

At a Crossroads:

The roadmap from fiscal discrimination to equity in Indigenous child welfare

MARCH 2022



REPRESENTATIVE FOR
CHILDREN AND YOUTH

March 29, 2022

The Honourable Raj Chouhan
Speaker of the Legislative Assembly
Suite 207, Parliament Buildings
Victoria, B.C., V8V 1X4

Dear Mr. Speaker,

I have the honour of submitting the report *At a Crossroads: The roadmap from fiscal discrimination to equity in Indigenous child welfare* to the Legislative Assembly of British Columbia.

This report is prepared in accordance with Section 20 of the *Representative for Children and Youth Act* which gives the Representative authority to make special reports to the Legislative Assembly if the Representative considers it necessary.

Sincerely,



Dr. Jennifer Charlesworth
Representative for Children and Youth

pc: Ms. Kate Ryan-Lloyd
Clerk of the Legislative Assembly
Ms. Karan Riarh
Committee Clerk, Legislative Assembly

Contributors

The Representative would like to acknowledge with gratitude all those who shared their perspectives and made this report possible, including Indigenous Child and Family Service Agencies, Friendship Centres, community organizations and partners, First Nations, Métis, Inuit and Urban Indigenous partners, and the RCY project team:

Samantha Cocker – Deputy Representative

Donna Mathiasen – Co-author and researcher

Sheri Meding – Lead author and researcher

Blair Mitchell – Executive Director, Individual Advocacy and First Nations, Métis and Inuit Engagement

Jeff Rud – Executive Director, Communications and Knowledge Mobilization

And many others.

The Representative also gratefully acknowledges Dr. Helaina Gaspard and her team at the Institute of Fiscal Studies and Democracy for their research and writing of the appended report, *Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia*.

This is the Representative for Children and Youth's report. Appended to this report is the report by the Institute of Fiscal Studies and Democracy, *Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia*.

Where applicable, elements of the Institute of Fiscal Studies and Democracy's research report are referenced in the Representative's report. The findings of the Institute of Fiscal Studies and Democracy's report are best understood in the context of the full report, along with methodological limitations, references and data sources. All can be found appended to this document.

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Territorial Acknowledgment

The Representative and staff, who do their work throughout the province, would like to acknowledge that we are living and working with gratitude and respect on the traditional territories of the First Nations peoples of British Columbia. We specifically acknowledge and express our gratitude to the keepers of the lands on the traditional territories of the Lheidli T'enneh peoples (Prince George) and the Songhees and Esquimalt Nations (Victoria), where our offices are located.

We would also like to acknowledge our Métis and Inuit partners and friends living in these beautiful territories.

Executive Summary

This is a report that, on the surface, appears to be about money. Dig a little deeper and, in fact, it's a report about human rights – the human rights of the thousands of First Nations, Métis, Inuit and Urban Indigenous children and families receiving child welfare services in British Columbia. In 2022, First Nations, Métis, Inuit and Urban Indigenous children still outnumber non-Indigenous children in B.C. government care by a ratio of almost three to one even though they make up only 10 per cent of the total population of children in B.C. Currently, 68 per cent of children in care are First Nations, Métis, Inuit or Urban Indigenous – a shameful situation that has often been called a continuation of the residential school system.

"Reconciliation requires constructive action on addressing the ongoing legacies of colonialism that have had destructive impacts on Indigenous peoples' education, cultures and languages, health, child welfare, the administration of justice, and economic opportunities and prosperity."

From the 10 Principles of Reconciliation – Truth & Reconciliation Commission of Canada

When the Representative set out to look closely at child welfare funding for First Nations, Métis, Inuit and Urban Indigenous children, youth and families – particularly in comparison with funding and services for non-Indigenous children, youth and families – the intent was to map the fiscal ecosystem of funding to services in order to reveal gaps and disparities; in other words, to create a comprehensive picture of how much money was being spent on First Nations, Métis, Inuit and Urban Indigenous compared to non-Indigenous child and family services, how that spending translated into services being delivered, and what kinds of outcomes were being achieved for young people. The results were jarring, to say the least.

It should be noted, first of all, that the fiscal landscape around child welfare funding is complex and labyrinthine in nature. This is no exaggeration. It was necessary for the RCY to contract with experts in order to accurately assess federal and provincial fiscal systems and practice around child welfare funding. That fact in itself is troubling because, among other reasons, it indicates a lack of transparency. In order to address this complexity, the Representative contracted with the Institute of Fiscal Studies and Democracy to gather and analyze federal and provincial data with respect to child welfare funding and service delivery. The resulting report, *Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia*, is appended to this document. It was also necessary to work with an expert in MCFD finances – a former Executive Director, Finance and Corporate Services Division at the ministry – to interpret complex internal practices.

From the extensive data in the Institute of Fiscal Studies and Democracy report, the Representative makes two main – and startling – findings:

1. Resource allocation to a young person depends on where they live – on- or off-reserve. This is because funding sources differ depending on residency. Funding for on-reserve child welfare services for those First Nations with their own Indigenous Child and Family Service (ICFS) Agencies (formerly known as Delegated Aboriginal Agencies) comes from the federal government. For off-reserve services, funding comes from the provincial government. A third category of funding exists for on-reserve services for those First Nations who do not work with an ICFS Agency. For these children, the federal government provides funding for services, but it funds with a different methodology and

the funding is funneled through MCFD, which cannot definitively say how much of it reaches the First Nation. First Nations, Métis, Inuit and Urban Indigenous children living off-reserve are at the greatest disadvantage because provincial funding for services for them is much less than for their counterparts living on-reserve.

The difference in funding levels is largely due to the Canadian Human Rights Tribunal ruling of 2016 that determined that funding practices for First Nations children living on-reserve were discriminatory, and that effectively forced the federal government to pay for on-reserve child welfare services at actual costs, based on a needs-based budget that includes culturally rooted prevention services. However, provincial funding has not kept up. ICFS Agencies who serve only off-reserve young people do not see any benefit from the Tribunal ruling. Such funding differences are most starkly visible for those ICFS Agencies that serve children both on- and off-reserve. Those agencies receive a percentage of their funding from both the federal and provincial governments depending on where each child resides. Different children are allocated different levels of funding based on residence. This is fiscal discrimination.

2. MCFD's system for allocating funding is broken. The Representative's other main finding is that it is not possible to create a map of the ecosystem between First Nations, Métis, Inuit and Urban Indigenous compared to non-Indigenous service providers using provincial data, nor is it possible to connect spending with stated government priorities. The necessary information is simply not tracked. MCFD's data stewardship as far as expenditures and outcomes for First Nations, Métis, Inuit and Urban Indigenous children goes is deeply flawed. This finding heralds the urgent and immediate need for an overhaul of MCFD's data stewardship practices. Without knowing how much money is spent on First Nations, Métis, Inuit and Urban Indigenous child welfare and what the outcomes of those expenditures are, how can any assessment be made of how well First Nations, Métis, Inuit and Urban Indigenous children and families are being supported? It is currently not possible to see whether there are gaps in the levels of services received by these children, youth and families relative to non-Indigenous children, youth and families. This is particularly problematic when framed against the intention of the provincial government to make reconciliation a priority. Addressing these concerns will reflect meaningful action towards reconciliation.

In analyzing the research conducted for this report, the Representative discovered that MCFD's current funding approach mirrors the previous funding approach of the federal government that was found to be discriminatory in (at least) one clear way: it ties funding to a reliance on children being in care. This aspect of MCFD's funding approach could also be interpreted as continuing to discriminate against B.C.'s First Nations, Métis, Inuit and Urban Indigenous children residing off-reserve.

It should be noted that the first *Call to Action* made by the Truth and Reconciliation Commission of Canada states that governments must provide adequate resources to enable First Nations, Métis, Inuit and Urban Indigenous communities and organizations to keep families together where it is safe to do so, and to keep children in culturally appropriate environments. This requires re-interpreting and re-imagining prevention as more than simply preventing the need for child protection interventions. Rather than just preventing children from coming into care, prevention is about ensuring child, family and community wellness so that children can realize their potential and so that families are healthy and nurturing for young people. Child, family and community wellness must be the goal.

The concept of prevention is necessarily broad-ranging. Promotion of wellness through provision of language and cultural supports, culturally appropriate counselling, child care, education and mental health services is an example of a primary level of prevention. Secondary prevention could include robust wraparound supports for families that preclude the need to remove a child from their family at all. Preventing kids from coming into care should be an MCFD service line. If government is serious about reconciliation and respecting the *Calls to Action* and the calls by B.C.'s First Nations and Métis leaders and advocates, prevention – viewed comprehensively, holistically and from a First Nations, Métis, Inuit and Urban Indigenous lens – should be a key priority reflected in how prevention funding is articulated, arranged and allocated in funding agreements.

The issue that confronts MCFD is that its funding models and approaches don't align with its public commitments made to First Nations, Métis, Inuit and Urban Indigenous reconciliation. In the current fiscal ecosystem, some children and families are caught in the middle of two funding systems that are unaligned and inconsistent with stated government priorities. MCFD needs to be supported by the provincial government to address the prevention funding shortfalls for First Nations, Métis, Inuit and Urban Indigenous children and families within the child welfare system.

This report makes three recommendations. The first is that the provincial government adopt Canadian Human Rights Tribunal principles of funding. The Institute of Fiscal Studies and Democracy report makes clear that the federal adoption of these principles has made a tangible difference for families living on-reserve. However, the inherent paradox is that the intended outcome of the Canadian Human Rights Tribunal ruling was to address and rectify long-term, systemic fiscal discrimination. An unintended consequence in B.C. has been that it has amplified discrimination against First Nations children who reside off-reserve and continues to leave out Métis and Inuit children, all of whom are dependent on provincial funding. This situation will be exacerbated as of April 1, 2022, when the Agreements in Principle struck as a result of the Canadian Human Rights Tribunal ruling take effect, and the portion of the increased federal funding – allocated for systemic reform including prevention funding – starts flowing. There is a need, therefore, for the provincial government to adopt these same principles in order to achieve substantive equality in funding and services.

Part of this recommendation also includes the necessity for MCFD to negotiate a clearer transfer of funding from the federal government for the 84 First Nations who do not now have their own Indigenous Child and Family Service agencies, and who receive services directly from the ministry. Funding practices here are based on a different agreement that predates the Canadian Human Rights Tribunal rulings, so that even for those children and families on-reserve, there are disparities in funding.

Second, MCFD must fix its broken funding allocation system. It needs to overhaul its fiscal management tools and data stewardship to make it possible to understand the differing needs of First Nations, Métis, Inuit and Urban Indigenous compared to non-Indigenous populations, and to clearly see where funding is going and what outcomes are being achieved. There is currently no baseline metric of where Nations and Urban Indigenous communities are at to understand their needs. It should also be possible to see clear links between expenditures and stated government priorities and commitments.

Third, the Representative recommends that MCFD fulsomely and intentionally incorporate the Grandmother Perspective, as described in the Office of the Human Rights Commissioner's 2020 report on disaggregated data collection, in order to collect disaggregated race-based data to understand the

diverse and greater needs of the First Nations, Métis, Inuit and Urban Indigenous populations it serves. The purpose of such data collection is to reduce and ultimately eliminate fiscal discrimination against First Nations, Métis, Inuit and Urban Indigenous children, youth and families, and achieve equity in funding and services for them. It should be done with the meaningful and respectful involvement of the communities affected and should also ensure that communities lead in identifying needs and outcomes.

These recommendations represent only the tip of the iceberg. In examining funding allocations and conducting both “top-down” and “bottom-up” analysis, in addition to surveying and interviewing service providers, the Institute of Fiscal Studies and Democracy report (appended) contains a broad, abundant and diverse array of findings that clearly articulate system deficiencies and, at the same time, act as a source for actionable solutions. It is a place to acknowledge the voices and perspectives of service providers and the challenges they face within the existing convoluted system. These voices are sources of vision and wisdom and should be considered rich sources of expertise. This report provides fertile ground for future work by the RCY with respect to child welfare funding practices in B.C.

The time for study is over. The time for reconciliation is now. For First Nations, Métis, Inuit and Urban Indigenous people, this moment in time represents a critically important and hopeful crossroads. It is a time when the truth about the harms caused by colonialism is becoming more clearly seen and acknowledged. This report is intended to be a roadmap to positive change – to shine a light on fiscal inequities in First Nations, Métis, Inuit and Urban Indigenous child welfare and bring about structural and substantial change to the fiscal ecosystem to reduce inequalities, keep children with their families where possible, and to improve outcomes for young people. The evidence is here. It is now time for the B.C. government to walk its talk.

Introduction

In 2017, the Office of the Representative for Children and Youth (RCY) examined funding models for First Nations, Métis, Inuit and Urban Indigenous child and youth services and supports in a report titled: *Delegated Aboriginal Agencies – How resourcing affects service delivery*. This report was developed on the heels of the landmark 2016 Canadian Human Rights Tribunal (CHRT) decision which found that federal funding models were discriminatory against First Nations children living on-reserve. The RCY report concluded that inequitable and inconsistent funding, both provincial and federal, resulted in a disparity of services between the Ministry of Children and Family Development’s (MCFD) contracted agencies and the capacity for comparable service provision among B.C.’s 24 Indigenous Child and Family Service Agencies (ICFS Agencies – formerly referred to as Delegated Aboriginal Agencies).

The stated intention of the report was to closely monitor progress with a declaration that the findings of the report would form a “*baseline measure against which future improvements can be assessed*.”¹ Furthermore, the report concluded that:

*“addressing the current situation will take commitment and action: Indigenous and Northern Affairs Canada must remedy its funding flaws to Indigenous child welfare services; planning in B.C. for Indigenous child welfare must address the distinct needs and circumstances of children, families and communities; and funding by both levels of government must be equitable and clear, and must take into account needs based on the intergenerational effects of colonialism.”*²

The Canadian Human Rights Tribunal’s ruling served to highlight and call out the disadvantage First Nations children and families had experienced for generations that was normalized and embedded in federal funding programs for First Nations children living on-reserve. This pronounced disadvantage had gone unacknowledged until its validation by the Tribunal and the federal court. It is worthwhile noting that this type of disadvantage is not limited to federal funding models. As was clearly described in the Representative’s 2017 report, there are also inequities in provincial funding models.

The Representative, in consideration of the recently proclaimed legislation, *An Act respecting First Nations, Inuit and Métis children, youth and families*, is posing a fundamental question: Are funding allocations in alignment with current and evolving ideas around child welfare services? If we are to shift from a model of child welfare that is rooted in the ideology of child protection – that is, removing children from families and communities – to a child-, family- and community-centred model that prioritizes culturally rooted, needs-based preventative measures, how do the financial structures and mechanisms currently in place need to be reconsidered and re-imagined to facilitate conceptual changes to program delivery? In other words, how do funding and fiscal systems need to change to realize a goal that is fundamentally designed to support – rather than separate – children, families and communities?

In order to formulate a clear, evidence-based understanding of the current fiscal ecosystem and how it may be revised to better support evolving ways of perceiving child welfare services, the Representative’s Office partnered with the Institute of Fiscal Studies and Democracy, a research institute that examines fiscal ecosystems in order to analyze and help solve public policy challenges. Led by Canada’s first

¹ Representative for Children and Youth, *Delegated Aboriginal Agencies: How Resourcing Affects Service Delivery* (Victoria, B.C.: Office of the Representative for Children and Youth), 2017, p. 6.

² Representative for Children and Youth, *Delegated Aboriginal Agencies*, p. 52.

Parliamentary Budget Officer, Kevin Page, the Institute of Fiscal Studies and Democracy works in Canada and abroad to provide evidence to lend decision-making support to governments as well as the broader public and private sectors. Since 2018, the Institute has been collaborating with First Nations and First Nations Child and Family Service Agencies throughout Canada on the costing, design and delivery of child and family services.

This project has involved a broad comparative analysis of government spending intentions, as expressed in budgets and annual fiscal allocations, with how the allocated funds are received and used by service providers. By placing the top-down analysis alongside the bottom-up data, it is possible to detect gaps and limitations to the policy-driven infrastructure through which funds are intended to flow. This research project sought to map the ecosystem of service delivery to both federal and provincial funding infrastructure in order to reveal potential gaps and incongruities in the system. The full report produced by the Institute of Fiscal Studies and Democracy, *Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia*, is appended.

Fiscal Ecosystem

A fiscal ecosystem in the context of this report is a term used to describe and understand the inter-related components that make financial systems work and sustain themselves.

This report seeks to understand the fiscal ecosystem of the provincial child welfare system by:

- identifying the sources of funding (MCFD and Indigenous Services Canada)
- identifying the different agreements and arrangements in place for the allocation and transfer of funds
- understanding the experiences of the service providers who receive the funding and deliver programs to children and families
- disaggregating the different sub-populations of people served by the system in order to better articulate and understand needs.

The sum of these components is the mapped fiscal ecosystem.

RCY Mandate and Methodological Approach

The authority to undertake this research project is in accordance with s. 20 of the *Representative for Children and Youth Act*.³ By mapping funding allocations between First Nations, Métis, Inuit and Urban Indigenous as compared to non-Indigenous designated service provision, RCY sought to understand and quantify possible fiscal inequities and disparities between these groups.

This research project is a follow-up to the 2017 report produced by the Representative for Children and Youth's Office, *Delegated Aboriginal Agencies: How resourcing affects service delivery*. Key findings of the 2017 report that relate to this study pertain to the relationship between federal and provincial funding levels and practices. While the 2017 report's focus was limited to the experience of ICFS Agencies and the shortcomings of federal and provincial funding models and arrangements, this report has an expanded scope. The present broad research captures how funding is different depending on the defining variables: where a child lives (on- or off-reserve); service funder (federal or provincial government); and whether the child is First Nations, Métis, Inuit, Urban Indigenous (including non-Status) or non-Indigenous. For First Nations, Métis, Inuit and Urban Indigenous children receiving child welfare/wellness services in particular, those factors determine different funding outcomes. While the mandate of the Representative's Office is limited to provincially funded programs and services that fall under the jurisdiction of provincial legislation, it was necessary to include federal data to capture the many components of the fiscal ecosystem this project sought to map.

The study of government fiscal organization, policies and procedures is a highly specialized area. The Representative engaged the expertise of professionals with specialized knowledge of the federal and provincial data systems, respectively, to guide the research and navigate data requests and analysis between these complex systems. Broad and comprehensive data sets were requested from the federal government through Indigenous Services Canada and from MCFD.⁴ Indigenous Services Canada is a program funder only; MCFD is both a program funder and service provider. It is not possible to directly compare between the two respective programs – that is, Indigenous Services Canada's First Nations Child and Family Services Program and MCFD's Child and Family Services program – because the program functions are different, and the way data sets are organized regionally do not line up for direct comparison. However, it is possible to make an assessment between the two systems and how they manage or steward the data they collect and analyze.

The data requests from Indigenous Services Canada and MCFD formed the 'top down' half of the equation; the other half being the 'bottom up' analysis. For this piece, the research team relied on participation and input from service providers. This included ICFS Agencies, who provide delegated (protection) and non-delegated (prevention) services both on- and off-reserve, as well as Friendship Centres and community service agencies that provide the bulk of prevention services under contracts with MCFD. By joining federal and provincial data – and pairing that picture of how the money is

³ Representative for Children and Youth Act, SBC 2006, c. 29, s. 20.2(b,b.1). https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/06029_01#section20

⁴ Access to MCFD's corporate data is granted to the Representative under s. 10 of the *Representative for Children and Youth Act* – Right to Information. Data sets requested from Indigenous Services Canada are public accounts, and while the Representative does not have jurisdiction to comment on Indigenous Services Canada's First Nations Child and Family Services Program, it was essential to examine these data sets to create a full picture of the fiscal ecosystem.

allocated from the top with the experiences on the ground – a picture emerges. The places of dislocation or inequity become apparent and tangible. RCY's role in the research process was supporting with outreach and engagement, with the hope and intention of capturing the many diverse experiences and situations that service providers face in the provision of child welfare services in B.C.

Current Events and Context

Several noteworthy events occurred during the course of this project's life cycle that affected both the project team and contributors to the case studies, which also reaffirmed the relevance of the research objective in relation to current events. It is not an overstatement to say that the landscape of colonial government/First Nations, Métis, Inuit and Urban Indigenous relations underwent a seismic shift in 2021.

The announcement made by *Tk'emlúps te Secwépemc* of the preliminary findings of 215 unmarked graves at the former Kamloops Indian Residential School was – in the Representative's own words – a point of no return. This event marked a notable shift in the public consciousness about the truth of the intentionally harmful assimilationist policies of residential schools, and was coupled with an emerging public capacity to understand the undeniable correlation between the ideology that drove government policies on residential schools and the perpetual and chronic over-representation of First Nations, Métis, Inuit and Urban Indigenous children and youth in government care. As other Nations have come forward with their preliminary findings about missing children and unmarked graves, the Representative's project team has kept this unfolding truth in the foreground of its consciousness. Many adjustments to the project timeline and expectations for community outreach and engagement were made out of consideration for the deep wounds resurfacing and the resulting ripple effects.

Shortly thereafter, in June 2021, Cowessess First Nation Chief Cadmus Delorme made two equally compelling announcements – one being notable for the depths of its tragedy, and the other a symbol of empowerment for First Nations. At the location of the former Marieval Indian Residential School, preliminary findings of 751 unmarked graves were confirmed by ground penetrating radar, again returning public attention to residential schools and prompting a reconsideration of the unacknowledged truths about those institutions of forced assimilation. Within a month of that announcement, in July 2021, Cowessess First Nation, through their Indigenous Governing Body, became the first Nation to assert its inherent right to look after its own children – asserting jurisdiction under the federal *Act respecting First Nations, Inuit and Métis children, families and communities*.⁵ The *Cowessess First Nation Miyo Pimatisowin Act* represents the hope of a new era for First Nations, Métis and Inuit children, families and communities.⁶ It is the hope of a generation that will be raised immersed in culture and nested in the care of kinship ties and community bonds, allowing for the transmission of Indigenous ways of parenting and worldviews from one generation to the next.

⁵ An Act respecting First Nations, Inuit and Métis children, youth and families, S.C. 2019, c. 24, assented to June 21, 2019. <https://laws-lois.justice.gc.ca/eng/acts/F-11.73/page-1.html>

⁶ Cowessess First Nation Miyo Pimatisowin Act, assented to April 1, 2021. <https://www.cowessessfn.com/wp-content/uploads/2021/01/Cowessess-First-Nation-Miyo-Pimatisowin-Act.pdf>

Indigenous Governing Bodies

In a legal context, this term serves to define a council, government or other entity that is authorized to represent and act on behalf of an Indigenous group, community or people that hold rights recognized and affirmed by s. 35 of the *Constitution Act, 1982*.⁷ An Indigenous governing body could represent a First Nations, Métis or Inuit group, and could be based either on- or off-reserve.

There are two legal notices that can occur between colonial governments and an Indigenous governing body that are relevant to this report: 1. Notice for resumption of jurisdiction and 2. Notice of significant measures. In order for resumption of child welfare jurisdiction to occur, an Indigenous governing body must submit notice of intent to exercise its legislative authority under s. 20 of *An Act respecting First Nations, Inuit and Métis children, youth and families*. This notice must be submitted to Indigenous Services Canada and the respective province or territory where the Indigenous governing body resides.

Within the B.C. context, s. 12 of *An Act respecting First Nations, Inuit and Métis children, youth and families* requires the Director of Child Welfare under the *Child, Family and Community Service Act* to provide notice of significant measures to the Indigenous governing body to which a child belongs, prior to taking any action.⁸ What this means is that, with the new federal legislation, there is a shift in dynamics. It is written into the legislation that the Indigenous governing body to which a child belongs must be notified before any actions are taken on behalf of that child. The Indigenous governing body is involved in the process from the beginning.

⁷ An Act respecting First Nations, Inuit and Métis children, youth and families, S.C. 2019, c. 24. <https://laws.justice.gc.ca/eng/acts/F-11.73/page-1.html>

⁸ Government of British Columbia, "Indigenous Governing Bodies," 2021. <https://www2.gov.bc.ca/gov/content/governments/indigenous-people/supporting-communities/child-family-development/indigenous-governing-bodies>

Another contributing factor to this hopefulness came on the eve of the first National Day of Truth and Reconciliation, when the federal court of Canada announced its decision to uphold the Canadian Human Rights Tribunal's 2019 ruling to award individual compensation to children and family members affected by the underfunding of the federal First Nations Child and Family Services program and inadequate service provision for Jordan's Principle.⁹ After a third request for judicial review made by the federal Department of Justice, the federal court affirmed that the Canadian Human Rights Tribunal was within its right to order financial compensation to each First Nations child and guardian affected by federal discriminatory funding practices, which resulted in many First Nations children being unnecessarily separated from their homes, communities and culture. With this decision, the federal court also upheld the Canadian Human Rights Tribunal ruling regarding an expanded definition of eligibility for Jordan's Principle.¹⁰

⁹ CHRT, [2019] F.C. 39. https://fncaringsociety.com/sites/default/files/2019_chrt_39.pdf. Assembly of First Nations, "The Federal Court of Canada Upholds the CHRT's Ruling in Full," news release, Sept. 29, 2021. <https://www.afn.ca/the-federal-court-of-canada-upholds-the-chrts-ruling-in-full/>. See also First Nations Child and Family Caring Society of Canada, "Canada's request for Judicial Review at the Federal Court on Human Rights Compensation and Eligibility," (Oct. 15, 2021).

https://fncaringsociety.com/sites/default/files/judicial_review_info_sheet.pdf

¹⁰ Brett Forester, "Canada files 3rd judicial review of Canadian Human Rights Tribunal ruling," *APTN National News*, Sept. 24, 2021. <https://www.aptnnews.ca/national-news/canada-files-3rd-judicial-review-canadian-human-rights-tribunal/>

Jordan's Principle

Jordan's Principle is a legal requirement – not a policy or program. Jordan River Anderson was a boy from Norway House Cree Nation located in a remote area of northern Manitoba. He was born in 1999 and had a severe muscular disorder that required treatment far from his home community. Doctors were able to stabilize him so he could return home with the assistance of an aide; however, jurisdictional disputes over who was responsible to pay for his medical care ensued between the province of Manitoba and the federal government. Jordan was never able to return home because of this and died in hospital at the age of five in 2005.

As a result of this tragedy, the federal government unanimously approved Jordan's Principle as a legal requirement to compel prompt service delivery to First Nations children when accessing medical services, without delay or denial.¹¹ The implementation of Jordan's Principle by the federal government's First Nations Child and Family Services program has been heavily scrutinized for its overly narrow interpretation – to the extent that few children qualified.

The Canadian Human Rights Tribunal ruled in favour of the Assembly of First Nations and the First Nations Child and Family Caring Society of Canada's claim that the government of Canada's interpretation of Jordan's Principle was discriminatory and ordered immediate measures to change eligibility for program delivery. In the period since the 2016 Canadian Human Rights Tribunal ruling, Canada amassed many non-compliance orders that pertained to individual cases under Jordan's Principle. This issue forms part of the compensations ordered under the Canadian Human Rights Tribunal Agreements In Principle.¹² As Jordan's Principle is delivered through Indigenous Services Canada's First Nations Child and Family Services program, Métis, Inuit and non-Status children are excluded from eligibility.

¹¹ Assembly of First Nations, "What is Jordan's Principle?" n.d. <https://www.afn.ca/policy-sectors/social-secretariat/jordans-principle/>

¹² First Nations Child and Family Caring Society of Canada, "Jordan's Principle," 2022. <https://fncaringsociety.com/jordans-principle>

On the following day – Sept. 30 – Canadians were encouraged by the first Indigenous Governor General, Mary Simon, to “*pause and reflect on Canada's full history*,” and further to: “... *honour those Indigenous children who experienced or witnessed cruel injustices. Many emerged traumatized, many still suffer.*” Residential school survivors were finally validated for the truths they had long carried, in the form of a visual acknowledgement, as public buildings across the country were bathed in orange light.¹³

¹³ Government of Canada, “National Day for Truth and Reconciliation,” Canadian Heritage, last modified Sept. 29, 2021. <https://www.canada.ca/en/canadian-heritage/campaigns/national-day-truth-reconciliation.html>

In the final hours of 2021, and after a protracted 15-year battle with the First Nations Child and Family Caring Society and the Assembly of First Nations,¹⁴ the federal government announced two Agreements in Principle worth a total of \$40 billion with the intention for:

“... a global resolution related to compensation for those harmed by discriminatory underfunding of First Nations child and family services and 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.”¹⁵

It is noteworthy that the \$40-billion Agreements in Principle constitute the largest settlement in Canadian legal history.¹⁶ Prior to the Agreements in Principle, the Indian Residential Schools Settlement Agreement was the largest class action against the federal government in Canadian legal history.¹⁷ These settlements are a testament to the links between the two closely connected systems, and are an indicator of the scale of the devastation and remediation required, serving as a stark reminder of the true cost of chronic and discriminatory underfunding practices. As stated by (then) Assembly of First Nations National Chief Phil Fontaine when the Canadian Human Rights Tribunal claim was first launched in 2007: *“The child welfare system was doing essentially the same thing to our children that the residential schools had done: removing children from their families, communities and cultures in an attempt to assimilate them into colonizing society.”¹⁸*

The preamble of the *Act respecting First Nations, Inuit and Métis children, families and communities* affirms:

“The Government of Canada acknowledges the ongoing call for funding for child and family services that is predictable, stable, sustainable, needs-based and consistent with the principle of substantive equality in order to secure long-term positive outcomes for Indigenous children, families and communities.”

Such an inspiring objective responds directly to the Truth and Reconciliation Commission’s first five *Calls to Action* regarding the legacy of child welfare. Yet it is important to note that this federal legislation alone is not a guarantee of improved outcomes for First Nations, Métis, Inuit and Urban Indigenous

¹⁴ For a more fulsome historical account of the First Nations Child and Family Caring Society’s and Assembly of First Nations’ case against Indigenous Services Canada’s First Nations Child and Family Services Program, see First Nations Child and Family Caring Society, “I am a Witness: Tribunal Timeline and Documents,” last modified Jan. 18, 2022. <https://fncaringociety.com/i-am-witness-tribunal-timeline-and-documents>

¹⁵ Government of Canada, “Agreements-in-Principle reached on compensation and long-term reform of First Nations child and family services and Jordan’s Principle,” Indigenous Services Canada, news release, Jan. 4, 2022. <https://www.canada.ca/en/indigenous-services-canada/news/2022/01/agreements-in-principle-reached-on-compensation-and-long-term-reform-of-first-nations-child-and-family-services-and-jordans-principle.html>

¹⁶ Brett Forester and Fraser Needham, “Canada, First Nations reveal details of \$40B draft deals to settle child welfare claims,” *APTN National News*, Jan. 4, 2022. <https://www.aptnnews.ca/national-news/canada-first-nations-reveal-details-of-40b-draft-deals-to-settle-child-welfare-claims/>

¹⁷ Canada’s expenditures in litigation against First Nations form an uncomfortable incongruence when placed alongside the dominant messaging of the Liberal government around ‘investments to advance reconciliation’. See Brett Forester, “Despite promise of reconciliation, Trudeau spent nearly \$100M fighting First Nations in court during first years in power,” *APTN National News*, Dec. 18, 2020. <https://www.aptnnews.ca/national-news/trudeau-spent-nearly-100m-fighting-first-nations-in-court-during-first-years-in-power/> For more on investments in reconciliation, see Government of Canada, “Reconciliation,” I last modified March 16, 2022. <https://www.rcaanc-cirnac.gc.ca/eng/1400782178444/1529183710887>

¹⁸ Phil Fontaine (National Chief), “Speaking Notes,” Assembly of First Nations International Conference on Ethics, Feb. 5, 2007. <https://nationtalk.ca/story/speaking-notes-for-assembly-of-first-nations-national-chief-phil-fontaine-international-conference-on-ethics>

children who are vastly over-represented in the child welfare system.¹⁹ While the Act came into force on Jan. 1, 2020, the assertion of jurisdiction by Nations will be implemented over time. It is up to each individual Indigenous governing body to initiate the process of negotiation for child welfare jurisdiction for its respective Nation. Funding will require the negotiation of a Coordination Agreement between the federal and provincial governments and the respective Indigenous governing body. In other words, the preamble of the Act acknowledges the long-term advocacy that has taken place about the need for change to funding formulas and models; however, the Act does not contain prescribed funding formulas or guarantee funding commitments.²⁰ Furthermore, there is uncertainty whether the same level of funding in the Agreements in Principle will be available to Indigenous governing bodies once they have completed their Coordination Agreement process and implemented their own child welfare legislation.

For First Nations, Métis and Inuit people, this moment in time represents a critically important and hopeful crossroads. It is a time when the truth about the harms caused by colonialism is becoming more clearly seen and acknowledged.

This is evidenced by the fact that the fiscal ecosystem the Representative's project team has sought to map is characterized even by the Minister of Indigenous Services Canada as one of "... ongoing, and I would say, endemic systemic discrimination that has happened through funding mechanisms in this country ...".²¹ With that federal acknowledgement of the current state, there is now a need to inspire those responsible for First Nations, Métis, Inuit and Urban Indigenous child welfare to speak a harmonized and unified language of needs-based funding and

Coordination Agreements

The federal *Act respecting First Nations, Inuit and Métis children, youth and families* came into force in January 2020. The Act affirms the inherent rights and jurisdiction of First Nations, Métis and Inuit peoples in relation to child and family services.

The federal Act requires Indigenous governing bodies to enter into Coordination Agreements with the federal and provincial governments to support the exercise of their legislative authority.

These agreements must include the provision of emergency services, support measures for First Nations, Métis and Inuit children to exercise their rights, fiscal arrangements and any other coordination measures related to the exercise of jurisdiction. MCFD's Partnerships and Indigenous Engagement Branch is currently participating with Indigenous Services Canada and Indigenous governing bodies at five tripartite Coordination Agreement tables.

²¹ Government of British Columbia, "Partnerships and Indigenous Engagement – Coordination Agreements." <https://www2.gov.bc.ca/gov/content/governments/indigenous-people/supporting-communities/child-family-development/partnership-and-indigenous-engagement>

¹⁹ In B.C., First Nations, Métis, Inuit and Urban Indigenous children are more than 18 times more likely to be in care than their non-Indigenous counterparts. See Government of B.C., "Children and Youth in Care (CYIC)," n.d. <https://mcfcd.gov.bc.ca/reporting/services/child-protection/permanency-for-children-and-youth/performance-indicators/children-in-care>

²⁰ Indigenous Services Canada, *An Act respecting First Nations, Inuit and Métis children, youth and families – Technical Information Package* (Ottawa, ON: Indigenous Services Canada), 2020. Specifically, "Funding, liability issues and conflict of laws scenarios will be addressed via coordination agreement discussions," (p.25). And also, it is up to the Indigenous governing body to submit a funding proposal to support the Coordination Agreement (p. 36). https://cwrp.ca/sites/default/files/publications/tech-info-pkg-Act-respecting-FN-Inuit-MetisChildren_1579795374325_eng.pdf

²¹ The Current with Matt Galloway, "A historic agreement-in-principle between federal government and First Nation leaders," *CBC Radio*, Jan. 6, 2022. Implementation will be key to First Nation child welfare agreement, says advocate | CBC Radio

substantive equality. The Representative's intention for this project was to be of service to First Nations, Métis, Inuit and Urban Indigenous children, youth and families and to support First Nations and Métis leadership, service providers, policy makers and the public to better understand the differences, challenges and opportunities in the delivery of child and family services in the province during this time of change. This report is intended to be a lever for positive change – encompassing both change to the fiscal ecosystem and change to the architecture of the financial system itself.

Terminology

First Nations is a general, non-legal term that came into use in the 1980s, referring to sovereign Nations that existed prior to the formation of the colonial government.²³ Over time, it came to replace the use of the colonial term "Indian Band," which is the legal reference to a "body of Indians" as defined in the *Indian Act*.²⁴ Métis and Inuit are not included in the *Indian Act* and are therefore not referred to as First Nations.

Non-Status is a First Nations person who is excluded or does not meet the criteria to be registered in the federal registration system as defined by the *Indian Act*.²⁵ Non-Status refers to First Nations people who are not formally registered with a Nation as defined by the colonial government; it is not used to refer to Métis or Inuit, who are also non-Status (for the reason that they never had Status). Someone who identifies as non-Status may not qualify for federal funding under the Canadian Human Rights Tribunal Agreements in Principle.

Métis is a term that has different historical and contemporary meanings. Among levels of both colonial and Indigenous governing bodies, there are different definitions and a lack of consensus about the definition of Métis. To address the issue of ambiguity over who can claim to be Métis, the Supreme Court of Canada established the "Powley Test" with three verification criteria that must be met.²⁶ A person must:

1. Self-identify as Métis; 2. Have ancestral connection to a historic Métis community, and; 3. Be accepted by a contemporary community that exists in continuity with a historic rights-bearing community.²⁷ As Métis are not under the jurisdiction of the *Indian Act* and do not receive child welfare program funding from the First Nations Child and Family Service program, they are exempt from the Canadian Human Rights Tribunal Agreements in Principle.

²³ Rene Gadacz, "First Nations," The Canadian Encyclopedia, 2006, last edited 2022. <https://www.thecanadianencyclopedia.ca/en/article/first-nations>

²⁴ Indian Act, R.S.C. 1985, c. 1-5. <https://laws-lois.justice.gc.ca/eng/acts/i-5/page-1.html#h-331794>

²⁵ Government of Canada, "How to apply for Indian Status," *Indigenous Services Canada*, last modified March 21, 2022. "Entitlement to registration under the *Indian Act* is based on the degree of descent from ancestors who are registered or entitled to be registered." <https://www.sac-isc.gc.ca/eng/1462808207464/1572460627149#s1>

²⁶ Government of Canada, Métis Nation of Ontario, "Establishing a Métis Right – The Powley Test," 2022. <https://www.metisnation.org/registry/the-powley-case/establishing-a-metis-right-the-powley-test/> The Powley Test has ten parts; verification of Métis identity is part 4 (with three criteria).

²⁷ Government of Canada, "General Métis Frequently Asked Questions," last modified Sept. 15, 2010. See *What is the legal test established by the Supreme Court for proving a Métis community's Aboriginal right?* "To qualify for Aboriginal rights under s. 35, a Métis group must demonstrate: that a Métis community has existed continuously since Europeans established effective control of the area in which the community is located; and that the activity the community seeks to protect as an Aboriginal right has been and continues to be of central significance to the community." <https://www.rcaanc-cirnac.gc.ca/eng/1100100014416/1535469642035>

Inuit refers to Indigenous populations of the far northern Arctic territory – referred to as *Inuit Nunangat* (translates from Inuktitut as "Inuit Homeland").²⁸ The Inuit are not under the jurisdiction of the *Indian Act* and do not receive child welfare program funding from the First Nations Child and Family Service program; therefore, they are exempt from the Canadian Human Rights Tribunal Agreements in Principle. There is no Inuit governing body in B.C.

Urban Indigenous is a complex term, as it can include any (and all) of the above terms. Someone who has Status, (a registered member of a First Nation), who lives off-reserve can be Urban Indigenous; it can also apply to someone who is non-Status Indigenous, Métis or Inuit.²⁹ As noted by Indigenous Services Canada, more than half of First Nations, Métis, Inuit and Urban Indigenous peoples in Canada live in urban centres.³⁰ As the Canadian Human Rights Tribunal ruling related to funding, including the Agreements in Principle, applies only to First Nations on-reserve, there are First Nations people who are excluded from aspects of that funding framework, due to the fact they reside off-reserve. Furthermore, the fact that the Canadian Human Rights Tribunal ruling, including the Agreements in Principle, only applies on-reserve, means that all First Nations, Métis, Inuit and Urban Indigenous peoples residing off-reserve are also excluded from the benefits of that funding.

²⁸ Facing History and Ourselves, "The Inuit," 2022. <https://www.facinghistory.org/stolen-lives-indigenous-peoples-canada-and-indian-residential-schools/historical-background/inuit>

²⁹ Thomas Anderson notes: "In 2016, 731,480 First Nations, Métis, Inuit and Urban Indigenous people lived in the 49 census metropolitan areas (CMAs) and census agglomerations (CAs) that were large enough to be divided into census tracts, accounting for 44 per cent of the total First Nations, Métis, Inuit and Urban Indigenous population. Of these, 51 per cent were First Nations people, 45 per cent Métis and 1 per cent Inuit." See Thomas Anderson, "Insights on Canadian Society – Results from the 2016 Census: Housing, income and residential dissimilarity among Indigenous people in Canadian cities," *Statistics Canada*, Dec. 10, 2019. <https://www150.statcan.gc.ca/n1/pub/75-006-x/2019001/article/00018-eng.htm>

³⁰ Government of Canada, "Urban Programming for Indigenous Peoples," Indigenous Services Canada, last modified May 29, 2018. <https://www.sac-isc.gc.ca/eng/1471368138533/1536932634432?wbdisable=true>

Funding Advocacy – A Marathon

It is important to consider the findings of the appended report, *Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia*, within the context of intergenerational advocacy – at both the federal and provincial levels. The fight for inherent rights and fiscal equity has literally been going on over generations. Governments at all levels purport to value equality, even as the lived reality for First Nations, Métis and Inuit peoples often begins from a place of socio-economic disadvantage that is well-documented and quantifiable.³¹ In this way it is possible to frame a discussion about funding as a human rights issue.

Evidence of fiscal discrimination against First Nations, Métis, Inuit and Urban Indigenous children in care has been presented to the federal government for more than 25 years. The beginning of the story of the First Nations Child and Family Caring Society and the Assembly of First Nations' combined long-standing advocacy through the Canadian Human Rights Tribunal for equitable funding for First Nations children on-reserve is often located in the year 2007, when the first Canadian Human Rights Tribunal complaint was filed. In actuality, that marked the beginning of a second chapter of advocacy efforts that began a decade prior. As Dr. Cindy Blackstock, Executive Director of the First Nations Child and Family Caring Society, recounts:

“I think it’s important for people to know that the legal case wasn’t our first card we played off the deck. We actually worked for 10 years before that with Canada, documenting the inequalities and coming up with evidence-informed solutions by economists and others. And it was only when Canada didn’t implement that we turned to litigation.”³²



Dr. Cindy Blackstock and former National Assembly of First Nations Chief Perry Bellegarde

³¹ Government of Canada, “Key Health Inequalities in Canada – a National Portrait – Executive Summary,” *Public Health Agency of Canada*, Nov. 14, 2018. <https://www.canada.ca/en/public-health/services/publications/science-research-data/key-health-inequalities-canada-national-portrait-executive-summary.html>. See also House of Commons, PACP Committee Report, Standing Committee on Public Accounts, “Report 5, Socio-Economic Gaps on First Nations Reserves – Indigenous Services Canada of the 2018 Spring Report of the Auditor General of Canada,” n.d. <https://www.commonsc.ca/DocumentViewer/en/42-1/PACP/report-54/page-18>

³² David P. Ball, “Cindy Blackstock is Still Fighting for Indigenous Kids,” *The Tyee*, Feb. 4, 2021. <https://thetyee.ca/News/2021/02/04/Cindy-Blackstock-Fighting-For-Indigenous-Kids/>

The federal Auditor General highlighted severe deficiencies to what was then referred to as Indian and Northern Affairs Canada's (INAC) First Nations Child and Family Services Program in 2008. Among the key findings:

1. Indian and Northern Affairs Canada's program lacked clear definitions and policy frameworks to provide culturally appropriate services
2. Inadequate policy commitment to provide services comparable to off-reserve
3. No link between the financial obligations of the program and the way resources were allocated to it.³³

Three years later, in 2011, the Auditor General made the following remarks:

“We found that INAC has not defined what is meant by comparability. Until it does so, it is unclear what is the service standard for which the Department is providing funding and what level of services First Nations communities can eventually expect to receive. We also found that the Department had not conducted a review of all social services available in the provinces to see whether they are the same as what is available to children on reserves.”³⁴

In 2015, the Truth and Reconciliation Commission of Canada released its *Calls to Action*, which positioned the over-representation of First Nations, Métis, Inuit and Urban Indigenous children in care as the first five of its 94 action items for change “[i]n order to redress the legacy of residential schools and advance the process of Canadian reconciliation ...”.³⁵ The *Calls to Action* compelled response from all levels of government to address the child welfare legacy by committing to “reduce the number of Aboriginal children in care.”³⁶ Three years later, in January 2018, an emergency national meeting was hosted by then Minister of Indigenous Services Canada Jane Philpott to discuss the child welfare crisis. Titled “Indigenous Child and Family Services: Children and Families Together,” this emergency meeting brought together governments, community service organizations, advocates, Elders and youth with First Nations, Métis and Inuit leaders to acknowledge the magnitude of the systemic problem and to begin to envision a new way forward.³⁷ At the outset of the meeting, Minister Philpott acknowledged, in her welcome speech:

“We are acutely aware that there are concerns about funding – that it is insufficient, inflexible and incentivizes apprehension. Many have talked to me about how current funding policies don't permit financial support for kinship care. Simply put, funding based on the number of children in care is apprehension-focused and not prevention-focused. The underfunding of prevention services while fully funding maintenance and apprehension expenses creates a perverse incentive.”³⁸

³³ Auditor General of Canada, *Status Report of the Auditor General of Canada to the House of Commons, Chapter 4 – Programs for First Nations on Reserves* (Ottawa, ON: Office of the Auditor General of Canada), 2011, p. 23. https://publications.gc.ca/collections/collection_2011/bvg-oag/FA1-10-2011-4-eng.pdf

³⁴ Auditor General of Canada, *Status Report of the Auditor General of Canada – 2011*, pp. 23-24.

³⁵ Truth and Reconciliation Commission of Canada, *Truth and Reconciliation Commission of Canada: Calls to Action* (Winnipeg, MB: Truth and Reconciliation Commission), 2015, p. 1. https://ehprnh2mwo3.exactdn.com/wp-content/uploads/2021/01/Calls_to_Action_English2.pdf

³⁶ Truth and Reconciliation Commission of Canada, *Calls to Action*.

³⁷ Celeste McKay, Celeste McKay Consulting Inc., *A Report on Children and Families Together: An Emergency Meeting on Indigenous Child and Family Services*, prepared for Indigenous Services Canada (Ottawa, ON: Indigenous Services Canada), 2019. https://publications.gc.ca/collections/collection_2019/sac-isc/R5-717-2018-eng.pdf

³⁸ Jane Philpott, “Welcome Speech” (Emergency Meeting on First Nations, Inuit and Métis Nation Child and Family Services, Indigenous Services Canada, Ottawa: Jan. 25, 2018). <https://www.canada.ca/en/indigenous-services-canada/news/2018/04/emergency-meeting-on-first-nations-inuit-and-metis-nation-child-and-family-services.html>

Figure 1: Funding Advocacy – 30 Years of Reports



Among several key action items identified from this emergency meeting was the need for funding reform. A recommendation to the government of Canada clearly articulated the need for equalization of child welfare funding for *all* Indigenous children, families and communities. A recommendation specific to the First Nations Child and Family Service program identified by participants also outlined the need to replace the federal child welfare funding formula – known by the arcane title of Directive 20-1 – and the Enhanced Prevention Focused Approach with a policy and funding formula that would be co-developed with First Nations.³⁹

Among the recommendations specific to the provincial and territorial governments were the following: an encouragement for the provinces and territories to allocate resources to participate in the policy development process without requesting support from the federal government, and a call for the provinces and territories to investigate and evaluate outcomes-based funding models, with an emphasis on culturally appropriate, needs-based services. Also included was an imperative to address the root causes of involvement in the child welfare system and a commitment for increased prevention funding for First Nations-, Inuit- and Métis-specific prevention services.⁴⁰

³⁹ McKay, 2019, p. 58.

⁴⁰ McKay, 2019, p. 59.

Child welfare advocacy in the B.C. context also has a long history, with grassroots movements such as the Indian Homemakers Association of B.C. calling for the resumption of First Nations jurisdiction over child welfare in the 1960s and 1970s – stressing the relationship between sovereign nationhood and responsibility and control over child welfare. The Spallumcheen Child Welfare Program (now known as Splitsin Stsmamlt Services) was the result of a ground-breaking bylaw passed in 1980, which came about only by sustained and supported advocacy efforts.⁴¹ Both levels of government were reluctant to transfer child welfare jurisdiction and the related transfer payments. Led by Kukpi7 Wayne Christian, and with the support of many Nations and the Union of B.C. Indian Chiefs, the Indian Child Caravan journeyed from Prince George to Vancouver – gathering supporters along the way from Williams Lake, Mount Currie and Nanaimo and ending with a demonstration in Vancouver.⁴² A critical component of this bylaw was that it necessitated a renegotiation of the existing fiscal arrangement between the federal government and the province in order to support the transfer of child welfare program funding to the Nation. Christian said:

“It took us that level of political push and that’s the unfortunate part. Why have we got to do that all the time? We all seem to have to make political statements or do things where people see us as radical. We’re just standing up for our basic human rights.”⁴³

Thereafter, other First Nations sought to follow this model of resuming child welfare jurisdiction, but none were successful due to bylaw restrictions imposed by amendments to the *Indian Act*. The bylaw delegation model Splitsin has had for decades remains unique in Canada.⁴⁴

The Nuu-chah-nulth Tribal Council forged a different path towards regaining and resuming jurisdiction over the child and family services of its 14 member Nations in 1985, when it established the first Delegated Aboriginal Agency in B.C., Usma Nuu-chah-nulth Child and Family Services. While the province extended this form of support of returning historic responsibility for child protection and family supports to the Tribal Council through a Delegation Agreement, resistance to such transference of jurisdiction and responsibility prevailed. Shortly after Usma Nuu-chah-nulth Child and Family Services was formed, the federal government formally blocked any other First Nation from obtaining delegation authority for child welfare services by imposing a moratorium on delegation.⁴⁵ Throughout this long advocacy to assert inherent rights, as some barriers were removed, other barriers and challenges surfaced.

⁴¹ Indigenous Child and Family Service Directors, “The History of Indigenous child welfare in BC,” 2022. <https://ourchildrenourway.ca/indigenous-jurisdiction/the-history-of-indigenous-child-welfare-in-bc/>

⁴² Union of B.C. Indian Chiefs, “Welcome to the Indian Child Caravan Digital Collection,” n.d. <https://caravan.ubcic.bc.ca/node/21>

⁴³ Shari Narine, “Father of all the people’ protected his family by asserting jurisdiction of child services,” *Windspeaker News*, March 10, 2021. <https://windspeaker.com/news/windspeaker-news/father-all-people-protected-his-family-asserting-jurisdiction-child-services>

⁴⁴ Following the success of the Splitsin people, the federal government quickly shut down any further attempts by First Nations to draft their own child welfare bylaws, and Splitsin remains the only First Nation in Canada to achieve a ‘Band Bylaw Model’. Directors Forum and the Partnership Forum, *Partnership Orientation Manual* (Vancouver, B.C.: B.C. Aboriginal Child Care Society), 2020, pp. 14-15. <https://ourchildrenourway.ca/wp-content/uploads/2021/04/2020-Orientation-Manual.pdf>

⁴⁵ Directors Forum and the Partnership Forum, *Partnership Orientation Manual* (Vancouver, B.C.: B.C. Aboriginal Child Care Society), 2020, pp. 14-15. <https://ourchildrenourway.ca/wp-content/uploads/2021/04/2020-Orientation-Manual.pdf>

In 1991, Canada implemented a national First Nations child and family service policy.⁴⁶ The resulting establishment of the First Nations Child and Family Service program is the origin of the previously mentioned Directive 20-1 funding formula. In the same year, the moratorium on delegation was lifted and the landscape of child welfare services in B.C. underwent major changes. Between 1991 and 1995, eight Delegated Aboriginal Agencies were established.⁴⁷ The voice of First Nations, Métis, Inuit and Urban Indigenous advocacy grew louder in 1992, in the form of a report titled *Liberating Our Children, Liberating Our Nation*, created by the Aboriginal Committee of the Community Panel Family and Children's Services Legislation Review, British Columbia. This report was the product of extensive consultation with First Nations and communities and detailed shared experiences of damage caused by the interference and intergenerational effects of colonial child welfare ideology and practice. The report's preface painfully and plainly acknowledged the current state at that time:

*“In travelling the province, many themes repeated themselves from community to community. Everywhere we travelled there was a recognition of the damage done to our families and communities by the residential school system and the apprehension and removal of children from their communities. Everywhere we went we heard of culturally inappropriate responses to the problems caused by these tragedies, and nowhere did we find Aboriginal communities with sufficient resources to address these problems.”*⁴⁸

The 1992 report also pointed to legislation as a part of the problem because it displaced jurisdiction and usurped the inherent rights of First Nations, Métis, Inuit and Urban Indigenous peoples to care for their own children. At the same time, the report also articulated the need for adequate financial resources as part of the remedy.

*“Your present laws empower your Superintendent of Child and Family Services and your family courts to remove our children from our Nations and place them in the care and custody of others. The first step to righting the wrongs done to us is to limit the authority to interfere in the lives of our families, and to provide remedies other than the removal of our children from our Nations. **This must be accompanied by the financial resources we require to heal the wounds inflicted upon us.** At the same time, the responsibilities and jurisdictions vested in your Superintendent and the family courts must be vested in our Nations. Finally, as our Nations assert our own family laws to meet our contemporary needs, as we rebuild the authority usurped from our Nations, the laws of our Nations must have paramouncy over your laws as they apply to our people.”* [emphasis added]

From *Liberating Our Children, Liberating Our Nations* 1992⁴⁹

⁴⁶ Auditor General of Canada, *Report of the Auditor General of Canada to the House of Commons, Chapter 4 – First Nations Child and Family Service Program, Indian and Northern Affairs Canada* (Ottawa, ON: Minister of Public Works and Government Services Canada), 2008, p. 8 (Section 4.8). https://www.oag-bvg.gc.ca/internet/docs/aud_ch_oag_200805_04_e.pdf

⁴⁷ Directors Forum and the Partnership Forum, *Partnership Orientation Manual*, pp. 14-15. <https://ourchildrenourway.ca/wp-content/uploads/2021/04/2020-Orientation-Manual.pdf>

⁴⁸ Lavina White and Eva Jacobs, *Liberating Our Children, Liberating Our Nations*, Report of the Aboriginal Committee, Community Panel, Family and Children's Services Legislation Review (Victoria, B.C.: Aboriginal Committee), 1992, p. X. http://www.llbc.leg.bc.ca/public/pubdocs/bcdocs2016/113266/liberating_our_children_liberating_our_nation.pdf

⁴⁹ *Liberating Our Children, Liberating Our Nations*, 1992, p. VII.

A testament to the intergenerational advocacy for fiscal equity is found in the 1996 Royal Commission on Aboriginal People hearings. As stated in its report:

*“We begin our discussion of social policy with a focus on the family because it is our conviction that much of the failure of responsibility that contributes to the current imbalance and distress in Aboriginal life centres around the family. Let us clarify at the outset that the failure of responsibility that we seek to understand and correct is not a failure of Aboriginal families. Rather, it is a failure of public policy to recognize and respect Aboriginal culture and family systems and to ensure a **just distribution of the wealth and power of this land** so Aboriginal nations, communities and families can provide for themselves and determine how best to pursue a good life.”⁵⁰ [emphasis added]*

This call for a “*just distribution of wealth and power*” encapsulates the two forces that have worked in tandem against First Nations, Métis, Inuit and Urban Indigenous families and communities – legislation and inadequate funding.

Fiscal challenges and solutions around First Nations, Métis, Inuit and Urban Indigenous child welfare in B.C. were presented in a 2016 report to the B.C. government of the day, *Indigenous Resilience, Connectedness and Reunification – From Root Causes to Root Solutions*. Regarding the complex fiscal relationship between MCFD and what was then known as Indigenous and Northern Affairs Canada, the report states that the current problems (at that time) were not limited to the amount of money provided for child welfare, but also involved a need to rethink the funding formulas and the very nature of the fiscal relationship between Canada, B.C., ICFS Agencies and Indigenous communities, including Métis, Inuit, and Urban Indigenous peoples.⁵¹ As some B.C. First Nations prepare to create Coordination Agreements that are part of the process required to assert their inherent rights to govern their own child welfare, the imperative for a transformed fiscal relationship is amplified.

First Nations, the Métis Nation of B.C., Indigenous Child and Family Service Agencies representing Delegated Aboriginal Agencies throughout British Columbia, Friendship Centres and other community service organizations have been advocating for changes to provincial funding formulas, and for transparency and accountability in funding for decades. For example, leadership from B.C.’s Directors Forum of Indigenous Child and Family Service Agencies has been advocating for changes to provincial funding formulas for more than 15 years. Long before the 2016 report, *Indigenous Resilience, Connectedness and Reunification*, was released, the Directors of the ICFS Agencies penned a document outlining “*21 Issues*.” In June 2007, this list of system deficiencies was submitted to the Minister of Children and Family Development. The ministry provided a response within the *21 Outstanding Issues* document. Among the issues identified, the ICFS Agencies articulated the need for a “... *standardized provincial formula that is fair and equitable, and in line with actual costs*.” The ministry response was “The need for this has been recognized for some time and the project commenced in 2006 to develop the

⁵⁰ Royal Commission on Aboriginal Peoples, *Report of the Royal Commission on Aboriginal Peoples*, Vol. 3 *Gathering Strength* (Ottawa: Canada Communication Group Publishing), 1996, p. 8. <https://www.bac-lac.gc.ca/eng/discover/aboriginal-heritage/royal-commission-aboriginal-peoples/Pages/final-report.aspx>

⁵¹ Ed John (Grand Chief), *Indigenous Resilience, Connectedness and Reunification – from Root Causes to Root Solutions* (Victoria, B.C.: Ministry of Children and Family Development), 2016, pp. 104-105. <https://fns.bc.ca/wp-content/uploads/2017/01/Final-Report-of-Grand-Chief-Ed-John-re-Indig-Child-Welfare-in-BC-November-2016.pdf>

model.” Fifteen years later, this model has fallen far behind what the Canadian Human Rights Tribunal has identified to end discrimination.⁵²

A follow up to this *21 Issues* document was created by the ICFS Agency Directors in 2018, at which point it was noted that a revised funding approach for the ICFS Agencies had been developed by the ministry. The approach was, however, lacking in adequate consultation with the ICFS Agencies and was also so narrowed in scope through the exclusion of prevention funding that it was unable to yield any meaningful improvement. As recently as September 2021, the Directors of the ICFS Agencies continued to call on MCFD to replace the current funding formula, which, in their words: “... is based on the number of children in care, and [is] thereby a clear example of systemic racism.”⁵³

Through a human rights lens, it is necessary to acknowledge the damage caused by a system that requires as a prerequisite that children be in care in order for agencies to receive funding. This is completely contrary to the Truth and Reconciliation Commission *Calls to Action* as it incentivizes the removal of children from their homes and often even from their extended families and communities in order to receive services. It is clearly necessary to step away from a funding formula that is based on the number of children in care and adopt an alternative approach, such as a needs-based design consistent with the federal funding model mandated by the Canadian Human Rights Tribunal.

Some of the criticisms raised by the Auditor General in 2008 of the federal government’s program design recur in the appended report by the Institute of Fiscal Studies and Democracy as deficiencies of MCFD’s Child and Family Services fiscal management system. One of the systemic deficiencies noted by the Auditor General that stands out is the observation that the federal First Nations Child and Family Services program was never designed to measure outcomes.⁵⁴

Furthermore, these two separate funding sources (federal and provincial), form a disjointed relationship.⁵⁵ This continues to be an issue today. The relationship – or lack thereof – between federal and provincial funding and provision of child and family services is a systemic barrier to the kind of meaningful change that would ensure adequate service delivery at equitable funding levels for all Indigenous children and families, including Métis, Inuit, non-Status and Urban Indigenous peoples. Indigenous Services Canada and MCFD are two separate and autonomous systems that actually have overlapping and shared responsibility for all First Nations on-reserve, but that have inadequately considered how the systems need to function together to effectively address off-reserve populations.

⁵² Ministry response to ICFS Agencies document (“21 Issues”), correspondence titled: “Response to 21 Outstanding Issues from Partnership Table,” June 1, 2007. With permission from ICFS Agencies Directors Executive.

⁵³ Table of Recommendations presented to the Minister of Children and Family Development in a letter dated Sept. 13, 2021; cited here appended to correspondence with the minister dated Nov. 25, 2021. With permission from the ICFS Agencies Directors Executive.

⁵⁴ Auditor General of Canada, *Report of the Auditor General of Canada to the House of Commons, Chapter 4 – First Nations Child and Family Service Program, Indian and Northern Affairs Canada* (Ottawa, ON: Minister of Public Works and Government Services Canada), 2008, p. 24. https://www.oag-bvg.gc.ca/internet/docs/aud_ch_oag_200805_04_e.pdf

⁵⁵ This is articulated by the Office of the Auditor General of Canada’s 2008 report, with the statement: “We also found that funding arrangements between INAC [Indian and Northern Affairs Canada] and First Nations agencies are generally not tied to the responsibilities that First Nations agencies have under their agreements with provinces; INAC pre-determines the level of funding it will provide to a First Nations agency without regard to the terms of the agreement between the First Nation and the province. Moreover, the funding arrangements rarely define the child welfare services to be made available by the funded agency, the results expected, or the desired outcomes.” Office of the Auditor General, 2008, pp. 14-15.

Tripartite Working Group

In May 2016, the Tripartite First Nations Children and Families Working Group (TWG) was established with First Nations, provincial and federal partners. The aim of the TWG is to achieve systemic and transformative changes to support Indigenous self-determination and self-government in relation to children and families, including:

- Legislative reform
- Policy and program development, and
- An effective fiscal model to support First Nations child welfare in B.C.

The TWG created two Technical Working Group sub-committees to advance the work of the larger group. One of the Technical Working Groups is tasked with “...developing a fiscal framework to increase accountability and transparency to First Nations regarding the funding that goes to services to support First Nations.”⁵⁶ It is of note that the objectives of this Technical Working Group are limited to the interests of on-reserve funding for First Nations, but not Métis, Inuit or Urban Indigenous children and families. Funding for off-reserve child welfare services involves bilateral relationships with MCFD and all First Nations, Métis, Inuit or Urban Indigenous communities.

RCY was aware of the TWG and Technical Working Group on the fiscal framework. However, no information was provided to the Representative about the work of this group in any of the information requests submitted to MCFD during the course of the project lifecycle. On March 25, 2022, during the administrative fairness process with MCFD just prior to the release of this report, the ministry did provide some details about this Technical Working Group, indicating that it is engaging in a three-phase process that is being led by a contractor hired by the First Nations Leadership Council, working towards the development of a revised fiscal framework for on-reserve First Nations child welfare.⁵⁷ As RCY understands it, this work is in the early stages. The Representative has been advised that there are varying perspectives amongst the Technical Working Group members on the progress that has been made thus far.

⁵⁶ Information obtained from MCFD Interface, letter dated March 25, 2022.

⁵⁷ Information obtained from MCFD Interface, letter dated March 25, 2022.

Funding Advocacy: A Marathon

1960s–70s

Indian Homemakers Association calls for resumption of jurisdiction over child welfare

1980

Indian Child Caravan

1980

Spallumcheen Child Welfare Program established

1985

Nuu-chah-nulth Tribal Council establishes first Delegated Aboriginal Agency (Indigenous Child and Family Service Agency), Usma Nuu-chah-nulth Child and Family Services

1985

Federal government imposes moratorium on establishment of Delegated Aboriginal Agencies (Indigenous Child and Family Service Agencies)

1991–95

Eight Indigenous Child and Family Service Agencies established

1991

Federal government lifts moratorium on establishment of Delegated Aboriginal Agencies

1991

Federal First Nations Child and Family Service program established

2007

First Nations Child and Family Caring Society and Assembly of First Nations file complaint with Canadian Human Rights Tribunal

2016

Canadian Human Rights Tribunal issues ruling finding federal government funding for children on-reserve is discriminatory

2017

RCY releases the report *Delegated Aboriginal Agencies: How resourcing affects service delivery*

2018

Indigenous Child and Family Services: Children and Families Together – emergency national meeting hosted by federal government

2022

RCY releases *At a Crossroads: The roadmap from fiscal discrimination to equity in Indigenous child welfare*

Understanding the Canadian Human Rights Tribunal

The Canadian Human Rights Tribunal is the mechanism through which the *Canadian Human Rights Act* is upheld. It is noteworthy to consider that, while the Tribunal's processes are court-like, it is not a court of law. It is an administrative tribunal that hears evidence and receives testimony from witnesses about discrimination and adjudicates the matter.

Its function is not punitive in nature but, rather, remedial.

Jurisdiction of the Canadian Human Rights Tribunal is limited to employers and service providers that are under federal regulation.⁵⁸ Thus, Canadian Human Rights Tribunal decisions brought against Indigenous Services Canada's First Nations Child and Family Services program do not apply to the provincial child and family services program provided by MCFD.

The Tribunal describes the parameters of its responsibility in the following statement:

... the purpose of the Canadian Human Rights Act is to give effect to the principle that:

*... all individuals should have an opportunity equal with other individuals to make for themselves the lives that they are able and wish to have and to have their needs accommodated, consistent with their duties and obligations as members of society, without being hindered in or prevented from doing so by discriminatory practices ...*⁵⁹

The initial decision of the Canadian Human Rights Tribunal was released in January 2016. This landmark ruling in favour of the First Nations Child and Family Caring Society and the Assembly of First Nations acknowledged and validated the claim that the government of Canada had engaged in discriminatory fiscal policies affecting 165,000 First Nations children. The ruling addressed two main grievances: The discriminatory nature of funding formulas that incentivized the removal of First Nations children from their homes in order to access child welfare services, and the overly narrow interpretation of Jordan's Principle. The Canadian Human Rights Tribunal decision affirmed that Jordan's Principle should apply to all First Nations children, regardless of whether they live on- or off-reserve, and regardless of the distinction between the disability being short- or long-term.⁶⁰

In April 2016, the Tribunal released a compliance report review that called upon Canada to "*cease its discriminatory practices and reform the First Nations Child and Family Services Program.*"⁶¹ A second remedial order was issued by the Tribunal to the federal government in September 2016, again ordering Canada to cease its narrow application of Jordan's Principle. Further compliance orders were issued by the Tribunal in May 2017, which were later amended in November of that year both regarding the

"On the surface this report is about money, underneath the surface it's about human rights."

Dr. Jennifer Charlesworth

⁵⁸ Canadian Human Rights Tribunal, "A Guide to Understanding the Canadian Human Rights Tribunal," last modified March 10, 2022. <https://www.chrt-tcdp.gc.ca/resources/guide-to-understanding-the-chrt-en.html>

⁵⁹ Canadian Human Rights Act, R.S.C. 1985, c. H-6. <https://laws-lois.justice.gc.ca/eng/acts/h-6/>

⁶⁰ Government of Canada, "Timeline: Jordan's Principle and First Nations child and family services", *Indigenous Services Canada*, last modified Nov. 24, 2021. <https://www.sac-isc.gc.ca/eng/1500661556435/1533316366163>

⁶¹ 2016 CHRT 10. https://fncaringociety.com/sites/default/files/2016_chrt_10.pdf

implementation of Jordan's Principle and specifically articulating the expectation of substantive equality and culturally appropriate services.⁶²

A question that arises related to the Canadian Human Rights Tribunal ruling is whether funding was actually being paid after the 2016 ruling or not. The appended report finds that ICFS Agencies serving children on-reserve reported adequate levels of funding, while those agencies serving Indigenous children off-reserve reported inadequate funding. The interim Canadian Human Rights Tribunal orders for funding at actual costs appear to be a better representation of needs. The appended report makes clear that this level of payment has made a tangible and fundamental difference in the ability of ICFS Agencies serving children on-reserve to provide services, and therefore support children and families. One might ask, if this was the case, why it was necessary for the Tribunal to issue 21 non-compliance orders to the federal government if it was already providing funding as required?

The answer is complex but can be resolved. Between 2015/16 (prior to the Canadian Human Rights Tribunal ruling) and 2019/20 (post-ruling), Indigenous Services Canada program expenditures for First Nations child and family services on-reserve increased by more than 175 per cent. The majority of this funding increase took place in the 2018/19 fiscal year, years after the original Canadian Human Rights Tribunal order was made in January 2016. Thus, the federal government was excessively late in increasing payments and, as a result, received non-compliance orders. The second reason for the many non-compliance orders is that many of the orders were connected with individual cases related to the application of Jordan's Principle and were not related to system-wide failures to pay.

On the eve of the first National Day of Truth and Reconciliation – Sept. 30, 2021 – the Federal Court of Canada upheld the Canadian Human Rights Tribunal's 2019 ruling, ordering the maximum amount payable under the Tribunal's mandate – \$40,000 per person – in compensation to First Nations children and their families. At that time, the federal court also agreed with the Tribunal regarding expanding the eligibility for Jordan's Principle which had, until that point, been narrowly interpreted to limit benefits to residents living on-reserve. The expanded definition of eligibility would be extended to all First Nations children who are recognized by their First Nation government as citizens regardless of their *Indian Act* status or where they live.⁶³ The federal court had become involved in the ruling made by the Canadian Human Rights Tribunal because the federal government had requested judicial review of the orders. A judicial review can be called to ensure that decisions made by an administrative body, such as the Canadian Human Rights Tribunal, are fair, reasonable and lawful.⁶⁴ The federal government used this as an outlet to contest the capacity of the Canadian Human Rights Tribunal's jurisdiction to award compensation, and also to contest the decision about expanded eligibility criteria for Jordan's Principle.

⁶² Government of Canada, "Timeline: Jordan's Principle and First Nations child and family services," *Indigenous Services Canada*, last modified Nov. 24, 2021. <https://www.sac-isc.gc.ca/eng/1500661556435/1533316366163>

⁶³ Assembly of First Nations, "The Federal Court of Canada Upholds the CHRT's Ruling in Full," news release, Sept. 29, 2021. <https://www.afn.ca/the-federal-court-of-canada-upholds-the-chrts-ruling-in-full/>

⁶⁴ First Nations Child and Family Caring Society of Canada, "Canada's request for Judicial Review at the Federal Court on Human Rights Compensation and Eligibility," Oct. 15, 2021. https://fncaringsociety.com/sites/default/files/judicial_review_info_sheet.pdf

The Agreements in Principle

On Dec. 31, 2021, Canada, the Assembly of First Nations, the First Nations Child and Family Caring Society, the Chiefs of Ontario, the Nishnawbe Aski Nation, and counsel for the Moushoom and Trout class actions came to a preliminary global resolution to address the Canadian Human Rights Tribunal ruling.⁶⁵ The implementation of the Agreements in Principle is an emergent and complex topic, with many components undetermined because they have not yet been finalized. The \$40-billion settlement has two distinct components: \$20 billion to compensate for past harms caused by policies and practices of the federal First Nations Child and Family Service program, and \$20 billion for systemic reform of the program. The compensation element of the Agreements in Principle has two aspects; one being the Canadian Human Rights Tribunal ruling that provides for a fixed amount of \$40,000 per person within specific parameters, and two legal cases (Moushoom and Trout Class Actions) with variable compensation amounts that are as yet undetermined. The combination of the Canadian Human Rights Tribunal ruling and the legal class action is the reason why there are two Agreements in Principle.

What is known is that, despite not being finalized, the additional funding for prevention services in B.C. and youth aging out of care will begin to be directed to ICFS Agencies and to the 84 First Nations who receive child and family services directly from MCFD for on-reserve services on April 1, 2022. It is uncertain whether any Indigenous governing body seeking to assert its inherent right to child welfare jurisdiction would continue to receive the same level of prevention funding as that offered through the Tribunal's Agreements in Principle. While the Canadian government has claimed that no Nation will receive less than the Agreements in Principle, these are Agreements in Principle only and, until finalized, there will be continued uncertainty.

In webinar discussions regarding the implementation of the Agreements in Principle, Mary Teegee – Executive Director of Carrier Sekani Family Services, Indigenous Child and Family Services Directors Society chair, and a board member of the First Nations Child and Family Caring Society – cited the following core principles in relation to the Agreements in Principle announcements: *“discrimination ends now; discrimination never happens again; and compensation for healing from the harms of the past.”*

It should be noted that the Agreements in Principle, resulting in part from the Tribunal decision, represent a significant win for on-reserve First Nations children, families and their service providers and this is to be celebrated. At the same time, it is important to be mindful that there are First Nations, Métis, Inuit and Urban Indigenous children and families – and their service providers – in B.C. who are excluded, as only those who received services from the federal government's First Nations Child and Family Service program are eligible for the Agreements in Principle compensation. In other words, the positive changes resulting from the Agreements in Principle do not apply to all Indigenous young people. All First Nations off-reserve, as well as Métis, Inuit and Urban Indigenous children and youth, are left out of the equation.

⁶⁵ Government of Canada, “Agreements-in-Principle reached on compensation and long-term reform of First Nations child and family services and Jordan’s Principle”, *Indigenous Services Canada*, news release, Jan. 4, 2022. <https://www.canada.ca/en/indigenous-services-canada/news/2022/01/agreements-in-principle-reached-on-compensation-and-long-term-reform-of-first-nations-child-and-family-services-and-jordans-principle.html>

Overview of Findings

The child welfare funding ecosystem in B.C. is not a simple, linear transmission from A to B. It is complex and siloed, involving the federal and provincial government, in addition to at least 6,500 contract holders and multiple community agencies. This project sought to map the fiscal ecosystem between federal and provincial First Nations, Métis, Inuit and Urban Indigenous and non-Indigenous services in order to reveal gaps and disparities. The research result is a significant reportable finding in and of itself – that it is not possible to map the ecosystem between First Nations, Métis, Inuit and Urban Indigenous and non-Indigenous service providers using provincial data. As stated by MCFD’s Deputy Director of Child Welfare: *“The way the ministry’s financial system collects information does not readily allow the mapping of expenditure by community or Indigenous and non-Indigenous children and families.”*⁶⁶ This research result is a significant starting point, as it signals the need for a discussion about fiscal architecture and data stewardship – before getting to the topic of substantive equality being expressed in fiscal allocations. If the ministry is unable to link expenditures to outcomes between First Nations, Métis, Inuit and Urban Indigenous and non-Indigenous children and families because it doesn’t track the data, it is impossible to know whether gaps or inequities exist, let alone to begin to address them.

The appended report has two distinct data components. The fiscal mapping is achieved by gathering data from the top – that is, the source of the fiscal allocations – and comparing it with the destination – that is, the experience of the service providers who receive the funding. Weak points and strengths within each respective system (federal and provincial) are revealed when compared side by side. Looking at the topic of resource analysis from both the top down and the bottom up leads to important suggestions for change. Service providers provide perspectives not only on what isn’t working, but also offer many valuable insights and suggestions on how the two ends of the system could be more harmonized and thereby function better. For service providers, matching funding allocations to outcomes and needs on the ground is a dominant theme.

A clear and startling finding is that the resource allocation to a young person depends on where they live – on- or off-reserve. The disparity in funding between provincial and federal jurisdictions is clearly presented in the appended report. The report suggests that off-reserve First Nations children and Urban Indigenous children in B.C. – who are dependent on funding from MCFD – are disadvantaged, relative to First Nations children receiving services on-reserve.⁶⁷ A widening gap can be anticipated, resulting from the recent \$40-billion federal settlement arising from the Canadian Human Rights Tribunal ruling (\$20 billion for reform of the First Nations Child and Family Service program and \$20 billion for retroactive compensation). Even before this settlement, the Institute of Fiscal Studies and Democracy report finds that there are differences in funding within B.C.’s First Nations, Métis, Inuit and Urban Indigenous population based on location of residency and whether the funding source is federal or provincial. The difference between on-reserve (federal government funded) and off-reserve (MCFD funded) resourcing is largely due to the Canadian Human Rights Tribunal’s orders for federal payments, which appear to be closer to adequate and appropriate levels of funding to address the different needs of Indigenous children and families on-reserve.

⁶⁶ Letter from Deputy Director of Child Welfare, MCFD to the Deputy Representative, Dec. 16, 2021.

⁶⁷ Helaina Gaspard, *Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia*, Report prepared for British Columbia’s Office of the Representative for Children and Youth (Ottawa, ON: Institute for Fiscal Studies and Democracy), 2021, p. 105.

This, too, is a significant finding. Current Tribunal-mandated funding at actual costs for service provision on-reserve – although not a permanent fiscal commitment – is a better indication of funding adequacy.⁶⁸

The report prepared by the Institute of Fiscal Studies and Democracy presents a current fiscal state of funding models and mechanisms within MCFD that are disjointed, uneven in the distribution of funds and inadequate in their provision of culturally based, restorative programming. Furthermore, within the current context of the Agreements in Principle, the appended report is a useful tool to illustrate a potentially widening disparity in funding between First Nations children residing on-reserve and First Nations, Métis, Inuit and Urban Indigenous children residing off-reserve.

MCFD – Describing the current ecosystem

MCFD is a large and complex organization, operationally decentralized, and responsible for the delivery of a wide variety of programs and services across six core lines of service which operate under the jurisdiction of several acts of provincial legislation and in tandem with the recently enacted federal *Act respecting First Nations, Inuit and Métis children, youth and families*.⁶⁹ Within these core areas, services range from family development and support services, to prevention, to intervention and in-care supports.

MCFD is a provider of child welfare services. Provincially, service delivery occurs in three ways: through MCFD staff, ICFS Agencies' staff, and contracts awarded to a wide variety of community-based agencies comprised of First Nations, Métis and other Indigenous (including Friendship Centres) and non-Indigenous organizations. Staff in each of these three modalities are either delegated or non-delegated. MCFD and ICFS Agency staff are delegated under the *Child, Family and Community Service Act* to perform the more intensive intervention-oriented child welfare services, including the removal of children from their family homes.

Indigenous Child and Family Service Agencies

Under the *Child, Family and Community Service Act*, MCFD has legal authority and responsibility for the child welfare service needs of all children and their families in B.C. The Provincial Director of Child Welfare at MCFD negotiates and enters into delegation agreements with ICFS Agencies. Through these delegation agreements, the *"Provincial Director gives authority to Aboriginal agencies, and their employees, to undertake administration of all or parts of the CFCS Act. The amount of responsibility undertaken by each agency is the result of negotiations between the ministry and Aboriginal community served by the agency, and the level of delegation provided by the minister."*⁷⁰

⁷⁰ Government of British Columbia, "Delegated Aboriginal Agencies in B.C.," *Ministry of Children and Family Development*, n.d. <https://www2.gov.bc.ca/gov/content/family-social-supports/data-monitoring-quality-assurance/reporting-monitoring/accountability/delegated-aboriginal-agencies>

⁶⁸ Gaspard, p. 3. It is noteworthy that the \$20 billion Agreements in Principle compensation for system transformation will be distributed over a five-year period. It is not a permanent fiscal commitment.

⁶⁹ The six service lines are: Early Childhood Development and Childcare (ECD), Services for Children and Youth with Support Needs (CYSN), Child and Youth Mental Health Services (CYMH), Youth Justice, Child Safety/Children and Youth in Care Services (CS/CYIC) and Adoption Services (AS). See Government of British Columbia, "How We are Organized: Service Lines and Service Delivery Structure," *Ministry of Children and Family Development*, n.d. <https://mcfcd.gov.bc.ca/reporting/about-us/how-we-are-organized>

Prevention-based (non-delegated) services are awarded on a contract basis only with the ministry relying extensively on contracted community-based agencies including Friendship Centres as well as other Indigenous- and non-Indigenous-serving organizations to provide most of its prevention services. Approximately 80 per cent of MCFD's total expenditures are allocated to 6,500 contractors throughout the province. In the fiscal year 2019, it was estimated that five per cent of vendors received 80 per cent of the funding.⁷¹

Geographically, MCFD staff are organized within 13 Service Delivery Areas across the province. Each Service Delivery Area has a centralized administration which is operationally responsible for the provision of all core services, which are further divided into 46 Local Services Areas. First Nations residents on-reserve receive child welfare services from either an ICFS Agency or directly from MCFD.

There are currently 24 ICFS Agencies supporting 120 First Nations across the province. The remaining 84 First Nations are referred to as unaffiliated, meaning they are not receiving child welfare services from an ICFS Agency. The 84 First Nations that are unaffiliated receive child welfare services directly from MCFD. Agencies provide either partial or full delegation of child welfare services within their area of agreement. In the provision of these services, MCFD and ICFS Agencies are challenged by vastly different situations between rural, remote and urban settings.

In May 2018, amendments to the *Child, Family and Community Service Act* were introduced and passed in the provincial Legislature. Brought into force in April 2019, the amendments recognized that First Nations, Métis and Inuit families and communities share responsibility for the upbringing and well-being of their children and underscored the importance of their children learning about and participating in their traditions, customs and languages, and belonging to their own communities. The identity of some Indigenous groups, such as Métis and Inuit, were affirmed and acknowledged in this amended legislation.⁷² The federal *Act respecting First Nations, Inuit and Métis children and families* came into force on Jan. 1, 2020. To better integrate how the federal legislation functions in relation to the provincial child welfare legislation, MCFD recently announced its intention to reform the *Child, Family and Community Service Act*.⁷³

Most recent figures indicate there are 5,038 children and youth in care in B.C., and 68 per cent are First Nations, Métis or Inuit. Of the total, 1,822 are served by ICFS Agencies; the other 3,216 are served by MCFD and, of those, 1,596 are First Nations, Métis or Inuit.⁷⁴

⁷¹ Ministry of Children and Family Development, Contract Management Review Project: Current State Assessment, 2019, pp. 4, 27. https://www2.gov.bc.ca/assets/gov/family-and-social-supports/services-supports-for-parents-with-young-children/reporting-monitoring/00-public-ministry-reports/current_state_assessment_cm_review.pdf

⁷² Child, Family and Community Service Amendment Act, Bill 26, 2018. <https://www.leg.bc.ca/parliamentary-business/legislation-debates-proceedings/41st-parliament/3rd-session/bills/third-reading/gov26-3>. See 1 s. 1 (1) (a) – the repeal of the definition of an “aboriginal child” and “aboriginal community” and substituting “Indigenous child”, including among the definition Métis and Inuit.

⁷³ Government of British Columbia, “MCFD Transformation,” *Ministry of Children and Family Development*, n.d. <https://www2.gov.bc.ca/gov/content/family-social-supports/data-monitoring-quality-assurance/reporting-monitoring/mcfd-transformation>; Consultation and engagement regarding reform of the *Child, Family and Community Service Act* is set to begin in March 2022 and continue until November 2022. See <https://engage.gov.bc.ca/reformchildfamilylegislation>

⁷⁴ MCFD corporate data warehouse, March 23, 2022.

Provincial and Federal Funding – Disparities and Gaps

Backgrounder: funding responsibility dynamics

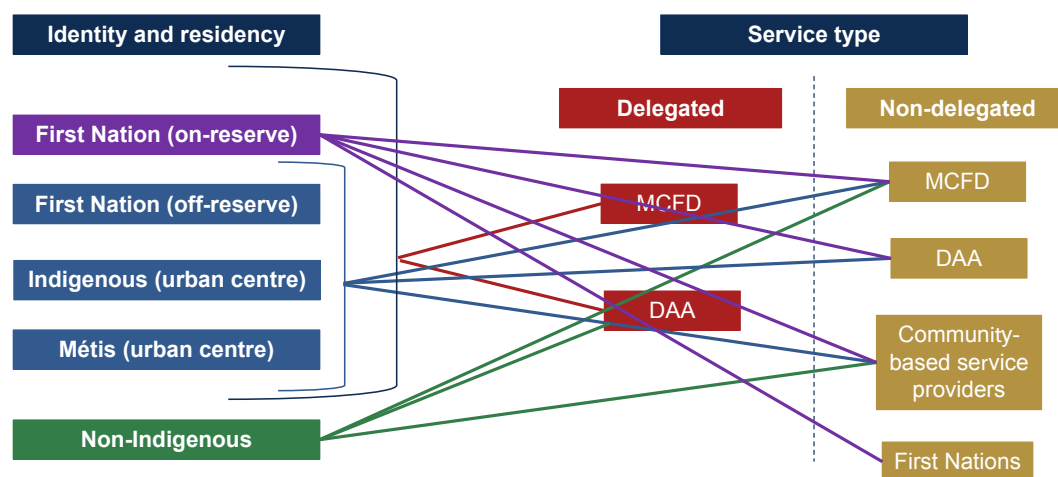
The following statement, from the 2008 Auditor General of Canada's Report on the First Nations Child and Family Service Program, provides some historical context for the nature of the dynamic between the federal and provincial governments in terms of funding for child welfare programming:

"The First Nation Child and Family Service Program was established by Indian and Northern Affairs Canada (INAC) to carry out federal policy commitment to fund the provision, for on-reserve children, of child welfare services that are culturally appropriate, that comply with provincial legislation and standards, and that are reasonably comparable with services provided off reserves in similar circumstances. The policy confirms the federal government's view that the provinces have jurisdiction over the welfare of all children and that the federal government is responsible for funding reasonably comparable programs and services for children living on reserves."⁷⁵

⁷⁵ Auditor General of Canada, *Report of the Auditor General of Canada to the House of Commons, Chapter 4 – First Nations Child and Family Service Program*, Indian and Northern Affairs Canada (Ottawa, ON: Minister of Public Works and Government Services Canada), 2008, p. 11 (Section 4.17). https://www.oag-bvg.gc.ca/internet/docs/aud_ch_oag_200805_04_e.pdf

Funding to support child welfare within MCFD's current operational model is complicated, compartmentalized and confusing. Visually, it is conveyed as a spaghetti diagram.⁷⁶ Funding specific to the child safety core line of service originates from either the provincial or federal government, depending on residency of the child. The provincial government is responsible for funding off-reserve services and the federal government is responsible for funding on-reserve services. The federal government provides program funding only and is not itself a service provider. Through the First Nations Child and Family Service program, the federal government directs funding either to an ICFS Agency or MCFD to support on-reserve child welfare services for those Nations that do not work with ICFS Agencies. MCFD provides on-reserve services for the 84 First Nations that are not affiliated with an ICFS Agency, as well as child protection services for those ICFS Agencies that are not delegated to handle this aspect of child welfare services.

Figure 2: Mapping by Client Group

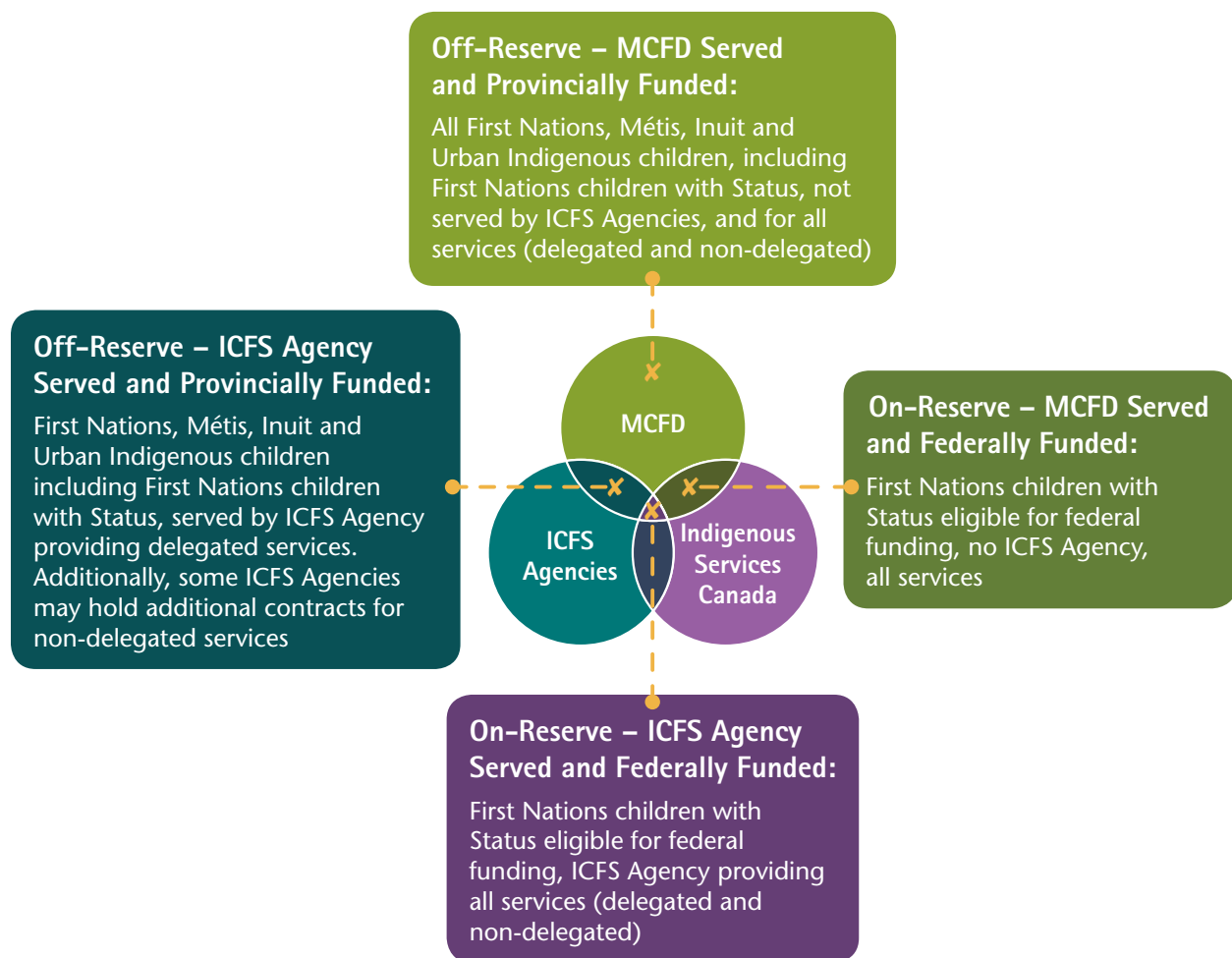


⁷⁶ Gaspard, Figure 2, p. 8.

As mentioned, all off-reserve child and family service provision in B.C. originates from MCFD in the form of either MCFD staff; delegation to ICFS Agencies; or contracts with a variety of Indigenous (including Friendship Centres) and non-Indigenous community-based agencies to provide all on-and off-reserve services. Because funding originates from different sources – that is, the federal or provincial governments – it is often bound by different objectives, policies and limitations. Currently in B.C., there are three different funding arrangements that dictate the amount of money that is allocated to different groups:

1. Funding for First Nations residents on-reserve who are registered members of their Nation (i.e., have *Indian Act* Status) served by an ICFS Agency. This is the federal needs-based funding model established as a result of the Canadian Human Rights Tribunal ruling.
2. Funding for First Nations residents on-reserve who are registered members of their Nation (i.e., have *Indian Act* Status) served by MCFD. This is a Service Agreement negotiated between Indigenous Services Canada and MCFD for those 84 First Nations that are unaffiliated with an ICFS Agency.
3. Urban Indigenous (this could include registered First Nations members with *Indian Act* Status living off-reserve; or Métis, Inuit or non-Status persons) served by MCFD or an ICFS Agency. This funding is provincial.

Figure 3: Indigenous Child Welfare Service Delivery and Funding Structure



Gaps and inequities are embedded within the existing funding arrangements between the federal and provincial governments. An example of this appears in s. 5.5 of the Service Agreement which states *“Recognizing the Province of British Columbia refers to children and family development services as a ‘continuum’ and that other federal departments provide funding for components of this continuum, further work will be required to clarify provincial services to establish funding requirements within Canada’s authorities.”*⁷⁷ The two systems are arranged differently and do not line up in a congruent manner. For this reason, it is not possible to make direct comparisons between them. As explained in the Institute of Fiscal Studies and Democracy report: *“federal-provincial expenditure comparisons are not feasible given differences in jurisdiction, areas of responsibility, and public financial management structures.”*⁷⁸

The Institute of Fiscal Studies and Democracy report is a current state assessment and not a forecasting tool; however, the report still makes it possible to detect inconsistencies and reveal current gaps between these different funding approaches. As noted in the report, Canadian Human Rights Tribunal orders have made tangible differences to funding for on-reserve services that have not been mirrored or matched by the province in funding off-reserve services.⁷⁹ These gaps can only be expected to continue to expand as further aspects of the Agreements in Principle come into effect on April 1, 2022. Provincial funding systems that continue to be misaligned to the funding principles established through the Canadian Human Rights Tribunal orders and future Agreements in Principle can be expected to result in a widening gap of funding disparity and to perpetuate discrimination. Of the Agreements in Principle, Chair of the Indigenous Child and Family Service Agencies Directors Executive Mary Teegee says, *“This agreement is focused on First Nations on-reserve. We have dire prevention needs for First Nations and Indigenous families living off-reserve. The Province will play an important role to make sure equitable funding is available to support prevention services off-reserve.”*⁸⁰

There are also differences in how the federal government and the province manage fiscal accountability and arrange and subcategorize the data they steward. This disparity is captured in Table 9 of the Institute for Fiscal Studies and Democracy’s report, providing a comparison of federal and provincial practices in expenditure management.⁸¹ The report finds the federal government has elements of a stronger financial management framework, and that MCFD practices fall short of its ability to align spending to priorities and its ability to link spending to outcomes. Additionally, MCFD’s expenditure system centres upon reporting based on program or activity. It is a system that

⁷⁷ MCFD-Indigenous Services Canada Service 19-20 Funding Agreement, Section 5.5. Information provided by MCFD Interface (8 Mar 2022).

⁷⁸ Gaspard, H. (2021), p. 31.

⁷⁹ Gaspard, H. (2021), pp. 31, 91-92. While data is not comparable, the report findings states: *“Using the First Nations Child and Family Services program activity stream and bottom-up data from ICFS Agencies, findings suggest that federally funded agencies (with CHRT-mandated payments based on actuals and prevention) [are] more in line with need than provincial expenditure allocations.”* (p. 31); and furthermore notes: *“Delegated Aboriginal Agencies principally funded by MCFD, serving urban (off-reserve) indigenous populations and Métis populations appear to struggle the most with funding adequacy.”* (pp. 91-92)

⁸⁰ Indigenous Child and Family Services Directors Society, “A Forum to Strengthen our Children our Way,” Directors Forum News Issue #18, January 2022. <https://myemail.constantcontact.com/The-latest-news-for-you.html?soid=1132305027928&aid=knXoVibOGsk>

⁸¹ Gaspard, H. (2021), Table 9, p. 57.

reports on spending but does not provide adequate context of who – client group or vendor – is in receipt of those funds.⁸²

Figure 4: A comparison of federal and provincial expenditure management practices

Financial management	Federal (ISC)	Provincial (MCFD)
Ability to demonstrate value for money		
Ability to align spending to priorities		
Reporting on outcome indicators		
Ability to link spending and outcomes		

Fully meets criteria	
Mostly meets criteria	
Partially meets criteria	
Somewhat meets criteria	
Does not meet criteria	

Indigenous Services Canada allocates funding to ICFS Agencies and MCFD for First Nations children who are registered members of their Nation (i.e., who have *Indian Act* Status) in different ways. ICFS Agencies submit a needs-based budget proposal to Indigenous Services Canada that covers actual costs and prevention services including operations and capital to support those services whereas Indigenous Services Canada directs funding to MCFD based on a negotiated Service Agreement.⁸³ Unlike a needs-based funding arrangement, the Service Agreement between Indigenous Services Canada and MCFD uses a costing model based on pre-determined fixed transfer payment amounts in three categories: development, maintenance and operations.⁸⁴ There are two key points about the costing model – maintenance funding is reimbursed according to the provincial rate structure⁸⁵ and rates of funding for operations, which includes both prevention and protection services, are based on the number of children in care.⁸⁶ The use of the number of children in care as the base from which to allocate funding was deemed discriminatory by the Canadian Human Rights Tribunal, as it incentivizes apprehension to maintain adequate funding.

The Service Agreement between the federal government and MCFD for First Nations on-reserve not served by an ICFS Agency predates the Canadian Human Rights Tribunal orders and has only recently increased (by 48 per cent from \$29.1 million in fiscal 2015/16 to \$43.1 million in fiscal 2020/21). It is not clear if the increases allocated to MCFD for on-reserve services mirror the funding allocated from Indigenous

⁸² Gaspard, H. (2021), p. 54.

⁸³ The Service Agreement covers the federal government’s commitment to fund “the costs of maintaining Eligible First Nation Children Ordinarily Resident on Reserve in placements out of the parental home. Canada also pays for operational costs associated with providing child welfare services.” The funding is provided for the provision of on-reserve service, for the 84 First Nations not affiliated with an ICFS Agency. In addition, for the other 120 First Nations, the funding is provided to deliver services not provided by ICFS Agencies, as the services are outside of their delegation levels. Information provided by MCFD Interface, March 8, 2022

⁸⁴ See Section 5.1 – Services of “Annex ‘A’ Service Agreement Regarding the Funding of Child Protection Services of First Nations Children Ordinarily Resident on Reserve” – between Department of Indigenous Services Canada and Ministry of Children and Family Development, 2020. Information provided by MCFD Interface, March 8, 2022.

⁸⁵ See Section 5.2 - Services of “Annex ‘A’ Service Agreement Regarding the Funding of Child Protection Services of First Nations Children Ordinarily Resident on Reserve” – between Department of Indigenous Services Canada and Ministry of Children and Family Development, 2020. Information provided by MCFD Interface, March 8, 2022.

⁸⁶ “Annual rate revisited in fiscal year 2021 and calculated by applying the qualifying children in care versus all children in care percentage to the qualifying costs. At last calculation, the qualifying children represent 7.8 per cent of all children in care and this percentage was applied to total costs in the categories mentioned previously.” Information provided by MCFD Interface, March 8, 2022.

Services Canada to ICFS Agencies; however, it should be noted that federal funding to ICFS Agencies has grown substantially since 2017/18 while federal funding to MCFD has only increased by 48 per cent in the same period, therefore it is not likely equivalent.⁸⁷ An allocation of \$6 million in prevention funding was introduced in fiscal 2019/20, with the balance of the increase in funding allocated to operating costs. MCFD's expenditure management system is unable to describe how this funding is being allocated to the respective First Nations for services. The funding agreement for the 84 unaffiliated First Nations is problematic because the Nations aren't directing the flow of those funds, and this old funding model is inconsistent with the needs-based budget and the broader community wellness prevention services that were envisioned by the Canadian Human Rights Tribunal that ICFS Agencies providing services on-reserve are able to access. MCFD is not able to access a needs-based model of funding on behalf of the 84 unaffiliated First Nations and those ICFS agencies providing services off-reserve are also unable to access this funding model.

The provincial government provides funding for off-reserve services to MCFD which in turn allocates it regionally to its 13 Service Delivery Areas. This includes ICFS Agencies that serve member Nations on-reserve, ICFS Agencies that serve member nations on- and off-reserve, ICFS Agencies serving a diverse population of First Nations, Métis, Inuit and Urban Indigenous children and families both on- and off-reserve, and ICFS Agencies specific to First Nations, Urban Indigenous and/or Métis children and families residing off reserve.⁸⁸ MCFD directs funding to the ICFS Agencies that provide child welfare services off-reserve through a funding structure known as the Standardized Funding Approach.⁸⁹ It is noteworthy that the Standardized Funding Approach does not include a prevention component.⁹⁰

Standardized Funding Approach

MCFD introduced the first phase of its Standardized Funding Approach in 2017 to bring some consistency and stability of funding to the 24 ICFS Agencies in B.C. ICFS Agencies were underfunded for staffing costs and were challenged in meeting increasing in-care costs.

The model was restricted to these costs only and did not include funding for any prevention services. Prevention services were left to the individual discretion of each Service Delivery Area to determine through competitive procurement processes the awarding of funding to an ICFS Agency.

The result is that some ICFS Agencies receive prevention funding and others must refer their children and families to other agencies for supports, some of which are Indigenous community-based agencies (e.g., Friendship Centres) while others are non-Indigenous. Thus, despite having delegated responsibility for a child, these ICFS Agencies are unable to provide wraparound services nor do they have any ability to participate with MCFD in the decisions about who in the community would be best suited to assist in providing wraparound services alongside them.

⁸⁷ Gaspard, p. 24.

⁸⁸ Off-reserve agencies include Surrounded by Cedar Child and Family Services, Vancouver Aboriginal Child and Family Services Society and Métis Family Services (La Société de Les Enfants Michif). In addition, other ICFS Agencies, such as Kw'umut Lelum Child and Family Services Fraser Valley Aboriginal Children and Family Services Society and Lalum'utul' Smun'eem Child and Family Services, serve both on-reserve and off-reserve populations.

⁸⁹ Funding to ICFS Agencies under the Standardized Funding Approach includes three cost categories – operations, maintenance and ancillary funding. Cultural funding is a separate category outside the Standardized Funding Approach. The principle of the Standardized Funding Approach is funding parity with MCFD. In other words, ICFS Agencies are funded the same way as MCFD Service Delivery Areas are funded. Information obtained from MCFD Interface, March 8, 2022.

⁹⁰ Information obtained from MCFD Interface, March 8, 2022.

ICFS Agencies funded by MCFD for off-reserve child welfare services must compete for contracts to receive prevention funding.

MCFD distributes all prevention funding to its 13 Service Delivery Areas and each area enters a procurement process that determines whether the funding is allocated through a contract with an ICFS Agency, a First Nation, an Indigenous community-based agency (e.g., Friendship Centre) or another community-based agency. As a result, ICFS Agencies providing prevention services off-reserve must bid for short-term contract funding in order to deliver those services themselves, or otherwise refer the children and families they serve to other community-based agencies that have been awarded prevention contracts for these supports and services. An analysis of the data provided by MCFD revealed: *“While Indigenous children are over-represented in care in B.C., they are not necessarily served by Indigenous-focused vendors.”*⁹¹

There are other challenges to the existing procurement model for prevention funding. As one ICFS Agency representative interviewed in the appended report observes:

*“MCFD funding to [the ICFS Agency] is specific to the children transferred to its care. For supporting services, children in [the ICFS Agency] are expected to use other provincial services. MCFD will not fund [the ICFS Agency] to offer any of the services it already provides ... Beyond funding for children in care, additional funding from MCFD is hard to come by.”*⁹²

This latter practice is particularly troublesome to ICFS Agencies that have been advocating for combined protection and prevention funding to determine how best to deliver the full continuum of wraparound care, mirroring the federal funding practice. The current model also requires ICFS Agencies to negotiate with one division of MCFD for transfer of funding for intervention (protection) services, and another division for access to prevention funding which illustrates that, even within MCFD, funding practices in relation to ICFS Agencies are fractured and siloed. ICFS Agencies have offered other input and suggestions about how MCFD could structure its funding agreements to better support them in planning and resource allocation to meet actual needs, rather than relying on what is permissible based on the current fee-for-service model.⁹³

What all this means is that ICFS Agencies receive funding from several different pathways that are not integrated, transparent or easily understandable. First, federal and provincial funding is different for similar areas of jurisdiction. In the current state ecosystem, the federal government is funding child welfare services to First Nations on-reserve at a much higher rate than the province is funding for comparable services.

Second, MCFD funding for First Nations on-reserve and for off-reserve services for First Nations, Métis, Inuit or Urban Indigenous children and families flows from separate divisions that are not coordinated or integrated, and MCFD is unable to articulate how its expenditures map by community or by Indigenous and non-Indigenous children and families. In other words, the ministry has not tracked whether its expenditures are serving First Nations, Métis, Inuit and Urban Indigenous or non-Indigenous peoples, nor has it tracked outcomes. There is an inherent paradox here, as the intended outcome of the Canadian Human Rights Tribunal ruling and the Agreements in Principle was to address and rectify long-term, systemic fiscal discrimination. An unintended consequence in B.C. of Indigenous Services Canada’s

⁹¹ Gaspard, p. 38.

⁹² Gaspard, pp. 94-95.

⁹³ Gaspard, p. 95. The flexibility offered from a block funding model is suggested by one service provider.

fiscal reorganization is that, in the absence of a Coordination Agreement, it may cause and amplify discrimination against First Nations children who reside off-reserve and will continue to leave out Métis and Inuit children as they do not fall under the jurisdiction of the *Indian Act*.

Herein lies the real problem – the dynamic of the system as it currently functions between the federal and provincial governments passively permits leaving some children out of the equation. Agencies serving both on- and off-reserve First Nations, Métis, Inuit or Urban Indigenous children face in-house inequities as they receive different levels of funding from MCFD and Indigenous Services Canada. This results in agencies having to fill in the gaps. ICFS Agencies want to offer the same level of service to every child, yet they are hampered by a disjointed system that inadvertently perpetuates fiscal discrimination.

Residence Determines Funding

Recent estimates indicate that, in B.C., 78 per cent of people from First Nations, Métis and Inuit backgrounds are living, studying and working in urban and off-reserve areas.⁹⁵ There are also differences between on-reserve designations. With respect to child welfare services, reserve communities governed by the *Indian Act* fall under federal funding obligations administered by Indigenous Services Canada. In B.C., there are also First Nations that have completed modern treaties such as the

Nisga'a Nation and Tsawwassen First Nation that have autonomous governance and are not under the jurisdiction of the *Indian Act*.⁹⁶ These First Nations operate under individually negotiated tripartite agreements with the federal and provincial governments. All others – including First Nations, Métis and Inuit peoples – fall under the jurisdiction of the provincial *Child, Family and Community Service Act* and are the funding responsibility of MCFD's Child and Family Services program.

Funding for child welfare services is not attached to the child but, rather, is dependent upon the location of the child's residence. Currently, the funding arrangements between Indigenous Services Canada and MCFD do not adequately address this reality. In a recent letter to the minister, the ICFS Agency Directors advocated: "*B.C. has a responsibility to ensure that Indigenous children and families who reside off-reserve have access to services equivalent to the federally funded services now available on-reserve.*"⁹⁷

*"Indigenous Peoples residing in urban places and First Nations residing in community can be physically close but worlds apart due to funding practices."*⁸²

From Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia

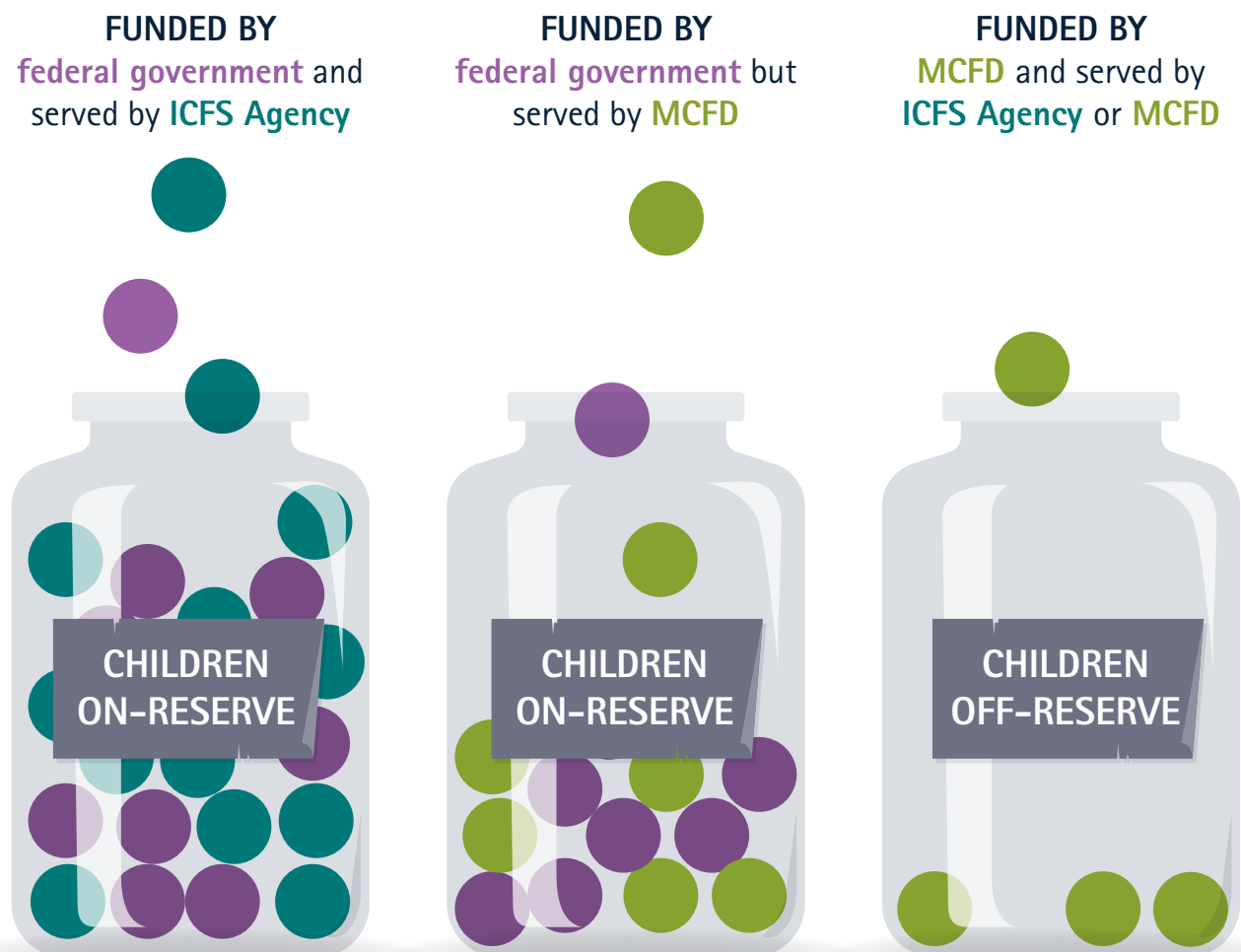
⁹⁴ Gaspard, p. 77.

⁹⁵ Government of B.C., "Urban and Off-Reserve Aboriginal People," 2021. <https://www2.gov.bc.ca/gov/content/governments/indigenous-people/supporting-communities/urban-off-reserve-aboriginal-people>

⁹⁶ Active or completed negotiations involve 39 self-determining First Nations, representing 72 current or former *Indian Act* bands, totaling 36 per cent of all *Indian Act* bands in B.C. See BC Treaty Commission, "Negotiation Update," 2022. <https://www.bctreaty.ca/negotiation-update>

⁹⁷ Letter from ICFS Agency Directors to Minister of Children and Family Development dated Sept. 13, 2021. With permission from the Directors Forum Executive.

Figure 5: Unequal Funding Jars



The Ideological Driver: Child Protection

The structural roots of child welfare services in B.C. rest upon a foundation that prioritizes safety and protection. It is tied to white settler notions of what is “acceptable” parenting and child rearing, and of “protecting children” who are vulnerable. It also encompasses assumptions around intent or incapacity of parents – especially those who do not conform to the white settler ideas about parenting. Consequently, the ideological drivers behind how money is distributed have long been oriented around child safety and protection services. In the late 1980s and early 1990s, there was widespread criticism of the provincial *Family and Child Services Act* (1981) and the authoritarian and interventionist nature of the child welfare system. Critique came from many different groups, including First Nations, Métis and Urban Indigenous groups, who rightly noted that they were largely unrecognized in legislation. A formal review was initiated in 1991 and

“The bifurcation of prevention and protection is a false dichotomy”

Dr. Cindy Blackstock⁸⁶

⁹⁸ ICFS Agency Director’s Forum webinar on Agreements in Principle, Jan. 6, 2022.

two community panels were established, including an Aboriginal panel that held independent hearings with Aboriginal communities and produced a separate report – *Liberating Our Children, Liberating Our Nations*. The two community panel reports led to a legislative review that resulted in a new *Child, Family and Community Service Act*, tabled in 1994 and proclaimed in limited form in 1996. The new Act reflected the calls from both community panels to recognize a child’s family as the preferred environment for them to grow up in; support kinship and extended family ties; enhance prevention and supports for families to reduce protective intervention; protect the cultural identity of Indigenous children; and involve communities (including Indigenous communities) in the planning and delivery of services. This was heralded as a turning point for child welfare.⁹⁹

However, in 1994, Justice Thomas Gove was appointed to conduct an inquiry into the tragic death of Matthew Vaudreuil by his mother after extensive ministry involvement in their lives. The ministry suggested that it was endeavouring to balance protection of the child with the need to support parents and families to raise their children – consistent with the intentions of the proposed *Child, Family and Community Service Act* legislation. The *Gove Inquiry Report*, released in 1995, recommended that the guiding principles of the *Child, Family and Community Service Act* be changed to ensure that the child’s safety and well-being be the paramount concern in child protection.¹⁰⁰ The Act was amended in June 1995 as Justice Gove had suggested. Further, some sections of the Act were not brought into force including use of family group conferences for children in need of protection, and kinship care provisions. Thus, despite the intention of the *Child, Family and Community Service Act*, the Gove Inquiry resulted in a shift back towards safety and protection. This led to a significant increase in the number of children and youth in care (from a steady 6,000 to 6,300 between 1989 and 1994 to close to 10,000 by 1998) and influenced funding priorities towards protection and away from family support and prevention.¹⁰¹

The ICFS Agencies have long called on MCFD to expand its funding to include prevention services. The Standardized Funding Approach for ICFS Agencies serving children who live off-reserve is limited to protection services only. Funding for prevention is attained in a piecemeal fashion, from contracts and grants. MCFD’s funding models for ICFS Agencies and the First Nations they serve reflect this bifurcation of prevention and protection services. This awkward and inappropriate placement of prevention funding under the larger umbrella of protection funding created by MCFD is at odds with the vision and worldview of the ICFS Agencies to provide holistic services and supports to their communities. Mary Teegee, in her capacity as chair of the Indigenous Child and Family Services Directors Forum, asserts:

*“You have to look at prevention not in the limited scope of just keeping that child out of care. You have to look at prevention right at birth.”*¹⁰²

The paradox inherent in the current system is that child protection will not yield the result sought by the Truth and Reconciliation Commission *Calls to Action*. A system that is inherently oriented around

⁹⁹ Directors Forum and the Partnership Forum, *Partnership Orientation Manual 2020*, pp. 15-16. <https://ourchildrenourway.ca/wp-content/uploads/2021/04/2020-Orientation-Manual.pdf>

¹⁰⁰ Hon. Thomas J. Gove, *Report of the Gove Inquiry into Child Protection in British Columbia* (Victoria, B.C.: Queen’s Printer), 1995. <http://www.qp.gov.bc.ca/gove/>

¹⁰¹ Andrew Armitage, “Lost Vision: Children and the Ministry for Children and Families,” *BC Studies* No. 118 (1998). <https://ojs.library.ubc.ca/index.php/bcstudies/article/download/1800/1845/7407>

¹⁰² Nathan Griffiths, “Here’s what the feds’ \$40B child welfare settlement could mean for Indigenous kids in B.C.,” *Vancouver Sun*, Jan. 13, 2022. <https://vancouversun.com/news/heres-what-the-feds-40b-child-welfare-settlement-means-for-b-c>

protection – which can involve removing children from their homes, families and often communities – cannot reduce the number of children in care. Programs and services that foster community and cultural connections are a critical piece of prevention and focusing on expanding wellness across the community will keep children and youth out of care.

Shifts in MCFD priorities in the last decade, particularly regarding First Nations, Métis, Inuit and Urban Indigenous children and youth, have centred around the desire to keep children at home, support communities to care for their children and minimize the removal of young people from their family homes. The ministry has made some inroads in funding First Nations and their ICFS Agencies for prevention services in child welfare. In response to recommendations made in the 2016 report to the provincial government, *Indigenous Resilience, Connectedness and Reunification*, MCFD began to make investments in prevention in 2018, with \$5 million in cultural funding to support children in care to have access to programs and services to connect them to their culture and language. This funding is available to Service Delivery Areas (which in turn may contract with community service agencies) or ICFS Agencies annually.

Also in 2018, MCFD introduced a \$6.4-million grant program for prevention.¹⁰³ All 204 First Nations and the seven agencies that serve Métis people in B.C. were invited to apply for a grant of up to \$30,000 per year to promote and support a range of prevention-oriented services. These improvements represent a contribution toward the investment of preventing children from coming into care; however, the 2018 provincial prevention funding allocations are not without challenges. Placed within the context of an agency's or First Nation's operational costs, \$30,000 per year is less than half the cost of one full-time equivalent staff member, which is a pittance in absolute terms and miniscule in relation to needs. One could argue that it borders on tokenism.

What is more, when this was first introduced, First Nations were required to apply for this \$30,000 grant, rather than it being automatically allocated, which creates inequity. Many smaller Nations may not have the capacity to prepare and submit an application and, consequently, would not receive the funds.¹⁰⁴ Of the \$6.4-million allocation, the funds that are not granted to applicants are absorbed by MCFD's operations budget.¹⁰⁵ Thus, while the ministry responded to the need for funding to support prevention services, the insufficient size of the grants and the means by which they are transmitted to agencies perpetuate fiscal instability and uncertainty and reinforce the false dichotomy of prevention and protection service provision.

¹⁰³Government of B.C., "Indigenous Child and Family Development," 2021. <https://www2.gov.bc.ca/gov/content/governments/indigenous-people/supporting-communities/child-family-development>

¹⁰⁴Based on information provided by MCFD, it would appear that, for a period of time, there was a requirement that this funding be applied for. In the 2021 information accessed by the RCY from the MCFD website, it was clear that the full \$6 million had not been expended. The principle of transparency and accountability is not being addressed here, because it's unclear whether the sum of money allotted is actually being received by the intended recipients. Further, the MCFD website continues to refer to having to apply for this funding. Government of B.C., "Indigenous Child and Family Development," n.d. It is noted that 167 (of 203) First Nations/Agencies have received this grant funding. This would mean approximately \$1 million of the funds allocated to support prevention for First Nations, Métis, Inuit and Urban Indigenous children and communities is applied against MCFD's bottom line. <https://www2.gov.bc.ca/gov/content/governments/indigenous-people/supporting-communities/child-family-development>

¹⁰⁵MCFD states this sentence is not factual; nonetheless, the ministry provided no further information and RCY was unable to determine based on conflicting information from MCFD whether the funding had been fully allocated.

Data Stewardship and Accountability

The appended report, *Resource Analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia*, reveals problematic aspects of the fiscal architecture within MCFD and also conveys differences between MCFD and Indigenous Services Canada in terms of how they manage, or steward, the data they collect about the respective child welfare systems they fund. Notable areas of concern are the inability of MCFD to report on client groups – specifically, the lack of disaggregation of data between First Nations, Métis, Inuit and non-Indigenous children and families – and an inability to link funding allocations to outcomes. Among the many relevant findings of the report is a conclusive statement: *“The data required to answer RCY’s research question to understand the differences between Indigenous and non-Indigenous Child and Family Services cannot be directly answered through existing data.”*¹⁰⁶

Government Initiatives Respecting Disaggregated Data

Disaggregated data provides sub-categories of information, for example by gender, ethnic group, educational or occupational status. This demographic data is often provided by respondents to surveys or interviews when they are asked to identify which categories best describe them. This information can then be anonymized or de-identified and used in statistical analysis. Unlike aggregated data, which groups information together, disaggregated data can reveal inequities and relationships between categories.

In September 2020, the Human Rights Commissioner of B.C. released the report, *Disaggregated demographic data collection in British Columbia: The grandmother perspective*. The report notes that *“disaggregated data is merely a tool (to be utilized depending on the context and aim) and it must be accompanied by a process that supports the purpose of reducing systemic racism and oppression and achieving equity.”* The Commissioner recommended that the provincial government enact the *Anti-Discrimination Data Act*, which would legislate the collection, use and disclosure of demographic data for social change. However, she also urged government to *“immediately start collecting disaggregated demographic data in these areas: health care, mental health, policing, corrections, poverty reduction, education, gender-based violence and children and family development.”* This aligns with the recommendations that the RCY has made to MCFD and other public bodies to collect and appropriately use disaggregated data to discern inequities and identify opportunities for systems improvement and reform.

The RCY is aware that significant progress is being made on the legislative framework recommended by the Commissioner, and that government-wide leadership is being provided by the Government Chief Information Officer with respect to the collection, use and disclosure of race-based data. These are positive steps. However, the RCY believes that MCFD can also make positive steps now towards more robust and consistent collection of disaggregated data, especially with respect to First Nations, Métis, Inuit and Urban Indigenous children and youth.

¹⁰⁶Gaspard, p. 14.

The ministry's internal Corporate Data Warehouse houses vast amounts of data. Similarly, MCFD's external online reporting portal provides an extensive amount of information, leaving the impression of a robust system of public reporting and accountability. However, when viewed through a First Nations and Métis lens, it is necessary to assess the data and its outcomes from the position of valuing reciprocity and relational responsibility. It becomes necessary to consider whether the data collected is of value to the individuals, service organizations and communities they are serving. There is data about the many contract-holding service providers generally, yet it is insufficiently tagged to be able to sort and report by client group. MCFD has acknowledged that its system does not readily allow for the mapping of expenditure by community or by First Nations, Métis, Inuit, Urban Indigenous and non-Indigenous children and families.¹⁰⁷ This inadequate accountability to First Nations, Métis, Inuit and Urban Indigenous service providers, families and communities is not an overt or deliberate act of exclusion on the part of MCFD. It does, however, reveal a system that not only excludes the voices and perspectives of those it serves, but that is also segregated from the worldviews and perspectives of the people it ostensibly supports. In the Representative's own words, *"when we know better, we must do better"*. So, while not an overt or deliberate act, the province and MCFD know better and therefore must do better.

MCFD had a declared accountability to Indigenous communities within its *2021/22 – 2023/24 Service Plan* to provide transparency around funding flowing to their communities for services within its mandate. Objective 1.3, which is about ensuring transparency and accountability to Indigenous children, youth, families and communities states:

*"Distribute annual accountability statements to inform communities on how much funding is spent in support of Indigenous children, youth and families, as well as the number of children in care, and the outcomes we are achieving in their communities."*¹⁰⁸

The Institute of Fiscal Studies and Democracy report confirms that MCFD cannot define what resources it allocates to vendors serving First Nations, Métis, Inuit and Urban Indigenous clients. The report also confirms that the ministry does not take into account that these clients and communities may be facing far greater social and economic challenges than others and therefore require greater funding. This is the key principle of substantive equality. Furthermore, MCFD's data does not clearly align spending with stated strategic priorities, making it difficult to understand if desired results are being achieved.

¹⁰⁷Letter from the Deputy Director of MCFD to the Deputy Representative RCY, Dec. 16, 2021.

¹⁰⁸Ministry of Children and Family Development, *Annual Service Plan Report 2019/20 to 2021/22* (Victoria, B.C.: Ministry of Children and Family Development), 2019, p. 4. It is noteworthy that this commitment was also made in the *2021/22 Annual Service Plan* (2020, p. 7) but has been revised in the most recent *2022/23 Service Plan*. <https://www.bcbudget.gov.bc.ca/2019/sp/pdf/ministry/cfd.pdf>

Figure 6: Equality, Equity and Justice



EQUALITY

The external factors (systemic/ socioeconomic factors, represented by the grey rectangles) are uneven. Equality means that each person receives the same amount of support, regardless of differences in external factors.

EQUITY

There is an acknowledgement of differences and disparities in external factors. Equity seeks to remedy this by issuing different amounts of support according to a recognition of different needs required, but does not address the underlying root causes of the differences and disparities.

JUSTICE

The uneven external factors that cause differences in starting points (poverty, socio-economic gaps, systemic racism, etc.) have been corrected/repared – representing systemic reform.

Discussion

Standardized Funding Approach versus Directive 20-1

When the Executive Leadership of the ICFS Agencies composed a list of “21 Issues” in 2007, they articulated a clear need for “*a standardized provincial funding formula that is fair and equitable, and in line with actual costs.*” What eventually came about – the Standardized Funding Approach – was a step in the right direction but in no way did it achieve all that was asked for.

The Standardized Funding Approach was introduced by MCFD in fiscal 2017/18 to address funding shortfalls in the provision of child protection services by ICFS Agencies and to bring some consistency to different past regional funding and contracting practices. The model is based on providing funding for operations, maintenance and some ancillary support services. Operational funding covers the cost of delegated/protection and operational staffing and is measured by caseloads and wage parity with MCFD staff. Excluded from this formula are staff who provide prevention programs and services. Caseload formulas and ratios determine the number of staff required and current B.C. Government Employees’ Union (BCGEU) rates determine salary costs. Maintenance funding covers the cost of placements for children in foster or contracted care homes, as well as costs for other placement alternatives to care. Funding is adjusted annually to cover the actual costs of these placements. Ancillary costs cover a small range of child-protection costs associated with caseloads. No funding for prevention is included in this model.

MCFD’s Standardized Funding Approach bears resemblance to the previous federal funding formula known as Directive 20-1, which was found to be discriminatory through the Canadian Human Rights Tribunal ruling and affirmed by the Federal Court. Directive 20-1 had an operations component that was driven by population thresholds and a maintenance component that paid the actual costs for placements for children in care.¹⁰⁹ Furthermore, in B.C., the former federal government funding model did not include any additional prevention-specific funding that other provinces received through a program known as the Enhanced Prevention Funding model. MCFD’s current Standardized Funding Approach shares in common with the discriminatory Directive 20-1 a reliance on children being in care as the basis for funding.

¹⁰⁹Under Directive 20-1, federal funding was based on a population minimum of 1,000 on-reserve children (0-to 18-years). If a community did not meet that threshold, its funding would be adjusted accordingly.

See Rose-Alma J. McDonald, Peter Ladd et al., *First Nations Child and Family Services National Joint Policy Review, Final Report*, Prepared for The Assembly of First Nations and First Nations Child and Family Service Agency Representatives in Partnership with The Department of Indian Affairs and Northern Development (Ottawa: Assembly of First Nations and Department of Indian and Northern Affairs), 2000. For details, see Maintenance and Population Thresholds, pp. 84-85. https://fncaringsociety.com/sites/default/files/docs/FNCFCS_JointPolicyReview_Final_2000.pdf

Directive 20-1

Directive 20-1 was a funding formula of the federal First Nations Child and Family Service program implemented by Indigenous and Northern Affairs in 1991. This was the source of funding for ICFS Agencies on-reserve.

There were two streams of allocations: 1. Maintenance – covering the cost of a child in care and 2. Operations – covering the cost of running an agency (excluding capital funding). Directive 20-1 faced criticism from First Nations at the time of its implementation because there were no funding allocations for prevention.

Directive 20-1 was found to be discriminatory by the Canadian Human Rights Tribunal in that the funding formulas, while still adjusting for inflation and remoteness of communities, were funding First Nations at a rate of 22 per cent less funding, compared with funding for off-reserve child welfare services.¹¹⁰ Furthermore, for an ICFS Agency to receive funding, it was necessary for a child to be removed from the family home and placed in care.¹¹¹ For many years, the government of Canada was aware of the adverse impacts and deficiencies of the First Nations Child and Family Service program, but took no action until it was compelled to do so.

¹¹⁰ First Nations Child and Family Caring Society, "Pre-Tribunal Timeline: History of First Nations Child and Family Services Funding." <https://fncaringsociety.com/pre-tribunal-timeline-history-first-nations-child-and-family-services-funding>

¹¹¹ The First Nations Child and Family Caring Society Information Sheet regarding 2016 CHRT 2, states: "The Tribunal also found that the First Nation Child and Family Service program's two main funding mechanisms incentivized removing First Nations children from their families," Jan. 26, 2016. <https://fncaringsociety.com/sites/default/files/Information%20Sheet%20re%20CHRT%20Decision.pdf>

RCY found the implementation of the Standardized Funding Approach did result in an increase in funding to ICFS Agencies, rising more than 40 per cent from fiscal 2017/18 to 2020/21. Since 2017/18, on average, 60 per cent of the ICFS Agencies' budgets were allocated to maintenance of actual in-care placement costs.¹¹² On average, 35 per cent of budgets were allocated to operations in support of staffing. This notion of funding being attached to children in care is summarized in an interview with an ICFS Agency:

*"Provincial funding from MCFD is connected to children transferred to the agency, with MCFD funding full-time equivalents [staff] based on workload. When the number of children in care decreases, so, too, do resources for staffing. Although MCFD has changed its funding structure since 2018, and [the ICFS Agency] has benefited from a funding increase, it, however, does not support sustainable wellness. Just because case numbers are dropping, it does not imply that supports are no longer required. Case complexity, contextual challenges, and a focus on well-being, require consistent and sustainable resources that can focus on community needs and the development of programming and tools to support them."*¹¹³

Salaries for staff are directly linked to caseloads of children in care, and reimbursement of actual in-care costs are guaranteed to any agency that does off-reserve work. This aspect of the Standardized Funding Approach model, which parallels the former Directive 20-1 funding from Indigenous Services Canada that was determined to be discriminatory, could be interpreted as continuing to discriminate against

¹¹²Gaspard, p. 46.

¹¹³Gaspard, p. 94.

B.C.'s First Nations, Métis, Inuit and Urban Indigenous children residing off-reserve. In the provincial ecosystem, some ICFS Agencies get the majority of their funding from Indigenous Services Canada; other Agencies are 100 per cent funded by MCFD; still others receive a percentage of funding from both Indigenous Services Canada and MCFD. In those cases, within a single ICFS Agency, Indigenous children (including First Nations, Métis, Inuit and Urban Indigenous children) are funded at different levels. This is fiscal discrimination.

Prioritizing Culture and Repair

Why the *Calls to Action* are Important

It's important to recognize the historical and ongoing wrongs perpetrated against Indigenous peoples and the legacy of colonialism still in place today. The legacy of that separation and suppression of culture has had a profoundly negative impact on Indigenous communities, families, and cultural connections through the generations. The [Truth and Reconciliation Commission] Calls to Action address the ongoing impact of residential schools on survivors and their families.¹¹⁴

The value of culturally rooted and culturally specific programming is not adequately reflected in MCFD's current funding allocation systems. Culturally specific programming enables a sense of safety, belonging and positive identity. It should be equally available to all Indigenous peoples in B.C. – First Nations on-reserve and those living off-reserve, as well as Métis, Inuit and non-Status Indigenous peoples. Currently, it is not. All are in need of healing and repair that is community-centric in its design and orientation. Healing from colonial violence has a collective component.

"Intergenerational trauma is community wide"

Cindy Blackstock¹⁰²

The first *Call to Action* made by the Truth and Reconciliation Commission states that governments must provide adequate resources to enable First Nations, Métis, Inuit and Urban Indigenous communities and organizations to keep families together where it is safe to do so, and to keep children in culturally appropriate environments.¹¹⁶ This requires re-interpreting and re-imagining prevention as more than simply preventing the need for child protection interventions. It's not just about preventing children from coming into care; it's about serving families and communities with a diverse and adequate array of supports – particularly for those who are marginalized, disadvantaged or vulnerable. This is an investment in child, family and community wellness so that children can realize their potential within families that are healthy and nurturing for young people. Child, family and community wellness is and must be the goal. A broader reconsideration of the language and ideological drivers behind protection would be a component of the needed overall system reform. Shifting the language from child protection to child and family well-being would provide a foundational realignment to the intention and objectives of the system.

¹¹⁴Government of B.C., "Truth and Reconciliation Commission Calls to Action," n.d. <https://www2.gov.bc.ca/gov/content/governments/indigenous-people/new-relationship/truth-and-reconciliation-commission-calls-to-action>

¹¹⁵Dennis Ward, "Governments need to stop politicizing the lives of First Nations children says Cindy Blackstock" *APT National News*, Jan. 18, 2022. Lives of First Nations children shouldn't be politicized: Blackstock (aptnnews.ca)

¹¹⁶Truth and Reconciliation Commission of Canada, *Truth and Reconciliation Commission of Canada: Calls to Action* (Winnipeg, MB: Truth and Reconciliation Commission of Canada), 2015, p. 1. https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/indigenous-people/aboriginal-peoples-documents/calls_to_action_english2.pdf

Provincial Government Commitments to Reconciliation

It took Canadian Human Rights Tribunal orders and court settlements to move the federal government to reassess its funding model and to begin a substantive infusion of funding – particularly prevention funding – into on-reserve child welfare services.

Commitments to Indigenous reconciliation are not the sole responsibility of MCFD. The B.C. government has made formal commitments to reconciliation – in the form of the *Declaration Act* (in support of the *United Nations Declaration on the Rights of Indigenous Peoples*);¹¹⁸ the *Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples*;¹¹⁹ as well as the *Métis Nation Relationship Accord*;¹²⁰ and public commitments to the Truth and Reconciliation Commission's *Calls to Action*.¹²¹

*"We call upon the federal, provincial, territorial, and Aboriginal governments to commit to reducing the number of Aboriginal children in care by providing adequate resources to enable Aboriginal communities and child-welfare organizations to keep Aboriginal families together where it is safe to do so, and to keep children in culturally appropriate environments, regardless of where they reside."*¹⁰⁴

Truth and Reconciliation Commission Call to Action #1.ii

The provincial government, through MCFD, is lagging in its stated commitments to improving current approaches to supporting prevention for off-reserve child welfare services.¹²² The Institute of Fiscal Studies and Democracy found that federally funded agencies reported that they were funded adequately, while those primarily funded by MCFD reported inadequate funding. MCFD faces the real challenge that its funding models and approaches will be seen as discriminatory. The issue that confronts the ministry is that its funding models and approaches don't align with the public commitments made to reconciliation. In the current fiscal ecosystem, some First Nations, Métis, Inuit and Urban Indigenous children and families are caught in the middle of two funding systems that are unaligned and inconsistent

¹¹⁷Truth and Reconciliation Commission, *Calls to Action*, p. 1.

¹¹⁸Declaration on the Rights of Indigenous Peoples Act, S.B.C. 2019, c-44. <https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/19044>

¹¹⁹Government of British Columbia, *Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples* (Victoria, B.C.: Government of British Columbia), 2021. https://news.gov.bc.ca/files/6118_Reconciliation_Ten_Principles_Final_Draft.pdf?platform=hootsuite

¹²⁰Government of British Columbia and Métis Nation BC, "Métis Nation Relationship Accord," 2016. https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/indigenous-people/aboriginal-peoples-documents/metis_nation_reconciliation_accord_ji_-_nov_16_2016.pdf

¹²¹Government of British Columbia, "Truth and Reconciliation Commission Calls to Action," n.d. <https://www2.gov.bc.ca/gov/content/governments/indigenous-people/new-relationship/truth-and-reconciliation-commission-calls-to-action>

¹²²The document "Prevention and Support Services" indicates that MCFD is developing a Prevention and Family Supports Service Framework. This process is underway and involved engagement during the period spring 2020 to summer 2021. See Government of British Columbia, "Prevention and Support Services," *Ministry of Children and Family Development*, n.d. <https://www2.gov.bc.ca/gov/content/family-social-supports/data-monitoring-quality-assurance/reporting-monitoring/mcfd-transformation/prevention-and-family-support-services>

with stated government priorities.¹²³ MCFD is underfunding prevention in child welfare services and also inadequately supporting service providers to deliver culturally oriented programs for First Nations, Métis, Inuit and Urban Indigenous communities.

MCFD on its own cannot increase funding without Treasury Board support and Legislative approval through the annual government budget cycle. Ministries are funded against their core business areas (or lines of service) and are given guidelines that define what priorities the government will consider for funding submissions. MCFD needs to be supported by the provincial government to make the appropriate funding requests to address the prevention funding shortfalls for First Nations, Métis, Inuit and Urban Indigenous children and families within the child welfare system.

MCFD Strategic Direction

MCFD's *2022/23 to 2024/25 Service Plan* speaks to its strategic direction, which reflects an ideological orientation that is in alignment with aspects of key points made in this report – generally regarding systemic change, and specifically regarding prevention. Most relevant to the topic of re-imagining prevention services is Objective 2.1, which states: *“In collaboration with Indigenous Peoples, design and implement restorative policies, practices and services with cultural humility and a commitment to eliminate racism and discrimination consistent with our responsibilities under the UN Declaration.”*¹²⁴ Relevant to this report's discussion of data stewardship is Objective 1.3, aiming to *“Ensure transparency and accountability to Indigenous children, youth, families, and communities in order to work together to ensure our efforts achieve tangible results for this generation of families and those that follow.”*

The key strategies to attain this objective are noted:

- Continue to work with communities to develop and implement information-sharing agreements and/or collaboration agreements under s. 92.1 of the *Child, Family and Community Service Act*, to increase accountability and transform practice when working with Indigenous peoples
- Work with Indigenous governing bodies, partners and communities, in addition to others such as the Government of Canada, to improve our funding approach, inclusive of reporting on how funding is spent in support of Indigenous children, youth and families, the number of children in care and other outcomes
- Support increased connections between Indigenous children and youth and their community by enhancing the ability to share information about Indigenous children and youth involved in the child welfare system and/or receiving child and family services.¹²⁵

¹²³Section 5.5 states: *“Recognizing the Province of British Columbia refers to children and family development services as a ‘continuum’ and that other federal departments provide funding for components of this continuum; further work will be required to clarify provincial services to establish funding requirements within Canada’s authorities.”* From: “Annex ‘A’ Service Agreement Regarding the Funding of Child Protection Services of First Nations Children Ordinarily Resident on Reserve” – between Department of Indigenous Services Canada and Ministry of Children and Family Development, 2020. Information provided by MCFD Interface March 8, 2022.

¹²⁴Ministry of Children and Family Development, *Service Plan 2022/23 to 2024/25* (Victoria, B.C.: Ministry of Children and Family Development), 2021, p. 9. <https://www.bcbudget.gov.bc.ca/2021/sp/pdf/ministry/cfd.pdf>

¹²⁵Ministry of Children and Family Development, *Service Plan 2022/23 to 2024/25*, p. 7.

Support for this kind of systemic change is written into the *Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples*. Following the lead of the federal government, the province prepared a set of principles that would serve as high-level guidance for the way ministries and provincial representatives could engage with First Nations, Métis, Inuit and Urban Indigenous peoples, in a way that incorporates and upholds the key commitments made regarding the *United Nations Declaration on the Rights of Indigenous Peoples* and the Truth and Reconciliation Commission *Calls to Action*.¹²⁶ Relevant to the recommendations made by the appended report is the following commitment in the *Draft Principles*: “*The right of Indigenous peoples to self-determination and self-government and the responsibility of government to change operating practices and processes to recognize these rights.*” Furthermore, 4.3. states: “*putting into place effective mechanisms to support the transition away from colonial systems of administration and governance.*”¹²⁷

Within the context of this “*responsibility of government to change operating practices and processes to recognize Indigenous rights,*” the MCFD *Service Plan (2022/23 to 2024/25)* contains shortcomings. While the Performance Planning section mentions the Truth and Reconciliation Commission *Calls to Action* and the *United Nations Declaration on the Rights of Indigenous Peoples*, the Key Strategies fall short of specific, actionable commitments around changing operating practices.¹²⁸ The Key Strategies do acknowledge the *Act respecting First Nations, Inuit and Métis children, families and communities*, but only in very broad and general terms. One of the most fundamental components of the implementation of the Act is the process an Indigenous governing body must undertake to finalize a Coordination Agreement between the Indigenous governing body and the provincial and federal governments. Changes to MCFD’s reporting system, as recommended by the Institute of Fiscal Studies and Democracy report, would better support Nations in the process of resuming jurisdiction over their child welfare.¹²⁹

¹²⁶Government of B.C., “About the 10 Principles,” 2021. <https://www2.gov.bc.ca/gov/content/governments/indigenous-people/new-relationship/about-the-ten-principles>

¹²⁷Government of B.C., *Draft Principles*, 2021, p. 2 https://www2.gov.bc.ca/assets/gov/careers/about-the-bc-public-service/diversity-inclusion-respect/draft_principles.pdf

¹²⁸Ministry of Children and Family Development, *Annual Service Plan 2021/2022 to 2023/2024*, p. 7. <https://www.bcbudget.gov.bc.ca/2021/sp/pdf/ministry/cfd.pdf>

¹²⁹As of January 2022, Indigenous Services Canada has received from B.C. First Nations two Notices of Intention to exercise legislative authority (subsection 20.1 of the *Act respecting First Nations, Inuit and Métis children, youth and families*); and five requests to enter into a Coordination Agreement (subsection 20.2 of the Act). See Government of Canada, “Notices and requests related to An Act respecting First Nations, Inuit and Métis children, youth and families,” *Indigenous Services Canada*, last modified Feb. 24, 2022. <https://www.sac-isc.gc.ca/eng/1608565826510/1608565862367#wb-auto-4>; see also Government of B.C., “Partnership and Indigenous Engagement,” 2021. <https://www2.gov.bc.ca/gov/content/governments/indigenous-people/supporting-communities/child-family-development/partnership-and-indigenous-engagement#:~:text=Coordination%20Agreements,to%20child%20and%20family%20services>

Conclusion

The next five to 10 years will be a time of transformation for B.C. First Nations and Métis governments and Urban Indigenous communities. The child welfare system – both in B.C. and across the country – will be in an ongoing state of change. Some First Nations are already in various stages of negotiating tripartite Coordination Agreements to assert their inherent rights to jurisdiction over their own children – but some Nations, including the Métis Nation, may choose not to proceed in this direction for the foreseeable future. Regardless, Nation governments will continue to self-determine how services will be delivered to their children and families. This process will unfold over time and be influenced by changing dynamics. Government will be compelled to share or release power it formerly held exclusively.

As Indigenous governing bodies begin to assert their inherent rights to care for their children and communities, MCFD appears to have been prompted to undertake its own reflective journey of transformation. The coming years will involve considerable change. The ministry's recent public messaging about transformation reflects an awareness and responsiveness to the shifting landscape of child welfare ideology.¹³⁰ Placing increased value on prevention and family/community supports is clearly a component of the ministry's transformation plan. Such broad conceptual changes require adequate and sustained financial support to become reality. The old funding models do not align with these new approaches to the provision of child welfare, as they are based on prioritizing protection rather than investing in prevention. When funding reflects long-term, stable and predictable investments in prevention-related services, and when those who provide child and family services receive funding in a way that embodies the principles of substantive equality and needs-based funding models, then – and only then – will the transformation be attainable.

When asked about the Agreements in Principle, Indigenous Services Canada Minister Patty Hajdu expressed: *"I hope this is a lesson that the federal government will not have to learn again and that we will continue to focus on equity and funding and continue to focus on systems that don't discriminate so that we don't find ourselves in this situation again."*¹³¹ This is a significant moment in which the provincial government has an opportunity to alter its direction and become a leader in Canada by being the first province to adopt a funding model that is based on needs and substantive equality principles. Systemic changes that would support Indigenous governing bodies in their journey towards resuming child welfare jurisdiction and changing to a needs-based funding model that does not leave anyone out – regardless of residence or *Indian Act* Status – are necessary. Ideally, the provincial and federal governments would harmonize their respective funding approaches according to the needs-based performance management approach Indigenous Services Canada has adopted in response to the Canadian Human Rights Tribunal ruling.

MCFD's declared commitments to reconciliation with Indigenous peoples foretell major structural and systemic change on the horizon. The Institute of Fiscal Studies and Democracy report clearly demonstrates significant deficits within MCFD's fiscal management practices and its inability to adequately disaggregate data. MCFD needs to be more accountable, both for the money it is entrusted with, and for the way the ministry stewards data about different client groups. It is now time to implement changes to the very structure of the fiscal system so that it reflects the shared agreement that every child matters.

¹³⁰Government of B.C., "MCFD Transformation," *Ministry of Children and Family Development*, 2021. <https://www2.gov.bc.ca/gov/content/family-social-supports/data-monitoring-quality-assurance/reporting-monitoring/mcfd-transformation>

¹³¹The Current with Matt Galloway, "A historic agreement-in-principle between federal government and First Nation leaders," *CBC Radio*, Jan. 6, 2022. Implementation will be key to First Nation child welfare agreement, says advocate | [CBC Radio](#)

Opportunities for Systemic Reform

The appended report – *Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia* – shines a light on challenges with both how the current fiscal system operates and limitations arising from how the data is stewarded. Beyond the usefulness of identifying what the challenges are, the report is of tremendous value for the practical, solutions-oriented suggestions made by the report's author, Dr. Helaina Gaspard, Director, Governance and Institutions at the Institute of Fiscal Studies and Democracy at the University of Ottawa. The following is a summary of key suggestions:¹³²

- A) Link spending to results.
- B) Ensure funding practices are suitable to the differentiated delivery of child and family services.
- C) Use data for decision-making and responding to needs.

Additional details:

Link Spending to Results

MCFD does not link its expenditures to its performance reporting. The alignment of spending to priorities is essential for transparency and for determining whether or not the ministry is fulfilling its obligations.

- *Performance indicators should be developed first, in association to program and policy priorities. Funding should then be allocated based on evidence to support the achievement of the defined objectives.*¹³³

Differentiated Service Delivery from Disaggregation of Data

MCFD does not have the data architecture or required information to identify and trace to which groups public money is being allocated. This is a problem when declared priorities of the ministry include engaging with Indigenous families and children, ensuring culturally appropriate services, and transparency for tangible results.¹³⁴ Without the appropriate data tagging, it is difficult to use MCFD's own data to assess differences in service delivery to test for discrimination and disparate outcomes among Indigenous and non-Indigenous children in the province.¹³⁵

- *MCFD should add a tag to its vendor information specifying whether they serve primarily non-Indigenous clients, Indigenous clients, or a combination.*¹³⁶

¹³²Gaspard, pp. 3-4.

¹³³Gaspard, p. 34.

¹³⁴Gaspard, p. 33.

¹³⁵Gaspard, p. 32.

¹³⁶Gaspard, p. 33.

Use Data for Decision-making and Responding to Needs

Despite its active reporting across various indicators and platforms, MCFD's expenditure management practice is inconsistent with accepted best practices in public financial management. The three components of this best practice include: fiscal discipline (ability to balance money in and money out); allocative efficiency (aligning money to priorities); and operations efficiency (value for money).¹³⁷

- *Reporting to the Legislature and the public on aggregate performance indicators untethered to program activities and goals is not transparent or an evidenced-based way of delivering the ministry's mandate.*
- *Without the linkage between expenditures and results, there is a gap in required information to support MCFD in adjusting course to meet the changing needs of communities.*

Bottom-up Suggestions and Proposed Solutions

*"There were consistent considerations and challenges raised among all types of service providers. The overall system structure (i.e., how funding is allocated, the contracting process), data gaps and the definition of bottom-up need, were identified as factors impacting the discharge of service mandates."*¹³⁸ Dr. Helaina Gaspard

As this research project included both a top-down and bottom-up analysis of the fiscal ecosystem, it is important to consider proposed solutions provided by the service providers themselves. The following is a summary:¹³⁹

- A transformed funding model that is more flexible and adaptable
- Greater prioritization of prevention in funding allocations
- Resetting system priorities to focus on wellness and restorative practices (understanding Indigenous children and families have complex needs and different points of departure)
- Block funding that includes capital costs funding
- Less constrained rules around when money must be spent (rushing for end of fiscal)
- Consistent funding commitments over many years, yielding a greater capacity for long-term program (and capital) planning
- Funding for infrastructure in community (versus removing kids to where supports are)
- Adequate funding to address complexity of how service needs are different for Indigenous communities (there is a "grave misunderstanding" of complex needs and services in Indigenous communities by MCFD, which leads to inadequate resources.)
- MCFD adopting the notion of substantive equality as a funding principle
- Linking spending to results requires careful and thoughtful conversations between the funder and the community-based agencies. The funder and agencies need to work in partnership to determine how spending links to outcomes and create an evaluation process that factors in the complexity of the landscape in which social services are delivered in B.C.

¹³⁷Gaspard, pp. 56-57. This three-part framework of Public Financial Management best practices was developed by Allen Schick. It is a proposed framework for a government to operate an expenditure management system. See Table 8 for more details.

¹³⁸Gaspard, p. 3.

¹³⁹Gaspard, pp. 98-100; 102.

Recommendations

The child welfare landscape in Canada has undergone seismic shifts in recent years, and this will continue to be the case for some time to come. In a historic ruling in January 2016, the Canadian Human Rights Tribunal found that the federal government's approach to child welfare for First Nations children on-reserve was flawed and discriminatory. In its ruling, the Tribunal said that the federal government's attempts to improve services by focusing only on funding were not enough to correct the huge imbalances and injustices. Rather, the Tribunal said it would be vital for the federal government to understand the distinct needs and circumstances of the First Nations children and families it served in order to ensure and achieve substantive equality.¹⁴⁰ The B.C. government needs to do so as well.

The Canadian Human Rights Tribunal ruling led to a drastic change in the way child welfare services on-reserve are funded such that actual costs, including costs for community wellness and prevention services as well as operational and capital funding to support those services, are now covered based on needs-based budgets, leading to tangible and fundamental improvements in services on-reserve for First Nations children connected to Indigenous Child and Family Service (ICFS) Agencies. First Nations, Métis, Inuit and Urban Indigenous children living off-reserve, and First Nations children belonging to the 84 First Nations who are unaffiliated with an ICFS Agency fell behind in services and support when the Canadian Human Rights Tribunal money started to flow. In addition, for those 84 unaffiliated Nations, funding from the federal government is transmitted through MCFD, and the ministry is unable to say how much of it actually reaches the First Nations.

As of April 1, 2022, when increased funding from the Agreements in Principle related to the Canadian Human Rights Tribunal ruling begins to flow, improvements for on-reserve children and families will expand even further. At the same time, however, First Nations, Métis, Inuit and Urban Indigenous children living off-reserve in B.C. will fall even further behind, as funding levels for services for them are not calculated using actual costs as the baseline.

There is a notable lack of disaggregation of data between First Nations, Métis, Inuit and Urban Indigenous peoples and non-Indigenous children and families. In addition – and equally important – are considerations that are critical to understanding the reality of First Nations, Métis, Inuit and Urban Indigenous children and families due to colonialism and intergenerational trauma. The result of this data not being collected is that baseline knowledge of the unique circumstances of First Nations, Métis, Inuit and Urban Indigenous children and families does not exist within the ministry. There is, simultaneously, an inability to link funding allocations to outcomes. MCFD has acknowledged that its system does not readily allow for the mapping of expenditure by community or by First Nations, Métis, Inuit and Urban Indigenous and non-Indigenous children and families.¹⁴¹ And yet, as the Canadian Human Rights Tribunal ruled, it is vital for governments to have a thorough understanding of the needs of

¹⁴⁰First Nations Child and Family Caring Society, “Victory for First Nations Children: Canadian Human Rights Tribunal Finds Discrimination Against First Nations Children Living On-Reserve,” (Ottawa, ON: First Nations Child and Family Caring Society), 2016. <https://fncaringsociety.com/sites/default/files/Information%20Sheet%20re%20CHRT%20Decision.pdf>

¹⁴¹During the administrative fairness process, MCFD clarified that it does collect some child-specific data and some residential cost information. RCY's experience is that it is not possible to reliably aggregate or roll up child-specific data to discern trends and patterns on a regional or provincial basis. Letter from the Deputy Director of MCFD to the Deputy Representative RCY, Dec. 16, 2021.

the populations they serve. Disaggregated race-based data should be carefully collected, in meaningful relationship with First Nations, Métis, Inuit and Urban Indigenous communities. Such data collection should also ensure that communities lead in identifying needs and outcomes, not government. As part of the Agreements in Principle, there is an agreement to use a funding methodology that incorporates measures to thrive for children, families and communities. These measures to thrive are the foundation for data that must be considered in a needs-based funding system. While the RCY is aware that there are larger government initiatives underway in relation to data collection and stewardship, this shouldn't preclude the ministry from doing its own work in this regard within its own systems. In delivering services without this data to First Nations, Métis, Inuit and Urban Indigenous children, youth and families off-reserve and in the 84 unaffiliated First Nations, MCFD is effectively operating with blinders on.

This is especially disconcerting since it all takes place against the backdrop of the B.C. government's formal commitment to adopt the *United Nations Declaration on the Rights of Indigenous Peoples*, public commitments to the Truth and Reconciliation Commission's *Calls to Action*, and the provincial government's own *Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples*. MCFD is already underfunding prevention in child welfare services and also inadequately supporting community service organizations, Aboriginal Friendship Centres and other Indigenous, Métis and Inuit-serving organizations to deliver culturally oriented programs for First Nations, Métis, Inuit and Urban Indigenous communities. The previous (pre-Tribunal ruling) discriminatory funding practices of the federal government are, in some ways, still in play provincially. It is not unreasonable to wonder how the provincial government, given its commitment to reconciliation, could simultaneously be underfunding First Nations, Métis, Inuit and Urban Indigenous child welfare services in relation to federal funding.

The principles and values in play here centre on rights, equity and ending discriminatory funding practices for First Nations, Métis, Inuit and Urban Indigenous children and youth – key hallmarks of reconciliation. The B.C. government, as well as the Minister of Children and Family Development, have repeatedly declared their commitment to reconciliation, which is part of what makes the findings of fiscal discrimination in the appended report, *Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia*, so disappointing.

As was made so clear by the Canadian Human Rights Tribunal ruling, funding structures are critical to equity. Without structures and practices that are grounded in a needs-based approach, and that operate from the principle of substantive equality for all children, equity will be elusive and fiscal discrimination will continue. To ensure equity for all children, it is imperative that the provincial government, through MCFD, closely examine and revise its funding structures. Currently, the federal government model is superior to the provincial model. The time is now for the B.C. government to live up to the reconciliation mandate it has committed to and provide the appropriate resources that will allow MCFD to duplicate those parts of the federal funding structures that are producing improved results for First Nations children, so that it can deliver equity in services to First Nations off-reserve, First Nations on-reserve but unaffiliated with an ICFS Agency, Métis, Inuit and Urban Indigenous or non-Status children and families. It is absolutely vital that no child be left behind.

In MCFD's 2022/23 to 2024/25 Service Plan, Goal #2 includes a strategy to

“continue to develop, in collaboration with partners and service providers, a Prevention and Family Supports Service Framework that is informed by the voices of those we serve and in alignment with other systemic changes – including child and family safety, children and youth with support needs, child and youth mental health, early years and Indigenous early years, child care, and the national standards of the federal Act respecting First Nations, Inuit and Métis children, youth and families, which prioritize preventive care.”¹⁴²

MCFD is developing a ‘Prevention and Family Support Services Framework’ to develop an understanding of services and supports needed by families involved with the child welfare system by focusing on family preservation and keeping children and youth connected to their communities and culture. As the federal model has demonstrated, identifying these needs requires a deeper understanding and a definition of prevention as more than simply preventing the need for child protection interventions. It’s not just about preventing children from coming into care; it’s about serving families and communities with a diverse and adequate array of supports – particularly for those who are marginalized, disadvantaged or vulnerable. This is an investment in child, family and community wellness so that children can realize their potential within families that are healthy and nurturing for young people. Child, family and community wellness is the goal.

The federal model has also shown that in meeting these needs, an infusion of new funding is required. While MCFD is developing frameworks and expanding its scope of understanding of community wellness in prevention, it also will require additional funding to implement and meet needs. The *Service Plan* and public commitments speak to frameworks as well as recognizing inherent rights, self-determination and the need for consultation, but make no funding commitments to put anything into action.

To this end, the following recommendations from the Representative represent next steps for MCFD and the provincial government.

¹⁴²Ministry of Children and Family Development, *2022-23 – 2024-25 Service Plan* (Victoria, B.C.: Ministry of Children and Family Development), 2022, p. 9. <https://www.bcbudget.gov.bc.ca/2022/sp/pdf/ministry/cfd.pdf>

RECOMMENDATION 1 – Funding Models

(A) That MCFD, as lead ministry, seek and secure from government the authority and budget capacity to adopt the Canadian Human Rights Tribunal principles of funding and provide appropriate financial resources that allow for revised funding models that are culturally based and needs-based, provide for substantive equality for all First Nations, Métis, Inuit and Urban Indigenous children living off-reserve and prioritize culturally based community wellness and prevention services.

New Canadian Human Rights Tribunal ruling-based funding model to be developed by April 1, 2023 and implemented by April 1, 2024.

(B) As part of such revision, and in relation to the 84 First Nations that are unaffiliated with an ICFS Agency, MCFD, in partnership with the 84 unaffiliated First Nations rights holders, negotiate a clearly identifiable distribution of funding transferred from Indigenous Services Canada, inclusive of any funds associated with the Canadian Human Rights Tribunal, with the goal of making transparent the flow of funding from Indigenous Services Canada through MCFD to First Nations.

Transparent and accountable transfer of funding from Indigenous Services Canada through MCFD to the 84 unaffiliated First Nations to be complete by April 1, 2023.

RECOMMENDATION 2 – Fiscal Governance

That MCFD update its ministry-specific fiscal management tools and reporting practices in order to align public funds allocated to First Nations, Métis, Inuit and Urban Indigenous child welfare to stated spending objectives and declared government and ministry priorities as stated in the *Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples*, in particular, 4.3 which states “*putting in place effective mechanisms to support the transition away from colonial systems of administration and governance.*”¹⁴³

MCFD to update its fiscal tools and reporting practices by April 1, 2023.

RECOMMENDATION 3 – Data Stewardship

That MCFD incorporate the Grandmother Perspective in relation to the data it collects, as described in the Office of the Human Rights Commissioner's 2020 report on disaggregated data collection, in order to collect disaggregated race-based data to understand the diverse and greater needs of the First Nations, Métis, Inuit and Urban Indigenous populations it serves.¹⁴⁴ Specific data to be collected should include needs-based data to define the services and supports that are needed, finance and contract data on how funding was deployed, and outcome data. The purpose of such data collection, which should align with forthcoming provincial anti-racism data legislation, is to reduce and ultimately eliminate fiscal discrimination against First Nations, Métis, Inuit and Urban Indigenous children, youth and families, and achieve equity in funding and services for them. Such data collection should be done with the meaningful and respectful involvement of the communities affected.

MCFD to begin collecting disaggregated race-based data by April 1, 2023.

¹⁴³Government of B.C., *Draft Principles*, p. 3.

¹⁴⁴British Columbia Office of the Human Rights Commissioner, *Disaggregated Demographic Data Collection in British Columbia: The Grandmother Perspective* (Vancouver, B.C.: Office of the Human Rights Commissioner), 2020. https://bchumanrights.ca/wp-content/uploads/BCOHR_C_Sep2020_Disaggregated-Data-Report_FINAL.pdf

Glossary

Indigenous Terms

Terminology about Indigenous peoples has evolved over time. There are historical terms that may not be appropriate to use in current discussion; however, they are retained because of the legal context. Terms such as ‘Indian’ and ‘Band’ were imposed upon Indigenous peoples by colonial governments.¹ The shifts in terminology chronicle the process of decolonization, as Indigenous peoples have rejected those terms and asserted their individual and collective identities.

Indigenous peoples – a broad, collective, non-legal term that includes three distinct peoples: First Nations, Métis and Inuit. Someone who identifies as Indigenous could be registered under the *Indian Act* or not – in other words, they could have Status under the *Indian Act* or be non-Status. The use of the term Indigenous is a recent shift in language, in alignment with the *United Nations Declaration of the Rights of Indigenous Peoples*.² Note that Métis peoples do not necessarily identify with this term.

Aboriginal peoples – another collective term used to refer to the original peoples of Turtle Island (colonially known as North America). Its continued use signals a legal context, as it is the term used in the *Constitution Act 1982*. The Department of Indian Affairs changed its name to Aboriginal Affairs and Northern Development Canada in 2011.³ Until recently (circa 2015), it was the term used in government publications.

First Nations, Métis and Inuit – terms that are explicitly recognized and affirmed under s. 35 of the *Constitution Act 1982* as “Aboriginal peoples of Canada” with existing identity and treaty rights. In contemporary discussion, the term “Indigenous” is more commonly used to refer to the collective of First Nations, Métis and Inuit; however, the term “Aboriginal” is stated in the Act itself.⁴ It is noteworthy that while First Nations, Métis and Inuit peoples share the collective title “Indigenous,” there are fundamental differences between each that are crucial to understanding the findings of this report. In addition, Métis peoples do not necessarily identify with the term “Indigenous.”

First Nations – a general, non-legal term that came into use in the 1980s, referring to sovereign nations that existed prior to the formation of colonial governments.⁵ Over time, it came to replace the use of the colonial term “Indian Band,” which is the legal reference to a “body of Indians” as expressed in the *Indian*

¹ It is critically important to understand that while the term ‘Indian’ is not used in contemporary parlance to refer to Indigenous peoples, it is a term that is embedded in the entire legal architecture that governs Indigenous people in Canada. For that reason, and within that context, it is included in this Glossary of Terms. The term ‘Indian’ was imposed upon Indigenous peoples and is not a term they historically used to describe themselves.

² The Conversation, “From ‘Aboriginal’ to ‘Indigenous’: Changing terms in the Trudeau era,” *MacLeans*, Oct. 23, 2018. <https://www.macleans.ca/news/canada/from-aboriginal-to-indigenous-changing-terms-in-the-trudeau-era/>

³ Government of Canada, “History of Indigenous peoples, Aboriginal Affairs and Northern Development Canada and the treaty relationship,” *Crown-Indigenous Relations and Northern Affairs Canada*, 2018. <https://www.rcaanc-cirnac.gc.ca/eng/1338907166262/1607904846325>

⁴ Government of Canada, “INAN – Section 35 of the Constitution Act 1982 – Background,” *Immigration, Refugees and Citizenship Canada*, 2021. <https://www.canada.ca/en/immigration-refugees-citizenship/corporate/transparency/committees/inan-jan-28-2021/inan-section-35-constitution-act-1982-background-jan-28-2021.html>

⁵ Rene R. Gadacz, “First Nations,” *Canadian Encyclopedia*, 2006, updated 2019. <https://www.thecanadianencyclopedia.ca/en/article/first-nations>

*Act.*⁶ The identity of First Nations people, as defined by the colonial government, determined status or treaty rights as “Indians” and whether they fall under the jurisdiction of the *Indian Act*. Métis and Inuit are not included in the *Indian Act* and are therefore not referred to as First Nations. The term “First Nation” was first used by chiefs who gathered in Ottawa in 1980 and put forth “A Declaration of First Nations.”⁷ Indigenous Services Canada operates the First Nations Child and Family Service Program to allocate funding for on reserve child welfare services and programs to First Nations living on-reserve only.

Non-Status – an Indigenous person who is excluded (or does not meet the criteria) to be registered in the Indian Registration System as defined by the *Indian Act*.⁸ There are many reasons for exclusion – including historic reconsideration by the Canadian government of Treaty Band Lists (which excluded entire Bands/communities); gender discrimination against First Nations women who married a non-Indigenous person and thereby lost their status, which affected the children of that union (repealed in Bill C-35 in 1985, further addressed in Bill S-3); and First Nations people who were taken from their family and community (Indian Residential Schools, Sixties Scoop) and thereby lost their connection to their cultural identity and recognition by the First Nation of their membership. Non-Status refers to First Nations people who are not formally registered with a Nation as defined by the colonial government; it is not used to refer to Métis or Inuit peoples, who are also non-Status (for the reason that they never had Status). The Daniels decision (2016) clarified and affirmed that Non-status and Métis peoples are “Indians” under section 91(24) of the Constitution, and therefore they are the legal responsibility of the federal government – though they do not have a land-base (reserves), nor access to federal funding that is available to First Nations who have Status.⁹ Someone who identifies as non-Status may not qualify for federal funding under the Agreements in Principle resulting from the Canadian Human Rights Tribunal rulings.

Métis – a term that has different historical and contemporary meanings. Among levels of both colonial and Indigenous governance bodies there are different definitions, or a lack of clearly defined and agreed consensus about the definition of Métis. To address the issue of ambiguity over who can claim to be Métis (with s. 35 rights under the *Constitution Act 1982*), the Supreme Court of Canada established the “Powley Test” with three criteria that must be met.¹⁰ A person must:

1. Self-identify as Métis
2. Have an ancestral connection to a historic Métis community and
3. Be accepted by a contemporary community that exists in continuity with a historic rights-bearing community.¹¹

It is important to note that while the Supreme Court established these criteria for Métis identity, it did not formulate a legal definition of Métis. Furthermore, it is important to understand that a person of mixed Indigenous and European ancestry can be ‘métis’ (literally meaning mixed blood), but not

⁶ *Indian Act*, R.S.C., 1985, c. 1-5. <https://laws-lois.justice.gc.ca/eng/acts/i-5/page-1.html#h-331794>

⁷ Assembly of First Nations, “A Declaration of First Nations,” n.d. <https://www.afn.ca/about-afn/declaration-of-first-nations/>

⁸ “Eligibility for Indian status under the *Indian Act* is based on the degree of descent from ancestors who were registered or were entitled to be registered.” See Government of Canada, “Who can apply for a Status Card?” *Indigenous Services Canada*, 2021. <https://www.sac-isc.gc.ca/eng/1462808207464/1572460627149#s1>

⁹ Chelsea Vowel, “What a Landmark ruling means – and doesn’t – for Métis, non-status Indians,” *CBC News Indigenous*, Apr 16, 2016. <https://www.cbc.ca/news/indigenous/landmark-supreme-court-decision-metis-non-status-indians-1.3537419>

¹⁰ Government of Canada, “General Métis Frequently Asked Questions,” 2010. <https://www.rcaanc-cirnac.gc.ca/eng/1100100014416/1535469642035>

¹¹ Government of Canada, “General Métis Frequently Asked Questions,” 2010.

necessarily Métis. Within the context of s. 35, Métis are considered “...*distinctive peoples of mixed ancestry who developed their own customs, practices, traditions, and recognizable group identities separate from their Indian, Inuit and European ancestors. The term Métis does not refer to all individuals of mixed Aboriginal and European ancestry.*”¹² As Métis are not under the jurisdiction of the *Indian Act* and do not receive child welfare program funding from the First Nations Child and Family Service Program, they are exempt from the Agreements in Principle resulting from the Canadian Human Rights Tribunal rulings.

Inuit – Indigenous population of the far northern Arctic territory, what is referred to as *Inuit Nunangat* (translates from Inuktitut as “Inuit Homeland”).¹³ The Inuit are not under the jurisdiction of the *Indian Act* and do not receive child welfare program funding from the First Nations Child and Family Service Program; therefore, they are exempt from the Agreements in Principle resulting from the Canadian Human Rights Tribunal rulings. There is no Inuit governing body in B.C.

Urban Indigenous is a complex term, as it can include any (and all) of the above terms. Someone who has Status, (a registered member of a First Nation), who lives off-reserve can be Urban Indigenous; it can also apply to someone who is non-Status Indigenous, Métis or Inuit.¹⁴ As noted by Indigenous Services Canada, more than half of Indigenous peoples in Canada live in urban centres.¹⁵ There are many diverse reasons, for example that First Nations in on-reserve communities have housing shortages; and non-Status and Métis peoples with few exceptions have no land base. As the Agreements in Principle resulting from the Canadian Human Rights Tribunal rulings apply to First Nations on-reserve, there are First Nations people who are excluded from aspects of that funding framework, due to the fact that they reside off-reserve.

Funding Terms

First Nations Child Family Service Program – A federal program delivered under the authority of the *Department of Indigenous Services Act*. This program is the means by which First Nations service providers on-reserve receive funding for prevention and protection services.¹⁶ The First Nations Child and Family Service Program does not provide services; it is a funding provider only. All services are delegated to the province/territory or to a delegated Indigenous Child and Family Service Agency.¹⁷ Currently the program has three streams of funding: Operations, Maintenance and Prevention. Historically there was no financial support allocated to prevention. The program was found in 2016 by the Canadian Human

¹² Government of Canada, “Frequently Asked Questions – Powley,” *Crown Indigenous Relations Northern Affairs Canada*, 2015. <https://www.rcaanc-cirnac.gc.ca/eng/1100100014419/1535469560872>

¹³ Facing History and Ourselves, “The Inuit,” 2022. <https://www.facinghistory.org/stolen-lives-indigenous-peoples-canada-and-indian-residential-schools/historical-background/inuit>

¹⁴ Thomas Anderson notes: “In 2016, 731,480 Indigenous people lived in the 49 census metropolitan areas (CMAs) and census agglomerations (CAs) that were large enough to be divided into census tracts, accounting for 44% of the total Indigenous population. Of these, 51% were First Nations people, 45% Métis and 1% Inuit.” See Thomas Anderson, “Insights on Canadian Society – Results from the 2016 Census: Housing, income and residential dissimilarity among Indigenous people in Canadian cities,” *Statistics Canada*, Dec. 10, 2019. <https://www150.statcan.gc.ca/n1/pub/75-006-x/2019001/article/00018-eng.htm>

¹⁵ Government of Canada, “Urban Programming for indigenous Peoples,” *Indigenous Services Canada*, 2018. <https://www.sac-isc.gc.ca/eng/1471368138533/1536932634432?wbdisable=true>

¹⁶ Government of Canada, “Terms and Conditions: Contributions to provide children and families with protection and prevention services,” *Indigenous Services Canada*, last modified Feb. 17, 2022. <https://www.sac-isc.gc.ca/eng/1635797453688/1635797494213>

¹⁷ Government of Canada, “First Nations Child and Family Services,” last modified March 4, 2022. <https://www.sac-isc.gc.ca/eng/1100100035204/1533307858805>

Rights Tribunal to be “flawed, inequitable and discriminatory” under the *Canadian Human Rights Act*. Currently the program is under reform, pending the outcome of the *Agreements in Principle* Final Agreement, which is expected to be finalized in 2022.

Directive 20-1 – Directive 20-1 was a funding formula of the federal First Nations Child and Family Service program implemented by Indigenous and Northern Affairs in 1991. This was the source of funding for ICFS Agencies on-reserve.

There were two streams of allocations: 1. Maintenance – covering the cost of a child in care and 2. Operations – covering the cost of running an agency (excluding capital funding). Directive 20-1 faced criticism from First Nations at the time of its implementation because there were no funding allocations for prevention.

Directive 20-1 was found to be discriminatory by the Canadian Human Rights Tribunal in that the funding formulas, while still adjusting for inflation and remoteness of communities, were funding First Nations at a rate of 22 per cent less funding, compared with funding for off-reserve child welfare services.¹⁸ Furthermore, for an ICFS Agency to receive funding, it was necessary for a child to be removed from the family home and placed in care.¹⁹ For many years the government of Canada was aware of the adverse impacts and deficiencies of the First Nations Child and Family Service program, but took no action until it was compelled to do so.

Standardized Funding Approach – MCFD introduced the first phase of its Standardized Funding Approach in 2017 to bring some consistency and stability of funding to the 24 ICFS Agencies in B.C. ICFS Agencies were underfunded for staffing costs and were challenged in meeting increasing in-care maintenance costs. The Standardized Funding Approach brought in a short-term fix to stabilize funding so that ICFS Agencies were funded equitably for ‘operational’ costs so that they were finally able to pay their staff using the same wage grid as MCFD as well as funding other staffing and agency operational costs (travel, office supplies, rent, etc.). This approach also allowed ICFS Agencies to cover the actual in-care and alternates-to-care maintenance costs for children.

The model was restricted to these costs only and did not include funding for any prevention services. Prevention services were left to the individual discretion of each Service Delivery Area to determine through competitive procurement processes the awarding of funding to an ICFS Agency. The result is that some ICFS Agencies receive prevention funding and others must refer their children and families to other agencies for supports, some of which are Indigenous community-based agencies (e.g., Friendship Centres) while others are non-Indigenous. Thus, despite having delegated responsibility for a child, these ICFS Agencies are unable to provide wraparound services nor do they have any ability to participate with MCFD in the decisions about who in the community would be best suited to assist in providing wraparound services alongside them.

¹⁸ First Nations Child and Family Caring Society of Canada, “Pre-Tribunal Timeline: History of First Nations Child and Family Services Funding,” <https://fncaringsociety.com/pre-tribunal-timeline-history-first-nations-child-and-family-services-funding>

¹⁹ The First Nations Child and Family Caring Society of Canada Information Sheet regarding *2016 CHRT 2*, states: “The Tribunal also found that the First Nation Child and Family Service program’s two main funding mechanisms incentivized removing First Nations’ children from their families.”

First Nation Child and Family Caring Society, *Victory for First Nations Children: Canadian Human Rights Tribunal Finds Discrimination Against First Nations Children Living On-Reserve*, Jan. 26, 2016. <https://fncaringsociety.com/sites/default/files/Information%20Sheet%20re%20CHRT%20Decision.pdf>

Funding at Actuals – About the Canadian Human Rights Tribunal ruling, the First Nations Child and Family Caring Society notes, “The system is to be based on actual needs and operate on the same basis as Canada’s current funding practices for funding child welfare maintenance costs, that is, by fully reimbursing actual costs for these services as determined by First Nations child and family service agencies to be in the best interests of the child. Canada is to develop and implement the methodology including an accountability framework in consultation with the Assembly of First Nations, the Caring Society, the Canadian Human Rights Commission, the Chiefs of Ontario, and the Nishnawbe Aski Nation.”²⁰ This method of budgeting is referenced in the Institute of Fiscal Studies and Democracy report as a ‘needs-based’ budget. Indigenous Child and Family Service Agencies are reimbursed by Indigenous Services Canada according to this funding principle. In other words, a ‘needs-based’ budget determines the ‘actuals’.

Jordan’s Principle – Jordan’s Principle is a legal requirement – not a policy or program. Jordan River Anderson was a boy from Norway House Cree Nation in remote northern Manitoba. He suffered with a muscular condition that required treatment far from his home community. Doctors were able to stabilize him so he could return home with the assistance of an aide; however, jurisdictional disputes over who was responsible to pay for his medical care ensued between the province of Manitoba and the federal government. Jordan was never able to return home and died in hospital. As a result of this tragedy, the government of Canada unanimously approved Jordan’s principle as a legal requirement to compel prompt service delivery to First Nations children when accessing medical services – without delay or denial.²¹ The implementation of Jordan’s Principle by the federal government’s First Nations Child and Family Services program has been heavily scrutinized for its overly narrow interpretation – to the extent that few children qualified. The Canadian Human Rights Tribunal ruled in favour of the Assembly of First Nations and the First Nations Child and Family Caring Society of Canada’s claim that the government of Canada’s interpretation of Jordan’s Principle was discriminatory and ordered immediate measures to change eligibility for program delivery. In the period since the 2016 Canadian Human Rights Tribunal ruling, Canada amassed many non-compliance orders that pertained to individual cases under Jordan’s Principle. This issue is part of the compensations under the Canadian Human Rights Tribunal Agreements In Principle.²² As Jordan’s Principle is delivered through Indigenous Services Canada’s First Nations Child and Family Services program, Métis, Inuit and non-Status children are excluded from eligibility.

Substantive Equality – Indigenous Services Canada provides the following definition of Substantive Equality Principles, with the intention of assisting in the operationalization of substantive equality across the country. This definition is within the context of understanding Jordan’s Principle, but has a broader applicability as a human rights concept (emphasis added):

“Substantive equality is a legal principle that refers to the achievement of true equality in outcomes. It is achieved through equal access, equal opportunity and, most importantly, the provision of services and benefits in a manner and according to standards that meet any unique needs and circumstances, such as cultural, social, economic and historical disadvantage.

²⁰ The First Nations Child and Family Caring Society of Canada, “First Nations Child Welfare – Summary of Orders from the Canadian Human Rights Tribunal,” Feb. 1, 2018. <https://fncaringsociety.com/sites/default/files/Info%20Sheet%20Summary%20of%20Orders%202018%20CHRT%204.pdf>

²¹ Assembly of First Nations, “What is Jordan’s Principle?” n.d. <https://www.afn.ca/policy-sectors/social-secretariat/jordans-principle/>

²² First Nations Child and Family Caring Society of Canada, “Jordan’s Principle,” (2022). <https://fncaringsociety.com/jordans-principle>

Substantive equality is both a process and an end goal relating to outcomes that seeks to acknowledge and overcome the barriers that have led to the inequality in the first place.

When substantive equality in outcomes does not exist, inequality remains.

Achieving substantive equality for members of a specific group requires the implementation of measures that consider and are tailored to respond to the unique causes of their historical disadvantage as well as their historical, geographical and cultural needs and circumstances. First Nations children have experienced historical disadvantage due to Canada's repeated failure to take into account their best interest as well as their historical, geographical and cultural needs and circumstances. For this reason, substantive equality for First Nations children will require that government policies, practices and procedures impacting them take account of their historical, geographical and cultural needs and circumstances and aim to safeguard the best interest of the child as articulated in the United Nations Committee on the Rights of the Child General Comment 11.²³

²³ Government of Canada, "Jordan's Principle: substantive equality principles," *Indigenous Services Canada*, 2019. <https://www.sac-isc.gc.ca/eng/1583698429175/1583698455266#chp2>

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**Resource analysis
in the provision of
Indigenous and non-
Indigenous child
and family services
in British Columbia**

**Report submitted to the Office of
the Representative for Children
and Youth**

**Institute of Fiscal Studies and
Democracy**

November 22, 2021



REPRESENTATIVE FOR
CHILDREN AND YOUTH

This report was prepared at the request of the Representative For Children and Youth by the Institute of Fiscal Studies and Democracy (IFSD).



November 22, 2021

Dr. Jennifer Charlesworth
Representative for Children and Youth
Suite 400, 1019 Wharf Street
Victoria, British Columbia V8W 2Y9

Dear Dr. Charlesworth,

Pursuant to our transfer agreement, the Institute of Fiscal Studies and Democracy (IFSD) is pleased to submit the report: *Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia*.

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

Yours sincerely,

A handwritten signature in black ink that reads 'Kevin Page'. The signature is written in a cursive style with a large, looped 'P'.

Kevin Page
President & CEO

Helaina Gaspard, Ph.D.

IFSD is grateful to the Delegated Aboriginal Agencies (DAAs), community-based service providers, and First Nations that shared their knowledge, data, and experiences in designing and delivering child and family services in BC. Your contributions and perspectives were invaluable in capturing the current state of the system and the needed reforms.

Executive Summary

Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia

At the request of the Representative for Children and Youth (RCY), the Institute of Fiscal Studies and Democracy (IFSD) was asked to analyze the delivery of child and family services (CFS) in British Columbia (BC) to assess the different factors that impact service delivery and influence cost. In fulfillment of the request, this report maps the respective ecosystems of CFS delivery for Indigenous and non-Indigenous children in the province and identifies the different factors that impact service delivery.

The provision of CFS in BC is assessed in two ways in this report: 1) structurally; and 2) by client group served (Indigenous v. non-Indigenous). MCFD's structural challenges in funding allocation, expenditure management, and connection to needs on the ground are universal extending across vendors and client groups. Invariably, these structural challenges impact service provision. System incentives both enable and constrain vendors contracted by MCFD in the design and delivery of services. While structural challenges are universal, there are distinct differences in the funding of services, notably for Indigenous children and families in BC, based on residency.

While the differentiated and often, inequitable points of departure for Indigenous and non-Indigenous children are well-known, they are not always recognized in funding approaches. *From a client group perspective, this report suggests that urban Indigenous children in BC, dependent on funding from MCFD are disadvantaged, relative to First Nations children receiving services in community (on-reserve). Current Canadian Human Rights Tribunal (CHRT)-mandated funding at actuals for service provision on-reserve – although not ongoing – is a better indication of funding adequacy.*

What matters for the CFS system in BC is your identity and where you live, because that determines your funding source (federal or provincial) for services. If you are an Indigenous child not living in your First Nation, you are likely experiencing the most service-oriented challenges. This is not to suggest that other Indigenous and non-Indigenous children are not experiencing inequities. Indigenous children still face issues of substantive inequality, no matter where they live. However, with respect to CFS, the CHRT's rulings requiring funding based on actuals, has helped to close some gaps in service delivery, at least on interim basis in First Nations or through providers serving primarily First Nations.

There were consistent considerations and challenges raised among all types of service providers. The overall system structure (i.e., how funding is allocated, the contracting process), data gaps, and the definition of bottom-up need, were identified as factors impacting the discharge of service mandates.

The existing allocation system at MCFD is broken. MCFD's funding cannot be linked to priorities or goals, making it impossible to connect expenditures and results. There is no means of testing the adequacy and suitability of funding to meet needs. The bottom-up needs of communities served and providers should be captured, tracked, and understood.

These challenges are not insurmountable. The current state presents an opportunity for reform by improving expenditure management and allocations for better outcomes for children and families. Action for change is within the purview of MCFD's operating mandate.

To reduce discrimination and improve outcomes for children and families:

- 1) Link spending to results.
 - a. Improve allocative efficiency by asking service providers what is needed.
 - b. Work with providers to define contract goals and terms, replacing current practices that can at times, appear arbitrary.
- 2) Ensure funding practices are suitable to the differentiated delivery of CFS.
 - a. Delivering CFS requires flexibility to allocate funding to meet the changing needs of communities. Rather than requiring vendors to work around funding structures in contracts to deliver programming, make the structures relevant to practice.
 - b. Funding should recognize the differentiated points of departure and needs of Indigenous and non-Indigenous People.
- 3) Use data for decision-making and respond to needs.
 - a. Connect spending priorities to performance indicators.
 - b. Align spending to desired results to make informed adjustments to funding, consistent with need.

Should MCFD be unable or unwilling to work with stakeholders to address challenges that have been documented over the past two decades, there may be a value in exploring alternative structures and mechanisms for the funding of Indigenous CFS in the province.

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Mapping service delivery for child and family service

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The results of this work are intended to support RCY, service providers, policy makers, politicians, and the public in better understanding the differences, challenges, and opportunities in the Indigenous and non-Indigenous delivery of child and family services in the province.

BC's social services are delivered by a variety of providers to different client groups through funding from the Ministry of Children and Family Development (MCFD). The decentralization of social service delivery began in the 1970s, with a concerted shift to community-based services in the 1980s by funding not-for-profit and voluntary service providers.¹ Social services today are delivered across the province by MCFD, and through contract by community-based service providers (for profit and not-for-profit), Delegated Aboriginal Agencies (DAA), and First Nations.

MCFD has six service lines that reflect its core areas of activity described in Table 1 to support the needs and the development of children and families. In fiscal year 2020-21, MCFD oversaw \$2.4B in expenditures (the breakdown and trends of these expenditures are analyzed in subsequent sections of this report). This report will focus primarily on the Child Protection service line, through services in child safety, children in care services, and family support services. The term child and family services (CFS) will be used to reference the suite of supports and services for children and families in contact with the protection system, including protection and prevention.

¹ EY, [Contract Management Review Project, Current State Assessment](#), prepared for the Ministry of Children and Family Development (2019), p. 55.

Table 1

Service line	Description ²
Early Years	Early childhood development and child care programs and services.
Children & Youth With Support Needs	Programs and services for children and youth and their families to promote healthy development, maximize quality of life, support families as caregivers, and promote participation in community life.
Child & Youth Mental Health	Specialized mental health services for children and youth under the age of 19 and their families.
Child Protection	Services to support child safety, children in care services, and family supports and services.
Adoption Services	Services to find permanent care for children and youth, and reunification supports for persons (previously involved in a BC adoption) searching for their birth families.
Youth Justice	Services to promote law-abiding behaviour among youth in conflict with the law.

The rich and complex network of service providers and funding merits close attention. System structure and incentives influence the way service providers design, deliver, and report on their services. Ultimately, system structure and funding influence outcomes for children and families in need of services. While service providers expressed a variety of successes and operational challenges in fulfilling their mandates, the system structure and funding practices figured prominently as factors impacting service delivery.

The primary and secondary data collected and analyzed in this work indicates that while there are differences in the delivery of Indigenous and non-Indigenous CFS delivery in the province, there are gaps impacting Indigenous Peoples based on residency and the principal funder of services. Bottom-up analysis of DAA expenditures and interviews with service provider leadership suggests that the organizations serving urban Indigenous children and families, principally funded by MCFD, do not have the required resources to meet the needs of their communities.

The provision of CFS in BC is assessed in two ways in this report: 1) structurally; and 2) by client group served (Indigenous v. non-Indigenous). MCFD’s structural challenges in funding allocation, expenditure management, and connection to needs on the ground are universal extending across vendors and client groups. Invariably, these structural challenges impact service provision. System incentives both enable and constrain vendors contracted by MCFD in the design and delivery of services. While structural challenges are universal, there are distinct differences in the funding of services, notably for Indigenous children and families in BC, based on residency.

While the differentiated and often, inequitable points of departure for Indigenous and non-Indigenous children are well-known, they are not always recognized in funding approaches. *From a client group perspective, this report suggests that urban*

² See Ministry of Children and Family Development, “MCFD Reporting Portal,” accessed November 17, 2021, <https://mcfcd.gov.bc.ca/reporting/services>.

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There were consistent considerations and challenges raised among all types of service providers. The overall system structure (i.e., how funding is allocated, the contracting process), data gaps, and the definition of bottom-up need, were identified as factors impacting the discharge of service mandates.

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- a. Connect spending priorities to performance indicators.
- b. Align spending to desired results to make informed adjustments to funding, consistent with need.

Previous studies on child welfare in BC and MCFD have focused on various issues, including outcomes for children, funding levels, and service delivery assessments.³ Written as audits or other ex-post assessments, these **reports have consistently emphasized challenges associated to the structure of the CFS system, gaps in data on outcomes and expenditures, and a lack of bottom-up assessments of need.** For over a decade, these issues have been raised for consideration by RCY, the Auditor General and others.

Nearly two decades of reports have highlighted structural challenges with MCFD's approach to CFS. The 2013 RCY report, *When talk trumped service*, had unintended ramifications (i.e., funding cuts) for service providers, notably, DAAs, that were considered unjust and unreflective of their operating realities. The report, however, does highlight the overarching system challenge of Indigenous CFS in BC. While there is discourse on Indigenous governance and culturally appropriate services in BC, as described in the report, there is no province-wide holistic vision of well-being that is linked to health and social outcomes:

There is no clear strategic framework articulating the expected outcomes, supported by specific, evidence-based actions, programs and services designed to achieve the intended outcomes. There is no management of these projects and no children receive services from them.⁴

With a lack of vision or clear goals for the system, expenditure allocations and reporting are challenging, creating operational constraints for service providers. The same finding applies to the current state.

In 2016, Grand Chief Ed John as Special Advisor on Indigenous Children in Care in BC, produced a report on Indigenous child welfare in the province titled *Indigenous Resilience, Connectedness and Reunification – From Root Causes to Root Solutions, A Report on Indigenous Child Welfare in British Columbia*. With perspectives from Indigenous children, families, and communities, the report highlighted systemic challenges and issues of substantive inequality that needed to be addressed. With 85 recommendations from increased resources to system reforms to target the root causes of contact with the protection system, the report called on the federal and

³ See for instance, Office of the Auditor General of British Columbia, [Oversight of Contracted Residential Services for Children and Youth in Care](#) (Victoria, British Columbia, 2019); Bernard Richard, [Delegated Aboriginal Agencies: How resourcing affects service delivery](#) (Victoria, British Columbia: Representative for Children and Youth, 2017); Mary Ellen Turpel-Lafond, [When Talk Trumped Service: A Decade of Lost Opportunity for Aboriginal Children and Youth in B.C.](#) (Victoria, British Columbia: Representative for Children and Youth, 2013).

⁴ Turpel-Lafond, [When Talk Trumped Service: A Decade of Lost Opportunity for Aboriginal Children and Youth in B.C.](#), p. 53.

provincial governments for action and made recommendations to promote the holistic well-being of Indigenous children.⁵

The lack of a consistent and holistic approach to Indigenous CFS and its funding was again highlighted by RCY in 2017. The variability in length and scope of contracts for DAAs, RCY found, “impairs DAAs’ capacity to conduct long-term planning and is most notable in rural areas where a lack of funding, combined with few available community-based programs, continues to perpetuate inequities.”⁶ Structural issues with the allocation of funding to meet needs on the ground is not exclusively a challenge for Indigenous CFS.

Data to understand need and track progress in connection to expenditures, has been a persistent challenge for MCFD. From a lack of data to determine service needs of Indigenous children and families,⁷ to a notable lack of planning and performance structure for contracted residential services for children and youth in care,⁸ to gaps in its own expenditure tracking system, MCFD has data reliability issues.⁹ The unreliability of MCFD’s data impedes its ability to improve performance and expenditure practices.¹⁰ Inaccurate and unreliable data results in inaccurate portraits of the system and its operations.¹¹

MCFD’s contracting process reflects the structural challenges, data gaps, and lack of needs-based allocation of funds. In its assessment of residential services, BC’s Auditor General, found contracting to be a challenge for MCFD. Deliverables and outcomes, for instance, are not properly defined: “Contract deliverables that are unclear and not measurable make it difficult to determine when outcomes are met and whether contracted residential service providers are providing services as required.”¹²

In 2019, the accounting firm EY produced a detailed analysis of MCFD’s contracting processes across service lines, raising similar concerns. The firm found that MCFD’s contracting processes did not meet the standards required of a department that allocates nearly 80% of its total spending through contracts.¹³ Contracting processes were found to be unresponsive to client needs and costly, with reporting by recipients often considered cumbersome and disconnected from the activity being funded.¹⁴

⁵ Grand Chief Ed John, [Indigenous Resilience, Connectedness and Reunification – From Root Causes to Root Solutions, A report on Indigenous Child Welfare in British Columbia](#), (2016).

⁶ Richard, [Delegated Aboriginal Agencies: How resourcing affects service delivery](#), p. 30.

⁷ Richard, [Delegated Aboriginal Agencies: How resourcing affects service delivery](#), p. 31

⁸ Office of the Auditor General of British Columbia, [Oversight of Contracted Residential Services for Children and Youth in Care](#).

⁹ EY, [Contract Management Review Project, Current State Assessment](#), p.39

¹⁰ EY, [Contract Management Review Project, Current State Assessment](#), p.44

¹¹ EY, [Contract Management Review Project, Current State Assessment](#), p.46

¹² Office of the Auditor General of British Columbia, [Oversight of Contracted Residential Services for Children and Youth in Care](#), p. 49

¹³ EY, [Contract Management Review Project, Current State Assessment](#), p.4.

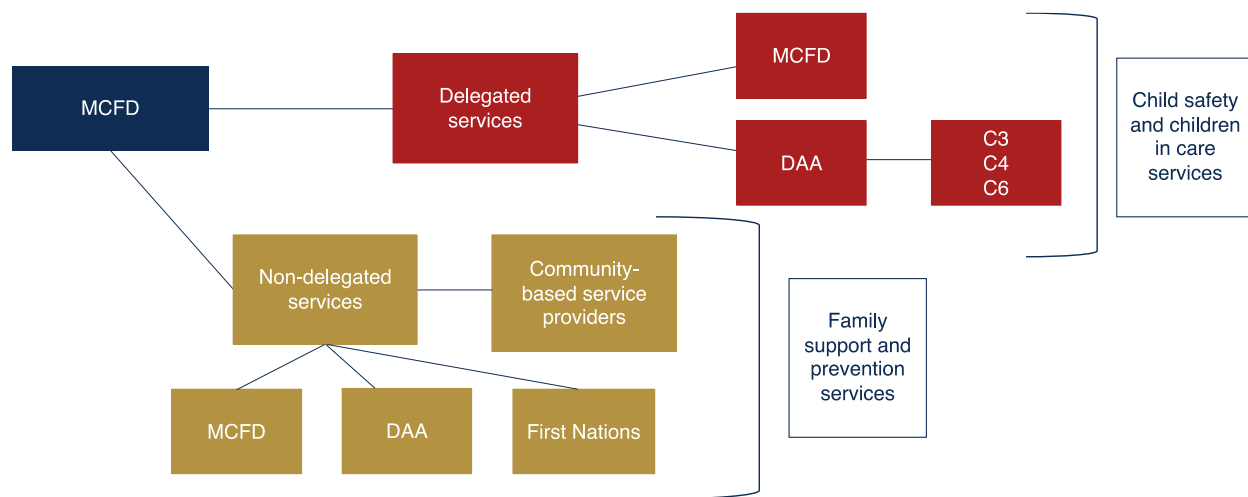
¹⁴ EY, [Contract Management Review Project, Current State Assessment](#), p.25.

The gaps and challenges identified in these reports highlight the need for public financial management (PFM) analysis for reform. A better understanding of the alignment of funding to declared political and policy priorities and the results generated for concerned and affected groups, can offer perspective on how to improve the alignment of expenditures to desired results for impact and value. By contextualizing the challenges in the CFS system through expenditures, operations and results, PFM analysis can help to assess and link the distinct challenges identified in previous reports to build a solution. Using money as a tool for analysis can help to unpack trends in allocations, expenditures, and alignments to results in CFS. Clarity on how resources are moving in BC’s CFS system can be one way to analyze and explain system performance and gaps, and to develop recommendations for improvement.

Mapping by service type

MCFD’s approaches to delivering and funding CFS can be mapped by service type (delegated v. non-delegated) and by client group (Indigenous v. non-Indigenous). MCFD’s service lines are all non-delegated services, other than those associated to child safety and children in care services, which are considered delegated services (Figure 1).

Figure 1



Delegated services define the range of child protection services and can only be discharged through delegation by the Provincial Director, as defined in the *Child, Family and Community Service Act* (CFCSA) (1996) which defines child protection services in the province. Thus, delegated services are provided by MCFD or by a Delegated Aboriginal Agency (DAA) which is legally delegated the authorities (C3, C4, or C6) through an agreement with the Provincial Director. Non-delegated services are all prevention and family support focused services. Some non-delegated services are provided by MCFD, while others are contracted to DAAs, community-based service providers, or First Nations.

MCFD contracts out a significant portion of its services, with approximately 85% of its expenditures transferred to vendors or other organizations, i.e., government transfers in

2020-21. Contracting practices in MCFD have been externally reviewed by EY in 2019 citing several areas for improvement.¹⁵ Other parts of this report raise considerations about the impacts of MCFD's contracting practices on service delivery. The existing contracting management and expenditure management systems do not differentiate between Indigenous and non-Indigenous serving vendors, making it impossible to distinguish between them using MCFD's data in raw form. In fiscal year 2020-21, there were an estimated 6,665 distinct vendors contracted by MCFD. Some vendors may hold more than one contract. In 2019, EY estimated that 5% of vendors were awarded 80% of available funding.¹⁶

Mapping by client group

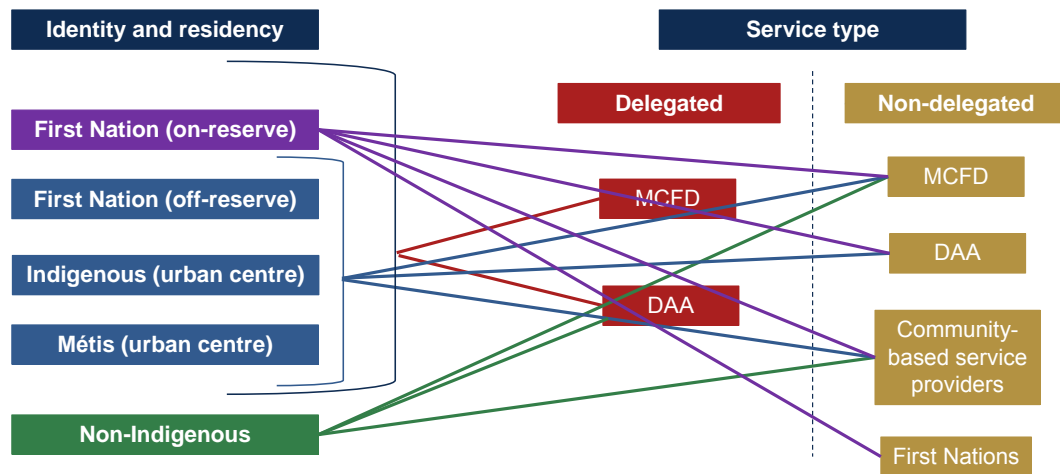
Through the lens of the client group, MCFD's services are dependent on identity (Indigenous v. non-Indigenous) and residency (Figure 2). Indigenous includes, First Nations, Inuit, and Métis. Non-Indigenous includes persons without an Indigenous identity. Places of residence can include a First Nation's territory (on-reserve) or any other place in the province (i.e., off-reserve, urban centre). MCFD divides the province into 13 service delivery areas (SDAs), that negotiate and manage contracts for non-delegated services (discussed above).

A non-Indigenous person will access CFS through MCFD and contracted community service providers in their relevant SDA. Indigenous clients, based on identity and territory of residence have potentially, more complex pathways to service delivery that can run through MCFD, DAAs, First Nations, Indigenous Communities, contracted community service providers, or some combination thereof.

¹⁵ EY, [Contract Management Review Project, Current State Assessment](#), prepared for the Ministry of Children and Family Development (2019).

¹⁶ EY, [Contract Management Review Project, Current State Assessment](#), prepared for the Ministry of Children and Family Development (2019), p. 27.

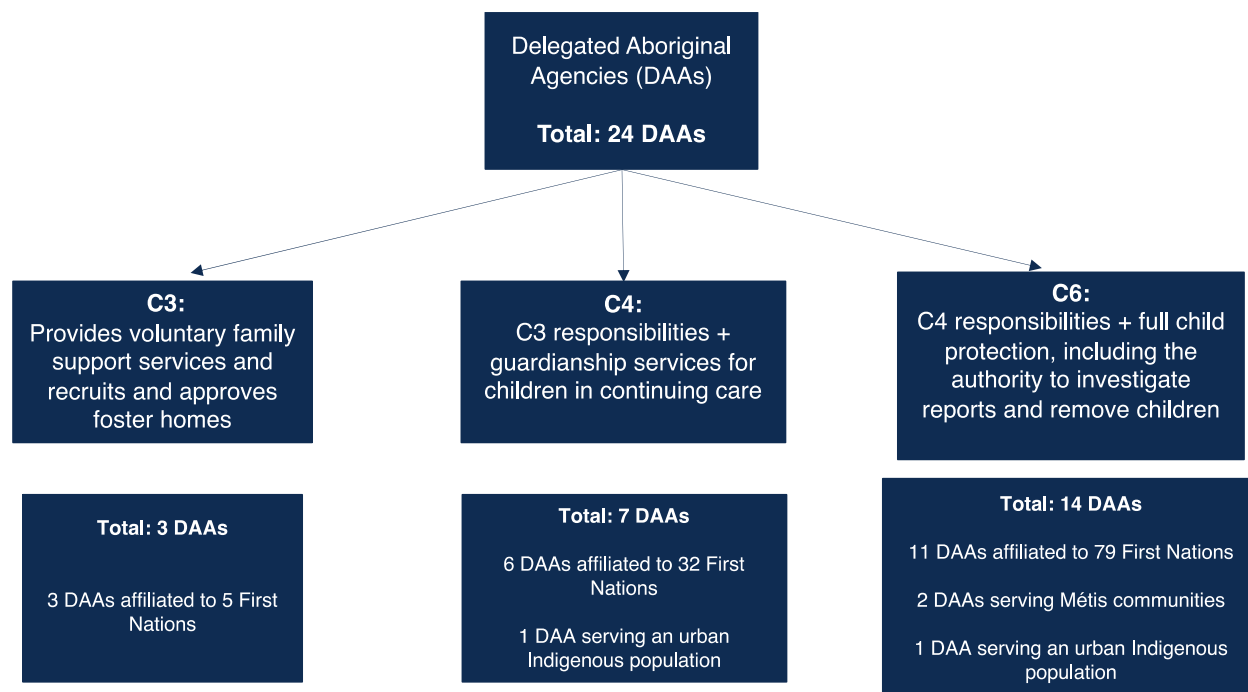
Figure 2



There are 24 DAAs in BC with three possible levels of delegation, C3, C4, and C6, which range from voluntary support services to the removal of children (Figure 3). The DAA's delegation level is negotiated through agreement with the Provincial Director through the CFCSA. DAAs are delegated for service provision on- and off-reserve (not all Indigenous People are served by a DAA). Only Indigenous communities are eligible for delegation (the first DAA was established in 1986¹⁷), all others receive services from MCFD.

¹⁷ Mary Ellen Turpel-Lafond, *When Talk Trumped Service: A Decade of Lost Opportunity for Aboriginal Children and Youth in B.C.* (Victoria, British Columbia: Representative for Children and Youth, 2013), p. 26.

Figure 3



Source: MCFD, "Delegation Process."

A DAA's activities are funded by MCFD for all activities off-reserve, and Indigenous Services Canada (ISC) for activities on-reserve. ISC's funding on-reserve includes prevention activities. By contrast, non-delegated services, including prevention, are funded by MCFD through contracts managed by SDAs. Service providers, potentially, including DAAs, are awarded these contracts for non-delegated service delivery. MCFD's and ISC's funding approaches differ, as will be discussed in subsequent parts of this report.

The majority (20 DAAs) serve 119 First Nations in their territories. A First Nation can decide to affiliate to a DAA through a Band Council Resolution. There are two urban DAAs and two Métis DAAs, serving their respective populations. The 84 First Nations unaffiliated to a DAA receive their delegated services from MCFD (these services on-reserve are funded by ISC through reimbursement to MCFD) and non-delegated services from MCFD and other providers.

As indicated through certain measures of available data (see Appendix A), Indigenous Peoples have different, often disadvantaged points of departure relative to the non-Indigenous population and adverse outcomes. Across indicators such as, poverty, safe and suitable housing, and employment, Indigenous Peoples are worse off than non-Indigenous People in BC and across Canada.

Different histories and environments require different social services to support communities in the pursuit of well-being. Funding for CFS does not readily account for

differentiated points of departure. Federally, it was not until the CHRT found the government's funding of First Nations child and family services to be discriminatory and underfunded that funding changed. The underfunding and discrimination found by CHRT, was linked to the inequitable contexts in which the root causes of contact with protection services could not be addressed due to funding shortages and misaligned system incentives that used to require the placement of children in care to access resources.

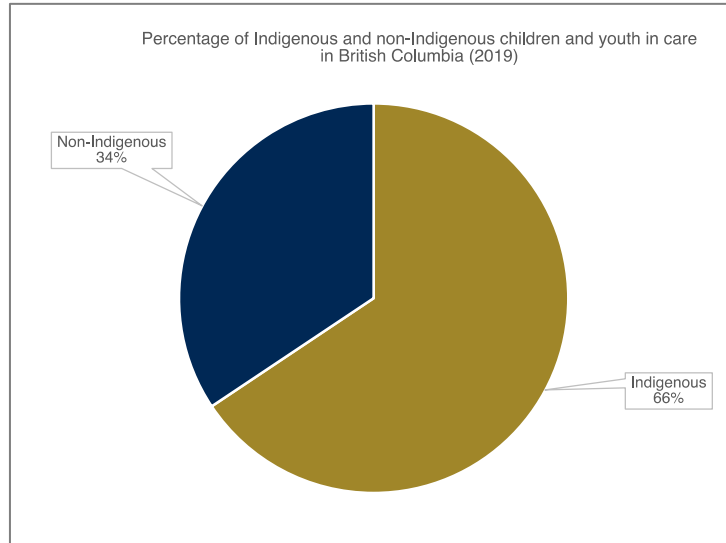
With the Tribunal's orders for funding based on actual expenditures (an interim measure as a new non-discriminatory approach is developed and agreed to), service providers could begin to address the contextual challenges that impact their communities. It is now possible to pay a rental deposit, fumigate a home for bed bugs, or develop family resilience programming, that were connected to chronic issues such as poverty, inadequate housing, and intergenerational trauma. The CHRT's orders required the federal government to start to close the gap for First Nations child and family services.

Provincial governments are responsible for providing CFS to all citizens, including Indigenous Peoples residing outside of First Nations (off-reserve). In BC, the government has declared its commitment to reconciliation with improved relationships and collaboration with Indigenous Peoples, including in CFS.¹⁸ However, this report finds that MCFD's approach to funding Indigenous CFS is not consistent with its declared commitments and priorities. The differentiated and disadvantaged points of departure of many Indigenous communities is not linked to funding in CFS. MCFD appears to be applying a general system structure to a group (Indigenous Peoples) with differentiated and greater needs. This is discriminatory.

Indigenous People in BC (and Canada) are overrepresented in the child protection system relative to their demographic weight. In BC, Indigenous People represent 6% of the overall population, but in 2019, nearly 2/3 of all children in care in the province were Indigenous (Figure 4). Data on children and youth in care is clustered only by Indigenous and non-Indigenous identity in BC and Canada, without disaggregation by Indigenous community, i.e., First Nation, Inuit, Métis. This data gap is a challenge. Without understanding and linking children and families to their contexts, funding for CFS, especially, for disadvantaged groups risks being inadequate and untethered to actual needs.

¹⁸ See Ministry of Children and Family Development, [2020/21 Annual Service Plan Report](#) (Victoria, British Columbia, 2021).

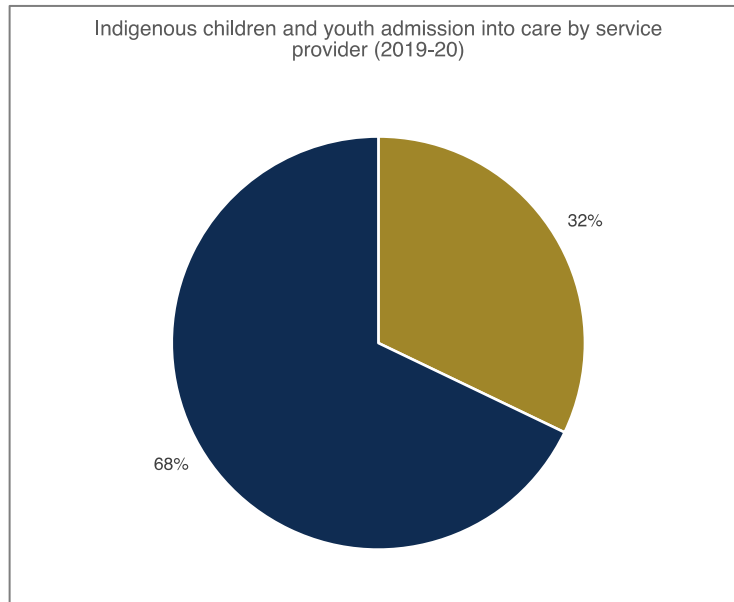
Figure 4



In 2019-20, 68% of all Indigenous children and youth in care entered through a MCFD office, compared to 32% that entered through a DAA (Figure 5), suggesting that MCFD continues to play a major role in Indigenous CFS.¹⁹ MCFD’s role in Indigenous CFS reflects the fact that most of the province’s Indigenous population resides outside of First Nations. That First Nations have their own health structures in BC (i.e., First Nations Health Authority), and territorial governance can afford a measure of control and access to data that is not always consistent for Indigenous People residing outside of a territorially-based community.

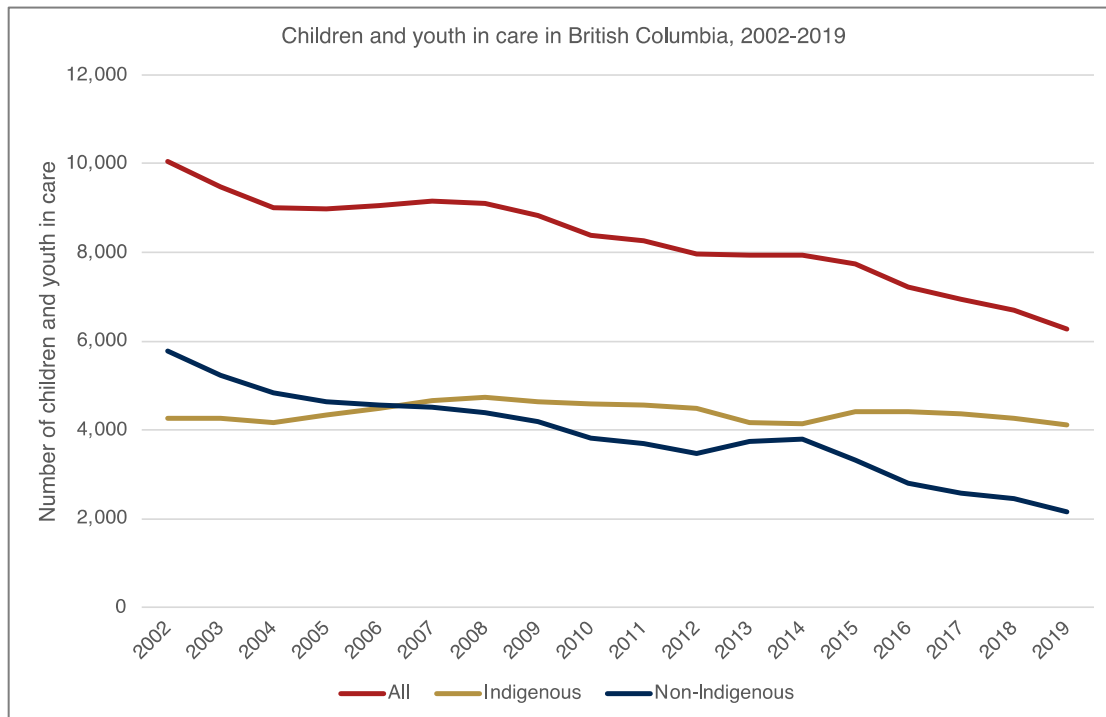
¹⁹ Ministry of Children and Family Development, “Residential Services to Children in Need of Protection, Case Data and Trends,” accessed November 17, 2021, <https://mcfcd.gov.bc.ca/reporting/services/child-protection/services-to-children-in-need-of-protection/case-data-and-trends>.

Figure 5



As the overall number of children in care in BC has trended downward since 2002, the number of Indigenous children in care has increased as a proportion of the overall total across the period, with rates holding steady despite a slight recent downward trend (Figure 6). Contact with protective services have social and economic consequences over the long-term.

Figure 6



In Canada and the United States, studies on the long-term impacts of children in contact with the protection system are well-established. From increased incidences of homelessness and incarceration, to decreased educational attainment, the direct and indirect socio-economic costs of contact with protection are high.²⁰

Neglect is the most common reason for children's contact with the protection system. Often, neglect is connected to contextual challenges and variables such as, poverty, a lack of suitable housing, intergenerational trauma, etc.²¹ The delivery – and challenges in delivering – CFS are informed by the contexts of children and families. Studies by RCY and others have highlighted the root causes of high rates of contact with CFS among Indigenous children in BC.²² The Sixties scoop, with removals linked to perceived neglect due to poverty, and the 1980s moratorium on the adoption of Indigenous children increased the number of Indigenous children in care in BC.²³

A 2018 study by Métis organizations and MCFD highlighted the impacts of intergenerational trauma. Nearly 50% of Métis children in care with a continuing custody order had a parent or a grandparent that was in care.²⁴ In particular, RCY notes that there are many situations where an Indigenous child or youth “experiences a lack of connection and belonging to people, place, culture and a positive sense of self – and,

²⁰ Mark E. Courtney et al., “Midwest Evaluation of the Adult Functioning of Former Foster Youth: Outcomes at Age 26,” (Chicago, IL: Chapin Hall at the University of Chicago, 2011): 1-117; James Heckman, “There’s more to gain by taking a comprehensive approach to early childhood development,” The Heckman Equation, (n.d.). See also, Homelessness: Canadian Alliance to End Homelessness, “The State of Homelessness in Canada 2016,” Canadian Observatory on Homelessness Press, Paper #12, (2016): 60. Incarceration: Office of the Parliamentary Budget Officer, “Update on Costs of Incarceration,” Government of Canada, (2018): 7. Substance misuse: Canadian Substance Use Costs and Harms Scientific Working Group, *Canadian substance use costs and harms 2015–2017*, Prepared by the Canadian Institute for Substance Use Research and the Canadian Centre on Substance Use and Addiction, Ottawa, Ont.: Canadian Centre on Substance Use and Addiction, 2020, 1-4. Mental health: Mental Health Commission of Canada, “Making the Case for Investing in Mental Health in Canada,” (2013): 1. Indigenous education, employment and income gap: Public Health Agency of Canada, “The Direct Economic Burden of Socioeconomic Health Inequalities in Canada: An Analysis of Health Care Costs by Income Level,” *Health Promotion and Chronic Disease Prevention in Canada: Research, Policy and Practice* 36, no. 6 (2016). Health inequalities: Diana Kulik et al., “Homeless youth’s overwhelming health burden—A review of the literature,” *Paediatric Child Health* 16, no. 6, (2011): 44.

²¹ Nico Trocmé et al., “Differentiating Between Child Protection and Family Support in the Canadian Child Welfare System’s Response to Intimate Partner Violence, Corporal Punishment, and Child Neglect,” *International Journal of Psychology* 48, no. 2, (2013): 130-131.

²² Jennifer Charlesworth, *Skye’s Legacy: A Focus on Belonging* (Victoria, British Columbia: Representative for Children and Youth, 2021); Turpel-Lafond, *When Talk Trumped Service: A Decade of Lost Opportunity for Aboriginal Children and Youth in B.C.*; John, *Indigenous Resilience, Connectedness and Reunification – From Root Causes to Root Solutions, A report on Indigenous Child Welfare in British Columbia*; Sarah de Leeuw, “State of Care: The Ontologies of Child Welfare in British Columbia,” *Cultural Geographies* 21, no. 1 (2014): 59–78.

²³ Indigenous Child and Family Services Directors, “The history of Indigenous child welfare in B.C.,” accessed November 17, 2021, <https://ourchildrenourway.ca/indigenous-jurisdiction/the-history-of-indigenous-child-welfare-in-bc/>; Mary Ellen Turpel-Lafond, *When Talk Trumped Service: A Decade of Lost Opportunity for Aboriginal Children and Youth in B.C.*, p. 20.

²⁴ Métis Commission for Children and Families of BC, Métis Nation BC, and MCFD, *Métis Children and Youth in Continuing Care* (Victoria, British Columbia, 2018), 9.

as a consequence, experiences much pain, sadness, distress, risk and poorer life outcomes.”²⁵ The wellness of Indigenous children and youth in BC remains profoundly impacted, according to RCY, by “systems and structures of ongoing colonialism, which centres racism and discrimination, cultural oppression and violence, through which pathways to negative outcomes are formed.”²⁶

The points of departure and experiences of children and families in contact with CFS will differ, notably in Indigenous and non-Indigenous communities. To analyze CFS and the factors impacting service delivery in BC, the subsequent sections of this report review expenditures, service delivery models, and outcomes of CFS in BC.

Methodology and findings

The data required to answer RCY’s research question to understand differences between Indigenous and non-Indigenous CFS cannot be directly answered through existing data. The risks of inequities in funding and service levels are not observable or verifiable through MCFD’s existing expenditure data or performance reporting. Bottom-up data in the forms of questionnaires and case studies were developed for this project to supplement these data gaps. *An important next step would be for MCFD and stakeholders to work to close the data gaps linking inputs to program activities and results. This is a worthwhile pursuit to support (and tether) the goal of child and family well-being to expenditure and performance information.*

This report uses a mix of primary and secondary data in its analysis. Primary data was collected from service providers through questionnaires, case study interviews, and roundtable discussions. Service providers included in the primary data collection included, DAAs, community-based service providers, and First Nations. The questionnaires for each of the service providers and the case study overview and guiding questions are available in Appendices B and C. Through RCY, an invitation was extended to MCFD to host a roundtable discussion or one-on-one interviews to learn about their service provision practices, in particular for delegated services. The offer was declined. This information gap may provide a future opportunity to re-engage with MCFD to better understand service provision and operational practices from their role as a service provider.

Within the category of primary data, federal and provincial expenditure in raw (i.e., data gathered by the government and unanalyzed) forms were used in this analysis. Both datasets were requested through separate processes (reviewed later in this report). Additional publicly accessible raw data from Statistics Canada, including Census 2016 data, was used to provide overviews on population and other basic indicators, including poverty, safe and suitable housing, food security, etc. included in Appendix A. The secondary data used in this work, comes from reports from legislative oversight bodies,

²⁵ Jennifer Charlesworth, [Skye’s Legacy: A Focus on Belonging](#), p. 4.

²⁶ Jennifer Charlesworth, [Illuminating Service Experience: A descriptive analysis of injury and death reports for First Nations Children and Youth in B.C., 2015 to 2017](#) (Victoria, British Columbia: Representative for Children and Youth, 2021), p. 42.

e.g., RCY, Auditor General, government reports, peer-reviewed literature, and other sources considered academically acceptable.

This section proceeds by reviewing the data collection approaches, tools, and findings of primary data from federal and provincial expenditure datasets, as well as service providers.

Federal expenditure data

In April 2021, IFSD submitted a request for federal expenditure data on a subset of programs managed by Indigenous Services Canada (ISC) (see Appendix D). The data was received by IFSD in September 2021. The expenditure information was requested to build a portrait of Indigenous funding in BC, as the federal government has specific obligations to funding CFS (and related services) for First Nations that reside in their community (on-reserve).

Federal expenditure data can be tagged to the program level and linked to performance indicators. This information offers context on what and who is being funded in BC to deliver CFS and associated services. All data was aggregated to ensure anonymity and strict data security protocols were followed. The information was necessary to build a complete understanding of resources and funding allocated to First Nations child and family services in BC, as federal funding is for services in community (on-reserve).

Table 2

Programs 2015-16 to 2017-18	Programs 2018-19	Programs 2019-20
Health Infrastructure Support for First Nations and Inuit	BC Tripartite Health Governance	BC Tripartite Health Governance
	E-Health Infostructure	E-Health Infostructure
Education	Education	Education
Social Development	Family Violence Prevention	Family Violence Prevention
	First Nations Child and Family Services	First Nations Child and Family Services
First Nations and Inuit Primary Health Care	Healthy Child Development	Healthy Child Development
	Healthy Living	Healthy Living
	Mental Wellness	Mental Wellness
	Child First Initiative – Jordan’s Principle	Child First Initiative – Jordan’s Principle
Supplementary Health Benefits for First Nations and Inuit	Supplementary Health Benefits	Supplementary Health Benefits

The expenditure data requested was a subset of ISC’s expenditure data for a specific set of programs (see Table 2). The request was segmented by BC-focused expenditures and those for all other regions within the program subset. All analysis of federal expenditure information is associated exclusively to the requested subset of programs, unless otherwise indicated.

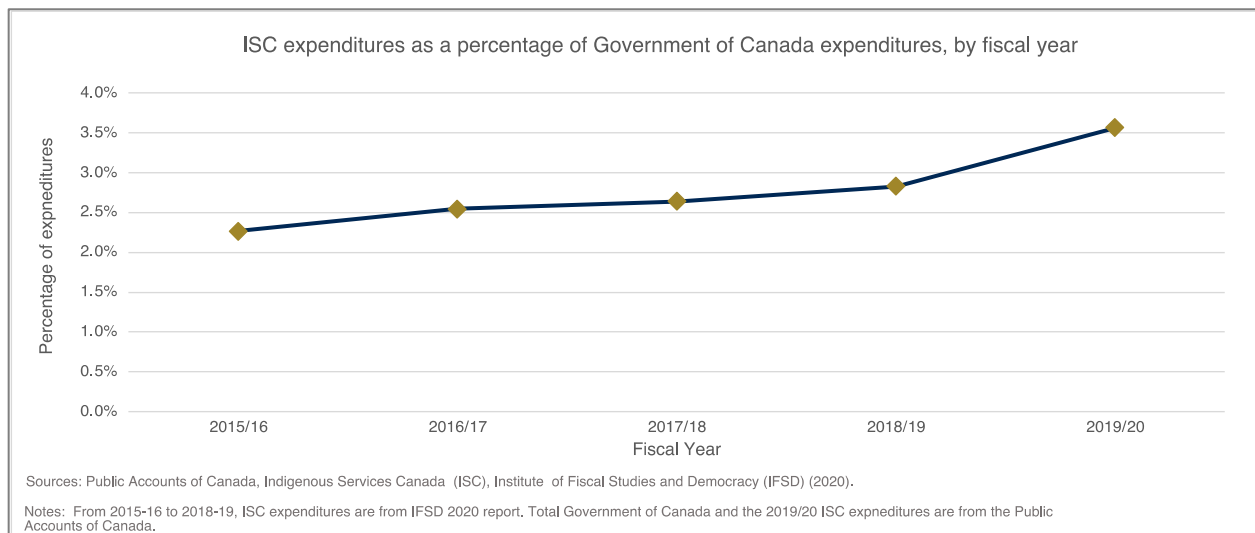
Note: Funding associated to these program areas allocated to certain BC First Nations with comprehensive land claim agreements with self-government and stand-alone self-government agreements are not included in this expenditure

analysis²⁷, as funding is transferred from Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC) and is not captured in ISC’s data system. Any funding transferred outside of ISC’s program areas does not impact program-specific findings in this analysis.

Federal data can be segmented in various ways to understand who is receiving funding and how (i.e., the contribution approach). How funding is flowed to a recipient has implications for service provision, as the contribution approach dictates levels of flexibility in application and the potential for carry-forwards of unused funds. Analysis of the expenditure data can help to identify priority areas of federal spending in BC and its criteria for use. There is some performance information available to assess the impact of expenditures, principally, based on outputs rather than outcomes. This still does, however, provide sufficient indication of the intention of the expenditures and their applications.

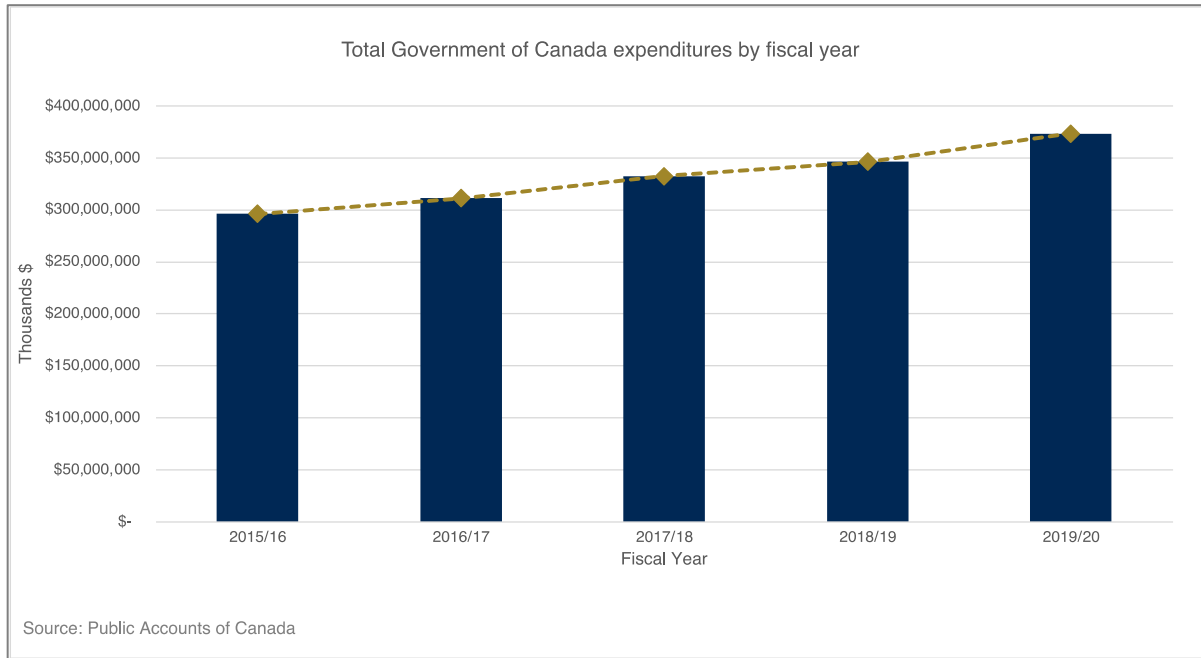
In fiscal year 2019-20, ISC’s total expenditures represented roughly 3.6% of total Government of Canada expenditures of approximately \$373B (Figure 7 and Figure 8).

Figure 7



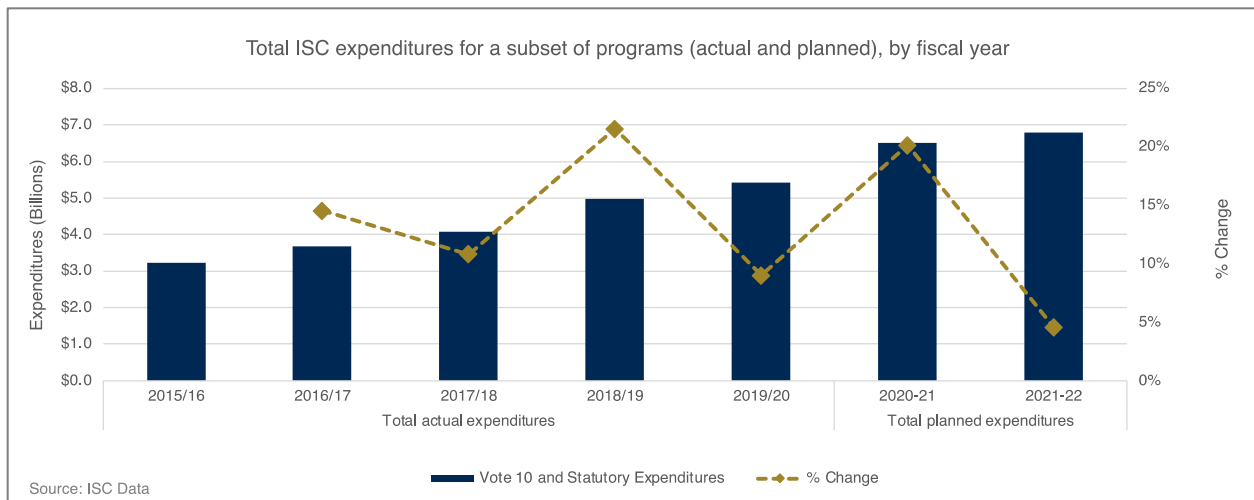
²⁷ These agreements with First Nations include: Nisga’a Final Agreement (2000); Tla’amin (Sliammon) Final Agreement (2016); Tsawwassen First Nation Final Agreement (2009); Maa-nulth First Nations Final Agreement (2011); Sechelt (1986); Westbank First Nation (2004).

Figure 8



For the requested subset of programs, ISC’s expenditures have increased since fiscal year 2015-16, and are projected to increase in 2020-21 and 2021-22 (Figure 9).

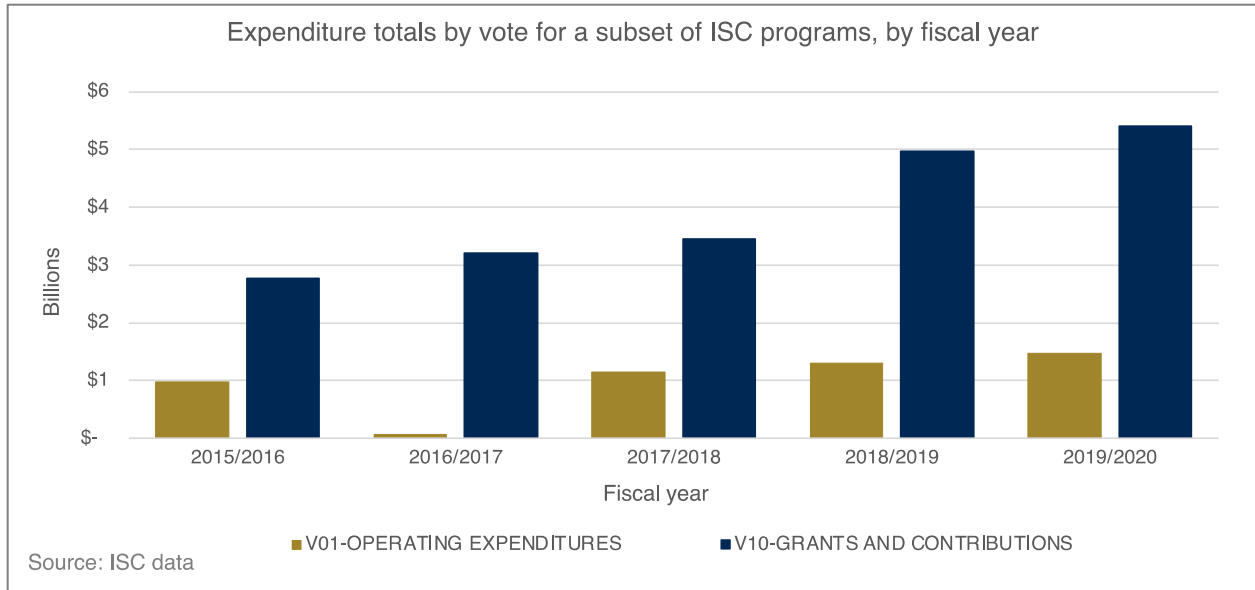
Figure 9



The majority of ISC’s expenditures are allocated to program activity expenditures by transferring them to service providers (Vote 10) (Figure 10).²⁸

²⁸ In the supply process, allocations in Vote 10 are funds to be transferred “to other organizations, individuals and governments to fulfill the federal government’s objectives.” See, Shaowei Pu and Alex

Figure 10



Overall allocations to BC for the subset of programs have increased (reaching nearly \$940M in 2019-20) (Figure 11). As a proportion of ISC spending, however, they have decreased since 2015-16 (from approximately 22% to 17%), as BC's allocations increase at a rate slower than the growth of ISC's total (Figure 12).

Smith, *The Parliamentary Financial Cycle*, prepared for The Library of Parliament, Publication No. 2015-41-E (Ottawa: Library of Parliament, 2015, revised 2021).

Figure 11

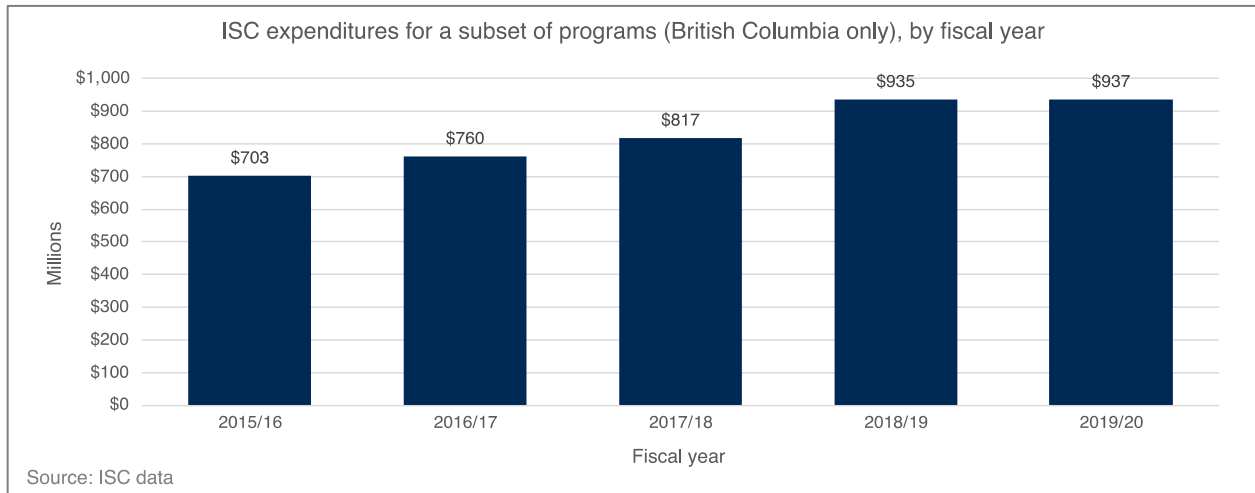
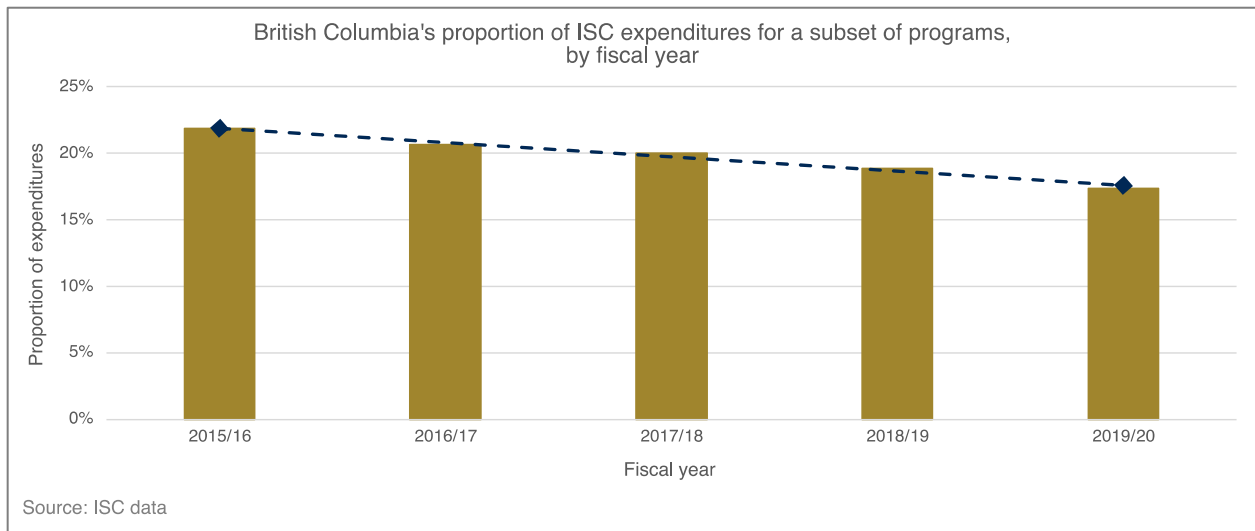
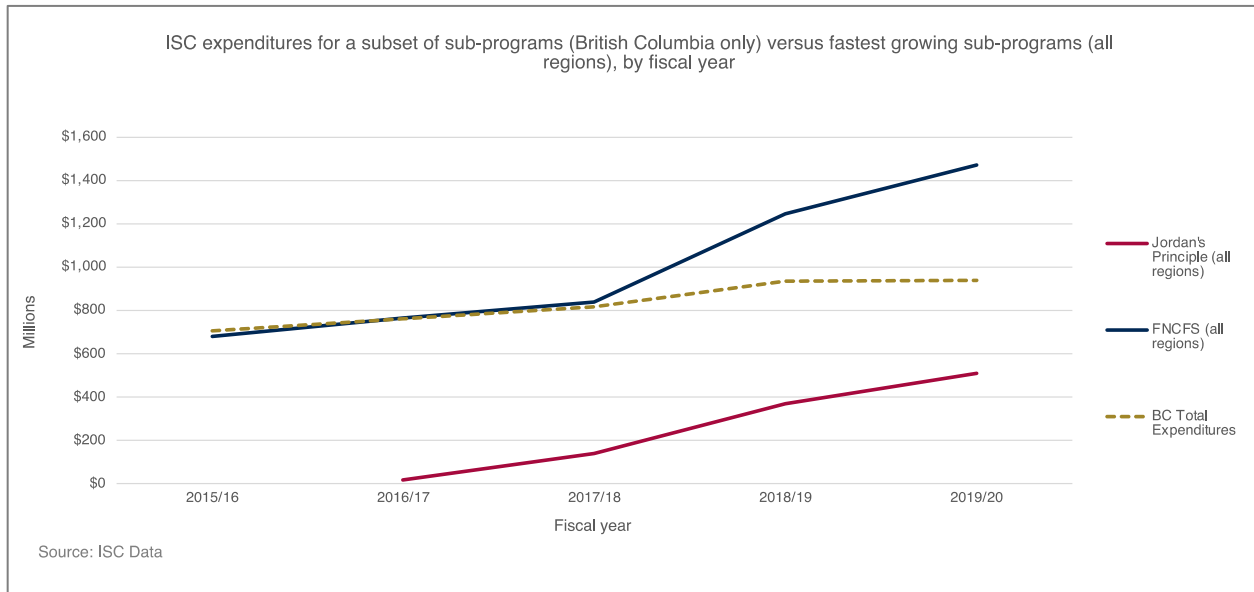


Figure 12



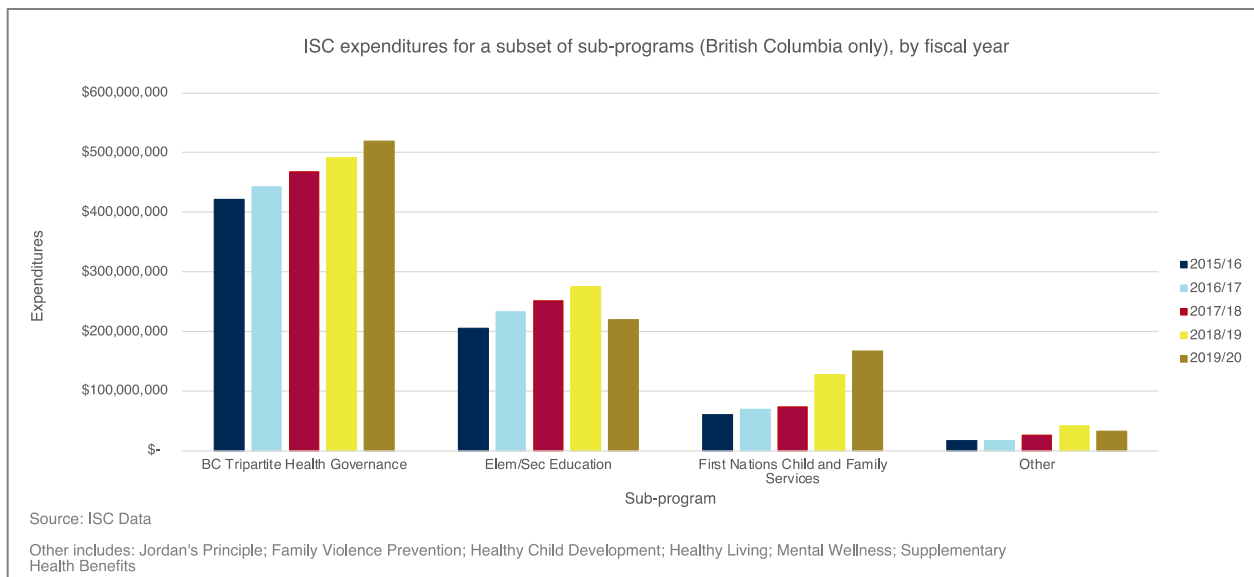
Nationally, ISC's increased expenditures can be explained by higher expenditures in the First Nations child and family services program and Jordan's Principle (Figure 13). These expenditures are consistent with the CHRT's rulings on child and family services.

Figure 13



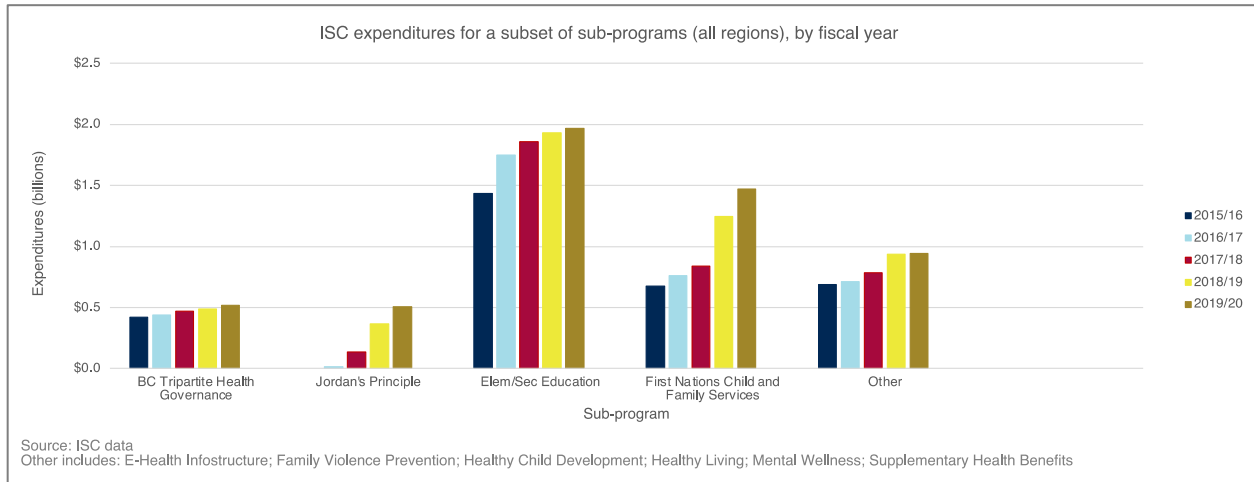
Most funding from the subset of programs allocated to BC is for health (BC Tripartite Health Governance, Healthy Child Development, Healthy Living, Mental Wellness, and Jordan’s Principle), followed by Elementary and Secondary education, and First Nations Child and Family services (Figure 14).

Figure 14



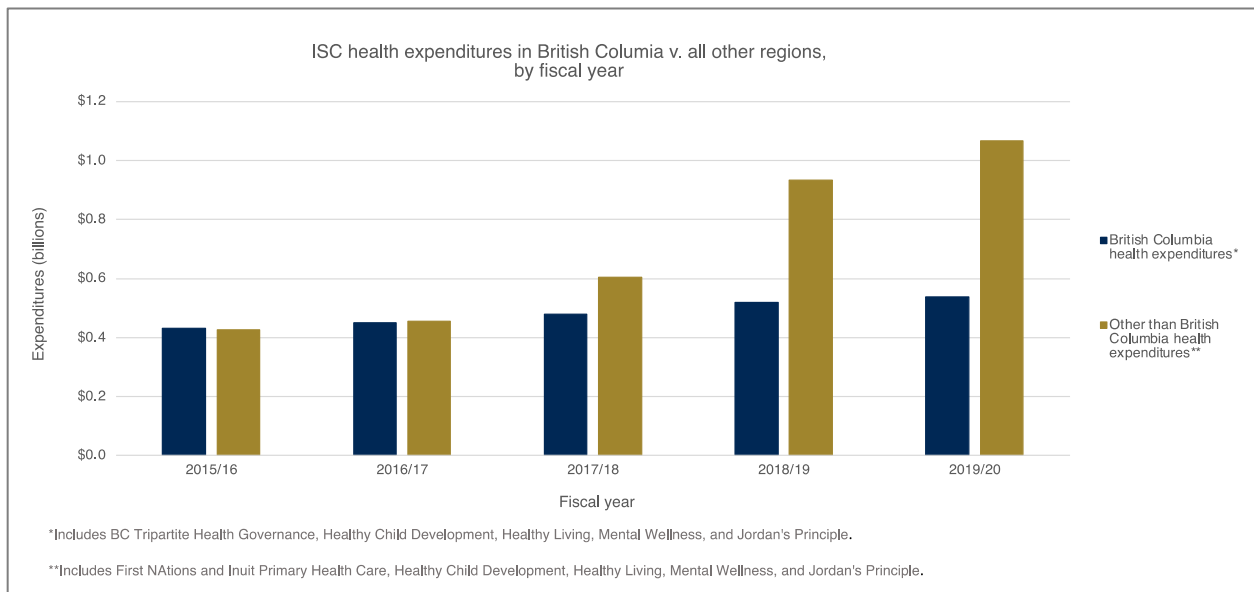
Allocations to other regions are greatest in elementary and secondary education, followed by First Nations child and family services (Figure 15).

Figure 15



Relative to all other regions, BC's percentage of total health expenditures has declined since 2015-16 (from approximately 50% to 33% of the total) (Figure 16). Although BC's allocation as a proportion of total health spending has declined, health remains the province's largest allocation within the subset of ISC programs.

Figure 16



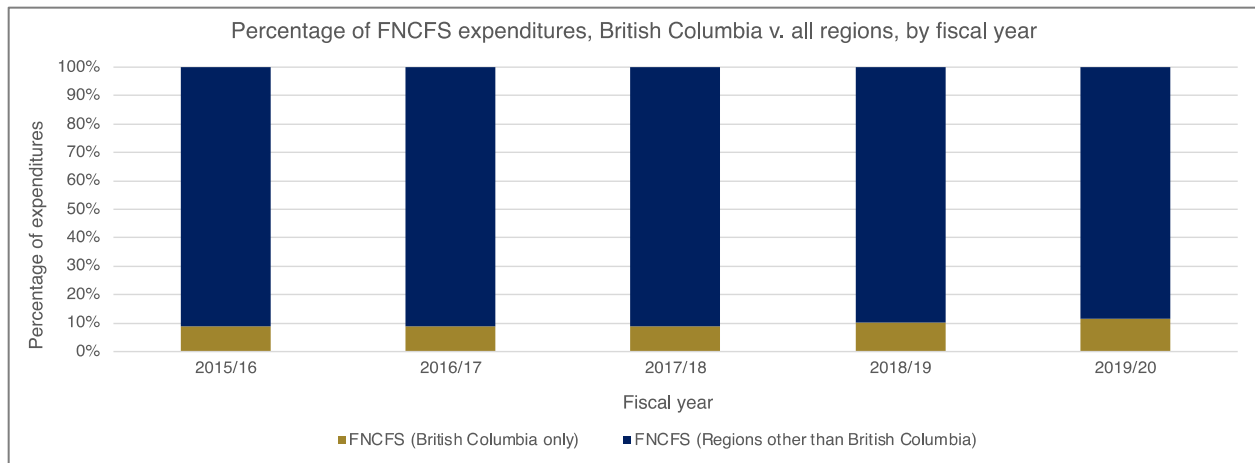
Across all regions, including BC, FNCFS expenditures have increased since 2015-16 (Table 3). BC's proportion of all FNCFS expenditures has averaged approximately 10% between 2015-16 and 2019-20, increasing over the period (Figure 17). It can be

assumed that the majority of the FNCFS funding is allocated to FNCFS agencies, i.e., DAAs serving First Nations in communities, in BC.

Table 3

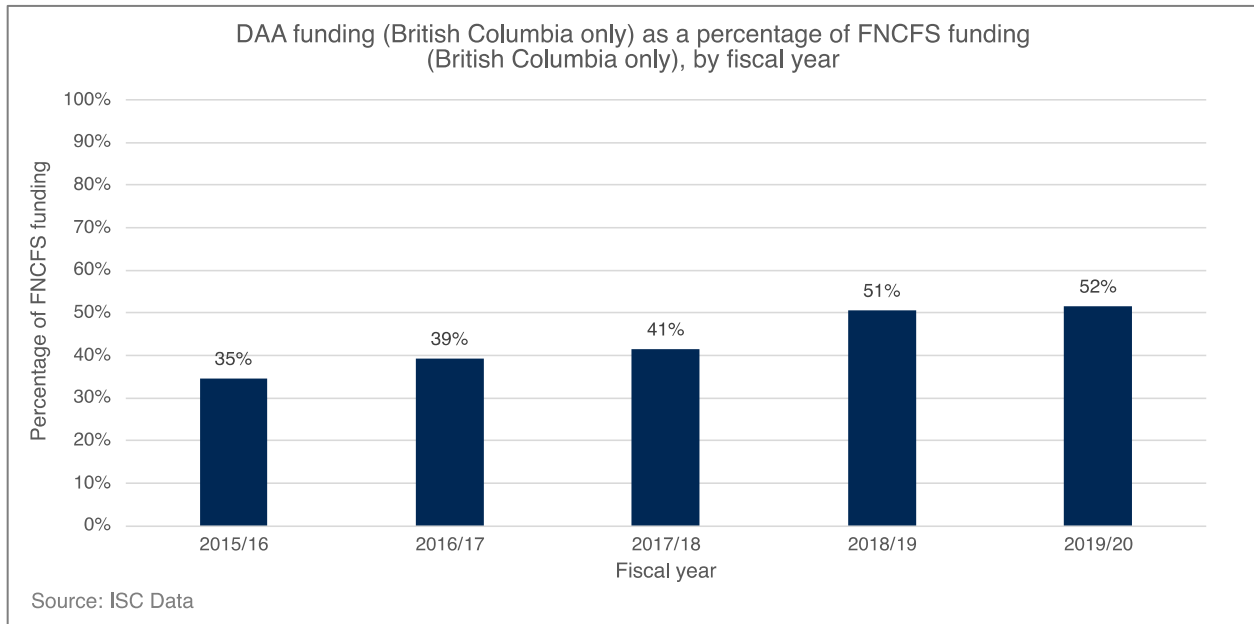
	2015/16	2016/17	2017/18	2018/19	2019/20
FNCFS (British Columbia only)	\$ 60,571,546	\$ 68,710,082	\$ 73,508,677	\$ 127,418,561	\$ 166,552,956
FNCFS (all regions)	\$ 677,620,625	\$ 763,338,424	\$ 838,001,406	\$ 1,243,802,613	\$ 1,469,615,619

Figure 17



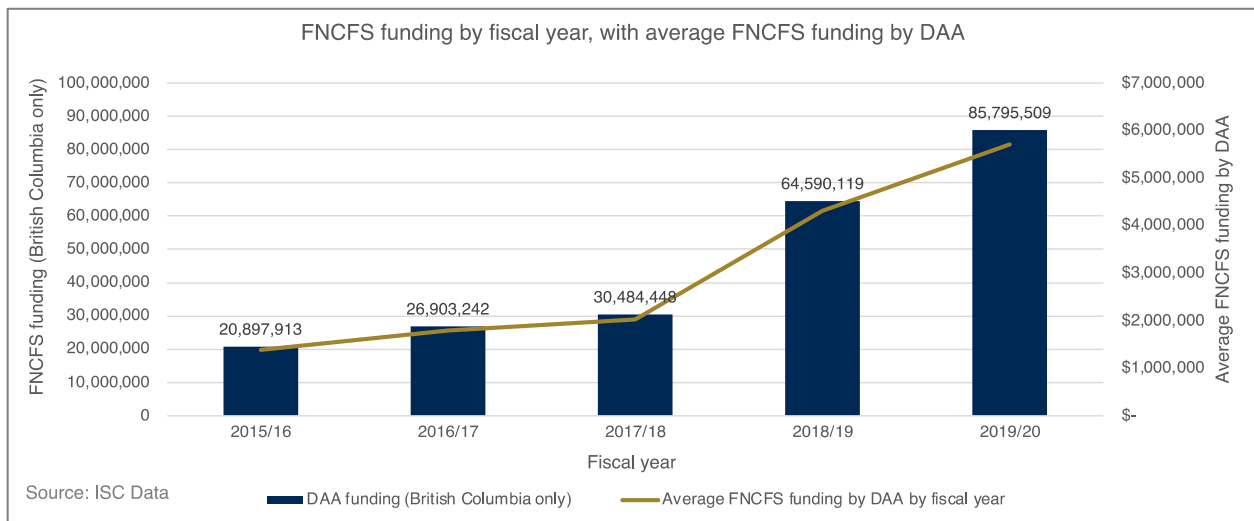
DAA-focused funding makes up the largest proportion of FNCFS funding in BC (Figure 18). By 2018-19, DAA-focused funding represented just over half of BC's FNCFS funding.

Figure 18



There are 15 DAAs in BC that receive FNCFS funding. Since 2015-16, the average FNCFS funding by DAA has increased from a low of approximately \$1.5M to a high of nearly \$6M in 2019-20 (Figure 19). These increases are a function of the CHRT rulings for funding based on actuals, with the most substantive increase evident when the orders take effect between fiscal years 2017-18 and 2018-19.

Figure 19



It was challenging to segment ISC’s BC expenditures on a regional basis consistent with provincial SDAs or Census sub-divisions. Within BC, federal data appears to be allocated on the basis of service provision rather than specific geographic areas. This limited any linkages of the federal expenditure data to localized indicators of health and

wellness, e.g., poverty, housing suitability, employment, etc. When expenditures and outcomes in service areas cannot be linked, this leaves a gap in the alignment of resources to desired goals. Ideally, community-level indicators of well-being could be tracked in connection to investments in social policy. While investments in one area of policy tend not to generate causal outcomes, a holistic portrait can enable the fine-tuning of spending practices against broader goals.

As important as the amount of funding, is the contribution approach (Table 4) that dictates how money flows to a recipient, impacting uses. Block transfers and grants tend to be the most flexible approaches, that support recipients in determining the application of funds intended for a specific set of programs or goals. The most restrictive are the set and fixed approaches, which require recipients to apply funding to specific ends.

Table 4

Funding approach	Description
Grant	<ul style="list-style-type: none"> - Transfer payment based on agreement. - Must report on results, but not required to account for spending. - Recipient must meet "eligibility and other entitlement" criteria. - Duration is flexible
Set	<ul style="list-style-type: none"> - Funds used for a defined purpose. - Any unused funds must be returned at the end of the fiscal year (no carry forward option). - The use of this approach has been limited since April 1, 2018, and is used only as needed, e.g., risk management.
Fixed	<ul style="list-style-type: none"> - Funds determined by reliable estimates (annual basis). - Carry forwards are possible; cost-overruns are the responsibility of the recipient. - Approach applied to a defined purpose or program, and must be (re)issued annually.
Flexible	<ul style="list-style-type: none"> - Funds can be reallocated between cost categories within a program area. - Carry forwards are possible, as long as the agreement is not in its final year. - Requisite capacity and relationship with the department are required for this minimum two-year agreement.
Block	<ul style="list-style-type: none"> - Funds are moveable between a block of programs (so long as objectives are achieved). - Unspent funds can be kept and used within the same program block. - Recipient must meet "readiness assessment criteria" for this approach.

Source: Indigenous and Northern Affairs Canada, Indigenous Services Canada, "Funding approaches," Government of Canada, updated April 16, 2018, <https://www.sac-isc.gc.ca/eng/1322746046651/1618142957561>.

In BC, the majority of ISC's allocations (just under 60%) are transferred as a block, in connection to the province's high levels of health-oriented funding (Figure 20 and Figure 21). The block mechanism provides flexibility in applying funding within a defined set of programs. This suggests that recipients are able to allocate funding to their determined priorities. In contrast to BC's high levels of block funding, only 20% of expenditures in other regions are transferred through the block approach (Figure 22).

Figure 20

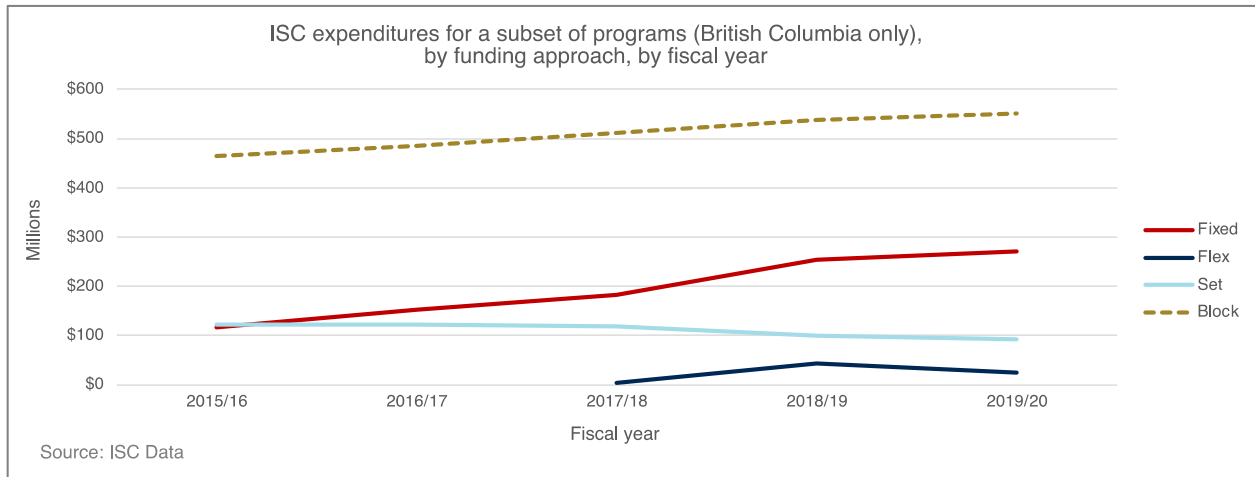


Figure 21

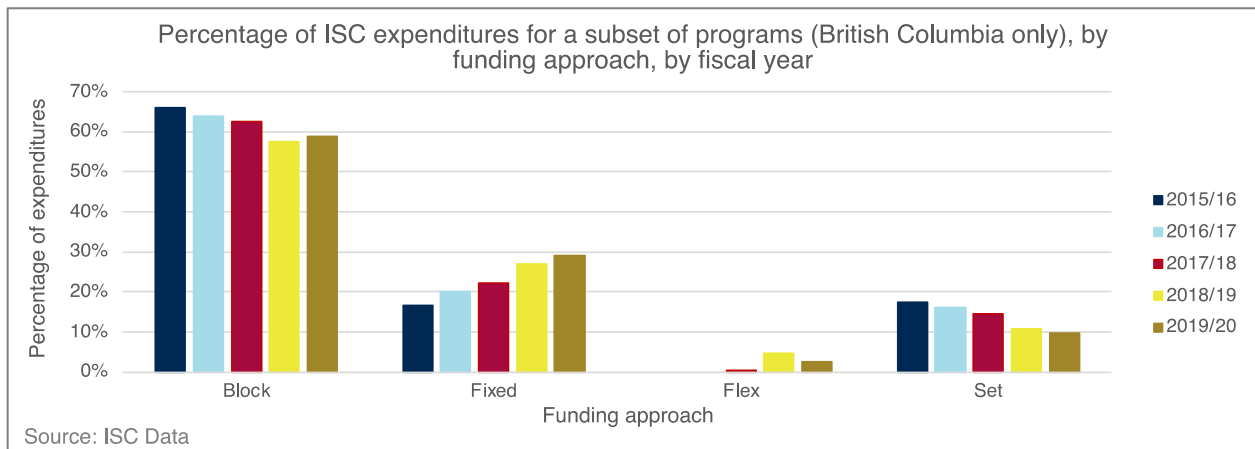
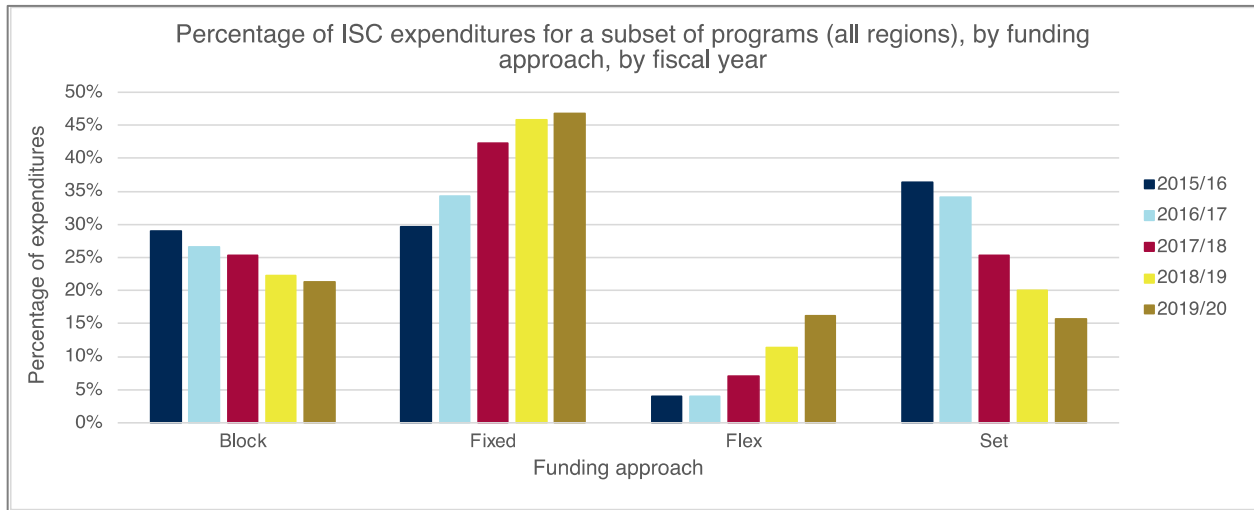


Figure 22



However, when funding associated to the BC Tripartite Health Governance Program is removed from the analysis, contribution approaches look more like those in the rest of Canada, with most funding allocated through the ‘fixed’ approach (Figure 23 and Figure 24).

Figure 23

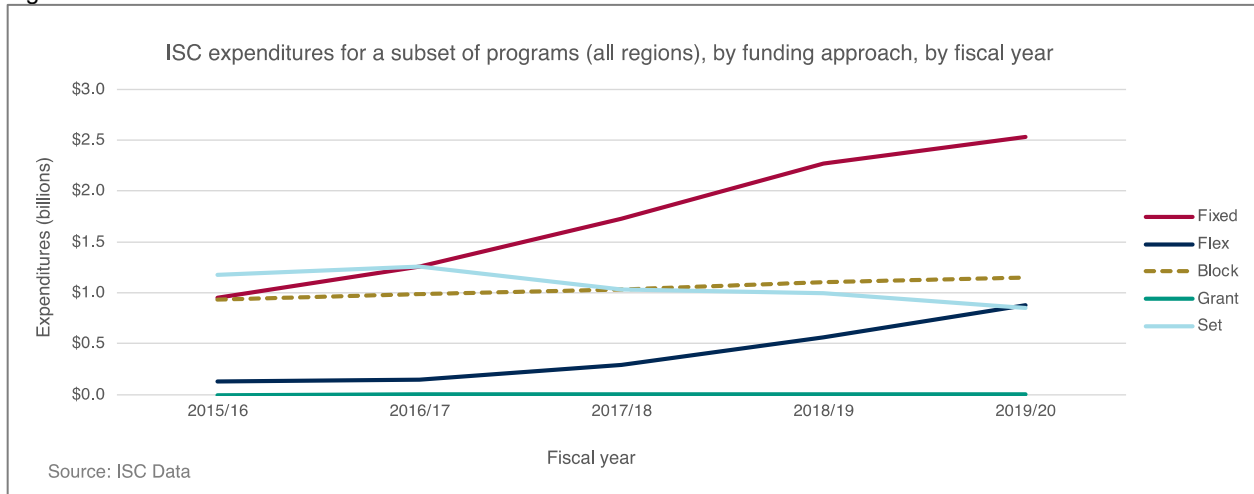
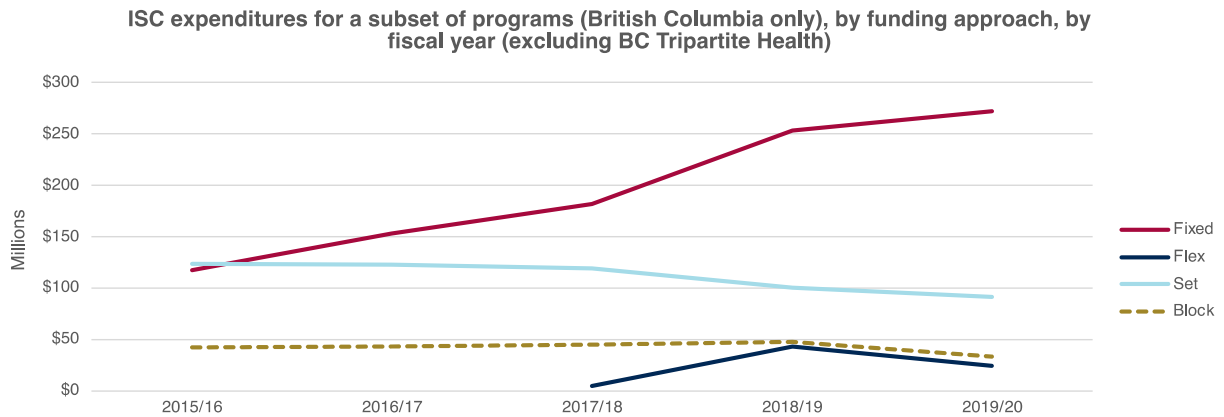
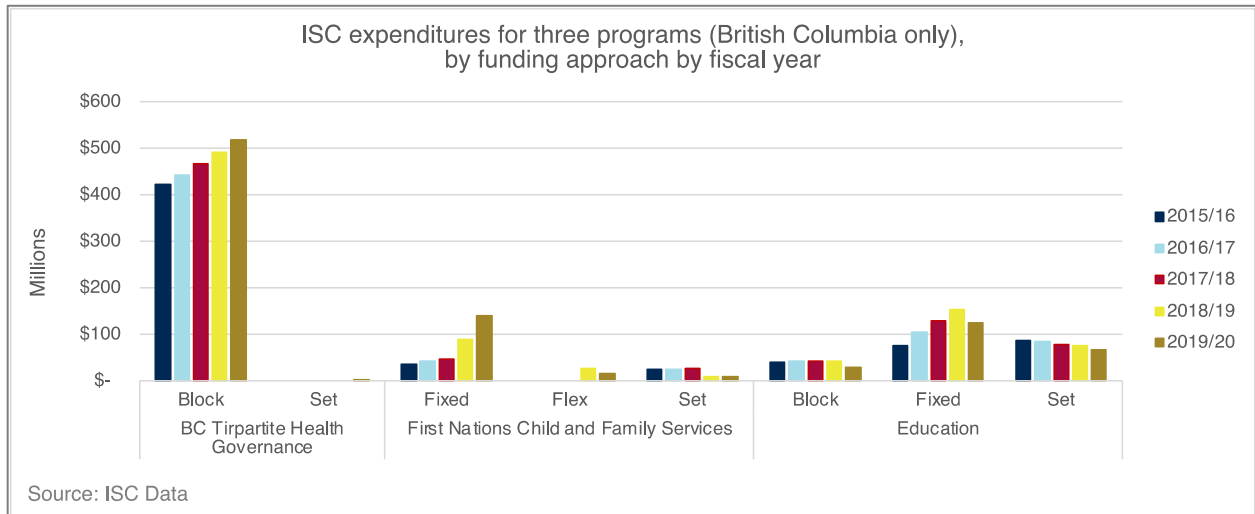


Figure 24



Source: ISC Data

Figure 25



Source: ISC Data

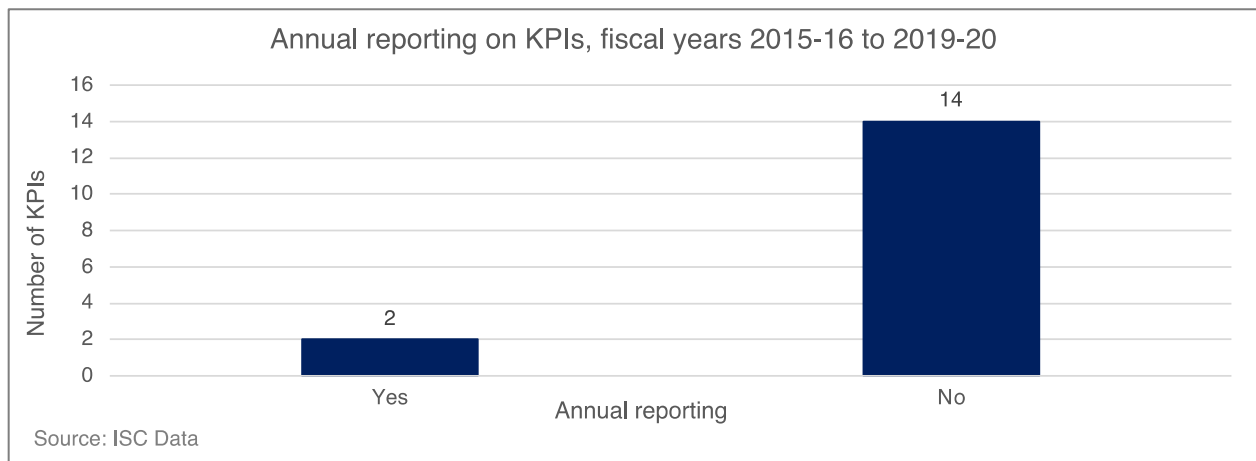
This suggests that most of the funding from the subset of programs (outside of the BC Tripartite Health Governance Program) allocated to BC have predefined uses and terms (Figure 25). For instance, most FNCFS expenditures in BC are either ‘fixed’ or ‘set,’ indicating limited flexibility for recipients to determine application of spending on the ground. Education funding is mixed, with mostly fixed, but some set and block funding as well.

Federal performance reporting practices

The federal expenditure management system is designed to have results-focused spending, aligned to the government's priorities, with value for money for taxpayers. By managing for results, planning before decisions are made, and regularly assessing program spending, the system is intended to link priorities to expenditures and results.²⁹ On paper, the approach is robust. In practice, while departments are required to prepare plans and reports on results linked to spending, not all performance measures are outcome-based.

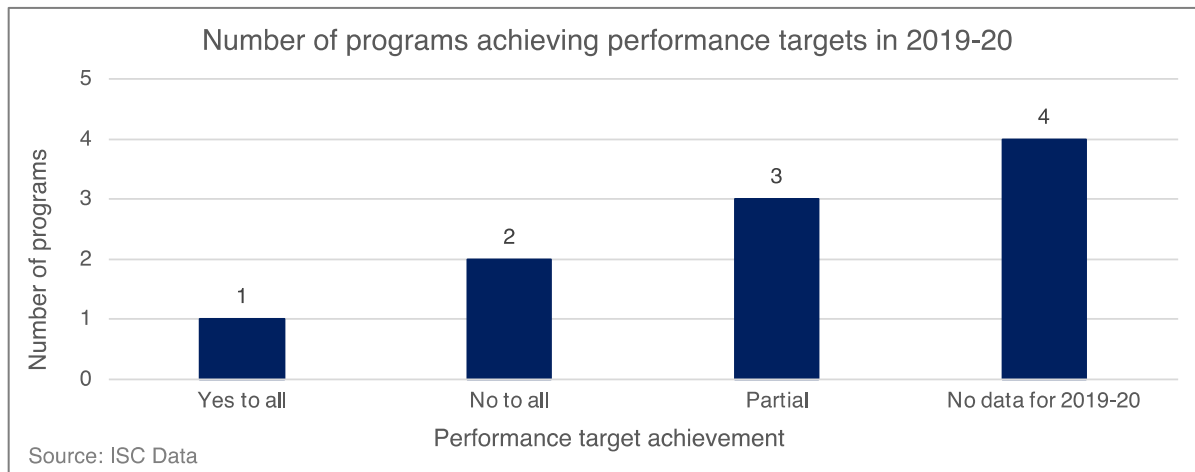
Consider for instance, the national performance data for the eleven programs requested for this report from ISC (see Table 2). Of the eleven programs, nine have associated key performance indicators (KPIs) and one has partial indicators (BC Tripartite Health Governance), while KPIs for Jordan's Principle and some indicators for BC Tripartite Health Governance are under development. Some programs have more than one KPI, but only two KPIs were reported annually from 2015-16 to 2019-20. All other KPIs were irregularly reported (Figure 26). In 2019-20, performance results were mixed among reporting programs (Figure 27).

Figure 26



²⁹ Treasury Board of Canada, Secretariat, "Expenditure Management System," 2015, accessed November 17, 2021, <https://www.canada.ca/en/treasury-board-secretariat/services/planned-government-spending/expenditure-management-system.html>.

Figure 27



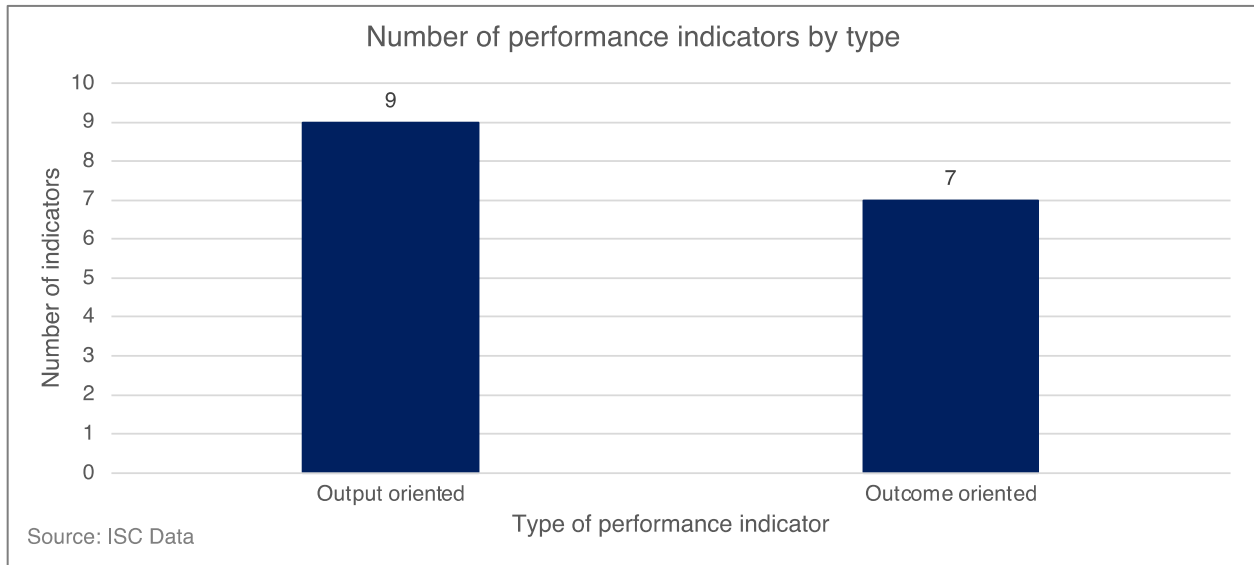
KPIs are intended to focus on outcomes, but often, track outputs. Outcomes can be challenging to measure, as they may result from more than a single variable. However, measuring outcomes is a better indicator of the quality and effectiveness of expenditures and program design. Consider for instance, the difference in the indicators in Table 5 below associated to mental health in First Nations and Inuit communities. The output indicator is descriptive and tells us what ‘can’ be accessed. The outcome indicator suggests the change in result that was delivered across the target population.

Table 5

Percentage of First Nations and Inuit communities with access to mental wellness team services	Output
Percentage of First Nations and Inuit adults who reported “excellent” or “very good” mental health (First Nations)	Outcome

Outcomes tell us about results, outputs, tell us what the program delivered. While both types of indicators have their uses, understanding and tracking well-being requires an outcome focused approach. Of the 16 KPIs associated to the subset of programs analyzed in this report, most are output oriented (although outcome indicators are not far behind) (Figure 28).

Figure 28



In the federal government’s performance architecture, health-related expenditures have some outcome-oriented indicators, especially those that focus on overall changes to population health. For FNCFS, however, there is limited indication of the impact of expenditures on results.

Federal-provincial expenditure comparisons are not feasible given the differences in jurisdiction, areas of responsibility, and public financial management structures. There are instances, however, where funding approaches and levels could be useful in assessing sufficiency. For instance, direct comparisons between federal and provincial expenditures in CFS is challenging. However, as discussed later in this report, using the FNCFS activity stream and bottom-up data from DAAs, findings suggest that federally funded FNCFS (with CHRT-mandated payments based on actuals and prevention) were more in line with need than provincial expenditure allocations.

Provincial expenditure data

MCFD is the principal funder of social services in BC. Its expenditure data across service lines was a critical requirement for this project, as MCFD would be the only source for the granular information needed to attempt to understand expenditure differences and outcomes in CFS in the province. Working through RCY's legislatively defined processes for data acquisition, data requests were submitted. Data was received from MCFD throughout summer 2021. The data request process and refinements of datasets provided by MCFD were supported by an expert consultant retained by RCY. The consultant served as an expert resource on MCFD's data, as IFSD undertook its analysis.

MCFD's expenditure data is captured in detail at the level of program activities, and associated sub-program activities. Financial data is organized by vote structure, i.e., the way in which MCFD presents its plans and estimates to the legislature. The main votes align to MCFD's six program lines, with two additional votes that capture administrative and overhead costs:

- Early Childhood Development and Child Care (ECD and CC)
- Services for Children and Youth with Special Needs (CYSN)
- Child and Youth Mental Health (CYMH)
- Child Safety, Family Support and Children in Care Services (Child Safety)
- Adoption
- Youth Justice
- Service Delivery Support
- Executive and Support Services

Within each vote are sub-votes and sub-sub-votes that provide increasing specificity on the service provided within the main vote/program areas.

The data can be sorted by program, by fiscal year, by MCFD's six service lines, by SDA, and by region. A series of data refinement steps were undertaken to make the raw MCFD dataset useable for this analysis. The most significant restriction of MCFD's data is the inability to sort expenditures by Indigenous v. non-Indigenous serving vendors, for vendors other than DAAs and the inability to align expenditures to outcomes. This means that IFSD was unable to sort MCFD's data to tabulate allocations and expenditures based on Indigenous identity, for program areas other than DAA provided services. Without the appropriate data tagging, it is difficult, to use MCFD's own data to assess differences in service delivery to test for discrimination and disparate outcomes among Indigenous and non-Indigenous children in the province. A full discussion of the methodology and refinements applied to MCFD's raw data set for basic expenditure analysis are included in Appendix E.

MCFD's expenditure data is detailed and provides a granular accounting of spending on sub-sub program activities. While helpful for descriptive analysis, the explanatory value of the data is limited when trying to understand *who* receives MCFD's funding and *why*.

In MCFD's data, there is no coding of recipient identity (beyond vendor name). This means that when analyzing the data, the Indigenous v. non-Indigenous client bases of vendors are indistinguishable. To attempt to distinguish between them, a manual sort of roughly 5,000-6,000 vendors by fiscal year would have to be undertaken. Furthermore, MCFD's vendors include individuals, incorporated entities, and various service-based organizations. Attempting to classify an individual or entity as primarily serving Indigenous or non-Indigenous clients risks being unreliable. *MCFD should add a tag to its vendor information specifying whether they serve primarily non-Indigenous clients, Indigenous clients, or a combination.* Coding this information at the outset of a vendor relationship and reviewing the information each fiscal year would improve the Ministry's and stakeholders' abilities to understand where MCFD's funding flows. This would be an important first step in testing differences in Indigenous v. non-Indigenous expenditures and service provision.

In an attempt to assess Indigenous v. non-Indigenous expenditures by MCFD, IFSD followed the methodology developed by an expert consultant familiar with MCFD's data management practices (see Appendix F). The approach is, at best, *illustrative*, with data restricted to expenditures allocated by SDAs. Several MCFD data sets had to be combined to align vendors with expenditures. Once that step was complete, a manual identification of Indigenous vendors was undertaken by the expert consultant. Those identified vendors were then used to segment the data between Indigenous and non-Indigenous serving vendors. Since MCFD does not code its vendors by the primary identity of client's served, there is no way of verifying this list. The data was then analyzed by assumed Indigenous v. non-Indigenous serving vendors, with expenditures segmented by principal vote categories connected to MCFD's six service lines. Limited analysis was undertaken using this approach. The segmentation of data is an estimate, as the Ministry does not have in place the internal data collection mechanisms to align its expenditures by the identity of the primary client-group served. ***MCFD does not have the data architecture or required information to identify and trace to which groups public money is being allocated. This is a problem when declared priorities of the Ministry include engaging with Indigenous families and children, ensuring culturally appropriate services, and transparency for tangible results.***³⁰

MCFD's expenditure management practices do not align program expenditures to outcomes, which means that MCFD cannot report on how its spending links to results. While MCFD does report a series of indicators – several of which are helpful – the lack of linkage to expenditure priorities means stakeholders cannot assess the appropriateness, adequacy, or value of MCFD's expenditures. Global totals for service lines and related sub-sub-activities can be tabulated, but it is unclear what this

³⁰ Ministry of Children and Family Development, [2020/21 Annual Service Plan Report](#).

money does to deliver on the Ministry's mandate. In its current practice, MCFD is effectively asking stakeholders to trust the organization without providing the requisite information on how it is managing public money and discharging its mandate.

MCFD does not to link its expenditures to its performance reporting. The rationale for such an approach remains unclear. Performance indicators should be developed first, in association to program and policy priorities. Funding should then be allocated based on evidence to support the achievement of the defined objectives. ***The alignment of spending to priorities is essential for transparency and for determining whether or not the Ministry is fulfilling its obligations.*** Reporting to the legislature and the public on aggregate performance indicators untethered to program activities and goals is not transparent or an evidenced-based way of delivering the Ministry's mandate. Most importantly, ***without the linkage between expenditures and results, there is a gap in required information to support MCFD in adjusting course to meet the changing needs of communities.***

Indigenous v. non-Indigenous serving vendor analysis

***Note:** The Representative for Children and Youth (RCY) retained an expert consultant familiar with MCFD's data management practices. With their past experience, the consultant developed a manual approach to coding the Ministry of Children and Family Development's (MCFD) expenditure data by Indigenous and non-Indigenous vendors.

The approach is methodologically complicated (see Appendix F), as it combines various datasets, requires the manual coding of thousands of vendors, and is at best illustrative, with data restricted to expenditures allocated to Service Delivery Areas (SDAs). **This methodology belongs to the consultant not to IFSD.** IFSD reproduced the methodology for illustrative purposes, as there was no other way to assess expenditures for Indigenous v. non-Indigenous clients using MCFD's data. While the approach is helpful given the data gap, IFSD does not consider this approach sufficient for MCFD's mandate, nor its declared commitments to Indigenous Peoples in British Columbia.

MCFD does not have the data architecture or required information to identify and trace to which groups public money is being allocated. This is a problem when declared priorities of the Ministry include engaging with Indigenous families and children, ensuring culturally appropriate services, and transparency for tangible results.

Using the expert consultant's approach, MCFD's data was analyzed. The expenditure analysis is restricted to expenditures through SDAs, as this is the only way to tag spending to vendors. In a manual sort by the expert consultant, 313 Indigenous-focused vendors, including Delegated Aboriginal Agencies (DAAs) were identified. All other vendors (over 6,000) were considered non-Indigenous focused vendors. Expenditures allocated to Indigenous-focused vendors represent less than one-third of the expenditures in this assessment (Figure A and Figure B).

Figure A

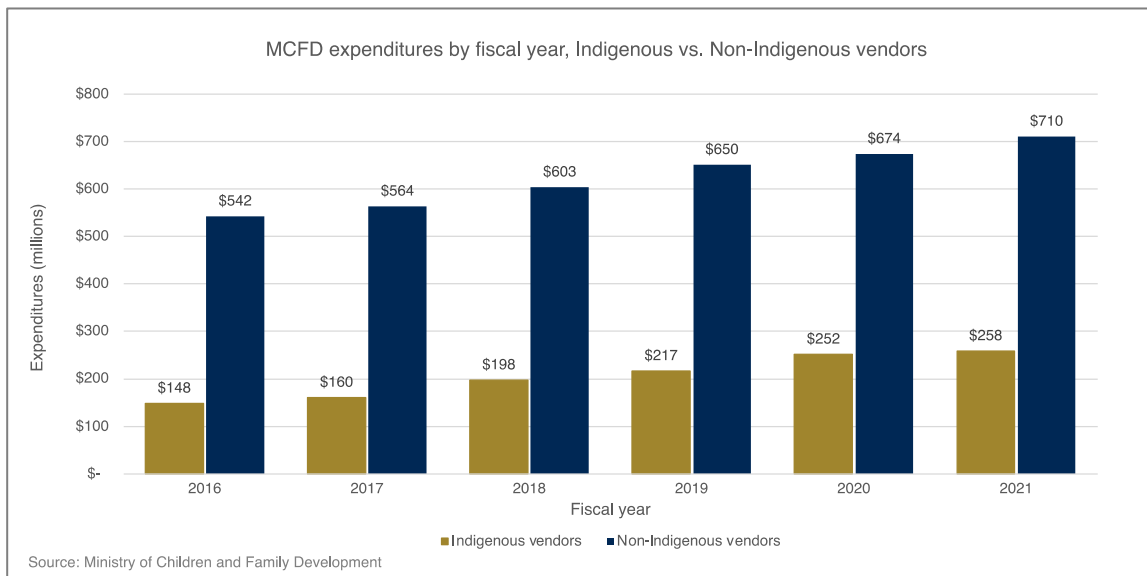
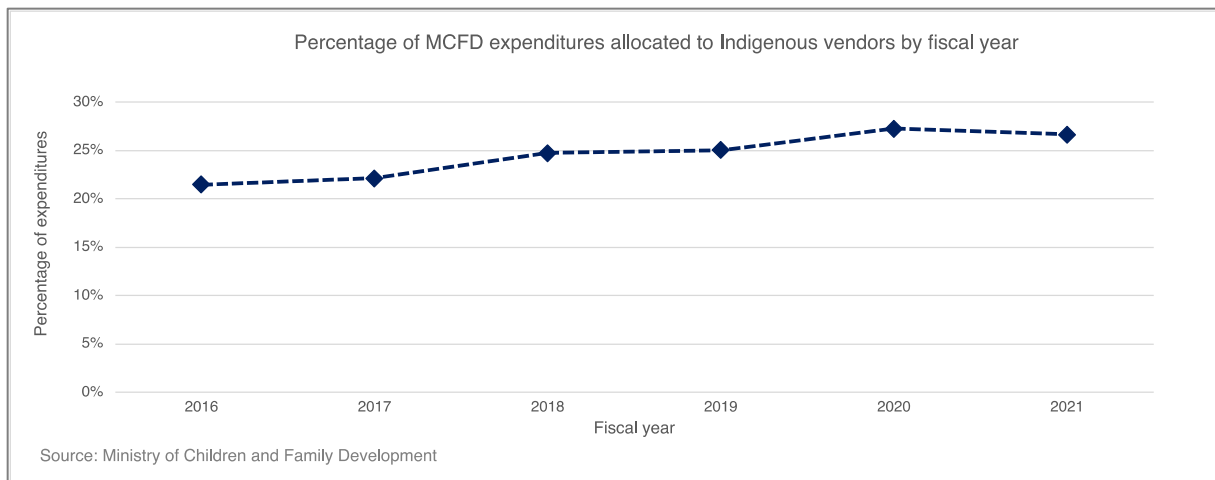
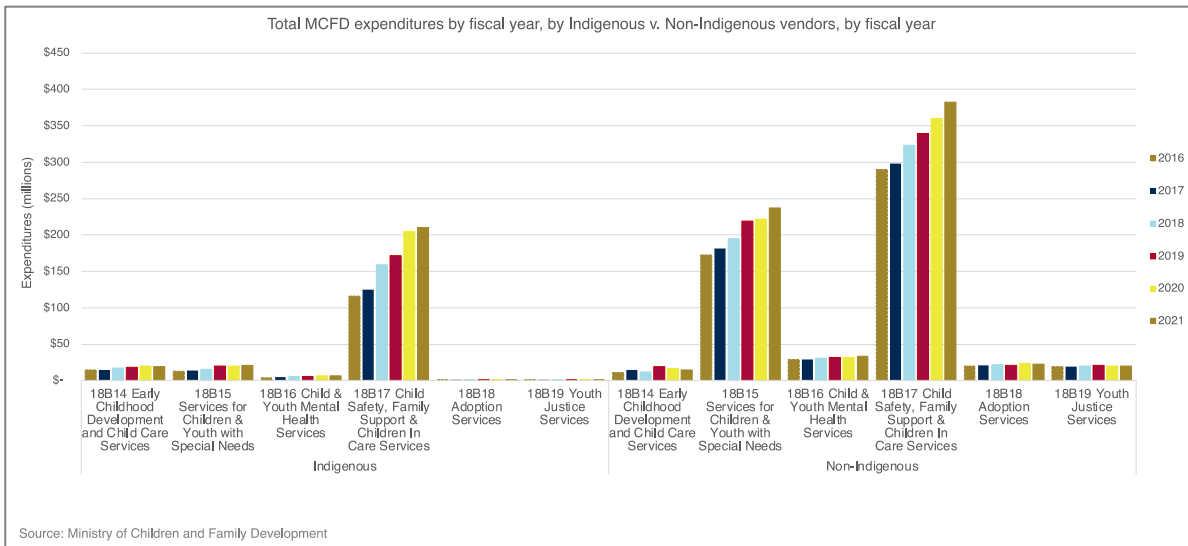


Figure B



The majority of MCFD’s Indigenous-focused vendor expenditures are allocated to Child Safety, Family Support and Children in Care Services, as they are for non-Indigenous vendors (Figure C).

Figure C



Focusing exclusively on Child Safety, Family Support and Children in Care Services, Indigenous vendors’ proportion of expenditures in this area increase across fiscal years (Figure D). Within the subset of Indigenous vendors in this expenditure area, DAAs’ allocations represent over 65% of expenditures every fiscal year (Figure E).

Figure D

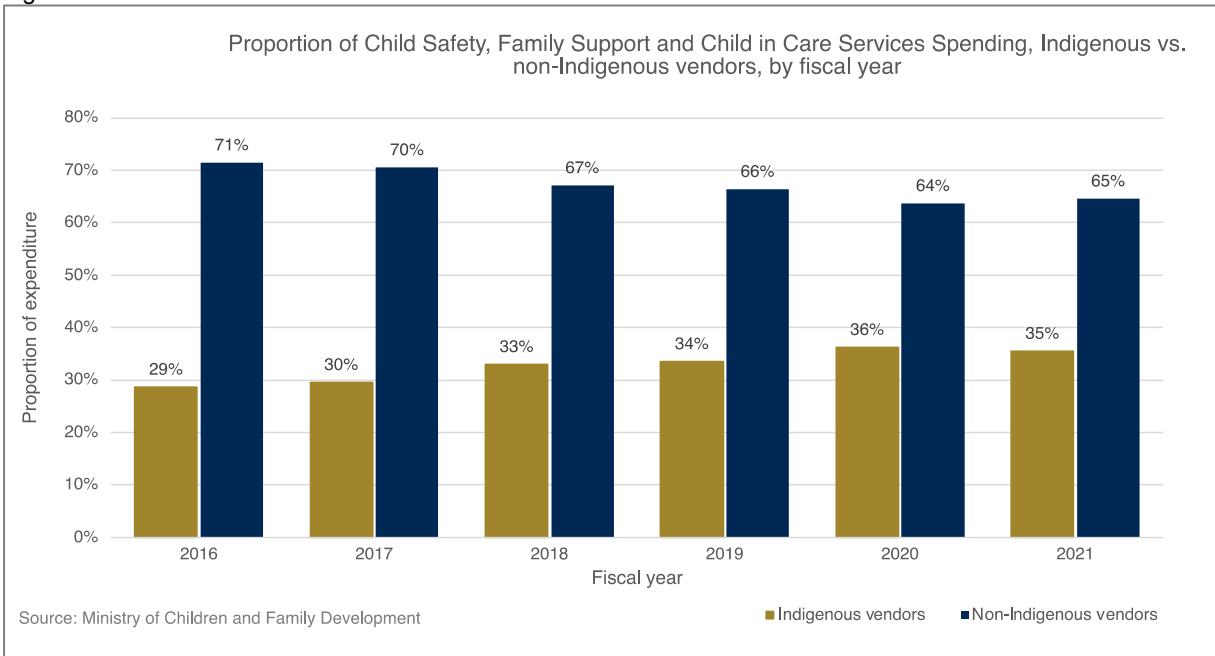
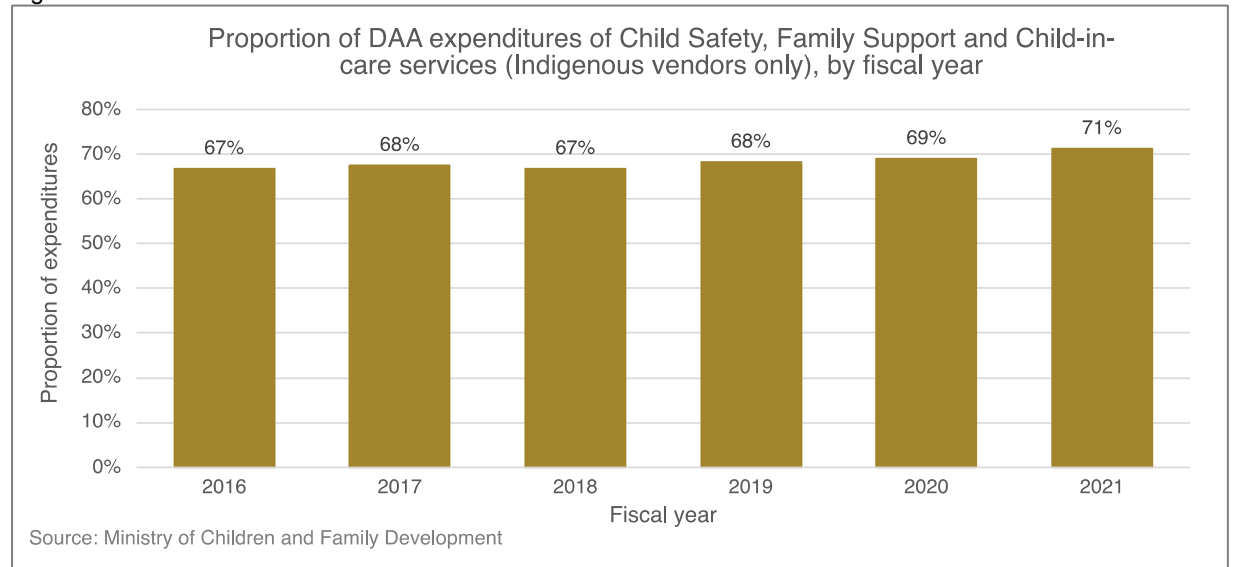


Figure E



The segmentation of the expenditure data by Indigenous and non-Indigenous vendors indicates that most of MCFD's identity-focused allocations are in Child Safety, Family Support and Child-in-Care Services. Within the Child Safety, Family Support and Child-in-Care Services activity area, nearly two-thirds of expenditures every fiscal year are allocated to DAAs. While Indigenous children are overrepresented in care in BC, they are not necessarily served by Indigenous-focused vendors. MCFD's data suggests that 66% of children in care are Indigenous, but only 32% enter the system through a DAA (see Figure 4 and Figure 5). With the segmentation of expenditure data by Indigenous v. non-Indigenous vendors, it is clear that an important number of Indigenous children in care in BC are not being served by Indigenous vendors (whether or not they choose this service approach).

This vendor focused expenditure analysis raises questions for future consideration, including:

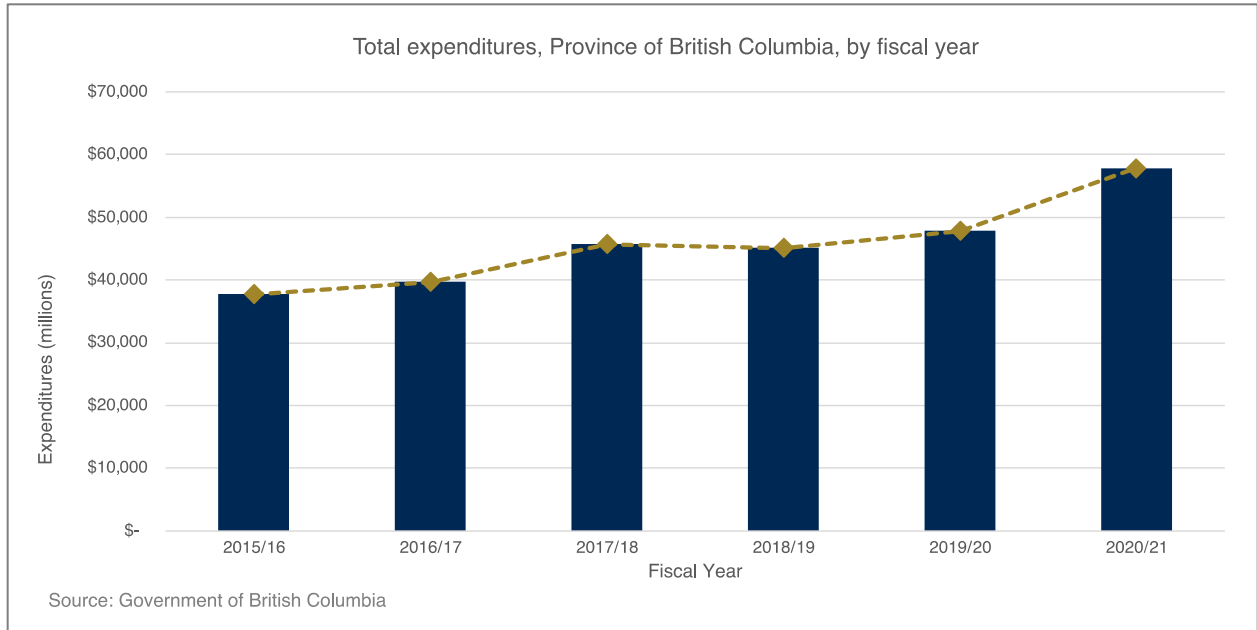
- 1) Does MCFD recognize the differentiated needs of Indigenous communities?
- 2) Do Indigenous children in care have the option to be served in a culturally appropriate way, should they choose?
- 3) Does MCFD consider culturally appropriate services in activity areas beyond those reviewed above?
- 4) What are the results of MCFD's current approach?
- 5) Have Indigenous clients been consulted on this approach? Do they consider it adequate to meet their needs?

The data presented below captures MCFD's expenditures from fiscal years 2015-16 to 2020-21. Total spending³¹ in BC has trended upward since 2015-16, with an average of

³¹ The expenditure overview of the Province of British Columbia is from the [Consolidated Revenue Fund Extracts](#) (additional information with details on the Consolidated Revenue Fund). This data source allows

\$45B in expenditures per fiscal year. In 2020-21, expenditures reached a peak of \$58B (Figure 29).

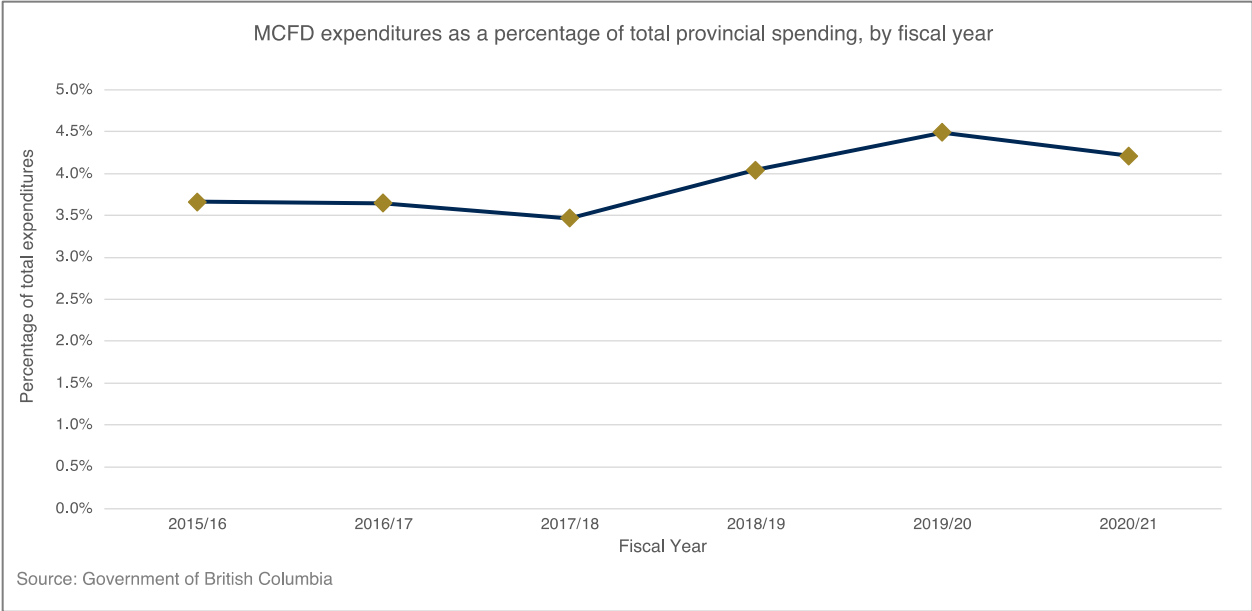
Figure 29



On average, MCFD's annual expenditures represent approximately 4% of the province's overall expenditures (Figure 30).

Figure 30

for a ministerial expenditure view by fiscal year. By contrast, the Public Accounts provide an aggregate perspective.



Consistent with provincial expenditure trends, MCFD’s total spending has increased since fiscal year 2015-16 (Figure 31). Across fiscal years, approximately 80% of MCFD’s expenditures are transfers to other entities, e.g., for service delivery, by statute or regulation, etc. (Figure 32).

Figure 31

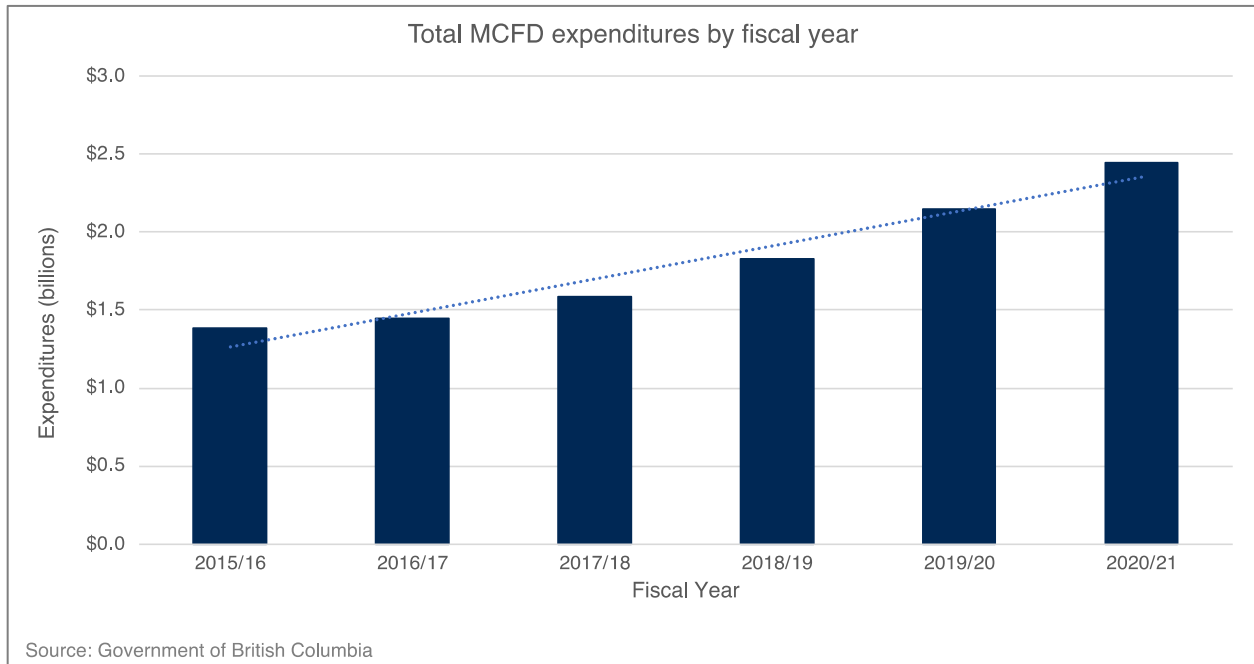
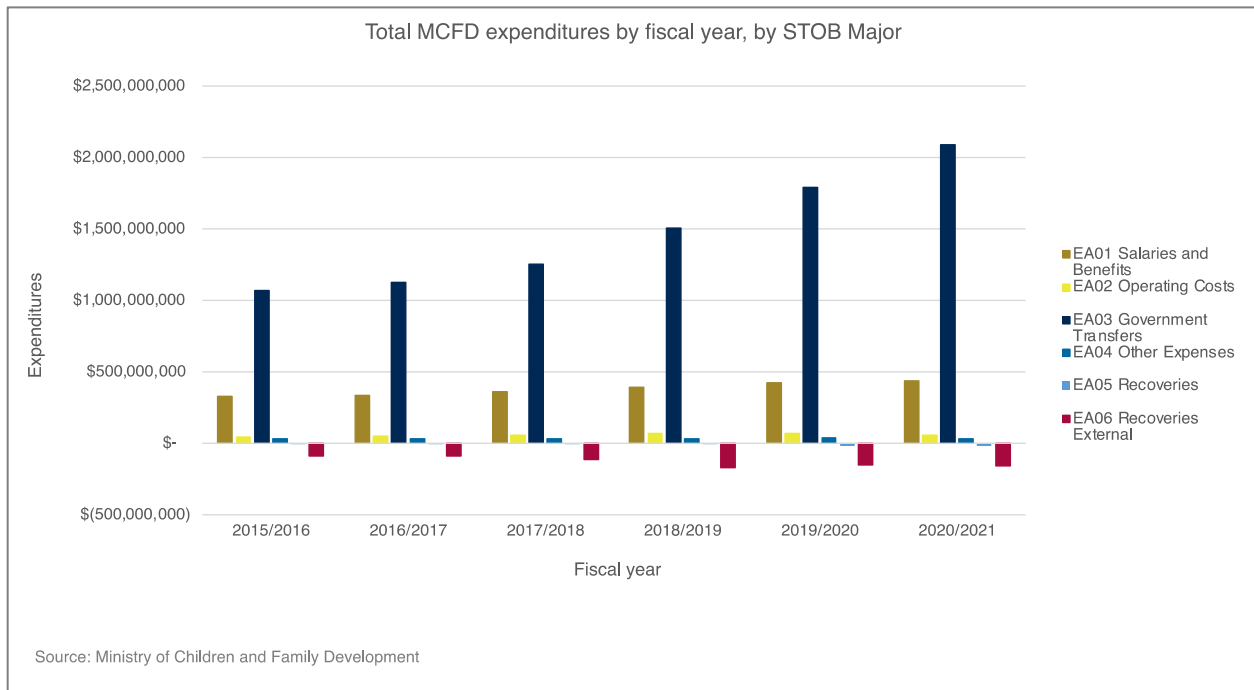


Figure 32



Most of MCFD’s spending is allocated to early childhood development and childcare services, and child safety, family support and children in care services (Figure 33). The

percentage change between the two programs varies substantially, with both expenditures trending downwards, after significant growth in early childhood development and childcare services spending in 2018-19 (Figure 34).

Figure 33

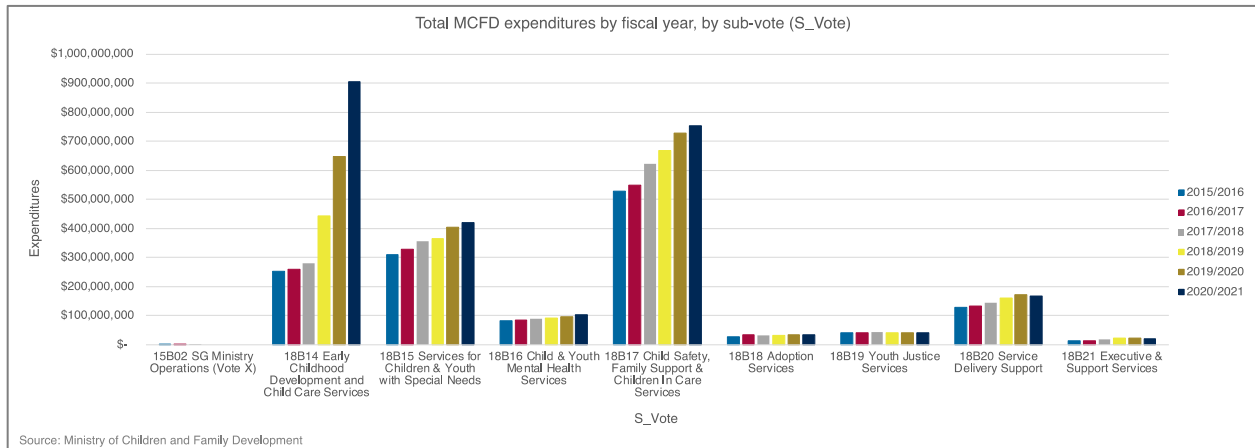
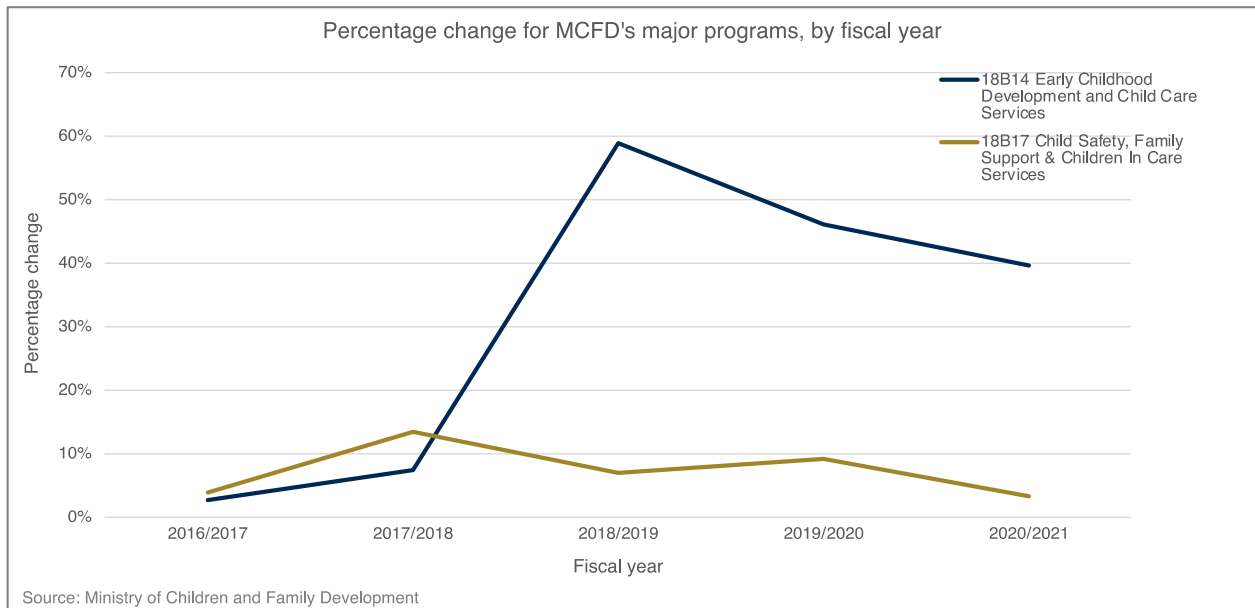


Figure 34



With the detailed sub-sub-program data in MCFD's expenditure data, IFSD developed clusters of program activities (captured in MCFD's SSS_Vote category). Using line items in the SSS_Vote category, program clusters associated to CFS were defined. See Appendix G for the list of SSS_Vote categories associated to: CFS, protection, prevention, post-majority care, kinship care, in-care, and child and family well-being.

Table 6

IFSD program cluster	Definition
Child and family services (CFS)	Supports and services for children and families in contact with the protection system, including protection and prevention.
Protection	Supports and services for children in care. Sub-categories: Post-majority care: Supports and services for children ageing out of care. Kinship care: Supports and services for children with familial/community care arrangements, including adoption. In-care: Supports and services for children in the protection system.
Prevention	Supports and services to keep children out of the protection system.
Child and family well-being	Supports and services that promote wellness, as well as additional specialized supports as required.

IFSD’s program categories are intended to capture expenditures on an activity basis consistent with the delivery of CFS. CFS includes all protection and prevention expenditures as defined in Table 6. Since 2015-16, CFS expenditures have increased at variable rates up to 2020-21 (Figure 35 and Figure 36).

Figure 35

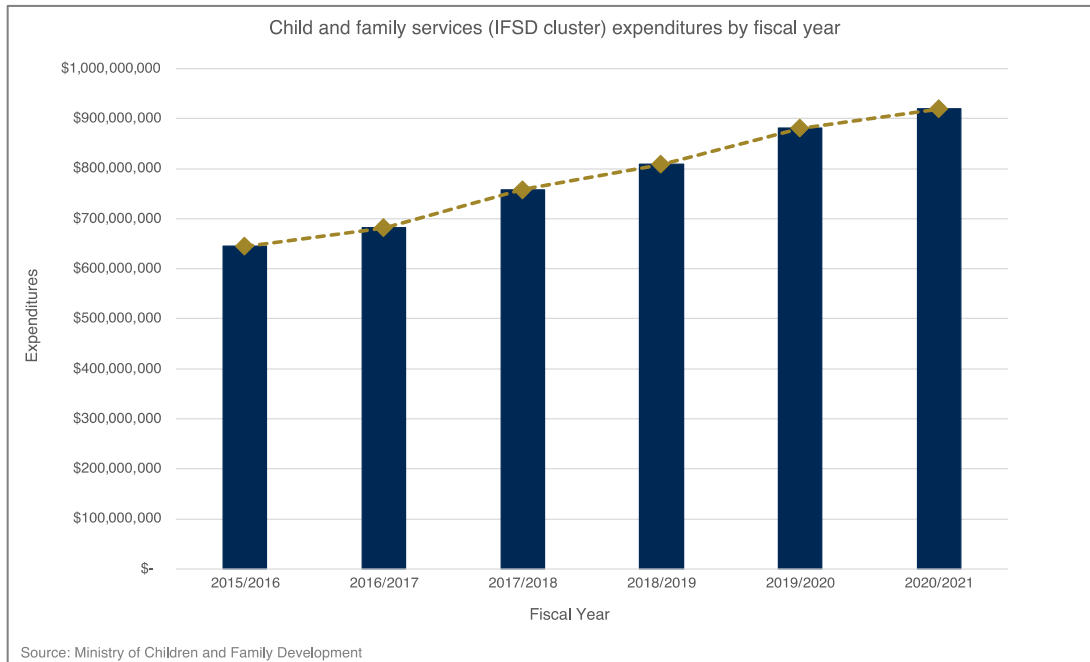
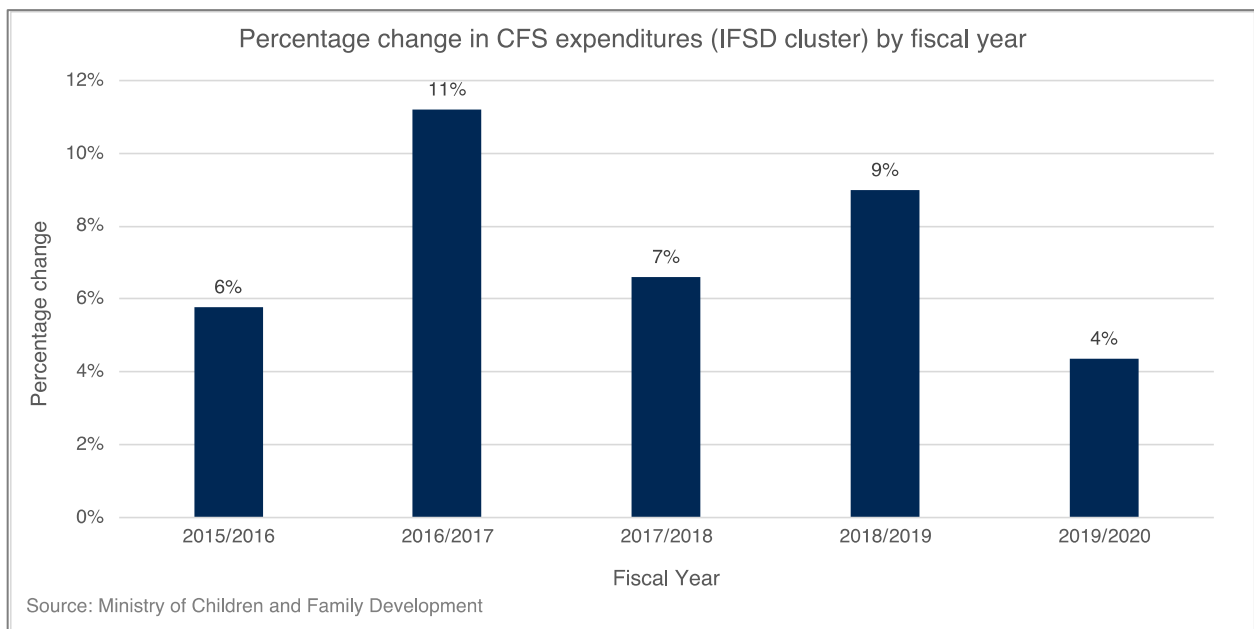
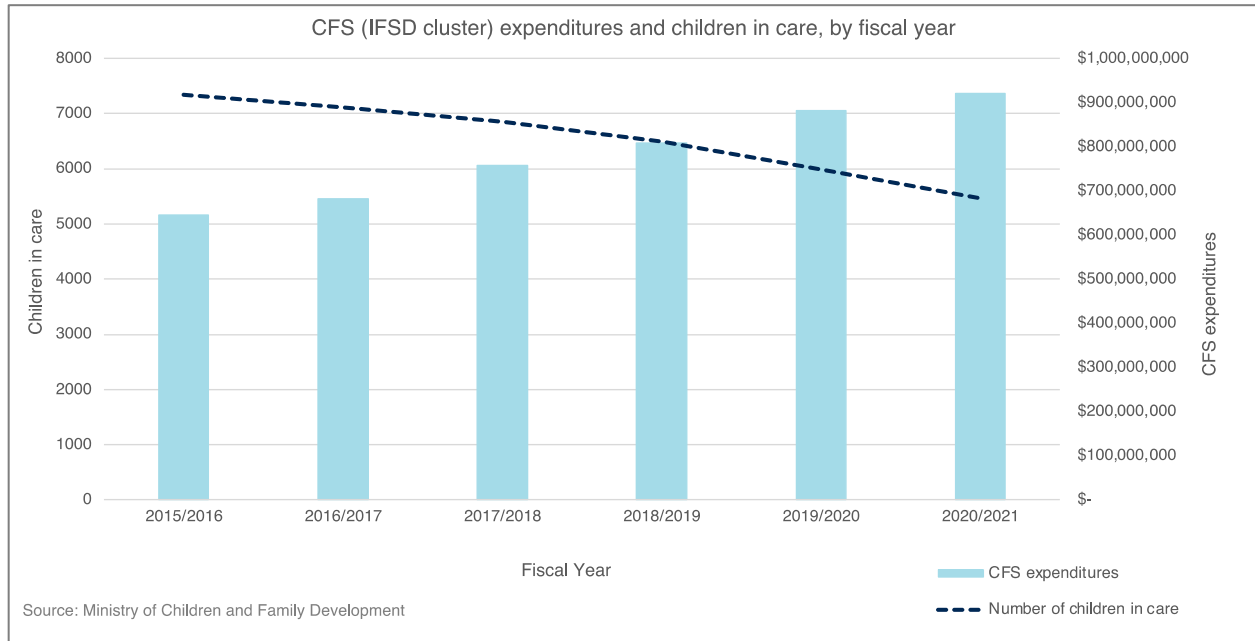


Figure 36



CFS expenditures are increasing as the number of children in care is decreasing (Figure 37). Explaining this trend requires further data from MCFD, as the existing data (discussed further below), does not explain the inverse trend. Potential increases may come from operating costs, e.g., wage increases, residential care.

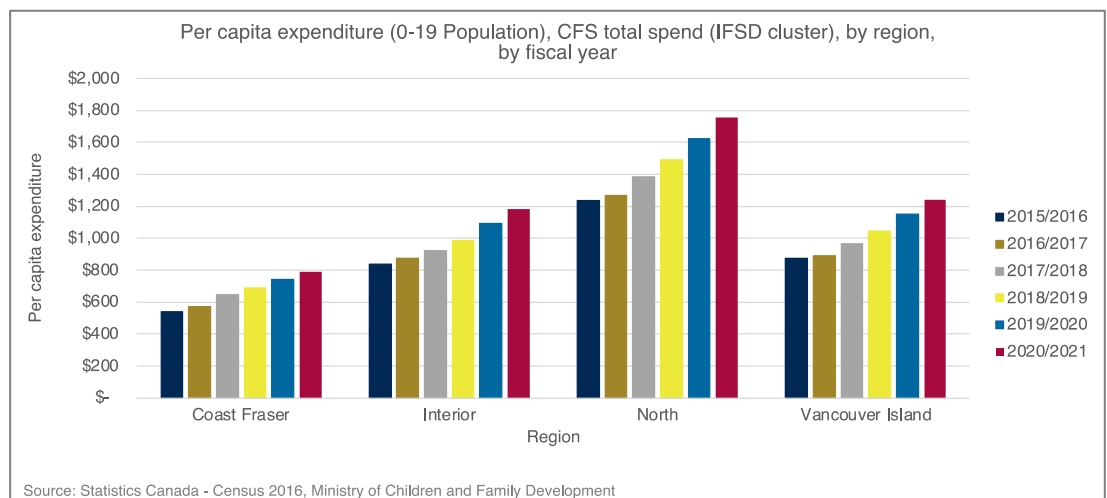
Figure 37



MCFD has 13 SDAs across the province. The SDAs align to four regions: Coast Fraser, Interior, North, and Vancouver Island. In an attempt to understand variability in regional expenditures in CFS, Census 2016 population data (0-19 age group) for the regions were used to estimate per capita expenditures. Across fiscal years, the North consistently has the highest per capita CFS expenditures (for the 0-19 population), likely attributable to the increased costs of service delivery (Figure 38).

Figure 38

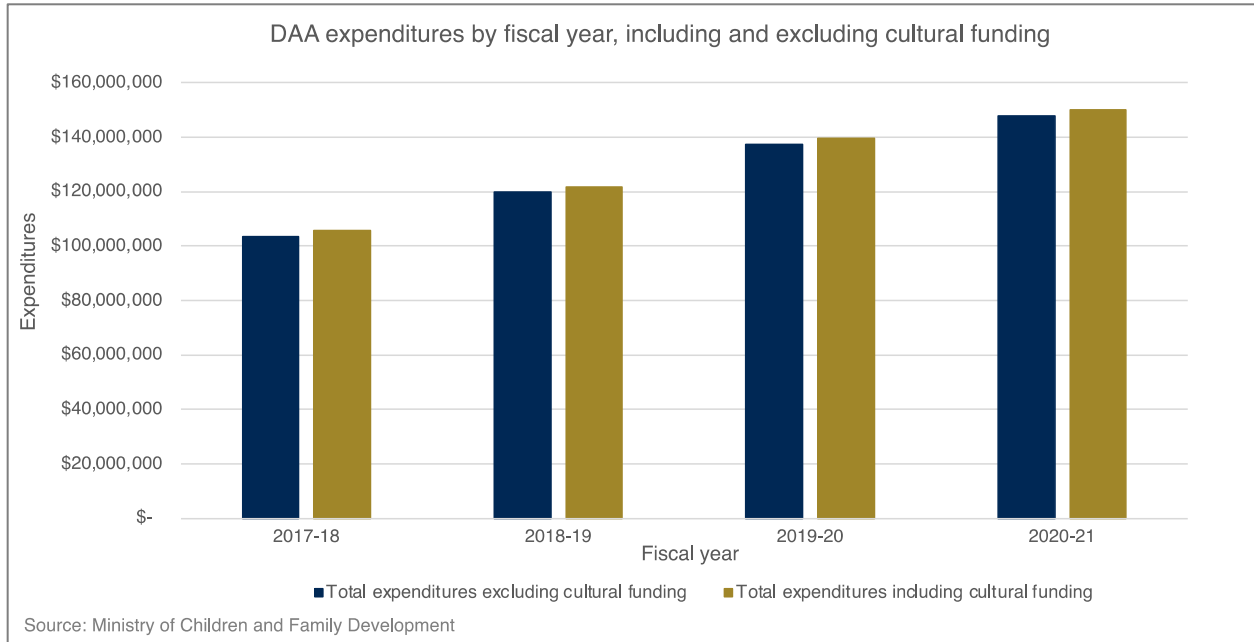
Region	MCFD SDAs
Interior	Kootenay
	Okanagan
	Thompson Cariboo Sushwap
Coast Fraser	East Fraser
	South Fraser
	North Fraser
	Vancouver/Richmond
Vancouver Island	Coast North Shore
	North Vancouver Island
North	South Vancouver Island
	Northeast
	North Central
	Northwest



Consistent with the broader trend in CFS, total expenditures for DAAs have increased and continue to trend upward (Figure 39).³² On average, total expenditures for all DAAs are roughly \$130M per fiscal year, with approximately \$2M per year in cultural funding.

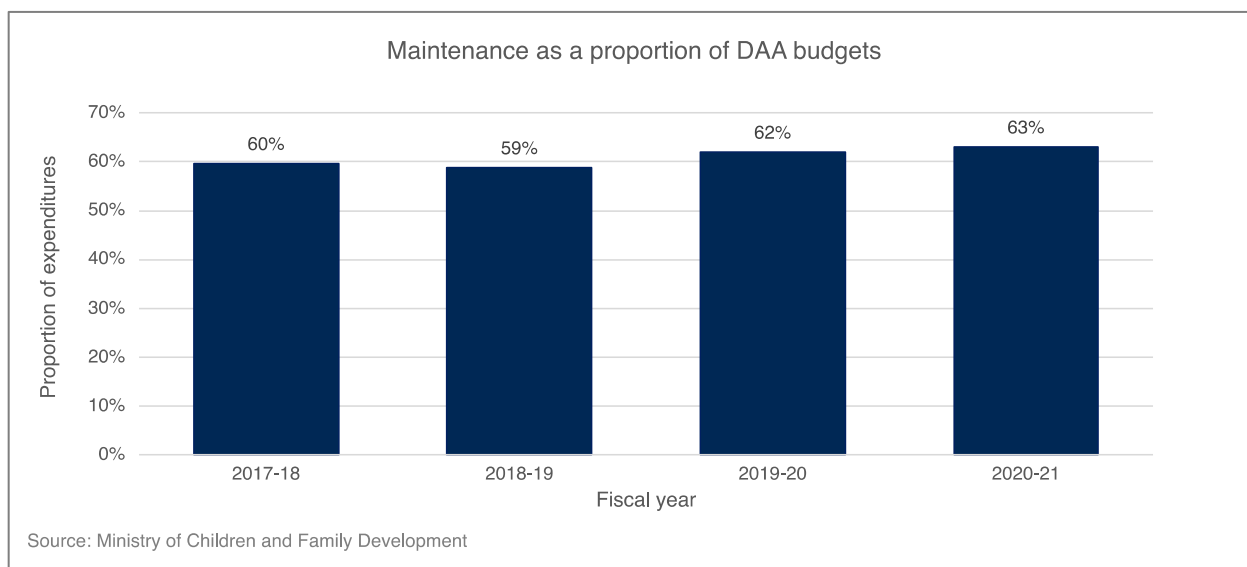
Since 2017-18, on average, 60% of DAAs' budgets are allocated to maintenance which includes children in care, alternatives to care, and related staffing expenditures (Figure 40).

Figure 39



³² MCFD provided data on DAA-specific expenditures on a chart of accounts basis, with categories such as maintenance and operations for 25 DAAs. For consistency with the bottom-up data collected, one DAA was removed from the MCFD dataset (the same DAA that was excluded from the dataset given its governance structure). Removing the DAA did not have any impact on the results of the analysis.

Figure 40



As vendors serving Indigenous populations, DAAs allocations provide some perspective on Indigenous-focused expenditures, although the portrait is incomplete. There are other organizations, e.g., Aboriginal Friendship Centres, that should be included in broader Indigenous CFS-spending analysis. MCFD captures data by vendor, but does not code the vendor by the principal population served (Indigenous v. non-Indigenous), making subsequent analysis by Indigenous identity impractical.

MCFD’s expenditures sorted into IFSD’s protection and prevention categories increase by fiscal year. Protection expenditures, however, are nearly double prevention expenditures (Figure 41), and increase at a rate greater or equal to the rate of prevention expenditure increases (Figure 42). It is unclear if this trend is the result of increased costs to deliver protection services, or if funding is unaligned to the Ministry’s goal of focusing on prevention. Statements by the Minister of MCFD have emphasized transformation, investment, and the importance of culturally informed approaches to CFS, from protective services to daycare spaces.³³ Relative to delegated services, prevention remains funded at a lower rate. In discussions with urban Indigenous-focused service providers (discussed later in this report), concerns were raised about the province’s inaction at political and bureaucratic levels to address differences

³³ Anna McKenzie, “‘Trust MCFD’, says BC’s new children’s minister to Indigenous youth in care,” *Toronto Star*, January 5, 2021, <https://www.thestar.com/news/canada/2021/01/05/trust-mcfd-says-bcs-new-childrens-minister-to-indigenous-youth-in-care.html>; Ministry of Children and Family Development, “Métis families in Kamloops to benefit from more culturally relevant child care spaces,” May 27, 2021, accessed November 17, 2021, <https://news.gov.bc.ca/stories/metis-families-in-kamloops-to-benefit-from-more-culturally-relevant-child-care-spaces>; Ministry of Children and Family Development, “Minister’s statement on representative for children and youth’s report,” June 10, 2021, accessed November 17, 2021, <https://news.gov.bc.ca/releases/2021CFD0057-001130>; Ministry of Children and Family Development, “Improving outcomes for First Nations children in care,” June 4, 2020, accessed November 17, 2021, <https://news.gov.bc.ca/releases/2020EDUC0031-001014>.

between what government says versus what government *does* when it comes to funding prevention.

Figure 41

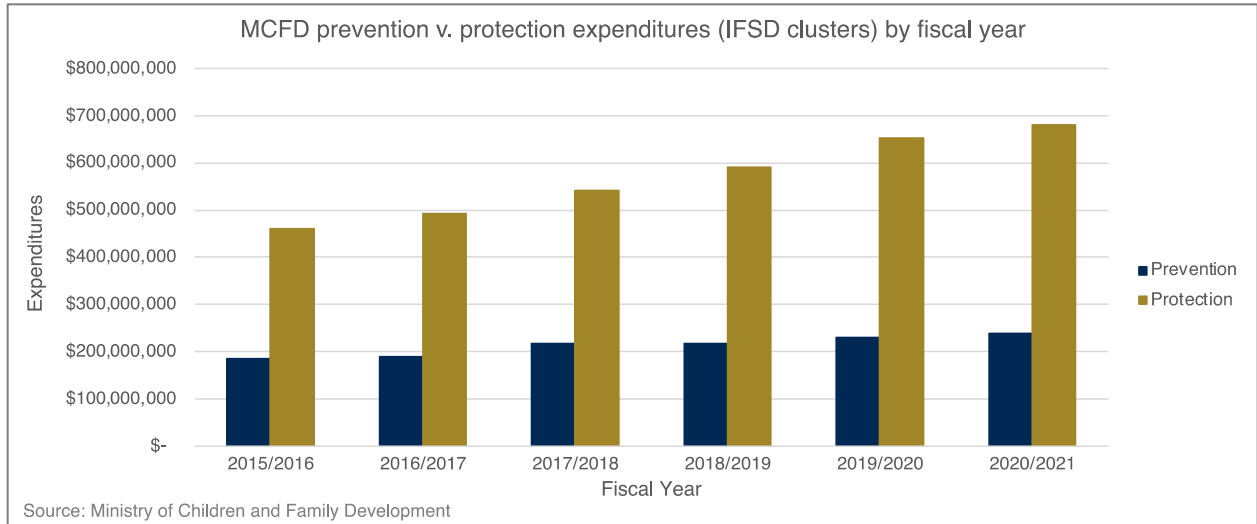
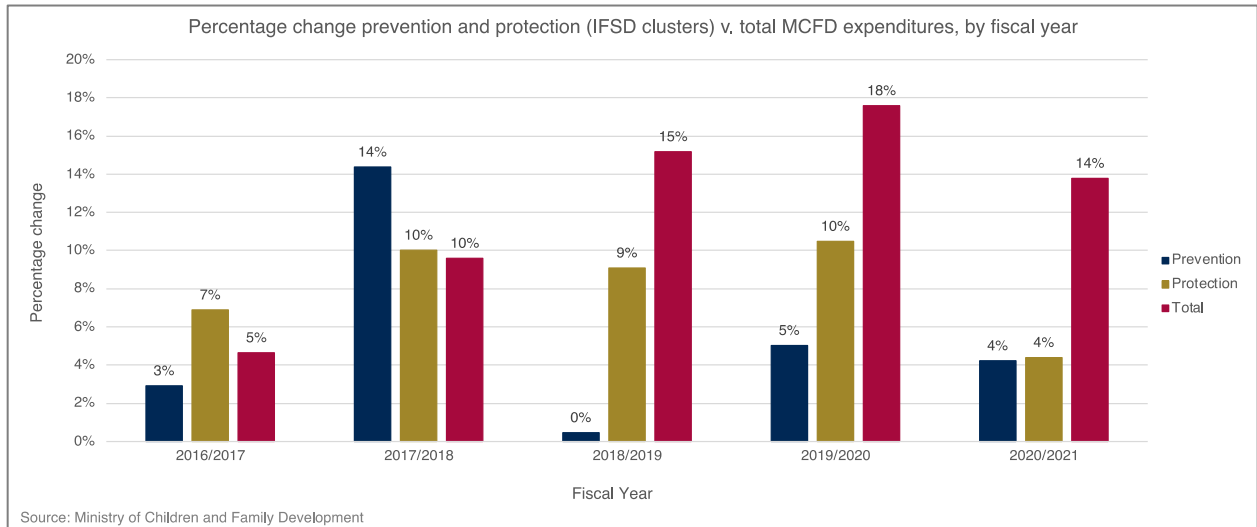


Figure 42



Sub-categories within the protection cluster, including, in-care, kinship care, and post-majority supports all exhibit increasing expenditure trends (Figure 43 and Figure 44).

Figure 43

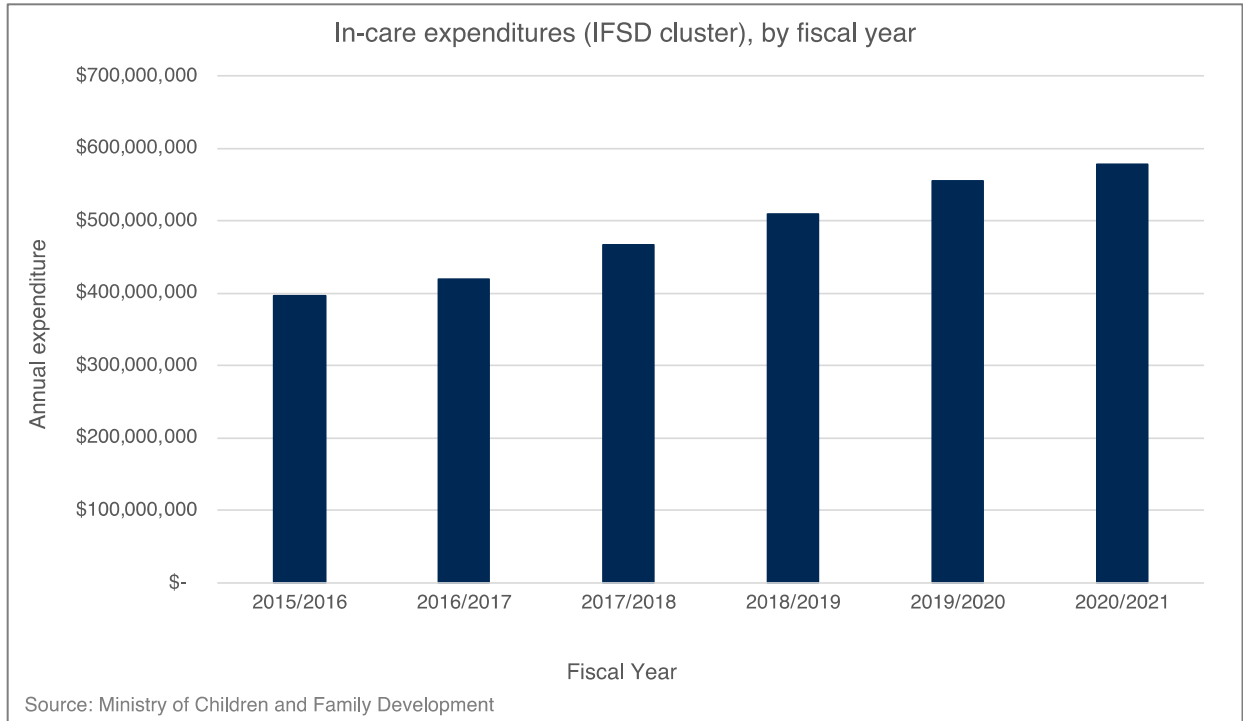
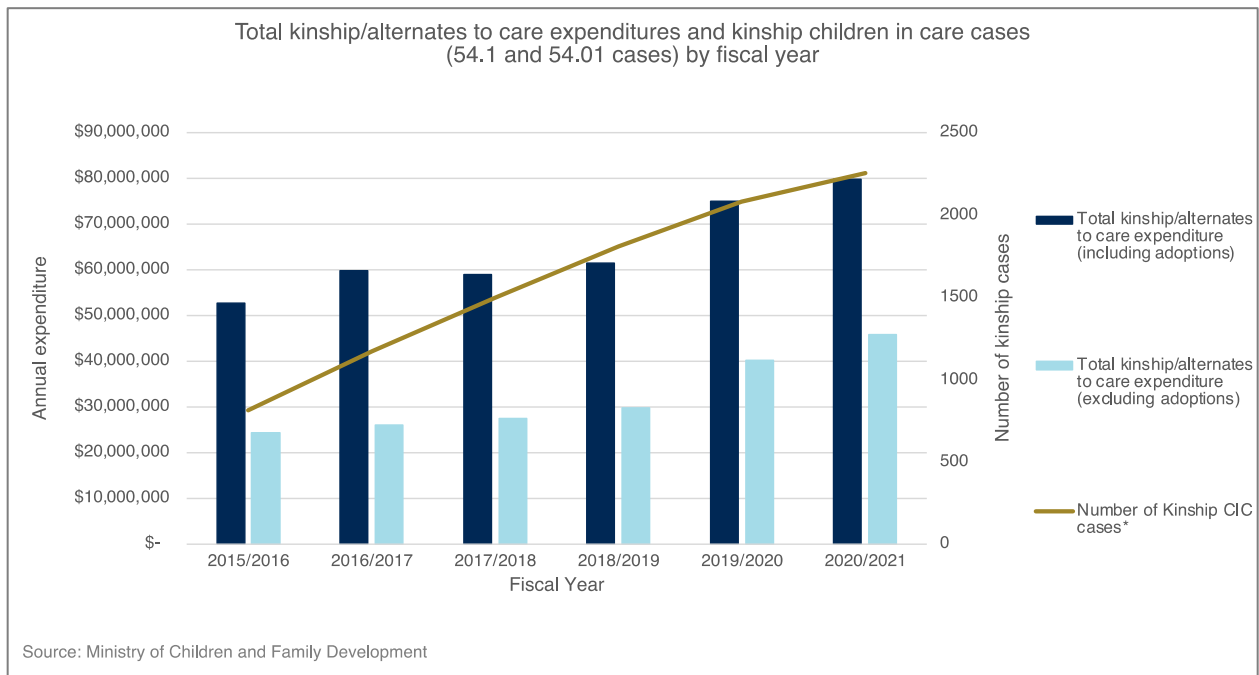
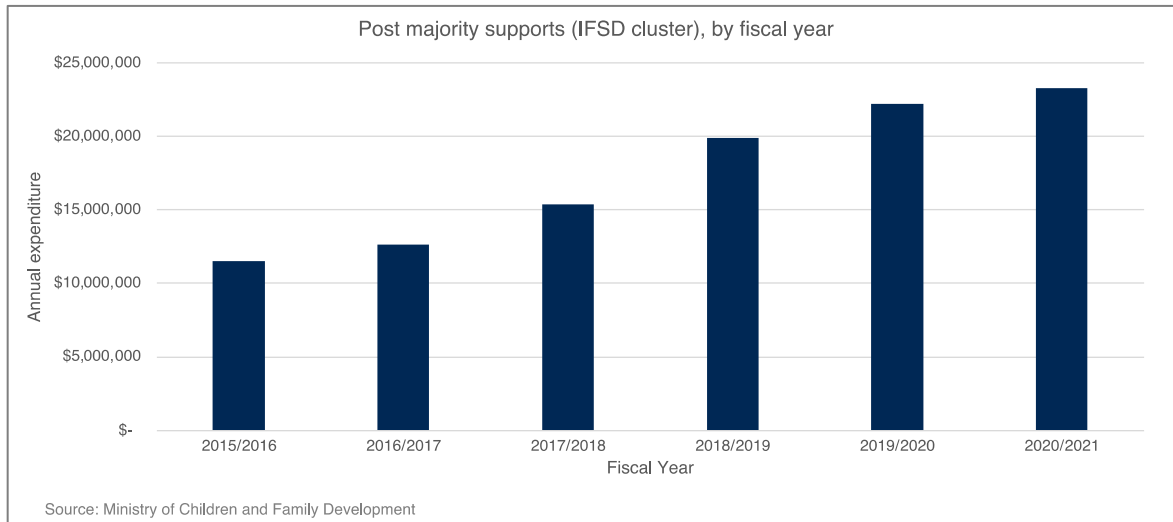


Figure 44



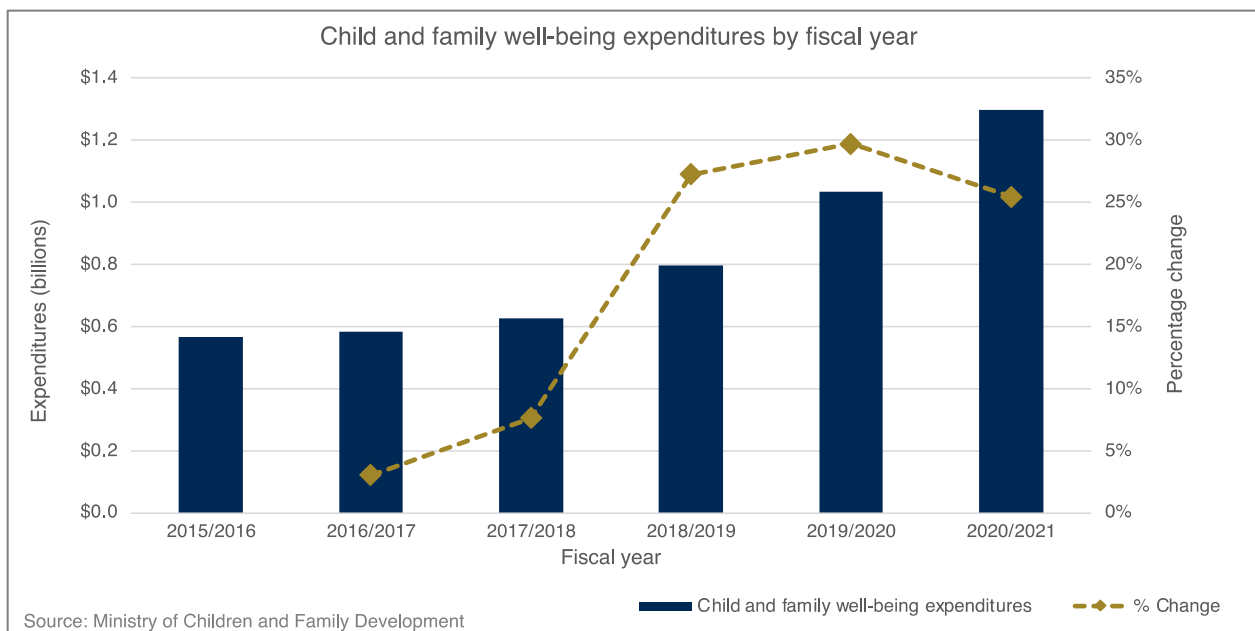
On average, post-majority supports represent approximately 2% of total CFS expenditures per fiscal year (Figure 45). These supports were highlighted as a gap with some of the service providers that participated as case studies.

Figure 45



The child and family well-being program cluster expenditures trend upwards across fiscal years (Figure 46). There were important spending increases in the cluster between fiscal years 2017-18 and 2020-21.

Figure 46



The descriptive analysis of MCFD's expenditures suggests a lack of alignment between a declared focus on prevention and expenditure patterns. While expenditures may take time to catch-up to political priorities, challenges in MCFD's allocation practices have been consistently documented over the last two decades. MCFD's expenditure management system structure makes it impossible to assess allocative efficiency and value for money, let alone how allocations are impacting the delivery of CFS in Indigenous and non-Indigenous communities in BC.

Correlations

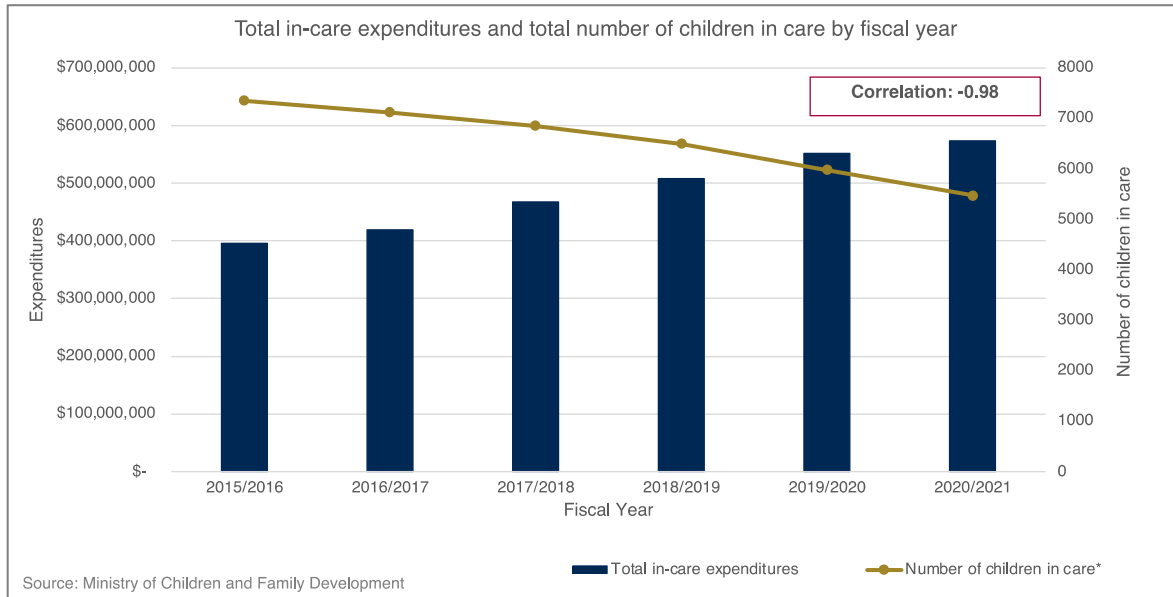
A variety of correlations were run between program clusters and children in care data. A correlation defines a relationship between two variables. The closer the value of the correlation is to '1', the greater the strength of the relationship between variables. The stronger the relationship, the more reliably it can be used to predict or model costs, estimates, etc. associated to the variables.

MCFD does not publicly report all caseload data in a single public-facing space. Various caseload data sets would have to be combined to obtain MCFD's actual number of cases, that would include children in care, kinship care, adoption, etc. In this section, correlations are run only with children in care case data, given its availability and opportunity for alignment with expenditure information. The correlations were an attempt to understand and explain why MCFD's CFS and related expenditures were increasing as the number of children in care were decreasing. While the results of the correlations do not fully explain expenditure patterns, they raise other considerations.

Total in-care expenditures exhibit a very strong negative correlation with the total number of children in care (Figure 47).³⁴ The strong inverse relationship is reflected in the increase in in-care expenditures despite the number of declining children in care.

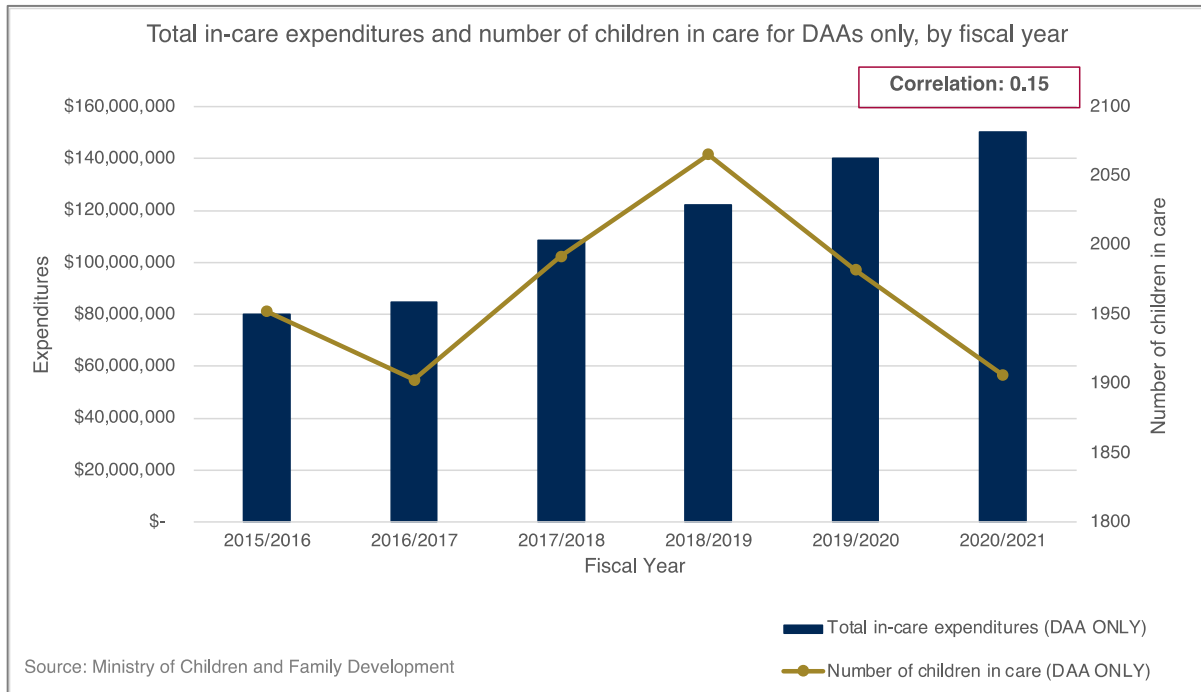
³⁴ Annual numbers of children in care were calculated as an average the monthly rate of children in care by fiscal year, as reported by MCFD.

Figure 47



To test if there are differences in relationships between expenditures for all children in care and those of Indigenous children in care served by DAAs, a correlation was run between total in-care expenditures for DAAs only, with children in care associated to DAAs only (Figure 48). The result was a weak positive correlation of 0.15. This suggests that there is virtually no relationship between the number of children in care in DAAs and their delegated allocations from MCFD.

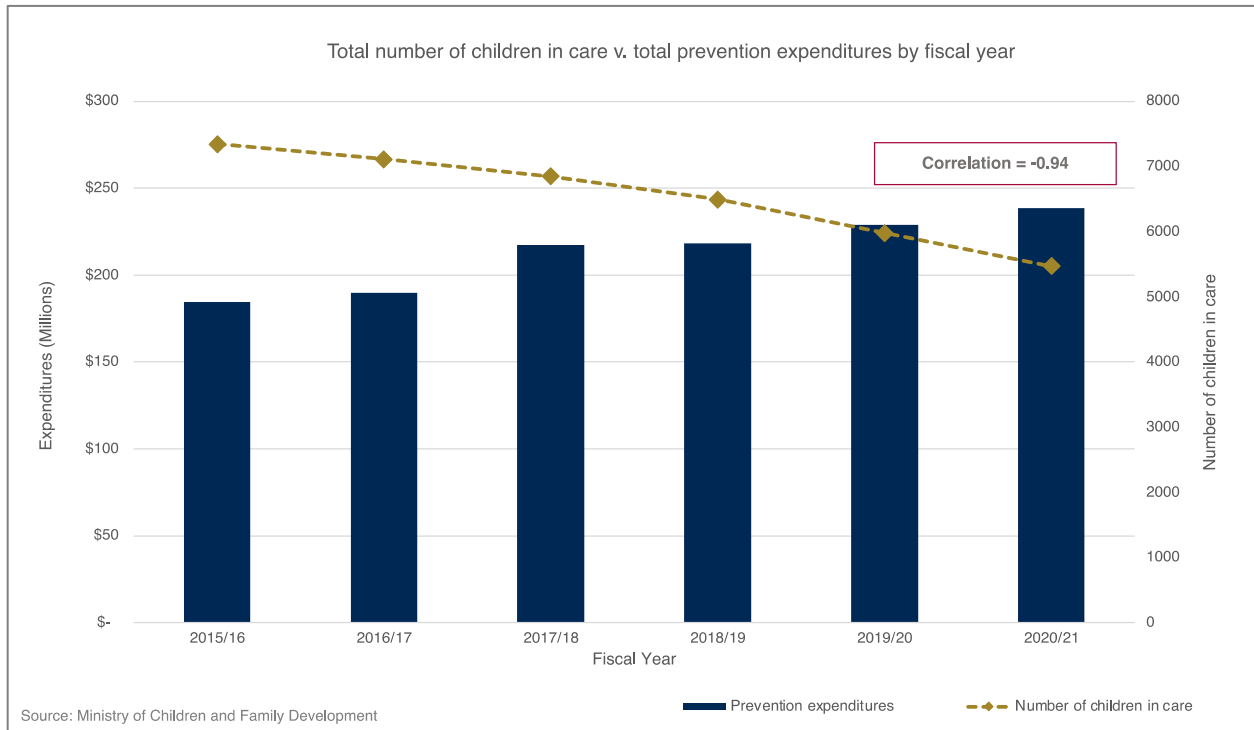
Figure 48



The prevention cluster of programs also exhibits a very strong negative correlation of -0.94 between associated expenditures and the number of children in care (Figure 49). The strong inverse relationship between the variables suggests that as prevention expenditures continue to increase, the number of children in care is expected to decrease. This finding is consistent with literature on the benefits of early intervention and prevention services that reduce the contact of children and families with protective services.³⁵

³⁵ See for instance, Institute of Fiscal Studies and Democracy (IFSD), *Funding First Nations child and family services (FNCFS): A performance budget approach to well-being* (Ottawa: IFSD, 2020); United States Children's Bureau, *Child Maltreatment Prevention: Past, Present, and Future* (Issue Brief July 2017), accessed on November 17, 2021, https://www.childwelfare.gov/pubpdfs/cm_prevention.pdf.

Figure 49



The very strong negative correlation between children in care and in-care expenditures, indicates that these expenditures continue to increase as the number of children in care declines. The very strong negative correlation between prevention expenditures and children in care makes intuitive sense, as it would be expected that expenditures to prevent children from entering the protection system would help to decrease the number of children in care. That DAA’s delegated expenditures have a weak positive correlation with the number of DAA-associated children in care, suggests that something other than entries into care could be driving expenditure allocations to these vendors.

MCFD’s expenditure system is designed to capture inputs across a series of predefined variables, e.g., SDA, vote type/program activity. These variables, however, do not include populations served (e.g., Indigenous v. non-Indigenous) or performance indicators. The challenges stemming from the expenditure management system are evident, as the Ministry’s available data cannot appear to explain cost relationships. Supplementary data requests have been submitted to MCFD through RCY’s official process to determine if additional information is available to explain these tendencies.

As discussed above, MCFD’s expenditure management system provides detailed information on spending, but without contextualizing the information in relation to the client group served by vendors or results.

MCFD's performance reporting

Annually, MCFD prepares a Service Plan³⁶ to identify its goals and activities for the fiscal year ahead. These plans identify useful indicators that can help citizens determine how MCFD will measure its progress. There are, however, no connections between these plans and the Ministry's expenditures. This makes it challenging to understand how MCFD aligns its goals to its expenditures. Linking data on desired outcomes and expenditures can be useful to isolate challenges or areas where investments may be required. Furthermore, linking spending to results is a critical component of a well-functioning expenditure management system. Being able to trace a government priority to expenditures to results means better data for citizens and decision-makers.

Service Plan Reports are produced annually to complement or respond to the targets defined in the Service Plan. The Reports present MCFD's results in achieving their intended goals across a series of indicators associated to their six service lines (it should be noted that not all objectives have associated measurement indicators). There are several indicators associated to Child Protection that capture results from the number of Indigenous and non-Indigenous children and youth in care, to fatalities in care, the rate of family reunifications, as well as indicators on child well-being in care, such as education. MCFD has done well in capturing increasing amounts of data on how children in care are faring. There has been increasing information available on indicators such as education, that help to capture well-being beyond indicators of child safety in various places on MCFD's website and reports.

Table 7

Source	Description	Approx. number of indicators
Reporting Portal	A web page that provides recent data on a variety of indicators, e.g., family preservation rates, rate of children and youth in care, etc. This data tends to be visualized in a user-friendly format.	30
Performance Indicator Reference Guide	A glossary of indicators that provides explanations of why and how they can be used. No data is reported.	30 (20 of which are specifically related to Child Protection)
Annual Service Plan Reports	A report prepared by MCFD (to report on elements defined in the Annual Service Plan). Data on select indicators is included, with comparisons between past fiscal years and targets.	Mostly 6, with some as high as 11. ³⁷

The MCFD website portal and annual reports contain similar but not the same performance indicators. There are three different sources for indicators and data

³⁶ Ministry of Children and Family Development, "Ministry of Children and Family Development Service Plan," accessed November 17, 2021, <https://www2.gov.bc.ca/gov/content/governments/organizational-structure/ministries-organizations/ministries/children-and-family-development/service-plan>.

³⁷ Ministry of Children and Family Development, [2016/17 Annual Service Plan Report](#); [2020/21 Annual Service Plan Report](#); [2019/20 Annual Service Plan Report](#); [2014/15 Annual Service Plan Report](#); [2013/14 Annual Service Plan Report](#); [2012/13 Annual Service Plan Report](#) (Victoria, British Columbia, 2017-2021).

indicators: the 2020 Performance Indicator Reference Guide;³⁸ the Reporting Portal;³⁹ and the Annual Reports (Table 7).⁴⁰ The 2020 Performance Indicator Reference Guide is a document that only contains longer descriptions of the different performance indicators. The Reporting Portal is a web page that provides data visualizations for different indicators. The Annual Reports are documents that show previous data values and target values for certain performance indicators. See Appendix H for a table reproducing the 2019-20 Annual Report’s Goals, Objectives, Performance Measures, and reported data. While most objectives have performance measures, Indigenous-specific reporting on indicators, such as Youth under Continuing Custody Orders, and children and youth in-care with no moves in the last 12 months since entering care, are only available through the Reporting Portal and not the Annual Service Plan Reports.

Despite its active reporting across various indicators and platforms, MCFD’s expenditure management practice is inconsistent with accepted best practices in PFM. Public finance expert, Allen Schick, a former Professor at the University of Maryland and fellow of the Brookings Institution, developed a three-part framework to capture how a government should define and manage its expenditure management system⁴¹ (the framework is summarized in Table 8 below). The approach is premised on the intersection of political accountability, priorities, and sound fiscal management.

Table 8

Aggregate Fiscal Discipline	<i>Overall ability to balance money in and money out</i>
	<ul style="list-style-type: none"> ▪ Spending decisions should be made within clear planning frameworks and should be sustainable beyond the medium-term.
Allocative Efficiency	<i>Aligning money to priorities</i>
	<ul style="list-style-type: none"> ▪ Expenditures should align to a government’s priorities. The expenditure system should reprioritize spending based on priorities.
Operational Efficiency	<i>Performance; value for money</i>
	<ul style="list-style-type: none"> ▪ Goods and services should be produced efficiently and with value, competitive with market prices (where reasonable).

While aggregate fiscal discipline is critical, it is not considered in this report as line departments are not typically accountable for the overall management of a jurisdiction’s fiscal framework. Allocative and operational efficiency, however, are helpful tools for

³⁸ Ministry of Children and Family Development, [Performance Indicator Reference Guide](#) (Victoria, British Columbia, 2020).

³⁹ Ministry of Children and Family Development, “MCFD Reporting Portal,” accessed November 17, 2021, <https://mcfcd.gov.bc.ca/reporting/services>.

⁴⁰ Ministry of Children and Family Development, “Ministry of Children and Family Development Service Plan,” accessed November 17, 2021, <https://www2.gov.bc.ca/gov/content/governments/organizational-structure/ministries-organizations/ministries/children-and-family-development/service-plan>.

⁴¹ Allan Schick, [A Contemporary Approach to Public Expenditure Management](#) (Washington, D.C.: The World Bank Institute, 1998).

any jurisdiction and department accountable for spending public money and reporting on results. These two elements of Schick’s framework are translated into federal reporting by requiring that departments report inputs (i.e., financial and human resources), against outputs and outcomes. In principle, the linked information should enable the federal government to assess the value of its allocations and their alignment to its priorities. In practice, while reporting is clear, performance indicators tend to focus on outputs rather than outcomes.

Table 9

Financial management	Federal (ISC)	Provincial (MCFD)
Ability to demonstrate value for money		
Ability to align spending to priorities		
Reporting on outcome indicators		
Ability to link spending and outcomes		

Fully meets criteria	
Mostly meets criteria	
Partially meets criteria	
Somewhat meets criteria	
Does not meet criteria	

Table 9 compares federal and provincial practices in expenditure management. MCFD’s practices fall short on its ability to align spending to priorities and in its ability to link spending to outcomes. Similar to the federal government, MCFD reports on some outcome-oriented performance indicators. Demonstrating value for money is a challenge, especially when spending cannot be aligned to priorities or results.

MCFD’s expenditure management system does not fully meet the criteria Schick defines. While the Ministry does report on performance indicators, they are not linkable to results, nor can expenditures be aligned to vendors serving clients that are the focus of the Ministry’s priorities. These gaps limit assessments of allocative efficiency and operational efficiency, especially when comparing service provision for Indigenous and non-Indigenous children in the province.

With the gaps in its expenditure management system, MCFD’s data, however, tells only part of the story. The gaps in outcomes and recipient linkages, as well as some of the strong inverse correlations required supplementary data for explanation. Through RCY, requests for clarification and offers for meetings to review findings were made. To close gaps in understanding and to map service delivery in CFS in BC from the perspective of service providers, primary data was collected through questionnaires, interviews, and roundtable discussions.

Service provider analysis

There were over 6,600 service providers recorded as vendors by MCFD in fiscal year 2020-21. Service providers play crucial roles in delivering needed services for children, families, and communities across BC. MCFD's operating model emphasizes contracting with vendors, with approximately 85% of its expenditures transferred to other entities in fiscal year 2020-21 to deliver various programs and services. There are a range of vendors contracted by MCFD. Vendors include community-based service providers, DAAs, First Nations, and individuals that are for-profit and not-for-profit entities.

Table 10

Vendor	Description of services	Number	Client group served
Community-based service providers	For profit and not-for-profit organizations that serve communities across BC by providing a variety of social services, including child and family services (non-delegated only).	6,665 (estimate, fiscal year 2020-21)	All residents of BC not residing in First Nations.
Delegated Aboriginal Agencies (DAA)	Indigenous organizations with C3, C4 or C6, delegation from the Provincial Director to provide prevention and/or protection services to one or more Indigenous communities.	24	Indigenous Peoples, including members of First Nation and Métis, residing in and outside of First Nations.
First Nations	Band Councils or Tribal Councils that provide prevention services to persons residing in their territories.	203	First Nations

This analysis focuses on community-based service providers, DAAs, and First Nations, and the provision of child and family services (see Table 10). The bottom-up primary analysis was undertaken through questionnaires and case study discussions among service providers. The perspectives and data shared by service providers are instructive. Findings help to contextualize funding trends from the federal and provincial governments, as well as highlight the structural implications of the current funding system.

There were varying levels of participation among service provider type, namely through the questionnaires. The case studies are summaries of discussions with service providers were essential in capturing operating realities, successes, and challenges in designing and delivering child and family services in BC. For this report, three questionnaires were released (one for each provider type), eleven case studies were developed with individual service providers, and two round tables were hosted with community-based providers, including one roundtable with directors of Aboriginal Friendship Centres. This section proceeds by reviewing findings from community-based service providers, First Nations, and DAAs.

Community-based service providers

With the thousands of organizations and individuals contracted by MCFD every year, a sampling approach was required to narrow the scope consistent with the analysis undertaken in this report. As this report is focused on the provision of child and family services for Indigenous and non-Indigenous Peoples in BC, three networks of providers (Table 11) were identified in consultation with RCY as conduits to seek participation in this study.

Table 11

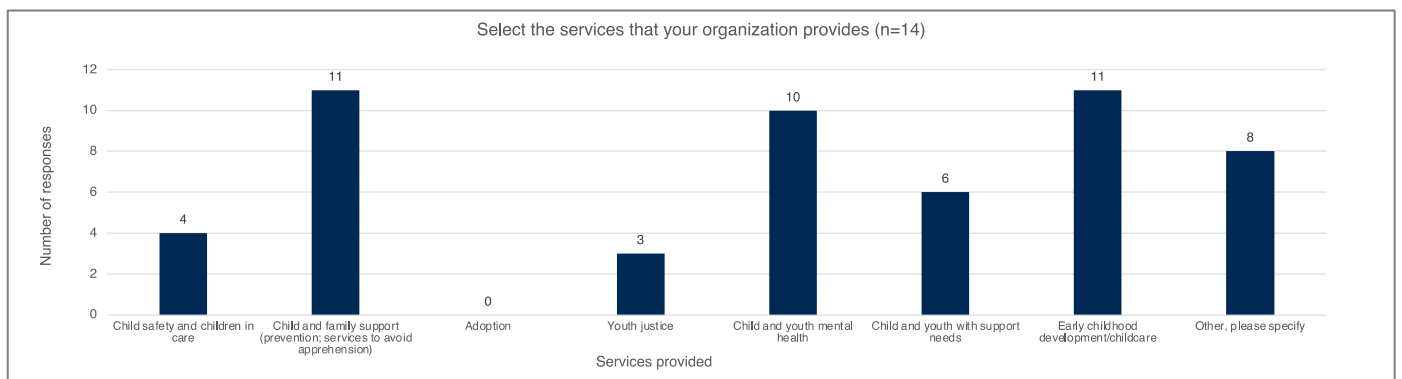
Network	Composition
British Columbia Association of Aboriginal Friendship Centres (BCAAFC)	26 centres
The Federation of Community Social Services of British Columbia (FCSSBC)	114 members and 29 associate members
British Columbia Association for Child Development and Intervention (BCACDI)	A group representing 4 different networks of providers

Up to three emails were released to contracted providers in each network with an invitation to complete the questionnaire and take part as a case study. All participation was voluntary. Through the outreach efforts of network leadership, 14 questionnaires were returned, five case studies were developed and two roundtables were hosted. The variability in size and mandate of participating community-based service providers, as well as the thematic consistency in findings, suggests the results can be useful in analyzing the successes, challenges, and opportunities for reform of the existing system.

Questionnaires: Community-based service providers

Reporting on the 2019-20 fiscal year, 14 community-based service providers participating in the questionnaire reported delivering services in child and family supports (to avoid apprehension), child and youth mental health, and early childhood development and childcare (Figure 50).

Figure 50



Of those reporting organizations, over half had annual revenues between \$0-\$4M in 2019-20, and half reported expenditures of up to \$2M that fiscal year (Figure 51 and Figure 52).

Figure 51

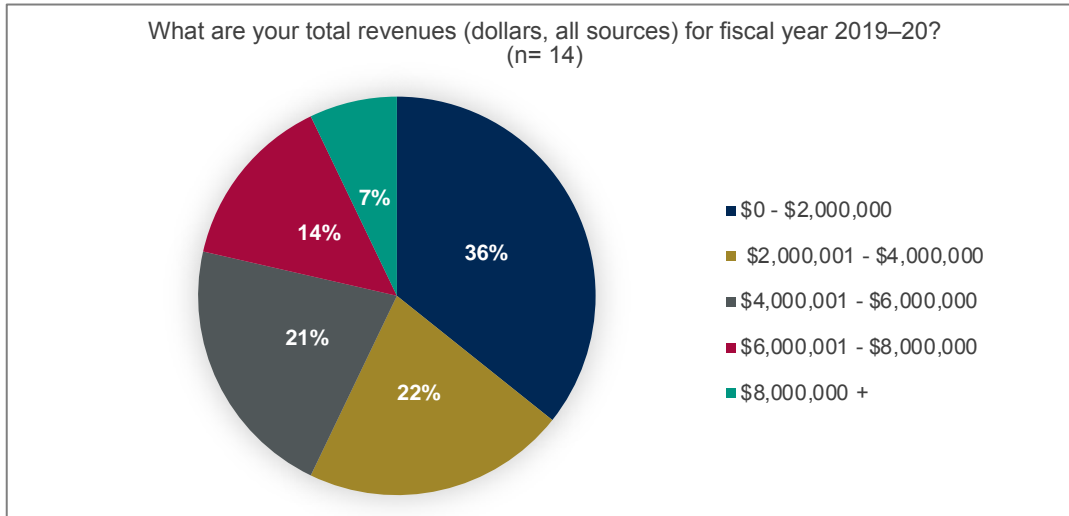
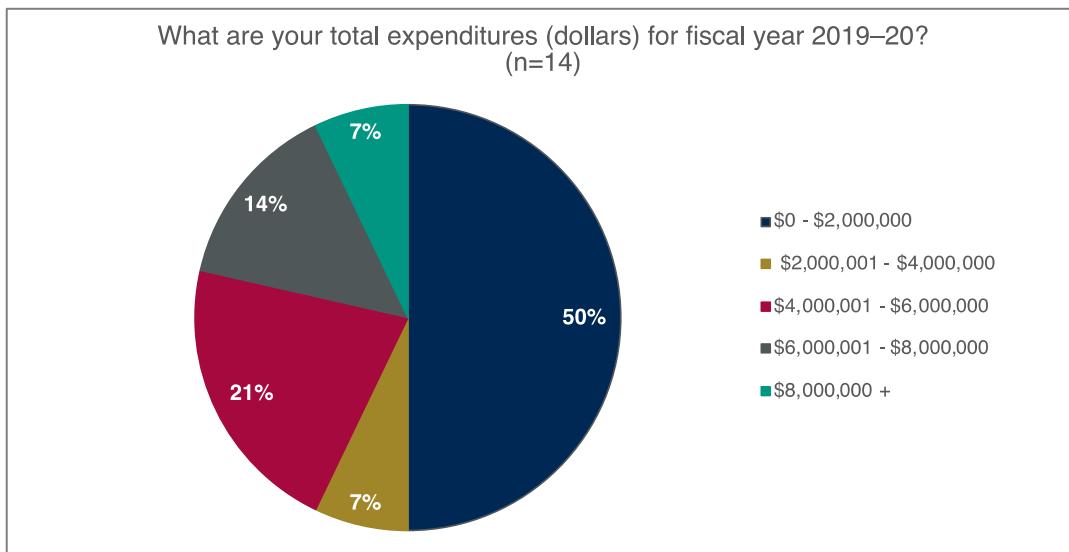


Figure 52



Service providers reported a variety of funding sources, with most coming from the provincial government, namely MCFD (Figure 53 and Figure 54). Funding from non-

governmental sources was more significant for community-based service providers than for DAAs.

Figure 53

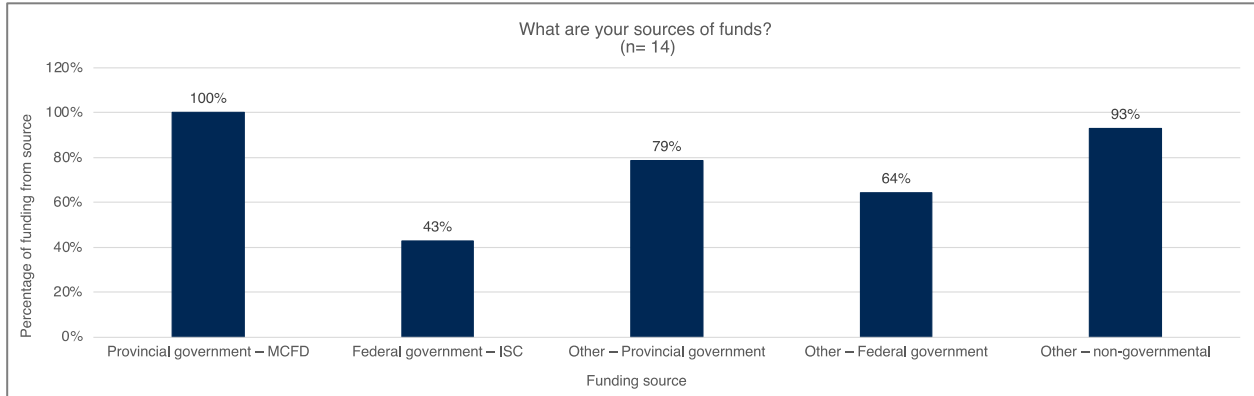
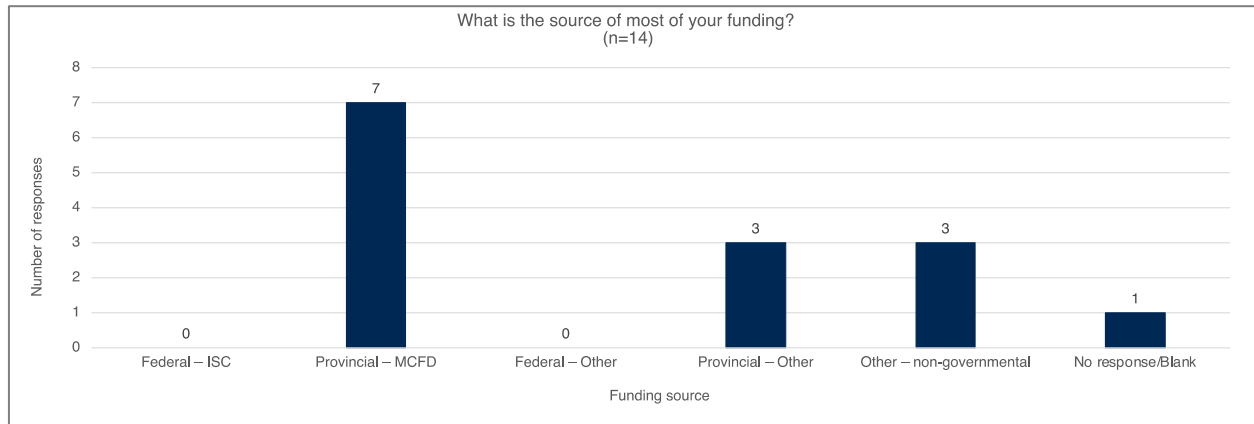


Figure 54



Most of the participating community-based service providers (65%) reported serving upwards of 600 persons/files per year (Figure 55). Their clientele was principally urban non-Indigenous persons, with 36% of service providers reporting 0-10% of their clientele as Indigenous (Figure 56 and Figure 57).

Figure 55

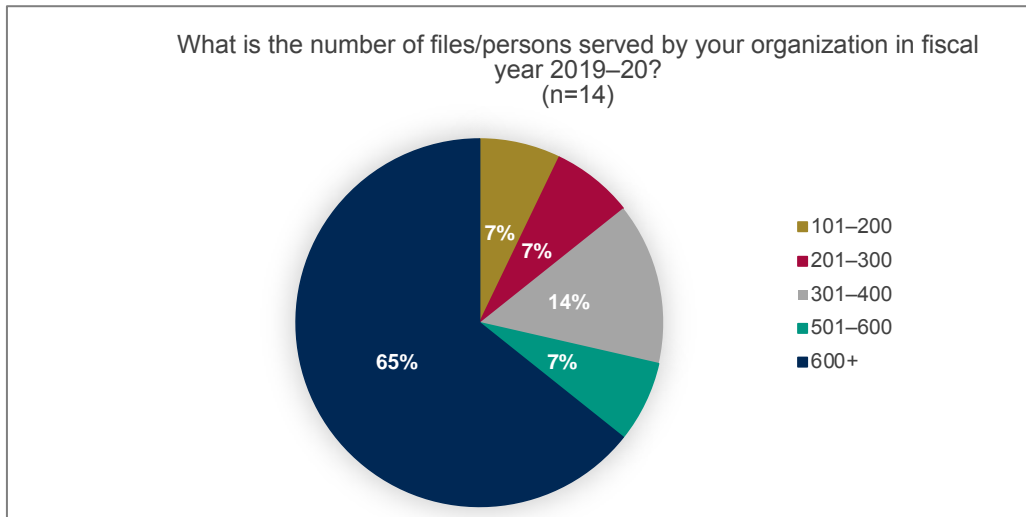


Figure 56

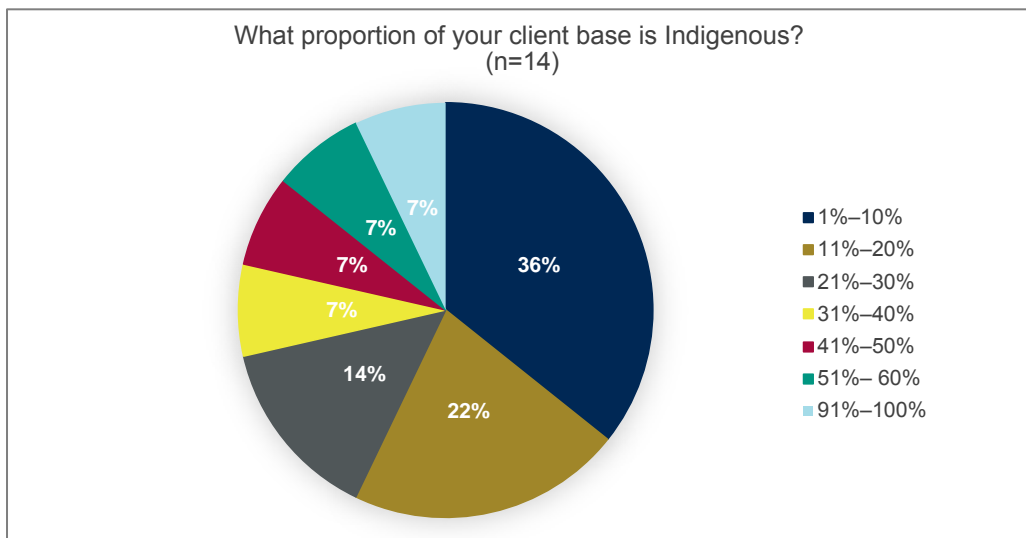


Figure 57

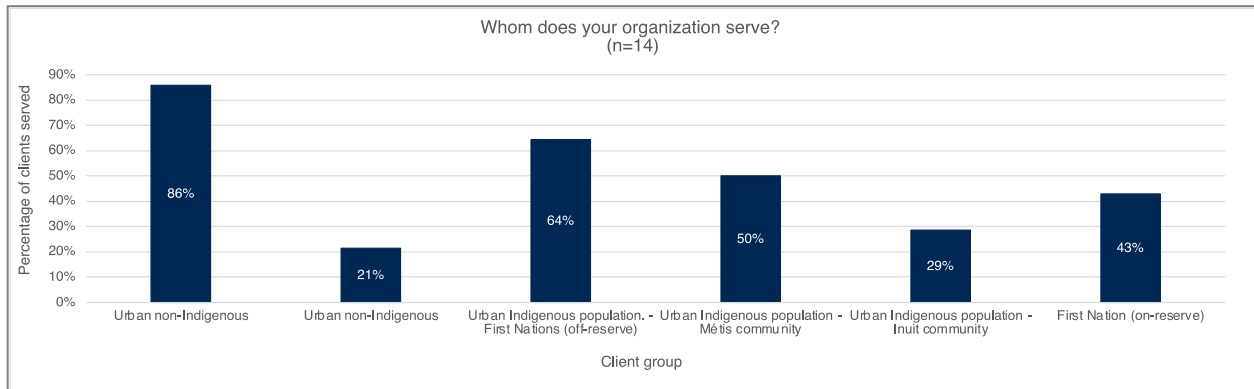
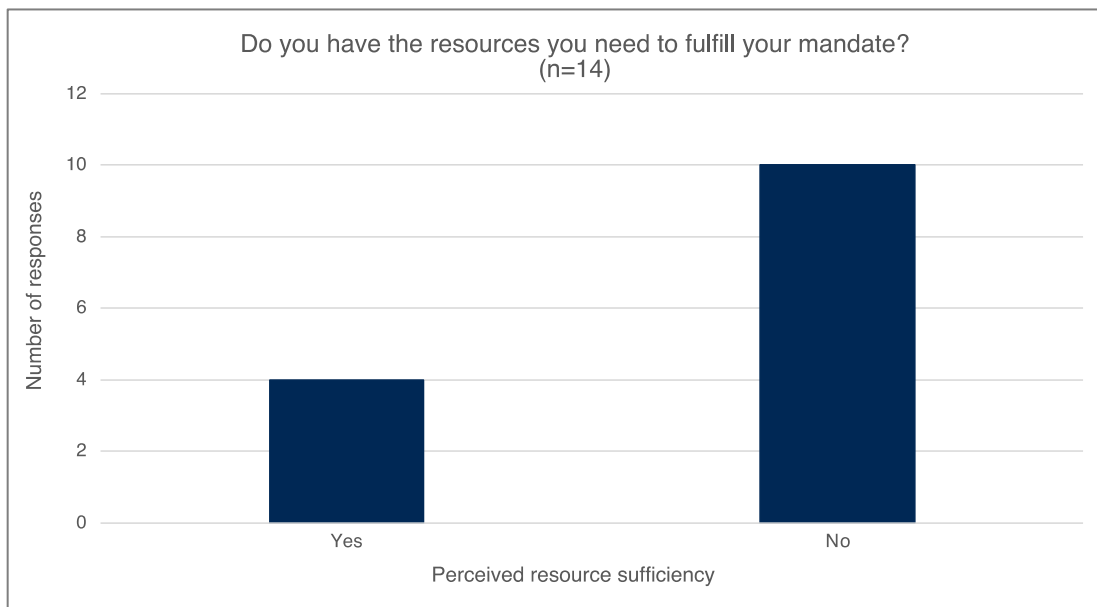


Figure 58



Service providers participating in the questionnaire, reported being principally funded by the province and consider their operations underfunded relative to need (Figure 58).

The questionnaires provided some indication of resource gaps among community-based providers. While the 14 responses are not considered sufficient, they are indicative of gaps that were identified and expanded upon during interviews with leadership from the organizations. It should be noted that not all case study organizations participated in the questionnaire. The consistency in findings between the questionnaire (although it is insufficiently representative), the case studies, and previous research cited at the opening of this report suggests reliability of the findings.

The service providers interviewed for this study ranged in mandate, size, and population served. A roundtable was hosted with leadership from Aboriginal Friendship Centres, in an attempt to capture experiences of Indigenous-serving organizations beyond DAAs. The anonymized summaries presented in this section were reviewed by interlocutors, who consented to their inclusion in the final report.

Service provider 1

Overview

Service provider 1 offers a mix of programs that support detox for adults and youth with substance use challenges. From intensive detox programs to residential supports to youth day treatment programs, Service provider 1 depends on provincial contracts to design and deliver its services. Its operations are sustainable in so far as provincial contracts are renewed. Funding levels are sufficient, but allocations are unrelated to social determinants of health, which are supposed to guide social services funding in the province. The mismatch between funding targets and declared long-term priorities mean that root causes of problems are not addressed.

Operational considerations

The structure that governs social services funding in British Columbia is broken. While discourse emphasizes the social determinants of health, allocation practices have not kept pace. Rather than funding root causes of challenges, public money targets downstream repairs, making sustainable change a challenge.

There are a handful of major contracts that represent 97% of Service provider 1's operations, with several small contracts focused on youth counselling from various sources of funds. These small contracts have different reporting and contract management requirements, and take up resources to fulfil reporting. That time and energy could be spent providing services to children and families, without managing marginal contracts. Youth needs are significant. For years, Service provider 1 has been pushing to create a separate wing or facility for youth, but the request has fallen on deaf ears.

The major contracts are regularly renewed or are ongoing. There has been no requirement to resubmit their associated proposals. There have been changes, however, tacitly associated to funding levels. Rather than the provincial funder explicitly expressing a funding cut to a contract, they restricted the terms of the contract by refusing to adequately fund the model of care that had been in place since 1982. Service provider 1 was then required to terminate the position with higher credentials and depend on lower-cost options to save money. This change was not efficient or effective for the service provider. If the organization does not maintain a balanced budget, they could be forced to close their doors as their major contracts would be terminated.

The underlying issue that is a challenge to address is the allocation of funding. Consider for instance, the opioid crisis. You cannot spend your way out of this crisis by funding naloxone kits. The challenge is addressing the root cause of the addictions in the first place. In a crisis, addressing the immediate need (naloxone) is important. When people continually overdose, however, they need detox, but they may not be able to access the services because there are not enough spaces. Politically and rhetorically, politicians, the media, and the public may not connect the

dots between the desire to save lives, detox, and the long-term fiscal and social benefits.

Future considerations

The current system is broken; throwing money into a broken system will not solve problems. There is not a shortage of funding, but problems in the ways in which it is allocated. Current contracting and funding practices do not match government discourse on supporting the most vulnerable through the lens of social determinants of health. Looking to the organizations that actually deliver the services would be a good place to start to understand how to more effectively apply public money to support the delivery of social services.

Service provider 2

Overview

An organization with 45 years of history, Service provider 2 has deep experience in building and delivery programs to respond to the changing needs of its community. Its decades of experience have highlighted the differences in federal and provincial funding practices and their implications for program delivery.

Operational considerations

A well-regarded organization, Service provider 2 attributes its success to its organizational culture that emphasizes relationship building. With committed, competent, and compassionate staff, the organization is proud to have served its community for decades, with families returning with the next generation for programming. In one year, Service provider 2 serves an average of 2,600 individual families (many of which access multiple services). The organization will serve anyone that comes to their door. It is often the first stop for children and families in need of support, making it an important point of contact for referrals to other specialized services.

In the continuum of services in BC, there are a number of not-for-profits that step up to the plate to provide services. They are undervalued by funders.

Service provider 2's primary funders are the federal and provincial governments. The federal funding is allocated for the delivery of a refugee support and integration program and is the organization's largest contract. Structured as a contribution agreement with a five-year term, federal funding is commensurate to the program's needs, and includes allocations for capital, salaries, and other operational expenses. Although federal reporting requirements are extensive, "right down to the paperclip," the allocations for salaries and benefits, as well as capital better align to market rates. This allows Service provider 2 to hire and retain qualified staff, and critically, to access the facilities it requires to deliver its programming.

By contrast, the organization's provincial funding which is rolled-over on an annual basis, is considered insufficient relative to programming needs. Service provider 2 must fundraise approximately \$100,000 per year to cover gaps in provincial contracts. Fundraised dollars are used to close staff salary and benefit gaps to remain competitive, as well as to cover unfunded program expenditures, e.g., a community garden. With funding shortfalls for provincial program areas, it is staff that donate their time and energy to make programs possible.

Capital expenditures programs are a challenge. Even though a major city provides support to Service provider 2, principally in the form of capital by 'renting' their building space for \$1, resources for maintenance remain inadequate. For instance, the current facility has a single washroom for all staff and clients. Offices and programming spaces are not suitable for their functions, and the facility itself is not wheelchair accessible. With new parents to vulnerable populations, e.g., children,

victims of domestic violence, families experiencing poverty, visiting the centre, ensuring the facility meets their needs is an important first step in program delivery.

A testament to the quality of its programming, service provider 2 is often a training centre or practicum site for young students. They receive great mentorship and do get jobs, often leaving the organization to work for MCFD or the private sector, that can offer more competitive compensation packages and stable work environments.

Future considerations

To make things better, funders such as MCFD, and the province should make funding consistent to support program development and sustainability. For instance, MCFD could define base funding that could be used for basic operations. Longer contribution arrangements, such as the five-year federal arrangement, make a difference for planning and delivery. Rather than writing annual applications, you focus your time and resources on building and improving the program. Consistency, reliability, and adequacy of funding would help not-for-profit service providers across the province to continue to deliver their much needed services.

Service provider 3

Overview

Service provider 3 leverages an integrated approach to service provision to expand the scope and scale of its work. With funding from multiple sources, Service provider 3 has improved its ability to address challenges based on need, and with insulation from changes in political will. An organization with impact well-beyond its relatively small budget, its model may be a challenge to emulate, with its leadership and governance model.

Operational considerations

Service provider 3 offers a range of services to its community. Its extensive youth programming includes the healthy development of children, youth housing and employment, mental health services, as well as other programs and services.

Service provider 3 works to bring together providers from different services and organizations under a single roof to improve access and integration for young people in need of support. Community support and collaboration makes the integration possible. To foster the connections, Service provider 3 has a committee dedicated to tackling barriers to promoting integration among community services, e.g., health, wellness, etc. for youth. This means that the local hospital, police, other services, and their representatives will convene in a single place to connect with and deliver programming for young people.

From healthy baby programming to youth employment services (up to the age of 30), Service provider 3 has a well-developed offering that depends on its 60 qualified staff with a variety of skills, e.g., advanced graduate degrees, early childhood educators, counsellors, etc., to deliver at different sites throughout the community. Staff are typically associated to a service delivery contract that funds their position and occupies most of their time.

Service provider 3's approach to residential services (supportive housing), is both a source of pride and demonstrative of system challenges. Residential services are complex and are the most undervalued business line funded by MCFD. Without adequate resource for salaries, Service provider 3 can only attract workers early in their careers. This means that there is a lot of turnover in a service that is designed to support traumatized youth. The "whole system needs a revamp," to support youth consistently, in particular, Indigenous youth and youth of colour that are in contact with a white system. Providing youth in care and youth in residential services with consistent counselling, support, and services is critical to helping them build confidence, resiliency, and life-skills.

Principally funded by MCFD contracts (approximately, 70% of the overall budget), Service provider 3 supplements its activities with funding from other sources. The federal government, other provincial departments, as well as non-governmental organizations and private donors provide a mix of funding through contracts, grants, and direct contributions to support programming. MCFD's contract-based funding tends to be renewed annually. Other funding opportunities are available through

Service Delivery Agencies (SDAs), that release requests for proposals for services. Often, larger organizations are best placed to submit proposals, compete, and win the contracts. For a smaller organization like Service provider 3, this has meant opportunities for collaboration with larger organizations that leverage its strong community ties and trust in its proposals.

Donor funding perhaps best reflects the potential of flexible funding. Through relationships, Service provider 3 receives donations. Some are established as special funds. Such special funds provide Service provider 3's staff with resources to work flexibly and to respond to needs on the ground in real-time. For instance, a single mom can be provided snow tires to continue to get to work in the winter, rental deposits can be offered for youth living on their own, etc. Staff are empowered to get things done for families in real time and stop problems, e.g., contact with protective services, poverty, before they start. Working with a diverse funding base, Service provider 3 can sometimes free itself of the strictures of contract-based resources, to respond to immediate needs.

Future considerations

The approach that Service provider 3 has developed, helps to identify some of the challenges of the existing funding structure. With resources from various sources, Service provider 3 can react immediately and flexibly to meet the needs of its community. The limitations with specific service areas, such as residential service for youth, highlight the need for funding levels and approaches to move differently to support children in the province. Service provider 3's integrated approach that brings together programs and services from different community organizations reflects the importance of horizontal approaches to wellness, especially for youth.

Service provider 4

Overview

A one stop-shop for children and families, Service provider 4 is a large organization. With a broad spectrum of programs and service offerings, the organization is constantly pivoting and evolving to meet the changing needs of its community. Service provider 4 experiences variability in the sufficiency of its different funding sources to deliver on its mandate.

Operational considerations

With multiple service sites (including one abroad), Service provider 4 has a diverse service offering that ranges from services for children and families, to services for new Canadians (e.g., credential equivalencies, English as a second language, etc.). The large size of the organization makes it a natural hub. There are a number of collaborations with outside organizations and the school district, to “provide the best service” by working together.

Its good relationships with regional MCFD offices mean Service provider 4 can work with them to pivot to respond to community needs. By changing contract terms or even funding, regional offices can have a meaningful impact for service providers as they are closer to communities. Service provider 4’s relationship with the regional offices helps to align funding to community needs, making its most stable source of funding even more useful. The person sitting in Victoria, as well intentioned as they may be, simply do not know what is happening in the community.

Even with good relationships, Service provider 4 has had to modify its service offerings to meet budget pressures. For instance, the organization is asked to provide mental health counselling services but is not funded to pay market wages by the province. Funds from other programs are pooled to attempt to remedy the shortage. A parenting program offering was reduced, with a complete shut-down over the summer because the organization could not afford to pay wages from the provincial contract.

There are some programs, such as childcare that are sufficiently funded by the province (namely, due to the wage enhancement). While this is recognition of the importance and market value of the work, the practice is not reflected across program areas. Staff retention for those underfunded areas of activity can be a challenge.

Competing for staff at market wages is a challenge for the not-for-profit sector more generally. There is a pay difference between unionized and non-unionized staff in the province that is reflected in contracts. For non-unionized employees, contract values tend to be lower. Service provider 4 does its best to take good care of all of its staff (both unionized and non-unionized) with extended benefits and pension contributions, but it has to find its own funding to do so. There is a great deal of time dedicated to finding federal and provincial grant opportunities and writing grants, as well as responding to requests for proposals to continue to diversify funding sources.

The costs of administration, from salaries for the executive team, to directors, and even rent, are realities that are inadequately addressed in contracts. Most contracts will limit administrative billing to approximately 10% of their overall value, whereas for Service provider 4, those costs are closer to 12%-15% of the overall value of the contract. For an organization that emphasizes strategic planning, that values a culture of change to meet the evolving needs of its community, and maintains broad program and service offerings, operational expenditures are essential. With the current contract structure, the organization is left to find other ways of funding these operational expenses, just as it does for staff benefits.

Future considerations

With 90 programs, 450 staff, 1,200 volunteers and a 50-year history, Service provider 4 knows what it takes to build trust in its ever-changing community. To continue to design and deliver needs-based programs and services, funding for operations and wages should be aligned to current levels, to ensure consistent and reliable offerings in the years ahead.

Service provider 5

Overview

A large organization with approximately 200 staff, over 70 volunteers, and a budget that ranges from \$10M to \$12M, Service provider 5 supports community members from the moment they enter the world to the time they are preparing to leave it. Its cradle to grave approach means they offer programming for children and youth, including childcare services and services for children with special needs, supportive living services for adults with intellectual disabilities, community support programs (including affordable housing, a point of pride), harm reduction services, and seniors' services.

The organization's work across various program areas and community need is a source of strength. The programming and service variety has helped to diversify funding sources, providing a range of opportunities and insulation from changes in government priorities, as well as tools for addressing changing community needs.

Operational considerations

Principally funded by MCFD (40% of the overall budget), Service provider 5 has come to know the Ministry's contracting approach well. With several years of experience, there are three core considerations for understanding MCFD's approach: 1) contracting; 2) holistic funding; 3) performance measurement.

The majority of Service provider 5's funding comes through contracts for programs and services from MCFD. A contract will have specific deliverables and service requirements, and often, adaptations are made in consultation with the provider, giving them the opportunity to adapt to changes and renew their contracts. At other times, however, MCFD will 'squeeze' service providers by requiring them to provide more services or a more costly service within an existing contract without increasing the associated funding. This creates pressure for the service provider, especially during contract negotiations. MCFD starts from the premise that they have no new money, but require a contract change. The service provider can either choose to forgo the contract or adapt to the required change. While effectiveness and efficiency are welcome in operations, they should not come at the expense of program and service provision, which regularly suffers with MCFD's contracting practice.

The nature of MCFD's contracting process is such that staff salaries, directly associated to the program or service, are covered under the contract. However, supplementary operating costs, including executive salaries and overhead are not eligible for cost recovery. This puts a significant financial strain for the organization, as the funding approach is not holistic.

MCFD tends to segment contracts between salaries associated to the contract and other operating costs, only growing the salary allocated portion of the contract at the exclusion of others. This means that MCFD does not increase contracts overall, but only the wage portion of programs. For organizations like Service provider 5 that

require administrative and executive roles to manage their operations, this approach is problematic. It forces the organization to make a decision between allocating funding to programmes and services or to operational supports and functions. Both are necessary to maintain and grow operations, but MCFD's approach to funding does not recognize the need for or importance of administrative and operational roles for planning, program and service development, and overall operational support.

To highlight the funding challenge, Service provider 5's board took the bold step of posting a budgetary deficit. The decision reflects the fact that the organization was forced to reduce program offerings to manage with fewer resources. It is not only wages that have cost pressures, but the entire service contract. MCFD should consider funding holistically, not segmenting or privileging one expenditure category over others to the detriment of overall organizational health.

When it comes to assessing the performance of funding, MCFD's approach appears arbitrary. There are few connections between declared priorities and contracts to service providers, making it unclear how MCFD arrives at funding decisions. For contracts, service providers are required to collect substantial data on their activities and programs. Whether that data is useful or even used by the ministry to assess the effectiveness of the allocations is unclear. With multiple points of contact for MCFD funding, it seldom feels like the department is connected with your organization. The disconnect between priorities, funding, and reporting, is a challenge of the system.

Future considerations

When the current contract-based funding structure works, it can be useful for service providers, in particular through regular contract renewals. However, the contracting challenges associated with squeezing service providers, a lack of holistic funding considerations, and limited internal performance measurement, reduces the overall effectiveness of the system and the results it can deliver for communities. Looking to the future, an updated approach to funding would better align to needs in communities, with recognition of adequate funding levels.

Roundtable 1

A three-person roundtable discussion with contracted service providers from not-for-profit, for profit, and Indigenous-focused organizations, identified operational and funding considerations that impact the current social services system and its results.

In different regions of the province, there are contextual realities that service providers must confront. From poverty to a lack of housing to the opioid crisis to gaps in health services for Indigenous Peoples, context has implications for the design and delivery of services. From the perspective of the assembled service providers, cases are becoming increasingly complex, particularly for young people. These challenges require immediate responses in the best interests of children and families by putting them first, working through least disruptive measures, and working to address the root causes of need or contact with the protection system.

Working toward the goal of holistic wellness requires adequate resources in funding and staffing. Most of the service providers' funding comes through annual contracts. While renewed funding contracts may be welcome, there are often gaps in resource allocations in the agreements. Administrative fees are not adequate for operations. This means that real costs for IT, licensing, software, and even management salaries are inadequately funded. The Indigenous-focused provider emphasized that their organization is expected to provide additional culturally relevant services without being allocated funding to do so. The gaps in operational and culturally-relevant funding reflect the mismatch between allocations and actual needs in communities.

Funding terms in contracts are not always flowed in ways that are useful and relevant to service providers. For instance, staffing shortages are often a function of contract terms. In some contracts, allocations for salary are not aligned to market wages. This makes attracting and retaining staff a challenge, especially in intensive service delivery. Consider for instance, residential services in which homes are staffed 24/7. Being funded for one manager is insufficient and unreasonable. No single person can be expected to provide around-the-clock services. A mix of staff and skills are necessary to deliver residential services. Burnout is common, and postings are constant to fill regularly vacated positions (especially, if pay is below market wage). This intensive and expensive resource area is one that appears underfunded and misunderstood by the province.

Within the provincial administration, there is a perceived disconnection between local offices and central MCFD administration. The thinking in the offices is different. Local offices are better attuned to service providers and the needs of their communities. Having good working relationships with local offices is imperative to build your case and advocate for your organization. By contrast, while MCFD's central offices may be well-intentioned, they do not understand operating realities in the way local offices do. The gap in understanding leads to policy development and decisions that do not reflect communities' changing needs.

There is a need to rethink the existing system in holistic terms. This means *acting* on reconciliation (not only talking about it), engaging with service providers to understand the needs of their communities, and ensuring that funding (and the associated terms) empower those delivering the services to meet needs on the ground.

Roundtable 2 – Aboriginal Friendship Centres

During a roundtable discussion with five representatives from Friendship Centres⁴² from different regions of the province, executive directors shared their experiences on the operation of their Friendship Centres. While there is a lot of good that happens when staff innovate and people receive needed services, structural challenges endure.

“Don’t build a wall, build a longer table.”

Indigenous Peoples residing in urban places and First Nations residing in community can be physically close but worlds apart due to funding practices. In principle, even if a First Nation community is minutes away from a Friendship Centre, Centres are supposed to refuse services to First Nations persons from those communities, as they should be accessed with funding on-reserve. For those running Friendship Centres, this is unacceptable, and simply, does not make sense. Funding for Friendship Centres, whether from the provincial or federal governments is for Indigenous Peoples, and that should mean all of them. Referring to a lesson from grandparents, one executive director framed current funding practices as building a wall to keep people out, rather than building a longer table at which more people can join. People in need cannot wait, they do not have time to wait to get out of challenging social situations. Funding practices should reflect those needs. Many Friendship Centres have found their own ways of ‘building longer tables,’ including donating their personal time and supplies to do so.

A function of the territorially based funding approach is that Friendship Centres find themselves at times competing with their own First Nations, or with the First Nations Health Authority for contract dollars. These are barriers to the goal of serving Indigenous Peoples, no matter where they live.

There is a difference in the services that Indigenous People can access in urban places, versus First Nations residing in community. For instance, footcare for First Nations with diabetes is covered in community, whereas urban Indigenous Peoples pay for the service. With limited residential support services, many, including elders are struggling with housing shortages and food insecurity. Many urban Indigenous People are falling through the cracks.

A critical consideration in service delivery is adequate operational funding, which includes staff salaries and benefits. Contract renewals with MCFD may be welcome for continuity, but there should be consideration of the contract’s content to ensure it is still meeting community needs. For instance, many contracts have limited operating dollars. This forces executives to pull funding from a variety of sources to cover wages and benefits, as well as programming materials, which ultimately means fewer dollars for those on the ground.

Despite wage lifts, staff cannot be compensated at market rates. Management positions are often left unfunded in contracts. As an executive, you are scrimping to get clients what they need, and you do the same to attract and retain your staff. This is a difficult position; you are being stressed from all sides.

To improve the current system, funding limitations should be lifted. When dollars are allocated to a Friendship Centre, they should be flowed to support the well-being of Indigenous People. This means serving anyone in need that comes to the door, no matter where they live. Ensuring flexible application of funding on the ground can better meet needs. As one executive director expressed, “we know who needs the supplies, who needs the supports...let us direct these funds where we know they can make the most impact.”

In sharing about their practices and operations, community-based service providers highlighted the important work that goes on across the province to support children and families at different stages of their lives. If a provider has found ways of working with the system or ways of adapting the system to their needs, they can engineer some of the flexibility in funding allocation they need to meet the ever-changing needs of their community.

MCFD’s funding approach, however, was not designed to address the root causes of need. Contracts and their fee structures are designed to deliver on immediate issues, even if the contracts are renewed. For instance, operations funding in contracts was deemed insufficient by service providers. Without adequate operating funds, functions like program design, long-term planning, and executive roles go unfunded or underfunded, unless providers make the decision to move money from another activity area. Funding core operations for service providers would support consistent service delivery, stability, and the ability to plan meaningfully for the future. Rather than responding to need, providers could plan for them. Funding operations on an ongoing basis would free the resources from contract terms and timing, supporting providers in the discharge of their mandates. If MCFD offered funding for basic operations, contracts could focus on the costs of program delivery linked to desired results.

Social service delivery is about a range of needs and issues that intersect horizontally and cannot be siloed. Funding practices should recognize and address this reality by allocating resources to meet needs and goals in communities. Residential services, for instance, were raised as a severely underfunded activity area. While providers have found ways to deliver the service, it needs improvement and adequate resourcing. Funding components are often segmented in contracts, e.g., staff salaries, operations, etc., making it challenging to build a program, attract, and retain staff. If funding was instead allocated holistically to meet a goal in residential services, e.g., providing a safe

⁴² The Friendship Centres are a national movement with 25 centres across British Columbia. Serving as community hubs, the Friendship Centres deliver hundreds of programs to principally urban Indigenous People.

and supportive home for a young person in need, a service provider would apply their best judgement to maximize the utility of the resources to meet the goal.

Working to foster wellness in communities means recognizing their different needs. The roundtable with leadership from Aboriginal Friendship Centres raised similar funding structure challenges as other community-based service providers. The roundtable also emphasized the importance of eliminating artificial divisions for Indigenous People in need of services. No matter where you live, if you need service, you should be able to obtain it in a culturally appropriate manner as an Indigenous Person. Considering the public commitments the government has made in pursuit of reconciliation and the United Nations' Declaration on the Rights of Indigenous Peoples, funding for Indigenous services should reflect a community's needs and approach to wellness.

First Nations

There are 203 First Nations across BC, the majority (119) are affiliated to a DAA. The 84 unaffiliated First Nations receive their delegated services from MCFD. First Nations, whether or not they are affiliated to a DAA may undertake a range of prevention services, e.g., early childhood development, parenting support, etc. to support their communities.

In summer 2021, multiple efforts were made to reach First Nations to request their participation in this work. This included attempts through the First Nations Leadership Council (FNLC), outreach through the Directors Forum (to First Nations served by DAAs), as well as direct phone calls to First Nations by RCY. IFSD followed-up with emails to all unaffiliated First Nations.

With these outreach efforts, five questionnaires were returned for this analysis, and one case study was undertaken with a band representative. The very low participation rate could be a function of the many challenges BC's First Nations confronted during the project period, from the discovery of graves at residential schools, to the wildfires. While the number of responses is not considered sufficiently representative, a summary of findings from the contributions of the participating First Nations are reviewed in this section.

The First Nations that shared contributions in the questionnaires recognized the importance of prevention services and highlighted their inadequate funding. Respondents reported a range of funding for prevention services from a low of \$0 to a high of over \$100,000. First Nations reported receiving funding from MCFD, the federal government, and their DAA for prevention activities.

The development and delivery of prevention services can be effective, but resource intensive. Targeting a service without recognizing contextual influences, e.g., housing, poverty, is problematic, as addressing wellness is broader than funding a single service line. Understanding and funding prevention services through need and a vision of holistic well-being was raised as a gap. Funding appears to be allocated top-down, rather than bottom-up based on the needs of individual First Nations. Linking funding and programming to need, with consideration of other service providers would be additive to supporting the development of adequate and relevant prevention services in First Nations.

First Nation 1

Overview

Designing and delivering child and family services is a resource-intensive exercise. Resource challenges are compounded for First Nation 1 that does not have a land base. Without a physical gathering space and without reliable resources, the Band Representative's role is one focused on immediate needs in the hopes of building programming in the future.

Operational considerations

Operating without a land base means that First Nation 1 has to work hard to foster relationships, trust, and belonging among its fewer than 500 registered members. The work of the Band Representative is no exception. Their own position is funded through a grant, that must be applied for and renewed annually.

As a resource and support for families in contact with the protection system, the Band Representative regularly witnesses the need for interim programming to bridge the gap between months-long waitlists for services for culturally appropriate services and immediate needs. As well, Nation 1 struggles to develop alternatives to offer in circumstances when "least intrusive measures" would support keeping children in community versus removal. For activities as basic as a family circle, resources can be tenuous. The Band Representative finds themselves jumping through administrative hoops to access resources to organize a family circle. A family circle, as part of a collaborative practice model, should be easy to organize, but such a model exists only on paper and not in practice.

Funding for child and family services is unreliable and tends to be application-based or generated through the First Nation's own revenues. Without a consistent physical space for gathering and reliable resources to develop and deliver programming, the work of the Band Representative will be focused on responding to immediate needs, rather than also designing, and delivering community-focused programming.

Future considerations

The Band Representative is keen to consult with their First Nation membership to better understand their needs. Working from the bottom-up, the Band Representative can learn from elders, children, and families, to develop needs-based solutions for the community in child and family services. To give meaning to the learnings from the community consultations, reliable resources are needed to build a sustainable approach to child and family services in First Nation 1. Building pride, belonging, and identity in a community takes time.

In the future, it would be additive to work with First Nations to develop an understanding of their existing prevention services, their collaborations with other service providers, e.g., DAAs, and any remaining service gaps based on community needs. As service providers and communities, First Nations are integral to prevention. This type of data collection and analysis could help to identify needs and estimate costs for program design and delivery based on the different approaches to prevention in First Nations.

Delegated Aboriginal Agencies (DAAs)

Of the 24 DAAs in BC, 15 (approximately, 63%) participated in the study by submitting a questionnaire, with five DAAs also serving as case studies. The Indigenous Child and Family Services Directors' Secretariat supported the outreach process by sharing materials and by providing IFSD the opportunity to present the request for research support during a meeting. IFSD reached out directly to DAA leadership by email and phone to request their participation in this research.

Participating DAAs reflect the composition of the overall population, with all delegations represented (Table 12).

Table 12

Delegation	DAAs	% by Delegation	Participating DAAs (survey)	% Participating DAAs (survey)
C6	14	58%	10	71%
C4	7	29%	4	57%
C3	3	13%	1	33%
Total	24	100%	15	63%

Reporting on the 2019-20 fiscal year, most participating DAAs identified themselves as First Nations agencies (Figure 59), principally funded by the federal government (Figure 60). This is consistent with funding practices, as child and family services on-reserve are funded by the federal government.

Figure 59

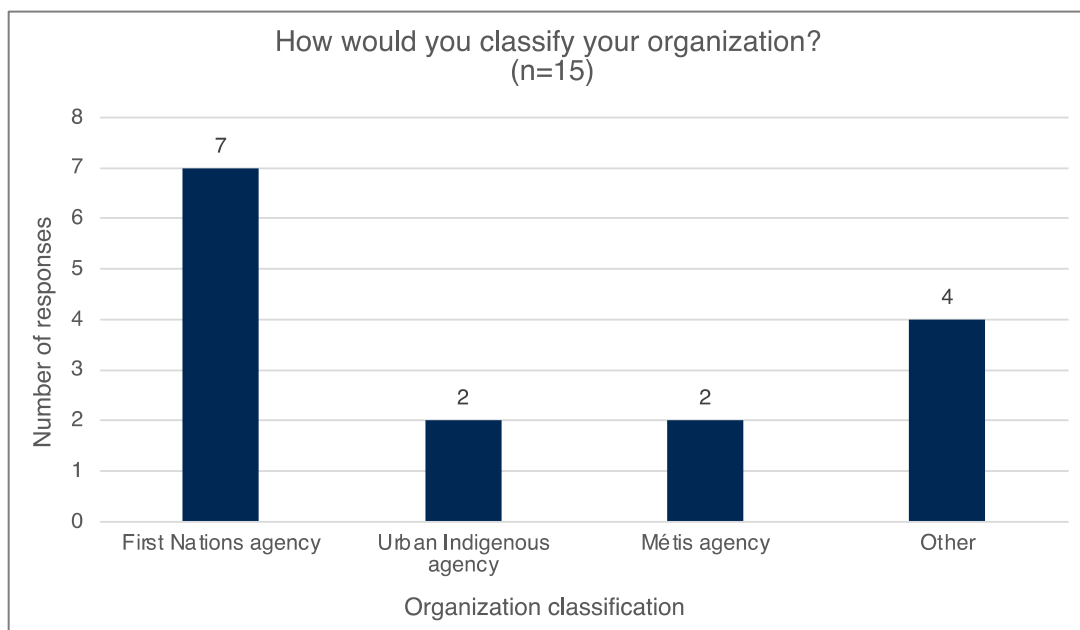
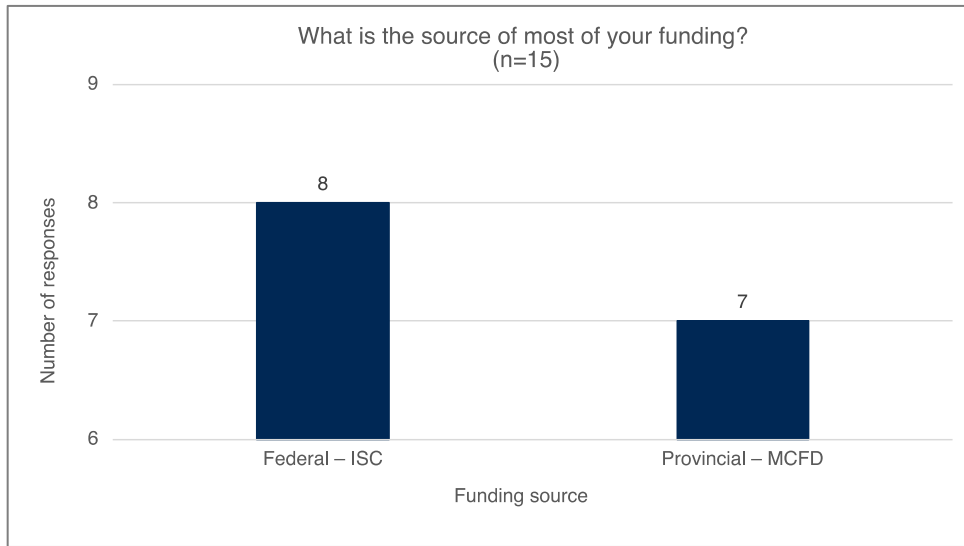


Figure 60



Nearly half of DAAs report revenues between \$0-\$10M (Figure 61), and over 60% of DAAs report expenditures between \$0-\$10M (Figure 62).

Figure 61

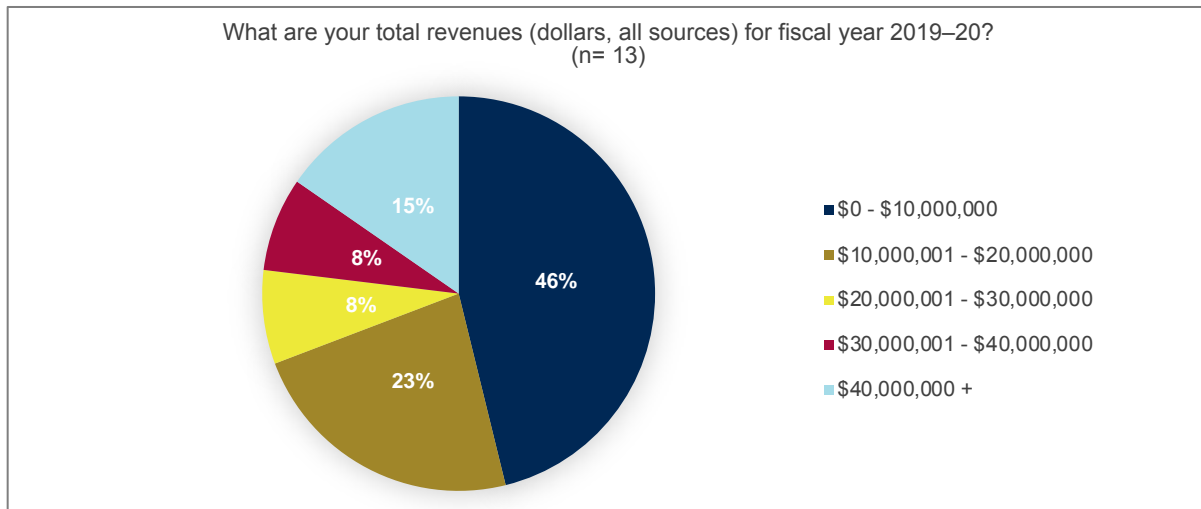
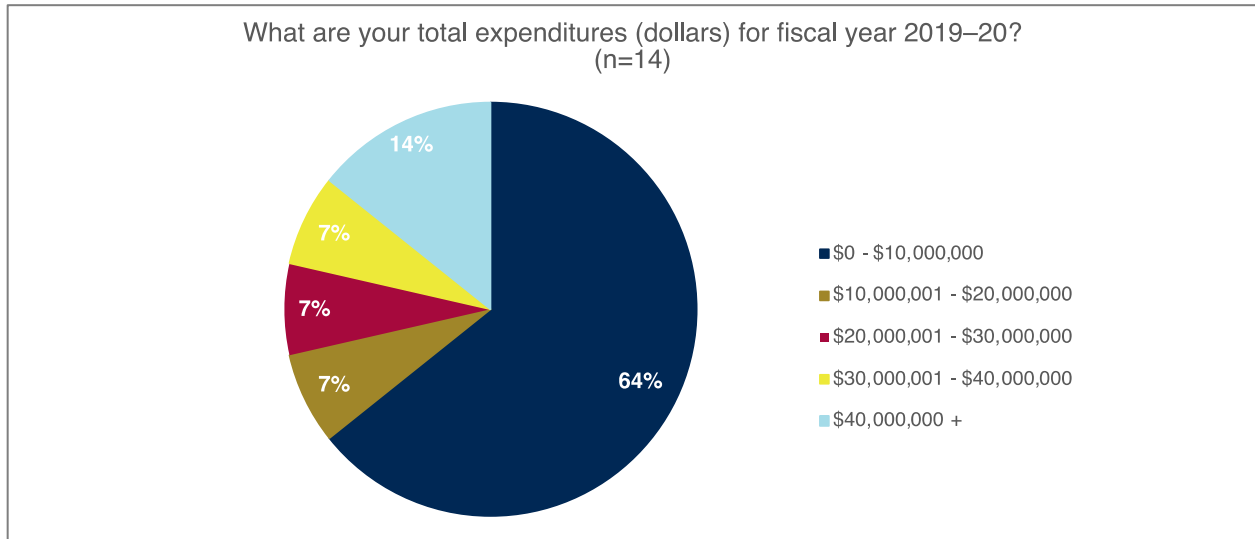


Figure 62



DAAs identifying as First Nations agencies tend to have revenues higher than the average of participating DAAs, but lower expenditures (Figure 63 and Figure 64). It is anticipated that this is a function of CHRT funding and permitted carry forwards of funding based on ‘actuals,’ i.e., actual or billed expenditures.

Figure 63

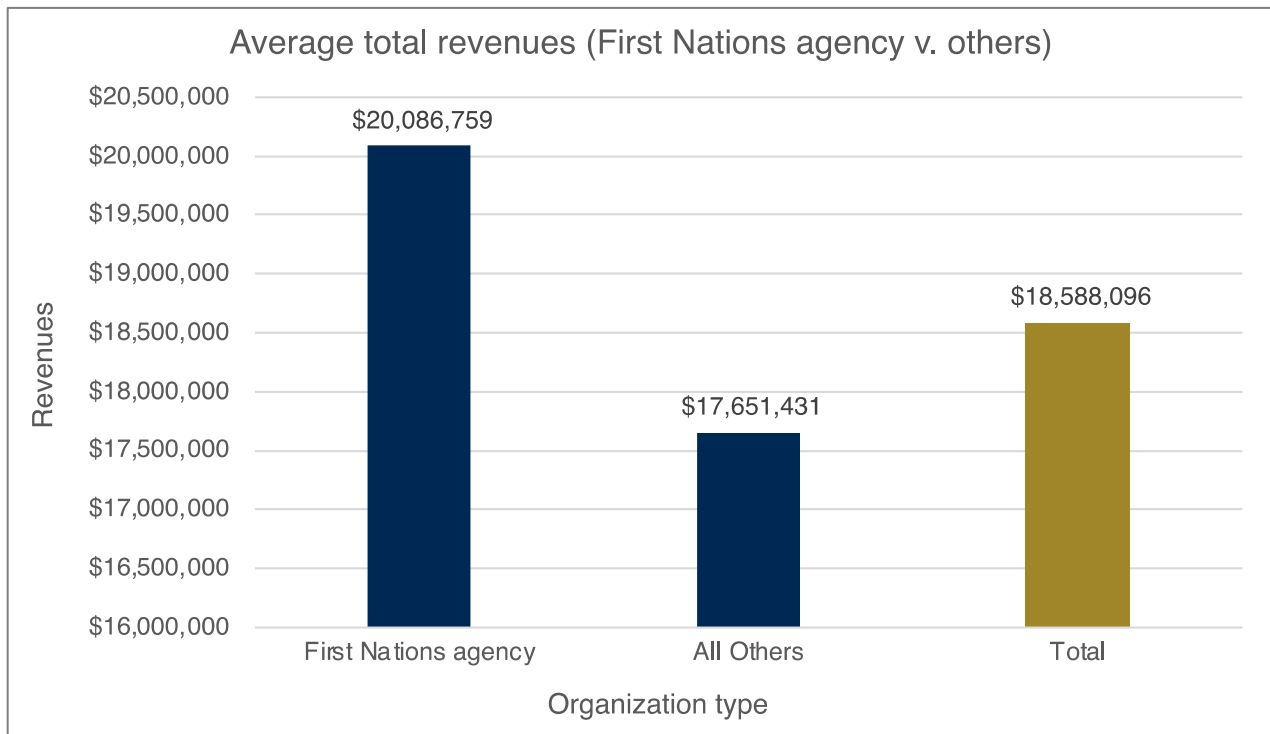
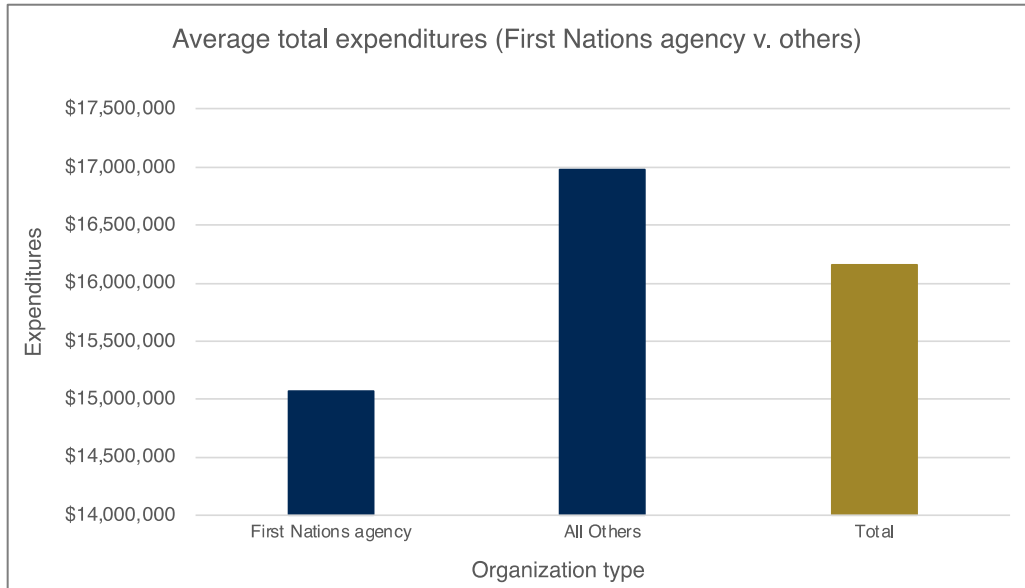


Figure 64



When assessed through the lens of delegation level, C3 and C4 delegated DAAs have revenues higher (\$19.7M) than the average (\$18.6M) (Figure 65). This may be connected to the cost of designing and delivering prevention programming, as well as the ability to carry-forward funding from CHRT orders. DAAs that are C6 delegated, have expenditures higher (\$17.6M) than the average of participating DAAs (\$16M) (Figure 66). This is unsurprising, given the costs associated to protection interventions, e.g., removal of children, maintenance, etc.

Figure 65

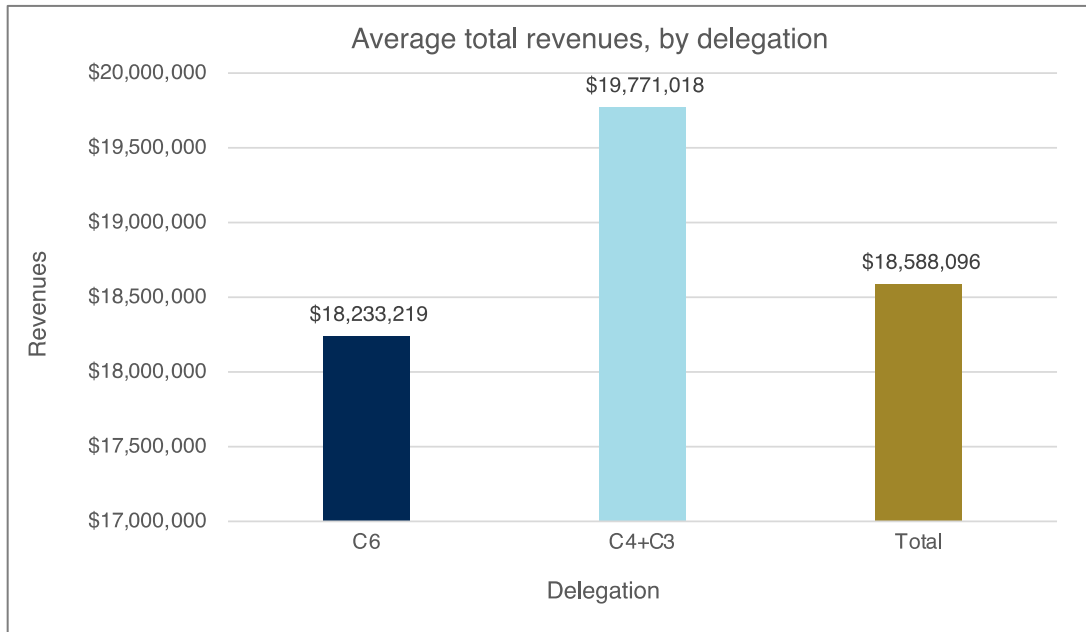
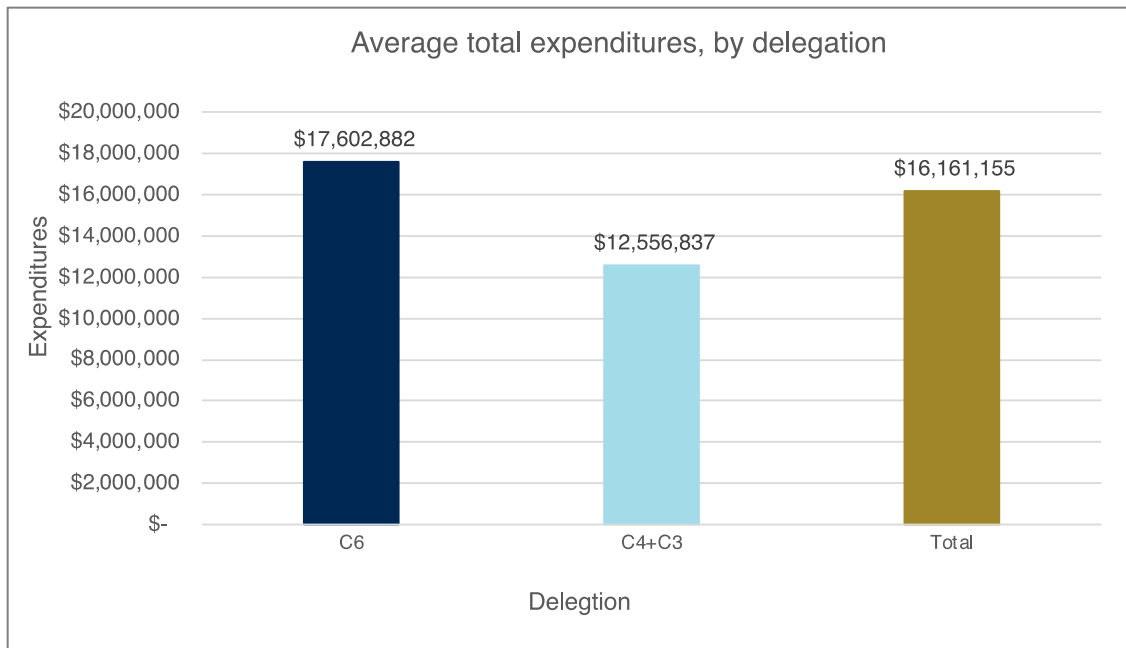


Figure 66



When segmented by principal funding source, DAAs principally funded by ISC have lower average revenues (\$15M) and expenditures (\$11.4M) relative to those principally funded by MCFD with average revenues of \$21.6M and expenditures of \$20.6M (Figure 67 and Figure 68). However, on a per capita basis (based on the number of children in care), those DAAs funded by MCFD have much lower per capita revenues and

expenditures.⁴³ For instance, DAAs principally funded by the federal government have per capita revenues and expenditures of approximately \$369K and \$267K, respectively (Figure 69 and Figure 70). By contrast, DAAs principally funded by the provincial government have per capita revenues of \$141K and expenditures of \$138K.

Figure 67

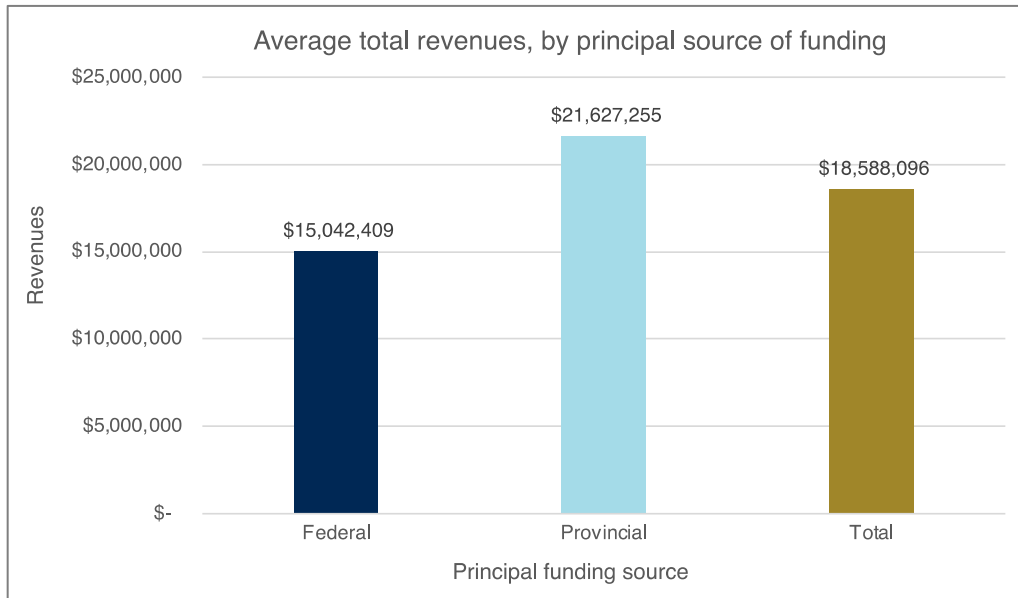
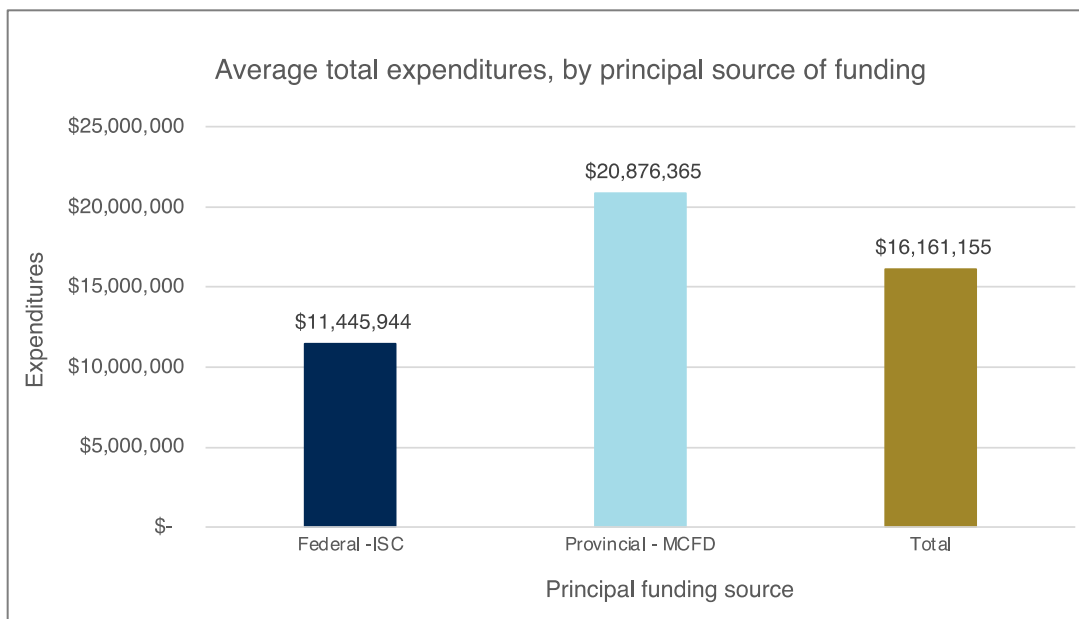


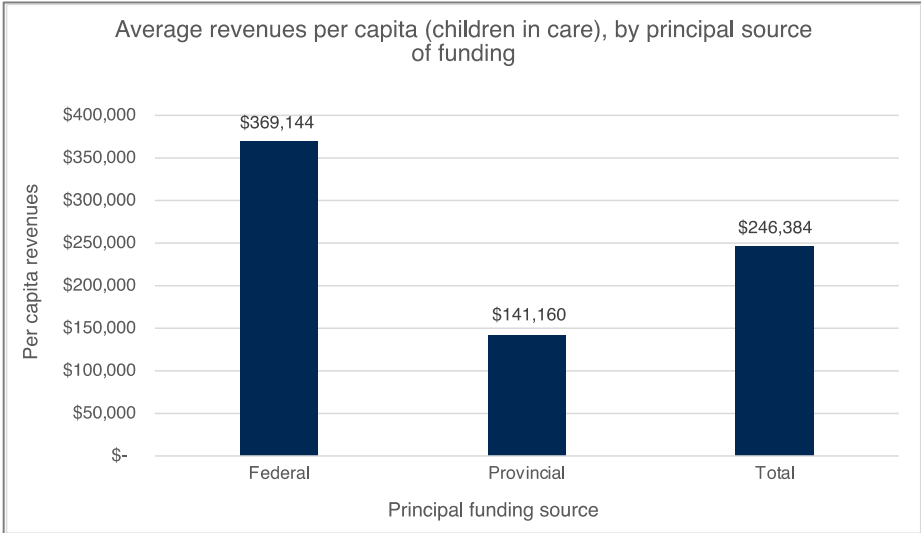
Figure 68



⁴³ Per capita revenues and expenditures were calculated based on the number of children in care reported by each DAA. Averages of that per capita amount were calculated based on clustering by primary source of funds.

Based on IFSD’s previous analysis of expenditure behaviour in FNCFS agencies across Canada, the source of funds has no impact on the strong relationship between total budget and the number of children in care.⁴⁴ This assessment assumes that DAAs primarily funded by the federal government principally serve children residing on-reserve, and DAAs primarily funded by the provincial government principally serve children off-reserve. This suggests that either DAAs principally funded by the federal government have fewer children in care at a higher cost⁴⁵, or that MCFD underfunds activities associated to Indigenous children in care, relative to funding from the federal government. Additional data would be required to align children in care to source of funds to confirm one of the proposed hypotheses.

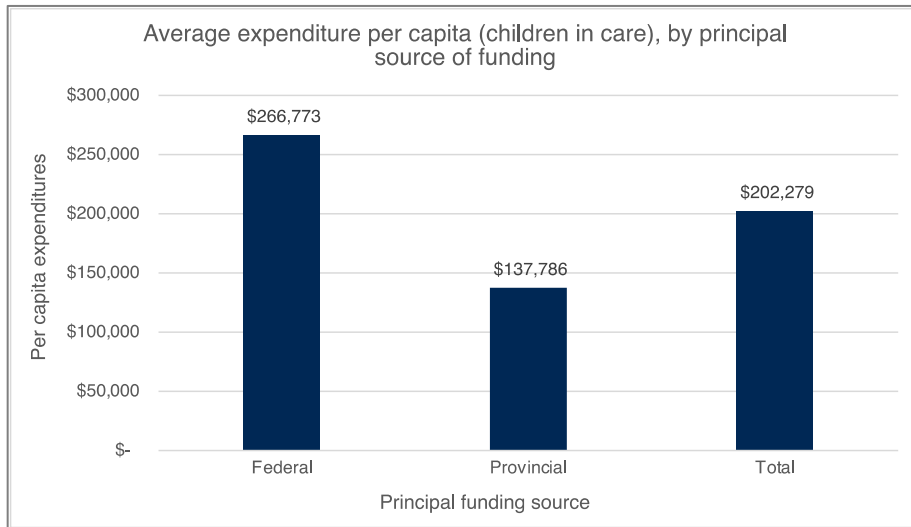
Figure 69



⁴⁴ Institute of Fiscal Studies and Democracy (IFSD), *Enabling First Nations Children to Thrive* (Ottawa: IFSD, 2018).

⁴⁵ DAAs serving exclusively First Nations may confront contextual challenges and differentiated points of departure that require a mix of resources to address, which may explain their higher per capita expenditures. Irrespective of cause, the federal government is currently funding at more adequate levels (based on the survey findings), while the CHRT orders require payment on actuals.

Figure 70



The comparative higher per capita revenues and expenditures for DAAs primarily funded by the federal government are reflected in perceptions of funding adequacy. Among DAAs participating in the survey there was a perfect split between those reporting adequate and inadequate funding. Those primarily funded by ISC reported adequate funding, while those primarily funded by MCFD reported inadequate funding (Figure 71). Delegation level was not linked to funding adequacy (Figure 72).

Figure 71

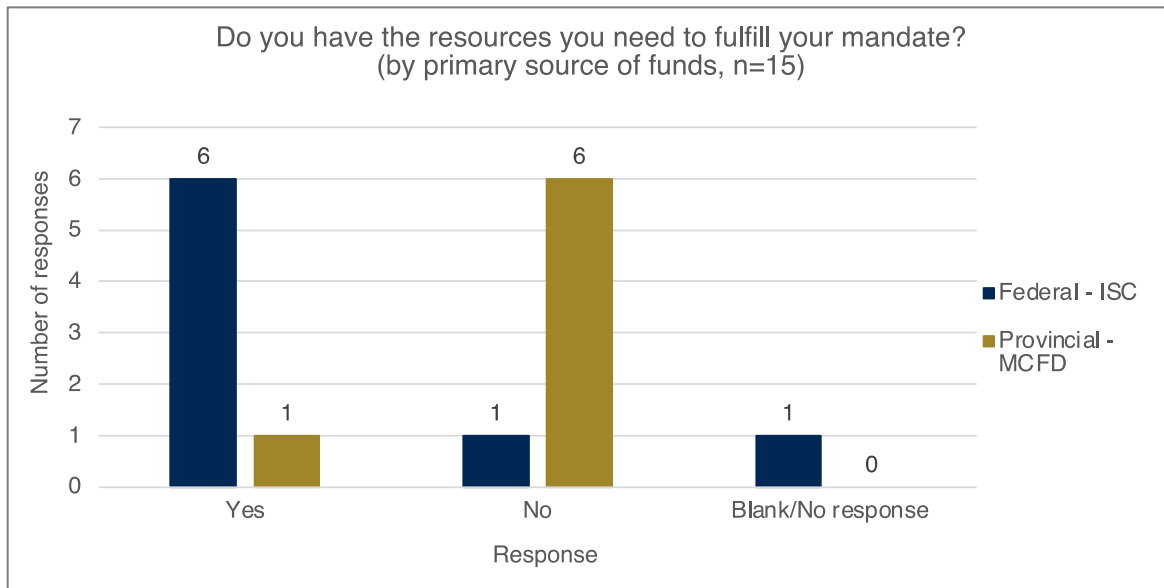
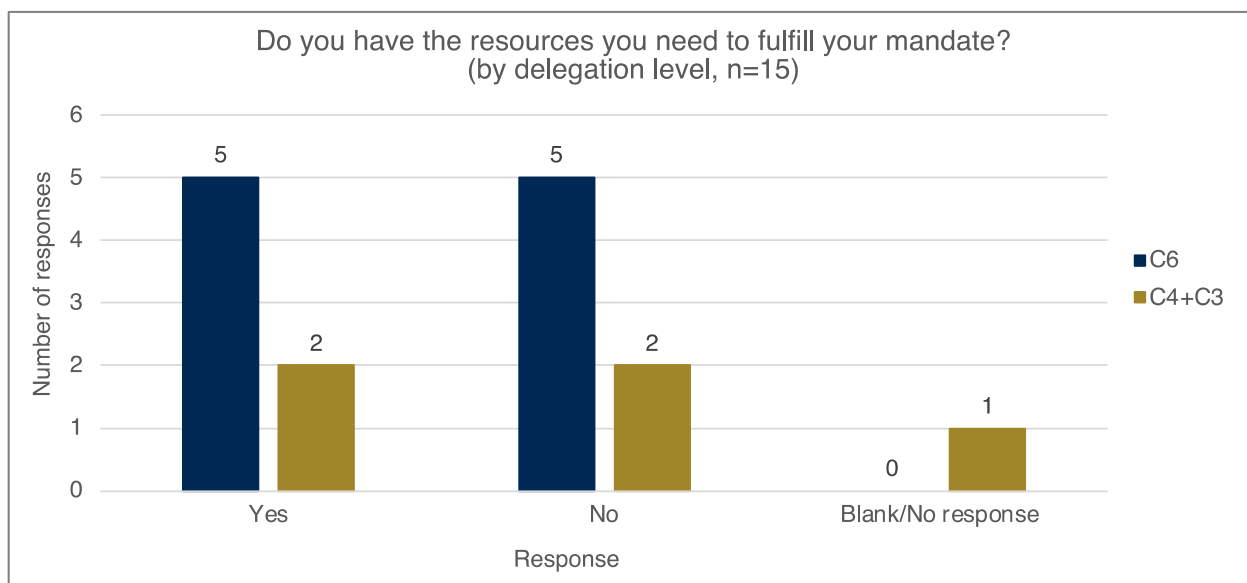


Figure 72



Of the 15 participating DAAs, 14 provided the information required to assess funding adequacy. Table 13 below summarizes the differences in funding adequacy for the seven DAAs principally funded by the federal government and the seven principally funded by the province.

Table 13

Adequate funding	Inadequate funding
<ul style="list-style-type: none"> - 7/14 DAAs reported being adequately funded. - Of those adequately funded, 6/7 are mostly funded by ISC. - Of those adequately funded, 5/7 are C6 delegated. - Of those adequately funded, 5/7 serve exclusively First Nations in community, with 2/7 serving in community and an urban First Nations population. 	<ul style="list-style-type: none"> - 7/14 DAAs reported being inadequately funded. - Of those inadequately funded, 6/7 are mostly funded by MCFD. - Of those inadequately funded, 5/7 are C6 delegated. - Of those inadequately funded, all but one DAA (a First Nations agency) serve some combination of urban Indigenous, Métis, and First Nations.

The reported adequacy/inadequacy by primary source of funds by DAAs is an important finding. The CHRT orders have required the federal government to fund First Nations child and family services at ‘actuals,’ with supplementary funding for prevention. This funding is not indefinite and is associated to the delivery of child and family services on-reserve (not off-reserve). The reported funding adequacy by DAAs primarily funded by the federal government, however, suggests that the current funding levels through CHRT orders are more suitable to the mandates being discharged. While the Government of BC has expressed commitment to child and family services, current expenditures do not always align to narrative. DAAs principally funded by MCFD,

serving urban Indigenous populations and Métis populations appear to struggle the most with funding adequacy.

The five DAAs participating as case studies expressed the successes and challenges of their operations with varying delegation levels, at the service of different populations, e.g., First Nation, Métis, Urban Indigenous, etc.

DAA 1

Overview

At the service of geographically remote First Nations, DAA 1 has experienced challenges from the restrictions of current federal and provincial funding approaches, despite funding improvements since 2018 with the Canadian Human Rights Tribunal (CHRT) orders (for federal funding). The limitations have impacted its ability to respond to needs in communities in practical and sustainable ways. Remoteness compounds staffing pressures and case complexity.

Operational realities

Serving geographically remote First Nations can be operationally challenging. Hiring and retaining staff, and managing case complexity – resource intensive on their own – are complexified working in remote places.

DAA 1 is struggling with staff in the remote First Nations. Staff are hired to the urban centre, with the requirement to travel. Travelling by boat and plane can be time consuming, tiresome, and, at times risky in inclement weather. Staff try to avoid or limit travel, even though they accumulate overtime that is either paid out or taken as vacation time. There is a need to be in community to build connections. To motivate staff to travel to First Nations, DAA 1 has created staff spaces for their exclusive use for work and/or an overnight stay in community.

Staff residing in-community require ground supervision and support. This is an added layer of staffing complexity, with the requirement to hire one supervisor to travel into communities to supervise staff on the ground. The additional cost burden is a direct function of the remote communities served. By contrast, DAA 1's MCFD counterparts do not incur the travel and remoteness costs directly, as they are absorbed by the province.

The average DAA 1 caseload is 30 files per social worker. This is high, especially when case complexity and remoteness are considered. Cases are considered complex as they regularly involve more than one issue, e.g. alcohol and drug misuse, mental health and emotional distress, domestic violence, and sexual abuse, etc. Living in a remote community, supporting services are not regularly accessible. Either those in need of support must travel or supports must come to them. DAA 1 has an ongoing goal of building qualified candidates to improve capacity within the First Nations, so that more people can serve in their communities.

Funding structure challenges

“Human needs are not static.”

DAA 1 is principally funded by ISC. The fee-for-service approach that is in place does not support sustainable change or strategic planning, and has limited connection or

concern for happenings on the ground. ISC and Ottawa are disconnected from the realities of life in communities.

ISC's funding approach can appear arbitrary, at times. Funds have restricted uses and lack consideration of operating realities. For instance, a small boat to reach remote First Nations is considered an ineligible expense for one DAA (as it is a capital expenditure), but transportation for cultural circumstances, is considered an acceptable culturally-relevant expenditure. In another instance, ISC approved a monthly cost of approximately \$34,000 per child for three children from the same First Nation to be placed in a group home, rather than funding the establishment of a home with live-in supports in their community. From an operating perspective, these are not exceptional expenses, but the cost of doing business when needs change. "Human needs are not static," but because ISC is following rules that are disconnected from the operating reality on the ground, DAA 1 is forced to make less practical or sustainable decisions.

While funding based on actuals has helped to alleviate some burdens, it is not a panacea. The CHRT orders have helped to cover needs-based funding, but what happens when the CHRT mandate is over? The capital component is a big missing piece for DAA 1. A different set of capital tools are needed, with services and supports to build wellness, capacity, and resilience in community. Building capacity means supporting jurisdiction and children remaining in community.

"You are forever falling backwards."

Current funding is not always transferred in alignment to the fiscal year, making it feel like you cannot plan. There are times when you cannot spend fast enough because the funding arrived late. On paper, it appears that you have a surplus and that notional surplus is removed from your next budget, when in fact, you may need the money but could not use it in time. The lack of consistency in funding levels and timing does not allow for planning or the development of new programming, making it feel that "you are forever falling backwards."

Provincial funding from MCFD is connected to children transferred to the agency, with MCFD funding full-time equivalents (FTEs) based on workload. When the number of children in care decreases, so too do resources for staffing. Although MCFD has changed their funding structure since 2018, and DAA 1 has benefited from a funding increase, it however, does not support sustainable wellness. Just because case numbers are dropping, it does not imply that supports are no longer required. Case complexity, contextual challenges, and a focus on well-being, require consistent and sustainable resources that can focus on community needs and the development of programming and tools to support them.

As a service provider itself, MCFD funding to DAA 1 is specific to the children transferred to its care. For supporting services, children in DAA 1 are expected to use provincial services. MCFD will not fund DAA 1 to offer any of the services it already

provides. Not only does this not promote self-governance, but children and families are left on waitlists for various services. For instance, MCFD offers a life skills program for young people, suggesting that all children/youth can access the program. DAA 1 would welcome the opportunity to offer the program and ensure the participation of its children, but contracts are often awarded to Ministry clients on a priority basis, not to others. Beyond funding for children in care, additional funding from MCFD is hard to come by.

To address the structural funding constraints from ISC and MCFD, DAA 1 wants to be funded in a block. The block would provide adaptability and flexibility with consistency, missing components in the current approach. The block funding would allow DAA 1 to better plan and to more efficiently allocate its resources against what it needs, rather than only what is permissible based on the fee-for-service model. More optimal decision-making for children and improved efficiencies are possible when resource allocation is made by the service provider.

Looking to the future, DAA 1 wants to build transition homes, safe houses in each community, and group homes for children in care with special needs. These investments would be possible with a differentiated funding structure that recognizes geographic constraints, and that provides resources commensurate to need.

DAA 2

Overview

At the service of urban Indigenous populations from British Columbia, DAA 2 confronts complex cases with inadequate resources. As a team, they engage in creative problem solving to work around the limits of their funding to meet the needs of children and families, especially in prevention, youth ageing out of care, and their own staffing requirements.

Advocating for substantive equality

DAA 2 describes its approach to child and family services as 'rooted in the child,' with careful consideration of the complex and differentiated service needs of Indigenous People. Intergenerational trauma, poverty, neglect, addictions, and other challenges bring children into contact with the protection system. This creates a vicious cycle for parents and children. Breaking the cycle means reducing contact with the protection system, through prevention and strength-based programming.

The challenge in developing and delivering on prevention, is a matter of resources. With nearly all of its funding from MCFD, DAA 2 highlights a critical financial disparity and lack of consideration by MCFD of what is needed and what is different in Indigenous places. A "grave misunderstanding" of complex needs and services in Indigenous communities by MCFD leads to inadequate resources.

"Our kids will continue to die."

DAA 2 advocates regularly for their agency for resources to support substantive equality, but "it's a constant fight." Funding from the province remains insufficient: "You beg. You call it advocacy, but it's not different than standing before the Indian Agent asking for food." The result is a system that is in constant crisis-response mode. There is no capacity to consider issues holistically or to plan strategically when all you can do is 'slap Band-Aids' on the most urgent problem.

Contracts for supports, e.g., cultural programming, have not increased since 2004, limiting their development. When one-time dollars for culture funding were released by the province, DAA 2 established a cultural continuity role. The intent was to connect children with their First Nations, supporting them in their homes, nurturing culture identity, and providing culturally informed services. It is unclear, however, if the position can continue.

Anytime supplementary or prevention-focused funds are requested, the response from MCFD is that there is no money. Service delivery area offices make non-delegated funding decisions, and the Aboriginal Services Branch in MCFD makes delegated funding decisions. The disjointed decision-making in the system creates challenges.

"It's all smoke and mirrors from the province."

Funding levels are a guessing game, making planning or program development nearly impossible. Chasing contracts for more dollars from the provincial bidding system is itself a resource intensive activity (“it could be a full-time job”), without guaranteed results. Funds can be moved around within the agency budget unless they are tied to a specific contract or program. Resources are finite, however, and moving money means taking it away from another activity.

“When do we actually invest in Indigenous children?”

There are a number of provincially funded prevention services, e.g., the Boys and Girls Club, but they are not necessarily Indigenous and do not meet the needs of Indigenous children. The system is maligned: discourse is focused on prevention, but resource allocation suggests an enduring focus on protection.

There is a fundamental inequity and lack of consideration of the differentiated points of departure in Indigenous child and family services. The province has a series of built-in resources from internal services to contractors that support them in their work. These existing supports, from IT to human resources to social services facilitate the delivery of child and family services. For DAA 2, these services come at a direct operating cost.

Ageing-out of care

“Kids are not at the centre,” of the way MCFD funds, especially when it comes to children ageing out of care. The Agreements with Young Adults program “is a sham.” With minimal funding, a young person cannot pay rent in an urban centre, let alone manage expenses for food and personal hygiene. Officially, when a child over 19 requires support, they are referred to another organization. DAA 2 decided (with the hope that it is not refused by the province) to increase funding for youth ageing out of care who are on their own. Without the extra support, many young people are left couch surfing or living in squalor, fuelling a vicious cycle of contact with state services. There is lots of talk of group homes and group supports, but no money to develop them.

“It’s working in chaos.”

Resourcing has not caught up with the increasing complexity of Indigenous children’s needs. There is an average of 20-23 cases per social worker, many of which are complex. With staff stretched thin, supervisors cannot nurture and support their teams as much as they may like or need. The team does not have time to process events and responses before the next one happens, “it’s working in chaos.”

Staff retention is a challenge, especially for cultural programming, as DAA 2 cannot compete with salaries and pension schemes from the province and private practice. While DAA 2 can pay on par for delegated services, any alignment of salaries for non-

delegated services comes out of efficiencies. To pay someone in a cultural position a reasonable wage, there are fewer programming dollars available.

Things can change

The system funding child and family services in British Columbia can be reformed to support the differentiated needs of Indigenous children. It is a question of priorities.

Resetting system priorities means focusing on the wellness of children and families, with an understanding that Indigenous children and families have complex needs and different points of departure.

When a different system goal (i.e. wellness) is defined, funding and reporting should align to that goal. A standardized funding approach does not work. Meeting complex needs requires adaptability, flexibility, and ready resources to respond in the most appropriate fashion, based on the circumstance of the child.

DAA 3

Overview

With the resources it requires to discharge its mandate, DAA 3 has a solution-based approach to practice. The focus of its practice is on well-being by building interdependence among communities in the seven First Nations it serves. Challenges, however, remain, especially for children ageing out of care. Resourcing approaches to child and family services need to catch-up to the realities of the practice on the ground.

Building well-being

For DAA 3, child and family services is about family preservation: children are safe and families are well. With its vision focused on well-being, staff look for inherent strengths in individuals to develop to care for themselves and their communities. The agency's approach is to build interdependence. The goal of the practice, especially in protection, is to work the agency out of the family's life, serving as a support.

DAA 3 actively links families with other services to support them in their journey. From early years programming for parents and children, to cultural programs with language specialists and elder supports, DAA 3 has built a multi-faceted practice for the members of its communities from cradle to grave.

Working with their First Nations, DAA 3 can help to identify service gaps and goals, to better tailor services to meet needs. In one instance, DAA 3 worked with a First Nation to develop signs of safety like approaches to identify the need for intervention. The First Nation had wanted to identify and work to address protection-issues before they became problematic but did not have the tools. DAA 3 supported them with training and protocols to identify potential challenges and support their mitigation.

If it needs to be done, DAA 3 will do it. That is part of the agency's culture and the working environment for staff. The approach creates space and provides resources for creative problem solving that meets families and individuals where they are. DAA 3's social work structure is one example of the approach in practice. To offer consistency for children and families, DAA 3 streamlined all protection needs so that a single social worker would follow the case from open to close. The approach reduced caseloads to approximately 15-20 per social worker (a good ratio) and helps to provide a better experience for children and families. The commitment to low caseloads means opportunities for practice improvements.

As research develops in child welfare, DAA 3 reviews and explores alternative approaches and adaptations to meet the needs of children and families. Reporting and resourcing structures, however, do not keep pace with the developments in practice. For instance, social workers alone are straddling three systems for data capture and reporting (First Nations; practice standards; MCFD requirements). When approximately 70% of their work is administrative, some practitioners may struggle to be accountable to both families and compliance expectations. Redefining systems

with direct linkages between resourcing, reporting, and results, would be helpful in moving forward a strengths-based well-being focused approach to child and family services.

A consistent challenge in the delivery of child and family services are resources for youth ageing out of care. A young person leaving the care system without unconditional supports, may struggle with the transition. Everything from a safety net if mistakes or made, to life skills such as cooking, opening a bank account, using your social insurance number, can be challenges to young people, let alone those without a support system.

Housing is a barrier for youth ageing out of care. They cannot always afford the cost of rent, nor are they always model tenants. DAA 3 has stepped in to cover gaps in the costs of rent, and is exploring collaborations with landlords to create arrangements for youth in need of housing, e.g. increasing the damage deposit. In the future, DAA 3 is hoping to leverage resources from other sources to build transition homes or access supportive housing for youth.

DAA 3 has focused its organization on improving practice to build interdependence and well-being in communities. From operational changes to a commitment to doing whatever needs to be done to support children and families, DAA 3 demonstrates what can be done when resources are commensurate to mandate. While there is always more that needs to be done for children and families, DAA 3 has worked through and around the existing system to respond to challenges. With primarily federal funding, DAA 3 has benefitted from the payments based on actuals and the focus on prevention from the Canadian Human Rights Tribunal rulings. Although this funding is not indefinite, it helps to highlight possibilities in practice with adequate resources.

DAA 4

Overview

Serving an urban Indigenous population, nearly 100% of DAA 4's funding flows from MCFD. Over the years, the agency has experienced challenges of inadequate and inequitable funding, impacting their program development and operations. To remedy the funding shortfall, DAA 4 estimates needing a budget three times its current levels.

Inadequacy and inequity

DAA 4 prides itself on its service delivery, despite its funding structure. Most of DAA 4's base funding comes from contracts. These contracts tend to cover protection and guardianship related expenditures, with an estimated 1% of overall funding attributed to prevention activities. There is an irony to this funding breakdown, as MCFD wants DAAs to be prevention focused.

It is unconscionable and sick that the province does not fund urban Indigenous populations in child welfare in the way the federal government funds in traditional territories [on-reserve]. It is not reconciliatory in any nature. The province has continued the residential school system through their funding mechanisms and have continued the removal of children from the population and their language by underfunding prevention. They are knowingly doing this.

DAA 4 considers urban Indigenous agencies in British Columbia to be inadequately and inequitably funded relative to other DAAs funded principally by the federal government. Cultural funding, or funding attributable to prevention activities, is based on the number of children in care from MCFD. On the one hand, MCFD's discourse emphasizes prevention. On the other, cultural funding (which is not base funding) is based on the number of children in care, which is decreasing for DAA 4. Effectively, MCFD is telling the agency: you are doing a good job keeping children out of care, so you need less money and fewer staff to continue to do what you are doing. Prevention, however, is a resource intensive activity that requires assessment, planning, and program development.

Despite ongoing attempts to advocate for a needs-based funding approach or more funding with MCFD, the requests remain unfulfilled. "There's a certain irony in an Indigenous agency "begging" for cultural funding."

Funding practices stress operations. Nearly half of DAA 4's delegated contract is attributed to guardianship expenditures. This leaves approximately 50% of the budget to manage all other programming and operating needs of the agency. Core positions in DAA 4, e.g., a director of operations position that is part of the delegated matrix, cannot be funded because an expenditure on a salary means fewer program dollars.

There is an entire public service apparatus that supports MCFD from practice consultants to trainers to the Public Service Agency to a finance department. Even

the smallest office in MCFD is supported by a suite of services. Many DAAs, however, struggle with inadequate funding that does not support the same set of services, arguably, placing the DAAs at a severe disadvantage with respect to human resources, financial management, staff retention, and succession planning. DAA 4, like many other DAAs, struggles with the limited services they can provide.

Desired state

To remedy the inequities and inadequacies of the current system, DAA 4 estimates it would need a budget three times its current size, focused mainly, on prevention. With resources to hire staff and build programming, to develop satellite offices for service provision, to increase instruction and cultural guidance for foster parents, etc. DAA 4 would be positioned to undertake its mandate with requisite supports for human resources, finance, and other administrative supports.

DAA 5

Overview

The delivery of child and family services is complex. That complexity is amplified when multiple communities in different geographies are served. Serving mostly an urban Indigenous population, while also serving First Nations with remote geographies, DAA 5 has built a practice that seeks inclusivity, by enhancing, empowering, and engaging communities. Principally funded by the province, DAA 5 has the resources it needs to discharge its mandate. DAA 5 does, however, experience geographic challenges that impact staff retention and recruitment, as well as a need for support services.

Building relationships and engaging partners

DAA 5 collaborates with over 15 local agencies and community partners to serve its communities. A variety of prevention programs, that range from family support to reduce apprehension rates to equine therapy and a grandparents group, DAA 5 works to foster inclusivity in its practice.

“It’s about being inclusive and not working in silos.”

This collaborative approach extends to provincial and federal funding offices. Through relationships with these offices, DAA 5 has learned to leverage opportunities from both orders of government. For instance, DAA 5 has submitted RFPs for contracts that other DAAs do not even know about. Accessing supplementary resources has meant increasing program dollars to develop prevention-oriented services.

While DAA 5 works hard to build relationships with funders and communities, it is still working to reset understandings of the purpose and role of its organization beyond one that removes children. The perspective is continuing to evolve with powerful reminders when young people are inspired to join the agency as a social worker, financial manager, etc.

Gaps and challenges

DAA 5 seeks to serve all peoples in a culturally relevant and holistic manner. This requires a robust team of qualified and committed people to develop and deliver programming throughout DAA 5’s communities.

With housing pressures in First Nations, nearly 80% of children live outside of communities that are often remote. This impacts DAA 5’s outreach and engagement efforts. The geographic realities create staff hiring and retention pressures, with high travel and operating costs. For some staff, salaries are not commensurate to cost of living in more remote places. Limited transportation and staff mobility can mean lost opportunities for crisis and intervention services. With the increased complexity of cases, especially due to the opioid crisis, more resources are needed to support the safety and healthy development of children. More resources are needed to ensure in-

home and wrap-around services can be provided to children and families in need, no matter where they live.

While resources are commensurate to DAA 5's mandate, the agency's staff are extended. With committed leadership and social workers doing as much as they can, DAA 5 finds itself managing its own services, such as IT, supports for change management, etc. As is the case with other DAAs, they have to find ways of building and maintaining their own internal services, unlike the provincial bureaucracy that has a built-in network of support services. This is a gap that needs to be considered in funding arrangements.

Looking to the future

DAA 5 remains committed to providing wrap-around services to best suit the needs of those they serve. As DAA 5 continues its practice, it remains committed to filling gaps in funding and other resources in fulfillment of its mandate.

Analysis of the participating DAA's questionnaire data and case profiles, indicate major differences in funding levels based on the residency of the population served. First Nations-focused DAAs with primarily federal funding report resource adequacy (even if it is in flux and subject to change as prevention services are designed), relative to their principally MCFD-funded counterparts. The funding differences result in inadequacy in CFS funding for urban Indigenous populations in BC.

There are DAAs principally funded by MCFD that have found ways to work around the existing system, with support from local offices that enable adjustments to better meet the needs of communities. Their ability to secure funding and work around the system to deliver services suggests the system may not be working well without tools to address its limitations.

Conclusion

This report mapped and assessed the delivery of CFS in BC to identify factors that impact service delivery and influence cost. Resources differ for vendors serving Indigenous and non-Indigenous children and families in urban places and in First Nations.

The primary data analyzed in this report found structural and client-based challenges in BC's CFS system. Structurally, there were universal issues identified by service providers associated to the allocation of resources (including the contracting process), data gaps, and a lack of understanding of need in communities. MCFD's expenditure management and contracting system would benefit from reform to improve the government's ability to meet its obligations to children and families.

From a client perspective, there are differences in CFS funding within BC's Indigenous population. The urban Indigenous population in BC is growing; this has implications for MCFD's approach to resource allocation as they are accountable for funding CFS for all residents outside of First Nations' territories.

Indigenous and non-Indigenous children and families have different points of departure. The gaps in poverty, housing, the effects of intergenerational trauma etc., are well-known. In funding CFS, contextual realities should be recognized and addressed through funding levels and structures.

This report found that urban Indigenous children in BC are disadvantaged relative to those residing in their First Nations and accessing services through a primarily federally funded DAA. Residency and principal funding source influence resources for the delivery of CFS in BC. The differences between on-reserve and off-reserve funding are largely a function of the CHRT's orders for federal payments based on actual expenditures in First Nations CFS. While temporary, the current federal funding levels appear to be closer to adequate and appropriate levels of funding to address the different needs of Indigenous children and families.

MCFD has an opportunity to improve its allocation and expenditure management practices in pursuit of its declared commitments to Indigenous Peoples. Currently, MCFD cannot define what resources it allocates to vendors serving Indigenous clients, nor does it align its spending to priorities. This makes it a challenge to understand if desired results are being achieved. Change is possible and within MCFD's operating mandate.

To reduce discrimination and improve outcomes for children and families:

- 1) Link spending to results.
 - a. Improve allocative efficiency by asking service providers what is needed.
 - b. Work with providers to define contract goals and terms, replacing current practices that can at times, appear arbitrary.
- 2) Ensure funding practices are suitable to the differentiated delivery of CFS.

- a. Delivering CFS requires flexibility to allocate funding to meet the changing needs of communities. Rather than requiring vendors to work around funding structures in contracts to deliver programming, make the structures relevant to practice.
 - b. Funding should recognize the differentiated points of departure and needs of Indigenous and non-Indigenous People.
- 3) Use data for decision-making and respond to needs.
- a. Connect spending priorities to performance indicators.
 - b. Align spending to desired results to make informed adjustments to funding, consistent with need.

Should MCFD be unable or unwilling to work with stakeholders to address challenges that have been documented over the past two decades, there may be a value in exploring alternative structures and mechanisms for the funding of Indigenous CFS in the province.

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Appendix

Appendix A
Current context

Appendix A

British Columbia (BC) in-context

BC has one of the three largest Indigenous populations among the provinces with 16% of all Indigenous People residing in the province (BC represents 13% of Canada's total population) (Figure 1 and Figure 2).

Figure 1

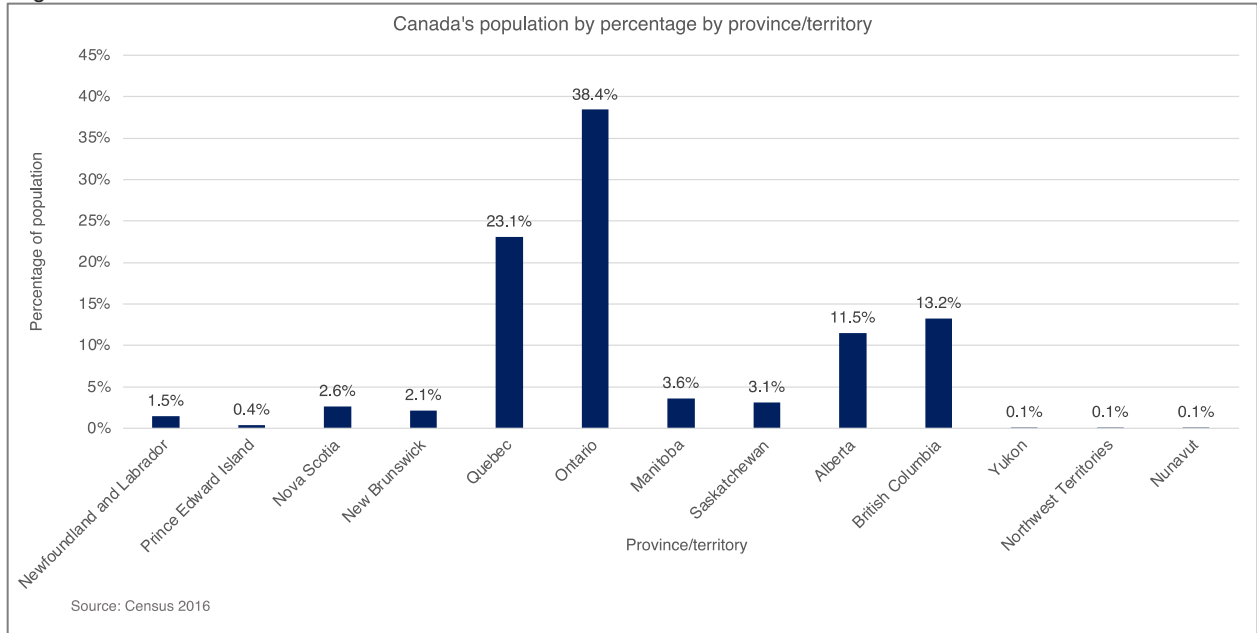
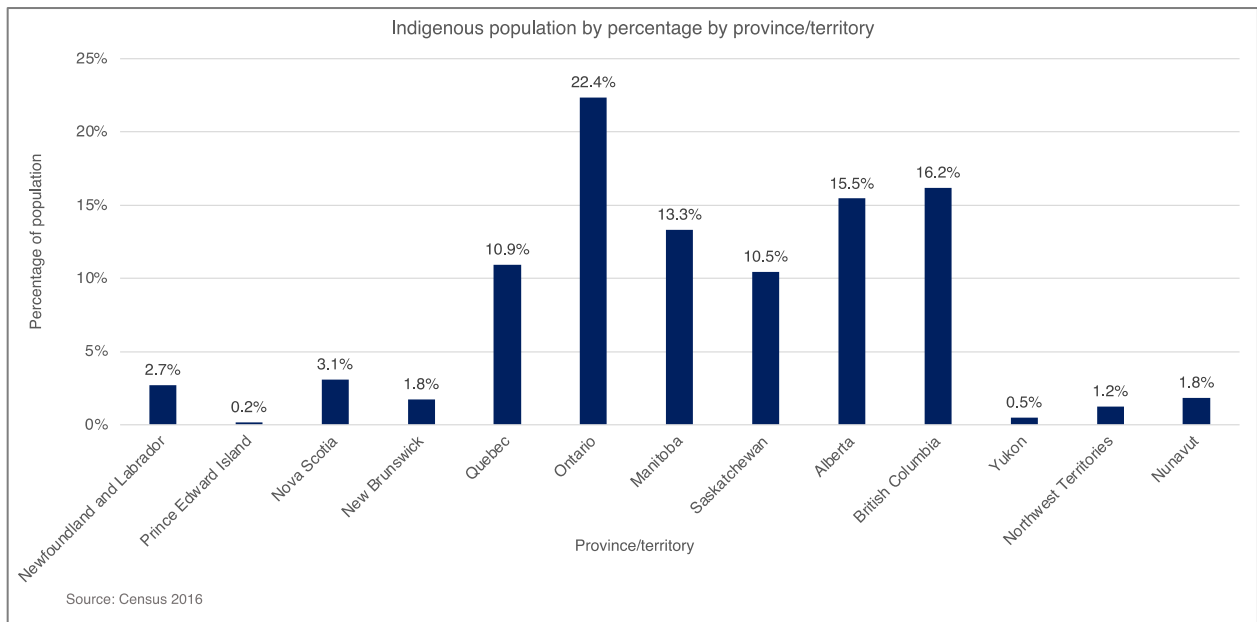
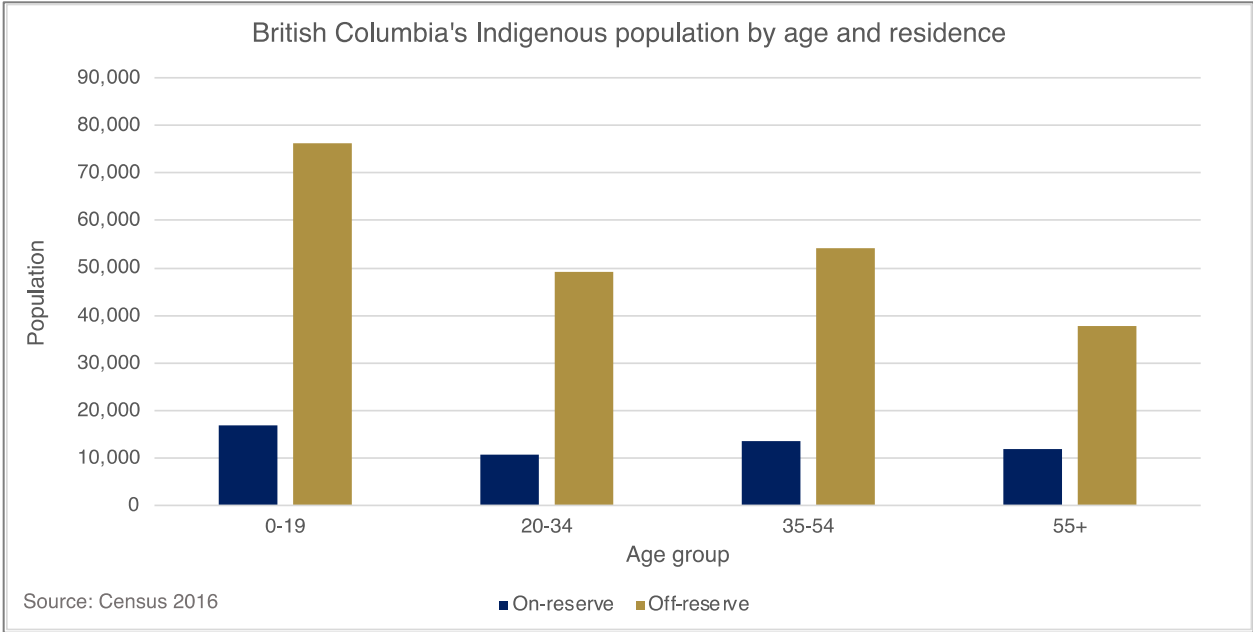


Figure 2



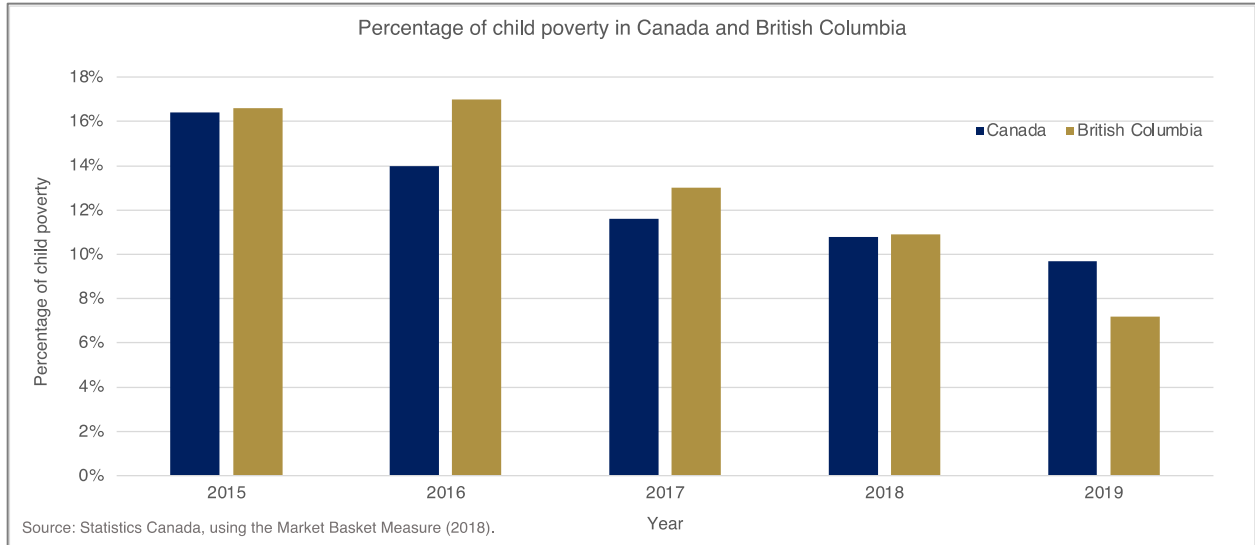
Most of BC’s Indigenous population identifies as First Nation and resides off-reserve. As depicted in Figure 3, most of BC’s urban Indigenous population is between the ages of 0-34 (by contrast, most of BC’s non-Indigenous population is over the age of 35). The young, urban Indigenous population is an important consideration for service delivery. Funding of CFS for Indigenous Peoples residing off-reserve are the responsibility of the provincial government, while the federal government funds CFS on-reserve.

Figure 3



The contextual data reviewed below focuses on available indicators linked to well-being, including: poverty, youth justice, food security, dwelling conditions and repairs, perceived health, and employment. While not all indicators are segmented by age group or by Indigenous identity, they offer some perspective on a BC baseline. There is a limited amount of publicly accessible data on provincial outcomes in general, and especially, for children and differences between Indigenous and non-Indigenous identities. Data available on general outcomes for BC’s population are principally from Statistics Canada and the 2016 Census (2021 Census data was not available in time for the publication of this report).

Figure 2



A child's development is impacted by several factors, notably, poverty. From cognitive development to health, addressing poverty is a critical step for improving well-being.¹ In Canada, nearly 10% of children lived in poverty in 2019, compared to nearly 8% of children in BC. Since 2015, overall rates of child poverty have generally trended downward (Figure 4).

Children in contact with protective services are more likely to be incarcerated.² In BC, youth admissions into the correctional system since 2015 are exhibiting a downward trend (Figure 5). Of the youth interacting with the province's justice system, approximately 30% are charged, a proportion relatively consistent since 2015 (Figure 6). By contrast, across Canada, of the youth interacting with the justice system, roughly 45% have been charged, a relatively consistent trend across fiscal years (Figure 7).

¹ Engle and Black, "The Effect of Poverty on Child Development and Educational Outcomes"; James J. Heckman, "Schools, Skills, and Synapses," *Economic Inquiry* 46, no. 3 (Jun 2008): 289; Melisa Brittain and Cindy Blackstock, *First Nations child poverty: A Literature Review and Analysis* (First Nations Children's Action Research and Education Service, 2015): 1–175; Yvonne Rafferty, Kenneth W Griffin and Dimitra Robokos, "Maternal depression and parental distress among families in the Early Head Start Research and Evaluation Project: Risk factors within the family setting," *Infant Mental Health J.* 31, no. 5, (September 2010): 543–569.

² See for instance, Mark E. Courtney et al., "Midwest Evaluation of the Adult Functioning of Former Foster Youth: Outcomes at Age 26," (Chicago, IL: Chapin Hall at the University of Chicago, 2011): 1-117; James Heckman, "There's more to gain by taking a comprehensive approach to early childhood development," *The Heckman Equation*, (2016).

Figure 3

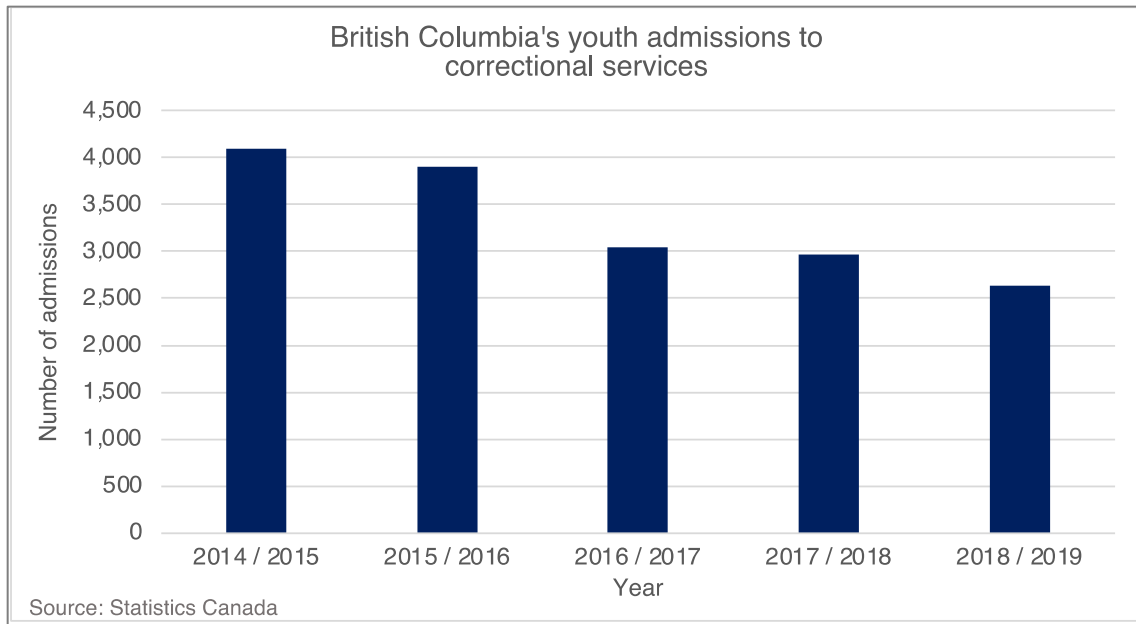


Figure 6

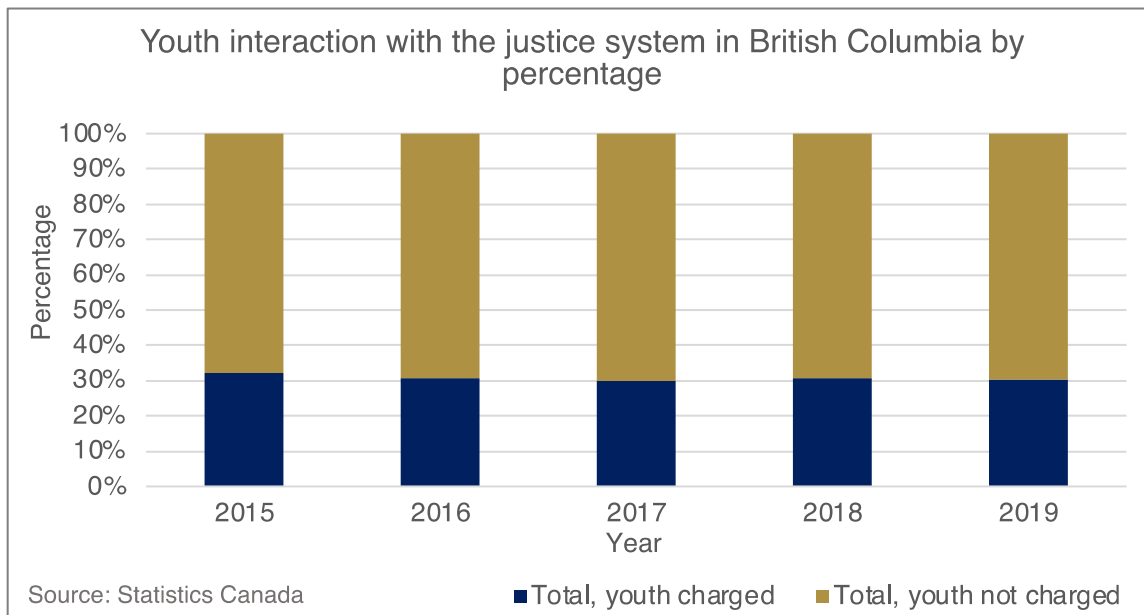
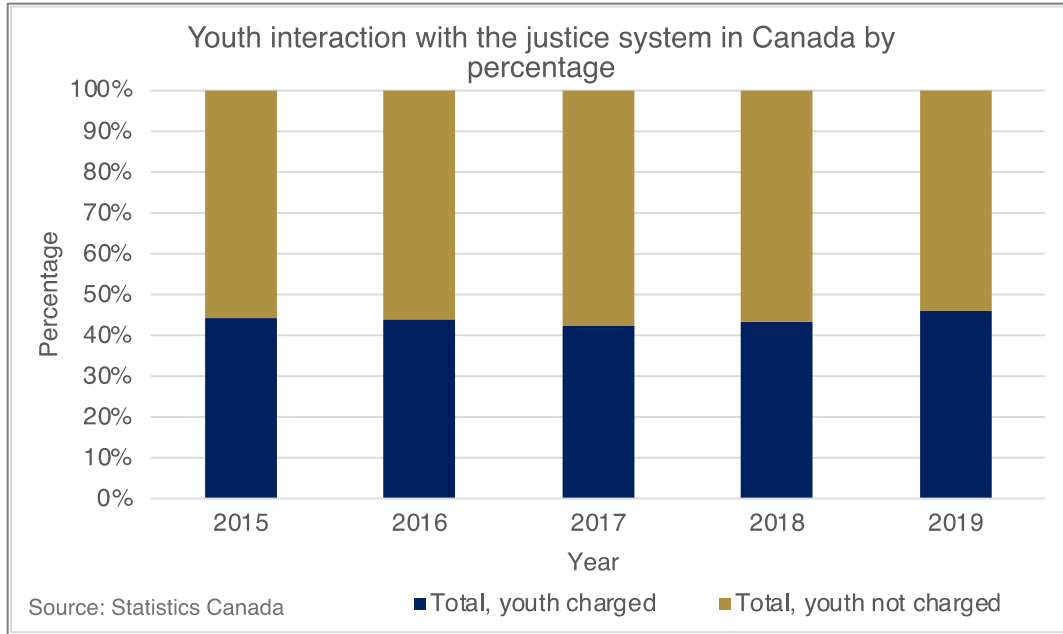
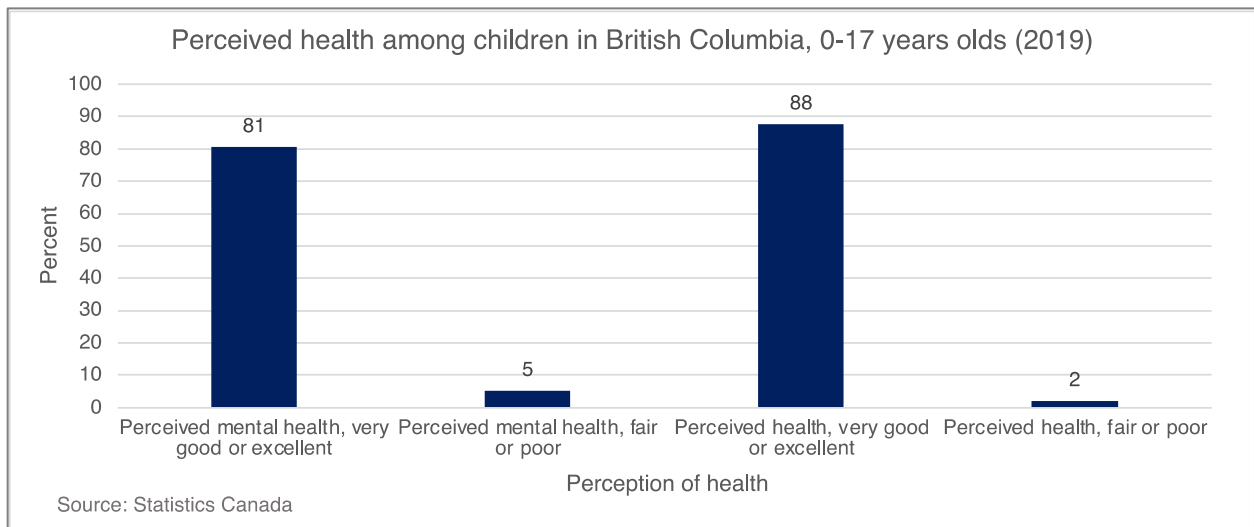


Figure 7



Most children in BC report good or excellent overall and mental health (Figure 8). The First Nations Health Authority (FNHA) collects data on various health related indicators for First Nations, but not Indigenous People generally in the province, making data comparisons a challenge.

Figure 8

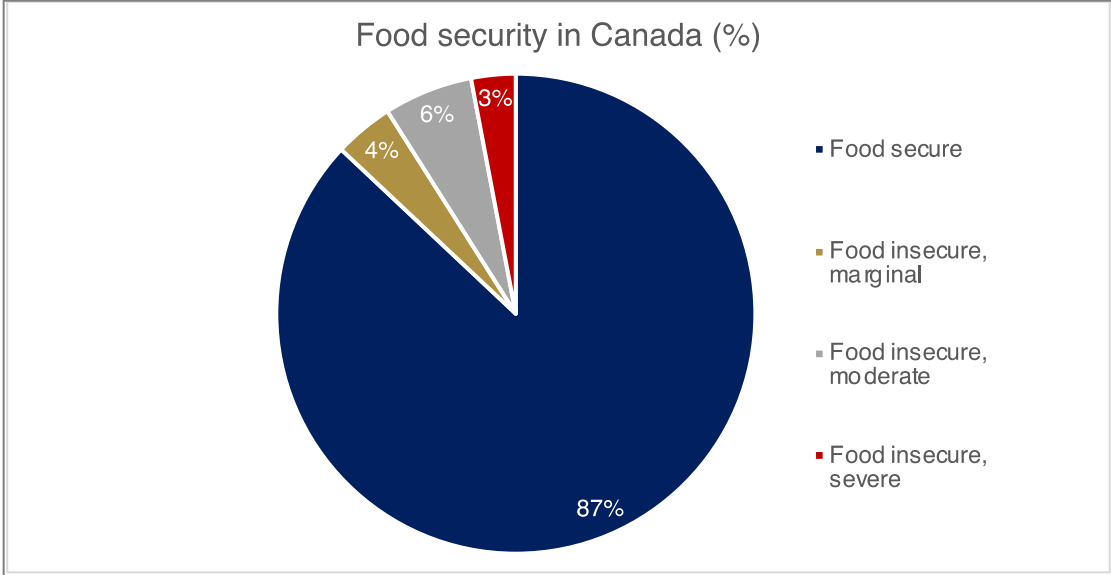


Having inadequate or insecure access to food because of financial constraints is considered food insecurity.³ Typically linked to poverty, food insecurity can have

³ Fei Men, Craig Gundersen, Marcelo L. Urquia and Valerie Tarasuk, "Association between household food insecurity and mortality in Canada: a population-based retrospective cohort study," CMAJ 192, 3, (January 20, 2020): E53-60; Sharon Kirkpatrick and Valerie Tarasuk, "Food Insecurity is Associated with

negative impacts on overall health, including inadequate nutrition and premature death among adults. Most of Canada's population report food security, with just under 15% reporting some measure of food insecurity (Figure 9). Among BC's Indigenous People, three-quarters report food security, with the balance reporting various levels of insecurity (Figure 10).

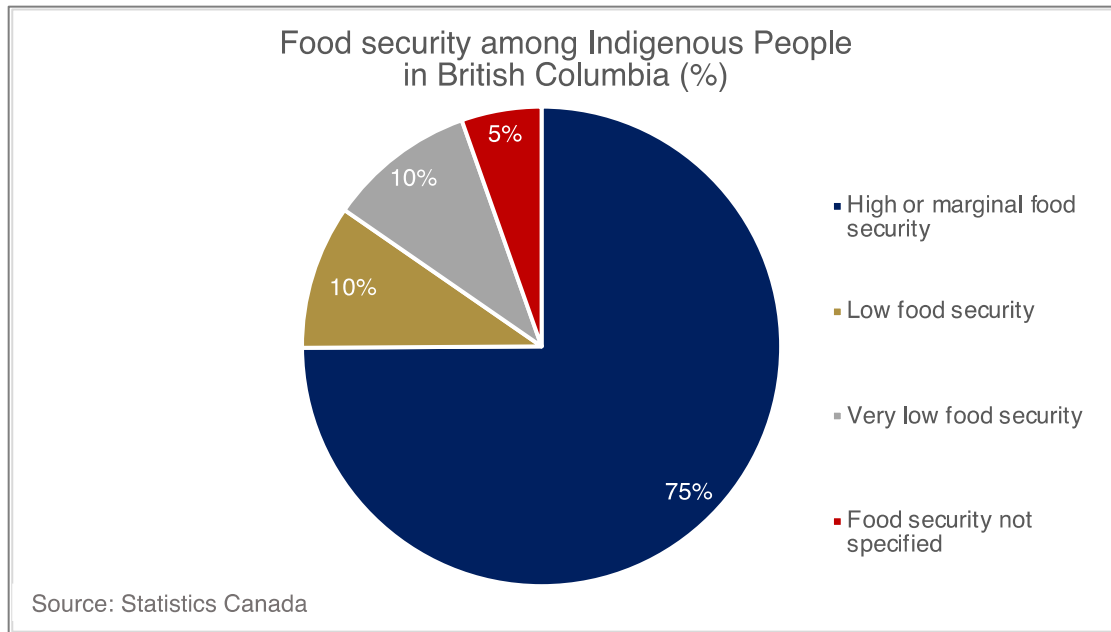
Figure 9



Nutrient inadequacies among Canadian Adults and Adolescents," *The Journal of Nutrition*, 138, no 3, (2008): 604-612.

Sharon Kirkpatrick, Lynn McIntyre, and L. M. Potestio, "Child Hunger and Long-Term Adverse Consequences for Health," *Archives of Pediatrics & Adolescent Medicine* 164, no. 8 (August, 2010): 754.

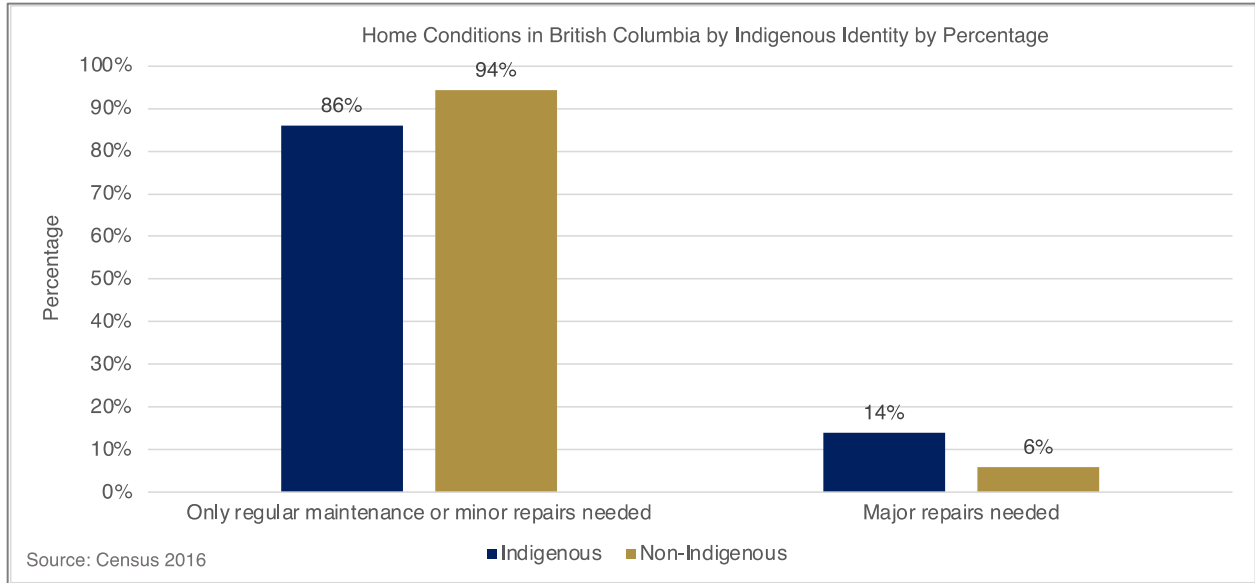
Figure 10



Safe and suitable housing is essential to well-being. Issues such as poor structures and overcrowding are linked to various challenges, including communicable diseases, intimate partner violence, etc.⁴ Among BC's Indigenous population, 14% report a requirement for major housing repairs to improve home conditions, relative to 6% of the non-Indigenous population (Figure 11).

⁴ See for instance, Xavier Bonnefoy, "Inadequate housing and health: an overview," *International Journal of Environment and Pollution* 30, 3/4 (2007): 411–429; Leilani Farha and UN Secretary-General, "Adequate Housing as a Component of the Right to an Adequate Standard of Living, and the Right to Non-Discrimination in This Context," July 17, 2019, pp. 10, 14, 15; Kevin James Swick and Reginald D. Williams, "An analysis of Bronfenbrenner's bioecological perspective for early childhood educators: Implications for working with families experiencing stress," *Early childhood education journal* 33, no. 5 (2006): 371–378.

Figure 11



First Nations in Canada and in BC exhibit the highest unemployment rates and the lowest employment rates (Figure 12, Figure 13, Figure 14, and Figure 15).

Figure 12

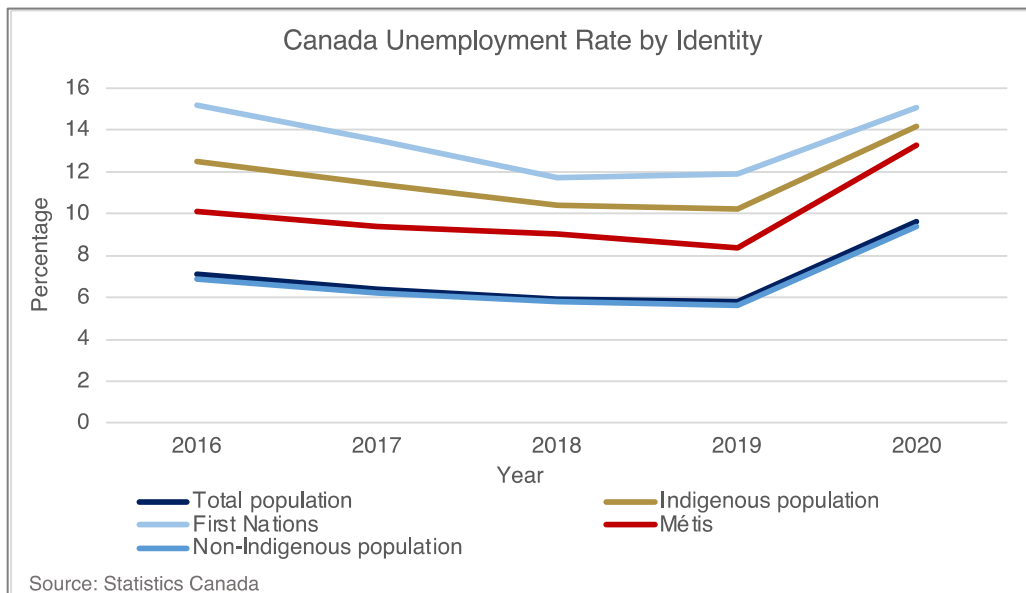


Figure 13

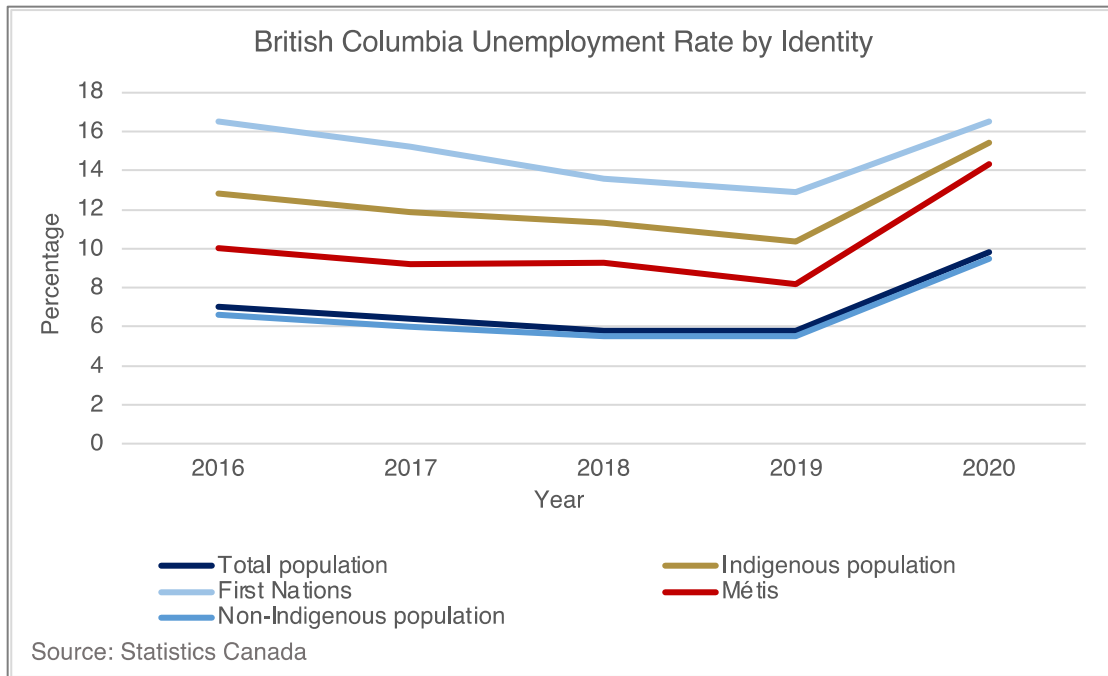


Figure 14

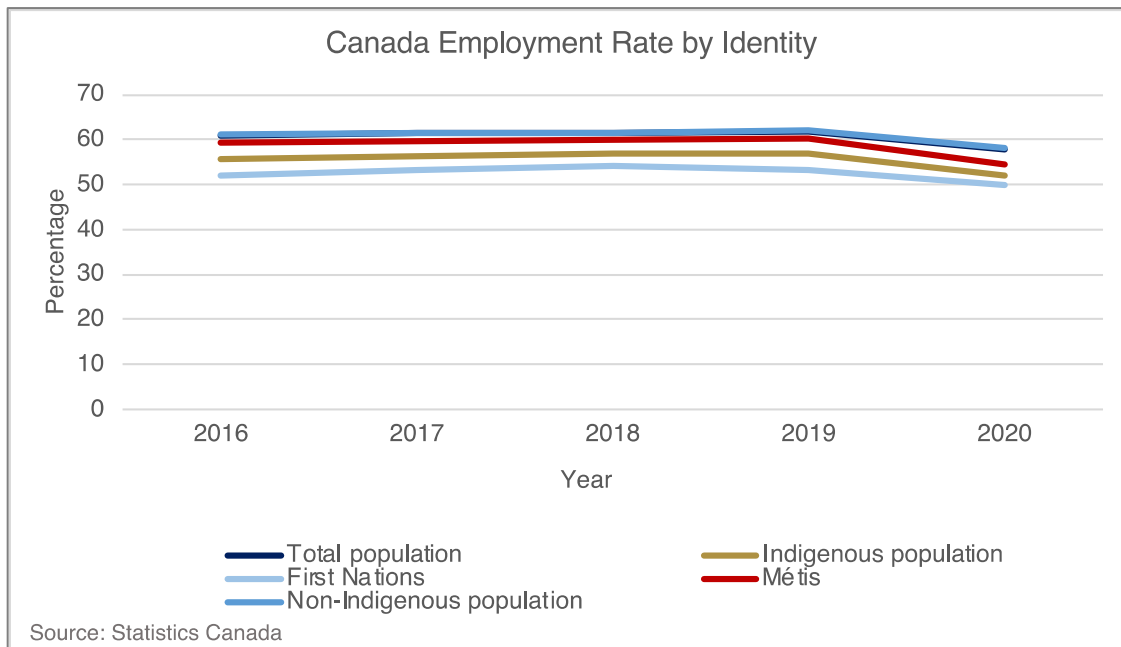
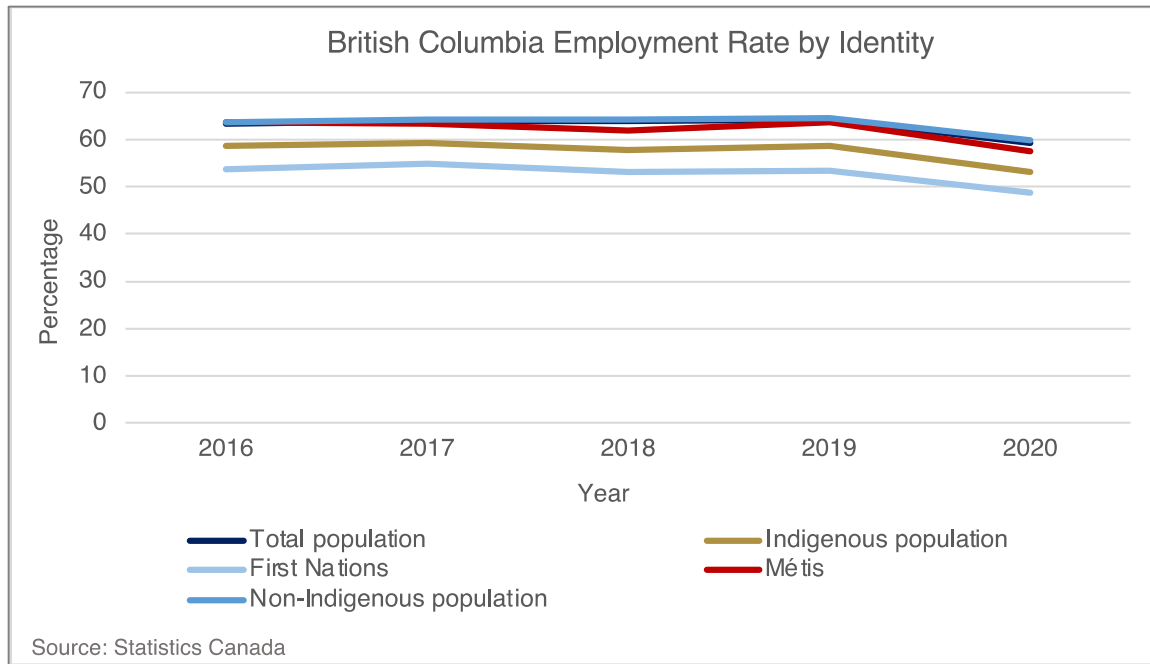


Figure 15



Labour force participation can be influenced by a variety of sociological factors including, education,⁵ gender,⁶ and aging⁷. Rates of labour force participation can be indicative of broader societal challenges.⁸ For instance, in the United States there was a strong recorded relationship between the opioid epidemic and decline in labour force participation.⁹ Rates of employment and unemployment among different groups can be indicative of broader health, social, and economic issues enabling or limiting participation in the workforce.

⁵ "Labour Force Participation Rate," *International Labour Organization* online, n.d., https://www.ilo.org/ilostat-files/Documents/description_LFPR_EN.pdf

⁶ Ibid.

⁷ David Howard, "Aging Boomers Solve a Labor Market Puzzle," United States Census Bureau, June 21, 2021, <https://www.census.gov/library/stories/2021/06/why-did-labor-force-participation-rate-decline-when-economy-was-good.html>.

⁸ "Labour Force Participation Rate," *International Labour Organization* online, n.d., https://www.ilo.org/ilostat-files/Documents/description_LFPR_EN.pdf

⁹ Alan B. Krueger, "Where Have All the Workers Gone? An Inquiry into the Decline of the U.S. Labor Force Participation Rate," *Brookings Papers on Economic Activity* 2017, no. 2 (2017): 1-59.

Appendix B
Questionnaires

QUESTIONNAIRE FOR DELEGATED ABORIGINAL AGENCIES

Organization name

Contact person

Email

Phone

1. How would you classify your organization? Select one of the options below:

- a. First Nations agency
- b. Urban Indigenous agency
- c. Métis agency
- d. Other

2. Select the services that your organization provides. Select all that apply:

- a. Child safety and children in care
- b. Child and family support (prevention; services to avoid apprehension)
- c. Adoption
- d. Youth justice
- e. Child and youth mental health
- f. Child and youth with support needs
- g. Early childhood development/childcare
- h. Other, please specify

3. What are your total revenues (all sources) for fiscal year 2019–20?

4. What are your total expenditures for fiscal year 2019–20?

5. What are your sources of funds? Select all that apply:

- a. Provincial government – MCFD
- b. Federal government – ISC
- c. Other – Provincial government
- d. Other – Federal government
- e. Other – non-governmental

6. What is the source of most of your funding? Select one:

- a. Federal – ISC
- b. Provincial – MCFD
- c. Federal – Other
- d. Provincial – Other
- e. Other – non-governmental

7. If possible, weight your funding sources by percentage
(e.g. 50% MCFD, 20% Provincial – Other, 30% Federal – ISC)

- a. Federal – ISC
- b. Provincial – MCFD
- c. Federal – Other
- d. Provincial – Other
- e. Other – non-governmental

8. How many children were in the care of your agency on March 31, 2020?

9. What is the number of files/persons served by your organization in fiscal year 2019–20
(DAAs, exclude your number of children in care reported in #8 above)? Select one:

- a. 0–100
- b. 101–200
- c. 201–300
- d. 301–400
- e. 401–500
- f. 501–600
- g. 600+
- h. Specify, if possible

10. Whom does your organization serve? Select all that apply:

- a. Urban non-Indigenous
- b. Urban Indigenous population
 - i. First Nations (off-reserve)
 - ii. Métis community
 - iii. Inuit community
- c. First Nation (on-reserve)

11. What proportion of your client base is Indigenous? Select one:

- | | |
|--|---|
| a. 0% <input type="radio"/> | g. 51%– 60% <input type="radio"/> |
| b. 1%–10% <input type="radio"/> | h. 61%– 70% <input type="radio"/> |
| c. 11%–20% <input type="radio"/> | i. 71%– 80% <input type="radio"/> |
| d. 21%–30% <input type="radio"/> | j. 81%– 90% <input type="radio"/> |
| e. 31%–40% <input type="radio"/> | k. 91%–100% <input type="radio"/> |
| f. 41%–50% <input type="radio"/> | |

12. If you have comments to share about successes, challenges, or gaps, please include them below.

13. Do you have the resources you need to fulfill your mandate? yes no

14. May IFSD contact you to further discuss your work? yes no

QUESTIONNAIRE FOR SERVICE PROVIDERS

Organization name

Contact person

Email Phone

1. Select the services that your organization provides. Select all that apply:

- a. Child safety and children in care
- b. Child and family support (prevention; services to avoid apprehension)
- c. Adoption
- d. Youth justice
- e. Child and youth mental health
- f. Child and youth with support needs
- g. Early childhood development/childcare
- h. Other, please specify

2. What are your total revenues (all sources) for fiscal year 2019–20?

3. What are your total expenditures for fiscal year 2019–20?

4. What are your sources of funds? Select all that apply:

- a. Provincial government – MCFD
- b. Federal government – ISC
- c. Other – Provincial government
- d. Other – Federal government
- e. Other – non-governmental

5. What is the source of most of your funding? Select one:

- a. Federal – ISC
- b. Provincial – MCFD
- c. Federal – Other
- d. Provincial – Other
- e. Other – non-governmental

6. If possible, weight your funding sources by percentage
(e.g. 50% MCFD, 20% Provincial – Other, 30% Federal – ISC)

a. Federal – ISC

b. Provincial – MCFD

c. Federal – Other

d. Provincial – Other

e. Other – non-governmental

7. What is the number of files/persons served by your organization in fiscal year 2019–20? Select one:

- a. 0–100
- b. 101–200
- c. 201–300
- d. 301–400
- e. 401–500
- f. 501–600
- g. 600+
- h. Specify, if possible

8. Whom does your organization serve? Select all that apply:

- a. Urban non-Indigenous
- b. Urban Indigenous population
 - i. First Nations (off-reserve)
 - ii. Métis community
 - iii. Inuit community
- c. First Nation (on-reserve)

9. What proportion of your client base is Indigenous? Select one:

- | | |
|--|---|
| a. 0% ----- <input type="radio"/> | g. 51%– 60% ----- <input type="radio"/> |
| b. 1%–10% ----- <input type="radio"/> | h. 61%– 70% ----- <input type="radio"/> |
| c. 11%–20% ----- <input type="radio"/> | i. 71%– 80% ----- <input type="radio"/> |
| d. 21%–30% ----- <input type="radio"/> | j. 81%– 90% ----- <input type="radio"/> |
| e. 31%–40% ----- <input type="radio"/> | k. 91%–100% ----- <input type="radio"/> |
| f. 41%–50% ----- <input type="radio"/> | |

10. If you have comments to share about successes, challenges, or gaps, please include them below.

11. Do you have the resources you need to fulfill your mandate? ----- yes no

12. May IFSD contact you to further discuss your work? ----- yes no

QUESTIONNAIRE FOR FIRST NATIONS

First Nation

Contact person

Email

Phone

1. Select the services that your First Nation provides. Select all that apply:

- a. Child and family support (prevention; services to avoid apprehension) -----
- b. Adoption -----
- c. Youth justice -----
- d. Child and youth mental health -----
- e. Child and youth with support needs -----
- f. Early childhood development/childcare -----
- g. Other, please specify -----

2. What are your total revenues (all sources) for prevention services supporting child and family services for fiscal year 2019–20?

3. What are your total expenditures for prevention services supporting child and families in fiscal year 2019–20?

4. What are your sources of funds for prevention services supporting child and family services?

Select all that apply:

- a. Provincial government – MCFD -----
- b. Federal government – ISC -----
- c. Delegated Aboriginal Agency -----
- d. Other – Provincial government -----
- e. Other – Federal government -----
- f. Other – non-governmental -----

5. What is the source of most of your funding for prevention services supporting and child and family services?

Select one:

- a. Federal – ISC
- b. Provincial – MCFD
- c. Delegated Aboriginal Agency
- d. Federal – Other
- e. Provincial – Other
- f. Other – non-governmental

6. If possible, weight your funding sources by percentage
(e.g. 50% MCFD, 20% Provincial – Other, 30% Federal – ISC)

- a. Federal – ISC
- b. Provincial – MCFD
- c. Delegated Aboriginal Agency
- d. Federal – Other
- e. Provincial – Other
- f. Other – non-governmental

7. If you have comments to share, please include them below.

8. May IFSD contact you to further discuss your work? yes no

Appendix C
Case study overview

Resource analysis in the provision of Indigenous and non-Indigenous child and family services in British Columbia

British Columbia's Representative for Children and Youth (RCY) is working with the Institute of Fiscal Studies and Democracy (IFSD) at the University of Ottawa to map the ecosystems of child and family services delivery for Indigenous and non-Indigenous children in the province.

The purpose of the project is to map the different factors that impact service delivery and that influence cost, in order to assess their outcomes.

This project has two parts:

- 1) Mapping the service delivery mechanisms and outcomes for Indigenous and non-Indigenous children in British Columbia;
- 2) Reviewing federal and provincial expenditure data for child and family services and related policy areas.

Our ask to service providers

This work will depend on the support and collaboration of service providers. IFSD is seeking Indigenous and non-Indigenous child and family services organizations, related service providers and First Nations to share their experiences in two ways:

- 1) Completing a short survey (attached to this email); or
- 2) Serving as a case study for this project (see Appendix 1 for an overview of the case study ask).

Why participate?

This project is designed to help the RCY, service providers, policy makers, politicians and the public better understand the differences, challenges, and opportunities in the Indigenous and non-Indigenous delivery of child and family services in the province.

The only way to understand outcomes and highlight inequities is through the participation of those delivering the services. As the experts on the ground, you are uniquely placed to highlight operating realities of the application of resources in practice.

Data and participation

As an affiliate of the University of Ottawa, the Institute of Fiscal Studies and Democracy (IFSD) is guided by ethical research guidelines respecting Indigenous Peoples and complies with the Tri-Council Policy Statement on the Ethical Conduct for Research Involving Humans in its work.

All data shared by organizations will be held on password protected cloud-storage system (OneDrive). Data shared will be accessible to IFSD staff directly engaged in the project as well delegated RCY staff. Any locally held data will be stored on IFSD



REPRESENTATIVE FOR
CHILDREN AND YOUTH

research laptops only. Any physical copies of data or data shared on USB keys will be kept in a locked cabinet in a locked office at IFSD's office.

Participants in the survey or as case studies can withdraw at any time. Any data shared with IFSD will be destroyed.

About IFSD

IFSD is a research institute that uses money as a tool to analyze and solve public policy challenges. Led by Canada's first Parliamentary Budget Officer, Kevin Page, IFSD works in Canada and abroad to lend decision-support to governments, the broader public and private sectors. Since 2018, IFSD has been collaborating with First Nations and First Nations child and family services agencies on the costing, design and delivery of child and family services. IFSD is pleased to continue its work in this area, collaborating with and learning from those serving children and families.

Appendix 1 – Case studies

Case study organizations and First Nations will be asked to share their approach to service delivery, perceived successes, challenges, and data.

As contributors and partners in this work, the organizations and First Nations will be asked to share their insight on the delivery of child and family services, resource allocations, and considerations for the future. The information shared will be applied to map the approaches to the delivery of child and family services in British Columbia.

IFSD’s standard practice is to anonymize all information shared by participants, unless they wish to be identified by name and provide permission to do so.

IFSD recognizes the importance of your work and the demands on your time and is committed to working with your availability. ***IFSD depends on your insight and contributions to ensure representation and validity of its work.***

IFSD will work with case studies to schedule a virtual discussion via MS Teams, Zoom, phone or another platform selected by participants.

Guiding questions and themes for the exchange include:

- a) Funding sources, i.e. federal, provincial, other
- b) Total revenues, fiscal years 2019-2020 and 2020-2021
 - a. Break-down by source of funds, i.e. federal, provincial, other
- c) Total expenditures, fiscal years 2019-2020 and 2020-2021
 - a. Salaries and benefits (including training)
 - b. Capital expenses (incl. capital maintenance)
 - c. Operating expenses (excl. salaries, benefits, and training)
 - d. Prevention expenditures (programs, services, and other actions to avoid apprehension)
 - e. Protection expenditures (apprehension, maintenance, etc. based on mandate)
- d) Discussion of funding sources and allocation, i.e. are funding sources applied to specific expenditures or are they mixed/used as a single source?
- e) Interactions with other service providers, i.e. how does your organization collaborate or work with other service providers or organizations?
- f) Influence of context on nature of service delivery, e.g. programs to address poverty, etc.
- g) Access to funding, e.g. application, grant, fee-for-service, etc.
 - a. Are the information and effort required for application-based funding commensurate to their value?
- h) Overview of staff team by position type, e.g. social worker, outreach worker, family support worker, etc.
- i) Total case load
- j) Factors that influence program design and delivery



- k) Discussion of resource levels relative to mandate, i.e. are resources commensurate to mandate? What would be the ideal resource-mix to fulfil the organization's mandate?
- l) Do you have the resources you need to deliver on your mandate? What resources would you require to optimally deliver on your mandate?

For delegated Aboriginal Agencies only:

- m) Describe the communities/First Nation(s) you serve
- n) Case load per social worker
- o) Case complexity (aggregate estimate), i.e. what percentage of your cases are more complex/complicated than a typical case?

Appendix D
Data request letter to Indigenous Services Canada (ISC)



Eric Guimond
Chief Data Officer
Indigenous Services Canada
Ottawa, Ontario

April 15, 2021

Dear Dr. Guimond:

The Institute of Fiscal Studies and Democracy (IFSD) at the University of Ottawa is pleased to be working with the office of British Columbia's Representative for Children and Youth (BCRCY) to map the ecosystems of child and family services delivery for Indigenous and non-Indigenous children in the province.

A critical part of this project is reviewing federal and provincial expenditure data for child and family services and related policy areas.

To complete our work, we are submitting the request for information appended to this letter, that includes granular program information for both British Columbia and the national level. All requested information relates to appropriated expenditures from the current and previous fiscal years. We understand from previous work that such information can be made available in Excel. For your reference, a sample framework for data collection is appended separately to the transmittal email.

IFSD is accustomed to working with sensitive and confidential data and has the requisite privacy, security and storage protocols in place to manage such information.

I thank you and your team for your attention to this request. IFSD's analysis is to be submitted in September to the BCRCY. We are working under tight timelines; your department's collaboration in collecting and sharing this analysis by May 3, 2021 will be integral to completing this work.

With kind regards,

A handwritten signature in blue ink that reads 'Kevin Page'. The signature is written in a cursive style with a large, looping 'P' at the end.

Kevin Page
President and CEO

Appendix E
Ministry of Children and Family Development (MCFD)
expenditure analysis methodology

1. Global/total analysis

For questions 1.1 – 1.3

1.1 Total expenditures, Province of British Columbia (BC) from the Public Accounts, Fiscal Year (FY) 2015-16 to 2020-21.

1.2 Total expenditures, BC, by Ministry, Fiscal Year (FY) 2020-21.

1.3 Total MCFD expenditures, as a proportion of BC's total Fiscal Year (FY) 2020-21.

i. Data Source: Public Accounts (BC)

https://www2.gov.bc.ca/gov/search?q=expenditure+estimates%2Binmeta%3Afin+PA_publication%3D1.+Public+Accounts+%28Entire+Volume%29&id=4DE45087F6C34BEC999322346A28BDDC&tab=1&sourceId=F94EF6AB219F4553AA26CEBFCC7E06F0

ii. Source table: Consolidated Revenue Fund Schedule of Comparison of Estimated Expenses to Actual Expenses

iii. Fiscal years: 2015-16 to 2020-21

iv. Calculation method:

(1) Take the expense data from the source table for each fiscal year:

a. Total provincial expenses: total actual expense

b. MCFD expenses: actual expense for Ministry of Child and Family Development

c. All ministries' expenses: sum of actual expenses for the list of ministries below.

Ministries
Health
Education
Social Development and Poverty Reduction
Advanced Education and Skills Training
Child and Family Development
Finance
Forest, Land, Natural Resource Operations and Rural Development
Transportation and Infrastructure
Public Safety and Solicitor General and Emergency BC
Citizens' Services
Attorney General
Municipal Affairs
Environment & Climate Change Strategy

Indigenous Relations and Reconciliation
Tourism, Arts, Culture and Sport
Energy, Mines and Low Carbon Innovation
Agriculture, Food and Fisheries
Jobs, Economic Recovery and Innovation
Mental Health and Addictions
Labour

(2) Calculate share of MCFD expense: divide MCFD expenses by total provincial expenses or by all ministries' expenses.

Note: In order to create some readable charts, we added a category called "Other". This category included Citizen's Services, Attorney General, Municipal Affairs, Environment & climate change strategy, Indigenous Relations and Reconciliation, Tourism, Arts, Culture and Sport, Energy, Mines and Low Carbon Innovation, Agriculture, Food and Fisheries, Jobs, Economic Recovery and Innovation, Mental Health and Addictions, Labour.

For questions 1.4 – 1.8:

- 1.4 Total MCFD expenditures by fiscal year.
- 1.5 Total MCFD expenditures by fiscal year, by region.
- 1.6 Total MCFD expenditures by fiscal year, by "S_Vote."
- 1.7 Total MCFD expenditures by fiscal year, by "SS_Vote."
- 1.8 Total MCFD expenditures by fiscal year, by "STOB Major":

i. Data Source:

- Ministry of Children and Family Development - June 4 Submission Two (folder --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- Geographic concordance: this file was built to align MCFD Boundaries (From Data ask#3's file) to the British Columbia Census Health Boundaries.

ii. Fiscal years: 2015-16 to 2020-21

iii. Calculation method:

- (1) Use SDA/Sub-Branch code as the primary key to map with Data ask #3, and to populate a column for "BC Census Health Boundaries" in the original data tab. For SDAs who are not listed in the table below, insert value '#N/A'.
- (2) Use SDA/Sub-Branch code as the primary key to map with Data ask #3, and to populate a column for "Regions" in the original data tab. For SDAs who are not listed in the table below, insert value '#N/A'.

MCFD SDA/Sub-Branch code	BC Census Health Boundaries	Regions
--------------------------	-----------------------------	---------

18D16 SDA 25 - Coast/North Shore	North Shore/Coast Garibaldi Health Service Delivery Area	Coast Fraser
18D19 SDA 24 - Vancouver/Richmond	Vancouver Health Service Delivery Area and Richmond Health Service Delivery Area	
18D28 SDA 22 - North Fraser	Fraser North Health Service Delivery Area	
18D31 SDA 23 - South Fraser	Fraser South Health Service Delivery Area	
18D32 SDA 21 - East Fraser	Fraser East Health Service Delivery Area	
18D11 SDA 11 - Kootenays	East Kootenay Health Service Delivery Area and Kootenay-Boundary Health Service Delivery Area	Interior
18D12 SDA 12 - Okanagan	Okanagan Health Service Delivery Area	
18D13 SDA 13 - Thompson Cariboo Shuswap	Thompson/Cariboo Health Service Delivery Area	
18D17 SDA 42 - North Central	Northern Interior Health Service Delivery Area	North
18D18 SDA 43 - Northeast	Northeast Health Service Delivery Area	
18D23 SDA 41 - Northwest	North West Health Service Delivery Area	
18D20 SDA 32 - North Vancouver Island	North Vancouver Island Health Service Delivery Area	Vancouver Island
18D34 SDA 31 - South Vancouver Island	South Vancouver Island Health Service Delivery Area	
	Central Vancouver Island Health Service Delivery Area	

(3) Sum MCFD expenditures (column “Actuals YTD+Yr Open”) by the following categories:

- Fiscal year (column “Period Year”);
- BC Census Health Boundaries (column “BC Census Health Boundaries”);
- Region (column “Regions”);
- S_Vote (column “S_Vote”);
- SS_Vote (column “SS_Vote”);
- STOB Major (column “STOB Major”);

1.9 Total MCFD expenditures by fiscal year, by Indigenous v. non-Indigenous (see Appendix F)

- Indigenous and non-Indigenous expenditures as a percentage of total MCFD expenditures, by FY

Note: We cannot sort data by Indigenous v. non-Indigenous, as MCFD does not tag data by recipient identity. Even if service providers were tagged by Indigenous v. non-Indigenous, there is no way knowing how funding breaks out with First Nations, Métis, Inuit, Indigenous.

2. CFS expenditures

The **Child and family services (CFS)** which supports and services for children and families in contact with the protection system, including protection and prevention.

For questions 2.1 – 2.4 and 2.7:

2.1 CFS expenditures by Fiscal Year (FY).

2.2 CFS expenditures by Fiscal Year (FY), by region.

2.3 CFS expenditures by Fiscal Year (FY), by SDA

2.4 CFS expenditures by Fiscal Year (FY), by DAA.

2.5 CFS expenditures by Fiscal Year (FY), by contracted service providers.

2.6 CFS expenditures by Fiscal Year (FY), by Indigenous v. non-Indigenous.

2.7 Correlate CFS expenditures by FY, to CIC by FY

i. Data Source:

- Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- Ministry of Children and Family Development (2021): Children and Family Development - Cases in Care Demographics - mcfcd_cases_in_care_demographics - Data Catalogue (gov.bc.ca).

ii. IFSD developed clusters based on sub-sub-sub-program activities (captured in SSS_Vote).

CFS includes 29 SSS_Vote and 4 service lines (14283, 15151, 15166, and 15150):

18B15 Services for Children & Youth with Special Needs
18C07 Family Support Programs- CYSN
18E11 Respite Services- CYSN
18E12 Support Services-CYSN
18E13 Specialized Supports-CYSN
18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC
18E17 Recoveries- Special Needs CIC
18C23 Specialized Provincial Services- CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)
18C28 Program Delivery- CYSN
18E23 Program Delivery- CYSN (Note: include only SERVICE LINE 15150)

18B17 Child Safety, Family Support & Children In Care Services
18C43 Family Support Programs- CS, FS & CIC
18E29 Family Services
18E30 Discretionary Support to Practice
18E31 Collaborative Practice
18E32 Community Development
18E33 After Hours Services
18C44 Youth Support Programs
18E34 Youth Services
18C45 Supports to Permanency
18E71 Permanency Initiatives
18C46 Alternates to Care
18E35 Out of Care Kinship Care
18E36 Out of Care Residential Care
18E37 Youth Agreements
18E72 Post Majority Supports
18C47 Children & Youth In Care
18E38 Foster Care
18E39 Group Care
18E40 Guardianship
18E41 Supported Independent Living
18E42 DAA Delegated Services
18E43 Recoveries
18C48 Program Delivery- Child Welfare
18E51 Program Delivery- Child Welfare
18B18 Adoption Services
18C49 Planning for Permanency
18E53 Adoption Planning
18C50 Adoption Supports
18E54 Adoption Supports
18E73 Post Adoption Assistance
18C53 Program Delivery- Adoptions
18E55 Program Delivery- Adoptions
NULL
NULL
NULL – include only SERVICE LINE 14283 Family Court Services

iii. Fiscal years: 2015-16 to 2020-21

iv. Calculation method:

(1) Use the IFSD clusters above and identify CFS expenditures in the original data file – MCFD data ask #3.

(2) Sum CFS expenditures (column “Actuals YTD+Yr Open”) by the following categories:

- Fiscal year (column “Period Year”);
- BC Census Health Boundaries (column “BC Census Health Boundaries”);
- Region (column “Regions”);
- SDA (column “SDA/Sub-Branch”);
- DAA: IFSD clusters are based on sub-sub-sub-program activities (captured in SSS_Vote). DAA includes:

SSS_Vote	Service Line
18E42 DAA Delegated Services	14670 DAA-Maintenance-Transfer of Services
	14680 DAA- Operations- Transfer of Services
	14520 DAA - Infrastructure - Transfer of Services

(3) Correlate¹ number of children in care (CIC) to total CFS expenditures. Note: Number of CIC is calculated by taking average of CIC by fiscal year (April01 - March 31)

¹ All correlations were run by using the Excel correlation function.

3. Prevention v. Protection

Under the primary code “**Protection**” which represents supports and services for children in care:

- a. **Post-majority care** supports and services for children ageing out of care.
- b. **Kinship care** supports and services for children with familial/community care arrangements, including adoption.
- c. **In-care** supports and services for children in the protection system.

The primary code “**Prevention**” represents the supports and services to keep children out of the protection system.

- 3.1 *Prevention v. protection expenditures by FY.*
- 3.2 *Prevention v. protection expenditures by FY, by region.*
- 3.3 *Prevention v. protection expenditures by FY, by SDA (Do not use)*
- 3.4 *Prevention v. protection expenditures by FY, Indigenous v. non-Indigenous (see Appendix F).*
- 3.5 *Prevention v. protection expenditures by FY, Delegated Aboriginal Agencies (DAA).*
- 3.6 *Prevention v. protection expenditures by FY, contracted service providers v. others.*
- 3.7 *Show proportion of DAA expenditures that are “Maintenance” (based on data ask #5.*

Note: 3.6 Run “prevention” cluster analysis for vendors that are DAAs (n= 24) and First Nations (n= 203). Please note: 1) to estimate prevention expenditures in DAAs and First Nations, we had to reconcile data ask #3 (expenditures) with data ask #4 (vendors); 2) we used IFSD’s prevention cluster to identify expenditures.

For questions 3.1 - 3.3 and 3.5:

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- ii. IFSD developed clusters based on sub-sub-sub-program activities (captured in SSS_Vote). Add a column for Primary Code to the original data file. Primary Code includes three unique values.

Primary Code	Protection	1. the SSS_Vote listed below (n=20) 2. the service lines listed below (n=3) – 14283, 15151 and 15166
	Prevention	1. the SSS_Vote listed below (n=9) 2. the service lines listed below (n=1) – 15150
	#N/A	The SSS_Vote and service lines that are not listed below

Protection includes:

18B15 Services for Children & Youth with Special Needs

18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC
18E17 Recoveries- Special Needs CIC
18C23 Specialized Provincial Services- CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)
18B17 Child Safety, Family Support & Children In Care Services
18C45 Supports to Permanency
18E71 Permanency Initiatives
18C46 Alternates to Care
18E35 Out of Care Kinship Care
18E36 Out of Care Residential Care
18E37 Youth Agreements
18E72 Post Majority Supports
18C47 Children & Youth In Care
18E38 Foster Care
18E39 Group Care
18E40 Guardianship
18E41 Supported Independent Living
18E42 DAA Delegated Services
18E43 Recoveries
18C48 Program Delivery- Child Welfare
18E51 Program Delivery- Child Welfare
18B18 Adoption Services
18C49 Planning for Permanency
18E53 Adoption Planning
18C50 Adoption Supports
18E54 Adoption Supports
18E73 Post Adoption Assistance
18C53 Program Delivery- Adoptions
18E55 Program Delivery- Adoptions
NULL
NULL
NULL – include only SERVICE LINE 14283 Family Court Services

Prevention includes:

18B15 Services for Children & Youth with Special Needs

18C07 Family Support Programs- CYSN
18E11 Respite Services- CYSN
18E12 Support Services-CYSN
18E13 Specialized Supports-CYSN
18C28 Program Delivery- CYSN
18E23 Program Delivery- CYSN (Note: include only SERVICE LINE 15150)
18B17 Child Safety, Family Support & Children In Care Services
18C43 Family Support Programs- CS, FS & CIC
18E29 Family Services
18E30 Discretionary Support to Practice
18E31 Collaborative Practice
18E32 Community Development
18E33 After Hours Services
18C44 Youth Support Programs
18E34 Youth Services

iii. Calculation method:

- (1) Use the IFSD clusters above and identify Protection and Prevention expenditures in the original data file – MCFD data ask #3
- (2) Sum Protection and Prevention expenditures (column “Actuals YTD+Yr Open”) by the following categories.
 - Primary Code (column “Primary Code”);
 - Fiscal year (column “Period Year”);
 - BC Census Health Boundaries (column “BC Census Health Boundaries”);
 - Region (column “Regions”);
 - DAA: MCFD data does not allow for analysis of DAA expenditure by protection v. prevention

4. Children in care (CIC) analysis

Under the primary code “**Protection**” which supports and services for children in care:

- a. **Post-majority care:** supports and services for children ageing out of care.
- b. **Kinship care:** supports and services for children with familial/community care arrangements, including adoption.
- c. **In-care:** supports and services for children in the protection system.

IFSD developed clusters based on sub-sub-sub-program activities (captured in SSS_Vote). Add a column for Secondary Code to the original data file. Secondary Code includes five unique values.

Secondary Code	In-care	1. the SSS_Vote listed below (n=11) 2. the service lines listed below (n=4) – 14283, 14540, 15151 and 15166
	Kinship/alternates to care	1. The SSS_Vote listed in Section 5 (n=2) 2. The service lines listed in Section 5 (n=1) - 14541
	Kinship/alternates to care (Adoption)	The SSS_Vote listed in Section 6 (n=4)
	Post-majority	The SSS_Vote listed in Section 7 (n=2)
	#N/A	The SSS_Vote and service lines that are not listed below

In-care expenditures include:

18B15 Services for Children & Youth with Special Needs
18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC
18E17 Recoveries – Special Needs CIC
18C23 Specialized Provincial Services - CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)
18B17 Child Safety, Family Support & Children In Care Services
18C45 Supports to Permanency
18E71 Permanency Initiatives (Note: include only SERVICE LINE 14540)
18C47 Children & Youth In Care
18E38 Foster Care

18E39 Group Care
18E40 Guardianship
18E41 Supported Independent Living
18E43 Recoveries
18E42 DAA Delegated services
18C48 Program Delivery- Child Welfare
18E51 Program Delivery – Child Welfare
Null
Null
NULL – include only SERVICE LINE 14283 Family Court Services

Note: These in-care expenditures also include expenditures by DAAs (18E42 Delegated services). DAA delegated services also include kinship/alternates to care funding. There is no way to extract what portion of the expenditures is for kinship/alternates to care from the data. IFSD will run separate analysis for 18E42 Delegated services expenditures, along with the general in-care expenditure analysis.

For questions 4.1 – 4.9:

- 4.1 Total in-care expenditures by FY.
- 4.2 Total in-care expenditures by FY by SSS_Vote.
- 4.3 Total in-care expenditures by FY for DAA ONLY *18E42 Delegated services.
- 4.4 Per capita total in-care expenditures by FY for all children in care.
- 4.5 Per capita DAA ONLY *18E42 Delegated services by FY for children in care “9-Aboriginal agencies.”
- 4.6 Total in-care expenditures by FY by region.
- 4.7 Total in-care expenditures by FY by SDA. (Do not use)
- 4.8 Total in-care expenditures by FY by total numbers of children in care (line chart)
- 4.9 Total in-care expenditures by FY for DAA ONLY *18E42 Delegated services by children in care “9-Aboriginal agencies.”

i. Data Source:

- Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- Ministry of Children and Family Development (2021): Children and Family Development - Cases in Care Demographics - mcfcd_cases_in_care_demographics - Data Catalogue (gov.bc.ca)

ii. Fiscal years: 2015-16 to 2020-21

iii. Calculation method:

- (1) Use the IFSD clusters above and identify In-care expenditures in the original data file – MCFD data ask #3

(2) Calculate Number of CIC by taking average of CIC by fiscal year (April01 - March 31)

(3) Note: DAA caseloads are included in this data. To isolate DAA-only CIC, use “9 Aboriginal Agencies” for aggregate CIC with DAAs.

Calculate Number of CIC (DAA ONLY) by filtering region = 9-Aboriginal agencies and taking average of CIC by fiscal year (April01 - March 31)

(4) Sum In-care expenditures (column “Actuals YTD+Yr Open”) by the following categories.

- Fiscal year (column “Period Year”);
- SSS_Vote (column “SSS_Vote”);
- DAA: IFSD clusters are based on sub-sub-sub-program activities (captured in SSS_Vote). DAA includes:

SSS_Vote	Service Line
18E42 DAA Delegated Services	14670 DAA-Maintenance-Transfer of Services
	14680 DAA- Operations- Transfer of Services
	14520 DAA - Infrastructure - Transfer of Services

- BC Census Health Boundaries (column “BC Census Health Boundaries”).
- Region (column “Regions”).

(5) Per capita total in-care expenditures: $\frac{\text{Total in-care expenditures}}{\text{Number of children in care}}$

(6) Per capita in-care expenditures for DAA ONLY: Divide DAA expenditures (SSS_Vote: 18E42 DAA Delegated Services) by number of CIC (DAA ONLY)

$$\text{Per capita expenditure for DAA ONLY} = \frac{\text{DAA only expenditures}}{\text{Number of children in care-DAA only}}$$

(7) Correlate number of children in care (CIC) to total in-care expenditures.

(8) Correlate number of children in care (DAA ONLY) to DAA expenditures (SSS_Vote: 18E42 DAA Delegated Services).

5. Kinship/alternates to care

Under the primary code “**Protection**” which supports and services for children in care.

- a. **Post-majority care:** supports and services for children ageing out of care.
- b. **Kinship care:** supports and services for children with familial/community care arrangements, including adoption.
- c. **In-care:** supports and services for children in the protection system.

Kinship/alternates to care expenditures include:

Cut 1 – including adoptions:

18B17 Child Safety, Family Support & Children In Care Services
18C45 Supports to Permanency
18E71 Permanency Initiatives (includes only service line 14541)
18C46 Alternates to Care
18E35 Out of Care Kinship Care
18E36 Out of Care Residential Care
18B18 Adoption Services
18C49 Planning for Permanency
18E53 Adoption Planning
18C50 Adoption Supports
18E54 Adoption Supports
18E73 Post Adoption Assistance
18C53 Program Delivery- Adoptions
18E55 Program Delivery - Adoptions

Cut 2 – excluding adoptions:

18B17 Child Safety, Family Support & Children In Care Services
18C45 Supports to Permanency
18E71 Permanency Initiatives (includes only service line 14541)
18C46 Alternates to Care
18E35 Out of Care Kinship Care
18E36 Out of Care Residential Care

Note: The kinship/alternates to care expenditures will be run twice, 1) with adoption expenditures; 2) without adoption expenditures. The challenge here is the interpretation of adoption. When a child is adopted, they are no longer in care. Adoption, however, does not necessarily imply kinship or an alternate to care, hence the two cuts of the kinship/alternates to care expenditure data.

For Cuts 1 and 2:

For questions 5.1 – 5.5:

5.1 Total kinship/alternates to care by FY.

5.2 Total kinship/alternates to care by SSS_Vote by FY.

5.3 Total kinship/alternates to care by FY by region.

5.4 Total kinship/alternates to care by FY by SDA. (Do not use)

5.5 Total kinship/alternates to care by FY as a proportion of total CFS expenditures.

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- ii. Fiscal years: 2015-16 to 2020-21
- iii. Calculation method:
 - (1) Use the IFSD clusters above and identify Kinship/alternates to care expenditures in the original data file – MCFD data ask #3
 - (2) Sum Kinship/alternates to care expenditures (column “Actuals YTD+Yr Open”) by the following categories.
 - Fiscal year (column “Period Year”);
 - SSS_Vote (column “SSS_Vote”);
 - BC Census Health Boundaries (column “BC Census Health Boundaries”);
 - Region (column “Regions”);
 - (3) Calculate total kinship/alternates to care by FY as a proportion of total CFS expenditures by dividing total kinship/alternates to care expenditures by total CFS expenditures

6. Adoption

Under the primary code “**Protection**” which supports and services for children in care, we selected as a secondary code “**Kinship/alternates to care (Adoption)**”.

Adoption includes:

18B18 Adoption Services
18C49 Planning for Permanency
18E53 Adoption Planning
18C50 Adoption Supports
18E54 Adoption Supports
18E73 Post Adoption Assistance
18C53 Program Delivery- Adoptions
18E55 Program Delivery - Adoptions

For questions 6.1 – 6.3:

6.1 Total adoption expenditures by FY.

6.2 Adoption expenditures by SSS_Vote by FY.

6.3 Adoption expenditures as a proportion of total CFS spending by FY.

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- ii. Fiscal years: 2015-16 to 2020-21
- iii. Calculation method:
 - (1) Use the IFSD clusters above and identify Adoption expenditures in the original data file – MCFD data ask #3
 - (2) Sum Adoption expenditures (column “Actuals YTD+Yr Open”) by the following categories:
 - Fiscal year (column “Period Year”);
 - SSS_Vote (column “SSS_Vote”);
 - (3) Calculate total adoption expenditures by FY as a proportion of total CFS expenditures by dividing *total adoption expenditures* by *total CFS expenditures*.

7. Post Majority Supports

Under the primary code “**Protection**” which supports and services for children in care, we selected as a secondary code “**Post-majority**” (which supports and services for children ageing out of care).

Post-majority supports include:

18B17 Child Safety, Family Support & Children In Care Services
18C46 Alternates to Care
18E72 Post Majority Supports
18E37 Youth Agreements

For questions 7.1 – 7.4:

7.1 *Total Post Majority Supports by FY.*

7.2 *Total Post Majority Supports by FY by region.*

7.3 *Total Post Majority Supports by FY by SDA. (Do not use)*

7.4 *Total Post Majority Supports by FY as a proportion of total protection/prevention expenditure.*

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- ii. Fiscal years: 2015-16 to 2020-21
- iii. Calculation method:
 - (1) Use the IFSD clusters above and identify post-majority supports expenditures in the original data file – MCFD data ask #3.
 - (2) Sum post-majority supports (column “Actuals YTD+Yr Open”) by the following categories:
 - Fiscal year (column “Period Year”);
 - BC Census Health Boundaries (column “BC Census Health Boundaries”);
 - Region (column “Regions”);
 - (3) Calculate total Post Majority Supports by FY as a proportion of total protection/prevention expenditures by dividing *total Post Majority Supports expenditures* by *total protection and prevention expenditure*.

8. Map CIC to expenditures

i. Data Source:

- Ministry of Children and Family Development - June 4 Submission Two (folder)
--> Data ask #3 (sub-folder) --> Data ask #3 (file)
- Ministry of Children and Family Development (2021): Children and Family Development - Cases in Care Demographics -
mcfcd_cases_in_care_demographics - Data Catalogue (gov.bc.ca)

ii. Fiscal years: 2015-16 to 2020-21

8.1 Map CIC by FY to “in-care” program expenditures only.

Use the number of Children In Care and total in-care expenditures (calculated in section 4) and calculate per capita total in-care expenditures by dividing *total in-care expenditures* by *number of Children In Care*.

8.2 Correlate CIC by FY to “in-care” program expenditures.

Correlate number of CIC to total in-care expenditures (calculated in section 4).

8.3 Correlate “9 Aboriginal Agencies” children in care to 18E42 Delegated services expenditures by FY.

Correlate number of CIC (DAA ONLY) to DAA expenditures (calculated in section 4)

8.4 Correlate CIC to total prevention expenditures.

Correlate number of CIC to total prevention expenditures (calculated in section 3&4)

8.5 Map CIC by region by FY to “in-care” program expenditures for the region.

Sort number of CIC by region and map it to in-care expenditures by region (calculated in section 4)

8.6 Compare “in-care” with “kinship” and other delegated program expenditures:

Take total in-care expenditures, total kinship/alternates to care expenditure (excluding adoptions), total adoption expenditures, post majority supports expenditures, and other expenditures from section 4-7 and compare the numbers.

8.7 Map CIC by FY to protection and prevention expenditures by FY (line chart).

Map number of CIC to total protection and prevention expenditures by fiscal year (calculated in section 3 and 4)

9. Child and family well-being

Child and family well-being: supports and services that promote wellness, as well as additional specialized supports as required.

Child and family well-being includes:

15B02 SG Ministry Operations (Vote X)
15C3A Victim Services and Crime Prevention
15D13 Victim Services and Crime Prevention
18B14 Early Childhood Development and Child Care Services
18C00 ECD Programs
18E01 Healthy Pregnancy & Birth
18E02 Strengthen Early Childhood Learning & Care
18C01 Child Care Programs
18E03 Referral Supports
18E04 Child Care Administration
18E05 Child Care Parent Subsidy
18E06 Child Care Operating Fund (CCOF)
18E07 Child Care Capital Fund
18E08 Prototype Child Care
18B15 Services for Children & Youth with Special Needs
18C06 Foundational Programs-CYSN
18E09 Early Years Services- CYSN
18E10 Supported Child Development (SCD)
18C23 Specialized Provincial Services- CYSN
18E18 Community Brain Injury
18E19 Medical Benefits (Note: include only SERVICE LINE 15054)
18E21 Deaf & Hard of Hearing
18E22 Autism
18C28 Program Delivery- CYSN
18E23 Program Delivery- CYSN (NOTE: Include only the following SERVICE LINES 14401, 14804, 15070, 15180)
18B16 Child & Youth Mental Health Services
18C29 Community Based Programs- CYMH
18E24 Sessional Services
18E25 Support Services- CYMH
18E26 Specialized Services -CYMH
18C31 Specialized Provincial Programs- CYMH
18E27 Maples
18C36 Program Delivery- CYMH
18E28 Program Delivery- CYMH

67B01 HEALTH PROGRAMS
67C01 Regional Services
67D01 RS-UNALLOCATED
18B19 Youth Justice Services
18C54 Community Based Programs- YJ
18E56 Community Based Programs- YJ
18C56 Specialized Provincial Programs- YJ
18E57 Youth Forensics
18E58 Youth Custody
18C57 Program Delivery- YJ
18E59 Program Delivery- Youth Justice

For questions 9.1 – 9.5:

9.1 Child and family well-being expenditures by FY.

9.2 Child and family well-being expenditures by FY, by SS_Vote.

9.3 Child and family well-being expenditures by FY, by SSS_Vote.

9.4 Child and family well-being expenditures by FY, by region.

9.5 Child and family well-being expenditures by FY, by SDA (Do not use)

9.6 Child and family well-being expenditures by FY, by contracted service providers (see Appendix F).

9.7 Child and family well-being expenditures by FY, by Indigenous v. non-Indigenous (see Appendix F).

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file).
- ii. Fiscal years: 2015-16 to 2020-21.
- iii. Calculation method:
 - (1) Use the IFSD clusters above and identify Child and family well-being expenditures in the original data file – MCFD data ask #3
 - (2) Sum Child and family well-being expenditures (column “Actuals YTD+Yr Open”) by the following categories:
 - Fiscal year (column “Period Year”);
 - SS_Vote (column “SS_Vote”);
 - SSS_Vote (column “SSS_Vote”);
 - BC Census Health Boundaries (column “BC Census Health Boundaries”);
 - Region (column “Regions”);

10. Regional analysis

i. Data Source:

- Statistics Canada Census 2016
- Geographic concordance: this file was built to align MCFD Boundaries (From Data ask#3's file) to the British Columbia Census Health Boundaries.

MCFD SDA/Sub-Branch code	BC Census Health Boundaries	Regions
18D16 SDA 25 - Coast/North Shore	North Shore/Coast Garibaldi Health Service Delivery Area	Coast Fraser
18D19 SDA 24 - Vancouver/Richmond	Vancouver Health Service Delivery Area and Richmond Health Service Delivery Area	
18D28 SDA 22 - North Fraser	Fraser North Health Service Delivery Area	
18D31 SDA 23 - South Fraser	Fraser South Health Service Delivery Area	
18D32 SDA 21 - East Fraser	Fraser East Health Service Delivery Area	
18D11 SDA 11 - Kootenays	East Kootenay Health Service Delivery Area and Kootenay-Boundary Health Service Delivery Area	Interior
18D12 SDA 12 - Okanagan	Okanagan Health Service Delivery Area	
18D13 SDA 13 - Thompson Cariboo Shuswap	Thompson/Cariboo Health Service Delivery Area	
18D17 SDA 42 - North Central	Northern Interior Health Service Delivery Area	North
18D18 SDA 43 - Northeast	Northeast Health Service Delivery Area	
18D23 SDA 41 - Northwest	North West Health Service Delivery Area	
18D20 SDA 32 - North Vancouver Island	North Vancouver Island Health Service Delivery Area	Vancouver Island
18D34 SDA 31 - South Vancouver Island	South Vancouver Island Health Service Delivery Area	
	Central Vancouver Island Health Service Delivery Area	

ii. Fiscal years: 2015-16 to 2020-21

For questions 10.1a – 10.1c

10.1 Map Census data by region to:

- a. Employment
- b. Poverty
- c. Education

We reweighted some census data by regrouping the BC census health Boundaries' data. In terms of population by regions, we summed up the different health boundaries' values. For the average total income of households by regions, we reweighted them by using the total private dwellings, not strictly the average. As for the employment data, we did the same calculation but instead of using the total private dwellings, it was the total population by regions (15 to 64 years).

For questions 10.2 – 10.4

10.2 Use population by region for per capita expenditure, MCFD total spend by region.

10.3 Use population by region for per capita expenditure, CFS spend only by region.

10.4 Use 0-18 population by region for per capita expenditure, CFS spend only by region.

10.2: use the IFSD's regions above, the census population (Total) for each region, and the MCFD total expenditures in the section 1.

- For each region, calculate per capita expenditure by FY as a proportion of total MCFD expenditures by dividing *total MCFD expenditures* by *total population*.

10.3: use the IFSD's regions above, the census population (Total) for each region, and the CFS total expenditures in the section 2.

- For each region, calculate per capita expenditure by FY as a proportion of total CFS expenditures by dividing *total CFS expenditures* by *total population*.

10.4: use the IFSD's regions above, the census population (0-18 only) for each region, and the CFS total expenditures in the section 2.

- For each region, calculate per capita expenditure by FY as a proportion of total MCFD expenditures by dividing *total MCFD expenditures* by *total (0-18) population*.

11. Percentage change by fiscal year

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- ii. Fiscal years: 2015-16 to 2020-21

For questions 11.1 - 11.4:

11.1 *Percentage difference/change in total/global MCFD expenditures by Fiscal Year (FY).*

11.2 *Percentage difference/change between prevention and protection expenditures by FY.*

11.3 *Percentage difference/change in CFS expenditures by FY.*

11.4 *Percentage difference/change in “kinship” program expenditure by FY.*

Take expenditures data from the previous sections and calculate percentage difference/change by FY using the formula below:

$$\% \text{ change by FY} = \frac{\text{Exp}(n+1) - \text{Exp}(n)}{\text{Exp}(n)} \text{ with:}$$

- *Exp(.) representing the expenditures (MCFD or CFS)*
- *n and n+1 representing the fiscal Years*

11.5 *Correlate expenditures in “kinship” program expenditure to CIC.*

- (1) Calculate the number of Kinship CIC cases, use file “CDW - Transfers of Custody Contracts Over Time - 2021-09-07”, sort data by fiscal year (April 1st to March 31st) and calculate the average number of CIC by fiscal year.
- (2) Correlate kinship expenditures (including/excluding adoptions) to number of Kinship CIC

Indigenous v. non-Indigenous expenditures (see Appendix F)

12. Children in-care with special needs

Children in-care with special needs includes:

Cut 1: include all Children in-care with special needs expenditures

18B15 Services for Children & Youth with Special Needs
18C07 Family Support Programs- CYSN
18E11 Respite Services- CYSN
18E12 Support Services-CYSN
18E13 Specialized Supports-CYSN
18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC
18E17 Recoveries- Special Needs CIC
18C23 Specialized Provincial Services- CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)
18C28 Program Delivery- CYSN
18E23 Program Delivery- CYSN (Note: include only SERVICE LINE 15150)

Cut 2 – protection only

Keep Primary code = protection (according to IFSD program clusters)

18B15 Services for Children & Youth with Special Needs
18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC
18E17 Recoveries- Special Needs CIC
18C23 Specialized Provincial Services- CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)

For questions 12.1 – 12.7:

12.1 Total children in-care with special needs expenditures by fiscal year.

12.2 Children in-care with special needs expenditures by SSS_Vote by fiscal year.

12.3 Total in-care with special needs expenditures by fiscal year as a percentage of total CFS expenditures.

12.4 Total in-care with special needs expenditures by fiscal year as a percentage of total protection expenditures.

12.5 Total in-care with special needs expenditures by fiscal year as a percentage of total prevention expenditures. (Not Applicable)

12.6 Total in-care with special needs expenditures by fiscal year with rate of children in care (line/secondary axis).

12.7 Correlate total in-care with special needs expenditures with children in care.

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- ii. Fiscal years: 2015-16 to 2020-21
- iii. Calculation method:
 - (1) Use the IFSD clusters above and identify Children in-care with special needs programs in the original data file – MCFD data ask #3
 - (2) Sum Children in-care with special needs expenditures (column “Actuals YTD+Yr Open”) by the following categories.
 - Fiscal year (column “Period Year”);
 - SSS_Vote (column “SSS_Vote”);
 - (3) Divide Total in-care with special needs expenditures by total CFS expenditures (calculated in section 2); by total protection expenditures (calculated in section 3);
 - (4) Map Total in-care with special needs expenditures with number of CIC (calculated in section 4)
 - (5) Correlate Total in-care with special needs expenditures to number of CIC (calculated in section 4)

Non-CFS special services includes :

18B15 Services for Children & Youth with Special Needs
18C23 Specialized Provincial Services- CYSN
18E18 Community Brain Injury
18E19 Medical Benefits (Note: include only SERVICE LINE 15054)
18E21 Deaf & Hard of Hearing
18E22 Autism
18C28 Program Delivery- CYSN
18E23 Program Delivery- CYSN (NOTE: Include only the following SERVICE LINES 14401, 14804, 15070, 15180)

For questions 12.8 – 12.9

12.8 Total special services by fiscal year.

12.9 Total special services by fiscal year as a percentage of total child and family well-being expenditures.

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- ii. Fiscal years: 2015-16 to 2020-21
- iii. Calculation method:
 - (1) Use the IFSD clusters above and identify non CFS special needs programs in the original data file – MCFD data ask #3
 - (2) Sum non CFS special needs expenditures (column “Actuals YTD+Yr Open”) by fiscal year (FY) (column “Period Year”);

$$\% \text{ change by FY} = \frac{\text{Exp}(n+1) - \text{Exp}(n)}{\text{Exp}(n)} \text{ with:}$$

- *Exp(.)* representing the expenditures
- *n* and *n+1* representing the fiscal Years

- (3) Total special services by fiscal year as a percentage of total child and family well-being expenditures =
$$\frac{\text{Total special services expenditures}}{\text{Total child and family well-being expenditures}}$$

For question 12.10 (alternative correlations):

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- ii. Fiscal years: 2015-16 to 2020-21
- iii. Calculation method:
 - (1) Correlate Total CFS (with special needs expenditures removed) to number of CIC (calculated in section 4)
 - (2) Correlate Total protection expenditures (with special needs expenditures removed) to number of CIC (calculated in section 4)
 - (3) Correlate Total In-care expenditures (excluding special needs expenditures) to number of CIC (calculated in section 4)
 - (4) Correlate Total 18E39 Group care to number of CIC (calculated in section 4)

13. Residential Services

Residential services include:

18B15 Services for Children & Youth with Special Needs
18C08 Special Needs Children In Care
18E15 Group Care – Special Needs CIC
18B17 Child Safety, Family Support & Children In Care Services
18C46 Alternates to Care
18E36 Out of Care Residential Care
18C47 Children & Youth In Care
18E39 Group Care
18E41 Supported Independent Living

For questions 13.1 – 13.5

13.1 Total expenditure for residential services (both in and out of care) by FY

13.2 Total expenditure as proportion of CFS expenditure by FY

13.3 Total expenditure as proportion of protection expenditure by FY (for 18E15 and 18E39 only vs. for 18E15, 18E39 and 18E41)

13.4 Percentage change for residential services by FY

13.5 Correlation between CIC and 18E15 and 18E39

- i. Data Source: Ministry of Children and Family Development - June 4 Submission Two (folder) --> Data ask #3 (sub-folder) --> Data ask #3 (file)
- ii. Fiscal years: 2015-16 to 2020-21
- iii. Calculation method:
 - (1) Use the IFSD clusters above and identify residential services expenditures in the original data file – MCFD data ask #3;
 - (2) Sum residential services expenditures (column “Actuals YTD+Yr Open”) by fiscal year (column “Period Year”);
 - (3) Total residential services expenditures by fiscal year as a percentage of total CFS expenditures = $\frac{\text{Total residential services expenditures}}{\text{Total CFS expenditures}}$
 - (4) Total residential services expenditure (in-care only) as proportion of protection expenditure by FY (for 18E15 and 18E39 only vs. for 18E15, 18E39 and 18E41)

Cut 1: $\frac{\text{Total in-care residential services expenditures (18E15 and 18E39)}}{\text{Total protection expenditures}}$

Cut 2: $\frac{\text{Total in-care residential services expenditures (18E15,18E39 and 18E41)}}{\text{Total protection expenditures}}$

(5) Correlate number of CIC to total in-care residential services expenditure (for 18E15 and 18E39 only vs. for 18E15, 18E39 and 18E41)

Note: For all the sections above, quality assurance (QA) was undertaken using specific Excel formulas (depending on the question) to verify the data from pivot tables and calculations. Two “distinct” techniques were thus used to answer the same questions to minimize errors.

Appendix F
Expert consultant's expenditure analysis methodology for
Indigenous v. Non-Indigenous expenditures

Indigenous vs. Non-Indigenous analysis – methodology notes

The Institute of Fiscal Studies and Democracy (IFSD) at the University of Ottawa is working with the office of British Columbia's Representative for Children and Youth to map the ecosystems of child and family services delivery for Indigenous and non-Indigenous children in the province.

A critical part of this project is reviewing federal and provincial expenditure data for child and family services across all core business areas of the Ministry.

To complete this work, Section 10 request for data is detailed below that includes granular program and service provider information for all geographic areas across BC. All requested information relates to expenditures from the last six fiscal years (2015/16 to 2020/21, inclusive).

MCFD DATA MAPPING – SCOPE

MCFD data ask#3 (expenditure summary detail) and data ask#4 (recipient transaction data – stob77&80) provide data for the entire ministry, both specific to the geographic areas (13 SDA) and all other provincial programs and costs.

Scope of the data extraction to focus on spending within the 13 SDAs. Not all ministry data for such provincial programs as child care and autism can be mapped back to the 13 SDA's. As a result, all specialized provincial programs and SDD centralized services are excluded. Ministry overhead is also excluded. Essentially, in order to support data analytics at the 13 SDA level, anything that could not be mapped back to an SDA was excluded.

MCFD SDA DATA MAPPING – APPROACH

Assigning spending to SDA is twofold:

1. MCFD Configured SDA Data File from Data ask #3

- Data source: Ministry of Children and Family Development - June 4 Submission Two (folder) à Data ask #3 (sub-folder) à Data ask #3 (file)

- Fiscal years: 2015-16 to 2020-21

- Background: extracts from the original data to create a new data set for expenditures that can be linked to the 13 geographic SDAs; This configured file is therefore a sub-set of the original data (ask #3). The configured file is developed to support deeper dive and the SDA level only; it excludes all the centralized programs/services where it is not possible to assign costs to a SDA, nor is it possible to distinguish between indigenous and non-indigenous spending.

- Data cleaning method:

Take dataset - Data ask #3, and apply the following filters.

(1) Filter column “Division” and include the 6 values listed below.

DIVISION - who makes the payment	Inclusion
18B03 Strategic Integration, Policy and Legislation Division	Included
18B04 Provincial Dir of Child Welfare & Aboriginal Services	Included
18B09 Service Delivery	Included
18B10 SDD-Specialized Intervention and Youth Justice	Included
18B35 Partnerships & Indigenous Engagement	Included
NULL	Included

(2) Filter column “SSS_Vote” and exclude the 18 values listed below.

SSS_Vote	Centralized Services Exclusion
18E03 Referral Supports	excluded
18E04 Child Care Administration	excluded
18E05 Child Care Parent Subsidy	excluded
18E06 Child Care Operating Fund (CCOF)	excluded
18E07 Child Care Capital Fund	excluded
18E08 Prototype Child Care	excluded
18E18 Community Brain Injury	excluded
18E19 Medical Benefits	excluded
18E21 Deaf & Hard of Hearing	excluded
18E22 Autism	excluded
18E27 Maples	excluded
18E57 Youth Forensics	excluded
18E58 Youth Custody	excluded
18E79 Minister's Office	excluded
18E80 Deputy Minister's Office	excluded
18E81 Corporate Services	excluded
18D98 Payments Based on Contributions	excluded
18D99 TK-Trusts Accounts	excluded

(3) Filter column “SDA/Sub-Branch” and exclude the 61 values listed below.

SDA/Sub-Branch	Exclusion
18D01 Minister's Office	exclude
18D03 Deputy Minister's Office	exclude
18D04 Executive Operations	exclude
18D47 Aboriginal Engagement & Reconciliation	exclude
18D06 PO of Domestic Violence	exclude
18D09 LEAN Team	exclude

18D15 ADM, Strategic Priorities	exclude
18D59 ADM, Policy & Legislation	exclude
18D05 Strategic Priorities	exclude
18D69 Policy, Legislation & Litigation	exclude
18D62 Child Welfare & Reconciliation Policy	exclude
18D67 Child & Youth Mental Health Policy	exclude
18D75 Intergovernmental Relations	exclude
18G76 Strategic Integration, CYMH Policy and In-Care Network Branch	exclude
18D10 Provincial Practice	exclude
18G46 Learning & Development	exclude
18D70 Permanency Planning & Guardianship	exclude
18D46 Quality Assurance & Child Safety	exclude
18D73 ADM Finance & Corporate Services	exclude
18D80 Financial Services	exclude
18D14 Corporate Operations Support	exclude
18D76 Strategic Human Resources	exclude
18D74 Modelling Analysis Info Mgmt	exclude
18D51 Procurement & Contract Management	exclude
18D55 Asset & Facilities Management	exclude
18D42 Stakeholder Engagement and Division Services	exclude
18D68 Child Care Policy	exclude
18D78 ADM, Early Years & Inclusion	exclude
18D02 Child Care Subsidy & Benefit	exclude
18D30 Child Care Benefit & Operating Fund Operational Support	exclude
18D65 Child Care Operating Fund	exclude
18D33 Child Care Early Childhood Educator Registry	exclude
18D43 Child Care Resource & Referral	exclude
18D81 Child Care Capital Funding	exclude
18G40 Child Care Capital and ECE Registry Operational Support	exclude
18D07 ADM Service Delivery	exclude
18D83 Operations & Management Performance	exclude
18D53 Prov Deaf & Hard of Hearing Services	exclude
18D58 Specialised Provincial Services	exclude
18D94 Autism Information Services	exclude
18D99 CIHR Program	exclude
18D84 Centralized Screening	exclude
18D35 Youth Custody Centres	exclude
18D36 Youth Forensic	exclude
18D37 Maples	exclude

18D38 Complex Needs Facility	exclude
18D39 Facilities Administration	exclude
18D57 Youth Justice Policy	exclude
18D92 Recoveries	exclude
18D40 Learning and Development	exclude
18D24 Information Data & Storage	exclude
18D25 Information Services Division (formerly SSISD)	exclude
18D27 Chargebacks	exclude
18D29 PLS & Premier's /Long Service Award	exclude
18D90 Budget Office	exclude
18D21 Columbia River Treaty	exclude
18D95 Prov Prog Closures	exclude
18D50 Prov Office Closures	exclude
18D91 Accounting Ops	exclude

(4) Filter column "S_Vote" and exclude the 7 values listed below.

S_Vote	Exclusion
15B02 SG Ministry Operations (Vote X)	exclude
22BOA Other	exclude
33B00 Ministry Operations	exclude
46B00 MINISTRY OPERATIONS	exclude
67B01 HEALTH PROGRAMS	exclude
68M01 Mental Health & Addiction Services	exclude
70B01 BCPSA Agency Operations	exclude

(5) Filter column "Responsibility" and exclude the value listed below.

Responsibility	Exclusion
18XCB Internal Communications	exclude

(6) Filter column "Service Line" and exclude the value listed below.

Service Line	Exclusion
14804 Fetal Alcohol Syndrome	exclude

(7) Filter column "Branch" and exclude the value listed below.

Branch	Exclusion
18C65 Centralized Services Hub	exclude

(8) Filter column "Division"

- When Division = 18B09 Service Delivery, keep all lines
- When Division = 18B09 Service Delivery, filter column "STOB (2)" and only keep lines EB80 Shared Cost Arrangements and EB77 Grants.

(9) Remove centralized payment:

- remove lines when column "Period Year" = 2019 & column "STOB (2)" = EB77 Grants
- remove lines when column "Period Year" = 2021 & column "STOB (2)" = EB77 Grants & column "Service Line" = 14101 Service Delivery Supports
- remove lines when column "Period Year" = 2018 & column "STOB (2)" = EB80 Shared Cost Arrangements & column "Service Line" = 14393 Youth at Risk & column "Responsibility" = 18RAF SDD Cultural Activities
- remove lines when column "Period Year" = 2017 and 2018 & column "STOB (2)" = EB80 Shared Cost Arrangements & column "Service Line" = 14110 Program Policy, Standards & Support

(10) Add SDD coding errors back: Go to Data ask #3 (original file), filter column "Branch" = 18C70 Service Delivery Area, and then column "S_Vote" = 18B21 Executive & Support Services and 18B86 Statutory Accounts. Copy all lines (n=32) and add them back.

2. Data ask#4 (stob77&80) – Recipient data by fiscal year

- Data source:

(1) Ministry of Children and Family Development - June 4 Submission Two (folder) à Data ask #4a (sub-folder) à One excel file for each fiscal year

(2) Ministry of Children and Family Development – July 27 Data Ask 4 (folder)à Two excel files for each fiscal year

- Fiscal years: 2015-16 to 2020-21

- Background: extracts from the original data to provide transaction level detail that matches to the totals in the MCFD Configured SDA Data File from Data Ask#3; This configured file is therefore a sub-set of the original data (ask #4a and 4b). The configured file is developed to support deeper dive and the SDA level only; it excludes all the centralized programs/services where it is not possible to assign costs to a SDA, nor is it possible to distinguish between indigenous and non-indigenous spending.

- Data cleaning steps:

(1) For each fiscal year, combine data ask #4b (2 files – P1-P7 & P8-P13) and data ask #4a and save it as the final data ask #4 data file.

(2) Add a new column "RC" beside column "Response" using left() formula in excel. Extracts the left 5 characters from column "Response" and save it in column "RC".

(3) Add a new column "SL" beside column "Service_line" using left() formula in excel. Extracts the left 5 characters from column "Service_line" and save it in column "SL".

(4) Use column "RC", run vlookups with file "MCFD - data keys - new version" - tab "RC" and return values for Division, Branch, and PAYMENT - SDA/Sub-Branch

(5) Use column "SL", run vlookups with file "MCFD - data keys - new version" - tab "SL" and return values for S_Vote, SS_Vote, and SSS_Vote

(6) Use column "SSS_Vote", run vlookups with file "MCFD - data keys - new version" - tab "highlevel categories" and return values for SL highlevel categories and SL detail categories

(7) Use column "PAYMENT - SDA/Sub-Branch", run vlookups with file "MCFD - data keys - new version" - tab "regions" and return values for PAYMENT - region

(8) Apply the same 10 filters as we did for MCFD Configured SDA Data File from Data ask #3 and save it as the Configured recipient data (final).

Please note that totals in final configured files from data ask #3 balance to totals in final configured files from data ask #4 (4a+4b) by fiscal year.

MCFD Data Mapping

(1) To configure Data ask #3 and isolate expenditures that can be linked to the 13 geographic SDAs, there are 10 data cleaning filters/steps that need to be applied. Some of the steps are straight forward, while some others are not (such as identifying and fixing coding errors).

(2) Data ask #4 provides transaction level details including vendor names. However, the biggest challenge for further analysis is that vendors are not categorized in the MCFD original datasets (indigenous vs. non-indigenous agencies). And there was no information on vendor types either. We had no choice but to manually categorize the vendors.

Below are the expert consultant's methodology notes.

"MCFD Indigenous Agencies was created as follows:

- From Data Ask #1, MCFD provided a list of First Nations (FN) and their SDA and DAA affiliation

- I inserted column C (CAS Oracle vendor name) which is the actual vendor name in the STOB77&80 data

- I then did a visual search on all data and identified what I could reasonably assume were indigenous agencies

- may not be complete list

- I then categorized the agencies by 'type of indigenous' agency"

There are two important considerations in interpreting the findings of this analysis from IFSD's perspective:

Firstly, as the expert consultant documented, the Indigenous agencies were identified based on reasonable assumptions and may not be complete. The incompleteness of the list of Indigenous agencies may have significant impact on the accuracy of the indigenous vs. non-indigenous analysis.

Secondly, approaches to 'bucketing' the data between 'prevention' and 'delegated' for the in-scope services were missing in the original MCFD datasets and were added according to the expert consultant's categorizations.

3. Analysis

(1) Total MCFD expenditures by fiscal year, by Indigenous v. non-Indigenous

- Use Configured recipient data (final), sort data by column "Indigenous Agency" and sum column "Amount".

(2) Indigenous and non-Indigenous expenditures as a percentage of total MCFD expenditures, by FY

- Divide Amount identified to indigenous agencies and non-indigenous agencies (calculated in question #1) by Stob77&80 total spending (sum of indigenous agencies and non-indigenous agencies spending)

(3) Total MCFD expenditures by fiscal year, by S_Vote, Indigenous v. non-Indigenous

- Use Configured recipient data (final), sort data by column "S_Vote" and sum column "Amount".

(4) Proportion of Child Safety, Family Support and Child-in-care services (%), Indigenous v. non-Indigenous

- Use Configured recipient data (final), filter column "S_Vote" and only select "18B17 Child Safety, Family Support & Children In Care Services". Then sort data by column "Indigenous Agency" and sum column "Amount".

(5) Proportion of DAA expenditures of Child Safety, Family Support and Child-in-care services (Indigenous only)

- Use Configured recipient data (final), filter column "S_Vote" and only select "18B17 Child Safety, Family Support & Children In Care Services". Then sort data by column "SSS_Vote" and sum column "Amount". The % proportion is calculated by divide sum of Amount for 18E42 DAA Delegated Services (SSS_Vote) by sum of Amount for 18B17 Child Safety, Family Support & Children In Care Services (S_Vote).

(6) CFS expenditures by FY, by Indigenous v. non-Indigenous.

- Use Configured recipient data (final) and IFSD clusters (see below). Add a new column, "CFS", to the Configured recipient data (final) and use SSS_Vote as the key to tag all CFS expenditures. Then sort data by column "CFS" and "Indigenous" and sum column "Amount". The % proportion is calculated by divide sum of Amount for sub-programs by total Amount.

CFS includes 29 SSS_Vote and 4 service lines:

18B15 Services for Children & Youth with Special Needs
18C07 Family Support Programs- CYSN
18E11 Respite Services- CYSN
18E12 Support Services-CYSN
18E13 Specialized Supports-CYSN
18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC

18E17 Recoveries- Special Needs CIC
18C23 Specialized Provincial Services- CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)
18C28 Program Delivery- CYSN
18E23 Program Delivery- CYSN (Note: include only SERVICE LINE 15150)
18B17 Child Safety, Family Support & Children In Care Services
18C43 Family Support Programs- CS, FS & CIC
18E29 Family Services
18E30 Discretionary Support to Practice
18E31 Collaborative Practice
18E32 Community Development
18E33 After Hours Services
18C44 Youth Support Programs
18E34 Youth Services
18C45 Supports to Permanency
18E71 Permanency Initiatives
18C46 Alternates to Care
18E35 Out of Care Kinship Care
18E36 Out of Care Residential Care
18E37 Youth Agreements
18E72 Post Majority Supports
18C47 Children & Youth In Care
18E38 Foster Care
18E39 Group Care
18E40 Guardianship
18E41 Supported Independent Living
18E42 DAA Delegated Services
18E43 Recoveries
18C48 Program Delivery- Child Welfare
18E51 Program Delivery- Child Welfare
18B18 Adoption Services
18C49 Planning for Permanency
18E53 Adoption Planning
18C50 Adoption Supports
18E54 Adoption Supports
18E73 Post Adoption Assistance
18C53 Program Delivery- Adoptions
18E55 Program Delivery- Adoptions
NULL

NULL

NULL – include only SERVICE LINE 14283 Family Court Services

(7) FN+DAA analysis

- Use Configured recipient data (final), client's list of DAAs and FNs (source: BC guide) and IFSD clusters. Add column for IFSD clusters and tag all prevention expenditures by using SSS_Vote and service line as the keys. Add a column for DAA and another column for FNs, use column "Vendor_name" as the key to map with client's list and BC guide and tag them all.
- Filter column IFSD clusters and keeps only "prevention", sum column "amount" for DAA and FN. The % proportion is calculated by divide sum of Amount for sub-programs by total Amount.

Appendix G
Program Clusters

Child and family services (CFS)

18B15 Services for Children & Youth with Special Needs
18C07 Family Support Programs- CYSN
18E11 Respite Services- CYSN
18E12 Support Services-CYSN
18E13 Specialized Supports-CYSN
18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC
18E17 Recoveries- Special Needs CIC
18C23 Specialized Provincial Services- CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)
18C28 Program Delivery- CYSN
18E23 Program Delivery- CYSN (Note: include only SERVICE LINE 15150)
18B17 Child Safety, Family Support & Children In Care Services
18C43 Family Support Programs- CS, FS & CIC
18E29 Family Services
18E30 Discretionary Support to Practice
18E31 Collaborative Practice
18E32 Community Development
18E33 After Hours Services
18C44 Youth Support Programs
18E34 Youth Services
18C45 Supports to Permanency
18E71 Permanency Initiatives
18C46 Alternates to Care
18E35 Out of Care Kinship Care
18E36 Out of Care Residential Care
18E37 Youth Agreements
18E72 Post Majority Supports
18C47 Children & Youth In Care
18E38 Foster Care
18E39 Group Care
18E40 Guardianship
18E41 Supported Independent Living
18E42 DAA Delegated Services
18E43 Recoveries
18C48 Program Delivery- Child Welfare

18E51 Program Delivery- Child Welfare
18B18 Adoption Services
18C49 Planning for Permanency
18E53 Adoption Planning
18C50 Adoption Supports
18E54 Adoption Supports
18E73 Post Adoption Assistance
18C53 Program Delivery- Adoptions
18E55 Program Delivery- Adoptions
NULL
NULL
NULL – include only SERVICE LINE 14283 Family Court Services

Protection

18B15 Services for Children & Youth with Special Needs
18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC
18E17 Recoveries- Special Needs CIC
18C23 Specialized Provincial Services- CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)
18B17 Child Safety, Family Support & Children In Care Services
18C45 Supports to Permanency
18E71 Permanency Initiatives
18C46 Alternates to Care
18E35 Out of Care Kinship Care
18E36 Out of Care Residential Care
18E37 Youth Agreements
18E72 Post Majority Supports
18C47 Children & Youth In Care
18E38 Foster Care
18E39 Group Care
18E40 Guardianship
18E41 Supported Independent Living
18E42 DAA Delegated Services
18E43 Recoveries
18C48 Program Delivery- Child Welfare

18E51 Program Delivery- Child Welfare
18B18 Adoption Services
18C49 Planning for Permanency
18E53 Adoption Planning
18C50 Adoption Supports
18E54 Adoption Supports
18E73 Post Adoption Assistance
18C53 Program Delivery- Adoptions
18E55 Program Delivery- Adoptions
NULL
NULL
NULL – include only SERVICE LINE 14283 Family Court Services

Prevention

18B15 Services for Children & Youth with Special Needs
18C07 Family Support Programs- CYSN
18E11 Respite Services- CYSN
18E12 Support Services-CYSN
18E13 Specialized Supports-CYSN
18C28 Program Delivery- CYSN
18E23 Program Delivery- CYSN (Note: include only SERVICE LINE 15150)
18B17 Child Safety, Family Support & Children In Care Services
18C43 Family Support Programs- CS, FS & CIC
18E29 Family Services
18E30 Discretionary Support to Practice
18E31 Collaborative Practice
18E32 Community Development
18E33 After Hours Services
18C44 Youth Support Programs
18E34 Youth Services

In-care

18B15 Services for Children & Youth with Special Needs
18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC
18E17 Recoveries – Special Needs CIC

18C23 Specialized Provincial Services - CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)
18B17 Child Safety, Family Support & Children In Care Services
18C45 Supports to Permanency
18E71 Permanency Initiatives (Note: include only SERVICE LINE 14540)
18C47 Children & Youth In Care
18E38 Foster Care
18E39 Group Care
18E40 Guardianship
18E41 Supported Independent Living
18E43 Recoveries
18E42 DAA Delegated services
18C48 Program Delivery- Child Welfare
18E51 Program Delivery – Child Welfare
Null
Null
NULL – include only SERVICE LINE 14283 Family Court Services

Kinship/alternates to care

Cut 1 – including adoptions:

18B17 Child Safety, Family Support & Children In Care Services
18C45 Supports to Permanency
18E71 Permanency Initiatives (includes only service line 14541)
18C46 Alternates to Care
18E35 Out of Care Kinship Care
18E36 Out of Care Residential Care
18B18 Adoption Services
18C49 Planning for Permanency
18E53 Adoption Planning
18C50 Adoption Supports
18E54 Adoption Supports
18E73 Post Adoption Assistance
18C53 Program Delivery- Adoptions
18E55 Program Delivery - Adoptions

Cut 2 – excluding adoptions:

18B17 Child Safety, Family Support & Children In Care Services

18C45 Supports to Permanency
18E71 Permanency Initiatives (includes only service line 14541)
18C46 Alternates to Care
18E35 Out of Care Kinship Care
18E36 Out of Care Residential Care

Adoption

18B18 Adoption Services
18C49 Planning for Permanency
18E53 Adoption Planning
18C50 Adoption Supports
18E54 Adoption Supports
18E73 Post Adoption Assistance
18C53 Program Delivery- Adoptions
18E55 Program Delivery - Adoptions

Post-majority supports

18B17 Child Safety, Family Support & Children In Care Services
18C46 Alternates to Care
18E72 Post Majority Supports
18E37 Youth Agreements

Child and family well-being

15B02 SG Ministry Operations (Vote X)
15C3A Victim Services and Crime Prevention
15D13 Victim Services and Crime Prevention
18B14 Early Childhood Development and Child Care Services
18C00 ECD Programs
18E01 Healthy Pregnancy & Birth
18E02 Strengthen Early Childhood Learning & Care
18C01 Child Care Programs
18E03 Referral Supports
18E04 Child Care Administration
18E05 Child Care Parent Subsidy
18E06 Child Care Operating Fund (CCOF)
18E07 Child Care Capital Fund
18E08 Prototype Child Care
18B15 Services for Children & Youth with Special Needs
18C06 Foundational Programs-CYSN
18E09 Early Years Services- CYSN
18E10 Supported Child Development (SCD)
18C23 Specialized Provincial Services- CYSN

18E18 Community Brain Injury
18E19 Medical Benefits (Note: include only SERVICE LINE 15054)
18E21 Deaf & Hard of Hearing
18E22 Autism
18C28 Program Delivery- CYSN
18E23 Program Delivery- CYSN (NOTE: Include only the following SERVICE LINES 14401, 14804, 15070, 15180)
18B16 Child & Youth Mental Health Services
18C29 Community Based Programs- CYMH
18E24 Sessional Services
18E25 Support Services- CYMH
18E26 Specialized Services -CYMH
18C31 Specialized Provincial Programs- CYMH
18E27 Maples
18C36 Program Delivery- CYMH
18E28 Program Delivery- CYMH
67B01 HEALTH PROGRAMS
67C01 Regional Services
67D01 RS-UNALLOCATED
18B19 Youth Justice Services
18C54 Community Based Programs- YJ
18E56 Community Based Programs- YJ
18C56 Specialized Provincial Programs- YJ
18E57 Youth Forensics
18E58 Youth Custody
18C57 Program Delivery- YJ
18E59 Program Delivery- Youth Justice

Children in-care with special needs

18B15 Services for Children & Youth with Special Needs
18C07 Family Support Programs- CYSN
18E11 Respite Services- CYSN
18E12 Support Services-CYSN
18E13 Specialized Supports-CYSN
18C08 Special Needs Children In Care
18E14 Foster Care- Special Needs CIC
18E15 Group Care- Special Needs CIC
18E16 Guardianship- Special Needs CIC
18E17 Recoveries- Special Needs CIC
18C23 Specialized Provincial Services- CYSN
18E19 Medical Benefits (Note: include only SERVICE LINES 15151 and 15166)

18C28 Program Delivery- CYSN

18E23 Program Delivery- CYSN (Note: include only SERVICE LINE 15150)

Non-CFS special services**18B15 Services for Children & Youth with Special Needs****18C23 Specialized Provincial Services- CYSN**

18E18 Community Brain Injury

18E19 Medical Benefits (Note: include only SERVICE LINE 15054)

18E21 Deaf & Hard of Hearing

18E22 Autism

18C28 Program Delivery- CYSN

18E23 Program Delivery- CYSN (NOTE: Include only the following SERVICE LINES 14401, 14804, 15070, 15180)

Residential services**18B15 Services for Children & Youth with Special Needs****18C08 Special Needs Children In Care**

18E15 Group Care – Special Needs CIC

18B17 Child Safety, Family Support & Children In Care Services**18C46 Alternates to Care**

18E36 Out of Care Residential Care

18C47 Children & Youth In Care

18E39 Group Care

18E41 Supported Independent Living

Appendix H
Performance reporting table

Note: Text was directly transcribed from the MCFD 2019 Annual Service Plan Report Summary

Goal	Objective	Performance Measure	Data																		Notes
			2016/17 All	2016/17 Indigenous	2016/17 Non-Indigenous	2018/19 All	2018/19 Indigenous	2018/19 Non-Indigenous	2019/20 All	2019/20 Indigenous	2019/20 Non-Indigenous	2020/21 All	2020/21 Indigenous	2020/21 Non-Indigenous	2021/22 Target All	2021/22 Target Indigenous	2021/22 Target Non-Indigenous	2022/23 Target All	2022/23 Target Indigenous	2022/23 Target Non-Indigenous	
1: Recognize the right of Indigenous families and communities to retain shared responsibility for the upbringing, training, education, and well-being of their children, consistent with the rights to the child [UNDRIP] and the Truth and Reconciliation Commission's Calls to Action	1.1: Engage in discussions regarding jurisdiction over child welfare with Indigenous communities that are interested and willing	None																			
	1.2: In collaboration with Indigenous peoples, design and implement restorative policy, practice, services and cultural humility to support and honour cultural systems of caring and resiliency	None																			
	1.3: Ensure transparency and accountability to Indigenous children, youth, families and communities in order to work together to ensure our efforts achieve tangible results for this generation of families and those that follow. (Note, in 2019-2020, this was written as: Create transparency and accountability to Indigenous children, youth, families and communities to work together to ensure our efforts achieve real results for this generation of families.)	Rate of children and youth in-care per 1,000 (0-18) population	7.7	48.1	3.2	6.9	44.4	2.7	6.3	40.4	2.4	5.6	37.4	2	6.3	38.9	2.5	6.1	37.7	2.4	
2: Strengthen supports and prioritize resources for families and children based on their needs, and in collaboration with communities and other partners, to keep families safely together and support improved outcomes	2.1: Recognize the importance of prevention, early intervention and voluntary services in keeping families safely together and review the Ministry's allocation of time, effort and funding dedicated towards these activities.	Percent of children (and youth) assessed with a protection concern that can safely live with family or extended family	85.80%	80.10%	89.40%	89.90%	84.80%	92.80%	91.30%	86.60%	94.10%	92.70%	88.70%	95.10%	92.00%	87.80%	94.40%	92.30%	87.80%	94.60%	
	2.2: Implement short-term strategies and develop medium-and long-term strategies for a universal early care and learning system.	Average monthly number of funded licensed child care spaces in operation	108,110	N/A	N/A	114,672	N/A	N/A	120,981	N/A	N/A	126,052	N/A	N/A	135,000	N/A	N/A	136,500	N/A	N/A	The 2019/2020 estimate was revised from the 2019/2020 report in the 2020/2021 report.
3: Engage young people and work with the rest of government to design a social support system for youth and young adults who are transitioning into adulthood from ministry services	3.1 a. : Support youth and young adults to successfully transition to adulthood.	Percent of youth-in-care who turn 19 with a high school credential	55.4%	49.00%	61.10%	56.00%	54.40%	57.60%	56.60%	51.70%	62.70%	56.80%	55.00%	58.50%	57.20%	55.50%	59.00%	57.70%	56.00%	59.50%	For high school credentials had to use target in 2020/21 because high school data makes it such that it is always behind.
	3.1. b. : Support youth and young adults to successfully transition to adulthood.	Youth under Continuing Custody Orders (CCOs) and Youth Aging-out that receive an Agreements with Young Adults (AYA) benefit payment within the next year	21.60%	N/A	N/A	34.40%	N/A	N/A	36.90%	N/A	N/A	36.60%	N/A	N/A	41.50%	N/A	N/A	43.60%	N/A	N/A	
4: A child or youth's need drives their placement	4.1: In collaboration with partners, design a high quality network that meets a child or youth's needs, nurtures a sense of love and belonging, and prioritizes cultural and family connections.	Percentage of children and youth in-care with no moves in the first 12 months since their last admission to care.	67.90%	N/A	N/A	66.10%	N/A	N/A	65.30%	N/A	N/A	71.20%	N/A	N/A	65.50%	N/A	N/A	66.00%	N/A	N/A	

Contact Information

Phone

In Victoria: 250-356-6710
Elsewhere in B.C.: 1-800-476-3933

Fax

Victoria: 250-356-0837
Prince George: 250-561-4624

Text (children and youth)

1-778-404-7161


Website

rcybc.ca

Chat (children and youth)


rcybc.ca/get-help-now/chat


Social Media


 B.C.'s Representative
for Children and Youth
and RCYBC Youth

E-mail

rcy@rcybc.ca

 Rep4Youth

 @rcybc and @rcybcyouth

 @rcybcyouth

Offices

Suite 400, 1019 Wharf St.
Victoria, B.C.
V8W 3Y9

1475 – 10th Avenue
Prince George, B.C.
V2L 2L2



REPRESENTATIVE FOR
CHILDREN AND YOUTH