



Aboriginal Affairs and
Northern Development Canada

Affaires autochtones et
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Moving Forward with EPFA in Newfoundland/Labrador

Presented at: Tripartite Newfoundland/Labrador Meeting

Date: July 11, 2013



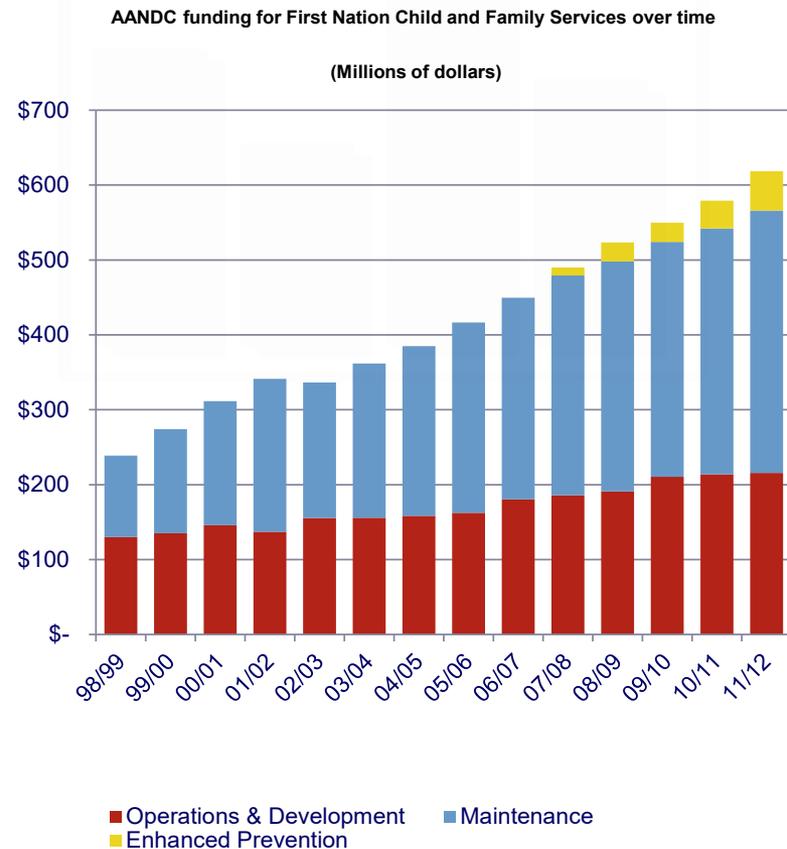
ROLES

- All children are protected by provincial or territorial child welfare legislation, under provincial or territorial jurisdiction. Provincial or territorial governments can delegate authority for Child and Family Services to First Nation service providers on reserve and are responsible for ensuring they comply with the legislation and standards.
- [The First Nation Child and Family Services program](#) provides funding to those service providers who deliver culturally appropriate child and family services to Innu and/or First Nation children and families on reserve.
- AANDC provides funding to 105 First Nation agencies in the 10 provinces to deliver child and family services.
- In areas where First Nation Child and Family Services agencies do not exist, AANDC funds services provided by provincial or territorial organizations.



Federal funding more than doubled over the last 14 years

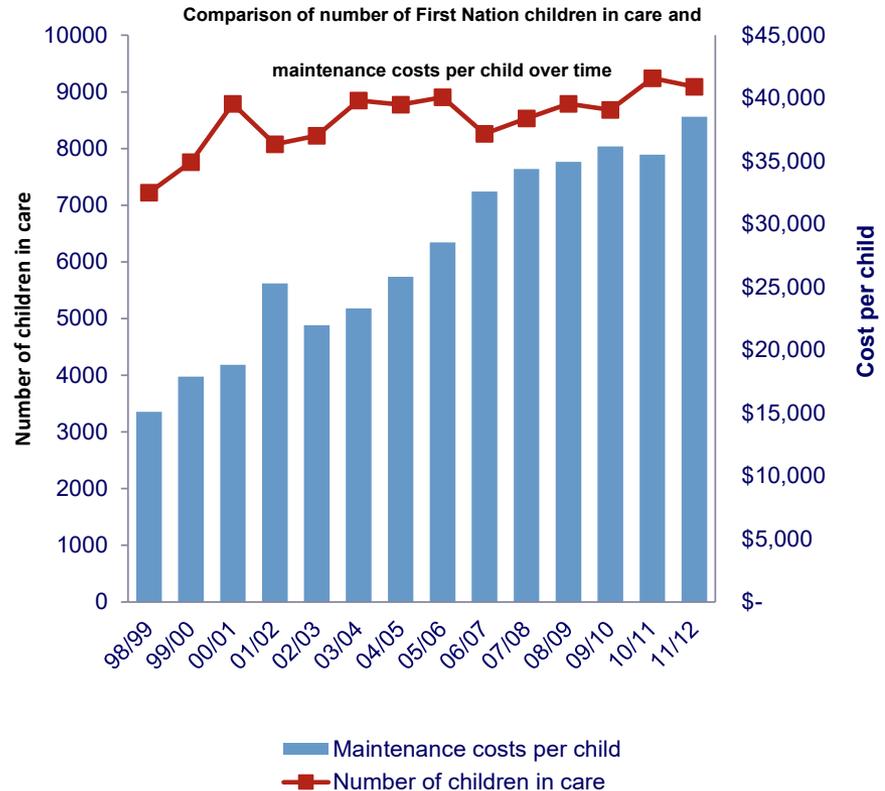
- In the early 1990s, AANDC funded 34 child welfare service providers on reserve.
- Since 1998, AANDC has steadily increased funding to the provinces, Yukon and to more than 100 First Nation Child and Family Service agencies who are responsible under provincial or territorial law for the delivery of child and family services within their jurisdiction.
- AANDC funding to these service providers has more than doubled over the 14 years, from \$238 million in 1998-1999 to approximately \$618 million in 2011-2012.
- Funding in Ontario is provided through the *Ontario 1965 Welfare Agreement*, which AANDC cost shares with Ontario at a rate of approximately 93 per cent.
- Funding in Nunavut and the Northwest Territories is provided by the Department of Finance through transfer agreements with the territorial governments.





Shift in Funding Approach

- Despite significantly increased funding from 1998 to the mid-2000s, the number of children in care remained relatively stable.
- The reason for this growth in funding was mainly due to maintenance costs per child more than doubling since 1998-1999.
- Increased maintenance costs was driven by: increases in the rates charged by the provinces; an increase in costs for, and the number of, special needs children in care; and greater reliance on institutional care.
- In light of these challenges and in alignment with changing provincial approaches, AANDC introduced a new approach to funding First Nation Child and Family Services on reserve: the Enhanced Prevention Focused Approach (EPFA).



* Children in care figures for 2011-2012 are still in the process of being validated and confirmed.



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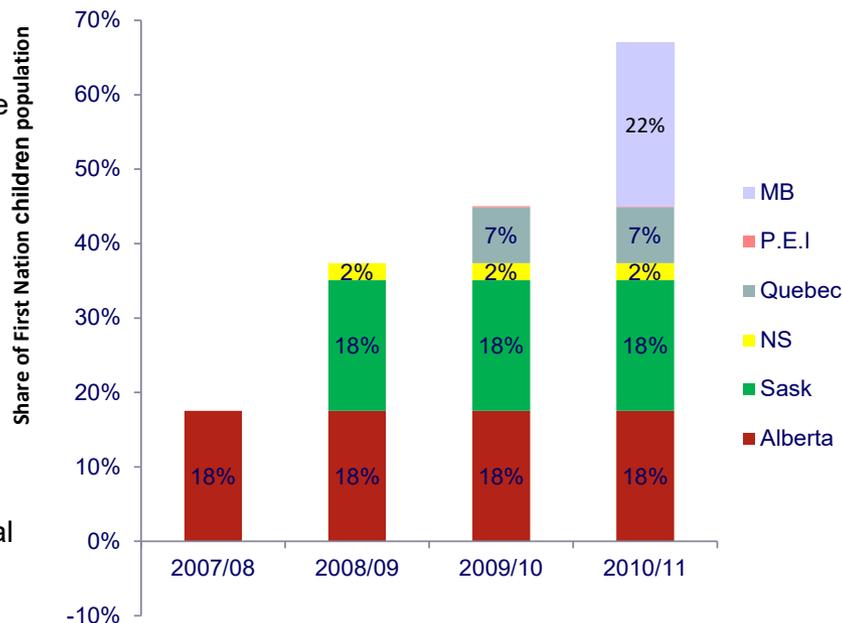
The Enhanced Prevention Focused Approach

- Provinces began to shift to a greater emphasis on enhanced prevention in their own approaches to child and family services.
- In 2007, the federal government followed suit and looked at a new funding approach that would ensure enhanced prevention practices were brought to reserves.
- In addition to the new funding approach, AANDC also updated its authorities in 2007 to ensure that service providers were able to make use of culturally appropriate tools such as kinship care and post-adoption subsidies in accordance with child welfare legislation.
- In 2007, AANDC, in conjunction with willing provincial and First Nation partners, started to roll out the Enhanced Prevention Focused Approach on a province-by-province basis.

Today, the enhanced prevention model is underway in six provinces – Alberta, Saskatchewan, Nova Scotia, Quebec, PEI and Manitoba – reaching about 68 percent of First Nation children ordinarily resident on reserve across Canada. Under the six current frameworks, more than \$100 million in additional ongoing investments is now dedicated to the new approach on an annual basis.

Percentage of First Nation on-reserve population covered by

New Enhanced Prevention Focused Approach





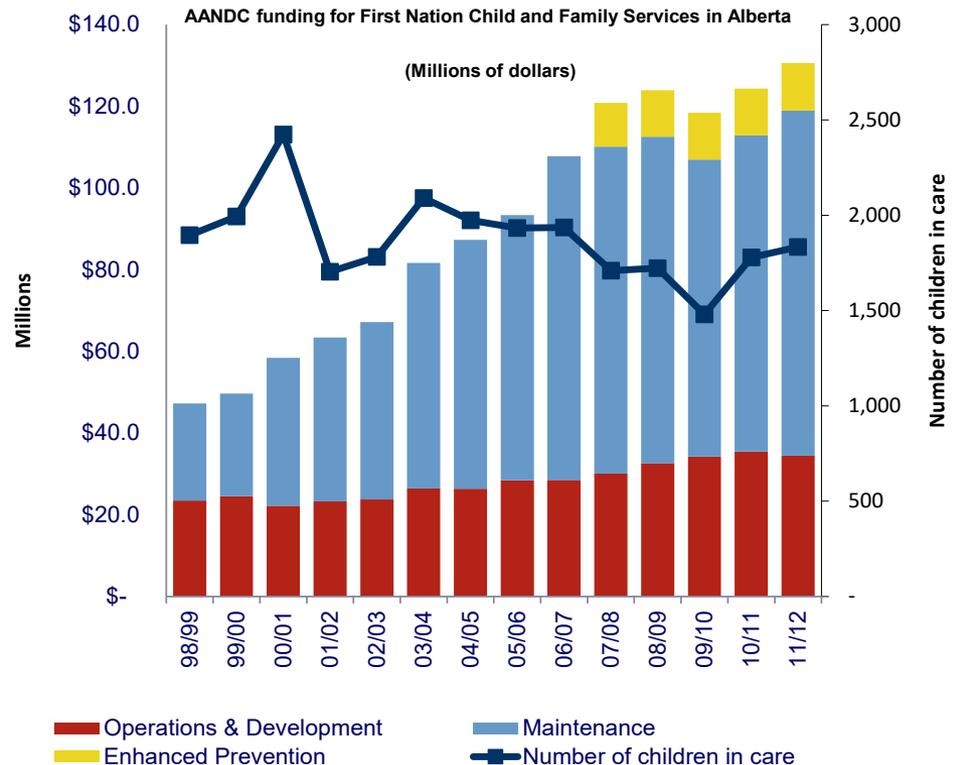
Early Results

The Alberta Experience

On April 27, 2007, AANDC announced the first [tripartite accountability framework](#) that allowed Canada to provide an investment of \$98.1 million over a five year period in Alberta.

Early indications from the province shows: a decrease in caseloads; an increase in families accessing family enhancement programming (prevention-focused services); a rise in permanent placements of children; and an increase in the use of kinship care.

The Evaluation of the Enhanced Prevention Focused Approach in Alberta confirms positive results, while at the same time, shows First Nation agencies need time to develop partnerships and enhance capacity.





Early Results Continued....

The Saskatchewan Experience

- In 2008, AANDC [announced](#) the [Tripartite Accountability Framework in Saskatchewan](#) to provide Saskatchewan with an investment of \$105 million over a five-year period.
- There has been a substantial increase in kinship care placements (known as Alternate Care in Saskatchewan), which support an increased sense of family in the form of culturally-appropriate / ethno-cultural placements. Statistics indicate an increase in kinship care from 1 in 2007-2008 to 476 in 2011-2012, and a decrease in the use of institutional care.
- As results become available for the remaining four jurisdictions implementing the EPFA they will be added to the [First Nation Child and Family Service Program](#) website.



Lessons Learned

- Program reform and transition to an increased focus on prevention services involves a major shift and requires time to implement.
- Partnership and commitment from First Nations, provincial, and federal governments remains critical to success. It is important that all appropriate stakeholders participate in the development of EPFA.
- Based on experiences in other jurisdictions, funding allocations for EPFA in future jurisdictions need to factor in the time it takes for agencies to develop business plans. Business plan training to agencies can help support effective and meaningful business plans.
- It's important to conduct proper review and analysis of business plans. This helps to ensure business plans continue to evolve and meet the changing needs of the communities the agencies serve and help achieve positive outcomes.
- Increased investments to the program has resulted in greater awareness of agency services which, in turn, has sometimes led to an increase in children being placed in care outside of the parental home.
- AANDC continues to share lessons learned and remains willing to work with other jurisdictions as they shift their own approaches to enhanced prevention. Transitioning each jurisdiction involves a significant amount of tripartite work and depends on partner readiness and on the status of the province or territory's own shift to a different approach. The timing of completion is difficult to predict when we will transition to EPFA in the five remaining jurisdictions.



Evaluations and Audits

- AANDC regularly conducts evaluations, audits, and reviews of the First Nations Child and Family Services program.
- Alberta EPFA Evaluation (2010): <http://www.aadnc-aandc.gc.ca/eng/1324578040367/1324578079628>. The EPFA evaluation of Nova Scotia and Saskatchewan is now completed and expected to be published shortly. An evaluation of EPFA in PEI and QC is underway and will be completed in fiscal year 2013-2014.
- The Mid-Term National Review for the Strategic Evaluation of the Implementation of the EPFA for the FNCFS Program was completed in 2011: http://www.aadnc-aandc.gc.ca/DAM/DAM-INTER-HQ-AEV/STAGING/texte-text/ev_mtcfs_1355512709570_eng.pdf
- Audits and Evaluations between 2008 and 2012 demonstrate:
 - A need for EPFA
 - A need for improved communication around roles and responsibilities of tripartite partners
 - The need for information sharing between governments.
- Early results show:
 - Closer tripartite relationships
 - Design of EPFA meets its intended outcomes
 - Better awareness of the child welfare system in communities leading to more self-referrals by families
 - Development of capacity for prevention
 - Promising prevention practices in some communities.
- EPFA Evaluations support ongoing tripartite discussions; annual updating of Business Plans; and the development of common performance indicators.



Development of EPFA

- Steps Required to implement EPFA
 - Engagement of Parties
 - Tripartite Accountability Framework
 - Costing Model
 - Development of Business Plans
 - Implementation
 - Ongoing Monitoring and Compliance Reviews.



Steps Required to implement EPFA

Step 1: Engagement of Parties

- Initial Meetings between AANDC and Province/Territory
 - Discussion on how provincial service are delivered and how they are funded
- Tripartite Discussions between the Innu and/or First Nations, First Nations Child and Family Service Agencies, Province/Territory, and AANDC
 - Discussions focus on the Framework Development and Costing Model for EPFA



Steps Required to implement EPFA continued....

Step 2: Tripartite Accountability Framework

- Frameworks are developed through tripartite discussions involving First Nations, provinces/territory, and AANDC.
- The Framework outlines the respective roles and responsibilities of all parties; goals to be achieved; and the accountability mechanisms, including the development of five year business plans which are updated annually
- Goals of the Framework are to reflect the needs and circumstances of Innu and/or First Nations

Key Components of a Tripartite Accountability Framework

- Shared goals and outcomes that can be measured to assess progress;
- Clearly defined roles and responsibilities of all parties
- Identified initiatives to be supported through the agreement;
- Process for an annual review for progress and adjustments.



Steps Required to implement EPFA continued....

Step 3: Costing Model

- The tripartite working group will be tasked with establishing a formula for the funding Recipient (s) (province or First Nations child and family services agency). The following criteria will be used to determine funding per agency:
 - # of children served
 - Avg. # of children per family
 - Salaries
 - Administrative Overhead
 - Training
 - Staff Travel
 - # of children in care
 - Staffing Ratios
 - Evaluation
 - Benefits
 - Off hour Emergency Services



Steps Required to implement EPFA continued....

Step 4: Business Plans

- Development of business plans by the Innu and/or First Nations agencies with support from the province/territories and AANDC
 - Developed for a five year period to allow for long-term planning, but updated annually to respond to changing environments and community needs
 - Tripartite meetings held on a quarterly basis to review progress and discuss issues as they arise
 - Elements of a good business plan are:
 - Community Profile/ Environmental Scan
 - Service Delivery Model (outlining services and how they will be delivered)
 - Connections with community resources
 - Human resource plan for staffing
 - Strategies to meet identified goals and measurement of these goals
 - Finance/Budget



Steps Required to implement EPFA continued....

Step 5: Implementation

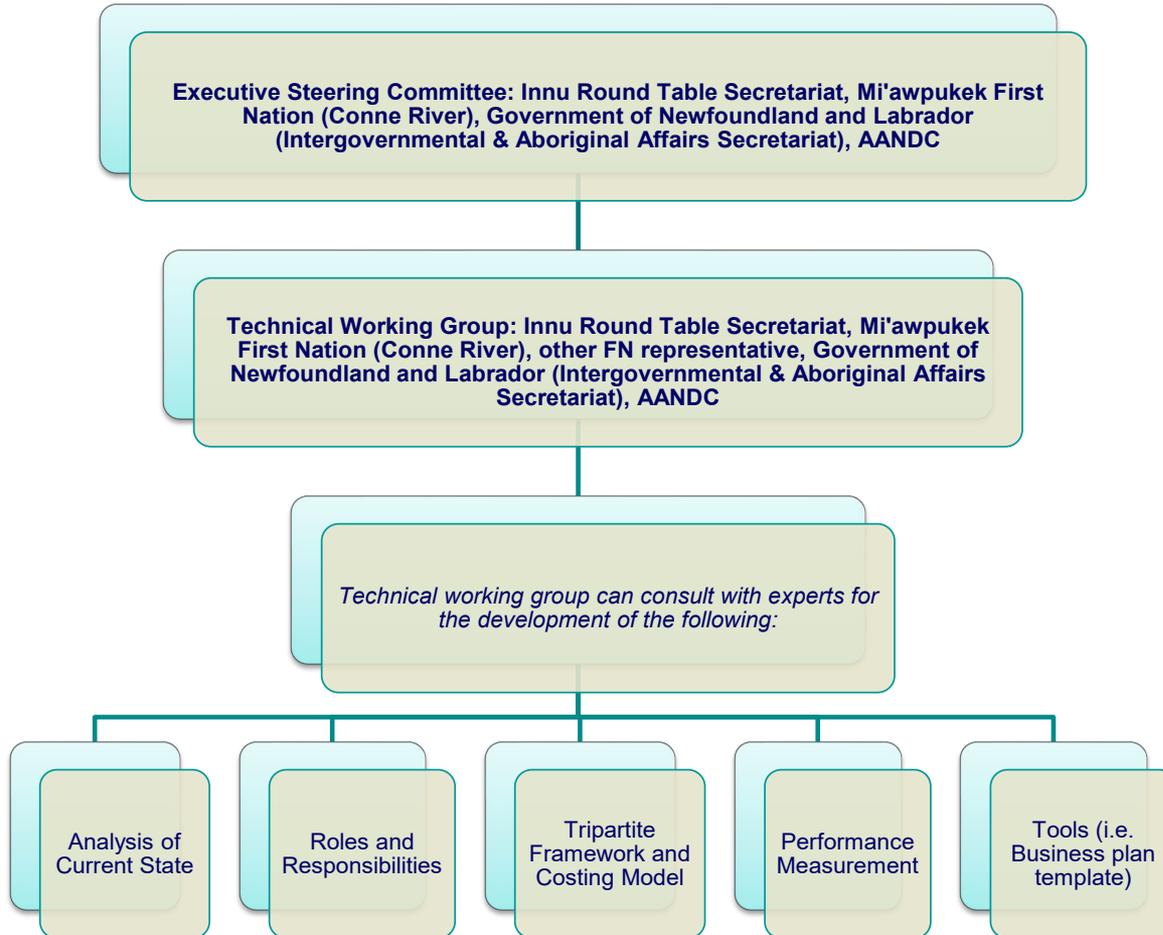
- To be eligible to receive funding all First Nations agencies must be delegated by the province to deliver child and family services on reserve
- The business plans reflect the needs of the communities they serve
- Funding is flowed through three streams: Operations, Prevention, Maintenance

Step 6: Ongoing Monitoring and Compliance Reviews

- Agencies and the province will submit monthly/quarterly maintenance reports based on risk, and annual financial reports
- AANDC's Performance Measurement Strategy supports data collection that emphasizes results and outcomes
- AANDC undertakes compliance review of the First Nations Child and Family Services program to ensure funding is spent within program authorities
- Annual AANDC audits/evaluations provide insight into the effectiveness of EPFA
- Ongoing tripartite meetings, annual updating of business plans, and provincial compliance reviews are crucial to supporting ongoing effectiveness in monitoring successful outcomes for Innu and/or First Nations communities.



STEERING COMMITTEE AND WORKING GROUP – STRUCTURE





Workplan Sample

Activity	Who	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April
Identify reps for Working Group (Tammy, Theresa, Shayne, Jack, Kathleen, Wendy, John, Marcel Ashini, Barbara Cull, Brian Harvey, Joe & Barb D'Amico) Rotating Chair. Steering Committee: Sheilagh Murphy, Dougal MacDonald or Teresa Joudrie, Steven Joudry, Two Chiefs, Tammy Drew, Chief Joe, Yvonne John, Barbara Cull, Brian Harvey	AANDC/NL / IRT Secretariat and Mi'awpukek	July 18									
Prepare and present briefing for First Nations, Provincial and Federal Leaders at Annual (or other) Meeting	All	NL, AANDC		Mi'awpukek Innu	Innu						
Confirm Innu/ Mi'awpukek and other members and logistical support for Steering Committee, Working Group	AANDC/NL	July 18									
Next face-to-face meeting in St. John's to develop first draft of Tripartite Framework. Submit to management/Leadership for review. Provide update on beginning of data collection.	Working Group	July 18									
Teleconference to discuss senior management/Leadership input to Tripartite Framework	Working Group		August 31								
Review Funding Arrangement options for Innu	Joe and Working Group	July 18									
Summary of NL Performance Measurement Plans/Quality Assurance info	NL		August 31								
Collect data, prepare research/analysis (e.g. community profile scan, child population, tools, funding guides, performance management frameworks)	Working Group – Ongoing and final TBD										
Draft Costing Model(s) re: core, flexible funding, special considerations for Innu and Mi'awpukek	Working Group			Sept 15							
Circulate Framework and Costing Model for comments, feedback	Working Group and Steering Committee										
Revisions and approve Final Tripartite Framework	Steering Committee (Province Cabinet, 3 Chief and Council)			Sept 15							
Policy and funding authority	AANDC				Oct						
IRT/Mi'awpukek identify readiness to develop business plans	Innu/ Mi'awpukek					November					



Conclusion

- **Transition to a new approach involves a major shift and requires time to implement. Partnership and commitment from First Nations as well as the federal and provincial or territorial governments is critical.**

Key Features:

- Partnership approach with First Nations, provinces/Yukon Territory and AANDC
- Reasonable provincial comparability within AANDC authorities;
- Strengthening governance and accountability;
- Moving from two funding streams (operations and maintenance) to three under EPFA (operations, maintenance and prevention services);
- Increasing flexibility for agencies to move funds from one stream to another in order to address needs and circumstances facing individual communities;
- Introducing business plans that focus on improved outcomes for children and families.