



First Nations not affiliated to an FNCFS agency Final report findings

DRAFT – FOR DISCUSSION ONLY

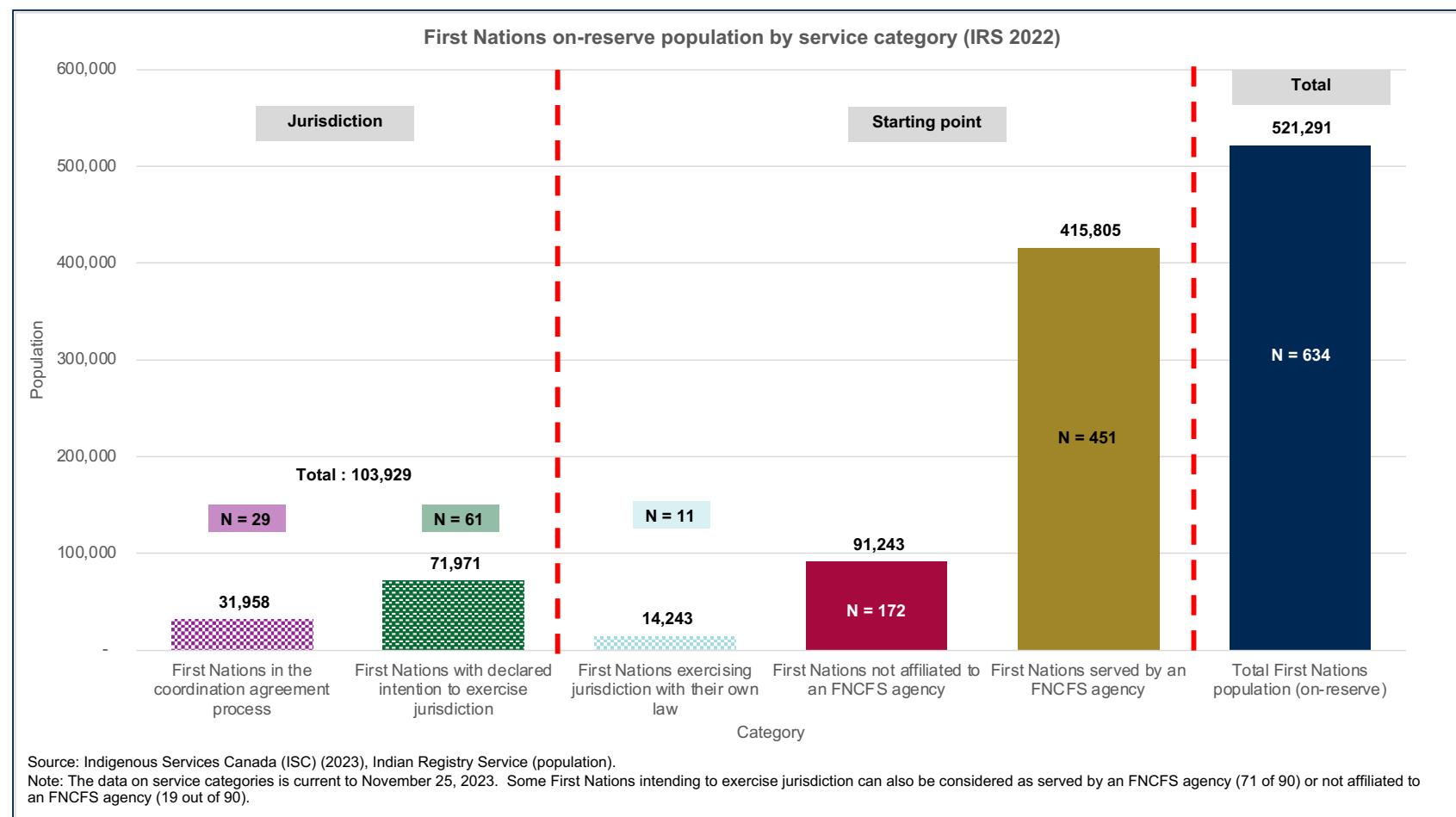
January 29, 2024

IFSD's mandate

- 1) Undertake a child and family services (CFS) needs assessment regarding First Nations not affiliated to an FNCFS agency.
- 2) Produce a cost analysis of approaches for designing and delivering CFS among First Nations not affiliated to an FNCFS agency.

Context: Population by service provider

- A significant majority of First Nations are served by an FNCFS agency.
- First Nations not affiliated to an FNCFS agency represent a significant group, but one left largely unconsidered for long-term reform.



The FNCFS Program

- 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.
- The contributions of FNCFS agencies to this work have helped to define a starting point, resource requirements, and implementation considerations in child and family services.

Child and family services in First Nations not affiliated to an FNCFS agency

- Ways First Nations not affiliated to an FNCFS agency receive CFS:
 - Protection and guardianship services are requirements in provincial/territorial law. These services are delivered by the province/territory and paid by Canada on-reserve and in the Yukon.
 - Secondary and tertiary prevention services should be delivered. It is unclear who is delivering these services, e.g., the province/territory and/or First Nations, other providers.
- Service providers should be operating consistent with *An Act Respecting First Nations, Inuit and Métis children, youth and families*, with consideration of the best interests of the child, a culturally-informed approach, and least disruptive measures.
- To end discrimination and ensure discrimination does not reoccur, the different parts of the system, i.e., protection, prevention, service providers, must work together.

Complex operating environments

- Structural drivers that promote contact with protective services exist across communities. Addressing or mitigating the effects of those structural drivers can be done through a combination of protection and prevention services that should be integrated.
- **Protection services:** typically provided by the province/territory, with funding from the federal government for services on-reserve.
- **Prevention services:** may be offered by the province/territory, the First Nation, a nearby delegated agency, or other service providers.
- Ensuring the coordination of protection and prevention services is essential for keeping children out of care. Such coordination requires protocols, agreements, and working relationships between the First Nation, provincial, and federal governments, as well as with service providers (including those within the First Nation).

Where a First Nation served by an agency may work with their service provider, it is the provider that typically ensures coordination of protection and prevention services. For First Nations not affiliated to an FNCFS agency, the service landscape is more complex.

Protection services promote child safety to ensure children are free from harm, abuse, and neglect.

Services should be integrated

Prevention services are to stop a child's interaction with protective services.

3 types of prevention:

Primary: Directed to the community as a whole, akin to public health measures, to build awareness and education.

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.

Structural drivers

in communities drive contact with protective services, e.g., poverty, intimate partner violence, addictions, etc.

Structural drivers are linked to intergenerational trauma and the effects of colonialism. They need to be addressed to reduce children's contact with protective services.

Services typically provided by the provincial or territorial government

First Nation not affiliated to an FNCFS agency

Provincial or Territorial CFS legislation

Federal legislation
(An Act Respecting First Nations, Inuit, Métis children, youth and families)

- Least disruptive measures
- Best interests of the child
- Culturally informed approach

Services typically provided by:

- First Nation
- Provincial or territorial government
- Other service provider, e.g., FNCFS agency
- Some combination thereof

Related service areas within the First Nation, e.g., health, education, housing, etc.

Possible disconnects:

- Integration of protection and prevention services
- Interaction of and integration between protection and prevention service providers to ensure needs of children and families are being met
- Protocols, agreements, relationships between province and First Nation

Federal \$ **Prevention** (on-reserve)

Federal \$ **Protection** (on-reserve)

Provincial/ Territorial \$

Different starting points

- 46% national participation in a questionnaire (2022); 9 regional workshops (75 participating First Nations); 2 national gatherings (November 2023 and February 2024); 5 in-depth analyses.
- Consider the different starting points for First Nations not affiliated to an FNCFS agency that will impact their transition to future/desired states.
- Time and space needed to reflect, engage with, and support children and families. This does not happen quickly or easily.
- Funding must be clear, sustainable, and on-going.

Funding

- At November 25, 2023, there were two funding amounts confirmed for First Nations not affiliated to an FNCFS agency (pursuant to the CHRT's rulings):
 - 1) \$283/person on-reserve for the First Nations Representative Service;
 - 2) \$2,500/person on-reserve for prevention services.
- The two funding amounts are for fiscal year 2024-25. Future funding amounts and structures are subject to the ongoing negotiations on FNCFS Program reform.

Funding foundations

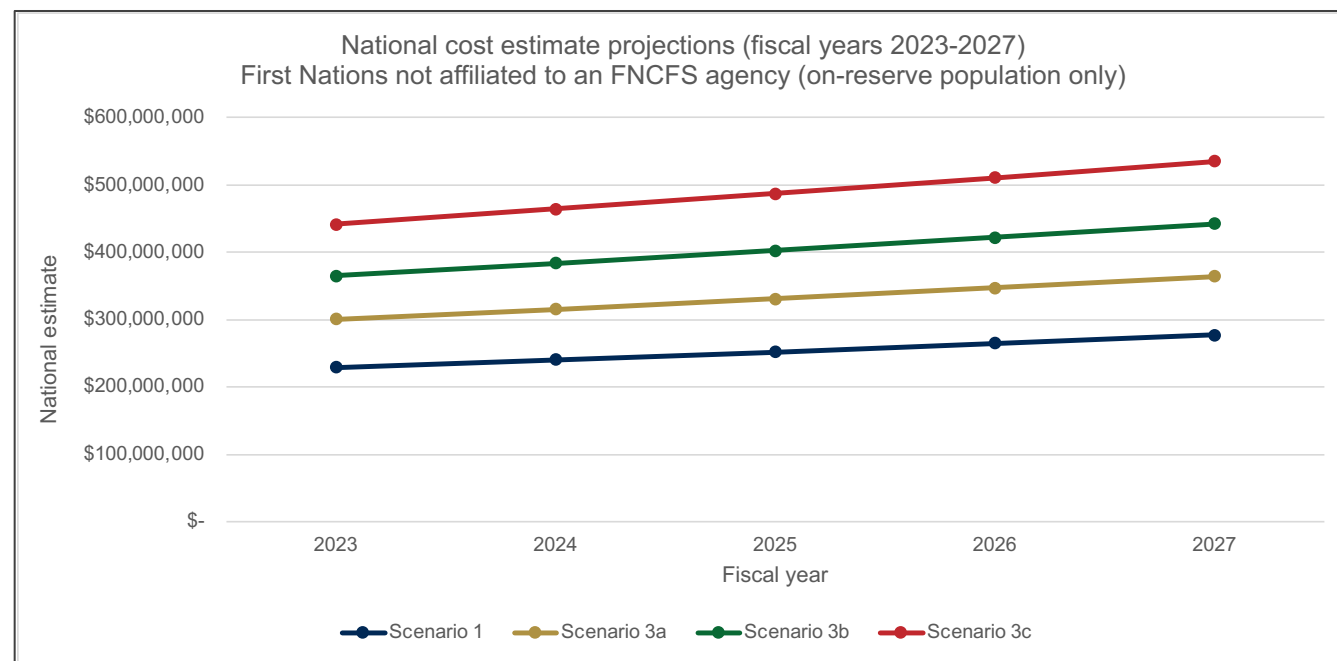
- These funding options should not be considered final. They are works in progress that will need to be reviewed and reassessed as capacity is developed, mandates are defined, and services provided.
- As part of a First Nation, the design and delivery of CFS is not happening in a vacuum. There are existing services, people, and resources that should be leveraged to move forward in CFS.
- With each funding scenario, there are differences in the principles to generate the allocations and their total amounts.
 - **Estimates in this presentation are for on-reserve population only.** Total population models are included in the final report.
- For the different approaches to structure, there are trade-offs in flexibility in the use of funds, the source of funding allocation, and the prioritization of regional v. national approaches.

Cost estimation scenarios

Scenario	Description
1) Base scenario	<ul style="list-style-type: none"> - Per capita allocations of \$2,500 and \$283 - Projections grown by population + inflation
3a) Base scenario (\$2,500+ \$283) + some FNCFS agency funding approach top-ups	<ul style="list-style-type: none"> - Per capita allocations of \$2,500 and \$283 - Remoteness (baseline and top-ups) (applied to all First Nations) - Poverty 7% (of difference) - Results 5% (baseline) - IT 6% (baseline) - Projections grown by population + inflation
3b) Base scenario (\$3,123 questionnaire) + some FNCFS agency funding approach top-ups	<ul style="list-style-type: none"> - Per capita allocations of \$3,123 (average per capita expenditure from questionnaire data) - Band Representative Service, \$283 per capita - Remoteness (baseline and top-ups) (applied to all First Nations) - Poverty 7% (of difference) - Results 5% (baseline) - IT 6% (baseline) - Projections grown by population + inflation
3c) Base scenario (\$3,859 integrated provider) + some FNCFS agency funding approach top-ups	<ul style="list-style-type: none"> - Per capita allocations of \$3,859 (average per capita expenditure of integrated service providers in Quebec from questionnaire data) - Band Representative Service, \$283 per capita - Remoteness (baseline and top-ups) (applied to all First Nations) - Poverty 7% (of difference) - Results 5% (baseline) - IT 6% (baseline) - Projections grown by population + inflation

Scenarios compared

- Scenario 1 produces the lowest national estimate over five years for the population on-reserve (\$1.63B).
- The three scenarios augment a baseline with one or more top-ups that are linked to different contexts and the costs of service delivery.
- Scenario 3a is the lowest and 3c provides the highest allocation relative to the selected options, as its per capita allocation is **the highest**.



Scenario 3a – Regional breakdown

Scenario 3a						
Province/Territory	2023	2024	2025	2026	2027	5-year total
British Columbia	\$ 85,326,022	\$ 89,783,768	\$ 94,364,114	\$ 99,173,141	\$ 104,045,191	\$ 472,692,235
Alberta	\$ 47,250,593	\$ 49,632,947	\$ 52,005,248	\$ 54,490,879	\$ 57,047,774	\$ 260,427,441
Saskatchewan	\$ 16,330,725	\$ 17,293,170	\$ 18,317,943	\$ 19,380,454	\$ 20,474,252	\$ 91,796,544
Manitoba	*	*	*	*	*	*
Ontario	\$ 37,063,125	\$ 38,782,349	\$ 40,587,035	\$ 42,449,072	\$ 44,394,066	\$ 203,275,646
Quebec	\$ 83,063,524	\$ 86,892,340	\$ 90,821,597	\$ 94,978,434	\$ 99,263,554	\$ 455,019,448
New Brunswick	*	*	*	*	*	*
Newfoundland	\$ 14,725,629	\$ 15,634,474	\$ 16,564,230	\$ 17,535,188	\$ 18,554,141	\$ 83,013,662
Yukon	\$ 15,922,589	\$ 16,661,012	\$ 17,498,194	\$ 18,240,280	\$ 19,094,732	\$ 87,416,807
TOTAL	\$ 300,474,295	\$ 315,517,447	\$ 331,046,790	\$ 347,185,377	\$ 363,863,309	\$ 1,658,087,217

* Estimates for provinces with only one First Nation not affiliated to an FNCFS agency were suppressed for privacy.

Scenario 3b – Regional breakdown

Scenario 3b						
Province/Territory	2023	2024	2025	2026	2027	5-year total
British Columbia	\$ 103,458,595	\$ 108,863,528	\$ 114,417,076	\$ 120,247,556	\$ 126,155,939	\$ 573,142,693
Alberta	\$ 57,473,675	\$ 60,371,453	\$ 63,257,060	\$ 66,280,456	\$ 69,390,540	\$ 316,773,184
Saskatchewan	\$ 19,732,087	\$ 20,894,997	\$ 22,133,156	\$ 23,417,007	\$ 24,738,595	\$ 110,915,843
Manitoba	*	*	*	*	*	*
Ontario	\$ 44,712,885	\$ 46,786,897	\$ 48,964,069	\$ 51,210,452	\$ 53,556,956	\$ 245,231,261
Quebec	\$ 101,640,618	\$ 106,325,744	\$ 111,133,782	\$ 116,220,295	\$ 121,463,773	\$ 556,784,212
New Brunswick	*	*	*	*	*	*
Newfoundland	\$ 18,022,095	\$ 19,134,394	\$ 20,272,284	\$ 21,460,601	\$ 22,707,655	\$ 101,597,030
Yukon	\$ 19,184,780	\$ 20,074,509	\$ 21,083,184	\$ 21,977,321	\$ 23,006,823	\$ 105,326,617
TOTAL	\$ 365,194,140	\$ 383,476,367	\$ 402,347,924	\$ 421,961,580	\$ 442,231,412	\$ 2,015,211,423

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Scenario 3c – Regional breakdown

Scenario 3c						
Province/Territory	2023	2024	2025	2026	2027	5-year total
British Columbia	\$ 124,880,061	\$ 131,403,983	\$ 138,107,252	\$ 145,144,458	\$ 152,277,143	\$ 691,812,897
Alberta	\$ 69,551,024	\$ 73,057,713	\$ 76,549,730	\$ 80,208,433	\$ 83,972,043	\$ 383,338,942
Saskatchewan	\$ 23,750,390	\$ 25,150,125	\$ 26,640,374	\$ 28,185,712	\$ 29,776,407	\$ 133,503,007
Manitoba	*	*	*	*	*	*
Ontario	\$ 53,750,162	\$ 56,243,314	\$ 58,860,534	\$ 61,560,975	\$ 64,381,816	\$ 294,796,802
Quebec	\$ 123,587,233	\$ 129,283,988	\$ 135,130,201	\$ 141,315,013	\$ 147,690,676	\$ 677,007,110
New Brunswick	*	*	*	*	*	*
Newfoundland	\$ 21,916,477	\$ 23,269,131	\$ 24,652,907	\$ 26,098,006	\$ 27,614,535	\$ 123,551,056
Yukon	\$ 23,038,668	\$ 24,107,148	\$ 25,318,421	\$ 26,392,187	\$ 27,628,492	\$ 126,484,915
TOTAL	\$ 441,652,898	\$ 463,761,704	\$ 486,581,687	\$ 510,300,723	\$ 534,813,954	\$ 2,437,110,966

* Estimates for provinces with only one First Nation not affiliated to an FNCFS agency were suppressed for privacy.

Structure: Approaches to allocation

Option	Description	Change from current state
1) Status quo	Fixed contribution approach.	None. Likely revision to terms and conditions.
1a) Status quo plus	Apply block contribution approach.	First Nations have greater flexibility in how funds are used for CFS in communities.
2) Regional support model	Trusted regional organizations would serve as the funding allocator and capacity support provider for First Nations not affiliated to an FNCFS agency.	Variation in regional allocation models. Localized capacity support for CFS.
3) First Nations needs assessments	Funding held in trust by regional organizations until First Nation is prepared to accept the funding for use (within approx. 1-5 years), following consultation with community on their own timeline.	Resources accessed based on readiness of First Nation.

Next steps

- Second national gathering, February 12, 2024 (Vancouver).
- Update final report:
 - ISC expenditure data
 - Feedback from First Nations not affiliated to an FNCFS agency

Get in touch

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