines contextual information about the First Nations YTL serves.

Table 1

Collaborator name: Yellow Thunderbird Lodge		
First Nation(s) served:	After-tax total median household income (2016)	Difference between after-tax median household income above or below 2022 MBM?
1) Kahkewistahaw First Nation	\$31,200.00	Below
2) Ochapowace Nation	\$36,400.00	Below
3) Zagime Anishinabek Nations	\$50,000.00	Above
4) White Bear First Nations	\$51,200.00	Above
5) Cote First Nation	\$22,800.00	Below
6) Keeseekoose First Nation	\$29,000.00	Below
7) The Key	Not available	Not available
8) Little Black Bear's Band	Not available	Not available
9) Nekaneet First Nation	Not available	Not available
10) Muscowpetung Saulteaux Nation	\$34,800.00	Below
11) Peepeekisis Cree Nation	\$41,200.00	Below
12) Starblanket Cree Nation	\$37,200.00	Below
13) Ocean Man First Nation	Not available	Not available
14) Pheasant Rump First Nation	Not available	Not available
Yellow Thunderbird Lodge (YTL) serves 14 First Nations that have year-round road access and are within 350km of a service centre. The majority of First Nation are affected by income-based poverty. Connectivity is quite high among the First Nations, with most households receiving 5mbps or more. Employment, housing, and secondary education vary significantly among the communities. While all communities face housing issues, in one First Nation more than 60% of houses require major repairs. Education rates also vary significantly. The high school graduation rate among youth aged 15-24 in the First Nations ranges from 0% to 65%. The diversity of circumstances suggests that YTL's approach to service delivery will vary depending on the unique circumstances of each First Nation.		

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

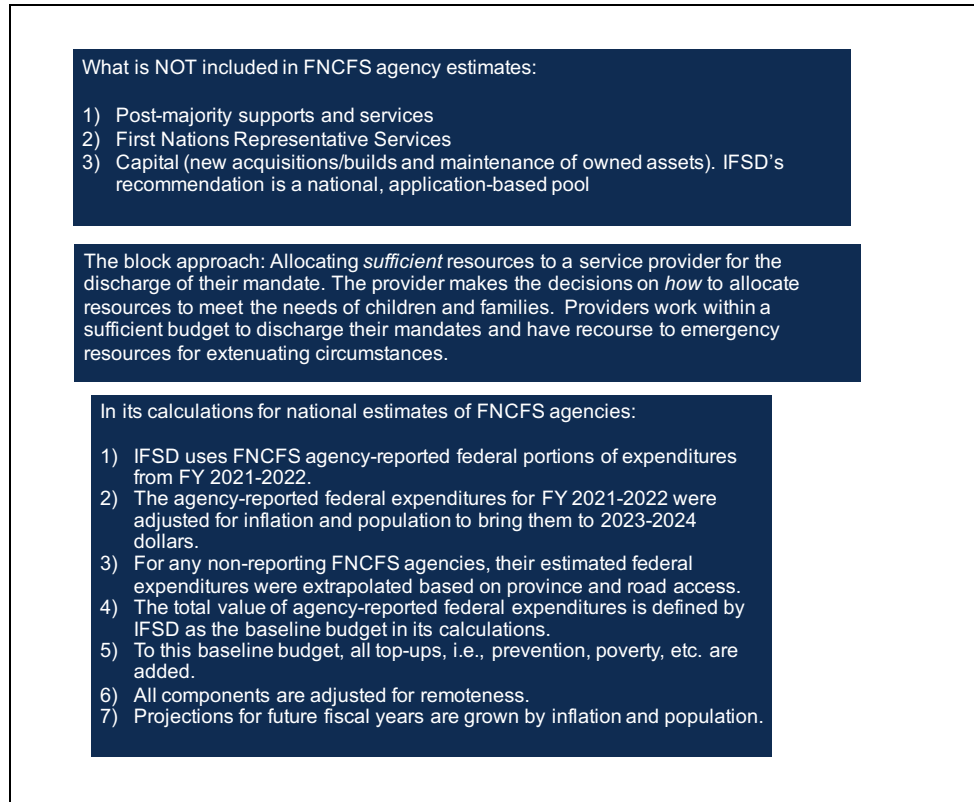


Table 3 outlines four illustrative funding scenarios for YTL, including applying a federal-only baseline, applying a baseline based on the average of actual expenditures, excluding prevention funding, and applying the Northern MBM.

Table 3

Yellow Thunderbird Lodge				
Component	Scenario 1: Uses the reported federal-only expenditure of 2021-22 as the baseline budget	Scenario 2: Using the actual average expenditures over 2018-19 to 2022-23	Scenario 3: Scenario 2 excluding prevention funding	Scenario 4: Scenario 3 with Northern MBM replacing the provincial MBM as the poverty line
Median After-tax HH Income				
Provincial MBM - 2022				
Number of HHs				
Poverty Gap	18920421	18920421	18920421	61820282
Population IRS 2022	7369	7369	7369	7369
Population Weights	1	1	1	1
Statcan Remoteness Index - 2021	0.40667409	0.40667409	0.40667409	0.40667409
Band Classification				
Remoteness Index	0.80	0.80	0.80	0.80
Accessibility	0	0	0	0
Total Revenue (21-22)	21,878,824	21,878,824	21,878,824	21,878,824
Total Expenditure (21-22)	19,444,405	-	-	-
ISC Revenue	19,288,026	-	-	-
Ratio: ISC/Total	0.88158422	-	-	-
ISC Baseline Budget (2021-22)				
Actual Baseline Budget (2021-22)*	17,141,881	15,872,480.8*	15,872,480.8*	15,872,480.8*
Inflation 2022 (%)	6.8	6.8	6.8	6.8
ISC Baseline Budget 2023-24	19,425,403	17,986,903	17,986,903	17,986,903
Geography Factor_CAF_15%	0.118991061	0.118991061	0.118991061	0.118991061
Geography Adjustment (\$)_CAF_15%	2,311,449	2,140,281	2,140,281	2,140,281
Poverty_Low (3%)	635,153	635,153	635,153	2,075,290
Poverty_Med (5%)	1,058,589	1,058,589	1,058,589	3,458,817
Poverty_High (7%)	1,482,025	1,482,025	1,482,025	4,842,344
Maintenance_Low (1%)	217,369	201,272	201,272	201,272
Maintenance_Med (2%)	434,737	402,544	402,544	402,544
Maintenance_High(3%)	652,106	603,815	603,815	603,815
Emergency_Low (0.5%)	108,684	100,636	100,636	100,636
Emergency_Med (1%)	217,369	201,272	201,272	201,272
Emergency_High (2%)	434,737	402,544	402,544	402,544
Results_Low (1%)	217,369	201,272	201,272	201,272
Results_Med (3%)	652,106	603,815	603,815	603,815
Results_High (5%)	1,086,843	1,006,359	1,006,359	1,006,359
IT Low (5%)	1,086,843	1,006,359	1,006,359	1,006,359
IT Med (5.5%)	1,195,527	1,106,995	1,106,995	1,106,995
IT High (6%)	1,304,211	1,207,631	1,207,631	1,207,631
Prevention (@ \$2500/per person)	22,750,287	22,750,287	-	-
Budget Projections				
Total 2023-24 Budget_Low	46,752,556	45,022,162	22,271,875	23,712,012
Total 2023-24 Budget_Medium	48,045,466	46,250,685	23,500,398	25,900,626
Total 2023-24 Budget_High	49,447,060	47,579,844	24,829,557	28,189,876
Medium Budget Projection				
2023-24	48,045,466	46,250,685	23,500,398	25,900,626
2024-25	50,877,302	48,976,735	24,885,529	25,900,626
2025-26	53,889,738	51,876,639	26,358,997	25,900,626
2026-27	57,000,099	54,870,809	27,880,363	25,900,626
2027-28	60,229,508	57,979,581	29,459,958	25,900,626

Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Transitions Case Study: Yellow Thunderbird Lodge

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Yellow Thunderbird Lodge (YTL) has adjusted its standards and practices to align to the cultures and traditions of the First Nations it serves.
- The agency has anticipated changes through the FNCFS Program and has been working with First Nations to develop their capacity.
- To plan and manage transition YTL is:
 - Incorporating culture and traditions into service delivery models.
 - Integrating prevention and protection to better serve member communities.
 - Investing in core systems like data gathering to support the generation of evidence for improved decision making and funding requests.

Summary Assessment

- YTL faces significant uncertainty stemming from ISC funding changes within the Nation it serves (i.e., implementing new law, collaboration of services).
- Importantly, YTL is moving forward with modifying and integrating Indigenous approaches to its service delivery models.
- Recruitment and retention are key challenges.
- YTL established Transition Agreements to fully integrate its protection, intervention, and prevention programming. Outlining funding allocations at the tertiary, secondary and primary levels of services to First Nations.

Context

Yellow Thunderbird Lodge (YTL) is an organization that provides services to 14 member Nations. YTL's services include:

- Prevention services;
- Intervention; and,
- Protection services.

YTL serves:

- Cote First Nation;
- Keeseekoose First Nation;
- The Key;
- Kahkewistahaw First Nation;
- Zagime Anishinabek Nations;
- Ochapowace Nation;
- Little Black Bear's Band;
- Ocean Man First Nation;
- Pheasant Rump First Nation;
- White Bear First Nations;

- Peepeekisis Cree Nation;
- Starblanket Cree Nation;
- Nekaneet First Nation; and,
- Muscowpetung Saulteaux Nation

YTL's transition will be impacted by the anticipated reform of the FNCFS Program and the decisions on jurisdiction made by the Nations it serves. Recruitment and retention are currently a significant issue. If services are transitioned to individual Nations, finding qualified staff may be even more difficult (competition may increase, Nations may offer different compensation).

YTL identifies itself as a leader for other FNCFS agencies in Saskatchewan. It is integrating Indigenous approaches to its service delivery models based on positions of the Nation. YTL attributes its success to maintaining stability, particularly with an executive director who is effective at knowledge translation. Additionally, YTL recognizes and respects different political parties, cultural groups, and unique contexts to maintain positive relationships with its member Nations.

YTL has well defined strategies and processes, it is implementing changes to its service delivery throughout its transition agreements. YTL uses both Western and Indigenous approaches to deliver CFS, by integrating culture, identity, and language into service models. Each respective approach is relevant to the cultural group it serves. YTL has developed new guidelines and procedures that outline these approaches.

A legal framework has already been developed, but it remains to be seen how individual Nations will implement the framework into practice. With developed data systems and evaluative criteria, YTL uses data and outcomes as evidence for its approach and for funding asks. Processes for adjudication have yet to be fully designed and implemented.

Individual Nations may evolve to operate differently from each other (with or without support from YTL). External decisions need to be made by the Nations before YTL can fully determine its future vision.

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks, capital and facilities systems).

Table 4

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years?	Notes from collaborator

Response: Yes (Y) or No (N)				
People	Do you have enough staff to meet your operational needs?	N	N	
	Does your compensation match the provincial standard?	N	N	On-going always behind.
	Do you recruit staff from your member Nations?	Y	Y	Always try to recruit in partnership.
	Do you have high retention of employees?	N	Y	
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	N	Y	
	Are you attracting the same level of credentialed employees as mainstream organizations?	N	Y	
	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	N	N	Hopefully.

Process	Are your current operating baselines meeting needs?	Y	Y	With long term reform funding.
	Do you have a clear vision of your future state?	N	Y	Current funding mechanism is not stable.
	Are your post-transition activities defined?	N	Y	Have better understanding in 3 years. Final Settlement agreement be signed.
	Is your post-transition workflow defined?	N	Y	Have better understanding in 3 years. Final Settlement agreement be signed.
	Is your post-transition management structure established?	N	Y	Have better understanding in 3 years. Final Settlement agreement be signed.
	Have you fully designed your prevention programming?	N	Y	Need to integrate YTL and Nations.
	Have you fully designed your protection programming?	N	Y	Legislation dictates. YTL integrates prevention and intervention.
Strategy	Is your post-transition mission defined?	Y	Y	
	Is your post-transition strategy defined?	Y	Y	

	Are your post-transition goals and organizational priorities defined?	Y	Y	
	Are all of your services or programs developed?	N	Y	On-going development.
	Are all of your necessary organizational partnerships in place?	N	Y	
Systems	Is your post-transition governance framework defined?	N	Y	Beginning stages
	Do you have an independent board of directors?	Y	Y	
	Is your post-transition legal framework defined?	Y	Y	Kinda/sorta.
	Is an adjudication system in place?	N	N	Provincial only.
	Is an adequate data system in place?	N	Y	
	Is an adequate performance management framework in place?	Y	Y	
	Is an adequate IT system in place?	Y	Y	
	Is an adequate financial system in place?	Y	Y	
	Are your post-transition reporting systems in place?	N	Y	

	Are you developing new criteria for evaluative purposes?	Y	Y	

Table 5

Question	Response: Yes (Y) or No (N)	Notes from collaborator
Are you currently delivering secondary and tertiary prevention services?	Y	
If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?	Y	
Is the delivery of prevention and protection services integrated at a case or family service level?	Y	

People

YTL is currently experiencing issues with recruitment and retention. Several factors drive these challenges:

- *Competitive recruitment environment.* Social workers and supporting staff are in high demand industry-wide.
- *High turnover.* Funding uncertainty creates an unstable employment environment. Fully trained staff may depart in search of greater stability at mainstream organizations. Working conditions are also demanding (ex. staff need to be resilient to local political pressures).
- *Limited training.* Staff are expected to hit the ground running and be operation in two weeks from starting. Ideally, YTL would have three months to fully train new staff. YTL would like to develop its own training program for social workers, First Nation Representatives and Nation employees, but is limited due to funding.

Process

YTL's legal framework is clear but is in the early developmental stages in the Nations. YTL has a vision for its future, but is limited by several factors:

- *Funding uncertainty.* YTL cannot be sure it will be able to fund existing programs and services into the future. This limits the ability to plan for transition effectively.
- *Unique community contexts.* YTL works with individual Nation to deliver programs that meet each unique context. But this can be difficult with Nation each approaching a new legal framework differently.
- *Prevention funding.* The disbursement of prevention funding to its member Nations has created a complex situation. YTL works with the Nations it serves without capacity funding to help build capacity and translate knowledge on what prevention programs look like. This has created "organized confusion."

- *Existing mentality.* YTL is pursuing jurisdiction, but due to the mentality of historical trauma of the Nations it serves, it is challenging to communicate the vision and benefits of exercising jurisdiction over CFS with limited knowledge on inherent rights and treaty rights as it pertains to child welfare.

Strategy

YTL's strategy is clear. It uses both Western and Indigenous approaches to delivering CFS, which is defined in its policies, models, and procedures. YTL has developed service delivery models unique to each Nation, which integrate its member Nations culture, identity, and languages. YTL's strategy is continuously evolving.

Systems

YTL is asserting full jurisdiction over their children. It will be a long-term process to develop the systems needed to get to the ideal state of recognition that Nations take care of their own. YTL has systems in place for data and has defined evaluative criteria. As YTL transitions to its future application of First Nation Laws and Acts; it will consider options for an adjudication system and prepare fully operational IT and financial systems.



Pimicikamak Cree Nation

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Pimicikamak Cree Nation](#) (Pimicikamak) is pursuing jurisdiction and is currently served by an FNCFS agency. Table 1 outlines contextual information about Pimicikamak.

Table 1

Collaborator name: Pimicikamak Cree Nation				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income (2016)	Difference between after-tax median household income above or below 2022 MBM?
1) Cross Lake Band of Indians	6535	2	\$45,600.00	Below
Pimicikamak Cree Nation is located just over 100km north of Norway House, and has year-round road access. Internet connectivity in the community is poor, with no homes on reserve receiving more than 5mbps. The indicators suggest that housing is a pressing issue, with 59% of homes needing major repairs, and only 57% of homes meeting standards of suitability. Employment is low at only 35%, however, the median income is above the poverty line. The high school graduation rate among youth is also low, at 34%. The indicators suggest that Pimicikamak's approach to service delivery could emphasize housing, employment, and educational supports.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
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Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

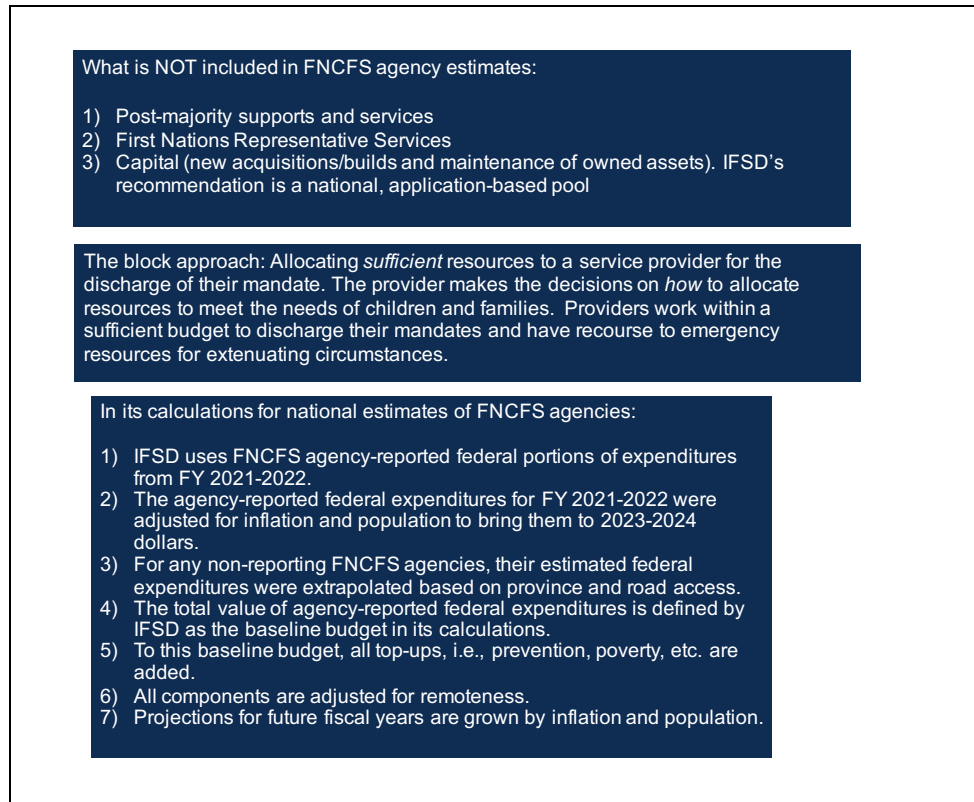


Table 3 outlines two illustrative funding scenarios for Pimicikamak, including adjustments for remoteness and the Northern MBM.

Table 3

Pimicikamak Cree Nation		
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF-for all agencies	Scenario 1: Scenario 1 replacing Provincial MBM with Northern MBM
Median After-tax HH Income	45600	45600
MBM - 2022	47324 (Provincial)	81150 (Northern)
Number of HHs	845	845
Poverty Gap	1456780	30039750
Population IRS 2022	6535	6535
Population Weights	1	1
Statcan Remoteness Index - 2021	0.5536	0.5536
Accessibility	0	0
Total Revenue (21-22)	11,546,813	11,546,813
Total Expenditure (21-22)	11,321,859	11,321,859
ISC Revenue	10,045,727	10,045,727
Ratio: ISC/Total	0.87	0.87
ISC Baseline Budget (2021-22)	9,850,017	9,850,017
Inflation_2022 (%)	6.8	6.8
ISC Baseline Budget 2023-24	11,079,482	11,079,482
Geography Factor_CAF_15%	0.15609229	0.15609229
Geography Adjustment (\$)_CAF_15%	1,729,422	1,729,422
Poverty_Low (3%)	50,525	1,041,862
Poverty_Med (5%)	84,209	1,736,436
Poverty_High (7%)	117,892	2,431,011
Maintenance_Low (1%)	128,089	128,089
Maintenance_Med (2%)	256,178	256,178
Maintenance_High(3%)	384,267	384,267
Emergency_Low (0.5%)	64,045	64,045
Emergency_Med (1%)	128,089	128,089
Emergency_High (2%)	256,178	256,178
Results_Low (1%)	128,089	128,089
Results_Med (3%)	384,267	384,267
Results_High (5%)	640,445	640,445
IT Low (5%)	640,445	640,445
IT Med (5.5%)	704,490	704,490
IT High (6%)	768,534	768,534
Prevention (@ \$2500/per person)	20,844,419	20,844,419
Budget Projections		
Total 2023-24 Budget_Low	34,664,516	35,655,853
Total 2023-24 Budget_Medium	35,210,556	36,862,783
Total 2023-24 Budget_High	35,820,640	38,133,759
Medium Budget Projection		
2023-24	35,210,556	36,862,783
2024-25	37,071,051	38,810,581
2025-26	39,033,141	40,864,741
2026-27	41,085,169	43,013,058
2027-28	43,184,985	45,211,406



Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Transitions Case Study: Pimicikamak Cree Nation

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Pimicikamak Cree Nation's (Pimicikamak) journey in jurisdiction recognizes the value of an independent child and family services organization. Its law will be implemented by Nikan Awasisak Agency (Nikan), its existing FNCFS agency.
- While the agency is in place structurally, transition will focus – even ahead of the enactment of the law – on the realignment of practice to emphasize prevention in a culturally relevant manner with the best interests of the child at its core.

Summary Assessment

- Pimicikamak is served by Nikan. Pimicikamak is developing its own law which will be implemented by Nikan.
- Transition is critically impacted by the anticipated reform of the FNCFS Program.
- Recruitment is a key challenge.
- Nikan benefits from a supportive local political environment. Pimicikamak leadership is attuned to the challenges of providing CFS and recognize that Nikan's governance must have independence as should its practice of child welfare.
- Strong governance is an important element of successful reform of the CFS program. However, much work is required to build the processes, people, and systems to fully implement the program.

Context

Pimicikamak Cree Nation (Pimicikamak) is currently served by Nikan Awasisak Agency (Nikan). This relationship will continue and evolve as Pimicikamak develops and implements its new law. Nikan provides a range of services including:

• Prevention services	• Recreational opportunities for families/children
• Protection services	• Family support services
• Family counselling	• Intake/after-hours services
• Alternative care	• In-house therapists
• Wakotowin (family placements)	• Family enhancement/prevention
• Minor parent, expectant and single parent services	• Emergency/short-term support services
• Land-based/cultural opportunities	

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);

- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 4

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Notes from collaborator
People	Do you have enough staff to meet your operational needs?	N	Y	We would love to add more positions but we are short on space.
	Does your compensation match the provincial standard?	N	N	
	Do you recruit staff from your member community(ies)?	Y	Y	
	Do you have high retention of employees?	Y	Y	9% vacancy rates.
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	Y	Y	We hired an in-house trainer.
	Are you attracting the same level of credentialed employees as	N	N	In the cities we do, but locally it is challenging.

	mainstream organizations?			
	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	N	N	Law firms, accountants, etc. are based in Winnipeg and provide work remotely from the city.
Process	Are your current operating baselines meeting needs?	Y/N	Y/N	Challenges mostly with human resources.
	Do you have a clear vision of your future state?	N	Y/N	Not presently, as we wait for the many changes that will be presented in our new CFS law.
	Are your post-transition activities defined?	N	Y	Not clearly. Broad vision. A lot depends on new CFS law.
	Is your post-transition workflow defined?	N	N	Just starting. Will be defined by new CFS law.
	Is your post-transition management structure established?	N	Y	There will be some changes. Iterative process.
	Have you fully designed your prevention programming?	N	Y	Will change with the implementation of the law.
	Have you fully designed your protection programming?	N	Y	
Strategy	Is your post-transition mission defined?	N	N	It may be affected.
	Is your post-transition strategy defined?	N	N	Iterative process.

	Are your post-transition goals and organizational priorities defined?	N	N	It's just the beginning of the process.
	Are all of your services or programs developed?	N	N	After implementation of the new law. Programs will evolve after new law is implemented.
	Are all of your necessary organizational partnerships in place?	N	N	Just starting to talk with organizations.
Systems	Is your post-transition governance framework defined?	N	Y	We have to wait for the new CFS Law
	Do you have an independent board of directors?	Y	Y	
	Is your post-transition legal framework defined?	N	Y	It will change once new law is implemented.
	Is an adjudication system in place?	N	N	It might take longer. Process will begin after law is implemented.
	Is an adequate data system in place?	N	Y/N	Data system is meeting some needs. Could be improved. In the absence of our own system, we have no choice but to continue using the Province's IT system, CFSIS. We must ensure we negotiate funding for the creation of a new data system as part

				of our coordination agreement under the new CFS law.
	Is an adequate performance management framework in place?	N	Y	
	Is an adequate IT system in place?	Y	Y	We are transitioning to having a hybrid service to include an IT position in-house.
	Is an adequate financial system in place?	N	Y	FACTS is less than ideal as it is a DOS system, however there is no other alternative because SAGE, our other finance program, cannot accommodate all of our needs.
	Are your post-transition reporting systems in place?	N	Y	
	Are you developing new criteria for evaluative purposes?	N	N	Maybe in the future.

Table 5

Question	Response: Yes (Y) or No (N)	Notes from collaborator
Are you currently delivering secondary and tertiary prevention services?	Yes	We provide both protection and prevention services. Referrals are also sent to other applicable programs within the community, if they require more specialized support that we cannot offer. Addiction issues are referred to external resources at the Health Department. Family violence issues are immediately addressed by assisting families to safety, either to other familial supports or assist by arranging/providing rides

		to shelter's out of town. We will provide ongoing support services or aftercare services through prevention programs. Supports that we are able to provide are programs and classes to address basic household needs, to address issues through traditional, milieu and cultural/land-based connections. We help to provide awareness and also recreational activities for children, youth, families. We have a child abuse team that receives referrals from our protection teams and cases potentially referred to our child abuse committee.
If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?	Yes	Once our new CFS law comes into effect we will continue to provide services according to the parameters of the new law.
Is the delivery of prevention and protection services integrated at a case or family service level?	Yes	Delivery of prevention & protection is integrated at a family service level. Although we have the prevention team and cases separated from the protection side of child welfare, sometimes their work overlaps or cases flow from one area to the other. We work from a holistic approach and try engaging the entire family system. We also assist children in care and their families on the prevention side by encouraging all families to participate in classes and programming offered. Alternative care is a placement resource in house that assists with the placements of children in care. 93% of our placements are culturally appropriate. 76% are kinship placements.

People

Recruitment, especially of professional staff (i.e., doctors, lawyers) is a key challenge. Vacancy rates are high at 9% but turnover is low. Several factors drive recruitment challenges:

- *Competitive recruitment environment.* Social workers and supporting staff are in high demand industry-wide.
- *Lack of salary parity with mainstream staff.* Staff at Nikan are not compensated in line with provincial child welfare workers. This makes it more difficult to attract qualified staff.

Process

Pimicikamak and Nikan are in the initial stages of planning post-transition processes. Once the new law is fully developed and implemented, Nikan will need to ensure its processes align with the new legal framework.



Strategy

Pimicikamak and Nikan are in the initial stages of planning post-transition strategy. Developing strategy will be an iterative process as the new law is implemented.

Systems

Nikan and Pimicikamak benefit from having an established independent Board of Directors. Key systems (i.e., a post-transition governance framework, adjudication system, and performance management framework) are in the early stages of development.



Collaborator F



Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

Collaborator F delivers protection and prevention services to 6+ First Nations. All are located between 50 km and 350 km from Collaborator F's main office. Remoteness and geography may correlate with the relatively small populations that characterize the First Nations Collaborator F serves. The communities vary considerably in terms of internet connectivity, high school or post-secondary school completion rates, and employment rate. Across the communities, there is wide ranging outcomes in labour participation (25-63%) and high school education rates among youth aged 15-25 (0-100%). The high degree of variability among communities highlights the need for Collaborator F to tailor their approach to address the unique circumstances that are likely to impact the well-being of children and families.

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 1 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 1

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

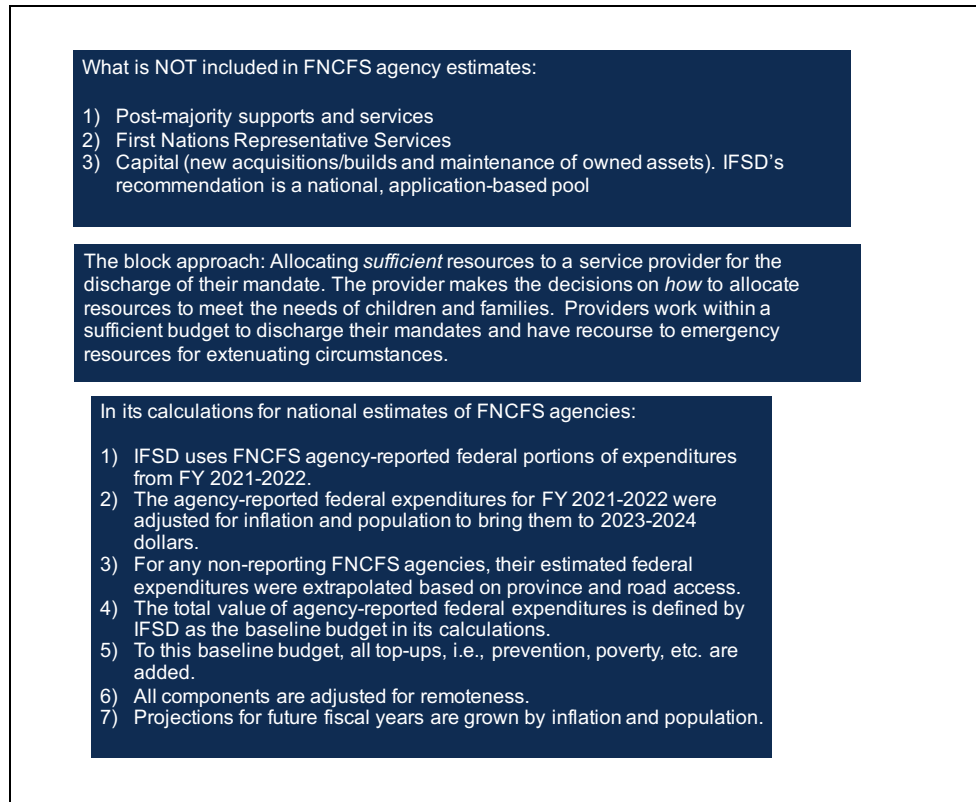


Table 2 outlines three illustrative funding scenarios for Collaborator F, including adjustments for remoteness, exclusion of prevention funding, and the Northern MBM.

Table 2

Collaborator F			
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF-for all agencies	Scenario 2: prevention funds are excluded	Scenario 3: Scenario 2 with Northern MBM replacing Provincial MBM for measuring the poverty gap
Number of HHs	379	379	379
Poverty Gap	3718887	3718887	16526278
Population IRS 2022*	1800	1800	1800
Population Weights	1	1	1
Remoteness Index -2021*	-	-	-
Accessibility	0	0	0
Total Revenue (21-22)	25,173,431	25,173,431	25,173,431
Total Expenditure (21-22)	22,359,981	22,359,981	22,359,981
ISC Revenue	NA	NA	NA
Ratio: ISC/Total*	-	-	-
ISC Baseline Budget (2021-22)	16,769,986	16,769,986	16,769,986
Inflation_2022 (%)	6.8	6.8	6.8
ISC Baseline Budget 2023-24	18,769,358	18,769,358	18,769,358
Remoteness Index -2021	0.519639	0.519639	0.519639
Poverty_Low (3%)	128,530	128,530	571,170
Poverty_Med (5%)	214,216	214,216	951,950
Poverty_High (7%)	299,903	299,903	1,332,730
Maintenance_Low (1%)	216,231	216,231	216,231
Maintenance_Med (2%)	432,463	432,463	432,463
Maintenance_High(3%)	648,694	648,694	648,694
Emergency_Low (0.5%)	108,116	108,116	108,116
Emergency_Med (1%)	216,231	216,231	216,231
Emergency_High (2%)	432,463	432,463	432,463
Results_Low (1%)	216,231	216,231	216,231
Results_Med (3%)	648,694	648,694	648,694
Results_High (5%)	1,081,156	1,081,156	1,081,156
IT Low (5%)	1,081,156	1,081,156	1,081,156
IT Med (5.5%)	1,189,272	1,189,272	1,189,272
IT High (6%)	1,297,388	1,297,388	1,297,388
Prevention (@ \$2500/per person)	5,721,282	-	-
Budget Projections			
Total 2023-24 Budget_Low	29,094,676	23,373,394	23,816,034
Total 2023-24 Budget_Medium	30,045,287	24,324,006	25,061,740
Total 2023-24 Budget_High	31,104,015	25,382,733	26,415,561
Medium Budget Projection			
2023-24	30,045,287	24,324,006	25,061,740
2024-25	31,410,763	25,429,465	26,200,727
2025-26	32,865,272	26,607,003	27,413,979
2026-27	34,396,367	27,846,544	28,691,115
2027-28	35,989,748	29,136,511	30,020,206

*Identifying data has been suppressed or adjusted to maintain anonymity of collaborator.

Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Transitions Case Study: Collaborator F

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Collaborator F is on a journey to redevelop its organization plan and structure. This involves:
 - Rebuilding relationships with the First Nations it serves in the spirit of collaboration.
 - Making difficult decisions on staffing, reorganizing, and organizational restructuring.
 - Aligning its policies, procedures, and practices to its new approach to service delivery.

Summary Assessment

- Collaborator F is just beginning to redevelop its people, processes, strategies, and systems.
- Transition is critically impacted by two factors: (1) Collaborator F's organizational development; and (2), Collaborator F's ability to build and rebuild relationships with the communities that it serves. Collaborator F is working toward these objectives, but it will take time and resources to get there. Collaborator F will need to:
 - Strengthen and stabilize its organization. This can be tackled through defining and implementing clear strategic objectives with communication, focusing on retaining and aligning leadership staff, and clarifying roles and responsibilities for all staff.
 - Build and rebuild relationships with communities. Collaborator F will need to develop a comprehensive communications strategy with communities that is sustainable for the agency. Developing clear and current policies is a critical consideration as it will help to ensure communities receive consistent services and messaging from Collaborator F.
- Collaborator F does not have full access to prevention dollars due to the funding allocations to First Nations, which means it cannot fully integrate its protection and prevention programming.

Context

Collaborator F is an agency that provides a range of services to 6+ collaborators. Collaborator F's services include:

- Advocacy;
- Customary care/foster care;
- Family Support and prevention services; and,
- Protection services.

Collaborator F's member communities are at early stages of considering pursuing jurisdiction. A hesitation to do so is related to the required insurance and liability associated with CFS. There



are at least two nations pursuing jurisdiction while other smaller communities with small caseloads, will continue to receive services from the agency.

Collaborator F's transition will be influenced by two key factors: (1) Collaborator F's organizational development, and (2) Collaborator F's ability to build and rebuild relationships with the communities that it serves.

Outside of the transition that will occur with the reform of the current FNCFS Program, Collaborator F is undergoing its own organizational transition. It has a new executive director, who is currently leading an organizational reset and tackling numerous issues, stemming from and including:

- A lack of clearly defined roles and responsibilities among staff.
- A two-year vacancy in a key leadership position (Director of Service).
- An incomplete board of representatives.
- A lack of updated policies and procedures.

As one key staff member put it "We've been here for eight years, and it feels like we're in year 1." This organizational reset complicates Collaborator F's future transition under a reformed FNCFS Program.

Building and repairing relationships are key to transition. Communicating with, and finding common ground, with each community is an important barrier the agency will have to overcome in order to transition effectively. This challenge is further complicated by the diverse nature of the communities served, including whether or not communities decide to exercise jurisdiction.

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 3

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Notes from collaborator

People	Do you have enough staff to meet your operational needs?	N	N	Potentially have enough staff but people are not in the right positions. This is both an organizational challenge and a recruitment challenge.
	Does your compensation match the provincial standard?	Y/N	Y/N	Not sure what the provincial compensation is to compare.
	Do you recruit staff from your member community(ies)?	Y	Y	Yes, but this is challenging given community realities (trauma, addictions, conflicts of interest, family ties, leadership and the intersection of that in child welfare).
	Do you have high retention of employees?	N	N	CFS is a revolving door but hope to retain employees throughout the next three years. There is a lot of uncertainty.
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	N	Y	Would like this to be developed and offered within the next three years.
	Are you attracting the same level of credentialed employees as	N	N	No, focusing on building internal capacity by supporting existing employees to get their qualifications

	mainstream organizations?			and achieve their educational goals.
	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	Y	Y	Professional staff are outsourced on as needed basis, e.g., traditional healer, lawyer, therapists.
Process	Are your current operating baselines meeting needs?	N	N	
	Do you have a clear vision of your future state?	N	Y	Understand what the vision is for the next three years, but this needs to be well-understood and articulated to the entire organization to get employees on board.
	Are your post-transition activities defined?	N	Y	Not clearly, but vaguely. A 2014 service model is being revived as it worked well in the past. It is being re-introduced and updated to be relevant to the current context. The hope is because it already exists that it will be functioning within three years.
	Is your post-transition workflow defined?	N	N	
	Is your post-transition management structure established?	Y/N	Y	Management structure is taking shape.

				Two supervisors have been hired.
	Have you fully designed your prevention programming?	N	Y	Reviving 2014 service delivery mode. In three years, the prevention programming should be designed and will continue to evolve.
	Have you fully designed your protection programming?	N	Y	2014 service model is being revitalized which will support the design of protection.
Strategy	Is your post-transition mission defined?	Y/N	Y	Want to make sure that the practices, conversations, thought processes are having the best impact on child and family services. The mission is defined but is not fully understood within the agency – working on communication.
	Is your post-transition strategy defined?	N	Y	The strategy isn't clearly defined, the management level knows what it is, but it hasn't flowed down.
	Are your post-transition goals and organizational priorities defined?	N	Y	Work in progress, it is not clearly defined, but will be in three years.

	Are all of your services or programs developed?	N	Y	The aim is to have them developed in 3 years and they continue to grow.
	Are all of your necessary organizational partnerships in place?	N	N	Organizational partnerships are growing, there are two community organizations that the agency collaborates with to enhance the partnership. Identifying synergies is important. Organizational partnerships are growing, but in place currently.
Systems	Is your post-transition governance framework defined?	N	Y	Yes, in three years.
	Do you have an independent board of directors?	Y/N	Y/N	Some board positions are unfilled. Chiefs are not supposed to be on the board, but one Chief is.
	Is your post-transition legal framework defined?	N	N	The future of the First Nations exercising jurisdiction is not clear.
	Is an adjudication system in place?	N	N	
	Is an adequate data system in place?	N	Y/N	Currently undertaking a 2-year implementation of a

				data management system. In 2.5-3 years, it should be where we need to be.
	Is an adequate performance management framework in place?	N	Y	
	Is an adequate IT system in place?	Y	Y	Currently finalizing cyber security to bring us the next level. This will be in place in the next month.
	Is an adequate financial system in place?	N	Y	Working to get out of a large deficit. Policies, processes, ideologies around money, spending need to shift.
	Are your post-transition reporting systems in place?	N	N	The hope is that through protocol agreements there will be an understanding with First Nations. This is uncertain.
	Are you developing new criteria for evaluative purposes?	N	Y	Evaluation ongoing. Some criteria is not new, but was not being utilized. New criteria might have to be developed if First Nations are delivering their own prevention.

People

Leadership stability and recruitment are key challenges. This creates deficits in program delivery and elevates surpluses in budgets. Several factors drive these challenges:

- *Lack of clear direction and stability in leadership roles.* High turnover and lack of a consistent vision in leadership staff has contributed to organizational instability.
- *Lack of clarity on roles and responsibilities of staff.* Staff are unsure of the parameters of their roles. Staff may act outside of their roles and direct others incorrectly.
- *Difficulty recruiting in served communities.* A lack of trust in communities has made it difficult for the agency to recruit locally. This makes relationship building more challenging.

Collaborator F's new leadership is actively addressing the above issues, including by developing a clear organization chart and HR policies. However, organizational stability will take time to achieve.

Process

Collaborator F does not have well-developed processes, policies, or operating baselines. Leadership is currently overhauling critical policies (e.g., child protection policies) to ensure consistency in operations. This is further complicated by a lack of resources for programs (e.g., staff may be unaware of budget constraints, due to a lack of consistent direction/supervision). Collaborator F would like to shift towards a prevention-focused approach, but it faces several challenges:

- *Aligning the organization with cultural connections.* Leadership is currently clarifying staff roles and titles to generate operational consistency. Cultural connections have different meanings among staff. Organizational alignment is a challenge.
- *Overhaul of policies.* Leadership has implemented some new policies, but it is still in the process of revising others. Staff may have verbal conversations about policies, but official tracking of policy changes has been negligible.
- *Unique community contexts.* Collaborator F works with individual communities to deliver programs that meet each unique context. But this can be difficult under provincial legislation, and with diverse community circumstances or trajectories. Additionally, services that a community asks for may not be fundable under provincial law.

Strategy

Collaborator F is currently defining its long-term vision. It has identified broad goals (e.g., moving toward a prevention-focused approach), but has not yet defined details.

Key strategic challenges include:

- *Defining and communicating a vision and mission.* Collaborator F's staff are operating with different goals and visions. Clearly defining and communicating a vision and mission, with both staff and external stakeholders, will be critical for an effective transition.
- *Developing a clear organizational structure.* Staff and leadership need to be aligned in their understanding of roles.
- *Relationships with communities.* Determining the best way to communicate and work with communities will take significant time. There is no roadmap for this process.



Systems

Collaborator F's key systems challenges are secondary to its other organizational challenges. Building robust systems (including data architecture, performance management, and financial systems) are critical to an effective transition. However, these areas can only be assessed and tackled once people, processes, and strategies are in place.



Collaborator A



Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach; and
- 3) Child and family services focused capital needs analysis.

Overview

Collaborator A delivers a variety of services including prevention and protection services to 6+ First Nations. Most of these First Nations have easy year-round access to the nearest service centre, while other Nations are not accessible year-round. Although many communities served by Collaborator A provide health and/or social services, most do not offer primary or secondary education, despite relatively high rates of high school completion. While internet connectivity is generally high, there are notable deficiencies in housing infrastructure, with approximately 20% of housing considered unsuitable in the largest communities.

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 1 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 1

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

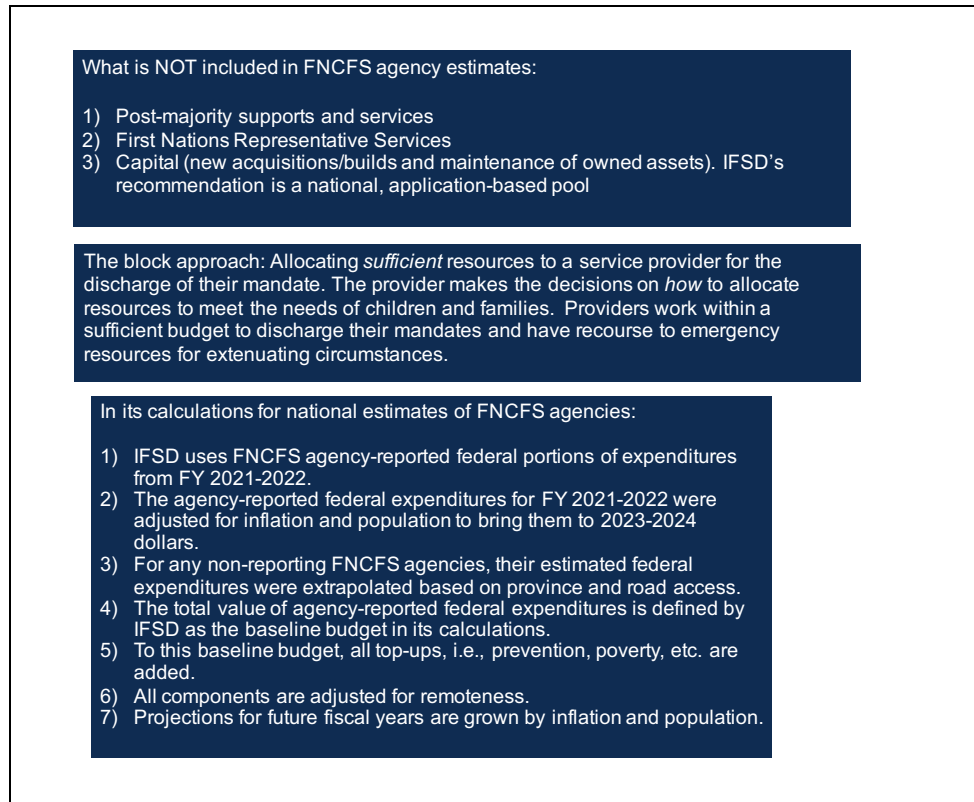


Table 2 outlines three illustrative funding scenarios for Collaborator A, including adjustments for remoteness, the Northern MBM, and increasing the baseline for more staff.

Table 2

Collaborator A			
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF model	Scenario 2: Scenario 1 with Northern MBM replacing Provincial MBM	Scenario 3: Scenario 2 with a higher baseline for more staff
Number of HHs	704	704	704
Poverty Gap	8645724	31395765	31395765
Population IRS 2022*	3000	3000	3000
Population Weights	1	1	1
Remoteness Index -2021	0.519639	0.519639	0.519639
Accessibility	1	1	1
Total Revenue (21-22)	20,239,158	20,239,158	20,239,158
Total Expenditure (21-22)	20,747,365	20,747,365	20,747,365
ISC Revenue	11,333,928	11,333,928	11,333,928
Ratio: ISC/Total*	-	-	-
ISC Baseline Budget (2021-22)	11,618,524	11,618,524	11,618,524
Inflation_2022 (%)	6.8	6.8	6.8
ISC Baseline Budget 2023-24	13,079,295	13,079,295	14,140,021
Geography Factor_CAF_15%*	-	-	-
Geography Adjustment (\$)_CAF_15%*	-	-	-
Poverty_Low (3%)	310,938	1,129,131	1,129,131
Poverty_Med (5%)	518,231	1,881,884	1,881,884
Poverty_High (7%)	725,523	2,634,638	2,634,638
Maintenance_Low (1%)	156,796	156,796	169,513
Maintenance_Med (2%)	313,593	313,593	339,025
Maintenance_High(3%)	470,389	470,389	508,538
Emergency_Low (0.5%)	78,398	78,398	84,756
Emergency_Med (1%)	156,796	156,796	169,513
Emergency_High (2%)	313,593	313,593	339,025
Results_Low (1%)	156,796	156,796	169,513
Results_Med (3%)	470,389	470,389	508,538
Results_High (5%)	783,982	783,982	847,563
IT Low (5%)	783,982	783,982	847,563
IT Med (5.5%)	862,380	862,380	932,319
IT High (6%)	940,779	940,779	1,017,075
Prevention (@ \$2500/per person)	9,922,585	9,922,585	9,922,585
Budget Projections			
Total 2023-24 Budget_Low	27,089,140	27,907,332	29,274,316
Total 2023-24 Budget_Medium	27,923,618	29,287,272	30,705,120
Total 2023-24 Budget_High	28,836,495	30,745,610	32,220,680
Medium Budget Projection			
2023-24	27,923,618	29,287,272	30,705,120
2024-25	29,379,020	30,813,748	32,305,496
2025-26	30,866,791	32,374,175	33,941,465
2026-27	32,448,105	34,032,713	35,680,296
2027-28	34,033,240	35,695,258	37,423,327

*Identifying data has been suppressed or adjusted to maintain anonymity of the collaborator.

Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.



Carrier Sekani Family Services

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Carrier Sekani Family Services](#) (CSFS) delivers a wide range of services, including prevention and guardianship and voluntary services, to eleven First Nations in northern British Columbia. Table 1 outlines contextual information about the First Nations CSFS serves.

Table 1

Collaborator name: Carrier Sekani Family Services				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income (2016)	Difference between after-tax median household income above or below MBM? (2016)
Burns Lake Band	49	2	Not available	Not available
Cheslatta Carrier Nation	175	2	Not available	Not available
Nadleh Whut'en	277	2	Not available	Not available
Wet'suwet'en First Nation	90	2	Not available	Not available
Stellat'en First Nation	228	2	Not available	Not available
Saik'uz First Nation	342	2	\$26,400	Below
Takla Lake First Nation	232	4	Not available	Not available
Yekooche First Nation	105	2	Not available	Not available
Nee Tahi Buhn Band	50	2	Not available	Not available
Skin Tyee Nation	57	2	Not available	Not available
Lake Babine Nation	1049	2	\$36,800	Below
Carrier Sekani Family Services serves 11 First Nations in northern British Columbia with varying populations, most of which have year-round-access to service centers less than 350km away. However, one outlier Nation is not accessible year-round. Employment rates range between 30-60% in the communities, and income levels are below the poverty line in those Nations with available data. Income-based poverty may therefore influence the well-being of children under CSFS care. Notably, all communities report gaps in housing though the range between communities is significant - some communities observe only 30% of dwellings requiring major repairs, while others observe over 45%. Household internet connectivity is also not consistently established across communities, most have universal access to low-speed internet but some communities lack internet entirely.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

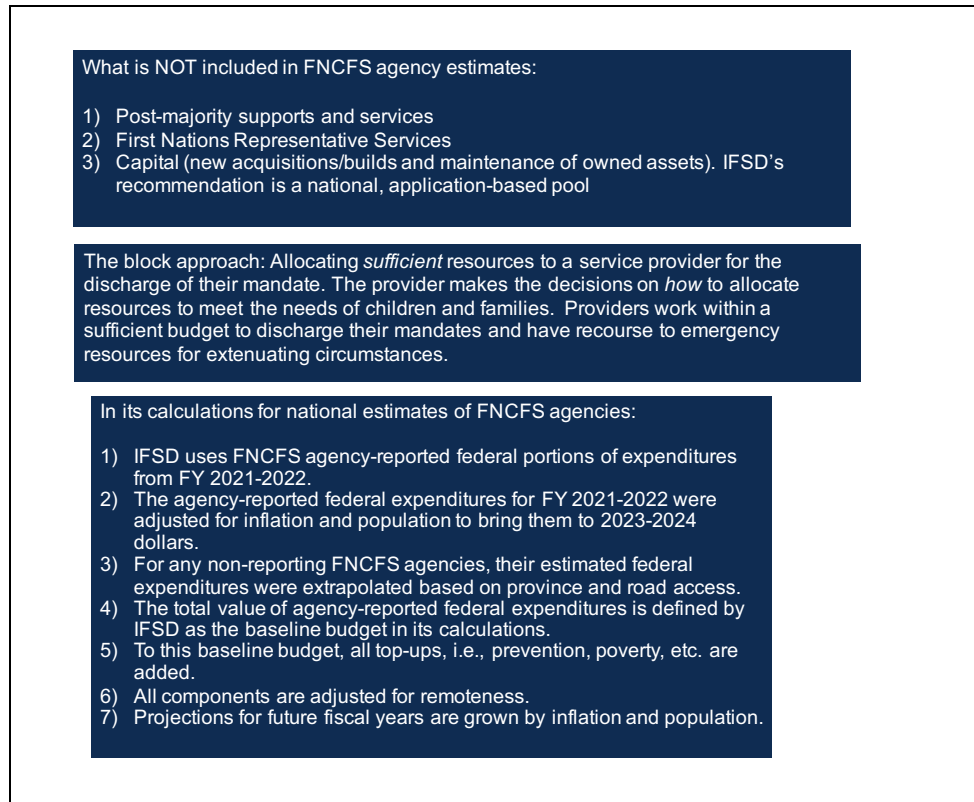


Table 3 outlines three illustrative funding scenarios for CSFS, including adjustments for remoteness's, the Northern MBM, and an increase in baseline funding to deliver protection services.

Table 3

Carrier Sekani Family Services			
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled down Cost Factor-All agencies	Scenario 2: Scenario 1 adjusted for Northern MBM	Scenario 3: Baseline budget was boosted to support the expansion of protection services
Number of HHs	567	567	567
Poverty Gap	9647112	27951145	9647112
Population IRS 2022	2654	2654	2654
Population Weights	1	1	1
Remoteness Index -2021	0.536054	0.536054	0.536054
Accessibility	1	1	1
Total Revenue (21-22)	44,237,367	44,237,367	44,237,367
Total Expenditure (21-22)	42,241,756	42,241,756	42,241,756
ISC Revenue	18,491,219	18,491,219	18,491,219
Ratio: ISC/Total	0.418	0.418	0.418
ISC Baseline Budget (2021-22)	17,657,053.62	17,657,053.62	17,657,053.62
Inflation_2022 (%)	6.8	6.8	6.8
ISC Baseline Budget 2023-24	19,879,617.73	19,879,617.73	24,378,053.27
Geography Factor_CAF_15%	0.307005	0.307005	0.307005
Geography Adjustment (\$)_CAF_15%	6,103,134	6,103,134	7,484,174
Poverty_Low (3%)	378,264.59	1,095,968.22	378,264.59
Poverty_Med (5%)	630,440.99	1,826,613.70	630,440.99
Poverty_High (7%)	882,617.38	2,557,259.18	882,617.38
Maintenance_Low (1%)	259,828	259,828	318,622
Maintenance_Med (2%)	519,655	519,655	637,245
Maintenance_High(3%)	779,483	779,483	955,867
Emergency_Low (0.5%)	129,914	129,914	159,311
Emergency_Med (1%)	259,828	259,828	318,622
Emergency_High (2%)	519,655	519,655	637,245
Results_Low (1%)	259,828	259,828	318,622
Results_Med (3%)	779,483	779,483	955,867
Results_High (5%)	1,299,138	1,299,138	1,593,111
IT Low (5%)	1,299,138	1,299,138	1,593,111
IT Med (5.5%)	1,429,051	1,429,051	1,752,422
IT High (6%)	1,558,965	1,558,965	1,911,734
Prevention (@ \$2500/per person)	9,570,392	9,570,392	9,570,392
Budget Projections			
Total 2023-24 Budget_Low	37,880,114	38,597,818	44,200,551
Total 2023-24 Budget_Medium	39,171,601	40,367,773	45,727,216
Total 2023-24 Budget_High	40,593,001	42,267,643	47,413,193
Medium Budget Projection			
2023-24	39,171,601	40,367,773	45,727,216
2024-25	41,235,003	42,494,185	48,135,942
2025-26	43,309,639	44,632,174	50,557,781
2026-27	45,538,004	46,928,586	53,159,078
2027-28	47,779,069	49,238,085	55,775,198

Capital Needs Analysis

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- 2) Residential,
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- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Summary of Capital Needs Cost Estimate

Overview

- 1) Table 4 summarizes your capital needs, as understood by IFSD.
- 2) The capital costing model multiplies the units summarized in Table 4 by a set of unit cost assumptions to produce a capital needs cost estimate. **Your estimated base capital costs are between \$94,511,545 and \$128,582,920** (see Table 5).
- 3) Tables 6 through 8 summarize your 10-year capital cost estimate profile, including adjustments for remoteness, contingency, recapitalization and inflation. **Your total estimated capital costs over 10 years are between \$165,364,012 and \$224,852,737.**

Table 4: Asset Quantities

Category	Item	Unit Type	Units
Clinical	Healing centre	SF	-
	Healing centre - Vanderhoof Foundry	SF	8,500
	Rehabilitation centre	SF	-
	Rehabilitation centre - Mother's Centre	SF	5,106

	Rehabilitation centre - Sara's House	SF	6,936
	Rehabilitation centre - Youth Housing	SF	5,000
	Residential treatment centre	SF	-
	Residential treatment centre	SF	10,000
Residential	Transition homes	SF	-
	2 x Twelve bed post-majority supportive housing	SF	8,846
	2 x 24/7 Family Preservation Homes	SF	16,218
	Clan Houses (transition homes)	SF	78,134
	Second-Stage Recovery Homes (transition homes)	SF	8,500
	Reunification homes	SF	2,198
	Staff housing	SF	16,092
	Emergency shelter/safe houses	SF	-
	Emergency shelter/safe houses - Second-stage homes for safe house clients (single detached)	SF	2,476
Offices	Office Space	SF	-
	Office Space - Prince George Hub	SF	26,716
	Office Space - Burns Lake Hub	SF	30,066
	Office Space - Vanderhoof Hub	SF	23,304
	Office Space - Wellness Centre	SF	15,131
	Office Space - mini-hub #1	SF	6,238
	Office Space - mini-hub #2	SF	5,927
	Office Space - standalone #1	SF	4,258
	Office Space - standalone #2-4	SF	12,273
	4 x Additional standalone offices	SF	16,364
	Office Space - additional meeting space	SF	-
Programming Space	Recreation/events centre	SF	-
	Daycare	SF	-
	Daycare #1	SF	4,137
	Daycare #2	SF	2,500
	Playground	SF	1,620
Storage	Garages/sheds	SF	-
	Garages/sheds	Seacans	-
Fixed Cultural Assets	Land-based Camp	SF	24,960
	Smoke House	Smoke House	1
	Green House	Green House	1
Vehicles	Vehicles	Vehicles	-
	Vehicles	15 pass. Vans	4
	Vehicles	Mini buses	-
Moveable Cultural Assets	Sweat Lodge Canvas	Canvases	-
	Tipis	Tipis	-
	Canoes	Canoes	-
	Kayaks	Kayaks	-

	Fishing Boats	Boats	-
	ATVs	ATVs	-
	Side-by-Side	Side-by-Sides	-
	Snowmobile	Snowmobiles	-
	Utility Trailer	Trailers	-
	Cargo Trailer	Trailers	-

Note: cells highlighted orange reflect asset areas specified by the collaborator.



Table 5: Base Estimate of Capital Need

Fixed/Moveable	Asset Type	Cost - Low	Cost - Medium	Cost - High
Fixed	Clinical	\$11,631,592	\$14,230,204	\$16,828,816
	Residential	\$32,941,550	\$37,797,878	\$42,654,206
	Offices	\$43,096,212	\$51,356,968	\$59,617,725
	Programming Space	\$2,508,757	\$2,871,949	\$3,235,140
	Storage	\$0	\$0	\$0
	Fixed Cultural Assets	\$4,070,587	\$5,027,387	\$5,984,187
Moveable	Vehicles	\$262,846	\$262,846	\$262,846
	Moveable Cultural Assets	\$0	\$0	\$0
Total:		\$94,511,545	\$111,547,232	\$128,582,920

Note: this estimate does not include a contingency factor, remoteness Cost Adjustment Factor (CAF), recapitalization rate, or inflation. These adjustments are reflected in the 10-year cost estimate profile below.

10-year Cost Estimate Profile:

Table 6: Low-Cost Scenario

Option 1 (Low)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$12,121,190	\$12,121,190
	Residential	\$34,328,129	\$34,328,129
	Offices	\$44,910,222	\$44,910,222
	Programming Space	\$2,614,356	\$2,614,356
	Storage	\$0	\$0
	Fixed Cultural Assets	\$4,241,927	\$4,241,927
Moveable Assets	Vehicles	\$262,846	\$553,547
	Moveable Cultural Assets	\$0	\$0
Subtotal (fixed):		\$98,215,824	\$98,215,824
Subtotal (moveable):		\$262,846	\$553,547
Subtotal (both):		\$98,478,670	\$98,769,371
25% Contingency:		\$24,619,668	\$24,692,343
Recapitalization:		\$5,027,450	\$18,588,760
CAF:		\$21,028,197	\$23,313,537
Total:		\$149,153,984	\$165,364,012

Table 7: Medium-cost scenario

Option 2 (Medium)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$14,829,183	\$14,829,183
	Residential	\$39,388,870	\$39,388,870
	Offices	\$53,518,691	\$53,518,691
	Programming Space	\$2,992,835	\$2,992,835
	Storage	\$0	\$0
	Fixed Cultural Assets	\$5,239,000	\$5,239,000
Moveable Assets	Vehicles	\$262,846	\$553,547
	Moveable Cultural Assets	\$0	\$0
Subtotal (fixed):		\$115,968,580	\$115,968,580
Subtotal (moveable):		\$262,846	\$553,547
Subtotal (both):		\$116,231,426	\$116,522,127
25% Contingency:		\$29,057,856	\$29,130,532
Recapitalization:		\$5,936,174	\$21,948,725
CAF:		\$24,819,349	\$27,506,991
Total:		\$176,044,805	\$195,108,375

Table 8: High-cost scenario

Option 3 (High)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$17,537,176	\$17,537,176
	Residential	\$44,449,611	\$44,449,611
	Offices	\$62,127,160	\$62,127,160
	Programming Space	\$3,371,314	\$3,371,314
	Storage	\$0	\$0
	Fixed Cultural Assets	\$6,236,074	\$6,236,074
Moveable Assets	Vehicles	\$262,846	\$553,547
	Moveable Cultural Assets	\$0	\$0
Subtotal (fixed):		\$133,721,335	\$133,721,335
Subtotal (moveable):		\$262,846	\$553,547
Subtotal (both):		\$133,984,181	\$134,274,882
25% Contingency:		\$33,496,045	\$33,568,721
Recapitalization:		\$6,844,898	\$25,308,690
CAF:		\$28,610,501	\$31,700,445
Total:		\$202,935,626	\$224,852,737

Transitions Case Study: Carrier Sekani Family Services

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Carrier Sekani Family Services (CSFS) is proactively working in collaboration with their Member Nations preparing for jurisdiction by establishing a solid foundation. This includes:
 - Utilizing an organized and structured process for program delivery with each Nation that is responsive to their needs.
 - Ensuring program and service delivery is culturally appropriate and community based.
 - Viewing the process to jurisdiction as a journey and integrating culture into its service delivery model.
 - Investing in both personnel and systems to enhance core functions like data collection and analysis.
 - Recognizing an important aspect of Jurisdiction is the Nation's ability to make the best decisions for each child to reach their full potential.

Summary Assessment

- CSFS is a mature well-organized, well-funded agency in the middle of its transition to a future state.
- It is supporting its communities to navigate exercising jurisdiction and develop capacity and readiness in all dimensions (people, process, strategy, systems).
- CSFS will be working with the Member Nations to co-develop the operational plans and the funding arrangements for the Nation's specific FNCFS and Jordan's Principles CHRT infrastructure projects for holistic child, youth, and family programming.
- CSFS considers trust between itself with its communities as integral to a successful transition. It is currently developing a model to inform how to effectively build trust as a component of the transition process.
- CSFS uses a holistic approach to provide services across the life cycle. Programs collaborate to deliver integrated wraparound supports to the entire family.

Context

Carrier Sekani Family Services (CSFS) is an agency that provides a wide range of services to eleven First Nations, including:

- Prevention
- Delegated Services (Guardianship, Resources)
- Health and Wellness Program (Addictions Recovery, Counselling)
- Employment Services
- Family Preservation
- Early Years Preschool
- Collaborative Practices
- Youth Services

- Community Wellness Committees
- Legal Services
- Housing
- Primary health care
- Substance use and addictions treatment

CSFS's Member Nations are:

- Lake Babine Nation (Child and Family services only)
- Takla Nation
- Nadleh Whut'en
- Stelat'en First Nation
- Saik'uz First Nation
- T'sil Kaz Koh (Burns Lake Band)
- Cheslatta Carrier Nation
- Wet'suwet'en First Nation
- Nee-Tahi-Buhn Band
- Yekooche First Nation
- Skin Tyee First Nation

For over 33 years, CSFS has delivered services both on and off First Nations reserves. The Ministry of Child and Family Development (MCFD) primarily funds child and family services (CFS) delivered off-reserve through a contractual relationship with CSFS.

CSFS did not receive prevention funding prior to the Canadian Human Rights Tribunal (CHRT) ruling. Previously, CSFS leveraged funding through strategic research partnerships, grants, and proposals. Research has enabled CSFS to develop and implement prevention services that are reflective of Carrier and Sekani culture and values. CSFS made a conscious decision to not take on protective service delivery due to inadequate federal and provincial funding for prevention and comprehensive culturally based wrap-around services.

CSFS's mandate includes delivering both health and CFS. This enables the use of funding to compensate for insufficient prevention funding allocated from the FNCFS program and MCFD. For example, Maternal Child Health funding was integrated into the CFS prevention program.

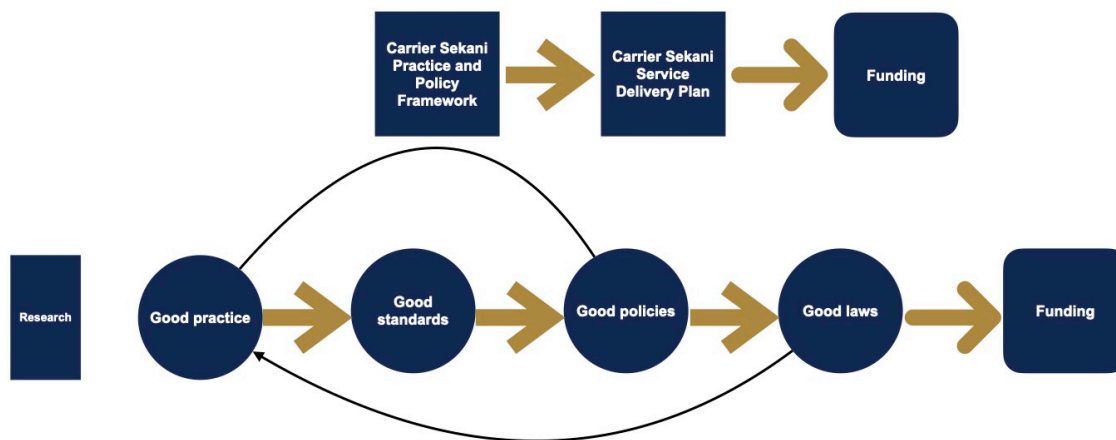
CSFS uses its life cycle approach to implement services that are reflective of holistic and cultural ways of being. Using this approach, CSFS can improve and offer programs to be responsive to its Member Nations needs, through political advocacy and establishing strategic political partnerships. CSFS currently practices under the parameters Aboriginal Operational Practice Standards and Indicators (AOPSI) which was developed in collaboration with BC Indigenous Child & Family Service Agencies (ICFSA) to enhance the quality of social work practice to ensure practice is culturally appropriate. The standards also impacted the funding formula.

CSFS's transition will be significantly influenced by the political trajectories of the communities that it serves. The communities vary by contexts (e.g., population, political environment, organizational maturity, etc.) and their evolutions throughout this transition period will affect CSFS's future state as an organization. CSFS has also ensured their governance structure protects child and family practice decisions.

CSFS is supporting its Member Nations as they navigate the transition to exercising jurisdiction over CFS. CSFS provides a variety of resources in the communities it serves to support the development of capacity and readiness for transition. This is challenging as the communities it serves are at various levels of maturity.

During the transition period, CSFS is developing a practice and policy framework that informs its approach to delivering services and its necessary funding. Good practice (e.g., social workers having strong relationships with communities) informs good standards (e.g., 1:8 caseload ratio), which informs good policies (e.g., minimum number of visits in care). All three (practice, standards, and policies) should be reflected in good laws. Funding is then aligned with law.

Figure 2: CSFS Practice and Policy Framework



The example below highlights the relationships in action for CSFS. Each element builds on the last and is aligned with the next.

Example



Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 9

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years?	Notes from collaborator
			Response: Yes (Y) or No (N)	
People	Do you have enough staff to meet your operational needs?	N	Y	
	Does your compensation match the provincial standard?	Y	Y	
	Do you recruit staff from your member community(ies)?	Y	Y	
	Do you have high retention of employees?	Y	Y	
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	Y	Y	
	Are you attracting the same level of credentialed employees as mainstream organizations?	Y	Y	
	Are you able to recruit professional staff, e.g.,	Y	Y	

	social workers, doctors, accountants, lawyers?			
Process	Are your current operating baselines meeting needs?	N	Y	Business plan yet to be fully funded.
	Do you have a clear vision of your future state?	Y	Y	
	Are your post-transition activities defined?	N	Y	
	Is your post-transition workflow defined?	N	Y	
	Is your post-transition management structure established?	Y	Y	
	Have you fully designed your prevention programming?	Y	Y	
	Have you fully designed your protection programming?	N	Y	
Strategy	Is your post-transition mission defined?	Y	Y	
	Is your post-transition strategy defined?	N	Y	
	Are your post-transition goals and organizational priorities defined?	N	Y	
	Are all of your services or programs developed?	N	N	In-progress of developing Child safety department

				and Clan Houses in each Community.
	Are all of your necessary organizational partnerships in place?	Y	Y	
Systems	Is your post-transition governance framework defined?	Y	Y	Framework continues to be developed with Communities to guide the Law.
	Do you have an independent board of directors?	Y	Y	
	Is your post-transition legal framework defined?	Y	Y	
	Is an adjudication system in place?	N	N	
	Is an adequate data system in place?	N	Y	Developing an integrated and streamlined data management system.
	Is an adequate performance management framework in place?	N	Y	Validating indicators of child, family and community well-being.
	Is an adequate IT system in place?	N	Y	Increasing capacity within each community to support data management.
	Is an adequate financial system in place?	Y	Y	

	Are your post-transition reporting systems in place?	N	Y	As new governance structure and framework is finalized, the reporting systems will update.
	Are you developing new criteria for evaluative purposes?	Y	Y	

Table 10

Question	Response: Yes (Y) or No (N)	Notes from collaborator
Are you currently delivering secondary and tertiary prevention services?	Yes	We provide secondary and tertiary services both on and off-reserves. - Secondary services to prevent the onset of child welfare involvement. Services such as: Wrap Around Parent Guidance and Support, Bridging to Employment, Family Preservation, Family Preservation Outreach (Housing), Community Wellness Committee support. - Tertiary services to reduces the impact once child welfare becomes involved. Services such as: Family Preservation safety planning support, financial support to mitigate child protection concerns) Family Preservation Outreach (Housing: rental support, damage deposit), Intensive Family Therapeutic Services (intensive 24/7 in home support to mitigate child protection concerns), Wrap Around Parent Guidance and Support (parenting support once a child has been removed from parent's care).

If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?	No	
Is the delivery of prevention and protection services integrated at a case or family service level?	Yes	Yes, Prevention Service work closely with Guardianship and Resources team. New pilot project will allow both teams to work with families who have children in the temporary care of the child protection ministry.

People

Recruitment and retention are key challenges. CSFS has 426 staff (between child and family, health, justice, housing, and administration). Vacancies are higher in rural and small towns (such as Burns Lake). Several factors drive these challenges:

- *High turnover.* Turnover is high among entry level positions. Often people in these positions are leaving to pursue more education.
- *High vacancies.* Vacancies are higher in smaller and remote communities. CSFS also has challenges in hiring and retaining specialized professionals like child psychologists.

Process

CSFS has well-defined processes and a clear vision for the future. Its prevention programming is evidence-based (e.g. Intensive Family Therapeutic Services), to ensure it delivers effective and relevant services to its communities. CSFS processes continuously evolve and adapt with the current climate. It is currently developing:

- *Practice and policy framework.* CSFS is developing a practice and policy framework, and service delivery plan to ensure that good practice relates to standards, policies, laws, to inform funding.
- *Integrated programming.* CSFS uses a wraparound approach to provide holistic and integrated guardianship, resources, and prevention programming.
- *Building trust.* CSFS considers trust between itself and its communities as integral to a successful transition. It aims to be a responsive and trusted support to provide community members with access to the resources they need.

Strategy

CSFS has a clear mission and organizational philosophy. The key strategic challenge is the varying levels of organizational maturity of the communities it serves. Factors influencing strategy include:

- *Community-level organizational maturity.* The communities CSFS serve have varying levels of organizational maturity. To address this, CSFS has developed resources and programs, including a Community Development Program where CSFS has community service planners available in its communities to assist in their prevention services and supports, including activity and financial reporting.
- *Community-level politics.* Timing is critical. Local elections, which occur on a 2–4-year cycle, can impact progress as new leaders are oriented to the strategy.

Systems

CSFS key systems challenge stems directly from political and legal trajectories of the communities it serves. Currently, CSFS governance and legal framework are clear. As communities develop and implement their own law, CSFS systems will need to adapt to new realities. This could include different adjudication methods for conflicts, new reporting mechanisms for different communities, and new indicators or measurement criteria for evaluative purposes.



Misipawistik Cree Nation (MCN)

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Misipawistik Cree Nation](#) (MCN) is located in Manitoba. It is forming an entirely new law and model for prevention services to deliver child and family services based on traditional values and Cree law. Table 1 outlines contextual information about MCN.

Table 1

Collaborator name: Misipawistik Cree Nation				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income (2016)	Difference between after-tax median household income above or below 2022 MBM?
1) Misipawistik Cree Nation	1410	2	\$39,600.00	Below
Misipawistik Cree Nation currently receives child and family services from Cree Nation Child & Family Caring Agency. Service provision is not localized. The majority of households are below the poverty line, and the employment rate is 27%. Internet connectivity is widely available. 31% of houses require major repairs, and 77% is suitable. The community provides social services, health services, education, and Elder services, as well as gathering spaces (band hall, Powwow grounds, two cultural camp sites, field/skate park). The high school graduation rate amongst youth is 31%.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

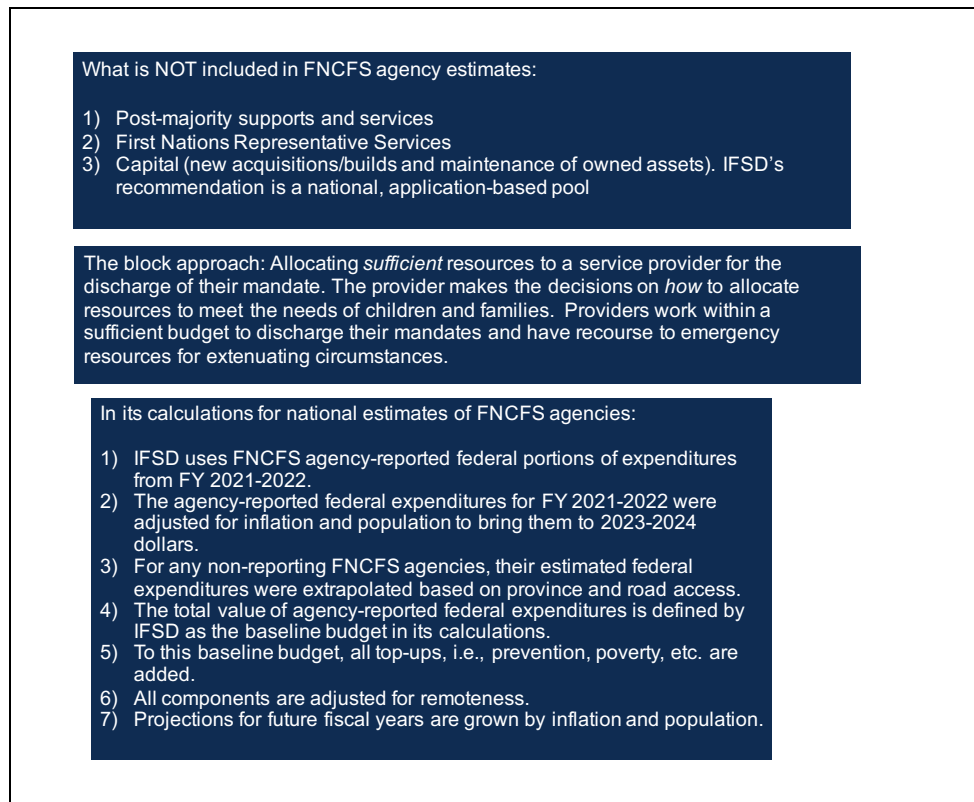


Table 3 outlines four illustrative funding scenarios for MCN, including adjustments for remoteness, increasing prevention amounts, and the Northern MBM.¹

¹ Note 1: The baseline budget was calculated as the share of the population of MCN multiplied by the budget of the Cree Nation Child and Family Services that provides services to MCN.

Note 2: MCN is pursuing jurisdiction, therefore it is assumed that it will receive the remoteness adjustment poverty top-up, representative services, and prevention top-ups.

Table 3

Misipawistik First Nation				
Component	Scenario 1: With remoteness calculated using ISC's Full Cost Factor Adjustment Factor model	Scenario 2: Scenario 1 with increasing prevention fund by 50%	Scenario 3: Scenario 1 with increasing prevention fund by 100%	Scenario 4: Scenario 1 with Northern MBM replacing Provincial MBM
Median after-tax HH Income	39600	39600	39600	39600
MBM- 2022	47324 (Provincial)	47324 (Provincial)	47324 (Provincial)	81150 (Northern)
Number of HHs	225	225	225	225
Poverty Gap	1737900	1737900	1737900	9348750
Population - IRS 2022	1410	1410	1410	1410
Population weights	1	1	1	1
Accessibility	0	0	0	0
Baseline Budget 2022-23	4,190,455	4,190,455	4,190,455	4,190,455
Inflation_ 2022 (%)	6.8	6.8	6.8	6.8
ISC Baseline Budget 2023-24	4,412,407	4,412,407	4,412,407	4,412,407
Remoteness index	0.20489902	0.204899022	0.204899022	0.204899022
Poverty_Low (.03)	62,820	62,820	62,820	337,929
Poverty_Medium (.05)	104,700	104,700	104,700	563,215
Poverty_High (.07)	146,580	146,580	146,580	788,501
Geography adj._Low(\$)_CAF	904,098	904,098	904,098	904,098
Geography adj._Med(\$)_CAF	904,098	904,098	904,098	904,098
Geography adj._High(\$)_CAF	904,098	904,098	904,098	904,098
Results_Low (1%)	53,165	53,165	53,165	53,165
Results_Medium (3%)	159,495	159,495	159,495	159,495
Results_High (5%)	265,825	265,825	265,825	265,825
FNs representative service (@ \$283/per person)	480,791	480,791	480,791	480,791
Prevention (@ \$2500/per person)	4,687,286	7,030,929	9,374,572	4,687,286
Budget Projections				
Total 2023-24 Budget_Low	10,600,567	12,944,210	15,287,853	10,875,676
Total 2023-24 Budget_Medium	10,748,777	13,092,420	15,436,063	11,207,293
Total 2023-24 Budget_High	10,896,987	13,240,630	15,584,273	11,538,909
Medium Budget Projection				
2023-24	10,748,777	13,092,420	15,436,063	11,207,293
2024-25	11,320,033	13,788,231	16,256,429	11,802,916
2025-26	11,915,889	14,514,007	17,112,125	12,424,190
2026-27	12,545,072	15,280,376	18,015,680	13,080,213
2027-28	13,185,290	16,060,186	18,935,082	13,747,741

Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Summary of Capital Needs Cost Estimate

Overview

- 1) Table 4 summarizes your capital needs, as understood by IFSD.
- 2) The capital costing model multiplies the units summarized in Table 4 by a set of unit cost assumptions to produce a capital needs cost estimate. **Your estimated base capital costs are between \$20,729,024 and \$28,672,076** (see Table 5).
- 3) Tables 6 through 8 summarize your 10-year capital cost estimate profile, including adjustments for remoteness, contingency, recapitalization and inflation. **Your total estimated capital costs over 10 years are between \$39,641,381 and \$54,724,740.**

Table 4: Asset Quantities

Category	Item	Unit type	Units
Clinical	Healing centre	Square Feet (SF)	2,430
	Rehabilitation centre	SF	1,474
	Residential treatment centre	SF	7,500
Residential	Transition homes	SF	4,423
	Reunification homes	SF	2,198
	Staff housing	SF	4,951
	Emergency shelter/safe houses	SF	6,760

Offices	Office Space - based on number of FTEs	SF	12,478
	Office/admin - Jordan's Principle, Headstart, and Daycare	SF	1,043
	Office Space - additional meeting space	SF	153
Programming Space	Recreation/events centre	SF	9,500
	Jordan's Principle Building	SF	1,800
	Daycare	SF	4,176
Storage	Garages/sheds	SF	720
	Garages/sheds	SF	840
	Garages/sheds	SF	824
	Seacans (40')	Seacans	3
Fixed Cultural Assets	Land-based Camp - new washroom	SF	1,248
	Land-based Camp - kitchen renovation	SF	600
	Land-based Camp - kitchen equipment	Kitchens	1
	Land-based Camp - winterize cabins	Cabins	15
Vehicles	Passenger Vehicle	Vehicles	1
	15 pass. Vans	Vans	0
	Mini buses	Mini buses	1
Moveable Cultural Assets	Sweat Lodge Canvases	Canvases	0
	Tipis	Tipis	0
	Canoes	Canoes	0
	Kayaks	Kayaks	0
	Fishing Boats	Boats	0
	ATVs	ATVs	0
	Side-by-Side	Side-by-Sides	0
	Snowmobiles	Snowmobiles	0
	Utility Trailer	Trailers	0
	Cargo Trailer	Trailers	0

Note: cells highlighted orange reflect asset areas specified by the collaborator.



Table 5: Base Estimate of Capital Need

Fixed/Moveable	Asset Type	Cost - Low	Cost - Medium	Cost - High
Fixed	Clinical	\$4,227,027	\$5,342,636	\$6,458,244
	Residential	\$4,319,577	\$4,996,317	\$5,673,057
	Offices	\$4,201,005	\$5,006,261	\$5,811,517
	Programming Space	\$6,901,213	\$8,165,042	\$9,428,871
	Storage	\$290,787	\$353,040	\$415,292
	Fixed Cultural Assets	\$579,866	\$627,706	\$675,546
Moveable	Vehicles	\$209,549	\$209,549	\$209,549
	Moveable Cultural Assets	\$0	\$0	\$0
Total:		\$20,729,024	\$24,700,550	\$28,672,076

Note: this estimate does not include a contingency factor, remoteness Cost Adjustment Factor (CAF), recapitalization rate, or inflation. These adjustments are reflected in the 10-year cost estimate profile below.

10-year Cost Estimate Profile:

Table 6: Low-Cost Scenario

Option 1 (Low)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$4,404,952	\$4,404,952
	Residential	\$4,501,397	\$4,501,397
	Offices	\$4,377,834	\$4,377,834
	Programming Space	\$7,191,699	\$7,191,699
	Storage	\$303,027	\$303,027
	Fixed Cultural Assets	\$604,274	\$604,274
Moveable Assets	Vehicles	\$209,549	\$441,305
	Moveable Cultural Assets	\$0	\$0
Subtotal (fixed):		\$21,383,183	\$21,383,183
Subtotal (moveable):		\$209,549	\$441,305
Subtotal (both):		\$21,592,732	\$21,824,488
25% Contingency:		\$5,398,183	\$5,456,122
2% Annual Recapitalization:		\$1,368,197	\$5,058,844
CAF:		\$6,403,206	\$7,301,927
Total:		\$34,762,317	\$39,641,381

Table 7: Medium-cost scenario

Option 2 (Medium)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$5,567,518	\$5,567,518
	Residential	\$5,206,622	\$5,206,622
	Offices	\$5,216,985	\$5,216,985
	Programming Space	\$8,508,725	\$8,508,725
	Storage	\$367,900	\$367,900
	Fixed Cultural Assets	\$654,128	\$654,128
Moveable Assets	Vehicles	\$209,549	\$441,305
	Moveable Cultural Assets	\$0	\$0
Subtotal (fixed):		\$25,521,879	\$25,521,879
Subtotal (moveable):		\$209,549	\$441,305
Subtotal (both):		\$25,731,428	\$25,963,184
25% Contingency:		\$6,432,857	\$6,490,796
2% Annual Recapitalization:		\$1,633,010	\$6,037,979
CAF:		\$7,631,093	\$8,691,102
Total:		\$41,428,388	\$47,183,061

Table 8: High-cost scenario

Option 3 (High)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$6,730,085	\$6,730,085
	Residential	\$5,911,848	\$5,911,848
	Offices	\$6,056,136	\$6,056,136
	Programming Space	\$9,825,752	\$9,825,752
	Storage	\$432,773	\$432,773
	Fixed Cultural Assets	\$703,981	\$703,981
Moveable Assets	Vehicles	\$209,549	\$441,305
	Moveable Cultural Assets	\$0	\$0
Subtotal (fixed):		\$29,660,575	\$29,660,575
Subtotal (moveable):		\$209,549	\$441,305
Subtotal (both):		\$29,870,124	\$30,101,880
25% Contingency:		\$7,467,531	\$7,525,470
2% Annual Recapitalization:		\$1,897,824	\$7,017,114
CAF:		\$8,858,981	\$10,080,276
Total:		\$48,094,460	\$54,724,740

Case Study: Misipawistik Cree Nation (MCN)

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Misipawistik Cree Nation (MCN) is forming an entirely new law and model for prevention services based on traditional values and Cree law. MCN's baseline is zero and they are beginning anew, not transitioning.
- MCN is starting from a unique point of departure; which is to revert to precolonial community practices and traditions.
- It could take upwards of 15 years to design and deliver services aligned with its law.

Summary Assessment

- Misipawistik Cree Nation is forming an entirely new law and model for prevention services based on traditional values and Cree law. MCN's baseline is zero and they are beginning anew, not transitioning.
- While many organizations are contemplating an integration of western practices with First Nations teachings and culture, MCN is starting from a unique point of departure; which is to revert to precolonial community practices and traditions.
- It will take significant time and resources to move from where MCN is now, to a desired steady-state in the future. MCN is in the process of finalizing its law. It could take upwards of 15 years to design and deliver services aligned with its law.
- MCN is at the beginning of its journey towards a future steady-state. MCN is at the first stage of considering the required people, processes, strategies, and systems that may be required to realize its vision. This process is iterative, and may evolve alongside the community.

Context

Misipawistik Cree Nation (MCN) will serve a population of roughly 2,500 people. MCN is currently building a cultural centre that includes space for community meetings and staff offices.

MCN has drafted its new law "Mino Opikiyawasowin." The law follows pre-existing Cree law and emphasizes prevention. Under Mino Opikiyawasowin, there is no removal of children from families except in severe incidences requiring intervention from protection services. It emphasizes "harmonious balance," where there is no single authority, but instead, a consensus authority. Mino Opikiyawasowin is in the final stages of development (it is currently being translated into Cree before it can be ratified by the First Nation). MCN's law will have national jurisdiction. By taking over jurisdiction over CFS, MCN is also taking over the responsibility of the healing of its community.

MCN estimates that it will need 75 staff to fully implement Mino Opikiyawasowin. As articulated by MCN, staff within the existing provincial agency will be invited to transition under the Mino Opikiyawasowin jurisdiction. MCN estimates it will have established operations (i.e., implemented Mino Opikiyawasowin) within 3 years of approval of the law. The law will be gradually implemented throughout the 3 years to transition out colonial interference, construct

the necessary operational infrastructure (including the physical cultural/spiritual, intellectual, and emotional aspects of the law). MCN estimates it will take 10-15 years to get to a steady-state, where the law, service provision, and community understanding are aligned.

A key component of implementing this model is communication. MCN will have to regularly communicate with community members about the law to integrate it into the fabric of society. All community workers will be expected to take responsibility to address child and family issues occurring in MCN. Communicating and providing education to community members about the law and expectations of their role will be integral to empowering them to participate.

Throughout this process, MCN is considering how best to record and collect data under Mino Opikiyawasowin, build an adjudication system, and increase economic opportunities. MCN recognizes there is some risk with this approach but highlights the benefit of being able to build something new.

Analysis

After discussions with collaborators, IFSD prepared a framework to assess readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 9

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Notes from collaborator
People	Do you have enough staff to meet your operational needs?	N		The goal is to have this established within the three years. Would like to absorb existing agency staff into our organization, but that won't cover all the

				required staff. It will also take time to re-educate on how to implement our law instead of the provincial law.
	Does your compensation match the provincial standard?	N		Yes
	Do you recruit staff from your member community(ies)?	N		Yes
	Do you have high retention of employees?	N		We hope to, considering the work will be more relational and take on a new approach relevant to our nation and traditions
	Do you offer benefits to your employees e.g., health, dental, etc.?	N		Yes
	Do employees receive adequate on-the-job training?	N		They will
	Are you attracting the same level of credentialed employees as mainstream organizations?	N		No, credentials currently do not speak to the traditional value and knowledge of Indigenous people, history and ways of being
	Are you able to recruit professional staff, e.g.,	N		Yes – here certain credentials will be required.

	social workers, doctors, accountants, lawyers?			Lawyers will not be necessary as part of the operation of our law, where needed they will be retained per service
Process	Are your current operating baselines meeting needs?	N		n/a
	Do you have a clear vision of your future state?	N		Yes
	Are your post-transition activities defined?	N		Yes, within the full implementation of the Opikiyawasowin law and model
	Is your post-transition workflow defined?	N		Tbd
	Is your post-transition management structure established?	N		Yes, though not in a recognizable colonial sense
	Have you fully designed your prevention programming?	N		Yes, though “fully defined” holds variable standards
	Have you fully designed your protection programming?	N		
Strategy	Is your post-transition mission defined?	N		To fully implement Mino Opikiyawasowin with recognized jurisdiction across the land

	Is your post-transition strategy defined?	N		Mostly natural
	Are your post-transition goals and organizational priorities defined?	N		Yes, to fully implement with recognized jurisdiction and serve MCN according to traditional law
	Are all of your services or programs developed?	N		Mostly. Remember, this a nation-driven approach to raising our children, some pieces will not require pen and ink (such as “how does a surrogate grandmother love a child”)
	Are all of your necessary organizational partnerships in place?	N		Being developed through service agreements where necessary
Systems	Is your post-transition governance framework defined?	N		Yes
	Do you have an independent board of directors?	N		Elder council will be an advisory group. The onus is within the nation members
	Is your post-transition legal framework defined?	N		Yes
	Is an adjudication system in place?	N		Yes

	Is an adequate data system in place?	N		No
	Is an adequate performance management framework in place?	N		This is the data struggle we have been having
	Is an adequate IT system in place?	N		No
	Is an adequate financial system in place?	N		No
	Are your post-transition reporting systems in place?	N		No.
	Are you developing new criteria for evaluative purposes?	N		Yes

Table 10

Question	Response: Yes (Y) or No (N)	Notes from collaborator
Are you currently delivering secondary and tertiary prevention services?	Y	We provide guidance to the existing CFS agency on placements. Our direction is to look for placements within the family or those with cultural familiarity to provide our children with cultural continuity.
If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?		
Is the delivery of prevention and protection services integrated at a case or family service level?		Family service level. We also help our families regain custody of their children and return them home.



Mino - Obigiwasin Services Enfance Famille

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Mino – Obigiwasin Services Enfance Famille](#) (Mino) delivers a variety of services, including protection and prevention services to four First Nations in Quebec. Table 1 outlines contextual information about the First Nations Mino serves.

Table 1

Collaborator name: Mino - Obigiwasin Services Enfance Famille				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income	Difference between after-tax median household income above or below 2022 MBM?
1) Pikogan (Abitibiwinni)	617	1	\$47,600.00	Above
2) Communauté anicinape de Kitcisakik	403	2	\$32,400.00	Above
3) Nation Anishnabe du Lac Simon	1864	1	\$32,800.00	Under
4) Long Point (Winneway)	527	2	Not available	Not available
Mino - Obigiwasin Services Enfance Famille serves four First Nations with varying populations and income levels. They all have year-round road access to a service centre within 350 kilometres. At-home internet connectivity is available in at least three out of the four Nations, as no data are available for Kitcisakik. Three out of the four communities served by Mino - Obigiwasin have median household incomes above the provincial poverty line, while all have housing in need of repair, to varying degrees. Rates of educational attainment, especially high school completion, are very low.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

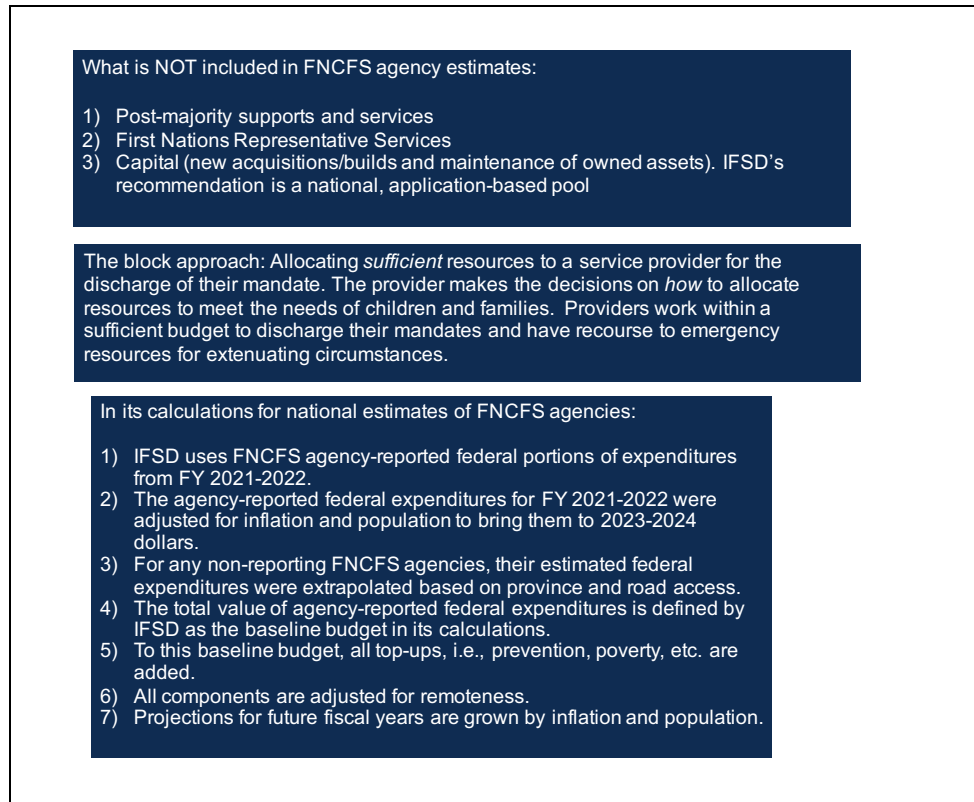


Table 3 outlines six illustrative funding scenarios for Mino, including adjustments for remoteness, the Northern MBM, increased prevention funding, total on- and off-reserve population, increased operating baseline budget, and increased emergency funding.

Table 3

Mino - Obigiwasin Services Enfance Famille						
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF model_all agencies	Scenario 2: Scenario 1 adjusted for Northern MBM	Scenario 3: Scenario 1 with 50% of prevention top-up	Scenario 4: Scenario 3 with total population instead of on-reserve population used for estimating 50% prevention top-up	Scenario 5: Scenario 4 with an addition 7% top-up to the baseline budget for retaining staff	Scenario 6: Scenario 5 with additional 5% emergency top-up
Number of HHs	682	682	682	682	682	682
Poverty Gap	4765604	30005100	4765604	4765604	4214010	4214010
Population IRS 2022	3411 (IRS, 2022)	3411 (IRS, 2022)	3411 (IRS, 2022)	4845 (IRS Total, 2022)	4845 (IRS Total, 2022)	4845 (IRS Total, 2022)
Population Weights	1	1	1	1	1	1
Remoteness Index -2021	0.428838	0.428838	0.428838	0.428838	0.428838	0.428838
Band Classification						
Remoteness Index	0.8	0.8	0.8	0.8	0.8	0.8
Accessibility	0	0	0	0	0	0
Total Revenue (20-21)	12,326,648	12,326,648	12,326,648	12,326,648	12,326,648	12,326,648
Total Expenditure (20-21)	12,767,214	12,767,214	12,767,214	12,767,214	12,767,214	12,767,214
ISC Revenue	11,186,455	11,186,455	11,186,455	11,186,455	11,186,455	11,186,455
Ratio: ISC/Total	0.83	0.83	0.83	0.83	0.83	0.83
ISC Baseline Budget (2020-21)	10,596,788	10,596,788	10,596,788	10,596,788	10,596,788	10,596,788
Inflation_2022 (%)	6.8	6.8	6.8	6.8	6.8	6.8
ISC Baseline Budget 2023-24	11,860,286	11,860,286	11,860,286	11,860,286	12,690,506	12,690,506
Geography Factor_CAF_15%	0.125476	0.125476	0.125476	0.125476	0.125476	0.125476
Geography Adjustment (\$)_CAF_15%	1,488,181	1,488,181	1,488,181	1,488,181	1,592,354	1,592,354
Poverty_Low (3%)	160,907	1,013,101	160,907	160,907	142,283	142,283
Poverty_Med (5%)	268,179	1,688,501	268,179	268,179	237,138	237,138
Poverty_High (7%)	375,450	2,363,901	375,450	375,450	331,994	331,994
Maintenance_Low (1%)	133,485	133,485	133,485	133,485	142,829	142,829
Maintenance_Med (2%)	266,969	266,969	266,969	266,969	285,657	285,657
Maintenance_High(3%)	400,454	400,454	400,454	400,454	428,486	428,486
Emergency_Low (0.5%)	66,742	66,742	66,742	66,742	71,414	785,557
Emergency_Med (1%)	133,485	133,485	133,485	133,485	142,829	856,972
Emergency_High (2%)	266,969	266,969	266,969	266,969	285,657	999,800
Results_Low (1%)	133,485	133,485	133,485	133,485	142,829	142,829
Results_Med (3%)	400,454	400,454	400,454	400,454	428,486	428,486
Results_High (5%)	667,423	667,423	667,423	667,423	714,143	714,143
IT Low (5%)	667,423	667,423	667,423	667,423	714,143	714,143
IT Med (5.5%)	734,166	734,166	734,166	734,166	785,557	785,557
IT High (6%)	800,908	800,908	800,908	800,908	856,972	856,972
Prevention (@ \$2500/per person)	10,591,797	10,591,797	5,295,899	7,522,319	6,816,164	6,816,164
Budget Projections						
Total 2023-24 Budget_Low	25,102,307	25,954,500	19,806,408	22,032,828	22,312,521	23,026,664
Total 2023-24 Budget_Medium	25,743,517	27,163,839	20,447,618	22,674,038	22,978,691	23,692,834
Total 2023-24 Budget_High	26,451,469	28,439,921	21,155,571	23,381,991	23,716,275	24,430,418
Medium Budget Projection						
2023-24	25,743,517	27,163,839	20,447,618	22,674,038	22,978,691	23,692,834
2024-25	26,925,822	28,411,375	21,386,702	23,715,374	24,034,018	24,780,959
2025-26	28,148,219	29,701,214	22,357,630	24,792,020	25,125,131	25,905,982
2026-27	29,427,635	31,051,217	23,373,847	25,918,887	26,267,139	27,083,482
2027-28	30,758,482	32,455,490	24,430,916	27,091,053	27,455,054	28,308,316



Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Transition Case Study: Mino - Obigiwasin Services Enfance Famille

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Mino – Obigiwasin Services Enfance Famille (Mino) is an agency that is changing and adapting as it prepares to assume control of child and family services, in accordance with forthcoming legislation.
- Although Mino expects this legislation to be finalized by 2025, the transition toward self-governance will be a gradual one to ensure continuous and uninterrupted service delivery to children and families. To achieve this, the agency is following a plan that engages First Nations served by Mino, its staff, and its Board of Directors. Integrated processes, strategies, and systems will be used to manage the hurdles and successes arising from the new models of service delivery.

Summary Assessment

- Mino's transition is critically impacted by two factors: (1) the anticipated reform of the FNCFS Program; and (2), the decisions on jurisdiction of Mino's communities.
- Mino has well-developed processes, strategies, and systems to deliver on its current mission, but will need to develop a clear understanding of how its mission, vision, and goals will change with transition. This is a necessary precursor to developing or adapting processes and systems.
- Recruitment is a key challenge. Mino will need to consider how its staffing needs may change with transition and plan accordingly. One option could be to hire staff for general roles, now, with the understanding that roles and responsibilities may change as organizational priorities are developed.
- The step-by-step approach used by Mino in the transition process is a considerable asset.

Context

Mino – Obigiwasin Services Enfance Famille (Mino) is an agency that provides a wide range of services to four Anicinape communities. Mino's services include:

- Prevention services;
- Protection services;
- Foster care;
- Specialized services;
- Legal services;
- Post-majority support services;
- Cultural services (in 2025, as stipulated in the legislation)¹

Mino serves:

- Kitcisakik;

¹ Note that, for each of these services, there is a committee in place for legislative consultations.

- Lac Simon;
- Pikogan (Abitibiwinni); and,
- Long Point (Winneway).

Mino's transition will be influenced by the anticipated reform of the FNCFS Program and the decisions on jurisdiction of Mino's communities. It is preparing for these changes with a committee in charge of the transition and improvement process (including complaint management) and service continuity. This committee, made up of representatives of First Nations and Mino, is responsible for developing a complaint resolution and continuous improvement policy and for providing training.

Transition Analysis

After initial discussions with collaborators, IFSD has prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 4

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Collaborator's comments
People	Do you have enough staff to meet your operational needs?	N	N	Jurisdiction and development/implementation of the law will guide staffing decisions. Staff (the majority) want to continue under the new framework (the FN act).
	Does your compensation match	Y	Y	Competitive with the market.

	the provincial standard?			
	Do you recruit staff from your member community(ies)?	Y/N	Y/N	Difficult because of problems in the community (addictions, etc.).
	Do you have high retention of employees?	N	N	Challenging labour market, although retention is currently on the upswing.
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	Y	Y	Agency already has a cultural training centre to guide them in their interactions with the community and the services they provide to children and families. Training budget for various departments and teams (assessment, intervention, culture, etc.). Not perfect, but the current director has a background in training/teaching. Director oversees the training plan for employees and manages interactions. In progress. Training needs determined based on employees' qualifications, annual performance reviews, complaints, cultural awareness needs, observations and more.
	Are you attracting the same level of credentialed employees as	Y	Y	

	mainstream organizations?			
	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	Y/N	Y/N	Hard to recruit First Nations staff members. Hard to hire permanent employees. Contracts tend to be preferred because of the benefits they offer (housing, wages, etc.). Labour shortage. Mino staff members come from outside the community.
Process	Are your current operating baselines meeting needs?	Y/N	Y/N	Yes, but it's not perfect. Internal operations need to be updated.
	Do you have a clear vision of your future state?	N	Y	
	Are your post-transition activities defined?	N	Y	In progress and subject to ongoing development.
	Is your post-transition workflow defined?	N	N	
	Is your post-transition management structure established?	N	Y/N	In progress and subject to ongoing development.
	Have you fully designed your prevention programming?	N	Y/N	In progress and subject to ongoing development.
	Have you fully designed your protection programming?	N	Y/N	In progress and subject to ongoing development.
Strategy	Is your post-transition mission defined?	N	Y	

	Is your post-transition strategy defined?	N	Y	
	Are your post-transition goals and organizational priorities defined?	N	Y/N	In progress and subject to ongoing development.
	Are all of your services or programs developed?	N	Y/N	
	Are all of your necessary organizational partnerships in place?	N	N	
Systems	Is your post-transition governance framework defined?	N	Y	
	Do you have an independent board of directors?	Y	Y	
	Is your post-transition legal framework defined?	N	Y	
	Is an adjudication system in place?	N	N	In (re)development.
	Is an adequate data system in place?	N	Y	
	Is an adequate performance management framework in place?	N	N	Needs to be revisited and aligned with the law, using an approach that focuses on well-being.
	Is an adequate IT system in place?	N	N	Provincial criteria are more complex than the agency's. IT security measures are costly. A formal approach and resources are needed to meet the criteria.

	Is an adequate financial system in place?	N	N	
	Are your post-transition reporting systems in place?	N	N	
	Are you developing new criteria for evaluative purposes?	Y	Y	

Table 5

Question	Response: Yes (Y) or No (N)	Collaborator's comments
Are you currently delivering secondary and tertiary prevention services?	No, unless we take front-line cases.	Yes, but only for foster care payments. This service will be provided through Mino once C-92 is implemented.
If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?	The question will be discussed as part of the C-92 process that we are currently drafting.	Yes
Is the delivery of prevention and protection services integrated at a case or family service level?		Yes

People

Mino employs 110 staff and has difficulty recruiting and retaining staff across functions (e.g., social workers, lawyers, accountants). Mino expects to double or triple the size of its staff over the next two to three years. Mino faces several key challenges relating to people:

- *Competitive recruitment environment.* Social workers and supporting staff are in high demand industry-wide.
- *Difficulty recruiting locally.* The impacts of intergenerational trauma are evident in the communities Mino serves. Problems like addictions are severe and lower the number of suitable candidates.
- *Language requirements.* Mino's staff are often trilingual (English, French, and Anicinabe), and many roles require knowledge of the three languages to operate effectively. This reduces the qualified candidate pool significantly.

Process

Mino has well established baselines for its current state, and is in the process of developing new processes that will be implemented with the transition. Key process challenges are:

- *Defining operating procedures for new services.* Mino is adding new services (e.g., family circles, complaints processes, and mediation). These services are still being formalized.
- *Implementing new law.* Adapting services to a new law will require retraining of staff to align with new legal principles. This will take time and may impact current staff's ability to meet established needs.

Strategy

Mino is currently drafting an action plan for next steps and estimates this work will take two or more years to complete. Mino has a clear mission and organizational philosophy for its current state. The key strategic challenge for Mino stems from implementation of a new law. Exercising jurisdiction is extremely complex. Determining organizational priorities under a new legal framework will take significant time.

Systems

Mino's key systems challenges arise directly from the implementation of a new legal framework. Adapting governance and adjudication systems will take significant time and knowledge translation efforts. Further, Mino's data architecture system is currently fractured (i.e., some data is captured through communities while other data is captured through the provincial program). Transitioning this system will require additional resources and time.



Nogdawindamin Family & Community Services

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Nogdawindamin Family & Community Services](#) (Nogdawindamin) delivers both protection and prevention services to seven First Nations of the North Shore in Ontario. Table 1 outlines contextual information about the First Nations Nogdawindamin serves.

Table 1

Collaborator name: Nogdawindamin Family & Community Services				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income (2016)	Difference between after-tax median household income above or below 2022 MBM?
1) Sagamok Anishnawbek	1628	2	\$34,800.00	Below
2) Batchewana First Nation	817	1	Not available	Not available
3) Garden River First Nation	1343	1	\$40,400.00	Below
4) Mississauga	392	2	\$40,400.00	Below
5) Serpent River	394	2	\$39,600.00	Below
6) Thessalon	117	2	Not available	Not available
7) Atikameksheng Anishnawbek	443	1	\$53,600.00	Above
Nogdawindamin serves the Seven First Nations of the North Shore. All seven communities have year-round road access and are within 350 kilometres of a service centre (Sault Ste. Marie). There is variability among the communities when it comes to indicators for housing quality, connectivity, and employment. Rates of at-home internet connectivity vary from 58% to 99%, while employment rates range from 35% to 51%. The indicators suggest that while housing repairs and suitability affect the communities, the rates do not suggest as severe of an issue as employment issues. The indicators suggest that Nogdawindamin's approach to service delivery could emphasize addressing income-based and employment-based poverty.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

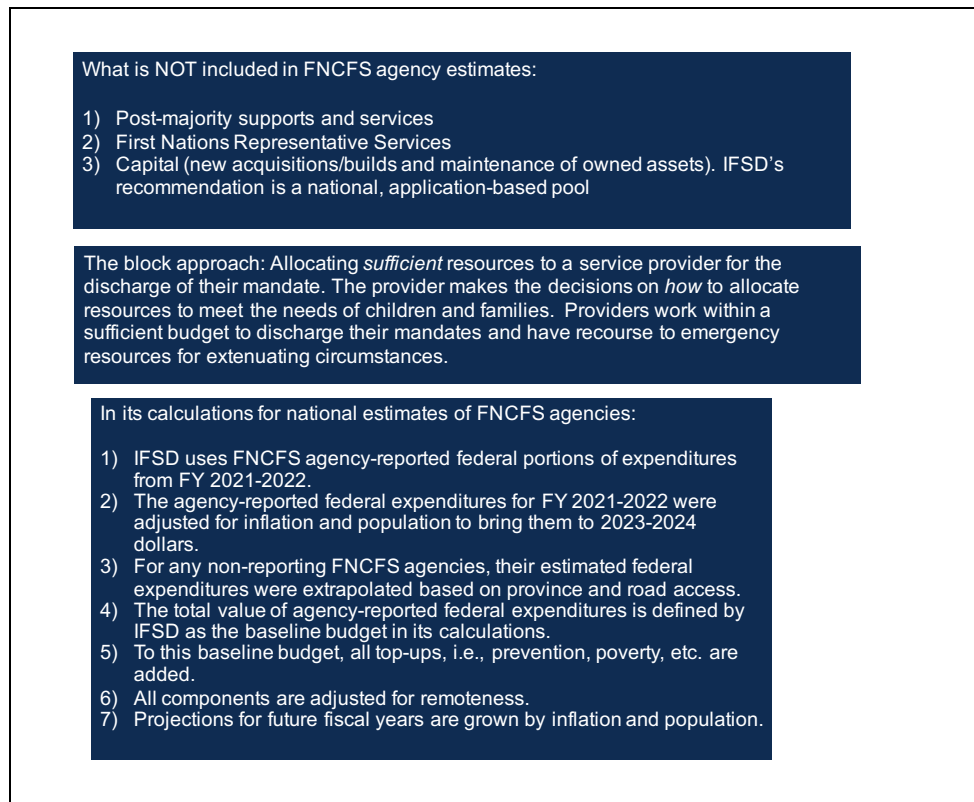


Table 3 outlines five illustrative funding scenarios for Nogdawindamin, including adjustments for remoteness, the Northern MBM, reported population, total on- and off-reserve population, and the exclusion of prevention funding.

Table 3

Nogdawindamin Family & Community Services					
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF model-All agencies	Scenario 2: Scenario 1 adjusted for Northern MBM	Scenario 3: Reported population was used instead of on-reserve population	Scenario 4: Total registered poulation was used instead of on-reserve population.	Scenario 5: Prevention funding is excluded
Number of HHs	1501	1501	1501	1501	1501
Poverty Gap	11495229	61315716	11495229	11495229	11495229
Population	5134 (IRS, 2022)	5134	2405 (Reported)	14814 (IRS Total, 2022)	5134 (IRS, 2022)
Population Weights	1	1	0	0	1
Remoteness Index -2021	0.3475	0.3475	0.3475	0.3475	0.3475
Accessibility	0	0	0	0	0
Total Revenue (21-22)	57,629,278	57,629,278	57,629,278	57,629,278	57,629,278
Total Expenditure (21-22)	57,806,499	57,806,499	57,806,499	57,806,499	57,806,499
ISC Revenue	31,119,810	31,119,810	31,119,810	31,119,810	31,119,810
Ratio: ISC/Total	0.75	0.75	0.75	0.75	0.75
ISC Baseline Budget (2021-22)	43,354,874	43,354,874	43,354,874	43,354,874	43,354,874
Inflation_2022 (%)	6.8	6.8	6.8	6.8	6.8
ISC Baseline Budget 2023-24	48,503,004	48,503,004	48,503,004	48,503,004	48,503,004
Geography Factor_CAF_15%	0.105429131	0.105429131	0.105429131	0.105429131	0.105429131
Geography Adjustment (\$)_CAF_15%	5,113,629.56	5,113,629.56	5,113,629.56	5,113,629.56	5,113,629.56
Poverty_Low (3%)	381,215	2,033,405	381,215	381,215	381,215
Poverty_Med (5%)	635,358	3,389,009	635,358	635,358	635,358
Poverty_High (7%)	889,501	4,744,613	889,501	889,501	889,501
Maintenance_Low (1%)	536,166	536,166	536,166	536,166	536,166
Maintenance_Med (2%)	1,072,333	1,072,333	1,072,333	1,072,333	1,072,333
Maintenance_High(3%)	1,608,499	1,608,499	1,608,499	1,608,499	1,608,499
Emergency_Low (0.5%)	268,083	268,083	268,083	268,083	268,083
Emergency_Med (1%)	536,166	536,166	536,166	536,166	536,166
Emergency_High (2%)	1,072,333	1,072,333	1,072,333	1,072,333	1,072,333
Results_Low (1%)	536,166	536,166	536,166	536,166	536,166
Results_Med (3%)	1,608,499	1,608,499	1,608,499	1,608,499	1,608,499
Results_High (5%)	2,680,832	2,680,832	2,680,832	2,680,832	2,680,832
IT Low (5%)	2,680,832	2,680,832	2,680,832	2,680,832	2,680,832
IT Med (5.5%)	2,948,915	2,948,915	2,948,915	2,948,915	2,948,915
IT High (6%)	3,216,998	3,216,998	3,216,998	3,216,998	3,216,998
Prevention (@ \$2500/per person)	15,658,079	15,658,079	7,334,959	45,180,907	-
Budget Projections					
Total 2023-24 Budget_Low	73,677,175	75,329,365	65,354,055	103,200,003	58,019,096
Total 2023-24 Budget_Medium	76,075,983	78,829,634	67,752,863	105,598,812	60,417,905
Total 2023-24 Budget_High	78,742,875	82,597,986	70,419,755	108,265,703	63,084,796
Medium Budget Projection					
2023-24	76,075,983	78,829,634	67,752,863	105,598,812	60,417,905
2024-25	79,581,936	82,462,488	70,875,246	110,465,320	63,202,256
2025-26	83,259,433	86,273,097	74,150,406	115,569,945	66,122,845
2026-27	87,101,229	90,253,951	77,571,889	120,902,628	69,173,917
2027-28	91,098,600	94,396,011	81,131,926	126,451,260	72,348,543

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- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Transition Case Study: Nogdawindamin Family & Community Services

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Nogdawindamin Family and Community Services (“Nogdawindamin”) is a mature high-functioning organization that actively plans for the communities it serves. This involves:
 - Investing in its employees through training opportunities to increase capacity.
 - Supporting First Nations in their pursuit of jurisdiction based on their unique needs.
 - Leveraging its own data for evidence-based decisions to align programs to desired outcomes.

Summary Assessment

- Nogdawindamin faces significant uncertainty stemming from changes within the communities it serves (i.e., implementing new law, devolution of services).
- Recruitment and retention are key challenges.
- Nogdawindamin could consider focusing on core staff positions to maintain the greater flexibility and adaptability to changing political circumstances. Once key external decisions have been made, Nogdawindamin could expand staffing and program offerings to suit new realities.
- Nogdawindamin does not have full access to prevention dollars due to the funding allocations to First Nations, which means it cannot fully integrate its protection and prevention programming.

Context

Nogdawindamin Family and Community Services (“Nogdawindamin”) is a mature agency with well-developed processes, strategies, and systems to deliver on its mission. It provides a wide range of services to the Seven First Nations of the North Shore. Nogdawindamin’s services include:

- Prevention services;
- Protection services;
- Neonatal services;
- Family well-being;
- Family treatment;
- Cultural services;
- Children and adult mental health; and,
- Behavioural therapy.

Nogdawindamin serves seven First Nation communities:

- Atikameksheng Anishnawbek;
- Batchewana First Nation;
- Garden River First Nation;

- Mississauga First Nation;
- Sagamok Anishnawbek;
- Serpent River First Nation; and,
- Thessalon First Nation.

Nogdawindamin’s transition will be heavily influenced by the political trajectories of the communities that it serves. The communities vary substantively in context (e.g., population, political environment, organizational maturity, etc.) and their evolutions throughout this transition period will necessarily affect Nogdawindamin’s future state as an organization.

Atikameksheng Anishnawbek, Batchewana First Nation, Garden River First Nation, Serpent River First Nation, and Thessalon First Nation are contemplating jurisdiction and future devolution. Mississauga First Nation is active within a process of expanding First Nation delivered prevention services. Sagamok Anishnawbek has recently opened a conversation concerning jurisdiction and service devolution.

Nogdawindamin has been mandated by its board to look at devolving prevention services to each of the communities it serves. Nogdawindamin has pursued devolution of services but has not experienced steady uptake from the communities. Each First Nation has a specific approach to devolution, and each carries community specific histories of strengths and barriers (e.g., geographic access to specialized services). A unified roadmap for devolution is not possible, due to varied timelines and needs.

The external factors influencing Nogdawindamin’s transition make it difficult to articulate a future state, and, consequently, to provide a gap analysis. Nogdawindamin does have a clear vision for its future, but it does not have control over all the elements needed to get there.

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 4

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years?	Notes from collaborator

Response: Yes (Y) or No (N)				
People	Do you have enough staff to meet your operational needs?	N	Y/N	Some areas have a full complement while others are short. At any given time, we are 50 staff short of a full complement.
	Does your compensation match the provincial standard?	Y	Y	
	Do you recruit staff from your member community(ies)?	Y	Y	
	Do you have high retention of employees?	N	N	
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	Extensive.
	Do employees receive adequate on-the-job training?	Y	Y	Efficacy of some training modules requires review. Content of some training requires revision.
	Are you attracting the same level of credentialed employees as mainstream organizations?	Y	Y	Professional designations, see below.
	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	N	N	More difficulty recruiting some professional staff, e.g., doctors.

Process	Are your current operating baselines meeting needs?	Y	Y	
	Do you have a clear vision of your future state?	Y	Y	Yes, but strategic plan is not aligned with frontline realities. Broadly defined future vision (devolution of services).
	Are your post-transition activities defined?	N	N	
	Is your post-transition workflow defined?	N	N	
	Is your post-transition management structure established?	N	N	A transitional manager is in place. Management size will shrink.
	Have you fully designed your prevention programming?	N	N	It could look very different in three years.
	Have you fully designed your protection programming?	Y	Y	
Strategy	Is your post-transition mission defined?	N	N	
	Is your post-transition strategy defined?	N	N	
	Are your post-transition goals and organizational priorities defined?	N	N	
	Are all of your services or programs developed?	N	N	Process is always ongoing and iterative.

	Are all of your necessary organizational partnerships in place?	N	Y	Further work is required with pillars of North Shore Tribal Council (e.g., Health).
Systems	Is your post-transition governance framework defined?	Y	Y	
	Do you have an independent board of directors?	Y	Y	Independent board, appointed by local leadership. Some board positions are application based (elder, youth, etc.)
	Is your post-transition legal framework defined?	N	N	Only one community has formally started. Tribal council is also 3 years into a 5-year plan.
	Is an adjudication system in place?	Y	Y	Yes, but it could be improved to align with mission.
	Is an adequate data system in place?	Y	Y	Work is being completed to review the longevity and stability of existing case management solutions.
	Is an adequate performance management framework in place?	Y	Y	
	Is an adequate IT system in place?	Y	Y	Work continues to displace reporting from production environment.

	Is an adequate financial system in place?	Y	Y	
	Are your post-transition reporting systems in place?	N	N	
	Are you developing new criteria for evaluative purposes?	Y	Y	

Table 5

Question	Response: Yes (Y) or No (N)	Notes from collaborator
Are you currently delivering secondary and tertiary prevention services?	Yes	The agency provides Neonatal Caring Services (expecting and new parents up to 18 months) and Family Well-Being (in-home mentoring and practice) as well as a number of group programming interventions.
If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?	N/A	The agency intends to continue to deliver secondary and tertiary prevention services according to need and purview within service devolution.
Is the delivery of prevention and protection services integrated at a case or family service level?	Yes, family service.	Prevention service and child welfare workers are equal members of the circle of care, sharing responsibility to assist children, caregivers, and families. Prevention service and child welfare case recordings are segregated.

People

Recruitment and retention are key challenges. 65 positions out of a total of 427 are currently vacant and the organization averages 60-65 vacant positions monthly. This creates deficits in program delivery and elevates surpluses in budgets. Several factors drive these challenges:

- *Competitive recruitment environment.* Social workers and supporting staff are in high demand industry wide.
- *Lack of a collective agreement and salary certainty.* Nogdawindamin is not able to provide permanency or salary certainty for many staff. Due to funding uncertainty, staff rates of pay are determined quarterly. Nogdawindamin is unable to provide staff with long-term certainty around pay, despite offering competitive salaries.

- *High turnover.* Nogdawindamin provides new recruits and existing staff with substantial training opportunities. Fully trained staff regularly depart in search of greater stability at mainstream organizations.

As problems of recruitment and retention persist, Nogdawindamin develops a narrative about who they are as an organization. New recruits are wary of joining an organization that cannot promise permanency or stability, despite being competitive on salary, culture, and training.

Process

Legislative constraints are a key process challenge. Nogdawindamin has a vision for the types of activities it would like to implement (i.e., youth treatment, family treatment, and aftercare) but is hemmed in by several factors, including:

- *Training requirements.* Provincial legislation has imposed new and extensive training requirements for staff. Nogdawindamin received no extra funding to bring staff in line with these requirements.
- *Unique community contexts.* Nogdawindamin works with individual communities to deliver programs that meet each unique context. But this can be difficult under provincial legislation. Services that a community asks for may not be fundable under provincial law. Nogdawindamin engages in an exercise of knowledge translation to deliver a program or service that meets provincial criteria and community needs. While this approach narrows the gap between services requested and delivered, Nogdawindamin is not able to operate as it sees best.

Strategy

Nogdawindamin is a mature organization with a clear mission and organizational philosophy. The key strategic challenge for Nogdawindamin stems from working with seven different communities, all with unique contexts, needs, and stages of organizational maturity.

Nogdawindamin cannot adjust its strategy until communities provide guidance on how they are moving forward. Factors influencing strategy include:

- *Knowledge translation.* Determining the best way to communicate with communities took significant time and is an ongoing challenge. There is no roadmap for devolving services or translating knowledge to seven unique communities. Nogdawindamin is at the forefront of this challenge and often proceeds using trial and error. Several attempts to engage with communities on devolution have led to little uptake.
- *Community capacity.* With each First Nation on a unique timeline, devolution will represent a patchwork process – unified with service considerations specific to each First Nation, knit together. Different levels and availability of specialized capacity entail individual approaches to devolution. In some cases, professional supports required by youth with complex needs must be grown.
- *Community-level politics.* Timing is critical. Local elections, which occur frequently, can derail months of communication and planning. Even if the leadership are re-elected, the election cycle can cause delays of 4-6 months.

Systems

Nogdawindamin's key systems challenge stems directly from political and legal trajectories of the communities it serves. Currently, Nogdawindamin's governance and legal framework are clear. As communities develop and implement their own law, Nogdawindamin's systems will need to adapt to new realities. This could include different adjudication methods for conflicts,

new reporting mechanisms for different communities, and new indicators or measurement criteria for evaluative purposes.



Secwépemc Child and Family Services Agency

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Secwépemc Child and Family Services Agency](#) (Secwépemc) delivers a wide range of services, including both protection and prevention services to seven First Nations in British Columbia. Table 1 outlines contextual information about the First Nations Secwépemc serves.

Table 1

Collaborator name: Secwépemc Child and Family Services Agency				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income (2016)	Difference between after-tax median household income above or below 2022 MBM?
1) Cstélen (Adams Lake)	430	2	\$53,600.00	Above
2) St'uxwtews (Bonaparte)	198	2	Not available	Not available
3) Skeetchestn (Skitsen)	250	2	\$31,200.00	Below
4) Tk'emlúps te Secwépemc	661	1	\$67,000.00	Above
5) Sk'atsin (Neskonlith)	321	2	\$52,800.00	Above
6) Simpcw First Nation	230	2	Not available	Not available
7) Pell'iq't (Whispering Pines/Clinton)	47	2	Not available	Not available
Secwépemc serves seven small First Nations in British Columbia, each with year-round access to a service centre within 350 kilometres. Household incomes vary significantly, but most have relatively high rates of employment (ranging from 34% to 56%) and educational attainment (post-secondary completion ranging from 33% to 67%). Communities served by Secwépemc also have relatively high-quality housing infrastructure, with at least 80% of homes considered suitable in all but one of the seven First Nations. The wide range of community-based capacities implies the need for Secwépemc to use diverse approaches to child and family services driven by need.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

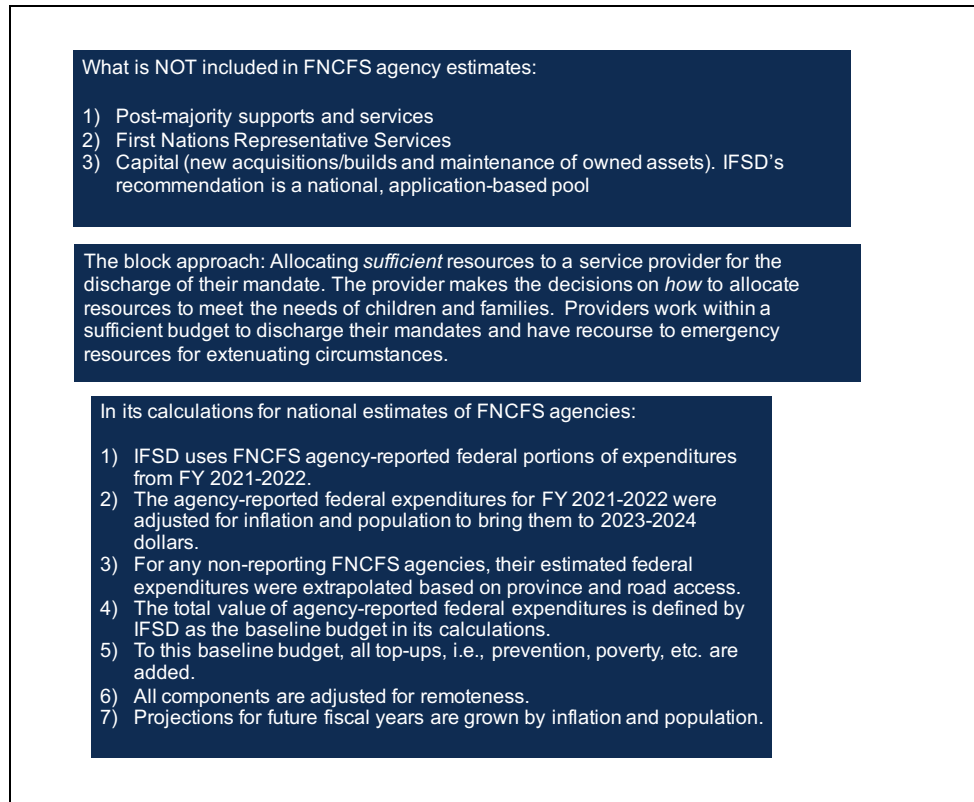


Table 3 outlines two illustrative funding scenarios for Secwépemc, including adjustments for remoteness and the Northern MBM.

Table 3

Secwépemc Child and Family Services Agency		
Component	Scenario 1: With remoteness calculated using ISC's 15% scaled model for all agencies	Scenario 2: Scenario 1 adjusted for Northern MBM
Number of HHs	671	671
Poverty Gap	2118240	19315688
Population IRS 2022	2137	2137
Population Weights	1	1
Remoteness Index -2021	0.3201	0.3201
Accessibility	0	0
Total Revenue (21-22)	38,041,651	38,041,651
Total Expenditure (21-22)	27,281,537	27,281,537
ISC Revenue	23,205,407	23,205,407
Ratio: ISC/Total	0.61	0.61
ISC Baseline Budget (2021-22)	16,641,737	16,641,737
Inflation_2022 (%)	6.8	6.8
ISC Baseline Budget 2023-24	18,738,374	18,738,374
Geography Factor_CAF_15%	0.0957468	0.0957709
Geography Adjustment (\$)_CAF_15%	1,794,139	1,794,591
Poverty_Low (3%)	69,632	634,967
Poverty_Med (5%)	116,053	1,058,278
Poverty_High (7%)	162,474	1,481,590
Maintenance_Low (1%)	205,325	205,330
Maintenance_Med (2%)	410,650	410,659
Maintenance_High(3%)	615,975	615,989
Emergency_Low (0.5%)	102,663	102,665
Emergency_Med (1%)	205,325	205,330
Emergency_High (2%)	410,650	410,659
Results_Low (1%)	205,325	205,330
Results_Med (3%)	615,975	615,989
Results_High (5%)	1,026,626	1,026,648
IT Low (5%)	1,026,626	1,026,648
IT Med (5.5%)	1,129,288	1,129,313
IT High (6%)	1,231,951	1,231,978
Prevention (@ \$2500/per person)	6,460,504	6,460,647
Budget Projections		
Total 2023-24 Budget_Low	28,602,588	29,168,551
Total 2023-24 Budget_Medium	29,470,309	30,413,181
Total 2023-24 Budget_High	30,440,694	31,760,476
Medium Budget Projection		
2023-24	29,470,309	30,413,181
2024-25	31,014,297	32,006,567
2025-26	32,583,621	33,626,100
2026-27	34,261,195	35,357,346
2027-28	35,952,412	37,102,672



Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Transitions Case Study: Secwépemc Child and Family Services Agency

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Secwépemc Child and Family Services Agency's ("Secwépemc") approach to child and family services is rooted in regular communication to build trust with the seven First Nations it serves. Transition factors remain fluid as First Nations make their decisions on inherent jurisdiction. To support them, Secwépemc:
 - Views the process of jurisdiction as a journey, continually refining its prevention-focused and culturally appropriate service delivery model to better serve member Communities.
 - Builds and fosters positive and long-term relationships with member Communities through open communication, receptive listening, and adaptability to change.
 - Invests in processes and systems, such as a Research and Development Team, to effectively navigate the shifting legislative landscape effectively.

Summary Assessment

- Communication between agency and Communities is key. Secwépemc has had success using open and regular communication to build trust with the seven First Nations Communities it serves.
- Secwépemc has well-developed people, processes, strategies, and systems to deliver on its mission, but faces possible changes in relationship stemming from certain Communities' decisions to engage with inherent jurisdiction.
- Transition for the agency is dependent on how each of the seven Communities decide to engage with inherent jurisdiction.
- Secwépemc integrates culture within design and delivery of its services. In the context of Child and Family Service work, the Story of Porcupine, a Secwépemc story, emphasizes the significance of collaboration and sharing wisdom.

Context

Secwépemc Child and Family Services Agency ("Secwépemc") is an agency that provides a wide range of services to seven First Nations Communities. Prevention programming is embedded in the agency's work. Secwépemc is a fully delegated Agency (C3-Voluntary Services, C4-Guardianship Services, C6- Child Protection Services). Secwépemc's services include:

- Youth Teams
 - Youth Transition
 - Youth Intensive
- Family Preservation
 - Intensive Family Preservation

- Family Empowerment
- Cultural Integration/Resource/Kinship Program
 - Elders
 - Cultural Workers
 - Roots Worker
 - Family Circle Facilitator
 - Kinship Workers
- Wellness
 - Mental Health
 - CYMH
 - Wellness Coordinator
 - Early Years
 - Community Wellness
 - Infant Development
 - Parental Outreach
 - Wellness Family Support
 - Family Enrichment Workers

The seven First Nations Communities Secwépemc serves include:

- Cstélen (Adams Lake)
- Pellt'iq't (Whispering Pines/Canton)
- Simpcw
- Sk'atsin (Neskonlith)
- Skeetchestn (Skítsesten)
- St'uxwtews (Bonaparte)
- Tk'emlúps te Secwépemc

Secwépemc's transition will be influenced by the legal trajectory of the seven Communities it serves. The Communities are at various stages of discussions about pursuing inherent jurisdiction, which requires that Secwépemc remains responsive in its future planning. Secwépemc continues to work with provincial government partners under the CFCSA and federal government partners under *An Act respecting First Nations, Inuit and Métis children, youth and families*, to deliver its mandate that integrates the Aboriginal Operational Practice Standards and Indicators (AOPSI) and Aboriginal Policy and Practice Framework (APPF). Secwépemc follows the "Signs of Safety" framework to promote its mandate to provide culturally safe and culturally appropriate CFS to the seven First Nations Communities it serves, and a significant number of urban, Away from Home First Nations and Inuit children, youth, and families who live in the Secwépemc territory.

At the core of Secwépemc's service delivery is culture. Promoting cultural continuity is interwoven in both the Agency's mandate and throughout the seven Communities it serves. Secwépemc's design and delivery of its services is embedded in culture and the land. In the context of child and family services work, the Story of Porcupine (see Appendix A), a Secwépemc story emphasizes collaboration and sharing wisdom. Secwépemc has a culture team that promotes culture and organizes a variety of events both for the Agency staff and the children, youth and families it serves. Each week there are drumming circles, Elders on-site,

and a variety of cultural craft opportunities at the main office, in the local urban area, as well as in Community.

A key factor driving success for Secwépemc is open communication, listening to feedback, and being open to change. Secwépemc recognizes the uniqueness of each of the seven Communities it serves and offers support while following their leadership. The Agency has worked hard to build trust with its Communities through communication and relationship building. Communication flows between the seven Communities and Secwépemc through Band Representatives, the Executive Director, and the Agency's Board of Directors that is comprised of members of each of the seven Communities.

Secwépemc has a clear mission, vision, and mandate, with well-developed programs and services. It continues to strategically plan and is prepared to adapt to changes that occur due to the current climate of government decisions and the legislative landscape. If Secwépemc's seven Communities engage with inherent jurisdiction, the Agency envisions maintaining strong continuing relationships and will remain a supportive ally through the changes.

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 4

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Notes from collaborator
People	Do you have enough staff to meet your operational needs?	Y	Y	
	Does your compensation match	Y	Y	

	the provincial standard?			
	Do you recruit staff from your member community(ies)?	Y	Y	
	Do you have high retention of employees?	N	N	Turnover is similar to mainstream organizations; social workers are challenging to attract.
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	Y	Y	Staff on-boarding is available and integrates culture within the training.
	Are you attracting the same level of credentialed employees as mainstream organizations?	Y	Y	
	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	Y	Y	Professional staff e.g., doctors, accountants, and lawyers typically contracted and are part of the Agency's practice circle.
Process	Are your current operating baselines meeting needs?	Y	Y	
	Do you have a clear vision of your future state?	Y	Y	The Agency will be refreshing its five-year strategic plan in July 2024 and anticipates there will

				be shifts to its future state visioning.
	Are your post-transition activities defined?	N/A	N/A	The Agency expects that it will continuously evolve and adapt. Transition is an on-going conversation.
	Is your post-transition workflow defined?	N/A	N/A	The Agency expects that it will continuously evolve and adapt. Transition is an on-going conversation.
	Is your post-transition management structure established?	N/A	N/A	The Agency expects that it will continuously evolve and adapt. Transition is an on-going conversation.
	Have you fully designed your prevention programming?	N	Y	A team is working with the seven Communities to develop prevention services for each of the seven Communities.
	Have you fully designed your protection programming?	Y	Y	
Strategy	Is your post-transition mission defined?	N/A	N/A	We are currently in the last year of a five-year strategic plan – the post-transition mission will be revised accordingly as a new Executive Director is expected

				to join the Agency in the coming weeks.
	Is your post-transition strategy defined?	N	N	The legal trajectory of the seven Communities is not clear, planning for the future can present challenges and new opportunities.
	Are your post-transition goals and organizational priorities defined?	N	N	The Agency expects that it will continuously evolve and adapt. Transition is an on-going conversation.
	Are all of your services or programs developed?	N/A	N/A	The Agency provides a variety of services and has teams to deliver wellness, family preservation, kinship, resource team, and foundational sources e.g., finance, administrative support, custodians. The Agency is also embarking on a new service delivery model, which includes becoming a housing provider and so programs and services will have to be developed accordingly.
	Are all of your necessary	N/A	N/A	Partnered with Community Living BC to be able to deliver strengthened

	organizational partnerships in place?			services through the Agency for adults living with a disability. The Agency continues to pursue relationships with universities and other organizations and will continue to build organizational relationships as it expands its service delivery model to include housing.
Systems	Is your post-transition governance framework defined?	N/A	N/A	Depends on the legal trajectory of First Nations and the seven Communities served by the Agency vary in their progress toward inherent Jurisdiction
	Do you have an independent board of directors?	Y	Y	
	Is your post-transition legal framework defined?	N/A	N/A	
	Is an adjudication system in place?	Y	Y	
	Is an adequate data system in place?	Y	Y	Currently using two systems used by the provincial government to collect data. Best practices are being phased out and new ones introduced.

	Is an adequate performance management framework in place?	Y	Y	
	Is an adequate IT system in place?	Y	Y	
	Is an adequate financial system in place?	Y	Y	
	Are your post-transition reporting systems in place?	N/A	N/A	This will depend greatly on whether current funding models remain the same or not.
	Are you developing new criteria for evaluative purposes?	Y	Y	The Agency currently has mechanisms in place, for example a three-year audit system for delegated work, financial audits, complaint process outlined by the Province, Ombudsperson as well as internal practice 'checks and balances.' Should the funding structure change, as an example, the Agency will accordingly develop criteria for evaluative purposes.

People

Recruitment and retention are key challenges, despite Secwépemc being viewed as a good place to work, with flexibility and creativity. Several factors drive these challenges:

- *Competitive recruitment environment.* Social workers and support staff are in high demand industry-wide.

Process

Secwépemc has clear processes established to meet its current needs. However, Secwépemc is investing in resources (such as a new and forthcoming Research and Development Team) to ensure the Agency is informed and can navigate a changing legislative landscape (e.g., C-92) alongside the seven Communities it serves. It is also working to anticipate how its role may evolve as the urban, Away from Home Indigenous population continues to grow at a high rate. Current process challenges, are:

- *Supporting children, youth, and families to navigate services.* Secwépemc's Communities and urban, Away from Home Indigenous population confront barriers to accessing services and resources e.g., internet, cell service, transportation. Secwépemc aims to support children, youth, and families engaged with CFS to navigate everyday resources, services, and skills.
- *CHRT prevention dollars.* Secwépemc embeds prevention into its service delivery model. It is a challenge for the Agency to maintain its level of prevention services without adequate funding. Through strong partnerships, Secwépemc is working with the seven Communities to help them plan and deliver prevention services.

Strategy

Secwépemc has a clear mission, vision, mandate, and organizational structure. The key strategic challenge for Secwépemc stems from a changing legislative landscape, i.e. which requires navigating complex court settlements, and supporting the seven Communities it serves, all with unique contexts, and diverse needs and challenges. Secwépemc's teams that work within the seven Communities as well as with a significant urban, Away from Home Indigenous population provide a range of voluntary, guardianship and child protection services, and will continue to offer support throughout the changing legislative landscape. This will help strengthen the relationship between the Agency and the Communities. Secwépemc has a strategic plan in place until 2025 and will continue to plan and adapt to changes. Factors influencing strategy include:

- *Unique community contexts.* Secwépemc works with individual Communities to deliver programs that meet each unique context. It can be challenging with diverse community circumstances. Secwépemc's member Communities cover a large geographic region. Secwépemc acknowledges the importance of recognizing the context and unique challenges in each community to ensure they deliver the appropriate services. The Agency meets people where they are, including those urban, Away from Home, to provide access to the services they need, and in consideration of their unique context e.g., internet connectivity, transportation, infrastructure, etc.
- *Drafting a new strategic plan.* Secwépemc will be drafting their next five-year strategic plan in the summer of 2024 that emphasizes a prevention-based, holistic service delivery model to address service gaps like housing. Recognizing the importance of adequate housing to support children and families, Secwépemc is developing a service delivery mandate as a housing service provider. In turn, it is developing two housing projects: one for rapid response housing and another for transitional housing.



Systems

Secwépemc's key systems challenge stems directly from a changing legislative landscape that may influence the political and legal trajectories of the Communities it serves. Currently, Secwépemc has a well-developed adjudication system in place. Throughout the journey towards inherent jurisdiction, Secwépemc will remain committed to support the seven Communities it serves and will adapt its systems throughout the process. The Agency is an ally to the Communities and is committed to work with them to support them on their individual journeys and processes.



Appendix A - Re Sku7pecen re Stseptékwlls (The Story of the Porcupine)

IFSD wishes to recognize those who assisted to translate the Story of the Porcupine from Secwepemctsín to English.

Re Sku7pecen re Stseptékwlls (The Story of Porcupine)

This stseptékwll was told to James Teit by Secwepemc storyteller Sexwélecken in 1900, unfortunately only rendered in English as re-told by Teit in his own prose. The Skeetchestn elders re-translated the story into Secwepemctsin.

Kukwstsetsemc to Daniel Calhoun, Leona Calhoun, Amy Slater, Christine Simon, Garlene Dodson, Doris Gage, Marianne Ignace, Ron Ignace, Julianne Ignace

Cw7it te qelmúcw tsyem-ekwe ne nekúlecw te tmicw.

A large number of people lived together in one place, so they say.

Re speqmíc ri7 re kúkwpi7s-ekwe.

Swan was their chief, they say.

Ne kekéw te tecwllúlecw, te nekwésqt-ekwe me7 re scwesét-kt, te tekenu7s re skwelkwélt, tsyemes-ekwe te ticwell te qelmucw te sts7émet.stem te Tsí7emc.

In another far away place, one day's journey away, beyond the snowy mountains lived another group of people, they were called the Deer People.

Yi7éne te tmescécen lu7 re tsi7, re teniye, re selcwéyecen, re sxwetéy, re yigelécken ell re s7i7llcw.

These people included deer, moose, caribou, mountain goat, mountain sheep and some others.

Re tcetś-ekwe lu7 re kúkwpi7s.

They say that their chief was Elk.

Ye-ekwe yiri7 k scmentwécws te tsqwétsten te m-sq7es.

For a long time they had been enemies.

Kwemtús re skelcmentwécws, tri7 yem wel re kwekwiyúsem re s7elkwstsíllens

They were interfering in each other's business all the time, that's why they had a hard time putting away food.

Tecticwell re stkwenm7íple7s, ell re tsutsúwet.s.

They each had a different kind of government and different ways of doing things.

Nekúsem relralt re sw7ecs, kemell nekusem ta7 tri7 k sle7s, tri7 yem wel kwemtús re skwekwiyusems.

What one group did well the other group did poorly, that is why all of them they always suffered.

Re spipyuy7e titéypens re tmescécen ell re tmescécen titéypens re spipyuy7e tri7 wel qwenqwént re xwexwéytes.

The birds were acting like four-legged animals, and the four-legged animals acted like birds, that is why they were all pitiful.

Re Sku7pecen re Stseptékwlls (The Story of Porcupine)

Re speqmíc qwenmíns es texwentés tkenhé7e re lele7stw7écws, es ta7es cuýtsem re skélcmentwécws.

Swan wanted to fix how they could be good to each other, so that they wouldn't interfere in one another's affairs any more.

Re speqmíc necwentés es pálpelt.s re tsqwétsten, tri7 yem wel w7ec re yewsentwécwes.

The swan believed that the people were stubborn that is why they were troublesome and were being a nuisance to one another.

Neku7 te sitq̄t te m-ístkmes, le gáttēs re swucwt ne skwelkwélt, m-melkwilcmens re k̄wséltktens re speqmic.

One day in winter when the snow was deep in the mountains, Swan gathered his people together.

Neri7 m-lexéyēct.s stemi re sptínesems, m-yews re sulltimt.s swéti7 me7 nes es tsxlitens re tcetś, swéti7 tri7 re sxilems me7 éyentem cw7it te sxíxlem.

And he told them what he had thought, and then asked who would go to invite Elk to come, and whoever would do that would be paid lots of dentalium.

Tsúntem te skélép, “Re ntsétswe7 me7 néns-ken.” M-yews re sllecwentés re s7ícenst.s te stemstítemt.s, ts̄kerniȳ te silltsu7úwi, ell xwexwéyt re sxixlems ell re mémles.

Coyote said, “I will go.” Then he put on his fancy clothes, his embroidered moccasins, all his dentalia and his necklaces.

Le estklucwes m-qwetséts re skélép, kémell ta7ks qwenens es kwétems ne xgatt te swucwt. Tri7 yem m-tentyénmens re c7istkten wel tskwtek re skékw7es le xqilltes re k̄wséltktens.

Coyote left at sundown, but he did not want to walk in the deep snow. That's why he kept circling the underground house until sunrise when his relatives woke up.

M-séwentem te speqmic, “kénem me7e ta7 ke7 sqwetséts ey?”

Swan asked him, “How come you have not left yet?”

M-éytsentem te skélép, “m-etsxmimen tucw ens cwiwselc, tri7 wel ta7 ey ken sqwetséts te sqeltus. E r7ales me7 qwetséts-wen.

Coyote answered, “I was practicing running, that's why I haven't left for the mountains yet. I will leave tonight.

M-r7ales tspíqwestem le qwetsétses te k̄wséltktens wel re m-legúp.

In the evening the relatives watched him until he was out of sight.

Ta7 k sq7es m-xp̄qenwénses k sgatt7uys re swucwt, cwelpilc m-tspelq̄lcwes, m-stsilcwes ne k̄wellkém̄ts re xnicw ne ckemq̄ns re c7istkten .

Re Sku7pecen re Stseptékwlls (The Story of Porcupine)

It was not long until he found the snow too deep, so he turned around and went back, and he lay down under the ladder on the roof of the underground house.

Le xqilltes re qelmucw m-wiktem te xexe7 re s7itcs re skelép, m-xúqleqses. M-séwentmes te speqmic, “kénem mé7e ta7 ke7 sqwetséts ey?”

When the people woke up they saw that coyote was fast asleep and snoring. Swan asked him, “why didn’t you leave yet?”

M-tsúntem te skelép, “m-etsxmímen ens cwiwselc, tri7 yem wel cetsétsus-ken.” E r7áleses me7 qwetséts-wen.

Coyote told him, “I was practicing running, and that’s why I got tired. I will leave tonight.

Re speqmic m-séwens re kwseltkens sweti7 me7 exték es qwetséts.s. Xwexwéyt re stsetsut, yiri7 re sku7pecen tikwemtus re skukuwétems ne skwelkwelt, ne gaft te swucwt, tri7 yem me7 exték es qwetséts.s.

Swan asked his relatives who would be the fittest one to go. They all said that the porcupine always walked in the snowy mountains in the deep snow, that’s why he would be the fittest one.

Tri7 yem m-twinélesmentem re sku7pecen es qwetséts.

Thus, they depended on Porcupine to go.

Íqwentés re silltsú7uwís ne sitest wel re m-cwénwen, m-yews re syexs te qwets.

He sewed his moccasins

Le-tsekulecwes re tmicw m-qwetsétses.

He left at the break of dawn.

M-wiktmes te skelép m-tulíłmentem, tsuntmes, “yumell re ntsétswe7 ta7 ks xenwéwen ens qwetséts, tkenhé7e me7 xillt.s yi7ene te qwenqwént, te kenkint, te ctsetsscécen te kwséltkten-kt es t7eks ne gaft te swucwt?

When Coyote saw him, he laughed at him and said, “If even I could not make it, how can this pitiful, slow and shortlegged relative of ours make through the deep snow?”

E r7áleses m-kitsc re sku7pecen re tcetś re tsitcws, xexé7 re stlels, stsmuxmux-ekwe te scúyent ell te swucwt.

In the evening, Porcupine arrived at Elks house, he was very exhausted and covered in ice and snow.

Le qw7étses re skú7pecen, m-kectés re tcetś te stéłtsnems re speqmic es tsxlitens re tcetś met re kwséltkens. M-yews re sulltimcwes te stiteńc ell te téqceń es tqwentés re silltsú7uwís.

After Porcupine had warmed himself, he gave Elk the message from Swan and asked for sinew and an awl to sew his moccasins.

Re Skú7pecen re Stseptékwlls (The Story of Porcupine)

Le-wi7es re steltsnemís, m-tsuntem te tcetś, “Pexyéwt me7 tégwentp-kucw re ntsétswe7 met ren kwseseltkten ne tmicw-emp.”

When he was finished delivered, Elk told him, “tomorrow me and my people will visit you in your country.

M-pelqilc re sku7pecen ne tmicws, m-lexéýect.ses re speqmic stemi lu7 re stéltsnemís re tcetś.

Porcupine returned to his country, and then he told Swan what Elks message was.

Le yigapes re tcetś met re kwséltktens m-tsecwmintem, m-yews re smetémś.

When Elk and his relatives arrived they were warmly greeted and feasted.

Le wi7es re s7illens m-xitelc well re speqmic met re kwséltktens ne sxetéqs re tcetś.

After they finished eating, Swan and his relatives knelt before Elk.

Re speqmic m-tslexemcit.s xwexwéýt re stem re stslexméms, ell m-lexéýect.s tkenhe7e m-tsetśeclementwécwes, Tri7 yem m-kectéses re tcetś xwexwéýt re texpqenwéllens ell re m-tkwenm7iplemenses.

Swan shared his wisdom with them and told them how they could fix one another. This is how he gave Elk all his knowledge and his advice.

M-yews re tcetś met re kwseltktens m-xitelc ne sxetéqs re speqmic ell re tcetś m-kectés xwexwéýt re sptinesems ell re tkwenm7ipe7s.

yiri7 re sxepqenwellentwécws ell tqwews p7ecws re sle7s re sxenwéllens es tssetsés.s es yucwmentwecws.

Then Elk and his relatives knelt before Swan and Elk shared all his thoughts and his advice. And this is how they learned from one another, and they were able to look after one another.

M-yews re p7ecws re sle7s re sw7ecs, m- le7stwécw wel me7 yews, m-ta7es cuýtsem re stśniqentwécws.

Then they lived much better, they were good to one another from then on, and they stopped fighting.

Yiri7 re tkwenm7iplementwecwes wel me7 tekwemíte7.

These are the laws they gave to one another.

Re skú7pecen m-kwenwéńses te cwesqlew te sxixlem. M-yews re skucwsentem te skelép.

And Porcupine became rich with dentalia and was much envied by Coyote.

Yiri7 re stsecwtéps!

This is the end.



Piikani Child and Family Services

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Piikani Child and Family Services](#) (Piikani) delivers both protection and prevention services to Piikani First Nation in Alberta. Table 1 outlines contextual information about Piikani First Nation.

Table 1

Collaborator name: Piikani Child and Family Services				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income (2016)	Difference between after-tax median household income above or below 2022 MBM?
1) Piikani First Nation	2447	1	\$38,400.00	Below
Piikani First Nation has an on-reserve population of nearly 2500. Located in Brocket, Alberta, this rural community has year-round road access. Basic household internet connectivity has been established widely within the community which may partially explain the relatively high rate of post-secondary education completion. With that said, high school completion is relatively low. Further, considerable gaps in community housing infrastructure are observed, with only 80% of dwellings considered suitable and 44% of homes requiring major repairs. Income-based poverty may also warrant concern for Piikani, given the median household income, which lies below the provincial poverty line. These unique set of circumstances present distinct community-based priorities that likely impact children and therefore guide Piikani Child and Family Services' approach.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

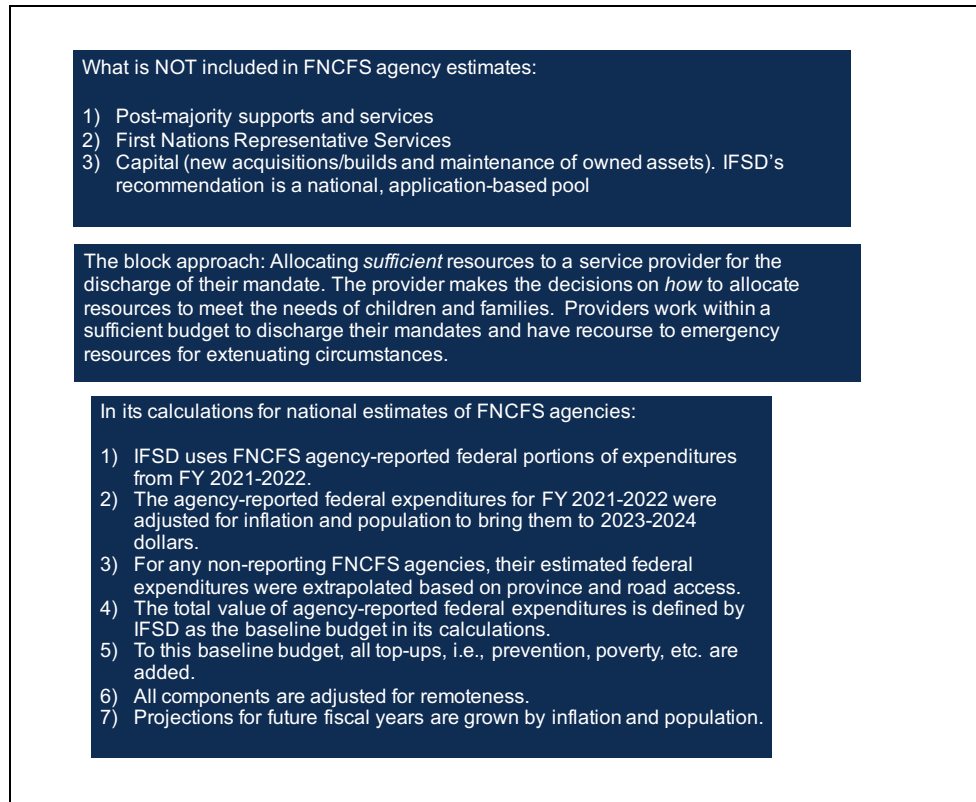


Table 3 outlines two illustrative funding scenarios for Piikani, including adjustments for remoteness and the Northern MBM.

Table 3

Piikani Child and Family Services		
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF-for all agencies	Scenario 2: Scenario 1 with Northern MBM replacing the provincial MBM
Median After-tax HH Income	38400	38400
MBM - 2022	53411	81150
Number of HHs	400	400
Poverty Gap	6004400	17100000
Population IRS 2022	2447	2447
Population Weights	1	1
Remoteness Index -2021	0.2368	0.2368
Accessibility	0	0
Total Revenue (21-22)	6,526,497	6,526,497
Total Expenditure (21-22)	6,923,775	6,923,775
ISC Revenue	5,873,847	5,873,847
Ratio: ISC/Total	0.9	0.9
ISC Baseline Budget (2021-22)	6,231,398	6,231,398
Inflation_2022 (%)	6.8	6.8
ISC Baseline Budget 2023-24	6,975,046	6,975,046
Geography Factor_CAF_15%	0.07718512	0.07718512
Geography Adjustment (\$)_CAF_15%	538,370	538,370
Poverty_Low (3%)	194,036	552,596
Poverty_Med (5%)	323,393	920,993
Poverty_High (7%)	452,750	1,289,391
Maintenance_Low (1%)	75,134	75,134
Maintenance_Med (2%)	150,268	150,268
Maintenance_High(3%)	225,402	225,402
Emergency_Low (0.5%)	37,567	37,567
Emergency_Med (1%)	75,134	75,134
Emergency_High (2%)	150,268	150,268
Results_Low (1%)	75,134	75,134
Results_Med (3%)	225,402	225,402
Results_High (5%)	375,671	375,671
IT Low (5%)	375,671	375,671
IT Med (5.5%)	413,238	413,238
IT High (6%)	450,805	450,805
Prevention (@ \$2500/per person)	7,272,371	7,272,371
Budget Projections		
Total 2023-24 Budget_Low	15,543,328	15,901,889
Total 2023-24 Budget_Medium	15,973,222	16,570,823
Total 2023-24 Budget_High	16,440,682	17,277,324
Medium Budget Projection		
2023-24	15,973,222	16,570,823
2024-25	16,780,206	17,407,998
2025-26	17,588,770	18,246,813
2026-27	18,430,745	19,120,289
2027-28	19,293,633	20,015,460

Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Summary of Capital Needs Cost Estimate

Overview

- 1) Table 4 summarizes your capital needs, as understood by IFSD.
- 2) The capital costing model multiplies the units summarized in Table 4 by a set of unit cost assumptions to produce a capital needs cost estimate. **Your estimated base capital costs are between \$31,000,111 and \$41,688,624** (see Table 5).
- 3) Tables 6 through 8 summarize your 10-year capital cost estimate profile, including adjustments for remoteness, contingency, recapitalization and inflation. **Your total estimated capital costs over 10 years are between \$53,109,826 and \$70,902,021.**

Table 4: Asset Quantities

Category	Item	Unit Type	Units
Clinical	Healing centre	Square Feet (SF)	0
	Mental Health Response Team	SF	1,485
	Rehabilitation centre	SF	0
	Residential treatment centre	SF	0
Residential	Transition homes	SF	0
	Transition homes	SF	15,829

	Reunification homes	SF	0
	Reunification homes	SF	24,800
	Staff housing	SF	0
	Staff housing (apartments)	SF	8,215
	Emergency shelter/safe houses	SF	0
Offices ¹	Office Space - based on number of FTEs	SF	0
	Office Space - Administration and Finance (Includes Operations)	SF	2,454
	Office Space - Band Designate	SF	1,378
	Office Space - Protection/ Intervention	SF	9,655
	Office Space - Prevention	SF	14,596
	Office Space - Post Majority Support Service	SF	1,658
	Office Space - Shared Services (Including Elec/ Mech Service Space) ²	SF	19,297
	Office Space - additional meeting space	SF	0
Programming Space	Recreation/events centre	SF	0
	Daycare	SF	0
	Playground	SF	8,073
Storage	Garages/sheds	SF	0
	Garages/sheds	SF	605
	Garages/sheds	SF	269
	Garages/sheds	SF	5,651
	Seacans (40')	Seacans	0
	Surface parking	SF	18,083
	Surface parking	SF	2,583
	Surface parking	SF	6,442
Fixed Cultural Assets	Horse Shelter	SF	1,938
	Horse Paddocks	SF	4,521
	Land-based Camp	SF	0
	Outdoor garden	SF	1,292
Vehicles	Passenger Vehicle	Vehicles	18 (replacement at year 5 only; only reflected in 10-year budget)
	15 pass. Vans	Vans	1 (replacement at year 5 only; only)

¹ The cost estimate only includes on-reserve capital. Offices in Calgary and Lethbridge are not included in this estimate.

² The office space area for Shared Services omits the car wash bay and storage shed, which are costed as garages.

			reflected in 10-year budget)
	Mini buses	Mini buses	0
Moveable Cultural Assets	Sweat Lodge Canvases	Canvases	0
	Tipis	Tipis	0
	Canoes	Canoes	0
	Kayaks	Kayaks	0
	Fishing Boats	Boats	0
	ATVs	ATVs	0
	Side-by-Side	Side-by-Sides	0
	Snowmobiles	Snowmobiles	0
	Utility Trailer	Trailers	0
	Cargo Trailer	Trailers	0

Note: cells highlighted orange reflect asset areas specified by the collaborator.



Table 5: Base Estimate of Capital Need

Fixed/Moveable	Asset Type	Cost - Low	Cost - Medium	Cost - High
Fixed	Clinical	\$574,362	\$733,220	\$892,077
	Residential	\$12,835,242	\$14,612,638	\$16,390,034
	Offices	\$15,561,503	\$18,544,359	\$21,527,215
	Programming Space	\$742,188	\$742,188	\$742,188
	Storage	\$1,035,369	\$1,380,463	\$1,725,556
	Fixed Cultural Assets	\$251,446	\$331,500	\$411,555
Moveable	Vehicles	\$0	\$0	\$0
	Moveable Cultural Assets	\$0	\$0	\$0
	Total:	\$31,000,111	\$36,344,368	\$41,688,624

Note: this estimate does not include a contingency factor, remoteness Cost Adjustment Factor (CAF), recapitalization rate, or inflation. These adjustments are reflected in the 10-year cost estimate profile below.

10-year Cost Estimate Profile:

Table 6: Low-Cost Scenario

Option 1 (Low)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$598,538	\$598,538
	Residential	\$13,375,504	\$13,375,504
	Offices	\$16,216,520	\$16,216,520
	Programming Space	\$773,428	\$773,428
	Storage	\$1,078,950	\$1,078,950
	Fixed Cultural Assets	\$262,030	\$262,030
Moveable Assets	Vehicles	\$0	\$1,121,804
	Moveable Cultural Assets	\$0	\$0
Subtotal (fixed):		\$32,304,971	\$32,304,971
Subtotal (moveable):		\$0	\$1,121,804
Subtotal (both):		\$32,304,971	\$33,426,775
25% Contingency:		\$8,076,243	\$8,356,694
Recapitalization:		\$2,067,025	\$7,642,727
CAF:		\$3,163,578	\$3,683,631
Total:		\$45,611,816	\$53,109,826

Table 7: Medium-cost scenario

Option 2 (Medium)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$764,082	\$764,082
	Residential	\$15,227,715	\$15,227,715
	Offices	\$19,324,930	\$19,324,930
	Programming Space	\$773,428	\$773,428
	Storage	\$1,438,569	\$1,438,569
	Fixed Cultural Assets	\$345,454	\$345,454
Moveable Assets	Vehicles	\$0	\$1,121,804
	Moveable Cultural Assets	\$0	\$0
Subtotal (fixed):		\$37,874,178	\$37,874,178
Subtotal (moveable):		\$0	\$1,121,804
Subtotal (both):		\$37,874,178	\$38,995,982
25% Contingency:		\$9,468,545	\$9,748,996
Recapitalization:		\$2,423,369	\$8,960,293
CAF:		\$3,708,963	\$4,300,653
Total:		\$53,475,054	\$62,005,924

Table 8: High-cost scenario

Option 3 (High)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$929,626	\$929,626
	Residential	\$17,079,925	\$17,079,925
	Offices	\$22,433,341	\$22,433,341
	Programming Space	\$773,428	\$773,428
	Storage	\$1,798,188	\$1,798,188
	Fixed Cultural Assets	\$428,878	\$428,878
Moveable Assets	Vehicles	\$0	\$1,121,804
	Moveable Cultural Assets	\$0	\$0
Subtotal (fixed):		\$43,443,386	\$43,443,386
Subtotal (moveable):		\$0	\$1,121,804
Subtotal (both):		\$43,443,386	\$44,565,190
25% Contingency:		\$10,860,846	\$11,141,297
Recapitalization:		\$2,779,713	\$10,277,859
CAF:		\$4,254,347	\$4,917,675
Total:		\$61,338,292	\$70,902,021

Transition Case Study: Piikani Child and Family Services

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- Piikani Child and Family Services (“Piikani”) is strategically planning for jurisdiction by reforming its service delivery model. It is doing this by:
 - Investing in core systems like IT and data, to enable evidence-based decision-making.
 - Implementing a prevention-centred service delivery model by integrating prevention and protection services to reduce children’s contact with the protection system.
 - Dedicating resources to enhance training for employees with Piikani values.

Summary Assessment

- Transition is viewed as a long-term, multi-faceted exercise that integrates Western practice with First Nations culture and traditions.
- There is a concerted focus on integrating prevention and protection services at a tactile level to ensure children’s contact with protection system is minimized.
- The initial phase of transition focuses on building trust with the community through an in-depth consultation exercise that addresses community needs and root causes of children’s contact with the protection system.
- Recruitment and retention are key challenges.
- Piikani is reforming service delivery without waiting for the full implementation of jurisdiction.
- Piikani believes in the use of data gathering and retention as a tool for determining both the preventive and protective needs of the community with a view to determining in a factual manner the protection causative factors and the possible solutions. This led to the development of Piikani’s data base that is on-going.

Context

Piikani Child and Family Services (“Piikani”) is an agency that provides a wide range of services to one community. Piikani’s services include:

- Prevention services;
- Protection services;
- Post Majority Support Services; and
- Band Representative Services.

Piikani serves:

- Piikani First Nation

Piikani's transition will be heavily influenced by the trajectory of Piikani First Nation exercising jurisdiction over child and family services. It is taking the process of developing its child and family services (CFS) law slowly to allow for in-depth consultations, addressing issues of trust between the community and the department, and to allow time to prepare for the transition. Piikani is focused on improving its service delivery by developing its people, process, strategy, and systems in alignment with the development of the law to support the transition to their desired vision.

The external factors influencing Piikani's transition make it difficult to precisely articulate a future state, and consequently, to provide a gap analysis. Piikani has begun defining its vision for the future, but much of it remains undefined as they navigate the landscape of exercising jurisdiction and new funding allocations.

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 9

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Notes from collaborator
People	Do you have enough staff to meet your operational needs?	N	Y	
	Does your compensation match	N	N	

	the provincial standard?			
	Do you recruit staff from your member community(ies)?	Y	Y	
	Do you have high retention of employees?	N	N	High turnover due to the demands of the job.
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	N	Y	Piikani is considering how to augment existing training with Piikani values.
	Are you attracting the same level of credentialed employees as mainstream organizations?	N	N	
	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	N	N	
Process	Are your current operating baselines meeting needs?	Y	Y	
	Do you have a clear vision of your future state?	N	Y	Piikani's vision continues to adapt and evolve with the changing climate. This will likely become clearer

				with the finalized CFS law.
	Are your post-transition activities defined?	N	N	
	Is your post-transition workflow defined?	N	N	
	Is your post-transition management structure established?	N	N	Expanding the management structure and moving away from provincial practices. Separating prevention and protection departments and building mechanisms to support employees to work collectively.
	Have you fully designed your prevention programming?	Y	Y	
	Have you fully designed your protection programming?	Y	Y	
Strategy	Is your post-transition mission defined?	N	Y	Piikani's law is still in development and its strategy continues to evolve with the process.
	Is your post-transition strategy defined?	N	Y	
	Are your post-transition goals and	N	Y	

	organizational priorities defined?			
	Are all of your services or programs developed?	N	Y	
	Are all of your necessary organizational partnerships in place?	Y/N	Y/N	
Systems	Is your post-transition governance framework defined?	N	N	Planning for this is in early stages – will be moving away from provincial policies once law is developed.
	Do you have an independent board of directors?	Y	Y	
	Is your post-transition legal framework defined?	N	Y	In early stages of developing Piikani's own CFS law.
	Is an adjudication system in place?	N	N	Considering options for adjudication while developing the CFS law.
	Is an adequate data system in place?	N	Y	No – but is in development and should be ready this year.
	Is an adequate performance management framework in place?	N	N	

	Is an adequate IT system in place?	N	Y	It is in development and should be ready this year.
	Is an adequate financial system in place?	N	N	
	Are your post-transition reporting systems in place?	N	N	
	Are you developing new criteria for evaluative purposes?	Y	Y	Alongside development of data and IT systems, Piikani is considering what information to track. This is likely to evolve with jurisdiction.

Table 10

Question	Response: Yes (Y) or No (N)	Notes from collaborator
Are you currently delivering secondary and tertiary prevention services?	Y	PCFS have been involved in the provision of primary, secondary and tertiary prevention services. The primary services include after hour and crisis help lines as well as outreach services.
If you are not currently delivering secondary and tertiary prevention services, do you plan to do so?	Y	As stated above, PCFS is currently providing both secondary and tertiary prevention services such Direct Intervention services in the areas of accommodation, home items, family counselling, cultural immersion among others. We plan to have a mental health crisis team that would help in providing both preventive and responsive services. This is expected to kick off from the next fiscal year

Is the delivery of prevention and protection services integrated at a case or family service level?	Y	The integration starts at the point of admission and delivery of services. Prevention funds have been used to support family beyond the threshold of Protection funding provision.

People

Retention and recruitment are key challenges. Piikani employs 33 people, turnover has increased in the past two years. This creates deficits in program delivery. Several factors drive these challenges:

- *High turnover.* Piikani has recently had high turnover due to staff retiring, passing away, or burning out. Piikani First Nation has frequent deaths in the community which can affect an employee's ability to work.
- *Skillset.* Piikani seeks recruits who are not only qualified with the relevant educational background, but individuals who are able to effectively work with families in the community and provide the required supports. This makes it challenging to recruit people who will be successful in the positions.
- *Conflict of interest.* Recruiting members from the community can cause a conflict of interest when they engage with family members. This can put employees in difficult positions.
- *Location and remoteness.* The Piikani community is remote to the concentration of skillful and qualified candidates with relevant educational background. The dearth of livable accommodation for staff within the community is also a contributory factor to employees living far away from office location with employees needing to cover thousands of kilometers in travels and this leads to employees being burnt out.

Process

Piikani's processes regularly evolve, and it is working towards better defining its processes. Factors influencing process include:

- *Pursuing jurisdiction.* Piikani's processes depend on the development of its CFS law. Vision for the future, post transition activities, and post-transition management structure will be developed alongside the law.
- *Expansion of prevention services.* Piikani is moving towards a prevention-centred service delivery approach. It has already developed a prevention department that continues to grow. Building trust and expanding services will be integral to meeting community needs.
- *Meeting of the needs of children who have aged out.* Through the Post Majority Support Services.

Strategy

Piikani has a clear mission and organizational philosophy. The key strategic challenge for Piikani stems from the uncertainty of the future. Factors influencing strategy include:

- *Availability of funding.* Piikani maintains a surplus budget because the future of funding is unclear. There is only a five-year plan which offers no guarantees in the future. This impacts the ability to plan long-term.
- *Expanding services.* As the only agency in Piikani First Nation, Piikani supports other program areas that affect families like health and housing. Piikani would like to expand the resources it provides community members through prevention. Piikani is incorporating a rapid response team into its operational structure for medical emergencies in the area of addiction and mental health while also strategizing for the care of children who have aged out of care in line with the Post Majority Support Services of the Federal Government of Canada.
- *Developing new priorities.* As a growing agency, Piikani recognizes the importance of language and culture in the connection of the Piikani people to their community and these would be embedded into its strategy. There is a high level of death and trauma in the community. Addressing community needs through language and culture is a priority for Piikani.

Systems

Piikani is in the early stages of developing its systems. Its financial system is well-developed while key systems such as data and IT are in development and are expected to be rolled-out this year. Other systems such as a governance framework, legal framework, and adjudication will depend on the development of the CFS law. Piikani expects the legal framework to be drafted within the next 2-3 years.



Awasis Agency of Northern Manitoba

Purpose of Collaboration

The purpose of this research project is to build-on, and translate previous phases of work into discrete First Nation-based delivery models that transform organizational strategy, people, process, and systems. This work, informed by contributions from twenty collaborators, including a mix of FNCFS agencies and First Nations exercising jurisdiction, is intended to build capacity and an enhanced bottom-up planning framework for agencies and First Nations, while also building confidence among stakeholders. The study is designed to support the long-term reform of the FNCFS system, as well as the on-going negotiations of the historic Agreement-in-Principle that was signed by the Parties to the Canadian Human Rights Tribunal (CHRT) proceedings.

The outcomes of the collaboration with IFSD are outlined as follows:

- 1) Overview of the FNCFS agency and/or First Nation;
- 2) Illustrative allocations based on IFSD's funding approach;
- 3) Child and family services focused capital needs analysis; and
- 4) Transition case study.

Overview

[Awasis Agency of Northern Manitoba](#) (Awasis) delivers both protection and prevention services to eleven First Nations in Manitoba. Table 1 outlines contextual information about the First Nations Awasis serves.

Table 1

Collaborator name: Awasis Agency of Northern Manitoba				
First Nation(s) served:	Total population (on-reserve, IRS 2022)	Geographic zone (1-4)	After-tax total median household income (2016)	Difference between after-tax median household income above or below 2022 MBM?
1) Barren Land First Nation	537	4	\$28,400	Below
2) Fox Lake First Nation	223	2	Not available	Not available
3) Manto Sipi Cree Nation	837	4	\$32,400	Below
4) Sayisi Dene First Nation	318	4	\$26,400	Below
5) Tataskewiyak Cree Nation	2474	2	\$61,200	Above
6) York Factory Cree Nation	445	4	\$41,200	Below
7) Bunibonibee Cree Nation	2724	4	\$37,200	Below
8) God's Lake Narrows First Nation	1482	4	\$29,600	Below
9) Northlands Denesuline First Nation	1002	4	\$34,000	Below
10) Shamattawa First Nation	1448	4	\$48,000	Above
11) War Lake First Nation	131	4	Not available	Not available
Awasis serves First Nations with varying populations, geographic zones, income levels, and internet connectivity. There is variability among the First Nations served when it comes to certain indicators, e.g., suitability of homes, internet connectivity. While all First Nations have housing in need of repair, some have needs across more than 50% of the stock, while others are lower. At-home internet connectivity varies considerably with some First Nations with at home access and others with none. Income-based poverty impacts a majority of First Nations. The variability in existing services and access to services suggests that Awasis' approach to service delivery will differ based on the unique contexts of the First Nations served.				

Illustrative Allocations based on IFSD's Funding Approach

IFSD prepared illustrative funding allocations based on its funding approach for each collaborator. Refer to Table 2 and Figure 1 for details on the approach, definitions, and additional considerations.

Table 2

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget MED: 5.5% of the baseline budget HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget MED: 3% of the baseline budget HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference MED: 5% of the difference HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget MED: 1% of the baseline budget HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget MED: 2% of the baseline budget HIGH: 3% of the baseline budget
Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups. Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Figure 1

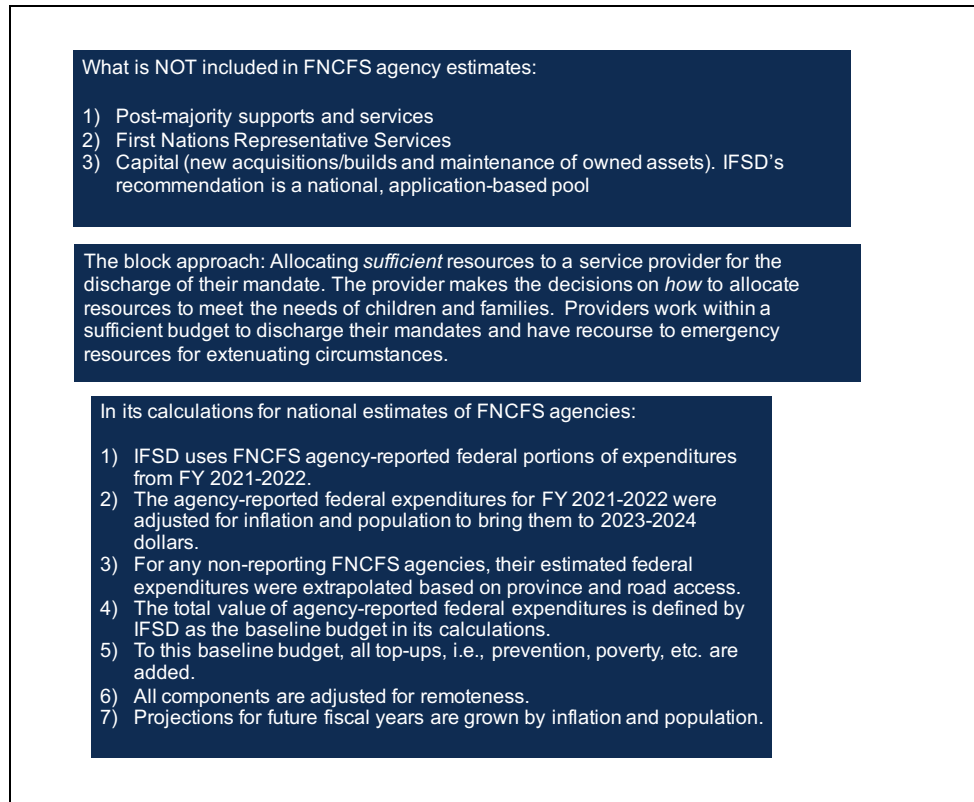


Table 3 outlines two illustrative funding scenarios for Awasis, including adjustments for remoteness and the Northern MBM.

Table 3

Awasis Agency of Northern Manitoba		
Component	Scenario 1: With remoteness calculated using ISC's 15%-scaled CAF model	Scenario 2: Scenario 1 with Northern MBM replacing Provincial MBM
Number of HHs	1766	1766
Poverty Gap	16955533	71569157
Population IRS 2022	11621	11621
Population Weights	1	1
Remoteness Index -2021	0.712926	0.712926
Accessibility	1	1
Total Revenue (21-22)	54,079,972	54,079,972
Total Expenditure (21-22)	55,025,398	55,025,398
ISC Revenue	32,231,663	32,231,663
Ratio: ISC/Total	0.596	0.596
ISC Baseline Budget (2021-22)	32,795,137	32,795,137
Inflation_2022 (%)	6.8	6.8
ISC Baseline Budget 2023-24	36,887,530	36,887,530
Geography Factor_CAF_15%	0.358757	0.358757
Geography Adjustment (\$)_CAF_15%	13,233,649	13,233,649
Poverty_Low (3%)	691,153	2,917,352
Poverty_Med (5%)	1,151,922	4,862,254
Poverty_High (7%)	1,612,691	6,807,155
Maintenance_Low (1%)	501,212	501,212
Maintenance_Med (2%)	1,002,424	1,002,424
Maintenance_High(3%)	1,503,635	1,503,635
Emergency_Low (0.5%)	250,606	250,606
Emergency_Med (1%)	501,212	501,212
Emergency_High (2%)	1,002,424	1,002,424
Results_Low (1%)	501,212	501,212
Results_Med (3%)	1,503,635	1,503,635
Results_High (5%)	2,506,059	2,506,059
IT Low (5%)	2,506,059	2,506,059
IT Med (5.5%)	2,756,665	2,756,665
IT High (6%)	3,007,271	3,007,271
Prevention (@ \$2500/per person)	43,564,918	43,564,918
Budget Projections		
Total 2023-24 Budget_Low	98,136,338	100,362,537
Total 2023-24 Budget_Medium	100,601,954	104,312,286
Total 2023-24 Budget_High	103,318,176	108,512,640
Medium Budget Projection		
2023-24	100,601,954	104,312,286
2024-25	105,933,296	109,840,255
2025-26	111,545,775	115,659,728
2026-27	117,390,770	121,720,295
2027-28	123,403,646	127,954,933

Capital Needs Analysis

At IFSD's Phase 3 capstone event, many collaborators indicated that the top-down capital estimate seemed too low when broken down to the level of their First Nation or agency. **In response, IFSD prepared a framework to generate a second estimate for collaborators.**

For the second set of estimates, participating collaborators defined their own capital needs, and IFSD costed them accordingly. These estimates illustrate the differences in the perceived capital needs for delivering CFS in collaborators' respective First Nation(s) relative to both one another and the top-down national model.

Modelling Approach

The bottom-up capital model uses collaborator-provided program requirements (e.g., number of FTEs/clinicians) to provide capital expenditure estimates across eight asset categories:

- 1) Clinical,
- 2) Residential,
- 3) Offices,
- 4) Programming space,
- 5) Storage,
- 6) Fixed cultural assets,
- 7) Vehicles, and
- 8) Moveable cultural assets.

The output of the model is a 10-year capital expenditure schedule, tailored to collaborators' articulated needs. The model includes low, medium, and high per SF construction cost assumptions for each building type. As such, each schedule of expenditures includes low, medium, and high-cost scenarios. For the bottom-up capital estimate, refer to Appendix E1, and for the top-down capital estimate, refer to Appendix E2.

Summary of Capital Needs Cost Estimate

Overview

- 1) Table 4 summarizes your capital needs, as understood by IFSD.
- 2) The capital costing model multiplies the units summarized in Table 4 by a set of unit cost assumptions to produce a capital needs cost estimate. **Your estimated base capital costs are between \$377,087,946 and \$557,849,936** (see Table 5).
- 3) Tables 6 through 8 summarize your 10-year capital cost estimate profile, including adjustments for remoteness, contingency, recapitalization and inflation. **Your total estimated capital costs over 10 years are between \$778,382,662 and \$1,145,991,584.**

Table 4: Asset Quantities

Category	Item	Unit type	Units
Clinical	Healing centre	Square Feet (SF)	24,030
	Rehabilitation centre	SF	67,083
	Residential treatment centre	SF	618,750
Residential	Transition homes	SF	40,176
	Reunification homes	SF	23,083

	Reunification homes (4+ beds)	SF	24,757
	Staff housing	SF	18,568
	Emergency shelter/safe houses	SF	39,611
Offices	Office Space - based on number of FTEs	SF	20,202
	Office Space - additional meeting space	SF	-
Programming Space	Recreation/events centre	SF	104,500
	Daycare	SF	36,835
Storage	Garages/sheds	SF	7,920
	Seacans (40')	Seacans	0
Fixed Cultural Assets	Land-based Camp	SF	0
Vehicles	Passenger Vehicle	Vehicles	0
	15 pass. Vans	Vans	15
	Mini buses	Mini buses	4
Moveable Cultural Assets	Sweat Lodge Canvases	Canvases	15
	Tipis	Tipis	15
	Canoes	Canoes	334
	Kayaks	Kayaks	334
	Fishing Boats	Boats	55
	ATVs	ATVs	55
	Side-by-Side	Side-by-Sides	0
	Snowmobiles	Snowmobiles	55
	Utility Trailer	Trailers	55
	Cargo Trailer	Trailers	2

Note: cells highlighted orange reflect asset areas specified by the collaborator.



Table 5: Base Estimate of Capital Need

Fixed/Moveable	Asset Type	Cost - Low	Cost - Medium	Cost - High
Fixed	Clinical	\$266,169,537	\$337,352,365	\$408,535,193
	Residential	\$30,077,263	\$35,558,419	\$41,039,575
	Offices	\$6,206,413	\$7,396,069	\$8,585,726
	Programming Space	\$65,637,166	\$77,957,720	\$90,278,274
	Storage	\$902,000	\$1,108,800	\$1,315,600
	Fixed Cultural Assets	\$0	\$0	\$0
Moveable	Vehicles	\$1,285,693	\$1,285,693	\$1,285,693
	Moveable Cultural Assets	\$6,809,875	\$6,809,875	\$6,809,875
Total:		\$377,087,946	\$467,468,941	\$557,849,936

Note: this estimate does not include a contingency factor, remoteness Cost Adjustment Factor (CAF), recapitalization rate, or inflation. These adjustments are reflected in the 10-year cost estimate profile below.

10-year Cost Estimate Profile:

Table 6: Low-Cost Scenario

Option 1 (Low)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$277,373,171	\$277,373,171
	Residential	\$31,343,278	\$31,343,278
	Offices	\$6,467,654	\$6,467,654
	Programming Space	\$68,399,972	\$68,399,972
	Storage	\$939,967	\$939,967
	Fixed Cultural Assets	\$0	\$0
Moveable Assets	Vehicles	\$1,285,693	\$2,707,638
	Moveable Cultural Assets	\$6,809,875	\$14,341,431
Subtotal (fixed):		\$384,524,042	\$384,524,042
Subtotal (moveable):		\$8,095,567	\$17,049,069
Subtotal (both):		\$392,619,609	\$401,573,111
25% Contingency:		\$98,154,902	\$100,393,278
2% Annual Recapitalization:		\$24,603,665	\$90,970,897
CAF:		\$161,188,210	\$185,445,376
Total:		\$676,566,387	\$778,382,662

Table 7: Medium-cost scenario

Option 2 (Medium)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$351,552,233	\$351,552,233
	Residential	\$37,055,147	\$37,055,147
	Offices	\$7,707,385	\$7,707,385
	Programming Space	\$81,239,124	\$81,239,124
	Storage	\$1,155,472	\$1,155,472
	Fixed Cultural Assets	\$0	\$0
Moveable Assets	Vehicles	\$1,285,693	\$2,707,638
	Moveable Cultural Assets	\$6,809,875	\$14,341,431
Subtotal (fixed):		\$478,709,362	\$478,709,362
Subtotal (moveable):		\$8,095,567	\$17,049,069
Subtotal (both):		\$486,804,929	\$495,758,431
25% Contingency:		\$121,701,232	\$123,939,608
2% Annual Recapitalization:		\$30,630,087	\$113,253,308
CAF:		\$199,894,432	\$229,235,775
Total:		\$839,030,680	\$962,187,123

Table 8: High-cost scenario

Option 3 (High)		5 Year Total	10 Year Total
Fixed Assets	Clinical	\$425,731,296	\$425,731,296
	Residential	\$42,767,017	\$42,767,017
	Offices	\$8,947,117	\$8,947,117
	Programming Space	\$94,078,276	\$94,078,276
	Storage	\$1,370,976	\$1,370,976
	Fixed Cultural Assets	\$0	\$0
Moveable Assets	Vehicles	\$1,285,693	\$2,707,638
	Moveable Cultural Assets	\$6,809,875	\$14,341,431
Subtotal (fixed):		\$572,894,682	\$572,894,682
Subtotal (moveable):		\$8,095,567	\$17,049,069
Subtotal (both):		\$580,990,250	\$589,943,752
25% Contingency:		\$145,247,562	\$147,485,938
2% Annual Recapitalization:		\$36,656,508	\$135,535,720
CAF:		\$238,600,654	\$273,026,174
Total:		\$1,001,494,974	\$1,145,991,584

Transitions Case Study: Awasis Agency of Northern Manitoba

Transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process. Transition will look different for every community and agency. Consideration of strategy, systems, processes, and people are useful for analyzing transition.

Key Messages

- As for many existing agencies, Awasis Agency of Northern Manitoba's ("Awasis") transition will be impacted by both the reform of the FNCFS Program and the decisions on jurisdiction of the First Nations served.
- Clarity around its mission, quality of its data gathering and analysis, and its commitment to knowledge sharing with communities will support Awasis in navigating uncertain circumstances.

Summary Assessment

- Like a number of agencies, Awasis may have to operate under multiple legal frameworks simultaneously. This presents additional process challenges (i.e., ensuring services are delivered appropriately), and may present an additional burden on staff. Clarifying the scope of services to be delivered, and under what legal framework, will be critical in assessing transition readiness.
- Transition is critically impacted by two factors: (1) the anticipated reform of the FNCFS program; and (2), the decisions on jurisdiction of Awasis's communities.
- Recruitment and retention are key challenges.
- Careful consideration may have to be made for service delivery organizations that will operate, simultaneously under provincial and multiple First Nations laws. This has significant implications for operation, adjudication, and practice.

Context

Awasis Agency of Northern Manitoba ("Awasis") is an agency that provides a wide range of services to eleven communities. Awasis's services include:

- Prevention services;
- Promotional services; and
- Protection services.

Awasis serves:

- Barrens Land First Nation
- Bunibonibee Cree Nation
- Fox Lake First Nation
- Manto Sipi Cree Nation
- Sayisi Dene First Nation
- Tataskweyak Cree Nation
- York Factory Cree Nation
- God's Lake Narrows First Nation
- Northlands Denesuline First Nation
- Shamattawa First Nation

- War Lake First Nation

Awasis's transition will be significantly influenced by the legal trajectories of the communities that it serves. The communities widely vary in context (e.g., population, political environment, organizational maturity, etc.) and their evolutions throughout this transition period will affect Awasis's future state as an organization.

In the future, Awasis anticipates it will be delivering more than one First Nations child and family services law. It will be a challenge if it has to deliver more than 3 different laws, while protecting its own mandate as agency. While the progress on the development of laws is slow, Awasis remains prepared to make the transition.

The external factors influencing Awasis's transition make it difficult to articulate a future state, and consequently, to provide a gap analysis. Awasis does have a clear mandate, but it does not have control over all of the elements needed to get there.

Transition Analysis

After discussions with collaborators, IFSD prepared a framework to assess transition readiness and associated timelines. This framework is the direct result of conversations with collaborators and the issues they highlighted. The approach segments issues into four categories:

- People (e.g., staffing, recruitment, retention, training);
- Process (e.g., program activities, workflow design, organizational structure);
- Strategy (e.g., mission, priorities, goals, and culture); and,
- Systems (e.g., financial systems, IT systems, data systems, legal and governance frameworks).

Table 9

Transition element	Question	Response: Yes (Y) or No (N)	Will you have this established within three years? Response: Yes (Y) or No (N)	Notes from collaborator
People	Do you have enough staff to meet your operational needs?	N	N	
	Does your compensation match the provincial standard?	N	N	
	Do you recruit staff from your member community(ies)?	Y	Y	

	Do you have high retention of employees?	N	N	
	Do you offer benefits to your employees e.g., health, dental, etc.?	Y	Y	
	Do employees receive adequate on-the-job training?	N	N	
	Are you attracting the same level of credentialed employees as mainstream organizations?	N	N	
	Are you able to recruit professional staff, e.g., social workers, doctors, accountants, lawyers?	N	N	
Process	Are your current operating baselines meeting needs?	N	N	
	Do you have a clear vision of your future state?	N	N	
	Are your post-transition activities defined?	N	N	
	Is your post-transition workflow defined?	N	N	
	Is your post-transition management structure established?	N	N	
	Have you fully designed your prevention programming?	N	N	
	Have you fully designed your protection programming?	N	N	
Strategy	Is your post-transition mission defined?	N	N	
	Is your post-transition strategy defined?	N	N	
	Are your post-transition goals and	N	N	

	organizational priorities defined?			
	Are all of your services or programs developed?	N	N	
	Are all of your necessary organizational partnerships in place?	N	N	
Systems	Is your post-transition governance framework defined?	N	N	
	Do you have an independent board of directors?	N	N	
	Is your post-transition legal framework defined?	N	N	
	Is an adjudication system in place?	N	N	
	Is an adequate data system in place?	N	Y	
	Is an adequate performance management framework in place?	N	Y	
	Is an adequate IT system in place?	N	N	
	Is an adequate financial system in place?	N	N	
	Are your post-transition reporting systems in place?	N	N	
	Are you developing new criteria for evaluative purposes?	N	N	

People

Recruitment is a key challenge. Vacant positions contribute to deficits in program delivery. Several factors drive these challenges:

- *Competitive recruitment environment.* Social workers and supporting staff are in high demand industry-wide.
- *Reputation.* Awasis's reputation is poor in the communities it serves, which can impact recruitment of community members.

- *Demanding work.* Awasis serves many remote communities, where housing is not available for employees. In turn, employees have to fly-in to communities and stay overnight in the agency offices.

Process

[NTD: to be discussed with Awasis]

Strategy

Awasis has a clear mission and organizational philosophy. The key strategic challenge for Awasis stems from working with eleven different communities, all with unique contexts, needs, and stages of organizational maturity. Awasis cannot adjust its strategy until communities provide guidance on how they are moving forward. Factors influencing strategy include:

- *Community-level organizational maturity.* Many of the communities Awasis serves could not deliver services on its own. Eight of the eleven communities have signed onto a singular legislation that Awasis will follow to deliver services.
- *Unique communities.* The eleven communities Awasis serves are unique and have different cultures and religions. Awasis has to deliver services differently in each of the communities it serves.

Systems

Awasis's key systems challenge stems directly from the legal trajectories of the communities it serves. Currently, Awasis's governance and legal framework are clear. Of the eleven communities Awasis serves, eight are signed onto the same law, and one dene nation will write their own law. This means Awasis will be delivering services based on different laws. As communities develop and implement their own law, Awasis's systems will need to adapt to new realities. This could include different adjudication methods for conflicts, new reporting mechanisms for different communities, and new indicators or measurement criteria for evaluative purposes.



APPENDIX O

REMOTENESS QUOTIENT ESTIMATES

FNCFS agencies

IFSD re-estimated ISC’s Cost Adjustment Factor model (CAF) and used it to estimate remoteness quotients for FNCFS agencies. CAF uses Statistic Canada’s remoteness index and considers whether a community has access to roads. To estimate the CAF for the agencies, IFSD first estimated a remoteness index for each agency by population weighting Statistics Canada's remoteness index of the First Nations that are served by that agency, and then used the agency's remoteness index in the CAF model. ISC has recommended that CAF-based quotients be scaled down such that the average quotients be 15 percent. To scale down to 15 percent, the CAF estimate for each agency is multiplied by 0.15 and then divided by the average of the estimated CAF of all the agencies.

FNCFS agency	Agency remoteness index - weighted by IRS population	Agency remoteness quotient - scaled to 15%	Province
Akamihk Child and Family Service Society	0.217998847	0.063785509	ALBERTA
Athabasca Tribal Council Limited	0.560586937	0.314182851	ALBERTA
Bigstone Cree Nation Child & Family Services Society	0.615571732	0.180113596	ALBERTA
Blood Tribe Family & Community Support Services	0.265163442	0.077585663	ALBERTA
Kasohkowew Child and Wellness Society (2012)	0.211004693	0.06173905	ALBERTA
Lesser Slave Lake Indian Regional Council	0.517432136	0.15139838	ALBERTA
Little Red River Cree Nation Mawawi Awasis Society	0.806088244	0.386015459	ALBERTA
Mamowe Opikihawasowin Tribal Chief Child & Family Services West Society	0.49732026	0.145513733	ALBERTA
Mistikaskiy Ohipikihawasowin Mamawintowin Society	0.579306631	0.169502586	ALBERTA
North Peace Tribal Council Child and Family Services	0.607037812	0.177616609	ALBERTA
Pikani Child and Family Services	0.263794502	0.077185117	ALBERTA

Saddle Lake Band	0.285050124	0.08340442	ALBERTA
Siksika Family Services Corporation	0.211306639	0.061827398	ALBERTA
Stoney Nakoda	0.186090000	0.05444912	ALBERTA
Sunchild CFS Society	0.393539443	0.11514792	ALBERTA
Tribal Chief Child & Family Services Agency East	0.421058367	0.123199837	ALBERTA
Tsuu T'ina Nation Child and Family Services Society	0.106117604	0.031049547	ALBERTA
Western Cree Tribal Council - Child, Youth & Family Enhancement Agency	0.417077108	0.122034938	ALBERTA
Whitefish Lake CFS	0.597386882	0.174792789	ALBERTA
Eel River Bar Child & Family Services (Ugpi-ganjig Child and Family Services)	0.414180022	0.121187263	NEW BRUNSWICK
Esgenooetitj Child and Family Services	0.392646262	0.114886579	NEW BRUNSWICK
Kingsclear Child and Family Services	0.297875157	0.087156968	NEW BRUNSWICK
Mi'gmaq Child and Family Services of New Brunswick Inc.	0.361742547	0.105844287	NEW BRUNSWICK
Mi'kmaq Confederacy of PEI	0.366839160	0.107335534	PRINCE EDWARD ISLAND
Mi'kmaw Family and Childrens Services of Nova Scotia	0.358286117	0.104832951	NOVA SCOTIA
Oetjgoapeniag EInoei Family Services	0.350090041	0.102434815	NEW BRUNSWICK
Oromocto Child and Family Services	0.298075853	0.087215691	NEW BRUNSWICK
St. Mary's Child and Family Services	0.293147683	0.08577373	NEW BRUNSWICK
Tobique Child & Family Services Inc.	0.435127045	0.12731627	NEW BRUNSWICK
Woodstock Child and Family Services	0.387003736	0.1132356	NEW BRUNSWICK
Ayas Men Men Child and Family Services	0.074674819	0.021849526	BRITISH COLUMBIA
Carrier Sekani Family Services	0.536053849	0.307004576	BRITISH COLUMBIA
Denisiqi Services Society	0.602415646	0.176264183	BRITISH COLUMBIA
Fraser Valley Aboriginal Children and Family Services Society (FVACFSS)	0.168504941	0.049303809	BRITISH COLUMBIA
Gitxsan Child and Family Services Society	0.523500539	0.153173968	BRITISH COLUMBIA
Haida Child and Family Services Society	0.632264645	0.335155434	BRITISH COLUMBIA
Heiltsuk Kaxla Society	0.756247419	0.371432252	BRITISH COLUMBIA
K'wak'walat'si ('Namgis) Child and Family Services	0.516047101	0.150993125	BRITISH COLUMBIA

Knucwentwecw Society	0.47261564	0.138285269	BRITISH COLUMBIA
Ktunaxa / Kinbasket Child and Family Services Society	0.431852028	0.126358014	BRITISH COLUMBIA
Kwumut Lelum Child and Family Services Society	0.16629287	0.198814131	BRITISH COLUMBIA
Lalum'utul Smun'eem Child and Family Services	0.158184389	0.04628406	BRITISH COLUMBIA
Nezul Be Hunuyeh Child and Family Services Society	0.525000278	0.153612785	BRITISH COLUMBIA
Nil / Tuo Child and Family Services Society	0.148710756	0.043512117	BRITISH COLUMBIA
Nisga'a Child & Family Services	0.537051689	0.30729654	BRITISH COLUMBIA
Niha'7 Kapmx Child and Family Services Society	0.379009058	0.110896393	BRITISH COLUMBIA
Northwest Inter-Nation Family and Community Services Society	0.480951464	0.290881859	BRITISH COLUMBIA
Scw'Exmx Child and Family Services Society	0.325115829	0.095127469	BRITISH COLUMBIA
Secwepemc Child and Family Services Agency	0.327314858	0.095770896	BRITISH COLUMBIA
Usma Nuu-chah-nulth Child and Family Services	0.451797712	0.282351599	BRITISH COLUMBIA
Anishinaabe Child and Family Services	0.651723837	0.190691544	MANITOBA
Awasis Agency of Northern Manitoba	0.712926357	0.358756699	MANITOBA
Cree Nation Child and Family Caring Agency	0.652186198	0.340984394	MANITOBA
Dakota Ojibway Child and Family Services	0.292593026	0.08561144	MANITOBA
Dakota Tiwahe Services Inc.	0.394321922	0.11537687	MANITOBA
Intertribal Child and Family Services	0.559176651	0.163612642	MANITOBA
Island Lake First Nations Family Services	0.59705625	0.324853612	MANITOBA
Kinonje Abinoonjiiag Nigan Inc.	0.718832785	0.210327329	MANITOBA
Kinosao Sipi Minisowin Agency	0.666146168	0.194911455	MANITOBA
Nikan Awasisak Agency	0.533474446	0.15609229	MANITOBA
Nisichawayasihk Cree Nation Family and Community Service	0.594119902	0.173836885	MANITOBA
Opaskwayak Cree Nation Child and Family Services Agency	0.470172871	0.137570526	MANITOBA
Sagkeeng Child and Family Services	0.288510312	0.084416855	MANITOBA
Sandy Bay Child and Family Services	0.308539826	0.090277403	MANITOBA
Southeast Child and Family Services	0.648318591	0.339852749	MANITOBA
West Region Child and Family Services	0.501362133	0.146696367	MANITOBA

Akwesasne Child and Family Services -	0.138017478	0.04038331	ONTARIO
Anishinaabe Abinoojii Family Services	0.494240015	0.294770031	ONTARIO
Dilico Anishinabek Family Care	0.464702162	0.13596982	ONTARIO
Dnaagdawenmag Binnoojiyag Child and Family Services	0.144102247	0.042163687	ONTARIO
Kina Gbezhgomi Child and Family Services	0.417469407	0.122149722	ONTARIO
Kunuwanimano Child and Family Services	0.519639252	0.152044172	ONTARIO
Mnaasged Child and Family Services	0.194707479	0.056970557	ONTARIO
NIIJAANSINAANIK CHILD AND FAMILY SERVICES	0.336773992	0.098538597	ONTARIO
Nogdawindamin Family and Community Services	0.360323673	0.105429131	ONTARIO
Ogwadeni:Deo	0.078200000	0.022880978	ONTARIO
Payukotayno James and Hudson Bay Family Services	0.737582769	0.365971057	ONTARIO
Tikinagan Child and Family Services	0.746085668	0.368458968	ONTARIO
Weechi-It-Te-Win Family Services	0.545020474	0.159470607	ONTARIO
Conseil de la Nation Atikamekw (CNA)	0.515634749	0.150872472	QUEBEC
Conseil de la Première Nation des Innus Essipit	0.362386428	0.106032684	QUEBEC
Conseil des Innus de Pessamit	0.440954123	0.129021248	QUEBEC
Grand Conseil Nation Waban-Aki Inc.	0.14113451	0.04129534	QUEBEC
Innu Takuaikan Uashat Mak Mani Utenam	0.391799305	0.114638763	QUEBEC
Kitigan Zibi Anishinabeg Nation	0.253027208	0.074034654	QUEBEC
Le Regroupement Mamit-Innuat Inc.	0.685474423	0.350724383	QUEBEC
Listuguj Mi'gmaq Government	0.395195231	0.115632396	QUEBEC
Micmacs of Gesgapegiag	0.45160825	0.132138599	QUEBEC
MINO OBIGIWASIN SERVICES ENFANCE & FAMILLE	0.428837637	0.125476017	QUEBEC
Mohawk Council of Kahnawake	0.099227836	0.029033631	QUEBEC
Nation Huronne Wendat	0.142497956	0.041694279	QUEBEC
Nation Innue Matimekush-Lac-John	0.799596381	0.384115968	QUEBEC
Pekuakamiulnuatsh Takuhikan/Conseil des Montagnais du Lac St-Jean	0.351164781	0.102749279	QUEBEC
Agency Chiefs Child and Family Services Corp.	0.444862637	0.130164862	SASKATCHEWAN

Ahtahkakoop Child and Family Services Incorporated	0.356617857	0.104344825	SASKATCHEWAN
Awasisak Nikan	0.454062477	0.132856695	SASKATCHEWAN
Kanaweyimik Child and Family Services, Inc.	0.351309517	0.102791628	SASKATCHEWAN
Keyanow Child and Family Centre Inc.	0.434682597	0.127186227	SASKATCHEWAN
Lac La Ronge Indian Band Child and Family Services Agency Inc.	0.520685904	0.152350418	SASKATCHEWAN
Mistahi Sipiy Child and Family Services	0.364334809	0.106602772	SASKATCHEWAN
MLTC Child and Family Services	0.564681183	0.165223244	SASKATCHEWAN
Montreal Lake Child and Family Agency	0.447011085	0.130793488	SASKATCHEWAN
Nechapanuk Centre Child and Family Services	0.586330429	0.171557719	SASKATCHEWAN
Onion Lake Family Services Inc.	0.414959235	0.121415257	SASKATCHEWAN
Peter Ballantyne Child and Family services	0.597783426	0.174908816	SASKATCHEWAN
QBOW Child and Family Services	0.316347423	0.092561872	SASKATCHEWAN
STC Health & Family Services Inc.	0.345398336	0.101062042	SASKATCHEWAN
Sturgeon Lake Child and Family Services Inc.	0.34928708	0.102199872	SASKATCHEWAN
Touchwood Child and Family Services Inc.	0.366672722	0.107286835	SASKATCHEWAN
Wahkotowin Child and Family Services	0.422855311	0.123725615	SASKATCHEWAN
Yellow ThunderBird Lodge	0.406674093	0.118991061	SASKATCHEWAN
Yuthe Dene Sekwi Chu L A Koe Betsedi Inc. / Athabasca Denesuline Child & Family Services Inc.	0.769517879	0.37531513	SASKATCHEWAN
		Average=15%	

First Nations affiliated to an FNCFS agency

IFSD re-estimated ISC’s Cost Adjustment Factor model (CAF) and used it to estimate remoteness quotients for First Nations affiliated to an FNCFS agency. CAF uses Statistic Canada’s remoteness index and considers whether a community has access to roads. ISC has recommended that CAF-based quotients be scaled down such that the average quotients be 15 percent. To scale down to 15 percent, the CAF estimate for each First Nation is multiplied by 0.15 and then divided by the average of the estimated CAF of all the First Nations affiliated to an FNCFS agency.

Band number	First Nation	Statistics Canada's 2021 remoteness index	Remoteness quotient (scaled to 15%)	Province
442	Montana First Nation	0.22	0.061719546	ALBERTA
461	Mikisew Cree First Nation	0.75	0.356977263	ALBERTA
463	Athabasca Chipewyan First Nation	0.59	0.312164226	ALBERTA
467	Fort McKay First Nation	0.41	0.115080544	ALBERTA
468	Fort McMurray #468 First Nation	0.39	0.111132544	ALBERTA
470	Chipewyan Prairie First Nation	0.46	0.131145185	ALBERTA
458	Bigstone Cree Nation	0.62	0.174279856	ALBERTA
435	Blood Tribe	0.27	0.075072723	ALBERTA
444	Samson Cree Nation	0.21	0.05973937	ALBERTA
452	Kapawe'no First Nation	0.55	0.15438485	ALBERTA

454	Sawridge First Nation	0.47	0.131847811	ALBERTA
456	Sucker Creek	0.52	0.14829437	ALBERTA
457	Swan River First Nation	0.50	0.142665709	ALBERTA
447	Little Red River Cree Nation	0.81	0.373512716	ALBERTA
460	Beaver Lake Cree Nation	0.45	0.128693957	ALBERTA
469	Heart Lake First Nation	0.58	0.163533756	ALBERTA
445	Beaver First Nation	0.56	0.159482392	ALBERTA
446	Tallcree First Nation	0.62	0.175293828	ALBERTA
448	Dene Tha' First Nation	0.61	0.17373552	ALBERTA
436	Piikani Nation	0.26	0.074685151	ALBERTA
462	Saddle Lake Cree Nation	0.29	0.080703015	ALBERTA
430	Siksika Nation	0.21	0.059824857	ALBERTA
433	Chiniki	0.19	0.052685555	ALBERTA
473	Bearspaw	0.19	0.052685555	ALBERTA
475	Wesley	0.19	0.052685555	ALBERTA
434	Sunchild First Nation	0.39	0.111418367	ALBERTA
465	Frog Lake First Nation	0.43	0.12149337	ALBERTA
466	Kehewin Cree Nation	0.41	0.115409973	ALBERTA
432	Tsuut'ina Nation	0.11	0.030043876	ALBERTA
449	Horse Lake First Nation	0.39	0.111397385	ALBERTA
451	Duncan's First Nation	0.43	0.1227451	ALBERTA
455	Sturgeon Lake Cree Nation	0.42	0.119889895	ALBERTA
459	Whitefish Lake	0.60	0.169131385	ALBERTA
474	Woodland Cree First Nation	0.58	0.164012528	ALBERTA
555	Squamish	0.07	0.021141836	BRITISH COLUMBIA
607	Lake Babine Nation	0.54	0.152325022	BRITISH COLUMBIA
608	Takla Lake First Nation	0.76	0.360551544	BRITISH COLUMBIA
612	Nadleh Whuten	0.46	0.129527525	BRITISH COLUMBIA

613	Stellat'en First Nation	0.46	0.131095476	BRITISH COLUMBIA
615	Saik'uz First Nation	0.44	0.123440973	BRITISH COLUMBIA
619	Ts'il Kaz Koh (Burns Lake)	0.52	0.148198076	BRITISH COLUMBIA
620	Cheslatta Carrier Nation	0.56	0.158811945	BRITISH COLUMBIA
725	Wet'suwet'en	0.52	0.14763471	BRITISH COLUMBIA
726	Nee-Tahi-Buhn	0.57	0.160197988	BRITISH COLUMBIA
728	Yekooche	0.66	0.186864198	BRITISH COLUMBIA
729	Skin Tyee	0.56	0.159706927	BRITISH COLUMBIA
709	?Esdilagh First Nation	0.43	0.122517463	BRITISH COLUMBIA
710	Alexis Creek	0.60	0.170963166	BRITISH COLUMBIA
714	Xeni Gwet'in First Nations Government	0.65	0.18408114	BRITISH COLUMBIA
717	Yunesit'in Government	0.56	0.158434134	BRITISH COLUMBIA
718	Tl'esqox	0.49	0.139481663	BRITISH COLUMBIA
722	Ulkatcho	0.65	0.183438619	BRITISH COLUMBIA
558	Aitchelitz	0.16	0.045230711	BRITISH COLUMBIA
564	Kwantlen First Nation	0.13	0.037855746	BRITISH COLUMBIA
565	Matsqui	0.14	0.038233536	BRITISH COLUMBIA
570	Shxw̓h̓:y Village	0.16	0.045405841	BRITISH COLUMBIA
571	Skowkale	0.16	0.045797006	BRITISH COLUMBIA
572	Soowahlie	0.16	0.045847392	BRITISH COLUMBIA
573	Skwah	0.16	0.046078819	BRITISH COLUMBIA
574	Squiala First Nation	0.16	0.045445563	BRITISH COLUMBIA
575	Tzeachten	0.16	0.046665051	BRITISH COLUMBIA
576	Yakwekwioose	0.16	0.046053736	BRITISH COLUMBIA
578	Sumas First Nation	0.14	0.040930757	BRITISH COLUMBIA
579	Leq'a: mel First Nation	0.16	0.045828566	BRITISH COLUMBIA
582	Skawahlook First Nation	0.20	0.055488751	BRITISH COLUMBIA
583	Chawathil	0.20	0.056603637	BRITISH COLUMBIA

584	Cheam	0.18	0.050495098	BRITISH COLUMBIA
585	#N/A	0.18	0.051147432	BRITISH COLUMBIA
587	Shxw'ow'hamel First Nation	0.19	0.055045778	BRITISH COLUMBIA
589	Yale First Nation	0.21	0.058329765	BRITISH COLUMBIA
532	Kispiox	0.54	0.152194526	BRITISH COLUMBIA
533	Glen Vowell	0.54	0.151520398	BRITISH COLUMBIA
535	Gitsegukla	0.51	0.145513357	BRITISH COLUMBIA
536	Gitwangak	0.51	0.144220332	BRITISH COLUMBIA
537	Gitanyow	0.52	0.147950849	BRITISH COLUMBIA
669	Old Massett Village Council	0.65	0.328081006	BRITISH COLUMBIA
670	Skidegate	0.62	0.319958653	BRITISH COLUMBIA
538	Heiltsuk	0.76	0.359401847	BRITISH COLUMBIA
631	Namgis First Nation	0.53	0.1508143	BRITISH COLUMBIA
713	Canim Lake	0.51	0.145030511	BRITISH COLUMBIA
716	Xat'sull	0.45	0.126978367	BRITISH COLUMBIA
719	Williams Lake	0.43	0.121640605	BRITISH COLUMBIA
723	Stswecem'c Xgat'tem First Nation	0.51	0.145792131	BRITISH COLUMBIA
602	?aq'am	0.39	0.109148552	BRITISH COLUMBIA
603	Tobacco Plains	0.47	0.132635822	BRITISH COLUMBIA
604	?Akisq'nuk First Nation	0.46	0.12973399	BRITISH COLUMBIA
605	Shuswap	0.46	0.130073638	BRITISH COLUMBIA
606	Lower Kootenay	0.43	0.12129503	BRITISH COLUMBIA
641	Stz'uminus First Nation	0.17	0.04835083	BRITISH COLUMBIA
643	Cowichan Lake	0.18	0.05044341	BRITISH COLUMBIA
645	Halalt	0.15	0.043382272	BRITISH COLUMBIA
646	Lyackson	0.18	0.197586923	BRITISH COLUMBIA
647	Malahat First Nation	0.16	0.046702141	BRITISH COLUMBIA
648	Snuneymuxw First Nation	0.16	0.045286965	BRITISH COLUMBIA

649	Nanoose First Nation	0.18	0.049767945	BRITISH COLUMBIA
650	Penelakut Tribe	0.16	0.19127503	BRITISH COLUMBIA
651	Qualicum	0.20	0.057107903	BRITISH COLUMBIA
642	Cowichan Tribes	0.16	0.044784955	BRITISH COLUMBIA
614	Nak'azdli	0.46	0.129572715	BRITISH COLUMBIA
617	Tl'azt'en Nation	0.64	0.180241569	BRITISH COLUMBIA
694	Cook's Ferry	0.39	0.109067348	BRITISH COLUMBIA
696	Nicomien	0.40	0.11247722	BRITISH COLUMBIA
704	Kanaka Bar	0.36	0.102001429	BRITISH COLUMBIA
705	Lytton	0.38	0.108241883	BRITISH COLUMBIA
706	Siska	0.36	0.101970854	BRITISH COLUMBIA
707	Skuppah	0.36	0.102021491	BRITISH COLUMBIA
640	Scia'new	0.17	0.048024966	BRITISH COLUMBIA
652	Pauquachin	0.15	0.0424254	BRITISH COLUMBIA
653	Tsartlip	0.15	0.041669567	BRITISH COLUMBIA
654	Tsawout First Nation	0.14	0.040713899	BRITISH COLUMBIA
655	Tseycum	0.15	0.042034259	BRITISH COLUMBIA
656	Songhees Nation	0.14	0.040601297	BRITISH COLUMBIA
657	T'Sou-ke First Nation	0.18	0.050405904	BRITISH COLUMBIA
671	Gingolx Village Government	0.54	0.297343442	BRITISH COLUMBIA
677	Gitlaxt'aamix Village Government (New Aiyansh)	0.54	0.152049365	BRITISH COLUMBIA
678	Laxgalts'ap Village Government	0.54	0.152049365	BRITISH COLUMBIA
679	Gitwinksihlkw	0.54	0.297343442	BRITISH COLUMBIA
672	Gitxaala Nation	0.54	0.298690703	BRITISH COLUMBIA
673	Metlakatla	0.43	0.267866797	BRITISH COLUMBIA
674	Lax Kw'alaams	0.50	0.286769557	BRITISH COLUMBIA
675	Gitga'at First Nation	0.59	0.311981431	BRITISH COLUMBIA
676	Haisla Nation	0.45	0.128060328	BRITISH COLUMBIA

680	Kitselas	0.42	0.118090421	BRITISH COLUMBIA
681	Kitsumkalum	0.41	0.117061374	BRITISH COLUMBIA
693	Coldwater	0.31	0.08695129	BRITISH COLUMBIA
695	Lower Nicola	0.32	0.090526057	BRITISH COLUMBIA
697	Upper Nicola	0.34	0.096446616	BRITISH COLUMBIA
698	Shackan	0.36	0.10079804	BRITISH COLUMBIA
699	Nooaitch	0.33	0.094663887	BRITISH COLUMBIA
684	Adams Lake	0.32	0.089407271	BRITISH COLUMBIA
686	Bonaparte	0.40	0.112700401	BRITISH COLUMBIA
687	Skeetchestn	0.36	0.10116402	BRITISH COLUMBIA
688	Tk'emlups Te Secwepemc	0.29	0.080733304	BRITISH COLUMBIA
690	Neskonlith	0.32	0.089428743	BRITISH COLUMBIA
691	Simpcw First Nation	0.39	0.11025512	BRITISH COLUMBIA
702	Whispering Pines/Clinton	0.34	0.096866338	BRITISH COLUMBIA
630	Mowachaht/Muchalaht	0.43	0.122070478	BRITISH COLUMBIA
634	Ehattesaht	0.52	0.29148149	BRITISH COLUMBIA
638	Ka:'yu:'k't'h'/Che:k:tl̓es7et'h' First Nations	0.71	0.345476304	BRITISH COLUMBIA
639	Nuchatlaht	0.63	0.323836306	BRITISH COLUMBIA
659	Ahousaht	0.56	0.304820013	BRITISH COLUMBIA
660	Tla-O-Qui-Aht First Nations	0.44	0.269674007	BRITISH COLUMBIA
661	Hesquiaht	0.72	0.350073818	BRITISH COLUMBIA
662	Ditidaht	0.21	0.059974223	BRITISH COLUMBIA
663	Huu-ay-aht First Nations	0.38	0.106788669	BRITISH COLUMBIA
664	Hupacasath First Nation	0.29	0.081053394	BRITISH COLUMBIA
665	Tseshaht	0.29	0.080736222	BRITISH COLUMBIA
666	Toquaht	0.39	0.110027262	BRITISH COLUMBIA
667	Uchucklesaht	0.37	0.250254842	BRITISH COLUMBIA
668	Yuu u i at Government (Ucluelet)	0.40	0.114423693	BRITISH COLUMBIA

271	Lake Manitoba First Nation	0.32	0.090208857	MANITOBA
272	Pinaymootang First Nation	0.72	0.203332124	MANITOBA
274	Little Saskatchewan First Nation	0.77	0.216851432	MANITOBA
275	Lake St. Martin First Nation	0.77	0.218321153	MANITOBA
316	Dauphin River First Nation	0.79	0.223822251	MANITOBA
296	God's Lake First Nation	0.79	0.367821949	MANITOBA
301	Bunibonibee Cree Nation	0.70	0.343816895	MANITOBA
302	Manto Sipi Cree Nation	0.76	0.359188679	MANITOBA
303	Sayisi Dene First Nation	0.92	0.404998841	MANITOBA
304	York Factory First Nation	0.60	0.316517053	MANITOBA
305	Fox Lake Cree Nation	0.64	0.18173388	MANITOBA
306	Tataskweyak Cree Nation	0.59	0.166733207	MANITOBA
307	Shamattawa First Nation	0.74	0.353726049	MANITOBA
308	Barren Lands First Nation	0.92	0.404998841	MANITOBA
317	Northlands Denesuline First Nation	0.78	0.364913909	MANITOBA
323	War Lake First Nation	0.62	0.320008541	MANITOBA
309	Chemawawin Cree Nation	0.58	0.16289988	MANITOBA
310	Misipawistik Cree Nation	0.73	0.205511728	MANITOBA
311	Mathias Colomb Cree Nation	0.73	0.35086655	MANITOBA
312	Mosakahiken Cree Nation	0.58	0.16518578	MANITOBA
314	Sapotaweyak Cree Nation	0.59	0.165905477	MANITOBA
324	Wuskwi Sipihk First Nation	0.53	0.150247231	MANITOBA
328	Marcel Colomb First Nation	0.78	0.220433392	MANITOBA
273	Roseau River Anishinabe First Nation Government	0.26	0.07279675	MANITOBA
284	Birdtail Sioux First Nation	0.44	0.124764171	MANITOBA
287	Long Plain First Nation	0.27	0.076583835	MANITOBA
288	Dakota Plains First Nation	0.28	0.07839782	MANITOBA
295	Dakota Tipi	0.26	0.072729626	MANITOBA

289	Canupawakpa Dakota First Nation	0.43	0.12074101	MANITOBA
293	Swan Lake First Nation	0.29	0.082550982	MANITOBA
264	Fisher River First Nation	0.56	0.158313355	MANITOBA
297	Garden Hill First Nations	0.61	0.318361602	MANITOBA
298	St. Theresa Point First Nation	0.61	0.317967597	MANITOBA
299	Wasagamack First Nation	0.58	0.309125522	MANITOBA
300	Red Sucker Lake First Nation	0.53	0.294034217	MANITOBA
278	Norway House Cree Nation	0.67	0.188598423	MANITOBA
276	Cross Lake Band	0.53	0.151036581	MANITOBA
313	Nisichawayasihk Cree Nation	0.52	0.148036627	MANITOBA
318	O-Pipon-Na-Piwin Cree Nation	0.79	0.222536278	MANITOBA
315	Opaskwayak Cree Nation	0.47	0.133114722	MANITOBA
262	Fort Alexander	0.29	0.081682658	MANITOBA
283	Sandy Bay Ojibway First Nation	0.31	0.087353388	MANITOBA
260	Black River First Nation	0.30	0.085996226	MANITOBA
261	Brokenhead Ojibway Nation	0.25	0.070653485	MANITOBA
263	Hollow Water First Nation	0.54	0.153915488	MANITOBA
265	Buffalo Point First Nation	0.50	0.14086417	MANITOBA
266	Berens River First Nation	0.96	0.272448441	MANITOBA
267	Bloodvein First Nation	0.79	0.223538994	MANITOBA
270	Little Grand Rapids First Nation	0.41	0.260976369	MANITOBA
277	Poplar River First Nation	0.90	0.39922322	MANITOBA
327	Pauingassi First Nation	0.46	0.275302174	MANITOBA
279	O-Chi-Chak-Ko-Sipi First Nation	0.59	0.165735263	MANITOBA
280	Ebb and Flow First Nation	0.51	0.144861344	MANITOBA
281	Skownan First Nation	0.61	0.172560059	MANITOBA
282	Pine Creek First Nation	0.56	0.159208911	MANITOBA
285	Waywayseecappo First Nation	0.43	0.123084337	MANITOBA

286	Keeseekoowenin Ojibway First Nation	0.42	0.120102091	MANITOBA
291	Rolling River First Nations	0.42	0.118764372	MANITOBA
292	Tootinaowaziibeeng First Nation	0.46	0.131465331	MANITOBA
294	Gambler First Nation	0.42	0.119988205	MANITOBA
268	Kinonjeoshtegon First Nation	0.72	0.203514989	MANITOBA
290	Sioux Valley Dakota Nation	0.39	0.111639902	MANITOBA
3	Elsipogtog First Nation	0.35	0.09911703	NEW BRUNSWICK
5	Esgenoùpetitj First Nation	0.39	0.111165491	NEW BRUNSWICK
11	Kingsclear First Nation	0.30	0.084334021	NEW BRUNSWICK
4	Buctouche MicMac Band	0.33	0.093562975	NEW BRUNSWICK
7	Eel Ground First Nation	0.36	0.101113501	NEW BRUNSWICK
9	Fort Folly First Nation	0.30	0.086000102	NEW BRUNSWICK
10	Indian Island First Nation	0.35	0.09955882	NEW BRUNSWICK
13	Pabineau First Nation	0.39	0.111719308	NEW BRUNSWICK
14	Metepenagiag Mi'kmaq Nation	0.37	0.10544554	NEW BRUNSWICK
12	Oromocto First Nation	0.30	0.084390842	NEW BRUNSWICK
15	St. Mary's First Nation	0.29	0.082995585	NEW BRUNSWICK
16	Tobique First Nation	0.44	0.123192594	NEW BRUNSWICK
17	Woodstock First Nation	0.39	0.109567987	NEW BRUNSWICK
8	Eel River Bar First Nation	0.41	0.117262101	NEW BRUNSWICK
18	Acadia First Nation	0.37	0.104680741	NOVA SCOTIA
19	Paqtnkek Mi'kmaw Nation	0.40	0.112080358	NOVA SCOTIA
20	Annapolis Valley First Nation	0.30	0.085089167	NOVA SCOTIA
21	Bear River First Nation	0.40	0.114561035	NOVA SCOTIA
22	Potlotek First Nation	0.41	0.116592834	NOVA SCOTIA
23	Eskaoni First Nation	0.38	0.108166244	NOVA SCOTIA
24	Pictou Landing First Nation	0.31	0.088743922	NOVA SCOTIA
25	Sipekne'katik First Nation	0.28	0.07967119	NOVA SCOTIA

26	Membertou	0.33	0.092705777	NOVA SCOTIA
27	Millbrook First Nation	0.27	0.075885614	NOVA SCOTIA
28	Wagmatcook	0.42	0.118140161	NOVA SCOTIA
29	We'koqma'q First Nation	0.42	0.120239315	NOVA SCOTIA
30	Glooscap First Nation	0.29	0.081744238	NOVA SCOTIA
159	Mohawks of Akwesasne	0.14	0.039075326	ONTARIO
147	Ochiichagwe'babigo'ining First Nation	0.44	0.125127609	ONTARIO
148	Eagle Lake First Nation	0.47	0.132898305	ONTARIO
149	Grassy Narrows First Nation	0.56	0.158082626	ONTARIO
151	Northwest Angle No.33 First Nation	0.52	0.293207577	ONTARIO
152	Animakee Wa Zhing 37 First Nation	0.52	0.148233841	ONTARIO
153	Wauzhushk Onigum Nation	0.43	0.120452754	ONTARIO
155	Shoal Lake No.40	0.30	0.231170927	ONTARIO
156	Wabauskang First Nation	0.56	0.158627247	ONTARIO
157	Wabigoon Lake Ojibway Nation	0.51	0.145027631	ONTARIO
158	Naotkamegwanning First Nation	0.53	0.149939944	ONTARIO
235	Obashkaandagaang First Nation	0.4224	0.119596131	ONTARIO
184	Long Lake No.58 First Nation	0.56	0.159133294	ONTARIO
185	Ginoogaming First Nation	0.57	0.160038205	ONTARIO
187	Fort William First Nation	0.30	0.08359775	ONTARIO
188	Gull Bay First Nation	0.47	0.131941644	ONTARIO
190	Whitesand First Nation	0.49	0.137988156	ONTARIO
191	Pays Plat First Nation	0.46	0.130057415	ONTARIO
192	Biigtigong Nishnaabeg	0.54	0.152539912	ONTARIO
193	Red Rock	0.43	0.121938408	ONTARIO
194	Animbiigoo Zaagi'igan Anishinaabek	0.61	0.17256861	ONTARIO
195	Pic Mobert	0.59	0.167876548	ONTARIO
196	Bingwi Neyaashi Anishinaabek	0.46	0.129555658	ONTARIO

197	Biinjitiwaabik Zaaging Anishinaabek	0.46	0.129379072	ONTARIO
225	Michipicoten First Nation	0.56	0.157367449	ONTARIO
134	Wahta Mohawk	0.16	0.043915288	ONTARIO
135	Moose Deer Point First Nation	0.28	0.079482875	ONTARIO
138	Georgina Island First Nation	0.10	0.028591707	ONTARIO
139	Chippewas of Rama First Nation	0.13	0.03649284	ONTARIO
140	Mississauga's of Scugog Island First Nation	0.10	0.027613242	ONTARIO
141	Beausoleil First Nation	0.15	0.043305907	ONTARIO
160	Alderville First Nation	0.14	0.038506909	ONTARIO
162	Hiawatha First Nation	0.14	0.038423984	ONTARIO
173	Zhiibaahaasing First Nation	0.64	0.180441704	ONTARIO
175	Wikwemikong	0.41	0.116786813	ONTARIO
176	Sheguiandah First Nation	0.40	0.114281407	ONTARIO
178	Sheshegwaning First Nation	0.64	0.179953894	ONTARIO
180	Aundeck-Omni-Kaning	0.40	0.1139019	ONTARIO
181	M'Chigeeng First Nation	0.42	0.117689648	ONTARIO
230	Whitefish River First Nation	0.39	0.109617693	ONTARIO
145	Taykwa Tagamou Nation	0.46	0.129929533	ONTARIO
182	Constance Lake First Nation	0.56	0.157163037	ONTARIO
219	Matachewan First Nation	0.46	0.129141109	ONTARIO
221	Chapleau Cree First Nation	0.60	0.170229212	ONTARIO
223	Missanabie Cree	0.31	0.088389652	ONTARIO
226	Mattagami First Nation	0.48	0.134836708	ONTARIO
228	Brunswick House First Nation	0.51	0.144476133	ONTARIO
229	#N/A	0.52	0.147024232	ONTARIO
233	Wahgoshig First Nation	0.44	0.123475353	ONTARIO
165	Caldwell	0.23	0.065683534	ONTARIO
166	Chippewas of the Thames First Nation	0.18	0.050443456	ONTARIO

167	Delaware Nation at Moraviantown	0.21	0.060198837	ONTARIO
168	Munsee-Delaware First Nation	0.18	0.049912617	ONTARIO
169	Oneida Nation of the Thames	0.17	0.047975259	ONTARIO
171	Kettle & Stony Point First Nation	0.22	0.062309281	ONTARIO
172	Aamjiwnaang First Nation	0.23	0.063901015	ONTARIO
179	Sagamok Anishnawbek First Nation	0.39	0.109300708	ONTARIO
198	Batchewana First Nation	0.38	0.108146351	ONTARIO
199	Garden River First Nation	0.32	0.090753742	ONTARIO
200	Mississauga First Nation	0.39	0.109145492	ONTARIO
201	Serpent River First Nation	0.38	0.106374647	ONTARIO
202	Thessalon First Nation	0.43	0.120543602	ONTARIO
224	Atikameksheng Anishnawbek	0.29	0.082984415	ONTARIO
244	Bay of Quinte Mohawk	0.08	0.022139881	ONTARIO
245	Tuscarora	0.08	0.022139881	ONTARIO
246	Oneida	0.08	0.022139881	ONTARIO
247	Onondaga Clear Sky	0.08	0.022139881	ONTARIO
248	Bearfoot Onondaga	0.08	0.022139881	ONTARIO
249	Upper Cayuga	0.08	0.022139881	ONTARIO
250	Lower Cayuga	0.08	0.022139881	ONTARIO
251	Konadaha Seneca	0.08	0.022139881	ONTARIO
252	Niharondasa Seneca	0.08	0.022139881	ONTARIO
253	Delaware	0.08	0.022139881	ONTARIO
254	Lower Mohawk	0.08	0.022139881	ONTARIO
255	Walker Mohawk	0.08	0.022139881	ONTARIO
257	Upper Mohawk	0.08	0.022139881	ONTARIO
142	Fort Albany and Kashechewan First Nation	0.93	0.408898159	ONTARIO
143	Attawapiskat First Nation	0.58	0.310377445	ONTARIO
144	Moose Cree First Nation	0.54	0.297688789	ONTARIO

146	Weenusk First Nation	0.98	0.422175363	ONTARIO
183	Eabametoong First Nation	0.66	0.331709275	ONTARIO
186	Martin Falls First Nation	0.67	0.333689874	ONTARIO
203	Mishkeegogamang Ojibway Nation	0.70	0.199412833	ONTARIO
204	North Caribou Lake First Nation	0.88	0.39400892	ONTARIO
205	Lac Seul First Nation	0.55	0.301722784	ONTARIO
206	Wapekeka First Nation	0.91	0.404312039	ONTARIO
207	Bearskin Lake First Nation	0.89	0.397848706	ONTARIO
208	Pikangikum First Nation	0.83	0.38087713	ONTARIO
210	Kasabonika Lake First Nation	0.61	0.318394698	ONTARIO
211	Sandy Lake First Nation	0.58	0.310190153	ONTARIO
212	Kingfisher Lake First Nation	0.88	0.393884286	ONTARIO
213	Muskrat Dam First Nation	0.82	0.37830075	ONTARIO
214	Sachigo Lake First Nation	0.85	0.385884583	ONTARIO
215	Fort Severn First Nation	0.91	0.404205603	ONTARIO
216	Cat Lake First Nation	0.85	0.387290963	ONTARIO
217	Wunnumin Lake First Nation	0.93	0.408956222	ONTARIO
234	Wawakapewin First Nation	0.68	0.33732867	ONTARIO
236	Poplar Hill First Nation	0.85	0.385929817	ONTARIO
237	Deer Lake First Nation	0.85	0.384576538	ONTARIO
238	North Spirit Lake First Nation	0.93	0.408619637	ONTARIO
239	Neskantaga First Nation	0.63	0.322512401	ONTARIO
240	Webequie First Nation	0.94	0.411654488	ONTARIO
241	Nibinamik First Nation	0.88	0.393081532	ONTARIO
242	Aroland First Nation	0.65	0.184700737	ONTARIO
258	Ojibway Nation of Saugeen	0.66	0.186667834	ONTARIO
259	Slate Falls Nation	0.69	0.339855453	ONTARIO
325	Keewaywin First Nation	0.89	0.396973854	ONTARIO

326	McDowell Lake	0.86	0.387955097	ONTARIO
136	Wasauksing First Nation	0.31	0.08789588	ONTARIO
137	Shawanaga First Nation	0.32	0.090267364	ONTARIO
174	Magnetawan First Nation	0.36	0.101636924	ONTARIO
218	Dokis First Nation	0.38	0.108343656	ONTARIO
220	Nipissing First Nation	0.31	0.086660507	ONTARIO
231	Henvey Inlet First Nation	0.36	0.100699032	ONTARIO
232	Wahnapitae First Nation	0.33	0.092448383	ONTARIO
124	Big Grassy River First Nation	0.62	0.174542333	ONTARIO
125	Anishnaabeg of Naongashiing	0.62	0.176021136	ONTARIO
126	Couchiching First Nation	0.47	0.133217044	ONTARIO
127	Lac La Croix First Nation	0.62	0.174183086	ONTARIO
128	Naicatchewenin First Nations	0.56	0.157805697	ONTARIO
129	Nigigoonsiminikaaning First Nation	0.53	0.149055821	ONTARIO
130	Rainy River First Nations	0.51	0.145441931	ONTARIO
131	Ojibways of Onigaming First Nation	0.54	0.153829444	ONTARIO
132	Seine River First Nation	0.57	0.161773424	ONTARIO
133	Mitaanjigamiing First Nation	0.56	0.157316358	ONTARIO
1	Abegweit First Nation	0.34	0.096134258	PRINCE EDWARD ISLAND
2	Lennox Island First Nation	0.38	0.108114028	PRINCE EDWARD ISLAND
77	Conseil des Atikamekw de Wemotaci	0.63	0.179697925	QUEBEC
78	Les Atikamekw de Manawan	0.44	0.125727643	QUEBEC
86	Innue Essipit	0.36	0.102598367	QUEBEC
85	Bande des Innus de Pessamit	0.44	0.124842349	QUEBEC
76	Montagnais du Lac St.-Jean	0.35	0.099421309	QUEBEC
71	Première Nation des Abénakis de Wôlinak	0.15	0.04140489	QUEBEC
72	Odanak	0.14	0.039325353	QUEBEC
80	Innu Takuaikan Uashat Mak Mani-Utenam	0.39	0.110925702	QUEBEC

73	Kitigan Zibi Anishinabeg	0.25	0.071636729	QUEBEC
82	Les Innus de Ekuanitshit	0.53	0.149663101	QUEBEC
84	Montagnais de Unamen Shipu	0.73	0.352614988	QUEBEC
88	Montagnais de Pakua Shipi	0.77	0.362003008	QUEBEC
83	Première Nation des Innus de Nutashkuan	0.70	0.197989274	QUEBEC
51	Listuguj Mi'gmaq Government	0.40	0.111887152	QUEBEC
52	Micmacs of Gesgapegiag	0.45	0.127858731	QUEBEC
70	Mohawks of Kahnawake	0.10	0.028093254	QUEBEC
50	Nation Huronne Wendat	0.14	0.040343833	QUEBEC
87	La Nation Innu Matimekush-Lac John	0.80	0.371674748	QUEBEC
55	Conseil de la Première Nation Abitibiwinni	0.40	0.112009239	QUEBEC
62	Communauté Anicinape de Kitcisakik	0.46	0.129937559	QUEBEC
63	Nation Anishnabe du Lac Simon	0.41	0.115199402	QUEBEC
67	Winneway	0.52	0.147874617	QUEBEC
404	Big River First Nation	0.36	0.10314999	SASKATCHEWAN
405	Pelican Lake First Nation	0.49	0.138038506	SASKATCHEWAN
372	Whitecap Dakota First Nation	0.26	0.074019698	SASKATCHEWAN
407	Witchekan Lake First Nation	0.46	0.128874846	SASKATCHEWAN
406	Ahtahkakoop Cree Nation	0.36	0.100965177	SASKATCHEWAN
349	Thunderchild First Nation	0.45	0.128553569	SASKATCHEWAN
342	Moosomin First Nation	0.36	0.100718904	SASKATCHEWAN
343	Mosquito, Grizzly Bear's Head, Lean Man First Nation	0.34	0.097268397	SASKATCHEWAN
346	Red Pheasant First Nation	0.35	0.098315983	SASKATCHEWAN
347	Saulteaux First Nation (SK)	0.36	0.102120636	SASKATCHEWAN
348	Sweetgrass First Nation	0.34	0.09742917	SASKATCHEWAN
340	Little Pine First Nation	0.44	0.1240734	SASKATCHEWAN
341	Lucky Man	0.34	0.097555141	SASKATCHEWAN

345	Poundmaker Cree Nation	0.43	0.12261973	SASKATCHEWAN
353	Lac La Ronge Indian Band	0.52	0.147415906	SASKATCHEWAN
394	Canoe Lake Cree First Nation	0.63	0.177974491	SASKATCHEWAN
395	Flying Dust First Nation	0.44	0.124884533	SASKATCHEWAN
396	Makwa Sahgaiehcan First Nation	0.46	0.128928496	SASKATCHEWAN
397	Ministikwan Lake Cree Nation	0.45	0.127634856	SASKATCHEWAN
398	Buffalo River Dene Nation	0.73	0.206513441	SASKATCHEWAN
400	English River First Nation	0.68	0.193514514	SASKATCHEWAN
401	Clearwater River Dene	0.57	0.160558073	SASKATCHEWAN
402	Waterhen Lake First Nation	0.53	0.150816461	SASKATCHEWAN
403	Birch Narrows First Nation	0.67	0.190576244	SASKATCHEWAN
354	Montreal Lake Cree Nation	0.45	0.126557188	SASKATCHEWAN
350	Cumberland House Cree Nation	0.68	0.191432847	SASKATCHEWAN
356	Red Earth First Nation	0.55	0.156111811	SASKATCHEWAN
357	Shoal Lake Cree Nation	0.55	0.155700366	SASKATCHEWAN
344	Onion Lake Cree Nation	0.41	0.117482711	SASKATCHEWAN
355	Peter Ballantyne Cree Nation	0.60	0.169243654	SASKATCHEWAN
358	Wahpeton Dakota Nation	0.33	0.092388804	SASKATCHEWAN
369	Beardy's and Okemasis First Nation	0.32	0.09065379	SASKATCHEWAN
385	Piapot First Nation	0.30	0.085091714	SASKATCHEWAN
386	Standing Buffalo Dakota Nation	0.32	0.091208412	SASKATCHEWAN
388	Wood Mountain First Nation	0.52	0.14715289	SASKATCHEWAN
371	Muskoday First Nation	0.32	0.091586404	SASKATCHEWAN
373	One Arrow First Nation	0.32	0.090420553	SASKATCHEWAN
374	Mistawasis First Nation	0.34	0.097256955	SASKATCHEWAN
375	Muskeg Lake Cree Nation	0.34	0.095357671	SASKATCHEWAN
377	Kinistin Saulteaux Nation	0.45	0.127208751	SASKATCHEWAN
360	Sturgeon Lake First Nation	0.35	0.098889697	SASKATCHEWAN

383	Pasqua First Nation	0.32	0.091165492	SASKATCHEWAN
389	Day Star First Nation	0.38	0.10625145	SASKATCHEWAN
391	George Gordon First Nation	0.35	0.09967045	SASKATCHEWAN
392	Muskowekwan First Nation	0.37	0.104358635	SASKATCHEWAN
393	Kawacatoose First Nation	0.36	0.102842452	SASKATCHEWAN
370	James Smith Cree Nation	0.42	0.119718237	SASKATCHEWAN
381	Muscowpetung First Nation	0.31	0.087596987	SASKATCHEWAN
362	Kahkewistahaw First Nation	0.38	0.106343838	SASKATCHEWAN
363	Ochapowace First Nation	0.38	0.106443699	SASKATCHEWAN
364	Sakimay First Nations	0.37	0.103785492	SASKATCHEWAN
365	White Bear First Nation	0.46	0.130678987	SASKATCHEWAN
366	Cote First Nation	0.46	0.130637524	SASKATCHEWAN
367	Keeseekoose First Nation	0.47	0.132241961	SASKATCHEWAN
368	The Key First Nation	0.47	0.132924652	SASKATCHEWAN
379	Little Black Bear First Nation	0.35	0.100434898	SASKATCHEWAN
380	Nekaneet First Nation	0.43	0.122741156	SASKATCHEWAN
384	Peepeekisis Cree Nation	0.34	0.09724667	SASKATCHEWAN
387	Star Blanket Cree Nation	0.34	0.096305428	SASKATCHEWAN
408	Ocean Man First Nation	0.36	0.102115168	SASKATCHEWAN
409	Pheasant Rump Nakota Nation	0.37	0.10610207	SASKATCHEWAN
351	Fond Du Lac Denesuline First Nation	0.72	0.350342616	SASKATCHEWAN
352	Hatchet Lake Denesuline Nation	0.74	0.356045759	SASKATCHEWAN
359	Black Lake Denesuline First Nation	0.82	0.378475486	SASKATCHEWAN
			average=15%	

First Nations not affiliated to an FNCFS agency

IFSD re-estimated ISC’s Cost Adjustment Factor model (CAF) and used it to estimate remoteness quotients for First Nations not affiliated to an FNCFS agency. CAF uses Statistic Canada’s remoteness index and considers whether a community has access to roads. ISC has recommended that CAF-based quotients be scaled down such that the average quotients be 15 percent. To scale down to 15 percent, the CAF estimate for each First Nation is multiplied by 0.15 and then divided by the average of the estimated CAF of all the First Nations not affiliated to an FNCFS agency.

Band number	First Nation not affiliated to an FNCFS agency	Statistics Canada's 2021 remoteness index	Remoteness quotient (scaled to 15%)	Province/Territory
431	O'Chiese	0.403827081	0.11886058	ALBERTA
437	Alexis Nakota Sioux Nation	0.22080741	0.064991423	ALBERTA
438	Alexander	0.192833503	0.056757714	ALBERTA
440	Enoch Cree Nation #440	0.146248883	0.043046214	ALBERTA
441	Paul	0.208675308	0.061420517	ALBERTA
443	Ermineskin Tribe	0.208326394	0.061317819	ALBERTA
450	Driftpile Cree Nation	0.5164636	0.152013488	ALBERTA
464	Cold Lake First Nations	0.395228003	0.116329568	ALBERTA
530	Witset First Nation	0.500328801	0.147264446	BRITISH COLUMBIA
531	Gitanmaax	0.518171856	0.152516288	BRITISH COLUMBIA
534	Hagwilget First Nation Government	0.515155366	0.151628428	BRITISH COLUMBIA
539	Nuxalk Nation	0.723267385	0.21288315	BRITISH COLUMBIA
540	Kitasoo	0.63448896	0.337802892	BRITISH COLUMBIA

541	Wuikinuxv Nation	0.845159795	0.399810763	BRITISH COLUMBIA
542	Saulteau First Nations	0.504807192	0.148582595	BRITISH COLUMBIA
543	Fort Nelson First Nation	0.549361912	0.161696624	BRITISH COLUMBIA
544	Prophet River First Nation	0.66858107	0.196787035	BRITISH COLUMBIA
545	West Moberly First Nations	0.510852984	0.150362086	BRITISH COLUMBIA
546	Halfway River First Nation	0.515124627	0.151619381	BRITISH COLUMBIA
547	Blueberry River First Nations	0.501728189	0.147676336	BRITISH COLUMBIA
548	Doig River First Nation	0.477763505	0.140622683	BRITISH COLUMBIA
549	Tsleil-Waututh Nation	0.06260082	0.018425634	BRITISH COLUMBIA
550	Musqueam	0.062548456	0.018410221	BRITISH COLUMBIA
551	Sechelt	0.204315348	0.060137227	BRITISH COLUMBIA
552	Homalco	0.304788473	0.089710018	BRITISH COLUMBIA
553	Klahoose First Nation	0.355099294	0.25556864	BRITISH COLUMBIA
554	Tla'amin Nation	0.330144927	0.097173318	BRITISH COLUMBIA
556	N'Quatqua	0.483843414	0.142412215	BRITISH COLUMBIA
557	Lil'wat Nation	0.224072036	0.065952318	BRITISH COLUMBIA
560	Kwikwetlem First Nation	0.096016292	0.028260988	BRITISH COLUMBIA
561	Douglas	0.22365571	0.216880149	BRITISH COLUMBIA
562	Skatin Nations	0.500962025	0.298501196	BRITISH COLUMBIA
563	Katzie	0.117261111	0.034514089	BRITISH COLUMBIA
566	New Westminster	0.130000000	0.038263594	BRITISH COLUMBIA
567	Samahquam	0.491004211	0.29557026	BRITISH COLUMBIA
568	Sq'ewlets	0.167420475	0.049277762	BRITISH COLUMBIA
569	Semiahmoo	0.119225573	0.035092299	BRITISH COLUMBIA
577	Tsawwassen First Nation	0.098271159	0.028924675	BRITISH COLUMBIA
580	Kwaw-kwaw-Apilt	0.161458138	0.047522836	BRITISH COLUMBIA
581	Seabird Island	0.185855474	0.054703834	BRITISH COLUMBIA
586	Peters First Nation	0.190561000	0.056088836	BRITISH COLUMBIA

588	Union Bar First Nation	0.207500269	0.061074662	BRITISH COLUMBIA
590	Bridge River	0.428610972	0.126155355	BRITISH COLUMBIA
591	Cayoose Creek	0.423949502	0.124783320	BRITISH COLUMBIA
592	Xaxli'p	0.425435113	0.125220588	BRITISH COLUMBIA
593	T'it'q'et	0.424046314	0.124811815	BRITISH COLUMBIA
594	Ts'kw'aylaxw First Nation	0.421360082	0.124021162	BRITISH COLUMBIA
595	Tsal'alh	0.505231374	0.148707447	BRITISH COLUMBIA
596	Osoyoos	0.313691627	0.092330531	BRITISH COLUMBIA
597	Penticton	0.283715425	0.083507475	BRITISH COLUMBIA
598	Lower Similkameen	0.335432293	0.098729577	BRITISH COLUMBIA
599	Upper Similkameen	0.349793023	0.102956448	BRITISH COLUMBIA
601	Westbank First Nation	0.233659246	0.068774173	BRITISH COLUMBIA
609	Tsay Keh Dene	0.747282581	0.37100204	BRITISH COLUMBIA
610	Kwadacha	0.761942467	0.375316963	BRITISH COLUMBIA
611	Lheidli T'enneh	0.352794137	0.103839781	BRITISH COLUMBIA
616	Okanagan	0.266369884	0.078402070	BRITISH COLUMBIA
618	McLeod Lake	0.464315854	0.136664564	BRITISH COLUMBIA
622	Campbell River	0.310711324	0.091453322	BRITISH COLUMBIA
623	Cape Mudge	0.310465676	0.09138102	BRITISH COLUMBIA
624	K'ómoks First Nation	0.286919371	0.08445051	BRITISH COLUMBIA
625	Kwikwasut'inuxw Haxwa'mis	0.848701176	0.400853117	BRITISH COLUMBIA
626	Kwakiutl	0.511395171	0.15052167	BRITISH COLUMBIA
627	Gwawaenuk Tribe	0.778119171	0.380078339	BRITISH COLUMBIA
628	Kwiahah	0.52	0.153054376	BRITISH COLUMBIA
629	Mamalilikulla First Nation	0.52	0.153054376	BRITISH COLUMBIA
632	Tlatlasikwala	0.575516314	0.169394788	BRITISH COLUMBIA
633	Quatsino	0.516046897	0.151890838	BRITISH COLUMBIA
635	Da'naxda'xw First Nation	0.637712777	0.187701406	BRITISH COLUMBIA

636	Dzawada'enuxw First Nation	0.840667537	0.398488533	BRITISH COLUMBIA
644	Esquimalt	0.143437602	0.042218755	BRITISH COLUMBIA
658	Pacheedaht First Nation	0.21061607	0.061991752	BRITISH COLUMBIA
682	Tahltan	0.686180073	0.201967044	BRITISH COLUMBIA
683	Iskut	0.665609486	0.195912393	BRITISH COLUMBIA
685	Ashcroft	0.404724858	0.119124828	BRITISH COLUMBIA
689	Little Shuswap Lake	0.318907233	0.093865668	BRITISH COLUMBIA
692	Oregon Jack Creek	0.4089459	0.120367229	BRITISH COLUMBIA
700	Boothroyd	0.353075901	0.103922715	BRITISH COLUMBIA
701	Boston Bar First Nation	0.347598214	0.102310438	BRITISH COLUMBIA
703	High Bar	0.449983361	0.132446005	BRITISH COLUMBIA
708	Spuzzum	0.221888834	0.065309725	BRITISH COLUMBIA
711	Esk'etemc	0.495993734	0.145988483	BRITISH COLUMBIA
712	Tl'etinqox Government	0.562585717	0.165588857	BRITISH COLUMBIA
715	Lhtako Dene Nation	0.397000598	0.116851305	BRITISH COLUMBIA
720	Nazko First Nation	0.56929942	0.167564937	BRITISH COLUMBIA
721	Lhoosk'uz Dene Nation	0.608781283	0.330236214	BRITISH COLUMBIA
723	Stswecem'c Xgat'tem First Nation	0.514950591	0.151568156	BRITISH COLUMBIA
724	Gwa'Sala-Nakwaxda'xw	0.513922717	0.151265616	BRITISH COLUMBIA
501	Taku River Tlingit	0.5622374	0.165486335	BRITISH COLUMBIA
504	Dease River	0.632523724	0.186174084	BRITISH COLUMBIA
265	Buffalo Point First Nation	0.4975446	0.146444958	MANITOBA
6	Madawaska Maliseet First Nation	0.385143982	0.113361484	NEW BRUNSWICK
32	Mushuau Innu First Nation	0.747292402	0.371004931	NEWFOUNDLAND AND LABRADOR
33	Sheshatshiu Innu First Nation	0.515412502	0.151704113	NEWFOUNDLAND AND LABRADOR
34	Qalipu Mi'kmaq First Nation	0.57	0.167771142	NEWFOUNDLAND AND LABRADOR

47	Miawpukek	0.568042647	0.167195024	NEWFOUNDLAND AND LABRADOR
120	Mississaugas of the Credit	0.09931162	0.029230919	ONTARIO
122	Chippewas of Nawash First Nation	0.313682492	0.092327842	ONTARIO
131	Ojibways of Onigaming First Nation	0.543339083	0.159923892	ONTARIO
154	Iskatewizaagegan #39 Independent First Nation	0.305871261	0.090028721	ONTARIO
161	Curve Lake	0.146250001	0.043046544	ONTARIO
163	Algonquins of Pikwakanagan First Nation	0.253106023	0.074498047	ONTARIO
164	Mohawks of the Bay of Quinte	0.259862076	0.076486592	ONTARIO
170	Walpole Island	0.2457465	0.072331879	ONTARIO
189	Lac Des Mille Lacs	0.454603109	0.133805759	ONTARIO
220	Nipissing First Nation	0.30609251	0.090093842	ONTARIO
222	Temagami First Nation	0.402310917	0.269464689	ONTARIO
227	Flying Post	0.465874244	0.137123253	ONTARIO
258	Ojibway Nation of Saugeen	0.659327158	0.194063282	ONTARIO
53	La Nation Micmac de Gespeg	0.44	0.129507549	QUEBEC
54	Première Nation Wolastoqiyik (Malécite) Wahsipekuk	0.44	0.129507549	QUEBEC
56	Waswanipi	0.593949434	0.174820307	QUEBEC
57	Eastmain	0.781510656	0.230026203	QUEBEC
58	Cree Nation of Chisasibi	0.526168576	0.154870005	QUEBEC
59	Cree Nation of Nemaska	0.766451364	0.225593721	QUEBEC
60	Cree Nation of Wemindji	0.595777889	0.175358486	QUEBEC
61	The Crees of the Waskaganish First Nation	0.573921163	0.319975649	QUEBEC
64	Timiskaming First Nation	0.415832044	0.122394065	QUEBEC
65	Kebaowek First Nation/Eagle Village First Nation-Kipawa	0.425087545	0.125118286	QUEBEC

68	Wolf Lake	0.469939373	0.138319764	QUEBEC
69	Mohawks of Kanesatake	0.123202829	0.036262946	QUEBEC
74	Algonquins of Barriere Lake	0.502674902	0.147954987	QUEBEC
75	Cree Nation of Mistissini	0.508534319	0.14967962	QUEBEC
81	Naskapi Nation of Kawawachikamach	0.799745143	0.386443626	QUEBEC
89	Oujé-Bougoumou Cree Nation	0.541140558	0.159276789	QUEBEC
95	Première nation de Whapmagoostui	0.591305409	0.325092447	QUEBEC
346	Red Pheasant	0.347260674	0.102211088	SASKATCHEWAN
378	Carry The Kettle	0.340195636	0.100131597	SASKATCHEWAN
382	Okanese	0.346095699	0.101868194	SASKATCHEWAN
376	Yellow Quill	0.49149458	0.144664223	SASKATCHEWAN
399	Big Island Lake Cree Nation	0.472579261	0.139096776	SASKATCHEWAN
491	Carcross/Tagish First Nation	0.510156558	0.150157103	YUKON
492	Little Salmon/Carmacks First Nation	0.554700664	0.163268007	YUKON
494	Tr'ondëk Hwëch'in	0.609316412	0.179343352	YUKON
495	First Nation of Nacho Nyak Dun	0.79355221	0.233570458	YUKON
496	Vuntut Gwitchin First Nation	0.82624146	0.394242429	YUKON
497	Ross River	0.614518831	0.180874607	YUKON
498	Selkirk First Nation	0.799701969	0.235380549	YUKON
499	Teslin Tlingit Council	0.551249282	0.162252143	YUKON
500	Kwanlin Dun First Nation	0.55	0.161884436	YUKON
502	Liard First Nation	0.621970699	0.183067956	YUKON
503	Kluane First Nation	0.58656147	0.172645768	YUKON
506	White River First Nation	0.893500905	0.26298889	YUKON
507	Champagne and Aishihik First Nations*	0.543033311	0.159833893	YUKON
508	Ta'an Kwach'an	0.435722996	0.128248675	YUKON
			Average=15%	



APPENDIX P

ADDITIONAL COST CONSIDERATIONS

Consideration	Cost Estimate
Office Space <i>Costs associated with the purchase, rental, or fit-up of office space.</i>	\$ _____
Repairs, Maintenance <i>Costs associated with the upkeep of capital goods or assets (e.g., the cost of repairing plumbing).</i>	\$ _____
Office Supplies <i>Costs associated with the purchase of administrative supplies, e.g., pens and notebooks.</i>	\$ _____
Vehicles <i>Costs associated with the purchase or rental of transportation equipment, e.g., the purchase of a vehicle for employee travel between communities.</i>	\$ _____
Technology, Software <i>Costs associated with the purchase or development of technology or software, e.g., the purchase of a case management software, the purchase of cloud storage.</i>	\$ _____
Website Development <i>Costs associated with designing, building, and maintaining a public facing website for service delivery.</i>	\$ _____
Insurance <i>Costs associated with the purchase of insurance, e.g., liability insurance for service provision, directors' and officers' insurance, etc.</i>	\$ _____
Permitting, Licensing <i>Costs associated with obtaining relevant licenses or permits for operating facilities or services, e.g., childcare license.</i>	\$ _____
Legal Fees <i>Costs associated with corporate set-up, litigation, etc., e.g., costs associated with incorporation.</i>	\$ _____
Accounting <i>Fees for accounting services, e.g., tax filing, audits, etc.</i>	\$ _____
Other Professional Services <i>Costs for retaining consultants or other professional services, e.g., the cost of contracting an organization for community consultations related to jurisdiction.</i>	\$ _____
Training <i>Costs for developing, delivering, or funding employee training, e.g., Indigenous language training.</i>	\$ _____
Salaries, Benefits <i>Costs associated with compensating employees (e.g., hiring and paying an administrative assistant, social worker, etc. and their related benefits, e.g., health care, fitness club, etc.</i>	\$ _____



APPENDIX Q

PREVENTION PROGRAMS

The goal of prevention programs is to prevent an incidence of child maltreatment or other emotional and social harm to a child.¹ There are three types of prevention programs and services:²

- 1) Primary: Directed to the community as a whole, designed to educate and prevent child maltreatment.
- 2) Secondary: Aimed to support a child who may be at risk of harm or maltreatment, e.g., home visit programs for parents, addictions treatment for parents, etc.
- 3) Tertiary: Used when a child has been identified as at risk of harm of child maltreatment e.g., immediate crisis intervention.

In 2016, Canadian Human Rights Tribunal ordered the federal government to “cease its discriminatory practices and reform the FNCFS Program and 1965 Agreement.”³ The funding for prevention programming has evolved since 2016. Most recently, Indigenous Services Canada (ISC) allocated “\$2,500 [annually] per registered First Nation person resident on reserves and in the Yukon, based on the total registered population of a First Nation drawn from the Indian Registry System.”⁴

There have been a series of CHRT orders regarding funding for prevention programming. These include:

- In 2018, CHRT 4 ordered ISC to pay for prevention programs at actuals.⁵

¹ Daryl J. Higgins et al., “Core Components of Public Health Approaches to Preventing Child Abuse and Neglect,” in *Handbook of Child Maltreatment*, ed. Richard D. Krugman and Jill E. Korbin (Cham: Springer International Publishing, 2022), https://doi.org/10.1007/978-3-030-82479-2_22.

² Capacity Building Center for States, *Working Across the Prevention Continuum to Strengthen Families* (Children’s Bureau, Administration for Children and Families, U.S. Department of Health and Human Services, 2021), https://capacity.childwelfare.gov/sites/default/files/media_pdf/prevention-continuum-strengthen-families-cp-20119.pdf; Child Abuse & Neglect Prevention Board, *Types of Prevention Approaches* (Government of Wisconsin, n.d.), accessed on June 6, 2024, <https://preventionboard.wi.gov/Documents/PreventionApproaches.pdf>; Indigenous Services Canada, “FNCFS Transitional Terms and Conditions: Contributions to provide children, youth, young adults, families and communities, with prevention and protection services,” *Government of Canada*, last updated April 1, 2022, <https://www.sac-isc.gc.ca/eng/1648577221890/1648577242550>; FRIENDS National Center for Community-Based Child Abuse Prevention, “What is Prevention of Child Abuse and Neglect,” accessed August 21, 2024, <https://friendsnrc.org/prevention/what-is-prevention-of-child-abuse-and-neglect/>.

³ *First Nations Child and Family Caring Society of Canada et al. v. Attorney General of Canada (for the Minister of Indian and Northern Affairs Canada)*, 2016 CHRT 2, <https://decisions.chrt-tcdp.gc.ca/chrt-tcdp/decisions/en/item/127700/index.do>.

⁴ Indigenous Services Canada, “Prevention services.”

⁵ *First Nations Child & Family Caring Society of Canada et al. v. Attorney General of Canada (representing the Minister of Indigenous and Northern Affairs Canada)*, 2018 CHRT 4, <https://decisions.chrt-tcdp.gc.ca/chrt-tcdp/decisions/en/item/308639/index.do>.

- In 2021, the CHRT published a Letter-Decision that orders the Government of Canada to fund capital assets at actuals for the delivery of prevention programs including band representatives.⁶
- In 2022, CHRT 8 amended 2018 CHRT 4, ordering, starting April 2022, prevention services be funded at “\$2500 per person resident on reserve and in the Yukon in total prevention funding in advance of the complete reform of the FNCFS Program funding formulas, policies, procedures and agreements.”⁷

Table 1 summarizes common prevention programs categorized by level (primary, secondary, tertiary) offered by FNCFS service providers, serving as a prevention program inventory for those exploring options to deliver to the First Nations they serve. This table was compiled by reviewing a total of 188 prevention programs across 30 First Nations and 16 FNCFS agencies, representing all regions, geographic zones, and service delivery provider type (served by an FNCFS agency, exercising jurisdiction, or are not affiliated to an FNCFS agency).

Table 1

Program	Description	Examples
Primary		
Healthy Eating and Life Skills	Services that teach parents how to take care of their children (e.g., cooking classes) and youth life skills (e.g., financial literacy).	1. Nutrition Services (Neqotuk Health Center, Tobique First Nation)⁸ 2. Life Skills Program (Xyólheméylh [Fraser Valley Aboriginal Children and Family Services Society])⁹ 3. Family Support and Case Aid Program (Mi'kmaw Child and Family Services)¹⁰

⁶ *First Nations Child and Family Caring Society et al. v. Attorney General of Canada*, “Letter-decision with reasons to follow (equivalent of an oral ruling made from the bench),” T1340/7008, August 26, 2021, https://fncaringsociety.com/sites/default/files/chrt_letter_decision_august_26_2021.pdf.

⁷ *First Nations Child & Family Caring Society of Canada et al. v. Attorney General of Canada (representing the Minister of Indigenous and Northern Affairs Canada)*, 2022 CHRT 8, https://decisions.chrt-tcdp.gc.ca/chrt-tcdp/decisions/en/item/520915/index.do#_Toc104464860.

⁸ Neqotuk Health Center, “Neqotuk Health Programs and Services,” accessed August 12, 2024, <https://neqotukhealthcenter.ca/services/>.

⁹ Xyólheméylh, “Life Skills,” accessed August 14, 2024, <https://www.fvacfss.ca/life-skills/>.

¹⁰ Mi'kmaw Family & Children's Services of Nova Scotia, “Programs and Services,” accessed August 12, 2024, <https://mfcs.ca/programs-and-services/#mens-outreach-program-and-journey-of-the-two-wolves-tapusijik-paqtismk>.

Maternal and Infant Health	Nursing services for pregnant people and their babies that strengthen the caregiver-child bond such as breastfeeding support, parenting classes, and home visits.	1. Maternal Child Health Program (Little Red River Cree Nation)¹¹ 2. Maternal Child Health Program (Abegweit First Nation)¹² 3. Prenatal, Infancy and Early Years Programs (Tikinagan Child and Family Services)¹³
Youth Programming and Recreation	Wellness and healing programs for youth such as sports or cultural activities (e.g. traditional dance), drop-in services, mentorships, substance abuse prevention, services for 2SLGBTQ+ youth, residential treatment facilities etc.	1. Community Sector, Recreation Department (Montagnais de Unamen Shipu)¹⁴ 2. Recreation Department (Beaver Lake Cree Nation)¹⁵
Land-Based Programming	Outdoor facilities that serve as sites for family, youth, and adult wellness programming.	1. Reclaiming Our Voices (West Region Child and Family Services)¹⁶ 2. Traditional Land Based Program (Peguis Child and Family Services)¹⁷ 3. Land-based and Traditional Training, Youth Programs (Tikinagan Child and Family Services)¹⁸
Child Health	Pediatric services that also offer parenting classes or other supports for parents.	1. Hwialusmutul' Community Health Team (Cowichan Tribes)¹⁹

¹¹ Little Red River Cree Nation, "Maternal Child Health," accessed August 12, 2024, <https://lrrcn.ab.ca/programs-services/health-services/maternal-child-health/>.

¹² Abegweit First Nation, "Programs & Services," accessed August 14, 2024, <https://abegweit.ca/programs-services/social-assistance/>.

¹³ Tikinagan Child and Family Services, "Prevention," accessed August 12, 2024, <https://www.tikinagan.org/our-services/prevention/>.

¹⁴ Montagnais de Unamen Shipu, "Secteur Communautaire [Community Sector]," accessed August 12, 2024, <https://www.unamenshipu.com/communautaire/>.

¹⁵ Beaver Lake Cree Nation, "Recreation," accessed August 12, 2024, <https://beaverlakecreenation.ca/community/recreation/>.

¹⁶ West Region Child and Family Services, "Regional Programs," accessed August 12, 2024, <https://wr-cfs.org/services/regional-programs>.

¹⁷ Peguis Child & Family Services, "Traditional Land Based Program," accessed August 15, 2024, <https://www.peguiscfs.ca/traditional-land-based-program>.

¹⁸ Tikinagan Child and Family Services, "Prevention."

¹⁹ Cowichan Tribes, "Hwialusmutul' Community Health Team," accessed August 14, 2024, <https://cowichantribes.com/member-services/health/healthy-families>.

		2. Child Health Clinics (Abegweit First Nation) ²⁰ 3. Youth Health and Wellness Group (Ktunaxa / Kinbasket Child and Family Services Society) ²¹
Family Violence Prevention	Services that support couples at risk of family violence such as counselling, community information sessions, or land-based programming.	1. Family Wellbeing Program (Taykwa Tagamou Nation) ²² 2. Family Violence Prevention Program (Tobique First Nation) ²³ 3. Family Violence Prevention Programs (Conseil de la Nation Atikamekw) ²⁴
Substance Misuse Prevention	Educates adults and youth about substance misuse.	1. Prevention Program (Tobique First Nation) ²⁵
Cultural and Community Programming	Programs for the community as a whole such as community gatherings, family language classes, community hunts, resource libraries, food banks, and Elder programming.	1. Traditional and Cultural Services (Peguis Child and Family Services) ²⁶ 2. Hlgaagilda Children's Haida Dance Group (Skidegate Band Council) ²⁷
Early Childhood Development	Services like home visiting, parenting groups, and cultural programming for young children that include parents or extended family.	1. Parent and Family Programs, Prenatal, Infancy (Tikinagan Child and Family Services) ²⁸

²⁰ Abegweit First Nation, *2021-2022 Annual Report* (2022), https://abegweit.ca/wp-content/uploads/2024/06/AFN-Annual-Report-2021-2022_FINAL.pdf.

²¹ Ktunaxa Kinbasket Child and Family Services, "Youth Health & Wellness Group," accessed August 15, 2024, <https://kkcfss.org/program/youth-health-wellness-group/>.

²² Taykwa Tagamou Nation, "Social Services," accessed August 12, 2024, <https://www.taykwatagamou.com/social-services>.

²³ Neqotkuk Health Center, "Neqotkuk Health Programs and Services."

²⁴ Atikamekw Sipi, "Family Violence Prevention Programs," accessed August 15, 2024, <https://www.atikamekwsipi.com/fr/services/service-sociaux-atikamekw-onikam/programmes/programmes-de-prevention-de-la-violence-familiale>.

²⁵ Neqotkuk Health Center, "Neqotkuk Health Programs and Services."

²⁶ Peguis Child & Family Services, "Traditional and Cultural Service," accessed August 15, 2024, <https://www.peguiscfs.ca/traditional-and-cultural-services>.

²⁷ Skidegate Band Council, "Hlgaagilda Children's Haida Dance Group," accessed August 14, 2024, <https://skidegate.ca/hlgaagilda-childrens-haida-dance-group/>.

²⁸ Tikinagan Child and Family Services, "Prevention."

		2. Paqmi Nuqyuk (Early Years) (Ktunaxa/Kinbasket Child and Family Services Society). ²⁹
Grandparent Programs	Provides assistance to grandparents to equip them to offer supports to their families.	1. Grandparent Mentorship Program (Peguis First Nation) ³⁰ 2. Grandparents Group (Ktunaxa / Kinbasket Child and Family Services Society) ³¹
Gendered Programming	Separate programs for men and women such as traditional parenting roles, healing from trauma, land-based activities, or youth programs.	1. Niigannish Komwadd Ikwewag - Women Leading, Father Traditional Program (Peguis First Nation) ³² 2. LUM-STAM'SH Prevention (Cowichan Tribes) ³³
Secondary		
Family Enhancement	Services and programs that aim to support families confronting challenges and to address existing risk factors to prevent children from entering care. This can be through counselling, sharing circles, or wraparound supports.	1. Family Enhancement Wraparound (West Region Child and Family Services) ³⁴ 2. Family Enhancement (Dakota Ojibway Child and Family Services) ³⁵
Mental Health and Addictions Treatment	Services for parents or youth struggling with mental illness or addictions such as counselling, in-patient or out-patient services (potentially at a healing center),	1. Addictions Services, Mental Health/Holistic Health Services, Black Lake Denesuline Health Centre/Nursing Station (Black Lake First Nation) ³⁶

²⁹ Ktunaxa Kinbasket Child and Family Service Society, "Paqmi Nuqyuk (Early Years)," accessed August 14, 2024, <https://kkcfss.org/what-we-do/paqmi-nuqyuk-early-years/>.

³⁰ Peguis Child & Family Services, "Grandparent Mentors," accessed August 12, 2024, <https://www.peguiscfs.ca/grandparent-mentors>.

³¹ Ktunaxa Kinbasket Child and Family Service Society, "Grandparents Group," accessed August 12, 2024, <https://kkcfss.org/program/grandparents-group/>.

³² Peguis Child & Family Services, "Niigannish Komwadd Ikwewag," accessed August 12, 2024, <https://www.peguiscfs.ca/niigannish-komwadd-ikwewag>; Peguis Child & Family Services, "Father Traditional Program," accessed August 15, 2024, <https://www.peguiscfs.ca/father-traditional-program>.

³³ Cowichan Tribes, "Lum-Stam'Sh Prevention," accessed August 12, 2024, <https://cowichantribes.com/member-services/children-and-families/service-delivery-programming/lum-stamsh-prevention-team>.

³⁴ West Region Child and Family Services, "Regional Programs," accessed August 15, 2024, <https://wr-cfs.org/services/regional-programs>.

³⁵ Dakota Ojibway Child and Family Services, "Family Enhancement," accessed August 15, 2024, https://www.docfs.org/family_enhancement.

³⁶ Black Lake First Nation, "Black Lake Clinic," accessed August 12, 2024, https://blacklakefirstnation.ca/comm_services/black-lake-clinic/.

	healing circles, 12-step programs, National Native Drug and Alcohol Program, and cultural programming (e.g. horse therapy).	2. Crystal Clear Program (Yellow Thunderbird Lodge) ³⁷
Suicide Prevention	Services for at-risk adults or youth such as awareness, land-based programming, healing circles, a safe house, or mental health services (e.g. counselling, psychiatric assessments).	1. Choose Life – Pathfinders (Taykwa Tagamou Nation). ³⁸ 2. Suicide Awareness and Prevention, Youth Programs (Tikinagan Child and Family Services) ³⁹
Supports for Low-Income Families	Programs for low-income families such as cultural and community events, land-based programming, and referral to other supports.	1. N.C.B.R. (Little Red River Cree Nation) ⁴⁰
Inter-generational Trauma Programming	Services for survivors of inter-generational trauma and/or Residential School Survivors to help them understand their trauma, connect to their culture, and ensure their well-being and mental health.	1. Reclaiming Our Voices (West Region Child and Family Services) ⁴¹ 2. Indian Residential School Resolution Health Support Program (Tobique First Nation) ⁴²
Programs for Young Parents	Supports young parents through counselling, parenting groups, pre-natal care, transition support, libraries, community kitchens etc.	1. Brighter Futures (Beaver Lake Cree Nation) ⁴⁵ 2. Nobody's Perfect (Ktunaxa / Kinbasket Child and Family Services Society) ⁴⁶ 3. Minor Parents (Dakota Ojibway Child and Family Services) ⁴⁷

³⁷ Yellow Thunderbird Lodge, "Crystal Clear Program," accessed August 14, 2024, <https://www.ytlsociety.org/crystal-clear-program/>.

³⁸ Taykwa Tagamou Nation, "Health."

³⁹ Skidegate Band Council, "Hlgaagilda Children's Haida Dance Group."

⁴⁰ Tikinagan Child and Family Services, "Prevention."

⁴¹ Little Red River Cree Nation, "N.C.B.R.," accessed August 12, 2024, <https://lrrcn.ab.ca/programs-services/community-services/n-c-b-r/>.

⁴² West Region Child and Family Services, "Regional Programs."

⁴³ Neqotkuk Health Center, "Neqotkuk Health Programs and Services."

⁴⁴ Beaver Lake Cree Nation, "Health," accessed on August 14, 2024, <https://beaverlakecreenation.ca/health/>.

⁴⁵ Ktunaxa / Kinbasket Child and Family Services Society, "Paqmi Nuqyuk (Early Years)," accessed August 14, 2024, <https://kkcfss.org/what-we-do/paqmi-nuqyuk-early-years/>.

⁴⁶ Dakota Ojibway Child and Family Services, "Minor Parents," accessed August 15, 2024, https://www.docfs.org/minor_parents.

	(Some First Nations and agencies offer Brighter Futures ⁴³ and Nobody's Perfect ⁴⁴).	
Urban Families ⁴⁸ (Not commonly offered)	Supports for families making the transition from on-reserve to off-reserve, such as service provision and gathering places.	1. Urban Families Team (Cowichan Tribes) ⁴⁹
Tertiary		
Intensive Family Preservation	Supports families in a crisis with the intention to keep them together. This can include counselling, crisis intervention, and supports from clinicians.	1. Family Preservation Department (Xyólheméylh [Fraser Valley Aboriginal Children and Family Services Society]) ⁵⁰ 2. Family Preservation (Carrier Sekani Family Services) ⁵¹
Removal of Parents Program	When intervention is required to protect a child, removing parents from the home rather than child, is an alternative placement option.	1. Removal of Parent Program (Nisichawayashik Cree Nation Family and Community Wellness Centre) ⁵²
Family Violence Treatment	Healing supports to families after a family violence incident such as a safe house, counselling, advocacy/assistance planning for the future and residential treatment.	1. Mi'kmaw Family Healing Program (Mi'kmaw Child and Family Services) ⁵³

⁴³ See Public Health Agency of Canada, "Brighter Futures for Children of Young/Single Parents," last modified May 10, 2016, <https://capc-papc.phac-aspc.gc.ca/en/project-details?project=543>.

⁴⁴ Nobody's Perfect, "Nobody's Perfect," accessed on April 11, 2024, <https://nobodysperfect.ca/home/>.

⁴⁸ Cowichan Tribes, "Urban Families Team," accessed on April 11, 2024, <https://cowichantribes.com/member-services/children-and-families/delegated-child-welfare-programming/urban-families-team>.

⁴⁹ Cowichan Tribes, "Urban Families Team."

⁵⁰ Xyólheméylh, "What We Do – Family Preservation," accessed August 12, 2024, <https://www.fvacfss.ca/family-preservation/>.

⁵¹ Carrier Sekani Family Services, "Family Preservation," accessed August 12, 2024, <https://www.csfs.org/services/family-preservation>.

⁵² Nisichawayasihk Cree Nation Family and Community Wellness Centre, "Child and Family Services," accessed August 12, 2024, <https://www.ncnwellness.ca/programs-services/child-and-family-services/#removalofparent>.

⁵³ Mi'kmaw Family & Children's Services of Nova Scotia, "Programs and Services," accessed August 12, 2024, <https://mfcs.ca/programs-and-services/#mens-outreach-program-and-journey-of-the-two-wolves-tapusijik-paqtismk>.

		2. Sexual Abuse Intervention Program (Xyólheméylh [Fraser Valley Aboriginal Children and Family Services Society]) ⁵⁴

FNCFS service providers use varying names to describe their protection programming but will typically provide services that fulfill each function in the typology (Table 2). The typology was developed using an information set that describes the protection programs of 15 different FNCFS agencies. The 15 reviewed FNCFS agencies include two agencies each from British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Quebec, and New Brunswick; one agency from Nova Scotia; and zero from Newfoundland and Labrador, Prince Edward Island. Program descriptions for each FNCFS agency were extracted from agency websites and/or annual reports. After assembling information on the 15 agencies' protection programming, IFSD developed the typology to help categorize programs by common functions.

Table 2

Program type	Description	Examples
Intake and investigation	During the intake process, service providers review reported abuse/neglect concerns to determine if they meet the threshold for investigation. If the report meets the threshold for investigation, the service provider will perform an investigation to determine if the child is at risk and requires removal or if less intrusive interventions could address the concern.	1. Centralized Intake Services (Dilico Anishinabek Family Care)⁵⁵ 2. Child Abuse Investigation Program (Peguis Child & Family Services)⁵⁶

⁵⁴ Xyólheméylh, "Sexual Abuse Intervention Program," accessed August 15, 2024, <https://www.fvacfss.ca/saips/>.

⁵⁵ Dilico Anishinabek Family Care, "Protection Services," accessed April 12, 2024, <https://www.dilico.com/child-welfare/protection-services/>.

⁵⁶ Peguis Child & Family Services, "Honesty - Speaking Truth in a Sharing Circle (Investigation Services)," accessed April 12, 2024, <https://www.peguiscfs.ca/newpage04a1fd52>.

Apprehension	Service providers must remove the at-risk children who cannot remain in their home and take them into care.	1. Intervention (Mino Obigiwasin)⁵⁷ 2. Investigations & apprehensions (KTC Child & Family Services)⁵⁸
Family group conferencing	Service providers engage a child's extended family and community in the decision-making process for developing a plan of care. This allows the family to work collaboratively with the service provider to ensure the safety and well-being of the child.	1. Wikimanej Kikmanaq Family Group Conference Program (Mi'kmaw Family & Children's Services)⁵⁹ 2. Family Group Conferencing/Immediate Response Conferencing (Mi'gmaq Child and Family Services of New Brunswick)⁶⁰
Placement	Service providers use a variety of placement types for children in care, such as: 1) Short-term placements: where service providers place children in out-of-home care for a short period while providing supports to the family with the goal of reunification. 2) Foster care/alternative care: where service providers place children in a family environment. 3) Customary care and kinship care: where service providers	1. Placement (Usma Nuu-Chah-Nulth Family & Child Services)⁶¹ 2. Temporary Care and Custody program (Mi'kmaw Family & Children's Services)⁶²

⁵⁷ Mino Obigiwasin, "Intervention," accessed April 12, 2024, <https://mino-obigiwasin.ca/en/services/psycho-education>.

⁵⁸ KTC Child & Family Services, "Services," accessed April 12, 2024, <https://www.ktccfs.com/services>.

⁵⁹ Mi'kmaw Family & Children's Services of Nova Scotia, "Programs and Services," accessed April 12, 2024, <https://mfcs.ca/programs-and-services/>.

⁶⁰ Mi'gmaq Child and Family Services of New Brunswick, "Family Group Conferencing/Immediate Response Conferencing," accessed April 12, 2024, <https://www.mcfsnb.ca/en/services/family-group-conferencing-immediate-response-conferencing>.

⁶¹ Nuu-Chah-Nulth Tribal Council, "Usma Nuu-Chah-Nulth Family & Child Services," accessed April 12, 2024, <https://nuuchahnulth.org/services/usma>.

⁶² Mi'kmaw Family & Children's Services of Nova Scotia, "Programs and Services."

	place children with extended family or community members. 4) Group homes: where service providers place children in multi-bed, group-living facilities. These placements sometimes offer specialized or therapeutic supports for children and youth with specific needs.	
Support programming for children in care	Service providers offer a range of programs and services that support children in care. These programs can provide a range of services such as: 1) Workshops and activities; 2) Behavioural interventions; 3) Developing care plans; 4) Providing treatment, assessment, and/or counselling services; 5) Supports in maintaining children's connections with extended family, culture, etc.	1. Child Wellness (Dilico Anishinabek Family Care)⁶³ 2. Children in Permanent Care and Custody (Mi'kmaw Family & Children's Services)⁶⁴
Youth support services and agreements	Some service providers will enter into service agreements with youth who cannot remain in their current home or are currently in care. These programs can include independent living and start-up cost supports for youth who prefer to live independently.	1. Voluntary Youth Service Agreements (Nogdawindamin Family and Community Services)⁶⁵ 2. Continued Care and Voluntary Youth Support (Dilico Anishinabek Family Care)⁶⁶

⁶³ Dilico Anishinabek Family Care, "Protection Services."

⁶⁴ Mi'kmaw Family & Children's Services of Nova Scotia, "Programs and Services."

⁶⁵ Nogdawindamin Family and Community Services, *AGM Report 2021-2022*, accessed April 12, 2024, <https://www.nog.ca/media/1225/download>.

⁶⁶ Dilico Anishinabek Family Care, "Protection Services."

Adoption and Guardianship	These programs involve placing children in care into permanent homes via adoption or guardianship.	1. Adoption Program (Mi'kmaw Family & Children's Services)⁶⁷ 2. Adoption/Guardianship (Dakota Ojibway Child & Family Services)⁶⁸

⁶⁷ Mi'kmaw Family & Children's Services of Nova Scotia, "Programs and Services."

⁶⁸ Dakota Ojibway Child & Family Services, "Adoption/Guardianship," accessed April 12, 2024, https://www.docfs.org/adoption_guardianship.

This is **Exhibit "B"**
to the affidavit of
Jasmine Kaur
sworn before me this 2nd
day of October, 2025



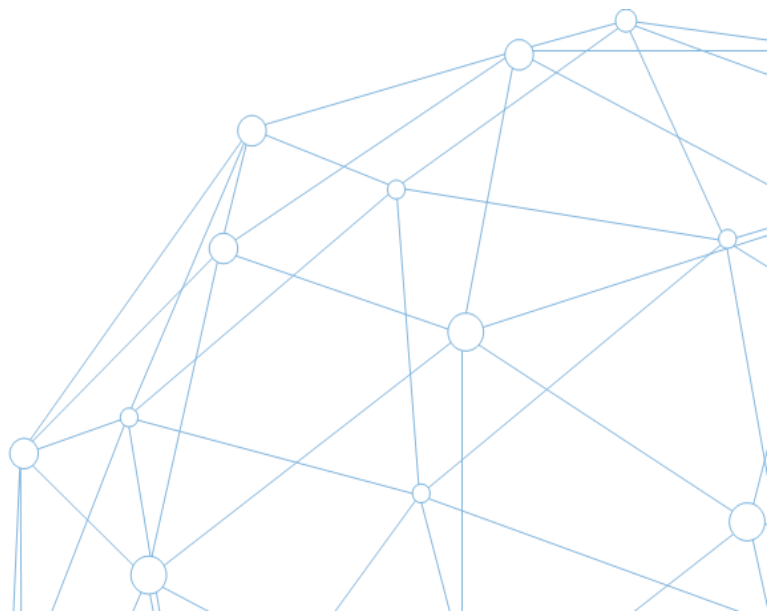
Commissioner for Taking Affidavits
(or as may be)

Debra Ann Burke-Lachaine, a Commissioner, etc.,
Province of Ontario, for Conway Baxter Wilson LLP/s.r.l.
Barristers and Solicitors.
Expires March 4, 2027.

Study of Budget Needs and Funding in the Amended Draft Agreement for Long Term Reform of FNCFS Program

Final Report

May 2025



Notice

This report has been produced independently by EngageFirst Management Consultants for the First Nation Child and Family Caring Society (The Caring Society). We relied on data provided by the participating First Nations Child and Family Services (FNCFS) providers and publicly available sources, including government and research data bases. While reasonable care has been taken to ensure the accuracy of the information, we did not perform any independent audit or verification. The information contained in this report is confidential and intended for use by The Caring Society and the participating FNCFS providers. This report or any part thereof may not be reproduced without the express permission of The Caring Society.

About This Report

The report is organized into six chapters starting with Chapter 1, where we provide the objectives and background of this study and a brief introduction of EngageFirst. In Chapter 2, to help set the context of the realities of delivering Child and Family Services in a small First Nation, we create a ground level view of the First Nation communities and the FNCFS providers serving the communities, including a high-level financial analysis. In Chapter 3, we describe a minimum operating model using a hypothetical FNCFS provider serving a hypothetical small and remote First Nation, including the socio-economic and demographic setting. Chapter 4 discusses some of the salient features of the Amended Draft Final Agreement on Long Term Reform of FNCFS Program and the implications for FNCFS providers. Chapter 5 describes our findings from the modeling and analysis of operating budget needs and funding available from the Amended Draft Agreement. Finally, Chapter 6 summarizes the key findings, conclusions and proposed next steps for consideration.

In this report, the term FNCFS provider and organization is used to refer to a Band delivered CFS, Band operated FNCFS provider or stand-alone FNCFS provider serving one or multiple First Nations. In later parts of the report, we use the term FNCFS Agency in reference to a stand-alone FNCFS agency operating under First Nation's CFS laws and jurisdiction.

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Executive Summary

In July 2024, the First Nation Child and Family Caring Society (the Caring Society) contracted EngageFirst Management Consultants, a leading consultancy with a background in First Nation's child and family services (FNCFS), to analyze the funding needs of small First Nations and the adequacy of the funding proposed in the Amended Draft Agreement for the Long-term Reform of FNCFS Program (the Draft Agreement). For the purposes of this study, a small First Nation was defined as one with a total population below the median population of all First Nations in Canada, which is 1054 members.

Over a period of nine months, EngageFirst had discussions with five FNCFS providers, researched and conducted data analysis culminating in this report. We would like to thank all the participating FNCFS staff and leadership whose contributions provide invaluable insight into the experiences of FNCFS providers. We researched published works from various sources including Indigenous Services Canada (ISC), Assembly of First Nations (AFN), The Institute of Fiscal Studies and Democracy (IFSD), and The Caring Society.

To answer the questions of interest for this study, the funding needs of FNCFS providers operating with self-jurisdiction and the proposed funding in the Draft Agreement were analyzed using a robust financial model that enabled multivariable analysis.

The study met the objective of conducting an exploratory analysis to better understand the interplay between the variables in the Draft Agreement and the corresponding operational budget needs of small FNCFS providers operating with self-jurisdiction. There were information gaps and challenges in achieving a representative sample, as a result the study is limited by the number of reasoned assumptions and inferences that were made, although in all instances care was taken to mitigate the impact on the findings and conclusions.

Key Findings

1. The holistic, culturally relevant, culturally connected, person-centered, multi-generational, relationship-based approaches that characterize the five FNCFS providers establishes a foundation for organizational success. It could be inferred that the success that we observed in the five FNCFS organizations is due in large part to the overarching approach that is unique to FNCFS providers and a leading practice.

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2. Opportunities exist for First Nations and FNCFS providers to incrementally build organizational capacity that supports the skills, competencies, tools and practices of culturally based prevention and protection services. With their connection to the culture and the land as a foundation, the FNCFS providers can also gradually enhance their functional capacity in data and analytics, financial management and leverage technology to optimize CFS delivery to remote and sparse populations.
 3. The categorization and separation of prevention and protection services and funding thereof, primarily for the purposes of managing resources and data, is not aligned with the way many FNCFS providers intend to serve their people. A block funding approach for prevention and protection services better conforms to First Nation's traditional world views, where the safety and well-being needs of children, youth, families and communities are interconnected and not separated into arbitrary categories for administrative convenience.
 4. The funding for prevention in the Draft Agreement is based on on-reserve population. Members who reside off-reserve would not have access to prevention services from their own First Nation. Given that most First Nations intend to provide services to members living off-reserve, adequate funding to support off-reserve delivery and well-articulated and well understood reciprocal service delivery agreements between Provincial/Territorial governments and FNCFS providers are crucial.
 5. The baseline funding as defined in the Draft Agreement would be better structured to incentivize keeping children at home and reducing the number of children in care. As defined in the Draft Agreement, the baseline funding is not actually a baseline. FNCFS providers who can reduce the number of children in care to zero are destined to lose their baseline funding and top-up funding.
 6. ISC's rationale for establishing the minimum guarantee of \$75,000 adjusted for inflation is not clear in the Draft Agreement, except that it may fund a full- or part-time prevention staff in very small First Nations. This may work for a Band-delivered prevention service for a very small First Nation, however, it does not consider the direct cost of support to families and other realities of staffing, such as backfill and vacancies. It also appears that the minimum guaranteed funding is not available for a First Nation if it is not part of an amalgamated FNCFS agency.

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7. The minimum operational model to serve populations up to 175 members with self-jurisdiction is about 6-7 full-time equivalent positions and approximately \$1.2m in annual operating budget. Our analysis indicates that the Draft Agreement only supports approximately 45% of the funding needed for a FNCFS agency of this size.
 8. There appears to be a pathway to financially sustainable operations for small FNCFS agencies through amalgamation. FNCFS agencies who meet the threshold of 1150-1300 in total population with or without amalgamation, and with 90% on-reserve population, may receive funding that adequately supports their vision of self-jurisdiction.

Proposed Next Steps

This study is not the definitive word on the complex interplay between the variables that affect the operational needs of FNCFS providers and the funding resources available. There are many more questions to be answered regarding the operational needs, challenges and implications of the Draft Agreement on First Nations wanting to deliver CFS with self-jurisdiction. The following next steps are proposed for consideration:

1. Gain further clarity regarding the terms of the Draft Agreement or any future agreement with a more rigorous study and modeling and more participative but focused data gathering.
2. Conduct financial modeling and scenario analysis to determine minimum outcomes and preferred outcomes from any future negotiated agreement with ISC.
3. Conduct a thorough analysis of the Draft Agreement and any future agreements for alignment with all CHRT rulings related to the long-term reform of FNCFS program.
4. Implement strategies to incrementally build consistency and shared standards in gathering, storing, and reporting financial and operational data for the FNCFS sector to ensure the availability of reliable data, and enable reliable analysis on regional and national levels.
5. Implement strategies to enhance the capacity of FNCFS providers for data management, analytics and performance management to position them to meet the expectations and accountabilities stemming from the Draft Agreement, or any other future agreement.

Chapter 1: Introduction and Background

In July 2024, the First Nation Child and Family Caring Society (the Caring Society) contracted EngageFirst Management Consultants to analyze the funding needs of small First Nations delivering CFS with self-jurisdiction, and the adequacy of the funding proposed in the Amended Draft Agreement for the Long-term Reform of First Nations Child and Family Services (FNCFS) program (the Draft Agreement). The Draft Agreement was created by the orders of the Canadian Human Rights Tribunal (CHRT) decision number CHRT-2 that directed the Government of Canada to cease its discriminatory conduct and reform its FNCFS Program and Jordan's Principle. Appendix 2 summarizes the background, timelines and key terms contained in the Draft Agreement. For the purposes of this study, we are defining a small First Nation as one with a total population below the median population of all First Nations in Canada, which is 1054 members. Additionally, EngageFirst studied the business models of a sample of FNCFS providers and documented their practices in governance, service delivery and financial management, noting areas of strength, development and leading practices.

The objectives of the study were:

1. To analyze the cost structure and funding needs of small and remote FNCFS providers operating with self-jurisdiction and compare with Indigenous Services Canada's (ISC) proposed funding in the the Draft Agreement.
2. To study the business models of FNCFS providers, document and analyze their practices in governance, service delivery and financial management.

Over the past nine months, EngageFirst has held discussions with five FNCFS providers, researched and conducted data analysis culminating in this report. We would like to thank all the participating FNCFS staff and leadership who supported and contributed to this study. The sample of the FNCFS providers in this study is not representative of small FNCFS providers or the broader population of FNCFS providers, however, their contributions provide invaluable insight into the experiences of FNCFS providers. There also were noted commonalities. It was clear among the five FNCFS providers in this study that they shared passion, commitment and deep dedication to their organizations and the people they serve. A great deal was learned from hearing their stories, and we now have a much deeper understanding of their organizations, their experiences, and the First Nations they serve.

Research Approach

This study included an analysis of five FNCFS providers from across the country. Participation in the study was voluntary. The purpose of analyzing the sampled FNCFS providers, even though not representative of small providers, was to generally understand the needs, aspirations and challenges of delivering CFS in First Nations communities. The sampled FNCFS providers represented a range of characteristics:

- Two FNCFS providers deliver only prevention services and three deliver prevention and protection services, with full or partial delegation for the latter.
- One FNCFS provider is a Band delivered service and four are incorporated Agencies.
- Three FNCFS providers serve a single First Nation and two serve multiple First Nations as an amalgamated service provider.
- The combined on-reserve population of the First Nations served by each FNCFS provider is between 940 to 1600, and the combined total on- and off- reserve population served by each provider is between 2000 to 5000 members.
- The sample of FNCFS providers also represents service provision from a range of geographic, social and economic landscapes.

The study began with scope refinement based on discussions with The Caring Society resulting in the following key questions to be explored:

1. What are the prevalent models of governance, CFS operations and financial management in the FNCFS organizations included in the sample?
2. What salient characteristics in these models define their relevance or success in a particular setting, i.e. organizational and socio-economic context?
3. Are there characteristics that may be more suitable than others for delivering CFS in small and remote First Nation communities?
4. What are the financial requirements for delivering CFS with First Nation's jurisdiction in small and remote First Nation communities?
5. How does the funding based on ISC's population-based formula compare with the needs of small and remote First Nation communities?

Over the past nine months, we followed a systematic approach to understand, analyze and discover insights from the available data using a variety of methods:

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- Gathering quantitative and qualitative data via virtual interviews and review of documents from the five FNCFS providers.
 - Reviewing publicly available information related to FNCFS program reform and funding for the reform from organizations such as ISC, Assembly of First Nations (AFN), The Institute of Fiscal Studies and Democracy (IFSD), and The Caring Society.
 - Analyzing the quantitative and qualitative data from the five First Nation providers by:
 - analyzing the organizational setup and operation of each FNCFS provider in their own socio-economic and cultural context, and analyzing their financials in relation to their own operations.
 - conducting cross-sectional analysis to compare FNCFS providers with others in the sample and identify similarities and differences in their salient features.
 - Developing an aggregate understanding of the five FNCFS providers. Generating observations about their areas of development, strengths, and leading practices.
 - Creating a hypothetical First Nation community with characteristics based on our general understanding established through the analysis of the five FNCFS providers.
 - Projecting the future operations of a hypothetical FNCFS provider based on research and the general understanding established from the study of the five FNCFS providers.
 - Applying the general understanding of First Nation communities and FNCFS providers, as well as other research, to develop a Financial Projection Model (FPM). The FPM creates funding scenarios using the proposed funding model in the Draft Agreement for the delivery of prevention and protection services with self-jurisdiction.
 - Running simulations using multivariable analysis to explore the key questions and generate observations and conclusions related to operating budget needs and funding.

Limitations

This study was conducted between July 2024 and March 2025, with data gathering from participating FNCFS providers between October 2024 and February 2025. Due to limitations of scope and budget, we were unable to extend participation to a broader and more diverse sample of FNCFS providers. All the five FNCFS providers serve populations larger than 1054 members, the median population of First Nations in Canada, therefore do not fit our definition of a small FNCFS. There was limited data and information available from the sources to fully address the key questions to be answered by the study. Therefore, the study relied on

inferences and associations informed by the data available from the sample, publicly available sources, and the consultants' knowledge of the subject.

At the time this study was planned and initiated, the Draft Agreement was a work in progress. Subsequently the Draft Agreement was rejected by the First Nations in late 2024. There are several terms in the Draft Agreement that are subject to interpretation, and clarity does not exist among the stakeholders we contacted. We may have interpreted the terms in ways that do not align with the intention of the parties to the Draft Agreement.

Ideally, the analysis would be based on the sampled FNCFS provider's data and information, however, due to the unavailability and reliability of some information, assumptions had to be made for the financial analysis modeling variables. We used publicly available data to inform our assumptions. As the available data was primarily from non-Indigenous sources, there are likely some implications to their applicability.

Overall, due to the information gaps, the study is limited by the number of reasoned assumptions and inferences that were made, although in all instances we took care to mitigate the impact on the findings and conclusions.

About EngageFirst

EngageFirst Management Consultants provides strategic advice, consultation and research to public, not-for-profit and Indigenous organizations working in health, social welfare, and child and family services. We share the values and principles that First Nations espouse, as we focus on supporting First Nations in their journey towards self-jurisdiction. The two principal consultants leading this study have combined experience of over 50 years in CFS, including frontline delivery, management and consultancy. EngageFirst has experience in designing a FNCFS program based on a First Nation's own laws, ensuring that their cultural and traditional practices for family preservation are at the heart of their service delivery. EngageFirst created the Work Assessment Methodology (WAM®) which has been applied in multiple social welfare programs for estimating staffing needs and funding; including by the Institute of Fiscal Studies and Democracy for its report on First Nations Not Affiliated to a FNCFS Agency, June 2024.

Chapter 2: Overview of Five FNCFS Providers

We reviewed information on the five FNCFS providers made available to us through virtual meetings with agency staff, documents submitted by the agencies, and internet search related to these providers. We did not perform any validation of the information given to us. Any observations we have made in this chapter are for constructive purposes and well intentioned. The sections that follow are a general, aggregated, anonymized overview of:

- the demographics, geography, culture, economy, and infrastructure of the communities served by the FNCFS providers; and
- the organizational structure, governance, operations and processes, support functions, and services provided.

The sample includes three FNCFS providers that serve a single First Nation and two that serve multiple First Nations as an amalgamated service provider. The combined on-reserve population of the First Nations served by each FNCFS provider is between 940 to 1600, and the combined total on- and off- reserve population served by each provider is between 2000 to 5000 members.

The communities have diverse age groups however, the migration of young members of the First Nations from reserves is an ongoing social, cultural and economic challenge that results in fewer working-age adults on reserve and the slow erosion of family and community relationships.

Multigenerational households are common in the communities in this sample for various reasons that include traditional family structure, housing shortages, and household income level. In many cases, extended family members take on caregiving roles when someone faces challenges like addiction, mental health or financial instability. Some communities characterize the growing number of grandparents raising grandchildren, sometimes without financial or social support, a crisis. Additionally, certain communities have high numbers of single parent households with very young children.

Recognizing the importance of early childhood development and the youthful population of First Nations in general, several communities have expressed the need for targeted family support programs, particularly for new mothers and young mothers.

Community Characteristics

a. Geography, Remoteness and Access to Services

The five FNCFS providers in this review serve First Nation reserves located in eastern and western Canada. Utilizing the Statistics Canada measure of remoteness, all the communities in the sample are considered remote based on their remoteness index ratings, which range between 0.33 to 0.5, with two agencies having very remote island communities in their service area (Index of Remoteness 2021: Update with 2021 census geographies and populations – Statistics Canada, January 2023). Communities located on isolated islands experience additional challenges with year-round travel due to their dependence on ferries, high transportation costs, and unpredictable weather that often disrupts travel and affects access to services that include, but are not limited to, healthcare, education and the availability of essential supplies. Even for communities that are connected by road, most still face long travel times to urban centers.

For the communities in the sample, the remoteness and corresponding correlation to accessibility to services has implications for the migration of Nation members. In addition to the general migratory trend of people moving from rural locations to more urban locations, many Nation members, particularly young people and young families, leave for better access to employment opportunities, education, housing and/or health care and other services. As mentioned earlier, the migration of members out of reserves has many social, cultural and economic implications that present a risk to the long-term sustainability of the community.

Exacerbating the challenges of remoteness and service accessibility, some of the communities have also experienced natural disasters, such as wildfires and floods. These disasters make life even more difficult for residents, increasing service needs and impacting access to already limited services, particularly specialized health, mental health, child care and addiction services. While people in the sample communities have experience travelling long distances for services, particularly for specialized services, the impact of natural disasters adds to their financial, emotional and access challenges.

Some First Nations are geographically spread out over multiple communities, and in some cases, there are multiple First Nations being served by one provider. This geographic spread makes service delivery more complex, as the provider must coordinate service delivery equitably among the First Nations with unique and different levels of expectations, social and cultural contexts, infrastructure, resource availability and accessibility.

b. Food Security

Access to essential goods and services, especially food, varies widely across communities, and in some communities the lack of access has been exacerbated by natural disasters. Some communities have relatively easy access to grocery stores and convenience stores, while others travel long distances for basic needs. Local businesses, such as gas stations and general stores, help to address some challenges, but accessibility to and cost remain major concerns for First Nations in the most remote areas. FNCFS providers work to alleviate the difficulties for families by providing food along with their other services, with programs that focus on food security, providing food coupons, and providing rides to supermarkets.

Even in the communities that have access to food stores, most foods are brought in from outside the community, resulting in high prices. High food prices and low availability/supply often result in people making food choices under availability constraints, that have corresponding impacts on what they consume.

c. Health Services

Many communities struggle with healthcare access due to factors like remoteness, housing shortages, lack of health infrastructure and a lack of medical professionals. Most of the communities have reasonable (within 1.5 to 2.5 hours travel as expressed by interviewees) to basic health services however, all of the communities have limited access to specialized services such as optometry, obstetrics and gynecology, and dental care, as they are not resident within the communities. To address this, some communities bring in contracted specialists for scheduled visits, which adds to the costs of those services, while in other communities, the residents travel long distances. This is especially concerning for people with special needs, particularly children, who travel several hours to access necessary treatments. Certain communities also reported high rates of developmental conditions, such as autism among children.

In the few instances where general health services are provided through a community health facility, the services are limited and hampered by shortages of qualified staff and a corresponding lack of emergency services and extended care beds. In serious health situations, and even for childbirth, residents must travel to more populated urban centers. This is a significant challenge that is not only costly for expectant mothers and support people who may need to relocate weeks before childbirth, but is also detrimental to the safety, well-being, and cultural continuity for the child, the mother, father, and extended family and friends who are supporting them.

Disasters such as floods, fires and the pandemic have significantly disrupted all services, including healthcare services in some areas, worsening existing problems and increasing the need for other services like mental health support. Only a few communities have been able to establish an in-house team of clinical professionals that provide counselling and other support to families, and those communities face the same ongoing challenge of recruitment and retention of qualified staff.

Substance misuse and drug addiction are serious issues in many communities, and addiction treatment services are lacking. The communities do not have their own rehabilitation facilities and rely on services outside the community. There are a limited number of rehabilitation facilities outside of the community and a limited number of spaces, and many do not offer services for those struggling with the most complex addictions.

d. Education

Educational opportunities vary significantly between communities. Most of the communities offer programs focused on early childhood development and after-school care as well as classes in arts and crafts, food preparation, and life skills supports like, hygiene and healthy living.

Most communities have primary education available within a 2.5-hour travel radius and transportation is available for the children. High school and post-secondary education typically require either longer travel times or even relocation. Accessing post-secondary education and living on the Nation is a challenge as students must travel long distances, including ferry commutes for some, which can make for a challenging daily schedule. Only one of the First Nations has a post-secondary institution within the community. The post-secondary education options available locally are limited to introductory or transferable courses, meaning students typically leave their communities to complete full degree programs.

Most of the educational infrastructure in the communities is very basic, and ongoing maintenance is often difficult due to inadequate budgets and the availability and cost of building/maintenance supplies. Community facilities such as theaters, assembly halls, and gymnasiums are generally not available. This puts extra pressure on other community spaces like school gymnasiums, that serve as multi-purpose venues for education and social events.

e. Culture, Tradition and Language

Cultural and traditional practices form the basis of First Nations CFS models. FNCFS providers incorporate First Nations teachings, culture and language, and community-based practices to ensure children, youth and families stay connected to their cultural heritage. The FNCFS providers in our sample, along with their Band Councils, place a strong emphasis on cultural education and passing on traditional knowledge and values to the next generation. Most communities provide language and culture classes to their members. Agencies prioritize children living with family on reserve and coordinate visits to the reserve for those living off-reserve.

Cultural preservation is a priority in all the five First Nations, but it is challenging to support for the following reasons:

- Migration, especially among younger generations, who are forced to leave their communities to pursue education and job opportunities, many of whom may not return. This may lead to disconnection from their First Nation traditions, language and community practices.
- Children who are in care and placed outside the community are forced into a different culture, with different language, and norms and consequently they are disconnected from their family and cultural heritage.
- Forced displacement due to natural disasters further disrupts the connection to the community, impacts the normal community way of life, and the delivery of cultural services, as people focus predominately on survival.

There are two communities in this review whose members speak their First Nation's language, English and/or French. While trilingual and bilingual staff help bridge service gaps, there are challenges in delivering multi-language services, particularly French-language services to comparable standards, which has led to delays in service and sub-optimal outcomes.

f. Infrastructure Facilities and Housing

The availability of adequate infrastructure and housing has an impact on the well-being and safety needs of the people in the sample communities. The common challenges faced by all these communities are the lack of developable land, funding, and capacity to build new infrastructure and maintain existing infrastructure, such as community housing, offices and spaces for FNCFS and community needs.

While some communities are assessing their capital needs and seeking funding to address infrastructure gaps, most First Nations are challenged in accessing the funding even when it is available, citing excessive red tape, lengthy and inefficient process as barriers. Commercial financing options are very limited, expensive and involve equally complex processes. Financial and bureaucratic barriers, as well as internal challenges were noted as delaying some critical projects, such as youth centers and renovations to rental housing. A few communities operate child and family buildings, limited health service facilities, early childhood development centers, and multipurpose spaces for functions like cultural and community events.

Two of the communities even have dedicated First Nation resource centers that serve as hubs for family support, cultural learning and social gatherings. These spaces help preserve traditional practices and provide opportunities for Elders, youth, and other members to connect and participate in community-based social and cultural activities, including ceremony. Few communities have community gymnasiums or recreational facilities, outside of the school gymnasiums.

Limited availability of land for development is also a challenge in some communities, further increasing the gap between supply and need. Some First Nations need more developed land to accommodate the population growth however, they are restricted by geographic and/or regulatory constraints.

Most First Nation communities are facing a housing crisis, which is leading to other problems like migration, over-crowding of households, poor maintenance of houses, poor living conditions and family disruption. Many primary homes and rental properties require extensive repairs and renovations to make them safe, forcing families to relocate, which disrupts their connection to their family, culture, and community.

g. Transportation

The communities in the sample score between 0.33 and 0.5 on the StatsCan remoteness index, indicating that they are far from any urban center, may have poor road connectivity and challenges in accessibility to services. Island communities face high costs for ferry travel, which is frequently disrupted by weather, and air travel to the mainland or nearest urban center is unaffordable for most residents. Bus services that pass through some of the communities do not meet the needs of the residents because transportation to and from the pick-up and drop-off points is still needed.

Public transportation is either minimal or non-existent in these communities. To partially alleviate this problem, all the communities provide some level of support to residents for transportation to medical appointments, hospital visits, groceries and visits with a child in care.

h. Economy

The economy and economic opportunities vary based on a community's geography and resources. Most of the First Nations rely on natural resources (mining, forestry, fishery), although these are not the main sources of employment or wealth creation in the communities. Some members are employed in tourism, education and government jobs for the First Nation. In some cases, First Nation governments are the largest employers, but overall job opportunities remain scarce and limited to niche industries, leading to migration, particularly among young people. Seasonal and temporary work are the most common opportunities however, this type of intermittent work offers limited financial stability and security for residents.

Some communities are taking proactive steps to expand economic opportunities through construction and infrastructure development, but generally, these only provide short-term employment. Some funding sources exist for job creation and infrastructure projects; however, the lack of internal capacity and slow approval processes create barriers in accessing them.

Organizational Characteristics

We reviewed the mandates, governance, strategic planning and organizational structure of the five FNCFS providers noting the following:

a. Legislative Authorities and Mandates

The sample consists of FNCFS providers that are business units of the Bands as well as those that are independently incorporated as not-for-profit organizations. The Band delivered CFS are relatively small operations providing family support and primary and secondary prevention services. The independently incorporated FNCFS providers are larger operations with a broader scope of services, including some protection services. The common reason for constituting an arm's length agency from the Band and Council operations appears to be the need to delineate political governance from the operations of CFS, as well as for better demarcation of accountability.

The incorporated agencies have enacted bylaws with clear directions in required governance topics like board composition and appointments, roles and responsibilities of Directors, quorum, and more contemporary realities like acceptance of virtual meetings.

All the FNCFS providers implement provincial CFS legislation proclaimed through a delegation agreement, while the funding comes from ISC or the Province, or a combination of the two. The delegation agreements between the provincial governments and the FNCFS providers set clear expectations on performance and operational standards. The delegation agreements set guidelines on specific matters, including information management, audits, practice reviews and administrative reviews, that have a significant impact on how the agencies and their governance are set up and operate. For example, one delegation agreement refers to the Operational and Practice Standards and Indicators (AOPSI), which is a widely accepted set of principles and guidelines for delivering CFS for First Nations.

b. Governance and Board of Directors

All the incorporated FNCFS providers have a Board of Directors established as the governing and direction-setting body. The size and composition of the Boards vary within the sample based on their bylaws and participating stakeholders. The Board membership and appointments

are defined in the bylaws that generally assign a fixed number of appointees for fixed terms. Most of the bylaws require Board appointments to be made by the participating stakeholders, such as the participating First Nation governments, but the appointees do not necessarily have to be councilors. Other Board members may be appointed from among First Nation members and Elders councils. Some agencies also appoint Hereditary Chiefs to the Board. At a minimum, most Boards have a President, Vice-President and Treasurer/Secretary position. The agencies in our sample have Board sizes from between 6-8 Directors, with one member representing each First Nation.

The Boards are responsible for establishing policy, creating strategic plans, enacting bylaws, managing finances, managing risk, and following protocol agreements/board resolutions. It is not clear if the Boards follow a committee model for governance, but some Boards have a finance committee that has the responsibility for providing oversight and direction on financial matters, including audits.

While the level of formalization of Board processes is unclear, we understand that the Boards have established mechanisms for oversight through regular updates and performance reports from agency administration and through regular engagement with the community. The Boards meet, at a minimum, every quarter, and some as often as once a month, and they have set a schedule for public engagement.

The Annual General Body meetings (AGMs) are held in formal settings attended by the Board of Directors, Chiefs of participating Bands, staff and community members. The agenda for the AGMs is set by the Board in consultation with the Executive Director (ED) and includes various topics of accountability, including the ED report, agency achievements, current successes, challenges and future directions. There is an open question and answer session where community members can ask questions of the Board and the CFS executive team.

Our review indicates that the common priorities for the Boards align with community priorities in areas such as strengthening community relationships, developing strategies for implementing and funding An Act Respecting First Nations, Inuit and Metis, Children, Youth and Families (the Act) and development of child welfare laws and policies that support a prevention focus.

Financial management, including funding and reporting to funders, appears to be a significant focus of most Boards and the executive team, as evidenced by the existence of policies that meet the basic expectations of the provincial or federal funding agreements.

Our review did not find evidence of Board orientation, training or performance management, practices that are often associated with Board development and improvement. The CFS that are delivered directly by a Band Council operate under the Band's policies for finance and accounting. This sometimes limits their ability to fulfill their responsibilities, as Band policies, processes and financial systems are not specifically designed for CFS operations. The policies present challenges in financial processing that impact the agency's responsiveness to clients.

c. Strategic Framework

The FNCFS agencies, specifically those that are incorporated, have clearly articulated strategic frameworks consisting of mission, vision and values/principles. These appear prominently in Strategic Plans, Annual Reports, Needs Assessments and other public communications.

We observed several common themes in the expression of mission, vision and values among the agencies. Vision and mission statements focus on keeping children and families safe by providing holistic programming based on culture, language and traditional values. Principles and values are derived from The 7 Sacred Teachings. The agencies take pride in their profound purpose of bringing their children home and reclaiming jurisdiction over child and family services. The vision and aspiration of self-determination and inherent jurisdiction over child and family services is a pervasive theme in the strategic plans, although not all the FNCFS providers are currently working towards it through the Act. First Nations have unique views, needs and capacity to reclaim jurisdiction for the safety and wellbeing needs of their children through the Act. The First Nations in our sample are at various stages of understanding the implications of the Act, readiness, capacity and planning to deliver protection services for their Nation.

The agencies complete various forms of business planning that include strategic plans, annual workplans and short-term operational plans. Long term strategic plans range from 3 to 5 years and include goals, actions and performance measurements and a forecast of financial needs for operations and infrastructure. The agencies share some common goals, including service development, working towards self-jurisdiction, staffing and human resource development and

fulfilling infrastructure needs. These goals generally reflect similar strategic priorities, strengths and challenges among the FNCFS providers.

The strategic and operational plans are informed by a thorough and keen awareness of the needs, challenges and risks facing the communities. These agencies plan and forecast based on serving all members of the Nation who are resident on-reserve and off-reserve, and while all the agencies serve non-status Indigenous people on-reserve, only a few of their plans specifically mention this.

All the agencies report that the main focus of their executive teams and Boards is on existential concerns and the challenges of delivering day-to-day services, like renegotiating service agreements with provinces or annual funding with ISC. These negotiations require extensive time and effort from leadership and pose constraints on their ability to focus on important strategic functions like organizational development, capacity building and strategic initiatives that help to strengthen their organization.

Our review did not find much evidence of robust performance measurement and reporting. Agencies provide verbal updates on annual operations to their stakeholders, and one agency had user-friendly performance data in their public documents. Team and management meetings generally focus on specific case files however, operational performance indicators are not frequently referenced for measurement and organizational improvement.

More broadly, we did not find evidence of robust data management, measurement, analysis and reporting environment, although one agency does have a specific operational role identified for data gathering and statistical analysis. Each agency in our sample defines, collects, interprets and reports financial and operational data differently, which makes comparison a challenge. Programs and services that could be defined as similar are titled differently, and generally, data gathering is inconsistent. Financial and operational data reporting is done to fulfill contractual funding obligations and for accountability to stakeholders. Based on the information available, it appears that most of the FNCFS providers would benefit from more investment in IT and data management infrastructure.

d. Organizational Structure

The FNCFS providers are led by an Executive Director (ED) or Chief Executive Officer (CEO). When organized as an autonomous body, the agency's ED/CEO reports to a CFS Board; when organized as a business unit of the Band, the ED reports to the Band Administrator.

We observed that most agencies are organized using two main functional areas: corporate services and child and family services. In general, depending on the size and scope of their operations, the FNCFS program delivery teams are organized into units like Prevention, Protection, Intake, Case Management and Family Support. In a model that demonstrates stakeholder focus, some agencies serving multiple First Nations have organized their program delivery teams dedicated to a specific First Nation, with corporate services as a shared business unit of the agency. Most often, staff roles are specialized by type of service. For example, staff are assigned to prevention or protection, or intake and case management. However, some roles may be more general, in which staff serve both prevention and protection clients or perform a range of casework duties, including needs assessment / investigations and ongoing case management.

We note that one agency has a clan/community engagement role that is responsible for building trusted community relations, improving awareness of services, improving service utilization, soliciting feedback and leveraging traditional wisdom. The roles of cultural coordinators or cultural case workers are common, reflecting the provider's stated focus on promoting cultural awareness and cultural identity, providing culturally based services and building on community and cultural pride.

Organizational charts are an important management tool for conveying the overall structure of the organization: they outline reporting relationships and help agencies implement effective teams and supervision models. We noted some shortcomings in the tools used for documenting the organizational structures, resulting in charts and visuals that do not clearly reflect the team structure, size, reporting relationship and span of control. It also appears that some supervisors have large team sizes that may constrain effective supervision.

Some key strengths underlying the effectiveness of the providers are the qualifications, dedication, commitment and empathy of staff in client-facing roles and their knowledge of the

challenges that children and families face in their communities. One common challenge facing all the agencies is staff turnover and filling vacant positions. There are many factors contributing to this problem, including the workload on individual staff, which is increased by chronic vacancies, shortage of qualified candidates, shortage of housing and amenities for new employees, and long commuting times.

We reviewed a sample of job descriptions from the agencies. There is variation across the agencies in the level of detail and specificity in describing the responsibilities, performance measures and competencies required for various positions. ED roles usually emphasize responsibilities in operational management, i.e. program delivery, HR, financial management as well as Board related accountabilities, but do not clearly articulate accountabilities for organizational development and strategic outcomes.

We observed that qualifications and competency requirements for service delivery roles are generally kept flexible; we assume this is to help overcome structural barriers and enable hiring in a difficult environment. Experience in similar work and with First Nations is the preferred standard for all roles. Roles that are delegated or with supervisory responsibilities may require a bachelor's degree in Social Work, with some experience; however, generally, a professional certification does not appear to be a requirement for any role. The qualifications for non-delegated frontline roles are even more flexible.

One agency had a well-developed annual performance appraisal system for staff. The agency evaluates the performance of its staff based on well-defined performance indicators and a rating system. The appraisal is conducted collaboratively between the staff and their direct supervisor.

Observations on Programs and Services

a. Strategic Intent

All the FNCFS providers demonstrate alignment between their stated intentions and their delivery of programs and services. First and foremost, they all approach their delivery of programs and services from a rights-based perspective with a clear mandate to serve their own people. As stated through their laws, organizational vision, mission and goals, their reason for being is grounded in their inherent rights, particularly their right and responsibility to care for their own people, especially children. All the providers have a holistic, culturally relevant, culturally connected, person-centered, multi-generational, relationship-based approach for their organizations. They highlight the unique cultural context of the Nations they serve as paramount to their knowing-doing-being approaches, and make similar references to foundational documents or teachings, like the *United Nations Declaration on the Rights of Indigenous People*, Touchstones of Hope, and The 7 Sacred Teachings.

b. Program Delivery

Of the providers reviewed, two of them have a prevention mandate and three of them have both a prevention mandate and a child protection mandate. The child protection mandate is defined by the Act, provincial laws, and the policies of the First Nation where it is located.

The providers that deliver prevention programs and services demonstrate clear alignment with their strategic intent and address the presenting needs of the children, youth, families and communities. There are no federal or provincial laws that directly limit the nature of the preventative services that these providers deliver. The providers that have the sole mandate of prevention use both mainstream and First Nations-specific culturally relevant services, and they offer a more comprehensive range of prevention services as compared to providers in this review that are mandated for both prevention and protection. Holistically, the prevention-focused providers also demonstrated the use of their relationships with community leaders, Elders, agency governors, other providers and community members to determine what type of program they should implement and how their prevention programs should be focused.

For those providers that deliver prevention and protection services, we have less clarity about the alignment of their services with their strategic intent, specifically in their protection services delivery. While the efforts of these providers are commendable, as child protection is currently

within the jurisdiction of the provinces and territories, the structural challenge continues to be how best to embed First Nations determined and culturally relevant FNCFS approaches while operating under provincial and territorial jurisdiction.

c. Types of Services

The types of services, of the providers reviewed, ranged from support for basic necessities (food, clothing, shelter, financial security, physical and emotional health and relationships) to culturally relevant services and intensive mental health and out-of-home services. All the providers prioritized culturally relevant services, whether they were mandated for prevention or protection or both.

For the protection mandated agencies, a substantive portion of their culturally relevant programming was educational and intended to preserve their culture, or to introduce, or reintroduce, children, families and caregivers to their culture and traditions. Transition management, in and out of the western culture, including transitions on and off reserve, are significant challenges for First Nation service delivery.

Observations on Financial Information

The financial data received from the five FNCFS providers in the sample had varying levels of detail and was not similarly categorized, aside from the top-level categories of revenue and expenditures. Consequently, it was necessary to make some reasoned assumptions about the financial information for the purposes of cleaning the data, categorizing the data and creating a level of comparability of the data across the five providers.

We reviewed the financial information to understand the context and significance of each information item. Effort was made to align the data from each FNCFS provider to a common set of defined categories for each revenue and expenditure type. Revenues were categorized by funding source, and then program focus, such as prevention, protection and other programming activities, if identified by the provider. Expenditures were categorized into salaries and wages, direct program costs broken into prevention and protection, and indirect costs such as operations & maintenance, governance and administration, and IT costs.

Because the process of cleaning and organizing the data into comparable categories may not be completely objective, any comparative analysis derived from this data should be viewed with caution and noted as proximate.

As we analyzed the financial data, we noticed some limitations resulting from the small but diverse sample of FNCFS providers and programs. Two early conclusions emerged:

- There were limited comparable patterns in revenues or expenditures across the providers.
- Drawing correlations between the expenditures and program activities or program results within or across the providers would be unreliable.

We also learned about the strengths and challenges related to their financial management and reporting, and note the following:

- All the FNCFS providers separate expenditures into broad program categories, e.g., protection maintenance vs. prevention or direct program costs vs. operational expenses. This creates some clarity on common expenditures, but as noted above, the expenditures are not directly comparable across all of the agencies, as assignment of expenditures into those categories differed among them.
- There are differences between the financial reporting of FNCFS organizations that are agencies/stand alone and those that are a Band delivered service. The latter operate from Band financial policies that sometimes present challenges in capturing and reporting CFS financial data in ways that are reflective of the nature of the program.
- The FNCFS providers do not have a common data dictionary or definitions of common data items for capturing and reporting financial or operational data. In addition, in some cases, the naming of data fields/cost categories may not be reflective of the true nature of the cost. For example, food and clothing costs for prevention reported under materials and supplies.
- Given that the five FNCFS providers are independent, expenditures are not reported consistently across the five of them. The organizations are challenged in addressing the financial reporting expectations of their funders, the community and others. Without any standard, each provider records and consolidates expenditures into categories, which we

assume makes it easier for them from a technology perspective. However, this causes inconsistency in reporting comparable expenditure across the five organizations. For example, in some providers, wages and salaries are reported under operational costs, and in others, wages and salaries related to prevention are reported under direct program costs.

- There were challenges in understanding the true cost of services, since some services overlap within programs. An example of this overlap is when a FNCFS provider has a food and community needs fund for both prevention and protection and reports expenditures for both on one line item, or when a FNCFS provider reports protection/maintenance costs under a prevention program line.
- While some agencies had meaningful analysis of operational performance and also reported them in an easy-to-understand format in their public documents, generally, across agencies, there are differences in terminology used for operational data, and no standard definitions that help delineate nuances for items like counts of ongoing clients (families/individuals) vs. new intakes, and ongoing placements vs. new placements. As noted earlier, this lack of consistency across the agencies presented challenges for us in reporting and developing meaningful performance indicators.
- Overall, it appears that having a primarily operational focus, competing priorities, and lack of funding for capacity building impacts the understanding, the analytics, and the reporting of data in these organizations. In order to continuously improve, it is critical that an organization have the funding and capacity for robust data collection, analytics, reporting and performance management.

Findings from the Analysis of Financial Data

- In our sample of five FNCFS providers, the one serving the smallest and the one serving the largest populations provide only prevention services, and the remaining three FNCFS providers have some level of protection services, although not all of them provide a full range of child protection services.
- The expenditure budgets for the FNCFS providers providing only prevention services are between \$2.1-\$3.8 million, with on-reserve populations between approximately 950 to 1500. For those providing prevention and protection, the expenditure budgets are between \$6.1 - \$16.5 million per year, with on reserve populations between 1300 to 1600.
- Comparison in absolute amounts is not meaningful because their communities and operations are very different.
- Some expenditure categories were compared as a percentage of total budget, with the following observations:
 - The FNCFS providers providing only prevention services spend about 50% of their total budget on staffing costs and wages, while the other three FNCFS providers providing prevention and protection services spend about 35% of their total budget on staffing costs and benefits.
 - The FNCFS providers providing only prevention spend about 35% of their total budget on direct program costs (not including salaries), while the three providing both prevention and protection services spend 50-60% of their total budget on direct program costs (not including salaries).
 - Operations costs, which include office space, office supplies, maintenance, utilities and insurance, average about 3-4% of total expenditures in all the FNCFS organizations, regardless of size.
 - The FNCFS providers spend between 1-10% of their total budgets on governance and administration, which includes Board expenses, professional services, office administration and community meetings. Those with smaller budgets (under \$5 million) allocate a higher percentage of their total budgets on governance and administration compared to those with larger budgets.

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- For the two organizations that provide only prevention services, the total expenditure per population, including on and off-reserve members, is between \$760-1050.
 - The management to frontline staff ratio is between 1:4 and 1:9, and the population served per employee including management and non-management roles, varies between 1 staff per 40 members for the smaller First Nations to 1 staff per 150 members for the larger First Nations.

CHAPTER 3: Minimum Operating Model (MOM)

The five FNCFS providers participating in this review do not constitute a statistical sample, or a sample that is representative of small FNCFS providers. However, there were similarities in the information about their organizations, their communities, and their experiences as First Nation serving organizations. For this review, we used the information about the communities they serve and the similarities of the five FNCFS providers as the basis for creating a hypothetical small First Nation. The characteristics of the hypothetical small First Nation are described under similar topics as those of the First Nations we examined for the five FNCFS providers in this review. Reasoned inferences were made about the strengths of and challenges faced by the hypothetical First Nation. While the number of characteristics of the hypothetical First Nation that create challenges for a FNCFS provider appears to be substantive, based on the information received from the FNCFS providers in this review, the characteristics of our hypothetical First Nation are not atypical.

For illustrative purposes, the hypothetical First Nation was then used to infer a reasoned minimum for characteristics, structure and costs of a FNCFS agency that would serve this hypothetical First Nation with self-jurisdiction. The hypothetical FNCFS agency we termed as the Minimum Operating Model (MOM). Appendix 1 provides further details on the hypothetical First Nation and the MOM.

The Hypothetical FNCFS Agency

In keeping with a rights based, holistic, culturally relevant, person-centered, prevention approach, as expressed in various ways throughout the aforementioned foundational documents, like the UN Declaration on the Rights of Indigenous Peoples, Touchstones of Hope, and the Canadian Human Rights Tribunal's rulings on First Nations Child Welfare and Jordan's Principle in Canada, as well as the Laws, Vision, Missions, Goals and the feedback received from the FNCFS providers contributing to this review, the following section describes the suggested minimum structural and program characteristics for a small hypothetical FNCFS agency delivering 24/7 safety and well-being services to the hypothetical First Nation.

a. Program Delivery

While First Nations that reclaim jurisdiction for the care of their children under the Act have the same accountability to support the safety and well-being needs of children as the provincial and territorial child welfare systems, they want to serve with a far more profound sense of service and accountability to their own people. In addition to the inherent right of First Nations to care for their own people in their own unique intergenerational and cultural way, First Nations have expressed that they provide holistic (physical, emotional, mental and spiritual), interconnected care for the safety and well-being needs of every child and every family in their communities.

While evidence-based improvements in current provincial and territorial westernized child protection models occur, their focus remains limited, prioritizing the care of the child, sometimes at the expense of the family. In contrast to the western child welfare models, FNCFS providers prioritize relationship based, generationally connected approaches. While the best interests of children is a primary focus, FNCFS providers have a broader and traditional view of who their clients are, and include families and community as integral to better person-centered outcomes. Consequently, if form / structure follows function, and the function of a FNCFS provider is substantively different than the westernized child welfare programs, the form / structure of a FNCFS provider would be different and resourced differently as well.

The services for our hypothetical First Nation focus on the extent of needs, ranging from community development to the basic and developmental needs of children, youth and adults in the FN.

The following are some of the services that may be provided by a FNCFS agency serving the hypothetical First Nation:

- Food and Water security programs: hunting programs, fishing programs, gardening and gathering programs, community gardens and community kitchens, food banks, food purchase cards, food hampers, meals for events and programs, water provision programs, water infrastructure grants and supports
- Clothing and Shelter support programs: Clothing allowances: community consignment, clothing banks, clothing purchase cards, home building, financing for purchase, rent and mortgage assistance, supportive living programs, housing maintenance programs, temporary accommodation programs, transitional housing programs.

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- Transportation and Travel programs: payment for plane tickets, community travel cooperatives, agency drivers for ride service programs, child and family visitation programs, vehicle maintenance support.
 - Cultural Continuity programs: Elder programs, ceremony supports and cultural awareness programs, language programs, hunting and gathering programs, cultural camps and land-based programs, and other community development programs.
 - Health, Mental Health and Addictions: Elders and Traditional healing programs, ceremony supports, infrastructure for healing lodges and supplies, maternal health, pregnancy support, disabilities support, early childhood development programs, fly in counsellors and therapists for counselling, therapy, addictions and mental health, fly out to intensive specialized therapy, addictions and mental health supports.
 - Family Preservation support programs: Elder and community visit programs, cultural camps and land-based programs, child and family recreation programs, policing and justice programs, family support programs, homemaking, home visitation, child and youth workers, behavioral supports programs, maternal health programs, general health programs, counselling, therapy, mental health support programs.
 - Child Safety programs: Elder programs, ceremony support and cultural awareness programs, cultural camps and land-based programs, family support programs, homemaking, home visitation, child and youth workers, behavioral support programs, counselling, therapy, mental health support, supportive living programs, congregate care programs

b. Organizational Structure

As with any successful organization, a sustainable FNCFS agency would have:

- A clear, transparent and well understood (by the organization and the community) purpose and mandate
- Capable and qualified governance
- Clear, transparent, directional, and well understood organizational governance and operations policy
- Clear, transparent and defined processes, procedures and roles
- Visionary, compassionate, passionate, inspirational, and courageous leadership
- Knowledgeable, skilled, and experienced supervisors, managers and staff
- Core physical, support, business and process infrastructure for areas like:

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- facilities
 - human resources
 - legal
 - finance
 - policy
 - communications
 - planning, monitoring and reporting
 - information technology

From a refined modeling perspective, we have broadly structured the organization as follows:

The Executive Office:

- Executive Director overseeing all operations and program delivery and responsible for strategic leadership.
- Office Manager / Reception handling general office administration and reception duties.
- Executive Support to provide administrative support to the Executive Director and the Board.

Corporate Services:

- Staff who will manage, support and execute the corporate functions of HR, Finance, IT, Data, Policy, Communications, and Facility Management.

Program Operations:

- Staff consisting of managers, supervisors, and frontline workers, who work directly with the community, families, and children. Including specific cultural coordination and family preservation functions.

CHAPTER 4: Funding for FNCFS in the Draft Agreement

On January 26, 2016, The Canadian Human Rights Tribunal (CHRT) through its decision number CHRT-2 ordered the Government of Canada to cease its discriminatory conduct and reform its FNCFS Program, concluding it was tearing families apart and shattering lives through systemically racist funding practices. The Tribunal also found that the federal government's narrow interpretation and implementation of Jordan's Principle was creating service gaps, delays or denials, and overall adverse impacts on First Nations children and families on-reserve. On January 4, 2022, the Government of Canada announced that two agreements-in-principle had been reached; first, on a global resolution related to compensation for those harmed by discriminatory underfunding of FNCFS; and second, to achieve long-term reform of the FNCFS Program and Jordan's Principle to ensure that no child faces discrimination again.

In July 2024, the Government of Canada announced a draft Final Settlement Agreement (FSA) to achieve long-term reform of the FNCFS Program and Jordan's Principle. The Government of Canada proposed \$47.8 billion over ten years to fund the long-term reform of the on-reserve program for CFS. Appendix-2 provides brief descriptions of the key structural components of the Amended Draft Final Agreement on Long Term Reform of FNCFS Program, October 2024 (the Draft Agreement). The Draft Agreement was later rejected by the Assembly of First Nations. (Note: in February 2025 Canada signed a regional agreement for the long-term reform of the FNCFS Program with the First Nations of Ontario.)

We analysed the funding proposed through the Draft Agreement for FNCFS providers operating with jurisdiction, and the following are our observations on the broad implications of some of the key terms contained in it.

Observations on the Draft Agreement

a. Prevention Funding

The Draft Agreement proposes a fixed per capita amount based on the on-reserve population of a First Nation for prevention. Our consultations with FNCFS providers indicate that First Nations intend to provide culturally appropriate prevention outreach to their off-reserve members as well. This is consistent with the vision of substantive equality enshrined in the Act. About 62% of First Nations have more than half their population living off-reserve. Only about 12% of the First

Nations have a substantial majority (over 75%) of their members living on-reserve. It is logical to think that prevention services would be equally needed by families/communities living off reserve that have their children in care. The proposed funding therefore may not be sufficient to provide prevention services to all the members who need it. Our analysis also indicates a strong statistical correlation between the sufficiency of the proposed funding in the Draft Agreement and the percentage of population living on-reserve, implying that a large number of First Nations with high proportion of off-reserve populations will be financially challenged in their outreach.

b. Baseline Funding – a separate funding stream for Protection

According to the Draft Agreement, the baseline funding is intended to pay for the maintenance expenses of children when they are in care of a FNCFS agency. The nomenclature is misleading however, since the baseline funding is not minimum funding for the FNCFS agency; rather, it is funding that is available only as long as children are in the legal care of a FNCFS agency. The initial amount available to the FNCFS agency is based on the funding ISC was providing to the service provider at the time the child's care is transferred to the FNCFS agency, and subsequently, it is based on the actual maintenance cost for the children in care.

As it is labelled, baseline funding is to maintain children in care. The implication is that there is no incentive, from a funding perspective, for a FNCFS provider to reduce the number of children in care to zero. The baseline funding approach may not be aligned with the intent of the Act and the vision of all First Nations, which is to keep children in their families while providing culturally appropriate support for family preservation. However, unintentionally ISC's funding approach incentivizes family separation.

A more logical approach would be to transfer the baseline funding into prevention and family preservation funding as the number of children in care is reduced. This would create a true 'baseline' of funding and create incentives for achieving positive outcomes for children and families overall, and increasingly improved financial outcomes over time for the program. This approach also supports the argument for block funding for prevention and protection, which would provide FNCFS agencies with the flexibility to invest in the right areas of need in their communities. The single block funding approach better aligns with First Nation's traditional world views, where the safety and well-being needs of children, youth, families and communities

are interconnected and not separated into arbitrary categories for the purposes of management and accounting.

The example of Lac Des Mille First Nation in Ontario (note, this First Nation is not one of the five FNCFS in the study sample) is demonstrative of the concerns related to the on-reserve population-based funding and the argument against separate funding streams for prevention and protection. The Lac Des Mille First Nation has a population of 10 on-reserve and 638 off-reserve members (Indigenous Registry System, ISC 2024). We estimate, based on the proportion of the total population, that there may be 12 Lac Des Mille children in care. Based on the proposed ISC funding for 2024, Lac Des Mille First Nation would receive \$25,000 for prevention, as the minimum guarantee does not apply to FNCFS providers serving one First Nation. We estimate the actual program costs for prevention to be \$66,500, not including the executive team or corporate services. The projected baseline funding for 12 children in care and top-ups will total approximately \$740k. The FNCFS agency will therefore qualify to receive about \$765,000 in ISC funding through the Draft Agreement for prevention, baseline, top-ups and remoteness adjustment. We have estimated that the minimum budget need for a FNCFS agency providing prevention and protection with self-jurisdiction for this population size and distribution, would be approximately \$2.9 million per year. If the prevention funding was based on total population, Lac Des Mille would receive \$2.34 million in funding, which is still short of the need, but much more manageable and supportive of the vision for self-jurisdiction.

Because baseline funding is for direct costs of children in care, and prevention funding is based only on the on-reserve population for this First Nation, Lac Des Mille First Nation would be inadequately funded, as their prevention needs are more pronounced off-reserve, where most of their in-care children's families are located.

c. Top-up Funding

The proposed top-up funding is based on the baseline funding which, as explained earlier, is based on the number of children in care. The higher the number of children in care, the higher is the baseline funding, and the higher is the top-up funding. This implies that if the First Nation is successful in reducing the number of children in care, it loses both baseline and top-up funding. As there is no incentive funding that creates a proportional investment into sustainment and prevention work as the number of in-care protection cases goes down, it is not unreasonable to

assume that the most successful First Nations will lose all their baseline and top-up funding, even as they achieve improved outcomes and have no children in care.

A related concern is that top-up funding is tied to baseline funding only. This is inconsistent with First Nation's vision for a prevention focused CFS program. Measuring the impact of prevention services is integral to that vision and therefore the top-up for IT and Results ideally should be based on prevention funding alone, or both prevention and baseline.

d. Minimum Guarantee of \$75,000

The Draft Agreement provides a guaranteed funding amount of \$75,000 to First Nation affiliated with a FNCFS agency. For First Nations affiliated with a FNCFS agency which serves an amalgamation of more than one First Nation, the First Nation's total per capita prevention funding would be divided between the First Nation and the agency. The agency's share of the prevention funding is equal to the First Nation's per capita funding multiplied by the proportion that the First Nation's population constitutes in the total population of all the First Nations in the amalgamation.

The \$75,000 minimum guarantee ensures that First Nation's with a population of less than 30 on-reserve in 2024 participating in an amalgamated FNCFS agency, receives more (max of \$75k) than they would receive on a per capita basis if they were not participating in a shared FNCFS agency. Therefore, it appears, the sharing formula between the First Nation and the agency is intended to incentivize small First Nations to collaborate with larger First Nations in the delivery of prevention services. By doing so, the First Nation would receive a portion of its per capita prevention fund, which it could spend on its own priorities, in addition to receiving prevention services from the agency. The First Nation may decide to direct part or all of its share of prevention funding to the agency.

For non-agency First Nations, and when a FNCFS agency serves only one First Nation, the First Nation receives all the prevention funding based on the per capita rate. It appears that the Draft Agreement does not provide a minimum guaranteed funding for a First Nation with an on-reserve population of less than 30 if they are not part of an amalgamated FNCFS agency. The First Nation may decide to direct some or all of its prevention funding to the FNCFS agency.

The Draft Agreement does not provide a rationale for establishing the minimum guaranteed amount at \$75,000 adjusted for inflation. Information based on the Draft Agreement between Ontario First Nations and Canada states that it is ISC's belief that, with \$75,000, a First Nation would have sufficient funding to dedicate at least part of an employee's time in delivering prevention services. This may be partially true for a Band-delivered prevention service for a very small First Nation with on-reserve population of 30, but it does not consider the direct cost of support to families and other realities of staffing, such as backfill and vacancies.

There are only 10 First Nations with on-reserve population of 30 or less. This raises questions about the net impact of this incentive. If the purpose of the minimum guarantee is to provide stimulus for amalgamation of FNCFS, a population threshold and minimum guarantee that incentivizes more First Nations to amalgamate their CFS would have broader systemic impacts economically.

CHAPTER 5: Analysis of Budget Needs and Proposed Funding in the Draft Agreement for FNCFS Agencies with Jurisdiction

This chapter provides our findings from the analysis of the proposed funding through the Draft Agreement and the budget needs of FNCFS agencies operating with jurisdiction under the Act.

The Financial Projection Model (FPM)

To account for multiple variables and derive an estimate for the operational budget and funding available for a FNCFS agency assuming jurisdiction, a financial projection model was built that in addition to aligning with the hypothetical MOM can also replicate the financial parameters for larger First Nations, and is based on the Draft Agreement. The FPM is capable of estimating the operating budget needs of a FNCFS agency based on the required staffing, programming and indirect expenditures for serving the population, and also the funding that the FNCFS would qualify for under the Draft Agreement with self-jurisdiction. The financial projection model has the following characteristics:

General Parameters

- The FPM is based on the operations of FNCFS agencies delivering family preservation services (prevention and protection) as envisioned by the Act and the Draft Agreement.
- Financial and population data have been indexed to 2026 values using StatsCan and ISC data estimates for inflation and population growth.
- The FPM estimates the budgetary needs and funding for 2026-27, and the main drivers used to estimate the budget needs replicate the drivers described in the Draft Agreement as follows:
 - the on- and off-reserve population of the First Nation,
 - the number of children in care, and
 - the Remoteness Quotient Adjustment Factor (RQAF).
- The FPM does not distinguish between a FNCFS agency delivering service to one First Nation or an amalgamation of multiple First Nations. The model is driven by population, children in care and remoteness factors, regardless of whether the population source is one First Nation or multiple First Nations.

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- The FPM models the prevention and protection programs on a stand-alone basis, meaning that they are unaffected by expenditures and funding related to other programs or services like Post Majority Services, Band Representative Services, Tribunal and Dispute Resolution, or Crisis Line.
 - The FPM does not include start-up costs for establishing a FNCFS agency, such as the costs of acquiring new infrastructure or assets, and ongoing capital expenditures. These costs are funded by ISC on case-by-case basis, and it is assumed that the FNCFS will have, or will acquire, the necessary infrastructure and assets.
 - The budget estimate has these components:
 - Salaries and Benefits
 - Direct Program Costs
 - Indirect Costs

First Nation Population

- First Nation population (on- and off- reserve) was obtained from ISC's Indian Registration System as at December 31, 2024, and their report on Population Registered under the Indian Act by Gender and Residence in 2023.
- Cumulative population growth from 2023 to 2026 was estimated at 12.3% based on StatsCan estimates for First Nations population.

Children in Care

- The FPM uses the count of children in-care, based on total on- and off- reserve population, for estimating baseline funding and protection services expenditures.
- The number of First Nation children (under 19 yrs age) for each First Nation was derived using ISC 2023 population statistics in their report on Population Registered under the Indian Act by Gender and Residence in 2023.
- The percentage of First Nation children in care is based on the April 2020 national data reported by Crown Indigenous Relations and Northern Affairs Canada (CIRNAC), which estimated 5.87% of First Nation children are in care. The number of children potentially in care for each First Nation was calculated by applying this percentage to the total number of children under 19 years of age.

Baseline Funding

- The Draft Agreement states that baseline compensation will be calculated based on the current rates that ISC pays to the current service provider. The FPM calculates the baseline amount using the estimated cost from the sample First Nations of \$52,907 per child for 2026, multiplied by the estimated number of children in-care.

Prevention Funding

- According to the Draft Agreement, prevention funding would be based on the per capita amount of \$2,500 indexed to 2026 per on-reserve population.
- For the FPM, prevention costs are calculated using the assumption that First Nations will provide prevention services to both on- and off-reserve members.

Remoteness Adjustment

- The RQAF for each First Nation was calculated according to the prescribed method in Appendix 12 of the Draft Agreement. A community with a 2021 Remoteness Index less than 0.4 will have a RQAF of 0.
- RQAF for each agency was derived using the same remoteness adjustment formula; however, it is weighted based on the population of each First Nation served by the agency.

Top-up Funding

- In the Draft Agreement, top-up funding for IT, results, and emergency would be calculated as a percentage of baseline funding.
- In the FPM, ISC's Household Support fund of \$25.5 million was allocated to each First Nation using a simplified approach to reflect the formula in Appendix 11 of the Draft Agreement.

Analysis using the Financial Projection Model

We conducted an analysis of operational budget needs of a FNCFS agency providing prevention and protection services with self-jurisdiction, and the funding available from ISC based on the Draft Agreement. The FPM is a spreadsheet-based financial projection model capable of generating scenarios of FNCFS agency operations based on the three driving factors, i.e., on- and off- reserve population, children in care, and remoteness adjustment factor. In order to perform these calculations, it applies a variety of assumptions and rules for the cost drivers. These details are explained in Appendix 3 of this report.

Using Monte Carlo simulation, the FPM is programmed to create 620 scenarios by sampling the on- and off-reserve populations from the list of First Nations and generating approximate number of children in-care and approximate RQAF. The sampling of the population may not be unique, but the combination of children in care and RQAF makes each scenario unique. Based on these inputs, the FPM calculates the staffing needed, total operational budget needed, and the total funding the FNCFS provider qualifies for under the Draft Agreement. It is our view that the estimates fairly represent what a FNCFS provider operating with self-jurisdiction would experience. The resulting budget needs and ISC funding for delivering prevention and protection services with self-jurisdiction from the simulation were analyzed statistically. The table below shows some of the key statistics from the simulation and explanation follows.

Key observations from the FPM analysis include:

Table 1 Summary Statistics from Simulation of Estimated Funding from Draft Agreement and Budgetary Need

Stat	On Res. Popn.	Total Popn.	RAQF	Children	Estimate of FTE	Budget Need (\$)	ISC Funding (\$)	Funding as % of Budget
Min	12	36	0.14	1	6.7	964,259	138,680	14%
Ave	702	1,498	0.62	22	20.5	5,441,616	3,530,836	57%
Max	7,145	12,051	1.29	179	105.8	35,799,365	32,017,869	107%

Note: the values in each column reflect the range from min to max generated in the simulation for that variable. Values from left to right in a row are independent of each other. For example, a First Nation with an on-reserve population of 12 and total population of 36 may not exist, but the numbers represent the smallest on-reserve and the smallest total population generated in the simulation.

Estimate of Staffing

- Table 1 shows that the minimum staffing required to operate a minimal FNCFS agency is 6-7 full-time equivalent (FTE) positions, including an executive office, corporate services, and program delivery serving on- and off-reserve populations. This would meet the needs of any First Nation with total population less than 166.
- The estimated staffing need for FNCFS agencies with prevention and protection services may be about 94-106 FTE for some of the largest First Nations, with total populations in 10,000 to 12,000 range. For the few FNCFS agencies with even larger populations, the number of staff needed may be up to 155 FTEs.
- Figure 1 shows the distribution of FNCFS agencies based on their estimated staffing need.

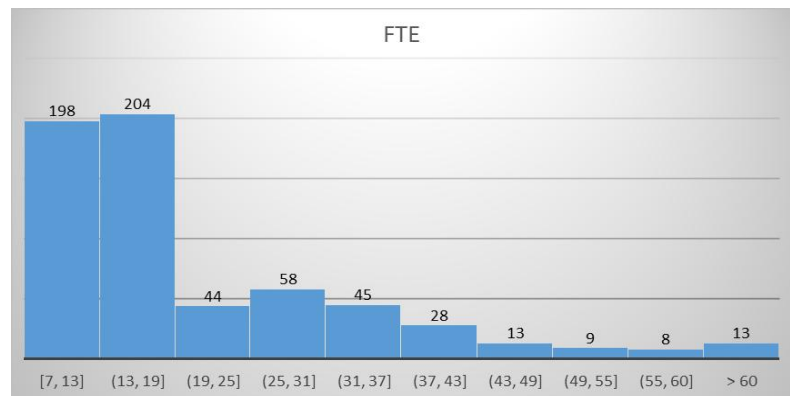


Figure 1 Number of FNCFS grouped by count of FTE Required

- About 72% of the FNCFS agencies will require less than 25 FTEs, 23% require between 25 and 50 FTEs and the remaining 5% will require 50 or more FTEs.

ISC Funding as % of Budgetary Need

- Table 1 indicates that the budgetary need of a FNCFS agency for operating costs may vary between \$964k to \$35.8 million, depending on population, number of children in care and remoteness. The average FNCFS agency requires about \$5.4 million per year to fund annual operating costs.
- The ISC funding available through the Draft Agreement ranges between \$138k to \$32 million, with the average FNCFS agency qualifying for about \$3.5 million per year.

- Table 1 also shows that, on average, the Draft Agreement is funding about 57% of the FNCFS agency's annual budgetary need for operations.
- Figure 2 shows the distribution of FNCFS agencies grouped by the percentage of their annual budgetary need for operations funded by the Draft Agreement.
- Figure 2 also indicates that for about 40% of the FNCFS agencies, the ISC funding based on the Draft Agreement may be less than 50% of their budgetary need.
- For about 50% of the FNCFS agencies, the ISC funding through the Draft Agreement may be 51-80% of their budgetary need, and for the remaining about 10% of the FNCFS agencies, the funding may be more than 80% of their budget.
- Accounting for the uncertainties in cost estimation and inherent error margins in the simulation, we may expect that about 10% of the FNCFS agencies who receive more than 80% of their budgetary need may be sufficiently supported to achieve their vision through the Draft Agreement. The FNCFS agencies that are funded between 51%-80% may be able to manage but would need to adjust their services/programming downwards to balance with the available funding. The remaining 40% of the FNCFS agencies receiving less than half their expected budget would struggle to deliver their mandate.
- Correlation analysis of the data from the simulation also confirms that the percentage of budget funded by the Draft Agreement is highly correlated (72%) to the percentage of on-reserve population. Therefore, First Nations with higher on-reserve populations will receive more funding compared to another with the same total population, but with a lower proportion living on-reserve.

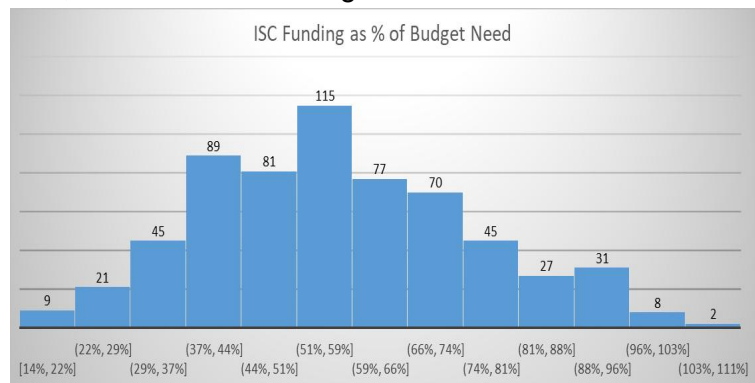


Figure 2 Number of FNCFS grouped by ISC Funding as % of Budgetary Need

Special Scenarios

To better understand the funding needs of FNCFS agencies with different demographics and address some of the key questions to be answered by this study, we analyzed the budgetary needs and funding from the Draft Agreement using some special scenarios, as described below.

- What is the operational budget need and funding available for the FNCFS agency serving the smallest population?
 - We analyzed the operational budget needed and funding available for the smallest FNCFS agency in terms of served population reflected in Appendix-1 which describes a hypothetical small First Nation and a minimum operating model for a FNCFS agency. This FNCFS agency serves a total population of 40 members (76% on-reserve), has an RQAF of 0.58 and has 1 child in care. Based on the simulation, the estimated budget needed for this FNCFS agency is \$968k, with 6 FTEs in the organization. It would receive funding of \$188k based on the Draft Agreement, which is about 20% of its need. A FNCFS agency of this size and composition will struggle to deliver the vision of self-jurisdiction enshrined in the Act, under this Draft Agreement.
- What population size can be served by the smallest FNCFS agency?
 - The simulation model indicates the smallest FNCFS agency needs a staffing level of 6-7 FTEs, with about half in CFS program delivery and the other half in executive office and corporate services. A FNCFS agency with this staff size may be able to support a total population size of up to 175, if it were sustainably funded. However, the simulation indicates that FNCFS agencies serving total populations up to 175 would, at best, receive 45% of their estimated budget need of \$1.2 million per year through the Draft Agreement.
- What is the operational budget need and funding available from the Draft Agreement for a FNCFS agency serving the median population of First Nations?
 - Based on the Indian Registry Services population data for 2024, the median population for all First Nations is about 1054 members. Our simulation has a scenario with total population of 1054 members (57% live on reserve), an

RQAF of 0.75 and 18 children in care. The estimated budgetary need of this FNCFS agency is about \$4.13 million per year, but based on the Draft Agreement, it would only receive \$2.99 million per year. This FNCFS agency would be funded for about 73% of its annual budgetary need.

- What is the budgetary need and funding available from the Draft Agreement for a FNCFS agency serving the median population among small First Nations (total population below 1000 members)?
 - Approximately 53% of First Nations have a total population of less than 1054 members. The median population for these First Nations is 504 members. The FPM generated a few scenarios that are close to the median population of small First Nations. The best scenario from a sustainability perspective is when a First Nation with 504 members has 97% of its population on-reserve, a RQAF of 1.2 and 7 children in care. This FNCFS agency has an estimated budget of \$2.2 million per year and would receive \$1.9 million (86% of its budget) through the Draft Agreement. It would receive less than its budgetary need but could be sustainable. The worst scenario is when, for the same total population, only 26% of the population lives on reserve, the RQAF is 0.41 and 9 children are in care. The estimated budget need for this FNCFS agency is \$2.6 million, but the available funding would be \$1.03 million, or 39% of its required budget.
- What is the population size at which the proposed funding in the Draft Agreement is sufficient for a FNCFS agency to sustainably operate with its own mandate and vision of self-jurisdiction?
 - We analyzed the population size for which the funding available from the Draft Agreement meets at least 90% of the budgetary need of the FNCFS agency. The assumption is that a FNCFS agency can manage its mandate with that level of funding. Our analysis indicates that financial sustainability is highly correlated to the proportion of the population living on-reserve, not necessarily to the total size of the population. Data from the simulation indicates that the smallest FNCFS agency, to have at least 90% of its budgetary need funded, has a total population of 1150-1300 with 90% or

more living on-reserve. The budget need for this size of operation is \$4-5 million per year. FNCFS with larger populations and similar proportions of on-reserve population would also be sustainably funded. This finding indicates that a target amalgamated population served in this range with the proportion of on-reserve population may be a strategy for sustainability under the Draft Agreement.

CHAPTER 6: Conclusion

The study meets the objective of conducting an exploratory analysis to better understand the interplay between population size, children in care and remoteness as applied to the funding proposed in the Draft Agreement and the corresponding operational budget needs of small FNCFS providers operating with self-jurisdiction. While much was learned from this small sample of FNCFS providers and the associated financial analysis, given the size and complexity of this topic, and the limitations of this study, there are many more questions to be answered regarding the operational needs, challenges and implications of the Draft Agreement on First Nations wanting to deliver CFS with self-jurisdiction.

In summary, our key findings and potential next steps are listed below.

Key Findings

1. The holistic, culturally relevant, culturally connected, person-centered, multi-generational, relationship-based approaches that characterize the five FNCFS providers in our sample establishes a foundation for organizational success. It could be inferred that the success that we observed in the five FNCFS organizations is due in large part to this overarching approach bringing them closer to their communities, enhancing cultural continuity, deepening their relationships, and creating an understanding of the people they serve that is unique to FNCFS providers. This type of compassionate understanding helps these organizations to be flexible, dynamic and focused on using their resources in the most effective ways. This culturally informed, citizen-centered approach is a leading practice that makes these organizations successful and positions them well for the future.
2. Opportunities exist for First Nations and FNCFS providers to incrementally build organizational capacity that supports the skills, competencies, tools and practices of culturally based prevention and protection services. With their connection to the culture and the land as a foundation, the FNCFS organizations can gradually enhance their functional capacity in data and analytics, financial management and leverage technology to optimize CFS delivery to remote and sparse populations.

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3. There appear to be structural challenges with the ISC funding approach that do not align with the stated visions of First Nations delivering or wanting to deliver CFS with self-jurisdiction. The categorization and separation of prevention and protection services and funding thereof, primarily for the purposes of managing resources and data, is not aligned with the way in which many FNCFS providers intend to serve their people. The division between prevention and protection funding constrains rights based, holistic, culturally relevant, person-centered prevention approaches and is not aligned with the naturally changing needs of children, youth and families over time. Over the lifetime of their involvement with a CFS agency, a child, youth or family's needs can "fit" into both prevention and protection categories, and often into both categories at the same time. Determining that a child, youth or family only requires prevention services, or only a protection service, fails to recognize that people's needs and developmental paths are multi-dimensional, interconnected and complex. This failure, at its extreme, could result in "force" fitting people into services that may not be optimal. A block funding approach for prevention and protection services better conforms to First Nations' traditional world views, where the safety and well-being needs of children, youth, families and communities are interconnected and not separated into arbitrary categories for administrative convenience.
 4. We note that the funding for prevention in the Draft Agreement is based on on-reserve population and appears not to account for the migration of First Nation members. Members who generally reside off-reserve would not have access to prevention services from their own First Nation. This funding approach also does not account for the additional complexity of service delivery to First Nation members living off-reserve. It raises the question of how an off-reserve First Nation member will receive services if their Nation's off-reserve infrastructure is limited and the First Nation member's acceptance into Provincial/Territorial services is limited as well. Given that most First Nations intend to provide services to members living off-reserve, it is crucial to provide adequate funding to support off-reserve delivery and well-articulated and well understood reciprocal service delivery agreements between Provincial/Territorial governments and FNCFS agencies.

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5. The baseline funding as defined in the Draft Agreement would be better structured to incentivize keeping children at home and reducing the number of children in care. As defined in the Draft Agreement, FNCFS agencies who are able to reduce the number of children in care to zero are destined to lose their baseline funding and top-up funding.
 6. The top-up funding is tied to baseline funding and therefore is bound to decrease when fewer children are in care of the agency. As well, tying the top-up funding to baseline funding only is inconsistent with First Nation's vision for a prevention focused CFS program. Measuring the impact of prevention services is integral to that vision and therefore the top-up for IT and Results ideally should be based on prevention funding alone, or both prevention and baseline.
 7. The Draft Agreement does not provide ISC's rationale for establishing the minimum guaranteed amount at \$75,000 adjusted for inflation, except that it may fund a full- or part-time prevention staff in very small First Nations. This may be partially correct for a Band-delivered prevention service for a very small First Nation. However, it does not consider the direct cost of support to families and other realities of staffing, such as backfill and vacancies. It also appears that the minimum guaranteed funding is not available for a First Nation if they are not part of an amalgamated FNCFS agency.
 8. The minimum operational staffing and funding needed to serve any size of population is about 6-7 FTEs and approximately \$1.2m in annual operating budget. This amount of resource may be sufficient to support prevention and protection services for populations up to 175 members, subject to remoteness and the proportion of on-reserve population. Our analysis shows that funding from the Draft Agreement only supports approximately 45% of the required budget.
 9. There appears to be a pathway to financially sustainable operations for small FNCFS agencies through amalgamation. FNCFS agencies who are able to attain the threshold, estimated by the financial analysis, for total population and proportion of on-reserve population through amalgamation (1150-1300 in total population with 90% on-reserve), may receive funding that adequately supports their vision of self-jurisdiction.

Potential Next Steps

This study is a small step in a longer journey towards fulfilling the information needs of First Nations planning or contemplating self-jurisdiction in CFS. The following next steps are proposed for consideration:

1. Gain further clarity regarding the terms of the Draft Agreement or any future agreement and validate the implementation of the terms and related assumptions in the Financial Projection Model. A more rigorous study and modeling based on more participative but focused data gathering and consultation with First Nations would add further value and confidence in the findings.
2. Conduct financial modeling and scenario analysis to determine the fallback or minimum outcomes and preferred outcomes that would be acceptable to First Nations from any future negotiated agreement with ISC.
3. Conduct a thorough analysis of the Draft Agreement and any future agreements for alignment and compatibility with all relevant CHRT rulings related to the long-term reform of the FNCFS program.
4. Plan and implement strategies to incrementally build consistency and shared standards in gathering, storing, and reporting financial and operational data across the FNCFS sector to ensure the availability of reliable data, and enable reliable analysis on regional and national levels.
5. Plan and implement strategies to enhance the capacity of FNCFS organizations for data management, analytics and performance management to build on their operational successes and position them to meet the expectations and accountabilities stemming from the Draft Agreement, or any other future funding agreement.

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Appendix-1: Hypothetical First Nation & Hypothetical FNCFS Agency - Minimum Operating Model (MOM)

The Hypothetical Community Profile

This hypothetical First Nation is a community located on a remote northern reserve approximately 300 kilometers from the nearest urban center. It has a remoteness index of approximately 0.6, indicating significant geographic isolation. The community is not accessible by year-round roads and relies on seasonal winter roads and air transport for supplies and travel.

The total population of the community is approximately 40 members, with 30 (76%) residing on reserve. The age composition is as follows: approximately 9 (22%) are children aged 0-19 years, including 1 child currently in care; 3 are youth aged 20-24 years (8%), 21 are adults (50%), and 12 are seniors aged 60+ years and older (20%). The community has about 8 families with many facing economic and social challenges. Half of the families (4) are considered at risk and may benefit from prevention services.

Food Security

There is only one convenience store and one produce store on the reserve; both have a small selection of food choices. The community relies heavily on external supplies from supermarkets and discount stores located outside the reserve, which are difficult to access due to the remoteness and seasonal road conditions.

Some members of the community were displaced decades ago due to construction work on water infrastructure which destabilized the local water supply. This resulted in the community being under a boil water advisory for the past 5 to 10 years. This has led to increased health risks and disrupted routine housekeeping in the community.

Health

There is a small nursing station on the reserve, but it provides only basic medical care. Specialized care is unavailable and doctor visits are infrequent. For more complex health issues, including maternity care, residents must travel long distances to urban hospitals (~400

km). To get emergency medical care, community members travel by air. However, weather conditions and the seasonal nature of the roads frequently delay or prevent timely medical evacuations, increasing residents' vulnerability in life-threatening emergencies.

Education

The community has an elementary and middle school on reserve, but there is no high school. High school students must leave the community to attend schools or post-secondary institutions in larger towns or cities, which causes emotional and cultural disconnection. Many students face challenges adjusting to life outside the community; these challenges include limited cultural, financial and emotional support. This leads to high dropout rates that perpetuate low community educational levels, community unemployment, and health and social areas like mental health, addictions, and crime.

Social Development

Many of the older community members are residential school survivors. Intergenerational trauma, substance misuse and mental health issues are legacies of the residential school system. Many families are raising children and relatives without financial support, while some parents are unable to be involved due to addiction and trauma-related challenges. Alcoholism and drug addiction are common, contributing to domestic violence and child neglect in some households, resulting in placements which are outside the community due to lack of caregivers.

Parks and recreational facilities are poorly maintained or nonexistent. Youth have limited access to positive, structured activities, which has resulted in high rates of substance use, antisocial behavior and mental health issues. Community leaders and volunteers attempt to organize sports and cultural activities, but their efforts are constrained by a lack of funding and infrastructure.

Culture and Tradition

Traditional practices like fishing, hunting, and ceremonies are important parts of community life. Regular cultural events are organized and cultural kits are distributed to children to promote Indigenous knowledge and traditions. Efforts to preserve the language are ongoing, but progress is slow due to limited resources and the influence of western education systems.

While there is not a traditional site like a turtle lodge, the community has a shared gathering space supported by the Band Council for cultural events and ceremonies. Elders and knowledge keepers play a key role in passing down traditional knowledge, but the loss of language and cultural practices remains a significant concern.

Community Facilities

The community's facilities are limited and aging. There is lack of traditional gathering places such as a turtle lodge, ceremonial grounds, fire areas, and ceremonial spaces, like a sweat lodge or smudging room. The community gathering space is one of the few well-used facilities that accommodate cultural and community events, but it lacks modern amenities. The Band office, nursing station and community center require renovation and repair.

Housing

Families live in overcrowded homes, since no new housing construction has taken place in the past 5 to 10 years. Rental units are in poor condition, requiring repairs that are usually delayed or left unfinished due to limited funding and bureaucratic barriers.

Transportation

The community is accessible only by air or seasonal winter/ice roads. There is no public transit or taxi service, and personal vehicle ownership is low, primarily due to the high cost of ownership. Transporting supplies and medical emergencies requires expensive charter flights, which are often delayed or canceled due to weather conditions.

Health and Medical Facilities

The nursing station is not equipped to handle complex medical cases. Medications and supplies are limited, while emergency services are scarce. Serious medical issues require evacuation by air, but inconsistent flight schedules and weather-related disruptions often delay care. There are no First Nations midwives in the community, so pregnant women must leave the community weeks before their due dates to access maternity care, adding stress and financial strain on families.

Recreational Facilities

Recreational infrastructure is minimal; it is limited to a few informal outdoor spaces. There is no gym, sports field or dedicated community center for youth activities. Volunteers try to organize sports and events, but inconsistent funding and a lack of resources make it hard to sustain these programs.

Economic Drivers

The Band Council is the main employer, but jobs are limited. Seasonal work in firefighting, construction, and environmental monitoring is available but does not provide long-term stability.

Unemployment is high, especially among youth. Many residents leave the reserve for better economic opportunities, leading to population decline and social instability. Financial struggles are made worse by the lack of childcare and the high cost of transportation and living expenses.

The Hypothetical MOM FNCFS Functional Profile

Governance

1. Board of Directors Governance Administrative Support
2. Community Engagement and Communications

Minimum Suggested Functions or Roles

– Board Governance Support

Rationale – A First Nations Child and Family Service agency will have a governing board or body. For the purposes of this exercise, it is assumed that the governance body is a community-based Policy Board. Given that all Boards have accountability for the direction and the achievement of outcomes for the clients/people they serve, it is reasonable to suggest that all FNCFS providers have adequately resourced and dedicated capacity to support the governance of their organizations. This argument is even more compelling when considering the essence of First Nation's traditional, intergenerational relationship-based governance, where Elders, Chiefs, Band Councilors, and the Nation's citizens are integral, interrelated, and inseparable members of the Nation's decision making, and consequently, play a large role in the support that a child and family would receive. A primary role of a Governance Board Member of a FNCFS agency will be to liaise and connect with this broad and sometimes complex collective of care giving stakeholders and will often be the de facto voice of their respective First Nation community when broad-based community engagement is not possible.

Corporate Services

1. Human Resources
2. Legal
3. Planning, Monitoring, Quality Assurance and Continuous Improvement
4. Finance and Audit
5. Procurement and Contracting
6. Program Development
7. Infrastructure
8. Communications, Promotions and Marketing
9. Policy Development

10. Information Technology

11. Corporate Services Administrative Support

Minimum suggested Functions or Roles

Human Resources

Rationale –The recruitment, retention and support of compatible and qualified staff is foundational for the effective functioning of the organization. In addition to the recruitment, retention and support challenges of a larger, urban organization, a small remote FNCFS agency will have the added challenges of issues like distance and associated travel, the availability of qualified candidates for delivery of Indigenous and non-Indigenous service delivery, housing, and higher salary costs for comparable positions. As FNCFS providers continue to address the historical injustices of past policy and the design of uniquely First Nations delivery of Child and Family Services, having a skilled and qualified Human Resource professional that understands the following is required:

- the historical context and reputation of non-Indigenous Child and Family Services, and today's unique First Nation design of the work;
- the unique community context of the work, and;
- the need to have an equally unique and innovative approach to Human Resources.

A FNCFS agency must have a tailored recruitment, retention and support strategy for leading, managing and supporting their staff. This will help realize the First Nation's vision for self-jurisdiction in CFS.

Legal Services

Rationale – Considering the general litigious nature of historical child protection work, it is reasonable to assume that a FNCFS agency may have a similar experience with their service delivery, albeit with the hope that it will be to a lesser degree. In addition, the ongoing negotiation of organizational agreements with Federal, Provincial and service delivery entities, along with drafting of Nation specific laws and corresponding policy, will require dedicated legal services support.

Financial Services, Audit, Procurement & Contracting, Program Development, Infrastructure

Rationale – All FNCFS providers will require the capacity to effectively manage their finances, regardless of the size of the organization. While the day-to-day management of financial resources will be paramount, having associated specialized functions, such as audit, procurement, contracting and infrastructure support would be value-added additions on a as needed basis. In addition to performing periodic specialized activities, these supplementary resources can also help with the day-to-day transactional activities associated with developing in-house programs, procuring needed infrastructure and program services, drafting contracts and agreements and reviewing those services from a cost-benefit or cost-effective perspective. These functions can assist FNCFS agencies' accountability in meeting their Nation's and funder's expectations regarding transparent disclosure of the resources received, resources allocated and results achieved.

Communications, Promotions, and Marketing

Rationale – The holistic, culturally relevant, multi-generational, relationship-based prevention approach to safety and well-being constitutes the general foundation for FNCFS delivery. That approach is unique and substantially different than the western, colonial, provincially mandated approach to child protection. A FNCFS agency will require a resource to support the Board, Executive Director and staff in dispelling the perception that the FNCFS agency is the same as CFS agencies based on the colonial system, and promoting and marketing the new, Nation specific, design, delivery and outcomes of the FNCFS agency. If a goal is to model a traditional approach of community caregiving to achieve improved safety and well-being outcomes, the community must be engaged and involved in a trusting relationship and be supportive. This requires ongoing engagement, transparency, communications, marketing, and promotion of the context, rationale and strengths of the FNCFS agency and services.

Planning, Monitoring, Quality Assurance and Continuous Improvement

Rationale – Person-centered or citizen-centered organizations have the client or customer at the center of what they do, and they measure whether they are making a difference for their clients or customers. The First Nations establishing FNCFS agencies are resuming the care of their children and families and epitomize a citizen-centered approach to service. Consequently, FNCFS agencies that are accountable to their Nations will want to use their available resources in the most effective and efficient ways possible. They want to know if what they are doing is making a difference for their people. FNCFS agencies require dedicated resources to help plan,

monitor, assess, review and evaluate their services with a capacity for data collection, analysis and reporting to meet their accountabilities to their people, funders and others, as they deem necessary.

Policy Development

Rationale – Historic, colonial child welfare policy has clearly not met the needs of First Nation children, families and communities. The foundational premise of the reformation of First Nations child welfare is a change in policy that recognizes the inherent right of First Nations to care for their children and families and places the responsibility of creating, drafting, communicating and operationalizing Nation-specific child and family services policy on each First Nation. To align a FNCFS agency's policy with the law and operational needs, it is reasonable to suggest that FNCFS agencies have a dedicated policy capacity to effectively support the policy reformation agenda.

Information Technology

Rationale – We are living in an ever-increasing digital world requiring ongoing adaptation to changing technology. While it can be argued that this technology can be both enabling and constraining, there is little debate regarding the pervasiveness of emerging technology and the need for service delivery agencies to have capacity. For remote communities, up-to-date technology is critical; it enables operational efficiency and mitigates some aspects of remoteness and limited access to services.

Administrative Support

Rationale – Administrative professionals provide a division of labor between the specialized functions and the administrative tasks that support those functions. Having enough skilled administrative professionals to assist specialized functions can create efficiencies when there is effective grouping and assignment of administrative tasks. This division of labor allows staff to focus on the tasks that best suit their knowledge, skills and abilities.

Executive Leadership & Management

1. Chief Executive Officer or Executive Director
2. Executive Administrative Support

Executive Director

Rationale – All organizations require administrative leadership and management. Given the proposed policy governance board structure, it is important to have a position that reports to the Board and translates and manages the policy direction into operational activity. This position is critical in developing, leading, managing and supporting the policy direction as established by FNCFS laws when enacted and through the Board, and operationalizing them into relevant services for Nation members.

Executive Support

Rationale – As with previous comments made regarding the division of labor for administrative vs. specialized tasks, having a skilled administrative professional to support executive leadership is value added and efficient when tasks are categorized and assigned effectively. When implemented correctly, executives can focus on the core (strategic and operational) work of their positions vs. the important but more transactional work of administrative professionals.

Operations

1. Cultural Coordinators
2. Early Childhood Development
3. Prevention, Early Intervention, and Well-being
4. Youth Support
5. Family Preservation and Support
6. Child, Youth and Family Safety

Cultural Coordinator

Rationale – As demonstrated by the sample of FNCFS providers in this review, at the core of FNCFS organizations are inherent rights and cultural continuity. The historical damaging experience of First Nations caused by colonial policy and associated child welfare systems has resulted in many losses for First Nations that include cultural identity, language and traditions. To address this, FNCFS providers require dedicated resources that are focused on building and supporting culture and cultural continuity, repairing the damage caused by the colonial systems and assisting the transition to new First Nations driven systems, with reconciliation both internally between the community and Child and Family Services, as well as externally between

Indigenous and non-Indigenous people. Cultural Coordinator positions are a principal strength in delineating between colonial child welfare and the contemporary First Nations-led services.

Minimum Staffing

Rationale – Regardless of the population of any First Nation, to create an effective FNCFS agency, there is a minimum staffing that is needed to operate. Variables like remoteness, operating hours, mandate and programs delivered impact the minimum number.

Having a minimum staff allows for logical and effective resource assignment based on needs. It would support a rotational assignment of staff to after-hours and on-call services to meet the 24/7 requirement of a FNCFS agency. Depending on community needs, it allows for reasonable balancing of emergency response and ongoing case management, as well as reasonable coverage for vacancies due to illness, vacations and training.

This minimum baseline is also contingent on having the other previously listed specialized and support functions available to assist.

Key Physical Infrastructure

- Operational Office Buildings
- Cultural/Community Buildings
- Vehicles
- Information Technology (software, hardware, and support) – Program, Finance, Human Resources, Communications, Quality Assurance
- Communications

Appendix-2: The Amended Draft Agreement

CHRT Decision on Compensation and Reform

- The First Nations Child and Family Caring Society and the Assembly of First Nations filed a human rights complaint at the Canadian Human Rights Commission in 2007 alleging that the Government of Canada is providing less child welfare funding to First Nations children and failing to fully implement Jordan's Principle.
- In January 2016, The Canadian Human Rights Tribunal through its decision CHRT-2 ordered the federal government to cease its discriminatory conduct and reform its First Nations Child and Family Services Program, concluding it was tearing families apart and shattering lives through systemically racist funding practices. The Tribunal also found that the federal government's narrow interpretation and implementation of Jordan's Principle was creating service gaps, delays or denials, and overall adverse impacts on First Nations children and families on-reserve.
- On January 4, 2022, the Government of Canada announced that 2 Agreements-in-Principle had been reached:
 - on a global resolution related to compensation for those harmed by discriminatory underfunding of First Nations Child and Family Services.
 - to achieve long-term reform of the First Nations Child and Family Services Program and Jordan's Principle, to ensure that no child faces discrimination again.
- After the first compensation settlement amount was disapproved by CHRT, a revised compensation settlement worth \$23.376 billion was announced in 2023 that included all children victims of the underfunded First Nations child-welfare system.
- The CHRT confirmed on July 26, 2023, that the compensation agreement satisfied all 2019 compensation orders.
- The Federal Court of Canada approved the agreement on October 24, 2023.
- In July 2024 Canada announced a draft Final Settlement Agreement (FSA) negotiated with AFN, Chiefs of Ontario (COO) and Nishnawbe Aski Nation (NAN) for the reform of the FNCFS program. It was presented as a \$47.8 billion deal over 10 years.
- Closer scrutiny revealed serious shortfalls, including insecure funding commitments and governance that lacked regional participation, transparency and First Nations decision

making. In October 2024, First Nations voted overwhelmingly to reject the FSA and reset negotiations to allow regional representation.

- On February 10, 2025, Canada, along with COO and NAN released a draft FSA on FNCFS long-term reform that is only for Ontario First Nations.
- On February 26, 2025 –COO and NAN ratified a \$8.5 billion Ontario Final Agreement on the Long-Term Reform of the FNCFS Program.

Long Term Reform Funding

The following general terms were proposed for funding under the draft agreement for long-term reform by Canada, which was rejected by the First Nations in late 2024.

Baseline. Starting April 1, 2025, FNCFS agencies will receive operations & maintenance funding as a fixed baseline amount, calculated based on 2022-2023 actual expenditures. This replaces the reimbursement of actual costs for operations and maintenance expenditures, such as intake, investigations, legal fees, building repairs and child service purchases. Baseline funding is subject to adjustments for inflation and population growth based on the Indian Registration System (IRS) population count. For non-agency First Nations, the baseline is calculated based on the amount of maintenance funding ISC provides to the jurisdiction (provincial or territorial) providing protection services less any administrative expenses related to the program for the jurisdiction.

Prevention. Funding at \$2,500 (\$2603.55 for 2024-25) per registered First Nation on-reserve for culturally relevant, community-based programs and services that address the structural drivers that place children, youth and families at risk. Prevention funding was implemented as part of immediate measures on long-term reform, which began on April 1, 2022. First Nations not served by a FNCFS agency will receive all the prevention funding attributable to the First Nation based on the per capita rate. First Nations served by a FNCFS agency have the option to direct their funding to a service provider. Where a FNCFS agency is affiliated with one or more First Nations, the funding may be divided between the First Nation and the agency based on a proportionate to population formula. At a minimum, each First Nation with or without an affiliated agency will receive \$75,000, even if their calculated allocation would fall below this amount. The total prevention funding provided to a First Nation and its agency may not exceed the amount based on the per capita rate for the First Nation's population.

Post-Majority Support Services. Post majority support services would be provided?? for registered or ordinarily resident on-reserve First Nations young adults aging out of care and formerly in care, up to their 26th birthday as they transition to adulthood and independence. Funding would be based on actuals as part of the Immediate Measures (2022 CHRT8) and would transition to a formula-based approach with a new funding methodology for the FNCFS Program.

Poverty. A top-up funding for household support to address challenges associated with poverty, such as basic needs that could result in children coming into care is available to First Nations. The top-up will be a proportionate to the population of the First Nation that is below LIM-AT and the total funding available from ISC (\$25.5 million for 2024-25). This funding is provided to the First Nation.

Capital Asset Funding. A top-up percentage of up to 2% of the total value of FNCFS agency's capital assets to support maintenance (e.g. buildings and vehicles) is available to First Nations. A capital asset replacement fund for major capital projects, such as new purchases, builds or extensive renovations, would be determined by Phase 3.

Insurance Premium. First Nation and FNCFS service providers will receive funding for eligible insurance costs.

Adjustments

Inflation. A percentage increase each year to account for the forecasted inflation rate using the Consumer Price Index.

Population. Funds to account for First Nations population growth as a top-up to the baseline budget. The population of the First Nation is to be based on the population on-reserve, on Crown land or in Yukon drawn from the IRS as of September 30th of the previous year. For FNCFS agencies the population is the sum of populations of the First Nation to which it is affiliated.

Geography/Remoteness. A funding top-up to address the increased costs of delivering services in remote First Nations by utilizing the Remoteness Index Score. A remoteness adjustment will apply to those First Nation whose remoteness score is 0.40 or greater based on 2021 index of remoteness.

Top-Up Funding

To be calculated on baseline funding adjusted for population and inflation.

Information Technology (IT). A 6% top-up of the baseline budget for FNCFS agencies information technology needs for the implementation of the reforms.

Results. A 5% top-up on the baseline budget to support the implementation of the performance measurement framework or other results-based indicators.

Emergency Funds. A 2% top-up to the baseline budget for emergency situations that create additional demands on FNCFS agencies such as disasters and unanticipated circumstances. This funding is to be shared equally between the First Nation and with the agency, if served by an agency.

Appendix-3: Financial Projection Model Assumptions and Cost Drivers

Human Resource Needs

The FPM estimates staffing and budget needs based on the premise that a First Nation that decides to assume jurisdiction for CFS will create an organization, business model and systems that support the base functions of any successful business, but also include functions and infrastructure that support their unique First Nation's vision. For example, it will have a Board representing its community, staffing to perform a minimal level of corporate and program functions and systems and physical facilities to support its operations, with particular emphasis on functions, roles or infrastructure that are First Nations specific, like Elder and ceremony supports.

The FPM estimates the FTEs and related costs in salaries and benefits for the minimum staffing required to operate a FNCFS agency providing prevention and protection services with self-jurisdiction. The human resource needs have been grouped into three categories as described below.

The Executive Office consists of:

- Executive Director overseeing all operations and program delivery and responsible for strategic leadership.
- Office Manager / Reception handling general office administration and reception duties.
- Executive Support to provide administrative support to the Executive Director and the Board.

The FPM calculates the FTE needs for each based on assumptions driven by the overall size of the FNCFS organization. The combined size of the Executive office is capped at 4.5 FTEs for large FNCFS.

Corporate Services consists of staff who will manage, support and execute the corporate services functions of HR, Finance, IT, Data, Policy, Communications and Facility Management.

- The manager to staff ratio of 1:6 has been used to determine the number of manager positions in the corporate services function.

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- A ratio of 1:8 has been applied to determine the number of administrative support staff.
 - The staffing needs for HR, Finance, IT and Maintenance have been calculated by applying industry standards for these functions, along with a minimum base staffing required when the population or total employee count is under a certain threshold.
 - HR generalist positions are calculated based on 1 FTE per 50 employees in the FNCFS agency with a minimum of 0.5 FTE. Accounting and Finance staffing are based on 1 FTE per \$3 million in budget but no more than 5 FTEs.
 - IT, Data Management and Social Media staffing is minimum of 0.5 FTE for less than 20 total employees, 2 FTEs for less than 100 employees and an additional 1 FTE for every 100 employees in the FNCFS.
 - Facility Maintenance and Operations staffing is based on 1 FTE per 1000 population, with a minimum of 0.5 for under 500 people.

Program Operations consist of managers and supervisors, as well as frontline workers who work directly with the community, families and children.

- A fractional Director of Program Operations position is allowed for agencies that have fewer than 8 frontline employees, and an FTE if there are more than 8 employees in frontline positions.
- A ratio of 1:8 has been used for determining direct supervision to frontline social workers, and a ratio of 1:8 has been applied to calculate the number of administrative support staff.
- Cultural Coordinator and Community/Clan relations staffing is based on 1 FTE per 2000 total population, with a minimum of 0.25 FTE.
- Family Preservation Generalists who provide prevention services is calculated on the basis of the proportion of population to be targeted through outreach.
- Family Preservation Specialists who provide protection services are calculated based on a caseload of 8 children per caseworker, with a minimum of 0.5 FTE for any FNCFS.
- The caseload and supervision ratios are based on industry standards, but First Nations may have different requirements depending on factors like community needs, uniqueness of their culturally relevant delivery model, case complexity, availability of resources and travel distances.

Salaries & Benefits

Total expenditures on salaries were estimated based on market averages for similar roles listed on credible internet sources, and benefits were calculated at 30% of the annual salary, consistent with industry standards. A contingency budget has been estimated for the frontline roles at 20% of salaries and benefits to fund back-fill for vacancies, unplanned absence and after-hours work, assuming that factors such as location and availability of temporary staff do not create a barrier for the FNCFS to utilize the contingency.

Direct Program Costs

Direct program costs relate to expenditures incurred in the direct delivery of the prevention and protection services to children, families and the community. They do not include salaries and benefits for program delivery staff, which have been estimated in the salaries and benefits for program operations.

- Direct Program Costs for Contracted Services include the cost for contracted professionals. This amount was calculated by multiplying the population of the First Nation by the per population cost for this service in two of the sample FNCFS. This line includes contracts for:
 - Elders, trainers, teachers, consultants, mental health practitioners, etc., to deliver prevention program-related services that directly benefit children and families as described in the MOM.
- Direct Program Costs for Prevention include direct expenditures related to children and families as part of the prevention initiatives. This amount was calculated by multiplying the population of the First Nation by the per population cost for this service in two of the sample FNCFS providers:
 - direct financial assistance, groceries, clothing, transportation and entertainment supplies, and any other supports based on needs as described in the MOM.
- Direct Program Costs for Protection include direct expenditures related to child protection activities, foster care placements, kinship care and emergency housing. This cost was calculated by multiplying the number of children in care of the FNCFS agency with the maintenance cost per child calculated for a sample FNCFS agency indexed to 2026 dollars. The maintenance cost per child in 2026 is estimated at \$52,907, as per the

terms of the Draft Agreement. The baseline maintenance cost per child excludes operating costs, such as staff salary and administration.

Indirect Costs

Indirect costs include the expenditures related to corporate services and other activities that support the social programs but are not direct expenditures to children and families, including:

- Board Honoraria and Expenses include payments and reimbursements for board members' time and expenses related to governance activities. Board members are to be compensated for expenses and provided with an Honoraria based on number of board meetings. The number of board members, typically between three and six, with First Nation who have an on-reserve population of less than 250 would have a three-member Board, and those with an on-reserve population of over 500 would have a six-member Board.
- Volunteer Honoraria include payments or stipends for volunteers like youth, adults and Elders who give their time to support the First Nation's programs and community initiatives. The amount is based on an estimate of 20 hours per year per volunteer and an hourly cost per volunteer.
- Legal, Accounting and Professional Fees include costs for legal fees, financial audits and other professional services. Legal costs were estimated at minimum \$10,000 for all First Nations, \$30,000 for First Nations with on-reserve population less than 500, \$75,000 for on-reserve population less than 1000 and \$150,000 for larger First Nations.
- Insurance for employer and employee liability coverage was estimated at \$500 per staff.
- Meetings & Gatherings include expenses for organizing community meetings, gatherings and associated costs, and were estimated at \$2,000 for every 50 participants.
- Office and Administrative costs, including general administrative costs, such as supplies, office equipment, and communications were estimated at \$1000 per employee per year.
- IT, Data Management and Social Media costs include costs related to maintaining IT and phone systems, data storage, software and social media. These were estimated at an average of \$3,500 per staff based on industry estimate for medium sized non-profit.
- Facility Maintenance Costs include costs for maintaining physical spaces and transportation, repairs and upkeep. These were estimated at 4% of total budget based on industry estimates.

-
- Travel and other expenses are costs for staff travel and related expenses and were estimated at \$500 per frontline staff per month, to account for geographically dispersed populations and child placements.

ISC Funding Based on the Amended Draft Agreement

To determine the total ISC funding available for family preservation based on the Draft Agreement, we calculated the allowable funding for each line item as below.

- The baseline amount was calculated using the estimated cost of \$52,907 per child for 2026, multiplied by the estimated number of children in-care.
 - We note that this amount, which is based on our sample data, is lower than ISC's published data of \$56,094 on average per child maintenance cost for 2019-20 for all First Nations (\$66,242 in 2026 dollars). The Draft Agreement proposes that baseline compensation will be calculated on specific First Nations per child maintenance costs, or provincial/territorial costs of maintenance for children from the First Nation.
- Prevention funding was based on the per capita amount of \$2,705 per on-reserve population in 2026 dollars.
- The Draft Agreement requires the Household Support funding to be calculated using the LIM-AT criteria. We found that the household support funding calculated using the LIM-AT criteria was approximately 1%-2.5% of baseline funding for the five sample First Nations. As a simplification of a more complex LIM-AT based calculation, the FPM calculates the household support as percentage of baseline by multiplying the baseline with a random percent between 1%-2.5%.
- Funding for Capital Asset Maintenance and Insurance were treated as flow through and funded at the amounts of the estimated expenditures.
- Top-up funding for IT, Results and Emergency were calculated as percentages of baseline as stipulated in the Draft Agreement.
- A remoteness adjustment amount was calculated using the RQAF for the agency applied to the sum of top-up funding for IT, results, emergency and household support.

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Analysis of Operating Budget and Funding based on On-reserve Population

(Addendum to “Study of Budget Needs and Funding in the Amended Draft Agreement for Long Term Reform of FNCFS Program” Final Report April 2025)

Introduction

In July 2024, the First Nation Child and Family Caring Society (the Caring Society) contracted EngageFirst Management Consultants, a leading consultancy with a background in First Nation’s child and family services (FNCFS), to analyze the funding needs of small First Nations and the adequacy of the funding proposed in the Amended Draft Agreement for the Long-term Reform of FNCFS Program (the Draft Agreement). EngageFirst reported the findings of this study in April 2025. The study was focused on reflecting the needs and aspirations of small First Nations (with total on- and off-reserve population below 1054) delivering or wanting to deliver CFS with their own jurisdiction. Premised on that vision, the analysis reflected the operations and budget needs of FNCFS agencies providing services to families, youth and children living on- and off-reserve.

This addendum, presents the results of the financial analysis based on the premise that FNCFS agencies provide their services only to families, youth and children living on-reserve.

Findings of Analysis

The financial model developed in the original study, was used to generate scenarios of FNCFS agency operations based on three driving factors, i.e., on-reserve population, children in care, and remoteness adjustment factor. In order to perform the calculations, the assumptions and cost drivers for this analysis were reviewed and adjusted to reflect service delivery to on-reserve population only.

The financial model is programmed to create 620 scenarios by sampling the on-reserve populations from the list of First Nations and generating approximate number of children in-care and approximate RQAF. It is our view that the estimates fairly represent what a FNCFS provider operating with self-jurisdiction would experience. The resulting operating budget needs and ISC funding for delivering prevention and protection services with self-jurisdiction from the simulation

were analyzed statistically. The table below shows some of the key statistics from the simulation and explanation follows.

Table 1 Summary Statistics from Simulation of Estimated Funding from Draft Agreement and Budgetary Need

Stat	On Res. Pop.	Total Popn.	RAQF	Children	Estimate of FTE	Budget Need (\$)	ISC Funding (\$)	Funding as % of Budget
Min	10	36	0.00	-	6.1	791,670	107,502	13%
Ave	884	1,711	0.61	24	15.9	4,336,722	4,038,758	76%
Max	10,320	13,501	1.36	294	107.4	40,993,791	47,098,821	119%

Note: the values in each column reflect the range from min to max generated in the simulation for that variable. Values from left to right in a row are independent of each other. For example, a First Nation with an on-reserve population of 12 and total population of 36 may not exist, but the numbers represent the smallest on-reserve and the smallest total population generated in the simulation.

Estimate of Staffing

- Table 1 shows that the minimum staffing required to operate a minimal FNCFS agency is about 6 full-time equivalent (FTE) positions, including an executive office, corporate services, and program delivery serving on-reserve population. This would meet the needs of any First Nation with on-reserve population less than 175.
- The average staffing requirement among all First Nations for delivering prevention and protection with self-jurisdiction to on-reserve population is about 16 FTE.
- The estimated staffing need for prevention and protection services may be about 52-105 FTE for some of the large First Nations, with on-reserve populations in 4,000 to 10,000 range.
- Figure 1 shows the distribution of FNCFS agencies based on their estimated staffing need.
- About 85% of the FNCFS agencies will require less than 25 FTEs, 12% require between 26 to 50 FTEs and the remaining 3% will require more than 50 FTEs.

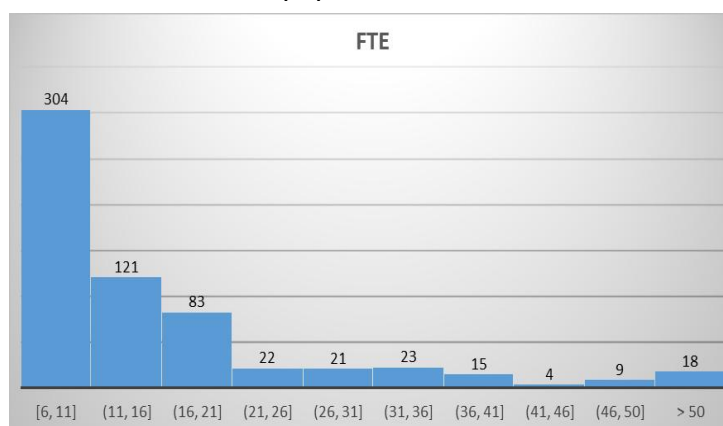


Figure 1 Number of FNCFS grouped by count of FTE Required

ISC Funding as % of Budgetary Need

- Table 1 indicates that the budgetary need of a FNCFS agency for operating costs varies between \$791k to \$41 million, depending on on-reserve population, number of children in care and remoteness. The average annual operating budget among all FNCFS agencies is about \$4.3 million.
- The ISC funding available through the Draft Agreement ranges between \$107k to \$47 million, with the average funding among all FNCFS agencies of about \$4 million per year.
- Table 1 also shows that, on average, the Draft Agreement is funding about 76% of the FNCFS agency's annual budget need for operations.

- Figure 2 shows the distribution of FNCFS agencies grouped by the percentage of their annual operating budget funded by the Draft Agreement.

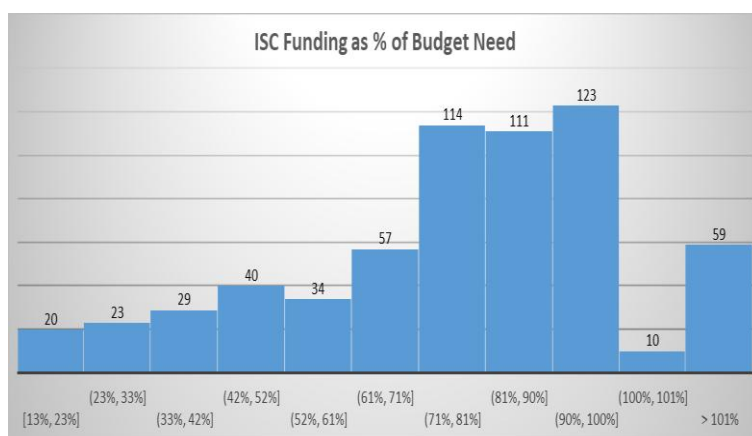


Figure 2 Number of FNCFS grouped by ISC Funding as % of Operating Budget

- Figure 2 indicates that for about 18% of the FNCFS agencies, the ISC funding based on the Draft Agreement may be less than 50% of their budget need.
- For about 33% of the FNCFS agencies, the ISC funding through the Draft Agreement may be 51-80% of their budget need, and for the remaining about 49% of the FNCFS agencies the funding may be more than 80% of their budget. (Note: the overfunding shown in the chart may be due to the difference in the scaling of costs and funding for large FNCFS.)
- Accounting for the uncertainties in cost estimation and inherent error margins in the simulation, we may expect that about 49% of the FNCFS agencies who receive more than 80% of their budgetary need may be sufficiently supported to achieve their vision through the Draft Agreement. The FNCFS agencies that are funded between 51%-80% may be able to manage but would need to adjust their services/programming downwards to balance with

the available funding. The remaining 18% of the FNCFS agencies receiving less than half their expected budget would struggle to deliver their mandate with self-jurisdiction.

- It appears from the analysis that on a net system-wide basis the total ISC funding would balance the combined operating budget needs for prevention and protection services of all the FNCFS agencies.
- Correlation analysis of the data from the simulation also confirms that the percentage of budget funded by the Draft Agreement is highly correlated (72%) to the percentage of on-reserve population. Therefore, First Nations with higher on-reserve populations will receive more funding compared to another with the same total population, but with a lower proportion living on-reserve.

Special Scenarios

To better understand the funding needs of FNCFS agencies with different demographics and to address some of the key questions to be answered by this study, we analyzed the budget needs and funding from the Draft Agreement using some special scenarios, as described below.

- What is the operational budget need and funding available for the FNCFS agency serving the smallest on-reserve population?
 - We analyzed the operational budget need and funding available for a very small FNCFS agency as reflected by the hypothetical small First Nation and the minimum operating model for an FNCFS agency described in Appendix-1 of the final report. This FNCFS agency serves an on-reserve population of 42 members (29% of total population), has an RQAF of 0.75 and has 1 child in care. Based on the simulation, the estimated budget needed for this FNCFS agency is \$971k, with 6.7 FTEs in the organization. It would receive funding of \$219k based on the Draft Agreement which is about 23% of its need. An FNCFS agency of this size and composition will struggle to deliver the vision of self-jurisdiction enshrined in the Act, under this Draft Agreement.
- What population size can be served by the smallest FNCFS agency?
 - The simulation model indicates the smallest FNCFS agency needs a staffing level of 6-7 FTEs, with about half in CFS program delivery and the other half

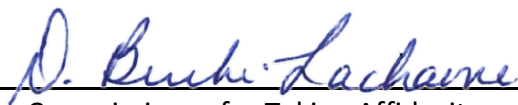
in executive office and corporate services. An FNCFS agency with this staff size may be able to support on-reserve population of up to 175, if it were sustainably funded. However, the simulation indicates that FNCFS agencies serving on-reserve populations up to 175 would, at best, receive 60% of their estimated budget need of \$1.3 million per year through the Draft Agreement.

- What is the operational budget need and funding available from the Draft Agreement for an FNCFS agency serving the median on-reserve population of all First Nations?
 - Based on the Indian Registry Services population data for 2024, the median on-reserve population for all First Nations is about 454 members. Our simulation has a few scenarios with on-reserve population of 454 members, RQAF between 0.7-1.0 and between 11-14 children in care. The estimated operating budget need of these FNCFS agencies is between \$2.6-\$2.8 million per year, and based on the Draft Agreement the ISC funding would be between \$2.0-2.3 million per year. These FNCFS agencies would be funded for about 80-90% of their annual operating budget, which may be close to sustainable.
- What is the budgetary need and funding available from the Draft Agreement for an FNCFS agency serving the median population among small First Nations (on reserve population below 454 members)?
 - Half of the First Nations have on-reserve population less than 454 members. The median on-reserve population for the small First Nations is 194. The model generated a few scenarios that are close to the median population of small First Nations. This on-reserve population size is very close to the population that the minimum operating model can serve. The required staffing is estimated at 7.2 FTEs and the operating budget need for the FNCFS agency is about \$1.3-\$1.5 million per year. However, the funding available from the Draft Agreement would be about \$835-975k per year or 62-67% of required budget.
- What is the on-reserve population size at which the proposed funding in the Draft Agreement is sufficient for an FNCFS agency to sustainably operate with its own mandate and vision of self-jurisdiction?

- We analyzed the on-reserve population size for which the funding available from the Draft Agreement meets at least 90% of the operating budget need of the FNCFS agency. The assumption is that a FNCFS agency can manage its mandate with that level of funding. Data from the simulation indicates that the smallest FNCFS agency, to have at least 90% of its budgetary need funded, has an on-reserve population of 820 members. The budget need for this size of operation is \$4 million per year. FNCFS with larger on-reserve populations would also be sustainably funded. This finding indicates that a target amalgamated on-reserve population above 820 may be a strategy for sustainability under the Draft Agreement. There are about 198 First Nations (32% of all First Nations) with on-reserve population more than 820 who may be sustainably funded through the draft agreement.

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This is **Exhibit "C"**
to the affidavit of
Jasmine Kaur
sworn before me this 2nd
day of October, 2025



Commissioner for Taking Affidavits
(or as may be)

Debra Ann Burke-Lachaine, a Commissioner, etc.,
Province of Ontario, for Conway Baxter Wilson LLP/s.r.l.
Barristers and Solicitors.
Expires March 4, 2027.

STUDY OF BUDGET NEEDS AND FUNDING IN THE AMENDED DRAFT FSA FOR LONG TERM REFORM OF FNCFS PROGRAM

Report of Findings
June 10, 2025



**First Nations Child &
Family Caring Society**

Land Acknowledgment

We acknowledge the land on which we reside and from where we are speaking today is Treaty Six territory. This is the traditional lands of many First Nations including the Cree, Dene, Saulteaux, Nakota and Blackfoot; and it is the homeland of the Métis' and home to one of the largest communities of the Inuit people.

- Purpose and Objectives of the Study
- Study Approach
- Key Findings
- Proposed Next Steps
- Question and Answer

Agenda



Project Information



Background

- EngageFirst Management Consultants was asked by The Caring Society to analyse the budget needs and funding available for small First Nations under the Draft FSA.
- EngageFirst is an Edmonton based consulting firm specializing in program development, resource management and financial planning in health, child and family services. We have advised First Nations and Metis communities, provincial and municipal governments, and non-profit organizations.
- The study was conducted between Sep. 2024 and May 2025.
- The study included online research, consultations and data gathering from five participating First Nations.

Objectives and Deliverable

Objectives:

- Analyze the funding needs of small First Nation Child and Family Service (FNCFS) providers and the adequacy of the funding proposed in the Draft FSA.
- Study the business models of a sample of FNCFS providers, document and analyze their practices in governance, service delivery and financial management.

Deliverable:

- A report with independent and objective analysis to meet the project objectives identified above.

Approach

1. Consultation, research and data gathering.
2. Review and understand the Draft FSA.
3. Understand First Nations perspectives, aspirations and needs for a reformed FNCFS program.
4. Model the operating budgets and funding available from the Draft FSA.
5. Analyze and report the findings.

This study is...

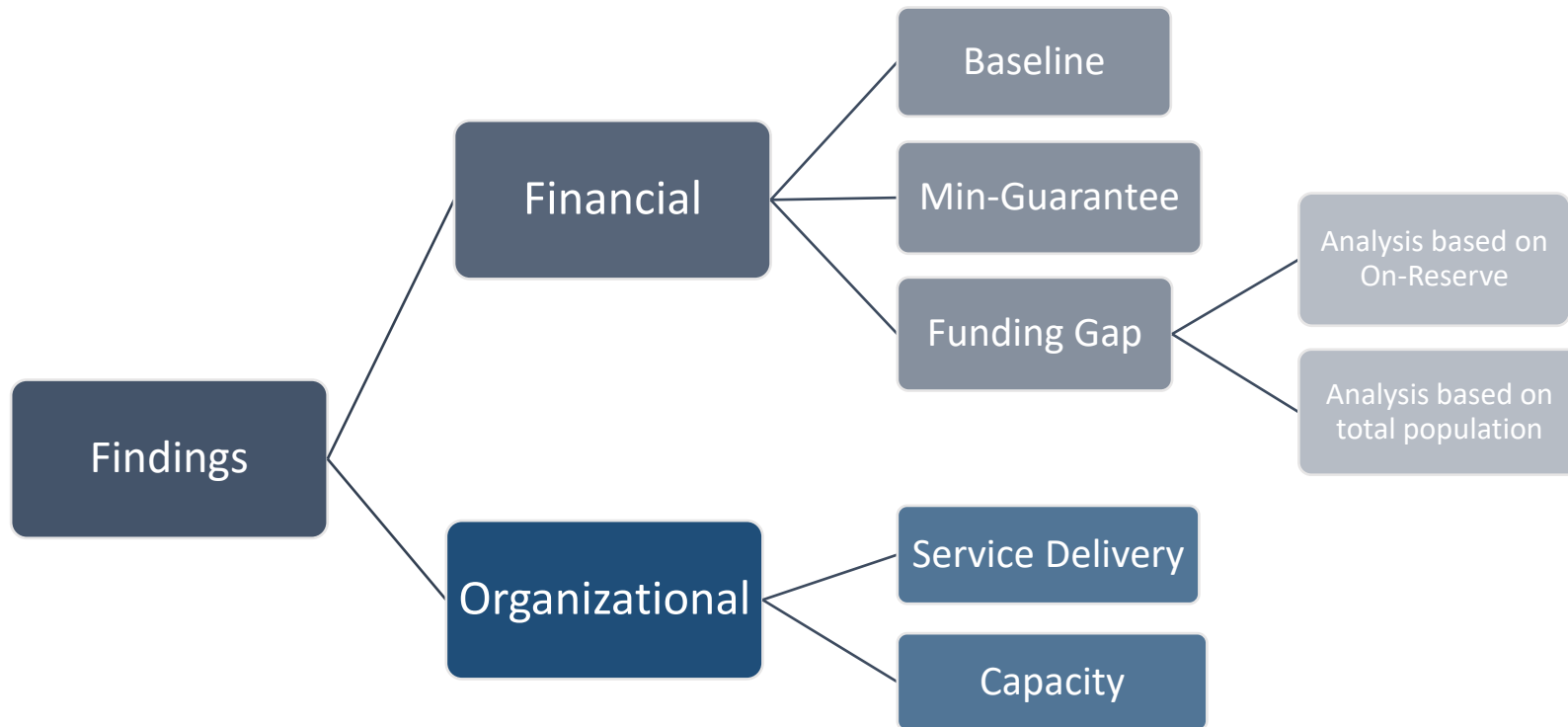
1. A principled and evidence-based analysis with transparent assumptions and findings.
2. Bound by scope parameters, sample size and time.
3. A perspective on FNCFS funding based on the expressed needs and aspirations of the participating First Nations.
4. An affirmation of existing beliefs with additional insights.
5. A perspective on the impacts of the FSA with suggestions for potential actions and analysis for deeper insights.

Study Parameters

1. Prevention and Protection Services
2. Ongoing operating costs and budget
3. Start-up costs, capital costs, capacity development not included
4. Stand-alone principle, impact of other services not factored in
5. Model drivers based on findings from the analysis of participating FNCFS agencies, Draft FSA, ISC, StatsCan and other relevant published sources



Findings of the Study



Findings – FNCFS Organization & Business Model



1. FNCFS providers who participated in the study are successful largely due to their overarching approach.
2. First Nations and FNCFS providers are unique and are incrementally building organizational capacity in skills, competencies, tools and practices.
3. First Nations and FNCFS providers are incrementally building their functional capacity in data and analytics, financial management and technology to optimize service delivery to remote and sparse populations.

Findings – Baseline and Prevention Funding



1. Separation of funding streams for prevention and protection is not optimal. A block funding approach is better aligned with First Nation's traditional world views and how most FNCFS providers want to serve.
2. Prevention funding and supports for off-reserve population is critical, yet not available through the Draft FSA.
3. Baseline Funding as described in the Draft FSA is problematic since it is tied to the number of children in care. It disincentivizes keeping families together and keeping children at home.
4. Top-up funding for IT and Results is tied to children in care (baseline funding). It is not clear why Prevention budget is not included in the top-up calculation.

Findings – Minimum Guarantee \$75000

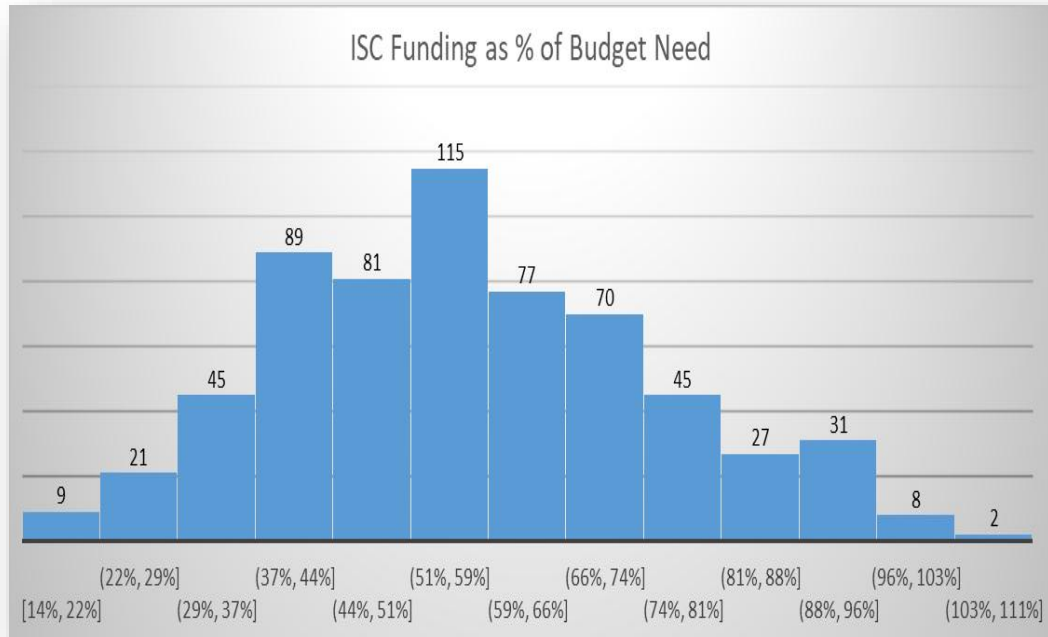


1. ISC's rationale for establishing the minimum guarantee of \$75,000 is not clear in the Draft FSA.
2. The minimum guarantee reflects approximately 10% of the operational budget of \$800k per year for a FNCFS provider serving (prevention only) an on-reserve population of 30 members.
3. The minimum guarantee does not factor-in the direct cost of support and other realities of delivering services in small and remote First Nation communities.
4. It appears from the Draft FSA that the minimum guarantee is not available for a First Nation if not receiving services from a FNCFS agency.

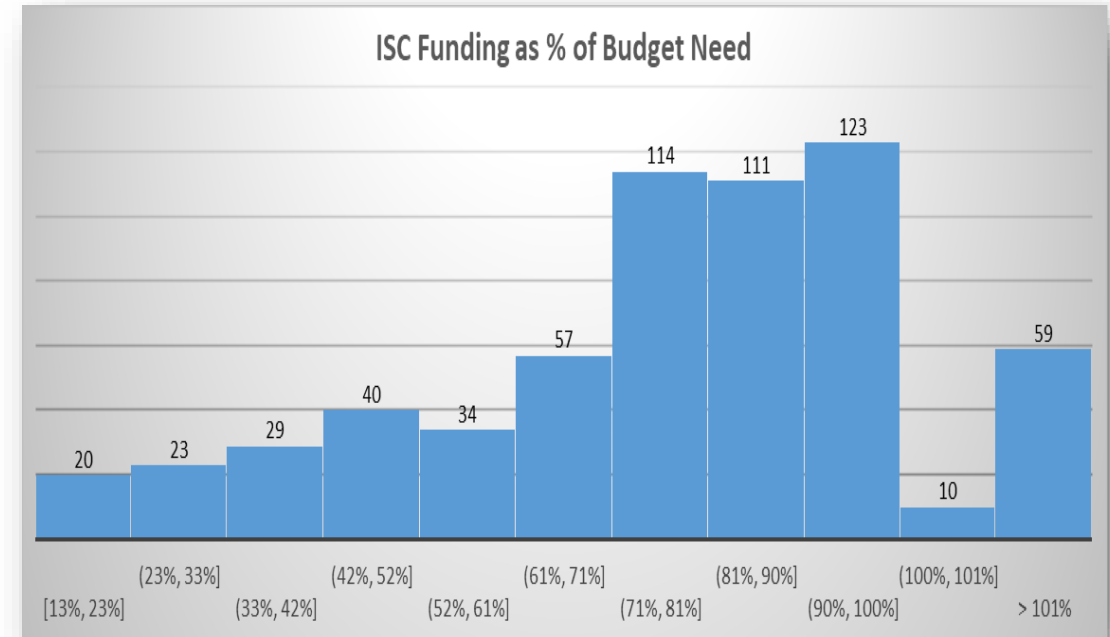
Distribution of First Nations by % of Budget Funded by Draft FSA



FNCFS serving all members



FNCFS serving on-reserve population



Findings – Operating Budget to serve On Reserve and Gap from Draft FSA Funding



Analysis indicates that:

1. First Nations with **on-reserve** populations up to 175 members require an FNCFS with 6 FTEs. The Draft FSA funds about 60% of the operating budget of \$1.2m per year for an FNCFS serving this population size.
2. The Draft FSA funds approximately 80% of the operating budget of \$2.6-\$2.8m per year for FNCFS providers serving the median **on-reserve** population of 454 members (RQAF of 0.7-1.0 and 11-14 children in care).
3. The Draft FSA funds about 62-67% of the operating budget of \$1.3-\$1.5 million per year for the FNCFS providers serving **on-reserve** population of 194 members; which is the median on-reserve population among the small First Nations (pop. below the national median of 454).
4. The Draft FSA funds 90% of the operating budget for FNCFS providers that serve **on-reserve** population of 820 or more. About 32% of all First Nations have on-reserve population above this threshold.


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graph LR
    Findings --> Financial
    Findings --> Non-financial
    Financial --> Balance
    Financial --> Misclassification
    Financial --> Funding_Gap[Funding Gap]
    Non-financial --> Box1[ ]
    Non-financial --> Box2[ ]
    Funding_Gap --> Lit_Analysis[Analysis based on the literature]
    Funding_Gap --> Emp_Analysis[Analysis based on the empirical data]
  
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Analysis indicates that:

1. First Nations with **total** populations up to 175 members require an FNCFS with 6-7 FTEs. The Draft FSA funds about 45% of the operating budget of \$1.2m per year for a FNCFS serving this population size.
2. The Draft FSA funds approximately 73% of the operating budget of \$4.13m per year for a FNCFS provider serving the median of **total** population of 1054 members (RQAF of 0.75 and 18 children in care).
3. For small First Nations with **total** populations below 504 members (median of the small First Nations):
 - In the best case, the Draft FSA funds approximately 86% of the operating budget of \$2.2m per year when 97% of members are living on-reserve.
 - In the worst case, the Draft FSA funds approximately 39% of the operating budget of \$2.6m per year when 26% of members are living on-reserve.
4. The Draft FSA funds approximately 90% of the operating budget for FNCFS providers that serve a **total** population of 1150-1300 members with 90% living on-reserve.

Proposed Next Steps

1

Analyse the Draft FSA and any future agreement for alignment with all related CHRT rulings.

2

Gain further clarity regarding the terms of the Draft FSA or any future agreement with a more rigorous study, modeling and more participative but focused data gathering.

3

Conduct financial modeling and scenario analysis to determine minimum outcomes and preferred outcomes from any future negotiated agreement with ISC.

4

Implement strategies to build consistency and shared standards in gathering, storing, and reporting financial and operational data to enable reliable analysis on regional and national levels.

5

Implement strategies to enhance FNCFS' capacity for data management, analytics and performance management to meet the expectations and accountabilities stemming from any future agreement.

Discussion and Questions...





About EngageFirst

Consultant Team

Hemant Kumar

MSc, MBA, CMC, PMP



Principal Consultant
Health / Social Services

- ✓ 28 years in management consulting
- ✓ Public sector focus, thought leader
- ✓ CFS, Health, Social Services, First Nations and Indigenous programs
- ✓ Policy, Program design and development
- ✓ Service delivery optimization
- ✓ Needs Assessment, Financial analysis

- ✓ 30+ years in CFS
- ✓ Experienced in small community and Indigenous social programs
- ✓ Prevention, early intervention, child protection delivery experience
- ✓ Policy and program expertise
- ✓ Delivery, program design, implementation and evaluation

Mark Hattori

B.SW.



Subject Matter Expert
Child and Family Services

Malika Mamirova

B.A. (Eco)



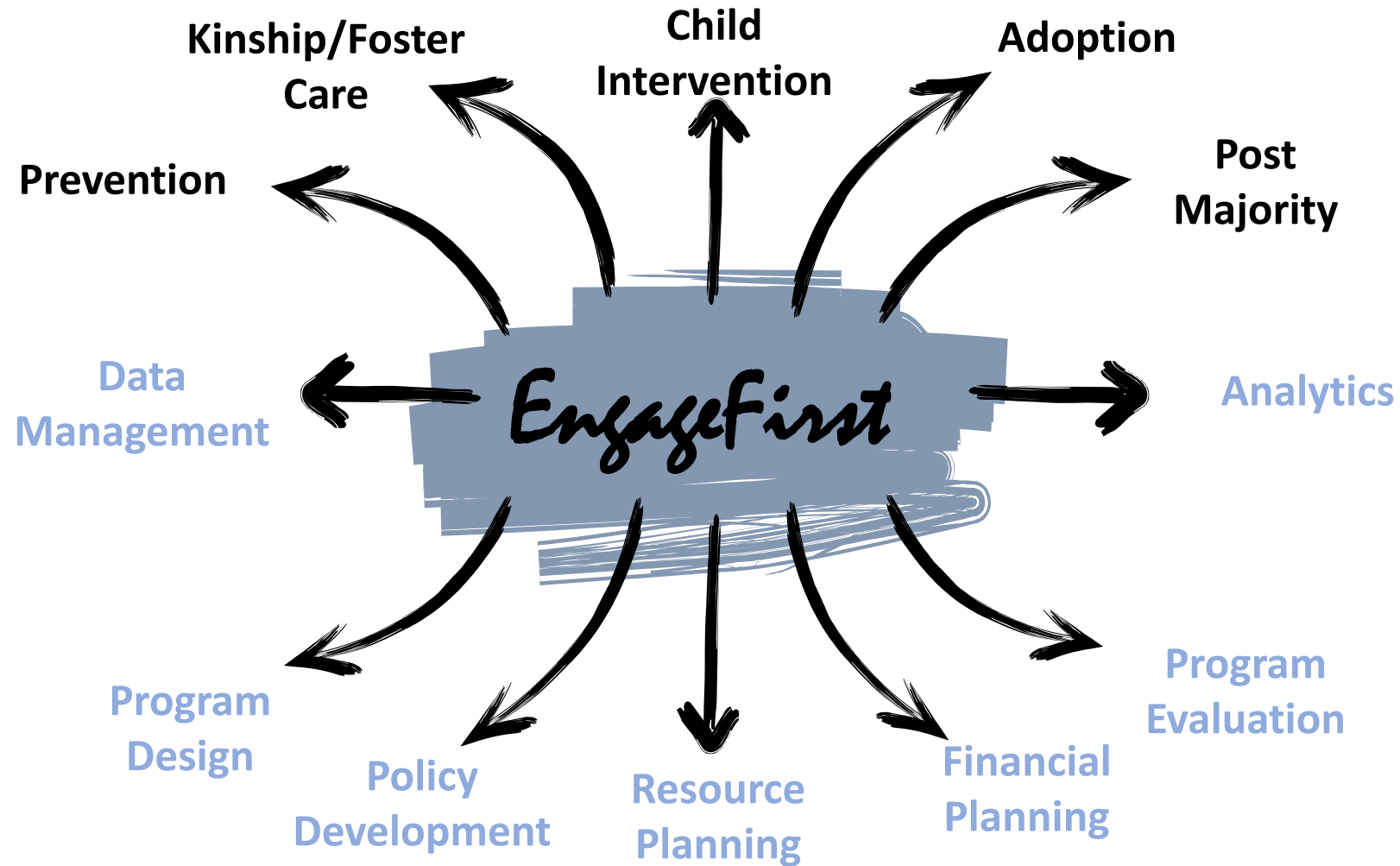
Researcher / Analyst

- ✓ 4 years experience in policy analysis, financial modeling
- ✓ Knowledge of Indigenous and First Nations CFS
- ✓ Proficient in data modeling, scenario and econometric analysis
- ✓ Proficient in literature review, environmental and jurisdictional scan
- ✓ Report writing and presentations

EngageFirst Management Consultants

- EngageFirst is a professional management consulting firm specializing in Child and Family Services (CFS), Health and Human Services.
- Our team consists of practitioners and experts with a combined experience of more than 60 years in CFS program delivery, policy and legislation; including direct experience with Indigenous and First Nations communities.
- We have unique qualifications and experience in transformation, needs assessment, program design, program review, policy development, resource planning and data management.
- Our Work Assessment Model (WAM[®]) is the leading methodology for designing, assessing and benchmarking casework practices in CFS, Health and Human Services.
- We are also a leading provider of expertise in advanced analytics and data science for applications in Child and Family Services, Health and Social Services.
- We put our clients first and are committed to your success in every engagement.

CFS Experience



For Further Information



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