



Interim update:

**First Nations child and family
services (FNCFS) - Phase 3**

DRAFT - For discussion only

**Institute of Fiscal Studies and
Democracy**

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This analysis was produced by IFSD to support ongoing research in First Nations child and family services. IFSD's work is undertaken through a contract with the Assembly of First Nations (AFN). The views and analysis do not necessarily reflect the views of the AFN.

First Nations child and family service (FNCFS) Phase 3 - Interim update

IFSD is grateful to its Phase 3 collaborators. Their generous contributions made this work possible. IFSD wishes to also recognize the many other FNCFS agencies and First Nations who have shared their knowledge, information, and expertise to support this work. IFSD's recommendations in this interim update do not necessarily reflect those of the collaborating and/or contributing FNCFS agencies and First Nations.

For decades, First Nations and their service providers have documented the discrimination of First Nations children in child welfare. The Canadian Human Rights Tribunal (CHRT) in 2016 found Canada's funding of First Nations child and family services (FNCFS) to be insufficient and discriminatory. The CHRT ordered Canada to end its discriminatory practices and ensure discrimination does not reoccur. An approach to upholding those orders cannot be piecemeal. The problem has been decades in the making. The solution will not be simple.

Canada should recognize its role – not only as a funder – but as an administrator of a system and leverage that role to improve the lives of children that have been harmed for generations. Ending the discrimination and ensuring it does not reoccur takes more than writing a cheque. It means fixing the policies, rules, terms and conditions, performance indicators, reporting requirements, and incentives that shape the decisions of actors in the system, both inside and outside of government. This is an opportunity to get a major policy change right.

FNCFS agencies and First Nations have shared their knowledge, their data, and their experiences to shape an approach that comes from the front lines. The proposed approach fits within the Government of Canada's existing contribution approaches and policies on results. Canada should not miss this opportunity. Right now, Canada is eschewing the opportunity. ISC has pulled apart a model that was designed as a holistic approach. Efforts have been focused on a funding amount and how it is to be divided among stakeholders, rather than considering how to end discrimination and ensure it does not reoccur in FNCFS. ISC's decisions to date do not represent IFSD's proposed approach that was informed by bottom-up data.

True reform of the FNCFS system will take years. It's time to stop pretending that it will be fixed by an amount of money. Change is hard. Undoing hundreds of years of path dependent administrative action is harder. It is time to make the change, to stop politicizing child welfare, and to follow the evidence. There is nothing new here, just the combined experience of practitioners, supporting experts, and the tomes of evidence on which this approach rests.

Given the foregoing, Canada has not responded with the requisite changes to structure, funding, and accountability in FNCFS to uphold the CHRT's orders. It is likely that First Nations and their service providers will find themselves back before the Tribunal on the same matters unless more meaningful changes are made.

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IFSD's mandate

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

This work builds on prior phases of analysis:

- 1) **Phase 1:** Costed the FNCFS system and identified gaps.
- 2) **Phase 2:** Developed a bottom-up needs-based funding structure, with a well-being focused measurement framework (the Measuring to Thrive framework).
- 3) **Phase 3:** In-progress; test and model the approach from Phase 2, into First Nation and agency specific delivery models.

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

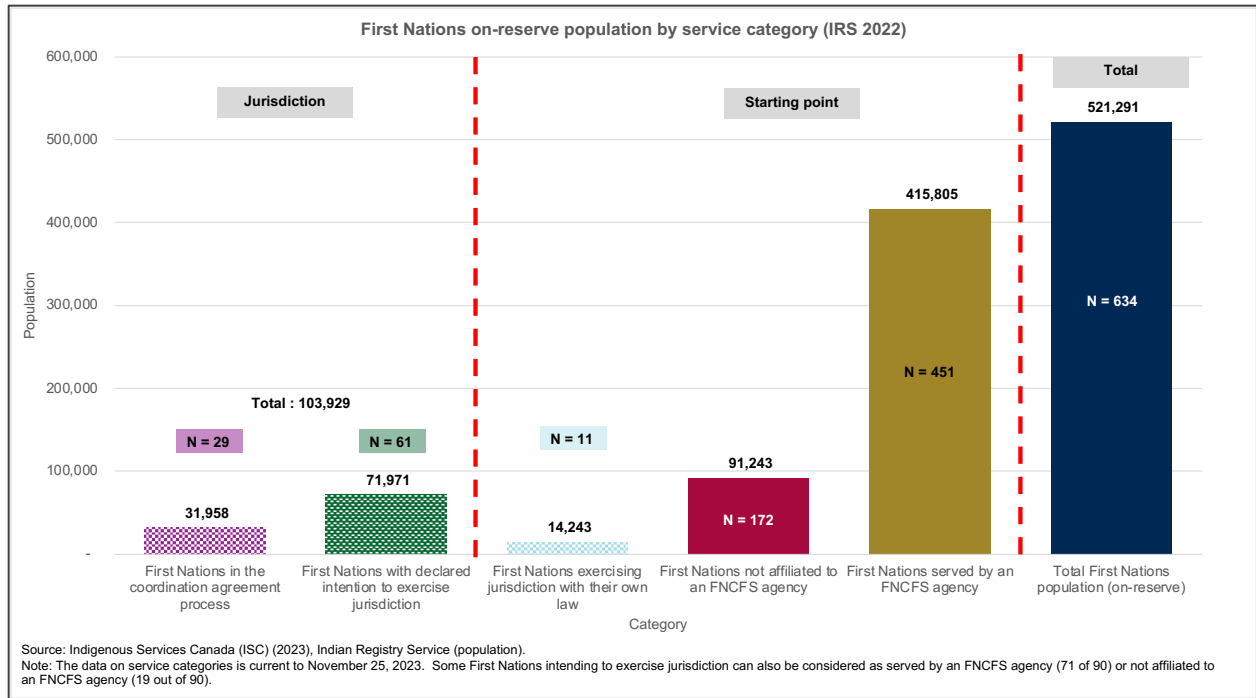
The generous contributions of the collaborators inform the findings. The group of 20 collaborators is generally representative of the population of FNCFS agencies and First Nations exercising/contemplating jurisdiction. Working with the collaborators, representative models of change are developed by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

This interim report provides the information required for a final settlement agreement, which includes: context, structure, funding, accountability, and transition, with an options overview of the First Nations-led secretariat. Service-provider focused analysis and tools, e.g., how to guides, job descriptions, are not included in this update.

Context

There are three service provider types in First Nations child and family services (FNCFS). Most First Nations residing on-reserve (80%) are served by an FNCFS agency (Figure 1). Approximately 17% of First Nations are not affiliated to an FNCFS agency, and 3% have exercised jurisdiction with their own laws in place. There has been significant discussion on matters of jurisdiction, whereas most First Nations are served by an FNCFS agency or are not affiliated to an FNCFS agency. Decisions about the FNCFS Program should be taken with consideration of the current landscape. With most First Nations served by an FNCFS agency today, service continuity and consistency should be prioritized to support First Nations as they determine how to best meet their communities' child and family service needs.

Figure 1



Funding for FNCFS on-reserve (and to the provinces/territories providing services on-reserve) comes through the FNCFS Program. This means that the FNCFS Program is funding FNCFS agencies, First Nations, transfers to provinces/territories, and jurisdiction. The [description of the FNCFS Program through InfoBase](#) (the Government of Canada's public facing reporting on its programs) includes *supporting safety and well-being for First Nations children ordinarily resident on-reserve* (Figure 2).

Figure 2

Name	Child and Family Services
Previously Named	First Nations Child and Family Services
Description	<p>First Nations Child and Family Services support the safety and well-being of First Nations children ordinarily resident on-reserve. The program provides funding to First Nations child and family services agencies which are established, managed and controlled by First Nations agencies and delegated by provincial authorities to provide prevention and protection services. In areas where these agencies do not exist, the Department funds services but it does not directly deliver child and family services. Services are provided by provincially delegated First Nations child and family services agencies, tribal councils, First Nation Bands, and the provinces and Yukon in accordance with the legislation and standards of the Province or Territory of residence within the Department program authorities. Pursuant to the 2016 Canadian Human Rights Tribunal ruling, the Government of Canada is working with partners to make immediate and long-term reform to child and family services on reserve. The Department is ensuring the implementation of An Act respecting First Nations, Inuit and Métis children, youth and families by supporting Indigenous communities through distinctions-based governance engagement mechanisms, capacity-building, coordination agreement discussions, and operationalization of Indigenous child and family services models. Definitions. For the purposes of outcomes and indicators relating to First Nations Child and Family Services, the following definitions apply: Child: An individual under 11 years of age; Youth: An individual between 12 years and the age of majority (which differs from one jurisdiction to another); Young adult: An individual from the age of majority (which differs from one jurisdiction to another) up to 25 years old.</p>
Activity Code	BYP08

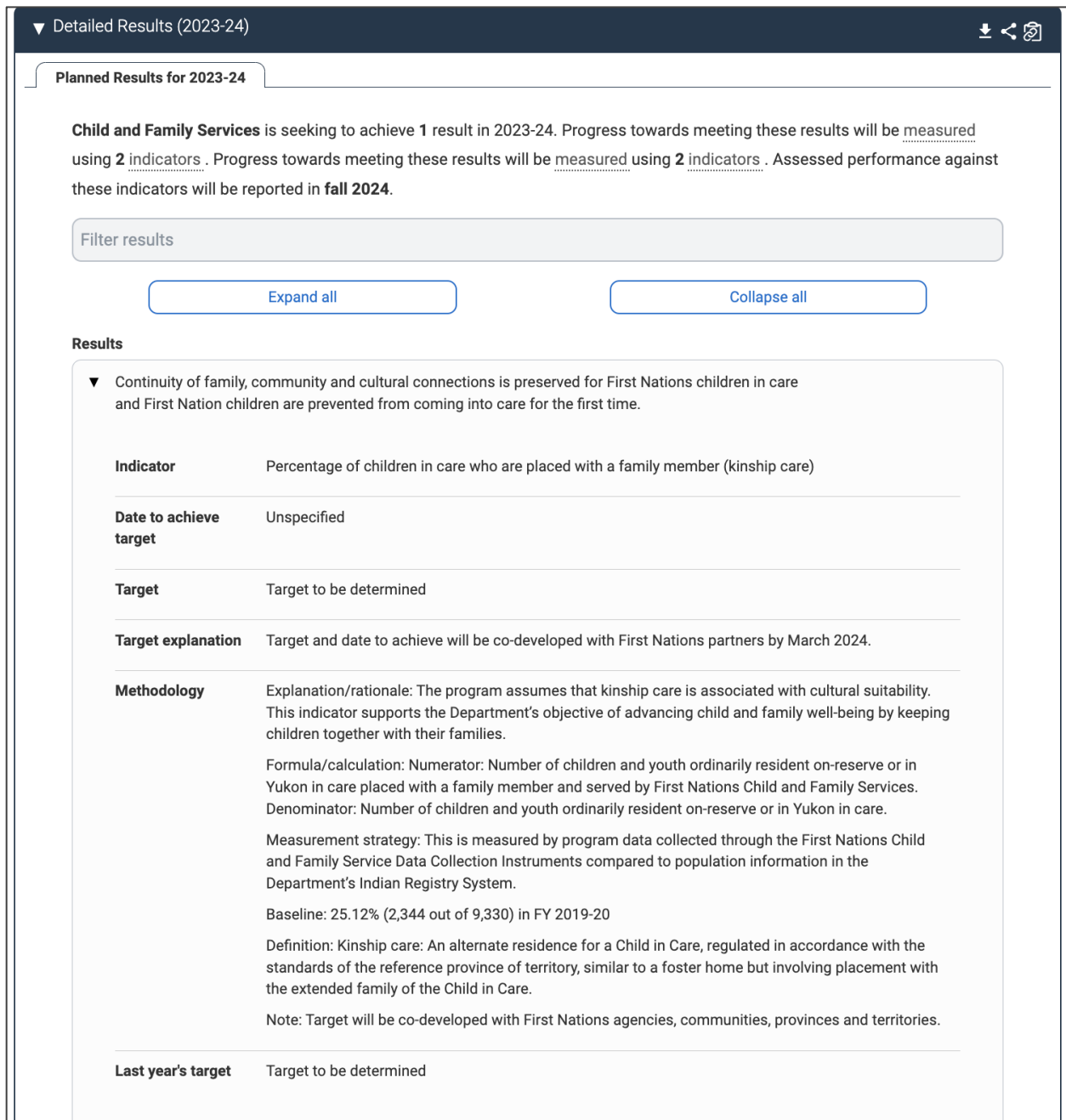
There are three funding streams in the FNCFS Program as defined by ISC ([reproduced from the ISC website](#)) (Figure 3):

Figure 3

<p>The program provides 3 streams of funding:</p> <ul style="list-style-type: none"> • Operations: core and operational funding for protection services (such as salaries and overhead) • Prevention: resources for enhanced prevention services • Maintenance: direct costs of placing First Nations children into temporary or permanent care out of the parental home (such as foster care rates and group home rates)
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While the program funds a variety of activities and recipients for child and family services, reporting for the program is focused on two indicators (Figure 4):

Figure 4



Indicator	Percentage of First Nation children and youth on-reserve coming into care for the first time
Date to achieve target	Unspecified
Target	Target to be determined
Target explanation	Target and date to achieve will be co-developed with First Nations partners by March 2024.
Methodology	<p>Explanation/rationale: The The implementation of a focused approach on prevention and early intervention in the following years will help reduce the number of children first coming into care.</p> <p>Formula/calculation: Numerator: Total number of new children and youth on reserve or in Yukon in care, and served by First Nations Child and Family Services, with a start pay date of eligible expenses within the current fiscal year. Denominator: Total number of children on reserve or in Yukon in care, served by First Nations Child and Family Services, that were serviced throughout the fiscal year.</p> <p>Measurement strategy: Except for British Columbia and Ontario where the number of new cases can be known by Indigenous Services First Nations Child and Family Services are directly tracked, tracking/monitoring around cases coming into care for the first time is based on the assumption that a new expense associated with a child that did not have an expense since April 1, 2013 is attributable to a new case. In other words, a new expense (of any amount) after April 1, 2013 is equated with a child coming into care for the first time.</p> <p>Baseline: 15.82% (2019-2020)</p>
Last year's target	At most 20.39%

Data sources: [Departmental Results Reports](#), [Departmental Plans](#), [Public Accounts of Canada](#)

Datasets: [Performance information \(results and indicators\) by Program and by Organization](#), [Planned performance information \(results and indicators\) by Program and by Organization](#), [Expenditures and Planned Spending by Program](#), [Actual and Planned Full-Time Equivalent \(FTEs\) by Program](#)

Both indicators are focused on the safety of children with no consideration of their overall well-being. These indicators do not capture the breadth of activities funded through the FNCFS Program.

The department's 2024-25 departmental plan defines four indicators for the FNCFS Program (Figure 5). These indicators focus on protection, jurisdiction, and child and family service offerings in the First Nation. They do not help understand how the resources flowing through the FNCFS Program are supporting both the safety and well-being of children.

Figure 5

Percentage of First Nations children on-reserve in care	5.95% ³	Not available ⁴	Not available ⁴	Maintain or decrease results year over year ¹	March 2025
Percentage of children in care who are placed with a family member (kinship care)	26.98% ⁵	Not available ⁴	Not available ⁴	Maintain or increase results year over year ¹	March 2025
Percentage of First Nations communities offering family support services aimed at keeping families together	Not available ²	Not available ²	Not available ²	Not applicable ⁶	Not applicable ⁶
Number of First Nations Groups, Communities and Peoples exercising their jurisdiction under the Act respecting First Nations, Inuit and Métis children, youth and families	New indicator introduced in 2023-24			18 ⁷	March 2025

A reformed FNCFS Program must have a clear policy objective that includes safety but extends beyond it, clearly encompassing the importance of a horizontal understanding of wellness for children, families, and communities. With a new policy, funding and measurement approaches should be redefined to align to the priority.

In April 2022, IFSD submitted its request to ISC for disaggregated expenditure data (see Appendix A) in five expenditure areas (Table 1). The process to receive the data took over one year and covered all of IFSD’s CHRT-mandated work, i.e., Phase 3, First Nations not affiliated to an FNCFS agency, and Jordan’s Principle. IFSD retained an expert privacy lawyer to manage ISC’s requirements in areas of information security and privacy. In October 2023, IFSD sent a letter to ISC’s Associate Deputy Minister to express its concerns with respect to the delays in the delivery of data for analysis and subsequent times for review (Appendix B). At the time of writing, all data requested by IFSD was provided by ISC, over one and a half years after it was originally requested.

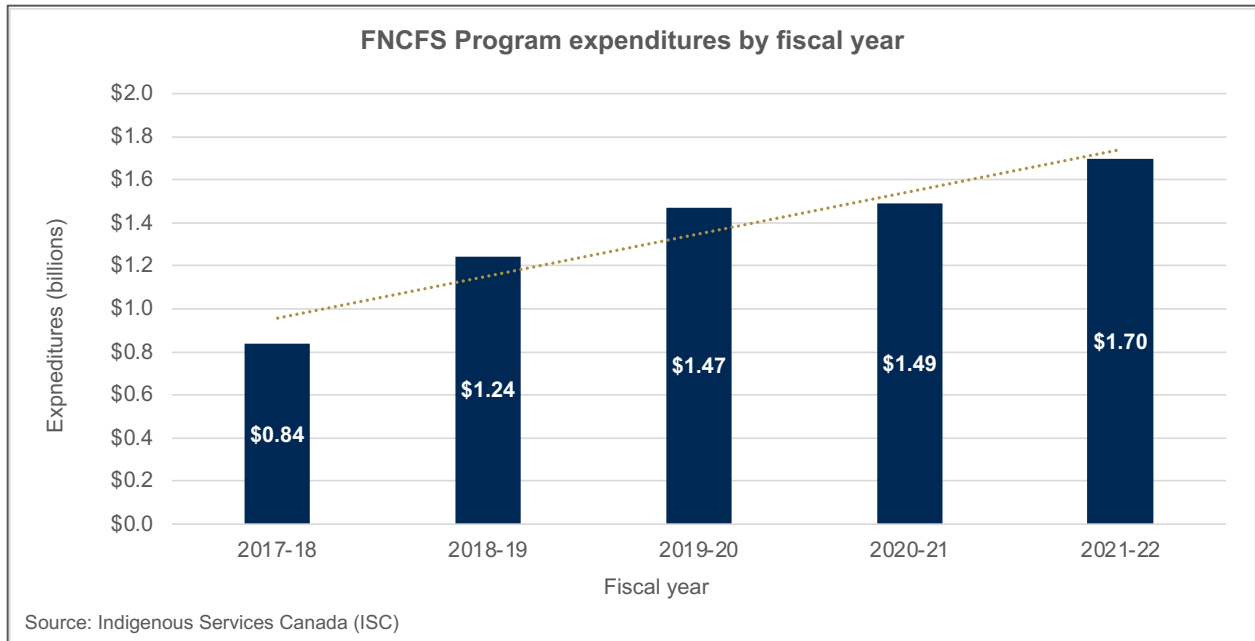
Table 1

Expenditure area	Description	Result
Program data	IFSD requested detailed program, sub-, and sub-sub-program level expenditure information at the national level. The information was used to produce a current state portrait for the modelling work in First Nations child and family services (FNCFS), as well as for assessing the needs of First Nations not served by a FNCFS agency.	ISC provided an initial data set in April 2023 and an updated data set in November 2023.
Breakdown of the FNCFS Program	IFSD sought detailed information on the lowest level of granularity of spending through the FNCFS program, e.g., sub-, sub-sub, sub-sub subprogram, etc. This information was necessary to understand the components that make up the FNCFS Program.	ISC provided the data in September 2023.

Prevention/actuals funding	IFSD sought information on the actuals/prevention funding requests and allocations of FNCFS agencies and other eligible recipients mandated by the CHRT. In subsequent e-mail communications, ISC indicated that only eligible paid expenditures are tracked by the department. Claims that were ineligible or that were denied were not recorded in the financial system.	ISC provided the data in September 2023.
Transfers	IFSD sought information on transfers to provinces and territories for First Nations child and family services, and related activities. IFSD requested financial and related details for all votes/associated activities defined in the Public Accounts.	ISC provided the data in December 2023.
Post-majority care	IFSD sought information on funding for post-majority care provided to FNCFS agencies or other eligible recipients. The information is necessary to understand current funding practices in post-majority care and identify demand (and changes in demand with the pandemic-induced extension).	ISC could not provide data for this request. ISC indicated that the activity was being newly funded at actual costs with no information available to share.
Band representative services	IFSD sought information on funding for band representative services provided to FNCFS agencies or other eligible recipients. In October 2022, IFSD asked ISC how it developed its internal estimates for the First Nations Representative Services (then Band Representative Services). ISC responded indicating that “[...] Canada created a national estimate based on Ontario per capita expenditures over a 5 years [sic] period.”	ISC provided the data in September 2023.

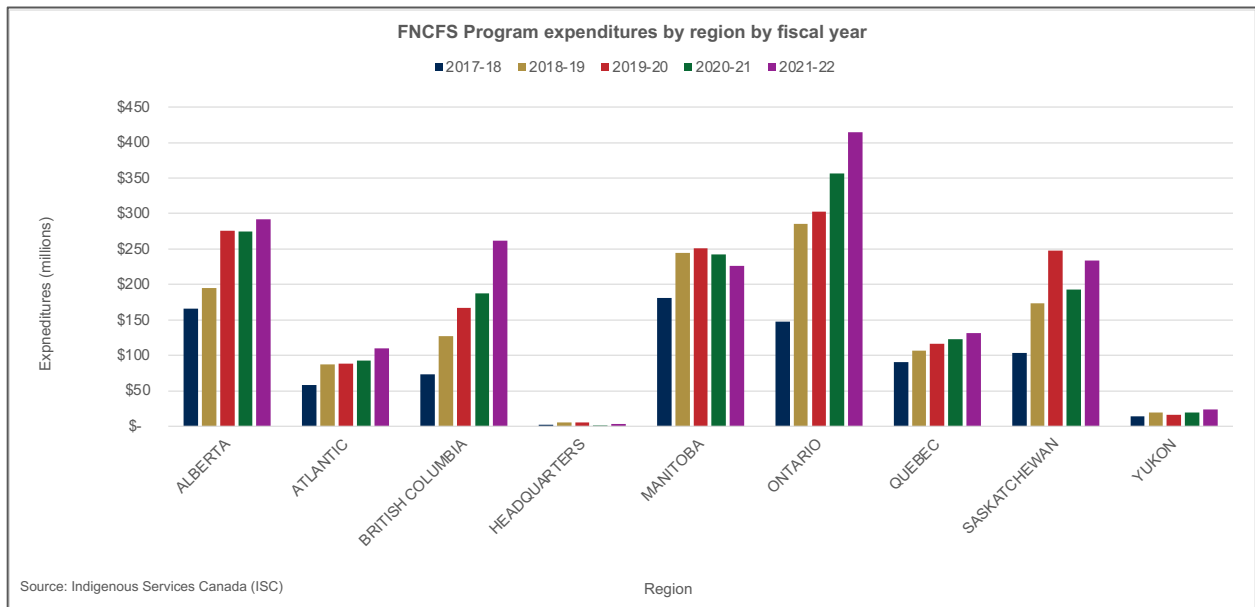
Analysis exclusively of the FNCFS Program indicates increased expenditures across fiscal years (Figure 6). Most of the expenditures are provided through a fixed contribution approach, i.e., funds have a defined purpose and total expenditures are defined annually.

Figure 6



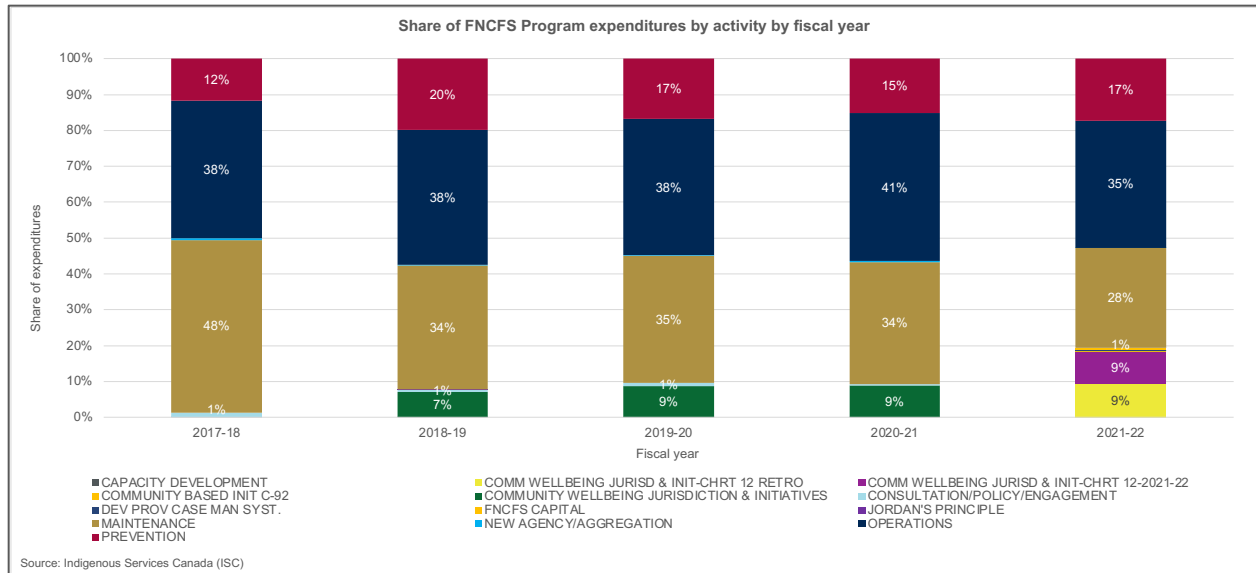
In the FNCFS Program, funding by region generally increases across fiscal years. Ontario-based recipients receive most of the expenditures, followed by those in Alberta (Figure 7).

Figure 7



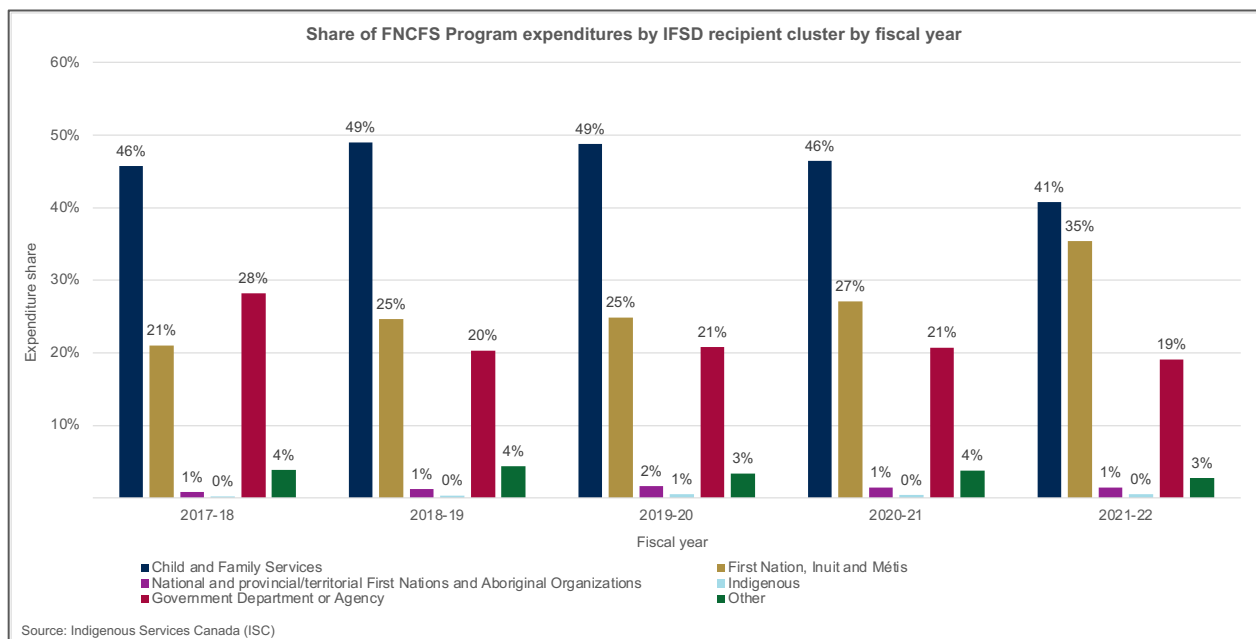
Within the FNCFS Program, there are three main activity areas (maintenance, prevention, and operations), as well as others that are funded through the program, e.g., CHRT mandated retroactive payments, development of a case management system, etc. The three main activity areas, however, represent upwards of 80% of total annual expenditures (Figure 8).

Figure 8



For clarity, IFSD clustered recipient types into five categories: child and family services (which includes FNCFS agencies); First Nation, Inuit, and Métis; National and provincial/territorial First Nations and Aboriginal organizations; Indigenous; government department or agency; other. FNCFS agencies and similar service providers receive most of the FNCFS Program funding, although their share is trending slightly downward. The share of funding for First Nations, Inuit, and Métis increases across fiscal years. Funding for other governments remains relatively constant at approximately 20% (Figure 9).

Figure 9

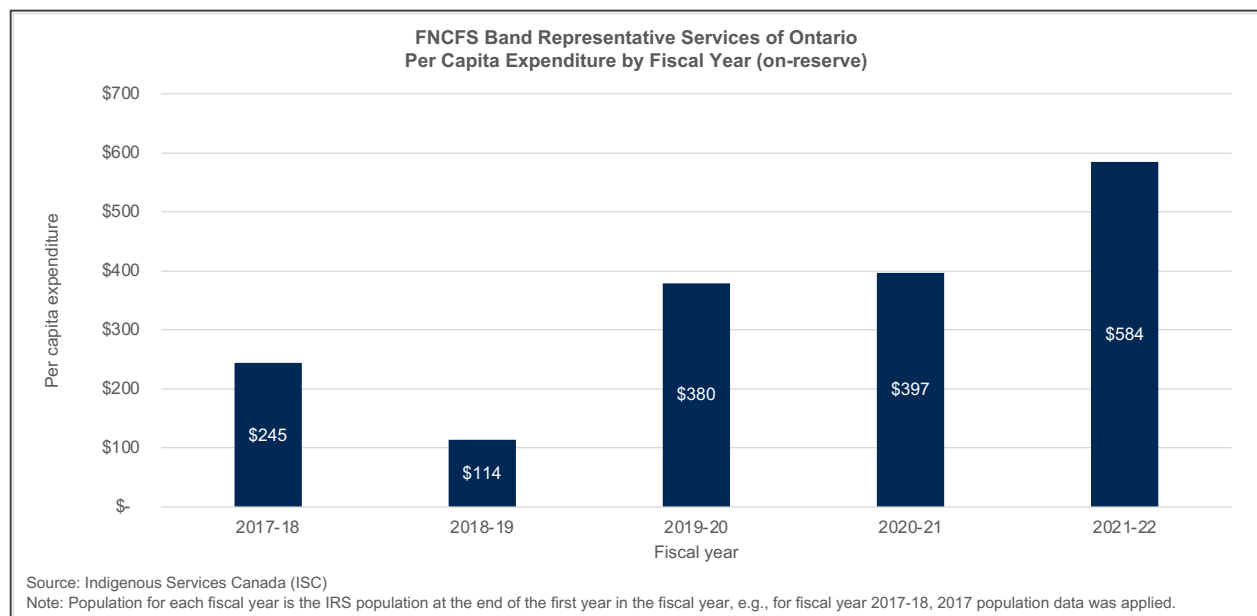


At the time of writing there were two per capita funding amounts defined by ISC:

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

The per capita prevention allocation comes from IFSD’s previous analysis.¹ The per capita allocation for the FNRS was developed by ISC using Ontario per capita expenditures for the activity over a five-year period (as Ontario First Nations received funding for the services since 2017). However, in its analysis of the expenditure data, IFSD could not produce the allocation defined by ISC. Using on-reserve population by fiscal year in Ontario, per capita allocations range from a low of \$114 to a high of \$584 (Figure 10). The parties may wish to clarify the calculation of the estimate and the activities associated with the allocation.

Figure 10



¹ The cost per person for prevention services, estimated at \$2,500 per person, comes from an operating agency providing only prevention services. The program activities include: “community-based activities and family support, legal support, victim services, social work, and social assistance. The active learning style initiatives range from education on fetal alcohol syndrome and brain development to emergency homes for respite.” ([Enabling First Nations Children to Thrive](#), p. 92)

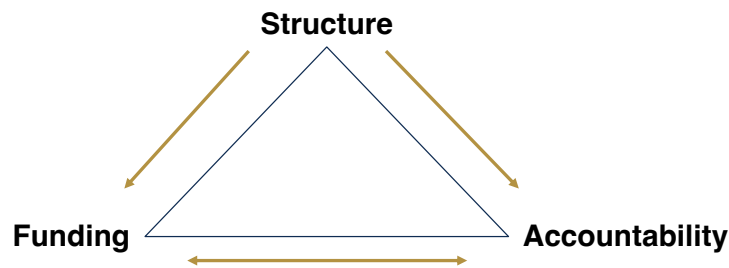
The \$2,500 per capita allocation for prevention is built from an existing FNCFS agency that provides full prevention services to its community. The \$2,500 per capita allocation represents a specific set of program activities. It does not represent the upper end of a range. The full case study and program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

For an overview of ISC’s total expenditures, additional analysis of the FNCFS Program see Appendix C1, and Band Representative Services, see Appendix C2.

Factors for the successful implementation of a reformed FNCFS Program

Sustainable change of the FNCFS Program with the goal of well-being requires changes to structure, funding, and accountability (Figure 11).

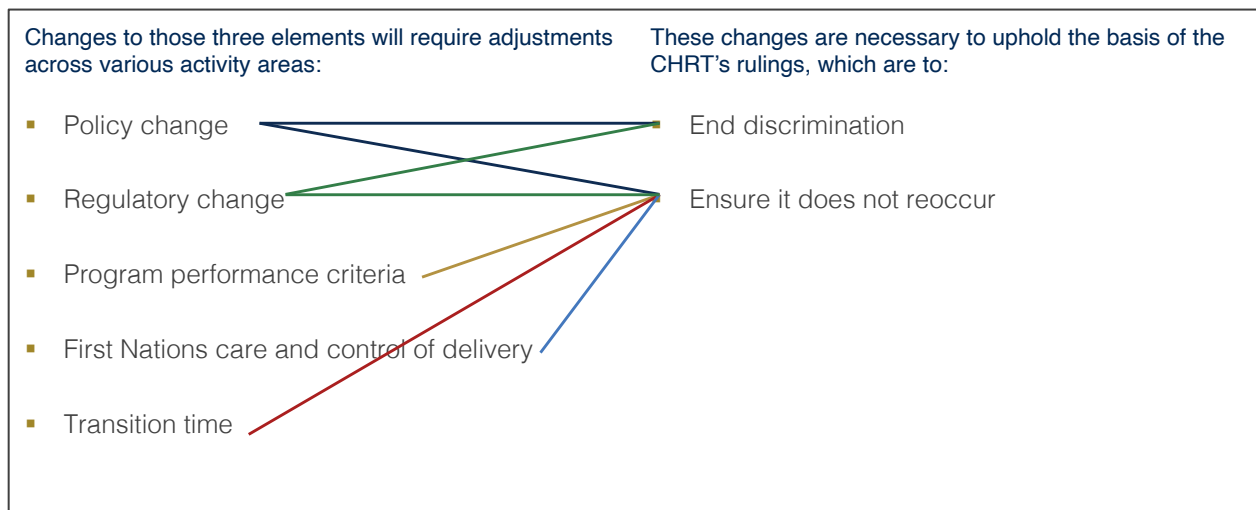
Figure 11



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

These three changes will require adjustments across various activity areas (Figure 12):

Figure 12



- 1) **Policy change:** Define the purpose of the FNCFS system, i.e., the well-being of children, families, and communities through a culturally-informed, substantive equality approach, focused on the best interests of the child.

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

A reform to the FNCFS Program to completed inside the federal government, changes to policy, financial, and management authorities must be sought (Table 2).

Table 2

Authority type	Description	Source
Financial	Allocation of public funds for a specific program or activity.	Prime Minister and Minister of Finance
Policy	Definition of program and performance objectives.	Cabinet committee
Management	Program terms and conditions to operationalize the policy.	Treasury Board (committee of cabinet)

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

This interim update proceeds by discussing analysis and recommendations on structure, funding, and accountability, followed by a review of considerations for transition, and options for the establishment of a First Nations-led Secretariat.

STRUCTURE

The structure of the FNCFS Program shapes incentives through rules and conditions. Adjusting the underlying structure of the existing FNCFS Program means changing its purpose through policy, its rules for funding allocations (including how and when resources flow to participants), and defining how progress will be assessed (discussed further in the accountability section). Structural reform is imperative to sustainable change. It cannot be expected that the system is setup to fund protection, report on protection, and measure instances of protection to deliver a

different result by changing an amount of funding. To ensure that financial resources can be applied in ways to achieve the well-being of children, families, and communities, a different approach to the definition of policy and its implementation is required.

It is unwise to expect a change in outcomes from financial resources alone. To change the impact of funding, change the rules for its use and its monitoring. Once the system structure, funding, and accountability mechanisms are aligned to support a common goal, change can be expected with time. Adding more money to a broken system will not support sustainable change or better results for children. A 2022 report by the Office of the Parliamentary Budget Officer,² indicated that Indigenous Services Canada (ISC) struggles to demonstrate results despite its spending increases. There is sufficient evidence to that effect with the CHRT's rulings and non-compliance orders for administrative issues against Canada.

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

- 1) Clarify federal policy and associated regulations (including terms and conditions and outcome-based performance indicators) for the FNCFS Program to focus on well-being with alignment to the principles of *An Act respecting First Nations, Inuit and Métis children youth and families*.
- 2) Implement a block funding approach for existing FNCFS agencies, with a carry-forward provision.
- 3) Ensure resources for the FNCFS Program are secure and cannot be used for other purposes by ISC through a Special Purpose Allotment (SPA), with a carry-forward provision.
- 4) Adopt the proposed allocation approach for FNCFS agencies with a holistic understanding of the allocation for existing service providers. This means leaving the approach and its components intact and not artificially segmenting the allocation, as ISC has done with its interim funding commitments.
- 5) Define the reporting and service obligations of different funding recipients through the FNCFS Program, e.g., if FNCFS agencies and First Nations are expected to deliver secondary and tertiary prevention services, their reporting obligations on an activity basis should be the same.

Clarifying federal policy and associated regulations

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

Funding associated to the FNCFS Program should be predictable (for planning and capacity building), transparent, with resources linked to outcomes for accountability, and renewal. Focused on well-being, there should be space for a variety of approaches to service delivery.

² Office of the Parliamentary Budget Officer, "Research and Comparative Analysis of CIRNAC and ISC," (2022) online: <https://distribution-a617274656661637473.pbo-dpb.ca/4dd5db44bd0d5ddc57fd166053a5ee6703753a32baa02d6906a3082c84b23a38>

The diversity of approaches should be supported by a transfer policy with a five-year funding envelope, with the provision for carry-forwards of unspent funds. Terms and Conditions associated to the FNCFS Program should be aligned to policy objectives. ***They should not be defined before the parameters of a reformed program are in place.***

There are two principles that should be reflected in the Terms and Conditions for long-term funding:

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

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

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

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

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

This approach requires recognition of different points of departure. Consideration should be given to capacity development for: program design and delivery, data collection, and evidence generation.

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

Block funding approach for existing FNCFS agencies

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

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

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

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

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

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

Table 3

Consideration	Past	Current	Future (IFSD's approach)
Funding approach	Fee-for-service	Fee-for-service via actuals process	Block (provider controls <i>how</i> they spend)
Control of spending	ISC	ISC, with increased flexibility with reimbursement for actual spending	First Nation/delegated service provider
Accountability for results	Service provider	Service provider	Service provider

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

In both the current system (fee-for-service) and the proposed reformed system (block contribution approach), Parliament must appropriate resources annually. This means that resources - in either the existing or reformed system - could be constrained or increased by government proposal and parliamentary (approval/rejection). While both systems rely on parliamentary appropriations, they have different premises. In the fee-for-service model, ISC determines what's eligible and ineligible, even though resources are at actuals for the interim period. In the block approach, the provider determines how best to expend funds, with clarity around the formulation of the allocation.

Table 4

Component and definition	Description – ISC's current approach
Structure: The incentives, rules, and conditions that determine when and how funding moves in a system.	<ul style="list-style-type: none"> - The FNCFS program follows terms and conditions for various streams of related funding, e.g., protection, prevention, etc. - Most funding is allocated through the 'fixed' allocation mechanism. This means that allocated resources have a defined purpose and cannot be used for different purposes, even within program objectives - Funding is on a fee-for-service basis, i.e., payment for services (currently at actuals) and per capita allocations, i.e., prevention

<p>Funding: The amount of money allocated to recipients.</p>	<ul style="list-style-type: none"> - The FNCFS program is funded through a combination of actuals, i.e., reimbursement for allowable expenditures, and fixed funding, e.g., per capita allocation for prevention of \$2,500 divided among First Nations and service providers - This is an interim approach until a final funding approach is implemented
<p>Accountability: Monitoring of detailed indicators to determine if the structure and funding are working to achieve desired results.</p>	<ul style="list-style-type: none"> - The FNCFS program requires reporting by recipients for reimbursements and for overall program performance - Performance indicators are being revised by ISC

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

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

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

Table 5

Component and definition	Description – IFSD proposed approach
<p>Structure: The incentives, rules, and conditions that determine when and how funding moves in a system.</p>	<ul style="list-style-type: none"> - Funds transferred through the <i>block</i> contribution approach with adjustments - Funds are provided for general purposes under a contribution agreement or statute to be used by service providers with flexibility to meet needs in communities - Carry forwards are allowed, unexpended funds can be retained - Special purpose allotment established to restrict repurposing of FNCFS funds within department - Funding flows to recipients in a single transfer at the start of the fiscal year, having received prior notice (12 months in advance) of their budget allocation, consistent with the terms of the reformed FNCFS Program
<p>Funding: The amount of money allocated to recipients.</p>	<ul style="list-style-type: none"> - Allocations are defined based on a set of principles, consistent with program objectives - Allocations are adjusted with updated information to meet changing needs, e.g., population, inflation (CPI), income-based poverty, etc. (it is expected that updates, other than population and inflation be revisited through evaluation every five years) - Funding amounts are reliable and known

<p>Accountability: Monitoring of detailed indicators to determine if the structure and funding are working to achieve desired results.</p>	<ul style="list-style-type: none"> - Outcome-based performance indicators that consider the well-being of children, families, and communities to define a baseline and track changing results over time - Use information to evaluate and adjust funding and structure to ensure objectives are being achieved
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Funding amounts would be predetermined every fiscal year: baseline budget + funding top-ups, e.g., prevention, poverty, etc. + adjustments for population + inflation (there should be limited changes to annual funding for service providers within the five-year period, other than adjustments for population and inflation). The approach, i.e., amount of funding, structure, and results should be evaluated before the end of the fifth fiscal year.

This approach is expected to be manageable for service providers working in established organizations, e.g., those organizations with well-developed business practices, internal management, and service delivery, who know the people they serve and their needs. For organizations that are new or in a state of crisis, the approach could be more challenging. Without clarity and consistency around service offerings and existing expenditures the block approach could provide supplementary funds that risk being unused or insufficient funds for what the organization will eventually do. However, the amount of funding, structure, and results would be reviewed every five years, which would provide an opportunity to rebalance the approach.

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

The proposed approach aligns to ISC’s existing block funding mechanism with some refinements: funding allocation based on principles; a special purpose allotment to ring-fence funding designated for FNCFS within ISC; emergency funding; and outcome-based performance criteria. The refinements are not expected to be fiscally significant but tied to achieving results and aligned with the Government of Canada’s Policy on Results.

See (Table 6) for a comparison of ISC's existing block funding approach and IFSD's proposed approach.

Table 6

Element of Funding Approach	Funding Approach		Comparison (similar; somewhat similar; different)
	<i>IFSD Funding Approach</i> ³	<i>ISC block funding</i> ⁴	
Resource Allocation	Funds are allocated based on a combination of previous financial data (to fund maintenance and protection) and need (population size, geography, poverty level, etc.)	Funds are provided for a block of programs under a contribution agreement.	Somewhat similar
Reallocation of Funds	Funds are provided for general purposes identified under a contribution agreement or statute. Service providers have flexibility to adjust allocations based on need. Allocations are defined on a set of principles, consistent with program objectives.	Funds can be reallocated within block, as long as program objectives are being achieved.	Similar
Carry Forwards	Carry forwards are allowed.	Carry forwards are allowed.	Similar
Retention of Funds	Unexpended funds can be retained and directed to program activities by service providers on an as-needed basis.	Unexpended funds can be retained (even at the end of the program), assuming use of funds is consistent with program objectives.	Similar
Eligibility Criteria	Recipient must meet criteria established in contribution agreement or statute.	Recipient must meet general assessment criteria.	Similar
Special purpose allotment	Funding for FNCFS should be ring-fenced, i.e., defined as a special purpose allotment within the department.		Different

³ IFSD, “Funding First Nations child and family services (FNCFS): A performance budget approach to well-being,” (July, 2020) https://www.ifsd.ca/web/default/files/Blog/Reports/2020-09-09_Final%20report_Funding%20First%20Nations%20child%20and%20family%20services.pdf

⁴ Government of Canada, “Directive on Transfer Payments: Appendix K,” (April 2022) online: Treasury Board of Canada, <https://www.tbs-sct.canada.ca/pol/doc-eng.aspx?id=14208>

Emergency funding	Assuming sufficient funding, recipients are expected to work within the block. Should circumstances beyond the recipient’s control, e.g., natural disaster, suicide crisis, etc., emerge requiring additional resources, emergency funding is available within the FNCFS program.		Different
Performance criteria	Outcome-based performance indicators that consider the well-being of children, families, and communities to define a baseline and track changing results over time. That may be considered in the future for program design and/or funding level changes.	In-progress; current indicators are output-focused	Different

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

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

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

The Special Purpose Allotment (SPA)

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

From Treasury Board Policy on Transfer Policy⁵:

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

Any unspent funds remaining at year-end in an SPA are not eligible to be carried forward to the next fiscal year under the TBS operating budget carry-forward guidelines, unless separate Treasury Board approval has been obtained. If such an approval has been obtained, then that amount within the SPA is carried forward and placed in an SPA for the next fiscal year.

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

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

FUNDING

At the time of writing, a \$19.08B allocation to the ‘long-term reform’ of FNCFS over five years was made by the Government of Canada. It remains unclear what resources come from that allocation and what remains of the allocation (Table 7).

Table 7

Funding issue	Estimates known/unknown
FNCFS agencies	Unknown, only IFSD estimate available
Post majority supports and services	Unknown, paid at actual costs
First Nation Representative Service (FNRS)	Known, per capita estimate
Prevention and other allocations to First Nations served by an FNCFS agency	Unknown, split of prevention resources and other allocations calculated by ISC
Capital (new purchases and builds + maintenance for owned assets)	Unknown, by application

⁵ Treasury Board of Canada Secretariat, "Commonly Sought Authorities," last updated November 25, 2020,

<https://www.canada.ca/en/treasury-board-secretariat/services/treasury-board-submissions/guidance/commonly-sought-authorities.html>

First Nations not affiliated to an FNCFS agency	Unknown, only IFSD estimates available (March 2024)
Housing for FNCFS	Known, allocation approach to be determined

For estimates associated to **FNCFS agencies only**, IFSD’s estimates over five years are within range of the \$19.08B. Depending on other expenditures allocated from the fixed pot, e.g., First Nations not affiliated to an FNCFS agency, capital, post-majority supports and services, etc., *expenses may exceed the allocation. **The parties should be provided with a detailed portrait of what has been expended from the \$19.08B, what remains from the allocation, and what commitments have been made against the resources.***

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

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

IFSD modelled national cost estimates for FNCFS agencies based on a series of assumptions:

- 1) IFSD uses FNCFS agency-reported federal portions of expenditures from FY 2021-2022.
- 2) The agency-reported federal expenditures for FY 2021-2022 were adjusted for inflation and population to bring them to 2023-2024 dollars.
- 3) For any non-reporting FNCFS agencies, their estimated federal expenditures were extrapolated based on province and road access.
- 4) The total value of agency-reported federal expenditures is defined by IFSD as the baseline budget in its calculations.
- 5) To this baseline budget, all top-ups, i.e., prevention, poverty, etc. are added.
- 6) All components are adjusted for remoteness.
- 7) Projections for future fiscal years are grown by inflation and population.

What is NOT included in FNCFS agency estimates:

- 1) Post-majority supports and services (Appendix D)
- 2) First Nations Representative Services (Appendix C2)
- 3) Capital (new acquisitions/builds and maintenance of owned assets). IFSD’s recommendation is a national, application-based pool (Appendix E).

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

- 1) Baseline budgets estimates include only federal funding sources.
 - a. Baseline budgets for FNCFS agencies have two sources:
 - i. Actual expenditures reported by participating FNCFS agencies through the 2021-2022 questionnaire. All federal expenditures are included (as they were reported as a total by FNCFS agencies), e.g., maintenance, least disruptive measures, prevention, protection, etc.
 - ii. Imputed budgets based on weighted per capita average budgets for FNCFS agencies within the reporting province/region (with and without year-round road access);
 - b. For any agency that reported their expenditures (but not the federal portion) or for any agency with an imputed budget, a 75% average portion of baseline budgets (the national average) was applied to model the federal allocation.
 - c. To build the baseline budget for cost modelling for Ontario FNCFS agencies:
 - i. Ontario FNCFS agencies reported federal funding sources with significant variability. It was not possible to use their reported federal proportion of their baseline budgets for this exercise.
 - ii. Nationally, including Ontario FNCFS agencies, the average portion of a baseline budget paid by Indigenous Service Canada (ISC) is 75%;
 - iii. 75% was applied to estimate the federal portion of baseline budgets of Ontario FNCFS agencies (participating or not participating in the FNCFS questionnaire).

- 2) Two scenarios based on the remoteness allocation are used in estimates. Both models are premised on 15% of the Cost Adjusted Factor (CAF) calculated based on the remoteness index of a community and whether it has access to roads, developed by ISC. The remoteness top-up is applied to the baseline budget and to top-ups:
 - a. Scenario 1 (CAF_15%_>0.4): 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups.
 - b. Scenario 2 (CAF_15%_>0.0_agency-level): 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.

- 3) There are 7 components that build on the baseline budget to develop an estimated federal allocation for FNCFS agencies. Post-majority support is being funded at actuals and is not included in the model. Capital allocations are not included, nor is capital maintenance (as that would apply only to owned assets).
 - i. Geography/remoteness (see Appendix F)
 - ii. Poverty
 - iii. Prevention
 - iv. IT
 - v. Results
 - vi. Emergency funding (see Appendix G)
 - vii. Maintenance allocation (see Appendix H)
 - b. The principles underlying the components are the same for FNCFS agencies across Canada.
 - c. There are high, medium, and low scenarios for each component, other than geography/remoteness and prevention.

- 4) Prevention at \$2,500 per person is fully allocated to FNCFS agencies in this model.

- 5) To forecast expenditures for the next five fiscal years, the total estimated budget is grown by population (Indian Registry System (IRS) data) + inflation (based on the Consumer Price Index (CPI)) (see Appendix I).

The funding allocation is meant to be understood and applied holistically. On their own, none of the components are sufficient to address the issue to which they relate. The total budget on its own, understood to be transferred through the block contribution approach, is intended to be sufficient for the discharge of a FNCFS agency’s mandate with the goal of supporting the well-being of children, their families, and communities.

Across all scenarios, the baseline, prevention, and remoteness (applied to all FNCFS agencies) allocations are the same, as are program escalators for projections, i.e., population and inflation. National estimates of the low, medium, and high scenarios apply different levels of funding top-ups (see Appendix J). IFSD’s recommended funding allocation draws on different levels of top-ups as presented in Table 8.

Table 8

Component	Description and considerations	IFSD’s recommendation
Baseline budget	FNCFS agency’s total federal expenditures for the delivery of CFS reported through the 2021-22 questionnaire and adjusted to 2023-24 dollars.	Total federal expenditures for the delivery of CFS as reported by FNCFS agencies.
Prevention ⁶	Resources to deliver activities and services to stop or reduce child maltreatment. 3 types of prevention (it is expected that at least secondary and tertiary services are being delivered by FNCFS agencies):	\$2,500 per person resident on-reserve

⁶ IFSD understands protection and prevention services to be integrated. This is crucial for service delivery that meets the needs of children and families by ensuring safety, while leveraging least disruptive measures.

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

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

3 types of prevention:

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

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

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

	<p>Primary: Directed to the community as a whole, designed to educate and prevent child maltreatment.</p> <p>Secondary: Aimed to support a child who may be at risk of harm or maltreatment, e.g., home visit programs for parents, addictions treatment for parents, etc.</p> <p>Tertiary: Used when a child has been identified as at risk of harm of child maltreatment, e.g., immediate crisis intervention.</p>	
Remoteness/ geography	15% scaled average of Cost Adjusted Factor (CAF). Remoteness can impact FNCFS agency operations and budgets. The remoteness/geography component should be recognition of the differentiated costs of delivering and acquiring needed services in different geographic contexts (beyond year-round road access alone).	15% scaled average of CAF applied to all FNCFS agencies
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards. Different needs and IT sophistication among agencies. Some will require complete reset, others will be adding to existing capacity.	5.5% of the baseline budget
Poverty	Difference between the Market Basket Measure (MBM) (by region and population size) and total after-tax median household income (Census 2016) ⁷ on-reserve. This is NOT poverty alleviation and NOT an income supplement. The resources recognize that poverty is a known driver of contact with protection services. The	5% of the difference between regionally-relevant MBM and total after-tax median household income

⁷ Following a consultation with Statistics Canada, IFSD will continue to use Census 2016 total median household income data with adjustments for inflation in its cost estimation, as it considers the number a more accurate (albeit imperfect) reflection of the current state of First Nations.

Total median household incomes as captured in Census 2016 and Census 2021 increased significantly for First Nations. Statistics Canada has also observed general growth in income across Canada (see The Daily — Pandemic benefits cushion losses for low-income earners and narrow income inequality – after-tax income grows across Canada except in Alberta and Newfoundland and Labrador (statcan.gc.ca)).

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

	allocation recognizes that resources are needed to mitigate the impacts of deprivation as a driver of contact with protection.	
Results	Allocation to support data collection and analysis. Data is essential for control and improved decision-making. Collecting and analyzing relevant information can be an early warning sign of challenges and can highlight successes. For many FNCFS agencies, this will be a new activity in need of support.	5% of the baseline budget
Maintenance	Support to mitigate the changing costs of child maintenance (over and above inflation) within the regular course of business.	3% of the baseline budget
Emergency	Support responses to unanticipated circumstances related to CFS that affect demand for core services (protection and prevention).	2% of the baseline budget
Inflation	The purpose of an inflation adjustment on program funding is to correct for changes in purchasing power. Working with an adjusted inflation rate, such as one based on the Consumer Price Index (CPI) inflation, would be generally reflective of changes in the costs of goods and services. For five-year projections, the inflation rate is assumed to be 3% (the higher end of the Band of Canada's inflation target).	CPI, adjusted annually
Population	Changes in population size impact service delivery. Population and projections should use the Indian Registry Service (IRS) by Band.	IRS population by Band

IFSD's funding approach generates national allocations between the medium and high scenarios (Figure 13). Five-year national projections estimate the total system cost to be \$17.5B with IFSD's recommended scenario (Table 9). By comparison, system costs range from \$16.7B with the low scenario, \$17.2B with the medium scenario, and \$17.7B with the high scenario (Table 10).

Table 9

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

IFSD's recommended funding allocation approach reflects the different starting points of service providers, the widely reported needs, e.g., IT, data gathering analysis, and consideration of emergency and maintenance needs as activities in the system stabilize.

Considerations on the split of prevention resources

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

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

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

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

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

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

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

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

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

Figure 13

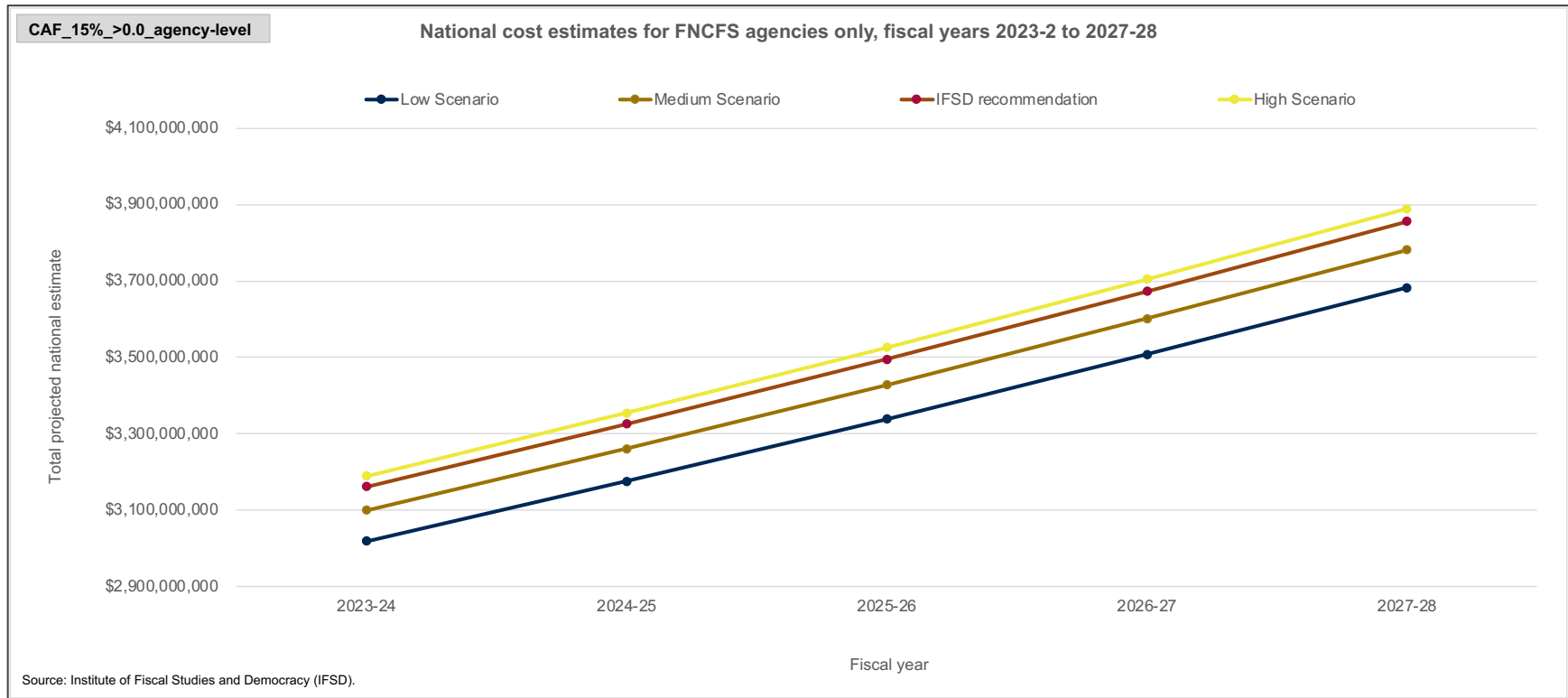


Table 10

CAF_15%_>0.0_agency-level		Fiscal year					
Province	Scenario	2023-24	2024-25	2025-26	2026-27	2027-28	Total
Alberta	Low Scenario	\$428,308,535	\$449,919,632	\$471,487,361	\$494,055,486	\$517,156,106	\$2,360,927,120
	Medium Scenario	\$438,951,356	\$461,099,442	\$483,203,086	\$506,332,121	\$530,006,608	\$2,419,592,614
	IFSD recommendation	\$447,364,457	\$469,937,027	\$492,464,316	\$516,036,650	\$540,164,897	\$2,465,967,347
	High Scenario	\$450,645,815	\$473,383,951	\$496,076,464	\$519,821,823	\$544,126,896	\$2,484,054,948
Atlantic	Low Scenario	\$165,672,720	\$175,833,876	\$186,350,961	\$197,284,177	\$208,746,568	\$933,888,303
	Medium Scenario	\$171,848,027	\$182,387,923	\$193,296,972	\$204,637,626	\$216,527,262	\$968,697,810
	IFSD recommendation	\$175,375,845	\$186,132,044	\$197,265,080	\$208,838,534	\$220,972,131	\$988,583,635
	High Scenario	\$178,464,311	\$189,409,985	\$200,738,997	\$212,516,188	\$224,863,564	\$1,005,993,045
British Columbia	Low Scenario	\$414,355,100	\$436,059,600	\$458,243,946	\$481,654,750	\$505,268,414	\$2,295,581,810
	Medium Scenario	\$427,370,397	\$449,756,464	\$472,637,921	\$496,784,208	\$521,139,204	\$2,367,688,195
	IFSD recommendation	\$437,876,471	\$460,812,756	\$484,257,003	\$508,997,278	\$533,950,454	\$2,425,893,963
	High Scenario	\$441,698,953	\$464,835,366	\$488,484,282	\$513,440,300	\$538,611,401	\$2,447,070,301
Manitoba	Low Scenario	\$633,431,922	\$666,956,151	\$702,248,547	\$739,118,213	\$776,935,585	\$3,518,690,417
	Medium Scenario	\$649,431,692	\$683,802,711	\$719,986,761	\$757,787,533	\$796,560,196	\$3,607,568,892
	IFSD recommendation	\$661,196,878	\$696,190,547	\$733,030,216	\$771,515,737	\$810,990,845	\$3,672,924,223
	High Scenario	\$666,902,110	\$702,197,750	\$739,355,407	\$778,172,879	\$817,988,638	\$3,704,616,784
Ontario	Low Scenario	\$730,706,478	\$764,379,401	\$799,890,585	\$836,581,513	\$875,106,404	\$4,006,664,381
	Medium Scenario	\$750,393,979	\$784,974,136	\$821,441,911	\$859,121,726	\$898,684,399	\$4,114,616,151
	IFSD recommendation	\$766,757,730	\$802,091,754	\$839,354,792	\$877,856,378	\$918,281,852	\$4,204,342,506
	High Scenario	\$772,126,948	\$807,708,573	\$845,232,348	\$884,003,771	\$924,712,075	\$4,233,783,715
Quebec	Low Scenario	\$212,509,968	\$222,316,133	\$232,359,680	\$242,942,012	\$253,936,340	\$1,164,064,132
	Medium Scenario	\$216,941,697	\$226,952,258	\$237,205,256	\$248,008,305	\$259,231,919	\$1,188,339,435
	IFSD recommendation	\$220,719,014	\$230,903,812	\$241,335,338	\$252,326,481	\$263,745,595	\$1,209,030,240
	High Scenario	\$221,845,591	\$232,082,328	\$242,567,092	\$253,614,370	\$265,091,708	\$1,215,201,089
Saskatchewan	Low Scenario	\$434,870,336	\$460,561,553	\$487,875,240	\$516,135,544	\$545,315,296	\$2,444,757,968
	Medium Scenario	\$445,793,232	\$472,129,743	\$500,129,557	\$529,099,695	\$559,012,407	\$2,506,164,634
	IFSD recommendation	\$452,795,282	\$479,545,418	\$507,984,995	\$537,410,170	\$567,792,771	\$2,545,528,636
	High Scenario	\$457,591,385	\$484,624,891	\$513,365,804	\$543,102,656	\$573,807,064	\$2,572,491,800
Total	Low Scenario	\$3,019,855,059	\$3,176,026,345	\$3,338,456,320	\$3,507,771,695	\$3,682,464,713	\$16,724,574,133
	Medium Scenario	\$3,100,730,381	\$3,261,102,677	\$3,427,901,464	\$3,601,771,216	\$3,781,161,995	\$17,172,667,732
	IFSD recommendation	\$3,162,085,678	\$3,325,613,358	\$3,495,691,741	\$3,672,981,228	\$3,855,898,545	\$17,512,270,550
	High Scenario	\$3,189,275,115	\$3,354,242,843	\$3,525,820,393	\$3,704,671,988	\$3,889,201,345	\$17,663,211,683

ACCOUNTABILITY

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

Ensuring those accountabilities are upheld requires information to understand how the children are doing. Asking and understanding how the children are doing will assess whether the *structure* and *funding* of the FNCFS program are working to deliver supports and services to children requires information.

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

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

Accountability in FNCFS requires the measuring and monitoring of relevant information to ensure discrimination does not reoccur. Measuring what matters means identifying and addressing structural drivers of contact with protective services and having the information to improve service access for First Nations children and families. **IFSD recommends accountability be ensured by:**

- 1) Requiring a national reporting practice for FNCFS for transparency to First Nations and their delegated service providers while holding Canada accountable.
- 2) Establishing a First Nations-led Secretariat to support data gathering and analysis and best practices in FNCFS.
- 3) Defining the reporting and service obligations of different funding recipients through the FNCFS Program, e.g., if FNCFS agencies and First Nations are expected to deliver secondary and tertiary prevention services, their reporting obligations on an activity basis should be the same.
- 4) Ensuring ISC's performance indicators for a reformed FNCFS Program reflect the structural drivers of contact with protective services.
- 5) Including a review of the \$19.08B, its allocation, and outcomes as part of a five-year program review.

Research and analysis on indicators consistent with a holistic well-being framework has been defined by FNCFS agency directors and reviewed by Indigenous and non-Indigenous experts. The Measuring to Thrive framework is a collection of indicators meant to help assess the well-being of First Nations children, families, and communities. The framework is not a case management tool. It is an approach based on gathering information at the level of the First Nation, and potentially, aggregated to the level of a service provider, regionally, or nationally.

Measuring to Thrive is intended as a linking mechanism between realities and changes in communities, funding, and accountability in FNCFS. The approach recognizes that levels of

income, poverty, housing shortages, and other structural factors impact children and families. These factors weigh on families raising children, increasing the likelihood of contact with child protection services. As a performance framework, consistent with the Government of Canada's policy on results, Measuring to Thrive is outcome-based and emphasizes wellness across its measures. The performance approach considers context and various indicators of individual and familial well-being.

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

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

IFSD maintains, consistent with collaborators' recommendation, that ISC's indicators for the FNCFS Program reflect the structural drivers of contact with protective services and realities in First Nations. Mitigating the effects of structural drivers means working to reduce immediate protection concerns for children. The five proposed indicators for ISC were (see Appendix K1 for summary of collaborator meeting on measurement):

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

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

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

Table 11

High-level steps	IFSD research
1) What’s the problem you’re trying to solve? Define gaps between current state and desired future state.	Phase 1 <i>Costed the FNCFS system and identified gaps.</i>
2) Propose an alternative approach.	Phase 2 <i>Developed a bottom-up needs-based funding structure, with a well-being focused measurement framework.</i>
3) Test the proposed approach.	Phase 3 (in-progress) <i>Test and model the approach from Phase 2, into First Nation and agency specific delivery models.</i>
4) Implement changes to structure, funding, and accountability for reform.	Not yet started

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

Accountability among funding recipients from the FNCFS Program requires clarity on service delivery. All recipients of the FNCFS Program providing or assumed to be providing protection and/or prevention services (mainly secondary and tertiary) should be undertaking their activities consistent with the principles of an Act respecting First Nations, Inuit and Métis children, youth and families. Since 2022, ISC decided to split resources between FNCFS agencies and First Nations without consideration of accountability for program and service delivery, let alone outcomes. There should be reporting consistency among funding recipients expected to deliver the same programs and services. It is not prudent, in anticipation of a program review, to only understand results from the work of a subset of service providers but not all of them.

The requirement for reporting should be welcomed by all parties. Without clear reporting requirements to First Nations served by an FNCFS agency and to the federal government, there is a risk that system outcomes and contributing elements through funding and structure decisions remain unknown. With its current approach, ISC is indicating that it does not want to know how resources are being expended by recipients, especially by First Nations receiving resources and the results generated. This limits the ability of stakeholders to hold ISC to account for its structure and funding decisions. Stakeholders should demand transparency by providing ISC information that First Nations and their delegated service providers own and control. Only then will a lack of transparency and poor data management cease to be excuses for the failures of the existing system.

Without data collection and reporting there will be no evidence as to whether discrimination has indeed ended. Evidence over time about the structural drivers of

contact with protective services and changes in well-being outcomes for children will be the only way to ensure discrimination is not reoccurring.

The First Nations-led Secretariat should be established to play a coordinating role in supporting First Nations and their delegated service providers in gathering and analyzing their data in FNCFS. In addition, the Secretariat as a centre for best practices would be a place of knowledge sharing, with the development of a national network of practice. Peer to peer learning in FNCFS would be a powerful tool for the design and development of program and service delivery. Appendix L provides an overview of models for the secretariat. Once a model has been selected, IFSD will proceed with the cost analysis and organization plans.

Program evaluation

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

The mandatory evaluation presents an opportunity for FNFCS delivery organizations. Most notably, the absence of a clear federal evaluation framework provides First Nations and their delegated service providers the chance to present their own that could be adopted by the Government. In addition, if First Nations and their delegated service providers could choose to proactively undertake the evaluation themselves, further pre-empting federal work and allowing them to ensure the exercise was more relevant to their needs.

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

Why is program evaluation necessary?

The Government of Canada funds the FNFCS Program through ISC. Recipients include FNCFS agencies, First Nations, Tribal Councils, provinces, etc. There are two principal reasons why program evaluation is necessary. First, is a legal obligation of the government to Canadians; second, is sound program management.

The legal requirement for program evaluation comes from Section 42 of the *Financial Administration Act* which provides that:

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

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

Sound program management requires measuring the effectiveness of spending in achieving results. To that end, the Government of Canada has implemented an evaluation policy framework to ensure *value for money* in service delivery. In principle, this involves an obligation

on the part of ISC to monitor outcomes to identify opportunities to improve program delivery and the overall efficacy of the FNCFS Program.

How do you know programs are achieving results?

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

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

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

Considerations for a path forward

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

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

Potential performance indicators

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

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

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

IFSD’s collaborators on the Phase 3 project defined a combination of case-level and community-level indicators for use by service providers for measurement to monitor change in FNCFS. Following the October 2022 meeting in Ottawa, a sub-working group of collaborators

made additional contributions by defining the indicators and their potential measures. The indicators reflect a combination of case-level and community-level information relevant to the delivery of FNCFS with consideration of well-being. The collection of indicators, their definitions, and measurement considerations are included in Appendix K2.

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

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

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

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

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

One approach to organizing the data is to consider the “events” associated to a child (or the person/family with whom interventions are being made). In this approach, information about the person receiving supports is captured by coding the events based on a date and related activity descriptors (Appendix K3). The approach is premised on understanding a trajectory from a starting point, with a series of events to assess change.

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

The event-based approach makes four assumptions:

- 1) There is a record of the person/persons receiving supports.

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

In October 2023, IFSD convened Phase 3 collaborators in Ottawa to review a data organization strategy for the Measuring to Thrive pilot (Appendix K4). The workshop was attended by all 20 collaborators for Phase 3 (a mix of First Nations exercising jurisdiction and FNCFS agencies), with 43 participants contributing to the discussion. Collaborators were invited to code up to 100 case files from two fiscal years using the event-based approach. Collaborators with their own coded data sets applied the analytic script to their own information. For those without data, a dummy data set was provided for analysis.

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

The exercise was engaging and challenging. It demonstrated the importance of a common approach to organizing data for analysis and the power of good information to answer a relevant set of questions about outcomes of children. To promote access, the full exercise was done in Excel. The event-based approach is an option for a forward strategy in national data gathering.

Building a culture of measurement can be challenging. It represents extra work, it may pose IT challenges, there may be concerns about blame in the process or for outcomes. This, however, does not mean it cannot be done. The United States and Australia both have national reporting approaches to child welfare. Canada should take this as an opportunity to lead with First Nations and their delegated service providers on a relevant and well-being focused approach to measurement and monitoring in child welfare.

In an assessment of what comes after the shock of uncovering unmarked graves and the clarity of CHRT's rulings on discrimination in FNCFS, Dr. Fred Wulczyn, a global expert in child welfare measurement and analysis, notes⁸:

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

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

⁸ Fred Wulczyn, "Why measuring matters. The callousness of not asking how children are doing," analysis prepared for IFSD, May 30, 2023 <https://ifsd.ca/en/blog/last-page-blog/Why-measuring-matters> .

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

For those existing FNCFS agencies with case-level information, a starting point for national data gathering and analysis could be the five indicators in Table 12. The indicators reflect those defined by collaborators (Appendix K2), but they represent a starting point. Service providers would have to extract the data from their case files to populate the indicators. Note: This streamlined approach has not been tested with collaborators nor has it been proposed to them. Service providers may not wish to provide this information in aggregate to ISC.

Table 12

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

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

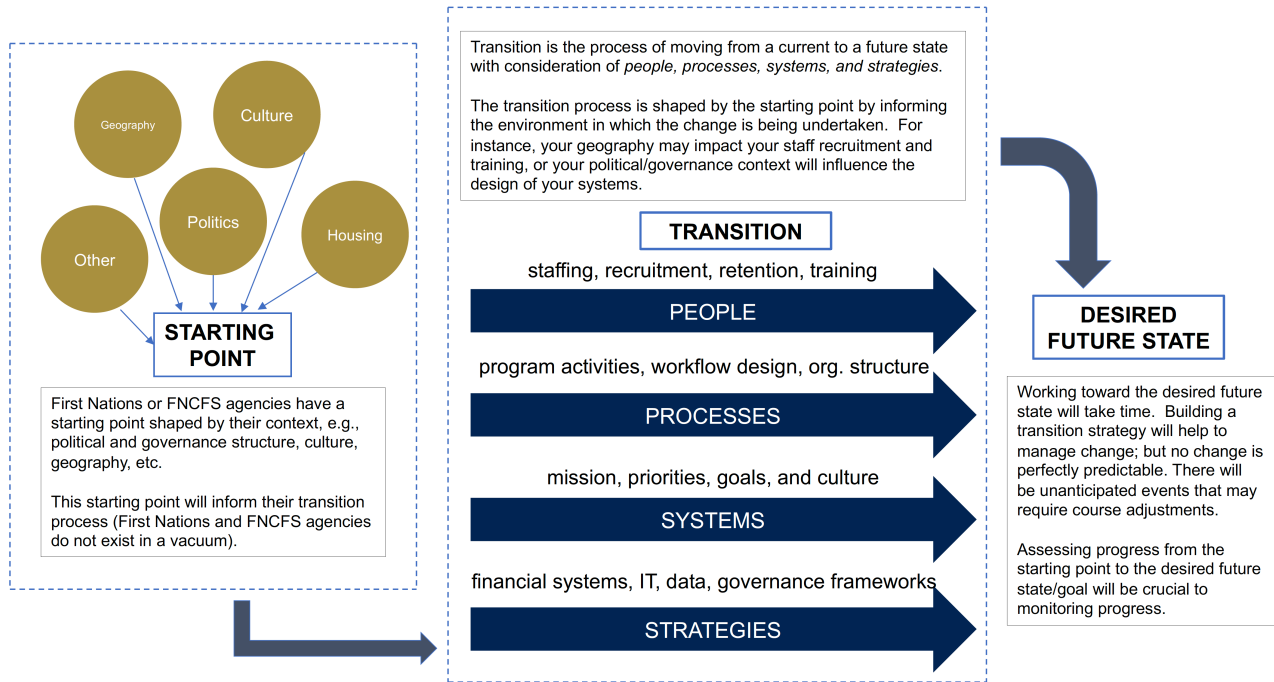
- 1) What are the proposed indicators for a *reformed* FNCFS Program?
- 2) Will all recipients of FNCFS Program funding be expected to provide data on the indicators?
- 3) Will there be differentiated indicators for recipients, based on activities?
- 4) If recipients are expected to deliver common services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

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

TRANSITION

In this report, transition is understood as the process of changing from the current state (where are you now?), to a desired future state (where do you want to be?). First Nations and FNCFS agencies have diverse starting points, desired future states, and may be at different stages of the transition process (Figure 14). Transition will look different for every community and agency.

Figure 14



The intent of reform in First Nation child and family services (FNCFS) is to reduce children’s contact with the protection system. To reduce contact, prevention programs, supports and services are engaged. Protection and prevention should be used in an integrated fashion, i.e., they must work in tandem to support children and families.

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

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

Figure 15

Collaborator Type	Transition Element		
	Service Delivery	Funding	Reporting
FNCFS Agency			
FNCFS Agency serving a First Nation exercising jurisdiction			
First Nation exercising jurisdiction			
First Nation not affiliated to an FNCFS agency			
Legend			
Not ready to transition. May take upwards of 5 years to be transition ready			
Partially ready to begin transition. Critical elements may not be in place.			
Widespread inconsistency in starting points			
Ready to begin transition			

1) Service delivery – new or additional service delivery (staff, capital, etc.)

2) Funding – change in funding level, terms, etc. (incl. in funding block)

3) Reporting – change in requirements for reporting, or who reporting is to, e.g., community, band, etc.

Based on its analysis on transition, IFSD makes the following recommendations:

- 1) Stop all ad hoc decision making and changes to funding and to FNCFS Program rules.
- 2) Adopt a cohesive reformed approach that includes recommended changes to structure, funding, and accountability. Notify service providers of the full intended reform and its parameters at least one full fiscal year in advance of the change.
- 3) Provide service providers at least one full fiscal year in advance of the change with:
 - a. A clear statement of policy on the FNCFS Program and its associated terms and conditions;
 - b. A five-year funding allocation in a block approach;
 - c. Performance reporting indicators aligned to the goals of a reformed FNCFS Program.

Understanding different points of departure

IFSD met separately with 20 FNCFS collaborators to discuss transitions and build out case studies. Most collaborators had two or more meetings on transitions, and all had at least one.

IFSD developed a general, four-stage approach to capturing and analyzing transitions:

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

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

At each stage, IFSD segmented issues into four categories (Table 13):

- 1) People (e.g. staffing, recruitment, retention, training)
- 2) Process (e.g. program activities, workflow design, organizational structure)
- 3) Strategy (e.g. Mission, priorities, goals, and culture)
- 4) Systems (e.g. financial systems, IT systems, data systems, legal and governance frameworks)

Each stage of organizational transitions comes with a unique set of considerations. While some overlap between stages can be expected, it may be beneficial to fully consider each stage individually before moving on to the next.

Table 13

Considerations, Milestones, and Challenges	
Strategy	<p>Leadership, i.e., board of directors, executive directors, chief and council, etc., should consider and decide on high-level priorities and goals with input of the First Nation.</p> <p><i>Guiding Questions:</i></p> <ul style="list-style-type: none"> • Where are we as an organization? • What can we do better? • Where do we want to be? • What is the history of the community and organization? • What does a healthy community, family, and individual look like? <p><i>Suggested Timeline:</i> 18 months – 3 years, (assuming leadership is devoting its full time to these questions)</p>
Processes	<p>Leadership and middle management, i.e., program managers, supervisors, etc. should consider and design the programs and policies their organization will implement. Process development aligned with strategic goals, is an iterative process. Organizations will need to regularly evaluate and adjust to ensure alignment over the long-term.</p> <p><i>Guiding Questions:</i></p> <ul style="list-style-type: none"> • What are you going to do to implement your strategy? • What programs/services will you deliver? • What is your organizational structure? • What is does your workflow look like? • How will we ensure programs/services are aligned with strategic goals? • What feedback loops can be incorporated? <p><i>Suggested Timeline:</i> 12 months – 24 months for initial development. Iterative and ongoing following initial phase.</p>
Systems	<p>Programming and services need to address the structural drivers of children in care. Organizations need to be capable of measuring outcomes and assessing</p>

	<p>program effectiveness, i.e., is the program doing what my community needs it to do? This capability is critical for effective reporting (to the community, to funders, etc.).</p> <p><i>Guiding Questions:</i></p> <ul style="list-style-type: none"> • What is your legal framework? • Can you measure program/services adequately to report to my community? • What data do you need to collect or have access to? • Do you have an adequate finance system? • Do you have an adequate IT system? • Are your systems connected to allow for easy communication? <p><i>Suggested Timeline:</i> 12 to 18 months for initial setup. This process is iterative, and changing programs and needs may necessitate changing systems.</p>
<p>People</p>	<p>Staff are required to implement strategy, processes, and systems. Organizations need adequate qualified staff to realize their vision and operationalize processes.</p> <p><i>Guiding Questions:</i></p> <ul style="list-style-type: none"> • What people do you need to deliver your programs/services? • Are you hiring people from your community? • What training do you need to provide? • How will you recruit and retain staff? • What salaries and benefits can you offer? <p><i>Suggested Timeline:</i> Timelines for people will vary widely depending on community circumstances. It may take upwards of 4 years to train a frontline staff member to operate under a newly developed legal framework.</p>

Analysis of Case Studies

IFSD completed case studies with all 20 collaborators.

IFSD’s 20 case studies illustrate that many organizations are rolling with the current, and falling into a better-funded system (Table 14). This is problematic for sustainable reform. Instead of deliberately planning to focus practice on the well-being of children and families with community engagement, service providers are reacting to funding changes. This lack of deliberate, purposeful, and informed, reform is the direct result of ISC’s ad hoc funding decisions.

Table 14

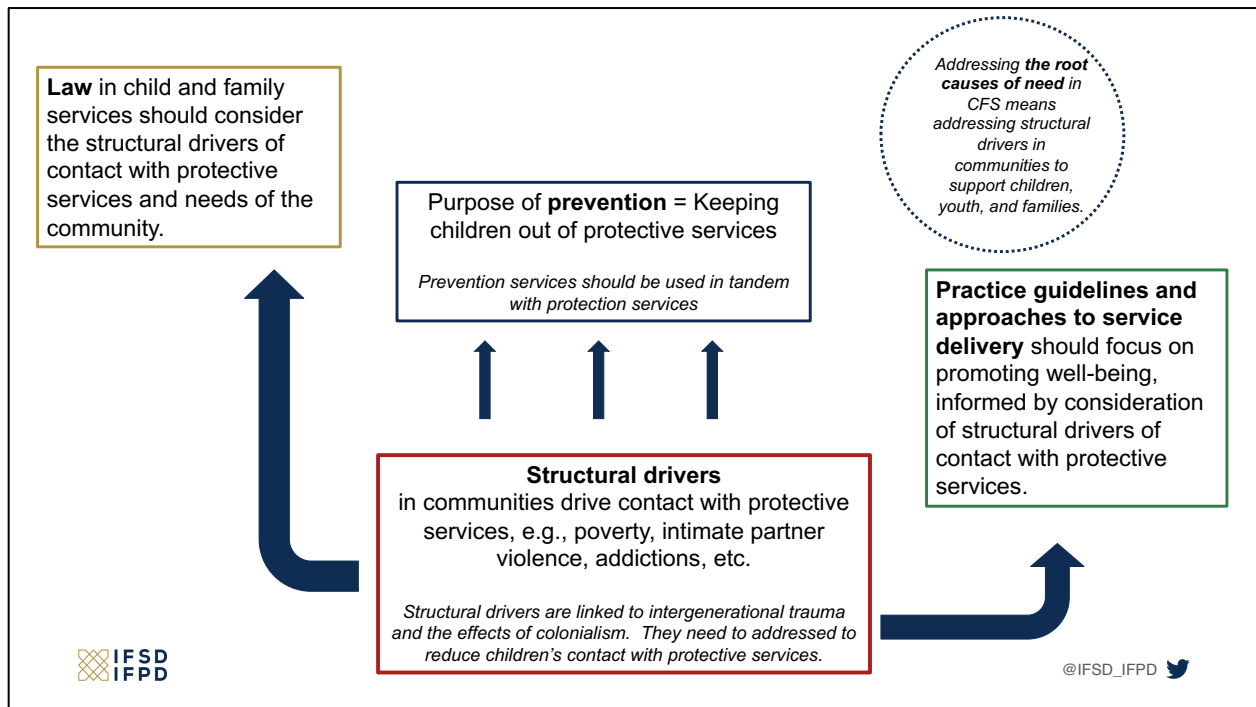
Challenge/Lesson	Discussion
<p>Long time horizon</p>	<p>Collaborators are, in general, at the early stages of transition. Many are just beginning to plan out their future vision, or capture their community’s baseline context and needs.</p> <p>Some collaborators spoke about transition requiring a complete cultural shift, and undoing 400 years of colonization. This will likely require at least 15 years, and the process will be iterative.</p>

<p>Law development, adjudication, and alignment</p>	<p>Many communities are working on, or have completed, their own CFS law. While this can be an important step along the path of transition, it is not an end goal. Collaborators highlighted challenges that will follow:</p> <ol style="list-style-type: none"> 1. How will the law be adjudicated? 2. How will service delivery align with the new law? 3. Will existing CFS staff want to work under a new legal framework, or for a new employer?
<p>Liability</p>	<p>There is uncertainty over the liability and insurance impacts of operating under a new legal framework. Collaborators expressed concern that they would not be able to obtain insurance from current providers.</p> <p>Some collaborators expressed that Canada may have to develop an insurance specifically for the reformed FNCFS program.</p>
<p>Recruitment, retention, and “under-hiring”</p>	<p>Recruitment and retention are industry-wide issues. Frontline workers have particularly high turnover. In many communities, this challenge is exacerbated by remoteness, a lack of suitable housing, and other community issues.</p> <p>Some collaborators have sought to fill gaps by hiring less-qualified candidates, i.e., hiring a high-school graduate instead of a university graduate.</p>
<p>Community context challenges</p>	<p>Many communities are facing significant issues outside of CFS, e.g., poverty, addiction, inadequate housing, etc. This creates more demand for CFS and places greater strain on existing staff and communities.</p>
<p>Communication</p>	<p>Open and adequate communication is critical. This applies internally, e.g., between management and frontline staff, and externally e.g., between an agency and a First Nation.</p> <p>Collaborators with strong communication consistently highlighted positive outcomes, e.g., greater political support, stronger organizational partnerships, etc.</p> <p>Conversely, collaborators with less communication reported frequent challenges, e.g., staff lacking understanding of corporate policies, inability to plan over the medium- and long-term, etc.</p>
<p>(Re)building institutional trust</p>	<p>High institutional trust allows an agency or First Nation to operate effectively. Many collaborators highlighted that they were starting from a deficit, i.e., community members distrusted CFS staff, and the organization in general.</p> <p>Collaborators discussed communication and delivering prevention services as being critical to trust-building, i.e., CFS is more than just protection.</p>

Lessons from transition analysis for reform

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

Figure 16



Laws and practice guidelines governing protection and prevention services must consider the structural drivers of contact with protective services (Figure 16). Addressing the root causes of need of children and families is the only sustainable way of promoting reform. This type of change will take decades of sustained efforts.

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

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

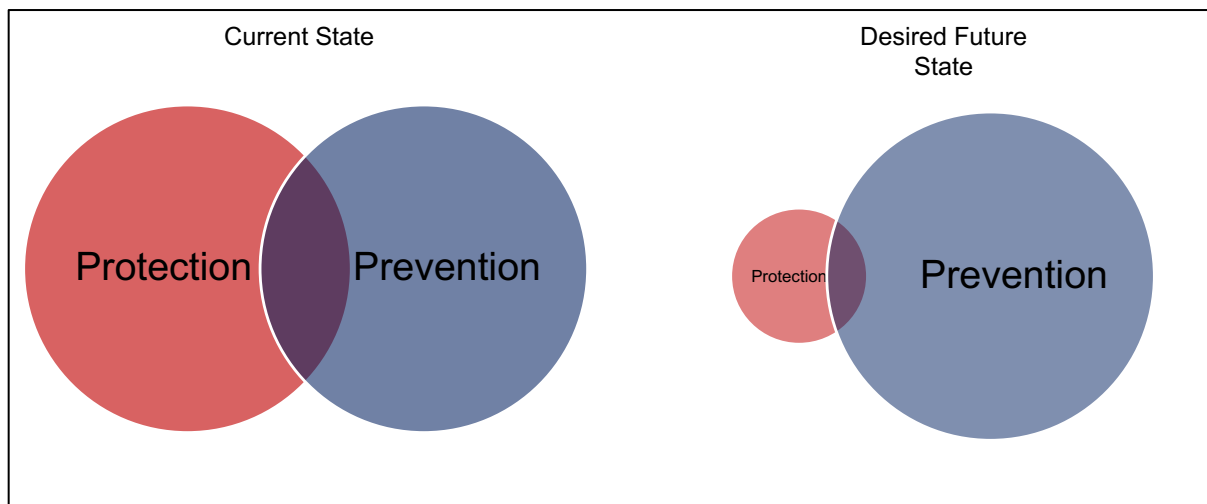
- 1) **Immediate needs** (0 to 1 month): Child needs emergency assistance and placement in protective services because of existing threats to their safety e.g., intimate partner violence, caregiver substance misuse, caregiver death, etc.
- 2) **Short-term needs** (1 month to 2 years): Child needs protective services because caregiver cannot ensure their well-being, e.g., caregiver in rehabilitation, caregiver incarcerated, caregiver in hospital, etc.

- 3) **Long-term needs** (2 years +): Child needs protective services for the foreseeable future, e.g., severe abuse, severe neglect, complex special needs, caregiver has long-term addictions or is incarcerated.

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

Over time, the goal is to reduce the need for protective services (Figure 17). The need for protective services would be reduced by mitigating the effects of structural drivers of care and leveraging prevention services. This will take time.

Figure 17



Transitioning from the current state to a desired future state will take several years (approximately 2 to 5 years for established FNCFS agencies, and longer for those exercising jurisdiction without an existing CFS practice).

Organizational transitions will take years. Adequate and sustainable funding based on needs is critical, but money alone cannot guarantee results. All communities and service providers face different circumstances and are at different starting points. The time and resources required to navigate from starting point to a future steady state will vary significantly between communities and service providers.

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

Conversely, some communities service providers will take less time to transition. These communities and service providers may be adapting existing systems to suit their needs, already have adequate staff, or have relatively fewer community or political challenges.

Conclusion

IFSD is grateful to the FNCFS agencies and First Nations that shared their time, information, and experiences. Their generous contributions have made this work possible.

Upholding the CHRT's orders to end discrimination and ensure it does not reoccur will require changes to structure, funding, and accountability, and consideration of the transition process. IFSD makes the following recommendations:

- 1) Clarify federal policy and associated regulations (including terms and conditions and outcome-based performance indicators) for the FNCFS Program to focus on well-being with alignment to the principles of *An Act respecting First Nations, Inuit and Métis children youth and families*.
- 2) Implement a block funding approach for existing FNCFS agencies, with a carry-forward provision.
- 3) Ensure resources for the FNCFS Program are secure and cannot be used for other purposes by ISC through a Special Purpose Allotment (SPA), with a carry-forward provision.
- 4) Adopt the proposed allocation approach for FNCFS agencies with a holistic understanding of the allocation for existing service providers. This means leaving the approach and its components intact and not artificially segmenting the allocation, as ISC has done with its interim funding commitments.
- 5) Define the reporting and service obligations of different funding recipients through the FNCFS Program, e.g., if FNCFS agencies and First Nations are expected to deliver secondary and tertiary prevention services, their reporting obligations on an activity basis should be the same.
- 6) Allocate resources to the service provider able to continue to or immediately deliver child and family services in First Nations. This includes protection and prevention (primary, secondary, tertiary) services.
- 7) Understand the funding approach and allocation holistically. Do not pull apart the allocation intended for a service provider, as the amounts may not be sufficient for the discharge of mandates.
- 8) Ensure the existing federal baseline for service providers is maintained as the foundation on which to add activity and context specific components (adjusted by inflation and population escalators).
- 9) Develop allocations to service providers with funding principles linked to their activities and different contexts (e.g., poverty, geography, and over time, outcomes). IFSD provides its recommendations for each funding component.
- 10) Require a national reporting practice for FNCFS for transparency to First Nations and their delegated service providers while holding Canada accountable.
- 11) Establish a First Nations-led secretariat to support data gathering and analysis and best practices in FNCFS.
- 12) Define the reporting and service obligations of different funding recipients through the FNCFS Program, e.g., if FNCFS agencies and First Nations are expected to deliver secondary and tertiary prevention services, their reporting obligations on an activity basis should be the same.
- 13) Ensure ISC's performance indicators for a reformed FNCFS Program reflect the structural drivers of contact with protective services.

- 14) Include a review of the \$19.08B, its allocation, and outcomes as part of a five-year program review.
- 15) Stop all ad hoc decision making and changes to funding and to FNCFS Program rules.
- 16) Adopt a cohesive reformed approach that includes recommended changes to structure, funding, and accountability. Notify service providers of the full intended reform and its parameters at least one full fiscal year in advance of the change.
- 17) Provide service providers at least one full fiscal year in advance of the change with:
 - a. A clear statement of policy on the FNCFS Program and its associated terms and conditions;
 - b. A five-year funding allocation in a block approach;
 - c. Performance reporting indicators aligned to the goals of a reformed FNCFS Program.

True reform of the FNCFS system will take years. It is time to stop pretending that it will be fixed by an amount of money. Change is hard. Undoing hundreds of years of path dependent administrative action is harder. It is time to make the change, to stop politicizing child welfare, and to follow the evidence.

Given the foregoing, Canada has not responded with the requisite changes to structure, funding, and accountability in FNCFS to uphold the CHRT's orders. It is likely that First Nations and their service providers will find themselves back before the Tribunal on the same matters unless more meaningful changes are made.

Appendix A

**Phase 3 data request
FNCFS and First Nations not served by a FNCFS agency**

**Request updated on April 5, 2022, to include a detailed breakdown of the FNCFS program and to provide additional details on why the ‘recipient’ field is requested.*

NOTE: The “recipient” field is requested as a lens through which to verify how funding is coded. The “recipient type” field and the program activity lens do not always align. For instance, a mainstream agency may receive FNCFS funding. If the “recipient type” is coded as ‘agency,’ and is the only tag provided, IFSD could not distinguish between FNCFS funding for FNCFS agencies, versus others receiving program funding. The “recipient” field provides additional information to ensure a program activity alignment of expenditures and recipients.

I) Program data

IFSD is seeking detailed program, sub-, and sub-sub-program level expenditure information at the national level. This information will help to produce a current state portrait for the modelling work in First Nations child and family services (FNCFS), as well as for assessing the needs of First Nations not served by a FNCFS agency.

IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2011-12 to 2021-22
- Projected expenditures for fiscal years 2022-23 to 2024
- IFSD has provided a sample spreadsheet with the relevant data fields in the transmittal email, e.g., recipient, recipient type, funding approach, etc.

Program	Previous program names
First Nations Child and Family Services	
Jordan's Principle (Child First Initiative)	
Family Violence Prevention	Social Development
Education (K-12)	
Healthy Child Development	First Nations and Inuit Primary Health Care
Healthy Living	
Mental Wellness	
Aboriginal Headstart On-Reserve	

Supplementary Health Benefits	
First Nations Housing	
Water and Wastewater	
e-Health Infostructure	
Education Facilities	
Health Facilities	
Other Community Infrastructure and Activities	
Other programs as required	

Note: This program list is not considered exhaustive, as it only reflects publicly accessible 'program' level information.

Working with ISC, IFSD would be pleased to develop a detailed list of programs at the most granular level of data available, e.g., sub-sub-program level data.

IFSD notes that CHRT-related expenditures in FNCFS are not separately coded by ISC, but are included in the FNCFS program.

II) Breakdown of the FNCFS program

IFSD is seeking detailed information on the lowest level of granularity of spending through the FNCFS program, e.g., sub-, sub-sub, sub-sub-sub-program, etc. This information is necessary to understand the components that make up the program. IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2017-18 to 2021-2022
- Recipient name
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Region
- Province
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)
- Detailed program activity:
 - o CWJI
 - o FNCFS – agency
 - o Prevention funding – actuals
 - o Capital funding
 - o Etc.

III) Prevention/actuals funding

IFSD is seeking information on the actuals/prevention funding requests and allocations of FNCFS agencies and other eligible recipients mandated by the CHRT. While IFSD understands that ISC's national office may not code actuals/prevention expenditures separately from the FNCFS program, IFSD understands that the regional offices may have such information. IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2017-18 to 2021-2022
- Recipient name
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Region
- Province
- Amount requested
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)
- Purpose of request for funds, e.g., capital, prevention programming, etc.

IV) Transfers

IFSD is seeking information on transfers to provinces and territories for First Nations child and family services, and related activities. IFSD is requesting financial and related details for all votes/associated activities defined in the Public Accounts. Using the vote structure from the Public Accounts, e.g., 2020-21, vol. III, section 6 (see the list of transfers in Appendix A), IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2011-12 to 2021-22
- Recipient name
- Recipient type, e.g., province, First Nation, etc.
- Amount transferred
- Contribution approach
- Vote/associated activity

V) Post-majority care

IFSD is seeking information on funding for post-majority care provided to FNCFS agencies or other eligible recipients. The information is necessary to understand current funding practices in post-majority care and identify demand (and changes in demand with the pandemic-induced extension). IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2017-18 to 2021-2022
- Recipient name, e.g., First Nation, FNCFS agency, etc.
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Number of requests for support, i.e., number of young people supported by the recipient's funding
- Region
- Province
- Amount requested
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)
- Purpose of request for funds, e.g., program development, individual support, etc.
- Terms and Conditions associated to funding for post-majority care

VI) Band representative services

IFSD is seeking information on funding for band representative services provided to FNCFS agencies or other eligible recipients. The information is necessary to understand current funding practices and associated program activities. IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2011-12 to 2021-2022
- Recipient name, e.g., First Nation, FNCFS agency, etc.
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Region
- Province
- Amount requested
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)

Appendix A

Public Accounts of Canada, 2021
Volume III, Section 6

https://www.tpsgc-pwgsc.gc.ca/recgen/cpc-pac/2021/vol3/ds6/index-eng.html#wds6en_tbl_r2509

Indigenous Services Canada
Department of Indigenous Services

(S) Climate Action Support (Budget Implementation Act, 2019, No.1 - S.C. 2019, c.29)

(S) Contributions in connection with First Nations infrastructure (Keeping Canada's Economy and Jobs Growing Act)

(S) Indian Annuities Treaty payments (Indian Act)

(S) Payments for Income Assistance pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to enhance public health measures to COVID-19 in First Nations and Inuit communities pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support a safe restart in Indigenous communities pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support Indigenous businesses pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support Indigenous mental wellness pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support students and youth impacted by COVID-19 pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to the Family Violence Prevention Program pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to the Indigenous Community Support Fund pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to urban and regional Indigenous organizations pursuant to the Public Health Events of National Concern Payments Act

Contributions for emergency management assistance for activities on reserves

Contributions for First Nations and Inuit Health Infrastructure Support

Contributions for First Nations and Inuit Primary Health Care

Contributions for First Nations and Inuit Supplementary Health Benefits

Contributions for the purpose of consultation and policy development

Contributions to First Nations for the management of contaminated sites

Contributions to improve the safety and security of Indigenous women, children and families

Contributions to increase First Nations and Inuit Youth Participation in Education and Labour Market Opportunities

Contributions to Indian bands for registration administration

Contributions to provide income support to on-reserve residents and Status Indians in the Yukon Territory

Contributions to strengthen the safety and well-being of First Nations children and their families

Contributions to supply public services in Indian Government Support and to build strong governance, administrative and accountability systems

Contributions to support First Nations Elementary and Secondary Educational Advancement

Contributions to support Land Management and Economic Development

Contributions to support the Aboriginal Economic Development Strategic Partnerships Initiative

Contributions to support the construction and maintenance of community infrastructure

Contributions to support the First Nations Post-Secondary Education Strategy

Contributions to support the Inuit Post-Secondary Education Strategy

Contributions to support the Métis Nation Post-Secondary Education Strategy

Contributions to support Urban Programming for Indigenous Peoples

Grant for Band Support Funding

Grant to implement the Framework Agreement on First Nation Land Management

Grant to support the new fiscal relationship for First Nations under the Indian Act

Grant to the Miawpukek Indian Band to support designated programs

Grants for the Operation Return Home claims settlements

Grants to British Columbia Indian bands in lieu of a per capita annuity

Grants to increase First Nations and Inuit Youth Participation in Education and Labour Market Opportunities

Grants to provide income support to on-reserve residents and Status Indians in the Yukon Territory

Grants to support the First Nations Post-Secondary Education Strategy

Appendix B



Valerie Gideon
Associate Deputy Minister
Indigenous Services Canada
10 rue Wellington
Gatineau, Québec K1A 0H4

October 30, 2023

Dear Valerie,

I am writing with a request for your assistance in expediting the receipt of data associated to the long-term reform of the FNCFS Program and Jordan's Principle.

The Institute of Fiscal Studies and Democracy (IFSD) has been working at the request of the Assembly of First Nations (AFN) and the Caring Society, with the support of the National Advisory Committee (NAC), and the collaboration of First Nations and First Nations child and family services (FNCFS) agencies, on the long-term reform of the FNCFS Program and Jordan's Principle.

Since 2018, IFSD has made data requests to Indigenous Services Canada (ISC) associated to this work. IFSD appreciates the efforts of several dozen public servants interfacing on these requests. Their efforts to provide information and streamline sharing where possible has been helpful. ISC has improved its communication on data requests and provides weekly updates on activities and progress.

Accessing federal expenditure data, however, has become an increasingly time and resource-intensive exercise. ISC has not provided timelines for anticipated delivery of documentation for signature and data access for various requests. For instance, IFSD submitted its original requests for expenditure data in April 2022 (Appendix A) and various requests remain outstanding. The request for Jordan's Principle data was submitted in April 2023 (Appendix B), and while there has been communication to confirm data fields, no delivery timelines have been provided.

The table below summarizes IFSD's data requests associated to the long-term reform of the FNCFS Program and Jordan's Principle:

Project	Requested data	Progress
Long-term reform of the FNCFS Program Original request submitted in April 2022	Request 1 – Program data	Data received, but requires updating by ISC. Receipt of updated data remains in progress. No dates for receipt of documents for signature or delivery of data.
	Request 2 – Breakdown of the FNCFS Program	Data received. IFSD is preparing analysis.
	Request 3 – Prevention/actuals funding	Data received. IFSD is preparing analysis and waiting on response from ISC to clarify data tagging.
	Request 4 – Transfers	ISC has all documentation from IFSD. No dates for receipt of documents for signature or delivery of data.
	Request 5 – Post-majority care	Request could not be processed by ISC due to insufficient data and newness of funding stream.
	Request 6 – Band Representative Services	Data received. IFSD is preparing analysis.
Jordan’s Principle Original request submitted in April 2023	Request for data associated to requests, expenditures, timelines, etc.	No dates for receipt of documents for signature or delivery of data.

Legend:

Data provided
In-progress
No update
N/A

Expenditure data is a crucial context setting component for the long-term reform of the FNCFS Program. Understanding where funding flows, to whom, and with what conditions is necessary for assessing changes relative to the current state, and for tracking changes to expenditure categories and their relative weights over time. Specific timelines were set by the Tribunal (order 2022 CHRT 8*) to receive

* 2022 CHRT 8: “Canada shall fulfil all IFSD data requests within ten (10) business days or propose reasonable alternative timelines required to protect privacy.”



such analysis, and those timelines were not be met because of the delays in accessing the data.

For Jordan's Principle, ISC is the only source of national data on requests and related details. To build options with collaboratorators for a sustainable path forward on Jordan's Principle, it is imperative to understand trends in requests, expenditures, categories of need, etc. The delay in accessing the data for Jordan's Principle will jeopardize report timelines and the completion of the analysis in a timely manner.

IFSD has worked with ISC to ensure data protocols are upheld (Appendix C). In addition, IFSD's principals have secret-level security clearances and staff have successfully completed the OCAP® training course. IFSD respects and recognizes the importance of securely and appropriately handling data for research purposes.

I thank you for your consideration of this letter and your efforts to ensure the parties are supported in their deliberations.

With kind regards,

A handwritten signature in blue ink that reads "Kevin Page". The signature is fluid and cursive, with the first name "Kevin" and last name "Page" clearly distinguishable.

Kevin Page
President and CEO

(Re: Appendix B (Appendix A))

**Phase 3 data request
FNCFS and First Nations not served by a FNCFS agency**

**Request updated on April 5, 2022, to include a detailed breakdown of the FNCFS program and to provide additional details on why the ‘recipient’ field is requested.*

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I) Program data

IFSD is seeking detailed program, sub-, and sub-sub-program level expenditure information at the national level. This information will help to produce a current state portrait for the modelling work in First Nations child and family services (FNCFS), as well as for assessing the needs of First Nations not served by a FNCFS agency.

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- IFSD has provided a sample spreadsheet with the relevant data fields in the transmittal email, e.g., recipient, recipient type, funding approach, etc.

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Mental Wellness	
Aboriginal Headstart On-Reserve	

Supplementary Health Benefits	
First Nations Housing	
Water and Wastewater	
e-Health Infostructure	
Education Facilities	
Health Facilities	
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Other programs as required	

Note: This program list is not considered exhaustive, as it only reflects publicly accessible 'program' level information.

Working with ISC, IFSD would be pleased to develop a detailed list of programs at the most granular level of data available, e.g., sub-sub-program level data.

IFSD notes that CHRT-related expenditures in FNCFS are not separately coded by ISC, but are included in the FNCFS program.

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IFSD is seeking detailed information on the lowest level of granularity of spending through the FNCFS program, e.g., sub-, sub-sub, sub-sub-sub-program, etc. This information is necessary to understand the components that make up the program. IFSD is requesting the following information in an Excel spreadsheet:

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- Detailed program activity:
 - o CWJI
 - o FNCFS – agency
 - o Prevention funding – actuals
 - o Capital funding
 - o Etc.

III) Prevention/actuals funding

IFSD is seeking information on the actuals/prevention funding requests and allocations of FNCFS agencies and other eligible recipients mandated by the CHRT. While IFSD understands that ISC's national office may not code actuals/prevention expenditures separately from the FNCFS program, IFSD understands that the regional offices may have such information. IFSD is requesting the following information in an Excel spreadsheet:

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- Funding mechanism (grant and contribution, application, etc.)
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IV) Transfers

IFSD is seeking information on transfers to provinces and territories for First Nations child and family services, and related activities. IFSD is requesting financial and related details for all votes/associated activities defined in the Public Accounts. Using the vote structure from the Public Accounts, e.g., 2020-21, vol. III, section 6 (see the list of transfers in Appendix A), IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2011-12 to 2021-22
- Recipient name
- Recipient type, e.g., province, First Nation, etc.
- Amount transferred
- Contribution approach
- Vote/associated activity

V) Post-majority care

IFSD is seeking information on funding for post-majority care provided to FNCFS agencies or other eligible recipients. The information is necessary to understand current funding practices in post-majority care and identify demand (and changes in demand with the pandemic-induced extension). IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2017-18 to 2021-2022
- Recipient name, e.g., First Nation, FNCFS agency, etc.
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Number of requests for support, i.e., number of young people supported by the recipient's funding
- Region
- Province
- Amount requested
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)
- Purpose of request for funds, e.g., program development, individual support, etc.
- Terms and Conditions associated to funding for post-majority care

VI) Band representative services

IFSD is seeking information on funding for band representative services provided to FNCFS agencies or other eligible recipients. The information is necessary to understand current funding practices and associated program activities. IFSD is requesting the following information in an Excel spreadsheet:

- Fiscal years 2011-12 to 2021-2022
- Recipient name, e.g., First Nation, FNCFS agency, etc.
- Recipient type, e.g., First Nation, FNCFS agency, etc.
- Region
- Province
- Amount requested
- Amount transferred
- Funding approach (fixed, flexible, block)
- Funding mechanism (grant and contribution, application, etc.)

Appendix A

Public Accounts of Canada, 2021
Volume III, Section 6

https://www.tpsgc-pwgsc.gc.ca/recgen/cpc-pac/2021/vol3/ds6/index-eng.html#wds6en_tbl_r2509

Indigenous Services Canada
Department of Indigenous Services

(S) Climate Action Support (Budget Implementation Act, 2019, No.1 - S.C. 2019, c.29)

(S) Contributions in connection with First Nations infrastructure (Keeping Canada's Economy and Jobs Growing Act)

(S) Indian Annuities Treaty payments (Indian Act)

(S) Payments for Income Assistance pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to enhance public health measures to COVID-19 in First Nations and Inuit communities pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support a safe restart in Indigenous communities pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support Indigenous businesses pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support Indigenous mental wellness pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to support students and youth impacted by COVID-19 pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to the Family Violence Prevention Program pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to the Indigenous Community Support Fund pursuant to the Public Health Events of National Concern Payments Act

(S) Payments to urban and regional Indigenous organizations pursuant to the Public Health Events of National Concern Payments Act

Contributions for emergency management assistance for activities on reserves

Contributions for First Nations and Inuit Health Infrastructure Support

Contributions for First Nations and Inuit Primary Health Care

Contributions for First Nations and Inuit Supplementary Health Benefits

Contributions for the purpose of consultation and policy development

Contributions to First Nations for the management of contaminated sites

Contributions to improve the safety and security of Indigenous women, children and families

Contributions to increase First Nations and Inuit Youth Participation in Education and Labour Market Opportunities

Contributions to Indian bands for registration administration

Contributions to provide income support to on-reserve residents and Status Indians in the Yukon Territory

Contributions to strengthen the safety and well-being of First Nations children and their families

Contributions to supply public services in Indian Government Support and to build strong governance, administrative and accountability systems

Contributions to support First Nations Elementary and Secondary Educational Advancement

Contributions to support Land Management and Economic Development

Contributions to support the Aboriginal Economic Development Strategic Partnerships Initiative

Contributions to support the construction and maintenance of community infrastructure

Contributions to support the First Nations Post-Secondary Education Strategy

Contributions to support the Inuit Post-Secondary Education Strategy

Contributions to support the Métis Nation Post-Secondary Education Strategy

Contributions to support Urban Programming for Indigenous Peoples

Grant for Band Support Funding

Grant to implement the Framework Agreement on First Nation Land Management

Grant to support the new fiscal relationship for First Nations under the Indian Act

Grant to the Miawpukek Indian Band to support designated programs

Grants for the Operation Return Home claims settlements

Grants to British Columbia Indian bands in lieu of a per capita annuity

Grants to increase First Nations and Inuit Youth Participation in Education and Labour Market Opportunities

Grants to provide income support to on-reserve residents and Status Indians in the Yukon Territory

Grants to support the First Nations Post-Secondary Education Strategy

Re: Appendix B (Appendix B)



Eric Guimond
Chief Data Officer
Indigenous Services Canada
10 Wellington Street
Gatineau, Quebec K1A 0H4

April 20, 2023

Dear Dr. Guimond,

The Institute of Fiscal Studies and Democracy (IFSD) is pleased to be working with the First Nations Child & Family Caring Society on the long-term sustainability of Jordan's Principle. The project will make recommendations that Canada may consider to develop and implement structural solutions to achieving substantive equality for First Nations children, youth, and families.

A critical part of this project is reviewing case-level data related to Jordan's Principle to define and understand the point of departure.

To complete our work, we are submitting this letter to initiate our request for detailed Jordan's Principle case-level information for fiscal years 2016-17 to 2022-23.

In addition to any other relevant information this includes:

- Fiscal year or date of request
- Indigenous identity (i.e., First Nation, Inuit, Indigenous)
- Province, territory, or region of request
- First point of contact in submission of request (e.g., Indigenous Services Canada regional office, regional organization, etc.)
- Location of child (i.e., on-/off-reserve)
- Adjudication framework or principles for evaluating requests
- Individual or group request
- Gender
- Age
- Special needs
- Category and sub-category, e.g., child in care, travel, etc.
- Amount requested
- Amount approved
- Decision: approved or denied
- Appeal (date and time appeal received, appeal decision, date and time of appeal decision)
- Time between submission of request, review, and final decision of request
- Source of request (e.g., parent, authorized representative, if representative, specify)



- Request facilitator (e.g., First Nation, health organization, FNCFS agency)
- Number of children covered/included in request
- Duration of requested coverage (e.g., point-in-time, ongoing, six months, etc.)
- COVID-19 related requests
- Urgency of the request
- Date of initial contact and date request has sufficient information
- Regional decision date
- Final decision date
- Date of regional escalation of request and headquarters' final decision date

Our request includes any background and context documents required to understand the definitions of equality and substantive equality applied to the adjudication of Jordan's Principle requests, as well as detailed case-level data.

We understand from previous work that such information can be made available in Excel.

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. All data provided to IFSD for this project will be aggregated to protect the confidentiality of individuals and individual requests. No identifiable information will be reported publicly.

IFSD's work is being undertaken at the request of the parties negotiating long-term reform. Indigenous Services Canada is permitted to disclose the data upon an undertaking under paragraph 8(2)(j) of the *Privacy Act*, as IFSD's research cannot reasonably be completed otherwise. Alternatively, IFSD is entitled to the data as the public interest at stake clearly outweighs any resulting privacy invasion pursuant to sub-paragraph 8(2)(m)(i) of the *Privacy Act*.

I thank you and your team for your attention to this request. With the project timelines, it would be most helpful to have the information by June 30, 2023.

Sincerely,

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

Kevin Page
President and CEO

Re: Appendix B (Appendix C)



Only employees of IFSD who are working directly on this project will have access to any data shared by ISC. The data will only be accessible when their password-protected account credentials have been verified. ISC Information that is stored on IFSD portable storage devices such as laptops, USB keys, mobile devices will be encrypted.

Any data shared by ISC will only be used for the purposes of this project. Any analysis from this data will only be used in aggregate in project deliverables, so as not to identify individual recipients.

IFSD is accustomed to handling sensitive and secret data. IFSD will ensure that safeguards appropriate to the classification of the Information, are in place to protect the security and privacy of information shared for this study. IT security safeguards include: strong authentication, multi-factor authentication, encryption, auditing and monitoring. IFSD uses Microsoft 365 SharePoint/OneDrive services and all data at rest in the data centre is stored encrypted exclusively in Canadian data centers. Additionally, all data in transit is also encrypted and no unencrypted connections are accepted by the service.

Table 1 below provides additional details on IFSD’s IT security practices.

Table 1

<p>Authentication</p>	<ul style="list-style-type: none"> - Access rights are restricted exclusively to IFSD staff working on the project. Only their account (Microsoft 365 Azure AD-based credentials) can access information. - Administrators have multi-factor authentication requirements always on and implemented via Azure AD and the Microsoft Authenticator app. - All IFSD staff also use multi-factor authentication and the Microsoft Authenticator app.
<p>End-point protection</p>	<ul style="list-style-type: none"> - IFSD uses Microsoft Intune for Mobile Device Management (MDM) and Microsoft Endpoint Protection to centrally deploy and manage all their Macs. - The MDM enforces endpoint protect such as anti-virus, anti-malware, etc. Additionally, MDM configurations enforce security standards for mandatory local encryption, passwords, etc. - All IFSD hardware is managed by the IT Security Advisor. Devices and machines have automated deployment (via MDM) to ensure security and appropriate data boundaries are in place. - Managed devices report their status back to the management platform via the Intune and Microsoft

	<p>Defender agents. All significant events are logged to the Microsoft 365 services.</p> <ul style="list-style-type: none"> - All devices are equipped with relevant operating and security systems and are regularly updated. - Password length and complexity are all managed through centrally deployed policies.
<p>Encryption</p>	<ul style="list-style-type: none"> - All IFSD data is end-to-end encrypted for all communications and data at rest through Microsoft’s cloud computing services. (further details available at: https://docs.microsoft.com/en-us/microsoft-365/compliance/data-encryption-in-odb-and-spo?view=o365-worldwide) - IFSD uses Microsoft 365 cloud-based storage systems with exclusive Canadian residency which have redundant encrypted backups. - Protected files can only be opened with the active and approved credentials. - Local drives on the Macs are force to be encrypted (via the MDM) with Apple’s FileVault encryption and encryption keys are escrowed on the Intune MDM service and not visible to end users. (FileVault provides 128bit AES encryption with a 256-bit key to encrypt the disk and all files located on the drive.)
<p>Auditing and monitoring</p>	<ul style="list-style-type: none"> - Managed devices log their status and events to the Microsoft 365 cloud services (Intune/Endpoint Protection, Exchange, etc.) for audit and review. - With a small staff team, IFSD’s IT Security Advisor monitors activities daily to ensure system security and monitoring of threats. Additionally, automated real-time alerts are configured for higher severity events. - IFSD is a small organization with 10 full time staff. Only a subset of these employees will be authorized to access the data. - Strict employee training and data access rules (including, a signed undertaking) will define the terms of data access and data use for IFSD staff. - All managed systems and cloud-based storage can be locked or wiped remotely should there be security concerns. - All data is stored within one system, Microsoft SharePoint/OneDrive, for ease of monitoring and management (including in the case of a breach).

Policies and procedures	<ul style="list-style-type: none"> - IFSD is a small organization with 10 full time staff. Policies and procedures are dictated to employees personally, including good security habits. - All asset management is overseen and monitored by IFSD’s IT Security Advisor.
Segmentation of Protected B data	<ul style="list-style-type: none"> - IFSD stores all data on Microsoft SharePoint/OneDrive. Within Microsoft SharePoint/OneDrive a distinct/segmented access controlled share will be created to store the data, with permission for access assigned only to those IFSD staff on the project. - The Microsoft SharePoint/OneDrive environment has automatic backups configured for all data. - The files containing Protected B data will themselves be encrypted using Microsoft 365 Information Protection Sensitivity Labels (persistent) to guard against any possible exposure in the event of a data leak or breach. - Files will only be accessible only to project members with the approved and active credentials. - Only the minimum number of staff (3)(1 IT Admin + 1 staff + 1 backup staff) will have access to control the sensitivity labels while the rest of the approved project staff will be able to access the content but be unable to modify, remove or downgrade the sensitivity labels applied.
Network security measures	<ul style="list-style-type: none"> - IFSD uses Apple’s MacOS and maintains regular updates. - IFSD does not operate any physical servers – all services are delivered by Microsoft 365 cloud services. - In addition, IFSD depends on Microsoft’s regular automatic security upgrades and updates to maintain a current posture for its cloud-based services and storage and Office 365 applications.

Any hard copies of data (or electronic copies provided to IFSD on an encrypted USB key) will be stored in IFSD key access-controlled offices on the campus of the University of Ottawa, in a locked filing cabinet, in a locked office.

With the exception to the aggregated data for the final reports to the Caring Society and the Assembly of First Nations, at the conclusion of the retention period, the IFSD shall destroy the information, and records linkages produced with the information. The IFSD shall certify that it has destroyed all information, and records linkages produced with the information in writing through a certificate of destruction and will deliver that certificate to ISC Information Management Branch within one (1) week of the conclusion of the retention period.



Cloud Storage:

IFSD is using Microsoft Corporation's cloud-services exclusively resident in Canada. IFSD is relying on the audited and certified services provided by Microsoft. Microsoft publishes its compliance with national, regional, and industry-specific regulations for data collection and use (see <https://docs.microsoft.com/en-CA/compliance/regulatory/offering-home?view=o365-worldwide>).

IFSD's core systems and data are located in data centres on Canadian soil. IFSD leverages Exchange email and SharePoint/OneDrive data storage on exclusively Canada-based Microsoft 365 cloud services (Toronto and Quebec City data centres).

Files are segmented into distinct access controlled "shares" to make certain that only "project appropriate" personnel are granted access. Access to these files is restricted exclusively to IFSD approved, named, and authenticated users.

All data at rest in the data centre is stored encrypted. Additionally, all data in transit is also encrypted and no unencrypted connections are accepted by the service.

On-site Storage:

All sensitive data is kept in locked offices and IFSD laptops are encrypted using Apple's FileVault encryption. FileVault is a disk encryption feature built in to in MacOS, FileVault provides 128bit AES encryption with a 256-bit key to encrypt the disk and all files located on the drive. This helps to prevent unauthorized access to the Mac, since the disk and all file contents are encrypted, requiring the password on boot before the computer, data, and files can be accessed – even if the drive is removed from the Mac.

Time Machine is used to create any required local backups of IFSD Macs. These backups all use 128bit AES encryption on the external drives.

Appendix C1

NOTE: On April 19, 2024, ISC informed IFSD that updates to the planned expenditure data for fiscal years 2022-2023 onward were required. To date (May 10, 2024), IFSD has not received the updated data. For this reason, slides 4 to 8 and 21 to 26 have been removed from this document. IFSD will update the appendix when the information is received from ISC.

Phase 3 – ISC expenditure data analysis

Request 1

DRAFT – FOR DISCUSSION ONLY

February 12, 2024



Departmental expenditures

Notes

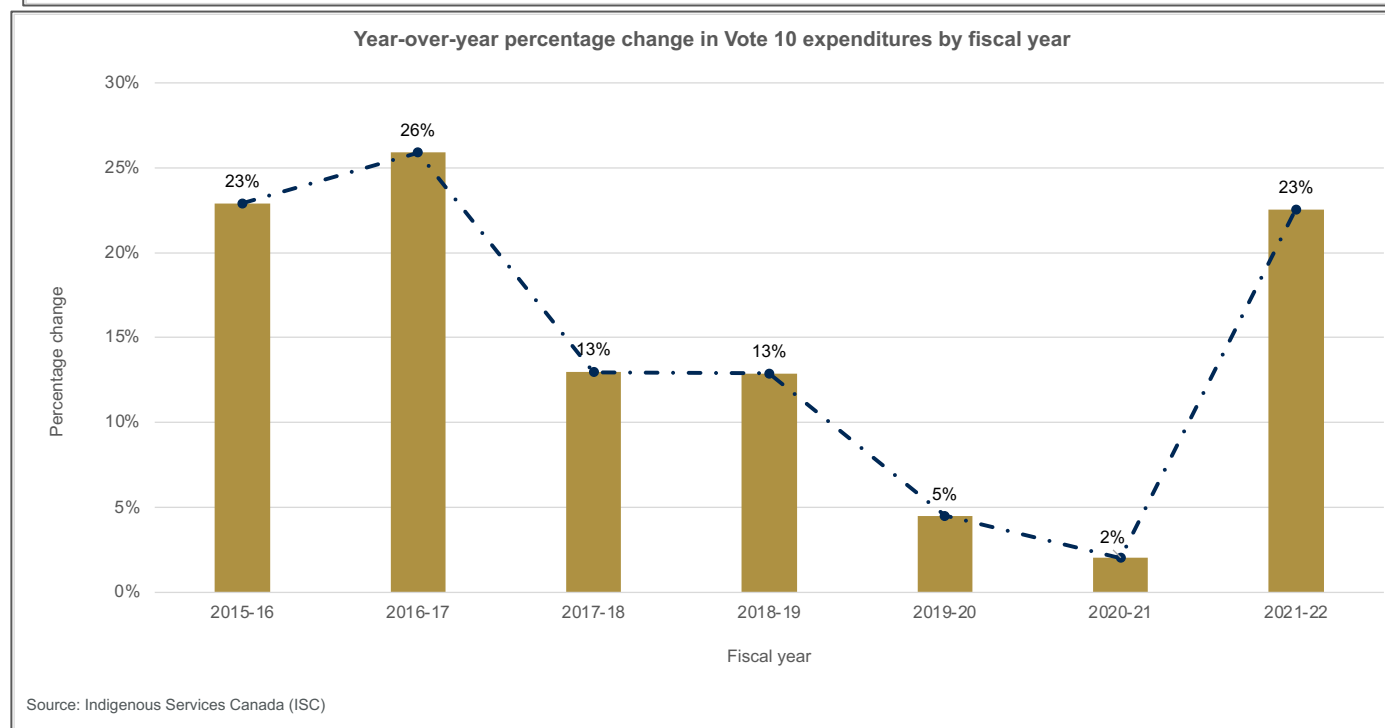
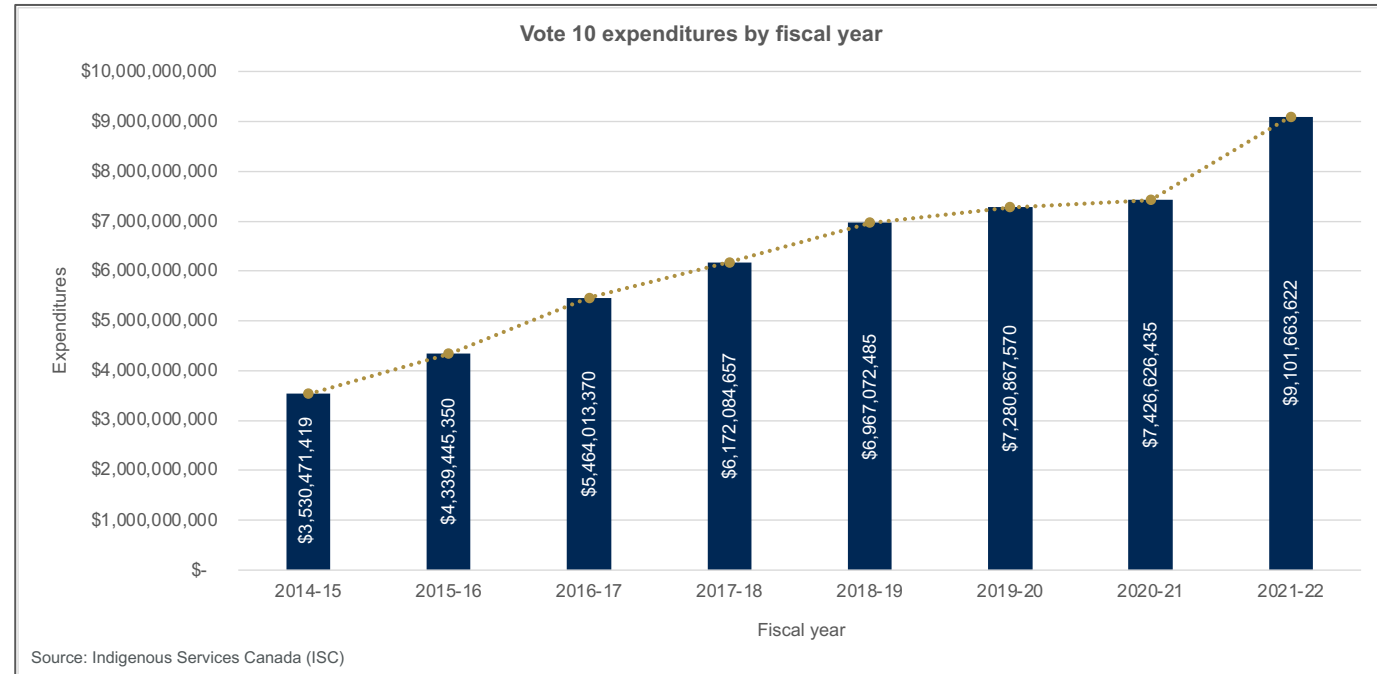
- Indigenous Services Canada (ISC) is a federal department accountable for providing resources to First Nations, Inuit, and Métis for program and service delivery.
- The department transfers resources to provinces and territories, and to Indigenous peoples (through contribution approaches).
- The analysis in this section is presented by Parliamentary vote structure, i.e., the way in which Parliament appropriates funds for use by the department and by program.
 - Votes 1 and 10 will be the focus of the analysis.
 - Programs are analyzed as reported by ISC and in IFSD clusters.
- The data provided to IFSD includes fiscal years 2014-15 to 2021-22, with planned expenditures for fiscal years 2023-24 and 2024-25.

Overview of Parliamentary vote structures

Vote number	Vote 1	Vote 5	Vote 10	N/A
Vote type	Operating expenses	Capital	Grants & contributions	Statutory
Definition	Funding for day-to-day items (e.g., salaries, utilities) where where total spending on capital assets or transfer payments is estimated to be above \$5 million per year	Funding for capital acquisition or related expenditures, generally for assets exceeding \$10,000 in value (e.g., buildings, vehicles)	Grants & contributions to other levels of government and private individuals/organizations (i.e. transfer payments) equal to or above \$5 million	Expenditure that Parliament has authorized through pre-existing legislation (e.g., Canada Health Transfers)
Voted on by Parliament each fiscal year	Yes	Yes	Yes	No
<p>Source: Department of Justice, "Quarterly Financial Report for the Quarter Ended June 30, 2018," last modified May 2022, https://www.justice.gc.ca/eng/rp-pr/cp-pm/qfr-rft/2018_q1/index.html; Government of Canada, "Supplementary Estimates (B), 2020-21," last modified November 2023, https://www.canada.ca/en/treasury-board-secretariat/services/planned-government-spending/supplementary-estimates/supplementary-estimates-b-2020-21.html; Pu, Shaowei and Smith, Alex, "The Parliamentary Financial Cycle," Library of Parliament, revised September 2021, https://lop.parl.ca/sites/PublicWebsite/default/en_CA/ResearchPublications/201541E#txt46; Shared Services Canada, "Quarterly Financial Report - For the quarter ended June 30, 2023," last modified October 2023, https://www.canada.ca/en/shared-services/corporate/publications/2023-24/quarterly-financial-report-q1-2023-24.html</p> <p>Note: Appropriations usually apply to a one-year period with the exception of Canada Border Services Agency, Canada Revenue Agency, and Parks Canada Agency which often receive two-year allocations.</p>				

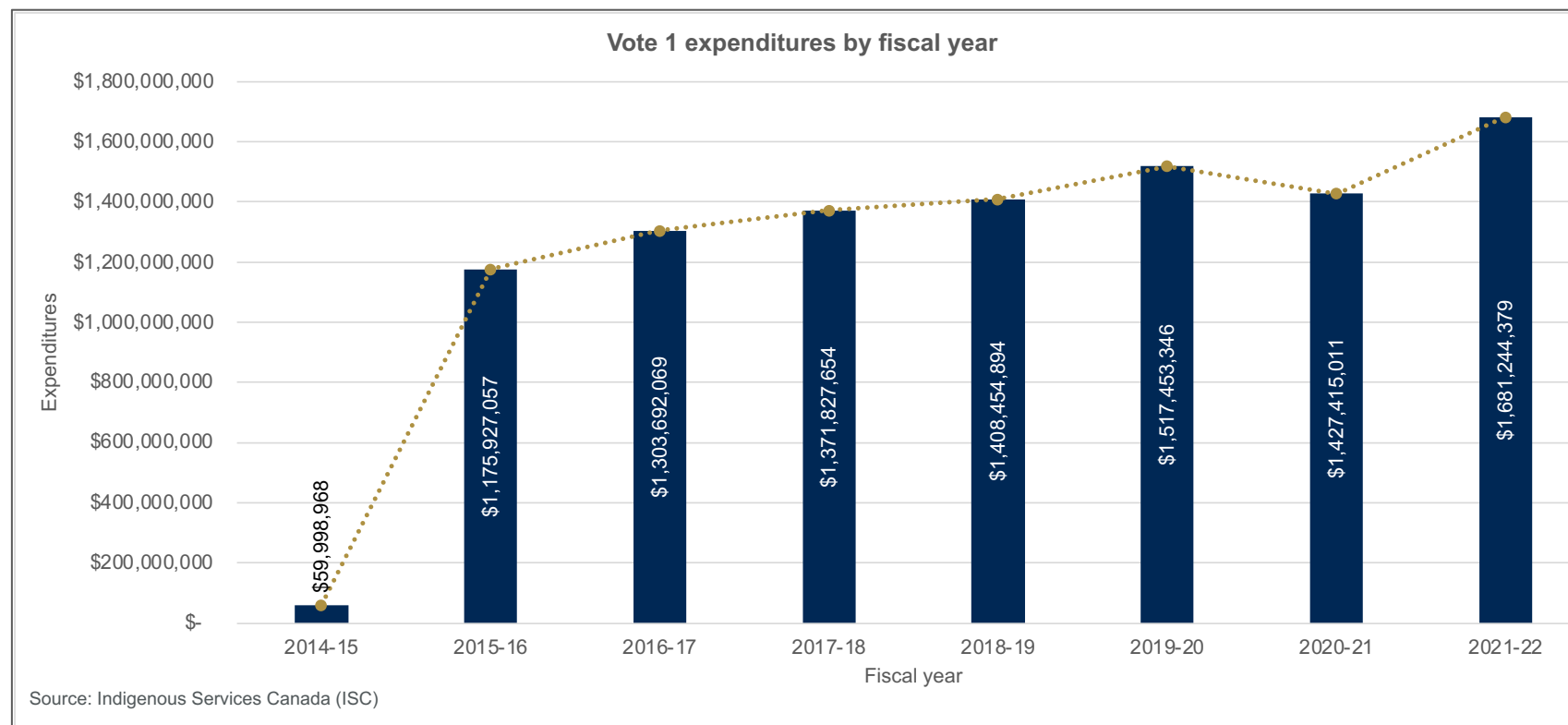
Vote 10 expenditures by fiscal year

- In 2021-22, ISC's Vote 10 expenditures reached a high of \$9B.
- Since 2014-15, ISC's Vote 10 expenditures have increased, with variance in the year-over-year percentage increases.

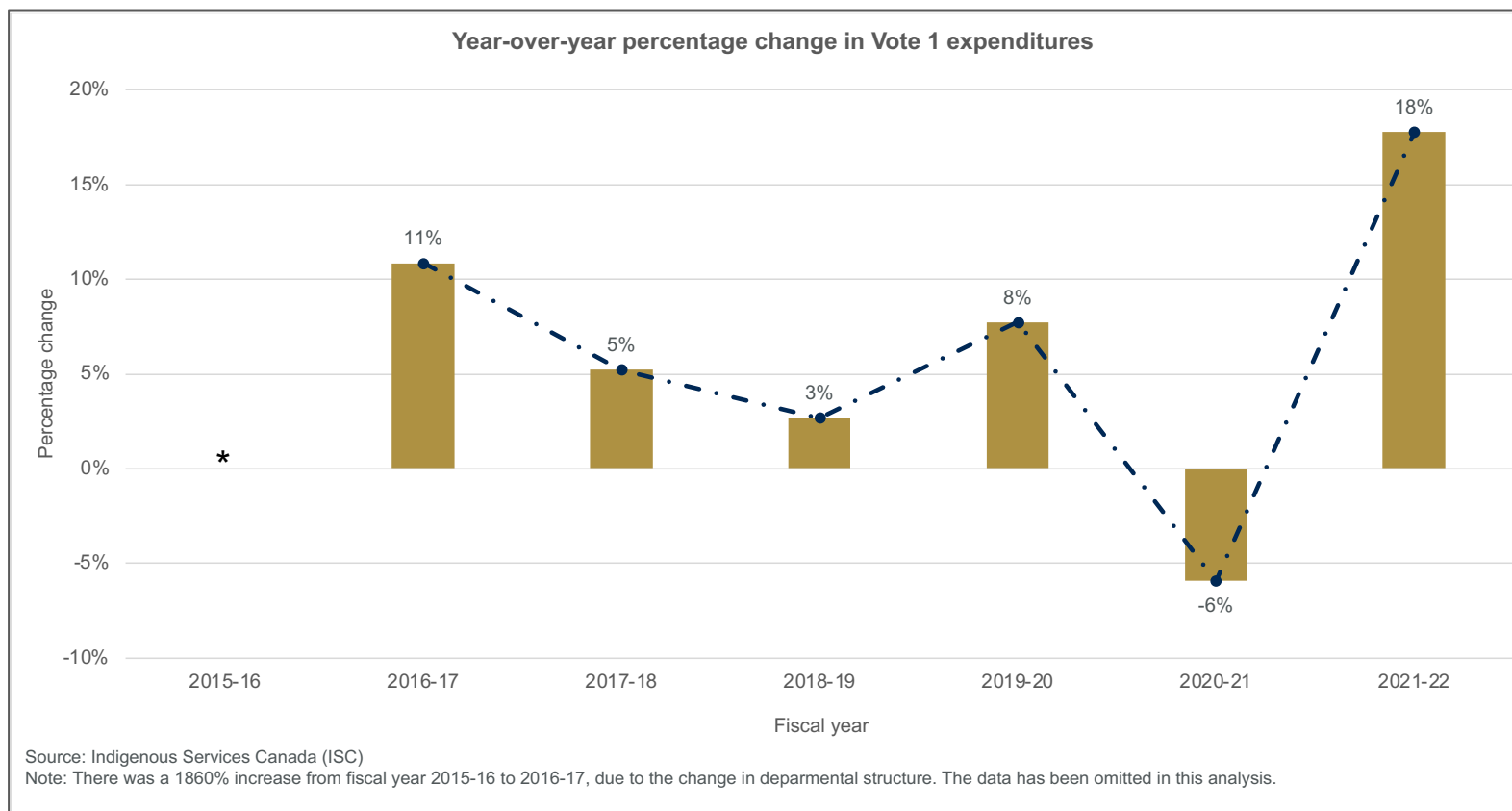


Vote 1 expenditures by fiscal year

- ISC's Vote 1 expenditures have generally increased across fiscal years, reaching a high of \$1.6B in fiscal year 2021-22.

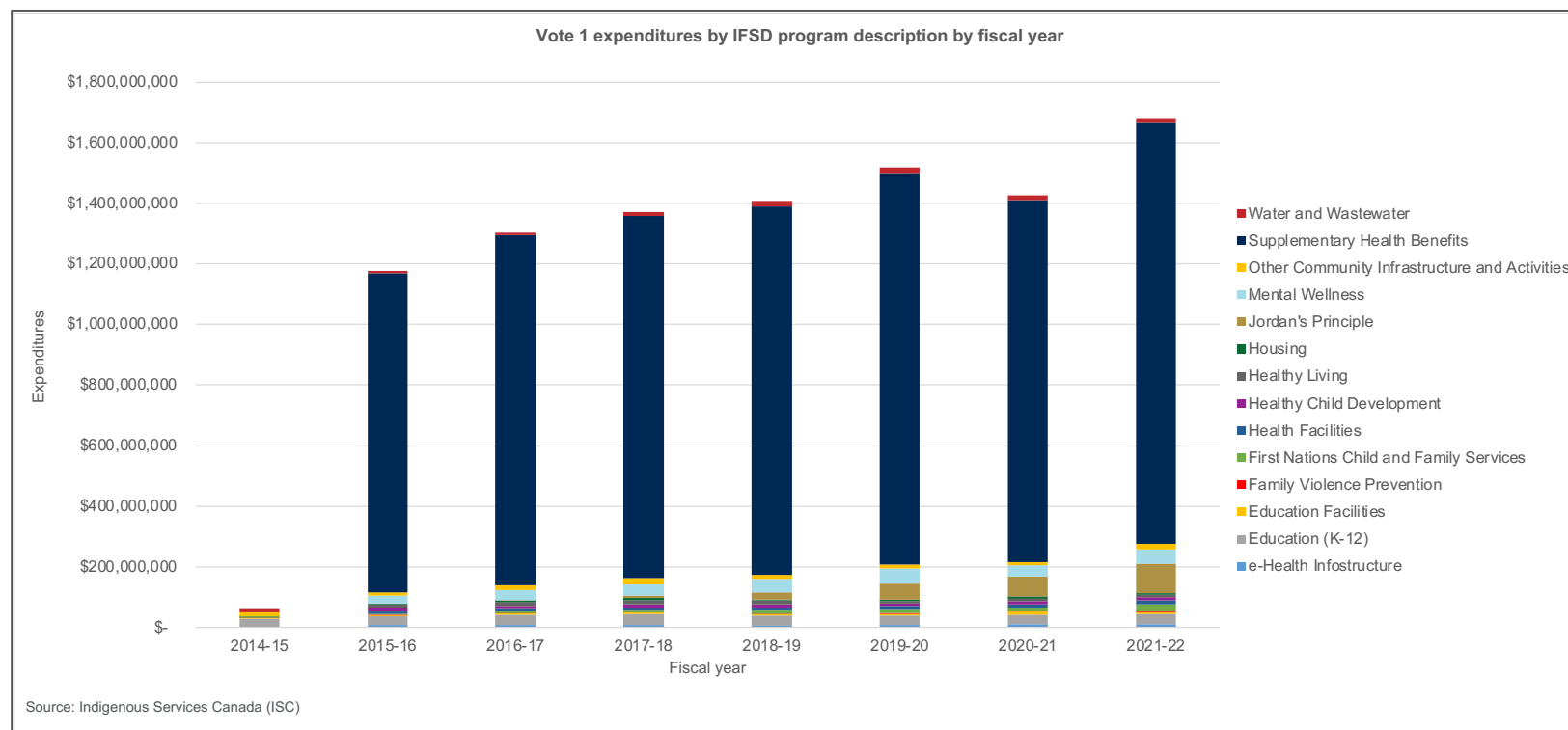


Year-over-year percentage change in Vote 1 expenditures



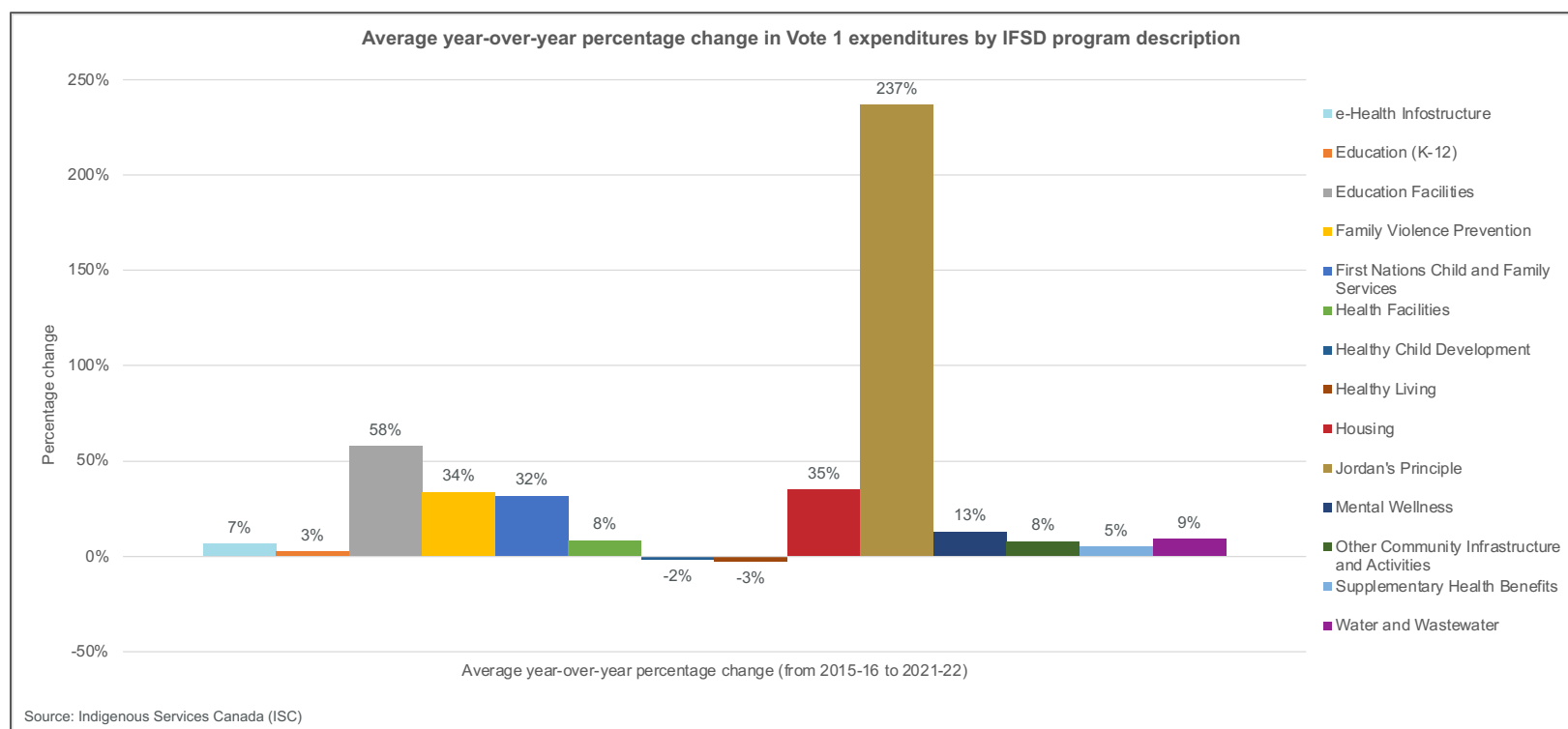
Vote 1 expenditures by IFSD program description

- The significant majority of Vote 1 expenditures are allocated to supplementary health benefits.



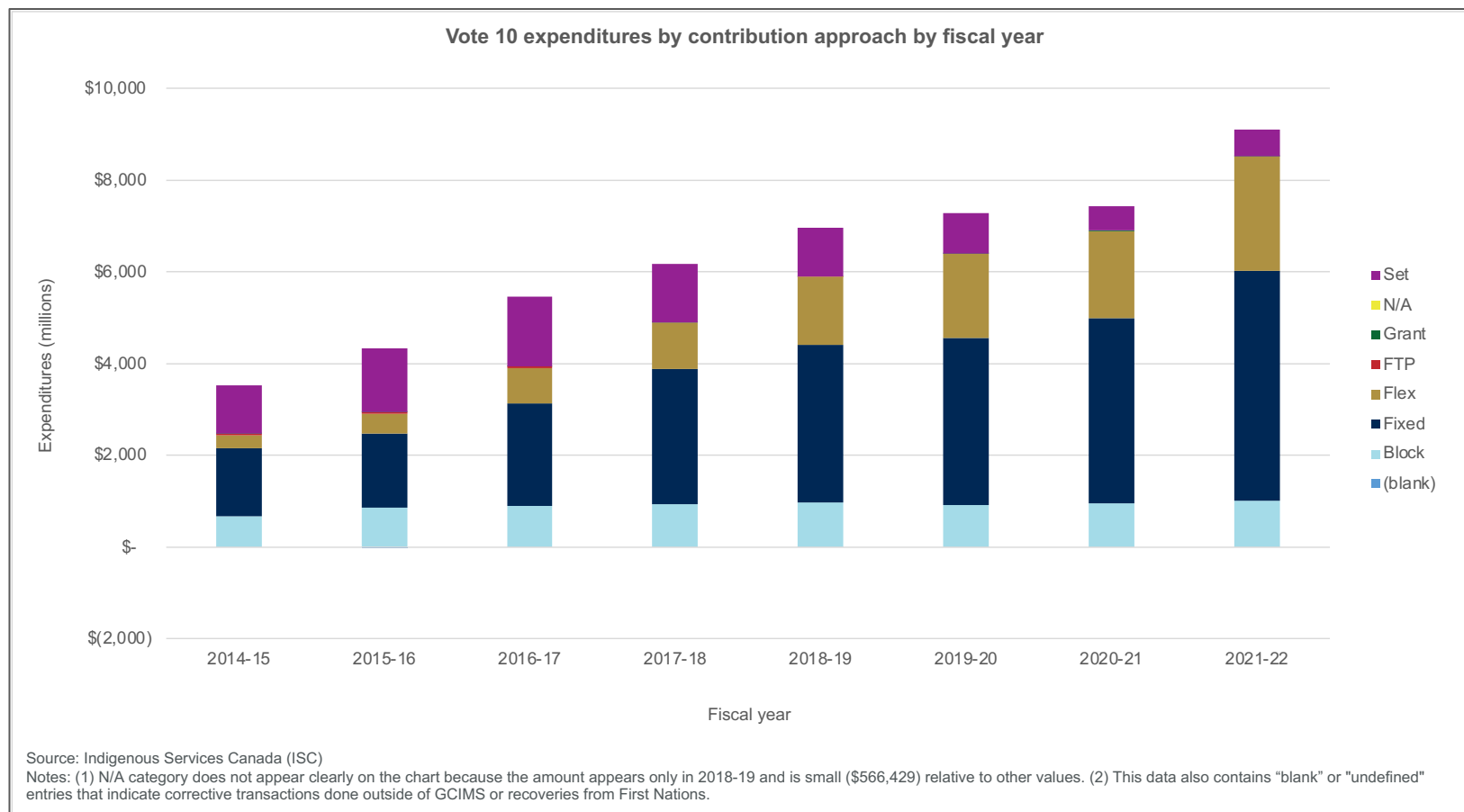
Average year-over-year percentage changes in Vote 1 expenditures

- On average, Jordan's Principle Vote 1 expenditures increased most at 237%, followed by education facilities at an average of 58%.
- Healthy child development and healthy living had average decreases.



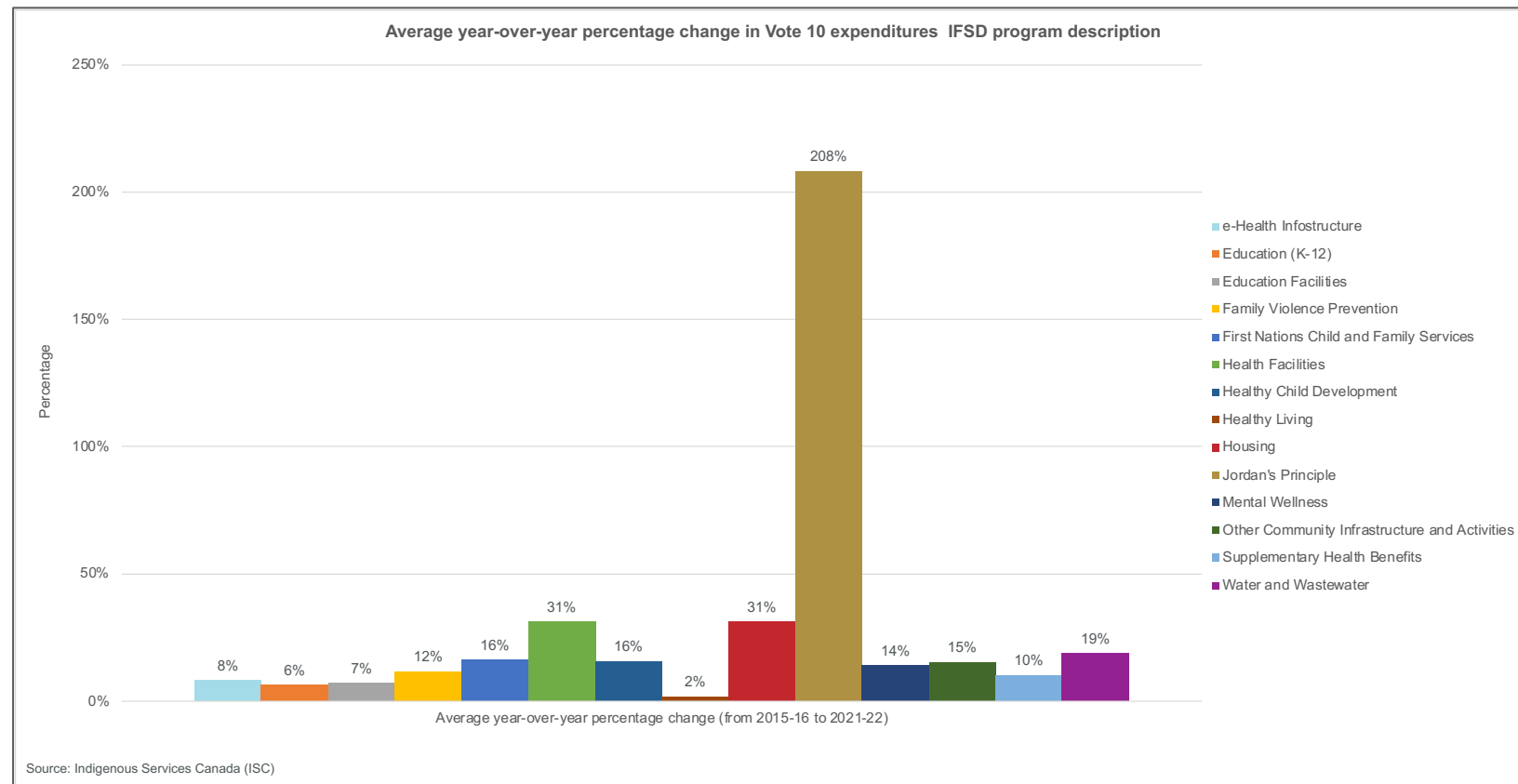
Vote 10 expenditures by contribution approach

- Most grant and contribution funding (Vote 10) is fixed. The fixed allocation increases across fiscal years, as does the flexible allocation.



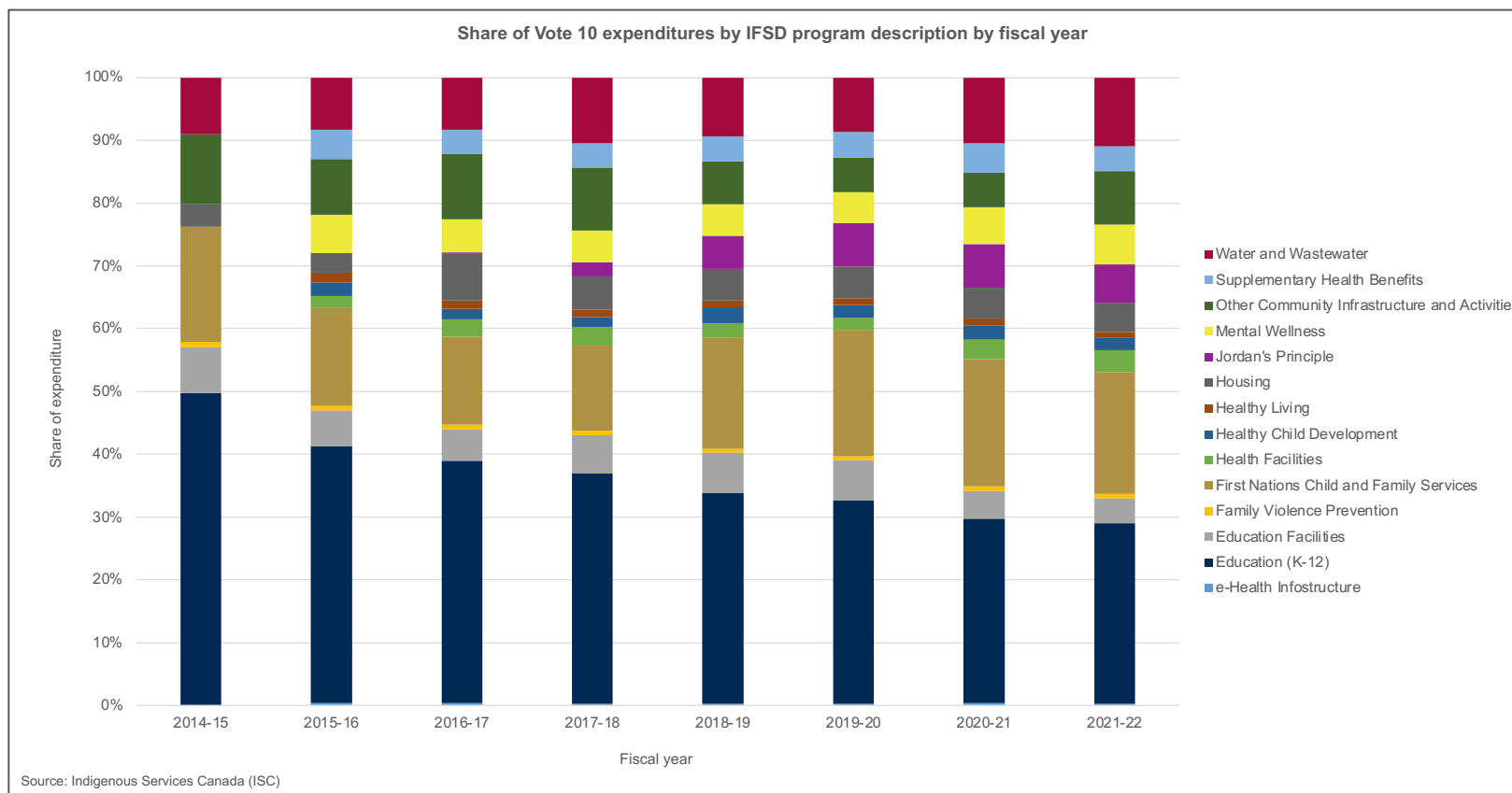
Average year-over-year percentage changes in Vote 10 expenditures

- Across fiscal years 2014-15, the average year-over-year percentage change in Vote 10 expenditures was most significant for Jordan's Principle with an average increase of 208% per year.
- Health facilities and housing at an average 31% increase have the second highest average increases.



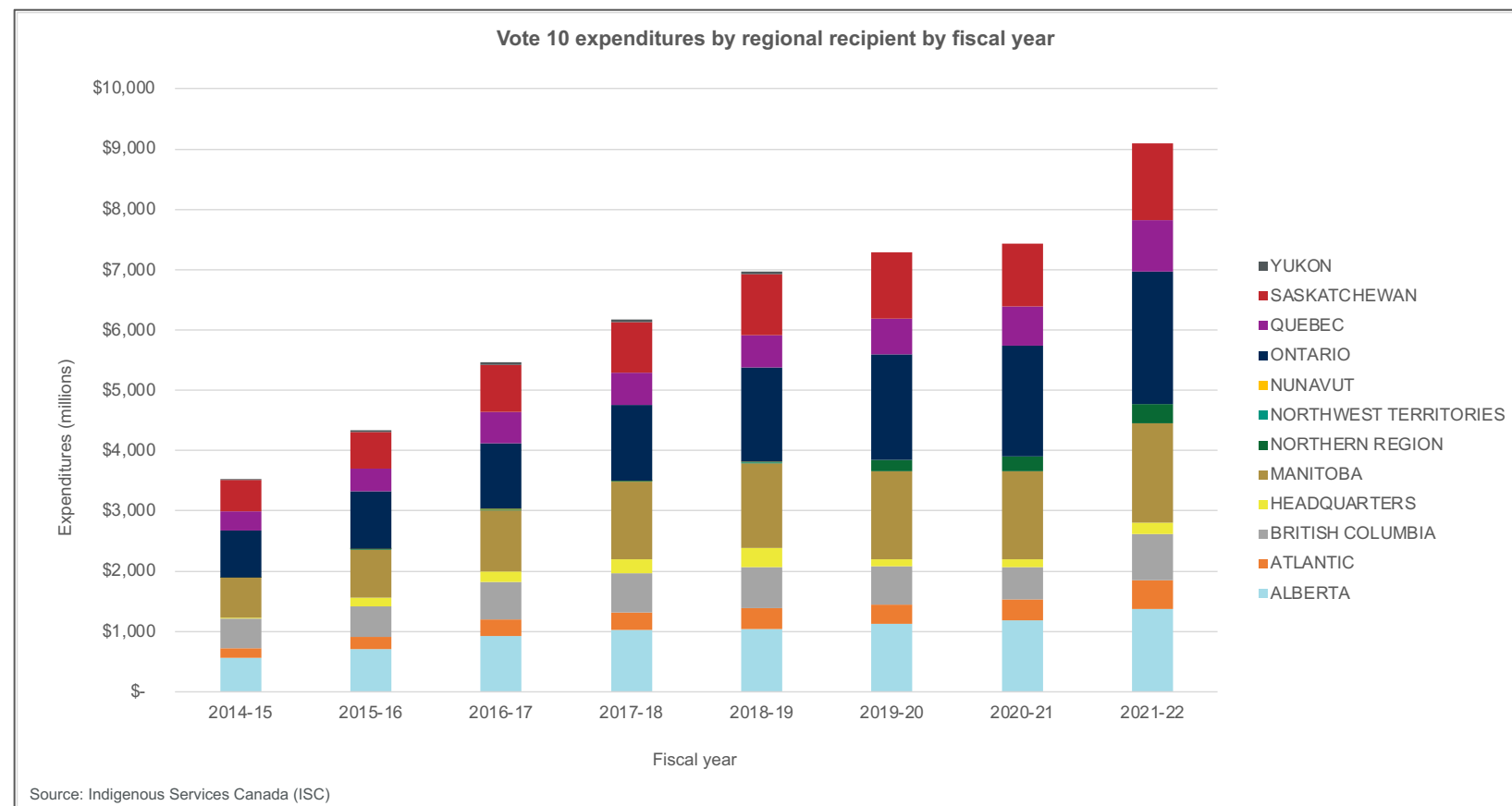
Vote 10 expenditures by IFSD program description

- Most Vote 10 expenditures are allocated to Education (K-12) and FNCFS.
- Note “IFSD program description” was a data field defined by ISC.



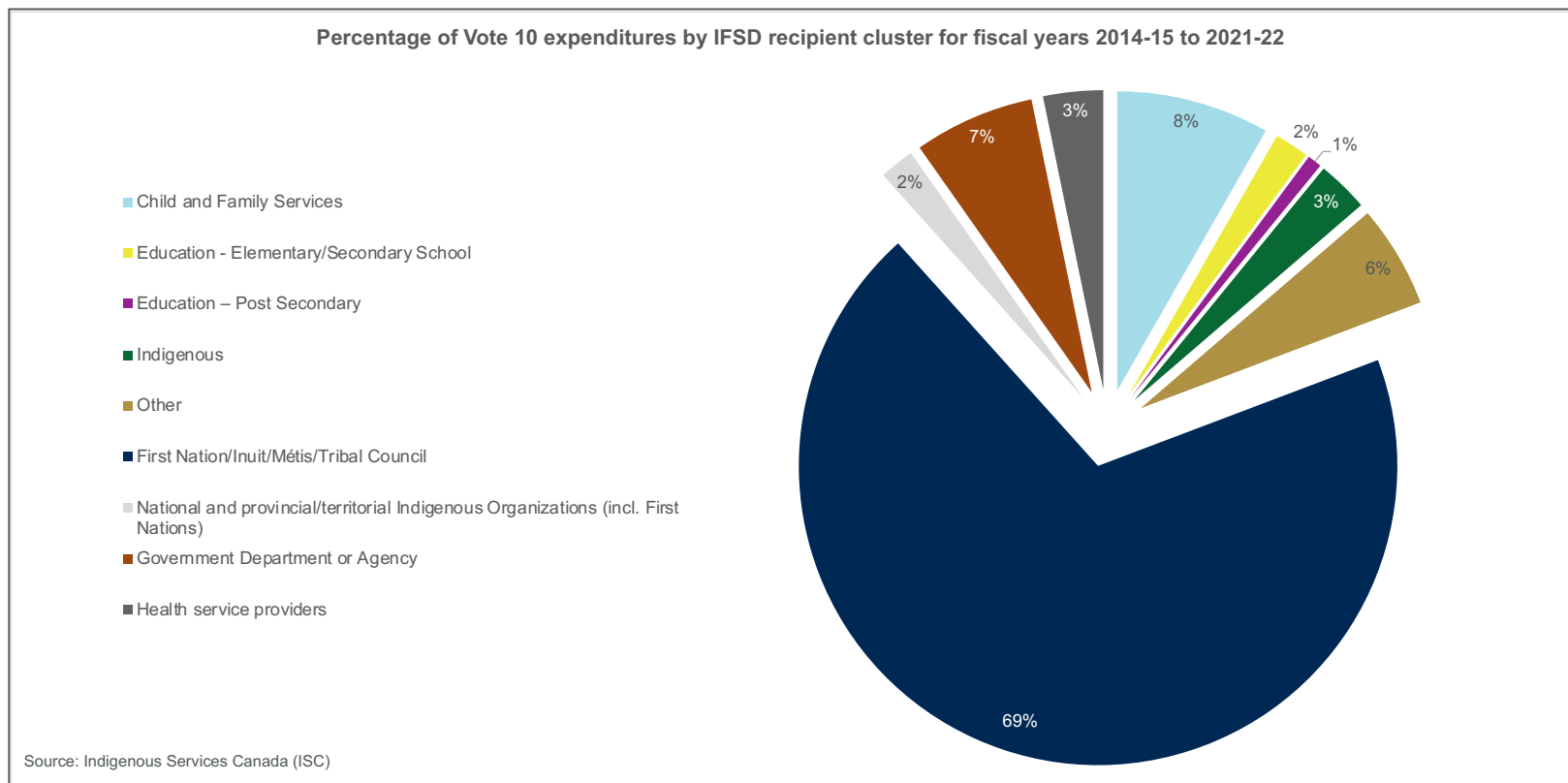
Vote 10 expenditures by regional recipient

- Across fiscal years, recipients in Ontario followed by Manitoba receive most of the Vote 10 expenditures.



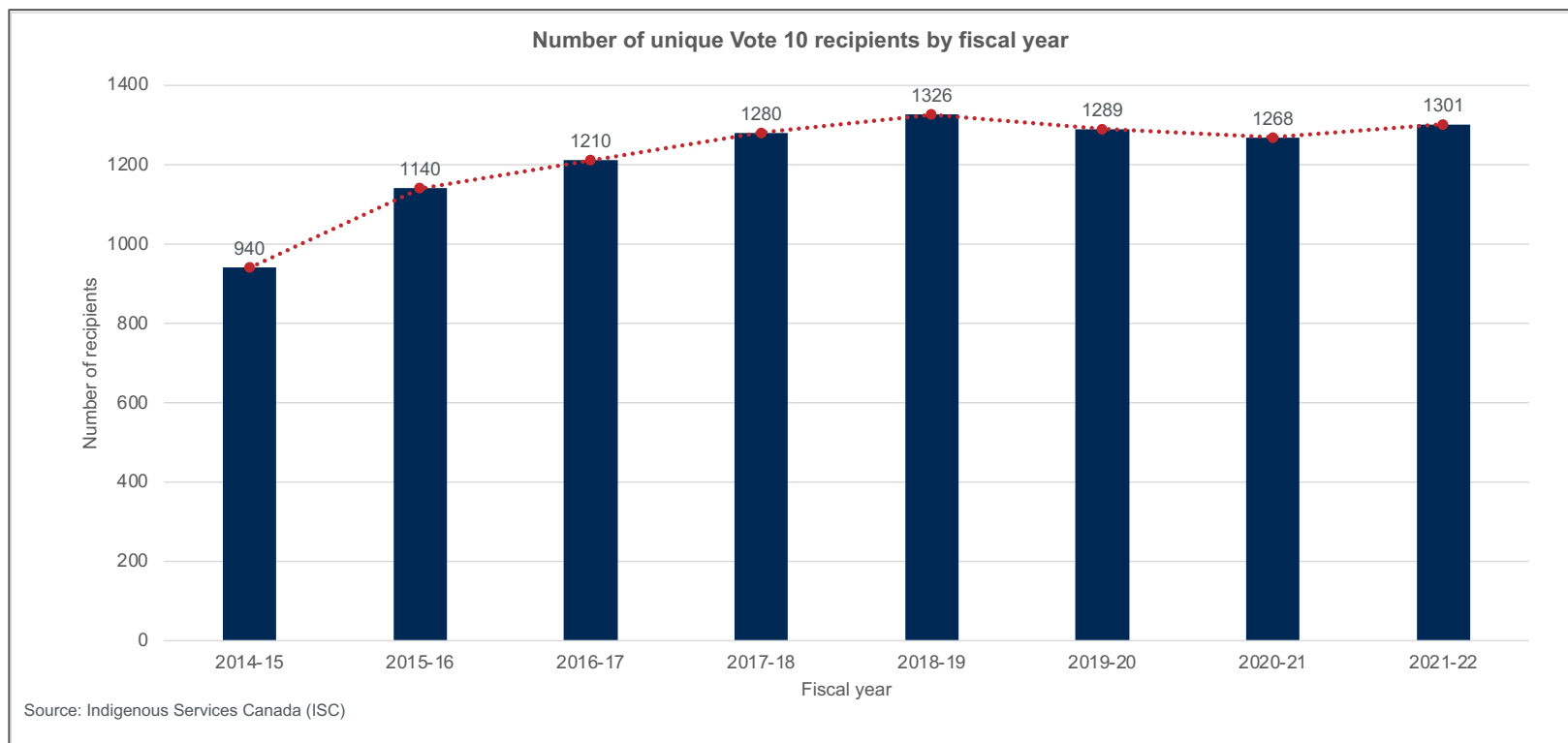
Vote 10 expenditure recipients

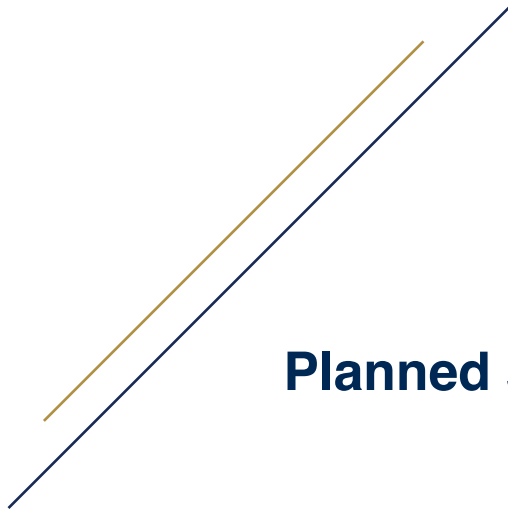
- Across fiscal years, approximately 70% of grant and contribution (Vote 10) recipients are First Nations, Tribal Councils, Inuit, or Métis.



Numbers of unique Vote 10 recipients

- There are approximately 1,000 **unique** recipients of grants and contributions (Vote 10) by fiscal year.
- The total number of funding recipients (i.e., multiples are included) ranges by fiscal year from approximately 7,200 to 12,400.

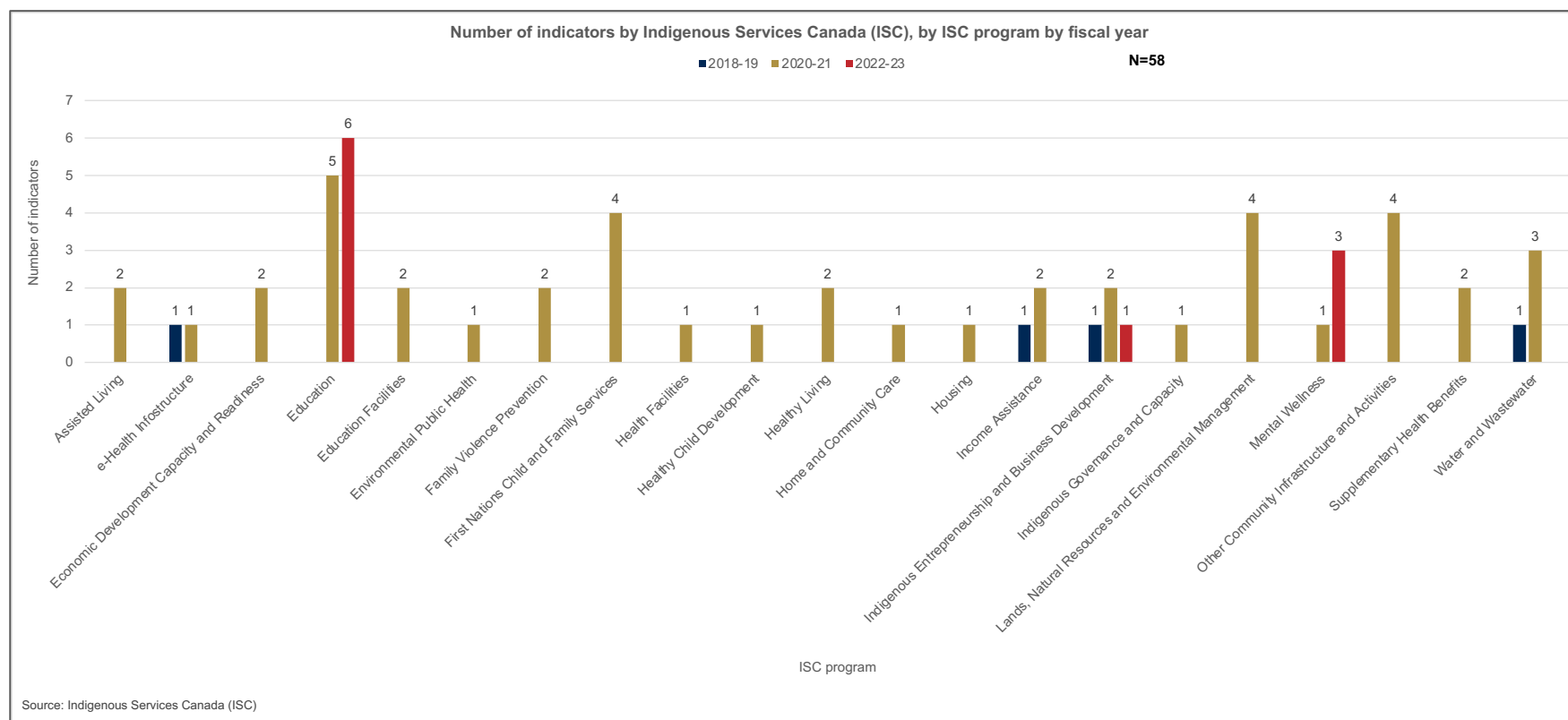




Planned spending

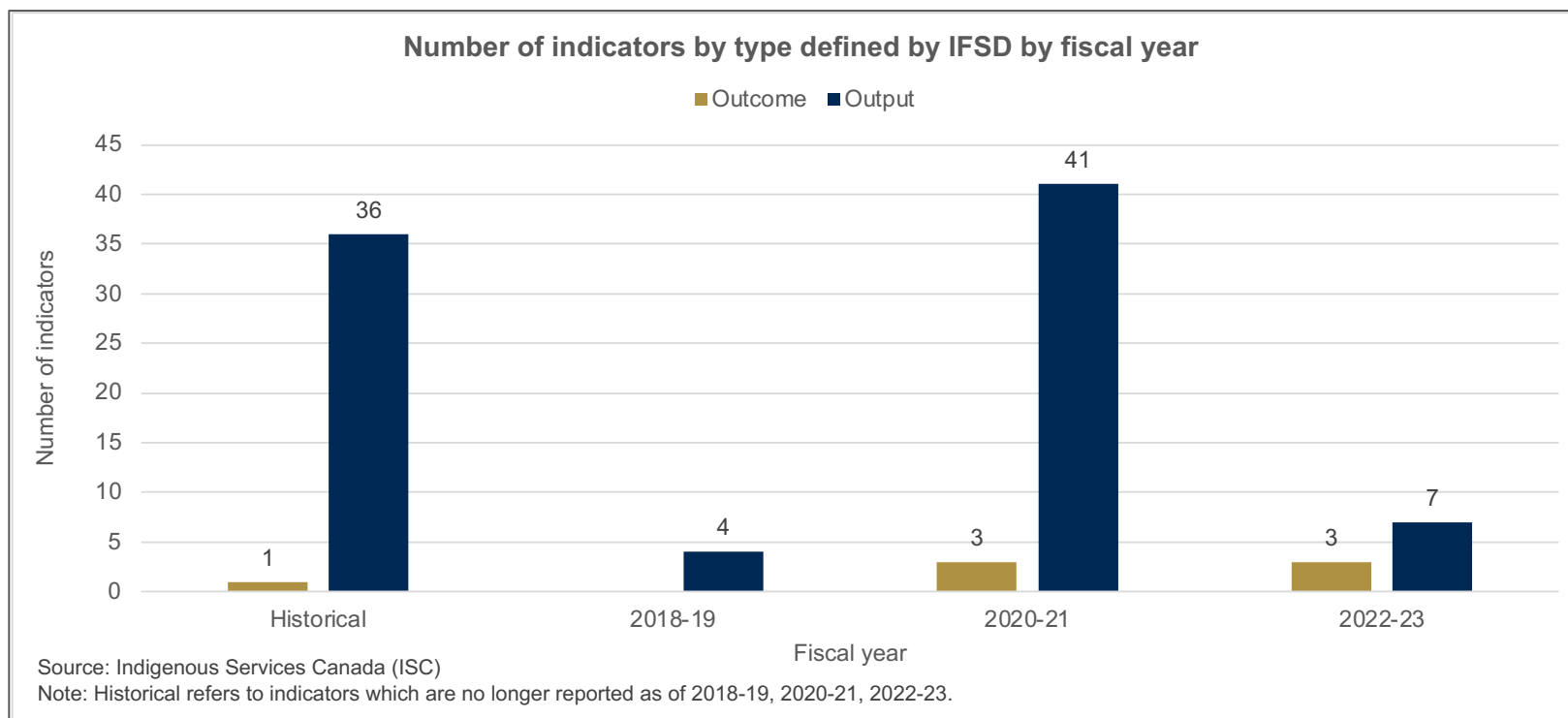
Indicators by program

- ISC defined indicators by program across fiscal years.
- Not all indicators have available data.



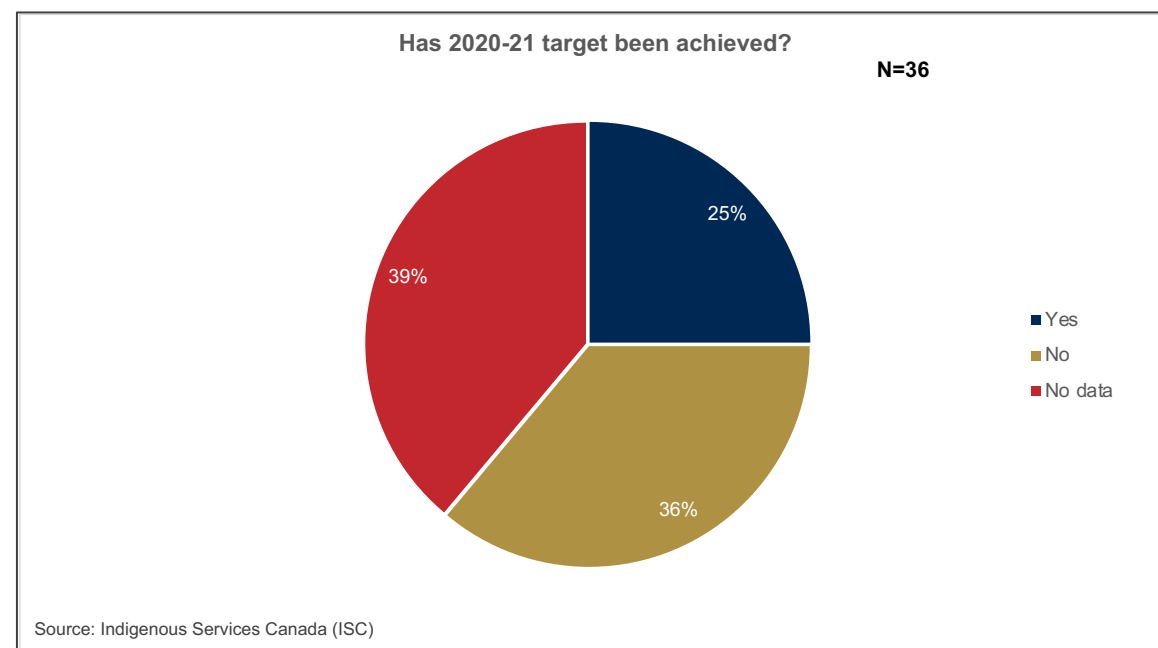
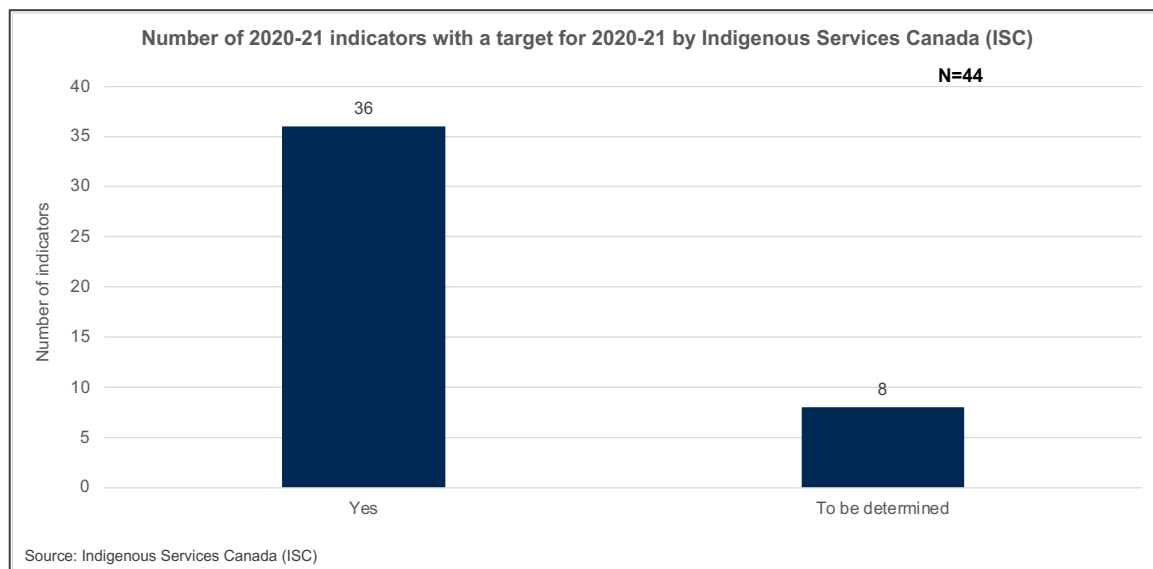
Indicator classification

- IFSD classified the majority of ISC's indicators as outputs (rather than outcomes).



Performance indicators

- For fiscal year 2020-2021, 36/44 indicators had defined targets.
- For roughly 40% of indicators, no data was available to assess whether targets were achieved.





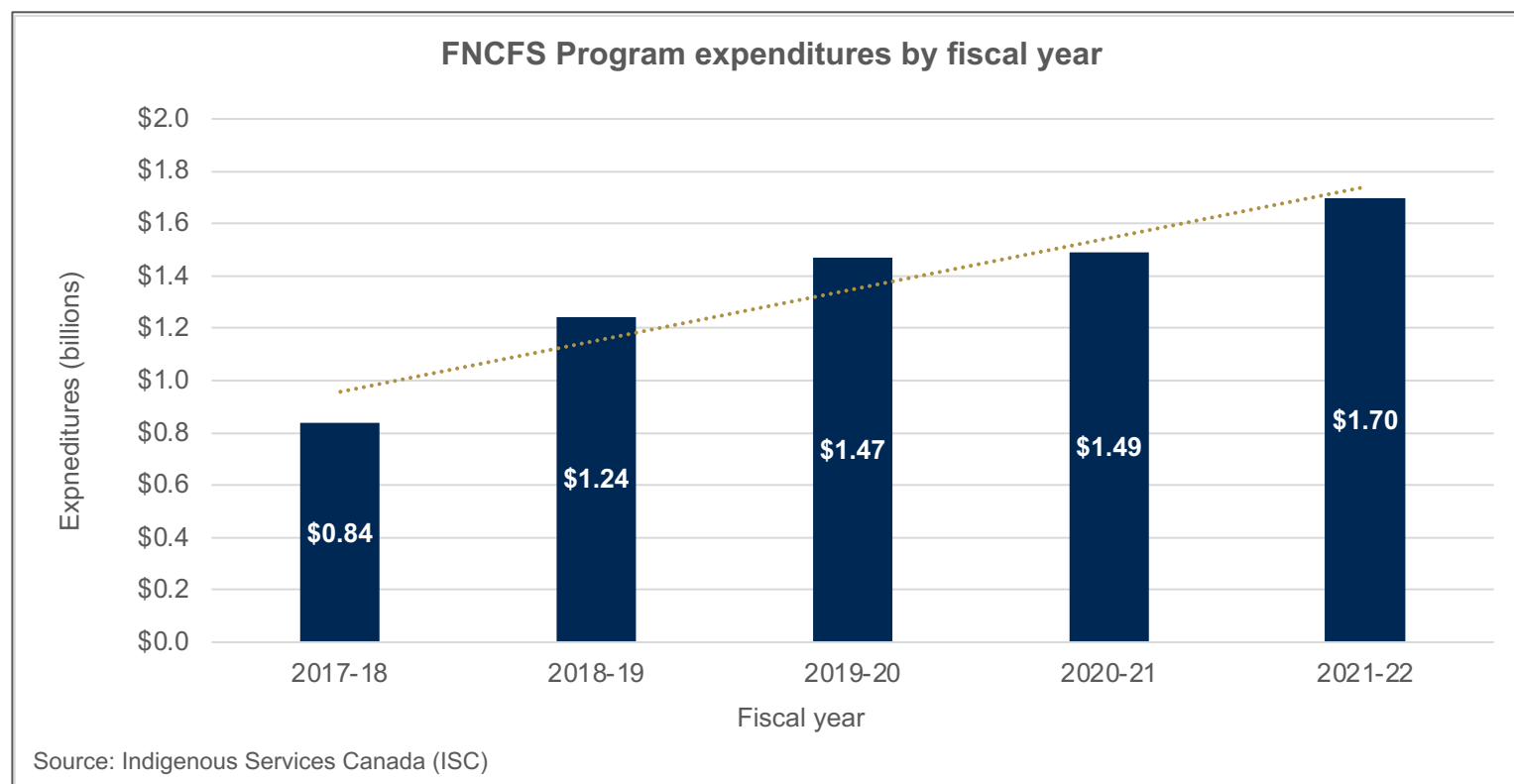
FNCFS Program expenditures

Notes

- The [description of the FNCFS Program through InfoBase](#) (the Government of Canada's public facing reporting on its programs) includes *supporting safety and well-being for First Nations children ordinarily resident on-reserve*.
- Funds through the program are allocated to FNCFS agencies, provinces delivering services, First Nations Bands, and Tribal Councils. This means that the FNCFS Program is funding FNCFS agencies, First Nations, transfers to provinces, and jurisdiction.
- IFSD was provided disaggregated data on the FNCFS Program's expenditures for fiscal years 2017-18 to 2021-22.
- This analysis includes all funding recipients of the FNCFS Program, e.g., FNCFS agencies, First Nations served by agencies, First Nations not affiliated to FNCFS agencies, etc.

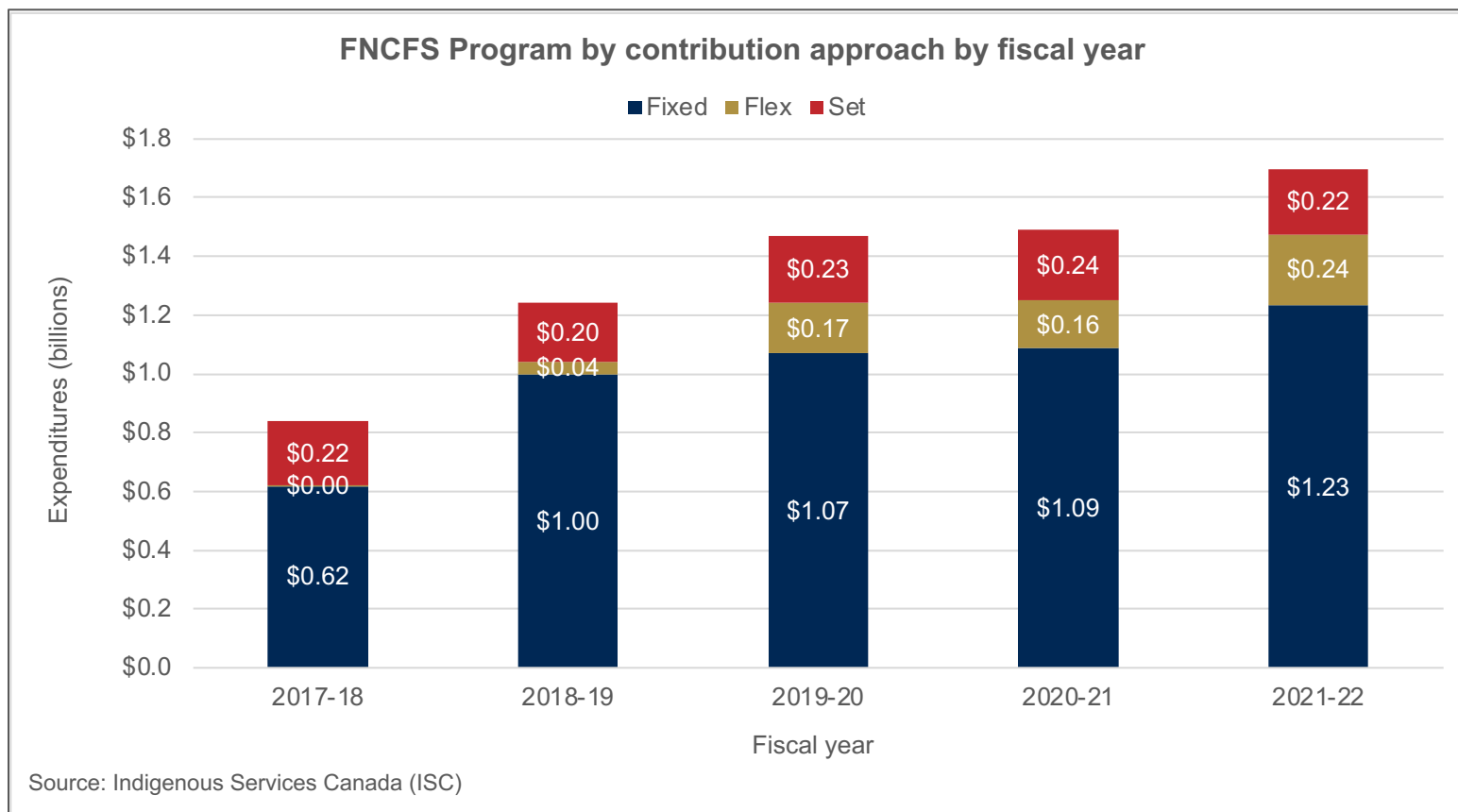
Total FNCFS Program expenditures

- Expenditures for the FNCFS Program have increased across fiscal years.



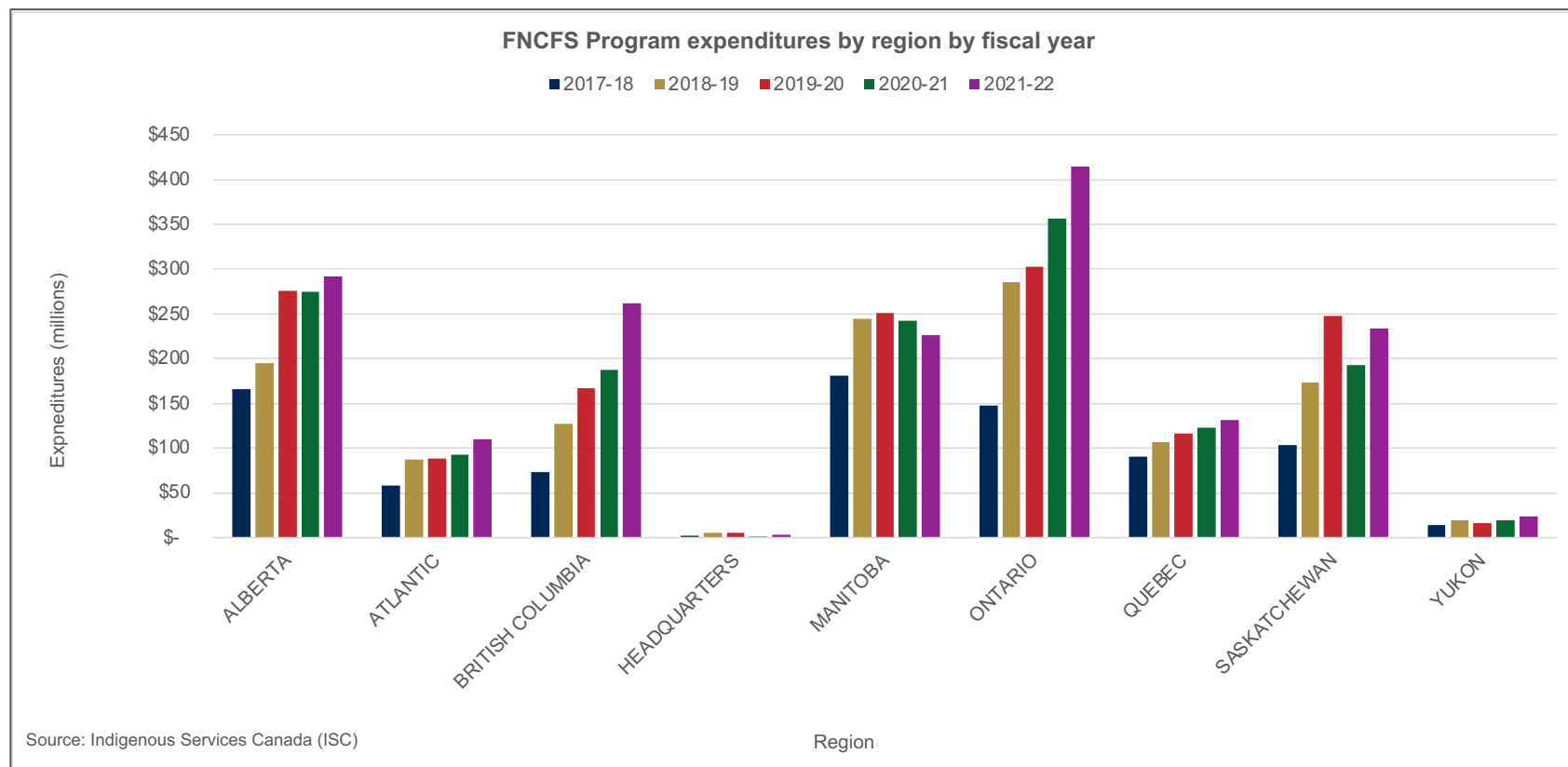
FNCFS Program funding by contribution approach

- Most of the FNCFS Program expenditures are fixed, i.e., funds have a defined purpose and total expenditures are defined annually.

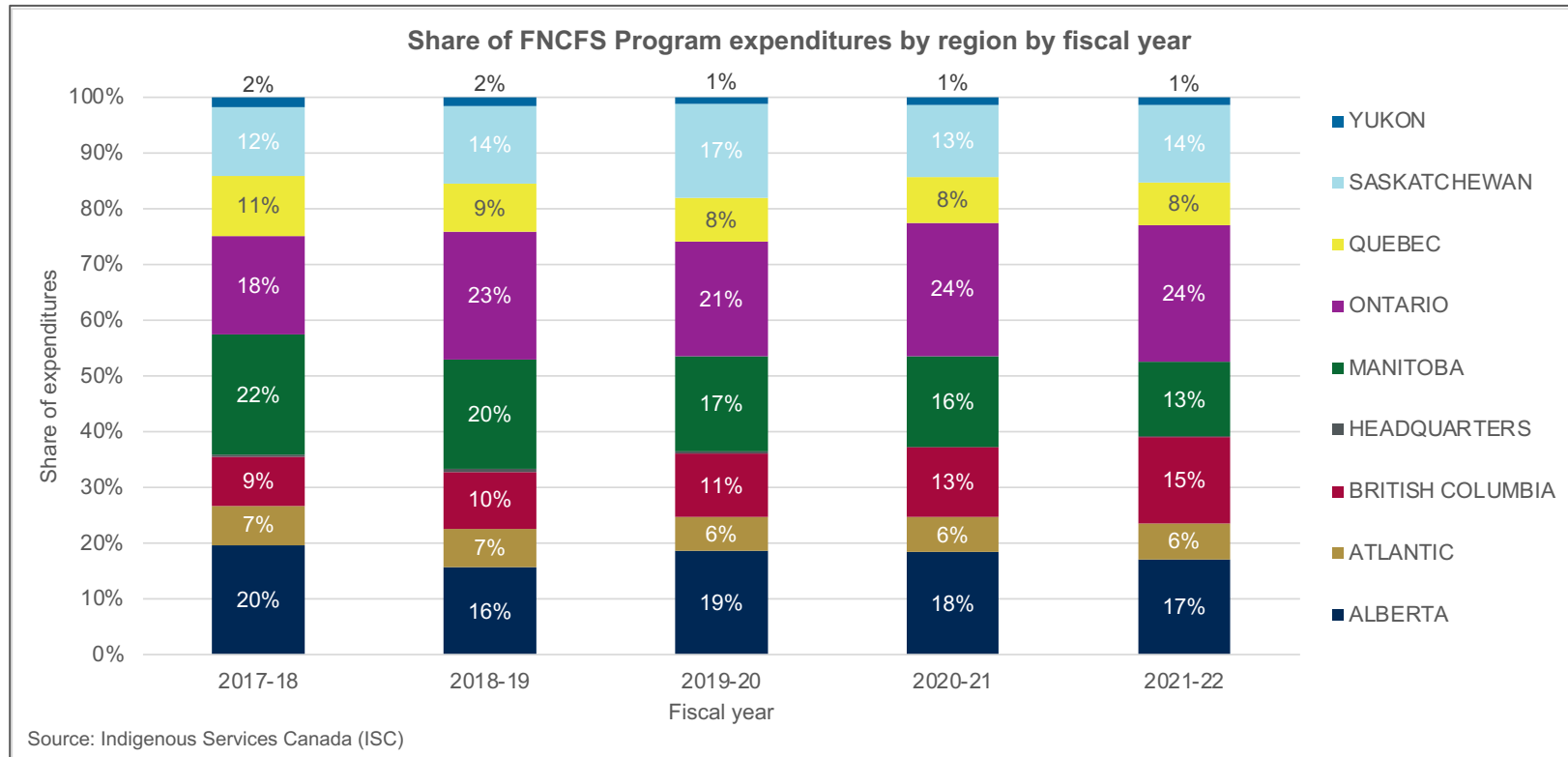


FNCFS Program funding by region

- Funding across regions generally increases across fiscal years. Ontario receives most expenditures, followed by Alberta.
- Headquarters includes funding for various national Indigenous organizations.

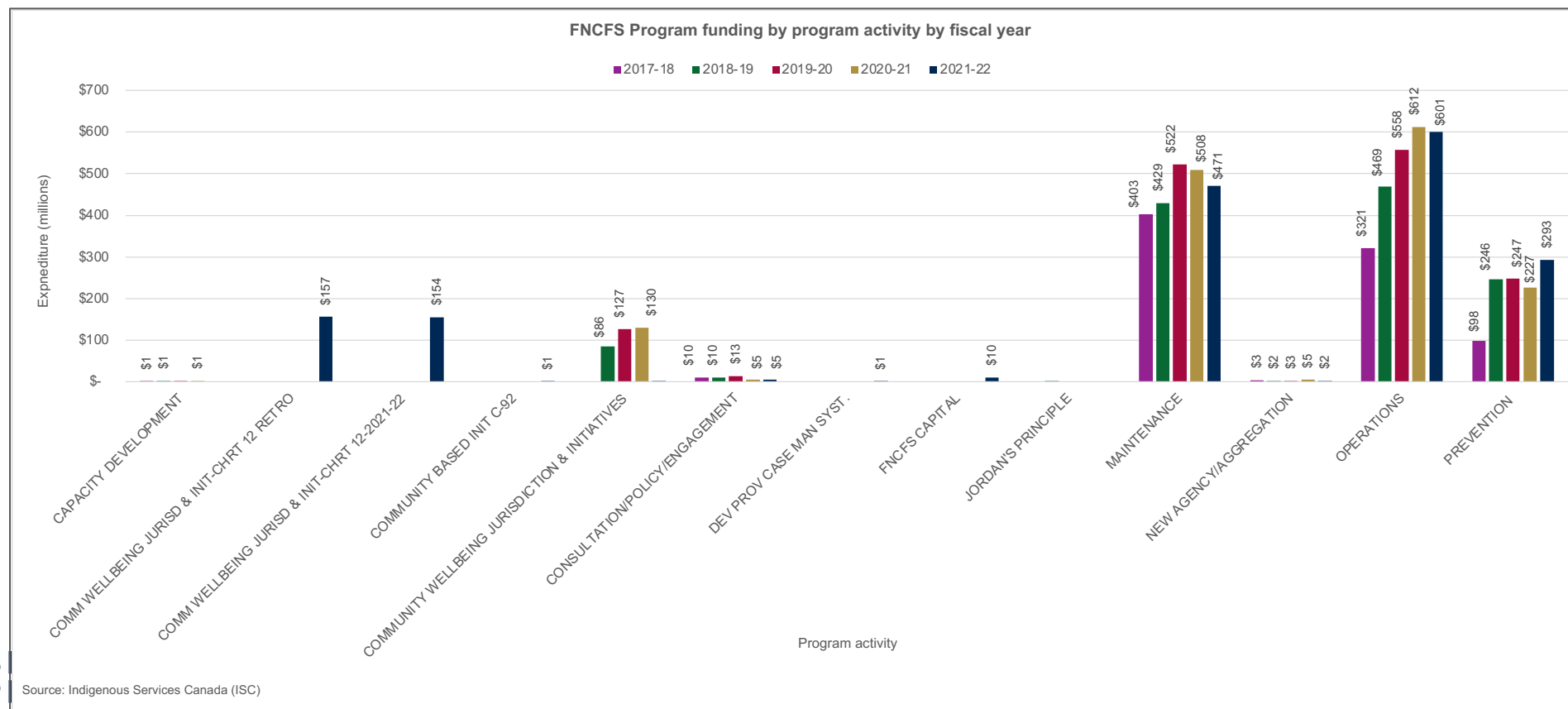


Share of FNCFS Program funding by region

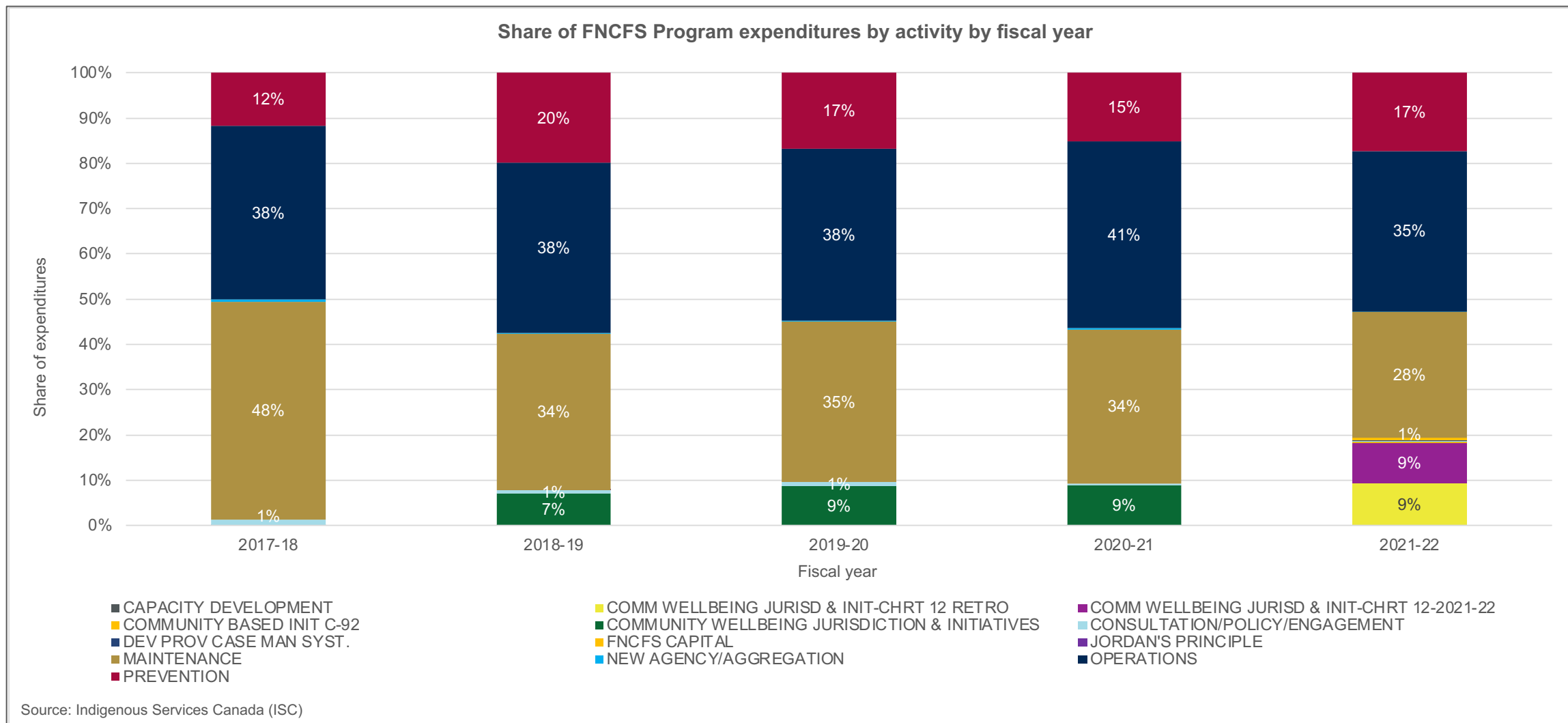


FNCFS Program activity expenditures

- Maintenance, operations, and prevention activities represent the largest expenditures by activity in the FNCFS Program.

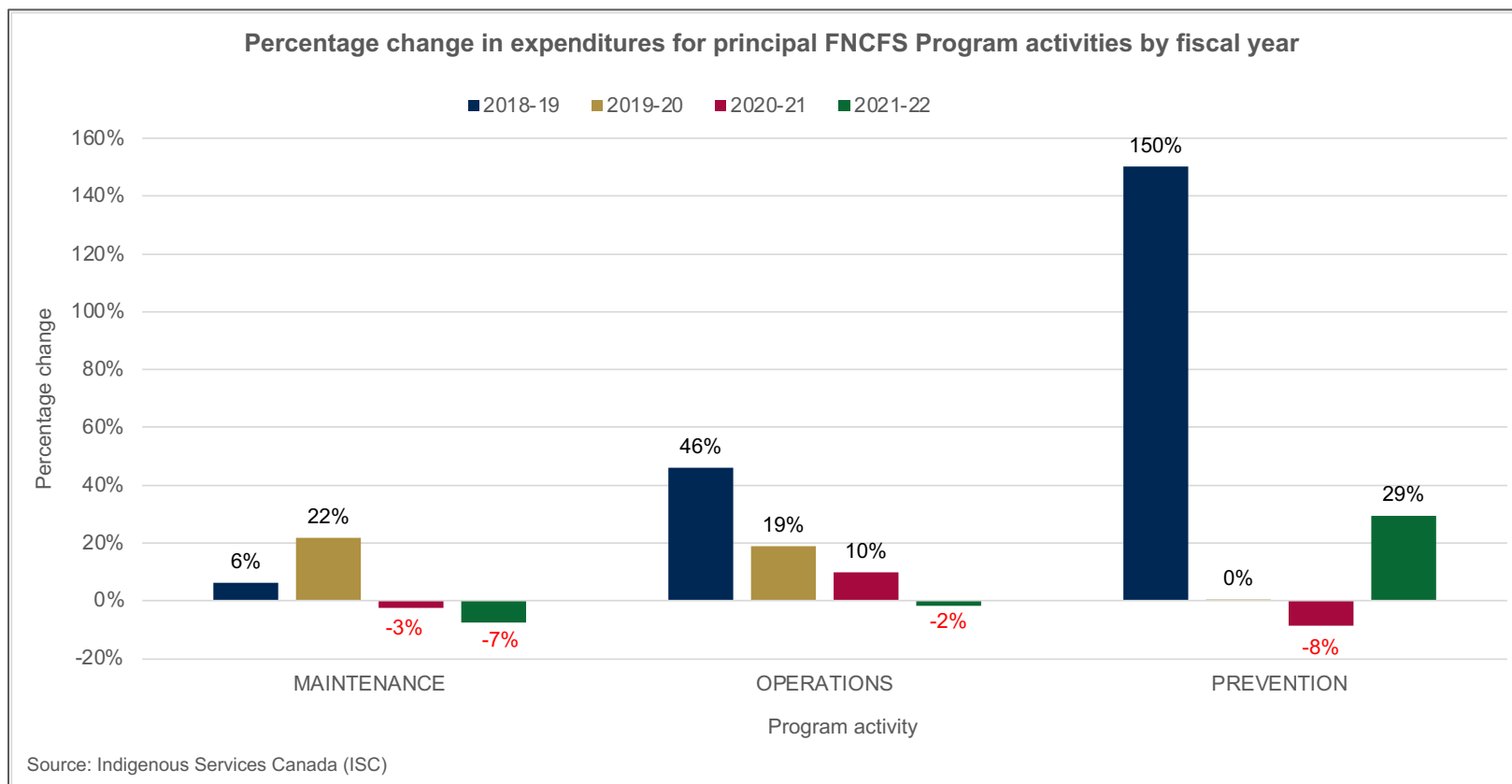


FNCFS Program activity expenditures by percentage



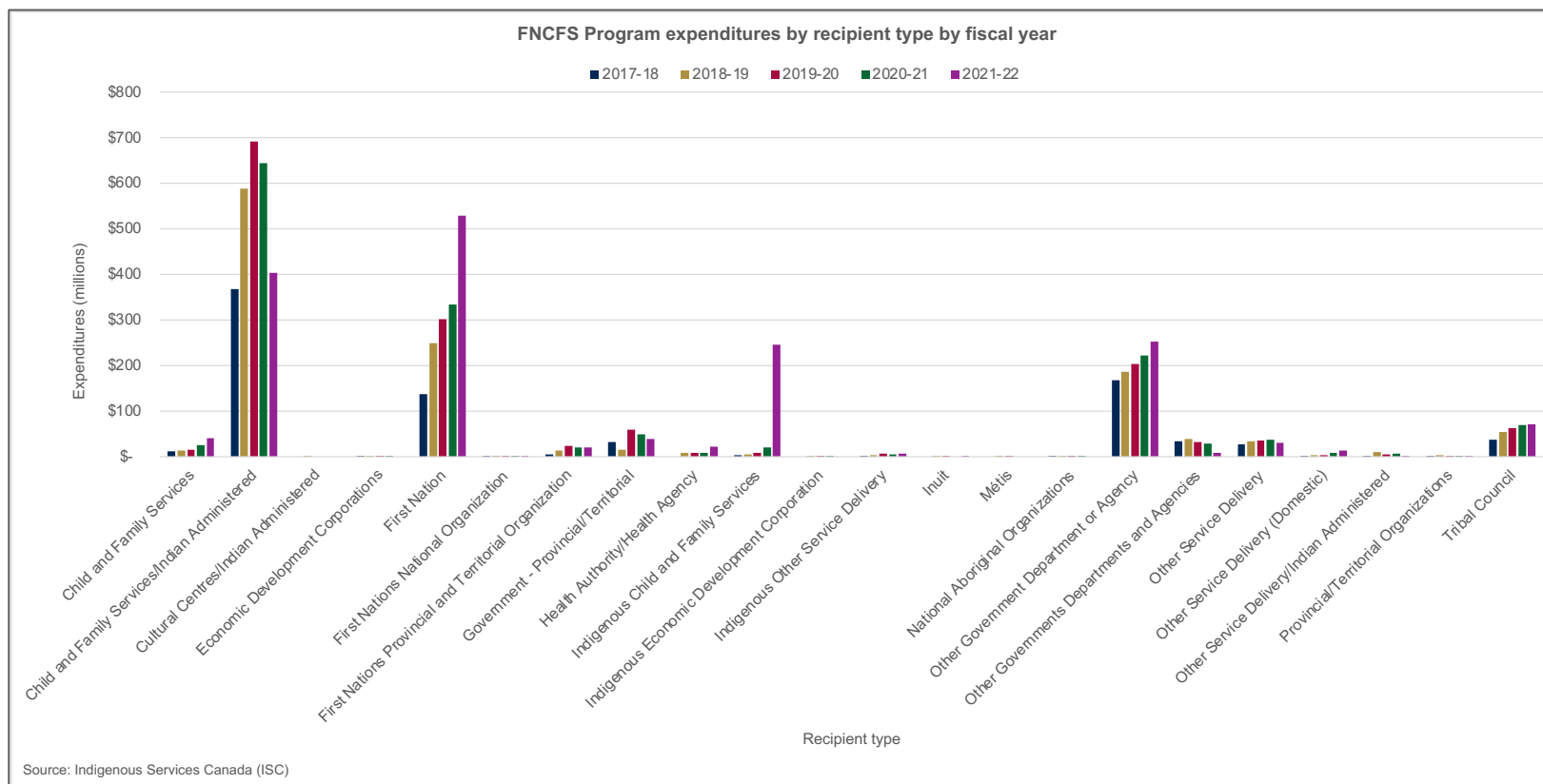
Percentage change in main FNCFS Program activity areas

- In the main FNCFS Program activity areas, i.e., maintenance, operations, and prevention, there has been the most change in prevention expenditures.



FNCFS Program by recipient type

- Most FNCFS Program funding is allocated to services providers, i.e., FNCFS agencies, tagged as Child and Family Services/Indian Administered in ISC's data set, followed by First Nations.



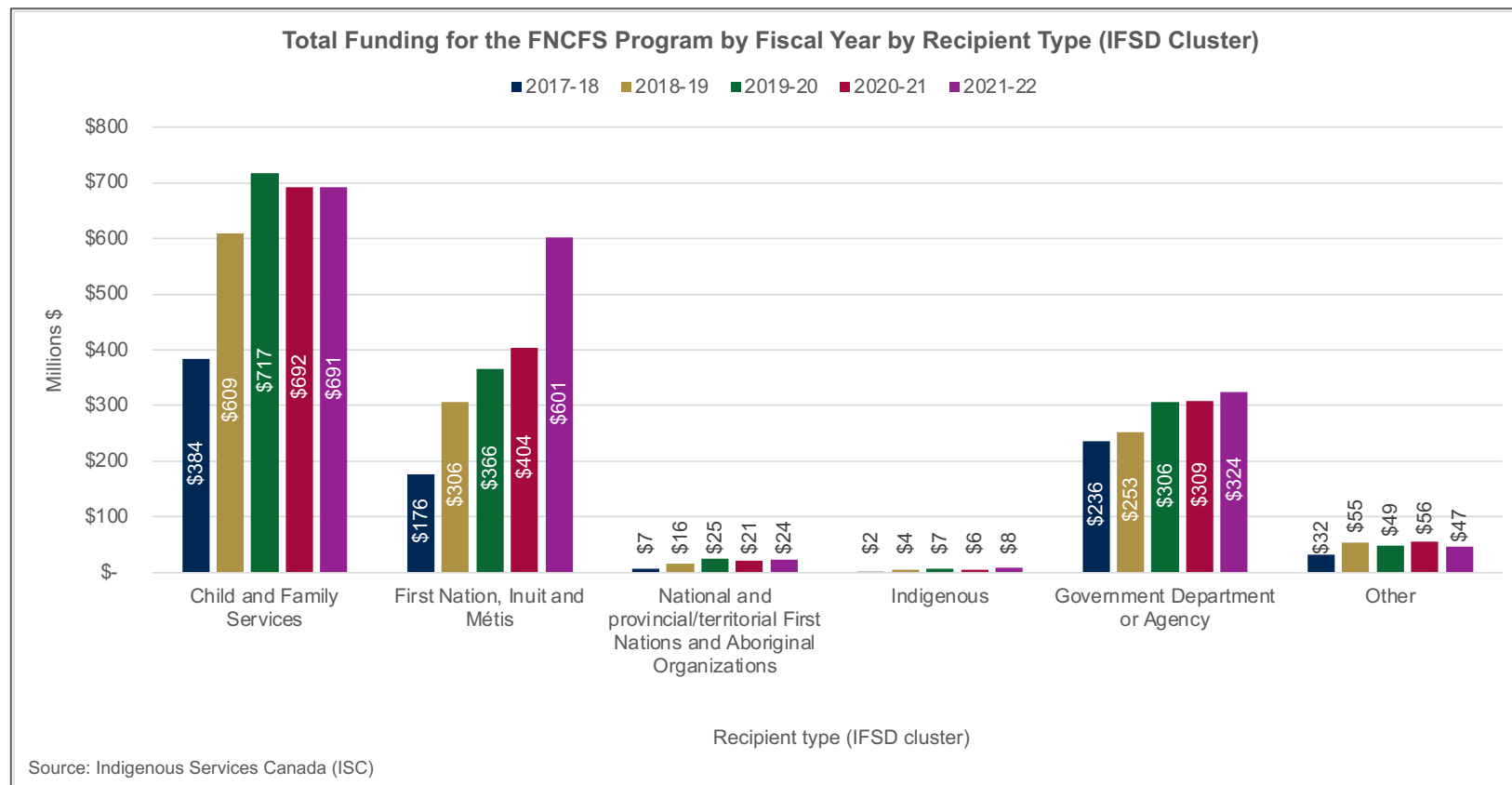
Source: Indigenous Services Canada (ISC)

IFSD recipient type clusters

Recipient Type	IFSD Cluster
Child and Family Services	Child and Family Services
Child and Family Services/Indian Administered	Child and Family Services
Indigenous Child and Family Services	Child and Family Services
First Nation	First Nation and Inuit
Inuit	First Nation and Inuit
Tribal Council	First Nation and Inuit
First Nations National Organization	National and provincial/territorial First Nations and Aboriginal Organizations
First Nations Provincial and Territorial Organization	National and provincial/territorial First Nations and Aboriginal Organizations
National Aboriginal Organizations	National and provincial/territorial First Nations and Aboriginal Organizations
Indigenous Economic Development Corporation	Indigenous
Indigenous Other Service Delivery	Indigenous
Health Authority/Health Agency	Government Department or Agency
Government - Provincial/Territorial	Government Department or Agency
Other Government Department or Agency	Government Department or Agency
Other Governments Departments and Agencies	Government Department or Agency
Other Service Delivery	Other
Other Service Delivery (Domestic)	Other
Other Service Delivery/Indian Administered	Other
Cultural Centres/Indian Administered	Other
Economic Development Corporations	Other
Provincial/Territorial Organizations	Other

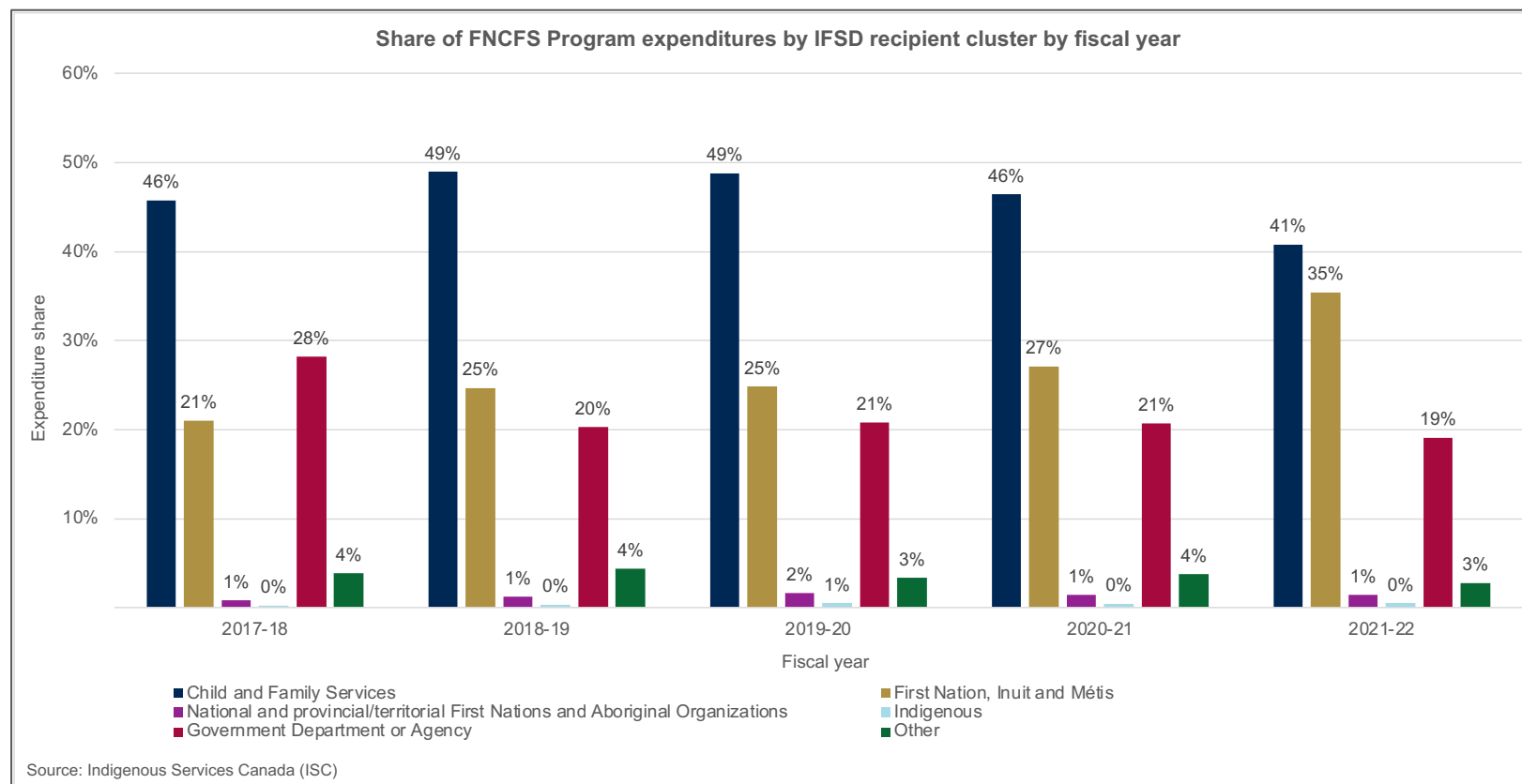
FNCFS Program by recipient type, IFSD cluster

- For clarity, IFSD clustered recipient types. Child and family services includes FNCFS agencies.
- Funding for all recipient types generally increases. There was a notable increase for First Nations, Inuit, and Métis in fiscal year 2021-22.



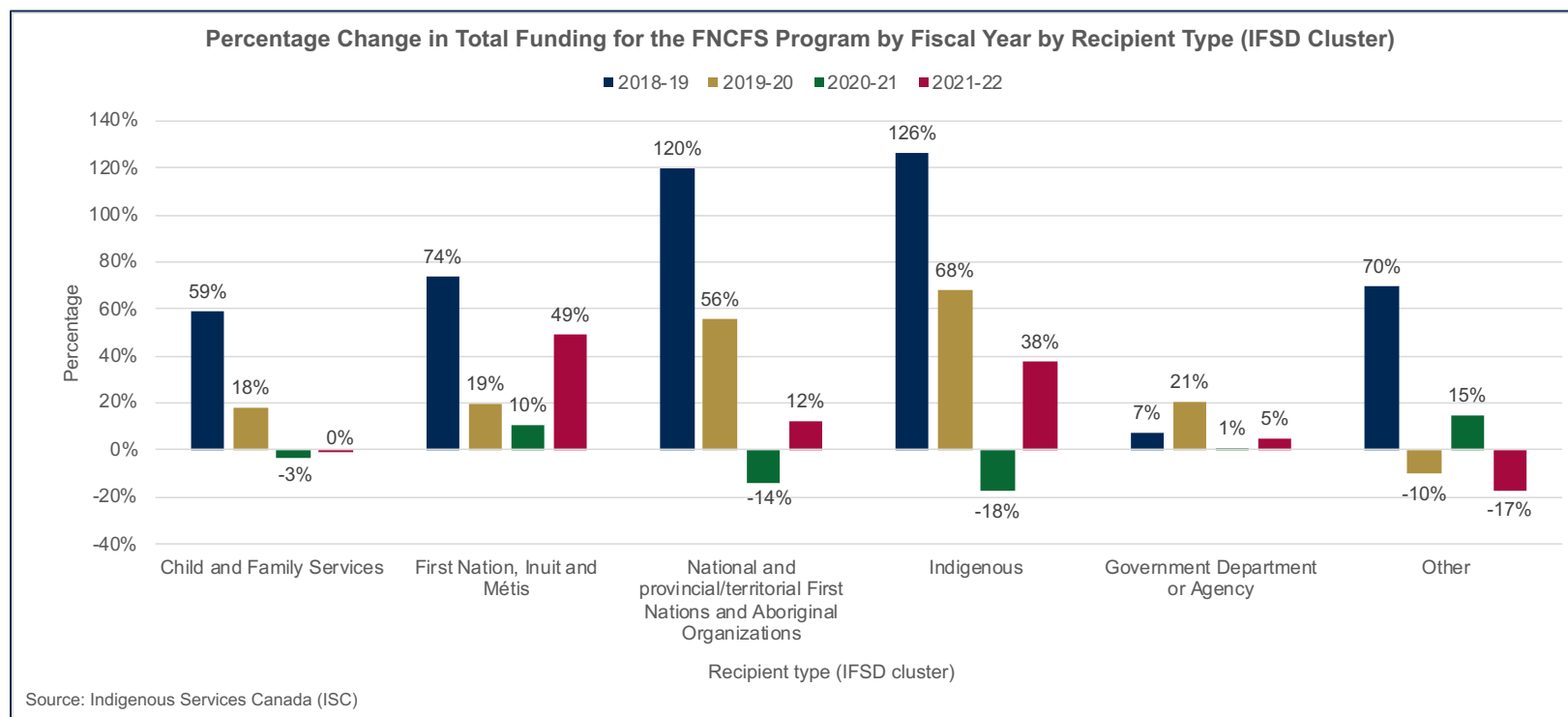
Share of FNCFS Program expenditures by IFSD recipient type

- FNCFS agencies and similar service providers receive most of the FNCFS Program funding, although their share is trending slightly downward. The share of funding for First Nations, Inuit, and Métis increases across fiscal years. Funding for other governments remains relatively constant around 20%.



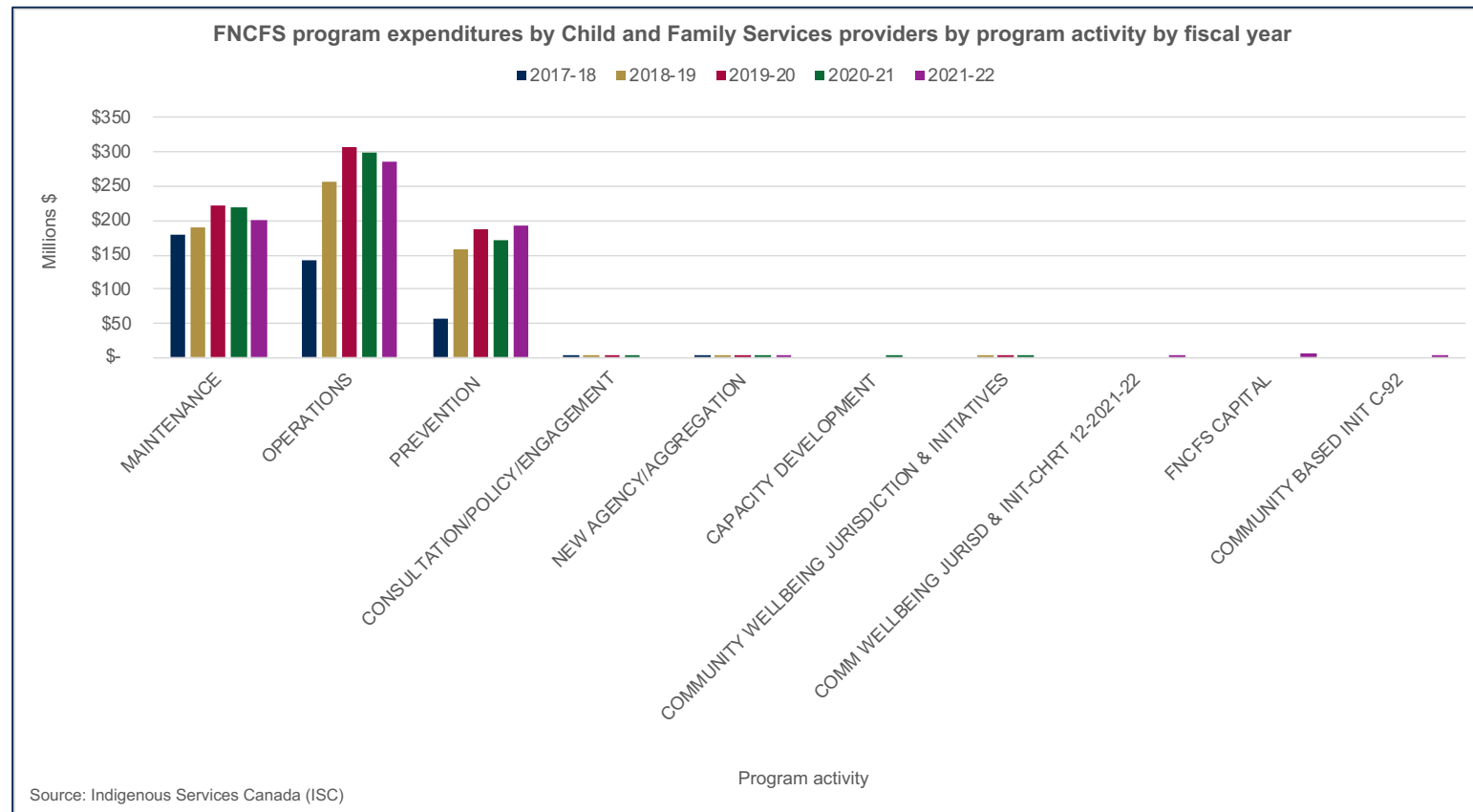
Percentage change in FNCFS Program expenditures by IFSD recipient type

- Percentage changes in recipients' shares of expenditures are consistent with changes in their share of expenditures.



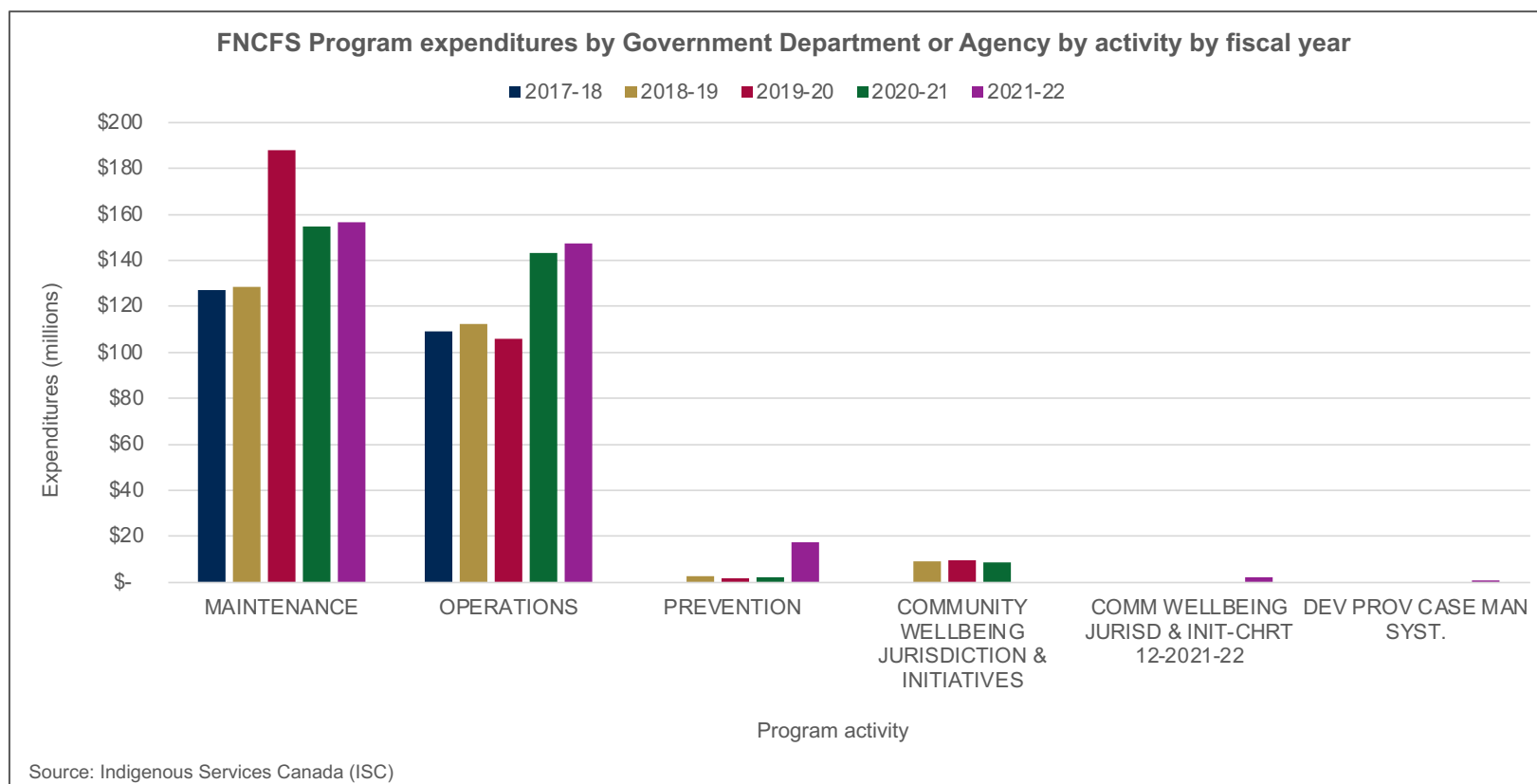
Child and Family Services providers expenditures by activity

- Child and Family Services providers' resources are associated mainly to operations, followed by maintenance and protection, across fiscal years.



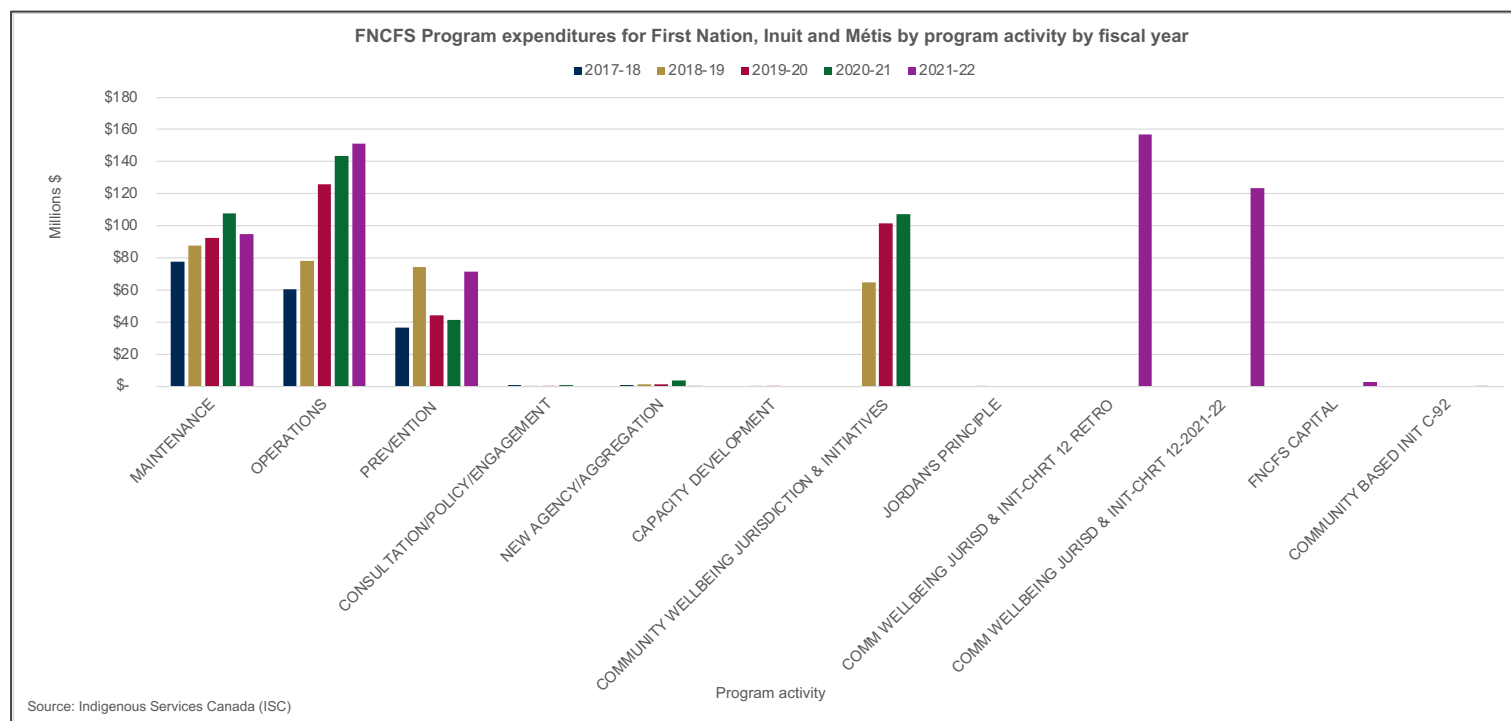
Government department or agency expenditures by activity

- Government department or agency expenditures by activity are mainly associated to maintenance, followed by operations. There are minimal expenditures associated to prevention.



First Nation, Inuit and Métis expenditures by activity

- First Nations, Inuit and Métis receive FNCFS Program funding across several activity areas, notably in fiscal year 2020-21. While most expenditures are associated to operations, followed by maintenance and prevention, there are relevant expenditures for Community Wellbeing and Jurisdiction Initiative (CWJI), as well as for Canadian Human Rights Tribunal (CHRT) ordered payments in 2020-21.



Appendix C2



First Nations Representative Services

DRAFT – FOR DISCUSSION ONLY

January 29, 2024

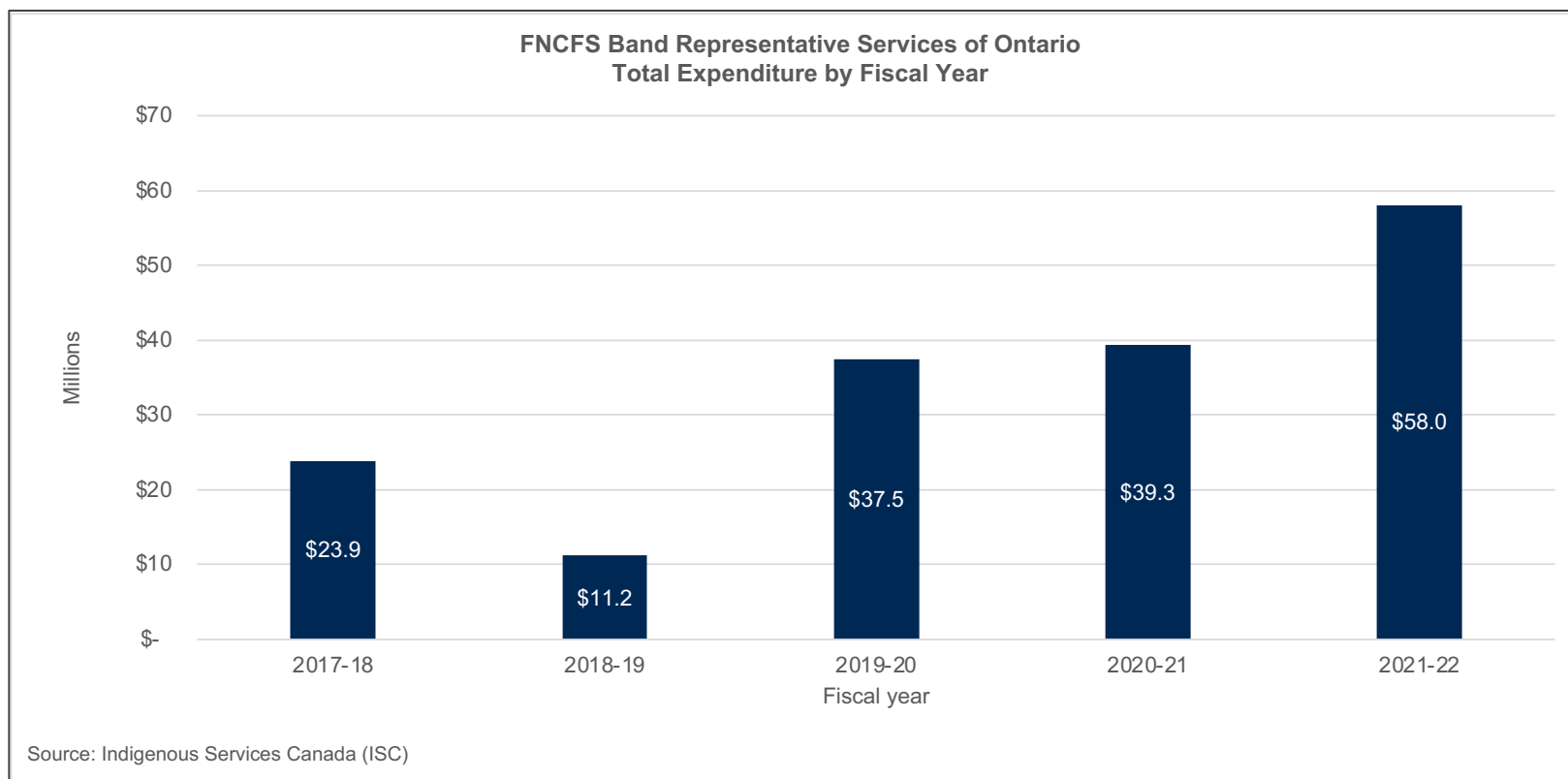
First Nations Representative Services (FNRS)

- First Nations Representative Services (FNRS) were funded by Canada (by order of the CHRT) at \$283 per person on-reserve and in the Yukon (<https://www.sac-isc.gc.ca/eng/1644518166138/1644518227229>)
- NAC requested additional information on the source of the \$283 per person.
- IFSD understands from ISC that the per capita allocation is derived from Ontario's per capita expenditures over a five-year period for "Band Representative Services," now FNRS.

In October 2022, IFSD asked ISC how it developed its internal estimates for the First Nations Representative Services (then Band Representative Services). ISC responded indicating that "[...] Canada created a national estimate based on Ontario per capita expenditures over a 5 years [sic] period."

Expenditure by fiscal year, Band Representative Service

- Funding for the Band Representative Service (BRS) increased (with exception to 2018-19) from fiscal year 2017-18 to 2021-22.

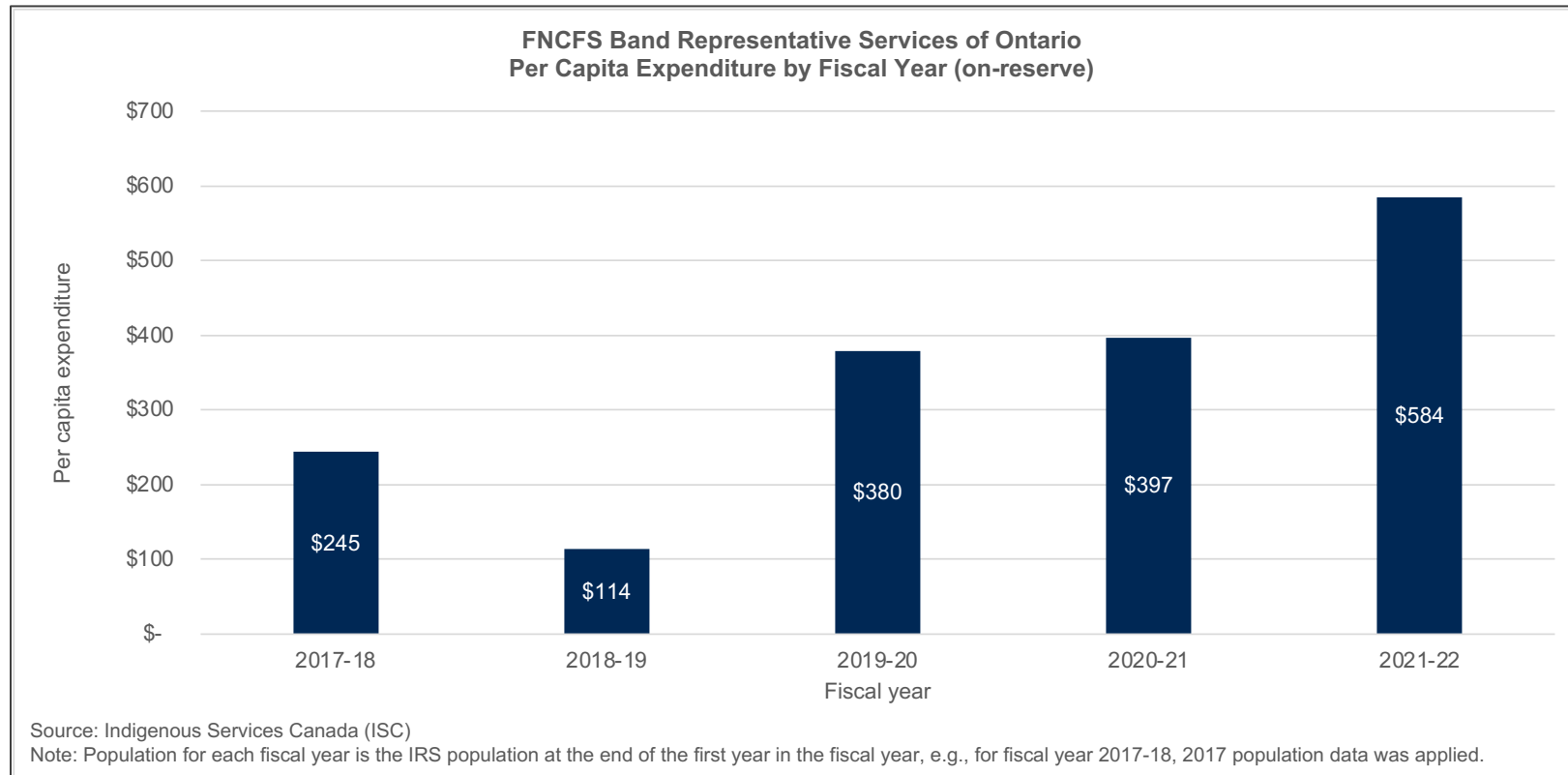


Estimated per capita expenditure, by fiscal year

- IRS population data for Ontario (both on-reserve and off-reserve) were used to estimate the per capita allocations for BRS by fiscal year.
- Neither the on-reserve nor total (on- and off-reserve) populations produce the \$283/person allocation defined by ISC.
- NAC may wish to clarify the source of ISC's estimate.

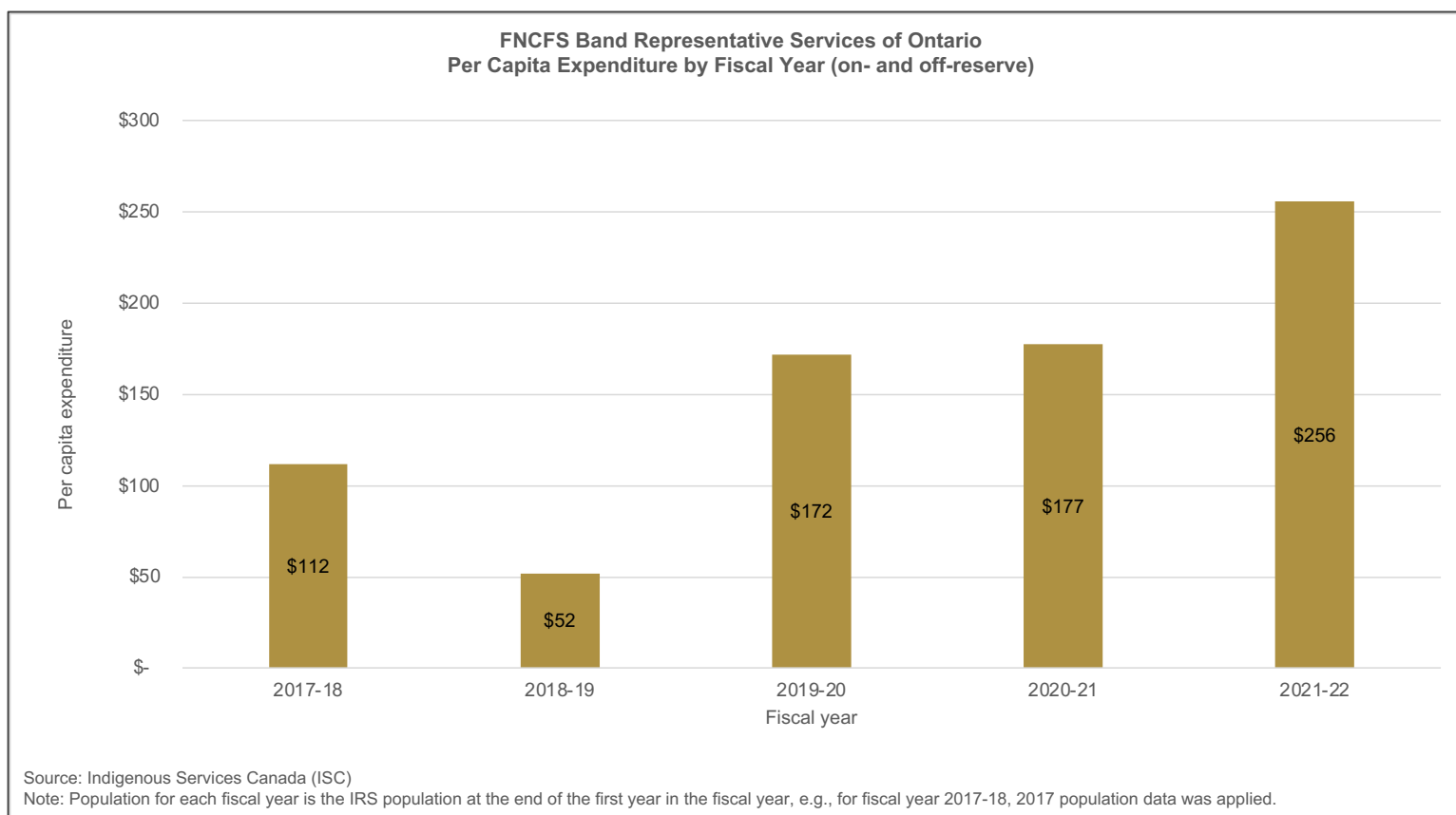
Per capita estimate, on-reserve

- On-reserve, per capita allocations of BRS range from a low of \$114 to a high of \$584.



Per capita estimate, total population (on- and off-reserve)

- Total (on- and off-reserve) per capita allocations of BRS range from a low of \$112 to a high of \$256.



Appendix D



Monthly Update – FNCFS agencies and First Nations exercising/contemplating jurisdiction

Post-Majority Support Services (PMSS)

October 2023

Current funding for post-majority supports and services

- ISC is funding post-majority supports and services (PMSS) via FNCFS agencies and First Nations at actual costs
- First Nations authorized service providers can submit claims to ISC for the reimbursement of costs related to PMSS
- Claims can be submitted through the existing FNCFS claims process
- The [FNCFS Program Terms and Conditions](#) provides a non-exhaustive list of eligible expenditures
- Eligible expenditures could include:
 - Financial support
 - Educational support
 - Housing support
 - Support for physical, mental, and social wellness

How can we estimate the costs of post-majority supports?

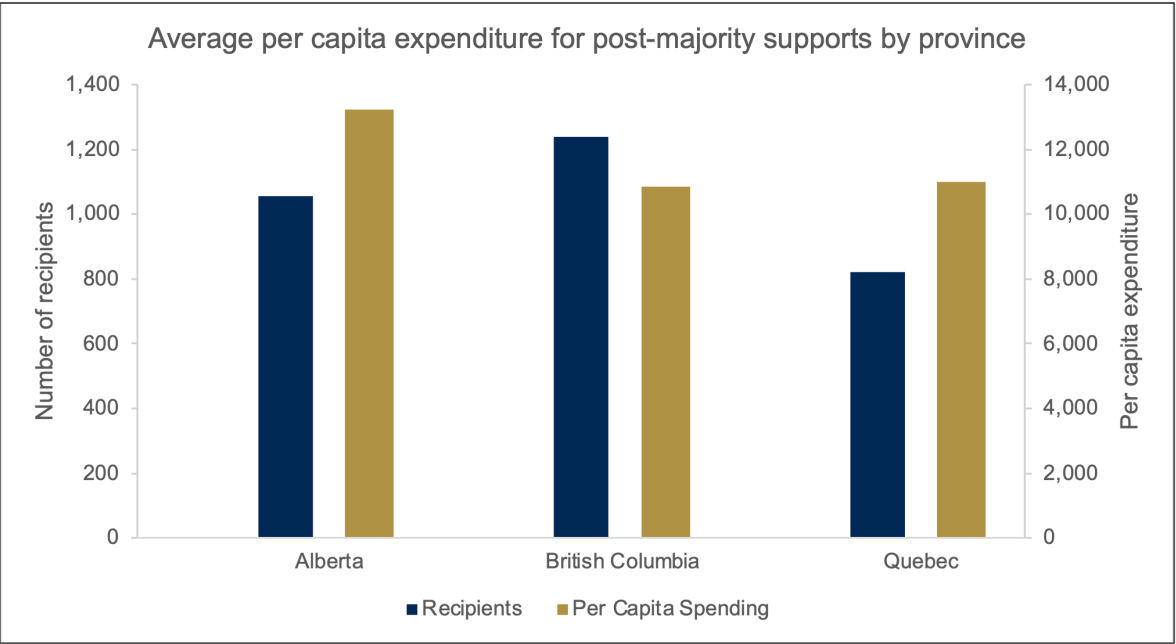
- Post-majority supports and services is a relatively new *funded* area of activity for the FNCFS Program
- Estimating cost requires an understanding of the age-out rate, the recipient uptake rate, the program activities, and actual expenditures
 - Data from FNCFS agencies was sought, but variability in the program activities of existing service providers (e.g., some offer custom supports and services, others a predefined program), and their relative newness made cost estimation impractical
- Some provinces, however, offer post-majority supports and have done so for several years with publicly accessible data
- IFSD is using provincial data to develop interim cost estimates on post-majority supports and services, related to a specific set of activities (not necessarily culturally or contextually specific for First Nations youth)
- *The cost analysis for post-majority supports and services in FNCFS should be reviewed and updated once service providers have had approximately five years to operate their programs*

Cost estimation: PMSS

- Following a review of provincial post-majority supports and services, IFSD identified data of varying detail from Alberta, British Columbia, New Brunswick, and Quebec
- IFSD reviewed the data against the criteria of:
 1. availability (publicly accessible),
 2. recency (within the last two fiscal years),
 3. and detail (information on uptake),
- Only British Columbia met all three of the above criteria, while Alberta and Quebec met the first two, and New Brunswick, only the first
- The provincial programs with data include a variety of automatic support (e.g., support is a result of a fixed rule) and action-dependent support (e.g., recipients may need to apply), with all offering support to those youth pursuing post-secondary education and training

Cost estimation: PMSS (cont.)

- For comparative purposes, IFSD reviewed the per capita allocations for post-majority supports in Alberta, British Columbia, and Quebec
 - The per capita allocations for British Columbia and Quebec (both FY 2021-2022) are very close at roughly \$11,000 each, Alberta (FY 2022-2023) is higher at approximately \$13,000
 - The closeness in per capita spending and recipient rates suggest the British Columbia data is representative when compared to Alberta and Quebec data.



Cost estimation: PMSS (cont.)

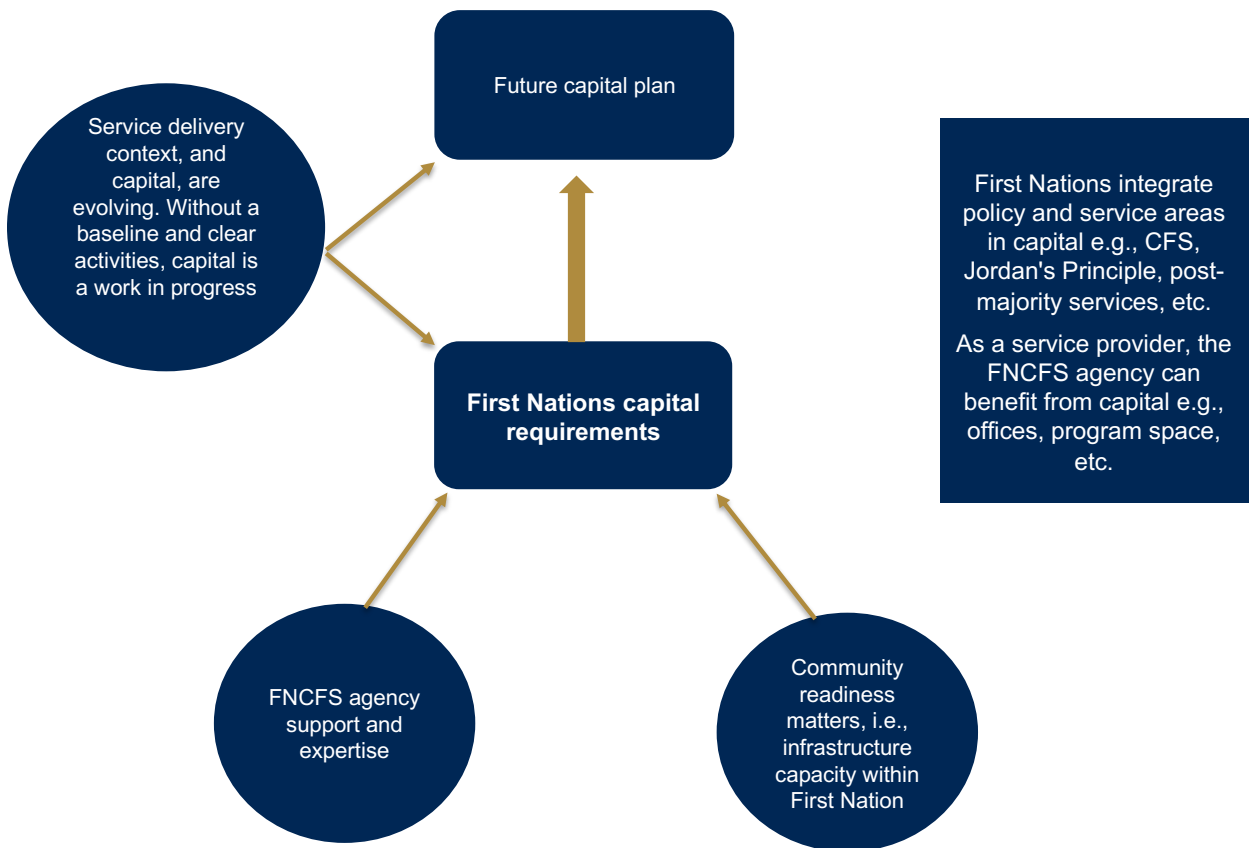
- The provincial data can be used as a starting point for estimating the costs of specific supports and services
- As approaches, needs, and cost analysis for First Nations youth are better captured and assessed, the estimates can be improved
- Capturing information about activities, costs, uptake, and needs will be crucial to improving our understanding of post-majority supports and services

Appendix E

FNCFS capital overview

Capital outlays to build or acquire assets may be required for the delivery of First Nations child and family services (FNCFS). Capital assets include new buildings, vehicles, major IT infrastructure, etc., that would be repaired and maintained (rather than replaced) to extend its useful life.

The capital needed for FNCFS on-reserve may be useful for a various service providers, e.g., FNCFS agency, First Nation CFS staff, First Nations Representative Services, Post Majority Supports and Services, Jordan's Principle, etc. In the context of FNCFS service delivery, common capital asset categories include buildings (for office and programming spaces), vehicles, and cultural camps. There is an opportunity integrate and leverage capital needs across related areas of child and family services, e.g., FNCFS, Jordan's Principle.



Capital requirements in a First Nation will be informed by its service context, including who is delivering services and how. For some First Nations, that context is in a state of change with the prospect of jurisdiction and related changes in child and family services. Along with the service delivery context, capital requirements can help to be defined by service providers, e.g., FNCFS agency, and the readiness and existing infrastructure plans in the First Nation.

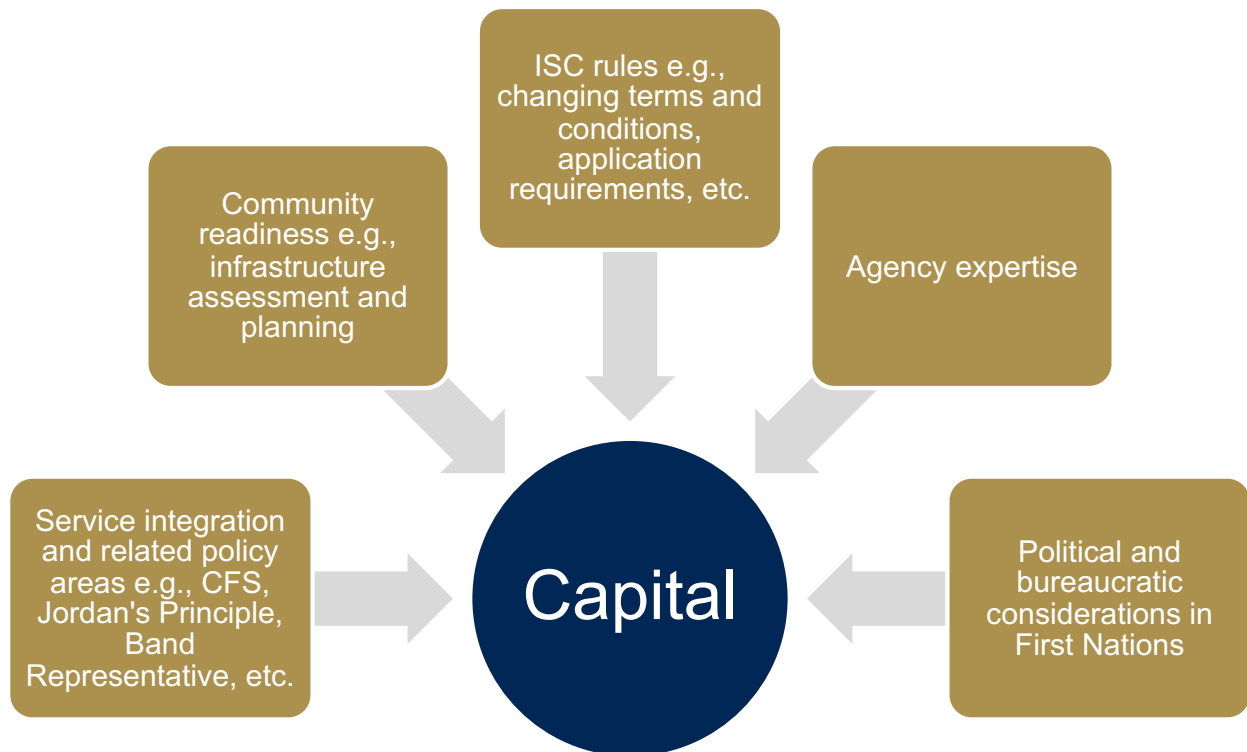
Capital for new builds is a complex undertaking for FNCFS agencies on-reserve. Funding requirements, access to land, assessing need and existing community infrastructure to support major capital projects, can create complexity. Regular capital needs assessments in First Nations and among service providers would generate the required information, helping to reduce the burden of generating the information for a single capital ask.

FNCFS agencies cannot own land or unilaterally build capital on-reserve. Collaboration and leadership from the First Nation are required.

Service delivery models in FNCFS are evolving. FNCFS agencies are providing protection and prevention services on-reserve. Many First Nations are increasing their prevention-focused service delivery with their FNCFS agencies. FNCFS agencies and First Nations require programming and office spaces for CFS.

Some FNCFS agencies are working with their First Nations to support their capital requests (namely, through CHRT 41). First Nations and FNCFS agencies are collaborating on requests and leveraging the approaches and needs of other departments within First Nations.

There is an opportunity to leverage resources and needs from different parts of a First Nation to support capital investments in the community. FNCFS agencies are one partner in the exercise.



CHRT 41 – Administering the capital order

February 20, 2024 (virtual discussion)

IFSD gathered with three senior colleagues working with a national organization, a First Nation, and an FNCFS agency to discuss the Canadian Human Rights Tribunal (CHRT) capital order (CHRT 41). The order requires the Government of Canada to fund the construction and purchase of capital assets to deliver First Nations child and family services (FNCFS) and Jordan’s Principle on-reserve.¹ The need for the capital assets was established by the CHRT.

In practice, the roll-out of CHRT 41 has been ad-hoc, inconsistent, and variable by region. Whether accessed through Jordan’s Principle or FNCFS, it appears that Indigenous Services Canada (ISC) has no consistent administrative approach to adjudicating requests through CHRT 41. This is challenging for those serving children and families in communities, as they regularly report a lack of capital assets, e.g., culturally appropriate spaces, vehicles, etc. to meet program and service delivery needs.

There was noted inconsistency on what constitutes an application that’s ‘ready to proceed’ as a CHRT 41 request. First Nations and their service providers, e.g., FNCFS agency, Jordan’s Principle team, may jointly prepare and submit requests for capital support through CHRT 41. The adjudication criteria for joint proposals differs for FNCFS and Jordan’s Principle. Some applicants, for instance, have been required to divide their proposal between FNCFS and Jordan’s Principle activity areas to have them adjudicated by ISC with two different sets of criteria. The requirements to demonstrate feasibility and the steps that follow are unclear and variable by region.

¹ https://decisions.chrt-tcdp.gc.ca/chrt-tcdp/decisions/en/item/516900/index.do?q=41#_Toc87963545

Regional variability in requirements and processes was highlighted during the discussion. Common among regions is a challenge in accessing CHRT 41 funding.² Different requirements and information are being requested in different regions. In some regions, staff time in a proposed building (down to hours/minutes) is being requested to substantiate capital requests and determine allowable funding. In other regions, the starting point for a capital request is a band council resolution (BCR), followed by a feasibility study, and needs assessment, with next steps left undefined. In addition, there were noted differences between regional timelines for adjudication and national ones (with the national office often taking longer than the region). The inconsistency in ISC's administration of CHRT 41 has been challenging for those navigating the proposal process.

While accessing resources through CHRT 41 has been challenging, other service areas, e.g., health, are being pushed to FNCFS and Jordan's Principle for needed resources. This suggests that available funding for FNCFS and Jordan's Principle capital is being used to cover gaps in other service areas. It is positive that resources are being provided to areas of need, but why the shortages were previously undefined or unfunded is unclear, and contrary to the purpose of the CHRT's orders.

To contextualize the CHRT 41 capital and adjudication process, IFSD will:

- 1) Explore examples of other federal departments/agencies funding capital. Do any departments have an approach that's known to work?
- 2) Compare ISC's capital process against: industry standards and those of other government departments. Are adjudication processes and requirements consistent with other practices?

In discussions on capital needs, collaborators (a mix of FNCFS agencies and First Nations contemplating/exercising jurisdiction) indicated their intent to continue to shift child and family services programming to emphasize protection, and ultimately reduce contact with protective services. However, they face several challenges in doing so. First, collaborators are working in the context of inter-generational trauma which can manifest itself in systemic issues such as addiction, family violence, and suicides. Physical capital alone, of course, will not be sufficient to address this, but inter-generational trauma is crucial to the context in which collaborators need to plan their programming.

The desire to pivot towards prevention is clear but ongoing challenges outside the influence of Child and Family Services (CFS) such as addictions and the lack of adequate space, be it the availability of decent housing or functional programming space, were highlighted as major barriers towards the realization of ultimate outcomes. The availability of decent housing in community was also articulated as one factor in the challenge for collaborators to attract and retain qualified human capital. The need for functional programming/office space and good quality accommodation is the dominant driver of CFS capital need.

Political developments such as the recent CHRT rulings and the implementation of Bill C-92 represent major opportunities for agencies and First Nations, but also introduce a

² See also Chief Copenace's (Ojibways of Onigaming) letter outlining challenges in accessing CHRT 41: <https://fncaringsociety.com/publications/caring-societys-october-10-2023-submission-tribunal>

challenge for planning future capital needs. The dynamic nature of these developments introduces substantial uncertainty as to the future state of CFS and the relationships between First Nations and agencies. For example, agencies often have trouble predicting future demand levels when the First Nations they serve might pass their own child welfare laws. Additionally, First Nations seeking jurisdiction understandably have difficulty articulating future demand as they are often establishing CFS programming for the first time and as such lack organizational history and historical operating data to forecast long-term needs.

Agencies and First Nations seeking jurisdiction do not always operate in the same context. For example, because agencies often serve multiple distinct communities, they are aware of and must account for the fact that each community served faces its own unique challenges and as such may need tailored programming that will require different capital assets.

Some collaborators noted that planning can be difficult because it is unclear what funding will be available in the future. A similar issue arises when agencies are considering expanding the population they serve or the programs they offer. While collaborators indicated that the recent funding, they have seen for CFS marks a large improvement they also reiterated the need for more funding. In discussions, collaborators often discussed need in terms of what they might be able to receive in funding rather than actual need, although some written submissions were able to move into this latter category. In addition, collaborators highlighted the restrictive nature of ISC funding. They highlighted various experiences where inability to fulfill specific guidelines for capital funding prevented the acquisition of capital that was within the overall mandate.

With respect to programming and office space for agencies, two key needs were brought to the attention of the IFSD. The first is having programming and office space in community to ensure that there is a local footprint and presence. The second is the ability to consolidate programming and office space in one main facility. Many collaborators struggle with having multiple buildings, that are often leased. These buildings often are not fit for purpose as they do not have one building large enough for all staff or the buildings are not strategically placed in a way that allows them to serve children and families most efficiently. These problems often arise when agencies do not have the capacity or funding for long-term planning and must take the first available space when a need arises. This is exacerbated by the concern identified earlier that in some centres there is a complete and utter lack of any programming or office space for purchase or lease.

Collaborators consistently identified housing as a major challenge. The problem, they explained, was twofold. First, there is often insufficient accommodations for staff to work on-reserve. Second, families or extended families serving as caregivers need to be able to provide safe and suitable housing for children (i.e., in a good state of repair and with enough bedrooms). More resources to help extended families improve their housing so that children can enter into a kinship care agreement rather than the protection system was desired. Moreover, many collaborators also highlighted how hard it is for

Indigenous families to obtain a mortgage. Often, agencies are faced with issues involving housing that are outside of the purview of CFS. In terms of housing-based services, some collaborators have found success in developing programs that involve providing off-reserve housing for youth, whereas others would like to begin offering housing options for youth. Additionally, many collaborators also offer or would like to offer various residential treatment programs for community members, although the nature of these services vary by collaborator.

Housing for youth-in-transition was often raised as a challenge for collaborators. ISC started a new funding stream for Post-Majority Care Services in April 2022. However, collaborators discussed how they are still without the necessary resources for those aging out of care. Many discussed how important it is for CFS providers to acquire their own post-majority housing. Geography and inter-generational trauma were central to these discussions. Regarding geography, several collaborators highlighted that often youth struggle in urban centres, so that it is important to provide them with adequate housing off-reserve. In terms of inter-generational trauma, it is worth noting that many accommodations that collaborators would like to offer would also include staff and support services.

Discussions indicated that even a seemingly unimportant characteristic such as the aesthetic is essential to the ability to fulfill mandate. Collaborators stressed they are working in highly stigmatized environments where community members are often reluctant to engage with or approach CFS. As such, holistic programming that builds trust and familiarity with children, families, and the community at large is vital to ensuring stigma does not act as a barrier to vulnerable children and families seeking supports and resources. Having capital, especially buildings, that are welcoming and culturally appropriate supports this aim by offering familiarity and a sense of belonging. This also includes features such as the ability to host events and workshops.

Although culture varies by community, certain patterns were repeated. Notably, many collaborators highlighted the communal nature of caring for children that they hope will guide their future programming. The importance of elders in the communal nature of caring for children was emphasised time and again so the need to have space and accommodation that was fit for the needs of elders was clear. The need for capital to be functional for cultural practices was highlighted by the example of the ability to smudge indoors being a key test of the cultural appropriateness of facilities that are meant to provide cultural programming and services. Other cultural assets such as land-based camps, tipis, and sweat lodges were frequently cited by collaborators.

Collaborators also discussed the importance of vehicles in their day-to-day operations. Challenges from vehicle capacity tend to manifest themselves in two ways. First, collaborators noted that they often need vehicles not only for directly providing prevention and/or protection services, but also for work with children and youth that takes them out of the community to obtain services and experiences that help them to thrive. Second, with regards to protection, many CFS workers are engaging with large families and require vehicles with sufficient seating when taking children into care.

Modelling an approach to costing capital needs

Modelling long-term capital asset needs requires certain types of information and assumptions about uses, needs, and drivers (for projections).

Required information	Description
Condition assessment	<ul style="list-style-type: none"> Assessing current state of infrastructure, e.g., asset type, age, condition, capacity, performance, and maintenance needs of existing stock
Future demand	<ul style="list-style-type: none"> Based on projected population growth, socio-economic conditions, and community priorities and aspirations
Criteria for prioritization	<ul style="list-style-type: none"> Approach to determining which projects will be selected and in what sequence
Funding gap and strategy	<ul style="list-style-type: none"> Determining available resources, needed resources, and the source of resources

Context

- Collaborators have different capital needs on different timelines with different starting points.
- An attempt at bottom-up capital needs assessment was undertaken with the 20 collaborators. Collaborators had limited information on the current state and value of their owned capital assets.
- There is a mix of leased and owned assets among collaborators. There is a propensity among collaborators to favour/desire owned assets. There are considerations of ownership and leverage when building assets on-reserve.
- **For reasons of need, capacity, and timing, a top-down approach to capital needs is proposed to estimate required resources.**
- Given the foregoing, IFSD recommends a national pool (application-based approach) to funding capital needs in the FNCFS Program.
- The Phase 2 report provided an approach to application-based funding for capital needs with a business case template (see [Funding First Nations child and family services \(FNCFS\): A performance budget approach to well-being](#), p. 141-155 and Appendix N).
- Until a clear portrait of current state of assets, prioritization, and demand can be produced by a majority of FNCFS Program funding recipients, a bottom-up approach to capital needs assessment will be of limited applicability for funding allocations.

Common Features

- 10-year annual forecast to meet “average” capital requirements (Office space, Vehicles, Garages, Emergency shelter homes/safehouses).
- Estimate based on detailed consultations with twenty service providers and population data for each community with cost data and benchmarks from external sources.
- The estimated costs for each community are adjusted based on their populations and geographic zone remoteness.
- A 20% contingency were added to estimated collaborator capital costs.
- All estimates are adjusted for inflation and population.

The Different Assumptions for each Scenario

<u>Low</u>	<u>Medium</u>	<u>High</u>
<p>5-year est. cost for 20 collaborators: \$76.5M (\$91.8M with 20% contingency)</p> <ul style="list-style-type: none"> • 30 cases per worker • 6 daily visits per case worker • \$195/square foot office space construction cost • \$260/square foot emergency shelter construction cost • \$188/square foot garage construction cost 	<p>5-year est. cost for 20 collaborators: \$89.8M (\$107.8M with 20% contingency)</p> <ul style="list-style-type: none"> • 25 cases per worker • 5 daily visits per case worker • \$290/square foot office space construction cost • \$308/square foot emergency shelter construction cost • \$240/square foot garage construction cost 	<p>5-year est. cost for 20 collaborators: \$110.6M (\$132.7M with 20% contingency)</p> <ul style="list-style-type: none"> • 20 cases per worker • 4 daily visits per case worker • \$375/square foot office space construction cost • \$355/square foot emergency shelter construction cost • \$292/square foot garage construction cost

Methodology

The conceptual framework to assess capital needs is based on the approach used by most public sector organizations, including the Government of Canada. It has five iterative steps:

- 1. Condition assessment:** assessment of the current state of infrastructure including factors such as asset type, age, condition, capacity, performance, and maintenance needs.
- 2. The future demand for infrastructure:** accounting for projected population growth, socio-economic development and stated community priorities and aspirations.
- 3. Prioritization criteria:** establishing criteria through which investment proposals are ranked, such as return on investments, connection to core mandate, and non-financial benefits, given a limited pool of funds.
- 4. Roles and responsibilities:** identifying the stakeholders involved in the capital plan development and execution process, and their respective responsibilities.
- 5. Establishing a funding strategy:** identifying the sources and uses of funds, including transfers from third-parties, loans, own-source revenues, and public-private partnerships, among others.

IFSD's capital analysis work focusses on the first two elements. Consultations were undertaken with First Nations Child and Family Service (FNFCFS) providers in twenty communities to assess their current conditions and needs. Following this, IFSD built a model to identify future demand and an acquisition strategy for capital.

From a modelling perspective, IFSD adopted a hybrid approach. Specifically, a "top-down" approach was used to estimate global capital requirements, informed by community-specific information and consultations with twenty stakeholders.

The model operates on a cash accounting basis. This means that costs are recognized when money changes hands. The motivation for this is twofold. First, the current appropriation system for federal transfers to First Nations is on a modified cash accounting basis. Second, cash accounting is more intuitive for laypersons and reflects feedback from stakeholders regarding how they actually budget.

Inflation is accounted for in the presentation of overall results. Specifically, the community-specific figures are "real" (that is, not inflation adjusted), but the aggregate figures are adjusted based on IFSD's August 2023 CPI forecast.

Finally, each of the operational variables has a "low", "medium" or "high" assumption. In turn, these settings are used to generate the "low", "medium" or "high" overall cost scenarios. Typically, the "medium" setting is the most reasonable assumption, with an equal adjustment on either side to generate the "low" or "high" assumptions.

Overarching Methodology Components

The following section summarises the data and modelling presented in the First Nations Child and Family Services Capital Excel Workbook. More detailed information, including a summary of citations, is presented in the workbook.

Population Demographics

Population demographics is the key input driving the model for determining the capital expenditure (CAPEX) requirements. In short, the number of individuals estimated to be living on reserve, their age, share of children in care of someone other than their parents, and the projected population growth rate frame overall cost estimates.

Data were sourced from both Indigenous Services Canada (ISC) (the population counts from the Indian Registry and care situations for children) and Statistics Canada (distributional information pertaining to the age structure of populations).

Statistics Canada publishes breakdowns of indigenous population at the community level for children 0 to 14 years of age and 15 to 19 years of age. Care situations in communities are inferred from the overall five-year moving average published by ISC for Foster Care, Kinship Care, Group Homes, and Institutions.

Statistics Canada data were used to determine the number of persons in post-majority care (19 to 22 years of age). While it is understood that there are children in communities that leave home as early as age 15, programming for post-majority supports targets individuals that have “aged-out” of the care system. These estimates assume an equal distribution of children in care between 15 to 19 years of age, with growth in each new cohort being determined by the overall historical growth in the population.

Remoteness

Geographic remoteness is the second key variable influencing model outcomes. More precisely, the more remote a community, the greater the operating and capital expenses. Each community is assigned a remoteness indicator based on the existing ISC’s existing classifications. In turn, there is a positive linear relationship assumed between the degree of remoteness, cost of operations, and capital improvements. These additional expenses reflect both a labour cost premium associated with working in remote locations, as well as additional transportation and shipping costs for capital goods.

Operational Methodology

Beyond the overarching estimation framework, there are also operational modelling components for each of the core capital goods that support FNFCS.

Space Requirements

Space requirements comprise four related components: office space requirements; recreation & special event space; emergency safe houses; and treatment centre capacity.

Office space for programming

Office space requirements are based on the estimated number of children in care and the corresponding case worker complement. The number of case workers required to serve the population is calculated based on the number of cases managed by each case worker. It is assumed that all case workers in each community require a common amount of office space.

In addition to case workers, space is provisioned for employees engaged in internal services (human resources, finance, communications, management, etcetera). It is assumed that the standard Government of Canada ratio applies in this circumstance. Specifically, the space requirement for internal services is 15% of the total number of case workers in each collaborator's community.

Calculation of space for recreation and events

Note that IFSD's model includes the capacity to assess the capacity and cost of recreation space. However, the model's default setting excludes this component. Hence, the following description outlines the modelling approach when this component is activated.

Space requirements for recreational or event-related purposes have been calculated based on the number of children in care and a standard estimate for square footage required per child. All assumptions are derived from Altus Group estimates.

Residential rehabilitation treatment centers

Note that IFSD's model includes the capacity to assess the capacity and cost of residential rehabilitation centres. However, the model's default setting excludes these components. Hence, the following description outlines the modelling approach when this component is activated.

The square footage of space required for constructing treatment centers for drug addiction varies depending on the type, size, design, and services offered in the facility.

Similar to space requirements for office staff and case workers, the modelling approach relies on estimating the overall estimated population of adults in the community suffering from substance use disorder. The propensity of substance use disorders is taken from a university study.

This figure is then adjusted by the amount of time a patient is required to spend in a facility, based on data from the Province of British Columbia. This, in turn, permits an estimate of how much capacity (that is, number of beds) would be required on an annual basis assuming a 100% capacity utilization rate. The estimated capacity is then multiplied by a unit cost estimate to determine the overall capital expense.

Emergency shelter homes and/or safe houses

Emergency shelter homes/safe homes and core housing is used inter-changeably in this model. The demand for space is determined by the share of the adult population estimated to be in core housing need according to the Government of Canada. This

figure is then multiplied by shelter size (taken from Province of British Columbia shelter building standards) and the construction cost per square foot (provided by the Altus Group).

Vehicles

The estimated cost of vehicles is determined by the number of case workers required to support a community. Each case worker is assumed to visit a certain number of children in care each day and will require one vehicle to make their daily rounds.

The type of vehicle is set by the Government of Canada's National Joint Council Standard for car rentals.

Garages and sheds

Garages and sheds are used inter-changeably in this model. The space requirement is derived from the number of vehicles required by each community, and the corresponding square footage. Each square foot of space is multiplied by the standard unit cost per square foot of a garage.

Longer-term capital plan projections

Cash flow projections beyond three years are uncertain due to several factors, including unpredictable changes in market conditions, events like COVID, and execution delays.

We have assumed a normal distribution pattern for the long-term capital disbursement. Specifically, spending gradually rises and peaks at year 3 and then tapers off by year 5. For the remaining time horizon, the projected spend is a constant 2.5% of asset values.

The aggregate amount of the CAPEX requirement is not expected to change significantly and remain within the estimated range. That said, IFSD expects a certain amount of variance in the actual timing of annual cash flows on account of the uncertainties noted above.

Contingency

Most government departments provision a 20% contingency in the total costs. IFSD has included a similar provision for contingencies in the long-term CAPEX funding requirements. IFSD would note that an organization's historical track record of completing real property projects on scope, time and budget needs to be analyzed to arrive at a true contingency reserve. In the absence of such historical data, a 20% contingency in-line with federal government departments is reasonable.

Appendix F

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Funding FNCFS: Considerations for remoteness

DRAFT – FOR DISCUSSION ONLY

June 23, 2023

What is IFSD's role in FNCFS?

- The Institute of Fiscal Studies and Democracy (IFSD) is an independent self-funded research consulting firm hosted at the University of Ottawa.
- Since 2018, IFSD has been working at the request of the Assembly of First Nations (AFN) and Caring Society on First Nations child and family services (FNCFS). **IFSD does not work for or take direction from the Government of Canada in this work.**
- IFSD does not have decision-making authority, nor does it sit at the negotiating table.

Funding considerations for the FNCFS program

- Transparency of the funding approach (structure; funding; accountability).
- Funding principles should be nationally applicable.
- Allocations for remoteness should consider all FNCFS agencies.
- Individual funding components are not – on their own – intended to be sufficient to address a challenge, e.g., remoteness, poverty, etc. IFSD's approach is to be understood holistically.
- Funding should be dynamic and needs-based, i.e., changing with the needs of First Nations.

Remoteness approaches

- There are different ways of allocating resources for remoteness. For a national program, the approach should be nationally applicable, be reflective of actual expenditures, and consider the differentiated costs of living and working in places with varying degrees of remoteness.
- An inadequately considered remoteness factor could introduce distortions in the funding approach such that either non-remote or remote service providers could be short-changed, especially, from a fixed funding pot.
- IFSD reviews four approaches to allocate funding for remoteness in Phase 3.
- IFSD remains open to additional models to nurture the reflections of the parties negotiating a final settlement.

	Cost adjusted factor (CAF)	Phase 2 - Scaled factor adjustment	15% CAF adjustment for remoteness index of 0.4 or higher	15% CAF adjustment for all
Description	Cost Adjusted Factor (CAF) calculated based on the remoteness index of a community and whether it has access to roads. Applied to the baseline only.	Factor increase to the baseline budget based on ISC's weighted remoteness quotient (relative basis) (factor of ^{1.1} , at 0.25%, 0.5% and 1%) based on Statistics Canada's remoteness index. Applied to the baseline only.	15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups.	15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.
Application	Baseline budget	Baseline budget	Baseline budget + top-ups	Baseline budget + top-ups
Source	ISC	IFSD	ISC	ISC with modifications by IFSD
Transparency	Most significant remoteness allocation Applied to all FNCFS agencies	Lowest remoteness allocation Applied to all FNCFS agencies	Slightly lower allocation than 15% CAF (all), but higher than Phase 2 Applied to FNCFS agencies serving First Nations with a Remoteness Index above 0.4	Lower than CAF, but slightly higher than CAF (0.4) Applied to all FNCFS agencies

IFSD's projects on FNCFS

Component	Phase 3 (Contract holder: AFN)	First Nations not affiliated to a FNCFS agency (Contract holder: Caring Society)
Goal/purpose	Test and model the approach from Phase 2, (with refinements), into First Nation and agency specific delivery models, to build tools and setup First Nations and FNCFS agencies for success in transition.	Define the current state and needs in child and family services of First Nations not affiliated to a First Nations child and family services (FNCFS) agency.
IFSD's mandate	<ul style="list-style-type: none"> – Close data gaps, e.g., capital needs, baselines – Model and test the proposed funding approach – Refine and test the Measuring to Thrive framework – Enhance fiscal certainty and planning tools 	<ul style="list-style-type: none"> – Assess needs for the delivery of prevention and other child and family related services – Quantify a structure and a range of costed approaches for the delivery of child and family services focused activities on-reserve – Consider capital, programming, and operational requirements (e.g., staff, IT, etc.) in the analysis
Approach	Bottom-up; questionnaire (FNCFS agencies); in-depth collaboration (1.5 years) from 20 collaborators (First Nations and FNCFS agencies); research and analysis; expert support	Bottom-up; questionnaire; case study collaborators; research and analysis
Project end	March 2024 (project end); final report to follow *Monthly updates	December 2023 *Monthly updates

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Remoteness Q&A

June 19, 2023

1) Why does remoteness matter in FNCFS?

The impacts of remoteness can be experienced differently in different places. For instance, a First Nation may be within a commutable distance from an urban centre, but without a vehicle or public transportation, the urban centre and its services can be inaccessible. Without year-round road access, the costs of acquiring goods and services are significantly higher, with additional challenges for mobility.

In child and family services, remoteness impacts access to services, e.g., therapists, psychologists, health care, etc., access to goods, e.g., vehicles, fuel, the ability to attract and retain personnel, and informs the context in which programs and services are being delivered.

In the first cost analysis of FNCFS agency expenditures in 2018, in which 76% of existing FNCFS agencies participated, IFSD found that agencies serving even one First Nation without year-round road access had total budgets twice the size of their peers, had travel costs five times as high, and twice the number of staff. These characteristics are reflective of the higher costs of doing business in remote places and the geography that needs to be covered. Remoteness in child and family services is a characteristic that influences service delivery and needs to be recognized. The question, however, is how to recognize the cost pressures of remoteness.

With current funding at actuals for FNCFS agencies, the increased costs of remoteness are included in their expenditures. This does not, however, mean that the resources are sufficient to address the ongoing impacts of remoteness related to planning and service delivery. In its dynamic funding approach, i.e., an approach that links and responds to changing community contexts, IFSD proposes an allocation to the budget to compensate for remoteness. The remoteness component is an addition to a current baseline that already includes actual expenditures, i.e., includes compensation for remoteness.

A top-up for remoteness on an overall budget is not designed to compensate in full for the different costs of living in remote places but is intended to recognize and offset pressures associated to operating in a remote context, e.g., extra costs of accessing a health professional, wireless connectivity, shipping, etc. Since remoteness can be about more than road access, applying a remoteness top-up on a relative basis for all FNCFS agencies can be useful.

2) To whom is IFSD's work in Phase 3 applicable?

IFSD's work in Phase 3 is designed to support First Nations contemplating or exercising jurisdiction, and FNCFS agencies.

The purpose is to test and model the approach from Phase 2, (with refinements), into First Nation and agency specific delivery models, to build tools and setup First Nations and FNCFS agencies for success in transition.

3) What approaches is IFSD reviewing in Phase 3 to allocate resources for remoteness?

In its modelling of the FNCFS funding approach, IFSD has reviewed four approaches to allocating resources for remoteness (see summary in table below).

The factor increase comes from Phase 2, and is a relative scale to increase budgets based on remoteness.

The Cost Adjusted Factor (CAF) and 15%CAF (remoteness >0.4) come from ISC. The 15%CAF applied to all FNCFS agencies uses ISC’s approach to allocate funding, but adjusts the application by applying it to all FNCFS agencies based on a population-weighted remoteness index.

There are different ways of allocating resources for remoteness. For a national program, the approach should be nationally applicable, be reflective of actual expenditures, and consider the differentiated costs of living and working in places with varying degrees of remoteness.

Given the gap in a First Nations-specific approach to adjusting for remoteness, a recommendation could be made to develop a bottom-up assessment of the actual costs of remoteness. Similar to the development of the Consumer Price Index, a First Nations-specific index for adjusting for the costs of remoteness could be developed based on actual goods, and updated on a regular basis to compensate for the changing costs of living in remote places.

Component	Description	Options
<p>Geography/remoteness</p>	<p>Resources to recognize the different costs of serving children and families in different geographic environments.</p>	<p>1) Factor increase to the baseline budget based on ISC’s weighted remoteness quotient (relative basis) (factor of ^1.1, at 0.25%, 0.5% and 1%) based on Statistics Canada’s remoteness index. Applied to the baseline only.</p>
		<p>2) Cost Adjusted Factor (CAF) calculated based on the remoteness index of a community and whether it has access to roads. Applied to the baseline only.</p>
		<p>3) 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups.</p>
		<p>4) 15% CAF applied to all FNCFS agencies’ population-weighted remoteness index and road access. Applied to the baseline + top-ups.</p>

4) What is the impact of remoteness funding for the national negotiations, i.e., if general funding (approx. \$23B is fixed), from which sources will you draw to compensate for remoteness?

An inadequately considered remoteness factor could introduce distortions in the funding approach such that either non-remote or remote service providers could be short-changed, especially, from a fixed funding pot.

When an adjustment factor is applied to a baseline of actual expenditures (that already include significantly higher factor inputs), there is a risk of double counting the necessary adjustments.

The remoteness top-up should be recognition of the additional costs of delivering a different set of needed services. We should not be relying on a top-up to address fundamental gaps in an operating baseline of the service provider. Those gaps should be closed.

5) What is IFSD's role in Phase 3?

Since 2018, IFSD has been working at the request of the Assembly of First Nations (AFN) and Caring Society on First Nations child and family services (FNCFS).

This work is intended to support First Nations, First Nations leadership, FNCFS agencies, and the negotiating parties.

As a research consulting firm, IFSD does not have decision-making authority, nor does it sit at the negotiating table.

IFSD relies on and is grateful for the contributions of First Nations and FNCFS agencies that help to shape this work. This would not be possible without your willingness to share information, time, and experiences with IFSD.

IFSD has had the pleasure of discussing interim findings and meeting with First Nations and FNCFS agencies across Canada in a variety of forums, e.g., regional gatherings, one-on-one discussions, workshops, etc.

The findings, analysis, and tools that result from IFSD's work on FNCFS, are intended to support First Nations, First Nations leadership, FNCFS agencies, and the parties negotiating long-term reform.

Appendix G

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Emergency levers in FNCFS

DRAFT – FOR DISCUSSION ONLY

February 21, 2024

IFSD's recommendation on emergency funding

- IFSD recommends allocating 2% of the baseline budget to be managed by service providers.
- The resources could be kept in reserve for future use (using the carry-forward provision of the block approach) or expended by the service provider.
- Should a provider be unable within its allocated budget to meet increased demands for protection and prevention services, it may seek recourse with the federal government.
- As the insurer of last resort, and the entity accountable for funding FNCFS on-reserve, should a provider be unable to manage due to exceptional circumstances beyond its control (i.e., not poor financial management), the federal government would be expected to provide resources to mitigate the emergency.
- A clearly defined set of terms and conditions should be defined for access to additional emergency resources.

Definitions

- **Emergency circumstance:** extenuating factors external to the service provider that require an atypical response from the service provider. An atypical resource is considered one beyond the standard course of business that impacts the delivery of protection and/or secondary and tertiary prevention services.
- **Emergency lever:** a mechanism to alleviate financial or operational pressures to an emergency circumstance.

The purpose of reform

- Purpose of FNCFS program reform = reduce contact with protection services.
- There's an assumption that prevention and protection together, when adequately funded, structured, and monitored, should provide better services to children and families. Over time, this should improve outcomes for children, families, and communities.
- Should this not be the case, service providers should be able to seek redress:
 - Demonstrate case with own data
 - Substantiate need

Managing the risks of change

- There is no risk-free change. Success is not guaranteed in any system. Success depends on different components of the system working together to deliver results (e.g., funding, people, structure, etc.).
- Reform is meant to:
 - End discrimination
 - Ensure discrimination does not reoccur
- IFSD's proposed approach includes changes in three main areas (with linkages between them to create sustainable change):
 - Structure
 - Funding
 - Accountability
- If one of these three elements is not present or inconsistently reformed, do not proceed with reform.

What safety measures exist in IFSD's proposed approach?

- Increase in resources linked to different contexts (in IFSD's proposed approach, FNCFS providers on average, have a 15% increase to their reported budget).
- Stabilized planning environment with clear resource allocations in a block.
- Service provider control of resource allocation on the ground.
- Emergency funding included in provider-managed funds.

Risks of reform

- Reform the FNCFS program with changes to funding, structure, and accountability to: 1) end discrimination; 2) ensure it does not reoccur.
- Service providers are seeking safety measures to ensure the success of reform.
- Differentiated starting points mean different states of readiness and tools for transition.
- There is no risk-free change.

There is a decision to be made on care and control in delivery and accountability in FNCFS:

Should it rest with First Nations and their delegated service providers or Indigenous Services Canada?

Control and funding approaches

- In a fee-for-service model (i.e., ISC pays bill for activity), power rests with ISC.
 - ISC dictates funding streams and uses
 - ISC determine allowable expenditures
 - ISC reallocates resources within the department and different priorities because funding is not infinite, nor is it protected for FNCFS
- In a block approach, decisions on *how* to spend resources rests with the service provider.
 - Service provider has agreement with a defined funding amount which supports planning
 - Service provider has autonomy in allocation and does not seek approvals or reimbursements from ISC on spending
 - Service provider is accountable for delivering on mandate

Control and funding approaches (cont.)

Consideration	Past	Current	Future (IFSD's approach)
Funding approach	Fee-for-service	Fee-for-service via actuals process	Block (provider controls <i>how</i> they spend)
Control of spending	ISC	ISC, with increased flexibility with reimbursement for actual spending	First Nation/delegated service provider
Accountability for results	Service provider	Service provider	Service provider

Options for emergency funding

- IFSD's recommendation: Agency/provider retains emergency allocation and is responsible for managing.

- Other options for emergency funding:
 - 1) Defined amount in a fund, managed by ISC.
 - Fee-for-service
 - Allocated by request/application
 - Should be defined in special purpose allotment, to ensure it cannot be reallocated.

 - 2) Forego structural reform and continue the fee-for-service model.

Appendix H

Funding maintenance for children in out-of-home care

As national estimates were prepared for the FNCFS Program (FNCFS agencies only) with the collaboratively developed funding approach, the funding of maintenance for children in out-of-home care remained an outstanding issue.

IFSD requested assistance from FNCFS agency collaborators. To better understand maintenance payment trends, IFSD required expenditure information (see Table 1 below). The expenditure information from the federal and provincial governments, as well as specific maintenance allocations were requested.

Fiscal year	Children in care		Total expenditures		Total child in care expenditures			
	Federal	Provincial	Federal	Provincial	Federal	Federal maintenance expenditures	Provincial	Provincial maintenance expenditures
<i>Period from April 1 to March 31</i>	<i>Include the number of children in care funded by the federal government at March 31 (of the relevant end of the fiscal year)</i>	<i>Include the number of children in care funded by the provincial government at March 31 (of the relevant end of the fiscal year)</i>	<i>Agency's total FEDERAL-ONLY expenditures for the fiscal year</i>	<i>Agency's total PROVINCIAL-ONLY expenditures for the fiscal year</i>	<i>Agency's total expenditures associated exclusively to children in care (i.e., maintenance payments, child special allowance) paid by the federal government (no other expenditures to be included)</i>	<i>Agency's maintenance expenditures for federally-funded children, i.e., maintenance paid by the federal government (no other expenditures to be included)</i>	<i>Agency's total expenditures associated exclusively to children in care (i.e., maintenance payments, child special allowance) paid by the provincial government (no other expenditures to be included)</i>	<i>Agency's maintenance expenditures for provincially-funded children, i.e., paid by the provincial government (no other expenditures to be included)</i>
2022-2023								
2021-2022								
2020-2021								
2019-2020								
2018-2019 [...]								

Eight responses were provided from FNCFS agency collaborators (mostly based in Manitoba).

Analysis of **federal expenditure** information indicates:

- 1) Variability in the ratios of maintenance expenditures to total federal expenditures. For instance, some collaborators have average maintenance expenditures at approximately 20% of their total federal expenditures, while others are greater than 50% across fiscal years.
- 2) The ratio of maintenance to federal expenditures has been decreasing over time to varying degrees. In general, maintenance expenditures as a proportion of total federal expenditures are decreasing (even though federal expenditures are increasing for most reporting collaborators). This suggests that federal expenditures are targeting other activity areas, e.g., prevention, operations, etc.

Based on the analysis, IFSD proposes the following action for maintenance allocations for out-of-home care:

Maintain the block funding approach with allocations (calculated from the baseline budget) for emergency and maintenance expenditures. Any maintenance expenditures for out-of-home care that exceed the FNCFS agency's block funding allocation are to be billed at actual costs to Indigenous Services Canada (ISC). It is suggested that terms and conditions be defined to govern adjudication time, criteria, and payment time.

There are two possible triggers that require additional funding for maintenance:

- 1) The FNCFS agency has expended all resources for the fiscal year without considering contingency;
- 2) The FNCFS agency can justify that a maintenance expense is extraordinary (beyond usual costs of doing business).

For #1, the burden would be on the agency to reallocate and work within their allocated funds. For #2, the request for supplementary resources would have to be substantiated.

IFSD understands from collaborators that one exceptional maintenance circumstance could severely impact a budget. With #2, the FNCFS agency would be positioned to determine whether pursuing supplementary funds is necessary.

With IFSD's proposed funding approach, FNCFS agency budgets increase relative to current expenditures. IFSD's assumption is that for most (if not all) of an agency's annual operations, the allocation should be sufficient in block form.

However, IFSD recognizes that there are extenuating circumstances where maintenance costs, e.g., for complex needs, specialized homes, etc. can extend beyond the available budget. In those circumstances, IFSD proposes that those emergency/anomalous maintenance for out-of-home care expenditures are paid by the federal government at actual costs.

The provinces that provide protection services would operate similarly as the insurer of last resort. If you are an FNCFS agency, your insurer of last resort for on-reserve activities is the federal government.

Appendix I

Overview of the Consumer Price Index (CPI)

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

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

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

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

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

2) What is included in the CPI?

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

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

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

3) When is the CPI adjusted?

The CPI is adjusted monthly.

Every month Statistics Canada releases the value of the CPI for the previous month. The release includes the CPI for all items included and several

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

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

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

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

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

Appendix J

Component	Description	Options
Baseline budget	Existing FNCFS agency budget, considered sufficient for protection and related activities.	Federal-only portion of FNCFS agency reported expenditures
Information technology (IT)	Allocation for hardware and software, based on not-for-profit industry standards.	LOW: 5% of the baseline budget
		MED: 5.5% of the baseline budget
		HIGH: 6% of the baseline budget
Results	Allocation to support data collection and analysis.	LOW: 1% of the baseline budget
		MED: 3% of the baseline budget
		HIGH: 5% of the baseline budget
Poverty	Allocation to mitigate some impacts of poverty and its contact with protection services. Not meant to alleviate or solve poverty in a First Nation. Difference between Market Basket Measure (MBM) by province/region for populations <30,000 people and after tax median household income on-reserve (Census 2016 data). Data is not available for household median income and the number of households for all First Nations. For each agency, we used the population-weighted average of the after-tax median income of the First Nations for which we have data to extrapolate the missing data.	LOW: 3% of the difference
		MED: 5% of the difference
		HIGH: 7% of the difference
Emergency fund	Support responses to unanticipated circumstances related to CFS that affect demand for core services.	LOW: 0.5% of the baseline budget
		MED: 1% of the baseline budget
		HIGH: 2% of the baseline budget
Maintenance allocation	Support to mitigate the changing costs of child maintenance (over and above inflation).	LOW: 1% of the baseline budget
		MED: 2% of the baseline budget
		HIGH: 3% of the baseline budget

Prevention	Resources to design and deliver programming to reduce child contact with protective services and keep families unified.	Per capita allocation: \$2,500
Geography/Remoteness	Resources to recognize the different costs of serving children and families in different geographic environments.	<p>Option 1: 15% CAF for First Nations above a Remoteness Index of 0.4, and weighted based on population to apply to agency funding. Applied to the baseline + top-ups.</p> <p>Option 2: 15% CAF applied to all FNCFS agencies' population-weighted remoteness index and road access. Applied to the baseline + top-ups.</p>
Inflation	Pegged to the Consumer Price Index (CPI).	Variable; adjusted for the previous year's average inflation rate.
Population	IRS population data by Band.	IRS 2022

Five-year national FNCFS agency funding estimates
Remoteness applied to First Nations with remoteness >0.4

CAF_15%_>0.4		Fiscal year					
Provinces	Scenarios	2023-24	2024-25	2025-26	2026-27	2027-28	Total
Alberta	Low Scenario	\$401,633,685	\$421,898,856	\$442,123,386	\$463,285,936	\$484,947,413	\$2,213,889,276
	Medium Scenario	\$411,621,629	\$432,390,748	\$453,118,215	\$474,807,162	\$497,007,182	\$2,268,944,937
	IFSD recommendation	\$419,509,860	\$440,676,980	\$461,801,662	\$483,906,251	\$506,531,713	\$2,312,426,467
	High Scenario	\$422,595,602	\$443,918,418	\$465,198,475	\$487,465,774	\$510,257,518	\$2,329,435,788
Atlantic	Low Scenario	\$152,368,740	\$161,714,390	\$171,386,693	\$181,442,126	\$191,984,385	\$858,896,335
	Medium Scenario	\$158,046,998	\$167,740,920	\$177,773,631	\$188,203,715	\$199,138,841	\$890,904,104
	IFSD recommendation	\$161,289,237	\$171,181,963	\$181,420,523	\$192,064,566	\$203,223,913	\$909,180,203
	High Scenario	\$164,130,535	\$174,197,581	\$184,616,430	\$195,447,909	\$206,803,930	\$925,196,385
British Columbia	Low Scenario	\$381,505,568	\$401,488,539	\$421,916,917	\$443,471,298	\$465,209,162	\$2,113,591,483
	Medium Scenario	\$393,513,794	\$414,125,567	\$435,197,216	\$457,430,152	\$479,851,870	\$2,180,118,599
	IFSD recommendation	\$403,205,145	\$424,324,438	\$445,915,323	\$468,696,177	\$491,669,576	\$2,233,810,659
	High Scenario	\$406,733,440	\$428,037,454	\$449,817,278	\$472,797,259	\$495,971,791	\$2,253,357,222
Manitoba	Low Scenario	\$581,371,135	\$612,140,066	\$644,532,286	\$678,372,940	\$713,081,615	\$3,229,498,042
	Medium Scenario	\$596,020,293	\$627,564,536	\$660,773,160	\$695,466,349	\$731,049,661	\$3,310,873,999
	IFSD recommendation	\$606,783,716	\$638,897,594	\$672,706,024	\$708,025,682	\$744,251,618	\$3,370,664,634
	High Scenario	\$612,014,878	\$644,405,639	\$678,505,641	\$714,129,675	\$750,667,951	\$3,399,723,785
Ontario	Low Scenario	\$680,917,452	\$712,294,539	\$745,388,066	\$779,579,070	\$815,476,793	\$3,733,655,921
	Medium Scenario	\$699,270,405	\$731,493,189	\$765,478,523	\$800,591,387	\$837,456,480	\$3,834,289,983
	IFSD recommendation	\$714,500,404	\$747,424,785	\$782,150,333	\$818,028,032	\$855,696,107	\$3,917,799,661
	High Scenario	\$719,527,108	\$752,683,288	\$787,652,956	\$823,783,284	\$861,716,119	\$3,945,362,755
Quebec	Low Scenario	\$198,808,814	\$207,982,991	\$217,378,763	\$227,278,879	\$237,563,810	\$1,089,013,257
	Medium Scenario	\$202,947,008	\$212,312,046	\$221,903,392	\$232,009,607	\$242,508,626	\$1,111,680,679
	IFSD recommendation	\$206,473,758	\$216,001,479	\$225,759,506	\$236,041,341	\$246,722,880	\$1,130,998,962
	High Scenario	\$207,526,046	\$217,102,280	\$226,910,034	\$237,244,302	\$247,980,224	\$1,136,762,886
Saskatchewan	Low Scenario	\$409,455,158	\$433,644,381	\$459,361,702	\$485,970,372	\$513,445,270	\$2,301,876,882
	Medium Scenario	\$419,728,530	\$444,524,659	\$470,887,304	\$498,163,602	\$526,327,886	\$2,359,631,980
	IFSD recommendation	\$426,323,932	\$451,509,655	\$478,286,523	\$505,991,432	\$534,598,325	\$2,396,709,866
	High Scenario	\$430,826,328	\$456,278,060	\$483,337,808	\$511,335,310	\$540,244,308	\$2,422,021,814
Total	Low Scenario	\$2,806,060,551	\$2,951,163,763	\$3,102,087,814	\$3,259,400,621	\$3,421,708,447	\$15,540,421,196
	Medium Scenario	\$2,881,148,657	\$3,030,151,665	\$3,185,131,440	\$3,346,671,973	\$3,513,340,546	\$15,956,444,280
	IFSD recommendation	\$2,938,086,050	\$3,090,016,893	\$3,248,039,894	\$3,412,753,481	\$3,582,694,133	\$16,271,590,452
	High Scenario	\$2,963,353,937	\$3,116,622,720	\$3,276,038,623	\$3,442,203,514	\$3,613,641,842	\$16,411,860,636

Appendix K1

Indicators for testing in 2023

The Institute of Fiscal Studies and Democracy (IFSD) is working with the Assembly of First Nations (AFN) and the Caring Society to support the long-term reform of First Nations child and family services (FNCFS). Part of this work is focused on building budgets, understanding capital needs, and testing performance measurement approaches in anticipation of a reformed program, known as Phase 3.

IFSD's work builds on previous work in FNCFS since 2018. Phase 1 was a cost and gap analysis of the FNCFS system. Phase 2 proposed an approach to funding FNCFS based on differentiated needs, including the Measuring to Thrive framework developed with FNCFS agency leadership and other experts (an overview of the framework is on p. 39-116 of the Phase 2 report, [Funding First Nations child and family services \(FNCFS\): A performance budget approach to well-being](#)). Phase 3 leverages these findings and builds on the approaches by putting the ideas and models from Phase 2 into practice.

There are 20 collaborators (a mix of FNCFS agencies, First Nations exercising jurisdiction, and FNCFS agencies exercising jurisdiction with their First Nation) working with IFSD on Phase 3. IFSD is grateful to the community of collaborators for continuing to share their time, knowledge, and experiences to improve FNCFS.

Phase 3 collaborators convened on November 8-9, 2022, in Ottawa to define indicators to pilot in 2023, as well as to identify indicators for Indigenous Services Canada (ISC) to consider in a reformed program. The workshop was attended by 18 of the 20 collaborators for Phase 3, with 44 participants contributing to the discussion.

The workshop had three goals:

- 1) Build consensus on the Measuring to Thrive indicators to test in the 2023 pilot.
- 2) Build consensus on the Measuring to Thrive indicators to propose to Indigenous Services Canada (ISC) for a reformed FNCFS program (possibly, same indicators as #1).
- 3) Learn and exchange among colleagues on practices and lessons in data collection, measurement, and evidence generation.

The collaborators identified 15 potential indicators to pilot with their agency or First Nation in 2023, and proposed 5 indicators for Indigenous Services Canada (ISC) to use to measure performance in a reformed program.

A summary of the proceedings (which followed the Chatham House Rule), as well as the list of selected indicators is included below. The collaborators should be commended for their intensive efforts over two days. They have laid the foundations for the measurement pilot in 2023.

Summary of proceedings

Over two days, 44 participants from 18 collaborating FNCFS agencies and First Nations shared practices, perspectives, and established a starting point to pilot the measure of well-being in 2023.

Working from the 75-indicators in the Measuring to Thrive framework, collaborators worked in small groups to first, assess information availability of different indicators, and second, to identify the indicators they considered most relevant to measuring well-being in FNCFS. Following the small group work, the workshop would convene in plenary to report on findings and prepare for next steps.

The small group discussions were fruitful and highlighted the different starting points of collaborators. From those actively collecting and analyzing data to those working to define their mandate, the deliberations highlighted at once their diversity and commonalities in confronting similar challenges. It was evident that multiple approaches to delivering FNCFS will emerge (are already emerging) in a reformed system.

The plenary discussions were an opportunity to express differences and build consensus. As the discussions proceeded, collaborators worked to identify common areas of measurement relevant to well-being. For some collaborators, the premise of starting from the Measuring to Thrive framework was imperfect. They would have preferred starting from scratch with their First Nations. For example, some collaborators expressed a sense of inadequacy of existing indicators to measure spiritual, cultural, and community-based well-being of their communities. Their position was recognized, and collaborators added spirituality as an indicator to measure well-being. It was highlighted, by collaborators that the measures, albeit imperfect, were developed with contributions from FNCFS agencies and experts, with the goal of broad applicability and use.

With Measuring to Thrive as a starting point, the collaborators identified 15 indicators to pilot with their FNCFS agency or First Nation. Collaborators agreed to select as few or as many indicators as they considered feasible from the 15.

The proposed indicators for ISC were a subset of the 15 indicators. There was debate among collaborators as to what ISC should collect or what information it should be entitled to access. ISC is not the service provider, they are the funder. As funder, they have constitutional obligations to report to Parliament (and through Parliament, Canadians) on the application of public funds and their results. To this end, the indicators selected for ISC emphasize the contextual considerations that shape an environment, e.g., housing, potable water, and access to services, along with child and family services-specific indicators, e.g., family (re)unification, that serve as proxies for the overall well-being of communities.

Measurement, as highlighted by two presentations from collaborators, is not a linear exercise. There is constant learning and reworking of practices to address unexpected

challenges while celebrating unanticipated learnings along the way. This will be a challenging exercise but that is the point. Collaborators generously committed to working in their own contexts and together to learn and support others on the journey to long-term reform.

The purpose of the pilot exercise is to:

- 1) Learn about the measurement process and share practices, tools, and approaches;
- 2) Leverage learnings to define a well-being focused approach to measurement with First Nations care and control of delivery.

The list of selected indicators for collaborator testing and those to be proposed to ISC are reviewed below. IFSD will work with the collaborators' selections to prepare draft definitions for operationalization, i.e., define the indicator and explain how to collect information about it. Collaborators recognized that important information may not be available to populate the indicators but nonetheless chose to highlight their relevance for long-term measurement.

In February 2023, collaborators will convene again to review the testing framework, tools, and prepare for the pilot exercise.

The purpose of a monitoring system focused on well-being is to capture if discrimination exists. This is a crucial form of accountability. Measuring well-being through a framework will generate a truth, and one that may run counter to what is held to be true. We should be prepared to learn from the exercise. The data generated from the exercise and evidence produced may run counter to what we know now. That is an expected and accepted part of this exercise. Measurement is about accountability, but it does not make the entity measuring the only one accountable for the result. Environment Canada may measure the weather, but it is not accountable for the forecast.

This is an exciting and challenging opportunity for FNCFS agencies and First Nations to lead in the measurement of well-being.

IFSD is tasked with populating a framework to operationalize the indicators. There are certain indicators, e.g., livable income, for which IFSD will propose a range of potential approaches for measurement. IFSD will prepare the analysis for collaborators to review, refine, and prepare for implementation during the test phase.

Service provider indicators

Indicator	Purpose	Definition for operationalization	Notes/considerations
1) Knowledge of Indigenous language			
2) Connection (access) to land			
3) Community-based activities			
4) Spirituality			
5) Family (re)unification			
6) Placement within community (kin and kith)			
7) Stability (i.e., moves in care)			
8) Family violence			
9) Substance misuse			
10) Access to mental health and specialized services within the community			
11) Livable income			
12) Access to early childhood education			
13) Meeting numeracy and literacy targets a. Elementary b. Secondary			
14) Secondary school completion rate			

15) Access to post-secondary education			
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Indicators for ISC

Indicator	Purpose	Definition for operationalization	Notes/considerations
1) Safe and suitable housing			
2) Sufficient and safe water from source to tap			
3) Family reunification			
4) Livable income			
5) Access to mental health and specialized services within the community			

Appendix K2

Indicator	Case-level or community-level indicator	Definition	Measure	Data source	Level of aggregation		
					Case level	Provider level	First Nation level
<i>What will be measured</i>	<i>Point of data collection</i>	<i>Why indicator matters to understanding well-being in FNCFS</i>	<i>How data will be captured</i>	<i>Information source ex. Case file, front-line worker/SW, notes, Census data</i>	<i>Data from a case file</i>	<i>Data, i.e., case files, aggregated to the level of the service provider, i.e., First Nation or FNCFS agency</i>	<i>Data aggregated to the level of the First Nation, typically, for community indicators</i>
Knowledge of Indigenous language	Case-level	Language is connected to culture. One study found that First Nations who had high levels of language knowledge had significantly lower rates of suicide than those with lower levels and for non-Indigenous youth. Researchers identified language as the strongest cultural continuity factor contributing to this difference.	The child or youth (age 5+) in care engages in learning and/or speaking their Indigenous language through formal education, community/collateral programming, or social exposure (Y/N).	Case file, front line worker/social worker through observation.	A child or youth in care engages in learning and/or speaking their Indigenous language through formal education, community/collateral programming, or social exposure (Y/N).	Percentage of children or youth in care that engaged in learning and/or speaking their Indigenous language.	N/A
Connection (access) to land	Case-level	Connection to land helps support children and youth to be connected to culture, and tradition. In a study examining suicide rates among First Nations youth in British Columbia, researchers found that among communities where cultural continuity was preserved through avenues such as securing land claims, were self-governing, had band-administered education, police, fire and health services as well as cultural facilities within the community had lower suicide rates than communities where these factors were less present.	Child or youth (age 5+) in care reports a sense of connection to the land through visits to traditional lands or First Nation (Y/N).	Case file, front line worker/social worker through observation.	A child or youth in care reports a sense of connection to the land through visits to traditional lands or First Nation (Y/N).	Percentage of children or youth in care that reports a sense of connection to the land through visits to traditional lands or First Nation.	N/A
Community-based activities	Case-level	Participation in social activities is important for developing social competence and skills and is linked with fewer behavioural problems and higher self-esteem.	The child or youth (age 5+) in care took part in an activity and/or cultural activity within their First Nation at least once within the reporting period (Y/N).	Case file, front line worker/social worker through observation.	A child or youth in care took part in an activity within their First Nation at least once within the reporting period (Y/N).	Percentage of children or youth in care who took part in an activity within their First Nation at least once within the reporting period.	N/A
Spirituality	Case-level	Spirituality helps support children and youth to be connected to land, culture, and tradition. Many studies have demonstrated Indigenous spirituality acting as a protective factor against alcohol abuse and suicide.	The child or youth (age 5+) in out of home placement identifies active spiritual practice. They participate in activities to connect them with their belief system and support spiritual experiences and development (Y/N).	Case file, front line worker/social worker through observation.	A child or youth in care identifies active spiritual practice (Y/N).	Percentage of children or youth in care who identify active spiritual practice.	N/A
Reason for entry (e.g., neglect, domestic violence, etc.)	Case-level	Reason for entry, informs why a child entered protective services, which can help evaluate whether the child welfare system is appropriately responding to cases of maltreatment.	The child or youth entered care because of a concern for their welfare due to maltreatment. Select all that apply: 1. Physical abuse 2. Sexual abuse 3. Neglect 4. Emotional maltreatment 5. Exposure to intimate partner violence 6. Parent/caregiver addictions 7. Other (please define)	Case file	Maltreatment reason(s) a child or youth entered care.	Percentage of children or youth who entered care based on reason for entry.	N/A

Stability (i.e., moves in care)	Case-level	Multiple moves in care are associated with various negative outcomes among children. Instability may elicit a toxic stress response, which can result in developmental delays and behaviour problems. In turn, this can propagate a negative cycle of displacement and worsening attachment disorders.	Number of moves in care in the reporting period.	Case file	Number of moves in care in the reporting period.	Average number of days a child spent in care during the reporting period.	N/A
Placement within community (kin and kith)	Case-level	Compared to foster children, children in kinship care have displayed better outcomes with respect to behavioural development and mental health functioning.	A child or youth in care is placed in a home with kin/kith.	Case file	A child or youth in care is placed in a home with kin/kith (Y/N).	Percentage of children or youth in care placed in a home with kin/kith.	N/A
Time to exit	Case-level	Time to exit informs how long a child or youth remains in care, which can help evaluate whether the child welfare system is appropriately responding to cases of maltreatment.	The total number of days spent in care by a child before they leave care (whether or not they were continuous).	Case file	Total number of days spent in care before they leave care.	Average number of days a child or youth spent in care before exit.	N/A
Reason for exit (e.g., adoption, age-out, etc).	Case-level	Reason for exit informs why a child or youth leaves care which can inform children or youth in care's outcomes	A child or youth exits care. Please indicate the reason: 1.age-out 2.permanent placement 3.reunification with family 4.placement with kin/kith 5.runaway 6.death 7.other (please define)	Case file	Reason a child or youth exits care.	Percentage of children or youth who exited care based on indicated reason.	N/A
Family reunification	Case-level	A stable and permanent living situation is essential for healthy development and establishing more secure and strong relationships with caregivers, which in turn impact a child's ability to thrive. Research has demonstrated that in general, a child's family is the best way to deliver this environment.	A child or youth exits care and returns to their family, i.e., returning to the place from which they were originally removed, residing with family, friends, community members.	Case file	A child or youth returns to live with their family (Y/N).	Average rate of family reunification occurrence.	N/A
Substance misuse	Community	Substance misuse can lead to a variety of serious health issues both physical and mental and has drastic negative impacts on outcomes regarding employment, income and general well-being.	Annual percentage of members in the First Nation (on-reserve) that have dependencies or substance misuse challenges.	From community	N/A	N/A	Rate of First Nation members with dependences or substance misuse challenges.
Access to mental health and specialized services within the community	Community	Given the effects of intergenerational trauma on mental health among Indigenous peoples, the availability of mental health and specialized services is important to support Indigenous children and youth.	First Nation delivers or can access the required mental health and specialized services required to support the delivery of child and family services within its community. Such services include, but are not limited to, therapists, psychologists, addictions treatment, post-treatment support, etc. (Y/N).	From community	N/A	N/A	Does the First Nation have mental health and specialized services required to support the delivery of child and family services (Y/N).

Access to early childhood education	Community	Participation in early childhood education is a well-evidenced intervention to enhance school readiness, especially among children from disadvantaged backgrounds. Ensuring that children are better prepared when entering school aims to improve educational achievement – a key factor in social mobility and escaping poverty.	The First Nation delivers early childhood education (on-reserve) that can be accessed by its members (for free or at a cost) (Y/N).	From community	N/A	N/A	Does the First Nation deliver early childhood education (on-reserve) that can be accessed by its members (for free or at a cost) (Y/N).
Meeting numeracy and literacy targets							
a. Elementary		Educational attainment is important for child well-being, particularly in the context of a child's socio-economic trajectory. Literacy and numeracy scores tell us how well the child is performing in school and is a gauge of cognitive functioning.	Percentage of elementary school students in the First Nation (on-reserve) that are meeting provincial-standard numeracy and literacy targets.	From community	N/A	N/A	Rate of elementary school students in the First Nation that met the provincial-standard numeracy and literacy targets.
b. Secondary	Community	Most of the gaps that are seen at age 18 are already present at age five. Gaps tend to widen as opposed to shrink as the child proceeds through formal schooling and are predictive of future school performance and educational attainment.	Percentage of secondary school students in the First Nation (on-reserve) are meeting provincial-standard numeracy and literacy targets.	From community	N/A	N/A	Rate of secondary school students in the First Nation who met the provincial-standard numeracy and literacy targets.
Secondary school completion rate	Community	Failure to complete high school is linked to higher rates of welfare dependency and criminality. Elevated high school graduation rates lead to higher earnings, higher percentages of home ownership, lower rates of welfare assistance, fewer out-of-wedlock births and fewer arrests.	Percentage of high-school aged youth graduated/completed secondary school diploma or equivalency.	Statistics Canada, Census data	N/A	N/A	Rate of high-school aged youth who graduated/completed secondary school diploma or equivalency.
Access to post-secondary education	Community	Children and youth exhibit positive attitudes toward learning and are supported in their educational development. Employment rates are higher for Indigenous peoples with post-secondary credentials	Percentage of members of the First Nation (on-reserve) who are currently accessing post-secondary education (in-person or online)? Is it available? Is it accessible?	From community	N/A	N/A	Rate of members of First Nation who currently access post-secondary education.

Safe and suitable housing	Community	Housing improvements linked with improved health include renovations, relocation, and energy efficiency projects. For children, housing improvements were associated with a decrease in respiratory illnesses and lower rates of school absenteeism. For adults, long-lasting improvements in mental health have been demonstrated.	Percentage of residential dwellings in the First Nation (on-reserve) that are suitable.	Statistics Canada, Census data	N/A	N/A	Rate of residential dwellings in the First Nation (on-reserve) that are suitable.
Sufficient and safe water from source to tap	Community	Access to potable water is widely recognized as a fundamental condition for human health, and the lack of access to safe drinking water and adequate sanitation is one of the greatest threats facing vulnerable populations in the world. Clean, accessible, and sustainable drinking water is a basic necessity of life, and indispensable for meeting national and international standards of health, justice, equality, and responsibility.	Percentage of dwellings that have potable water required for standard daily activities (i.e., not industrial), from source to tap.	From community	N/A	N/A	Rate of dwellings in First Nation community with potable water required for standard daily activities from source to tap.
Livable income	Community	Families in chronic and persistent poverty are especially prone to challenges with self-sufficiency and may require additional support to reach this objective. For many First Nations households, life choices can be severely compromised by high food costs, poor availability of healthy food, low income, and/or high housing and heating costs	Use the Northern MBM (MBM_N), which reflects the cost of living in the North.	Statistics Canada	N/A	N/A	Rate of families in First Nation community who lives below the MBM_N

Appendix K3

Event-based measurement

On August 2, 2023, Dr. Fred Wulczyn joined collaborators for a virtual session on organizing the data used to track services received and analyze outcomes in child and family services.

IFSD recognizes that not all collaborators will participate in this exercise. IFSD's hope is that collaborators will share their intended approaches to monitoring as examples for other practitioners engaged in designing and delivering CFS.

First Nations and First Nations child and family services (FNCFS) agencies will design and deliver child and family services in different ways. Whatever the chosen approach, there is a benefit to knowing whether goals are being achieved and the lives of children, families, and communities improved with the allocated resources.

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

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

This approach makes four assumptions:

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

In this exercise, IFSD is proposing that case-level data (related to the 15 indicators, a mix of case and community-level information identified by collaborators in November 2022 and refined in the winter and spring of 2023) be used. The approach is suggested because the information is available (or accessible to) most collaborators and presents an opportunity to try the events-based approach with ready data.

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

IFSD recognizes that not all collaborators have case-level data, that some collaborators will not be engaging in protection-related activities, and that they may choose not to participate in this exercise. It is this diversity of approaches that is intended to be captured in this work. IFSD's hope is that collaborators will share their intended approaches to monitoring as examples for other practitioners engaged in designing and delivering CFS.

**Data organization structure overview
Measuring to Thrive pilot**

Physical structure of file:

Each child has at least one record and may have as many records as needed to capture the event history.

CIN	DOB	Gender	Geographic information (on event location, e.g., placement, exit, etc.)	Event date	Event type	Event sequence	Event modifier
			<i>Note: Geographic information can be coded to a specific First Nation and linked to a separate data sheet with community level information</i>				

Information about the child

CIN Unique child identifier
 DOB Date of birth (D/M/Y)
 Gender

Information about the community

Place Information about the community at the time the living arrangement changed

Information about the history of service involvement

Event date The date an event of interest happened (D/M/Y)
 Event type Events types of interest include – changes in living arrangements (specifically entry into and out of out-of-home care, services received, assessments)
 Event sequence The event number – keeps a sequential counter of the number of events.
 Event modifier Additional information about the event: reason for placement, reason for discharge, results of assessment, etc.

Event type codes:

Placement events
 PHP Home of parent
 PHM Parents no longer living at home
 PKC Kinship home
 PGH Group home
 POT Other living arrangement

Leaving care event	XRF	Reunification with parents
	XRL	Placement with kin
	XRM	Reached age of majority
	XRY	Runaway
	XDT	Death
	XOT	Other reasons
	XPW	Permanent wardship
	ZTC	Still in care

Assessment events	AST	Assessment completed
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Event modifiers

Placement event modifiers

PA	Physical abuse
SA	Sexual abuse
NGL	Neglect
EMT	Emotional maltreatment
IPV	Intimate partner violence
ADD	Substance misues
OTH	Other

Placement change modifiers

DIS	Service plan complete (i.e., discharge)
CAR	Caretaker unable to provide care
REL	Kin identified

Assessment modifiers

LND	Connection to land reported
LNG	Engagement in learning and/or speaking Indigenous language observed
APA	Active participation in First Nation's community
ASP	Spiritual practice observed

Sample records

CIN	DOB	Gender	Geographic information on event location	Event date	Event type	Event sequence	Event modifier	Clarification
001	2/17/20	Male	On reserve	4/12/22	PKC	1	ADD	Change in living arrangement for reason of caregiver substance misuse
001	2/17/20	Male	On reserve	9/2/22	POH	2	CAR	Change in living arrangement because caretaker unable to provide care
001	2/17/20	Male	On reserve	2/10/23	AST	3	ALN	Sense of connection to traditional land
001	2/17/20	Male	On reserve	5/15/23	PKC	4	REL	Change in living arrangement - kin identified
001	2/17/20	Male	On reserve	7/17/23	AST	5	APA	Participation in First Nation's activity
001	2/17/20	Male	On reserve	7/31/23	XRF	6	DIS	Service plan complete

Appendix K4

Workshop Summary: Measuring to Thrive

The Institute of Fiscal Studies and Democracy (IFSD) is working with the Assembly of First Nations (AFN) and the Caring Society to support the long-term reform of First Nations child and family services (FNCFS). Phase 3 of this work is focused on building budgets, understanding capital needs, and testing performance measurement approaches in anticipation of a reformed program.

Developing and controlling your narrative in child and family services as well as demonstrating accountability to your First Nation(s) requires a solid foundation. This includes a strategy for gathering, organizing, and analyzing your own data.

Ongoing deliberations on long-term reform present an opportunity to test understandings of required resources (e.g., money, people, systems, processes, etc.) to effectively develop and maintain data strategies.

A data organization strategy should gather data and build evidence to match the breadth of self-determination and sovereignty.

Overview

On October 24-25, 2023, IFSD convened Phase 3 collaborators in Ottawa to review a data organization strategy for the Measuring to Thrive pilot. The workshop was attended by all 20 collaborators for Phase 3 (a mix of First Nations exercising jurisdiction and FNCFS agencies), with 43 participants contributing to the discussion.

Mary Teegee (Executive Director of Child and Family Services, Carrier Sekani Family Services) set the stage reminding us that *we are the ancestors the next generation of children will remember*. With an emphasis on the power of information to better the lives of communities, Mary focused on the importance of asking how First Nations children are doing and answering that question with data gathered and analyzed by First Nations for First Nations.

Dr. Fred Wulczyn (Chapin Hall, University of Chicago) shared lessons from 40 years of experience in gathering and analyzing child welfare data and linking it to funding. Fred facilitated sessions on data coding and analysis, emphasizing that *knowing is better than not knowing, especially when you hold all of the cards*. License from community members is needed if you choose not to know or not to capture data. As a service provider, your accountability is to the people that you serve and there needs to be a way to report back on progress.

IFSD is grateful to the community of collaborators for continuing to share their time, knowledge, and experiences to improve FNCFS.

The workshop had three goals:

- 1) Review best practices in data gathering and analysis;
- 2) Share experiences and lessons in data gathering and analysis;
- 3) Highlight considerations in data gathering and analysis for other First Nations and FNCFS agencies.

It is recognized that First Nations and FNCFS agencies may have different approaches to data gathering, analysis, and evidence building. The event-based approach reviewed in this pilot is established and has decades of operation across U.S. states.

Leveraging the Measuring to Thrive framework, collaborators identified what needs to be measured to monitor change for children, families, and communities. A data structure/file coding system is required to answer questions. Some First Nations and FNCFS agencies may have their own data systems that enable them to report against the indicators but that was not common for all collaborators.

Collaborators were invited to code up to 100 case files from two fiscal years using the event-based approach. Collaborators with their own coded data sets applied the analytic script to their own information. For those without data, a dummy data set was provided for analysis.

A summary of the proceedings (which followed the Chatham House Rule) is included below.

Summary of proceedings

Collaborators had the opportunity to participate in a data analysis exercise which provided the opportunity to structure data and analyze it. Collaborators highlighted the importance of measurement in child and family services (CFS) to build evidence and evaluate the efficacy of interventions. When information is being tracked and analyzed, it can be used to create a narrative and understand outcomes for children, families, and communities, as well as to support funding asks.

Participants highlighted key challenges and success across four areas: people, process, strategy, and systems.

People

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

Process

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

Strategy

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

Systems

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

Next steps

IFSD will:

- 1) Develop a framework with standards for data gathering and analysis (i.e., evidence building);
- 2) Make available a folder where collaborators can share resources and tools for data gathering and analysis;
- 3) Organize a virtual event where collaborators can share resources and best practices on data gathering and evidence generation;
- 4) Request information from collaborators on costs, job descriptions, salary ranges, etc., related to data gathering and measurement, and compile the information to be shared back;
- 5) Prepare a check list for each collaborator on the completion of each component of this project;
- 6) In spring 2024, share draft documents with collaborators for review; and,
- 7) Plan a summative event for spring 2024 where collaborators will be invited to share culture and ceremony to close the project in a good way.

IFSD is grateful to its Phase 3 collaborators for their on-going efforts and looks forward to continuing this important work. Should you have any questions or comments, please do not hesitate to get in touch at info@ifsd.ca.

Appendix L



FIRST NATION-LED SECRETARIAT

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Executive Summary

Context

In 2018, the Canadian Human Rights Tribunal (CHRT) issued orders 408, 418, and 421, directing attention to the discriminatory funding practices affecting First Nations child and family services (FNCFS). The Institute of Fiscal Studies and Democracy (IFSD) was commissioned by the Assembly of First Nations (AFN) and the Caring Society to undertake various cost analyses and program reform analysis. The work undertaken taken with the contributions of FNCFS agencies and First Nations resulted in two public reports and a current phase of work to model implementation. [Phase 1: Enabling First Nations Children to Thrive](#) dissected the existing funding gaps within the FNCFS system and set the stage for impactful reform. Subsequently, [Phase 2: Funding First Nations Child and Family Services: A Performance Budget Approach to Well-being](#) (see pages 214-220 with respect to the Secretariat), built upon this foundation by establishing a funding approach and performance measurement framework designed to elevate well-being outcomes across FNCFS.

In the Phase 2 report, stakeholders called for the creation of a First Nations-led Secretariat as a measure to adhere to the CHRT's mandates, tasked with two primary functions: To equip First Nations and FNCFS agencies with essential resources and expertise for service delivery enhancement and to serve as a hub(s) for data collection and analysis. The secretariat will provide internal support and best practice resources to service providers, offering a repository of successful programs and practices for agencies to adapt and implement, fostering collaboration and continuous learning across the FNCFS network. It is charged with the critical task of collecting, analyzing, and reporting on data to illuminate the efficacy of the system and the welfare of First Nations children, families and ultimately, their communities. The Secretariat stands as a guardian of knowledge, discerning trends, identifying areas of progress, and pinpointing where intervention is needed. The importance of such data governance cannot be overstated. Evidence-based reporting on well-being outcomes is essential for a clear understanding of the issues at hand, identifying areas of improvement, recognizing instances of stagnation, and addressing any deteriorating conditions. As established in the Phase 2 report, no organization is currently managing this at the necessary scale in the FNCFS space. The Secretariat is poised to fill this void by adopting a rigorous approach to data handling that is both comprehensive and culturally sensitive.

The establishment of a national First Nations-led Secretariat is a proactive step towards fulfilling the CHRT's directives. Its fundamental purpose is to address the systemic inequalities that have persisted within FNCFS and ensure the non-recurrence of discrimination within FNCFS.

This report proposes and develops five models for fulfilling this purpose and accomplishing these functions. Each come with their own set of strengths and weaknesses, but regardless of the model selected, the Secretariat ensures that be it via national coordination or a decentralized regional approach, the primary objectives are met: to end discrimination, foster equality, and secure the welfare of First Nations children and families.

The report presents a comprehensive framework to evaluate five distinct models for a First Nations-led Secretariat, each designed to address the systemic inequalities in FNCFS as mandated by the CHRT. The models include:

1. **National Approach - New Organization:** Proposes establishing a central entity to unify efforts across Canada.
2. **National Approach - Existing Organization:** Suggests expanding the mandate of an existing body like FNIGC to incorporate secretariat functions.
3. **Regional Approach - New Organizations:** Recommends the creation of new region-specific entities for local management of secretariat duties.
4. **Regional Approach - Existing Organizations:** Advocates for the extension of current regional bodies to take on additional secretariat responsibilities.
5. **Hybrid Approach:** Envisions a blend of national oversight with regional entities for execution within existing organizations.

The report delves into the operational mechanics, governance structures, and strategic implications of each model. It further discusses the pros and cons, the financial considerations, and the impact on service delivery within the FNCFS ecosystem. This report will serve as a pivotal reference for decision-makers as they select the most appropriate model to foster a responsive, equitable, and sustainable FNCFS framework.

TABLE 1: Proposed First Nations-Led Secretariat Models

Option	Description	Cost Forecast
<p>National Approach – New Organization</p>	<p>This model advocates for a new, centralized Secretariat, establishing a cornerstone for governance and data stewardship in FNCFS. It aspires to unify stakeholders nationwide, providing an array of resources, including program templates, cost models, staffing insights, and expert networks, to bolster service delivery. Its transformative ambition is weighed against the practicalities of setup costs and logistical challenges, but its potential to standardize and elevate FNCFS on a national scale presents a compelling case for consideration.</p>	<p><i>High due to the need for new infrastructure, staffing, and systems.</i></p>
<p>National Approach – Existing Organization</p>	<p>This method capitalizes on the established presence and operational frameworks of the First Nations Information Governance Centre (FNIGC). By expanding FNIGC's mandate to assimilate the roles of the Secretariat, the aim is to amplify service delivery and enhance data management capabilities without detracting from its existing mission. The seamless adaptability of the existing governance structures bodes well for swift integration, though it's not without its hurdles, specifically the risk of stretching resources thin and potential mission drift, which must be strategically managed to avoid diminishing the impact of FNIGC's current objectives.</p>	<p><i>Potentially lower than creating a new organization due to the use of existing resources.</i></p>
<p>Regional Approach – New Organizations</p>	<p>Under this scheme, each region would see the creation of its own secretariat, tailored to address the unique cultural and social fabric of local communities. These new entities would champion regional best practices and data management, advocating for governance structures that are both resilient and aligned with cultural values. The model's emphasis on regional autonomy and specificity is ambitious, acknowledging the inherent complexities and financial implications of initiating multiple new operations simultaneously.</p>	<p><i>Variable depending on the number of new organizations and the regions they cover. Expected to be most costly option.</i></p>

<p>Regional Approach – Existing Organizations</p>	<p>This streamlined approach envisions existing regional bodies expanding their scope to encompass Secretariat tasks. It suggests a more rapid and integrated process, tapping into the established infrastructure and pre-existing community ties. However, it's a delicate balance, as these entities must manage the additional Secretariat duties without sacrificing their original roles, risking the dilution of focus and potential overextension.</p>	<p><i>Lower initial cost but may increase if infrastructure upgrades are needed.</i></p>
<p>Hybrid Approach</p>	<p>The hybrid model presents an intricate balance of national policymaking with regional implementation, facilitated by existing organizations. The national secretariat sets the strategic agenda and spearheads data analysis, whereas regional secretariats—housed within current institutions—directly engage in rolling out best practice programming. This dual-tiered strategy promotes inter-regional cooperation and builds upon established organizational strengths. While the hybrid model offers a pragmatic resolution to the need for cohesive national strategy and regional flexibility, it also calls for thoughtful integration strategies and vigilant management of operational nuances.</p>	<p><i>Mid-range cost, balancing the establishment of new systems with the use of existing structures.</i></p>

Recommendation:

Upon consideration of the five proposed models for the First Nations-led Secretariat, we recommend the Hybrid Approach as the most advantageous framework for implementation. This model adeptly merges the benefits of centralized policymaking and oversight with the adaptability and cultural sensitivity of regional execution, making it the most viable and impactful option for addressing the diverse needs of First Nations communities across Canada.

There is a necessity for a national secretariat body that serves a pivotal role in consolidating and reporting on trends across the nation. Such a centralized entity is crucial for synthesizing First Nations-led data, which is instrumental

in informing funding assessments, guiding programmatic reforms, and shaping federal decision-making processes. By harnessing this data, the secretariat not only advocates for the needs and priorities of First Nations communities but also ensures that policy and funding frameworks are responsive to the lived realities and aspirations of these communities. The aggregation of this data by a national secretariat will provide a comprehensive picture of the impact of services, thereby driving evidence-based policy and fostering a more equitable and effective system for First Nations child and family services. The Hybrid Approach provides for such a body but still capitalizes on the established infrastructure, expertise, and relationships of existing organizations, which can significantly expedite the deployment of the Secretariat's functions. By integrating with these organizations, the Secretariat can extend its reach without the need for extensive new infrastructure, thus optimizing resource allocation and reducing setup time. Additionally, this model encourages a collaborative environment where best practices and innovations can be shared across regions, fostering a national standard of excellence while preserving the autonomy and unique cultural contexts of each community.

Furthermore, the Hybrid Approach mitigates the risks associated with a single, centralized or fully dispersed model by providing a strategic balance that can adapt to regional needs without sacrificing the unified strategic vision required to effectively address systemic challenges. It supports the development of a coherent data collection and analysis strategy, ensuring the Secretariat can fulfill its ultimate purpose of ending discrimination and promoting equitable outcomes as outlined by the CHRT.

National Approach – New Organization

Introduction

In the upcoming discussion on the National - New Organization approach, we present an exploration of the proposed organizational design for the Secretariat tasked with elevating FNCFS. The narrative begins with an examination of the Secretariat's mandate, which articulates its central role as a repository for best practices and a facilitator of data governance and analysis across Canada.

Following the mandate, we identify the stakeholders and communities the Secretariat is poised to serve, highlighting the diversity and breadth of its intended reach. We then turn to a critical analysis of various governance structure options, considering the advantages and the unique contributions each brings to the Secretariat's mission.

The discussion moves to weigh the benefits and challenges inherent in establishing a new national body, contemplating the potential for transformative impact against the backdrop of practical constraints. Lastly, we outline key considerations for the Secretariat's implementation, providing a strategic roadmap from inception to full operationalization.

Organizational Design

Mandate

The Secretariat, as a Centre for Best Practices and Data, is established to serve as a pivotal resource for First Nations and FNCFS agencies, providing access to best practices, expertise, and operational support in FNCFS. Its mandate is to facilitate access to a wealth of resources including program templates, cost models, and staffing insights, alongside a network of experts to bolster support across Canada. Agencies can seek operational assistance, ranging from job profiling to staff retention strategies, and engage in comprehensive training programs designed to enhance service delivery.

Additionally, the Secretariat acts as a central repository for data collection and analysis, aggregating information from various FNCFS agencies to track and improve the well-being of children and families. It offers specialized fee-for-service data analysis for localized community assessments and compiles a national report to inform annual updates to support reporting through the FNCFS program managed by Indigenous Services Canada (ISC), contributing to parliamentary reporting requirements.

At its core, the Secretariat aims to rectify systemic inequalities within the First Nations child welfare system by promoting evidence-based approaches that are effective across diverse community settings. It strives to serve as a central connected organization linking the knowledge and practice of service providers in FNCFS. The Secretariat is committed to excellence and the empowerment of the communities it serves, through First Nations leadership of the organization and adherence to the OCAP® principles.

TABLE 2: Organizational values

<i>Element</i>	<i>Description</i>	<i>Proposed Secretariat Response</i>
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<p>Vision</p>	<p>An aspirational description of what the organization wants to achieve in the future.</p>	<p><i>The Secretariat aims to become the leading national Centre of Excellence committed exclusively to First Nations child well-being. In doing so, it seeks to uphold respect for First Nations’ information autonomy while managing internal resources effectively for long-term impact.</i></p>
<p>Mission</p>	<p>Why the organization exists; the purpose underlying its chosen vision.</p>	<p><i>The Secretariat is a for-First Nations, by-First Nations organization dedicated to strengthening FNCFS nationwide.</i></p>
<p>Objectives</p>	<p>Specific results that an organization aims to achieve within a time frame; a means by which the organization can measure its success.</p>	<p><i>Overall, the Secretariat strives to fulfill a critical gap in the FNCFS landscape: connecting disparate organizations and stakeholders to enhance local-level programming, produce new practical insights, and disseminate best practices.</i></p> <p><i>Specifically, over the next 18 months, the Secretariat aims to establish a unified mandate, formalize its organizational structure, and introduce itself to the national FNCFS landscape.</i></p>
<p>Approach</p>	<p>An approach provides a methodology for executing the strategy.</p>	<p><i>Over the long term, the Secretariat plans to succeed by fulfilling an unmet need. To this end, it does not seek to compete directly with any existing organization, but instead cultivate partnerships with established organizations in the space as a centre for best practices in FNCFS, data gathering and analysis.</i></p> <p><i>In the near term, as detailed in Section III: Implementation Plan, the Secretariat’s approach will emphasize three things: 1) establishing initial alignment between internal stakeholders; 2) generating</i></p>

		<i>awareness for its planned activities; and 3) building trust with service providers.</i>
Tactics	Focused initiatives, projects, or programs that allow organizations to execute strategies.	<i>To be informed by Stakeholders.</i>

Stakeholders and Communities Served

Stakeholders encompass a wide array of groups with vested interests in the success of the national secretariat. These include First Nations leaders who provide governance and oversight, service providers (both FNCFS agencies and First Nations themselves) who offer frontline services, and community members who are the beneficiaries of these services. Additionally, the secretariat interacts with national organizations like the Assembly of First Nations (AFN), , and the Caring Society, ensuring that policies and initiatives are in alignment with broader objectives for First Nations well-being.

Communities served by the national approach are diverse, spanning urban, rural, and remote areas, each with distinct needs and cultural considerations. The secretariat's programming and initiatives are designed to be flexible and responsive to these varied contexts, ensuring that all First Nations children and families have access to high-quality, culturally sensitive services.

Governance Structure

It has been proposed that the national organization have a board of directors. To oversee its senior director and the fulfillment of the secretariat’s mandate. This is not an operational role but one of strategic direction and oversight. Daily operations would be the responsibility of an executive director and their senior staff. The table below outlines three distinct design options for the Board of Directors under the National Approach - New Organization. Each option presents a different configuration of board size, member composition, and operational focus, reflecting varying levels of stakeholder involvement and strategic oversight. These options are crafted to cater to the unique governance needs of the organization, providing a clear comparison to guide the decision-making process for establishing an effective and representative Board of Directors.

TABLE 3: Design options for board of directors

Design Feature		
Option 1	Option 2	Option 3
A large Board of Directors with expansive regional representation and practitioner involvement	A small, focused Board of Directors with representatives from core national organizations (ex. AFN Caring Society)	A small, streamlined Board of Directors with spaces designated for key skill sets.
13-16 board members	5-7 board members	Directors are supported by an Advisory Board – with regional representation and members from the Caring Society and the AFN.
		7 board members
		15 advisory board members

Option 1:

The first option proposes a large Board of Directors with expansive regional representation and practitioner involvement. This governance model emphasizes inclusivity and a broad base of perspectives, which is particularly compelling for several reasons.

Reflective of Diverse Stakeholder Interests: A large board with extensive regional representation ensures that the diverse interests and unique needs of

First Nations communities are actively included in the decision-making process. This diversity is essential in a country as geographically varied as Canada, where the challenges faced by child and family services differ significantly from one region to another. The inclusion of practitioners provides a direct line to on-the-ground insights, ensuring that strategies and policies are informed by practical experience and the realities of service delivery.

Richness in Deliberation and Problem-Solving: With a larger and more diverse group, the board is may engage in richer, more comprehensive deliberation. This can lead to more creative and effective problem-solving as the varied backgrounds and expertise of board members can catalyze innovative approaches to complex issues. That being said, as the number of voices involved with decision-making grows, so too does the opportunity for disagreement and conflict. Boards that grow too large can become mired in deadlock and inefficiency, as conflicting priorities and excessive diversity in perspectives lead to prolonged deliberations and impede decision-making. Striking the appropriate balance is key to a successful and pragmatic board.

Building Trust Through Representation: A governance structure that mirrors the constituency it serves can build and maintain trust within the communities. When stakeholders see their interests and concerns directly represented, they are more likely to support and engage with the Secretariat's initiatives. This trust is foundational for the effective implementation of policies and programs and for securing the buy-in necessary for transformative change.

Enhanced Accountability and Transparency: A larger board structure promotes accountability and transparency. A variety of voices may lend to decisions being scrutinized from multiple angles, and the presence of practitioners helps ground decisions in practicality and accountability to service delivery. This can lead to more robust governance, as decisions are likely to be closely examined and justified to a range of stakeholders.

The strengths of Option 1 as a governance model for the Secretariat include prioritizing inclusivity, diverse perspectives, and broad-based expertise, which are critical for addressing the complex and varied needs of First Nations child and family services across Canada. While the decision-making process may be more intricate with a larger board, the benefits of enhanced representation, trust-building, comprehensive problem-solving, and accountability may outweigh the challenges. This model underscores a commitment to democratic participation and equity, aligning with the values of transparency and community representation that are vital for the success of the Secretariat.

Option 2

The second option presents a governance structure with a small, focused Board of Directors, comprising 5-7 representatives from core national organizations such as AFN, and the Caring Society. This model offers several advantages:

Streamlined Decision-Making: A smaller board can make decisions more swiftly and efficiently. With fewer members, the board can often come to a consensus more quickly, allowing for rapid responses to emerging issues and timelier implementation of initiatives. This agility is particularly beneficial in dynamic environments where the needs and circumstances of First Nations communities can change rapidly.

High-Level Expertise and Oversight: By including representatives from core national organizations, the board is composed of individuals who possess a macro-level understanding of the systemic issues affecting First Nations child and family services. These members bring a wealth of expertise and institutional knowledge, which can enhance the strategic direction and efficacy of the Secretariat.

Focused Leadership: The condensed structure enables a more focused leadership, which is crucial for maintaining a clear strategic vision and mission. With a smaller group, each member's voice is amplified, and their input can have a more significant impact on the organization's direction.

Reduced Risk of Over-Representation: Option 2 mitigates the risk of over-representation and potential dilution of accountability that can come with larger boards. Each board member's role and responsibilities are clearer, and they can be held more directly accountable for the organization's performance.

Enhanced Cohesion and Unity: A smaller board typically allows for stronger bonds and better working relationships between members. This can lead to a more cohesive governance body that works effectively as a unit, with a shared understanding and commitment to the Secretariat's goals.

Potential for Rapid Issue Response: The model's inherent nimbleness means the board can address and respond to critical issues without the delays that can occur with larger, more cumbersome governance structures. This can be particularly advantageous in crisis situations where immediate action is required.

In summary, Option 2's governance model emphasizes efficiency, strategic oversight, and focused leadership, making it a strong choice for an organization that needs to be responsive and adaptive to the complex needs of First Nations child and family services. The model's streamlined approach

can ensure that the Secretariat remains agile and capable of making high-impact decisions in a timely manner.

Option 3

The third option — a small, streamlined Board of Directors with designated spaces for key skill sets — hinges on the principles of governance efficiency, strategic skill allocation, and inclusive yet decisive decision-making. Each board member shall be a SME in their chosen field. To ensure that regional stakeholders inform the decision-making process, this option provides for the establishment of a regional advisory board that will assist the Board of Directors. Its role is to ensure representation of regional interests and support the board of directors with in-depth analyses and recommendations on critical issues. This collaborative approach will enrich decision-making and uphold the board's commitment to informed, community-responsive governance.

Efficiency in Decision-Making: Option 3 offers a more agile governance structure, which is crucial in organizations that need to respond quickly to changing circumstances and urgent needs of the communities they serve. A smaller board can streamline decision-making processes, reducing the time it takes to reach consensus and implement actions. This efficiency can be especially beneficial when swift responses are required.

Strategic Skill Allocation: Having a board composed of individuals with key skill sets means that each member is chosen for their expertise and ability to contribute to specific strategic areas. This targeted approach ensures that the board is not just a representation of stakeholders but is an assembly of expertise that can offer informed guidance and oversight. For instance, including experts in child welfare, financial management, legal compliance, and community engagement ensures that the board's decisions are well-rounded and consider all facets of the Secretariat's operation.

Balanced Inclusivity and Decisiveness: While expansive regional representation is beneficial for inclusivity, it can sometimes lead to prolonged discussions and slower decision-making. Option 3 strikes a balance between being inclusive and decisive. The support from an Advisory Board with regional representation ensures that diverse regional and practitioner voices are still heard and considered in the decision-making process.

Mitigating Risks: The potential risk of push-back from major stakeholder organizations can be mitigated through transparent communication and by ensuring that the regional Advisory Board plays a significant role in providing input and feedback to the Board of Directors. The Advisory Board can act as a conduit for wider stakeholder concerns, ensuring that the streamlined board

remains connected to on-the-ground realities and the diverse needs of the communities it serves.

Adaptability and Long-Term Strategic Focus: Option 3 facilitates a governance structure that can adapt more readily to long-term strategic changes. With experts in crucial areas, the board can navigate complex issues with a focus on the future, ensuring that the Secretariat remains relevant and effective in the long term.

Option 3 provides a governance model that is efficient, strategically focused, and capable of balancing inclusivity with decisiveness, making it a compelling choice for the Secretariat's Board of Directors. By addressing the potential risk of stakeholder push-back with a robust Advisory Board and clear channels for stakeholder engagement, this option aligns with best practices for modern governance in the fast-paced, complex realm of national child and family services.

Recommendation:

After extensive review of the various governance structures proposed, IFSD recommends that a National-based Secretariat adopt Option 3 for its governance structure. This model provides the necessary conditions for a modern, responsive, and expertly guided organization. The Secretariat's Board of Directors should be composed of individuals with proven expertise in significant areas pertinent to the Secretariat's operations and the communities it serves. The board would benefit from a regional representative advisory group to ensure its decisions consider the realities of practice and needs of First Nations.

Implementation Strategy:

Recruitment of Board Members: Identify and recruit potential board members who possess the expertise in the key areas identified as crucial for the governance of the Secretariat.

Formation of an Advisory Board: Establish an Advisory Board that reflects the regional diversity and includes practitioners from various communities to provide broader perspectives and guidance.

Engagement with ISC: Formalize the involvement of ISC as an observer to ensure that the Secretariat's operations are aligned with national policies and priorities without direct interference in governance.

Communication and Transparency: Develop a communication strategy to transparently convey the rationale behind the adoption of Option 3 to all stakeholders, emphasizing the benefits of this governance structure.

Monitoring and Evaluation: Implement a framework for monitoring and evaluating the effectiveness of the governance structure, with provisions for adjustments based on feedback and evolving needs.

The development of a communication strategy and framework for evaluation is a task that could be undertaken by AFN. Given their existing role in retaining the board’s ‘secretariat’ function for NAC, the AFN is well-positioned to perform this function, possibly with an operating fee for their services. Alternatively, if the First Nations Child & Family Caring Society is willing and equipped to take on this function, it could also be considered a viable option to develop and manage the communication strategy.

Staffing:

The table below outlines the estimated staffing requirements necessary for the operation of the secretariat, detailing positions from the Board of Directors to front-line staff. It provides an overview of the roles and their respective responsibilities, along with the estimated salary ranges, ensuring a clear understanding of the human resources needed for the secretariat's successful function under the National Approach.

TABLE 4: Staffing for National Approach – Existing Organizations

<i>Position</i>	<i>Details</i>	<i>Description</i>	<i>Salary Ranges</i>
Board of Directors	<ul style="list-style-type: none"> Varied approach. 	<i>Responsible for overseeing the governance of the organization, providing strategic advice, and keeping the senior executive team accountable</i>	<i>Assumed: Pro-Bono Service</i>
Executive Director	<ul style="list-style-type: none"> One (1) experienced First Nations executive with strong subject matter expertise in both program design/delivery and data gathering /governance, and 	<i>Responsible for leading the organization, building strategic relationships, and advocating for its role in</i>	<i>Est. \$174,802 to \$205,650¹</i>

¹ Estimate derived from EX4 Assistant Deputy Minister pay range. Source: Government of Canada Privy Council Office, *Salary ranges and maximum performance pay for Governor in Council appointees*, <https://www.canada.ca/en/privy-council/programs/appointments/governor-council-appointments/compensation-terms-conditions-employment/salary-ranges-performance-pay.html>

	demonstrated experience as a bridge-builder	<i>the national child welfare landscape</i>	
Director of Evidence for Child and Family Services	<ul style="list-style-type: none"> One (1) expert in data collection and analysis; professional with deep-seated understanding of First Nations information sovereignty and the leading modern practices to promote care and control in data gathering, analysis and reporting. 	<i>Responsible for steering the data services of the organization; this may include training and education services.</i>	<i>Est. \$121,550 - \$142,982²</i>
Director for Operational Supports and Programming	<ul style="list-style-type: none"> One (1) expert in child and family services; possesses deep knowledge of FNCFS practice, with a focus on integrated prevention and protection to promote the best interests of the child in a culturally informed manner. 	<i>Responsible for steering the programming services of the organization; this may include training and education services, or be limited to knowledge generation.</i>	<i>Est. \$121,550 - \$142,982³</i>

² Estimate derived from EX1 Director pay range. Source: Ibid.

³ Estimate derived from EX1 Director pay range. Source: Ibid.

<p>Front-Line Staff</p>	<ul style="list-style-type: none"> • Nine (9) to fifteen (15) staff spread across three departments, charged with supporting each of the Directors respectively. 	<p><i>Responsible for advancing data and programming activities, and enabling the overall administrative functioning of the organization</i></p>	<p><i>Est. \$75,000 - \$95,000.⁴</i></p>
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Assessment of Benefits and Challenges

Benefits: A centralized new organization promises a harmonized approach to data collection, evidence generation, and reporting across all provinces and territories, ensuring consistency and standardization crucial for national policymaking and program evaluation. This model could lead to a cohesive strategy and a strong, unified advocacy front for FNCFS, as it unites diverse groups under a single banner with a clear, focused mandate. A new organization also presents the opportunity to create a structure specifically designed for the unique challenges and objectives of the FNCFS, potentially fostering innovative solutions and approaches. It has the potential to serve as a center of excellence, driving the development and distribution of best practices across the nation, which could be transformative for the provision of services to First Nations communities.

Challenges: However, the creation of a new national secretariat is often a complex, time-consuming endeavor. It involves significant start-up costs, from physical infrastructure to staffing, which may strain limited resources. There is also a risk of duplicating efforts, creating redundancies, and competing for funding with existing organizations that serve similar purposes. Several examples of these organizations include First Nations of Northern Manitoba Child and Family Services Authority in Manitoba, Saskatchewan First Nations Family and Community Institute Inc in Saskatchewan or the Indigenous Child and Family Services Directors' Our Children Our Way Society in British Columbia. Establishing credibility and authority across provinces and territories that have diverse needs and existing systems may be challenging. The new entity would have to build relationships from the ground up, which could delay the actual implementation of its programming support and data collection roles.

Considerations for Implementation

⁴ Estimate derived from Governor-in-Council appointee pay scale. Source: Ibid.

Inception Phase: The initial 2 to 3 months are dedicated to aligning stakeholders on the core features of the organization's design, including its mandate and key activities. This period is critical for achieving a shared understanding of the trade-offs inherent in various design features. A Memorandum of Understanding (MOU) will be produced, signed by founding stakeholders, that establishes the intent and foundational principles governing the Secretariat's operations.

Codification and Compliance: Over the next 1 to 2 months, the Secretariat's formal establishment is pursued through the appropriate legal channels. This stage involves setting up the necessary banking and expense accounts and communicating developments to ISC to ensure alignment and compliance with governmental requirements. A key deliverable for this phase is securing the articles of incorporation or other relevant governing documents.

Leadership Setting: Spanning 3 to 4 months, this stage involves using the established mandate and design features to identify core members for the Secretariat's governing Board of Directors. Once the Board is established, a thorough search for an inaugural Executive Director commences, targeting a well-regarded First Nations leader with a track record in bridge-building and the requisite expertise. The culmination of this phase is the signing of employment contracts with the initial Board and Senior Leadership Team.

Pre-Launch Planning: In the following 3 to 6 months, a priority list of programming and data activities is developed, alongside identifying early client communities. An inventory of operational requirements will be taken to craft a detailed rollout plan. This phase concludes with the finalization of hiring for front-line and back-office staff across the organization's departments, ensuring a comprehensive strategy is in place for the launch.




Early Awareness Building: Concurrent with pre-launch planning, a 2-to-3-month period is allocated for engagement with service providers and First Nations. The goal is to foster an understanding of the Secretariat's mandate and its value proposition, connecting the organization's mission to the two rulings of the CHRT 1) End current discrimination and 2) ensure it does not reoccur. Feedback will be solicited, misconceptions addressed, and the Secretariat's commitment to OCAP® principles and its relationship with FNIGC will be clarified. The Executive Director will be positioned as a credible leader and unifier. An accessible informational resource will be published, detailing the Secretariat's envisioned contributions to the First Nations Child Welfare landscape.



Inaugural Service Provision: Between 3 to 6 months, the Secretariat will roll out targeted services to selected clients or communities. This phase is instrumental for documenting experiences, deriving lessons learned, and



promoting the Secretariat’s value-added services to the clients, which will be highlighted in an external-facing document.

Full-Service Operations: As the organization transitions into ongoing operations, maintaining robust information on organizational performance becomes crucial. The data collected will serve to continually refine service delivery, ensuring an ever-growing impact on the community. It is expected that it will take between 9 months and a year and half to become fully operational.

TABLE 5: Implementation timeline: National Approach – New Organization

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 Inception	<ul style="list-style-type: none"> Establish stakeholder alignment on core features of organizational design, including mandate and key activities. Ensure clear-eyed understanding of trade-offs between various design features. Deliverable: Produce MOU, signed by founding stakeholders, establishing intent and purpose of Secretariat, alongside governing operating principles 	2 – 3 Months
 Codification & Compliance	<ul style="list-style-type: none"> Formalize the creation of the organization through the appropriate legal channel. Establish required banking and expense accounts. Communicate developments to ISC. Deliverable: Secure relevant articles of incorporation or other relevant governing documents 	1 – 2 Months
 Leadership Setting	<ul style="list-style-type: none"> Informed by the chosen mandate and design features, identify core members of the proposed organization’s governing Board of Directors With the Board established, conduct extensive search for inaugural Executive Director, identifying a well-regarded First Nations leader with demonstrated bridge-building experience, and relevant subject matter expertise. 	3 – 4 Months

	<ul style="list-style-type: none"> ▪ Deliverable: Secure signed employment contracts with inaugural Board and Senior Leadership Team 	
 <p>Pre-Launch Plan</p>	<ul style="list-style-type: none"> ▪ Develop ‘priority’ list of programming and data activities, alongside early list of priority client communities. ▪ Take inventory of operational requirements ahead of launch and develop detailed roll-out plan. ▪ Finalize hiring of front-line and back-office staff across each of the three departments. ▪ Deliverable: Comprehensive roll-out strategy; signed contracts with front-line staff 	<p>3 – 6 Months</p>
 <p>Early Awareness Building</p>	<ul style="list-style-type: none"> ▪ In preparation for launch, stage broad-based engagement with stakeholder groups and communities to build understanding on the Secretariat’s mandate and value proposition – tying the organization directly to the Agreement-in-Principle and other landmark actions on First Nations Child Welfare ▪ Solicit stakeholder feedback and respond to misconceptions or inquiries about the Secretariat’s role. ▪ Clarify the organization’s operating principles, its role in upholding OCAP®, and its relationship to FNIGC. ▪ Promote the Executive Director as a credible First Nations leader and reliable convener of disparate stakeholders. ▪ Deliverable: Publish an accessible informational resource detailing the Secretariat’s proposed contribution to the First Nations Child Welfare and Landscape Nationwide 	<p>2 – 3 Months</p>

 <p><i>Inaugural Service Provision</i></p>	<ul style="list-style-type: none"> Roll-out a few targeted services to select clients or communities, document experience and lessons learned for internal learning and external promotion. <u>Deliverable:</u> Produce external-facing document highlighting the Secretariat’s experience in its inaugural service provision, and the value-added to the client 	<p><i>3 – 6 Months</i></p>
 <p><i>Full-Service Operations</i></p>	<ul style="list-style-type: none"> <u>Deliverable:</u> Maintain robust information sets on organizational performance as services mature to improve performance and produce a greater community impact 	<p><i>Ongoing</i></p>

National Approach – Existing Organization

Introduction

In the following sections, we delve into the National Approach that leverages an Existing Organization, specifically the First Nations Information Governance Centre (FNIGC), to assume the role of the secretariat. We will outline the organizational design, starting with the tailored mandate that integrates the secretariat’s responsibilities into FNIGC’s established framework.

The discourse will then identify the stakeholders and communities that FNIGC, in its enhanced role, aims to serve, emphasizing the synergy between the existing functions and the new secretariat duties. A nuanced discussion on the governance structure will follow, detailing how FNIGC’s current system will adapt to its expanded role while maintaining its core governance principles.

We will assess the benefits and challenges of embedding the secretariat within an established entity, scrutinizing how this integration affects service delivery, resource allocation, and data management. The section will conclude with strategic considerations for implementation, ensuring that FNIGC's transition to incorporating the secretariat's activities is both seamless and effective.

Organizational Design

FNIGC is suitably positioned to fulfill the duties and responsibilities of the proposed national secretariat. Established in 2010 under the mandate from the Assembly of First Nations' Chiefs-in-Assembly, FNIGC has since evolved into a robust national organization focused on advancing First Nations health, well-being, and data sovereignty in line with each First Nation's distinct world view.

The FNIGC operates with a regionally appointed national Board of Directors, ensuring that regional representation is an integral part of its governance structure. This board meets regularly to steer the organization, as evidenced by their four meetings in the 2022–2023 fiscal year. Such regional representation ensures that regional perspectives are incorporated into national decision-making processes.

The FNIGC has established operational budgets that account for all projected expenditures, including those for program delivery in various regions, demonstrating its capacity to handle the financial responsibilities that would come with the additional duties of the proposed secretariat. With experience in managing funds from various sources, including those from the federal government and ISC, FNIGC has the fiscal management, practices and protocols in place necessary for the broader scope of work.

Moreover, the FNIGC's First Nations Data Governance Strategy (FNDGS) showcases its capability to develop and implement extensive data governance frameworks. With a federal commitment of \$81.5 million to support Indigenous data initiatives, FNIGC has been tasked with establishing a national network of Regional Information Governance Centres (RIGCs) that will provide data and statistical services to all First Nations communities. This aligns directly with the operational objectives of the proposed secretariat, which seeks to enhance data collection and governance at a national level.

The FNIGC's board already demonstrates a diverse geographical representation, with members from Manitoba, the Assembly of First Nations, British Columbia, Saskatchewan, Nova Scotia and Newfoundland, and Yukon, among others. This regional diversity underscores FNIGC's capability to address the needs of First Nations across various territories.

In conclusion, the FNIGC is a well-established, regionally represented organization with a clear mandate from the Assembly of First Nations. Its current operations, financial management capabilities, and ongoing initiatives such as the FNDGS position it as a viable existing national organization capable of assuming the duties and responsibilities envisioned for the proposed secretariat. Its governance structure, which includes regional representation, aligns with the intended direction for the secretariat, further supporting the case for FNIGC's suitability for this role.

Mandate

The mandate of the national approach utilizing an existing organization will mirror that of the national approach that involves creating a new organization. This strategic decision ensures that the core objectives — to centralize expertise, streamline the dissemination of best practices, and enhance data collection and analysis in the field of First Nations child and family services — are consistently pursued.

Stakeholders and Communities Served

Stakeholders encompass a wide array of groups with vested interests in the success of the national secretariat. These include First Nations leaders who provide governance and oversight, practitioners who offer frontline services, and community members who are the beneficiaries of these services. Additionally, the secretariat interacts with national organizations like AFN, ISC, and the Caring Society, ensuring that policies and initiatives are in alignment with broader objectives for First Nations well-being.

Communities served by the national approach are diverse, spanning urban, rural, and remote areas, each with distinct needs and cultural considerations. The secretariat's programming and initiatives are designed to be flexible and responsive to these varied contexts, ensuring that all First Nations children and families have access to high-quality, culturally sensitive services.

Governance Structure

The FNIGC's current governance structure would remain intact to ensure stability and continuity.

To integrate the secretariat's functions, a new division within FNIGC would be established. This division would be specially created to house the secretariat's activities and would be designed to align with the overarching goals and

strategies of FNIGC. The division would be responsible for implementing and managing the suite of services and initiatives associated with the secretariat, such as data collection, analysis, and the dissemination of best practices in First Nations child and family services.

The advantage of creating a new division within an existing structure like FNIGC is the ability to leverage the pre-existing infrastructure, systems, and relationships that FNIGC has already established. The new division would benefit from FNIGC's established reputation, its experience in handling sensitive data, and its established protocols for data governance that adhere to OCAP® principles. This approach would not only expedite the operationalization of the secretariat's activities but would also ensure that they are rooted in proven methodologies and practices.

Furthermore, the existing relationships that FNIGC has with First Nations communities, policymakers, and other stakeholders would provide a solid foundation for the new division. These relationships would facilitate engagement and collaboration, ensuring that the initiatives and services offered by the secretariat are informed by the needs and perspectives of First Nations. The secretariat division could also benefit from FNIGC's existing technological systems, providing a robust platform for data management and analysis without the need for significant additional investments in infrastructure.

The governance of the new division would require careful planning. It would need a dedicated director who reports to the FNIGC's Chief Executive Officer and, ultimately, to its Board of Directors. This governance structure would ensure that while the secretariat division operates with a degree of autonomy necessary to fulfill its specific mandate, it remains integrated within the strategic objectives and operational guidelines of FNIGC. The director of the new division would likely be a senior role, requiring an individual with extensive experience in First Nations child welfare and governance, capable of navigating both the strategic and operational challenges of integrating the secretariat's functions into FNIGC.

The secretariat is envisioned to function akin to an independent centre within a university, much like that of Chaplin Hall Center for Children, a research institute based out of University of Chicago. It would be housed within FNIGC, benefiting from its established infrastructure and networks, yet maintaining its distinct mandate. This arrangement allows the secretariat to operate autonomously, akin to self-funded research centers that, while part of the larger university ecosystem, have distinct operational guidelines. This structure is designed to ensure that while the secretariat resides within FNIGC, it does not interfere with FNIGC's regular operations, instead fostering a mutually beneficial relationship that leverages shared expertise and research capabilities. This integrative approach promises to combine innovation with

experience, positioning the secretariat to make a meaningful impact in the realm of First Nations child and family services.

Assessment of Benefits and Challenges

Benefits: Incorporating the Secretariat within an established organization can leverage existing networks, knowledge, and infrastructure, potentially leading to a more cost-effective and efficient operationalization. An existing organization like FNIGC already has the expertise, which could help avoid the pitfalls of establishing new systems and processes. This option also provides a quicker route to implementation, as it would be building upon a foundation already familiar with the nuances of data governance. It could ensure continuity in service provision, maintaining the established trust and working relationships that an existing organization has cultivated over time.

Challenges: However, existing entities have established cultures and processes that may resist the changes needed to integrate the new Secretariat's functions, which could limit innovation and adaptability. Aligning the Secretariat's objectives with the existing organization's mandate might prove difficult if they do not coincide, leading to potential mission drift or conflicts of interest. There's also a risk that the existing organization's focus could be diluted, compromising its original goals and objectives due to the additional workload and possibly divergent priorities of the Secretariat.

In considering the FNIGC as a potential candidate for the secretariat, it's also important to consider several issues. The willingness of FNIGC to participate is paramount as this is not a forgone conclusion. Identifying the necessary approvals and endorsements required from within their governance structure will be necessary. Should FNIGC or any other existing organization selected to fill this role decide against participating, alternative organizations or strategies may need to be considered. Does the Chiefs-in-Assembly have the authority to mandate FNIGC's involvement? It is a matter that involves not only the legal and operational readiness of FNIGC but also the broader context of First Nations self-determination and governance. These considerations are not just pertinent to FNIGC but extend to any national organization that may be in contemplation for the secretariat role. Such issues do not arise when creating a new organization.

Considerations for Implementation



Inception and Integration: The inception phase focuses on aligning stakeholders with the existing organization's vision and mission, integrating the Secretariat's mandate seamlessly with current operations. Over the course

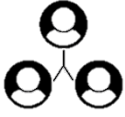



of 1 to 2 months, AFN, the Caring Society and service providers will establish a shared understanding of the trade-offs between various design features, producing a MOU that enshrines the intent and purpose of the Secretariat alongside governing operational principles.


Codification and Compliance: Following inception, the next 1 to 2 months will be dedicated to the formalization of the expanded organization through the appropriate legal channels.

Leadership Adaptation: With the chosen mandate and design features as a guide, core members of the existing organization's governing Board of Directors will be identified and possibly realigned to include new executive roles necessary for the Secretariat's operations. Within 3 to 4 months, an extensive search for any additional Executive Directors will commence, seeking well-regarded First Nations leaders with proven bridge-building experience and relevant subject matter expertise. Signed employment contracts with the inaugural Board and Senior Leadership Team will mark the completion of this phase.

TABLE 6: Implementation timeline: National Approach – Existing Organization

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 <p><i>Inception</i></p>	<ul style="list-style-type: none"> Align stakeholder vision with existing organization's mission and services. Integrate Secretariat's mandate with current operations. 	<p><i>2 – 3 Months</i></p>
 <p><i>Codification & Compliance</i></p>	<ul style="list-style-type: none"> Amend legal documents to incorporate Secretariat's activities. Align financial structures with new mandates. 	<p><i>1 – 2 Months</i></p>

 <p>Leadership Setting</p>	<ul style="list-style-type: none"> Realign existing Board of Directors to include Secretariat's mandate. Identify candidates for any additional executive roles required. 	<p>3 – 4 Months</p>
 <p>Pre-Launch Plan</p>	<ul style="list-style-type: none"> Integrate Secretariat's activities into the existing program list. Prepare existing staff for new roles and responsibilities. 	<p>3 – 6 Months</p>
 <p>Early Awareness Building</p>	<ul style="list-style-type: none"> Communicate the expanded role of the organization to stakeholders. Update operational principles to include Secretariat's activities. 	<p>2 – 3 Months</p>
 <p>Inaugural Service Provision</p>	<ul style="list-style-type: none"> Begin offering new services under the Secretariat's mandate to current and new clients. 	<p>3 – 6 Months</p>

 <p>Full-Service Operations</p>	<ul style="list-style-type: none"> Review and adapt organizational performance metrics to include Secretariat's contributions. 	<p>Ongoing</p>
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Regional Approach – New Organizations

Introduction:

The ensuing discussion navigates through the Regional Approach, focusing on the creation of New Organizations to serve as regional secretariats across Canada. We'll initiate with an overview of the organizational design, illustrating how each new regional entity will develop its distinct mandate to support First Nations Child and Family Services within its jurisdiction.

We'll identify the stakeholders and the communities served by these nascent regional secretariats, emphasizing the intent to cater to the unique cultural, social, and service needs of diverse First Nations populations. The narrative will then consider the governance structure options, examining how these new organizations can establish robust and culturally attuned governance systems.

The overview will also unpack the potential benefits and challenges, exploring the advantages of regional specificity against the backdrop of establishing new operations from the ground up. Finally, considerations for the successful implementation of these regional secretariats will be defined, aiming to provide a blueprint for their strategic establishment and integration into the broader national framework of First Nations services.

Organizational Design

Mandate

The regional approach, through the creation of new organizations, is dedicated to serving as local centers of excellence for best practices and data management tailored to the unique needs and conditions of First Nations communities within their specific locales. These regional entities will operate in close collaboration, sharing resources and expertise to ensure a cohesive approach to child and family services, yet with the flexibility to address regional disparities and cultural specificities. Each regional organization will provide accessible programming tools, resources, and operational support to First Nations and FNCFS agencies, adapting the offerings based on regional discretion and necessity. Examples may include:

- Customizing program templates and ideas to suit regional conditions, including cost structures, staffing needs, and lessons learned from local experiences.
- Building and leveraging a network of regional experts for additional, localized support.
- Offering operational support catered to the unique challenges of regional service delivery, including recruitment strategies, hiring processes, and staff retention in alignment with local cultural practices.
- Facilitating training programs and capacity-building initiatives that resonate with the regional context, including train-the-trainer modules and identifying local sources for training and development.

As hubs for data collection and analysis, regional organizations will gather and interpret information specific to their communities. They will also offer fee-for-service data collection and analysis to stakeholders for community-level analysis, reporting on regional trends, and contributing to a collective national understanding of First Nations child and family well-being.

These new regional organizations will address systemic inequities in FNCFS by promoting evidence-based, culturally informed responses within communities, recognizing the diversity of economic and social conditions across regions. They will act as crucial links within the broader patchwork of organizations, connecting research and service delivery efforts on the ground and upholding the principles of First Nations leadership, OCAP®, and community autonomy, all while ensuring alignment with regional strategies and priorities.

TABLE 7: Organizational values: Regional Approach – New Organizations

Element	Description	Proposed Secretariat Response
Vision	An aspirational description of what the organization wants to achieve in the future.	<i>Each Regional Secretariat envisions becoming a pivotal regional partner, driven by First Nations values and priorities, to foster resilient and thriving First Nations children and families. It aims to work within its region to respect and promote information sovereignty and manage resources efficiently for a sustainable and localized impact.</i>
Mission	Why the organization exists; the purpose underlying its chosen vision.	<i>Each Regional Secretariat operates as a community-centric, First Nations-led organization tailored to fortifying child welfare and family services within the region, honoring the distinct cultural and social fabric of its communities.</i>
Objectives	Specific results that an organization aims to achieve within a time frame; a means by which the organization can measure its success.	<p><i>The Regional Secretariat seeks to bridge the gap in child welfare services at the local level by connecting community organizations and stakeholders, fostering regional insights, and sharing region-specific best practices.</i></p> <p><i>Within the next 18 months, the goal is to establish a regional mandate, set up an organizational framework that resonates with local values, and position itself as an integral part of the region’s FNCFS ecosystem.</i></p>
Approach	An approach provides a methodology for executing the strategy.	<p><i>Each Regional Secretariat aims to fill a unique niche by complementing and enhancing existing services, not competing with them. It plans to forge partnerships with local organizations to ensure community needs are met effectively.</i></p> <p><i>Initially, the focus will be on aligning with regional stakeholders, raising awareness about its role and services,</i></p>

		<i>and cultivating trust within the communities it serves.</i>
Tactics	Focused initiatives, projects, or programs that allow organizations to execute strategies.	<i>Tactics will be collaboratively developed with regional stakeholders, ensuring that initiatives are grounded in local realities and designed to address the specific challenges and opportunities within each region.</i>

Stakeholders and Communities Served

The table below presents three distinct options for dividing regions in the context of establishing new regional organizations. The division of regions is a crucial factor as it directly influences the number of secretariats required to provide tailored services. Each option offers a different configuration, ranging from a greater number of smaller, more localized secretariats to fewer, broader regional entities. This division will shape the operational scale, reach, and governance of the secretariats, impacting their capacity to serve the communities effectively.

TABLE 8: Regional division options

Model	Number of Secretariats	Regional Coverage	Description
Option 1: Eleven Secretariats	11	Each province and territory (excluding Nunavut and Northwest Territories)	Independent secretariats for each province and territory, focusing on local issues and tailored solutions. Each operates autonomously while collaborating on inter-regional matters.
Option 2: Three Secretariats	3	Western (Yukon, BC, Alberta, Saskatchewan, Manitoba), Central (Ontario, Quebec), Atlantic (NB, NS, PEI, NL)	Larger secretariats covering broader areas for operational efficiency and resource pooling, while acknowledging sub-regional diversity

			within each secretariat's purview.
Option 3: Self-Determined Secretariats	Variable	Determined by stakeholders	Flexible configuration with the number and boundaries of secretariats based on stakeholder consensus, reflecting a commitment to community engagement and self-governance.

Option 1: Eleven Secretariats

For: Adopting eleven regional secretariats affords the opportunity to tailor services closely to the cultural and social fabric of each province and territory, which is vital given the diversity of First Nations communities. This structure can drive a more nuanced and sensitive approach, as local leaders who best understand regional dynamics govern these secretariats. The proximity to the communities they serve can lead to more immediate responsiveness to local issues and facilitate community involvement and empowerment. It also allows for the creation of services that are culturally congruent and regionally relevant, fostering greater community trust and participation. Moreover, this approach presents an opportunity to harness the strengths of existing regional organizations, drawing on their established operations and mandates to enrich FNCFS. By leveraging these pre-existing frameworks, the secretariats can quickly implement culturally resonant and regionally specific services.

Against: However, the primary concern with this model is the potential lack of cohesion and shared strategic direction that a national secretariat typically provides. Without a centralized body to aggregate data and coordinate efforts, there is a risk of creating silos that impede the exchange of information and best practices. This fragmentation may lead to inconsistencies in service quality and hinder the development of a comprehensive national picture of the welfare of First Nations children and families. Additionally, without effective regional collaboration mechanisms, there might be missed opportunities for regions to learn from each other's successes and challenges, which could result in a poorer overall national outcome. Another major concern is the financial burden; without economies of scale, the cost could escalate excessively, especially when multiple organizations need to bolster their infrastructure to meet the new data and service delivery standards.

Option 2: Three Secretariats

For: Consolidating into three regional secretariats provides a middle ground, balancing the desire for regional specificity with the need for a more unified national approach. This model can enhance operational efficiency and resource allocation while still allowing for some degree of regional customization. It offers the potential for more robust data collection and sharing practices within each larger region, improving the ability to make informed decisions and develop comprehensive regional strategies. Moreover, the broader reach of each secretariat could facilitate stronger advocacy and influence at the national level, potentially leading to better policy outcomes for First Nations communities.

Against: The concern with fewer, larger secretariats is that they may not fully capture the local subtleties of smaller, more isolated communities. The amalgamation of regions could dilute the specificity of services and may inadvertently prioritize the needs of more populous areas within the regions. Additionally, there is a risk that a more centralized regional model could become disconnected from grassroots needs, resulting in services that are less aligned with local community values and practices. The potential for reduced direct community engagement and oversight could lead to services that are less accepted and utilized by the communities they aim to serve. Furthermore, without a national administrative body, the ability to synthesize data across all regions into a cohesive national framework may be compromised, potentially weakening the overall national response to First Nations child and family welfare issues. Finally, there is a lack of comparable regional amalgamations in the FNCFS landscape. Creating three large regional bodies for cooperation would be a novel approach.

When considering the first two proposals, the challenge lies in striking the right balance between regional autonomy and the need for a coordinated national approach to data and service provision. Effective regional collaboration and the establishment of mechanisms for data aggregation and sharing are essential to ensure that while regions operate independently, they do not do so in isolation from the broader national landscape. This balance is critical for improving outcomes for First Nations communities at both regional and national levels.

Governance Structure

TABLE 9: Design options for board of directors – Regional Approach – New Organizations

Design Feature		
Option 1	Option 2	Option 3
<p>A small board with members from key regional organizations.</p> <p>Board members would include leaders from regional First Nations governing bodies, regional branches of national organizations, and regional child welfare experts.</p> <p>An advisory panel consisting of community representatives and service users would support the board, providing ground-level insights and feedback on board initiatives.</p>	<p>A lean board structure with seats designated for regional experts in fields such as data management, programming, child welfare, compliance and legal affairs, and communications. Ensuring the board has the necessary skills to address the complexities of regional service delivery effectively.</p> <p>An advisory panel consisting of community representatives and service users would support the board, providing ground-level insights and feedback on board initiatives.</p>	<p>Each Region determines their own board structure.</p>

Option 1: Compact Core Regional Board

Focused Leadership: A smaller board can streamline decision-making, leading to more agile and responsive governance.

Regional Representation: Having board members from key regional organizations ensures that the board's actions are aligned with regional needs and priorities.

Community Involvement: The advisory panel allows for direct community involvement without overwhelming the board's decision-making process.

Option 2: Streamlined Regional Board with Designated Expertise

Specialized Expertise: Board members are selected for their specific knowledge and skills, which can enhance the quality of strategic decision-making.

Efficient Operations: A lean board with clear roles can operate efficiently, focusing on strategic issues without getting bogged down in operational details.

Strategic Focus: The board's composition ensures a strategic focus on critical areas like healthcare, education, and legal affairs, which are vital for effective service delivery.

Option 3: Regional Customization

Customization: Tailoring governance to regional preferences ensures that structures are culturally relevant and appropriate.

Alignment with Regional Policies: Regional secretariats can ensure that their governance structures are in harmony with local policies, take advantage of pre-existing advisory bodies and facilitate smoother operations.

Recommendation

IFSD recommends adopting Option 2: Streamlined Regional Board with Designated Expertise. This model aligns with the principles of efficient governance and strategic focus, essential for the effective delivery of services to First Nations communities.

The streamlined structure, composed of experts in pertinent fields, ensures that the board is well-equipped to make informed decisions that address the complex realities of regional service delivery. While there are risks of a narrow focus and potential exclusion of broader community voices, these can be mitigated by implementing a comprehensive selection process for board members and establishing strong communication channels with the community.

The inclusion of a Regional Expertise Panel provides an additional layer of strategic guidance, bringing in diverse community advocates and subject matter experts to advise the board. This panel will play a crucial role in ensuring that the board remains connected to community needs and can adapt to changing circumstances.

In recommending Option 2, IFSD underscores the importance of expertise, efficiency, and a strategic approach to governance. This model promises a robust and dynamic governance structure capable of driving the regional secretariats towards achieving their mission and improving outcomes for First Nations children and families.

Implementation Steps will mirror that of those found under the National Approach – New Organization.

Staffing:

The table below outlines the estimated staffing requirements necessary for the operation of regional based secretariats, referencing the options outlined above. It details positions from the Board of Directors to front-line staff. It provides an overview of the roles and their respective responsibilities, along with the estimated salary ranges, ensuring a clear understanding of the human resources needed for the secretariat's successful function under the Regional Approach – New Organizations.

TABLE 10: Staffing for Regional Approach – New Organizations

Position	Details	Description	Salary Ranges
Board of Directors	<ul style="list-style-type: none"> Varied approach. 	<i>Responsible for overseeing the governance of the organization, providing strategic advice, and keeping the senior executive team accountable</i>	<i>Assumed: Pro-Bono Service</i>
Executive Directors	<ul style="list-style-type: none"> Eleven (11) or three (3) seasoned First Nations executives with strong subject matter expertise and demonstrated experience as a bridge-builder 	<i>Responsible for leading the organization, building strategic relationships, and advocating for its role in the region's child welfare landscape</i>	<i>Est. \$174,802 to \$205,650⁵ (Option 1 \$1,922,822 – \$2,262,150)</i>

⁵ Estimate derived from EX4 Assistant Deputy Minister pay range. Source: Government of Canada Privy Council Office, *Salary ranges and maximum performance pay for Governor in Council appointees*, <https://www.canada.ca/en/privy-council/programs/appointments/governor-council-appointments/compensation-terms-conditions-employment/salary-ranges-performance-pay.html>

			(Option 2 \$524,406 – \$616,950)
Directors of Evidence for Child and Family Services	<ul style="list-style-type: none"> Eleven (11) or three (3) experts in data collection and maintenance; professionals with deep-seated understanding of the historical threats to First Nations information sovereignty and the leading modern practices to overcome those obstacles 	<i>Responsible for steering the programming services of the organization; this may include training and education services or be limited to knowledge generation.</i>	Est. \$121,550 - \$142,982 ⁶ (Option 1 \$1,337,050 – \$1,572,802) (Option 2 \$364,650 – \$428,946)
Directors for Operational Supports and Programming	<ul style="list-style-type: none"> Eleven (11) or three (3) experts in child and family services; each would possess deep knowledge of the institutional failings of the child welfare system, leading practices in prevention and protection care, and the current landscape of service providers 	<i>Responsible for steering the programming services of the organization; this may include training and education services or be limited to knowledge generation.</i>	Est. \$121,550 - \$142,982 ⁷ (Option 1 \$1,337,050 – \$1,572,802) (Option 2 \$364,650 – \$428,946)

⁶ Estimate derived from EX1 Director pay range. Source: Ibid.

⁷ Estimate derived from EX1 Director pay range. Source: Ibid.

<p>Front-Line Staff</p>	<ul style="list-style-type: none"> Six (6) to ten (10) staff spread across three departments of each regional secretariat, charged with supporting each of the regional Directors respectively. 	<p><i>Responsible for advancing data and programming activities, and enabling the overall administrative functioning of the organization</i></p>	<p><i>Est. \$75,000 - \$95,000.⁸</i></p> <p><i>(Option 1 \$825,000 – \$1,045,000)</i></p> <p><i>(Option 2 \$225,000 – \$285,000)</i></p>
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Assessment of Benefits and Challenges

Benefits: Creating new regional secretariats can offer highly tailored services and data collection methods that account for the cultural, geographical, and political nuances of each region. This approach promotes local engagement, ownership, and the development of initiatives that are culturally sensitive and community specific. New regional entities are well-positioned to form strong, direct connections with local communities, providing services that are more closely aligned with their unique needs and fostering an intimate understanding of regional issues, which is often lost in national models.

Challenges: Nevertheless, this approach risks inconsistencies in data collection and program implementation, which could impede the formation of a coherent national picture. The fragmentation of services might lead to inefficiencies and increased costs, as each region sets up its infrastructure and administrative systems. The resource intensity of establishing and maintaining multiple new organizations across the country could be vast, possibly outweighing the benefits of localized service provision.

Considerations for Implementation

Regional Consultation and Establishment: The foundation for new regional organizations will be laid out over 2 to 3 months, requiring extensive consultations with regional stakeholders to define each organization's specific scope and services. Legal setup and registration will follow, ensuring that each entity has the proper structures to operate within their respective jurisdictions.



Regional Board and Leadership Formation: Subsequently, over 3 to 4 months, the focus will shift to establishing regional Boards of Directors and beginning

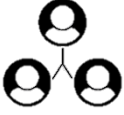



⁸ Estimate derived from low-level Governor-in-Council appointee pay scale. Source: Ibid.


the search for Regional Directors. This phase ensures that the leadership at the regional level is equipped with the knowledge and authority to make decisions that align with the overarching goals of the Secretariat while being responsive to local needs.

Operational Planning and Community Engagement: In the following 3 to 6 months, regional priorities for programs and services will be identified, and a detailed rollout strategy for each region will be developed. A significant part of this phase is raising awareness about the new regional organizations and establishing their presence within the communities they aim to serve.

TABLE 11: Implementation timeline: Regional Approach – New Organizations

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 <p><i>Inception</i></p>	<ul style="list-style-type: none"> Engage with regional stakeholders to define the scope and services of new organizations. 	<p><i>2 – 3 Months</i></p>
 <p><i>Codification & Compliance</i></p>	<ul style="list-style-type: none"> Register each new regional organization. Set up regional financial and operational systems. 	<p><i>1 – 2 Months</i></p>

 <p>Leadership Setting</p>	<ul style="list-style-type: none"> Select and establish regional Boards of Directors. Begin search for Regional Directors. 	<p>3 – 4 Months</p>
 <p>Pre-Launch Plan</p>	<ul style="list-style-type: none"> Identify regional priorities for programs and services. Develop rollout strategies for each region. 	<p>3 – 6 Months</p>
 <p>Early Awareness Building</p>	<ul style="list-style-type: none"> Raise awareness about the new regional organizations. Establish regional presence and clarify mandate. 	<p>2 – 3 Months</p>
 <p>Inaugural Service Provision</p>	<ul style="list-style-type: none"> Implement targeted services in selected communities to establish a track record. 	<p>3 – 6 Months</p>

 <p>Full-Service Operations</p>	<ul style="list-style-type: none"> ■ Gather data on regional operations to refine service delivery and impact. 	<p>Ongoing</p>
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Regional Approach – Existing Organizations

Introduction:

As we turn our attention to the Regional Approach utilizing Existing Organizations, we'll embark on an examination of how current entities can integrate the roles and responsibilities of regional secretariats. The discussion will unfold with an analysis of the organizational design, detailing how existing structures will adapt their mandates to incorporate the additional functions of the secretariat.

Acknowledging the nuanced dynamics of this approach, we will delve into the benefits and challenges, considering the complexities of adding new layers of responsibility to existing organizational mandates. Lastly, we'll outline the crucial factors for implementation, ensuring these organizations are supported as they transition to meet the demands of their new roles.

Organizational Design

Mandate

The mandate of the regional approach using existing organizations will mirror that of the Regional Approach – New Organizations, however, the functions of the new secretariats will be embedded into already established regional bodies. Like the National Approach – Existing Organization, the aim is to utilize the existing infrastructure to deliver services and programming related to First Nations child and family services. While the intention is to streamline processes and use established channels, the risk is that the primary focus of

the secretariat—developing and disseminating best practices and centralizing data collection—may become diluted when merged with the existing mandates of these organizations.

Governance Structure

The governance structure in this model would incorporate the secretariat functions into the existing governance frameworks of regional organizations. This approach could potentially overburden these organizations, as it would require them to significantly expand their scope without necessarily providing corresponding increases in resources. The existing boards would need to take on additional responsibilities, which could detract from their original missions and strain their capacity. These organizations would have two options for incorporating the duties of the secretariat:

Creation of New Divisions:

- Organizations may choose to create new divisions specifically for the secretariat's functions.
- This would involve hiring a new suite of executives and staff members dedicated solely to the secretariat's responsibilities.
- The advantage of this option is a focused approach, with dedicated personnel who have clear mandates and the ability to specialize in the secretariat's areas of expertise, such as data management, program development, and community engagement.
- The new division would work in close alignment with the national secretariat, ensuring that regional initiatives are consistent with national objectives while also addressing unique regional needs.

Expansion of Existing Roles:

- Alternatively, organizations could expand the roles of current executives and staff members to incorporate the duties of the regional secretariat.
- This option would capitalize on the existing knowledge and experience within the organization, providing continuity and leveraging established relationships.
- While this approach may be more cost-effective and quicker to implement, it requires careful planning to ensure existing staff can manage the additional workload without compromising the quality of their current responsibilities.

- It also necessitates comprehensive training and support to enable existing personnel to effectively take on their expanded roles.

The Indigenous Child and Family Services Directors' Our Children Our Way Society (OCOWS) in British Columbia is an example of an existing organization whose framework and objectives align with those of the proposed regional secretariat⁹. The OCOWS represents the 24 First Nation, Inuit and Métis Delegated Aboriginal Agencies in British Columbia. OCOWS already has a secretariat in place to support the work of the organization, offering technical support in planning, policy analysis, engagement, research, communications, and administrative support¹⁰.

OCOWS's commitment to the well-being of Indigenous children, youth, families, and communities, paired with its mission to support Indigenous Nations' visions for jurisdiction and self-government, reflects the proposed secretariat's aim to provide operational support that aligns with local cultural practices. Their secretariat team, which includes policy analysts, elder advisors, and skilled professionals, may be positioned to facilitate the kind of training programs and capacity-building initiatives envisioned under the regional secretariat approach.

With adequate funding and support, the existing secretariat's infrastructure could be enhanced to meet the wider responsibilities outlined by the proposed regional secretariat. This would leverage the organization's existing strengths and ensure a culturally attuned approach to child and family services for First Nations communities in BC.

However, there is a concern regarding the data management and analysis infrastructure within OCOWS. While the organization is engaged in policy analysis and research, it's not explicitly stated that they currently have a robust system for data collection and analysis, which is a key function of the proposed regional organizations. To fulfill the new mandate, OCOWS would need to establish or significantly enhance its capabilities in data management to gather, interpret, and analyze information specific to First Nations communities. This would be crucial for providing fee-for-service data collection and analysis to stakeholders, reporting on regional trends, and contributing to a collective understanding of First Nations child and family well-being.

⁹ "Who We Are," Our Children Our Way, <https://ourchildrenourway.ca/who-we-are/>.

¹⁰ "Secretariat," Our Children Our Way, <https://ourchildrenourway.ca/who-we-are/secretariat/>.

Assessment of Benefits and Challenges

Benefits: Utilizing existing regional organizations to fulfill the Secretariat's functions can tap into a wealth of regional expertise, resources, and established relationships. This approach can provide immediate infrastructure and systems to support the Secretariat's functions, facilitating a swift transition and immediate commencement of services. It potentially avoids the logistical and financial complexities of setting up new entities, focusing instead on enhancing the capacity of current organizations to meet the additional demands.

Challenges:

Dilution of Purpose: There is a considerable risk that the essential purpose of the secretariat could be diluted when merged with the existing functions of regional organizations. These entities already have established objectives and adding the responsibilities of the secretariat might lead to a lack of focused attention on the specific needs of First Nations child and family services.

Overextension of Regional Organizations: Many regional organizations operate with finite resources and are often already stretched thin in terms of staff and funding. Requiring them to implement a broader array of programs could lead to a decline in the quality of existing services and inhibit their ability to adopt new programming effectively.

Data Storage and Management: Regional organizations may not have the infrastructure necessary for the large-scale data storage and management expected of the secretariat. Building or upgrading such systems would involve significant costs and technical challenges.

Excessive Costs: The financial burden of expanding programming, enhancing data storage capacities, and possibly increasing staffing levels could be substantial. Without adequate additional funding, the expansion could strain the organizations financially, leading to cutbacks in other crucial areas.

Aggregation of National Data: Compiling and analyzing data at a national level from disparate regional organizations, each with its own methods and systems for data collection, could prove to be an insurmountable challenge. This difficulty may result in inconsistencies and gaps in the national data sets, hindering the ability to make informed, evidence-based decisions and policies.

Considering these challenges, the regional model using existing organizations is considered the least favorable option compared to the other proposed

models. It places excessive demands on the existing regional entities and threatens to compromise the effectiveness and clarity of the secretariat's mission. While the intention to leverage existing structures is well-meant, the potential for mission drift, data management issues, and undue financial strain make this approach problematic. The difficulties associated with aggregating data at the national level by these regional organizations would also likely impede the primary function of the secretariat to act as a body for evidence and best practices, undermining its foundational goals. A central entity would be better positioned to aggregate and analyze national trends. The synthesis of the regional data to provide a nation-wide picture is instrumental in informing funding assessments, guiding pragmatic reforms, and shaping federal decision-making processes.




Considerations for Implementation





Stakeholder Alignment and Amendment: The integration of the Secretariat's activities into existing regional organizations requires a brief but intensive alignment phase, likely lasting 1 to 2 months. This phase involves modifying bylaws and financial structures to accommodate new activities and communicating these changes to all stakeholders.

Leadership Adjustment and Service Integration: Adjusting the leadership within existing regional boards to incorporate the Secretariat's objectives is a critical step that will take approximately 2 to 3 months. Following the leadership adjustment, the existing services will be adapted to include the Secretariat's programs, with current staff being trained for their new roles over the next 2 to 4 months.

Community Engagement and Service Expansion: Efforts to reinforce the existing relationships with the additional Secretariat's mandate will be prioritized, with an aim to expand new services to communities already served by the organizations. This process will likely take another 3 to 4 months to implement effectively.

TABLE 12: Implementation timeline: Regional Approach – Existing Organizations

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 <p><i>Inception</i></p>	<ul style="list-style-type: none"> Align with regional organizations on incorporating Secretariat's activities. 	<p><i>2 – 3 Months</i></p>
 <p><i>Codification & Compliance</i></p>	<ul style="list-style-type: none"> Modify existing organizations' bylaws and operational accounts for new activities. 	<p><i>1 – 2 Months</i></p>
 <p><i>Leadership Setting</i></p>	<ul style="list-style-type: none"> Integrate Secretariat's governance structure with existing regional boards. 	<p><i>3 – 4 Months</i></p>

 <p>Pre-Launch Plan</p>	<ul style="list-style-type: none"> Adapt current service offerings to include Secretariat's programs. Train current staff for new activities. 	<p>3 – 6 Months</p>
 <p>Early Awareness Building</p>	<ul style="list-style-type: none"> Reinforce existing relationships with additional Secretariat's mandate. 	<p>2 – 3 Months</p>
 <p>Inaugural Service Provision</p>	<ul style="list-style-type: none"> Extend new services to communities served by existing organizations. 	<p>3 – 6 Months</p>
 <p>Full-Service Operations</p>	<ul style="list-style-type: none"> Monitor and adapt services to maximize impact based on the Secretariat's objectives. 	<p>Ongoing</p>

Hybrid Approach

Introduction

In the hybrid approach section, we'll explore the integration of a national secretariat with regional secretariats, focusing on organizational design and mandate. We'll detail how these entities will collaborate to serve stakeholders and communities, each bringing its strengths to the table. Governance structures will be reviewed, highlighting the flexible models that accommodate both centralized direction and regional nuances. Discussions will address the potential benefits of this collaborative model, as well as the challenges and costs involved in meshing different organizational systems. Finally, we'll cover the key considerations necessary for successful implementation, ensuring clear, actionable steps are outlined.

Organizational Design

Mandate

The hybrid governance structure represents a strategic amalgamation of centralized oversight with regional execution, aimed at delivering best practice programming across the spectrum of First Nations child and family services. It parallels the governance structure of the National Approach - New Organization by establishing a national secretariat that sets the strategic framework and ensures consistency in best practices. The innovative facet of the hybrid model lies in its network of satellite or regional secretariats embedded within existing organizations throughout Canada's diverse regions.

In the pursuit of a functional and efficient hybrid model for the Secretariat, we present two design options. These options stem from concerns that existing regional organizations may not have the necessary infrastructure, capacity, or inclination to undertake comprehensive data collection, analysis, and governance functions and may be better suited to delivering on the best practices in programming duties of the secretariat.

Option 1 suggests centralizing both programming and data responsibilities within the national secretariat, with regional organizations functioning as the arms of the national body. This division is designed to ensure that while the national secretariat leads on data and strategic governance, regional entities can dedicate their efforts to localized program delivery, with the national body filling any operational gaps at the regional level. Option 2 proposes that regional organizations focus solely on executing best practice programming

with the national secretariat assuming a comprehensive role in data collection and analysis.

TABLE 13: Design options for operations – Hybrid Approach

Design Feature	
Option 1	Option 2
<p>National Secretariat: Acts as the central hub for all programming and data activities. It sets the strategic direction and operational standards, ensuring a unified approach to service delivery and data management across the country.</p> <p>Regional Collaboration: Regional organizations provide insights and on-the-ground knowledge to inform national strategies. They function as the arms of the national body, executing programs under national guidance while retaining a voice in shaping those strategies.</p> <p>Centralization Benefits: This option maximizes the efficiency of resource use and reduces the complexity of having multiple data management systems. It also simplifies the reporting process, as there is a single national repository for all data, which streamlines the synthesis of insights and policy formation.</p>	<p>Regional Organizations: They are tasked with the implementation of best practice programming, leveraging their established community connections and cultural knowledge to deliver services that are tailored to the unique needs of their regions.</p> <p>National Secretariat: Assumes a comprehensive role in data collection and analysis. It serves as the backbone for national-level data oversight, ensuring consistency in data handling and quality across regions. This approach allows for regional organizations to concentrate on service delivery without the added burden of complex data management.</p> <p>Role Separation: By delineating roles between regional programming and national data functions, this design minimizes the risk of overextending regional organizations' capacities while maintaining a national standard for data integrity and strategic coherence.</p>

Option 1: National Centralization with Regional Input

National Secretariat Coordination: The central national secretariat orchestrates the regional secretariats, underpinning them with a robust best practices framework that encompasses:

- Development and dissemination of best practice guidelines for child and family services, ensuring all regional secretariats adhere to the highest standards.
- Coordination of regional efforts to uphold the integrity of service quality and adherence to national strategic goals.
- Stepping in as a regional secretariat in areas lacking such infrastructure, thus ensuring uniform access to best practice programming.
- Synthesizing regional data to develop evidence-based practices, reporting findings to shape national policies, and sharing successes and learnings.

Regional Secretariat Functions: Regional secretariats, while operational within the national framework, are tailored to suit regional needs and are responsible for:

- Capturing regional data to reflect local nuances, ensuring programming is responsive to the specific cultural and social dynamics of their communities.
- Implementing and refining best practice programs at the regional level, informed by direct community input and localized evidence.
- Contributing regional insights back to the national secretariat, fostering a two-way flow of information that enhances national programming strategies.
- Engaging with local organizations and communities to ensure programming is culturally congruent, effective, and endorsed by those it serves.

Integration with Existing Organizations: The deployment of regional secretariats within pre-existing organizations offers multiple advantages:

- Immediate access to established infrastructures and systems, enabling swift implementation of best practice programming.
- Utilization of existing relationships and regional expertise, fostering programs that are community-approved and trusted.
- Enhanced capacity for existing organizations to extend their service portfolio, incorporating national best practices into their local operations.

Best Practice Programming and Data Reporting: Central to the hybrid model is a commitment to evidence-based, best practice programming, which is facilitated by:

- The establishment of a consistent methodology for program development, implementation, and evaluation across all secretariats.
- The utilization of data analytics to inform and tailor programming, ensuring that interventions are both proactive and reactive to community needs.
- Regular public reporting on the impact and efficacy of programs, fostering a culture of transparency and continuous improvement.

By integrating the best practice programming philosophy into both the national and regional levels, the hybrid model ensures that every First Nations child and family benefits from the highest standards of service, informed by the latest evidence and adapted to their specific regional context. This structure not only encourages excellence and innovation in service delivery but also promotes a collaborative and informed approach to nationwide child welfare.

Option 2: Regional Programming Focus with National Data Oversight

Regional Organizations' Role: Regional organizations are at the forefront of service delivery, applying best practices and programs specifically tailored to the cultural contexts and needs of their communities. These organizations leverage deep-rooted community connections and in-depth cultural knowledge to provide relevant and effective services. Their focus is squarely on the qualitative, front-line engagement with service users, harnessing local insights to shape and refine the delivery of programs. This model acknowledges the invaluable expertise and established trust that these organizations hold, positioning them as essential executors of tailored services.

National Body's Function: The National body operates as the analytical and strategic epicenter for data governance across the FNCFS landscape. It takes on the comprehensive role of data collection, analysis, and quality assurance, underpinning the entire system with a consistent and methodical approach to data management. This centralized body ensures that data practices meet national standards, providing the necessary oversight to maintain data integrity and enable evidence-based policymaking. The Secretariat's role is to serve as a repository for data insights, standardizing data handling procedures and ensuring that the wealth of information collected is translated into actionable strategies.

Role Separation and Synergy: By clearly defining the roles, this option aims to optimize the capacity and strengths of both regional and national entities. Regional organizations can dedicate their resources to the implementation and continuous improvement of service delivery, while the National Secretariat ensures that data-driven insights inform these services. This separation minimizes the risk of overburdening regional bodies with the technical

complexities of data management. Simultaneously, it preserves the integrity and strategic direction of the national data framework, leading to an efficient and effective system that is coherent and aligned with overarching strategic goals.

This model proposes a synergistic relationship where regional expertise in service delivery is supported by national-level data stewardship, creating a harmonious ecosystem that is both locally responsive and strategically unified.

In summary, the primary distinction between the Option 1 and Option 2 lies in the distribution of responsibilities and the locus of operational control.

Option 1:

- The national secretariat acts as the sole command center for both programming and data functions, setting uniform strategic directions and operational standards for the entire country.
- Regional organizations operate as extensions of the national body, executing programs as per the national secretariat's guidance but with the opportunity to contribute regional insights to inform strategies.
- This centralization concentrates efficiency and resource utilization, with a single, cohesive data management system enhancing the simplification of reporting and policy development processes.

Option 2:

- Regional organizations are primarily responsible for implementing best practice programming, using their established community connections and cultural knowledge to deliver services that are region-specific.
- The national secretariat assumes the role of data governance and analysis but does not directly manage programming.
- There is a clear role separation, which allows regional organizations to focus on service delivery without the additional complexity of data management, relying on the national secretariat for overarching data oversight and strategic coherence.

Governance Structure

National Level Governance: At the national level, the governance structure for the hybrid approach remains identical to that outlined in the National Approach - New Organization. This structure ensures a consistent strategic framework across the country, with the national secretariat serving as the central coordinating body. The national secretariat will be responsible for

setting high-level policy, defining standards for data collection and best practices, and overseeing the overall performance of regional secretariats. It will also aggregate and analyze data from across all regions, ensuring that insights and evidence inform the national child welfare strategy.

Regional Level Governance: At the regional level, the Board of Directors of each organization would remain the same. The hybrid approach offers flexibility to existing organizations selected to fulfill the role of the regional secretariat. These organizations have two options:

Creation of New Divisions:

- Organizations may choose to create new divisions specifically for the secretariat's functions.
- This would involve hiring a new suite of executives and staff members dedicated solely to the secretariat's responsibilities.
- The advantage of this option is a focused approach, with dedicated personnel who have clear mandates and the ability to specialize in the secretariat's areas of expertise, such as data management, program development, and community engagement.
- The new division would work in close alignment with the national secretariat, ensuring that regional initiatives are consistent with national objectives while also addressing unique regional needs.

Expansion of Existing Roles:

- Alternatively, organizations could expand the roles of current executives and staff members to incorporate the duties of the regional secretariat.
- This option would capitalize on the existing knowledge and experience within the organization, providing continuity and leveraging established relationships.
- While this approach may be more cost-effective and quicker to implement, it requires careful planning to ensure existing staff can manage the additional workload without compromising the quality of their current responsibilities.
- It also necessitates comprehensive training and support to enable existing personnel to effectively take on their expanded roles.

The governance structure of the hybrid approach to the secretariat represents a nuanced model aimed at enhancing First Nations child and family services across Canada. This approach seeks to balance the advantages of a

centralized, national secretariat with the localized insights and operational flexibility of regional organizations. A critical aspect of this model is the relationship between the national and regional entities, which, due to legal and operational considerations, cannot be structured as direct subsidiaries or legally integrated components of a singular national body. Instead, a sophisticated framework of membership systems and bilateral agreements is envisioned to define the roles, duties, and obligations of each party involved.

Membership System and Bilateral Agreements:

Regardless of which design option is selected, the foundation of the hybrid model's governance structure will be a carefully designed membership system, complemented by bilateral agreements. These agreements will serve several essential purposes:

1. **Establishing Roles and Responsibilities:** They will delineate the specific roles, duties, and obligations of the national secretariat and each regional organization. This clarity is crucial for ensuring that all parties understand their contributions to the overarching goals of improving First Nations child and family services.
2. **Facilitating Collaboration:** Agreements between regional organizations themselves, and between each regional organization and the national secretariat, will establish formal mechanisms for collaboration. These mechanisms will enable resource sharing, joint initiatives, and the seamless exchange of data and best practices.
3. **Ensuring Accountability:** By outlining the expectations for each entity, the agreements will create a structure for accountability. This includes mechanisms for monitoring performance, reporting on activities, and evaluating outcomes to ensure that the collective efforts are effectively advancing the mission.

Implementing this governance structure will require careful consideration of several factors:

- **Legal Independence:** Recognizing that regional organizations will maintain their legal independence is essential. The agreements must respect this autonomy while ensuring that the activities align with the national secretariat's strategic objectives.
- **Cultural and Regional Sensitivity:** The governance model must be flexible enough to accommodate the diverse cultural and regional contexts of First Nations communities across Canada. This includes acknowledging and integrating local practices and knowledge into service delivery.

- **Data Sharing and Privacy:** Establishing protocols for data sharing that respect privacy laws and the data sovereignty of First Nations is critical. The agreements should detail how data will be collected, stored, and used, ensuring transparency and trust among all parties.
- **Resource Allocation:** The agreements must address how resources, both financial and otherwise, will be allocated and managed. This includes funding flows from the national secretariat to regional organizations and how resources will be shared among regional entities.

The hybrid approach's governance structure, through a combination of a membership system and bilateral agreements, offers a flexible yet cohesive framework for enhancing First Nations child and family services. By clearly defining the relationships and expectations among the national secretariat and regional organizations, this model aims to leverage the strengths of both centralized and localized approaches. However, the success of this model will hinge on the careful drafting and implementation of the agreements, ensuring they are tailored to meet the legal, operational, and cultural needs of all parties involved.

Assessment of Benefits and Challenges

Benefits: The hybrid model offers a best-of-both-worlds solution, combining the advantages of national oversight with the adaptability of regional service delivery. The national Secretariat would ensure consistency in standards and quality control, while regional secretariats would handle the localized implementation of programs and initiatives. This approach could offer a resilient and adaptable framework capable of addressing both broad and specific needs, with different levels of the organization providing mutual support.

Challenges: However, this model is inherently complex, potentially leading to cumbersome and unwieldy management structures with multiple layers of administration. Communication gaps and conflicting priorities between the national and regional levels could impede operations. Furthermore, establishing and maintaining a sophisticated coordination mechanism between the different levels of the organization might be challenging and resource-intensive, adding to the operational costs and potentially leading to inefficiency.

The decision on which model to adopt must be made with careful consideration of these arguments, weighing the potential benefits against the challenges and costs associated with each option.



Considerations for Implementation

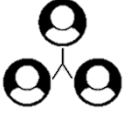



Strategic and Operational Planning: The hybrid model requires a strategic planning phase to develop a framework that combines national oversight with regional implementation. This initial 2-to-3-month period involves creating legal and operational structures that facilitate both centralized and regional operations.


Leadership Formation and Pilot Programs: Forming a central governing body and identifying regional leaders will take an additional 3 to 4 months. Once leadership is established, operational planning for both national strategies and regional services will take place. Pilot programs will launch in selected regions to refine the hybrid approach, which will take another 3 to 6 months.

Stakeholder Engagement and Full-Service Operations: Concurrently, over 2 to 3 months, broad-based engagement with stakeholder groups will be essential to build understanding and buy-in for the hybrid model. The roll-out of full services will commence as pilot programs conclude, ensuring that the hybrid model delivers cohesive and consistent services across its operations.

TABLE 13: Implementation timeline: Hybrid Approach

Phase of Work	Environmental & Operational Requirements	Anticipated Timeline
 <p>Inception</p>	<ul style="list-style-type: none"> Develop a hybrid strategy that combines national oversight with regional implementation. 	<p>2 – 3 Months</p>
 <p>Codification & Compliance</p>	<ul style="list-style-type: none"> Establish legal frameworks that allow for both centralized and regional operations. 	<p>1 – 2 Months</p>

 <p>Leadership Setting</p>	<ul style="list-style-type: none"> Form a central governing body and identify regional leaders. 	<p>3 – 4 Months</p>
 <p>Pre-Launch Plan</p>	<ul style="list-style-type: none"> Create a rollout plan that incorporates both national strategies and regional services. 	<p>3 – 6 Months</p>
 <p>Early Awareness Building</p>	<ul style="list-style-type: none"> Educate stakeholders on the hybrid model's structure and benefits. 	<p>2 – 3 Months</p>
 <p>Inaugural Service Provision</p>	<ul style="list-style-type: none"> Launch pilot services in selected regions to refine the hybrid approach. 	<p>3 – 6 Months</p>

 <p>Full-Service Operations</p>	<ul style="list-style-type: none"> Implement full services, ensuring cohesion and consistency across the hybrid model. 	<p>Ongoing</p>
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Conclusion

1. **Local Responsiveness vs. National Cohesion:** Stakeholders should weigh the ability of each model to provide services that are culturally and regionally specific against the need for a unified national strategy. A model with many regional secretariats may offer tailored services but could lack the cohesion and shared strategic direction provided by a national secretariat.
2. **Data Collection and Analysis:** Any chosen model must have robust data collection and analysis capabilities to effectively monitor and report on the welfare of First Nations children and families. There should be clarity on who is gathering the information and who will report the findings, ensuring discrimination ends and does not recur.
3. **Stakeholder Calls to Action:** The purpose of the Secretariat should be grounded in stakeholder calls to action, which are derived from the collective aspirations and demands of the communities and organizations involved. The chosen model must reflect these calls in its foundational objectives.
4. **Resource Allocation:** Models that propose creating new regional secretariats could lead to significant resource requirements for setting up infrastructure and systems. Conversely, utilizing existing organizations may avoid these complexities but could overextend their current capacities.
5. **Financial Implications:** The costs associated with each model are a crucial factor. New regional secretariats might incur high initial costs, while expanding the roles within existing organizations could lead to financial strain if additional funding is not provided. Stakeholders must assess the financial sustainability of each model.

6. **Economies of Scale:** Considering the financial aspect, stakeholders should also think about the economies of scale. Centralizing certain functions may reduce costs, but it could also risk losing touch with local community needs.
7. **Incorporation into Existing Structures:** The feasibility of integrating the Secretariat's functions into existing regional organizations without diluting its core purpose or overwhelming the current operational capacity is another critical consideration.
8. **Infrastructure for Data Management:** The chosen model must have or be capable of developing the necessary infrastructure for large-scale data storage and management, which is a fundamental component of the Secretariat's mandate.
9. **Adherence to Function and Purpose:** Regardless of whether the model emphasizes national coordination or regional autonomy, it must uphold the Secretariat's fundamental functions and overarching purpose of ending discrimination and preventing its recurrence in FNCFS.

Cost Analysis

To be completed based on the recommended/chosen approach.

Appendix A: Review of Existing Organizations

Aboriginal Housing Management Association (AHMA – BC)

AHMA

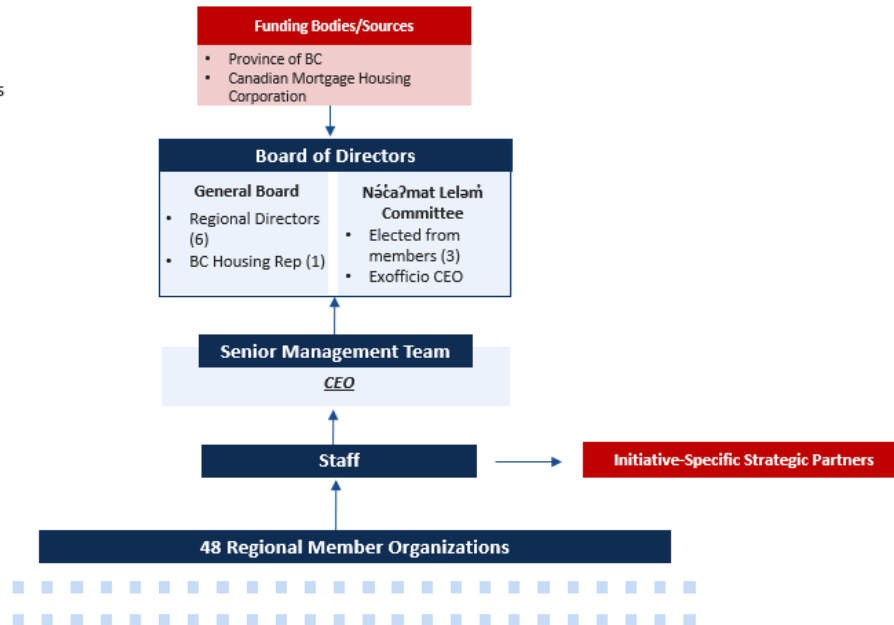
Governance Structure

Est. Staff Complement: 28 FTEs

Est. Total Budget: 46 million

Data Capacity: **Medium**

Programming Capacity: **High**



Readiness Scorecard

Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				Medium

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				High

1. Mandate

- The organization aims to support housing rights for Indigenous people across British Columbia, applying a distinctive cultural lens, led by a team of Indigenous executives.

- This work primarily involves financing new housing units for at-risk persons, but it also includes convening stakeholders, knowledge sharing, and strategic projects with other Indigenous welfare organizations.
 - While not focused exclusively on children and families, the organization recognizes the critical role housing plays in keeping families together.

Notable Child Welfare Programs and Initiatives

- AMHA maintains a strategic partnership with Lii Michif Otipemisiwak Child and Community Services to address child protection issues for the Métis population of Kamloops.
 - The initiative includes support for parents through one-one and group skill-building classes, as well as relationship and outreach programming for youth who have aged out of child welfare system.
- AMHA also has a partnership with the Ki-low-na Friendship Society, to provide supportive housing for new mother at risk of losing their children due to inadequate housing.
 - The Tupa Grandmothers Lodge provides a safe space with many amenities for young families.
- AMHA finances several other initiatives aimed at supporting mothers and children fleeing abuse.

2. Stakeholders and Communities Served

- While the organization has traditionally focused on leading in urban Indigenous housing in BC, it has since expanded its scope to service rural and northern communities as well.
- AMHA supports nearly 8000 finished and in progress housing units across British Columbia.

3. Governance and Organizational Structure

- The AHMA is an umbrella organization comprised of 48 Indigenous housing providers in British Columbia.
- The organization is governed by an independent Board of Directors. The board includes:
 - Six directors each representing a distinct region of the province
 - One director representing BC Housing
 - Néčá?mat Leleṁ Committee, comprised of three elected directors from member organizations

- There are 28 full-time equivalent staff on hand.

4. Resources and Financial Scope

- The organization has traditionally been funded by the province of British Columbia, however, it has received some contributions from the Canada Mortgage Housing Corporation.
- Revenues in fiscal year 2020-2021 were approximately \$46 million.
- AMHA's largest expenditures were its subsidies to its members (\$42 million), staff salaries and benefits were the next largest, approximately \$2.5 million. The organization has relatively few physical assets.

5. Programming and Data Management Capacity

- As noted, child welfare programming is typically delivered via a strategic partner where AMHA provides funding and supporting housing infrastructure.
- The organization also convenes roundtables of experts across civil society on Indigenous housing-related issues and has a dedicated relationship building capacity.
 - Other organizations frequently engage AMHA team-members for expertise on culturally informed asset management.
- The organization does collect data related to asset management and community housing needs, and has some staff dedicated to this function. Findings are typically disseminated in formal reports.

Defining Traits and Conclusion

- AMHA is notable for its ability to disseminate a large amount of funding across the province and for its ability to share its recognized expertise in housing with other welfare-focused organizations.
- AMHA's federated membership structure allows the organization to be relatively lean at the management level, while enabling lower-level regional affiliates to tailor their work to local needs.
 - At the same time, this membership structure gives management a birds-eye view of activities across the province which may enhance learning and lend itself to thought leadership.

Key Design Takeaway

- *For the Secretariat, which aims to be national in scope, a federated membership structure may be appropriate. This design would keep overhead low, while encouraging broad-based collaboration across jurisdictions.*

Atlantic Policy Congress of First Nations Chief Secretariat

APC

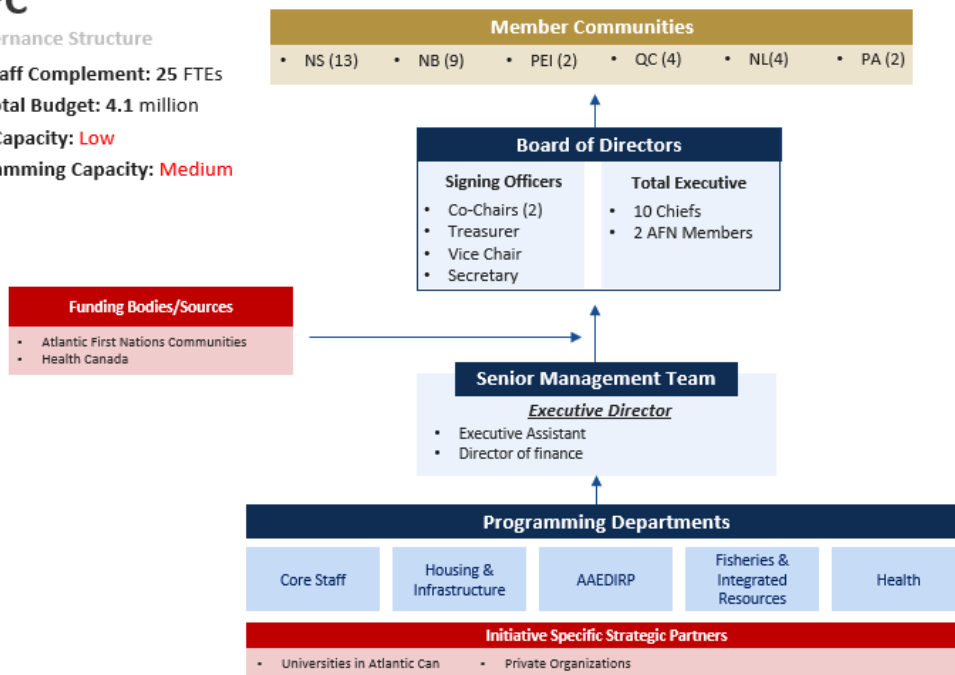
Governance Structure

Est. Staff Complement: 25 FTEs

Est. Total Budget: 4.1 million

Data Capacity: **Low**

Programming Capacity: **Medium**



Readiness Scorecard

Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				Low

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				Medium

1. Mandate

- The organization seeks to advance the interests of First Nations communities in Atlantic Canada, Quebec, and Maine, through locally led policy research and advocacy.

- The APC presents policy alternatives to communities directly, it also lobbies federal and provincial governments and supports communities in litigating Aboriginal and Treaty rights cases.

Notable Child Welfare Programs and Initiatives

- While the APC has a broad mandate across issues related to Health, Housing and Infrastructure, Water, Fisheries, and Economic Development, these matters often intersect with child welfare.
 - The organization has advocated for increased funding for youth and young family focused programming in its member communities.
 - However, it does not appear to have extensive programming dedicated to early childhood intervention or related issues.

2. Stakeholders and Communities Served

- The organization services 32 communities across the Atlantic region.

3. Governance and Organizational Structure

- The organization is led by the Board of Directors, comprised of eleven executive members, four of whom are designated as signing officers.
 - All Board Directors are Chiefs. Currently, four hail from Nova Scotia, three from New Brunswick, and one each from Quebec, Prince Edward Island, Newfoundland and Labrador, and Passamaquoddy.
- The Board is ultimately accountable to its member communities in the region. It is supported by a senior management team and staff across its five programming departments.
- Staff complement is approximately 25 full time equivalents.

4. Resources and Financial Scope

- The APC has an estimated annual revenue of roughly \$4 million.
- Contributions are received from member communities, as well as some grants from the federal government.
- There is limited publicly available information on the organization's expenditures and cost structure.

5. Programming and Data Management Capacity

- The APC regularly convenes policy conferences that include member communities and other First Nations stakeholders. These events typically serve to support knowledge sharing and priority setting across the Atlantic region.
- While the organization does some data collection and management to support its policy publications, this role is fairly limited. The APC does not appear to have robust data sharing or coordination role.

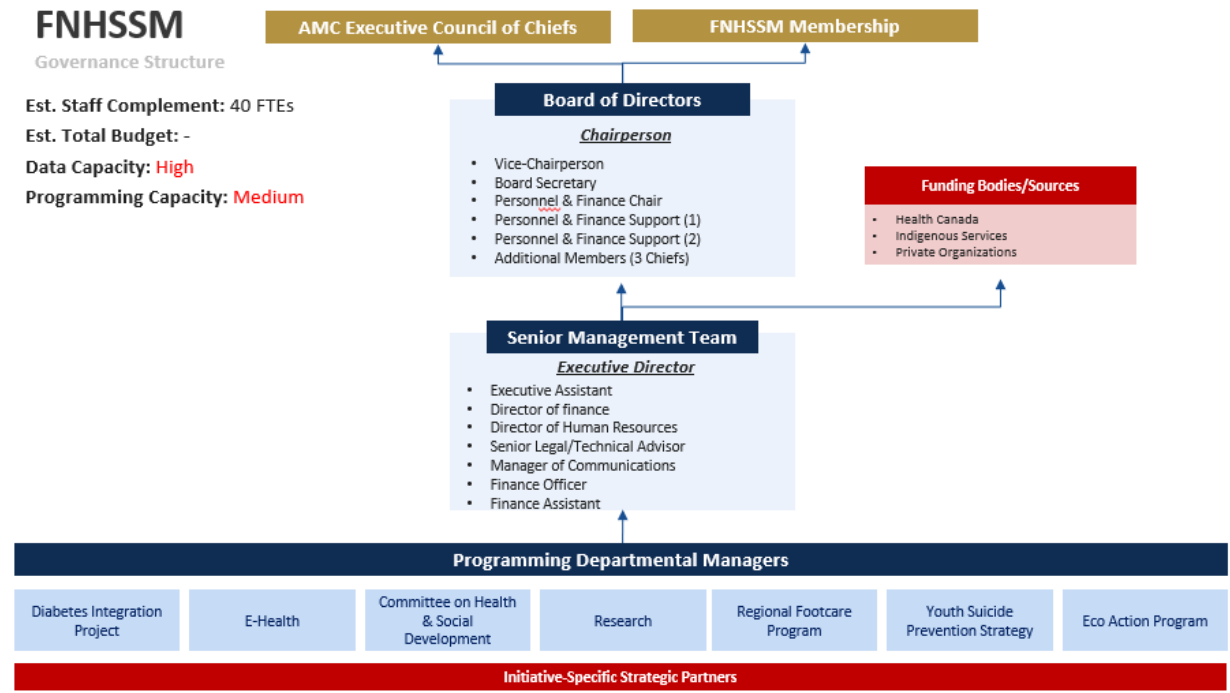
Defining Traits and Conclusion

- The Atlantic Policy Congress is notable for its governance which makes use of existing community leadership in being entirely comprised of local Chiefs. This structure works to ensure that the organization's proposals are reflective of the will of member communities.
 - It may also support continued participation in conferences and other policy making forums.
- From a child welfare perspective, limitations of the APC are its broad mandate and limited data management function.

Key Design Takeaway

- *For the Secretariat, which seeks to be a by First Nations for First Nations organization, imbedding existing community leaders at the Board of Directors level may help to establish trust and legitimacy at the outset.*

First Nations Health and Social Secretariat of Manitoba (FNHSSM)



Readiness Scorecard

Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				High

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				Medium

1. Mandate

- The FNHSSM works to support Manitoba First Nations communities by increasing opportunities to participate in the planning and development of a Unified Health System in Manitoba; influencing regional and national health policy, and program development in areas including: health consultation, maternal child health, e-Health/Panorama, youth suicide, mental health, inter-governmental health, research, and health governance.

- The organization is a member of the First Nations Information Governance Centre (FNIGC) and contributes to data management and collection efforts.

Notable Child Welfare Programs and Initiatives

- The FNHSSM conducts a regional health survey in conjunction with the FNIGC. The survey captures many indicators of community wellbeing, including parent-child relationships.
- In partnership with the University of Manitoba, Manitoba Health, and other First Nations organizations, FNHSSM organizes a Maternal Child Health Program to study infant mortality in the province as well as indicators of early child health and prepare responding policy options.
- The organization also facilitates a Cree Birthing program to measure indicators of early childhood wellness as they relate to traditional birthing practices.
- FNHSSM has also helped lead the AMC's evaluation of regional implementation of Jordan's Principle.

2. Stakeholders and Communities Served

- The organization works on behalf of all First Nations in Manitoba, including 63 AMC members, 7 tribal councils and the 3 PTOs.

3. Governance and Organizational Structure

- The FNHSSM is overseen by a Board of Directors, comprised of nine Chiefs from different communities across the province.
- The Board is ultimately accountable to the member communities and is mandated to provide regular updates to the AMC Executive Council of Chiefs (ECC).
- An Executive Director heads the Senior Management Team. Managers of each of the organization's departments report to the Executive Director, who in turn reports to the Board.
 - The Executive Director also provides updates to external funding bodies on an ad-hoc basis.
- At the program delivery level, Departmental Managers collaborate directly with outside organizations, including Universities, governments, and other civil society organizations.
- Staff complement is approximately 40 full time equivalents.

4. Resources and Financial Scope

- Financial information supporting FNHSSM's operations is not published in its annual reports, although third party research organizations have estimate that annual revenue is between \$1 million and \$5 million.

5. Programming and Data Management Capacity

- As part of its role as a regional member of the FNIGC, the FNHSSM manages the Health Information Research and Governance Committee (HIRGC), where it:
 - Acts as the “gatekeeper” of First Nations data at a regional level.
 - Provides guidance to local research efforts performed by First Nations or outside consultants.
 - Acts to ensure that First Nations research is respectful and in accordance with OCAP principles.

Defining Traits and Conclusion

- The FNHSSM is notable for its built-in accountability, as the organization is mandated to report directly to the communities it serves.
- It is also noteworthy that while it is Indigenous led, FNHSSM regularly conducts collaborative research with non-Indigenous organizations while remaining compliant with OCAP principles.
 - This might be attributed to the use of project-based collaboration at the lower levels of the organizational structure.

Key Design Takeaway

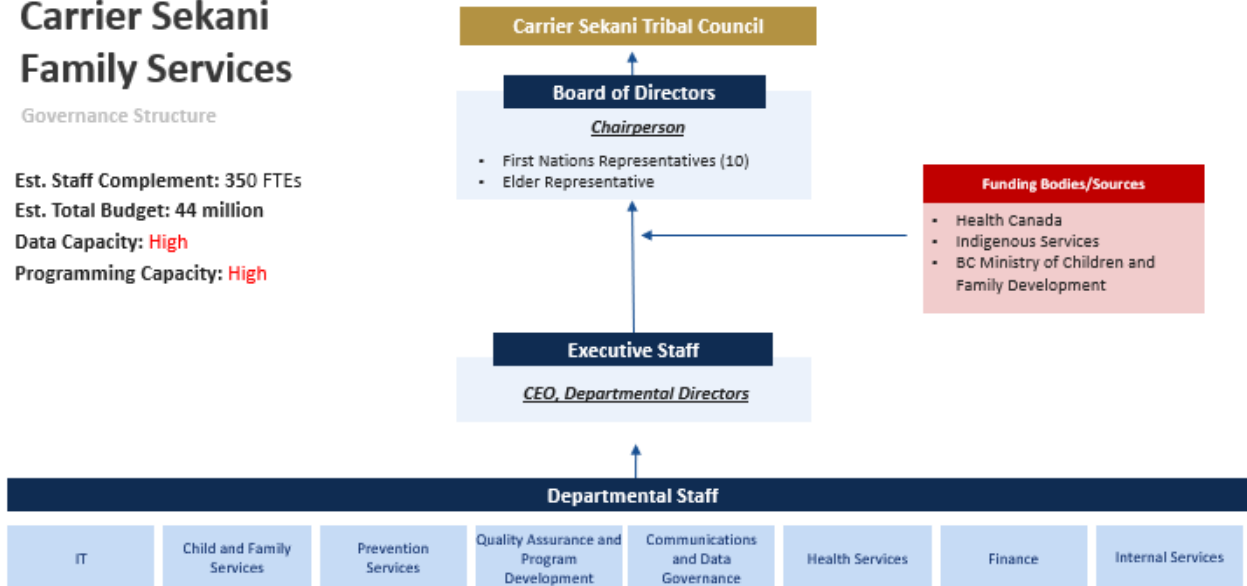
- *The Secretariat may benefit from a similar ad-hoc partnership approach with non-First Nations organizations. In being less focused on multi-year collaborative agreements, the Secretariat may preserve its nimbleness and better promote First Nations data sovereignty.*

Carrier Sekani Family Services

Carrier Sekani Family Services

Governance Structure

Est. Staff Complement: 350 FTEs
 Est. Total Budget: 44 million
 Data Capacity: **High**
 Programming Capacity: **High**



Readiness Scorecard

Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				High

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				High

1. Mandate

- Carrier Sekani Family Services (CSFS) is charged with establishing a “comprehensive infrastructure” for social, health, and legal programs that will eventually be passed on to the regional Tribal Council as part of the community’s path to self-government.

Notable Child Welfare Programs and Initiatives

- The CSFS offers guardianship services and resources for its member communities, backed by dedicated staff.

- The program provides care for children who are under Continuing Custody Order through the management of foster care homes on reserve in member communities.
- The program also offers continuing supports for youth who age out of the system.
- The organization also provides preventative services, aimed at young parents. This programming includes:
 - Early childhood education programs that seek to build greater cue interpretation skills between parents and children.
 - Family Preservation Outreach that seeks to advocate on behalf of parents in securing housing and other necessities.
 - A Family Empowerment program that allows children in foster care to visit their parents in a supervised environment while providing behaviour management and other skill-building workshops.

2. Stakeholders and Communities Served

- The organization services 22 local bands, over 10,000 persons, in Northern British Columbia.

3. Governance and Organizational Structure

- The organization is led by a Board of Directors consisting of ten member First Nations representatives and one Elder.
- Operational decisions are led by a CEO and departmental directors.
- Staff complement is roughly 350 full time equivalents.
- As the organization has grown rapidly in recent years, the Board of Directors has commissioned a governance review by an independent consultancy.

4. Resources and Financial Scope

- CSFS maintained an operating revenue of roughly \$44 million in 2021 and has allocated nearly \$50 million for the current fiscal year.
 - The organization is primarily funded by the First Nations Health Authority, Indigenous Services Canada, and the British Columbia Ministry of Children and Family Development.
 - Its largest expenses were salaries and benefits for its large staff complement, as well fostering services for children.
 - It maintains seventeen physical office spaces. Buildings remain its largest asset.

5. Programming and Data Management Capacity

- CSFS maintains a Quality and Innovation department dedicated to tracking the performance of its programming and improving future service delivery.
 - This function is supported by a dedicated Communications and Data Governance department that ensure the organization's tracking of information is modernized and remains consistent with OCAP principles.
- The organization regularly performs service quality audits on its programming. It also seeks validation from the Commission on Accreditation of Rehabilitation Facilities (CARF), an external body.

Defining Traits and Conclusion

- As CSFS's aim is to build lasting services, much of its work is performed by the organization itself, with the assistance of some outside consulting services.
 - As such, the organization's operations do not emphasize partnership building.
- Overall, Carrier Sekani Family Services' approach appears to demonstrate a sophisticated capacity to address local child welfare issues. However, there does not seem to be much external collaboration beyond member First Nations.

Key Design Takeaway

- *Any new national Secretariat would likely benefit from incorporating some of CSFS's practices both in its array of available programming and its commitment to tracking and measuring performance.*
- *Importantly, as there are organizations like CSFS which are already quite sophisticated in their programming, the Secretariat might be effective acting as a strategic connector, facilitating knowledge transfer from experts from leading organizations to other First Nations communities.*

First Nations Information Governance Centre (FNIGC)

FNIGC

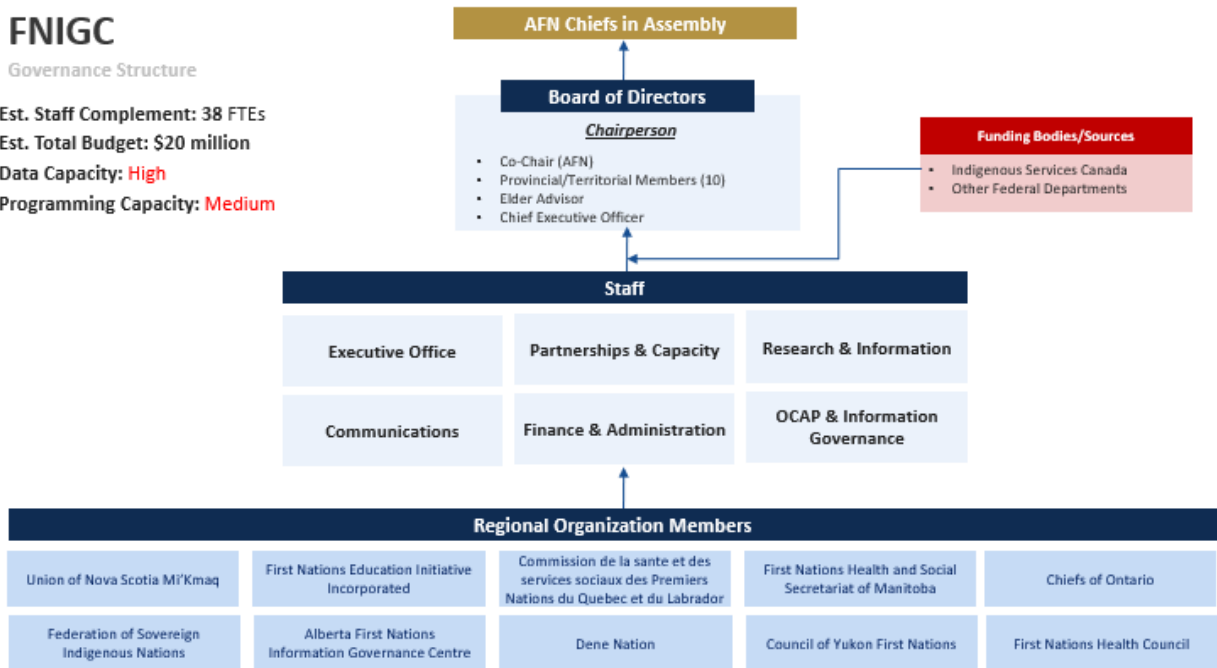
Governance Structure

Est. Staff Complement: 38 FTEs

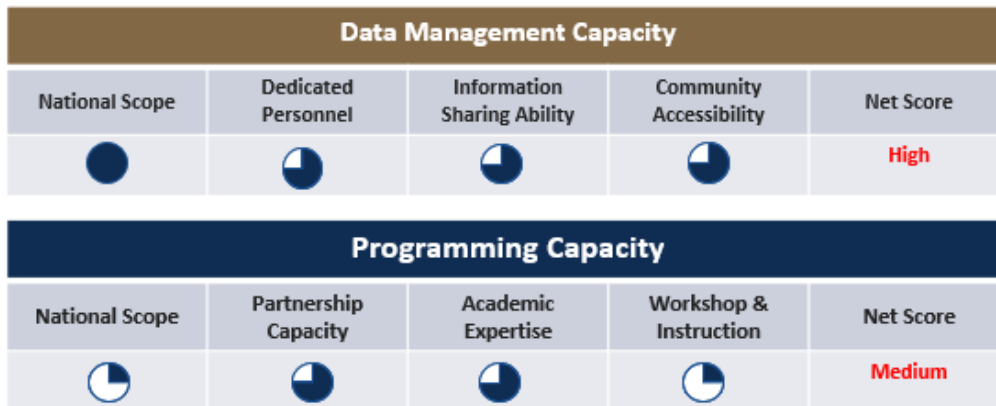
Est. Total Budget: \$20 million

Data Capacity: **High**

Programming Capacity: **Medium**



Readiness Scorecard



1. Mandate

- The First Nations Information Governance Centre aims to support evidence-based decision making in First Nations communities and protect community sovereignty and agency over the collection and stewardship of local data.
- While the organization’s primary activities revolve around data gathering initiatives in First Nations communities, it also offers a wide array of other programming – including direct research, training, capacity building and knowledge translation.

Notable Child Welfare Programs and Initiatives

- The FNIGC has been commissioned by the AFN to perform a feasibility assessment of conducting a longitudinal study of First Nations child development and well-being.
 - The initiative included a literature review, direct engagement with subject matter experts, and relied on previous investigations by the AFN.
 - Ultimately the assessment produced a 17-point plan to inform a robust longitudinal study of First Nations children and youth.
- The organization is also performing research work focused on First Nations early childhood care and development, in collaboration with the National Centre for Indigenous Health (NCCIH).
- In addition to these specific initiatives many of FNIGC's projects in health and economic development necessarily overlap with child welfare issues.

2. Stakeholders and Communities Served

- The FNIGC conduct its work on behalf of the AFN and the 634 First Nations communities across Canada.

3. Governance and Organizational Structure

- The organization is led by a Board of Directors consisting of representative from each of FNIGC's ten regional partners and an Elder advisor. The board reports directly to AFN chiefs in assembly.
 - Directors are appointed for three-year terms.
- Operational decisions are led by a CEO and departmental directors.

4. Resources and Financial Scope

- FNIGC is primarily financed on a contract-by-contract basis with the federal government, with national surveys, the primary revenue driver, supported by Indigenous Services Canada.
 - FNIGC, in turn, has contribution agreements to support its regional partners.
- Additional revenue is sourced on a fee-for-service basis out of the organization's First Nations Data Centre.
 - Here, FNIGC processes special projects with federal departments, researchers, students, and others.
 - Projects often include data tabulations, storage, and management. The organization performs all of its work in accordance with OCAP principles.
- Finally, FNIGC offers a *Fundamentals of OCAP* online course. The course is available to stakeholders and outside researchers on pay-for-access basis.

5. Programming and Data Management Capacity

- The organization's data management capacity is vast. Not only does FNIGC, and its regional partners, maintain an infrastructure capable of housing national data, the organization also has established strategic partnerships that cement its leading role.
 - Evidence of this position include National Data Governance Strategy, which received ten-year funding from Indigenous Services, and the FNIGC's position as a member of the Canadian Research Data Centre Network (CRDCN).

Defining Traits and Conclusion

- The defining feature of the FNIGC is the trust it has garnered in communities and among First Nations leadership. The organization has successfully positioned itself as the de-facto leader in the information and data management space.
 - The FNIGC is a first mover in the application of OCAP principles to child-welfare issues and in the provision of related instructional programming.

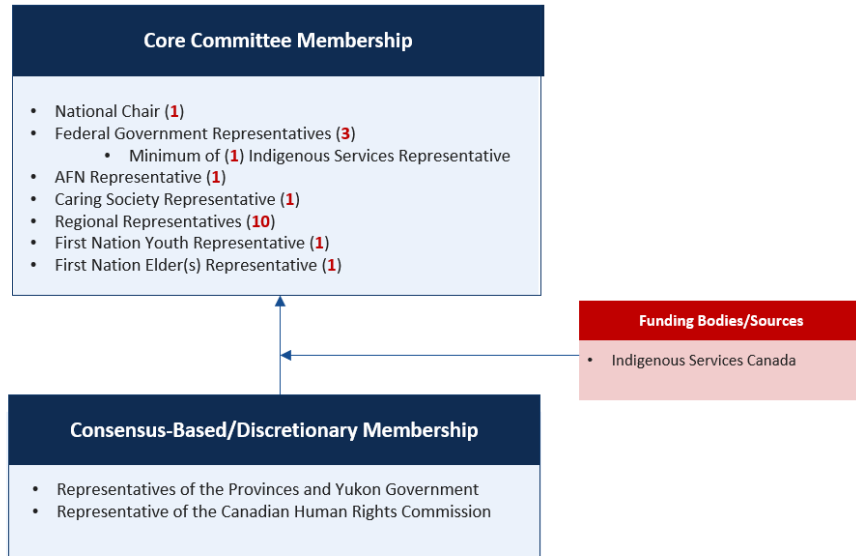
Key Design Takeaway

- *For the secretariat, this reality likely means that any planned data management activities must be performed in collaboration with, not tangential to, the FNIGC.*

National Advisory Committee (NAC) on First Nations Child and Family Services

National Advisory Committee on FNCFS

Governance Structure



Data Management Capacity				
National Scope	Dedicated Personnel	Information Sharing Ability	Community Accessibility	Net Score
				Medium

Programming Capacity				
National Scope	Partnership Capacity	Academic Expertise	Workshop & Instruction	Net Score
				Medium

Key Design Takeaway

- *For the secretariat, an organization that might derive most of its revenue from Indigenous Services Canada, including ISC representatives on the Board of Directors may be an effective means of engaging Government of Canada officials and ensuring broader institutional support.*

University Affiliation

Chapin Hall – University of Chicago

Chapin Hall

Governance Structure

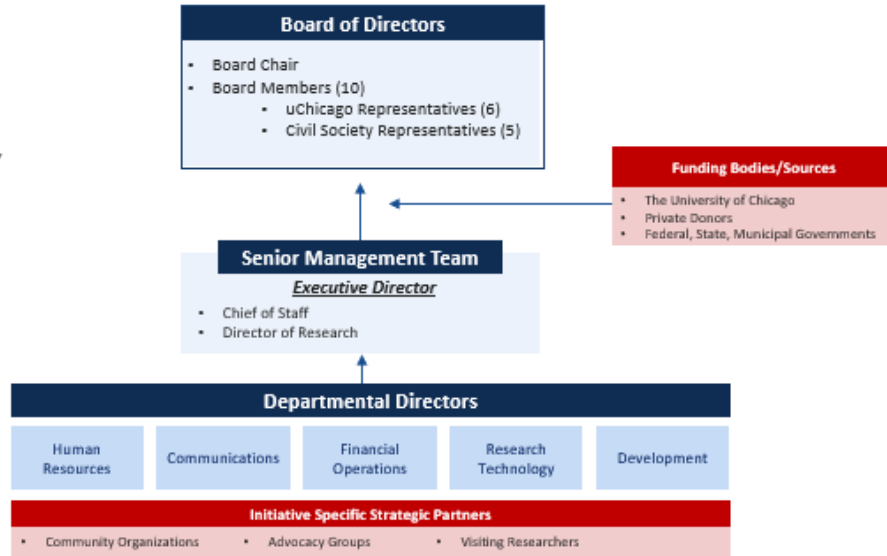
Est. Staff Complement: 125 FTEs

Est. Total Budget: 29 million

Data Capacity: High

Programming Capacity: High

Notable Traits: Expansive resources and strong fundraising, rigorous research and data stewardship capabilities, high level of university involvement



Key Design Takeaway

- *For the Secretariat, a university-housed model may help facilitate an array of different funding streams, but it may also necessitate a higher level of non-First Nations administrator involvement.*

Family Spirit – Centre for American Indian Health, Johns Hopkins University

Family Spirit

Governance Structure

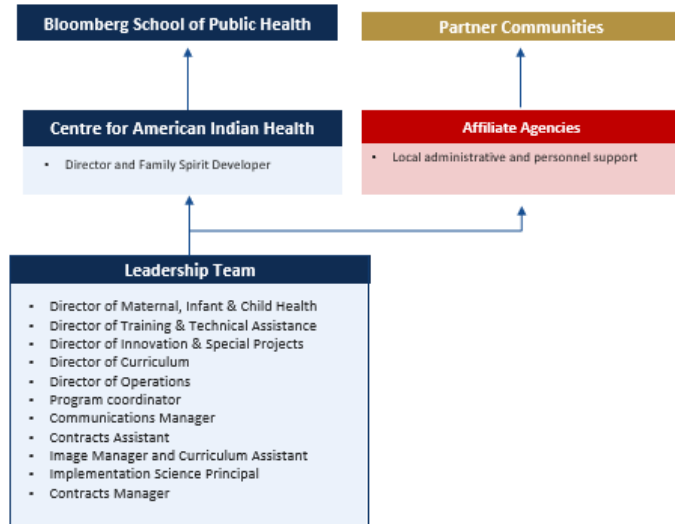
Est. Staff Complement: 14 FTEs

Est. Total Budget: -

Data Capacity: Low

Programming Capacity: High

Notable Traits: Lean operating model, nationally dispersed leadership team



Key Design Takeaway

- *For the Secretariat, relying on other affiliate organizations to deliver key programming on an as-needed partnership basis, may reduce overhead and more efficiently deploy key resources.*

Appendix B: Information Technology Approach

This section offers a non-technical view of information technology (IT) costs for a potential Secretariat. It is based on modern best practices, for a small-to-medium enterprise (SME) using a *cloud-first* approach, where **services** are preferred over **capital investments** in on premises infrastructure. This yields greater flexibility for the organization, and while this document is not an exhaustive IT budget, it illustrates major cost components using existing popular services for SMEs. The proposed secretariat will find that privacy, security and access considerations will make IT a key operating feature of the organization. Data will, more often than not, reside in a digital form creating both opportunities and vulnerabilities for the organization. Ensuring appropriate budgeting for a robust IT function will be important in building and maintaining trust with stakeholders. The proposed IT requirements reflect modern management practices including a lean operating model, hybrid work style, mobile workforce and web-centric operations. Further, given that the organizational design considerations for the secretariat are based on existing analogous entities, there is very little, if any, cost associated with “unique” requirements.

Assumptions

The information presented below is based on several key assumptions:

- 1) The Secretariat will be setup as a not-for-profit organization with the associated status that will allow it to obtain significant not-for-profit discounts on technology-related expenditures.
- 2) The organization will leverage not-for-profit pricing from Microsoft (<https://nonprofit.microsoft.com/>), TechSoup Canada (<https://www.techsoup.ca/>) and other providers.
- 3) The prices used in this document are in CAD (unless otherwise noted) and are believed to be accurate at the time of preparation but are meant to be illustrative and may be subject to changes. Costs quoted do not include any applicable taxes.
- 4) The examples used in this document assume a staffing level of **15 full-time** employees.
- 5) Depreciation of capital assets is not included in this IT budget, but this should be taken into consideration when establishing the overall budget for the organization.
- 6) Replacement of end-of-life assets (retired laptops, etc.) is not included in the scope of this budget.

Implementation Timeline

For the initial IT setup discussed in this document the organization should anticipate a two-to-three-month timeline. This assumes multiple projects running concurrently (website build, IT infrastructure setup, accounting system, etc.) The timeline will depend on resource and content availability, design choices, as well as timely decision making and support from leadership and other stakeholders.

Budget Overview

Typical IT Spending as a % of Revenue/Budget

While each is unique, generally modern organizations typically spend between 4-6% of their revenue/budget on IT, and this range is recommended by the well regarded IT professional practice publication *CIO Magazine*. Larger organizations tend to have lower percentages as they generate greater economies of scale.

- Small organizations (less than \$50 million in revenue) spend 6.9% of their revenue on IT
- Mid-sized organizations (between \$50 million – \$2 billion) spend 4.1%
- Larger organizations (over \$2 billion) spend a relatively small 3.2%

Data from the Deloitte Insights November 2017 CIO Insider report citing “Deloitte 2016-2017 Global CIO Survey” (n=747) echoes these ranges and puts the education and non-profit sector at an average of 5.77% with an average of 3.28% across all sizes and industries. (https://www2.deloitte.com/content/dam/insights/us/articles/4349_CIO-Insider_Tech-budgets/DI_CIO-Insider_Tech-budgets.pdf)

The tenth annual “Non-profit Technology Staffing and Investments Report” published by NTEN in May 2017 focused specifically on technology in non-profits (n=259). NTEN found, across all sizes of non-profits, technology accounted for 5.7% of annual budgets on average. Additionally, they found that smaller non-profits had higher spending as a percentage of their total budget. (https://www.nten.org/wp-content/uploads/2017/05/Staffing_Report2016_v12.pdf)

Summary Table of Expenditures

This document outlines IT costs or considerations for the Secretariat across seven key areas. Within each area costs are differentiated between recurring annual costs versus one-time initial setup project costs. Projects are identified to build the web site, setup IT infrastructure, setup accounting software, train staff, etc. Project costs should be considered placeholder amounts based on relatively straightforward implementations, limited customizations, available content, etc.

Each area is expanded and explained in the sections that follow.

Budget Categories	One Time	Annual
Online Public Presence Setup & Subscriptions	\$25,000.00	\$97.50
Connectivity & Communication Services	\$10,000.00	\$38,017.20
Software Setup & Subscriptions	\$95,000.00	\$9,430.95
Misc Expenses	\$0.00	\$7,500.00
Measuring to Thrive Cloud Application	\$10,000.00	\$0.00
IT Hardware	\$77,245.00	\$0.00
IT Staffing	\$0.00	\$175,000.00
Totals	\$217,245.00	\$230,045.65

Online Public Presence

Web Site

An online public presence will be important for the Secretariat to communicate information to the public and host “non-private” content ranging from job postings to press releases to custom developed content. Numerous solutions exist to host web sites that allow relatively non- technical staff members manage and update content. These services also offer a range of additional functionality as the organization’s needs evolve. Popular solutions are provided by Wix, GoDaddy, WordPress and more. TechSoup charges a \$15 fee that grants a 70% discount off the \$20/month Wix Unlimited Premium plan based on a two-year commitment.

A “one time” 1–2-month project would need to be undertaken to define, setup and build the initial website of the Secretariat. Costs could vary depending on the complexity of the design and availability of content.

Domain Hosting

A core part of the public presence is the domain name(s) of the organization. While the need may exist to register multiple names, this example assumes a single registration. Many providers are available with GoDaddy being one of the most popular. A typical domain registration costs approximately \$30/year. GoDaddy offers an “*in-kind product donation program, GoDaddy Shares, providing a one-time donation of one domain name and one shared hosting account from GoDaddy for one year at no charge.*”

Following the one-year term of receiving support through our in-kind program, you will receive a discounted rate of 40% for a two-year term. Organizations are eligible for only one donation per organization.” (<https://forms.benevity.org/87e35df3-1c1c-43ce-a500-7ab3df518124>)

Financials – Online Public Presence

Online Public Presence	One Time	Annual
Initial Website Creation	\$25,000.00	
Wix Unlimited Premium Web Hosting		\$79.50
GoDaddy Canada Domain Name Registration		\$18.00
Subtotal	\$25,000.00	\$97.50

Connectivity & Communication Services

Modern organizations rely extensively on multiple communication and connectivity services. These cover business-grade Internet service for the office, calling and data plans for employee mobile devices, as well as desktop phone services in many cases. Numerous providers and options exist for each service – the costs shown below are typical from real world examples from major providers but will vary with exact usage, roaming and terms. Additionally, a project is identified to cover installation of network cabling and required hardware. These costs may vary depending in complexity of installation, etc.

Financials - Connectivity & Communication Services

Connectivity & Communication Services	One Time	Annual
Mobile/Cellular (15GB data, unlimited calling - \$175/user/mo x15 staff x12 months)		\$31,500.00
Business-grade Internet Service		\$3,600.00
Installation of Network Wiring/Hardware	\$10,000.00	
Microsoft Teams Desktop Phone license with Calling Plan (3000 minutes) (\$14.30/user/mo x15 staff x12 months) (Hardware not included)		\$2,574.00
Teams Phone with Calling Plan \$14.30/mo (3000 minutes) (x2 meeting rooms)		\$343.20
Totals	\$10,000.00	\$38,017.20

Software Setup & Subscriptions

Employee Productivity

Employee productivity tools are those used to perform basic work functions such as emails, work processing, spreadsheets, presentations, creative/artwork, and such. The most common tools used for these are Microsoft Office and products from Adobe such as Acrobat and Creative Cloud.

The design of IT systems and usage should assume an “anytime, anywhere” approach to productivity, support virtual work and should be based upon a “Zero-trust” approach to security.

The assumptions are based on non-profit Microsoft 365 E5 licenses providing 5TB of personal cloud storage using OneDrive, Outlook, Word, Excel, PowerPoint, Teams, Anti-virus/Anti-malware and more that can be installed on 5 PCs and 5 mobile devices per user, Adobe Acrobat Pro DC licenses (10 staff @13% discount) and 1 Adobe Creative All Apps user (60% off Adobe’s regular rates for the first year and 40% every year after). Also included are the modest licensing requirements/costs for collaboration software in each boardroom/meeting rooms for shared devices.

Employee Software Training

End user training should be provided as appropriate to ensure staff have the necessary technical skills to use their software. Training should also be provided on IT Security and Acceptable Use policies as defined by the organization. A mixture of online/virtual training can be combined with company-specific training as appropriate.

IT Software Services

A robust set of IT infrastructure is critical to the success of an organization. A diverse set of services are required to meet a modern organization’s technology needs. These range from the typical items such as email, document storage, and intranets to advanced enterprise security, threat protection and analytics, internal and external collaboration, device management (including mobile), identity management, business analytics and advanced compliance tools such as records management, eDiscovery, information protection.

The costs associated with properly deploying, managing, and updating the necessary infrastructure with on-premises systems has (in the past) been prohibitive for almost all SMEs. With the mainstream adoption of cloud service offerings such as Microsoft 365 E5 these capabilities are now within reach of most organizations. Importantly, such offerings are now available on exclusively Canadian-based infrastructure to meet data residency and privacy requirements if necessary. Additionally, extensive audits and certifications have validated the use and security of these platforms.

While the features of a Microsoft 365 E5 subscription are extensive, many can be rolled out incrementally as the organization’s needs evolve and become more sophisticated. A “one time” two-month project would be undertaken to define, setup and configure the initial IT infrastructure services of the Secretariat. Additionally, a concurrent project

should define any necessary policies and procedures for IT and staff such as an IT Security Policy.

Business Software

All organizations will require some form of “business operations” software ranging from accounting to HR/payroll to potentially CRM/stakeholder management solutions. While exact details cannot be offered without further analysis of need, there are numerous popular cloud-based subscription services available across most of these categories. Alternatively, such services may be outsourced and thus the rates/terms may vary. Other activities, such as audits may or may not have impacts to technology costs depending on circumstance.

A “one time” project would need to be undertaken to setup and configure the accounting software. Cost estimates may vary based on complexity and requirements.

Data Analysis & Reporting

Data analysis and reporting are essential elements of fact-based decision making, accountability and planning. A wealth of tools exists in this category but the most prevalent is Microsoft Excel. Familiar to most business users, but significantly more powerful in recent versions, it provides the basics of reporting and analysis.

For more advanced analysis, reporting, dashboards and even publishing interactive data-driven graphics to the web, Microsoft offers Power BI Pro. Every user receives a license to these tools (included in their Microsoft 365 E5 license). For even greater capabilities and capacities individual users, such as dedicated data analysts, can be upgraded to Power BI Premium.

Financials – Software Services & Setup

Software Setup & Subscriptions	One Time	Annual
Initial Setup & Configuration of IT Services (Microsoft 365 E5)	\$50,000.00	
IT & Security Policy Development	\$5,000.00	
Microsoft 365 E5, Enterprise Mobility + Security E5 (15 users @ \$22.80/mo x 12)		\$4,104.00
Adobe Acrobat Pro DC (\$7 admin fee + \$16.99/mo x12 months x10 users)		\$2,108.80
Adobe Creative All Apps Plan (\$7.00 admin fee + Subscription fee - year 1: \$311.88 & year 2+: \$467.82 (1 user with initial two-year average price used)		\$393.35
Teams Rooms Standard license \$7.70 license/mo (x2 meeting rooms x12 months)		\$184.80
Employee Software & Policy Training (\$2,000/employee x 15)	\$30,000.00	
Initial Setup & Configuration of Accounting System	\$10,000.00	
QuickBooks Online – Advanced + Payroll) (\$160/month + \$4/employee)		\$2,640.00
Totals	\$95,000.00	\$9,430.95

Miscellaneous Expenses

Supplies

Depending on where cost accountability resides, IT costs often include supplies such as toner, printer paper, small cables, accessories, etc.

Repairs

IT budgets will also usually contain a line item for repairs to cover out of warranty costs for occasional repairs or accidental damage.

Financials – Miscellaneous Expenses

Miscellaneous Expenses	One Time	Annual
Supplies (Toner, Paper, accessory cables, etc.)		\$2,500.00
Equipment Repairs		\$5,000.00
Totals	\$0.00	\$7,500.00

Measuring to Thrive Cloud Application Solution Overview

The Measuring to Thrive cloud application was built by IFSD to provide a location where stakeholders can centrally report anonymized data of KPIs relating to the Measuring to Thrive framework. The system is built using Microsoft Azure cloud services with security and privacy as the core focus. The system is hosted exclusively on Canadian infrastructure and offers end-to-end encryption with fully encrypted data at rest. Data is stored with 6x data redundancy to prevent data loss (3x times in Canada Central region + replication to 3x in Canada East region)

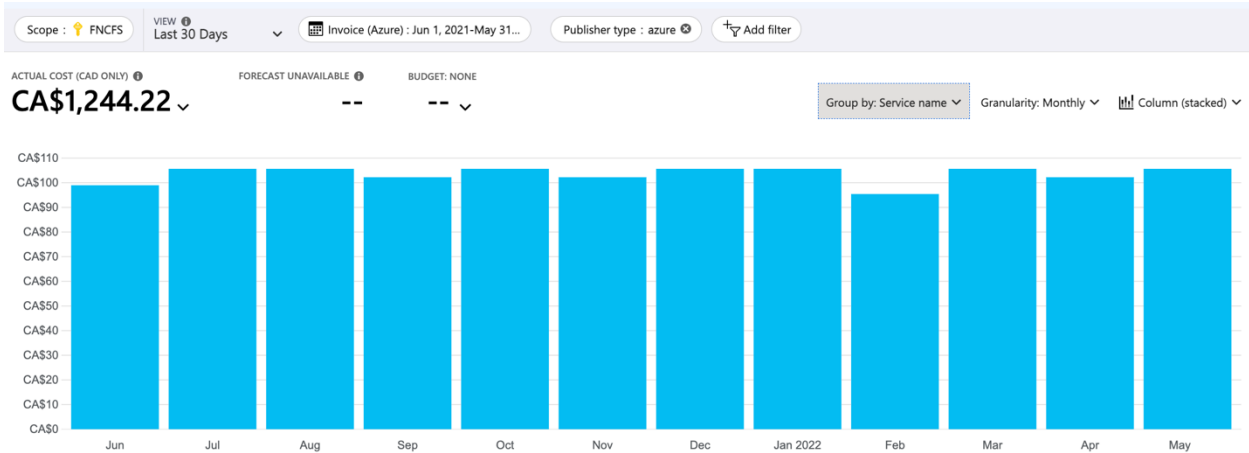
The screenshot shows the 'Measuring to Thrive' application interface. The main content area displays a 'Scorecard - FN1 Reserves' for 'Child and youth well-being'. The table below compares performance between 2020-Q2/T2 and 2020-Q1/T1.

	2020-Q2/T2	2020-Q1/T1
Safety		
Number of serious injuries or deaths	0	1
Recurrence of child protection concerns after ongoing protection services	1	3
Child abuse (excluding sexual abuse)	1	2
Child sexual abuse	0	0
Rate of successful family reunification	0.96	0.94
Timeliness of customary care	18	22
Percentage of children with kin and/or Indigenous families within their community	0.92	0.86
Quality of caregiver and youth relationship	0.91	0.90
Regular opportunities for relational connections to community	0.93	0.91
Out of home placement rate	0.08	0.07
Number of moves in care	110	6
Cognitive development		

The system supports both English and French and is designed to evolve with the underlying Measuring to Thrive framework. KPIs can be introduced, revised, and retired as required.

Operating Costs

Solutions designed from the beginning to operate on Microsoft Azure or similar platforms can be incredibly efficient to operate as capacity can be adjusted dynamically on an hour-to-hour basis. The Measuring to Thrive cloud application can be configured to almost infinitely scale up or down in line with demand. In the current configuration, it can handle the most of the envisioned loads while only costing approximately \$3.41 per day to operate. Operating costs for the past year have totaled \$1,244.22.



Initial Development Costs

IFSD bore the development costs create the Measuring to Thrive cloud application. Ownership of the application and its source code will be transferred to the Secretariat at no cost to the Secretariat.

Transfer of Measuring to Thrive to the Secretariat

While IFSD has born the development costs of the application as well as the operating cost to date, the process to transfer the application to a new owner can be a relatively complex task that requires expert skills to accomplish. It is recommended that Microsoft’s Consulting Services be engaged on a one-time basis, to managing the migration. A placeholder of \$10,000 is included for their fees subject to final agreement between the parties. IFSD will not charge any costs associated with the transfer nor retain any intellectual property rights over the application.

Microsoft Azure Non-Profit Grant

Microsoft offers non-profits a grant for Azure cloud services in the form of a \$3,500 (USD) donated Azure services credit annually. (Approximately \$4,500 CAD) (Note that unused credit is not refundable hence the zero-dollar total shown in the table below)

Financials - Measuring to Thrive Cloud Application

Measuring to Thrive Cloud Application	One Time	Annual
Measuring to Thrive App Development Costs		\$0.00
Measuring to Thrive App Operating Costs		\$1,244.22
Transfer of Measuring to Thrive to Secretariat	\$10,000.00	\$0.00
Microsoft Azure Non-profit Grant (unused credits are non-refundable)		(\$4,500.00)
Totals	\$10,000.00	\$0.00

IT Hardware

Individual Staff Productivity Hardware

This includes one organization owned laptop, smartphone, and large desktop monitor per employee. Also included is a mid-range VoIP desktop phone for each user.

Shared Resources Hardware

Shared resources are IT assets used by multiple staff members rather than assigned to individuals. These would include at least one multifunction colour laser printer/scanner for the office. Additionally, hardware for one boardroom and one meeting room are estimated below subject to further requirements.

Financials - IT Hardware

IT Hardware	One Time	Annual
Business-grade Laptop (\$2,000 x15 staff)	\$30,000.00	
Smartphone (\$1,000 x15 staff)	\$15,000.00	
Desktop Computer Monitor (\$500 x15 staff)	\$7,500.00	
CCX 500 Business Media Desktop Phone, Teams Edition (\$475 x15 staff)	\$7,125.00	
Lexmark MC3426i Colour Laser All-in-one Multi Function Printer	\$820.00	
Board Room Screen (Samsung 75" 4K UHD HDR LED Tizen Smart TV)	\$1,600.00	
Meeting Room Screen (Samsung 65" 4K UHD HDR QLED Tizen Smart TV)	\$1,200.00	
Teams Room Device/Video Conferencing Equipment (\$5,000 x2)	\$10,000.00	
Desktop Computer for Meeting Rooms (\$2,000 x2)	\$4,000.00	
	Totals	\$0.00
	\$77,245.00	

IT Staffing

Modern IT operations cover a vast range of services. Each area of specialization can require advanced knowledge for certain tasks. The proposed approach is for an in-house IT generalist supplemented by a modest consulting budget to provide task/project specific assistance on an as needed basis.

Full Time IT Staff

One full time IT employee is envisioned to handle the day-to-day operational needs of the IT, website, and cloud environments. This person should also possess data management and analysis skills and would support the data analysis and reporting needs of the organization. A mid-level position is budgeted with a fully loaded cost of \$120,000/year.

Technical IT Training

Technology evolves at a rapid pace in modern business environments. A specific line item is included to maintain and expand the technical skillset of IT staff.

IT Consulting Support

Given the range of responsibilities envisioned for the sole IT staff member, it is almost certain that supplemental support will be required. A line item is provided to cover external consulting support to supplement with specific advanced skills as required.

Financials - IT Staffing

IT Staffing	One Time	Annual
Full Time Staff (1 employee - fully loaded cost)		\$120,000.00
Technical IT Training (for 1 IT staff member)		\$5,000.00
IT Consulting Support		\$50,000.00
Totals	\$0.00	\$175,000.00

IT should not be viewed as simply an administrative cost burden. For a data capture and management organization, IT should be properly viewed as foundational to its operating model. A well-funded IT infrastructure would provide the secretariat with a robust platform for security and privacy coupled with the tools for access and transparency for stakeholders.